

CANADIAN YOUTH SERVICE ORGANISATIONS

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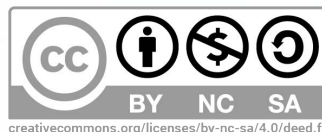
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March, 2000



Introduction

This report was produced for a world-wide workshop on youth service sponsored by the Ford Foundation that WAS held in January, 2000. The purpose of this country profile is to describe youth service programmes in Canada. The programmes presented here meet two criteria: 1) they offer non-remunerated, in-country community service specifically for youth; 2) they recruit participants from across Canada and not in any one single region, province, municipality or organisation. Their presentation is preceded by a synopsis of key information on Canada and by historical elements on youth service in this country, and it is followed by a brief description of research on this topic and of lessons retained by the authors from this study. Indeed, we, the authors, consider our work to be an exploratory overview of youth service in Canada: exploratory, because current scholarship is lacking on this subject; an overview, since neither time nor resources allowed for an in-depth study. In fact, discoveries continued to be made until the very last days of our work. This leads us to believe that a more formal comprehensive investigation could be much more revealing than this report. This having been said, we believe that what follows portrays the general situation of youth service in Canada relatively well. We conclude with some thoughts on policy issues as they relate to youth development in general in this country.

Country Context¹

Geographically, Canada is the second largest country in the world, covering 9,970,610 km² and spanning six time zones, but its population of a little over 30.2 million people is relatively small in comparison. It has fertile plains suitable for agriculture, vast mountain ranges, approximately 2 million lakes, and an even greater number of rivers.

Governance and Social Policy

Canada is a confederation of 10 provinces and 3 territories, with a democratic parliament and a constitutional monarchy. Legislative powers are divided between federal and provincial levels of government, with municipalities exercising only the

powers delegated to them by the provincial government. The federal government, in addition to its duty to oversee order and good government in the country, has exclusive power in a number of areas including criminal law, regulation of trade, defence, external relations, money and banking, transportation, citizenship, Indian affairs, and unemployment insurance. The provinces have exclusive legislative authority over property and civil rights, administration of justice, education, health and welfare, municipal institutions and matters of a local or private nature. However, since many of the clauses defining the distinct spheres of authority in the Constitution Act of 1867 are broadly worded, the resulting ambiguity combined with disproportional taxation powers has provoked considerable debate and discord. The main catalyst in constitutional discussions since 1960 has been the province of Québec where governments have sought expanded jurisdiction over culture, the economy, immigration and other domains in order to protect its distinctive culture and institutions.

With the exception of dental services, Canadians receive free basic health care (at the point of delivery), and prescription drugs are generally provided without charge to people over 65 and to those receiving social assistance. Canada also has an extensive social security system that includes a pension plan for the elderly, a family allowance programme, unemployment insurance and welfare. In most cases, where benefits are not tied to income, they rarely exceed subsistence levels.

Although the educational system varies from province to province, it includes free elementary and secondary schools as well as tuition-based institutions at the collegiate and university levels. School attendance is compulsory until age 16. In 1996, among Canadians aged 15 and over, about 23% had completed high school, 9% had undergraduate degrees, and about 6% had advanced degrees. University costs are rising, however. The average undergraduate tuition fee increased by 7% between 1997 and 1998, and the average debt load upon graduation by undergraduate students has risen by nearly 50% since 1995.

Canada ranks sixth in the world in standard of living (measured according to gross domestic product per capita), and this rank tends to rise even higher in assessments that include other factors such as life expectancy, infant mortality and education that contribute to "quality of life". Indeed, for the sixth year in a row, Canada was ranked first of 174 nations in the United Nations 1999 Human

Development Index analysis. However, the National Anti-Poverty Organisation notes that Canada's poverty ranking was only 9th out of 17 of the top industrialised countries. Thus, while the UN has praised Canada for being "very successful in translating income into the well-being of its people," the 1999 Human Development report also notes that "Canada has not been as successful in reducing human poverty, and inequality remains a problem"². At last count, in fact, about 17.9% of all Canadians lived below Statistics Canada's "Low-Income Cut-Off Line".

The Economy

A U.S. Department of State report dated August, 1999³, indicates that Canada's nominal GDP, in U.S. dollars, is about \$599.0 billion or \$19,771 per capita. Real GDP growth rate is 3.0%. Leading industries are automobile manufacturing, pulp and paper, iron and steel work, machinery and equipment manufacturing, mining, extraction of fossil fuels, forestry and agriculture. Canada exports much of this production. The United States is by far its largest trading partner, with over 80% of Canadian exports going to the United States and over 75% of Canadian imports coming from the U.S. Indeed, Canada's proximity to the United States, with 80% of Canadians living within a relatively short distance to the U.S. border, and the fact that much of the population of Canada shares a common language with English-speaking Americans, "[make] it very easy for English-speaking Canada to become an extension of the American market and for American cultural products to spill over the border"⁴.

Canada has a work force of about 15 million people. Its unemployment rate is much higher than that of its southern neighbour and is especially concentrated among youth.

Table I: Unemployment and Labour Force Participation by Age, 1998

	Unemployment Rate	Participation Rate
both sexes	8,3	65,1
15-19	20,0	48,1
20-24	12,3	76,0
25-34	8,1	85,4
35-44	7,0	85,8
45-54	6,3	81,1
55-64	6,9	48,8
65+	2,8	6,5

Source : Statistics Canada Internet site,

<http://www.statcan.ca/english/Pgdb/People/Labour/labor20b.htm> (October 1, 1999)

The seasonal nature of many industries combined with the limited quantities of many natural resources are obstacles to job creation that Canada has always faced. However, when these barriers are combined with structural changes in manufacturing operations, globalisation of both markets and financial capital, and technological advances in the realms of communication and automation, the ability of government to contain the effects of upheavals in the labour market is diminished. Certain international accords of which Canada is a signatory, such as the North American Free Trade Agreement, also limit the nature of public measures that can be enacted to favour fuller employment.

People

The proportion of Canadian families without children has increased, and family size has declined from an average of 3.9 persons in 1961 to 3.1 in 1996. Because Canada's birth-rate of 11.2 births per 1,000 is insufficient to ensure population renewal, its growth hinges on immigration. Statistics on recent immigrants show that an increasing number come from Asia, the Middle East, Africa, and Central and South America.

Diversity is thus a word used more and more frequently to describe Canadian society. Approximately 44% of the Canadian population has an ethnic ancestry other than British, French or Canadian. Indeed, the number of Asian-born immigrants (including those individuals born in the Middle East as well as other

parts of Asia) accounted for 57% of the 1,039,000 immigrants who arrived in Canada between 1991 and 1996. Moreover, about 3% of Canadians belong to one or more of three Aboriginal groups: 69% are North American Indian, 26% Métis, and 5% Inuit. Since 1971, Canada has had a multi-culturalism policy that promotes the maintenance of cultural diversity as a foundation for identity and civic participation.

Canada has two official languages: English, the first language of about 59% of the population; and French, the mother tongue of 23% of Canadians. The remainder of the population has either more than one mother tongue or a first language such as Chinese, Italian, Punjabi, Arabic, Tagalog, as well as many others. The province of Québec⁵ is often viewed as being a unique part of Canada, especially because of distinct language and cultural roots going back to 16th and 17th century French colonialists. Indeed, most of its 7.3 million inhabitants use French regularly when not exclusively in daily life. However, it should be noted that Québec is also different on other levels. For example, its legal system is based on a Civil Code (as opposed to common law everywhere else in Canada), it collects its own income taxes (as opposed to having the federal government do it as is the case in the other provinces), it has its own police force (as opposed to having the Royal Canadian Mounted Police as do 8 of the 9 other provinces), and it administers most of its social programmes such as the Québec Pension Plan (the other provinces participate in the Canada Pension Plan which is managed by the federal government). Québec's economy is also special, characterised by weak capitalist structures and a social climate of consensus and commitment in French-speaking Québec. Collective enterprises (co-operatives and government bodies) have thus developed here much more than elsewhere in Canada⁶. The largest of these are concentrated in the finance, agriculture, and natural resource sectors.

Youth

Youth population is stabilising at about 20% of the working age population, down from about 33% in 1976. While this should be good news on the job front, Statistics Canada believes that youth still face a number of barriers that weren't present a generation ago, such as increased competition in the labour market by out-of-work adults, entry-level jobs stifled by relatively young middle and top management, and greater risk of losing jobs because of lack of seniority when industries are

restructured or downsized⁷. Youth face other challenges as well. Although there is no reliable data on the number of Canada's homeless youth nor of youth who are HIV-positive, both groups seem to be on the rise. Recent indicators nevertheless suggest positive trends: the youth volunteer rate rose from 18% to 33% between 1987 and 1997, and youth crime rates have dropped in recent years.

The demographic profile of youth is also changing in Canada. More and more Canadian youth were born outside the country. Between 1991 and 1996, the number of immigrant youth (aged 15 to 24) grew by 7%, and in some large cities, more than one quarter of young people of this age group was born outside Canada. Young people make up more than half of Canada's Aboriginal population, and less than a third of them live in large urban areas, compared to nearly two-thirds of all Canadian youth.

History and Development of Youth Service in Canada

Very little has been written on the history and development of youth service in Canada. According to Sherraden and Eberly, among the first programmes undertaken by the government of Canada were conservation work camps for unemployed young men in British Columbia, starting in 1931 and running through the Depression years⁸. Following this initiative, however, such programmes were virtually unknown until the wave of social legislation in the 1960s and 1970s.

A combination of factors brought youth issues to the forefront in the early 1960s: the first generation of "baby boomers" began entering the labour force; gradual urbanisation since the end of World War II increased the number of problems related to teenage delinquency in urban areas; the economic downturn in the mid-1960s made jobs scarce for young people entering the labour market. At the same time, innovative youth programmes developed in the United States, the Peace Corps and Volunteers in Service to America in particular, illustrated how public programmes could be used to channel youthful energy into projects that could bolster both personal and community development.

During this period, Canada experimented widely with youth policy, initiating a number of youth service programmes, the longest-lasting of which has been the

Canadian University Service Overseas (CUSO), which was set up in 1961 to foster volunteer service by university students in developing countries and which continues to offer overseas service opportunities today, but in a different form. Other initiatives had much shorter life spans, but two stand out because of the effects that they had on future policy and programmes.

