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February 19, 2005

To: Minister of Canadian Heritage  
Department of Canadian Heritage  
25 Eddy Street  
Gatineau, Quebec  
K1A 0M5

Re: Proposal for the Evaluation of the Traveling Exhibitions Indemnification Program (INDEM)

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Right Approach Consulting is pleased to respond to the Department of Canadian Heritage's request for proposals regarding its Traveling Exhibitions Indemnification Program (INDEM).

Evaluation is an essential component of program and project cycles. It can be used to assess the results of current program activities and provide objective information on which decisions and future action can be based. Right Approach Consulting can provide the Department of Canadian Heritage with the information needed to influence change.

Our team has completed a coherent plan for the evaluation of INDEM, focusing on the key elements outlined in your request. We have attached a summary of our findings and recommendations. If chosen, Right Approach Consulting would appreciate the opportunity to assist the Department of Canadian Heritage in implementing the proposed plan and to work with the program manager and staff in refining both our evaluation strategy and the preliminary evaluation framework.

Thank you for providing us with the opportunity to guide your evaluation. Should you have any questions or comments regarding this preliminary report, please do not hesitate to contact us.

Sincerely,

Right Approach Consulting

**Proposed Evaluation of the  
Canada Traveling Exhibitions Indemnification Program**

**Preliminary Report**

Prepared for:  
Department of Canadian Heritage

Prepared by:  
Right Approach Consulting

19 February 2005

# 1. Introduction

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This report outlines an evaluation plan for the Canada Traveling Exhibitions Indemnification Program (INDEM), as outlined in the Request for Proposals (RFP) issued by the Department of Canadian Heritage. Following the introduction, the report describes our understanding of the program and its logic. The following section outlines our proposed evaluation strategy; including the questions the evaluation will address, the methods that will be used to address these questions, and the overall framework which will guide the process. The estimated costs and timelines for the proposed evaluation are then presented. In our conclusion section, we reflect on what is proposed and provide arguments on why we feel our proposed approach would suit the needs of the program manager.

## 1.1 Agency and Program Background

The Canadian Heritage Portfolio includes the Department, agencies, and Crown corporations. The Department contributes to the growth and development of Canadian cultural and sporting life, the promotion of a fairer and more equitable society, as well as the nation's linguistic duality and multicultural character.

In 2000, the Government of Canada introduced the Canada Traveling Exhibitions Indemnification Program (INDEM) within the Department of Canadian Heritage. Indemnification is a process through which the government assumes financial risk, and provides compensation for damage or losses, should these occur. Through the establishment of the Canada Traveling Exhibitions Indemnification Program, therefore, the Government of Canada assumes the financial responsibility for loss or damage to objects and appurtenances in eligible traveling exhibitions.

The Indemnification Program has two objectives: first, 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. Both international and domestically organized exhibitions are eligible for indemnification.

