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## Evaluation of the Young Canada Works Initiative 2008-2009 to 2012-2013

Evaluation Services Directorate

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# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY .....</b>	<b>I</b>
<b>1. INTRODUCTION.....</b>	<b>1</b>
1.1. Purpose.....	1
<b>2. PROGRAM PROFILE .....</b>	<b>2</b>
2.1. Background and Context .....	2
2.2. Program Management, Governance and Key Stakeholders.....	5
2.3. Program Resources .....	6
<b>3. EVALUATION METHODOLOGY.....</b>	<b>8</b>
3.1. Evaluation Questions by Issue Area.....	8
3.1.1. Preliminary Consultations.....	8
3.2. Evaluation Methodology .....	8
3.2.1. Lines of Evidence .....	8
3.2.2. Methodological Limitations.....	10
<b>4. FINDINGS – RELEVANCE .....</b>	<b>11</b>
4.1. Core Issue 1: Continued Need for the Program.....	11
4.2. Core Issue 2: Alignment with Government Priorities .....	18
4.3. Core Issue 3: Consistency with Federal Roles and Responsibilities.....	19
<b>5. FINDINGS - PERFORMANCE .....</b>	<b>21</b>
5.1. Core Issue 4: Achievement of Expected Outcomes .....	21
5.2. Core Issue 5: Demonstration of Efficiency and Economy.....	30
<b>6. CONCLUSIONS AND RECOMMENDATIONS.....</b>	<b>40</b>
6.1. Conclusions .....	40
6.1.1. Relevance.....	40
6.1.2. Performance – Achievement of Expected Outcomes.....	40
6.1.3. Performance - Efficiency and Economy .....	41
6.2. Recommendations and Management Response.....	42
Appendix A: Young Canada Works Initiative Organizational Chart .....	44
Appendix B: YCW Initiative Reference Levels (2008-09 to 2012-13) .....	45
Appendix C: YCW Initiative Actual Expenditures for Heritage and Official Language Components (2008-09 to 2012-13).....	45
Appendix D: Evaluation framework.....	47

## LIST OF TABLES

Table 1: YCW Initiative Reference Levels (2008-09 to 2012-13)	7
Table 2: YCW Initiative Actual Expenditures (2008-09 to 2012-13)	7
Table 3: Youth and Employers' Demand across Program Streams, 2008-09 to 2012-13	14
Table 4: Youth Applications, Targets and Placements	14
Table 5: Employer Demand and Funded Positions*	15
Table 6: Average PCH YCW contribution to salaries	16
Table 7: Number and Percentage of Youth by Specific Groups	21
Table 8: Number and Percentage of Youth by the Province/Territory of Residence	22
Table 9 : Participants' Use of Second Official Languages within and Outside of OLMCs	25
Table 10: Duration of Job Placement and Earnings	28
Table 11: Perceptions of youth on the impact of YCW on obtaining their current job	29
Table 12: YCW Delivery Organization Administration Costs	31
Table 13: Total Administration Costs	32
Table 14: PCH Administration Cost per Participant	32
Table 15: YCW DO Administration Cost per Participant	33
Table 16: Average Administration Cost per Participant	33
Table 17: Contribution from Employers by Year and YCW Component (Cash and In-Kind)	34
Table 18: Amount Leveraged by Employers (Cash and In-Kind)	34
Table 19: Reasons for Employer Interest in Multi-Year Funding	36

## LIST OF FIGURES

Figure 1: Usefulness of work experience on developing various generic skills	27
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## LIST OF ACRONYMS AND ABBREVIATIONS

AANDC	Aboriginal Affairs and Northern Development Canada
CHIN	Canadian Heritage Information Network
CF	Career Focus
DOs	Delivery Organizations
ESDC	Employment and Social Development Canada
FAS	Financial Administration System
FSWEP	Federal Student Work Experience Program
GCIMS	Grants and Contributions Information Management System
HPPB	Heritage Policy and Programs Branch
MAP	Museums Assistance Program
OLMC	Official Language Minority Community
OLP	Official Languages Program
PAA	Program Activity Architecture
PCH	Department of Canadian Heritage
PMS	Performance Management Strategy
PMERS	Performance Measurement, Evaluation and Risk Strategy
SMME	Small and Medium-Size Museums Envelope
SWE	Summer Work Experience
YES	Youth Employment Strategy
YCW	Young Canada Works

# Executive Summary

## Purpose of the evaluation

This report presents the results and recommendations of the evaluation of the Young Canada Works (YCW) Initiative. The evaluation was conducted in fulfillment of requirements under the *Financial Administration Act* that states that all grants and contributions programs must be evaluated every five years. The objective of the evaluation was to provide comprehensive and reliable evidence on the ongoing relevance and performance (effectiveness, efficiency and economy) of the YCW Initiative. The evaluation covered the fiscal years 2008-09 to 2012-13.

## Overview of the Young Canada Works Initiative

The Department of Canadian Heritage (PCH) contributes to the Government of Canada's Youth Employment Strategy (YES) through the YCW Initiative, created in 1997 to help young Canadians develop work skills and on-the-job experience in sectors aligned with the departmental mandate.

YES is an Employment and Social Development Canada (ESDC) led horizontal initiative involving ten other federal departments and agencies to assist youth in making a successful transition from school to the labour market. YES has three program streams — Skills Link, Career Focus (CF) and Summer Work Experience (SWE). At the time of this evaluation, ESDC was conducting an evaluation of all three streams (covering the program years of 2008-2012), as part of the horizontal Summative Evaluation of YES. This evaluation does not cover activities and outcomes under the overall YES Results-Based Management and Accountability Framework and Risk-Based Audit Framework.

Through YCW, PCH participates in two of the three YES streams, SWE and CF. PCH delivers four components under these two streams:

- Young Canada Works in Both Official Languages (YCW BOL) (SWE);
- Young Canada Works in Heritage Organizations (YCW HO) (SWE);
- Young Canada Works at Building Careers in English and French (YCW BCEF) (CF); and
- Young Canada Works at Building Careers in Heritage (YCW BCH) (CF).

The overall objectives of the YCW Initiative are as follows:

- To enhance participants' knowledge and appreciation of Canada's achievements and rich cultural heritage;
- To increase nationally the pool of skilled and qualified candidates for the cultural, heritage, and official language sectors; and
- To help young Canadians, through practical work experience, to develop their skills, enhance their employability, and learn more about their career options within the culture, heritage, and official language sectors.

ESDC is ultimately accountable for attaining the expected results for the YES and has the ultimate decision-making authority for issues related to the overall policy, design and implementation of YES. PCH is responsible for the policy, design, and implementation of the YCW Initiative. The four YCW components are managed primarily by two PCH branches (the Heritage Policy and Programs Branch and the Official Languages Branch). The Arts Policy Branch administers one Contribution Agreement with one third party delivery organization. The Young Canada Works Secretariat, operating within the Youth Participation Directorate (Citizen Participation Branch), is responsible for coordinating joint program/IT functions and for liaison with ESDC.

Twelve third party non-governmental delivery organizations, through contribution agreements, are responsible for promoting their respective YCW component and for selection, financial administration and monitoring of employers providing summer jobs (SWE) to students and internships (CF) to recent graduates.

Over the five fiscal years covered in the evaluation, the total budget (salary, O&M and Gs and Cs) for the YCW Initiative was \$59.9 million and total expenditures were \$60.2 million.

## **Evaluation Approach and Methodology**

The evaluation approach involved a combination of qualitative and quantitative data collection methods designed to address the evaluation issues and questions. These were interviews, a survey of employers and youth, administrative data review, document and literature reviews. The data collection methods were aligned with the data sources identified for each question and indicator. The evaluation methodology included the collection and triangulation of multiple lines of evidence to address each evaluation question. The evaluation had some limitations including a low number of survey responses due to a small number of employers participating in YCWBCEF (approximately 16/yr.) and respondent bias with respect to outcomes of YCW from employees who may have a vested interest in YCW. Triangulation of different lines of evidence was used to validate the findings, mitigate limitations of any one data source, and reduce biases.

## **Findings**

### **Relevance**

All lines of evidence demonstrated a continuing need for the YCW Initiative. The literature indicates that youth face various challenges in securing stable employment because they are staying longer in school, have limited practical work experience, are facing increased competition from highly trained workers, and are more vulnerable to economic fluctuations due to a lack of experience and limited transferable skills commonly gained in the workplace.

The need for the YCW Initiative is evident in increasing demand from youth. For the period covered in the evaluation, between 16,000 and 18,000 youth applied to YCW

annually. The number of youth applying increased by 5% between 2009-10 and 2010-11 and by 3.6% and 3.4% in the subsequent two years. This has resulted in a decline in placement rate from 16% in 2008-09 to 13% in 2012-13. Although YCW has exceeded its set target numbers for youth placements, growing demand from youth is placing increasing pressure on the program's available resources.

The demand from employers has remained relatively unchanged, with the exception of the YCW BCH component, under which the number of positions requested by employers has decreased over the years. There were also minimal changes in the YCW contribution towards youth salaries. For the YCW BCH component, contributions towards salaries increased from 45% in 2008-09 to 56% in 2012-13, whereas YCW contribution for YCWHO and YCWBOL was about two-thirds during the time period covered by the evaluation. For the YCW BCEF, PCH contributes almost 100% of the salaries for interns. Given that demand from youth was much higher relative to the targeted number of placements, and that demand has been increasing over the years, the program should explore if opportunities exist to leverage more funds from employers, where appropriate.

Student survey data showed that some students, particularly those in the SWE stream participated in the program more than once. Twenty-nine percent of YCWHO and 18% of YCWBOL students reported they participated in YCW more than one year. Of those participating in CF stream, 3% of YCW BCH and 5% of YCW BCEF participated in the program in more than two years. Given that the demand from youth has been increasing, the YCW Initiative should encourage employers to provide new student applicants first opportunity for job placements and to reflect this program priority in eligibility criteria, where appropriate.

The evaluation showed that the YCW Initiative is responsive to the needs of participating youth and employers. The YCW Initiative meets the needs of participating youth by providing them with an opportunity to gain practical, hands-on work experience in their field of study; develop professional networks, generic and specialized skills and/or to practice their second official language skills. The YCW Initiative met the needs of participating employers by providing financial resources to create positions, offer better wages and more hours, and to assist youth with training that corresponds to the job requirement. The vast majority of employers (90%) indicated that an absence of YCW funding would have impacted their ability to create the work experience position (s), either through eliminating the position (61%) or by reducing the duration or hours (29%). Only 3% of employers would have created the positions as they existed regardless of whether they received YCW funding.

The evaluation showed that the YCW Initiative is aligned with federal government priorities related to economic growth and skills development, and with the PCH priorities and its strategic outcomes. In the 2013 Budget, the federal government committed to supporting investments in the YES, noting that government will continue "to help more young people to learn and develop skills, work experience and abilities they need to succeed in their integration the labor market."