The first, the Company of Young Canadians (CYC)⁹, ran from 1966 through to 1974¹⁰. It had a mandate to help satisfy the needs of socially and economically disadvantaged people both in Canada and overseas¹¹. Legislation creating the CYC contained a number of unique provisions such as providing for the election of volunteers to the board with majority representation after a period of time. It required full-time commitment for a set period of time (two years initially) with a stipend to pay for room and board, travel, as well as a small lump-sum payment upon successful termination to assist the volunteers in returning to school or getting a job. In its later years, the CYC was able to field more than 400 volunteers and sixty staff and operate nationally for less than \$3 million. The emphasis was on community development rather than community service: "The CYC volunteers were expected to be facilitators, animators, organisers, and motivators in support of community initiatives and those advocating positive community change."¹² Conflicts arose both internally around the implementation of participatory democracy within the CYC itself and externally because of its activist community organising and development approach in the field. The government intervened early in 1970 and imposed a trusteeship. Many innovations such as internal participatory democracy were dropped, and greater programmatic accountability was required. Community organising became more planned and more community driven. The CYC changed so much that some authors believe that its true demise occurred at this time¹³. The CYC nevertheless continued to operate until it was discontinued in December, 1975.

The second programme, Opportunities for Youth (OFY)¹⁴, was a job-creation programme initiated in the Spring of 1971 to provide jobs for students during the summer months¹⁵ that incorporated principles related to community development and participation. Interestingly, under OFY, federal funds went directly to young people, with the support of established community organisations, to develop new and innovative projects. In 1972, 3,041 projects provided 30,080 jobs. Student

unemployment dropped in the following years and applications decreased significantly. OFY was cancelled along with the CYC in late 1975.

A programme to address youth (as opposed to “student”) unemployment was, however, set up almost immediately afterwards. The unemployment rate for youth between the ages of 15 and 24 stood at 12.7% in 1976 and 15.2% in 1998, only twice falling below 12% in the years in between. It comes as no surprise that the idea of focusing on issues relating to employment seems to have been an integral part of all youth-oriented public policies and programmes in Canada since the folding of the CYC and OFY, as does the notion that community organisations and municipalities should oversee the projects where job skills are to be developed. More bureaucratic control has also been imposed on publicly-funded youth projects that have followed the CYC and participatory democracy at the management level is no longer a concept found in such initiatives.

Current Youth Service Policy and Programmes

Lack of research and documentation available on federal youth service programmes in Canada limits the scope of this section to key characteristics of the best known national programmes. A full-fledged, cross-Canada study would be needed to complete the portrait of current programmes. Moreover, programmes most certainly exist at both the provincial and local levels, but it should not be assumed that all provinces, territories, and municipalities have such programmes. Participation in the few cross-Canada youth service programmes that do exist is completely voluntary. The main ones are presented here in alphabetical order with the exception of Katimavik which is profiled in more detail in the next section of this paper. (A comparative table of these programmes is included in this report following the section on Katimavik.)

Canada World Youth¹⁶

Policy or Programme Description: Founded in 1971, Canada World Youth (CWY) is a national, non-profit, non-governmental organisation that provides young people under age 30 (most of whom are between 17-20 years old) from Canada

and around the world the opportunity to participate in international education programmes. Through their participation, these youth gain relevant work experience in Canada and overseas, develop their language and intercultural skills, learn about community and international development and gain the confidence to actively contribute to the development of sustainable societies. The length of service varies from as short as two to four weeks for the Joint Initiatives programmes, to six to seven months for Youth Exchange and Central and Eastern Europe Programmes. Customised programmes can last up to eight months.

Sources of Funding: The operating budget for the 1998-1999 fiscal year was \$17,654,225, 54% of which came from the Canadian International Development Agency (CIDA). Individuals, corporations, foundations or other institutions, interest and participation fees made up a further 11% of revenues -- in 1998-1999 CWY had over 6,000 donors. The final 35% of the operating budget came from other sources of revenues including in-kind contributions.

Authority and Responsibility for Administration: Canada World Youth - Jeunesse Canada Monde is a private non-profit organisation with a 12 member board of directors.

Organisational Structure and Partnerships: Head office in Montréal, Québec is complemented by 5 regional offices across Canada. In 1998-1999, CWY worked with 54 partner organisations from 25 countries around the globe, including non-governmental organisations, academic institutions and government departments. All of CWY's programmes are developed and carried out in partnership with these organisations.

Number and Characteristics of Participants: CWY has approximately 1,000 participants per year, and has over 23,000 alumni to date. In 1998-1999, 664 Canadian and 386 exchange country participants took part in 44 CWY programmes, a record number for the organisation.

Nature of Work or Service: CWY has five different types of programmes: Youth Exchange Programmes, Joint Initiatives Programmes, Customised Programmes, Central and Eastern Europe Programmes and Work Partner Programmes.

Cost per Participant: No formal calculation of a cost per participant has been made, but Executive Director Paul Shay estimates that it averages around \$11,000, which he qualifies as typical, if not slightly lower than comparable accompanied-learning exchange/service programmes.

Evidence of Public Opinion and Political Support: Despite an extended period budget cutbacks and a spending restraint, Canada World Youth has been able to increase its overall budget. This clearly indicates its favour among decision-makers. At the same time, the number of individual, organisation and business donors has risen substantially, from around 5,000 in 1997-1998 to over 6,000 in 1998-1999. For CWY, this represents not only an important source of income, but also a public vote of confidence in the programme.

Evidence of Outcomes or Impacts for Participants, Organisations and Society: A 1993 impact assessment found that Canada World Youth helped prepare youth for the labour market, brought about attitudinal changes, and contributed to the development of more responsible and involved citizens. A structured impact evaluation system was set up in 1995 to examine participants at five different moments: before and right after the programme, at two years, five years, and seven years after the programme. Early data indicates that CWY is an asset for the job market, both from the perspective of employees and employers, and that it helps develop aware, well-informed and active citizens. According to the survey, 74% of former participants say that they are as involved or more involved in their field than they were prior to participating in the programme, while 33% of young Canadians aged 15-24 and 28% of youth aged 25-34 participate in volunteer activities, according to a 1997 report by Statistics Canada.

Canadian Crossroads International¹⁷

Policy or Programme Description: Founded in 1968, Canadian Crossroads International (CCI) is a non-profit cross-cultural exchange and international development organisation which provides first-time experience abroad to participants in Canada and around the world. CCI operates three core programmes: the Overseas Exchange Programme, the In-Canada Exchange Programme and the Interflow Programme. In the Overseas Exchange Programme,

Canadians are sent overseas to one of over 25 partner countries where they live with a host family while volunteering with a local community organisation for up to four months. The In-Canada Exchange Programme brings individuals from CCI's partner countries to Canada for a period of nine to eleven weeks, during which they are hosted by a Canadian family and volunteer in a local community organisation. Interflow is a "South-South" exchange programme in which individuals from CCI's partner countries share cultural experiences and professional skills. For example, in 1998, a Costa Rican participant was placed as a volunteer in a children's day-care centre in Indonesia.

Sources of Funding: The 1998-1999 budget was \$5,791,148, approximately 70% of which came from the Canadian International Development Agency. Participants are required to raise \$2,250 each per project, and national fund-raising campaigns complete the budget.

Authority and Responsibility for Administration: CCI is a non-profit, non-governmental organisation with registered charitable status, governed by an 11 member board of directors.

Organisational Structure and Partnerships: The national office, based in Toronto, and four regional offices across Canada have a small permanent staff that coordinate communications and provide support services and leadership to the various committees. Crossroads programmes are implemented almost entirely by volunteers. There are 70 local volunteer committees, made up of over 600 volunteers that actively recruit, select and orient candidates for overseas placement.

Number and Characteristics of Participants: In 1998, 226 participants took part in CCI programmes. To be eligible, applicants must be at least 19 years of age and be Canadian citizens or landed immigrants. Applicants who have already been overseas with a development organisation for more than four weeks, have lived in a developing country for more than eight weeks after the age of 14 or have spent 13 or more consecutive weeks travelling in one or more CCI specified developing countries after the age of 14 are ineligible. Overseas volunteers are chosen on the basis of their cultural sensitivity, adaptability and commitment to promoting international awareness. Skills or experience in a specific trade is useful.

Nature of Work or Service: Volunteers are placed with non-profit, non-governmental organisations in partner countries and work typically involves some form of community development, such as the construction of clinics, planting trees, working on farms or other work in the health care and education fields. Volunteers usually participate for four to six months.

Cost per Participant: A cost per participant analysis is not available.

Evidence of Public Opinion and Political Support: Starting in 1998, CIDA funding was increased by 10.5 % for the subsequent three years, in recognition of recent organisational changes, expansion, and partnership development. A government and community relations committee of CCI is represented with a seat on the board of directors and aims to increase CCI's profile within the public and private sectors.

Evidence of Outcomes or Impacts for Participants, Organisations and Society: An on-going impact study, developed in 1995 in partnership with Canada World Youth, examines participants at five different points: before and right after the programme, at two years, five years, and seven years after the programme. Data is not yet available.

Frontier College¹⁸

Policy or Programme Description: Frontier College is a Canada-wide, volunteer-based literacy organisation that believes in the right to literacy and works to achieve literacy for all. In 1999, its 100th anniversary, Frontier College offered 11 programmes aimed at a variety of groups: prisoners, English second-language, street youth, teens, children, in the workplace, adult tutoring and on campus, among others.

Sources of Funding: The 1998-1999 budget was \$1.6 million, with funding coming from federal, provincial and municipal governments, as well as from corporate, foundation and individual donors.

Authority and Responsibility for Administration: Frontier College is a non-profit, non-governmental organisation with a 20 member board of governors

Organisational Structure and Partnerships: It is a pan-Canadian organisation with its head office in Toronto and regional offices in each of the ten provinces. There are also university campus groups on approximately 40 campuses that are overseen by regional staff, when location permits. Frontier College also supports independent, volunteer-run reading circles, of which there are over 100 in Southern Ontario alone, by offering training, helping to set up and providing materials.

Number and Characteristics of Participants: In 1998-1999 there were approximately 3,000 volunteers in Frontier College's various programmes. The commitment of volunteers differs by programme. In the labourer-teacher programme, for example, participants are recruited for summer job type placements. Personal tutor or reading circle programmes can run through the school year or all year round. Most volunteers are youth. In the street-youth programme volunteers are also recruited from among their peers so that former or current street youth work with the centre's clientele.

Nature of Work or Service: Once again, this varies greatly by programme. Volunteers in the street youth literacy centre help street youth search for information on the Internet, write resumes and offer an advanced computer laboratory learning centre. It is a permanent centre with a staff of five that is complemented by volunteers.

In the labourer-teacher programme, students are recruited from across the country for summer jobs, and Frontier College then recruits placements at job or agricultural fairs for these students. (A very high percentage of Canadian farm workers are migrant Mexican workers.) The labourer-teachers are brought to a camp north of Toronto for a week long training session in anti-discrimination, self-defence, literacy education and physical activity. They are then sent to their placements in farms, in prisons, on oil rigs or other locations across the country (paid the same wages as regular employees by the employer for their work) and in the evenings they teach reading or organise other events to promote literacy.