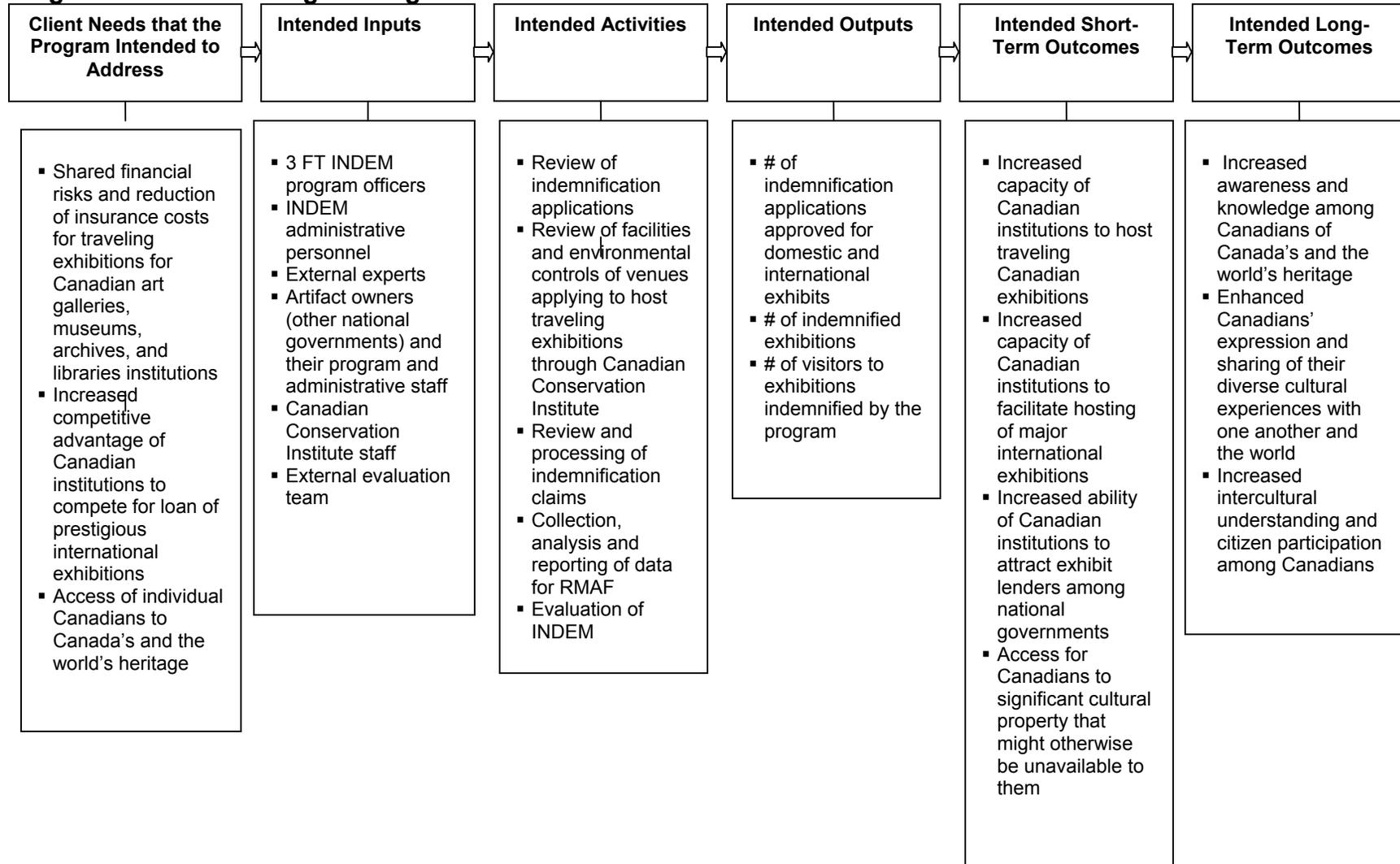
Please see the program's Logic Model (diagram 1.2.1) for further details on the program's design and logic.

## 1.2 Program Logic Model

Effective program evaluation does more than collect, analyze and interpret data. Using program logic model to facilitate effective program planning, implementation and evaluation is beneficial for all stakeholders.

The program logic model describes the program theory. It forms the basis for an account of the program's expected performance (McLaughlin & Jordan, 1999). A draft logic model for the INDEM program has been developed to demonstrate our understanding of the program based on the RFP and on information available on the Department of Canadian Heritage website. This draft is to be discussed with program stakeholders to ensure that all relevant stakeholder perspectives are reflected.

**Diagram 1.2.1: Draft Program Logic Model**



## 2. Proposed Evaluation Plan

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### 2.1 Purpose of the Evaluation

A summative evaluation of the Canada Travelling Exhibition Indemnification Program (INDEM) is required for a departmental report to the Parliamentary Committee that will review administration of the Canada Traveling Exhibitions Indemnification Act.