The YCW Initiative is aligned with the following PCH strategic outcomes: ensuring that Canadian artistic expressions and cultural content are created and accessible at home and abroad; and ensuring that Canadians share, express and appreciate their Canadian identity. YCW Heritage components contribute to the first outcome by supporting the heritage sector in efforts to improve professional knowledge, skill and practices. The YCW Official Languages components are well aligned with the second outcome as it plays an important role in supporting linguistic duality among youth by facilitating access to employment opportunities in their second official language.

The YCW Initiative is compatible with federal and PCH roles and responsibilities. The federal government has the full responsibility and authority under the *Constitution* and *Official Languages Act* to protect and promote official languages in Canada. In addition, the federal government has the jurisdiction, through the development of various cultural policies, over arts and culture and ensuring that all Canadians have access to, and benefit from cultural experiences.

### **Achievement of Expected Outcomes**

The YCW Initiative helped create job opportunities for youth across Canada studying or graduating from fields relevant to PCH priority areas. An average of 2,500 students and graduates across Canada were employed annually through YCW.

Overall, youth and employers were satisfied with the program information, tools and support provided. Nearly all employers were satisfied with the level of support received from the DOs. While employers and youth expressed satisfaction with the website, some suggested that the website should be upgraded and improved in order to address technical glitches and difficulties navigating the web.

Youth participating in the YCW Initiative gained practical and relevant work experience by acquiring a wide range of generic and heritage specific skills and were provided with the opportunity to practice their second official language and earn an income.

The majority of youth surveyed who participated in the YCW Heritage components (YCWHO and YCW BCH) agreed that the work experience helped them to acquire practical work experience in the area of heritage, arts and cultural sectors. About 80% of youth who participated in YCW BOL, and 70% of youth who participated in YCW BCEF agreed that the job helped them gain work experience in their second official language, in a bilingual environment, or within a Canadian official-language minority community organization/institution. Most youth and employers surveyed reported that youth gained various generic skills. The top three skills gained as reported by youth surveyed included stronger oral communications skills, stronger problem solving skills, and stronger written communication skills.

For YCW Heritage component outcomes, youth participating in YCWHO reported research, archival and communication skills as the top three specialized skills acquired, while YCW BCH participants reported having acquired collection management, archival, and writing skills. The majority of YCW BOL participants strongly or somewhat agreed

that the work experience allowed them to use their second official language frequently. The frequency of second official language use among program participants varied and depended on whether they were hired by an Official Language Minority Community (OLMC) and the type of organization for which they worked.

On average, SWE participants earned approximately between \$5,000 and \$6,000 during their job placement, which ranged between six and sixteen weeks and CF participants earned approximately between \$7,000 and \$17,000 during their internships which ranged from four to twelve months.

## **Economy and Efficiency**

PCH's costs as a proportion of its total budget was 5.8% on average over the five years, covered by the evaluation. Additional administration costs of 6.3% on average were incurred by DOs, who are responsible for promoting the program and selecting eligible employers/host organizations interested in providing work experience for eligible students and youth, and for ensuring administrative implementation and delivery of Career Focus and/or Summer Work Experience. Taken together (PCH and DOs administration costs), the total average program administration costs was 18.8% for the period covered by the evaluation.

The average administration cost per participant placed ranged from \$465 per participant placed in the heritage component, to \$943 per participant placed in the official languages component. As the number of participants placed decreased over the years, the overall program cost per participant placed increased from \$874 in 2008-09 to \$905 in 2012-13. OL DOs also have additional costs related to promotional responsibilities and recruitment of new employers each year, required by the OL branch.

About two-thirds of employers surveyed received funding from other sources most often from other federal departments, for the purpose of employing students or graduates. The program leveraged over \$26 million in cash (\$16 million) as well as in-kind contributions (\$10 million) from employers over the five years covered by the evaluation. The amount leveraged from employers varied across individual employers, program components and years.

The evaluation found that there were other federal and provincial or territorial programs that address employment barriers and develop employment skills for youth; however, the objectives of these programs and the target groups differed from those of the YCW Initiative. The risk of overlap or duplication of YCW with provincial/territorial programs appears to be low.

On average, 42% of employers surveyed suggested earlier notification of funding to better meet their needs. A few key informants also noted that earlier notification of funding approval would better meet employers' needs.

The feasibility of offering multi-year funding was explored with employers and key informants. Over 80% of employers surveyed reported that they would be interested in

applying for multi-year funding. About one quarter of PCH officials and half of DOs interviewed believed that multi-year funding could improve administrative efficiencies at the DO and employer level. While some argued that multi-year funding would be more efficient and could allow employers to plan better, one of the major concerns raised by representatives of DOs interviewed included difficulties for employers to plan two or three years in advance and access to funding for smaller organizations that experience greater volatility and less certainty with regards to future budgets. DOs also raised concerns related to the potential for narrowing the pool of employers that receive funding and their ability to monitor employers, and their ability to ensure that employers do not hire the same student for multiple work terms.

DOs highlighted some considerations for eligibility that could be taken into account if multi-year funding is implemented in the future. These included: evidence of organizational financial stability; guarantee that they can meet the set portion of employers' contribution in subsequent years; plan for future projects for which youth would be hired; and a commitment that they would not (unless approved by DOs for special projects), hire the same student or intern through the program multiple times.

With respect to program performance measurement information, the evaluation found that a large amount of data was collected from employers, youth and DOs for program administration and monitoring purposes. DOs were responsible for collecting all information pertaining to employer applicants and projects selected for funding under the YCW Initiative as well as all applicable information contained in recruitment/registration forms, evaluation questionnaires, activity reports, detailed financial reports and other information entered into the YCW database.

YCW currently maintains two data collection systems, the interactive website and the MS Access database. The evaluation found that duplication exists between these two existing data collection systems, leading to inefficiencies in reporting requirements.

With respect to the performance measurement strategy, at the 2009 program renewal of YCW, the partnering programs were unable to make major changes to their respective Terms and Conditions. They were, however, required to update YCW's umbrella Performance Measurement Strategy. Consequently, the current Performance Measurement and Evaluation Risk Strategy (PMERS) is not well aligned with YCW activities and expected outcomes, as outlined in the YCW Terms and Conditions.

### **Recommendations emerging from the evaluation findings:**

In light of the findings of the evaluation, the following recommendations are put forward:

#### **Recommendation #1**

To better meet the increasing demand from youth, the Assistant Deputy Minister of Citizenship, Heritage, and Regions should:

1a) encourage employers to give first opportunity to new student applicants for job placements and to reflect this program priority in eligibility criteria where appropriate and;

1b) explore the feasibility of leveraging more funds from Official Language employers, where appropriate.

### **Recommendation #2**

To improve the administrative efficiency of the program, the Assistant Deputy Minister of Citizenship, Heritage, and Regions should explore alternative funding delivery models, for example, multi-year funding for employers.

### **Recommendation #3**

To improve the efficiency of the application process, the Assistant Deputy Minister of Citizenship, Heritage, and Regions should bring about improvements regarding the timely release of funding for approved YCW Heritage employer applications.

### **Recommendation #4**

To ensure that YCW meets its outcomes, the Assistant Deputy Minister of Citizenship, Heritage, and Regions should:

4a) ensure that the formulation of Program objectives and expected outcomes align in key documents such as the Terms and Conditions and the Performance Measurement, Evaluation and Risk Strategy (PMERS).

4b) continue to work with PCH partners (e.g., CIOB) towards an effective IT system for program decision-making, user-service and results reporting.

# 1. Introduction

## 1.1. Purpose

This report presents the findings and recommendations emerging from the evaluation of the YCW Initiative. The evaluation report presents a program profile, the methodology used, the findings and conclusions for each core evaluation issue. The evaluation was included in the Departmental Evaluation Plan for 2012-13 to 2016-17, approved by the Departmental Evaluation Committee in June 2013. The project was managed and carried out by the Evaluation Services Directorate (ESD) at PCH.

Pursuant to the *Financial Administration Act*, the YCW Initiative must be evaluated every five years. The evaluation covers the fiscal years 2008-09 to 2012-13. In accordance with the Treasury Board Secretariat *Directive on Evaluation*, the objectives of the evaluation are to assess:

- The continued relevance of the YCW Initiative;
- Its performance in achieving immediate, intermediate and to the extent possible, ultimate outcomes; and
- Its performance in terms of efficiency and economy.

The report is structured as follows:

- Section 2 presents an overview of the broader YES Strategy and YCW Initiative;
- Section 3 presents the methodology employed for the evaluation and the associated limitations;
- Section 4 presents the findings related to the evaluation issue of relevance;
- Section 5 presents the findings for the performance, including those related to achievement of outcomes and efficiency and economy; and
- Section 6 presents the conclusions, recommendations and management response and action plan.

## 2. Program Profile

### 2.1. Background and Context

To address the challenges faced by Canadian youth in making a successful transition from school to the labour market, the Government of Canada launched the Youth Employment Strategy (YES) in 1997, a horizontal initiative involving eleven federal departments and agencies. ESDC is the lead Department and is responsible for facilitating coordination with ten partnering federal departments and agencies. Through participation in YES, departments share a common goal: to assist youth in enhancing their employability skills while increasing the number of skilled young Canadians in the workforce.<sup>1</sup> With the YES overarching goal in mind, each participating department pursues and supports initiatives that align with their departmental mandates and strategic objectives.

PCH contributes to YES through the YCW Initiative, created in 1997, to help young Canadians develop work skills and on-the-job experience in specific sectors aligned with the departmental mandate areas of the arts, culture, heritage, and official languages. Through the YCW Initiative, PCH participates in two of the three YES streams: Summer Work Experience (SWE) and Career Focus (CF). PCH does not participate in the Skills Link stream of YES. At the time of this evaluation, ESDC was conducting a summative evaluation of the horizontal Youth Employment Strategy for all three program streams across all participating departments and agencies, covering the program years of 2008-12. The evaluation of YCW does not cover program activities and outcomes unique to ESDC.

According to the YES Results-Based Management and Accountability Framework (2008), the main objectives of the two YES program streams in which PCH participates are:

#### *Summer Work Experience*

- To help student acquire employment and/or career-related skills;
- To support students in financing and furthering their education, and
- To provide students with career, learning, and labour market information and assistance in finding summer or short-term employment.

#### *Career Focus*

- To increase the supply of highly qualified people by promoting the benefits of advanced studies;
- To facilitate the transition of highly-skilled young people to a rapidly changing labour market; and
- To demonstrate federal leadership by investing in the skills required to meet the needs of the knowledge economy.

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<sup>1</sup> Youth Employment Strategy Results-Based Management and Accountability Framework, 2008.

Within PCH, there are currently two YCW SWE components that fund summer jobs for students: 1) Young Canada Works in Heritage Organizations (YCWHO) and; 2) Young Canada Works in Both Official Languages (YCW BOL).