Cost per Participant: Cost per participant varies greatly depending on the programme and location of the participant. In the family literacy network (reading circles), costs are negligible: books are donated from publishers, space is usually provided locally without charge, and the sessions are organised by volunteers, leaving the cost of juice and cookies to the local committee which would work out to 20 cents per child per week). In the labourer-teacher programme, cross-Canada recruitment, a seven-day intensive training session, transportation to the training session and then transportation to placement, support staff while on placement, materials, and return transport are all covered by Frontier College.

Evidence of Public Opinion and Political Support: In 1997, a study for an endowment campaign polling heads of corporations showed that virtually none of them knew Frontier College. However, a strong media campaign with important corporate partners for Frontier College's 100th anniversary has dramatically increased name recognition in recent months, according to trainers. Given its broad level funding from all levels of government, it seems to be better known among political decision-makers.

Evidence of Outcomes or Impacts for Participants, Organisations and Society: Impacts vary greatly depending on the type of programme and area of work. In the reading circle programme, for example, the change of attitude among children who start out coming because their parents compel them to and who later attend because they enjoy it is considered a success. Accomplishments in the one-on-one tutoring programme are easily demonstrated, but the labourer-teacher and street youth programmes tend to deal with a very transient clientele over a relatively short period of time, so impacts are much more difficult to ascertain.

Youth Challenge International¹⁹

Policy or Programme Description: Since 1989, Youth Challenge International (YCI) has organised projects carried out by international teams of volunteers aged 18-25. It is a non-profit organisation whose goal is to promote international co-operation and understanding.

Sources of Funding: Canadian participants raise \$4,200 towards project costs. Funders include CIDA, the Trillium Foundation, the Wild Rose Foundation, private foundations, individual donors and the corporate sector.

Authority and Responsibility for Administration: YCI is a non-profit, non-governmental organisation with an 11 member board of directors.

Organisational Structure and Partnerships: YCI works with community-based development groups, scientific institutions, universities, government agencies and local grass-roots organisations, focusing expertise on a spectrum of recognised problems in developing regions. Its head office is located in Toronto, with a regional office in Vancouver. Autonomous programme offices are also located in Guyana, Costa Rica and Australia.

Number and Characteristics of Participants: An average of 140 participants take part in YCI's programmes annually. In its 10 years, approximately 1,500 youth have participated. Participants come from every region of Canada and represent all walks of life -- anyone aged 18-25 can apply. Candidates are shortlisted from a written application and invited to participate in a selection day that tests resourcefulness, compatibility and commitment, as well as applicants' potential to gain from the experience.

Nature of Work or Service: Participants work alongside local volunteers in remote communities to, for example, rebuild schools and health clinics, improve water supplies, provide critical support for sight-restoring eye surgery, establish new income-generating projects, and help biologists collect and analyse environmental data. They spend three months in the developing country, then upon their return from the field, participants undertake 100 hours of service in their own communities. This is accomplished either by initiating projects or volunteering with existing organisations and making presentations to high schools, student groups, service clubs, local associations and businesses.

Cost per Participant: Roughly \$6,000, with yearly variations.

Evidence of Public Opinion and Political Support: YCI is well supported by all levels of government in its partner countries, and letters of support are often frequently received from these sources.

Evidence of Outcomes or Impacts for Participants, Organisations and Society:

In Canada, between 1990 and 1998, 60,000 hours of community service have been volunteered, 6 charitable organisations were started by YCI alumni, \$5,650,000 of private sector funds have been raised, \$2,300,000 of public sector funds have been raised, 1,000 stories and articles have been published and 1,110 volunteers have participated. Internationally over the same period, 78 schools or health posts have been renovated or repaired, 115 kilometres of national park trails have been built, \$285,000 of private sector funds have been raised, 1,250 sight-restoring eye operations have been performed, 185 communities have been impacted, 20 new species have been scientifically identified, and 655 volunteers have participated.

SOME OTHER NOTEWORTHY YOUTH PROGRAMMES

There are a large number of exchange, internship and job-creation programmes at the provincial level in Canada. Two such programmes are profiled here to illustrate how innovative some of these can be. Information is then provided on a few national programmes that did not qualify for this study since they do not include all the elements of non-remunerated, in-country community service specifically for youth. They are presented here nevertheless because they contain specific characteristics that may make them of interest for studies on youth service.

Chantiers Jeunesse²⁰

Policy or Programme Description: Chantiers Jeunesse is a private, non-profit organisation founded in 1982. Its mission is to contribute to the development of a sense of independence among young adults aged 16-25 who participate in group work projects in Québec and abroad.

Sources of Funding: Chantiers Jeunesse operates two principal programmes: Québec work projects and an international exchange programme. The Québec work projects section is a programme of the Québec Ministry of Education, entirely

financed by this Ministry but operated by Chantiers Jeunesse is of Education. The international exchange programme is funded from a variety of sources, including the Ministry of Education, the Education Ministry's Youth Secretariat, the Office franco-québécois pour la jeunesse and foreign work project associations. The federal department of Canadian Heritage and the Québec Ministère de l'Emploi also contributed in 1998-1999. Funding has been steady at \$695,600 since 1989. In 1998-1999, \$184,525 was raised through fund-raising activities, sponsorship and in-kind donations.

Authority and Responsibility for Administration: A twelve-member board of directors governs the organisation.

Organisational Structure and Partnerships: The board of directors is complemented by a fund-raising committee which brings together a broad representation, including strong links to the business sector. A nine-member *Bureau des Gouverneurs* also brings together important members of the business sector. Chantiers Jeunesse has a permanent staff of 9 and hires project leaders for each of the work projects, in 1998-1999 that meant 35 individuals.

Number and Characteristics of Participants: In 1998-1999, Chantiers Jeunesse placed 283 young Québécois in work projects in Québec, another 134 in work projects in the United States or in Europe, and welcomed 66 youth from 15 different countries to Québec work projects

Nature of Work or Service: Work projects to build or improve infrastructure or offer public interest activities are proposed by public, para-public and private non-profit organisations in local communities. These projects typically fall under six broad categories: construction, renovation, cultural, heritage, environment and improvements.

Cost per Participant: A cost per participant calculation is not available.

Evidence of Public Opinion and Political Support: The communications strategy of Chantiers Jeunesse targets youth aged 16-25, host organisations, the business sector, youth organisations and the public at large. In 1998-1999, 249 volunteers

gave 2196 hours of volunteer time to the organisation, and donations came from a wide spectrum of businesses, individuals and foundations.

Evidence of Outcomes or Impacts for Participants, Organisations and Society:

In 1998-1999, the 483 participants gave a total of 52,650 hours of volunteer work in their respective projects.

Youth Job Co-operatives²¹

Policy or Programme Description: Youth Job Co-operatives (YJC) are education projects that seek to promote the social and economic integration of 12 to 15 youth aged 14 to 17 through the running of a co-operative business that offers a variety of personal or commercial services. Most are summer projects lasting from 16 to 18 weeks, but some operate year-round.

Sources of Funding: In 1999, \$975,000 was provided by the Québec Ministry of Education to fund the hiring of local project leaders and provincial co-ordination. Local and regional funding is also obtained from different sources by each project, including federal job creation programmes, fund-raising, provincial employment creation programmes, and others.

Authority and Responsibility for Administration: A local committee finds space for the YJC and hires the facilitators. Once the youth are recruited, they form a board of directors and over the course of the project they are encouraged to take responsibility for not only the work that is done but also the management and democratic decision-making process.

Organisational Structure and Partnerships: YJC are local development projects that mobilise six to ten local organisations from a variety of sectors (trade union, community, business, co-operatives, youth organisations, employability development groups, etc.) to create a local committee. In Québec, the project is co-ordinated provincially by the Regroupement québécois des coopérateurs et coopératrices de travail, an association of co-operative workers and organisations.

Number and Characteristics of Participants: In 1999, there were 76 YJC throughout Québec which had approximately 1,250 participants. Another 140 project leaders were hired and trained, mainly youth, and over 500 organisations were involved in the local committees. Animators are also considered participants to a certain extent due to the training and experience they gain.

Nature of Work or Service: The type of work done by the YJC depends on the market in each location and is focused on tasks that require little specific expertise. Typical projects have included weeding of ragweed for a municipality, interior and exterior painting, lawnmowing, baby-sitting, moving assistance, yardwork. Hourly or flat rates for the work are negotiated by the youth with the client.

Cost per Participant: Typically a project needs \$14,000 to \$20,000 to operate, depending on the number of weeks and the animators' wages.

Evidence of Public Opinion and Political Support: A sign of the recognition that this model has obtained is that it has been integrated into social economy development plans, as well as included in co-operative education strategies. Increasingly, unions and the private sector also express interest and support the development of new projects. There has been an extremely high growth rate in the number of YJC projects: it has doubled in each of the last three years.

Evidence of Outcomes or Impacts for Participants, Organisations and Society: A lack of funds has prevented a long-term evaluation and follow-up being done on the impact of the programme on the adolescent participants. Over the short term, however, significant changes among the youth have been noticed by parents, teachers and members of the local committee. Youth become more active rather than passive, change from being a consumer to an agent, and there is a change in the drive of the adolescent. An extremely high project renewal rate among communities also indicates success and satisfaction with the model: among 1999's 76 projects, 74 have expressed an interest in continuing next year.

Canadian University Service Overseas²²

Canadian University Service Overseas (CUSO) is a Canadian organisation which supports alliances for global social justice. It works with people striving for freedom, self-determination, gender and racial equality and cultural survival by sharing information, human and material resources, and by promoting policies for developing global sustainability.

CUSO places Canadians or landed immigrants overseas for a two year period. Living allowances and housing are very modest by Canadian standards, and airfare, medical insurance and some financial assistance is provided to assist with departure and resettlement costs and with on-going financial commitments while on a CUSO placement. Salaries are based on local wage and are sufficient to cover the cost of living in the host country. In addition to the salary provided by the local employer, CUSO provides at least \$9,200 cash benefits to assist with departure and resettlement costs and with on-going financial commitments while overseas and life insurance and health and dental benefits. Return airfare to the posting is provided by CUSO. Vacation time varies, generally four weeks per year plus local holidays.

More than 12,000 Canadians have worked in the developing world with CUSO since 1961, of which about 300 are currently posted in 35 countries.

As an international development organisation, CUSO works with partners in Africa, Asia, Latin America, the Caribbean the South Pacific and in Canada to forge links between groups with similar concerns in Canada and developing countries. CUSO co-operants (as overseas volunteers are called) and overseas partners share information and resources to work for local solutions to global problems. Co-operants help form and maintain linkages between overseas partners and communities in Canada. Once a co-operant has returned to Canada, the opportunity to remain involved in issues of international developments through CUSO's work in Canada is offered.

