



LEAD Solutions
112 Assessment Court
Accountability Town, Canada

February 23, 2008

Ms. S. Borys
Director of Evaluation
Environment Canada
10 Wellington Street
Gatineau, Quebec K1A 0H3

RE: Evaluation of the Federal Government's Participation in the Toronto Waterfront Revitalization Initiative (TWRI)

Dear Ms. Borys,

LEAD Solutions is pleased to respond to the request for evaluative support for the evaluation of the Federal Government's Participation in the Toronto Waterfront Revitalization Initiative (TWRI).

As requested, we have provided our evaluation strategy which includes:

- 1) the scope and objectives of the evaluation;
- 2) an evaluation matrix providing questions on relevance, outcomes, implementation and cost-effectiveness and related key indicators;
- 3) an evaluation plan outlining the recommended data collection methods and the rationale for this approach
- 4) challenges anticipated and recommended solutions

We thank you for this opportunity. Should you require further clarification, please do not hesitate to contact us. We look forward to hearing from you.

Sincerely,

LEAD Solutions

1.0 PROGRAM OVERVIEW

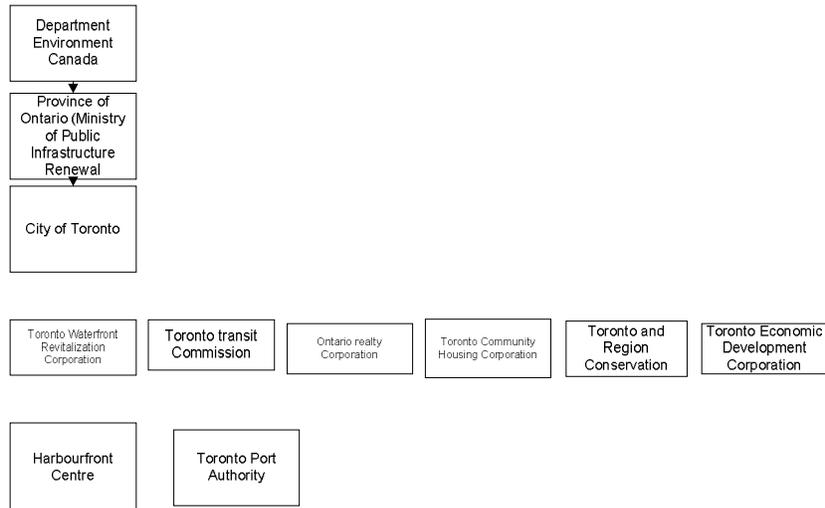
Evaluation of the Toronto Waterfront Revitalization Initiative

The Toronto Waterfront Revitalization Initiative (TWRI) is a tri-government initiative that is currently managed by Environment Canada on behalf of the federal government, in partnership with the Province of Ontario and the City of Toronto.

Its goal is to contribute to sustainable urban development in the waterfront area. It will contribute to the achievement of both a green and beautiful area and an increase in economic growth and development opportunities. Recognizing the intrinsic links between economic, social, and environmental health, the objectives include the enhancement of the quality of life in Toronto and the encouragement of sustainable urban development. The TWRI website (<http://www.waterfronttoronto.ca>) also identifies, as an objective, engagement of the community as an active partner in revitalization.

The federal government's priorities for the Toronto region which relate to this program are: (a) providing effective economic leadership for a prosperous tomorrow and (b) improving the environment (2007 Speech from the Throne (*Strong Leadership. A Better Canada*, October 16, 2007). As well, the federal government has identified parks, recreation and public spaces as priorities for this program (RMAF for the Toronto Waterfront Revitalization Initiative, October 2006).

The following shows the relevant stakeholders and partners of the TWRI.



2.0 PURPOSE OF EVALUATION

The purpose of the evaluation is to examine whether the Toronto Waterfront Revitalization Initiative is:

- aligned with the federal government's priorities for the Toronto region for improving the environment and for the provision of economic leadership and funding to parks, recreation and public spaces;
- achieving its intended immediate outcomes and assessing whether the initiative is on track to contributing to the achievement of its intermediate and ultimate outcomes;
- being delivered/implemented as planned;
- using the most appropriate and efficient means to achieve its outcomes (cost effectiveness/alternatives).