PCH also delivers two CF components which offer internships for unemployed or underemployed college or university graduates: 1) Young Canada Works at Building Careers in Heritage (YCW BCH) and; 2) Young Canada Works at Building Careers in English and French (YCW BCEF).

PCH was also formerly responsible for Young Canada Works for Aboriginal Urban Youth (SWE stream) until the program was transferred to the Department of Aboriginal Affairs and Northern Development Canada (AANDC) in April 2012. Given that this component is no longer the responsibility of PCH, it was not included in the evaluation. In addition, the Canadian Heritage Information Network (CHIN), a Special Operating Agency of PCH, served as a delivery organization for the Young Canada Works Building Careers in Heritage component up until 2011-12. Total annual funding was about \$220K, of which approximately \$160K was used for internships.

### *Objectives and Outcomes*

The Terms and Conditions for each YCW component describe their overall objectives, which are aligned with the overall objectives of YES as well as with the program specific objectives relating to PCH priorities. The following objectives and outcomes are identified in the 2009 Terms and Conditions for each YCW component.

#### *1. Young Canada Works in Both Official Languages (Summer Work Experience)*

YWC BOL is aimed at students between the ages of 16 and 30 and offers summer jobs lasting from six to sixteen weeks. The overall objectives of YCW BOL (SWE) are consistent with the SWE stream of YES in relation to the objectives of seeking to help students acquire employment and/or career-related skills, to support them in financing and furthering their education and to provide students with career, learning and labour market information and assistance finding summer or short-term employment. As a program component, YCW BOL contributes to the general objectives of the Development of Official-Language Communities Program and of the Enhancement of Official Languages Program.

Objectives specific to YCW BOL are to:

- offer students a short-term work experience in another part of Canada where the participant makes frequent use of linguistic skills in his or her second official language;
- offer students a short-term work experience encouraging the use of basic official languages-related skills which were acquired through the Explore Program (formerly the Summer Language Bursary Program) (Languages at Work, YCW BOL sub-component);
- offer students a work experience in their first or second official language in an

- official-language minority community environment;
- offer a work experience to skilled students to develop professional networks within their official-language minority community in order to help resolve the “brain drain” issue experienced in official-language minority communities; and
- assist in integrating French-speaking landed immigrants and new Canadians to Canada’s labour market through work experiences offered in French-minority communities across the country, while helping the host community meet its current employment needs.

## *2. Young Canada Works in Heritage Organizations (Summer Work Experience)*

YCWHO (SWE) is aimed at helping students, aged 16 to 30 inclusively, to consider career choices in the culture and heritage sectors and to acquire skills and knowledge that they could need to prepare for the labour market in the heritage sector and subsequently obtain employment through a summer job lasting from six to 16 consecutive weeks.

The overall objectives of YCWHO are to:

- help students at the secondary and postsecondary levels to acquire practical work experience;
- offer them the opportunity to acquire a wide range of career-oriented skills and/or allow them to increase their employability;
- help them financially in order that they may continue their education; and
- provide students with information on careers, training and the labour market as well as assistance in finding a summer job or short-term employment.

## *3. YCW at Building Careers in English and French (Career Focus)*

This component offers internships from 4 to 12 months to young graduates between 16 and 30 years of age. YCWBCEF (CF) seeks to help young graduates acquire specialized skills required to meet labour market needs and to help broaden their knowledge of the related work environment in Canada and abroad. YCWBCEF aims to address needs for special skills geared to the occupations and professions practiced in the official languages sector and to increase the stock of highly qualified young people working in official-language minority communities. Similar to YCWBOL, YCWBCEF contributes to the general objectives of the Development of Official-Language Communities Program and of the Enhancement of Official Languages Program. Under the contribution agreements, the objective is to offer about 16 international internships per year. For the period covered by the evaluation, 16 to 18 international internships positions were filled yearly.

Specific YCWBCEF objectives are to offer young graduates internship opportunities:

- in Canada to acquire specialized skills and abilities useful to meet labour market needs in linguistic duality priority areas where workforce shortages are anticipated (for example, in French-immersion teaching);
- internationally to acquire specialized skills and abilities useful to meet labour market needs in a globalized economy, among others in support of Canada’s language industries’ international positioning;

- in Canada to acquire specialized skills and abilities useful to meet the labour market needs of official-language minority communities (for example, in education and health care) and to address the issue of the “brain-drain” from rural and remote areas; and
- internationally to acquire specialized skills and abilities useful to meet labour market needs in a globalized economy, amongst others, in support of building international relationships with Canada’s official-language minority communities.

#### 4) *Young Canada Works at Building Careers in Heritage (YCW BCH) (Career Focus)*

YCW BCH (CF) helps unemployed or underemployed college and university graduates, aged 30 years and under, to acquire increased skills and practical experience in career-oriented jobs both in Canada and abroad. The purpose of YCW BCH is to help recent graduates make the transition to heritage and arts oriented trades and professions. It also helps them earn money for additional studies. Internships last from 4 to 12 consecutive months (a minimum of 4 consecutive months for internships in Canada and 6 consecutive months for internships abroad).

The overall objectives of YCW BCH are to:

- offer young graduates the possibility of career-oriented work and learning, mentoring and coaching in order to acquire advanced skills to improve their employability;
- help them assess their skills and develop an action plan taking into consideration their career objectives;
- encourage them to pursue graduate studies; and
- increase the pool of highly qualified and specialized people in the Canadian labour force and facilitate their transition to a labour market that is changing rapidly.

## **2.2. Program Management, Governance and Key Stakeholders**

ESDC is accountable for attaining the expected results for YES and has the ultimate decision-making authority for issues related to the overall policy, design and implementation of YES. Oversight of the YES horizontal initiative is provided through an interdepartmental committee structure. ESDC is responsible for facilitating coordination among the departments and agencies funding YES activities. As the lead of this horizontal initiative, ESDC chairs and coordinates the Youth Employment Strategy Interdepartmental Operations Committee and the YES Evaluation Sub-Committee.

PCH is responsible for the policy, design, and implementation of the YCW Initiative. YCW operates through YES funds received permanently and directly from the fiscal framework. Within the Department, the Official Languages Branch (OLB) and the Heritage Policy and Programs Branch (HPPB) are primarily responsible for management of their respective YCW components. The Arts Policy Branch also administers one Contribution Agreement with one third party delivery organization under the YCW BCH component. The YCW Secretariat, operating within the Youth Participation Directorate, Citizenship Participation Branch is responsible for coordinating common delivery tools and YES reporting requirements related to the YCW Initiative. An organizational chart

of the YCW Initiative is presented in Appendix A.

YCW delivers its program funding through third-party, non-governmental delivery organizations with national or regional mandates. Five national heritage and one national arts service organizations deliver YCW Heritage components. Six regional organizations serve as third-party DOs for YCW Official Language components, each targeting specific geographical regions. They are responsible for promoting the program and selecting eligible employers/host organizations interested in providing work experience for eligible students and youth, and for ensuring administrative implementation and delivery of Career Focus and/or Summer Work Experience. Contribution agreements between delivery organizations and PCH articulate the roles, responsibilities, and accountabilities between PCH authorities and DOs and between DOs and employers, and outline the collection of data as required for program reporting.

Employers enter into contractual agreements with DOs to hire students or interns and help to fulfil the expected outcomes of YCW. While the exact roles and responsibilities differ depending on the YCW component, employers are responsible for providing information to students/interns regarding labour market information in the field, employment and safety standards, human rights, government programs and services and the benefits of continuing one's education, job search services for students such as such as the drafting of resumes, placement assistance and advice on interviews.

### **2.3. Program Resources**

Tables 1 and 2 present the budgeted and actual expenditures for YCW Heritage and Official Languages components for the period covered by the evaluation. The total expenditures for YCW were \$60.2 million. Budget 2007 allocated to Heritage Branch an additional ongoing \$5 million funding envelope under YCWHO targeting small to mid-sized museums. This funding is included as part of the Museums Assistance Program (MAP) reference levels (exclusive of YES funds). A breakdown of budgeted and actual expenditures by YCW Heritage and Official Languages components is presented in Appendices B and C. In addition, the Canadian Heritage Information Network (CHIN), a Special Operating Agency of PCH, served as a delivery organization for the Young Canada Works Building Careers in Heritage component up until 2011-12. Total annual funding (Vote 1) was about \$220K, of which approximately \$170K was for contracts with museums for technology internships. Vote 1 funding provided to CHIN is excluded in the reference levels and actual expenditures in Tables 1 and 2 as well as Appendices B and C.

**Table 1: YCW Initiative Reference Levels (2008-09 to 2012-13)**

Resources	2008-09	2009-10	2010-11	2011-12	2012-13	Total
Salary and O&M (Vote 1)	796,800	796,800	697,800	697,800	697,800	3,687,000
Gs and Cs (Vote 5)	11,231,844	11,231,844	11,231,844	11,268,000	11,268,000	56,231,532
Total	12,028,644	12,028,644	11,929,644	11,965,800	11,965,800	59,918,532

**Table 2: YCW Initiative Actual Expenditures (2008-09 to 2012-13)**

Resources	2008-09	2009-10	2010-11	2011-12	2012-13	Total
Salary and O&M (Vote 1)	796,800	796,800	697,800	697,800	697,800	3,687,000
Gs and Cs (Vote 5)	11,449,271	11,275,328	11,268,069	11,281,656	11,236,884	56,511,208
Total	12,246,071	12,072,128	11,965,869	11,979,456	11,934,684	60,198,208

## 3. Evaluation Methodology

### 3.1. Evaluation Questions by Issue Area

#### 3.1.1. Preliminary Consultations

Prior to undertaking the evaluation, preliminary discussions were held with program partners in order to develop the Terms of Reference for this evaluation, which included a description of the evaluation scope and issues, the methodological approach and an evaluation matrix. The evaluation matrix identifies the evaluation questions, associated indicators as well as the lines of evidence to be used, to respond to each question. Appendix D contains the evaluation matrix.

### 3.2. Evaluation Methodology

#### 3.2.1. Lines of Evidence

The evaluation included a mix of qualitative and quantitative lines of evidence, mix of primary and secondary data sources and multiple lines of evidence to allow for triangulation of evidence. Data collection took place from September 2013 to April 2014. The evaluation drew upon five lines of evidence:

- Interviews with key stakeholders
- Surveys with youth and employers
- Administrative data review
- Document review
- Literature review

Each of these lines of evidence is described below.

#### *Key informant interviews*

The purpose of the interviews was to gather opinions and perceptions of key stakeholders with respect to the evaluation issues and questions. A total of 24 interviews were conducted, 11 with PCH representatives involved in program management and policy development and 13 with heritage and official languages DOs. The interviews were either conducted in person or by phone.