Right Approach Consulting is pleased to provide evidence-based answers to the Treasury Board Evaluation Policy questions relating to program relevance and success. To this end, our proposed evaluation plan includes:

- A assessment and refinement of the proposed evaluation questions
- A detailed evaluation methodology including a description of each of the suggested data tools and an explication of their use
- A detailed evaluation process plan with a description of each of the suggested evaluation activities and related tasks in chronological order
- A discussion of the challenges and opportunities our plan presents with a highlight of its strengths and weaknesses.

### 2.2 Evaluation Questions

Given the purpose of the program and the summative nature of the evaluation, many of the questions as posed by the Department of Canadian Heritage are useful to the evaluation. However, given the limited budget of \$50,000, Right Approach Consulting feels that it is not possible to address all of the questions as outlined by the Department of Canadian Heritage within this specific evaluation. Therefore, a careful examination of the questions has been completed in order to ensure that the summative purpose of the evaluation will still be met while refining and reducing the questions.

Given the fact that the questions that were drafted by the Department of Canadian Heritage are strong, Right Approach Consulting has not added any further questions nor has it made any changes to the content of the questions. Explanations for the validity of each question have been provided below as have additional comments for consideration regarding certain questions.

Questions originally labelled in the RFP as 6,7 (implementation and cost-effectiveness), and 9 (output and outcome information to be collected) have been removed for the purpose of this evaluation proposal. The costs associated with questions 6 & 7 go beyond what is allocated in the budget and Right Approach Consulting feels that these questions are more related to the purposes of a formative evaluation, whereas a summative evaluation is more concerned with whether desired impacts have occurred. As a separate note, Right Approach Consulting is interested in exploring with the Department of Canadian Heritage these more formative evaluation questions in a separate proposal if the Department maintains the program. Specific comments relating to question 9 are provided below as well.

#### 2.2.1 Relevance Questions (Needs Assessment)

##### 1. To what extent is there still a need for the indemnification of travelling exhibitions in Canada?

Question 1 remains intact as this question directly addresses whether the program is relevant. As part of addressing this question, Right Approach Consulting feels that it is important to examine whether the exhibitions that have been receiving funding are being used by Canadians. Justification for this note is that need for indemnification of the travelling exhibitions is seen as inherently linked to

the successful use of those programs by Canadians and Canadian institutions (see program objectives). This aspect of the question will be addressed through data collected for questions 4a and 4b.

**2. Is indemnification of travelling exhibitions still consistent with federal objectives/priorities?**

Question 2 remains intact as this question directly addresses whether the program is relevant in relation to the institution from which it receives its funds (i.e., federal government).

**3. Would travelling exhibitions have been possible without INDEM?**

Originally question 4, this question was moved from the 'success' section to the 'relevance' section because the answer to the question will help to determine whether there is a need for the program or whether the exhibitions could have occurred otherwise.

The original question 8 (overlap or duplication with other program) is also being addressed within this question.

**2.2.2 Success Questions (Program Effectiveness)**

**4. 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?**
- b. **providing Canadian art galleries, museums, archives and libraries with a competitive advantage when competing for the loan of prestigious exhibitions?**

This question remains intact as it fundamentally addresses whether the program has been a success, of key value to know for this summative evaluation.

**5. Have there been other positive or negative impacts of the program, e.g. improved collection care standards?**

This question remains the same as both positive and negative unexpected impacts of the program can provide knowledge applicable to the summative nature of the evaluation. An understanding of the results and impacts of the program will help the Department in their decision-making regarding this program.

**2.2.3 Cost-effectiveness/Alternatives**

**6. Are there ways of *design* of the INDEM Program could be improved or made more cost effective? Would legislative changes be required?**

This question goes beyond the scope required for a summative evaluation. Although Right Approach recognizes the importance of this question in a formative sense for improving the program, the budget allocated for the evaluation limits the scope of the evaluation to more summative-based questions.

