



Canadian
Heritage

Patrimoine
canadien

Canada



Summative Evaluation of the Katimavik Program

Office of the Chief Audit and Evaluation Executive
Evaluation Services Directorate

November 2010



Cette publication est aussi disponible en français.

This publication is available in PDF and HTML formats on the Internet at:
<http://www.pch.gc.ca>

© Her Majesty the Queen in Right of Canada, 2010.
Catalogue No. CH7-6/2011E-PDF
ISBN 978-1-100-18473-9

Table of Contents

Summary	1
1. Introduction.....	6
1.1 Program description	6
1.2 Context	8
1.3 Objectives of evaluation and key issues	9
1.4 Structure of report	10
2. Methodology	11
2.1 Evaluation design.....	11
2.2 Lines of enquiry.....	11
2.3 Data sources and analysis	12
2.4 Data quality and limitations of the evaluation	13
3. Findings.....	15
3.1 Relevance of the Katimavik program	15
3.2 Design and delivery of the Katimavik program.....	20
3.3 Performance of the Katimavik program.....	29
4. Conclusions	47
4.1 Achievements for the period from 2005-06 to 2008-09	47
4.2 Follow-up on recommendations from the 2006 evaluation.....	49
4.3 Outlook	50
5. Recommendations, Management Response and Action Plan.....	52
Appendix 1 – Program Logic Models (June 2009 and 2006)	57
Appendix 2 – Statistics on Participation for the Period from 2005-06 to 2008-09	59
Appendix 3 – Timeline of Katimavik Milestones	60
Appendix 4 – Key Stakeholders Consulted	63
Appendix 5 – Participant Retention Rate	65
Appendix 6 – Financial Data Analysis	67

Abbreviations

C\$	Canadian dollars
FTE	Full-Time Equivalent
Katimavik-OPCAN	Katimavik-OPCAN Corporation
PA	Program Activity
PAA	Program Activity Architecture
PCH	Department of Canadian Heritage
PL	Project leader
YES	Youth Employment Strategy
YPD	Youth Participation Directorate

Summary

Program description

Katimavik is a learning program for young Canadians between the ages of 17 and 21. Its mission is to foster youth's personal, social and professional development through volunteer community work, training and group interaction; to promote community service; and to provide a diverse experience that instils a better understanding of the Canadian reality. In keeping with that mission, Katimavik participants are invited to embark on a journey of learning through several months of volunteer work in different regions of Canada. Participants have two options: a nine-month "long" program; and a six-month "short" program that was introduced in September 2009. Both programs focus on the acquisition of personal, social and professional abilities through volunteer work, integrating into the community and group living. Between 2005-06 and 2008-09, nearly 4,200 young Canadians set out on the Katimavik adventure.

The program is delivered by Katimavik-OPCAN Corporation (Katimavik-OPCAN), a not-for-profit organisation that receives 98% of its funding from the federal government through a contribution agreement. The federal government's contribution to Katimavik is managed by the Youth Participation Directorate (YPD) of the Department of Canadian Heritage (PCH).

Between 2005-06 and 2008-09, the federal government's financial contribution remained fairly steady at more or less C\$18 million a year. The government's decision in 2006 to reconsider annually whether that contribution would be made created much financial uncertainty. However, that uncertainty was allayed in fall 2009 when the government announced multi-year funding for the period from 2010-11 to 2012-13.

Evaluation objectives and methodology

This summative evaluation follows a similar evaluation carried out in 2006. Its objective is two-fold: to comply with Treasury Board's requirements for the renewal and continuation of funding for Katimavik; and to provide the government with information on the relevance, implementation, performance and achievements of the program in the fiscal years from 2005-06 to 2008-09. Four lines of enquiry were used to meet these objectives: a document review; interviews with 32 key stakeholders; three online surveys of 645 former Katimavik participants, 131 unsuccessful applicants and 134 community partners (representatives of organisations that took in participants and benefited from their volunteer work); and 10 focus group sessions in Ottawa, Montreal, Halifax and Calgary that involved 98 people in three categories (ordinary Canadians, former Katimavik participants and engaged youth who have never taken part in the program).

Findings regarding relevance

Katimavik is based on a holistic education approach that promotes community service throughout Canada (English- and French-speaking regions) and incorporates the

development of key personal, social and professional competencies. It aims to help young people learn more about themselves, assume civic responsibilities in the community and acquire the abilities they need to be active members of society. In that sense, Katimavik ties in with the Government of Canada's youth programming. It is a special initiative, very different from programs that deal exclusively with training or employability. Katimavik does more than give young Canadians an opportunity to absorb themselves in volunteer work and become involved in the life of the community. It enables them to form lasting bonds, appreciate the true nature of volunteerism and gain insight into the constraints and challenges faced by community partner organisations in different regions. Because it endeavours to help participants become better citizens through civic engagement, Katimavik contributes to the achievement of PCH's strategic objectives, in particular those related to second-language learning and appreciation of Canada's geographic and cultural diversity.

Katimavik meets young people's need for civic involvement, even though involvement is not the only—or even the primary—reason why young people try to enrol in the program. For many youth, Katimavik is a chance to experience something unique and discover the many different ways they can contribute. Regarding employability and the development of job abilities and behaviours, participants have a clear sense of the needs addressed by the program. The program's community partner organisations, meanwhile, need volunteers to deliver services to the community, and the young people they take in help them do a better job, which in turn enhances the well-being of the groups they serve. Finally, when members of the public are told about the mission of the program and the way it operates, they see Katimavik as a great way of developing youth. They believe it is justified for the federal government to make a financial contribution to support the program.

Findings related to design

In 2009, Katimavik decided to rethink its educational mission and approach to learning. The introduction of the short program (as a complement to the long program) and the adoption of a competency approach (to replace an approach based on five learning programs) reflect the desire of Katimavik-OPCAN and YPD to modernise Katimavik, make it more effective and adapt it to the needs of today's youth, which are different from the needs that existed when the program was created in 1977.

Implementation of the Katimavik program is based on effective, proven management and delivery mechanisms that were somewhat enhanced during the period covered by the evaluation. The learning tools included in the program are for the most part useful and relevant. Katimavik-OPCAN has also made considerable headway in the areas of information management, reporting and information flow, both internally and with YPD. Katimavik-OPCAN has also taken measures to improve the participant retention rate, although with limited success between 2005-06 and 2008-09. Nevertheless, preliminary results obtained after the short program was added in 2009-10 are encouraging. Overall, it is easy for youth to sign up for Katimavik. Recruitment goals are met for three out of six designated groups. The program attracts a very large number of applicants, particularly

from remote rural areas, low-income families and to a lesser extent Aboriginal communities. However, Katimavik has not met the target levels set for recruiting young males, disabled youth or youth from visible minorities.

Findings regarding performance

Young people thinking about applying to Katimavik have high expectations in terms of the opportunity to travel in Canada and do volunteer work in different communities. In the vast majority of cases, the program meets all or some of those expectations.

By and large, former participants and community partners have positive comments to make about Katimavik's placement and matching process. According to former participants, of all the learning activities offered by the program, the acquisition of leadership skills is the one that had the most bearing on their personal and professional decisions for the future. Generally, former participants are happy with the learning opportunities they were given by Katimavik. They also report having better abilities than youth who did not get the chance to join the program, which is a strong indication of the alleged effectiveness of the learning activities that are specific to Katimavik.

The funding agreements that regulate the federal government's contribution are adequate. The transition from annual agreements (between 2006 and 2009) to a three-year commitment (2010-11 to 2012-13) is considered to have benefited YPD and Katimavik-OPCAN alike. Multi-year funding ensures financial stability—a condition without which stakeholders have difficulty planning and managing their activities associated with the program.

The 2006 summative evaluation questioned the efficiency of Katimavik. In the absence of standardised costing methods, the present evaluation cannot make an informed assessment of progress achieved in this area. With regard to salary costs, which were considered high relative to the total 2006 budget, the extent of progress made between 2005-06 and 2008-09 varies, depending on the calculation method used to examine costs. The same applies to changes in the cost per participant, an indicator calculated using criteria that lack accuracy and consistency. In spring 2010, Katimavik-OPCAN announced that it would be taking strong cost-cutting measures, and there is reason to believe that this decision will help make the program more efficient.

The Government of Canada's investment in Katimavik seems reasonable given the scope of the program, the number of youth and organisations that take part in and benefit from the program, and the type of costs covered by the program (transportation and lodging for youth). Katimavik-OPCAN would be well advised to document the program's situation in relation to other youth initiatives. A preliminary examination carried out in connection with the evaluation shows that Katimavik compares quite favourably with other youth programs in Canada and abroad.

Findings regarding achievement of results

Overall, Katimavik's activities and outputs support achievement of the program's expected results. According to the many indications provided by the lines of enquiry, most of the planned immediate and intermediate results are being met.

Regarding the achievement of *immediate results*, Katimavik enables youth to participate in community projects. It also helps youth develop and apply personal, social and professional competencies and abilities that will prove useful to enter the labour market or pursue an education. The program raises participants' awareness of the richness and diversity of Canadian society and the value of community service, although this does not always translate to actual changes in the daily lives of former Katimavik participants. For community partner organisations, the benefits of Katimavik are especially clear: the young volunteers' efforts improve in the short term their ability to serve the community. On average between 2005-06 and 2008-09, Katimavik participants worked a total of 650,000 to 740,000 hours a year, or 660 to 770 hours per volunteer. Many of the tasks assigned to Katimavik volunteers involve the direct or indirect delivery of services to the community partner organisations' clients (implementation or facilitation work, client intake or service, creation or planning of activities, administrative support).

Regarding the achievement of *intermediate results*, Katimavik participants are more aware of Canada's diversity, but their contribution to communities is still unproven. As an outcome of their Katimavik experience, former participants report having gained an appreciation of the value of volunteerism, both in terms of community support and their own personal and professional development.

According to the latest logic model, Katimavik has only one *long-term result*: promotion of and attachment to Canada. It is difficult to say at this point whether that result is being achieved, because Katimavik-OPCAN has not acted on the recommendation in the 2006 evaluation that data on community partner organisations and youth be gathered periodically—after the participants leave the program—in order to measure the long-term impact of Katimavik. The Katimaroute system and the alumni database are tools that Katimavik-OPCAN could use to document, over the long term, the program's impact on the lives of those who participated.

Recommendations

1. It is recommended that a mechanism for gathering information from former Katimavik participants be established in order to measure the long-term effects of the program.
2. It is recommended that Katimavik-OPCAN adapt the surveys distributed to community partner organisations so that they measure the impact of the participants' time in the community, not just their appreciation of their experience in the program. Katimavik should also analyse partner surveys so that the tangible effects of the work

3. It is recommended that, as soon as the current changes to Katimavik-OPCAN's organisation have been completed, the Katimavik-OPCAN management team begin the process of review and strategic planning that must precede the preparation, in cooperation with YPD, of a new multi-year funding agreement that follows the agreement announced in October 2009.
4. It is recommended that YPD and Katimavik-OPCAN come to an agreement on the method of calculating salary costs and costs per participant and document the formula used in the contribution agreements between the stakeholders.
5. It is recommended that Katimavik-OPCAN continue the modernisation of learning tools undertaken in 2009, in order to make these tools more appealing, and come up with ways of encouraging participants to use those tools willingly.
6. It is recommended that Katimavik-OPCAN continue its exploration to raise funds from private sponsors and former participants in order to reduce its dependency on federal funding.

1. Introduction

This chapter briefly describes the Katimavik program, outlines the context in which the evaluation was carried out, states the objectives of the evaluation and the main issues it addressed, and presents the structure of the report.

1.1 Program description

Katimavik is a learning program for young Canadians between the ages of 17 and 21. Participants are given a unique opportunity to spend several months living and working in different regions of Canada. They spend their time in the program in communities outside their home province, living in small groups in “Katimavik houses” and working as volunteers with local organisations. The program enables the young participants to form lasting ties with communities throughout Canada while developing personal, social and professional competencies intended to help improve their employability. The program is based on learning up to eight competencies, namely the ability: to interact with others in a variety of situations; to adopt an open attitude toward the diversity of social and multicultural realities; to communicate in both official languages; to engage in diverse work experiences; to apply habits that favour a healthy lifestyle; to develop an integrated vision of environmental protection and sustainable development; to engage as a citizen; and to prepare to integrate, as a citizen, into the job market, school or other life event.

Youth wishing to enrol in Katimavik have two options: a nine-month “long” program that has been in existence for many years, and a six-month “short” program that was introduced in September 2009. The two programs are based on the same model (learning through community service) and feature the same components (volunteer work, community integration and group living). However, participants in the short program do not learn all the competencies covered by the long program. They also have to choose one of three theme programs: Cultural Discovery and Civic Engagement; Second Language and Cultural Diversity; or Eco-citizenship and Active Living.

The federal government is by far the primary source of funding for Katimavik, as it provides a substantial financial contribution through the Department of Canadian Heritage (PCH). The contribution is managed by the Department’s Youth Participation Directorate (YPD), which in turn reports to the Citizen Participation Branch, accountable to the Assistant Deputy Minister, Citizenship and Heritage. Appendix 1 presents the most recent logic model for Katimavik, dated June 2009, which outlines the expected short-, medium- and long-term results of the program. Through those results, Katimavik endeavours to contribute to achieving one of PCH’s three current strategic outcomes, namely for Canadians to share, express and appreciate their Canadian identity.¹ The program is delivered by Katimavik-OPCAN Corporation (Katimavik-OPCAN), a not-for-

¹ PCH regularly refocuses its strategic objectives and priorities based on its own needs and on the needs of Canadians and their central government. Katimavik currently ties in to a strategic outcome that was introduced in 2010-11. At the time the most recent logic model for Katimavik was adopted (June 2009), the program was associated with a different strategic outcome: “Canadians have a sense of their Canadian identity.”

profit organisation whose mission is to foster personal, social and professional development of youth through volunteer community work, training and group interaction; to promote community service; and to provide a diverse experience that instils a better understanding of Canadian reality.

Katimavik-OPCAN receives 98% of its funding from the federal government through a contribution agreement managed by YPD. The agreement sets out the expected results and the government's accountability and reporting requirements. Under the agreement, Katimavik-OPCAN oversees the conduct of all activities needed to run the program successfully, including recruitment and selection of young participants, recruitment of community partner organisations to take in participants, recruitment and training of contract employees who supervise the participants during their placements (or "rotations"), and organisation and day-to-day management of those placements throughout Canada.

Led by a Board of Directors with 17 members from various sectors (business, academia, provincial governments, non-governmental organisations), Katimavik-OPCAN had a core staff in 2008-09 representing 42 full time equivalents (FTEs) plus contract employees responsible for supervising participants during their placements.² Staff are split among the head office in Montreal and five offices in as many regions of Canada: British Columbia and Yukon (Vancouver); Prairies, Northwest Territories and Nunavut (Calgary); Ontario (Ottawa); Quebec (Montreal); and Atlantic (Halifax). It should be noted, however, that to implement the new budget envelope announced by the Minister in October 2009, Katimavik-OPCAN unveiled in March 2010 a series of measures³ aimed at controlling program costs, one of which was to reduce the number of regional offices from five to three by merging the Quebec and Atlantic offices and the British Columbia/Yukon and Prairies/Northwest Territories/Nunavut offices. Katimavik-OPCAN also changed its structure to base the relationship between head office and the regions on a line hierarchy rather than a matrix model. Under the matrix model that used to be in place, each regional manager reported both to his/her regional director (on administrative aspects of the job) and his/her national director at the head office (on functional aspects of the job). Adopting a line model improved the work dynamic in the regional offices, gave recognition to the role played by regional directors, and enabled regional directors to take on more responsibility. Management of the federal government's contribution requires approximately 1.4 FTE in YPD, although resourcing varies slightly from year to year depending on need.

Of all the national community service programs for youth in Canada, Katimavik is the oldest and the one with the largest budget. Over the years, more than 30,000 youth have

² In 2008-09, contract employees responsible for supervising participants represented 148 FTEs. Source: Data provided by Katimavik-OPCAN.

³ Other measures are: 25% reduction in the number of Katimavik projects across Canada; gradual abolishment of 18 positions within the organisation; introduction of program registration fees starting in September 2010; cancellation of a premium traditionally given to participants who complete all their placements; replacement of all nine-month projects with six-month projects; and other administrative cost-cutting measures.

taken part in the program. During the four program years⁴ between 2005-06 and 2008-09, nearly 4,200 youth enrolled in Katimavik, and of those, 2,800 completed all their placements.⁵ In that same four-year period, Katimavik had a yearly average of 810 community partner organisations (see Appendix 2 for the method used to calculate these statistics).

1.2 Context

Appendix 3 lists some key milestones in the evolution of the program since its creation in 1977. The overview is important, because Katimavik has followed a unique path over the past three decades, and the challenges it faces today are in part a product of that legacy. The program experienced strong growth in the early years and peaked in 1986. In a period of fiscal restraint, the federal government provided no funding from 1986 to 1994, which made it necessary to scale back the program dramatically. At that time, a foundation was created to provide minimal support to Katimavik, and the scope of the program was drastically reduced. At the lowest point of this period, Katimavik was little more than an outdoor sports centre and training centre located in L'Île-Perrot, Quebec. The reinstatement of federal funding in 1994 marked the beginning of a new period of growth that reached a high point in the mid 2000s.

From 2005-06 to 2008-09, funding for Katimavik remained fairly stable, as shown in Table 1. Nevertheless, this was also a time of great financial uncertainty caused by the federal government's 2006 decision to suspend the automatic renewal of program funding and to reconsider annually whether or not it would make a contribution. That uncertainty was allayed in fall 2009 when the government announced multi-year funding for the period from 2010-11 to 2012-13. In early 2010, however, Katimavik-OPCAN was disrupted by changes that became necessary when it was decided to modernise the program and when the government decided to cut back federal spending in its effort to counter the financial crisis and recession that occurred from 2007 to 2009. The situation led to the announcement in spring 2010 that strong measures would be taken to reorganise administration, seek new sources of funding and cut back costs, resulting in: reduction in the number and length of placements throughout the country; gradual abolishment of positions in the organisation; restructuring of field operations; introduction of registration fees for the very first time; and other administrative changes.

⁴ "Program year" refers to the 12-month period beginning on September 1 and ending on August 31. It is not the same as the fiscal year, which runs from April 1 to March 31.

⁵ These statistics indicate that approximately one third of participants left the program before completing all the rotations. The retention rate for program participants is a major issue to which stakeholders are paying particular attention. The matter is discussed in section 3.2.2 of this report.