#### *Survey of YCW Employers*

A survey of employers who participated in YCW from 2008-09 to 2012-13 was conducted to obtain perceptions and views on the performance and relevance of the YCW Initiative. A total of 1,029 employers responded to the survey as follows: 733 employers who participated in YCWHO, 227 employers who participated in YCWBO and 69 employers who participated in YCWBC. The response rates ranged from 28% among

YCWBOLE to 35% among YCWBOCH participating employers. A survey of YCWBOCEF employers was also conducted; however, a low number of survey responses were received due to a small number of employers participating in this component. Consequently, results from this employer survey are not included in the evaluation. The survey was administered on-line through an e-mail invitation to employers.

#### *Survey of YCW student/intern participants*

A survey of youth who participated in YCW from 2008-09 to 2012-13 was conducted to obtain data on impacts of the program. A total of 1,707 youth responded to the surveys as follows: 1,192 youth who participated in YCWHO, 427 youth who participated in YCWBOLE, 69 youth who participated in YCWBOCH and 19 youth participating in YCWBOCEF. Overall, the response rates across the groups were reasonably high; however, responses to some questions in the survey were low for CF participants and were therefore excluded from analysis. The response rates ranged from 15% among YCWHO and YCWBOLE students to 35% among YCWBOCEF participants. The survey was administered on-line through an e-mail invitation to participants.

#### *Administrative Data Review*

The administrative data review included an analysis of information contained in Final Activity Reports submitted by DOs, PCH program YES year-end reports, and the YCW Access Database/Website, which tracks results, budgets, employers and youth participation information.

The employer exit surveys collect information on level of satisfaction, employer perception and impact of the work experience on the youth's future employability, as well the extent to which the project supported the employer in meeting their labour market needs. Student exit surveys collect information on youth experiences with program delivery, skills development and, for OL programs only, second language acquisition. Both employers and students are required to complete the exit surveys at the end of the work placement; however, some students may not have submitted one.

Approximately 10,000 employer exit survey entries and over 11,000 youth exit survey entries were analyzed. Employers complete one exit survey questionnaire regardless of the number of students hired. The response rates on exit surveys were high among both employers and students. An average of 93% of all youth participants between 2008-09 and 2012-13 completed exit surveys and employers provided input through exit surveys for an average of 80% of positions.

#### *Document Review*

A document review was used to assess the relevance of the YCW Initiative, particularly its alignment with federal government and departmental priorities and strategic outcomes. Key documents analyzed included, but were not limited to: the Speech from the Throne, the Economic Action Plan, Budget in Brief, federal budgets, PCH Reports on Plans and Priorities; PCH performance reports, PCH Integrated Business Plans, and speeches and press releases from the Minister of Canadian Heritage and Official Languages.

## *Literature Review*

A literature review focused on issues related to the needs of youth and employers in Canada, including barriers to employment experienced by youth, human resources needs of employers, the profile of youth in Canada including employment and unemployment rates, and a description of other youth employment programs delivered nationally or provincially. It also reviewed literature related to heritage careers and official languages trends. The literature review conducted by ESDC for the purpose of evaluating YES was used to present barriers and challenges youth face when entering the labour market.

### **3.2.2. Methodological Limitations**

The methodological limitations are as follows:

Much of the data on achievement of program outcomes was self-reported and subjective, particularly data collected from groups that have a vested interest in YCW. For example, a large majority of employers reported mostly positive outcomes of YCW and a significant impact of YCW on youth. Employers may have been biased because they were the beneficiaries of the program who will likely continue to participate in the program. Although this respondent bias was mitigated by using multiple lines of evidence, employers' perceptions of the program outcomes should be interpreted with caution.

A low number of survey responses from employers participating in the YCWBCEF were received due to a small number of employers participating in this component (approximately 16 per year). To mitigate this limitation, the employer exit survey data was used to assess expected outcomes.

The next two sections present the major findings of the evaluation related to relevance, effectiveness and efficiency and economy. The last section outlines major conclusions and recommendations arising from the evaluation. For the ease of reporting, the following quantifiers were used:

- ‘A few’ means less than 20% of participants who responded to a particular question;
- ‘Some’ means between 20% and 44% of participants who responded;
- ‘Nearly half’ mean between 45% and 49%;
- ‘Most’ means between 50% and 74%;
- ‘Majority’ or ‘vast majority’ means between 75% and 95%; and
- ‘Nearly all’ implies over 95%.

## 4. Findings – Relevance

The following sections present the major evaluation findings related to each evaluation issue (i.e., relevance, effectiveness, efficiency and economy).

### 4.1. Core Issue 1: Continued Need for the Program

#### Evaluation Question: Is there a continued need for the program?

##### Key Findings

All lines of evidence demonstrated a continuing need for the YCW Initiative. YCW is responsive to the needs of youth who participated in the program, and is aligned with the needs of participating employers.

The continued need for the YCW Initiative is evident in the demand from employers. Apart from a decreasing number of positions requested by employers under YCW BCH, the level of demand from employers has remained relatively stable over the years for the other three components of YCW. An average of approximately 4,400 positions were requested by all employers annually. The vast majority of employers indicated that an absence of YCW funding would have impacted their ability to create the work placement.

The continuing need for the YCW Initiative is also reflected in the increasing demand for the program from youth. The overall demand for the YCW Initiative was illustrated by the number of youth applying to the program annually. The number of students applying has varied between 16,000 and 18,000 per year. The number of youth applying increased by 5% between 2009-10 and 2010-11 and 3.6% and 3.4% in the subsequent two years.

YCW has consistently exceeded its target numbers for youth placements over the five years under evaluation. The growing demand from youth and the need to provide sufficient financial contributions to employers to create job opportunities are placing increasing pressure on program resources and the program's ability to meet the demand.

##### *Continuing Need*

The literature and documents reviewed demonstrated that young Canadians face a number of challenges with regards to securing stable employment including:

- *Entering the labour market with limited or no relevant work experience.* Unemployment among youth aged 15 to 24 is nearly 2.4 times that of older Canadians. According to Statistics Canada, 14.3% of Canadian age 15 to 24 who are in the labour force were unemployed in 2012, compared to six percent of workers aged 25 and up. About 44% of youth are enrolled in school but only 76% are in the labour market. One in five youth not working today had never held a job. The lack of job experience is making it harder for youth to enter the job market. The report states that increasingly students are completing their education without any work experience and are more likely to be caught in the no job-no experience, no experience-no job cycle. Youth entering the workforce are more educated as they are staying longer in school, but are more likely to lack

relevant work experience.<sup>2</sup>

- *Increased competition from highly-trained workers.* As a result of the economic downturn and resulting job losses, as well as the overall increasing educational attainment in Canada, young people must compete with highly-trained new graduates, as well as older workers who have been laid off, and for jobs that are increasingly demanding in terms of the range of skills required.<sup>3</sup>
- *Transformative forces in the economy are creating the need for new and constantly changing skills and competencies.* This has resulted in skills gaps and mismatches as students and educational institutions struggle to adapt to employers' changing needs. As jobs increasingly require a wide range of skills, it becomes less feasible for youth to obtain the required skills through educational programming alone, increasing the importance of on-the-job learning and experience. Youth entering the labour market without previous work experience can be caught in "a no-job, no-experience, and no-experience, no-job cycle of unemployment or underemployment."<sup>4</sup>
- *Increased unstable employment conditions.* Youth tend to work in occupations that are vulnerable to economic fluctuations. In addition, youth are disproportionately affected by business cycles as they typically lack seniority and experience.<sup>5</sup>
- *Inadequate knowledge of current and anticipated employment opportunities in the labour market.* There is a lack of awareness among youth of numerous opportunities in the labour market today and figures for projected future opportunities. There is a need to communicate these opportunities to youth beyond the information they typically receive in more traditional environments.<sup>6</sup>

The literature also argued unemployment and underemployment of young people can have long-term implications on their future labour force participation and earnings, a phenomenon known as "scarring".<sup>7</sup> The long term impacts include the inability to obtain the necessary experience in order to improve employment outcomes, persistent difficulty in finding employment, and lower earnings relative to one's peer group.

### *Bilingualism*

While official bilingualism contributes to the richness of Canada's multicultural society, personal bilingualism carries a number of individual benefits, including economic benefits. For example, bilingualism can confer economic advantages. In Canada, French/English bilingualism carries important economic advantages for individuals who speak both languages. According to the 2006 census, employment rates are higher for

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<sup>2</sup> Canada's Public Policy Forum, *Employment Challenges for Youth in a Changing Economy*, 2013.

<sup>3</sup> Canada's Public Policy Forum, *Employment Challenges for Youth in a Changing Economy*, 2013.

<sup>4</sup> Canada's Public Policy Forum, *Employment Challenges for Youth in a Changing Economy*, 2013.

<sup>5</sup> OECD, 2009. *Promoting Pro-Poor Growth: Employment*.

<sup>6</sup> Canada's Public Policy Forum, *Employment Challenges for Youth in a Changing Economy*, 2013

<sup>7</sup> Tackling the jobs crisis: The labour market and social Policy Response: Helping Youth to Get a Firm Foothold in the Labour Market, 2009,

French/English bilinguals than for French or English monolinguals. The benefits of bilingualism extend to individual income. After controlling for individual characteristics such as educational attainment and work experience, people who speak both official languages had a median income that was nearly 10% higher than that of those who speak English only and 40% higher than that of those who speak French only. The bilingualism advantage appears to be greatest in Ontario and Quebec.<sup>8</sup>

### *Training Needs in the Museum Heritage Sector*

The literature review demonstrated that the most critical training and professional development skills required for Canadian museum and heritage institutions include:

- Skills and competencies related to digital content management at museum and heritage institutions, particularly in relation to using new technologies in museums, and technology-related issues affecting current museum processes (i.e., digital preservation, and storage concerns);<sup>9</sup>
- Information technology (IT) skills for museum professionals to manage increasing IT requirements such as a need for skills in the use of image editing or graphic design software to create exhibitions, web development skills to design and maintain websites, and experience in the use of web analytics to track the success of the website in reaching out to representatives of the target groups;<sup>10</sup>
- Leadership and museum management training to offset impacts of the retiring baby boomers<sup>11</sup> and basic skills necessary for daily museum operations such as information management skills to deal with information requirements of museum operations, critical thinking skills to solve problems in innovative ways, and written and verbal communication skills to communicate clearly and concisely.

The continuing need for the YCW Initiative is also reflected in the increasing demand for the program from youth and relatively stable demand from employers. The overall demand for the YCW Initiative was illustrated by the number of youth applying to the program annually. As illustrated in Table 3, the number of students applying has varied between 16,000 and 18,000 per year. The number of youth applying increased by 5% between 2009-10 and 2010-11 and 3.6% and 3.4% in the subsequent two years. Interest in YCW Initiative was high across the program streams, as illustrated by the number of applications. The total number of applications in the following table is higher than the total number of individuals applying, as youth can apply for jobs under more than one YCW component.

The continued need for the YCW Initiative is also evident in the demand from employers. Apart from a decreasing number of positions requested by employers under YCW BCH, the level of demand from employers has remained relatively stable over the years for the other three components of YCW. An average of approximately 4,400 positions were requested by all employers annually (see Table 3).