**7. Are there ways the *implementation* of the INDEM Program could be improved or made more cost effective? Would legislative changes be required?**

Again, this question goes beyond the scope required for a summative evaluation. Although Right Approach recognizes the importance of this question in a formative sense for improving the program, the budget allocated for the evaluation limits the scope of the evaluation to more summative-based questions.

#### **8. Is/are there any other programs that overlap with or duplicate INDEM?**

This question has been removed as it can be addressed as a sub-question during data collection as part of question 4.

#### **9. Is output and outcome information being collected by the department sufficient to support impact measurement and reporting?**

This question has been removed as it has already been addressed through the Audit of the Canadian Travelling Exhibition Indemnification Program completed in 2004 ([http://www.pch.gc.ca/progs/em-cr/verif/2004/2004\\_11/1\\_e.cfm](http://www.pch.gc.ca/progs/em-cr/verif/2004/2004_11/1_e.cfm)).

## **2.3 Proposed Evaluation Methodology**

The evaluation methodology provided in the RFP consists of: a) a document and literature review; b) a survey of eligible institutions; c) an analysis of institutions' insurance savings on indemnified exhibitions; and d) a number of key informant interviews. Although the proposed methodology adequately addresses the list of evaluation questions proposed in the RFP, the scope of the evaluation is beyond what a budget of \$50,000 can cover. As such, the proposed evaluation methodology has been slightly revised in order to address the questions that will be addressed in the evaluation.

### **2.3.1 Document and Literature Review**

**Scope of the review:** The RFP proposes a comprehensive list of documents and literature to be reviewed: cabinet documents; TB submissions; the Act and Regulations; program guidelines; policies and procedures documents; the draft program RMAF; program data on applications and approved projects since 1999-2000; information about travelling exhibitions indemnification programs in four other countries (U.S., U.K., New Zealand, and Australia); project files; and a summary of International Indemnity Programs prepared by the Mori Arts Centre Summary in 2002. Right Approach Consulting feels that all of these documents will be of use for review throughout the evaluation, each addressing at least one, if not more than one, evaluation question.

In addition to this list, we also propose that client reports on exhibitions (as required by the program's RMAF) be reviewed. We also propose that documents related to the mission and strategic objectives of the Department of Canadian Heritage also be examined, in order to establish the role of the INDEM program in meeting Federal objectives and priorities.

**Data collection tools required for the review:** The review of the documents will be guided by a content analysis instrument based on the evaluation questions to be addressed.

**Analysis of review data:** It is anticipated that the data extracted through the content analysis will be both quantitative and qualitative, but primarily qualitative. Quantitative data will be summarized in tables and charts and appropriate statistical analyses will be applied (e.g., frequency counts, averages, cross-tabulations, etc...). Qualitative data will be coded and summarized according to each evaluation question, identifying specific facts required, themes throughout documents, etc.

### 2.3.2 Survey of Eligible Institutions

**Scope of the survey:** The RFP proposes that the 100 Canadian institutions deemed eligible for the program be surveyed. Given the scope of the retained evaluation questions, we agree that a survey of all eligible institutions is appropriate.

**Data collection tools required for the survey:** In order to reduce the costs of conducting a large-scale mail-in survey, we propose the development of an on-line survey questionnaire. The questionnaire will be based on the evaluation questions to be addressed by the survey, and a slightly different questionnaire will be developed for: a) eligible institutions who have applied to the program and who were successful in their application; b) eligible institutions who have applied to the program but who were not successful in their application; and c) eligible institutions who have not applied. The questionnaire will also include questions regarding the institutions' insurance costs for indemnified exhibitions (as identified in the RFP as a specific methodology) in order to establish the extent to which the program has resulted in insurance savings. The survey will involve both qualitative and quantitative questions and a draft of the survey will be pre-tested in order to ensure clarity of the questions and relevance and validity of the data.