Table 1: Program financial data, 2005-06 to 2008-09
(All figures in C\$)

Federal government fiscal year (April to March)	PCH contribution under agreement with Katimavik-OPCAN (Note 1)	Contributions for activities of Katimavik-OPCAN (Note 2)	Other revenues of Katimavik-OPCAN (Note 3)	Total revenues of Katimavik-OPCAN (Note 4)
2005-06	16,687,568	19,377,885	12,494,857	31,872,742
2006-07	17,472,411	17,702,464	12,194,397	29,896,861
2007-08	18,028,683	18,095,508	11,550,475	29,645,983
2008-09	18,992,154	19,897,421	13,107,286	33,004,707

Notes:

1. Data provided by the program finance team at PCH.
2. Item and results from financial statements (summary statements of operations) attached to annual reports from Katimavik-OPCAN for fiscal years 2006-07, 2007-08 and 2008-09.
3. Total revenues from rendered services, amortization of deferred contributions related to capital assets, contributed supplies and services, and other revenues. All these items appear in the financial statements (summary statements of operations) attached to annual reports from Katimavik-OPCAN for fiscal years 2006-07, 2007-08 and 2008-09.
4. Total of columns 3 and 4. Katimavik-OPCAN revenues match annual expenses, making excess of revenues over expenses nil.

1.3 Objectives of evaluation and key issues

The summative evaluation presented in this report had two main objectives: to meet Treasury Board requirements for the renewal and continuation of funding for Katimavik; and to provide the government with information on the relevance, implementation, performance and achievements of the program in the fiscal years from 2005-06 to 2008-09. The evaluation was also to provide as much information and data as possible for fiscal year 2009-10, during which measures taken as a result of a summative evaluation carried out in 2006⁶ were implemented. In more general terms, the study was intended to give stakeholders an opportunity to take stock of the implementation and follow-up of the recommendations made in the 2006 evaluation.

In keeping with these objectives, the evaluation focused on three main issues: relevance of the Katimavik program; program design and delivery; and performance (effectiveness, efficiency, economy). The team from Groupe-conseil baastel, the consulting firm hired by PCH to conduct the evaluation, examined the following points:

- *Relevance* – Extent to which: (a) the objectives of Katimavik-OPCAN ties in with government-wide priorities and PCH's strategic objectives; (b) the program continues to meet a demonstrable need for civic engagement among youth; (c) the demonstrable need for young volunteers among community partner organisations is still demonstrable; and (d) the program continues to meet a demonstrable need for Canadians.

⁶ DEPARTMENT OF CANADIAN HERITAGE. *Summative Evaluation of the Katimavik Program*. Evaluation Services, Corporate Review Branch. May 19, 2006. 70 p.

- *Design and delivery* – Extent to which: (a) the program’s structure and delivery mechanisms are appropriate and effective; and (b) suggested changes to new program design could potentially improve Katimavik’s ability to achieve the expected immediate and intermediate results.
- *Performance* – Extent to which: (a) the applicant matching and placement process is successful at achieving the expected immediate results; (b) community service learning and leadership development activities are successful in achieving the expected immediate results; (c) the program meets the needs of participating youth and community partner organisations; (d) the program achieves the expected intermediate results and the long-term results set out in the logic model; (e) the efficiency of the program is sufficient to produce the desired impact on Canadians and meet its objectives without exceeding its budget or producing any undesirable effects; (f) the program meets the established performance objectives; and (g) the program uses the most appropriate, efficient and cost-effective means to meet its objectives, as opposed to other youth participation models that could lead to the same results.

1.4 Structure of report

The remainder of this report consists of: a brief description of the methodology used to carry out the evaluation; the primary findings on the three main evaluation issues (relevance, design and delivery, performance); and the conclusions and recommendations of the study. The recommendations are followed by comments from Katimavik officials. At the end are appendices containing more detailed information to support findings discussed in the report.

2. Methodology

This chapter describes the specifications for the evaluation, the lines of enquiry used to fulfil the terms of reference, as well as the data sources and analysis involved in the study. It also comments briefly on the quality of the data and the limitations of the evaluation.

2.1 Evaluation design

An evaluation of this nature does not lend itself easily to a conventional experimental research protocol that measures program variables in a tightly controlled environment in order to scientifically demonstrate the existence of causal relationships between the parameters (for example, the design of Katimavik and the program's results). The complexity of the program, the number of elements it features, the broad spectrum of themes it covers, the holistic character of the approach and the length of time it takes to see results are impediments to that type of approach. Determining the exact proportion of results that can be clearly attributed to the program is a huge challenge in the case of Katimavik, because many other factors have a bearing on results, starting with the social and economic conditions in which participants live once they go home after their placements. For all these reasons, the evaluation was based on quasi-experimental research design in which data were collected in a semi-controlled environment in order to gather as much relevant information as possible. The indications on hand were then cross-referenced to identify with reasonable certainty Katimavik's contribution to the achievement of results observed during the evaluation.

2.2 Lines of enquiry

Four lines of enquiry were needed to carry out the summative evaluation of the Katimavik program.

Firstly, a *document review* was completed to identify the various aspects of Katimavik, place the program in its historical and current settings, compare it to similar programs, and compile information that would be useful in analysing key issues. The document review included the examination of: core documents provided by PCH and Katimavik-OPCAN; documents gathered by the consultants when they visited the head office of those two organisations and three of Katimavik-OPCAN's regional offices (Halifax, Calgary and Montreal); documents found on the Internet; and documents obtained in the course of the evaluation. The review also included analysis of the various databases currently used by Katimavik-OPCAN.

Secondly, *interviews with key stakeholders* were conducted to determine whether it was appropriate for the federal government to contribute financially to Katimavik in the current climate and gather comments and impressions from close observers on a number of subjects: relevance of the program; fit between program objectives and Government of Canada priorities and needs of youth and communities; program design and delivery tools; and results achieved. In all, 32 informants (see Appendix 4) were interviewed,

including PCH officials, Katimavik-OPCAN managers and staff at the head office or in regional offices, an expert from the community sector, and past associates of the program.

Thirdly, using the FluidSurveys web application, the consultants conducted three *online surveys* of stakeholders groups involved in Katimavik at some point between fiscal years 2005-06 and 2008-09, namely former participants, unsuccessful applicants and community partners.⁷ The purpose of the surveys was to gather the views of respondents throughout Canada regarding aspects of their experience deemed relevant to the summative evaluation, taking into account life events that occurred before, during and/or after their time in the program. Surveys were completed over the Internet by: 645 former participants with a margin of error of $\pm 3.5\%$ 19 times out of 20; 131 unsuccessful applicants with a margin of error of $\pm 8.5\%$ 19 times out of 20;⁸ and 134 community partners with a margin of error of $\pm 8.2\%$ 19 times out of 20.

Finally, three series of *focus group sessions*, each lasting two hours, brought together ordinary Canadians, former program participants and engaged youth who had never taken part in (or applied to) Katimavik. The purpose of the sessions was to validate certain findings of the online surveys and gather perceptions and opinions regarding specific elements of the program, including: the public's awareness of and level of support for Katimavik (discussions with ordinary Canadians); the long-term impact of the Katimavik experience (discussions with former participants); and factors likely to motivate young Canadians to involve themselves in community service (discussions with engaged youth). This line of enquiry made it possible to consult 98 individuals split in 10 sessions, as follows:

- five sessions involving ordinary Canadians—two in Montreal (one in English, one in French), one in Ottawa (bilingual), one in Halifax (bilingual) and one in Calgary (in English);
- four sessions involving former participants—two in Montreal (one in English, one in French), one in Halifax (bilingual) and one in Calgary (in English);
- one session in Montreal (bilingual) involving engaged youth.⁹

2.3 Data sources and analysis

To prepare this report, the consultants analysed data gathered between February and June 2010 by way of the aforementioned four lines of enquiry. The data were obtained using hybrid methods combining both qualitative and quantitative research techniques, then

⁷ “Former participants” refers to youth who either completed Katimavik or dropped out of the program. “Unsuccessful applicants” refers to youth who expressed an interest in the program but never took part, either because their application was rejected or because they withdrew between the date their application was accepted and the date the program started. “Community partners” refers to representatives of community partner organisations that took on Katimavik participants during their placements in communities throughout Canada.

⁸ The unsuccessful applicants were in a sense a “control group” that helped examine the impact of the program on the results reported by former participants in light of a comparison of the two groups’ answers to identical questions.

⁹ The engaged youth were in a sense a “control group” that helped examine the impact of the program on the results reported by former participants in light of a comparison of the two groups’ answers to similar questions.

consolidated and triangulated in order to identify concurring observations as well as complex or controversial points on which sources did not always agree. This strategy resulted in valid and reliable findings on the various issues covered by the evaluation. The consultants were thus able to draw conclusions and make recommendations based on proven facts and informed judgments.

While the summative evaluation covers the fiscal years from 2005-06 to 2008-09, this report takes into account the many changes undergone since 2008-09—and especially since early 2010—by the program and the entity that delivers it, Katimavik-OPCAN. These recent developments did not radically alter the nature of the analyses underlying the report, but they did have a bearing on some findings and, more importantly, on the recommendations based on those findings.

2.4 Data quality and limitations of the evaluation

In general terms, the summative evaluation was carried out under difficult conditions because of the complexity and scope of the Katimavik program, the constraints associated with tight evaluation timelines, and above all the predicament in which Katimavik-OPCAN landed starting in early 2010. The data collection phase roughly coincided with the departure of influential members of Katimavik-OPCAN's management team—including the Executive Director and the Chairman of the Board of Directors—and with the implementation of strong measures made necessary to modernise the program and cut back costs following a significant decrease in financial contribution from PCH. Consequently, despite all their good intentions, Katimavik-OPCAN staff did not always find time to quickly provide the information requested—or to check the accuracy of information submitted—by the consultants.¹⁰

Despite these constraints, the findings of the evaluation are based on trustworthy sources and information. Furthermore, where it was possible to compare their data with the data collected for the 2006 summative evaluation, the consultants found similarities that tend to confirm the consistency of some of the findings made at five-year intervals, particularly with respect to the surveys. That said, the content found in the next chapters should be interpreted with circumspection for the following reasons:

- Because they used a quasi-experimental research protocol, the consultants came up with findings that are based on solid indications, yet cannot serve to demonstrate with absolute certainty the existence of causal relationships between the variables measured by the evaluation. Moreover, it would be unwise to draw overly general conclusions on the sole basis of the outcome of focus group sessions or surveys of unsuccessful applicants or community partners, given the limited representativeness of the samples used for those lines of enquiry.

¹⁰ This is particularly true of the statistics on participation given in Appendix 2 of this report. As well, the consultants did not receive the financial information needed to examine the efficiency and cost-effectiveness of the program until very late in the process.

- Some findings are based on a comparative analysis of the opinions expressed by the former participants and unsuccessful applicants who responded to the surveys. This type of analysis inevitably entails a risk of bias because it focuses exclusively on youth who are drawn to Katimavik (as opposed to youth for whom the program holds no interest). Consequently, care must be taken in extrapolating the resulting findings to all young Canadians.
- The consultants were unable to analyse all the information on hand regarding Katimavik because they were late in receiving some of the data needed for the evaluation. Over the years, the program has generated a very large number of documents and reports, not all of which are used to their full potential by YPD and/or Katimavik-OPCAN. Furthermore, apart from the information provided through the Internet portal currently being operated by Katimavik-OPCAN,¹¹ older data were hard to access and difficult to use. As a result, the findings made for program years 2005-06 and 2006-07 are based on statistics of limited scope.
- The sources consulted disagreed on a number of points related to the design and delivery of the program. In fact, Katimavik fuels philosophical debate between advocates of the *status quo*, who like to invoke the legacy of a longstanding tradition, and advocates of change, who are always willing to challenge the foundation on which the program is built. To a large degree, this polarisation of opinion accounts for the differing views seen throughout the findings of this evaluation.
- Finally, the report discusses the possible impact of changes the program and Katimavik-OPCAN have undergone since 2009-10, but does not offer a comprehensive or documented analysis of those changes. Events that took place after the 2008-09 program year are beyond the scope of this evaluation. Furthermore, at the time this report was written, the information needed to study the impact of changes that have been made since 2009-10 was still too scarce or fragmented to allow for an informed opinion on the subject.

¹¹ Introduced in 2007-08, this system (Katimaroute) is both useful and ingenious.

3. Findings

This chapter sets out the main findings resulting from the evaluation. It examines in detail the three issues on which the analysis focused: relevance of Katimavik; program design and delivery; and program performance (effectiveness, efficiency and economy). The findings came from triangulating the information gathered using the four lines of enquiry described in section 2.2.

3.1 Relevance of the Katimavik program

3.1.1 *Extent to which the program ties in with government priorities and PCH's strategic objectives*

3.1.1.1 *The program and government priorities*

The research carried out as part of this evaluation confirms that youth are one of the Government of Canada's top priorities. This is evidenced by the fact that the government funds or delivers a broad range of programs¹² that directly target young Canadians or support social agencies that contribute to the development of youth. While many of these programs are part of the Youth Employment Strategy (YES)—a horizontal initiative involving 11 federal departments¹³—, others like Katimavik do not fall directly under that initiative. The interviews conducted for this evaluation show that in combining its approaches, the federal government is seeking not only to help young Canadians enter the labour market, but also to promote learning experiences that allow young people to travel in Canada or abroad, share cultures, and make a difference in other people's lives. The government's aims are to foster: the promotion of and attachment to Canada; linguistic duality; intercultural understanding; and civic engagement.

The objectives of the Katimavik program support and mirror the government's priorities. According to the government officials interviewed as part of the evaluation, Katimavik is a good fit with the Government of Canada's youth programming. It also ties in with and complements other federal programs. Some youth programs are short term and meet a specific need—in particular, second-language learning, knowledge of the parliamentary system and the acquisition of competencies and abilities that increase employability. Katimavik incorporates more or less the same elements, but over a longer period. As pointed out by the key stakeholders interviewed by the consultants, the program gives young Canadians the opportunity to gain experience as volunteers (an important factor in fostering civic engagement), gives them a sense of what it is that makes a community, and helps them acquire competencies they will need if they choose to be involved in their own community and, ultimately, cultivate a desire to play an active role in Canadian society.

¹² For example, a partial inventory produced in July 2009 and provided by PCH lists 47 separate youth programs involving 22 federal departments and agencies.

¹³ The YES alone accounted for expenditures of C\$309.7 million in fiscal year 2008-09. Source: HUMAN RESOURCES AND SOCIAL DEVELOPMENT CANADA. 2008-2009 Departmental Performance Report.

The government's priorities put a great deal of emphasis on communities and their role in shaping Canadian identity. The document review and interviews indicate that Katimavik ties in perfectly with those principles. Because it is based on the concept of community service learning, the program provides thousands of young Canadians the opportunity to develop personal, social and professional competencies by helping with community projects in Anglophone or Francophone communities. According to the key stakeholders consulted in the course of the evaluation, living in different communities enables the participants to broaden their vision of Canada through cultural interaction with the communities in which they do their volunteer work. Katimavik thus helps the participants develop an understanding of and respect for cultural differences. Intercultural awareness is also strengthened by the fact that each participant lives with other youth from different parts of Canada who bring in and share their own cultural background. The time and effort devoted to assembling the groups of participants ensure that Canada's multiculturalism is reflected in all Katimavik houses. As one person so aptly put it, Katimavik is a sort of nursing ground for the Canadian social sector.

The people interviewed as part of the evaluation described Katimavik as simply unique. The program does more than give young Canadians an opportunity to absorb themselves in volunteer work and become involved in the life of the community. It enables them to form lasting bonds, appreciate the true nature of volunteerism, and gain insight into the constraints and challenges faced by community partner organisations in different regions. Moreover, Katimavik enables participants to see the world in a whole new light. One of the sources consulted described the program as a great opportunity to have a real impact on the way young people perceive society and their role within it.

Finally, when asked about the added value of Katimavik in relation to other federal youth programs, the government representatives and other key stakeholders consulted in this evaluation stated that in its current form, the program contributes in a holistic way to achieving the government's objectives, particularly in terms of linguistic duality, community and civic participation and the acquisition of competencies by youth. This finding echoes the 2006 summative evaluation, which noted that Katimavik seems to fit with the government's priorities, more specifically those related to bilingualism, environmental awareness, cultural diversity and civic responsibility.

3.1.1.2 The program and PCH's strategic objectives

PCH's Program Activity Architecture (PAA) underwent a number of changes between 2005 and 2010. Under the latest version, effective April 1, 2010, Katimavik is one of four youth programs¹⁴ that are sponsored by the Department and fall under the Program Activity (PA) "Promotion of and attachment to Canada," which is related to the strategic outcome "Canadians share, express and appreciate their Canadian identity." Such

¹⁴ The other programs are Canadian Studies, Exchanges Canada and Youth Take Charge.

programs are part of an overall vision that has formed over the years, subject to the Department's ability to support youth-oriented initiatives.¹⁵

As shown in the document review conducted by the consultants, the changes to PCH's PAA were the catalyst for a redesign of Katimavik's logic model, the latest version of which, dated June 2009, is an improvement over the 2006 version (see Appendix 1). Katimavik-OPCAN representatives interviewed as part of the evaluation noted the constant effort to tailor the program to the government's priorities. For example, the introduction of the short program (which features a theme program called Cultural Discovery and Civic Engagement) is directly in line with PCH's new strategic outcome, "Canadians share, express and appreciate their Canadian identity." According to the government representatives who took part in the evaluation, Katimavik will have to continue adapting so that it is always relevant to initiatives aimed at Canadian youth.

The document review and the interviews with key stakeholders suggest that Katimavik successfully matches PCH's objectives and priorities. By enabling young Canadians to be an active part of communities in different provinces, work as volunteers on community projects and interact with other youth, Katimavik contributes to achieving the major strategic objectives related to second-language learning, appreciation of Canada's geographic and cultural diversity, and a stronger sense of attachment to the country. Katimavik also supports efforts to foster the development of an inclusive society based on intercultural understanding and participation by citizens. In addition to instilling a desire and the ability to contribute to the community, the program enables youth to acquire abilities that improve their employability, which will help them achieve self-fulfilment and become productive members of society.

The government representatives consulted in the course of the evaluation see no dichotomy between the objectives of the Katimavik program and PCH's priorities. However, a minority believe that some parts of the program—especially the community aspect—warrant a comprehensive review to determine whether they are relevant to the needs of communities. They believe that there should be discussions with the young volunteers in the Katimavik program to clearly identify their expectations and determine whether those expectations are in line with the communities' needs. In order for volunteerism to create true social engagement among young people, Katimavik must offer placements that have a real and lasting impact on individuals and groups who benefit from the volunteers' work.

Finally, in the focus group sessions that were part of the evaluation, the participants voiced mixed opinions about the relevance of some elements of the Katimavik program. For example, the engaged youth who took part in the discussions felt that a program like Katimavik cannot possibly promote civic engagement or instil a desire to do volunteer work because those behaviours emerge from people's reaction to injustice or desire to

¹⁵ In keeping with this approach, in 2009 the Minister of Canadian Heritage announced a C\$60 million investment that included C\$45 million in multi-year funding for Katimavik, Source: CANADIAN HERITAGE. *Minister Moore Announces Renewed Youth Program Funding*. News release. October 14, 2009.

help others overcome obstacles.¹⁶ Meanwhile, the ordinary Canadians who took part in the focus group sessions acknowledged unequivocally the relevance of the program in terms of the young participants' engagement in the medium term, but were uncertain as to the contribution Katimavik could make to the development of a genuine sense of civic pride among youth.