Students' Commission²³

TG Magazine is a national on-line magazine and multimedia publishing company run primarily by youth. The Students' Commission is its non-profit sister organisation that specialises in developing and running educational events and conferences all

across Canada. The Students' Commission was co-founded in 1991, by TG Magazine, Optimist Clubs and youth, as a non-profit organisation, to hold an annual youth-driven conference. Together, youth from across Canada discuss issues and write a National Report on issues of concern.

In just under 7 years, the Students Commission has created a pro-active forum for youth to direct public policy. National reports are presented to the Prime Minister, the Governor General, cabinet ministers, provincial premiers and business, education, community and labour leaders across Canada. Then, youth work to implement their recommendations, which in turn creates many new projects and concrete results.

In addition to leadership development and organisational skill training, youth acquire the values of collective independence by being responsible for fund-raising to attend national conferences and creating their own jobs and projects. As youth progress through levels of development, they learn to write budgets, proposals, pay bills, administer the organisation and make presentations on its behalf. TG and The Students Commission specifically recruit among those not selected traditionally for national conferences and co-op programmes.

World University Service of Canada²⁴

World University Service of Canada (WUSC) is a network of individuals and post-secondary institutions who believe that all peoples are entitled to the knowledge and skills necessary to contribute to a more equitable world. Its mission is to foster human development and global understanding through education and training.

Every year, over fifty young Canadians have the opportunity to participate in WUSC programmes overseas.

Participants in WUSC meet people interested in international development issues through WUSC Local Committees (over 80 Local Committees and contact groups across Canada, over 75 institutional members, more than 5,000 alumni). Local volunteers organise development education events on campus or in the community, attend or help to organise the WUSC International Development

Symposium, network by e-mail with other WUSC committees across Canada on the WUSCnet, link with WUSC alumni and their experience in international development, initiate campus-based overseas projects with the assistance of WUSC-Ottawa, or participate in WUSC Overseas Programmes for Youth

Overseas Positions for Canadians are available through WUSC's Volunteer Engagement Programme. Assignments are normally for a two-year period. Benefits include: airfares; baggage and in-transit allowances, medical and life insurances, payment of interest on Canada and Provincial or Territorial student loans, payment on the principal deferred until the return in Canada; other allowances such as: settling-in, resettlement and monthly living allowances which vary for each country; dependant's allowances if applicable; furnished housing; orientation sessions; annual leave; holidays; and on-going WUSC in-country support. Positions are typically available in community development, computer science, education, environment, gender and development, management and tourism.

Profile of Major Programme: Katimavik²⁵

Policy or Programme Description

Katimavik is Canada's national youth corps, whose mission is to foster the personal development of young people aged 17 to 21 through a programme of volunteer community work, training and group interaction. The name is taken from the language of Canada's northernmost indigenous inhabitants and means "meeting place".

It was founded in 1977 and operated until 1986, when federal budget cutbacks that followed a change in government ended funding for the programme. From 1987 until 1994, it mutated into a kind of outdoor centre, offering day camps, lodging and public recreation services from its former staff training base. In 1994, following another change in government, a proposal to restore funding was accepted and a small number of pilot projects were carried out. The success of these allowed Katimavik to resume its youth service activities, but on a much smaller scale.

The official objectives of the programme are:

1. to contribute substantially to the personal, social, and professional development of the participants;
2. to promote community service;
3. to offer a diversified experience fostering a better understanding of the Canadian reality.

In practice, Katimavik considers the first of these as its main objective, sees the second as subordinated to the first, and conceives the third as both a means ("offer a diversified experience") and a new goal ("fostering a better understanding of the Canadian reality"). A comprehensive evaluation of Katimavik was conducted in 1998 and 1999 by Groupe-conseil KPMG, and, according to this study, Katimavik does, in fact, attain these goals.

Over the course of the programme, groups of 11 participants and one project leader live in three different regions of Canada (two English-speaking and one French speaking) where they work as volunteers on projects submitted by non-profit organisations and, to varying degrees, become involved in the social and cultural life of the three host communities. Participants also spend two weeks living with a family in each of the three locations in order to better understand the local reality. The projects carried out in the host communities and the group living experience are the mechanisms that favour participants acquiring interpersonal and work skills, their becoming aware of their potential and developing their capacity to evaluate the demands of the job market.

In order to attain the programme's learning objectives, participants also organise different activities outside working hours in seven areas of exploration: work skills, entrepreneurship, second language, environment, socio-cultural, active leisure, and nutrition and well-being. (The entrepreneurship component is, however, not included in the current programme year).

Programme length varies according to available funding. Last year, 1998-1999, programmes ran for 36 weeks while this year, 1999-2000, programmes will last only

30 weeks. Participants are fed, transported and lodged, and receive a stipend of \$3 a day and a \$1,000 bursary upon completion of the programme.

Generally speaking, the flavour and substance of Katimavik is rather well conveyed in the following quote taken from its Website: "Get to know new people. Share your personal space with others. Learn to understand and respect the differences of those around you. These are just a few of the rewards and demands of group living. Lifetime friendships are often formed during Katimavik, through compromising and acceptance of group responsibilities. The aim is to get involved, be tolerant, and share your time and talents."

Sources of Funding

Katimavik has been entirely funded by a federal government department, Canadian Heritage, since 1997. Previously, funding came from the Ministry of Employment and Immigration from 1977 to 1979, from the Department of the Secretary of State (which was the name of Canadian Heritage at the time) from 1980 to 1986, and from the Ministry of Human Resources Development from 1994 to 1996 when the programme was renewed.

In the final programme year before its hiatus (1985-86), Katimavik had a budget of \$19.8 million and offered approximately 2,100 participant places. At its peak, in 1984-85, the programme had 4,250 participants. Since its renewal in 1994, Katimavik has steadily expanded, although it has yet to reach its 1986 proportions. The table below illustrates the programme's evolution since its inception in 1977:

Table II: Programme Evolution - 1977-1986 and 1994-2000

Programme Year	Number of Projects	Number of Participants	Budget (000,000 \$)
1977-78	N/A	990	\$8.1
1978-79	N/A	1095	\$9.3
1979-80	N/A	1343	\$10.5
1980-81	N/A	1077	\$10.1
1981-82	N/A	1333	\$12.7
1982-83	N/A	1762	\$17.3
1983-84	N/A	4250	\$29.0
1984-85	N/A	4094	\$49.4
1985-86	N/A	2100	\$19.8
1994-1995	6	66	\$0.6
1995-1996	21	250	\$3.0
1996-1997	27	321	\$4.0
1997-1998	54	591	\$8.6
1998-1999	75	905	\$11.5
1999-2000	81	1000	\$11.5

Notes: All budget figures are nominal (not adjusted for inflation) and expressed in Canadian dollars. Source for Programme years 77-86: McMullan, 1986, p.86. Figures for programme year 1985-86 are budgeted amounts as of July, 1985. Source for Programme years 1994-2000: KPMG, 1999, p.14. Figures for programme year 1999-2000 are internal projections.

Authority and Responsibility for Administration

Katimavik-Opcan Inc. is the private non-profit organisation responsible for the administration, management and execution of the Katimavik programme. Its board of directors can have up to 15 members, but must include at least two representatives from each of Katimavik's five programme regions and ensure a balanced representation from business and community sectors. A further two seats on the board are filled by former participants who are appointed to 2 year overlapping terms. An observer from Canadian Heritage attends board meetings, as does Katimavik's executive director, but neither one can vote.

Despite being the sole funder, Canadian Heritage's authority over the programme is limited, according to Katimavik management, to relatively minor conditions as

stipulated in the Contribution Agreement between Canadian Heritage and Katimavik. Canadian Heritage nonetheless exercises considerable influence as can be attested by the fact that the recent organisational restructuring of Katimavik was done to satisfy its requirements, that its formulae are used to analyse costs, and that the recent evaluation by an outside firm was one of the conditions set by the funder for renewal of support.

Organisational Structure and Partnerships

There is an inherent tension in Katimavik's organisation, since it is a national organisation with national representation, yet it needs to have decentralised operations adapted to the different cultural realities across Canada. In 1998, Katimavik made substantial changes to its organisational structure to provide better field support to staff and participants, as well as to decentralise costs in accordance with Canadian Heritage expectations. Its head office is situated in Montreal and staffed by eighteen permanent employees. Five regional offices (Atlantic, Québec, Ontario, Prairies/North-West Territories, and British Columbia/Yukon) are responsible for participant recruitment, project development, and programme supervision. In the 1999-2000 programme year, the regional offices collectively accounted for 21 permanent staff, as well as 108 contract employees and project co-ordinators.

Project sponsors, the non-profit organisations that propose work for Katimavik participants, are Katimavik's most important partners since the programme depends on the number and quality of projects that receive participants. These variables depend on work done on regional and local levels. A Katimavik project is a locality where a project leader is situated to welcome three groups each for a rotation. In each project, sponsors propose social and physical work for the Katimavik participants. It is rare that one organisation is able to supply enough work for all 11 participants, so usually a number of local partners are involved. In 1998-1999, Katimavik completed 75 projects across Canada by working with local non-profit organisations to create 414 volunteer placements. A Local Katimavik Committee (LKC) is formed for each project and includes representatives of each sponsoring organisation, the work supervisors, a participant representative, community representatives, a Project leader and a Katimavik Project Co-ordinator. The LKC is responsible for finding suitable accommodation for the group, for

making arrangements for daily transportation between the residence and the work site, and for recruiting host families.

The KPMG study notes that difficulties frequently arise in the division of responsibilities between Katimavik and work supervisors, mainly due to faulty expectations of the sponsors, and it suggests that this is an area for improvement. This study also reiterates, however, that Katimavik's main goal is not focused on work projects even though sponsors often expect it to be. On another level, the KPMG study notes that the positive effects on the participants' personal development resulting from billeting in host families for two weeks during each rotation seem to be underestimated by Katimavik and that this part of the programme warrants better planning and support by Katimavik staff. According to Simon Lapointe, Programme and Human Resources Director, Katimavik has undertaken measures to correct these areas for improvement since the submission of KPMG's report.

No formal partnerships currently exist on the national level, although the number of participants is now growing to a size where agreements with businesses in domains such as the transportation of participants are becoming feasible.

Katimavik has very detailed manuals in both official languages that outline roles and responsibilities of sponsors, project leaders, work supervisors, committees, participants, and staff.

Number and Characteristics of Participants

Katimavik has always been a fully volitional programme, relying on advertising and the desire of participants to live the experience to attract participants. KPMG's poll of 1996-1997 and 1997-1998 participants found the following breakdown of sources of information on Katimavik prior to application:

Table III: Sources of information on Katimavik

Source	Response
Newspaper ads	25%
Friends	22%
Family	22%
School	17%
Past participants	5%
Employment centre	2%
Other sources (brochures, etc.)	8%

Source: KPMG, 1999, p.30

The same survey examined the reasons given for applying to Katimavik. The reason most frequently cited by both francophone and anglophone respondents was "to travel". The study does not indicate as to whether this response should be taken literally, however, since, as Senator Hébert wrote 20 years ago, "young people also enjoy travel and discovery"²⁶, and thus, travel as a motivational factor should perhaps not be disassociated from wanting an opportunity to learn elsewhere and in another manner. Among participants reporting "to learn a second language", 87% were francophone, and participants citing "needed a break from school", 94% had English as their first language.