**Analysis of survey data:** The survey will involve a balance of quantitative and qualitative data. Quantitative data will be summarized in tables and charts and appropriate statistical analyses will be applied (e.g., frequency counts, averages, cross-tabulations, etc...). In particular, the analysis of institutions' insurance savings on indemnified exhibitions will be conducted by an external expert hired by Right Approach Consulting for this specific task. Qualitative data will be coded and summarized according to each evaluation question, identifying specific facts required, themes trends, etc.

### 2.3.3 Key informant interviews

**Scope of the interviews:** The RFP proposes that 14 to 16 in-depth interviews be conducted with a number of key informants. However, we feel that interviews with representatives of indemnification programs in other countries would not add much value to this evaluation as such information may be obtained from the report on International Indemnity Programs that was completed in 2002 (which will be examined as part of the document/literature review). Instead, we propose that interviews be conducted with representatives of eligible institutions in order to further expand on the data collected through the survey. As such, we propose that 16 interviews be conducted with representatives of PCH (n=3), umbrella service organizations for museums, art galleries, etc., that are potential applicants (n=3), representatives of museums/galleries whose projects were not indemnified and museums/galleries with exhibitions that could have been considered for indemnification but did not apply (n=5), eligible institutions who have applied to the program (n=2), eligible institutions who have not applied to the program (n=4), and a representative of CCI (n=1).

**Data collection tools required for the interviews:** Interview protocols for each category of key informant will be developed based on the evaluation questions to be addressed by the interviews. Care will be taken to ensure that interviews last between 30 to 45 minutes, in order to reduce the time burden on respondents.

**Analysis of interview data:** The data collected through the interviews will be both quantitative and qualitative. Quantitative data will be summarized in tables and charts, and appropriate statistical analyses will be applied (e.g., frequency counts, averages, cross-tabulations, etc...). Qualitative data will be coded and summarized according to each evaluation question.

Table 3.3.1 provides an overall summary of the evaluation questions and data collection methods and sources.

**Table 2.3.1: Evaluation framework**

Evaluation Questions and Issues	Data Collection Methods and Sources
<p>1. To what extent is there still a need for the indemnification of travelling exhibitions in Canada?</p>	<ul style="list-style-type: none"> <li>• Document and Literature Review               <ul style="list-style-type: none"> <li>○ All documents</li> </ul> </li> <li>• Survey of Eligible Institutions               <ul style="list-style-type: none"> <li>○ Survey of both applicants and non-applicants</li> </ul> </li> <li>• Analysis of Institution's Insurance Savings on Indemnified Exhibitions</li> </ul>
<p>2. Is indemnification of travelling exhibitions still consistent with federal objectives/priorities?</p>	<ul style="list-style-type: none"> <li>• Document and Literature Review               <ul style="list-style-type: none"> <li>○ Cabinet documents</li> <li>○ TB submissions</li> <li>○ Program RMAF</li> <li>○ Background documents on the Department of Canadian Heritage</li> </ul> </li> <li>• Key Informant Interview               <ul style="list-style-type: none"> <li>○ Representatives of PCH</li> </ul> </li> </ul>
<p>3. Would travelling exhibitions have been possible without INDEM?</p>	<ul style="list-style-type: none"> <li>• Document and Literature Review               <ul style="list-style-type: none"> <li>○ Program data on applications</li> <li>○ Client reports on exhibitions</li> </ul> </li> <li>• Survey of Eligible Institutions               <ul style="list-style-type: none"> <li>○ Survey of both applicants and non-applicants</li> </ul> </li> <li>• Analysis of Institution's Insurance Savings on Indemnified Exhibitions</li> <li>• Key Informant Interview               <ul style="list-style-type: none"> <li>○ All interviewees except representatives from other countries</li> </ul> </li> </ul>
<p>4. What results has the program had since 2000 in terms of?</p> <ol style="list-style-type: none"> <li>a. providing access for Canadians to Canada's and the world's heritage through the exchange of artefacts and exhibitions in Canada?</li> <li>b. Providing Canadian art galleries, museums, archives and libraries with a competitive advantage when competing for the loan of prestigious exhibitions?</li> </ol>	<ul style="list-style-type: none"> <li>• Document and Literature Review               <ul style="list-style-type: none"> <li>○ Client reports on exhibitions</li> </ul> </li> <li>• Survey of Eligible Institutions               <ul style="list-style-type: none"> <li>○ Survey of both applicants and non-applicants</li> </ul> </li> <li>• Key Informant Interview               <ul style="list-style-type: none"> <li>○ All interviewees</li> </ul> </li> </ul>
<p>5. Have there been other positive or negative impacts of the program, e.g. improved collection care standards?</p>	<ul style="list-style-type: none"> <li>• Document and Literature Review               <ul style="list-style-type: none"> <li>○ Client reports on exhibitions</li> </ul> </li> <li>• Survey of Eligible Institutions               <ul style="list-style-type: none"> <li>○ Survey of successful applicants only</li> </ul> </li> <li>• Key Informant Interviews               <ul style="list-style-type: none"> <li>○ Representatives of PCH</li> <li>○ Representative of CCI</li> </ul> </li> </ul>