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8 Parlez-vous français. The Advantages of Bilingualism in Canada, 2008.

9 Duff, W., et al., Museum Knowledge Workers for the 21st Century, CHIN-Professional Exchange. April 29 2009.

10 Duff, W., et al., Museum Knowledge Workers for the 21st Century, CHIN-Professional Exchange. April 29 2009.

11 Drori, J. Encouraging Digital Access to Culture. Department for Culture, Media and Sport. March 2010.

**Table 3: Youth and Employers' Demand across Program Streams, 2008-09 to 2012-13**

Program Components		2008-09	2009-10	2010-11	2011-12	2012-13
<b>Demand from Youth (number of applications and youth applying)</b>						
SWE	YCWHO	11,883	11,640	12,756	13,081	13,558
	YCWBOL & Languages @Work	7,963	7,236	7,677	7,705	8,496
CF	YCW BCH	4,596	4,731	5,097	5,715	6,074
	YCW BCEF	2,354	1,955	2,016	2,364	2,540
<b>Number of youth who applied</b>		<b>16,638</b>	<b>15,949</b>	<b>16,761</b>	<b>17,390</b>	<b>17,996</b>
<b>Demand from Employers (number of positions requested)</b>						
SWE	YCWHO	2,776	2,867	2,739	2,735	2,726
	YCWBOL & Languages @Work	1,211	1,384	1,271	1,349	1,270
CF	YCW BCH	309	278	312	239	205
	YCW BCEF	36	33	39	44	37
<b>Total number of positions requested</b>		<b>4,332</b>	<b>4,562</b>	<b>4,361</b>	<b>4,367</b>	<b>4,238</b>

Sources: YCW Interactive Website data, DOs final reports, YCW Access Database and DOs administrative data.

YCW has consistently exceeded its target numbers for youth placements over the five years under evaluation. However, growing demand from youth and the need to provide sufficient financial contributions to employers to create job opportunities are placing increasing pressure on program resources and the program's ability to meet the demand. The allocated budget for YCW has remained the same throughout the five years, while demand from youth for YCW positions has been increasing.

**Table 4: Youth Applications, Targets and Placements**

Youth Demand	2008-09	2009-10	2010-11	2011-12	2012-13
<b>Number of youth who applied</b>	16,638	15,949	16,761	17,390	17,996
<b>Total number of youth placed</b>	2,538	2,593	2,460	2,400	2,483
<b>Target number of placements</b>	2,345	2,443	2,413	2,348	2,297
<b>% placed of total youth applying</b>	15%	16%	15%	14%	14%
<b>% placed of target number</b>	108%	106%	102%	102%	108%

Sources: YCW Interactive Website data, DOs final reports, YCW Access Database and DOs administrative data.

Youth survey data showed that some youth students, particularly those in the SWE stream participated in the program more than once. Twenty-nine percent of YCWHO and 18% of YCW BOL students reported they participated in YCW more than one year. Of those participating in the CF stream, 3% of YCW BCH and 5% of YCW BCEF participated in the program in more than two years<sup>12</sup>.

In the youth exit surveys, 12% of YCW BCH, 15% of YCW BOL and 24% of YCWHO participants indicated that they were returning employees (only one person participating

<sup>12</sup> Note that two years is used as indicator for multiple participation among CF interns because the length of their internship is longer and it is possible that they participated in the program once over the two years.

in YCWBCEF said the same). Given that the demand from youth has been increasing, YCW could encourage DOs to give priority to new applicants and reflect this program priority in eligibility criteria, where appropriate.

Table 5 shows some changes in the percentage of positions funded for the period covered by the evaluation. There was a decrease of 7% and 33% of funded positions for YCWHO and YCW BCH (Heritage components) respectively, while the number of funded positions increased under YCWBOL by 12%.

**Table 5: Employer Demand and Funded Positions\***

YCW Program Component		2008-09	2009-10	2010-11	2011-12	2012-13
<b>Summer Work Experience</b>						
<b>YCWHO**</b>	Positions Requested	2,776	2,867	2,739	2,735	2,726
	Positions Funded	1,727	1,787	1,671	1,597	1,605
	<b>% of positions funded</b>	<b>62%</b>	<b>62%</b>	<b>61%</b>	<b>58%</b>	<b>59%</b>
<b>YCW BOL</b>	Positions Requested	1,211	1,384	1,271	1,349	1,270
	Positions Funded	722	719	707	713	812
	<b>% of positions funded</b>	<b>60%</b>	<b>52%</b>	<b>56%</b>	<b>53%</b>	<b>64%</b>
<b>Career Focus</b>						
<b>YCW BCH**</b>	Positions Requested	309	278	312	239	205
	Positions Funded	73	69	66	74	49
	<b>% of positions funded</b>	<b>24%</b>	<b>25%</b>	<b>21%</b>	<b>31%</b>	<b>24%</b>
<b>YCW BCEF</b>	Positions Requested	36	33	39	44	37
	Positions Funded	16	18	16	16	17
	<b>% of positions funded</b>	<b>44%</b>	<b>55%</b>	<b>41%</b>	<b>36%</b>	<b>46%</b>

Sources: YCW Interactive Website data, DOs final reports, YCW Access Database and DOs administrative data.

\*The number of positions funded correspond to the number of participants in employment opportunities funded.

\*\*The administrative data collected during the evaluation is subject to minor adjustments due to the normal process of updating administrative files and quality assurance of data.

The level of contribution varied across employers, communities and sectors depending on a variety of factors. As shown in Table 6, there were minimal changes in the YCW contribution towards youth salaries. For the YCW BCH component, PCH contribution towards salaries increased from 45% in 2008-09 to 56% in 2012-13 whereas YCW contribution for YCWHO and YCWBOL was about two-thirds during the time period covered by the evaluation. For YCW BCEF, PCH has contributed almost 100% of the salaries for interns over the period covered by the evaluation.

According to YCW BCH and YCWHO program Terms and Conditions, there is an expectation that employers will share the costs of the proposed internship(s) through cash and in-kind contribution. For these two YCW components, priority is given to employers whose contribution equal or exceed 25% to 50% of the costs of a summer job or internship, including the salary, benefits and other costs when applicable. However, whenever it is not possible to share the costs with the recipient, the private sector and other non-profit organizations, total assistance from the government (federal, provincial

or municipal) may cover up to 100% of eligible costs.

The YCW BOL and YCW BCEF Terms and Conditions state that PCH will share costs with the recipients, where possible and appropriate, and that where the sharing of costs with the recipient and private sector and other non-profit organizations is not feasible, total government assistance (federal, provincial or municipal) may represent up to 100% of eligible costs.

**Table 6: Average PCH YCW contribution to salaries**

Summer Work Experience	2008-09	2009-10	2010-11	2011-2012	2012-13
<b>YCW HO</b>	64%	67%	68%	69%	68%
<b>YCW BOL</b>	65%	68%	63%	65%	64%
Career Focus	2008-09	2009-10	2010-11	2011-2012	2012-13
<b>YCW BCH</b>	45%	56%	63%	53%	56%
<b>YCH BCEF</b>	100%	100%	100%	100%	100%

Sources: YCW Interactive Website data, DOs final reports, YCW Access Database and DOs administrative data.

Given that demand from youth was much higher relative to the targeted number of placements, and has been increasing over the years, the program should explore if opportunities exist to leverage more funds from employers, where possible and appropriate.

### ***Program Responsiveness to the Needs of Youth and Employers***

Various lines of evidence suggested that the YCW Initiative was responsive to the needs of youth studying in heritage-related fields and those aiming to improve their second official language skills. Literature argued that the increasing cost of higher education, in combination with limited work experience, means that youth leaving university were more likely to have higher levels of debt, be unemployed<sup>13</sup>, and work in positions for which they are overqualified.<sup>14</sup> By providing meaningful and relevant work experience for youth, either during their academic studies or after graduation, the YCW Initiative helped to better prepare youth for the labour market.

One of the main reasons reported by youth for participating in YCW was to obtain relevant experience in their field. About half of all YCW participants surveyed said that the job fit with their career goals (27%), or helped to further develop their employability skills in their field of study (23%). Surveyed youth also reported other reasons for participating such as in need of employment a job (17%) or in need of work experience (14%). About one-quarter (24%) of youth who participated in YCW BOL reported that their main reason for participating in YCW was to practice their second official language skills.

<sup>13</sup> Public Policy Forum, *Employment Challenges for Canadian Youth in a Changing Economy*, 2013.

<sup>14</sup> , Sharanjit and LaRochelle-Cote, Sebastien. *Over qualification among recent university graduates in Canada*. Statistics Canada, April 2014.

Most key informants (8 or 80% of PCH officials and 9 or 69% of DOs who responded) believed the YCW Initiative was meeting the needs of youth in the heritage and official languages sectors by providing youth with an opportunity to gain hands-on experience, develop skills and increase their employability, network with future potential employers, and work in both official languages.

All DOs interviewed agreed that youth hired through YCW helped meet the human resource needs of employers. For example, DOs noted that without YCW subsidies, many smaller, non-profit organizations would not otherwise have been able to hire summer students; that youth hired through YCW helped organizations to complete short-term projects; and helped to train future professionals as well as create a pool of candidates to match employers' human resource needs.

The employer survey also showed that the YCW Initiative is responsive to the needs of participating employers, particularly the need for financial resources to support the creation of short-term job opportunities. Almost half of surveyed employers in the SWE stream (YCWBO and YCWHO), and 40% of surveyed employers in YCWBCH, reported that they experienced challenges associated with hiring youth. Among employers in the heritage sector (YCWBCH and YCWHO) who reported experiencing challenges, 37% had difficulty finding qualified students or students with the right set of skills and education; 30% reported a lack of funding or the inability to offer higher wages to compete with other employers; 19% reported difficulties recruiting students resulting from the late notification of funding approval; and 10% identified challenges associated with the time required for training and supervising. Of surveyed employers in YCWBO who reported challenges, the majority (62%) identified students' lack of skills, inexperience or difficulties finding bilingual staff.

The employer surveys showed that YCW helped to address employers' human resource needs. About 75% of employers in the YCWHO, YCWBO and YCWBCH indicated that hiring youth through these YCW components helped to address their human resource needs. YCWHO and YCWBCH employers indicated that the program allowed them to provide better wages/offer more work hours (40%), alleviate staff shortages (24%) and offer a qualified pool of students (23%). YCWBO employers indicated that the program provided them with qualified bilingual youth (73%).

When employers were asked whether their organizations would have created the work experience position(s) without YCW funding, the vast majority (90%) indicated that an absence of YCW funding would have impacted their ability to create the work experience position(s), either through eliminating the position all together (61%) or by reducing the duration or hours (29%). Just 3% of employers would have created the positions as they existed regardless of whether they received YCW funding.