Table IV: Reasons for applying to Katimavik

Reason	Response
To travel	26%
To learn a second language	18%
To try something different / a new experience	16%
To meet people	12%
To learn more about Canada	6%
A break from school	6%
To get work experience	5%
To learn more about Canadians	2%
Other	9%

Source: KPMG, 1999, p.31

Each group of 11 participants is formed according to the following guidelines: equal numbers of men and women aged 17-21, reflecting Canada's cultural, economic and social diversity, 70% being anglophone and 30% francophone.

Groups are constituted by random draw within these criteria. Thus, although Katimavik is universal in the sense that there are no barriers to access, a strong and successful effort is made to include as diverse a population as possible. However, the KPMG study reveals that Katimavik has not been successful in applying these criteria in recent years. In practical terms, the lack of applications by anglophones, by young males and by youth from Ontario has led to an over-representation in recent years of francophones, female participants and youth from Québec.

For the 1999-2000 programme year, approximately 5,000 applications were received for the 1,000 available places. With a population estimate of 1,049,326 individuals between the ages of 17-21 inclusively as of July 1st, 1998²⁷, that works out to an annual participant to population ratio for the programme year 1999-2000 of approximately one for every 1,049 youth.

Table V: Number of participants - Programme year 1998-1999

Sex	At End	Total	Percentage
Men	215	354	61%
Women	347	477	73%
Total	562	831	68%

Source: Unpublished data compiled by Katimavik staff.

Although the preceding statistics do not include the 75 project leaders, they are included in overall participation figures reported by Katimavik. These staff are young adults, often barely older than the participants, who are responsible for each project site and who live with the participants usually six days per week. After a three or four week training programme to get to know Katimavik, its elements and its preferred androgogical techniques, each project leader must develop the same skills in group living as the participants, while directing and being responsible for the group, maintaining relationships with the host community, project sponsors and the regional office. It is considered that during their time at Katimavik, project leaders acquire an experience and maturity that will serve them for the rest of their life, and for this reason the funder has agreed to recognise project leaders as participants for the 1998-1999 and 1999-2000 programme years.

For 1998-1999, of the 562 participants who completed the programme, 62% were women, 45% were francophones, and 26% came from economically disadvantaged

households (as defined by a household income of less than \$30,000 per year). Statistics for visible minorities are usually kept but were lost during the programme year for technical reasons. Katimavik replaces participants who leave for whatever reason up until the sixth week of participation. In 1998-1999, the number of participants in the sixth week of participation was 769 out of 825, for a retention rate of 93%.

Table VI. Reasons for departure - Programme year 1998-1999

Reason for departure	Total	% of total participants	% of total departures
Voluntary departure	160	19%	60%
Dismissal	86	10%	32%
Medical grounds	23	3%	9%
Total	269	32%	

Source: Unpublished data compiled by Katimavik staff.

The KPMG study believes that the retention rate could be increased even more with better screening of initial participants and with a more adequate system to replace youth who leave during the first few weeks of the first rotation.

Nature of Work or Service

Katimavik proposes an exchange of services to sponsoring organisations: in return for an enriching training experience, participants work as volunteers for non-profits. These organisations can therefore count on full-time work from the one to nine participants that they must supervise for 25 weeks within the 30-week duration of the project.

The eligibility criteria for organisations wishing to propose a project are:

- the project must provide stimulating and satisfying work;
- the sponsoring organisation must designate a work supervisor to oversee the planning and follow-up of activities, organise training and supervise the work site;
- Katimavik participants must play an indispensable role in carrying out the proposed project;

- the desired outcome must make a tangible, lasting contribution to the community;
- Katimavik's involvement must not deprive the local labour force of work;
- the organisations must participate in managing and supporting the project and integrating it into the community.

As much as possible, organisers attempt to balance physical labour tasks with socially oriented work. There is no official categorisation of types of work – projects vary widely based on the organisations and communities that apply. According to KPMG's evaluation, however, many projects dealt with environmental issues, community service, linguistic development and Canadian heritage. The following quotations, taken from that study²⁸, reveal the variety of types of work:

"I worked in a centre for mentally challenged persons in Nova Scotia. Then, I worked in a bird sanctuary in British Columbia and I helped restore a heritage house owned by the town at the same place. Then I worked in Île-Perrot in Québec in a French literacy learning centre."

"I was involved with building trails and setting up a recycling programme."

"I worked at the Jardins de Métis in Gaspésie, at a recreation centre in Edmonton, as well as for the Parks Department of Carleton Place."

"In Ontario we worked for the city, we worked for the ski club, we built cross-country ski-trails. I worked in the school helping to teach there. We demolished an old building and cleared an old hunting road. In Québec, we worked at a camp -- we did lots of cleaning and shovelling snow. We built a washroom. The final placement in Big River, I worked in a nursing home, did town clean-up and manual labour working for the arena."

"Worked for a non-profit organisation developing people and computer skills, learning French, physical labour."

Prior to Katimavik's 1986 shut down, a military option was available to participants, wherein one of their three rotations would be spent training with the armed forces. This facet was not included when the programme was revived in 1994.

Costs per participant

The cost per participant varies by year from \$12,000 to \$14,000. The objective for 1999-2000 is \$12,000. This figure is less than the per capita cost during the 1985-1986 programme year -- \$14,993 in unadjusted dollars (McMullan, 1986, p.90) — but higher than the \$11,000 estimated per capita cost for Canada World Youth participants.

Evidence of Public Opinion and Political Support

Katimavik's history to date seems to demonstrate a certain partisan nature of political support. The year after a Conservative government replaced the Liberals in Ottawa, Katimavik's funding was reduced dramatically, only to have the entire programme cut the following year. It was not until a year after the Liberals were re-elected (seven years later) that funding began to be restored.

When Katimavik funding was cut in 1986, its founder, then Senator Jacques Hébert, led a 22-day hunger strike to protest the decision. There was a groundswell of public outcry, but it was not large or sustained enough to force the government to reverse its decision. According to a case study evaluation done by Public/Private Ventures in 1986, Katimavik lost government support and was terminated, "because its priorities became marginal among those of the new administration and the public, because it failed to quantify information that would provide evidence of its service to Canadian youth and communities, and because it did not use the history of strong performance of work as a tool to build a strong constituency for continuation among local leaders."²⁹ Today, Katimavik is well aware of this failing, and has identified two principal targets for building support: funders and the public. According to Simon Lapointe, Katimavik has become very pro-active in its political lobbying. Since its total value and impact is beyond the scope of the government department that funds it, lobbying is often done directly with Members of Parliament, who typically are very responsive and supportive of the programme.

As far as the public is concerned, the importance of media relations was increased in the recent restructuring of the organisation. A new department of communications was created (including an additional full-time position) whose mandate is to support and improve recruitment and increase the visibility of the programme. Moreover, each of the projects will become more involved in direct, local media relations, improving the visibility of the group and its accomplishments in the community.

Evidence of Outcomes or Impacts of Participants, Organisations, and Community/Society

The 1999 evaluation done by KPMG followed-up on participants from programme years 1996-1997 and 1997-1998. From the representative sample that was polled, it was determined that:

- 90% of Katimavik participants from those programme years had a job or had returned to their studies;
- prior to the programme, 23% of participants felt they had a solid understanding of Canada's diversity, compared to 93% afterwards;
- 85% of former participants believe they now possess leadership abilities;
- 87% of former participants feel they know how to work in a team because of their Katimavik experience;
- 85% of former Katimavik participants say they are able to resolve difficult situations, compared to 22% prior to the programme.

The same study found that Katimavik was not only beneficial for participants. In the 1998-1999 programme year, Katimavik's 900 participants did 338,912 hours of volunteer work, valued at \$2,963,127 (calculated on the basis of Canada's average minimum wage). Many project sponsors also noted benefits, economic as well as social and cultural, that come from having Katimavik in a community³⁰:

"Around \$60,000 to \$70,000 per project."

“Overall, the project saw the influx of both money and manpower into the community making possible the realisation of several projects by the associated co-sponsors as well as social impact on all facets of the community.”

“We place a minimum wage hourly rate on their work. It helps us save considerably. On average, their work has been valued at \$20,000 (1997-1998).”

“Substantial expenditures for groceries and accommodation would have benefited several businesses.”

“Many projects could not have been completed without Katimavik. The cost saving would be in the \$30,000.”

“The major benefit was the interaction between participants and residents of the community.”

“The participants learned a great deal about men and women with disabilities. Some have gone on to this field as a career.”

Comparative Table of Main Canadian Youth Service Programmes

	DESCRIPTION	FUNDING
Canada World Youth	<ul style="list-style-type: none"> • Founded in 1971 • International education, work experience, and language and intercultural skills development, through exchange programmes in Canada and overseas 	<ul style="list-style-type: none"> • 1998-1999 operating budget of \$17,654,225 • 54% from (Canadian International Development Agency) CIDA • 11% from interest, participation fees and donations (6,000 donors) • 35% from other sources including in-kind contributions
Canadian Crossroads International	<ul style="list-style-type: none"> • Founded in 1958 • International education, cross-cultural understanding, leadership skills development, and promotion of sustainable development, through work in overseas projects 	<ul style="list-style-type: none"> • 1998-1999 operating budget of \$5,791,148 • 70% from CIDA • Participants fund-raise \$2,250 each per project • National fund-raising campaigns complete the budget
Frontier College	<ul style="list-style-type: none"> • Founded in 1899 • Literacy for all individuals, particularly marginalised or isolated workers 	<ul style="list-style-type: none"> • 1998-1999 operating budget of \$1,600,000 • Funding from federal, provincial and municipal governments, corporations, foundations and individuals.
Katimavik	<ul style="list-style-type: none"> • Founded in 1977 • Personal development, promotion of community service and enhancement of the understanding of Canada 	<ul style="list-style-type: none"> • 1998-1999 operating budget of \$11,500,000 • Entirely funded by the federal government department Canadian Heritage
Youth Challenge International	<ul style="list-style-type: none"> • Founded in 1989 • International co-operation and understanding through overseas community development projects 	<ul style="list-style-type: none"> • Participants fund-raise \$4,200 each towards project costs • Principal funding from CIDA and complementary funding from a variety of foundations