### 3. Description and Scope of the Evaluation Plan

The RFP refers to an evaluation working group consisting of the project authority from the Corporate Review Branch (Evaluation Services Directorate) and a representative from the Heritage Programs Branch. In order to ensure that appropriate stakeholder interests are reflected in the evaluation, we propose that an evaluation committee be composed, consisting of members of the evaluation working group (the Project Authority from the Corporate Review Branch and a representative of the Heritage Programs Branch), a representative from the senior management of the Ministry of Canadian Heritage, a representative of the umbrella service organizations, a representative of CCI and a representative of museums/galleries with exhibitions eligible for INDEM that did not apply. Our firm will work together with the committee in refining the preliminary program logic model and the data collection instruments that we have proposed in the proposal. The evaluation committee will also be given responsibilities of coordinating data collection and providing feedbacks to preliminary evaluation report.

The activities outlined for this evaluation are divided into seven different stages as outlined below:

- Stage 1.** *Refining our understanding the INDEM program.* Our firm will examine diversity of stakeholders and identifies their interests. During this planning stage, we will meet with the Project Authority and the Evaluation Project Working Group to further discuss the program context. The evaluation committee should be established at this point, and should be involved in refining the program logic model.
- Stage 2.** *Developing and finalizing data collection instruments.* We will work together with the evaluation committee in order to develop and finalize all data collection instruments.
- Stage 3.** *Data collection and analysis.* The document review, survey and interviews will be completed and data collected through these methods will be compiled and analyzed. The evaluation committee will be consulted on a regular basis in order to discuss and review the process.
- Stage 4.** *Preparing and presenting the preliminary findings.* All information will be gathered and assessed to provide a deck for preliminary findings. The preliminary findings will be presented in order to seek feedback from PCH representatives (senior management and the evaluation working group). Completing the draft for the final report. The PCH representatives will be consulted and recommendations will be made.
- Stage 5.** *Writing and presenting the final report.* A draft report will be revised based on the feedback from the PCH representatives. A final report including an executive summary will be submitted to the Minister of Canadian Heritage.

The evaluation questions addressed in our proposal can be measured in order to make fair judgments based on relevant program criteria. The criteria are based on program goals and objectives; therefore help identify answers for the evaluation questions. In this evaluation plan, three aspects of the INDEM program, such as the program relevance, program success and program cost-effectiveness/alternatives, will be examined and compared to similar programs in other countries.

#### Timeline

It takes a considerable amount of time to conduct an evaluation with a comprehensive measurement and evaluation process for a program. As the INDEM program evaluation needs to be completed in four months, according to the five stages of our evaluation plan described earlier in this proposal, our firm divides the evaluation tasks and uses a timeline to illustrate how we plan to conduct the INDEM program evaluation.