The scope of the evaluation will review progress to date since the inception of TWRI in 2000 to assess how well the initiative is contributing to the following outcomes:

- project completion/implementation
- increased economic development/opportunities
- sound environmental processes
- greater community awareness/participation in waterfront planning

The evaluation strategy will also determine if the tri-government structure is an appropriate planning and implementation mechanism for TWRI, given the different timeframes under which the three government partners operate. The evaluation will also assess if the goals of sustainable urban development and enhanced quality of life for the City of Toronto are plausible goals for TWRI to better position Toronto in the global economy.

3.0 EVALUATION DESIGN AND METHODOLOGY

Environment Canada has requested an evaluation of the relevance, implementation and efficiency of the TWRI across the three participating levels of government, namely federal (Environment Canada), provincial (Province of Ontario) and municipal (City of Toronto). Due to the large number of stakeholders with an active interest in the Project, LEAD Solutions recommends an implementation evaluation to address questions related to program operations, activities, implementation, performance, and service delivery.

A summative approach is also recommended to assess achievement of TWRI's intermediate and ultimate outcomes, including the cost-effectiveness of the Project.

LEAD Solutions recommends gathering relevant information across multiple lines of evidence using qualitative and quantitative methods. Utilizing both qualitative and quantitative methods allows for the triangulation of data, in order to increase confidence in the findings. The evaluation team proposes technical reports for each method in order to individually present the data outside of the final evaluation report.

Qualitative Methods

Key informant interviews will be used as one of the primary methods for information collection. Key informant interviews are extremely beneficial for evaluations of this size and scope, as the method provides the opportunity to gather in-depth information from individuals involved in many levels of the evaluation. The evaluation team proposes the following list of key informants to be interviewed:

- Intergovernmental Steering Committee (IGSC) members
- The Toronto Waterfront Revitalization Corporation (TWRC) members
- Evaluation Sponsor (Environment Canada)
- Former federal program managers from HRSDC, Treasury Board of Canada, Transport Canada, Infrastructure Canada, and Citizenship & Immigration Canada
- Ministry of Public Infrastructure Renewal team (Provincial Government)
- Urban Development Services team (Municipal Government)
- Project Managers across tri-levels of government
- Community Representatives

Key informant interviews also possess certain limitations, which LEAD Solutions is aware and prepared to circumvent. For example, there is the potential for bias if informants are not carefully selected; potentially decreasing the validity of findings. LEAD Solutions stresses that a representative sample of respondents must be selected. To avoid these limitations, an administrative file review is proposed to obtain additional information related to program activities, relevance, delivery and cost-effectiveness. This will also facilitate the triangulation of data.

As noted, an **administrative file review** is also recommended. This review is especially useful in describing the program as it is actually functioning. For example, the review will help to highlight documents relating to program costs, activities, and outputs. During the initial stages of the evaluation, the evaluation team will determine the accessibility of TWRI documents, across all levels of participating governments. The evaluation team will concentrate on project files related to the TWRI, and these will be selected by random sampling. The evaluation team will also review annual reports and financial documentation related to TWRI. A potential limitation of the file review is that the program has moved within federal government departments; the paper trail and corporate memory may be difficult to access (e.g. electronic files may be stored in unshared e-mails or databases).

Quantitative Methods

The evaluation team recommends the use of a **community survey** to address the immediate outcome of *Greater Community Awareness/Participation in Waterfront Planning*.

The community survey is an important facet of the evaluation as it assesses the level of awareness of the TWRI across the City of Toronto and the Greater Toronto Area (GTA). A systematic random sample size of 500 by city neighbourhood is deemed appropriate to satisfy the survey criteria. The community survey will be conducted using Computer Assistance Telephone Interviewing (CATI) software. Surveys are economical and efficient for gathering standardized information using a generic questionnaire.. A pilot of the survey will be conducted to test the survey pertinence to for the TWRI. Data gathered from the survey will be analyzed with the appropriate statistical software, and the most appropriate technique will be applied based of the data. A limitation of the community survey is that potential respondents without a land-line phone number will be missed in the phone survey. This will be a particular challenge with low-income respondents. This is a common challenge for phone surveys across evaluations and research studies. If a representative sample is not collected, data will be weighted accordingly.

The following represents potential questions for the community survey:

DRAFT TELEPHONE QUESTIONNAIRE COMMUNITY AWARENESS

1. Have you heard of the Toronto Waterfront Redevelopment Initiative?
2. Have you visited the waterfront or Harbourfront in the past year?
3. If yes:
 - a. Did you go for recreation?
 - b. Did you go for art?
 - c. Did you go for performing arts (theatre, music)?
4. Do you agree or disagree with the following statements about Toronto's waterfront:
 - a. There should be more parks.
 - b. There should be more housing.
 - c. There should be better transportation.