	ADMINISTRATION	STRUCTURE
Canada World Youth	<ul style="list-style-type: none"> • National, non-profit, non-governmental • 12 member board of directors 	<ul style="list-style-type: none"> • Head office in Montréal • 5 regional offices across Canada • 54 partner organisations from 25 countries
Canadian Crossroads International	<ul style="list-style-type: none"> • National, non-profit, non-governmental • Programmes are administered almost entirely by volunteers 	<ul style="list-style-type: none"> • Head office in Toronto • Office in Montréal • 70 local volunteer committees across Canada actively recruit, select and orient candidates for overseas placement
Frontier College	<ul style="list-style-type: none"> • National, non-profit, non-governmental • 20 member board of governors 	<ul style="list-style-type: none"> • Head office in Toronto • Regional offices in each province • Volunteer groups on 40 campuses and across the country
Katimavik	<ul style="list-style-type: none"> • National, non-profit, non-governmental • Up to 15 directors on the board ensuring regional Canadian representation 	<ul style="list-style-type: none"> • Head office in Montréal • Five regional offices • In 1998-1999, 414 local partner organisations in 75 host communities provided work projects for participants
Youth Challenge International	<ul style="list-style-type: none"> • National, non-profit, non-governmental • 11 member board of directors 	<ul style="list-style-type: none"> • Head office in Toronto • Regional office in Vancouver • Autonomous affiliated offices in Guyana, Costa Rica and Australia

	PARTICIPANTS	COST PER PARTICIPANT
Canada World Youth	<ul style="list-style-type: none"> • 1,000 participants per year (664 Canadian and 386 exchange country) • Youth under age 30 (most are 17-20) from Canada and around the world 	<ul style="list-style-type: none"> • Estimated at \$11,000
Canadian Crossroads International	<ul style="list-style-type: none"> • 226 participants in 1998 • Certain programmes target youth but most are open to anyone without significant development experience 	<ul style="list-style-type: none"> • Not available
Frontier College	<ul style="list-style-type: none"> • Approximately 3,000 volunteers in 1998-1999 • Most programmes are directed at youth volunteers but are open to anyone 	<ul style="list-style-type: none"> • Wide variation by programme
Katimavik	<ul style="list-style-type: none"> • 906 participants in 1998 • Youth aged 17-21 selected according to demographic and territorial criteria 	<ul style="list-style-type: none"> • 1999-2000 target of \$12,000
Youth Challenge International	<ul style="list-style-type: none"> • 140 participants in 1998 • Youth aged 18-25 	<ul style="list-style-type: none"> • Estimated at \$6,000

	WORK
Canada World Youth	<p>Youth Exchange Programme:</p> <ul style="list-style-type: none"> • 6 to 7 months split evenly between Canada and developing country <p>Joint Initiatives Programme:</p> <ul style="list-style-type: none"> • 2 to 4 week work projects and activities organised by a local organisation <p>Central and Eastern Europe Programme:</p> <ul style="list-style-type: none"> • 6 to 7 months on CED, small business and civil society <p>Work Partner Programme for practical work experience abroad</p> <p>Customised Programmes lasting from 4 to 8 months</p>
Canadian Crossroads International	<p>Overseas Exchange Programme:</p> <ul style="list-style-type: none"> • Canadian volunteers live with a host family and volunteer in a community organisation in a developing country for up to four months <p>In-Canada Exchange Programme:</p> <ul style="list-style-type: none"> • Individuals from partner countries come to Canada for 9 to 11 weeks, hosted by a family and volunteering in a community organisation <p>Interflow Programme:</p> <ul style="list-style-type: none"> • "South-South" exchange where individuals from partner countries exchange cultural experiences and professional skills
Frontier College	<p>Eleven different programmes:</p> <ul style="list-style-type: none"> • Campus programme • Tutoring adults • Working with children • Working with street youth • Labrador community initiative • Literacy in the workplace • Labourer-teacher programme • English as a second language • Working with teens • Working with inmates • Clear language services
Katimavik	<ul style="list-style-type: none"> • 30 weeks of community work at three locations across Canada, on projects proposed by local community or public organisations • Many projects deal with environmental issues, community service, linguistic development and Canadian heritage
Youth Challenge International	<ul style="list-style-type: none"> • Three month programmes in developing countries, working with local volunteers on projects such as rebuilding schools and health clinics, improving water supplies, and establishing income generating projects • Upon return from the field, participants are required to perform 100 hours of community service in their own communities

	PUBLIC OPINION	IMPACTS
Canada World Youth	<ul style="list-style-type: none"> • 6,000 donors (20% increase since 1991) 	<p>1993 impact assessment:</p> <ul style="list-style-type: none"> • helps prepare youth for the labour market • brings about attitudinal changes • contributes to the development of more responsible and involved citizens <p>New impact evaluation system:</p> <ul style="list-style-type: none"> • CWY is an asset for the job market, from both employee and employer perspectives • CWY helps develop aware, well-informed and active citizens
Canadian Crossroads International	<ul style="list-style-type: none"> • 10.5% increase in CIDA funding 	<ul style="list-style-type: none"> • Evaluation began in 1995, data not analysed yet.
Frontier College	<ul style="list-style-type: none"> • Media campaign for 100th anniversary has raised profile markedly 	<ul style="list-style-type: none"> • Difficult to evaluate impacts in some programmes (teacher-labourer or street youth) due to transience of clientele • In individual tutor or reading circle programmes improvement in reading and writing skills is apparent
Katimavik	<ul style="list-style-type: none"> • Direct lobbying of members of parliament • New communications department with decentralised media strategy 	<ul style="list-style-type: none"> • In 1998-1999, 900 participants did 338,912 hours of volunteer work, valued at \$2,963,127 • 93% of former participants feel they have a solid understanding of Canada's diversity • 85% of former Katimavik participants say they are able to resolve difficult situations
Youth Challenge International	<ul style="list-style-type: none"> • Strong support from all levels of government in partner countries 	<ul style="list-style-type: none"> • Evaluation began in spring 1998 but no data is available yet

Research and Evaluation

After significant research³¹, we have been unable to find any comprehensive studies or evaluations of Canadian national youth service programmes. Moreover, Canada has not had any delegates to the four Global Conferences on National Youth Service held to date according to the conference Websites³². Its only contribution to international understanding on this topic by way of this forum seems to have been a brief report by then Senator Hébert to the first conference in Wisconsin in 1992.

At the federal level, there is no department of youth and there does not seem to be an overall policy focused on youth development. A Special Committee on Youth of the Canadian Senate did, however, present a report in 1986 that attempted to address some of the most pressing issues facing youth. Of the 26 recommendations that it made in the areas of social services, education and employment, one endorsed the establishment of a "young Canadians" community service programme, open to all Canadians aged 17-24, either by using Katimavik as a model or by giving Katimavik, now a non-governmental organisation funded by the department of the secretary of state, the means to expand³³. It is not clear to what extent the other recommendations were taken seriously by the government in power at the time or by its successors, but with regards to this specific one, no new youth service programme was set up and funding for Katimavik, instead of being increased, was cut off completely in the same year that the report was submitted. The committee, it should be noted, was chaired by Senator Jacques Hébert.

The approach most commonly taken in Canada towards youth issues is illustrated by a publication addressing the youth "problem" in which contributors from 21 of Canada's 45 universities, as well as five international authors, offer a wide spectrum of perspectives on youth research and policy³⁴. Chapters such as "Facilitating Transitions to Adulthood", "Preparing for the World of Work", "Preparation for Intimacy and Family Life", and "Preparation for Responsible Community Living", survey Canadian thinking as it stood in the mid-1990s. For the purposes of this study, what is most remarkable about the entire volume is absence of the notion of youth service as a strategy to deal with any of these issues.

Some accounts of the principal programmes mentioned in this study can be found, although there appears to be very few and most have been used as references in this paper. Most noteworthy are the works by Jacques Hébert, principal instigator behind both Canada World Youth and Katimavik. The former Senator is a prolific writer and has a charming narrative anecdotal style that conveys the adventures lived by the youth in these programmes. *Hello World! On Canada, the World and Youth*, written for Canada World Youth's 25th anniversary, for example, as well as *Have Them Build a Tower Together* (Toronto: McClelland & Stewart, 1979, 334 pages) both tell the stories of individual participants, highlighting what they feel they get out of the programmes. *The Great Building Bee*, on the other hand, is a persuasive argument for a large-scale Canadian youth service programme.

Being Canada's principal national youth service programme, Katimavik has had the most research done on it. Eberly and Sherraden's 1986 paper³⁵ provides a concise overview of the programme, identifying 15 lessons for US policy-makers. McMullan and Snyder's case study came out at a timely moment – just as Katimavik was being closed in 1986. It provides an excellent overview of Katimavik's first 10 years, including comments on the factors and context contributing to its closure. It seems significant that both of these studies emanate from the United States.

The most comprehensive and recent study is the evaluation of Katimavik performed by Groupe-conseil KPMG. This 142 page study, carried out between November, 1998, and March, 1999, was written into Katimavik's contract with Canadian Heritage. It focused on the attainment of objectives and the efficiency of management and financial controls. The methodology used was a documentation review, interviews at the head office and regional offices, a telephone survey that polled 150 1996-1997 and 1997-1998 participants, a mailed questionnaire to project sponsors, and the analysis of participant data. The KPMG study notes that the length of the programmes allow for a variety of experiences and an evolution of the participants and their groups, that the size of the groups favours a diversity of participants, that the three rotations multiply the opportunities for contacts with different cultures, and that the work projects foster the development of both skills and self-esteem. However, the results of the learning activities in the areas of exploration are mitigated, at best, because they are difficult to evaluate and because the research done by KPMG in this area remains inconclusive. The report concludes by solidly affirming Katimavik's relevance, and includes 22

recommendations to better measure its impacts, recruit participants and projects, as well as to clarify management structure and improve its financial status.

Lessons Learned

The relative dearth of information and research currently existing in Canada on youth service makes it pretty clear that this topic is not a high priority on the agendas of academics or policy makers. This realisation has led us, the authors, to question not only the perceptions of youth in society but also the culture of service in Canada. Currently, the majority of Canadian programmes that involve some form of youth service are conducted in an international development context, where the service is performed for the benefit of the developing country. Similarly, projects in Canada are also directed towards the betterment of local communities. However, the way projects are conceived seems to lead volunteers to do work “for” organisations and communities involved in the programmes as opposed to working “with” them. To an extent, this may foster a benevolent if not a charitable outlook on development. If this is the case, then such an approach is not really compatible with the empowerment of communities and organisations.