## 4.2. Core Issue 2: Alignment with Government Priorities

**Evaluation Question: To what extent is YCW aligned with federal government priorities?**

### **Key Findings**

YCW is aligned with federal government priorities related to economic growth and skills development and PCH priorities and its strategic outcomes. YCW Heritage components contribute to the PCH strategic outcome: Canadian artistic expressions and cultural content are created and accessible at home and abroad. YCW Official Languages components contribute to the PCH strategic outcome: Canadians share, express and appreciate their Canadian identity.

### *Alignment with Government of Canada Priorities*

The document review found evidence of alignment between the YCW Initiative and the Government of Canada priorities. Youth employment and skills development are priorities and a major strategic focus of the federal government's policy on employment and growth. The Speech from the Throne (2011) stated that jobs and growth remain the highest priority for the federal government. The Report on Canada's Performance 2010 – 2011 states that "By supporting greater integration of young people into the workforce and the acquisition of job-specific skills, the government will contribute to the development of labour and help to fill the gaps caused by the aging of the population." Federal Budgets 2012 and 2013 continued to support and increase investments in the YES, noting that the federal government was committed "to help more young people to learn and develop skills, work experience and abilities they need to succeed in their integration in the labor market".

All PCH officials interviewed identified a clear link between YCW's objectives and federal government priorities. PCH interviewees confirmed an alignment of YCW with federal government priorities given that the Initiative creates jobs for youth which in turn helps support the Canadian economy. Furthermore, by supporting the acquisition of both official languages across Canada, and supporting the development of the heritage, arts and culture sectors in Canada, YCW contributes to increasing Canadians' knowledge of their heritage and history.

### *Alignment with PCH Priorities and Strategic Outcomes*

YCW (Heritage) contributes to the PCH strategic outcome which ensures that Canadian artistic expressions and cultural content are created and accessible at home and abroad. One of the objectives of the YCW Heritage components is to contribute to creating a pool of competent and qualified workforce for the cultural and heritage sectors, and to increase opportunities for Canadians to appreciate their heritage. These components contribute to this outcome by supporting youth work experiences that improve professional knowledge, skill and practices. YCW Heritage is also well aligned with the PCH Museums Assistance Program (MAP), through which it is administered and provides financial assistance to Canadian museums and related institutions for activities which

foster professional knowledge, skills and practices related to key museum functions.

YCW (Official Language) contributes to the PCH strategic outcome “Canadians share, express and appreciate their Canadian identity.” YCW supports linguistic duality among youth by facilitating access to employment opportunities in their second official language. YCW OL components are consistent with the Official Languages Support Program, Second Language Learning component which aims to improve programs and activities offered by the provinces and territories for the instruction of English and French as second official languages at all levels of learning, and to increase the production and dissemination of knowledge, innovative methods and tools to support second-language instruction.

All PCH officials interviewed reported that the overall key objectives of YCW, namely providing youth with an opportunity to gain work experience either in the heritage or official languages sectors, are well aligned with PCH priorities and strategic outcomes. PCH officials also believed that the objectives of YCW Heritage components are well aligned with the Museum Assistance Program (MAP) and that those of YCW Official Languages components are well aligned with the Official Languages Support Programs (OLSP). Through the promotion of both official languages, OLSP contributes to community development by allowing youth to find employment in their own minority language communities and reduce unemployment. Similarly, MAP contributes to the enhancement of professional knowledge, skills and practices by supporting youth employment in the heritage sector related to their field of study.

### **4.3. Core Issue 3: Consistency with Federal Roles and Responsibilities**

**Evaluation Question: Is YCW consistent with departmental and federal roles and responsibilities?**

#### **Key Findings**

The document review demonstrated that the YCW Initiative is consistent with the commitment of the federal government to support the economic integration and skills development of Canadians, including youth. YCW Official Languages components are well aligned with federal roles and responsibilities to support bilingualism in Canada and to promote the learning and acquisition of both official languages. The YCW Heritage components align with departmental responsibilities in implementing and promoting national policies and programs with respect to Canadian cultural development and heritage.

#### ***Alignment with federal and PCH roles and responsibilities***

The federal Government has the full responsibility and authority under the *Constitution Act* (1982) and the *Official Languages Act* to protect and promote official languages in Canada. In addition, the federal government has the jurisdiction, through development of various cultural policies, over arts and culture and ensuring that all Canadians have access to, and benefit from cultural experiences. YCW is consistent with the commitment of the federal government to support the economic integration and skills development of

Canadians, including youth, under the *Constitution Act*, and to promote “economic development to reduce disparity in opportunities”. In the Canadian Economic Action Plan (2012 and 2013), the government committed to provide enhanced support for skills, apprenticeships and training for Canadian workers.

As indicated in the 2011-2012 Departmental Performance Report, "the Department of Canadian Heritage (the Department) and major national cultural institutions play a crucial role in the cultural, civic and economic life of Canadians". Furthermore, PCH is responsible for the planning, implementation and management of the Official Languages Support Programs pertaining to the promotion of linguistic duality within Canada and the development of official-language minority communities, in accordance with Section 43 of the *Official Languages Act*. YCW OL components are compatible with departmental responsibilities in promoting the use of second official languages among youth. YCW Heritage components align with departmental responsibilities in implementing and promoting national policies and programs with respect to Canadian cultural development and heritage.

PCH officials interviewed believe that the YCW Initiative is well aligned with federal roles and responsibilities to support bilingualism in Canada and promote the learning and acquisition of official languages, as well as federal government roles and responsibilities to support youth training and skills development to meet the demands of the changing Canadian labour market.

## 5. Findings - Performance

The following sections present the major evaluation findings related to performance: (effectiveness and efficiency and economy).

### 5.1. Core Issue 4: Achievement of Expected Outcomes

Evaluation Question: To what extent were immediate outcomes achieved?
<p><b>Key Findings</b></p> <p>Employers and youth are satisfied with the services, tools and information provided by YCW. Most youth participating in YCW were provided with an opportunity to gain work experience in an arts or heritage organization, at home and abroad, related to their field of study. Youth participating in official languages components were provided with an opportunity to make use of their second official language.</p> <p>The frequency of second official language use among program participants varied and depended on whether they were hired by an OLMC and the type of organization for which they worked.</p>

#### *Participation of specific groups*

YCW does not set specific participation targets of certain groups. The issue was explored in the evaluation due to the interest of the program to learn more about the YCW student/intern profile. As illustrated in the following table, most youth participants in YCW are female. Women continue to represent the majority of students at the undergraduate and master's level, particularly in fields such as education, health, recreation and fitness, visual and performing arts, and communications technologies, where females represent over 60%.<sup>15</sup> OLMC members are targeted specifically by the YCW official languages component and represent about a third of all participants.

**Table 7: Number and Percentage of Youth by Specific Groups**

Specific Groups	SWE		CF	
	YCWHO	YCWBO	YCWBO	YCWBO
Female	74%	70%	82%	65%
Visible Minority	5.8%	15.1%	6.9%	16.5%
Person with a Disability	2.9%	2.1%	2.8%	1.3%
Aboriginal	4.2%	2.9%	1.7%	0%
New Canadian	4.9%	12.0%	6.9%	12.7%
Member of an OLMC (YCWBO & YCWBO)	4.9%	31.8%	5.2%	31.6%

*Source: Youth Exit Surveys (2008/09 to 2012/13)*

<sup>15</sup> The Association of Universities and Colleges of Canada, *Trends in Higher Education - Volume 1: Enrolment*, 2011. pg. 15. <http://www.aucc.ca/wp-content/uploads/2011/05/trends-2011-vol1-enrolment-e.pdf>

With respect to accessibility of YCW, most surveyed employers (60%) agreed that specific groups, such as females, visible minorities and members of official language communities do not experience issues with accessing YCW components. Various employers suggested that the number of youth participating in YCW the under some priority groups may be lower because the local population of youth is low and that other federal programs may also target under-represented groups such as Aboriginal peoples or visible minorities. Most key informants (10 or 91% of PCH officials and 11 or 85% of external stakeholders) interviewed did not identify any accessibility barriers experiences by specific groups of YCW.

Youth exit surveys provided information on the province and territory of youth permanent residence during their participation in YCW components. The following table provides a breakdown of participants by YCW component and their province and territory of residence.

**Table 8: Number and Percentage of Youth by the Province/Territory of Residence**

Province/Territory	SWE		CF		Total Population of youth age 15 to 30*	
	YCWHO	YCW BOL	YCW BCEF <sup>16</sup>	YCW BCH	#	%
Ontario	32.1%	31.9%	19.0%	39.9%	2,888,715	39%
Quebec	22.5%	32.7%	29.1%	30.2%	1,657,585	22%
British Columbia	14.1%	6.1%	2.5%	4.9%	965,095	13%
Nova Scotia	5.3%	5.7%	0.0%	5.2%	191,049	3%
Alberta	7.1%	4.7%	1.3%	6.6%	910,409	12%
Saskatchewan	5.5%	2.9%	0.0%	1.0%	245,613	3%
Manitoba	4.4%	4.4%	0.0%	2.1%	276,849	14%
New Brunswick	4.3%	8.2%	46.8%	6.2%	148,290	2%
Prince Eduard Island	1.6%	1.9%	1.3%	2.1%	28,967	0%
Newfoundland and Labrador	1.9%	1.2%	0.0%	1.4%	100,226	1%
Yukon	0.9%	0.0%	0.0%	0.3%	7,871	0%
Nunavut	0.1%	0.1%	-		10,085	0%
Northwest Territories	0.2%	0.1%	-		11,770	0%
Total	6248	2860	79	288	7,442,524	100%

Source: Youth Exit Surveys (2008/09 TO 2012/13); \*Statistics Canada 2011

Of the 81 employers surveyed, who commented on regional variability in accessing YCW, about 38% noted that some variation may exist in rural areas due to, for example, greater opportunities in urban areas and transportation/accommodation barriers and other government priorities. Approximately half of key informants interviewed (2 or 18% of PCH officials and 9 or 75% of DOs) also noted that rural areas may be at a disadvantage. Various reasons were noted for rural regions experiencing more difficulties in accessing

<sup>16</sup> More than a quarter (27%) of those participating in the YCW BCEF complete their internship in Canada as part of support for OLMC. Of those, most work in OLMC located in NB.

YCW such as fewer number of employers located in rural areas, transportation and accommodation challenges and living costs. In addition, limited internet access in rural areas was noted in light of the fact that YCW's registration process is entirely web-based.

### ***Program Satisfaction***

#### *Youth Participants*

Employers are responsible for providing various tools and services to youth, including learning and promotional tools, career development and skill assessment tools, information on employment and safety standards, job search and preparation tools such as resume writing, placement assistance and advice on interviews. DOs provide information and tools for youth and employers upon request. The YCW website provides information about the application process, job opportunities, links and directs callers to the Government of Canada Youth Info Line for inquiries.