3.1.2 Needs that the program seeks to address

3.1.2.1 Civic engagement needs of youth

As pointed out by the Katimavik-OPCAN representatives interviewed by the consultants, Katimavik-OPCAN believes that the program clearly meets a demonstrable need for civic engagement among youth because it is based on an educational approach that promotes community service and the development of essential competencies as a way of helping young people learn more about themselves, take on responsibilities in the community and develop abilities they need to be productive members of society. Analysis of the data from the surveys of participants before and after the program (pre-post surveys) appears to support that view. Conducted in 2007-08, this analysis reveals that for six of eight questions on civic engagement, there was a positive, statistically demonstrable change in the youth's attitudes before and after the program. The analysis shows that the attitudes of young Francophones did not change as much as the attitudes of their Anglophone counterparts regarding social justice causes. Generally, young people who improve their communications skills have a greater sense of responsibility, are better at adapting to new situations and improve their second language skills.¹⁷

According to the key stakeholders consulted as part of the evaluation, the array of tasks the participants perform as Katimavik volunteers enables them to acquire a wide range of work experience, makes them aware of the importance of community involvement, and opens their eyes to the contribution they can make as citizens. One of these sources stated that young people who join the program initially want to save lives or change the world. They gradually begin to understand the role they can play in society and their function as agents of change. They come to see that while they will not change the world, they are in fact able to have an impact on day-to-day life in a community.

The primary stakeholders (youth) are not as clear in their opinions. The survey of former Katimavik participants shows that the prospect of volunteering in different communities in Canada was one of the aspects of the program about which the respondents had high expectations before they signed up. Furthermore, 98% of 590 former participants surveyed stated that the program met that expectation fully or partially. However, in the focus group sessions, former Katimavik participants stated that the program provided a different experience, but did not necessarily meet a clearly identified need for civic

¹⁶ The following statement by an engaged youth sums up this point of view: "Community engagement is not something you learn through a program like Katimavik!"

¹⁷ Source: HARRY CUMMINGS AND ASSOCIATES INC. *Pre and Post Program Questionnaire Comparison Report 2007-2008*. January 2009. 48 p.

engagement.¹⁸ Youth see Katimavik more as a showcase for different types of engagement opportunities. That said, the program was described as meeting a need that is clear to young Canadians with respect to employability and the acquisition of job abilities and behaviours. Information obtained from the regional offices of Katimavik-OPCAN suggests that past participation in Katimavik is an asset when youth are looking for a job. Spread over several months, the volunteer work exposes the participants to a variety of work experiences and enables them to enhance their employment profile when compared with youth the same age who have not had the same experiences. Katimavik participants thus have an edge with prospective employers.

3.1.2.2 Young volunteer needs of community partner organisations

According to the stakeholders consulted in the course of this evaluation, community partner organisations are thrilled by the prospect of getting young people whose work will enhance the delivery of services. Like the services they provide, Katimavik's community partner organisations are very diverse. The consultants' survey of these organisations shows that they fall into 15+ categories—the most frequently mentioned being “charitable organisation” (13% of respondents); “leisure or culture organisation” (11%); “elementary or secondary school” (9%); “museum” (9%); “municipality” (6%); and “environmental organisation” (6%). Katimavik volunteers take part in community projects that enable them to gain experience and at the same time help organisations that serve the public or specific client groups. By facilitating the implementation of existing projects or the launch of new projects, the volunteers enable the organisations to do more work, which in turn contributes to the community's well-being. The volunteerism fostered by Katimavik strengthens the civic engagement of organisations and makes it all the more gratifying for youth to work for them.

Katimavik usually has no trouble finding community partner organisations to take in youth volunteers. Some organisations get involved in the program regularly or express an interest in taking part every year. To the key stakeholders interviewed by the consultants, these simple facts alone show that Katimavik meets a real need among organisations. The survey of community partners tends to support this assertion. According to 29% of the respondents, the projects on which the youth worked would not have even started without Katimavik volunteers. Furthermore, without the support provided by Katimavik, 72% of the respondents indicated that the projects would never have been completed or would have been completed with delays, and 57% of the respondents stated that the projects would have been smaller in scope. In some cases, the support provided by the program proved to be essential. Asked to describe how the community services they provide would be affected if Katimavik were to disappear, 16% of respondents said that the loss would likely jeopardise the very existence of their organisation.

¹⁸ This observation is consistent with the findings of a “national conversation” on civic engagement among youth held by PCH in 2009. Based on a series of round tables involving 100 Canadian youth organisations and 40 young participants in the Encounters With Canada program, the event concluded that young people were attracted less by the outcome of youth programs than by the experience the programs offered. In other words, youth are looking to interact with other youth, adults and organisations. The participating youth also expressed the need to offer a range of opportunities that would lead to different degrees of engagement and different options (or “entry points”) for getting involved.

3.1.2.3 Canadians' perceptions of needs that could be met by the program

It is not easy to identify the needs that a program like Katimavik could fulfil among the population as a whole. However, the focus group sessions associated with this evaluation provided indications that Katimavik is somewhat in line with the public's general expectations of the government. The ordinary Canadians who took part in the discussions agreed that a program like Katimavik can provide community service experiences to youth throughout the country.¹⁹ In their opinion, it is important to offer youth that type of experience as a way of shaping them into better citizens or out of fear that some youth, left to their own devices, will turn to violence or delinquency. Moreover, these people agreed that the Government of Canada should fund a community service program like Katimavik, provided that the program is managed by an independent organisation. Most participants in the focus groups involving ordinary Canadians said that they would encourage their children to enrol in that type of program.²⁰

3.1.3 Summary of findings – Relevance

For the most part, the sources consulted for this evaluation provided consistent information that tends to underline Katimavik's relevance. The program is in line with the Government of Canada's main priorities regarding youth, and it supports achievement of PCH's results and one of its strategic objectives. Katimavik meets young people's need for civic engagement, but engagement is not the only—or even the primary—reason why young people sign up for the program. Community partner organisations are enthusiastic about working with Katimavik, which provides them with some of the volunteers they badly need to deliver services to the community. The Canadian public, meanwhile, understands the rationale of the program and regards it as a commendable way of developing young people or reducing violence and crime. The federal government's financial involvement in this type of initiative is therefore deemed to be justified. The 2009 decision by PCH to provide multi-year funding for Katimavik signals that the government acknowledges the relevance of the program.

3.2 Design and delivery of the Katimavik program

3.2.1 Program delivery structure and mechanisms

3.2.1.1 Nature and complementarity of program elements

Through its various elements, Katimavik aims to fulfil an educational mission that targets the acquisition by program participants of personal, professional and social competencies acquired in a variety of situations—work, group living and living in the community.²¹

¹⁹ Katimavik is quite well known among Canadians. In a telephone survey of 2,000 people conducted in 2005 for the 2006 summative evaluation, 42% of the respondents had heard of the program. In 2010, most of the ordinary Canadians who took part in the focus group sessions said that they knew about Katimavik or had a fairly good idea of what the program was about.

²⁰ Like 77% of the respondents in the 2005 telephone survey.

²¹ Source: KATIMAVIK-OPCAN. *Program Manual, Katimavik Classic 2009-2010*. 2009. 151 p.

Katimavik is built on two fundamental principles: experiential learning through service learning, which is based on three key elements (volunteer work, integrating into the community, and group living); and a competency approach that fosters the development of eight different competencies²² using two complementary methods (group learning and self-learning).

The competency approach was only introduced at the start of the 2009-10 program year (see section 3.2.2), and there have been no clear results yet. In this summative evaluation, therefore, the consultants could not forge an opinion on the matter. However, the educational approach that was used throughout the period covered by the study (2005-06 to 2008-09) was addressed in the questions that made up the survey of former Katimavik participants.²³ Asked to state which of the six main learning activities offered by Katimavik would most influence their personal and professional decisions for the future, 571 former participants gave fairly evenly distributed answers: leadership skills (29%); second official language skills (19%); discovery of new cultures (17%); job skills and career development (15%); environmental issues (11%); leading a healthy lifestyle (9%). In the same survey, 570 respondents agreed to rank six program design elements in order of importance.²⁴ One of those elements—the group living model used by Katimavik—was the clear frontrunner, followed by the opportunity to do placements in three different communities, the work experience acquired through the program and, far back in the pack, learning programs and activities. These results suggest that the Katimavik program as it existed from 2005-06 to 2008-09 was based on a balanced design that focused on the delivery of fairly complementary learning activities. It will be interesting to measure down the road how participants react to the new competency approach in order to determine whether, from the youth's perspective, the approach alters the balance between program elements.

3.2.1.2 Adequacy of management and delivery mechanisms

Management and delivery of the Katimavik program are based on an annual cycle with five major steps: program promotion and community relations; recruitment and selection of participating youth; identification and selection of community projects; organisation of placements and participant orientation and supervision; and ongoing operations management and measurement of results. Each step requires a concerted effort by Katimavik-OPCAN's head office and regional offices.

²² The competencies are as follows: to interact with others in a variety of situations; to adopt an open attitude toward the diversity of social and multicultural realities; to communicate in both official languages; to engage in diverse work experiences; to apply habits that favour a healthy lifestyle; to develop an integrated vision of environmental protection and sustainable development; to engage as a citizen; to prepare to integrate, as a citizen, into the job market, school or other life event.

²³ Already well established at the time, this approach targeted five specific learning programs: Leadership; Official Languages; Healthy Lifestyle; Environment; and Cultural Discovery. Source: KATIMAVIK-OPCAN. *Program Manual 2006-2007*. 2006.

²⁴ Living in a group (2.17); living in three different communities (2.42); the work experience in the program (2.54); the learning programs and activities (3.45); the supervision provided by Katimavik personnel (5.04); using a learning plan (5.28). Indices reflect importance on a scale of 1 (most important element) to 6 (least important element).

The results of the surveys carried out five years apart, in support of the last two summative evaluations, suggest that Katimavik's management and delivery mechanisms are well established and capable of effectively supporting achievement of the program objectives. High rates of satisfaction with the administrative dealings respondents had with Katimavik-OPCAN's head office were found in the 2010 surveys of 600 to 610 former participants (93% to 98%) and 85 to 90 unsuccessful applicants (78% to 97%). In 2005, the former participants and unsuccessful applicants expressed similar opinions when asked the same questions. The surveys in 2010 of 100 to 125 community partners indicate that Katimavik's partner organisations are satisfied overall with the program management and delivery mechanisms, as was the case in 2005.

The magnitude and consistency of the satisfaction rates measured by the surveys mask a situation brought to light by the interviews with key Katimavik-OPCAN representatives: the serious problems Katimavik-OPCAN faced as a result of the federal government's 2006 decision to suspend the automatic renewal of program funding and to reconsider annually whether or not it would make a contribution. The officials interviewed by the consultants all emphasised the adverse effect the decision had, since the government is by far Katimavik-OPCAN's primary source of funding. Having to wait until the last minute to find out whether it had the resources to begin a new program year, Katimavik-OPCAN soon saw the timeline over which it was accustomed to planning its decisions and activities (in support of the program's annual planning cycle) fade away. The situation, which persisted from 2006 to 2009, had a major impact on the entire cycle, limiting the ability to promote the program and recruit participants in accordance with the targets set by PCH. Furthermore, the suspension of multi-year funding threw resource management into disarray, making it necessary for Katimavik-OPCAN to mobilise its entire staff to organise each new year's operations on a moment's notice, as soon as the government finally agreed to make its contribution. According to the interviewees, the hardship it suffered between 2006 and October 2009—when the government announced it was reinstating multi-year funding—left Katimavik-OPCAN in bad shape (staff exhaustion, loss of morale, little hope for the future). As confirmed by the information obtained and observations made during the visits to the regional offices that were part of the evaluation process, such hardship did not affect satisfaction rates among former participants, unsuccessful applicants and community partners. That alone is a strong indication of the outstanding professionalism and dedication that Katimavik-OPCAN staff at the head office and in the regions—in particular the project coordinators and project leaders (PLs) working in the field or in Katimavik houses—would have had to display.

Since the beginning of 2010, Katimavik-OPCAN has faced new administrative and operational challenges because of federal budget cuts. It will be interesting to survey individuals and groups who benefit from Katimavik to see how their satisfaction with the program's management and delivery mechanisms will be affected by these challenges in the next few years. Nevertheless, the government representatives and other observers consulted are optimistic about the transition that is now getting started, because they see it as an opportunity to adjust Katimavik-OPCAN's management structure and methods, which apparently had long been immune to challenge. For example, in the conversations that took place during the evaluation, the consultants learned that Katimavik-OPCAN

managers would like the Board of Directors to be fully committed to the future of the organisation and use its network of contacts to assist the program, which apparently was not common practice in the near or distant past. There are also those who believe that the incoming Chairman of the Board of Directors may be able to open new doors, since his profile is suitable to address the increasingly urgent need to diversify Katimavik-OPCAN's revenue sources.

3.2.1.3 Number, type and quality of mechanisms and tools

Over the years, Katimavik has developed several mechanisms and tools designed to support the program's educational mission. Among other things, those resources facilitate supervision of the participants' group learning and self-learning. Some mechanisms and tools are aimed directly at youth, while others are intended more for PLs, who play a vital role in assisting and monitoring participants. The resources available to PLs complement the Program Manual,²⁵ which contains all the relevant policies and procedures and includes templates for forms and reports that make it easier to track learning activities and monitor expenditures. The resources available for participants complement the guides that cover group living and standards of conduct in Katimavik houses.

Judging from the results of the survey of former participants, learning tools are among the least valued aspects of the Katimavik experience, although the overall assessment of these tools by participants is positive. Of the six elements that 570 former participants agreed to rank in order of importance, use of a learning plan finished last. Furthermore, of all the suggestions made by respondents on ways to improve Katimavik, 17% pertained specifically to procedures and tools related to the program.²⁶

The comments gathered from former Katimavik participants who took part in the focus group sessions give a clearer picture of the participants' attitude toward the tools. For example, while some participants said they did not use all the available tools, others saw them as handy, useful resources. Overall, mechanisms and tools based on conversation and group interaction (weekly meetings, group planning, workshops) were better received than those based on writing or personal reflection. Thinking back to the documents produced years earlier during their own placements (personal log, portfolio, etc.), the older alumni said that they could see how much progress they made in Katimavik and that the program had transformed them. Some participants even said that the learning tools and practices they picked up in the Katimavik houses made them more structured thinkers.

Beyond these testimonials, two constants emerged from the discussions with former Katimavik participants. If the tools provided under the program are to remain relevant, the participants have to be able to use them willingly. Also, application of the learning

²⁵ KATIMAVIK-OPCAN. *Program Manual, Katimavik Classic 2009-2010*. 2009. 151 p.

²⁶ That is, 79 of the 460 suggestions made by 432 respondents.

tools provided by Katimavik depends on the way those tools are presented and used by PLs.²⁷

3.2.1.4 Structures and mechanisms that support program management

Information flow

According to the government representatives and other key stakeholders interviewed as part of the evaluation, information flows effectively between Katimavik-OPCAN and YPD. Almost unanimously, the current management mechanisms are regarded as being adequate. Since 2008-09, Katimavik-OPCAN has changed the way it conducts its business, and it is now easier for its personnel to react and adjust to YPD requirements. These changes coincide with a significant improvement in the rapport between the two organisations. The tension that was apparent at the start of the evaluation period has given way to cordial dialogue and open, transparent communication.²⁸

The creation of *Katimaroute*—an intranet portal accessible securely, via the Internet, by Katimavik-OPCAN staff, the YPD staff responsible for the program, community partner organisations and youth who want to apply or have been accepted—has also contributed to better sharing of information among these stakeholders. For example, YPD no longer has to send as many individual requests for information to Katimavik-OPCAN. The key stakeholders involved in this evaluation believe that this has resulted in a much faster decision-making process. According to the sources interviewed by the consultants, prior to the creation of *Katimaroute*, it often used to take a long time to get information, which created a problem both for YPD managers and their counterparts at Katimavik-OPCAN.

Information management

Management of the Katimavik program is dependent on the quality of the information systems that allow Katimavik-OPCAN to compile the data needed to report to YPD. Among the innovations and improvements that have been made in this area is *Katimaroute*, which was developed in 2007-08. *Katimaroute* currently provides access to comprehensive, user-friendly databases.²⁹ The new system is a definite improvement over the databases that Katimavik-OPCAN used to have, which were far more difficult to operate to do analyses. Regarding the quality of the information needed to manage the

²⁷ According to the comments made by former Katimavik participants, extent of use of the mechanisms and tools put in place by Katimavik is directly dependent on how diligent PLs are in following the program guidelines. A PL's attitude and skills are therefore critical to the participants' experience of living in a Katimavik house.

²⁸ Katimavik-OPCAN recently invited the PCH staff in charge of the program to sit in on an upcoming meeting of the Board of Directors. PCH has no delegate on the Board, and both the Department and Katimavik-OPCAN seem to be fine with that arrangement. Reaction to the idea of having a PCH representative on the Board is mixed. Some believe that it would make it easier to take the pulse of Katimavik-OPCAN, both financially and organisationally. Others contend, however, that because it is not a federal government agency, Katimavik-OPCAN does not have to be regularly monitored by the government. Katimavik-OPCAN is accountable for the funding it receives, and it produces narrative and financial reports that are sufficient to enable the government to track the program and assess the degree of achievement of results.

²⁹ These databases contain information on different subjects (Katimavik phases, communities, groups, applications, volunteers, statistics, documents, second-language learning) for program years 2008-09, 2009-10 and 2010-11.

program, the interviews conducted in the course of this evaluation confirm that the situation has improved significantly since Katimaroute was introduced. This new system was part of a series of changes made by Katimavik-OPCAN to streamline the program's management process and meet accountability requirements.

That said, it is by no means certain that Katimavik-OPCAN executives take full advantage of all the information available regarding the program and its results. For example, as part of the annual program management and delivery cycle, Katimavik-OPCAN asks all community partner organisations to complete a survey on the quality of cooperation with its personnel, the quality of young volunteers' work and the degree of outreach in communities. The document review carried out as part of the evaluation shows that data from that annual survey are not systematically reviewed. Consequently, the feedback provided by partner organisations cannot fully inform strategic thinking aimed at continuously improving the Katimavik program.