To be fair, empowerment of communities and organisations is not the primary goal of youth service programmes. Indeed, it is the empowerment of the individual young persons themselves that is their first and foremost goal. While empowerment is often construed as a buzzword, in the fields of social work, community organising and psychology to name a few, empowerment is a powerful theoretical construct that can assist in evaluating the effects of youth service programmes and organisations. Since, in one way or another, all youth service programmes have a goal of fostering the empowerment of the volunteers involved, this means that the programmes must support a process of personal empowerment that takes place simultaneously on four dimensions: participation; competency; self-esteem; critical consciousness:

a) The first component of the empowerment process requires participation in decision-making processes. Technically, this means that the participants must be taught skills and knowledge regarding how decisions are taken in collective settings and then given a chance to use them. The more the decision is perceived

as being meaningful, the greater the empowerment of the person participating. Decisions regarding financial matters are usually seen as very empowering. From the programme evaluations and other sources, however, it isn't clear if youths in the programmes investigated are involved in decisions that they view as very meaningful. To a certain extent, planning a day's menu or the agenda for a meeting may involve very important decisions but, in the minds of those involved, these can be seen as trivial. Unless the importance is understood and acknowledged, participation can be perceived as a sham and the exercise can even become disempowering.

b) Competency refers to the progressive acquisition of skills and knowledge related to the action being undertaken or the decisions being made. It is on this level that youth service programmes seem to be most effective. The problem is that there aren't very many such programmes. With respect to the impact on youth, the former executive director of the Company of Young Canadians, writing with his colleagues, notes that the "training potential of institutions such as the CYC must not be overlooked. [...] The absence of similar training opportunities for young people today points out the lack of understanding of the value of informal education of the type provided by organisations such as the CYC, CUSO and others"³⁶.

c) The development of self-esteem is still a rather nebulous concept but most youth service programmes presented in this paper refer to it as being an inherent goal. If this is the case, then a paternalistic attitude from group leaders can have an adverse effect. "The worst thing about Katimavik? The very worst thing? It wasn't the drudgery or the granola or the primitive living conditions. No, the worst thing was the sincerity. The *officially sanctioned* sincerity. The type that is dreamed up in committees. The type that is handed down from above."³⁷ Indeed, much of the self-esteem being developed seems to be less the product of planned intervention than the result of peer support and peer pressure. In this sense, almost any group context could generate similar results and more evaluative research would be warranted to see if youth service programmes have advantages that other activities might lack.

d) Consciousness-raising is imperative for members of oppressed groups to tear down the psychological barriers to their empowerment which are the result of the feelings of guilt and stigmatisation. The objective here is to put in motion a process

that allows individuals to proceed from individual consciousness to collective consciousness, then to social consciousness, and finally to political consciousness. The facilitation of such a process requires social, economic, and political analysis and discussion. It isn't clear that the youth service programmes profiled here intervene on this level, although it seems logical that international (development) and domestic projects in very poor communities might be quite formative on this level. Constructing a hut where there was nothing before can be both a real improvement (which can augment the volunteer's perceived value of the work done) and a challenge to the volunteer's sense of social justice because of the horrific inequalities of accessible resources between home and project communities (which can lead to structural analysis).

While each of these four components of the individual empowerment process evolves along a continuum of its own, empowerment stems from the interweaving of the four, with each component simultaneously building on and strengthening the others. So an organisation wanting to foster empowerment needs to work on all four levels at the same time. But this doesn't work unless you have an empowering environment. An empowering environment, in turn, is an empowered community, one that provides its members with access to the resources that they need to ensure their well-being and growth as human beings AND ensures that members actually use the resources to develop themselves. This requires that the individuals be empowered so that the two processes can build upon and strengthen each other. Since organisations are functional communities, youth service programmes need to become empowering environments, and indeed, empowered themselves, in order to fully attain this objective.

Thoughts on Youth Policy Development in Canada

For any policy to succeed, it must accurately address the realities of the youth it seeks to reach, and help them overcome the challenges they face. These realities – and therefore the corresponding challenges – are complex, varied and in constant evolution. Despite the differences among youth from rural and urban settings, from different geographic and cultural environments across Canada, a broad portrait of today's youth can be drawn and used to guide policy formulation.

When youth is defined as a transition period between childhood and adult life, it is clear that this stage of life is being lengthened. L'Observatoire jeunes et société, a Québec research institute specialising in youth issues, suggests that two thirds of all young people between the ages of twenty and twenty-four were still students in 1996, compared with 7.4% in 1961³⁸. This dramatic increase is likely related to the wide variety of educational models that exist today, as well as an increasing specialisation or knowledge base demanded by the labour market.

The drop in birth rates and family sizes that has occurred among western countries makes it more difficult for the family to play the role it once did in developing group and social skills. Moreover, the delay of entry into adult life is accompanied by economic and social costs to the individual. More youth are accumulating larger debts to finance extended schooling while sacrificing the possibility of immediate wages, however meagre those might be. This economic cost, a choice motivated by the economic potential as well as the social status of higher education, limits the ability of the youth to participate in society. Indeed, youth are leaving the parental household later. Their ability to afford housing costs has diminished in recent decades, and youth today often need help from their family to make ends meet. The underlying issue is that of autonomy, and this in turn relates to empowerment.

The Observatoire also argues that homeless youth, teenage pregnancies and parallel cultures (such as punk, etc.) are merely reflections of the society as a whole and not some marginal manifestation exclusive to youth. Increasing proportions of society are marginalised and it is easier now to choose to step out of the status quo than it has been historically. However, as is to be expected, there is a price to be paid for stepping out of line, and in most cases that means sacrificing traditional notions of economic and social "success".

New rituals are being invented by youth to mark the important phases in their lives. A possible source of this social freedom is the increasing presence of multiple traditions and cultures around young people that can serve to relativise their own religious and civil society environment. Youth with the capacity to "think outside the box" see the opportunity to select the best elements of a variety of traditions to create a personal mix that better reflects their own values, perspectives and desires. The forte of many of the youth service organisations profiled in this paper is indeed within this area.

Overall, l'Observatoire asserts that the challenges facing youth are significantly different than those of thirty years ago, when the idea of youth programmes came to the fore. It notes that:

[youth] today have less leeway than did their counterparts in the 1960's. [...] The upcoming generation's challenge will be to find ways to circumvent certain rules imposed by external forces and to work towards changing them. These rules are primarily related to the organisation of work and to the types of jobs that are being undermined by international competition and weakened collective organisations (trade unions, co-operatives, associations). Another challenge will be to find ways to re-establish a little more humanity in the relationships with work, commerce and international relations. This will require commitment to the local community as well as a perspective that sees commitment as being required on an international level. In order to meet these challenges, an open-minded vision of the world, an apprenticeship of languages, and the development of work skills in a group context will be required by youth.³⁹

The citizens who are able to identify complex networks and systems of authority, as well as evade and contribute towards changing them, are citizens who fit the description above, with high levels of autonomy and empowerment.

Policy can be directed by the need to compensate for smaller family size with an emphasis on group skills. Enhanced language skills and an openness to cross-cultural learning will help youth move more fluidly in increasingly diverse and globalised societies. Steps encouraging economic and social autonomy of youth at an earlier age will contribute to their empowerment, increasing their ability to "think outside of the box", circumventing and improving the complex systems in which they find themselves.

These are some of the issues that government and youth service organisations will need to recognise and address as they tailor programmes to the needs, interests and realities of "youth". But the ways in which government and youth service organisations work together, more specifically, the ways that government supports youth service, also need to be examined.

One of the weaknesses identified by McMullan and Snyder was a lack of research and documentation on Katimavik's impacts, a message that seems to have been better understood in the latter 1990's by this organisation as well as the others studied for this paper, and that is reiterated by funders such as CIDA⁴⁰. As noted in the programme profiles, the largest now have on-going evaluation systems and have already commissioned studies while the smaller have put evaluation mechanisms into place but are still awaiting results.

Indeed, organisations are increasingly aware of the need to identify, measure and demonstrate the positive impacts of their work, difficult as this may be. It is not only difficult in the sense of concretely evaluating the personal development participants undergo, but also of calculating the diverse future costs to society saved by the programmes as well as value added to Canada's labour force. One of the issues noted in the KPMG study is the difficulty in quantifying the long-term (or even short-term) impacts of such a programme, not only for the individuals, but the communities that host them and society as a whole. What is the real value of character development, how is productivity increased, how is society bettered? What social costs are avoided? These are questions organisations are grappling with as they seek to justify their work and validate their contribution in the continuing Canadian climate of public spending restraint.

Funding of youth service programmes is one of the crucial areas that those organisations identified for improvement. The budget size necessary to operate a programme often means that it is closely tied to government. Organisations which rely solely on government financing, however, are vulnerable to rapid changes in political landscape. According to Michael Smith, Katimavik's treasurer, dependence on a single source of funding is a weakness which the organisation is currently trying to remedy by diversifying sources to include both other federal departments as well as provincial governments. Katimavik is evaluated simply on the merits of the portion of its activities which fall under the mandate of the department funding it even though its objectives and impacts extend over those of other departments. Moreover, its administrative costs are compared with other smaller organisations funded by Canadian Heritage, whose activities are more strictly limited to the department's mandate -- a comparison considered unfair by Smith.

Katimavik's treasurer's view of single-source funding as a weakness is certainly on target from a business development perspective, and Canada World Youth's success in both revenue diversification and donor support demonstrates that there are many advantages to finding complementary income sources. However, the problems encountered by Katimavik have not been exclusively, and perhaps not even mainly, related to a single source of public funds but rather to the fact that there is no department at the federal level that has a specific objective of overall youth development outside of employment and health issues. Moreover, irregular financial support was Katimavik's single largest problem a decade ago according to Sherraden and Eberly who referred to it as a "political football by changing administrations"⁴¹.

To be fair, both the lack of support for Katimavik as well as for other youth service programmes in Canada and the absence of a comprehensive youth policy at the federal level may have more to do with jurisdictional conflicts with the provinces than with indifference or neglect. Indeed, if what is happening presently in the province of Québec is indicative of the attitude of provincial governments towards youth, then research might be more warranted at this level than at the federal level because of the space given to youth issues in provincial policies and programmes. For example, on the Québec government's main Website, there is a hyperlink for "Young People" that brings up a Web page that gives information on the forthcoming Summit on Youth in Québec (February, 2000) and on the Conseil permanent de la jeunesse, a government advisory board run by 15 youths under 30. It also invites people to communicate with Québec's Youth Secretariat to check out what is being done in the fields of education, culture, health, recreation, employment and the economy. While there is nothing specific on youth service, the opportunity to travel and learn through Chantier-Québec is highlighted. There seems to be a less utilitarian perspective on youth here in the sense that the focus seems to be on youth itself as opposed to some other issue (multiculturalism, Canadian unity, economic growth) in which youth is either a component, a target market, or a population group that needs help. Further research would be required to see if this impression is founded but that is just the point: since there is no reason to believe that youth issues are treated any differently in other provinces, research on youth service in a provincial context might be quite revealing.