The youth exit surveys showed, among those who responded, that CF interns tended to only somewhat agree that they found the YCW website useful to obtain program information (60%), that the toll free "Youth Info" line was useful (41%), or that internship tools such as the skills assessment tool, skills development plan were useful (55%). Similarly, SWE students somewhat agreed that they found YCW website useful to obtain program information (55%) and the toll-free "Youth Info" line useful (43%).

Based on responses received on student exit surveys, the level of satisfaction with employer tools and services to youth varied with respect to employer supports for CF interns. They indicated that they were totally satisfied with employer supports such as employee orientation (71%), workplace accommodation (71%), ongoing feedback on work performance (58%) and employer job search support (42%), assistance with finding accommodation (44%) safe and secure internship provided by employers (78%).

The majority of employers surveyed who participated in the YCW Heritage components reported that their organizations provided youth with information about career choices in the heritage, culture or art sector (90%) employment and safety standards (86%) and the benefits of continuing education (77%). Over half of employers reported they provided information to youth about government programs and services (56%), and opportunities to develop heritage, artistic or cultural networks in Canada. Less than half of employers reported they provided information on current salaries in the heritage, culture or art sector.

Youth exit survey data showed, among those who responded, that three areas that youth participating in SWE reported having liked the most about YCW included the work environment (49% of YCWBOL and 54% of YCWHO participants), teamwork and co-workers (36% of YCWBOL and 30% of YCWHO participants), the opportunity to gain practical experience (27% of YCWBOL and 27% of YCWHO participants). Youth participating in the CF stream most liked the travel opportunity (70% of YCWBCEF participants), work environment (43% of YCWBCEF, 47% of YCWBCH participants) and practical work experience (38% of YCWBCEF and 48% of YCWBCH participants).

## *Employers*

When asked about overall satisfaction with YCW tools and services, among those who responded, the majority of employers in exit surveys were satisfied with the level of support from the DOs and the quality of services offered by YCW. In the employer exit surveys, the majority of all employers strongly or somewhat agreed that the YCW website was useful to obtain information about the program and was an effective tool to find qualified candidates. However, between 10% and 15% of YCWBOL and YCWHO employers reported that navigating the website was difficult.

The majority of PCH officials and stakeholders (75%) identified the YCW website as the predominant information tool available to employers in the program. The following are the most commonly provided suggestions from interviews, surveys and exit surveys with respect to improving YCW program tools and information:

### *Upgrade the program website.*

- Between 12% and 18% of youth across program components suggested in exit surveys that the website should be improved. They noted that the website was hard to navigate, that information and required forms are hard to find, and that job descriptions are not detailed enough or well organized (e.g. by date of posting).
- Some employers in the SWE stream (about 16%) recommended upgrading the YCW website. An average of 17% of all employers surveyed suggested that YCW should simplify the application process, streamline the financial reporting requirements (the process is laborious and there is some confusion regarding the instructions for the final reporting template).
- Over 90% of DOs identified issues with the website, including a confusing layout, difficulties finding information and technical glitches. In addition, DOs experienced difficulties in selecting candidates due to a lack of clarity of eligibility criteria and they expressed concerns with the lengthy reporting process, and the requirements for additional information for employers (e.g. protocol on sick leave for students).
- *Provide earlier notification of funding.* On average, 42% of employers surveyed suggested earlier notification of funding (e.g., no later than March 31<sup>st</sup>) 45% of YCWHO; 18% of YCWBOL; and 36% of YCW BCH employers; however Heritage employers were much more supportive about this suggestion than OL employers. A few key informants also noted that earlier notification of funding approval would better meet employers' needs.

### *YCW Official Language Components*

Approximately 3,800 youth participated in the YCW OL components (YCWBOL and YCWBCEF). For the period covered by the evaluation, YCWBCEF created 83 international internships with the remaining jobs created under YCWBOL. Some of the summer jobs created under YCWBOL are for the purpose of providing students

an opportunity to use their first official language, while others are created for students to practice their second official language. Of the 2,139 jobs created from 2009-10 to 2011-12, 910 jobs existed where the first official language was used to develop an official-language minority community and the remainder for students to practice their second official language skills.

Participants in the YCW official languages components reported a wider range of studies related mostly to social science and community services (between 40% and 20%), administration and finance (between 14% and 10%) and arts and applied arts (between 11% of YCWBCEF and 24% of YCWBOL). This aligns with the program design, where YCW-OL components are not focused on a specific sector, but just on an ability to speak or learn a second language. The majority of YCWBOL students (79%) and YCWBCEF participants surveyed (77%) strongly or somewhat agreed that the work experience allowed for frequent use of linguistic skills in their second official language.

The frequency of second official language use among YCW OL participants varied and depended on whether they were hired by an OLMC and the type of organization for which they worked. About half of YCWBOL students, and 41% of YCWBCEF interns reported in exit surveys that they used their second official language more than half of the time while at work. About one-third of students and interns used their second official language less than 25% of the time, and 2% of YCWBOL participants said they did not use their second official language at all during work hours. YCWBOL participants who spoke French only at home were somewhat more likely to report they used their second official language less than 25% of the time while at work (33% vs. 23% of those who spoke English). Among YCWBCEF interns, those who spoke French only were more likely to report using it less than 25% of the time during work (39% vs. 10% of those who spoke English only).

A cross tabulation of exit survey data was used to compare the amount of time participants' second official language was used by those who worked in the official language minority communities and those who did not work in an OLMC. As illustrated in the following table, those who worked in an OLMC were slightly less likely to use their second official language than those who did not work in an OLMC. For example, youth who did not work in an OLMC were more likely to report using their second official language most of the time (38% of youth reported using their second official language between 76 to 100% of the time at work) compared to 22% of youth who worked in an OLMC.

**Table 9 : Participants' Use of Second Official Languages within and Outside of OLMCs**

YCW Official Languages Component Participants (YCWBOL & YCWBCEF)		Percentage of time participants reported using their second official language at work				
		0-25%	26-50%	51-75%	76-100%	total
Did <i>NOT</i> work in OLMC	#	282	193	158	387	1,020
	%	<b>28%</b>	<b>19%</b>	<b>15%</b>	<b>38%</b>	<b>100%</b>
Worked in OLMC	#	403	273	275	275	1,226
	%	<b>33%</b>	<b>22%</b>	<b>22%</b>	<b>22%</b>	<b>100%</b>

*Source: Program Exit Survey (2008-09 – 2012-2013)*

### ***Relationship to Area of Study***

Student exit surveys showed that most youth participating in the YCW Heritage components worked in an area closely related to, or at least somewhat related to their general area of the study. Surveyed participants in the YCW Heritage SWE and CF components were most likely to work in non-profit heritage-related organizations, including a museum or art gallery (58%) or a heritage institution (18%). Those participating in YCW official languages components were most likely to work in non-profit organizations (45%), in public sector organizations (22%) or private companies (22%). Most youth surveyed (over 80%) reported that their work experience was very or somewhat related to the subjects they studied at college or university.

YCWHO employers surveyed believed that the work experience their organization provided to participants was very related (49%) or somewhat related (42%) to the participants' area of study. More than two-thirds of surveyed employers in the YCW BCH stream (70%) reported that the work experience was strongly related to the youth's area of study.

#### **Evaluation Question: To what extent were intermediate outcomes achieved?**

##### **Key Findings**

Youth participating in YCW were provided with the opportunity to develop work-related networks and gain practical work experience and various generic skills. The majority of youth surveyed who participated in YCW Heritage components agreed that the work experience helped them to acquire specialized skills in the heritage, arts and cultural sector. The majority of youth who participated in the YCW Official Languages components agreed that the job helped them gain work experience in their second official language, in a bilingual environment or within a Canadian OLMC organization/institution.

On average, students in SWE earned approximately between \$5,000 and \$6,000 during their work placement and CF graduate interns earned approximately between \$7,000 and \$17,000.

### ***Networks, Skills Development and Earnings***

Overall, most youth surveyed (72%) stated that participating in an YCW enabled them to develop professional networks. CF participants were more likely to report developing networks (84% of YCW BCH and 83% of YCW BCEF), as they had longer-term internships (ranging from 4 to 12 months) than SWE participants who had 6-16 week positions.

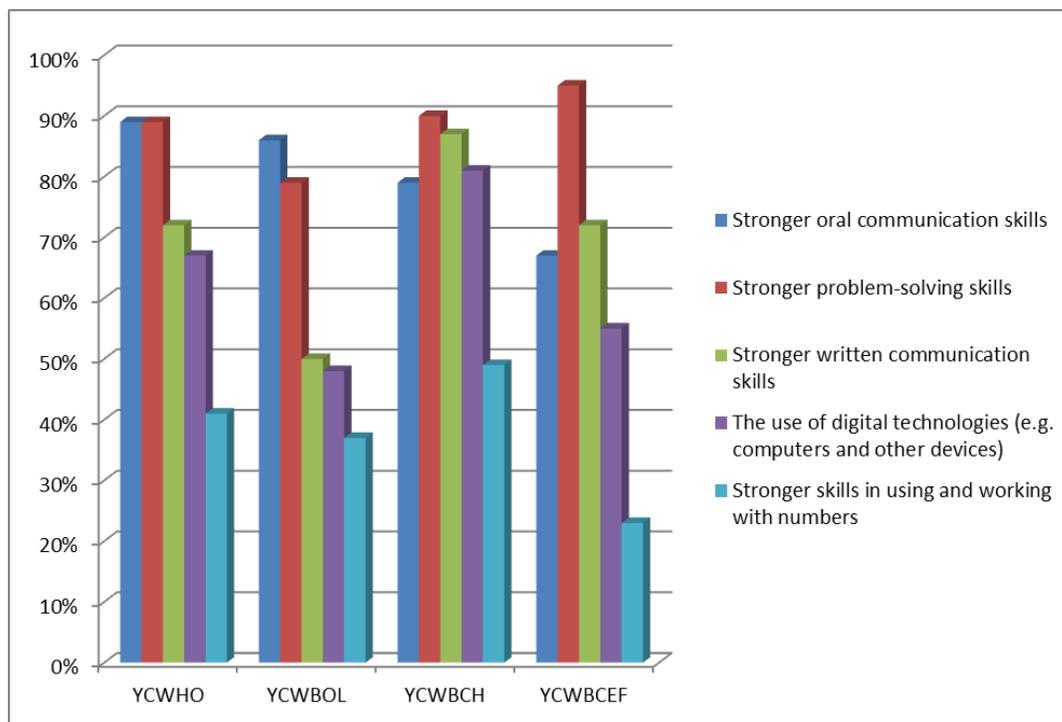
In addition to developing networks, youth gained practical work experience and various generic skills. The extent to which youth gained particular skills depends on whether they participated in an YCW Heritage or Official Language component, the type of organization, and the nature of the position.

About 80% of youth surveyed who participated in YCW Heritage components agreed that the work experience helped them to acquire specialized skills in the heritage, arts and cultural sector. For YCWHO participants, the top three specialized skills acquired were research, archival and communications skills. YCWBCB participants reported their top three specialized skills as collections management, archival and research writing skills.