Subcontractors

In order to address the immediate outcomes of *Sound Environmental Process* and *Increased Economic Development/Opportunities*, it is recommended that the evaluation team utilize subcontractors with relevant expert knowledge and experience. LEAD Solutions has associates with economic and environmental expertise and previous evaluation experience.

With over twenty years of experience, LEAD Solutions recommends Dr. Green who has extensive experience in conducting **environmental assessments** at the municipal, provincial and federal level.

In addition, LEAD Solutions recommends Dr. Equity for a **cost-effectiveness analysis** of TWRI. It is understood that the City of Toronto recently conducted an audit of the TWRI; this additional economic assessment will be focused on the specific needs of the current evaluation. The analysis will provide decision makers with objective, and useful

qualitative and quantitative information to compare different resource allocation options in like terms. Furthermore, the analysis will also provide information on the efficiency of operations and will also highlight alternative means of delivery. For example, the Vancouver Waterfront Revitalization Project might be a comparable project to determine cost-effectiveness of the TWRI.

4.0 EVALUATION FRAMEWORK

The following table outlines the evaluation issues with respect to relevant evaluation questions, indicators/evidence, data sources/collection methods, and comparison to standards.

#	EVALUATION ISSUES/QUESTIONS	INDICATORS/ EVIDENCE	Data Sources/ Collection Methods	Comparison to Standard
	Relevance			
1	Is Toronto Waterfront Revitalization Initiative aligned with the federal government's priorities for Toronto region?	<ul style="list-style-type: none"> Detailed analysis of Federal Government priorities 	<ul style="list-style-type: none"> -File Review -Key Informant Interviews -Annual Reports -Mandate of the DOE 	<ul style="list-style-type: none"> - Speech from the Throne 2007 - RMAF for TWRI
2	Does the program, address an actual need? i.e. Is it still relevant to current decision makers' needs or issues?	<ul style="list-style-type: none"> Opinion of stakeholders and partners Results of public opinion surveys 	<ul style="list-style-type: none"> -Key Informant - Interviews -File Review -Community Survey 	City of Toronto Official Plan
	Implementation			
3	Was the TWRI implemented as planned? Were adjustments required? Why?	<ul style="list-style-type: none"> Key Informant opinion # of adjustments and their justification # and quality of completed projects 	<ul style="list-style-type: none"> -Key Informant Interviews -File Review 	<ul style="list-style-type: none"> - TWRI multi year Plans - Annual Reports
4	Is the performance measurement strategy appropriate?	<ul style="list-style-type: none"> Clarity of objectives Evidence of performance measurement systems Evidence of actual progress tracers 	-File Review	TWRI Plans
5	Is the governance structure appropriate to ensure the delivery of the TWRI? (i.e. Is a tri-government structure appropriate for the TWRI vs. a bi-government structure?)	<ul style="list-style-type: none"> Evidence of effective of timeliness and decision making Evidence of effective communication between the three layers Evidence of timely funding allocation 	<ul style="list-style-type: none"> -Key Informant Interviews -Steering Committee Minutes and Agendas 	Governance of other - governmental projects
	Program Success / Results			
6	Has TWRI achieved its immediate outcomes as planned?	<ol style="list-style-type: none"> Implementation <ul style="list-style-type: none"> # of project completion (timelines and budget) # of projects underway Increased Economic Development <ul style="list-style-type: none"> # of development approvals # of jobs created Sound Environmental Processes <ul style="list-style-type: none"> Water quality Amount of green space created 	<ol style="list-style-type: none"> File Review and Annual Reports (City of Toronto) File Review Expert Opinion Community Survey 	TWRI Plans