Unfortunately, dominant contemporary political discourse is less concerned with empowerment than with investment in youth. Programmes to facilitate the entry of youth into society tend to equate this with their access to the labour market. Studies on youth well-being tend to support this point of view: "Youth expressed a need for more skill training for youth AND job creation. Skill training for youth *without* job creation is a very short-term 'solution' to youth unemployment"⁴². Youth service thus gives way to youth services, that is services directed at improving their employability and developing their citizenship as taxpayers. Programmes that attempt to capitalise on the skills and contributions youth have to offer, in other words, those that see youths as resources for society and not as part of its problems, are few and far between. Where youth is indeed seen as a resource, it is often through a sole economic lens that portrays youth as an undeveloped human resource that, if well managed and cultivated, can be eventually transformed into a valuable labour force in the ultimate hope of improving productivity. Indeed, the economic justifications and measures of success, including the development of entrepreneurial qualities, are foremost among the evaluations done on youth service programmes and in their promotional material. This, we believe, is unfortunate, since such an utilitarian perspective can easily devalue the acquisition of other skills, such as those of a more collective nature, and of their related values, such as solidarity, co-operation, and trust. Indeed, policies directed at supporting a non-utilitarian perspective would go a long way, we believe, in enabling youth participating in youth service organisations and similar programmes to face the challenges of the twenty-first century.

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NOTES

¹ Unless otherwise noted, the information provided in this section was found on either the Government of Canada Website (<http://canada.gc.ca/>) and related ones such as the Canadian Information Office (<http://canada.cio-bic.gc.ca/>) and Statistics Canada (www.statcan.ca/) or the Website of the Canadian Council on Social Development (www.ccsd.ca/), or is first-hand knowledge of the authors. The Websites were consulted between September and November, 1999. All financial data, unless stated otherwise, is provided in Canadian dollars.

² National Anti-Poverty Organization Website consulted October 19, 1999 (www.napo-onap.ca/UNDP.htm).

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- ³ TradePort Website (<http://tradeport.org/ts/countries/canada/bnotes.html>) consulted November 9, 1999. This report also provided additional information included in this subsection.
 - ⁴ Department of Foreign Affairs and International Trade Website consulted November 9, 1999 (www.infoexport.gc.ca/trade-culture/menu-e.asp).
 - ⁵ Specific information on Québec was obtained from the Québec Website consulted November 15, 1999 (www.gouv.qc.ca/).
 - ⁶ Lévesque, Benoît, and Ninacs, William A., "The Social Economy in Canada: The Québec Model" in *Local Strategies for Employment and the Social Economy*, proceedings of the OECD-HRDC Conference, Montréal: Les publications de l'IFDÉC, 1997, pp. 123-136.
 - ⁷ Statistics Canada, *Labour Force Update: Youths and the Labour Market*, Vol. 1, N° 1, Spring 1997, catalogue n° 71-005-XPB.
 - ⁸ Sherraden, Michael, and Eberly, Donald, "Canada: Katimavik and Cultural Integration", in Sherraden, Michael, and Eberly, Donald (Editors), *The Moral Equivalent of War? A Study of Non-Military Service in Nine Nations*, New York and London: Greenwood Press, 1990, 222 pages, p.8.
 - ⁹ Unless otherwise noted, information relating to the Company of Young Canadians is from Brodhead, Dal, Goodings, Stewart, and Brodhead, Mary, "The Company of Young Canadians" in Wharf, Brian, and Clague, Michael (Editors), *Community Organizing: Canadian Experiences*, Don Mills, Ontario: Oxford University Press, 1997, pp. 137-148. Also, the senior author of this paper, William A. Ninacs, was a CYC volunteer from September to December, 1975.
 - ¹⁰ Daly, Margaret, *The Revolution Game: The Short, Unhappy Life of the Company of Young Canadians*, Toronto: New Press, 1970, p. 3.
 - ¹¹ Côté, Charles, and Harnois, Yanik G., *L'animation sociale au Québec, sources, apports et limites*, Montréal: Éditions coopératives Albert Saint-Martin, 1978, p. 248.
 - ¹² Brodhead *et al.*, 1997, *op. cit.*, pp. 139-140.
 - ¹³ See Daly, 1970, *op. cit.* Reflecting on its first five years in particular, Daly felt that the programme had, however fleetingly, made a worthwhile contribution to the communities in which it operated, and the community sector as a whole.
 - ¹⁴ Information pertaining to Opportunities for Youth is from Keck, Jennifer, and Fulks, Wayne, "Meaningful Work and Community Betterment: The Case of Opportunities for Youth and Local Initiatives Programme, 1971-1973" in Wharf, Brian, and Clague, Michael (Editors), *Community Organizing: Canadian Experiences*, Don Mills, Ontario: Oxford University Press, 1997, pp. 113-136.
 - ¹⁵ In the Fall of 1971, the government introduced the Local Initiatives Programme (LIP) as part of a special employment plan to address the problem of high levels of unemployment during the winter months. LIP did not, however, have a youth focus.
 - ¹⁶ Sources: 1997-98 and 1998-99 Annual Reports; Canada World Youth information package; Website at <http://cwyc-cjm.org> consulted October 14, 1999; interview with Paul Shay, Executive Director on October 20, 1999. Also, the senior author of this paper, William A. Ninacs, was a host family for Canada World Youth, in Victoriaville, Québec, in 1988.

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- ¹⁷ Sources: 1998 Annual Report; Canadian Crossroads International Website (www.crossroads-carrefour.ca/) consulted November 4, 1999; Website of youth exchange programmes provided by the Department of Foreign Affairs and International Trade (www.dfait-maeci.gc.ca/english/culture/youthexb.htm#CCI) consulted October 29, 1999; interview with Darragh Worland, Communications Officer, Toronto, November 17, 1999.
- ¹⁸ Sources: Website at www.frontiercollege.ca consulted November 15, 1999, and interview with Sandi Kiverago, Director of Communications, November 18, 1999.
- ¹⁹ Sources: Website at www.yci.org/ consulted October 30, 1999, and interview with Mark Kim, November 17, 1999.
- ²⁰ Sources: 1998-99 annual report, Chantiers Jeunesse financial aid programme application Website (www.cj.qc.ca) consulted November 10, 1999, and Website of youth exchange programmes provided by the Department of Foreign Affairs and International Trade (www.dfait-maeci.gc.ca/english/culture/youthexb.htm#CJ) consulted October 29, 1999.
- ²¹ Sources: Interview with Louis Grenier, Co-ordinator, coopératives jeunesse de service, Regroupement québécois des coopérateurs et coopératrices du travail, on November 17, 1999; various unpublished documents describing Youth Job Co-operatives.
- ²² Source: Website at www.cuso.org consulted October 29, 1999.
- ²³ Source: Website at www.tgmag.ca/tgo/schistory_e.html consulted October 29, 1999.
- ²⁴ Source: Website at www.wusc.ca/ consulted October 30, 1999.
- ²⁵ Sources: 1997-98 and 1998-99 Annual Reports; Katimavik Website (www.katimavik.org) consulted October 4, 1999; 1999-2000 Katimavik Sponsor Manual, Katimavik participant guide; 1999-2000 Katimavik Project Leader Manual and Forms; interview with Simon Lapointe, Programme and Human Resources Director, October 18, 1999; interview with Michael Smith, Treasurer, October 22, 1999; Ferguson, Will, *I Was a Teenage Katima-Victim*, Vancouver and Toronto: Douglas and McIntyre, 1998, 259 pages; Groupe-conseil KPMG, *Katimavik Rapport d'évaluation*, March 31, 1999, 142 pages plus appendices; Hébert, Jacques, *Have Them Build a Tower Together*, Toronto: McClelland and Stewart, 1979; McMullan, Bernard J., and Snyder, Phyllis, *Youth Corps Case Studies: Katimavik, The Canadian Youth Corps*, Philadelphia: Public/Private Ventures, April 1986, 101 pages; Sherraden, Michael, and Eberly, Donald, *Reflections on Katimavik, An Innovative Canadian Youth Programme, Children and Youth Services Review*, Vol. 8, April, 1986.
- ²⁶ Hébert, Jacques, and Strong, Maurice F., *The Great Building Bee*, Don Mills, Ontario: General publishing Co., Ltd., 1980, page 60.
- ²⁷ Statistics Canada, *Annual demographic statistics*, 1998, p. 28.
- ²⁸ Groupe-conseil KPMG, 1999, *op. cit.*, pp. 36-37.
- ²⁹ McMullan and Snyder, *op. cit.*, 1986, p. ix.
- ³⁰ Groupe-conseil KPMG, 1999, *op. cit.*, pp. 68-69.

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- ³¹ Including searches at the McGill University Library and of the Australia Clearinghouse on Youth Studies» Extended Bibliography on National Youth Service, telephone and personal conversations with academics having done research on youth, Human Resources Development Canada, the Canadian Youth Foundation, and the Conseil permanent de la jeunesse, and a number of searches on the Internet, all to no avail.
- ³² Conference Websites:
- 1st, www.utas.edu.au/docs/ahugo/NCYS/first/;
 - 2nd, www.utas.edu.au/docs/ahugo/NCYS/second/default.html;
 - 3rd, www.acys.utas.edu.au/ncys/nys/1996/default.html;
 - 4th, www.acys.utas.edu.au/ncys/nys/1998/default.html
- ³³ Canada, Parliament, Senate, Special Committee On Youth, *Youth: A Plan Of Action*, 1986, 139 pages.
- ³⁴ Galaway, Burt, and Hudson, Joe (Editors), *Youth in Transition: Perspectives on Research and Policy*, Toronto: Thompson Educational Publishing, 1996. 199 pages.
- ³⁵ Sherraden and Eberly, 1986, *op. cit.*
- ³⁶ Brodhead *et al.*, 1997, *op. cit.*, p.147.
- ³⁷ Ferguson, 1998, *op. cit.*, p. 47.
- ³⁸ Comité scientifique de l'Observatoire Jeunes et Société, "Indéfinissable jeunesse", *Le Devoir*, February 21 2000, A7.
- ³⁹ Comité scientifique de l'Observatoire Jeunes et Société, *op. cit.*, translation by William A. Ninacs
- ⁴⁰ As noted in the profile on Canada World Youth, the Canadian International Development Agency (CIDA) commissioned C.A.C. International in 1993 to assess the nature and extent of CWY's Youth Exchange Programme. See: C.A.C. International, *Building a Constituency for Development: An impact assessment of Canada World Youth programmes*, Montreal, 1993.
- ⁴¹ Eberly, Donald, and Sherraden, Michael, "Thoughts on Policy Development in the United States", in Sherraden and Eberly, 1990, *op. cit.*, pp., 191-210.
- ⁴² Rutman, Deborah, Zammit, Sarah, and Goldberg, Mira, *Profiles of "Youth Well-Being": Youth Speak Out about Their Lives and the World Around Them*, Victoria, B.C.: SPARC-University of Victoria, 1995, 81 pages.