Reports

According to the government representatives interviewed by the consultants, Katimavik-OPCAN standardised its reporting system during the period covered by the evaluation, especially since 2008-09. Annual reports, progress reports, reports on the number of participants and reports on rotations are submitted regularly, and the quality of these reports is good. However, the reporting deadlines are not always met, projections and cash flow statements are not always current, and data on recruitment are often late. The key stakeholders who took part in the evaluation acknowledged that progress has been made since 2008-09, but indicate that there are still some deficiencies in this area.

The recently observed improvement may be attributable to efforts by Katimavik-OPCAN to make its methods more uniform. According to Katimavik-OPCAN representatives, the introduction of templates—with support from YPD in the form of training³⁰—made it possible to standardise the format of monthly reports from project coordinators, thus simplifying consolidation of data nationally. Katimavik-OPCAN executives plan to carry on with their standardisation efforts. They also expect to make other changes, particularly to the financial management system used by Katimavik-OPCAN.

3.2.2 Changes in program design

Katimavik's management structure and mechanisms have changed since 2005-06 as a result of the findings and recommendations made in the 2006 summative evaluation, follow-up visits and financial monitoring by PCH, and training, analyses and discussions that took place during the period. Katimavik-OPCAN undertook to review the program's

³⁰ In 2008, YPD provided Katimavik-OPCAN with training on how to standardise regional reports and use information technologies within the context of the program. Following that training, Katimavik-OPCAN updated the sections of the Program Manual on reporting to ensure consistent monitoring in all regions. The list of evaluation tools used by the program now includes: a planning, follow-up and evaluation form for PLs; a work supervisor follow-up form; a description of professional abilities; a volunteer work evaluation form for participants; and a standard expenditure report required for all projects from each regional office.

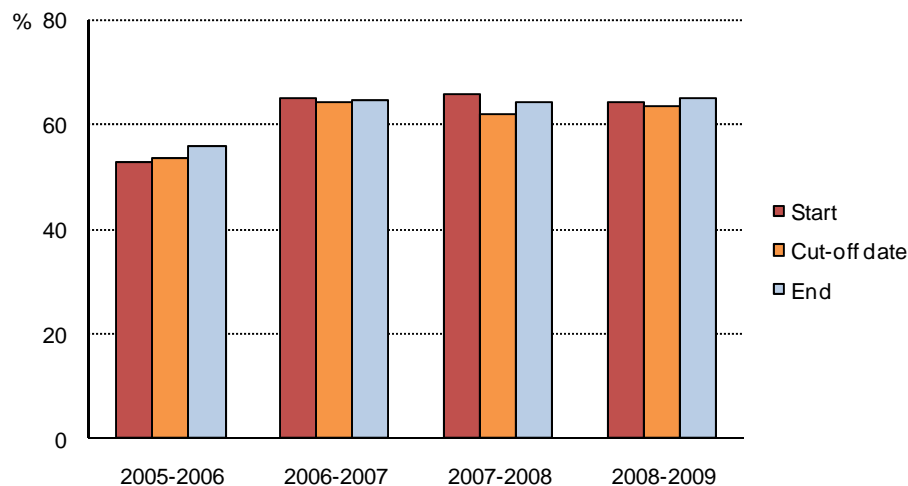
orientations and features—along with some related aspects—in order to consolidate Katimavik’s educational mission and develop tools to enhance the impact of placements. More specifically, in 2007, after submitting to PCH a series of plans showing its desire to improve the administrative effectiveness and efficiency of the Katimavik program, Katimavik-OPCAN set about implementing some of the planned measures. That led to the creation of new tools (such as Katimaroute and the Program Manual for 2009-10) and the introduction of the competency approach and the short program.

One of the objectives of the program design changes was to improve the retention rate among the young participants, which many observers, PCH in particular, consider to be too low. In addition to addressing a number of technical issues related to use of this indicator, Appendix 5 examines how retention rates have changed over the past several years. It will be interesting to continue tracking progress in the years ahead in order to determine whether the changes to the program design will have the desired effect on the proportion of youth who enrol in Katimavik and remain in the program until the very end.

3.2.3 Program Accessibility

The contribution agreement between PCH and Katimavik-OPCAN sets out targets aimed at fostering access to the program for specific designated groups, including employment equity groups and marginalised youth. Figure 1 below shows for program years 2005-06 to 2008-09 the percentage of female participants at three points in the Katimavik program cycle: start of the first rotation; cut-off date (final date that participants who decide to leave the program prematurely can be replaced); and end of the last rotation.³¹

Figure 1: Distribution of female participants at three points in the Katimavik program
(Percentage)



³¹ Source: Calculations based on data provided by Katimavik-OPCAN.

Katimavik attracts significantly more female than male participants. Depending on the year and the specific point in the Katimavik program cycle, females account for 55% to 65% of the total number of participants. As indicated by the document review carried out as part of the evaluation, the under-representation of males is not unique to Katimavik, but is also evident in youth programs in Europe and the United States. In 2007, Katimavik-OPCAN submitted a plan to raise awareness among young men. However, these activities have yet to produce tangible results. One of Katimavik-OPCAN's objectives in introducing the short program in September 2009 was to determine whether a six-month formula might encourage more young men to participate. Once they become available, the statistics on the number of participants in the short program will inform Katimavik-OPCAN on the success of this approach.

According to the information available for the period from 2005-06 to 2007-08, Katimavik met the recruitment targets set for Aboriginal youth, but had more trouble attracting the desired proportions of disabled youth and youth from visible minorities. However, the program far exceeded its recruitment targets for youth from rural and remote regions and youth from low-income families. Table 2 below compares the number of participants from target groups at two points (the start of the first rotation and the end of the last rotation), based on data for these groups from the 2001 and 2006 censuses.³²

**Table 2: Comparison of target groups in the program
with 2001 and 2006 census data**
(Percentage)

Target group	Katimavik (2005-06 to 2007-08)	Census (2001 and 2006)
Women	From 55% to 65%	Approximately 49%
Disabled youth	From 3% to 5%	5.9% and 7.5%
Youth from rural and remote regions	From 25% to 33%	19.2% and 20.0%
Youth from low-income families	From 20% to 46%	11.9% and 12.5%
Aboriginal youth	From 3% to 5%	4.2% and 5.0%
Visible minority youth	From 8% to 11%	16.0% and 18.5%

The large contingent of disadvantaged youth is probably attributable to the fact that Katimavik has no registration fees. Katimavik-OPCAN's decision in spring 2010 to charge fees starting in September 2010³³ could limit access to the program for disadvantaged youth. That possibility was a topic of debate in the focus group sessions organised in connection with the evaluation. Many former Katimavik participants in those sessions stated that they would not have been able to enrol in the program if there had been fees at the time. When asked about this, the Katimavik-OPCAN officials replied

³² Source: PCH. *Contribution Agreement*. Signed October 2006; Amendment no. 1, signed October 2007; Amendment no. 2, signed September 2008; Amendment no. 3, signed September 2009.

³³ The proposed fees are C\$535: a C\$35 application fee; C\$150 when the application is accepted; and a C\$350 refundable travel deposit. In addition, the C\$1,000 premium (C\$500 for the short program) that participants used to receive when they completed the program will be abolished.

that one way to overcome any impediments to access that may result from fees would be to establish a financial assistance program for disadvantaged youth.

3.2.4 Funding agreements with Katimavik-OPCAN

Katimavik-OPCAN is funded through a contribution agreement that identifies the expected results and the accountability and reporting requirements of the federal government, which is Katimavik-OPCAN's primary source of funds. The agreement: explains the purpose of the contribution and establishes its maximum amount and duration; describes the objectives and activities of the Katimavik program and the related budget and management requirements; sets out the financial terms and general conditions governing the contribution; states the reporting requirements, including the dates by which reports must be submitted; and provides pertinent statistics related to the program, including recruitment targets for various target groups.

Subsequent to the federal government's decision to reconsider its funding for Katimavik annually, the contribution agreement signed in October 2006 was amended in each of the next three years (October 2007, September 2008 and September 2009). Each amendment stated the amount PCH would be contributing in the next fiscal year. The amendment signed in September 2009 described the eight competencies associated with the new competency approach and introduced the short program as a complement to the existing long program.

Based on a detailed review of the content and structure of the contribution agreement, the consultants find that the funding agreements between PCH and Katimavik-OPCAN are appropriate and elicit effective reports on the measurement and results of program activities. The current reports are not beyond improvement, however, especially regarding the method used to calculate key indicators of the effectiveness and cost-effectiveness of Katimavik (see section 3.3.8).

3.2.5 Summary of findings – design and delivery

Underlying Katimavik's new educational mission are two different approaches: one based on experiential learning through service learning and one based on competencies. Together these approaches create a balanced program design. Program delivery is based on proven and effective management and delivery mechanisms that underwent some improvements between 2005-06 and 2008-09. Overall, the learning tools offered by the program are useful and relevant. Katimavik-OPCAN has made significant progress in the areas of information management, reporting and information flow, both internally and with YPD. Katimavik-OPCAN has also taken steps to improve the participant retention rate, but achieved limited progress in this area during the evaluation period. However, the latest figures indicate a significant rise in the retention rate in the 2009-10 program year, though the data are still preliminary and incomplete. The program is accessible to most young Canadians, although the recruitment targets set for half the designated groups have yet to be met. The funding agreements that cover the contribution from YPD are adequate. That said, between 2006 and 2009, Katimavik-OPCAN struggled as a result of

the federal government's decision to reconsider annually its contribution to the program. The situation did not have any visible impact on the satisfaction rate among individuals and groups who benefit from the program. However, while multi-year funding for the program was only just recently reinstated for three years, Katimavik-OPCAN had to take strong action to react to a significant reduction in its budget.

3.3 Performance of the Katimavik program

This section addresses a series of evaluation questions designed to highlight Katimavik's performance. The topics covered include matching and placement; leadership development and learning activities; satisfaction of demand from youth and community partner organisations; achievement of the program's immediate, intermediate and long-term results; unanticipated effects of the program; efficiency and cost-effectiveness of the program; and Katimavik's situation in relation to similar programs.

3.3.1 Matching and placement

Surveys of former participants and unsuccessful applicants indicate that youth who considered enrolling in Katimavik had high expectations in terms of the opportunity to travel in Canada and volunteer in different communities. Katimavik did not disappoint on either count, according to the consultations with former participants (survey and focus group sessions) carried out as part of the evaluation. Of approximately 590 former participants surveyed, 98% stated that the program met these expectations fully or partially, as was the case in 2005. When asked an open-ended question about what made them satisfied, 581 former participants gave 800 responses, of which 8% (64 responses) had to do with the opportunity to travel around the country or discover Canada and 6% (49 responses) had to do with work experience, volunteerism or employment. The opinions gathered during the focus group sessions confirm these findings. Two of the main reasons former participants gave for wanting to enrol in the program were the opportunity to travel throughout Canada (desire to get out of their parents' home and leave their home province) and the chance to make things happen in society.

That said, while they were satisfied overall with Katimavik's matching and placement process, the former participants attending the focus group sessions mentioned occasional problems related to the language skills of youth enrolled in the program. For example, some Anglophone participants complained that during their placement in a Francophone community they had to perform duties that required too high a level of proficiency in French relative to their own abilities, a situation that complicated communication between those participants and their supervisors in host community organisations. The problem is not widespread, but is reflected in the answers given by respondents in the survey of community partners. Thus among the factors identified by partners as reasons for the disappointing results of some projects carried out by Katimavik volunteers,³⁴

³⁴ The community partners said they were very satisfied overall with the projects carried out by the Katimavik volunteers. Only 14.4% of respondents indicated that the project objectives had been somewhat attained or not attained at all.

language was cited by far more Francophone than Anglophone respondents (7.4% and 2.1% respectively), which suggests that the limited language skills of some Anglophone youth asked to work or provide services in French were sometimes an impediment to the success of projects carried out by Francophone host community organisations.

Like former participants, the community partners surveyed in this evaluation were generally favourable in their opinion of Katimavik's matching and placement process. When asked to rate 12 specific aspects of program administration,³⁵ including the organisation of placements, 110 to 125 respondents said they were fully or mostly satisfied, with the proportion ranging from 84% to 98%. The two aspects that received the lowest ratings were travel arrangements for volunteers and housing arrangements for volunteers—a finding confirmed in part by the document review carried out for the evaluation. Analysis of a report on the results of a survey of community partner organisations conducted in 2008 by Katimavik-OPCAN shows that for some organisations (especially smaller ones), transportation for Katimavik volunteers is a problem. As well, when asked to rate five aspects that reflected the quality of the process used to select Katimavik volunteers,³⁶ some 120 to 125 community partners said they were fully or mostly satisfied, with the proportion ranging from 89% to 97%. Generally, Anglophones responded more favourably than Francophones. The lower rating given by respondents in the French survey may be attributable to the lack of language proficiency among Anglophone youth participants, as stated in the previous paragraph. According to the document review carried out by the consultants, some organisations would like Katimavik to make a greater effort to select applicants who are highly motivated to work. Some organisations even suggest that applicants be required to attend a comprehensive interview and have their profile reviewed up front to ensure that both volunteers *and* community partner organisations get the most out of the placements.

3.3.2 Leadership development and learning activities

Leadership was one of the Katimavik program's five learning programs from 2005-06 to 2008-09.³⁷ The consultants conducting the 2010 evaluation took special interest in that subject, as it was mentioned in the recommendations made following the 2006 summative evaluation. The consultants surveyed former Katimavik participants to determine which learning activity they believed would have the most impact on their personal and professional decisions for the future. Leadership skills, cited by 571 respondents (29%),

³⁵ Program description found on the Katimavik website (1.45); amount of information provided by Katimavik in terms of adequately preparing for the program (1.39); degree of support provided by Katimavik in the preparation of proposals (1.35); timeliness of the application/approval process (1.47); duration of the project in total (1.27); rotations of Katimavik volunteers (1.30); composition of the groups as to gender (1.52); composition of the groups as to language (1.32); work performed by the Katimavik PL (1.24); effectiveness of the Local Katimavik Committee (1.23); transportation arrangements for participants (1.03); housing arrangements for participants (1.10). Indices reflect degree of satisfaction on a symmetrical linear scale of +2 (very satisfied) to -2 (very dissatisfied).

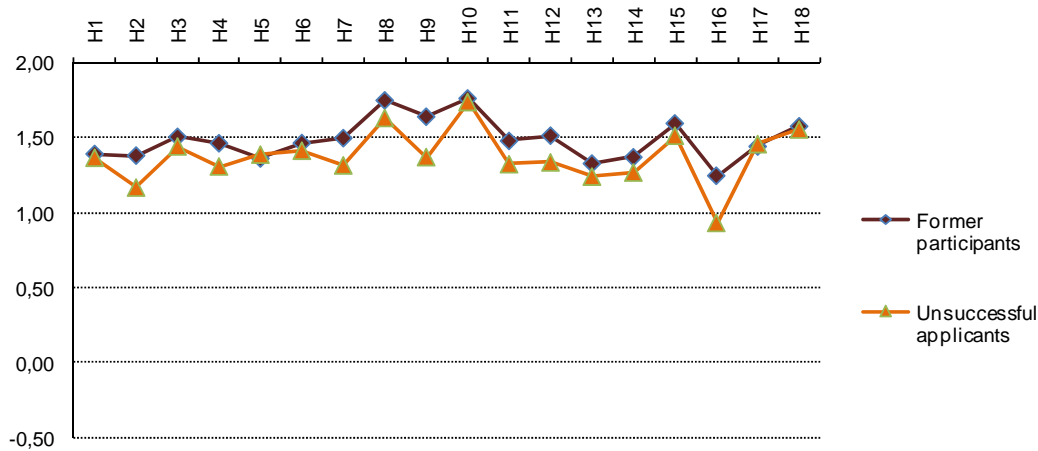
³⁶ Attitude of participants at work (1.37); attitude of participants in the community (1.50); quality of the participants' work (1.26); amount of supervision required for participants (1.14); how well participants worked/got along with paid staff and blended into the organisation (1.43). Indices reflect degree of satisfaction on a symmetrical linear scale of +2 (very satisfied) to -2 (very dissatisfied).

³⁷ Under the competency approach introduced by Katimavik-OPCAN at the start of the 2009-10 program year, leadership does not feature among the eight skills that Katimavik now seeks to develop.

came in far ahead of all other Katimavik learning activities³⁸ and also ranked first in the 2005 survey of former participants. The surveys conducted for the 2010 evaluation found that 91% of former participants and 97% of unsuccessful applicants considered the development of leadership skills important before they joined Katimavik. The program's leadership development activities were rated satisfactory by 95% of the 586 former participants who agreed to answer the question in the 2010 survey (compared with 97% in 2005).

Figure 2: Respondents' self-assessment of abilities

(Question: For each of the following abilities, would you say that you are...?;
Scale: +2.00 (highly capable) to -2.00 (highly incapable))



Code	Ability	Number of respondents	
		Former participants	Unsuccessful applicants
H1	Express ideas clearly and concisely	571	85
H2	Accept constructive feedback	572	85
H3	Come up with new ideas while looking for solutions	571	84
H4	Solve problems as part of a group	570	85
H5	Isolate the essential elements of a conflict between individuals	567	83
H6	Deal with conflicts honestly and with an open mind	570	85
H7	Take initiative	569	83
H8	Work with a minimum of supervision	570	84
H9	Recognise and appreciate the diversity of ideas and opinions within a group	570	84
H10	Treat others with respect	568	84
H11	Play an active part in building team spirit and co-operation	570	84
H12	Make compromises for the good of a group	570	84
H13	Estimate what you can do or what you want to achieve	570	84
H14	Organise activities in a logical and efficient manner	565	83
H15	Be open-minded and react to change in a positive manner	569	84
H16	Deal with uncertainty	568	83
H17	Take the steps needed to acquire the desired knowledge in order to learn	568	79
H18	Reflect on your experiences in order to learn from them	564	83

³⁸ Second official language skills (19%); discovery of new cultures (17%); job skills and career development (15%); environmental issues (11%); leading a healthy lifestyle (9%).

Before the competency approach was adopted, the vision of leadership development advocated by Katimavik was based on the acquisition of abilities in a number of areas: communication; teamwork; problem solving; planning and organisation; conflict resolution; adaptability; accountability; ability to learn; tolerance and appreciation of differences; and attitudes at work.³⁹ To gauge the success of Katimavik in these areas, former participants and unsuccessful applicants were asked specific questions in the surveys conducted for this evaluation. Figure 2 above compares the responses given by the two groups and shows that, with respect of leadership-related abilities, former participants gave higher self-ratings than unsuccessful applicants. In other words, in the area of leadership skills, former participants said not only that they were satisfied with the learning activities offered by the Katimavik program, but also that they had better abilities than youth who did not get the chance to take part in the program, which is a very strong indication of the alleged effectiveness of the leadership development activities offered by Katimavik.