Evaluation of the Toronto Waterfront Revitalization Initiative

#	EVALUATION ISSUES/QUESTIONS	INDICATORS/ EVIDENCE	Data Sources/ Collection Methods	Comparison to Standard
		<ul style="list-style-type: none"> Decreased car use in water front area 4. Community Awareness <ul style="list-style-type: none"> # of people participating in community forums Increased community awareness 		
7	Do the results to date indicate that the intermediate outcomes of the TWRI are achievable?	General <ul style="list-style-type: none"> # of projects completed and underway Variance in the progress and the timelines 1. Accessibility and Usage <ul style="list-style-type: none"> Community awareness # of harbour front users 2. Revitalization <ul style="list-style-type: none"> Achievement of City of Toronto community planning objectives 3. Improved Environmental Management <ul style="list-style-type: none"> Water quality Amount of new green space 	General File Review 1. Community Survey 2. File Review (HarbourFront Annual report 3. City of Toronto File Review and expert opinion	Logic Model
8	Have there been any unintended outcomes for the TWRI? (Positive and/or negative)	<ul style="list-style-type: none"> Stakeholder opinion 	-Key Informant Interviews	Logic Model
	Alternative Options			
9	Is the TWRI cost-effective? Are there more appropriate and efficient means to achieve its immediate outcomes? Its intermediate outcomes?	<ul style="list-style-type: none"> Data analysis from the Environment Canada contributions (budget) 	-Value-for-money Audit (Jun 2007) -Business Plan	Multi partner re-development projects in other cities
10	What, - if anything, should be changed in the delivery of the TWRI?	<ul style="list-style-type: none"> Changes made to date in the plan # failed projects Stakeholder opinion Unspent funding 	-File Review -Key Informant Interviews -Budget reports (City of Toronto and Environment Canada)	

5.0 RISKS AND CHALLENGES OF IMPLEMENTING THE INITIATIVE

The risks and challenges arise from both the tri-level governance of the program and the complexity of implementing the program within a constantly-changing environment, in which much of the land is not owned or controlled by the governments involved.

Key risks and challenges include:

- Timing of federal funding vis-à-vis longer time horizon of project.
 - The sunset date has been extended to 2011 as recommended in the audit.
- Potential loss of corporate memory within federal government, as responsibility as shifted from one department to another.
 - We have proposed including key informant interviews with individuals who have worked on the program in the past, as well as file review of official documents.
- Need for consensus on Intergovernmental Steering Committee in order to move forward. Coordination of and communication with a large number of partners.
 - The evaluation will make process recommendations, for both decision-making and communication.
- Challenge of broad and potentially conflicting objectives e.g. economic development, creation of green space.
 - Need to re-visit plans on a regular basis to monitor keeping on track and adjusting if necessary.
- Evolution and revision of the long-term plan. Many of the longer-term results are dependent on the TWRC obtaining other sources of income and private sector investment.
 - The government partners must develop exit strategies, which will ensure that their investment objectives will be attained.
- Land ownership issues that may influence future development.
 - This issue has been partially addressed by the City of Toronto (Waterfront Toronto Annual Report 2006-2007)
- Potential dislocation of existing land uses such as affordable housing.
 - Program monitoring must address unintended as well as desired outcomes.
- Political and public pressure to achieve the stated objectives within the given timeframe and budget. Sustainability of funding is an issue.
 - It is critical for performance measurement strategies and indicators to be in place.

6.0 ACTIVITY COSTS AND BUDGET

Professional Fees		
Activity	Person-Days	Activity Cost (@ \$800/day)
Methodology Report	2	\$1,600
File Review	5	\$4,000
Instrument Design (Interview Guides and Survey)	5	\$4,000
Pilot Interview Guides and Survey	3	\$2,400
Key Informant Interviews	8	\$6,400
Preliminary Analysis of Interviews & File Review	3	\$2,400
Presentation of Preliminary Findings	0.5	\$400
Draft Technical Report (Key Informant Interviews & File Review)	4	\$3,200
Administration of Survey	10	\$8,000
Preliminary Analysis of Survey Data	4	\$3,200
Presentation of Preliminary Findings	0.5	\$400
Draft Technical Report (Survey)	2	\$1,600
Development of Final Evaluation Reports	5	\$4,000
Final Evaluation Report Revisions	2	\$1,600
Presentation of Findings (Final)	1	\$800
Subcontractors (Environmental Assessment & Cost-Effective Analysis)	10	\$12,000 (@ \$1200/day)
Total	65	\$56,000

7.0 CONCLUSION

The purpose of the proposal is to provide an implementation evaluation, with a summative component, of the Toronto Waterfront Revitalization Initiative for Environment Canada.

In light of Environment Canada's recent decision to extend its sunset date to 2011, the evaluation of the immediate outcomes will effectively position Environment Canada to undertake the evaluation of the intermediate and ultimate outcomes in the future. LEAD Solutions currently recommends a mixed methodology to address the Project's immediate outcomes, in view of the challenges outlined in the RFP and Waterfront Toronto Annual Report 2006-2007.

We acknowledge the potential challenges and limitations associated with the evaluation and its proposed methods; however, we are confident that LEAD Solutions is ready for this challenge.