# Timeline

The timeline for the evaluation is broken down by project weeks. Each box represents a discrete task, however it should be noted that weeks 9 through 18 will involve a more intense work period given the overlapping of numerous tasks.

**Table 4.2.1: Evaluation timeline**

Week 1	Week 2	Week 3	Week 4	Week 5	Week 6	Week 7	Week 8	Week 9	Week 10	Week 11	Week 12	Week 13	Week 14	Week 15	Week 16	Week 17	Week 18			
<b>Stage One:</b> Refining our understanding of the program		<b>Stage Two:</b> Developing and finalizing data collection Instruments		<b>Stage Three:</b> Data collection and analysis													<b>Stage Four:</b> Preparing and presenting the preliminary findings		<b>Stage Five:</b> Writing and presenting the final report	

## Preliminary Budget

The preliminary evaluation budget is considered in this proposal and the most significant cost is the cost of evaluation investigators. One senior evaluator from our firm will devote five days on the INDEM project during the contract period. The senior evaluator is also responsible for allocating the funds and monitoring the evaluation process. One junior evaluator will be assigned as the project officer who takes care of each stage in our evaluation plan. The junior evaluator will ensure the evaluation project run smoothly and coordinate human and financial resources in the project. The junior evaluator will spent approximately 60 days on the INDEM project. In order to reduce the cost of data analysis and instrument development, our firm will use part-time research assistants during the data collection period. Other costs include office supplies and expense of printing materials, outside services, technology support and instrument development and other miscellaneous expenses. The cost of participants who participate in interviews or completing survey for our data collection is through the in-kind contribution. The table below presents the evaluation costs for the project.

## Budgeting for Evaluation

<i>Item/Activity</i>	<i>Cost</i>
Salaries and Employee Benefits for the full-time evaluation team members <ul style="list-style-type: none"> <li>• 1 senior evaluator at \$900/day with 5 days devoted to the evaluation project;</li> <li>• 1 junior evaluator at \$500/day with 60 days devoted to the project</li> </ul>	1x \$900/d x 5 days = \$4,500 1x \$500/d x 60 days = \$30,000
Research Assistants (No. Of staff x hourly rate x No. Of hours on the evaluation project)	2 x \$30/hr x 80hrs = \$4,800
Participants Costs (for time involved in the evaluation)	In-kind Contribution
Office Supplies and Expense of Printing Materials	\$ 1,500
Outside Services (Postal/courier services etc.)	\$ 200
Technology Support and Instrument Development	\$ 3,000
Translation Cost	\$ 1,500
General Overhead Allocation	In-kind Contribution
Other Miscellaneous Expenses	\$ 1,000
<b>Total Evaluation Cost</b>	<b>\$ 46,500</b>

## 4. Conclusion

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The purpose of this proposal is to provide a summative evaluation of the Canada Travelling Exhibition Indemnification Program ( INDEM).

Right Approach Consulting has built on the strong evaluation structure provided by the Department of Canadian Heritage. We have also identified areas in need of refinement and delivered a credible summative evaluation proposal within the budget allotted. However, Questions originally labelled at 6,7, and 9 have been removed for the purpose of this evaluation proposal. The costs associated with questions 6 & 7 go beyond what is allocated in the budget and Right Approach Consulting feels that these questions are the least necessary in addressing the summative purpose of the evaluation for the Department report to the Parliamentary Committee. As a separate note, Right Approach Consulting is interested in exploring with the Department of Canadian Heritage these more formative evaluation questions in a separate proposal if the Department maintains the program.

We acknowledge that a weakness in our proposal stems from the short proposal timeline; we are unable to provide you at this time with an assessment of the relevant data collection tools. If given the opportunity to carry out this evaluation we look forward to pursuing instrument assessment and development in greater detail.