3.3.3 Satisfaction of demand from youth and community partner organisations

To make an informed assessment of this aspect, the consultants compared the recruitment targets set by PCH with the number of participants on the start date of the first rotation and the number at the cut-off date. The data shows that between 2005-06 and 2008-09, the number of youth recruited by Katimavik gradually fell short of the targets set by PCH. In fact, the target achievement rate decreased throughout the period, dropping from about 95% to roughly 85%, depending on the date and source. The fact that these problems coincide with the period in which the government annually reconsidered its decision to contribute to Katimavik suggests that this factor could be the cause. Thus the decrease in the target achievement statistics would be attributable not to a drop in demand for the program, but rather to planning and organisation constraints associated with the annual funding formula. If that prediction were to prove right, the reinstatement of multi-year funding starting in 2009 would have to coincide with an upswing in the rate of achievement of annual targets set by PCH, irrespective of the impact of the introduction of the short program on recruitment statistics.

Another factor that could have a bearing on the recruitment statistics is the effort to promote the program. In the focus group sessions associated with this evaluation, former Katimavik participants, engaged youth and ordinary Canadians debated the issue of Katimavik's visibility. Several people voiced the opinion that marketing campaigns should be more aggressive and that the program should be made more prominent in schools in order to attract more applicants. The call for measures of that nature is being heard. In conducting this evaluation, the consultants witnessed intriguing promotional initiatives being taken in the field by the regional offices of Katimavik-OPCAN. The recent marketing campaign with the theme *Get a Life/Dégage* appears to have been very successful. It will be interesting to see what impact that initiative may have on recruitment efforts for the 2009-10 program year.

³⁹ Source: KATIMAVIK-OPCAN. *Program Manual 2006-2007*. 2006.

Katimavik is definitely in demand among community partner organisations. Between 2005-06 and 2008-09, according to calculations done as part of the evaluation using databases provided by Katimavik-OPCAN, the number of partner organisations that took in program participants in communities varied between 760 and 860 per year. The interviews conducted by the consultants confirm that Katimavik has no difficulty finding community partner organisations. However, solicitation of partners tends to be based on program demand and needs and on the number of youth to be placed rather than on a specific demand from communities.⁴⁰ According to key stakeholders at Katimavik-OPCAN who took part in the interviews, the program is considering a new approach to solicit community participation through meetings with key players in communities (mayors, municipal councillors) who have a clear vision of local needs. Such an approach would make it possible to identify the type of volunteer work that would most likely meet those needs. Volunteers would be assigned to tasks that contribute most to the overall development of the host community.⁴¹

3.3.4 Achievement of immediate program results

As shown in the logic model (Appendix 1), Katimavik's immediate results are as follows: participants increase their awareness of Canada's diversity; youth have the opportunity to participate in community projects; participants make an appreciable contribution to communities; and participants have the opportunity to practise their leadership skills and develop their personal, social and professional skills.

3.3.4.1 Awareness of Canada's diversity

Between 2005-06 and 2008-09, Katimavik participants were involved in the long program (as the short program was not in place), and all of them had at least two placements in a region of Canada other than the region where they lived. Furthermore, a significant proportion of participants (between 28% and 57%, depending on the region and year) had their three placements outside their area of residence. By all accounts, Katimavik was successful in giving all those young men and women the opportunity to discover parts of the country far from home—the starting point to increased awareness of Canada's diversity.

The surveys of former participants and unsuccessful applicants conducted as part of the evaluation show that when they applied to Katimavik, youth had rather high expectations in terms of the opportunity to value Canada and its diversity. Ninety-eight percent of 589 former participants surveyed stated that the program fully or partially met those expectations, as was the case in 2005. It is interesting to note that while the opportunity to

⁴⁰ The criteria used in selecting communities include geographic proximity and intake capacity (housing and options for a variety of work opportunities). Another requirement is the ability to supervise participants during their placement. The selection of communities is also subject to ratios by sector of activity. For example, until very recently, Katimavik endeavoured to recruit 30% environmental organisations. New ratios have been established since the short theme programs were introduced: 19% for Cultural Discovery and Civic Engagement; 17% for Second Language and Cultural Diversity; and 13% for Eco-citizenship and Active Living.

⁴¹ It should be noted, however, that some of the government representatives interviewed in the course of the evaluation voiced their concerns about the nature and quality of the volunteer work done by Katimavik participants.

value Canada and its diversity seemed to be of greater interest prior to application to youth who responded to the survey in English than to those who responded in French, all former participants, regardless of language, said at the end of the program that they were satisfied with Katimavik's contribution to their appreciation of that aspect.

3.3.4.2 Participation in community projects

The data provided by Katimavik-OPCAN indicate that, in any given program year examined by the consultants, Katimavik gave participants the opportunity to contribute to hundreds of community projects delivered by community partner organisations throughout Canada. Table 3 below shows the distribution of projects by sector of activity. Between 2005-06 and 2008-09, the most popular sectors of activity for community projects were community services, health and social services and education.

With regard to location, Katimavik placed participants in all Canadian provinces. However, between 2005-06 and 2008-09, the program did not organise any placements in the Northwest Territories, Yukon or Nunavut, although it did recruit about 20 participants from those territories.⁴² Interestingly, the majority of placements were in rural communities as opposed to major cities. According to the key stakeholders interviewed by the consultants, this is attributable to the fact that social cohesion is usually stronger in towns and villages. Residents know more about community life and are more engaged. Organisations in these communities are better equipped to meet Katimavik's needs and placement requirements.

Table 3: Distribution of projects by sector of activity, 2005-06 to 2008-09
(Percentage)

Sector of activity	2005-06	2006-07	2007-08	2008-09
Arts and cultural heritage	7.0	12.0	10.0	10.0
Communication/media	1.8	0.5	1.0	1.0
Economic development and employment	3.2	5.0	2.0	3.0
Education	18.5	20.0	20.0	18.0
Environment	21.6	18.0	7.0	11.0
Health and social services	17.4	15.0	17.0	18.0
Community services	22.8	25.0	32.0	31.0
Sports and leisure	3.7	3.0	5.0	5.0
Other	4.0	1.5	6.0	3.0

Source: Katimavik-OPCAN annual reports.

⁴² It should be noted, however, that some placements took place in Iqaluit, Nunavut, in 2009-10.

3.3.4.3 *Contribution to communities*

The number of hours of volunteer work is a key indicator of the contribution made by Katimavik participants to the communities that take them in and in which they work. The document review associated with this evaluation shows that participants worked a total of 650,000 to 740,000 hours a year, or an average of approximately 660 to 770 hours per volunteer.

Surveyed as part of the evaluation, community partners favourably rated (in proportions varying between 89% and 99%) the contribution made by volunteers based on eight separate aspects of the activities carried out by their organisation.⁴³ For example, 94% of the respondents said that Katimavik participants had a positive impact on their organisation's openness to taking students, youth or volunteers (compared with 79% in 2005), and 99% expressed the view that the participants made a positive contribution to development of a sense of the community within their organisation (compared with 72% in 2005). As well, 98% of the respondents (compared with 74% in 2005) said that the work done by Katimavik participants helped increase the visibility of their organisation in the community.⁴⁴

According to the information provided by 77 community partners who took part in the survey, the Katimavik project and volunteers had a varied impact overall on the organisations' clients. The impact was on: the workload and working conditions of paid employees in 25% of cases (28 of 113 responses); the quality of programs and services in 15% of cases (17 responses); people in the community or clients in 14% of cases (16 responses); the scope of programs and services in 13% of cases (15 responses); and new ideas, energy or enthusiasm injected by participants in 12% of cases (13 responses).

In the survey conducted in support of this evaluation, community partners were asked to estimate the dollar value of savings stemming from the fact that their organisation did not have to pay for the work done by Katimavik volunteers, as well as the dollar value of commercial goods and services to which the volunteers contributed. Deducting from these two amounts the estimated dollar value of the time spent supervising the volunteers gives the net dollar value of the contribution to community partner organisations made by Katimavik volunteers. Based on a simple method of calculation, the resulting figure was an average of C\$7,051 per organisation for the period from 2005-06 to 2007-08, compared with the amount calculated as part of the 2006 evaluation, that is, C\$7,037 in 2005.^{45,46}

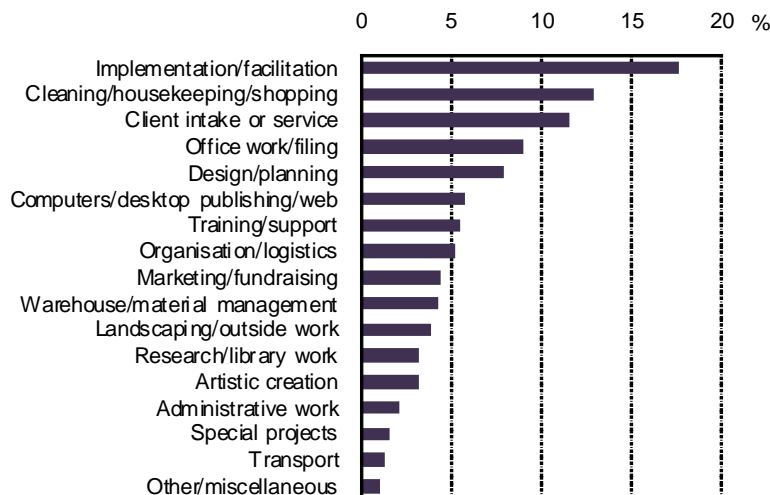
⁴³ Level of output (services or products); speed with which the products were produced or services provided; quality of the output; workload of paid employees; workplace relations within the organisation; openness to taking students, youth or volunteers; the organisation's sense of the community; the organisation's visibility in the community.

⁴⁴ Regarding the willingness of partner organisations to employ youth, the favourable perceptions indicated by the survey did not always translate into tangible results. According to the responses from 105 community partners, since the last time they took part in Katimavik, 60% of the organisations maintained their intake of volunteers. On the other hand, 26% increased their intake of volunteers, but barely 5% as a direct result of their involvement in the program. Asked how many Katimavik participants were hired by their organisation after their term was over, 96% of the respondents said none.

⁴⁵ This number is the average of the net values calculated for 68 community partners who provided the information requested. However, the range is huge—a negative net value of C\$6,900 to a positive net value of C\$162,000—, and [...]

In their discussions with the consultants in charge of conducting the evaluation, Katimavik-OPCAN's regional office employees noted the importance of documenting more thoroughly the impact on organisations of the volunteer work done by participants, both individually and collectively (group projects). That impact is currently not recorded. As shown in the survey of community partners, some partner organisations complained that hosting Katimavik volunteers requires a considerable investment of time and energy (primarily for supervision). Still, those organisations want to continue working with Katimavik because they are sensitive to youth issues and recognise that youth are serving their community by volunteering in the program. The results of a survey of community partner organisations conducted in 2008 by Katimavik-OPCAN⁴⁷ confirm the degree of satisfaction among organisations with the contribution made by the program's volunteers. When asked, 90% of the respondents said that they would be willing to renew their partnership with Katimavik, and 94% said they would recommend Katimavik to other community organisations.

Figure 3: Distribution of tasks assigned to Katimavik volunteers



3.3.4.4 Learning and development opportunities

According to the information obtained from 133 community partners surveyed as part of the evaluation, the tasks assigned to Katimavik volunteers frequently involved the direct or indirect delivery of services to the organisations' clients. As Figure 3 above shows, volunteers were involved in: the implementation or facilitation of activities in 18% of

this raises serious doubt about the validity of the results obtained following this method, which had been used in the 2006 summative evaluation.

⁴⁶ A 2006 study commissioned by Katimavik-OPCAN found, following interviews with representatives of 64 community partner organisations, that the value of community work under the program was on average C\$17,661 per organisation. This figure is difficult to compare, however, as it was established without accounting for time invested in supervision. Source: R.A. MALATEST & ASSOCIATES LTD. *Social and Economic Impact of the Katimavik Program*. June 2006.

⁴⁷ Source: CHAUMONT, Isabelle. *Évaluation du programme par les organismes partenaires – Sommaire et recommandations*. Katimavik-OPCAN. September 2008.

cases (67 of 382 responses); client intake or delivery of services to clients and the public in 12% of cases (44 responses); and design or planning of activities in 8% of cases (30 responses). That said, even more frequently, Katimavik volunteers were assigned maintenance or administrative duties, such as: cleaning, housekeeping and shopping (13%, 49 responses); office work or filing (9%, 34 responses); computer work, desktop publishing and websites (6%, 22 responses); and delivery of training or support to employees of the organisation (5%, 21 responses).

The focus group sessions associated with this evaluation confirm that for the most part, former Katimavik participants were satisfied with the tasks they had to perform under the program. Still, the majority of respondents said that they found the most repetitive tasks more palatable once the purpose of the task in terms of contribution to the community was explained to them. The former participants indicated that their degree of satisfaction with the placements often depended on their relationship with the supervisor and on whether the type of work was related to their own preferred sector of activity. Some participants who were unable to work in their preferred area said they enjoyed their volunteer experience nevertheless and were sometimes even pleasantly surprised.

3.3.5 Achievement of intermediate program results

As shown in Appendix 1, the expected intermediate results of the Katimavik program are as follows: participants value Canada and its diversity; host-community partner organisations improve their capacity to serve their community; participants value community service; and participants improve their personal, social and professional skills.

3.3.5.1 Participants value Canada and its diversity

The surveys of former participants and unsuccessful applicants conducted in support of the evaluation provide a number of indications of the success of the Katimavik program in fostering an appreciation of Canadian diversity. Comparison of the responses from 515 to 585 former participants and 75 to 80 unsuccessful applicants shows that, on a scale of +2 (agree) to -2 (disagree), the former were more inclined than the latter to say that they had no difficulty opening up to people from different cultures (+1.47 versus +1.23) and that cultural differences are synonymous with mutual growth (+1.29 versus +1.16). On the other hand, former participants were less inclined than unsuccessful applicants to challenge the statement that cultural differences are synonymous with misunderstanding (-0.20 versus -0.28).⁴⁸ On a scale of 0 (not at all) to 3 (strongly), there was no significant difference between former participants and unsuccessful applicants as to whether their knowledge of cultural communities was limited to some general information (1.49 versus 1.50) or occasional contacts (1.49 versus 1.51). These figures suggest that although Katimavik participants are more aware of cultural differences than other youth, their awareness does not necessarily translate into greater knowledge of other cultures.

⁴⁸ Generally, the former participants and unsuccessful applicants who opted to complete the survey in English were far more likely to support this statement than their counterparts who opted to complete the survey in French.

Recognition of cultural differences aside, appreciation of Canadian diversity is fostered by the Katimavik program through the direct dialogue participants are able to have with people who live in or come from other regions of Canada (see section 3.3.4.1) and with people who speak a different language. As shown in Table 4 below, in program year 2008-09,⁴⁹ Katimavik recruited participants from all regions of Canada and from the country's two major language groups. These participants were divided into heterogeneous groups based on strict criteria that ensure a high degree of diversity in each Katimavik house. The aim is for each house to be a microcosm of the Canadian mosaic.

**Table 4: Distribution of participants
by area of residence and mother tongue, 2008-09**

Criterion	Participants at start of first rotation		Participants at cut-off date		Participants at end of last rotation	
	Number	%	Number	%	Number	%
Area of residence						
Atlantic	84	9.0	75	8.2	53	7.8
Quebec	319	34.2	306	33.3	211	31.0
Ontario	237	25.4	245	26.7	194	28.5
Prairies, NWT and Nunavut	145	15.6	145	15.8	117	17.2
British Columbia and Yukon	147	15.8	147	16.0	106	15.6
Total	932	100.0	918	100.0	681	100.0
Mother tongue						
English	608	65.2	608	66.2	464	68.1
French	294	31.5	280	30.5	196	28.8
English and French	20	2.1	20	2.2	16	2.3
Other	10	1.1	10	1.1	5	0.7
Total	932	100.0	918	100.0	681	100.0

Source: Data taken from Katimaroute.

3.3.5.2 Improvement in service delivery capacity of community partner organisations

The survey of community partners conducted as part of the evaluation contained specific questions on four of the elements that influence the capacity of an organisation to serve its community: level of output (services or products); speed with which products are produced or services provided; quality of the output; and the organisation's visibility in the community. Some 110 respondents indicated—in proportions of 92%, 90%, 92% and 98% respectively—that Katimavik volunteers had a very positive or positive impact in these four areas.⁵⁰

⁴⁹ Compared with the data provided by Katimavik-OPCAN for 2005-06 to 2007-08, the data on participants' mother tongue were more complete in 2008-09.

⁵⁰ These results are markedly higher than those for 2005 (67%, 55%, 64% and 74%). The scale used in 2005 was different, however, which is certainly the reason for these variances. This therefore limits the validity of comparison with the 2010 results.

The survey asked community partners how their organisation's community services would be affected if Katimavik were to disappear. To that question, 89 representatives gave 113 responses, the majority of which stated that loss of the program would adversely affect their organisation's ability to serve its community. For example, services would be reduced, slower or diminished in quality (28 responses, 19% of the total), more staff or volunteers would need to be recruited (14 responses, 10%), or the costs and/or workload would increase (13 responses, 10%).

3.3.5.3 *Value placed on community service*

The surveys of former participants and unsuccessful applicants conducted in support of this evaluation show that young people thinking about applying to Katimavik had high expectations in terms of the opportunity to volunteer in different communities. According to 98% of 590 former participants surveyed on the subject (the same percentage as in 2005), the program fully or partially met those expectations. Of 550 former participants surveyed, all but a handful agreed strongly or moderately that they recognised the role that volunteering plays in supporting the community and in personal and professional development (proportions of 99% and 98% respectively). These results are higher than those of the surveys conducted in 2005.

In conducting this evaluation, the consultants found that the value attributed to community service does not necessarily translate into actual changes in the daily lives of young Canadians. While the results of the analysis of data from Katimavik-OPCAN's "pre-post" surveys of participants illustrate the participants' desire to continue doing volunteer work after they leave the program, the focus group sessions indicate that most former Katimavik participants are no more involved today than they were before.⁵¹ In fact, some former participants said they are *less* involved today because of the demands of "normal" life (school, work, family, friends, etc.). These youth were quick to point out, however, that they consider themselves more aware of the importance of community work.

3.3.5.4 *Improvement of participants' personal, social and professional skills*

Comparison of information provided for the evaluation by former participants and unsuccessful applicants in response to a series of survey questions about personal, social and professional skills associated with Katimavik shows that the respondents' abilities, attitudes, behaviours and knowledge are, across the board, similar or better for former participants than for unsuccessful applicants. The gap is especially noteworthy in the answers to the questions on group skills, the ability to deal with uncertainty, attitudes

⁵¹ The results of the surveys conducted as part of the evaluation are consistent. When asked to indicate how frequently they volunteer for a cause or an organisation when the opportunity arises, 546 former participants responded as follows: 19% all the time; 30% often; 41% occasionally; and 9% never. When asked the same question, 80 unsuccessful applicants responded almost the same way: 19% all the time; 26% often; 44% occasionally; and 11% never. When asked to identify their main activities since leaving Katimavik, 496 former participants gave 1,047 answers, of which barely 9% could be categorised as volunteerism, advocacy or international aid. When asked to identify their main activities since the very first time they applied to Katimavik, 65 unsuccessful applicants gave 133 answers, of which 7% fell into those categories.

toward health and diet, openness to cultural differences, and knowledge and use of the second official language.^{52,53} For all these elements, youth who took part in the Katimavik program appeared to be more open-minded or better equipped than youth who did not have the same experience.

On its own, this observation is not enough to attribute these results to Katimavik alone, despite being confirmed to some extent by the results of analysis of the data from Katimavik-OPCAN's "pre-post" surveys of participants. However, it is a telling indication that Katimavik may assist young people in developing useful personal, social and professional skills that help make them good citizens and productive members of society. The opinions gathered in the focus group sessions associated with this evaluation suggest that this is a valid finding. For example, regarding the development of social skills, some former Katimavik participants linked their decision to participate in the program with an attempt to overcome their shyness or learn to cope with life in society—adding that Katimavik had the desired effect in that regard. In terms of personal skills, some former participants said they learned to plan better, prepare and manage budgets, take initiatives and manage household tasks—in short, Katimavik made them more independent and more responsible. Finally, some former participants said that in addition to improving their employability in the eyes of future employers, the program enabled them to develop skills useful to their career, including the ability to devise and implement plans.

3.3.6 Achievement of long-term program results

According to the 2009 logic model, Katimavik has only one long-term result: the promotion of and attachment to Canada. The 2006 logic model identified two long-term results: young people have the desire and capacity to contribute to Canadian communities; and Canadians share a sense of civic pride and are engaged in Canada's communities and civic life (see Appendix 1). It is difficult to establish proof that these results have been achieved because Katimavik-OPCAN does not track alumni and communities systematically. During the period covered by the evaluation, only two studies on this issue specifically were carried out for Katimavik-OPCAN.⁵⁴ One of those studies does not deal directly with the program results, while the other states, "...the survey data suggests that, in many cases, it is too early to determine economic impacts of the program on participants in terms of education or, in particular, income levels..."⁵⁵ No information on long-term results in communities is available.

The constraint posed by the lack of systematic tracking aside, Katimavik-OPCAN could never be held *solely and ultimately* responsible for the achievement of long-term results. The latter are defined as results that can be attributed to a policy, program or initiative in

⁵² The trends indicated by the data from the 2005 surveys were similar, but not as strong.

⁵³ The answers to the questions on knowledge and use of the second official language varied considerably depending on whether the person chose to respond to the survey in English or French.

⁵⁴ R.A. MALATEST & ASSOCIATES LTD. *Idem.*; EKOS. *Canadian Views on Volunteer Service and a National Youth Service Policy*. March 2008. 57 p.

⁵⁵ R.A. MALATEST & ASSOCIATES LTD. *Idem.* p. 1.

causal manner, and that are the consequence of one or more achieved results. Long-term results usually represent *raison d'être* of a policy, program or initiative.⁵⁶ At PCH, the results of each initiative funded by the Department's youth programming contribute to achievement of the overall strategic objectives, in reality a responsibility spread out between different youth programs (including Katimavik). These youth programs have an impact that often extends beyond the duration of a particular initiative. In any event, according to results-based management theory, the level of accountability for implementing agencies like Katimavik-OPCAN should be set first and foremost at the intermediate result level. The latter are defined as results expected to be achieved by the end of the project or—as this case—a contribution agreement.⁵⁷

All that being said, in the course of this evaluation, the consultants nevertheless looked at the degree to which the long-term results of the program were achieved, based on the following three indicators:

- *Participants' perceptions of their civic engagement and their plans to get involved in their community* – As stated in section 3.3.5.3, judging from the responses to the survey questions, former Katimavik participants had high expectations before they enrolled in the program regarding the prospect of doing volunteer work, and the program met those expectations.
- *Degree of participation in volunteer work or community service following the program* – The results of the survey of former participants conducted as part of the evaluation show that, despite the interest youth expressed beforehand in volunteer work or community service, their involvement in real activities of that nature remained modest after the program.
- *Degree of civic engagement following the program* – To examine the civic engagement of former Katimavik participants, the consultants looked at an element that is very important to youth today: public awareness and action to protect the environment. The surveys of former participants and unsuccessful applicants contained specific questions on the subject. The results show that Katimavik participants are particularly aware of environmental issues and have acquired skills that are likely to help them determine what they can and ought to do to help solve the problems.⁵⁸ However, in this case, as in the case of the value

⁵⁶ Source: Treasury Board Secretariat Web site. Found at: <http://www.tbs-sct.gc.ca/rma/lex-lex_e.asp>.

⁵⁷ Intermediate results correspond to changes that are expected to logically occur once one or more immediate results have been achieved. In terms of timeframe and level, these are medium-term results. Intermediate results are usually achieved by the end of a project or program, and implementing agencies are accountable for them.

⁵⁸ Of 583 former participants surveyed, 87% agreed, looking back, that the Katimavik experience led them to be significantly more sensitive to environmental issues (in 2005, the figure was 91%). That result is consistent with the fact that 84% of 606 former participants thought it important to become more sensitive to environmental concerns before they applied (compared with 94% in 2005), and 92% of 588 former participants stated that the program's achievements in that area were in line with their expectations. Beyond the perceptions of the primary stakeholders, the Katimavik program's efforts to make young Canadians aware of environmental issues appear to have borne fruit. When asked how often they keep themselves informed about environmental issues when the opportunity arises, 25% of 549 former participants surveyed said all the time, compared with 18% of 79 unsuccessful applicants. On a scale of 0 (not at all) to 3 (strongly), and compared with 82 unsuccessful applicants, 560 former participants agreed to say that they were [...]

assigned to community service (see section 3.3.5.3), awareness among participants does not necessarily translate into tangible action.⁵⁹

All indications are that further consideration and effort will be needed to more clearly identify progress made in achieving the long-term results of Katimavik. The key stakeholders interviewed as part of the evaluation expressed disappointment that, more than 30 years after it was created, the program has proven its worth in terms of short- and medium-term results, but has still not made significant inroads as far as long-term results are concerned. The point was made—not only by stakeholders at Katimavik-OPCAN and PCH, but also by engaged youth and ordinary Canadians involved in the focus group sessions—that it is difficult to quantify the long-term results of a social program like Katimavik. Furthermore, some sources noted the loss of invaluable information about participants involved in the early years of the program, before the period during which federal funding was interrupted (that is, from 1986 to 1994). Obstacles like those should not, however, discourage Katimavik-OPCAN officials or make them believe they should not try to find practical means to undertake a systematic examination of the program's long-term results, in cooperation with YPD. The consultants believe that Katimavik-OPCAN already has solid tools that, if used properly, could help move the program forward in that direction.

3.3.7 *Unanticipated effects of the program*

None of the progress reports submitted to YPD by Katimavik-OPCAN between 2005-06 and 2008-09 referred to any unanticipated impact attributable to the program's participants or community partner organisations. Still, the lines of enquiry used for the evaluation highlight a number of elements that, while not major, may not have been factored into initial planning of the program.

A study commissioned by Katimavik-OPCAN⁶⁰ indicates that some community partner organisations would have had to hire full- and part-time employees had they not received assistance from Katimavik volunteers. The survey of community partners confirms this finding and also reveals that losing the program would cause serious problems for many organisations and in some cases jeopardise their very survival. These facts suggest that Katimavik has fostered a culture of dependency among a small subset of organisations, even though—as staff responsible for the program in YPD pointed out—Katimavik normally refrains from staying in a given community for more than five years.

Former Katimavik participants who took part in the focus group sessions were surprised by the difficulty they had settling back into their home community after they completed

more aware of the environmental concept of the 3Rs (2.84 versus 2.71) and were more able to identify the positive or negative impacts that their daily actions have on the environment (2.67 versus 2.52).

⁵⁹ When asked how often they get directly involved, when the opportunity arises, in environmental activities in their community, 11% of 547 former participants said “all the time,” 19% said “often,” 50% said “occasionally” and 21% said “never.” The distribution of answers to the same question was nearly identical among 80 unsuccessful applicants: 8%, 21%, 50% and 21% respectively.

⁶⁰ R.A. MALATEST & ASSOCIATES LTD. *Idem*.

the program. For example, several youth explained that their family and friends no longer recognised them or that they themselves no longer recognised their friends. Former participants were amazed to realise how much more socially interactive Katimavik had made them. Some participants said they felt a new need to have a group of people around to talk and do things together. Others were surprised by the strength of the bonds that formed between members of their group. Many said they use Web 2.0 technology (Facebook, Twitter, blogs) to stay in contact, which helps create a virtual “Katimavik world” that is uniquely dynamic.

3.3.8 Efficiency and cost-effectiveness of the program

The efficiency and cost-effectiveness of the Katimavik program are major concerns for the stakeholders involved. Katimavik-OPCAN works hard to ensure sound financial management of its operations, both at the head office and in the regions. PCH regularly visits Katimavik-OPCAN’s offices to do financial monitoring. As well, Katimavik-OPCAN periodically undergoes financial and recipient compliance audits.⁶¹

The 2006 summative evaluation made recommendations aimed at tightening up financial management of the program, which motivated Katimavik-OPCAN to submit plans designed to correct the deficiencies. These plans called for a review of opportunities for savings and rationalisation, a comparative analysis of total and day-to-day costs per participant for the last four program years, a definition of fixed costs as opposed to variable costs, a review of use of Katimavik’s fleet of vehicles, a review of accounting and budget systems, a review of the financial accountability framework, and a review of computer equipment needs. When asked about this matter during the 2010 evaluation, the key stakeholders offered differing opinions on financial management practices, the financial information management system and implementation of the plans put forward by Katimavik-OPCAN. The changes initiated by Katimavik-OPCAN have not all progressed at the same rate. In addition, some changes were delayed and are only just starting to produce tangible results. That said, the sources consulted acknowledge that financial management of Katimavik-OPCAN’s operations has improved greatly since 2008-09, mainly as a result of the establishment with YPD of a constructive rapport based on cooperation and transparency. All that aside, improvements could still be made to financial management practices, for instance by automating systems or standardising accounting methods within the organisation. Katimavik-OPCAN management is aware of such needs and plans to make them a priority, which is a more realistic prospect now that multi-year program funding has been reinstated.

Regarding the efficiency and cost-effectiveness of Katimavik, the 2006 summative evaluation contained recommendations aimed at making the program more cost-effective by reducing the cost per participant as well as the share of total budget allocated for salaries and benefits. Analysis of the financial data made it possible to track progress in

⁶¹ In recent years, Katimavik-OPCAN has been involved in a compliance audit of the contribution agreement (January 2007) and has undergone an internal financial audit (spring 2010).

that area between 2005-06 and 2008-09. Though it has flaws that limit its scope,⁶² the analysis provides some interesting findings:

- Calculated using the method from the 2010 evaluation, the cost per participant decreased over the period, from about C\$16,000 in 2005-06 to just over C\$14,200 in 2008-09.
- Calculated using the method from the 2006 evaluation, the cost per participant *increased* throughout the period. For each participant enrolled at the cut-off date, the amount, which was approximately C\$18,400 in 2004-05, increased from about C\$18,700 in 2005-06 to just under C\$19,800 in 2008-09.

The difference between the two methods is this: the method applied in the 2010 evaluation used the total number of youth involved at some point in the program, the total number of days spent in the program and the cost per day per participant, calculated in detail by Katimavik-OPCAN for the specific purpose of informing the evaluation; the method applied in 2006 used the number of participants (youth enrolled at the cut-off date or youth who completed the program) and the amount allocated to the program under the contribution agreement.

- Calculated using the method from the 2010 evaluation, the proportion of salaries and benefits in the total budget remained steady (approximately 33%) for the project budget, but decreased for the head office and regional offices' operating budget, from 66.1% in 2005-06 to 63.3% in 2008-09.
- Calculated using the method from the 2006 evaluation, the proportion of salaries and benefits in the total budget (which was 40% in 2004-05) decreased slightly, from 40.2% in 2005-06 to 39.5% in 2008-09.

The method used in the 2010 evaluation separated project costs and budgets from the operating costs and budgets of the head office and the regional offices. The method used in 2006 considered the total amount of salaries and benefits and the total amount of contributions for activities. Katimavik-OPCAN uses a detailed model to allocate costs between projects and operations at the head office and the regional offices. According to the data provided by Katimavik-OPCAN for 2009-10, the allocation of project costs⁶³ was as follows: Board of Directors and Executive Director, 0%; program operating costs, 100%; human resources, 48%; communications and development, 71%; finance and administration, 57%; computer services, 50%; regional office operating costs, 65%.

⁶² Because of the many changes made since the beginning of 2010, and due to difficult circumstances, Katimavik-OPCAN was unable to quickly provide all the financial information requested, which made it impossible to conduct a detailed review. Moreover, the lack of consistency in the data from different sources made the calculations and the analysis more difficult. Finally, the 2010 evaluation proposed improvements to the analysis methods used for the 2006 evaluation, which resulted in two sets of calculations: one using the proposed new methods and one using the 2006 methods (for purposes of comparison).

⁶³ The difference represents the portion of total costs affected to the operations. Such breakdown is commonly seen in organisational circles.

3.3.9 Situation of Katimavik in relation to other programs

As part of the evaluation, community partners were asked to compare Katimavik to other youth programs they had dealt with in the past. According to the information provided by 125 respondents, 50% of the organisations had previously had experience with student or youth organisations other than Katimavik.⁶⁴ In half of those cases, the organisations provided services very similar or similar to those supplied by Katimavik. When asked to make a comparison, 39 respondents said that Katimavik was significantly better (44%) or somewhat better (46%) than the other programs. Asked to rate 10 separate aspects of the programs,⁶⁵ 40 respondents—in proportions ranging from 79% to 90%—said that the experience offered by Katimavik surpassed the experience offered by the other programs.

The document review carried out for this evaluation also looked at the situation of Katimavik in relation to other similar programs. The review shows that although it is not radically different in content, Katimavik stands apart from the other programs because of its scope and its budget. The difference stems from the size of the program (number of participants, length of placements and range of activities) and especially the travel opportunity given to young people throughout Canada, which is a vast and very diverse land. That component alone accounts for the additional costs potentially associated with a program like Katimavik.

3.3.10 Summary of findings – performance

The placement process used by the Katimavik program is well established and gives participants the opportunity to travel to different parts of Canada and be matched with community partner organisations that appreciate the work done by Katimavik volunteers. Overall, placements are well organised. The participants say they are satisfied with the leadership skills the program enables them to develop. Since its educational mission changed, the program has focused less on leadership skills, which are still addressed in Katimavik learning activities. The program clearly meets a definite demand from partner organisations that take in volunteers in their community. During the period covered by the evaluation, Katimavik increasingly had trouble meeting the recruitment targets set by YPD, but these difficulties were likely more the result of planning and organisation problems stemming from the suspension of multi-year funding than the result of a drop in demand for the program among youth.

Overall, between 2005-06 and 2008-09, Katimavik was successful in achieving its immediate results, particularly those related to participants' awareness of Canada's diversity, the involvement of participants in community projects, the contribution made to

⁶⁴ Including: programs offered by schools and school boards (35% of cases); Canada World Youth (11%); federal or provincial government summer employment programs (10%); programs offered by non-governmental organisations (8%); restorative justice or young offender programs (8%).

⁶⁵ Attitude of participants at work; quality of the participants' work; amount of supervision required for participants; amount of training required for participants; amount of information provided to adequately prepare for the project/participants; degree of support provided in the preparation of proposals; timeliness of the application/approval process; PLs overseeing the project; responsiveness of program staff to solve problems; length of the project.

communities, and the opportunity to develop various competencies and abilities. The program was also successful in achieving its intermediate results, including the degree to which participants value Canada and its diversity, improvement of the community partner organisations' capacity to serve their community, the value placed on community service, and improvement of participants' skills. It is difficult at this point to determine the degree to which Katimavik's long-term results are being achieved. Katimavik-OPCAN cannot be held solely and ultimately accountable for those results. Nevertheless, it should invest further brainpower and hard work to identify more clearly the program's long-range impact.

Katimavik has not had any major unanticipated impact. In terms of efficiency and cost-effectiveness, the program made considerable progress during the period covered by the evaluation, although there is still some room for improvement. Tracking of changes in two key indicators sometimes gives contradictory results, depending on which method of calculation is used—although major improvements have already been made in both areas.

4. Conclusions

4.1 Achievements for the period from 2005-06 to 2008-09

Katimavik is based on a holistic education approach that promotes community service throughout Canada (English- and French-speaking regions) while incorporating the development of essential personal, social and professional competencies. It aims to help young people learn more about themselves, assume civic responsibilities and acquire the abilities they need to be active members of society. In that sense, Katimavik ties in with the Government of Canada's youth programming. It is a special initiative, very different from programs that deal exclusively with training or employability. Because it endeavours to help participants become better citizens through civic engagement, Katimavik contributes to the achievement of PCH's strategic objectives, in particular those related to second-language learning, appreciation of Canada's geographic and cultural diversity, and fostering of a sense of attachment to the country. This evaluation identified several indications that highlight the programs' positive contribution in that regard.

Generally, individuals and groups who benefit the most from the Katimavik program say they are very satisfied. The young people who sign up have different expectations of the program and are driven by various motivations, including a need for civic engagement that the program is able to meet. The community partner organisations that host participants are seeking volunteers to provide services to the community. In turn, the participants' efforts allow these organisations to enhance their services to the benefit of the people they serve. Finally, the program indirectly meets the expectations of the Canadian public, which sees it as a commendable way of developing young people. The federal government's financial involvement in Katimavik is therefore justified.

Katimavik is based on management and delivery mechanisms that have improved between 2005-06 and 2008-09. Significant progress has been made in the areas of information management, reporting and information flow. The entity that delivers the program (Katimavik-OPCAN) has also taken measures to improve the participants' retention rate, but not achieved all of the expected results in this area. Nevertheless, as discussed in Appendix 5, early indications for 2009-10 are encouraging. The program attracts a very large number of applicants, particularly from remote rural areas, low-income families and to a lesser extent Aboriginal communities. However, Katimavik has not met the target levels set for recruiting young males, disabled youth or youth from visible minorities.

In 2009, Katimavik began to reconsider its educational mission and approach to learning. The introduction of the short program (as a complement to the long program) and the adoption of a competency approach (to replace an approach based on five learning programs) reflect a desire to modernise the program, make it more effective and adapt it to the needs of today's youth, which are very different from the needs that existed when the program was created more than 30 years ago.

Overall, Katimavik's activities and outputs contribute to the achievement of expected results. Based on the many indications provided by the lines of enquiry (document review, interviews, surveys and focus group sessions), the program has been successful in achieving all of its immediate and intermediate results. Program participants are more aware of Canada's diversity, although the extent of the impact of their volunteer work on communities has yet to be demonstrated using tools that Katimavik-OPCAN already possesses, but has not used to their full potential. In addition to enabling youth to take part in community projects, Katimavik has helped participants develop and apply personal, social and professional competencies and abilities that will enable them to enter the labour market or pursue an education. The program has raised participants' awareness of the richness of Canada's diversity and the value of community service, although those outcomes do not always translate to actual changes in the daily lives of former Katimavik participants (volunteerism, environmental protection, discovery of other cultures or communities, use of the second official language). For community partner organisations, however, the benefits of the Katimavik program are very visible, especially in the short term (improved capacity to serve the community because of the participants' volunteer work). In the long term, the impact of the program can hardly be measured scientifically, although there may be solid indications that could eventually be cross-referenced to support informed conclusions regarding the tangible effects observed at different levels. Katimavik-OPCAN has tools that could be used to document, over the long term, the program's contribution to the lives of those who participated. The Americorps Program, which recently conducted a similar exercise,⁶⁶ could point to some interesting paths.

The funding agreements that set out the terms of the government's contribution, which is managed by PCH, are adequate. The move from annual agreements (between 2006 and 2009) to a three-year commitment (for the period from 2010-11 to 2012-13) is seen as beneficial to PCH and Katimavik-OPCAN alike. The situation that existed between 2006 and 2009 makes it clear that multi-year funding ensures financial stability—a condition without which stakeholders have difficulty planning and managing their activities associated with the program.

Katimavik requires a fairly large annual contribution from the Government of Canada. Generally, the public views this contribution as a reasonable investment, judging from the consultations carried out as part of the evaluation. The scope of the program, the number of youth and organisations that take part in and benefit from the program and the type of costs involved (travel and housing for youth) are factors that must be taken into consideration. Katimavik-OPCAN could give some thought to documenting the situation of Katimavik in relation to other youth initiatives. A preliminary review carried out as part of this evaluation shows that Katimavik compares quite favourably with other youth programs operating in Canada and abroad.

⁶⁶ ABT ASSOCIATIONS INC. *Serving Country and Community: A Longitudinal Study of Service in AmeriCorps – Early Findings*. Produced for the Corporation for National and Community Service. Washington, DC. December 2004, updated August 2006. Available at: <http://www.americorps.gov/pdf/06_1223_longstudy_report.pdf>.

The 2010 evaluation did not produce a clear assessment of the evolution of and rationale for the cost of Katimavik. The 2006 summative evaluation looked at the efficiency of the program, identifying high salary costs in proportion to the total budget envelope. Regarding this issue, the extent of progress made between 2005-06 and 2008-09 varies, depending on the calculation method used to examine costs. The same applies to changes in the cost per participant, an indicator calculated using criteria that lack accuracy and consistency. In these areas, methods imperatively need to be standardised so that changes can be tracked and valid year-over-year comparisons can be made.

Because it examined the last years in which the old program design was used (educational mission and learning approach), this evaluation provides a baseline for future review of results achieved under the new design. As shown by the interviews and focus group sessions that were part of this evaluation, one of the challenges lying ahead for Katimavik is to continue the review undertaken in 2009 in an effort to come up with a modern design adapted to the multiple and complex needs of individuals and groups who benefit from the program—be they youth who multitask and make innovative use of new technologies (Twitter, Facebook), community partner organisations that have to deal with changing social values (increased individualism, loss of interest in civic engagement, decline in volunteerism), or citizens who question their institutions and expect public decision makers to be more accountable. If it is to incorporate these new realities, Katimavik will have to continue improving its learning tools to make them more appealing and ensure that they help participants acquire new competencies. Moreover, knowing that a PL's attitude and skills are crucial to the participants' experience, special attention must be paid to the role PLs play in ensuring the success of the program, particularly with regard to the delivery of activities and the use of learning tools in Katimavik houses.

For Katimavik-OPCAN, the announcement of multi-year funding led to significant budget cuts (roughly 25%) that made it necessary to reduce the number of staff and scale back Katimavik programming. One of the measures that were announced—suspending the long program—illustrates the type of dilemma that could arise in the future. Multiples sources argued during the evaluation that replacing the long program with the short program would complicate the achievement of expected results and undermine the credibility of the program with youth, community partner organisations and educational institutions that grant academic credits to Katimavik participants. Changing the way Katimavik is delivered could therefore have an impact on the quality of the program.

4.2 Follow-up on recommendations from the 2006 evaluation

Regarding the recommendations made in the 2006 summative evaluation, while there was some progress between 2005-06 and 2008-09, many of the recommendations made in 2006 were partially implemented or not implemented at all. The improvements were primarily in the design and efficiency of the program, management tools and the measurement of short-term performance. The areas in which there was less progress were the measurement of the long-term impact of the program, diversification of funding sources and targeting of participants. Since there are no uniform calculation methods, the

2010 evaluation is cautious in its assessment of the adoption of recommendations pertaining to administrative costs, costs per participant and salary costs.

Katimavik-OPCAN made considerable efforts to act on the recommendations made in the 2006 evaluation. In March 2007, Katimavik-OPCAN provided YPD with a series of plans designed to improve the efficiency and administrative effectiveness of the program. Some of those plans resulted in major changes, particularly to the design of the program. Others were less successful, mainly because of the constraints imposed when the government suspended multi-year funding from 2006 to 2009. The measures introduced in 2010 to reduce program costs will undoubtedly help correct some of the deficiencies identified in the 2006 evaluation.

4.3 Outlook

With the departure of people who had been part of the management team for years and the arrival of a new team concerned with optimising the effectiveness and efficiency of a federally funded program, Katimavik-OPCAN is in the midst of a major restructuring. Katimavik-OPCAN is faced with two challenges that will require help from the YPD staff responsible for the program: dealing with reduced funding, and adapting program offerings to better meet the needs of targeted participants whose expectations have changed. The annual funding in place from 2006 to 2009 created a somewhat smaller window for planning program activities. The whole planning cycle was affected, particularly with regard to the promotion of Katimavik to youth and the recruitment of applicants based on the targets set by PCH. The reinstatement of multi-year funding in 2009 simplified long-term planning, but came with budget cuts that forced the program to review its operating costs and programming activities. As a result, Katimavik-OPCAN announced strong cost-cutting measures in 2010.

The new cost control measures are part of a sequence of somewhat interdependent events that in recent years have facilitated a review of Katimavik's objectives and educational programming and made it possible to introduce new concepts related to learning (a competency approach and a short program focusing on themes that reflect young people's interest in specific subjects, such as eco-citizenship and the environment). This process will likely continue because budget cuts will make it necessary for Katimavik-OPCAN to rethink its methods and review expected results in a realistic way, in close consultation with YPD.

Since 2009, Katimavik has been committed to a genuine change in paradigm that is providing an opportunity to reflect on the very foundation of the program and reconsider aspects that might come across as less relevant. More than workers, Katimavik aims to train citizens whom it enables to learn a second language and gain awareness of Canada's cultural diversity, which requires a specific strategy for designing and implementing program elements. Like other youth initiatives whose objective is to foster employability, Katimavik provides young Canadians with activities (learning and work) to help them acquire competencies that will be of use in the labour market. However, in contrast to those initiatives, Katimavik offers experiences that broaden the participants' horizons,

instil in them a better sense of their role as citizens and help them understand the importance of personal involvement in building a Canadian society that is open to all.

Like any entity that adopts a new paradigm, Katimavik is undergoing major changes that inevitably give rise to conflict between the “guardians of orthodoxy” and the “proponents of a new order.” Properly managed, that conflict could be channelled to creative ends in support of the program redesign. Poorly managed, it could become a force that hinders the program’s success. For example, the consultants found that Katimavik alumni form a unified community that uses technology to communicate and stay in contact. The former participants who were surveyed and interviewed during the evaluation underscored the importance of preserving the long program, which they feel is essential to achieving the expected results. Many of them also expressed concern that the introduction of application fees would make the program less readily accessible to youth from low-income families, which would be at odds with the principle of equal opportunity advocated by Katimavik. These are significant reactions, as Katimavik will need to count on alumni to promote the program and advise future participants. This suggests the need to think matters out carefully. It would be unfortunate if, in reshaping its future, Katimavik were to lose the colossal impulsion it can get from its past.

The future of Katimavik absolutely requires redesign and/or better use of the program’s management tools and mechanisms, but this alone will not do. Looking at the future simply in terms of implementation and accountability is not enough. Decision makers will have to consider the underpinnings of the program and constantly remember the importance of maintaining internal cohesion and properly aligning the needs of youth, the objectives to be met and the financial resources on hand to measure and achieve results. YPD will have to work closely with Katimavik-OPCAN to support it and help it meet the challenges that lie ahead.

While it falls within a standard logic geared toward cost and performance, Katimavik must also ensure the quality of its educational mission. The program has been in existence for 30 years, and while it has proven its worth in terms of immediate and intermediate results, it has still not made significant inroads as far as long-term results are concerned. The time has come to determine whether it would be feasible to move from the current “experimental” model (microcosm) to an operational model that can sustain a larger number of participants and a broader scope—thus making it possible to expand the program’s reach and increase its impact on youth and the entire community sector. With that change in mindset, Katimavik could aspire to be a genuine social blueprint for Canada.

5. Recommendations, Management Response and Action Plan

Long-term results

Responsibility for achieving long-term program results is shared by YPD and Katimavik-OPCAN. Neither of these organisations gathers from participants, when they complete the program, information that could be used to assess the longer-range impact.⁶⁷ In addition to the pre- and post-questionnaires, Katimavik-OPCAN now has the necessary tools, such as the Katimaroute system and the alumni database, that enable it to conduct that type of analysis. Moreover, the Internet 2.0 tools it already uses should make it easier for Katimavik-OPCAN to contact former participants for the purpose of conducting studies of the program's impact. In the 2006 evaluation, two approaches were proposed. YPD and Katimavik-OPCAN should use those approaches or devise a new one that is better suited to the current situation and complements the existing tools.

Recommendation #1 – It is recommended that a mechanism for gathering information from former Katimavik participants be established in order to measure the long-term effects of the program.

The added value of the Katimavik program lies in the fact that it not only contributes to the personal, social and professional growth of participants, but also extends the reach of their participation in the community sector. Although Katimavik-OPCAN regularly surveys its community partner organisations to determine whether they are satisfied with their partnership with Katimavik, there is still no systematic analysis of the nature and scope of activities carried out in Katimavik community projects or of the impact of their actions in the communities.

Management response – Accepted

Responsibility: Director, Youth Participation	Target date
Katimavik-OPCAN now has the necessary elements in place to allow it to collect information from former participants that will be used to measure the achievement of long-term program outcomes. In 2009, Katimavik-OPCAN put in place a database of former Katimavik participants (alumni directory). YPD has a high degree of confidence with respect to the quality of the information captured by Katimavik-OPCAN. Furthermore, the directory has the capacity to generate a list of former Katimavik participants that will be used with various data collection methods to facilitate research on the long-term program outcomes during summative program	Completed in fall 2010

⁶⁷ The 2008-09 Katimavik-OPCAN annual report provides a few paragraphs on the route taken by five former participants—four who enrolled in the early 1980s and one who enrolled in 1999-00. This overview does not, however, mention comprehensive studies.

evaluations (e.g. focus group sessions and/or interviews and/or surveys).	
By means of a requirement in the contribution agreement, YPD will ensure that Katimavik-OPCAN commits to provide an annual progress report on the level of reliability of the data collected in the alumni directory.	April 2010

Recommendation #2 – It is recommended that Katimavik-OPCAN adapt the surveys distributed to community partner organisations so that they measure the impact of the participants’ time in the community, not just their appreciation of their experience in the program. Katimavik should also analyse partner surveys so that the tangible effects of the work done by participants in the community are systematically identified, by sector of activity if possible.

Once the analyses have been done, the conclusions and recommendations should be disseminated to key stakeholders at Katimavik-OPCAN and PCH, who would be able to discuss them and use them to constantly improve and adapt the program in response to conditions in communities and partner organisations.

Management response – Accepted

Responsibility: Director, Youth Participation	Target date
YPD will ensure that Katimavik-OPCAN revises the community partner surveys to measure the impact of the youth’s work in the various communities.	Completed in fall 2010
By means of a requirement in the contribution agreement, YPD will ensure that Katimavik-OPCAN commits to provide the raw data results from the community partner surveys on an annual basis.	April 2011
By means of a requirement in the contribution agreement, YPD will ensure that Katimavik-OPCAN commits to conduct an in-depth analysis of the community partner surveys. An analysis is planned for 2012-13 to cover the program years from 2009-10 to 2011-12. Due to financial restrictions, future analyses will be expected on a triennial basis.	April 2011

Multi-year funding

In addition to complicating matters for YPD staff, the decision to annually reconsider the government’s contribution to Katimavik had a major impact on Katimavik-OPCAN. Given the nature of the program and the complexity of the annual cycle underlying its operations, multi-year funding is critical to Katimavik’s success.

Recommendation #3 – It is recommended that, as soon as the current changes to Katimavik-OPCAN’s organisation have been completed, the Katimavik-OPCAN

management team begin the process of review and strategic planning that must precede the preparation, in cooperation with YPD, of a new multi-year funding agreement that follows the agreement announced in October 2009.

Management response – Accepted

Responsibility: Director, Youth Participation	Target date
YPD will develop a two-year contribution agreement with Katimavik-OPCAN and will seek to secure ongoing funding for the program.	April 2011

Method of calculating salary costs and the cost per participant

In order to avoid misinterpretation, simplify cost control and facilitate program evaluation, it would be wise to document the method used to calculate salary costs and other costs that are assigned to either projects or administrative functions. Described as high in the 2006 evaluation, the cost per participant remains a concern. The austerity measures taken by Katimavik-OPCAN will probably bring that number down. The cost should still be analysed in greater detail because the current calculation method is based on imprecise, inconsistent criteria. The entire process should be standardised, documented and validated by the stakeholders in order to streamline the tracking of costs and lay a solid base for comparing results from year to year.

Recommendation #4 – It is recommended that YPD and Katimavik-OPCAN come to an agreement on the method of calculating salary costs and costs per participant and document the formula used in the contribution agreements between the stakeholders.

Management response – Accepted

Responsibility: Director, Youth Participation	Target date
YPD will continue the discussions already underway with Katimavik-OPCAN to reach an agreement on the method of calculating salary costs and costs per participant. The retained calculation formulas will be included in the contribution agreement between Katimavik-OPCAN and PCH.	April 2011

Learning tools

One of the challenges for Katimavik is to continue the process started in 2009 in order to find a modern educational design that is able to meet the multiple and complex needs of individuals and groups who benefit from the program. To incorporate these new realities,

Katimavik will have to continue improving its learning tools to make them more appealing and ensure that youth participants get the support they need to develop new competencies. Some of the skills acquisition monitoring tools and mechanisms already in place could be used to document the impact of the participants' community work. Examples include end-of-rotation debriefings and pre-post surveys of participants. As supervisors and advisors, PLs play a central part in influencing the full delivery of activities and the use of tools available to participants to support their competency development efforts. One approach for Katimavik could be to remind PLs of the importance of these tools in scheduled training sessions, by presenting them with different approaches for promoting tools to participants.

Recommendation #5 – It is recommended that Katimavik-OPCAN continue the modernisation of learning tools undertaken in 2009, in order to make these tools more appealing, and come up with ways of encouraging participants to use those tools willingly.

Management response – Accepted

Responsibility: Director, Youth Participation	Target date
YPD, by means of a requirement in the contribution agreement, will ensure that Katimavik-OPCAN commits to modernise its learning tools for participants, in order to encourage them to use these tools and enrich their experience. Katimavik-OPCAN will also commit to provide an annual progress report listing the measures taken to encourage the use of tools and reporting on the progress achieved in this respect (based on the post-participation surveys).	April 2011

Diversification of funding sources

The 2006 evaluation recommended that Katimavik-OPCAN diversify its funding sources. Some steps were taken in that direction,⁶⁸ but with only annual funding, progress was minimal. Katimavik-OPCAN should act quickly to reduce its dependency on Government of Canada funding. The introduction of application fees starting in 2011 will be somewhat helpful in diversifying revenues. However, in keeping with the principle of equal opportunity, Katimavik-OPCAN will have to come up with an alternative mechanism to offset application fees that could make the program less accessible for underprivileged youth or force on their families costs they can hardly afford. For example, Katimavik-OPCAN might consider compensatory measures that make the program more accessible for disadvantaged youth.

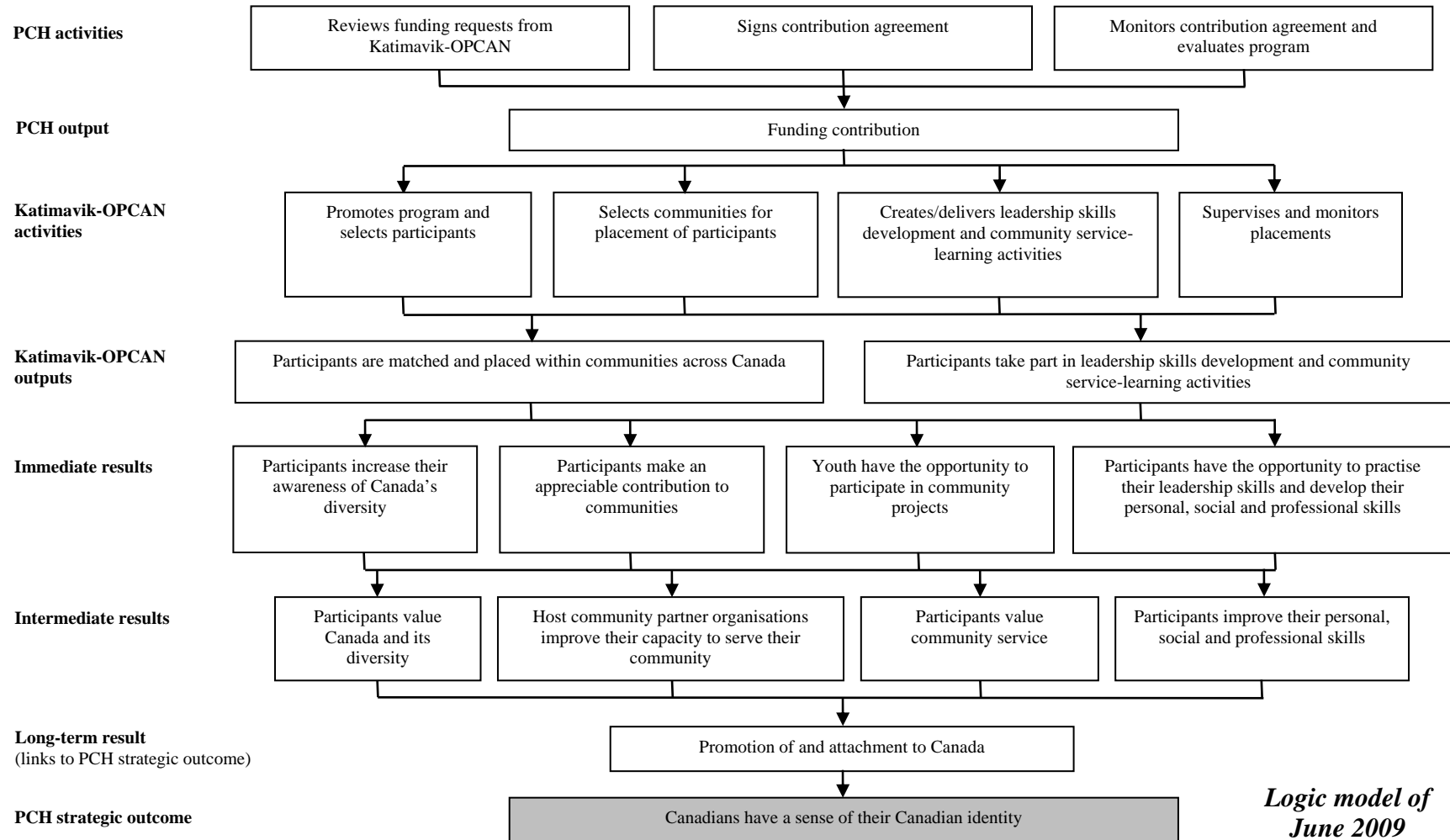
⁶⁸ In particular, the choice of a person with experience in fundraising as new Chairman of the Board of Directors of Katimavik-OPCAN and the hiring of a firm that specialises in fundraising to advise Katimavik-OPCAN.

Recommendation #6 – It is recommended that Katimavik-OPCAN continue its exploration to raise funds from private sponsors and former participants in order to reduce its dependency on federal funding.

Management response – Accepted

Responsibility: Director, Youth Participation	Target date
In the contribution agreement, YPD will require Katimavik-OPCAN to provide an update, twice a year, on its efforts to diversify its revenue, and the results of such efforts.	April 2011

Appendix 1 – Program Logic Models (June 2009 and 2006)



Activity

Provide funding through a Contribution Agreement to encourage the creation of leadership development and service-learning opportunities

Output

Contribution agreement

Immediate results

Participants live in groups that reflect Canada's diversity

The youth participate in service-learning activities

The organisations give participants enriching and varied opportunities to serve the community

Intermediate results

Young participants enhance their knowledge and understanding of Canada and its diversity

Participants develop their personal, social and professional skills

Participants enhance their appreciation of community service

Host-community partner organisations improve their ability to serve their community

Long-term results
(links to PCH objectives – PAA)

Young people have the desire and capacity to contribute to Canadian communities

Canadians share a sense of civic pride and are engaged in Canada's communities and civic life

PCH strategic objective

Canadians live in an inclusive society based on intercultural understanding and citizen participation

*Logic model of
2006*

Appendix 2 – Statistics on Participation for the Period from 2005-06 to 2008-09

The following table shows the number of young people and community partner organisations that took part in Katimavik in program years 2005-06, 2006-07, 2007-08 and 2008-09. During this period of time, only the long program was available, consisting of three placements (or “rotations”) of three months each in three different communities in Canada.

The table presents five important milestones for the young participants: start date (launch of first rotation); cut-off date (final date that young participants who decide to leave the program prematurely can be replaced); start date of second rotation; start date of third rotation; and end date (end of third rotation). The cut-off date—normally six weeks after the start date—is used primarily at Katimavik-OPCAN to calculate the retention rate, described as the percentage of young people who remain in the program until the end as of the cut-off date.

	2005-06	2006-07	2007-08	2008-09
Young participants				
Number at start of first rotation (a)	1,046	895	947	932
Minus: withdrawals	111	73	99	66
Plus: admissions (b)	120	74	124	52
Number at cut-off date (c)	1,055	896	972	918
Minus: withdrawals	79	68	75	89
Number at start of second rotation	976	828	897	829
Minus: withdrawals	134	120	150	99
Number at start of third rotation	842	708	747	730
Minus: withdrawals	44	78	57	49
Number at end of third rotation (d)	798	630	690	681
Young participants in the program at one point or another (e = a + b)	1,166	969	1,071	984
<i>Proportion of young participants at cut-off date who remain until the end of the third rotation (d ÷ c)</i>	75.6%	70.3%	71.0%	74.2%
<i>Proportion of young participants in the program at one point or another who remain until the end of the third rotation (d ÷ e)</i>	68.4%	65.0%	64.4%	69.2%
Community partner organisations				
Number at start of first rotation	n/a	n/a	725	771
Number at start of second rotation	n/a	n/a	678	752
Number at start of third rotation	n/a	n/a	696	751
Number of organisations involved in the program at one point or another	846	760	783	862

n/a = Information not available.

Source: Calculations based on data provided by Katimavik-OPCAN.

Appendix 3 – Timeline of Katimavik Milestones

1977	Katimavik is created on the initiative of Jacques Hébert, who founded Canada World Youth a few years earlier. In the first year, 1,000 young participants are involved in work projects in 80 communities. Responsibility for managing the federal government's contribution is first assigned to the Department of National Defence and then to the Secretary of State.
1977 to 1986	Some 15,000 Canadians take part in the program, the total budget of which peaks in 1985-86 with 5,000 young participants in Katimavik.
1986	The federal government decides to cancel public funding granted to the program. Jacques Hébert stages a 21-day fast in protest in the Senate Foyer, but is unable to sway the government's decision.
1986 to 1994	A foundation is created to keep Katimavik afloat. The program scope is radically downsized. At the lowest point of this phase, Katimavik is essentially limited to an outdoor recreation area and a training centre in L'Île-Perrot, Quebec.
1994	The federal government resumes granting funds to Katimavik under the Department of Human Resources Development. In the first year of this new phase, six projects are organised in six communities involving 66 participants from Ontario, Quebec and New Brunswick.
1995	The number of projects and participants triples.
1997	Responsibility for managing the federal government's financial contribution, worth C\$9 million, is assigned to PCH.
2004	The program receives over 10,000 applications from young Canadians showing interest in enrolling. Program funding levels out at C\$20.6 million per year.
2006	<p>A summative evaluation is conducted of Katimavik, with the results published in May.</p> <p>The federal government decides to reconsider annually its decision on whether to grant credits to Katimavik-OPCAN. In October, Katimavik-OPCAN signs a contribution agreement with PCH that provides for a maximum contribution of roughly C\$19.7 million for program year 2006-07.</p>

- 2007 A first amendment to the contribution agreement is signed in October to provide funding for program year 2007-08. The contribution amount remains about the same.
- 2008 A second amendment to the contribution agreement is signed in September to provide funding for program year 2008-09. Once again, the contribution amount varies only slightly.
- 2009 Katimavik develops a new logic model in June to replace the previous one dating back from 2006.
- Katimavik introduces the six-month program in September to complement the classic nine-month program. That same month, a third amendment to the contribution agreement is signed to grant funding for program year 2009-10. The contribution amount remains more or less unchanged.
- In October, the Minister of Canadian Heritage announces the federal government's intention to give Katimavik financial stability to allow it to seek additional funding from individuals and private organisations. PCH grants a total contribution of C\$45.0 million over three years, ending on March 31, 2013.
- 2010 In January, after ten years in the position, the Executive Director of Katimavik announces his departure. He is replaced by an acting Executive Director, from outside the program, who is asked to fill in for four to six months until a permanent incumbent is hired.
- In February, the Katimavik-OPCAN Board of Directors welcomes, for a two-year term, a new Chairman possessing an extensive background in business and finance.
- Katimavik-OPCAN reviews its organisational structure commencing in March. It goes on to abolish 18 positions through attrition. The number of executives is reduced and some management functions are blended (finance and administration, human resources and information management).
- To implement the new budgetary envelope announced by the Minister in October 2009, Katimavik-OPCAN orders a series of measures in the spring to control program costs: 25% reduction in the number of Katimavik projects across Canada; gradual abolishment of 18 positions within the organisation; operational restructuring in the field to downsize from five to three regional offices; introduction of program registration fees starting in September 2010; cancellation of a premium traditionally given to

participants who complete all their placements; replacement of all nine-month projects with six-month projects; and other administrative cost-cutting measures.

Appendix 4 – Key Stakeholders Consulted

Key PCH stakeholders

Michel Lemay, Director General, Citizen Participation Branch
Claudette Gauthier-Gorley, Manager, Youth Forums Canada, Youth Participation Directorate
Bonnie Lee Lacey, A/Manager, Strategic Policy and Research, Citizen Participation Branch
Mona Lee, Senior Program Officer, Youth Forums Canada and Katimavik, Youth Participation Directorate

Key stakeholders from Katimavik-OPCAN's head office

Katherine Morton, Interim Executive Director
Nadine Pirotte, National Program Director
Isabelle Brisebois, Partnerships and Special Projects Manager
Claude Papineau, Interim Finance Director
Victoria Salvador, Communications Director
Marc Meilleur, Participants' Office Manager
Éric Sweeny, Web Developer
Ric Charron, elected Chairman of the Board of Directors
Robert Giroux, former Chairman of the Board of Directors

Key stakeholders from the Katimavik-OPCAN Atlantic regional office

Charmaine Lee, Regional Director
Heather Sinclair, Learning Program Manager
Janet Belliveau, Human Resources Manager
Angela Chilsholm, Finance and Administration Manager

Key stakeholders from the Katimavik-OPCAN Prairies regional office

Ann Boiteau, Regional Director
Robert McPhee, Learning Program Manager
Sophia Shelkh, Human Resources Manager
Céline Bossé, Finance and Administration Manager
Adim Hebert, Communications and Development Manager

Key stakeholders from the Katimavik-OPCAN Quebec regional office

Thérèse Piette, Regional Director
Virginie Thibeault, Learning Program Manager
Cynthia Bazinet, Human Resources Technician-Recruiter
Josée Carrière, Finance and Administration Manager
Isabel Chaumont, Communications and Development Manager

Mathieu Foran, Regional Officer

Key stakeholders from the community sector

John Cawley, J.W. McConnell Foundation

Former key program stakeholders

Brian Gilhuly, Special Advisor, Citizenship and Multiculturalism Programs Branch,
Citizenship and Immigration Canada (former Executive Director in charge of
Katimavik)

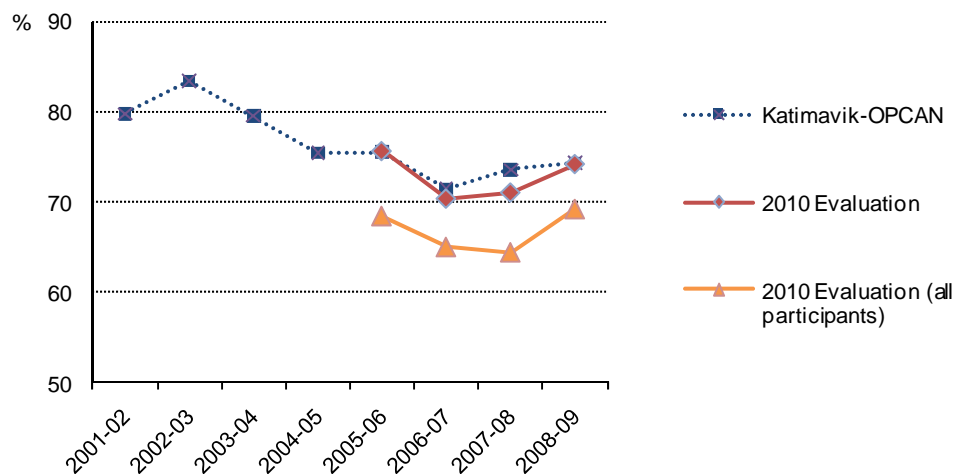
François Gagnon, Director, Strategic Change Branch, Canada School of Public Service
(former Director in charge of Katimavik)

Ben Copp, Senior Analyst, Government Operations and Services Branch, Treasury Board
of Canada Secretariat (former Analyst assigned to the Katimavik file)

Appendix 5 – Participant Retention Rate

The retention rate is of particular importance for the Katimavik program because it is featured in the targets set out in the contribution agreement between PCH and Katimavik-OPCAN. Defined by Katimavik-OPCAN as the percentage of applicants at the cut-off date who remain in the program until the end, this indicator is based on a calculation and an interpretation method that raises three technical questions.

The first question pertains to the reliability of data used in the calculation. The following diagram shows how the retention rate changed between 2001-02 and 2008-09, as reported by Katimavik-OPCAN.⁶⁹ It also charts the results of an identical calculation for the period from 2005-06 to 2008-09, based on participation statistics produced for this evaluation (see Appendix 2).⁷⁰ It is clear from the diagram that there are variations between the two series of numbers. Although modest, these variations cast doubt on the reliability of the data that could have been used in the past to guide decisions made by the stakeholders in light of changes in the retention rate.



The second question pertains to the definition of retention rate, which is the number of youth who complete the program divided by the number of youth enrolled at the cut-off date. This denominator was chosen because it is impossible for Katimavik-OPCAN to replace participants who decide to leave the program prematurely after the cut-off date. However, this denominator ignores all the participants who leave the program *before* the cut-off date. The fact that these individuals could have been replaced before the cut-off date in no way changes the nature of their withdrawal. It would therefore be more

⁶⁹ Source: PCH. *Contribution Agreement*. Amendment no. 3, signed September 2009; KATIMAVIK-OPCAN, *Rapport final intérimaire à Patrimoine canadien*. July 2010. The statistics for 2009-10 are preliminary and only reflect the first four phases of the program year. These data are for the short and long programs and were supplied by Katimavik-OPCAN just days prior to the presentation of the final version of this evaluation report. Therefore, the statistics for 2009-10 will need to be confirmed and validated.

⁷⁰ As mentioned in section 2.4 (note 10), Katimavik-OPCAN has not had time to check the accuracy of the statistics used for these calculations.

accurate to use, as a denominator, the number of participants in the program at one point or another, whether before or after the cut-off date. The diagram shows that, if calculated in this way, the retention rate would be markedly lower than the rate reported by Katimavik-OPCAN—for instance, 69.2% rather than 74.2% in 2008-09 (see calculation details in Appendix 2).

Finally, the third question pertains to the interpretation of the retention rate. In its current form, the indicator shows the proportion of participants who leave Katimavik *regardless of the reason for their withdrawal*. This makes it impossible to distinguish between avoidable withdrawals (attributable to a participant's own decision to leave the program) and unavoidable withdrawals (attributable to health problems or other circumstances beyond the participant's control). The following table shows the nature of the reasons for which young people left the program before completing all their rotations for the period from 2005-06 to 2008-09. In any given year, the voluntary withdrawals alone represent roughly 70% of all withdrawals. This means that, to improve its retention rate, Katimavik should consider specific measures to prevent voluntary withdrawals, as early as at the recruitment stage.⁷¹

Reason	2005-06		2006-07		2007-08		2008-09	
	Number	%	Number	%	Number	%	Number	%
Illness	8	2.2	19	5.6	16	4.2	29	9.6
Circumstance	0	0.0	0	0.0	0	0.0	3	1.0
Voluntary	273	74.2	235	69.3	271	71.1	210	69.3
Withdrawal	84	22.8	64	18.9	69	18.1	61	20.1
Not indicated	3	0.8	21	6.2	25	6.6	0	0.0
Total	368	100.0	339	100.0	381	100.0	303	100.0

Source: Calculations based on data provided by Katimavik-OPCAN.

⁷¹ In 2010, Katimavik-OPCAN decided to put in place a new mechanism to reach out to interested candidates before they enrol in order to thoroughly discuss the program they want to sign up for. To do this, a team of former participants was put together to contact candidates by phone, talk to them about the program and answer any questions they may have. In principle, this dialogue between former and new participants should make it easier for candidates to come to a decision if they are unsure of their interest in the program. Eventually, this initiative could help reduce the drop-out rate among participants, particularly during the first rotation.

Appendix 6 – Financial Data Analysis

The following table presents an analysis of Katimavik program financial data, based on the cost per participant and the share of total budget allocated for salaries and benefits. The table presents the differences between the calculation methods used in the 2010 and 2006 evaluations, respectively.

Item	Unit	2005-06	2006-07	2007-08	2008-09
Cost per participant based on the 2010 evaluation method (note 1)					
Number of participants in the program at one point or another (a)	Individuals	1,166	969	1,071	984
Total number of days spent in the program (b)	Days	251,332	211,707	215,273	218,678
Number of days/participant (c = b ÷ a)	Days/person	215.6	218.5	201.0	222.2
Cost per day/participant (d)	C\$/day-person	74.03	60.95	66.09	64.01
Cost per participant (c x d)	C\$/person	15,957.21	13,316.78	13,283.96	14,225.45
Cost per participant based on the 2006 evaluation method (note 2)					
Number of participants enrolled at the cut-off date (a)	Individuals	1,055	896	972	918
Number of participants who complete the program (b)	Individuals	798	630	690	681
Amount provided under the contribution agreement (c)	C\$	19,776,000	17,326,324	18,284,908	19,776,000
Cost per participant enrolled at the cut-off date (c ÷ a)	C\$/person	18,745.02	19,337.42	18,811.63	21,542.48
Cost per participant who completes the program (c ÷ b)	C\$/person	24,781.95	27,502.10	26,499.87	29,039.65
Share allocated for salaries and benefits based on the 2010 evaluation method (note 3)					
Salaries and benefits – projects (a)	C\$	5,151,823	4,628,402	4,890,032	5,399,986
Total budget – projects (b)	C\$	15,784,992	14,069,524	14,565,476	16,143,540
Share allocated for salaries and benefits – projects (b ÷ a)	%	32.6	32.9	33.6	33.4
Salaries and benefits – head office and regional offices (d)	C\$	2,643,956	2,630,284	2,333,613	2,461,353
Total budget – head office and regional offices (e)	C\$	3,997,297	3,975,809	3,728,778	3,889,810
Share allocated for salaries and benefits – head office and regional offices (e ÷ d)	%	66.1	66.2	62.6	63.3
Share allocated for salaries and benefits based on the 2006 evaluation method (note 2)					
Salaries and benefits (a)	C\$	7,795,779	7,256,126	7,224,041	7,861,338
Contributions for activities (b)	C\$	19,377,885	17,702,464	18,095,508	19,897,421
Share allocated for salaries and benefits (b ÷ a)	%	40.2	41.0	39.9	39.5

Notes:

1. Calculations based on financial data and databases provided by Katimavik-OPCAN.
2. Source: DEPARTMENT OF CANADIAN HERITAGE. *Summative Evaluation of the Katimavik Program*. Evaluation Services, Corporate Review Branch. May 19, 2006. 70 p.
3. Calculations based on financial data and databases provided by Katimavik-OPCAN. Amounts disregard amortisation.