About 80% of youth who participated in YCWBOL, and over 70% of youth who participated in YCWBCEF, strongly or somewhat agreed that the job helped them gain work experience in their second official language, in a bilingual environment or within a Canadian OLMC organization/institution.

Most youth surveyed reported that the work experience was useful to them in acquiring various generic skills. The top three generic skills gained by youth across YCW components are stronger oral communications skills, stronger problem solving skills, and stronger written communication skills. The variations across YCW components are presented in Figure 1.

**Figure 1: Usefulness of work experience on developing various generic skills**



On average, youth participating in SWE components earned approximately between \$5,000 and \$6,000 during their student placement while CF interns earned approximately between \$7,000 and \$17,000, in addition to some travel and accommodation costs.

YCWBCB participants were graduates working in more specialized positions, so their wages were higher (an average of \$14.53/hour for a total of about \$16,800). YCWBCEF youth receive wages in the country of internship, which may have different wages than Canada for a similar position. For this component, youth received an average of \$10.49/hour and a total of \$6,800. YCWBOL participants received an average of

\$11.59/hour for a total of close to \$5,000, while YCWHO received an average of \$11.68/hour for a total of about \$5,800. Variations across years were minimal and were influenced by the type of positions youth held in Canada and internationally. The following table outlines the duration of work, the average wage and average total salaries received by youth per component over the five years covered in the evaluation.

**Table 10: Duration of Job Placement and Earnings**

Program Component	Earnings		
	Average Duration Of Placement (in weeks)	Average Wage/Hour	Average Total Salary
YCW BOL	9.32	\$11.59	\$4,917
YCWHO	12.38	\$11.68	\$5,857
YCW BCEF	22.48	\$10.49	\$6,753
YCW BCH	24.40	\$14.53	\$16,817

Sources: YCW Interactive Website data, DOs final reports, YCW Access Database and DOs administrative data.

<b>Evaluation Question: To what extent were ultimate outcomes achieved?</b>
<p><b>Key Findings</b></p> <p>Youth participating in YCW gained a wide range of career-related skills and language skills. YCW create opportunities for youth to gain professional work experience and subsequent employment with the same employer or other employers in the heritage or official languages sectors.</p> <p>Participating in YCW CF components had some impact on graduates in making a decision to return to school and increasing their interest in working in the heritage sector or in a bilingual environment.</p>

***Perceived YCW Impact on Youth Employability***

The evaluation showed that YCW helped youth participate in the labour market by creating opportunities for them to gain professional work experience and subsequent employment with the same employer or other employers in the heritage and official language sectors.

Over 90% of surveyed youth reported having worked either full-time or part-time *since their YCW work experience*. About half of youth who participated in both CF components reported that they continued working for the same employer. About one-third of YCWHO, and 18% of YCW BOL participants said the same.

At the time of the YCW evaluation survey, most youth (69% of SWE and 88% of CF participants) reported being employed, either part-time or full-time. Of the youth surveyed, 9%, 8% and 3% of YCWHO, YCW BOL and YCW BCH participants were unemployed. The subsequent employment gained was meaningful for most youth because it was related to their field of study. Most participants across the YCW components indicated that their current job was very or somewhat related to their field of

study (over 60% of YCWHO, YCWBOl and YCWBCEf, and 83% of YCWBCH participants). As illustrated in Table 11, most youth across the components indicated that their work experience had a large impact or some impact on their ability to get the job they held at the time of the survey and that the professional networks obtained through YCW work placements had some impact, or a large impact on their having obtained their current job. Differences in the impact ratings across the YCW components are presented in the table.

**Table 11: Perceptions of youth on the impact of YCW on obtaining their current job**

Level of Impact	YCWHO	YCWBOl	YCWBCH	YCWBCEf	AVERAGE
<b>Impact of the work experience on getting current job</b>					
Large impact	29%	19%	55%	33%	<b>34%</b>
Some impact	33%	28%	20%	22%	<b>26%</b>
Little impact	16%	23%	15%	28%	<b>21%</b>
No impact	21%	29%	11%	17%	<b>20%</b>
Don't know	2%	1%	0%	0%	<b>1%</b>
<b>Impact of professional networks in obtaining a job</b>					
Large impact	35%	25%	55%	40%	<b>39%</b>
Some impact	33%	31%	28%	13%	<b>26%</b>
Little impact	11%	20%	10%	27%	<b>17%</b>
No impact	8%	15%	7%	7%	<b>9%</b>
Don't know	13%	9%	0%	13%	<b>9%</b>

While YCW CF objectives do not include influencing youth participants' decision to return to school, the evaluation showed that participating in YCW had some impact on CF graduate interns making a decision to return to school. Of the CF participants surveyed, 34% of YCWBCH participants and 39% of YCWBCEf participants reported having attended a training or educational program since their YCW participation. About two-thirds of YCWBCH participants returned to studies related to heritage, arts or cultural sectors, and 84% of YCWBCEf participants reported that the studies or training they attended was related to their work experience. When asked about the impact participation in YCW had on their decision to return to school, 81% of YCWBCH participants reported major or some impact, while 71% of YCWBCEf participants reported some impact. Of those who responded to the question, most YCWBCEf participants said they returned to school for their personal enrichment, while YCWBCH participants reported that they returned to school in order to find work in their field of choice and to upgrade their skills.

About one-third of surveyed employers noted some positive, unexpected outcomes for their organization, including their ability to exceed the expected outcomes of their project as a result of the contribution of the YCW intern (31%); increased networking, partnerships and cross-cultural, cross-generational learning for their organization (16%); and increased visibility of the organization, greater attraction of candidates and volunteers (12%).

## 5.2. Core Issue 5: Demonstration of Efficiency and Economy

### Evaluation Questions: Is YCW delivered in an efficient/cost-effective manner?

#### Key Findings

The Initiative's administration cost as a proportion of its total budget was 5.8% on average over the five years covered by the evaluation. Additional administration costs of 6.3% on average were incurred by DOs who are responsible for promoting the program and selecting eligible employers/host organizations interested in providing work experience for eligible students and youth, and for ensuring administrative implementation and delivery of Career Focus and/or Summer Work Experience. Taken together (PCH and DOs administration costs), the total average program administration costs was 18.8% for the period covered by the evaluation.

The average DO administration cost per youth participant placed ranged from \$465 per participant placed in the Heritage components to \$943 per participant in the YCW Official Languages components. The overall costs across all four components increased from \$874 in 2008-09 to \$905 in 2012-13.

YCW leveraged over \$26 million in cash (\$16 million) as well as in-kind contributions (\$10 million) from employers over the five years covered by the evaluation.

The evaluation found that there were other federal and provincial or territorial programs that address employment barriers and develop employment skills for youth; however, the objectives of these programs and the target groups differed from those of the YCW Initiative. The risk of overlap or duplication of YCW with provincial/territorial programs appears to be low.

The majority of employers expressed interest in applying for multi-year funding. About one quarter of PCH officials and half of DOs interviewed believed that multi-year funding could improve administrative efficiencies at the DO and employer level. While some argued that multi-year funding would be more efficient and could allow employers to plan better, DOs raised concerns regarding difficulties for employers to plan in advance and access to funding for smaller organizations. DOs also raised concerns related to the potential for narrowing the pool of employers that receive funding and their ability to monitor employers, and their ability to ensure that employers do not hire the same student for multiple work terms.

#### *Administrative Costs to Deliver the YCW Initiative*

Appendices B and C present the budget and actual expenditures for the YCW Initiative over the five year timeframe of the evaluation. The actual expenditures incurred by the YCW Initiative were very similar to the program budget. A total of \$59.9 million was budgeted for the YCW Initiative over the five year period from 2008-09 to 2012-13. The actual YCW Initiative expenditures during the same period totalled \$60.2 million. The PCH administration costs (Vote 1) as a proportion of total initiative expenditures over the period of the evaluation on average was 5.8%.

As shown in Table 12, additional administration costs (Vote 5) on average of 6.3% were incurred by DOs who have administrative responsibilities including program promotion, reception and evaluation of employers' applications, responses to employers, contracting with employers and job and internship monitoring. In the case of the YCW Official Language DOs, administrative responsibilities also include developing and implementing a regional strategy to identify potential employers and to recruit student participants, identify priority areas for job creation, coordinate the development of criteria for evaluating requests from employers and provide ongoing support to employers. YCW-BCEF DO assists in securing international internships requiring additional monitoring related to safety, accommodation and travelling. It should also be noted that, to meet program objectives, the vast majority of YCW-OL participants must be recruited from outside (at least 125 km away) the employer's population centre. Therefore, for the vast majority of participants, YCW-OL DOs incur travel costs for participants to travel to and from their place of employment as well as for members of the DOs in the course of their duties (i.e. for monitoring purposes) which are provided for under travel costs in the agreement.

Currently, there is no departmental standard on what is considered acceptable administration costs of managing Gs & Cs programs or for third party delivery organizations. However, the Terms and Conditions for YCWWHO and YCW BCH state that the eligible amount that a delivery organization may claim for administration costs can reach a maximum of 15% (SWE) and 20% (CF) respectively. No maximum amount of administration costs is specified for the Official Languages components of YCW. However, program documents stipulate administration costs may be established by YCW-BCEF and YCW BOL and/or be consistent with the maximum level of costs established, for eligible participants by YES.

**Table 12: YCW Delivery Organization Administration Costs**

Year	Official Language DOs		Heritage DOs	
	Administration Cost	% of Total Budget	Administration Cost	% of Total Budget
2008-09	\$670,609	5.5%	\$751,952	6.1%
2009-10	\$728,224	6.0%	\$813,983	6.7%
2010-11	\$728,168	6.1%	\$831,666	7.0%
2011-12	\$692,644	5.8%	\$846,418	7.1%
2012-13	\$721,745	6.0%	\$813,018	6.8%
<b>Total</b>	<b>\$3,541,390</b>	<b>5.9%</b>	<b>\$4,057,037</b>	<b>6.7%</b>

As illustrated in the following table, taken together (PCH and DOs operational costs), the average program administration cost over the five year period was 18.8%. The total administration cost has remained relatively stable over the five years covered in the evaluation.

**Table 13: Total Administration Costs**

Year	PCH (Vote 1)	Delivery Organizations (operational costs using Vote 5)	Total (operational costs using Vote 1 and Vote 5).	YCW Total Expenditures	% of Total Budget
2008-09	\$796,800	\$1,422,561	\$2,219,361	\$12,246,071	18.1%
2009-10	\$796,800	\$1,542,207	\$2,339,007	\$12,072,128	19.4%
2010-11	\$697,800	\$1,559,834	\$ 2,257,634	\$11,965,869	18.9%
2011-12	\$697,800	\$1,539,062	\$2,236,862	\$11,979,456	18.7%
2012-13	\$697,800	\$1,534,763	\$2,232,563	\$11,934,684	18.7%
<b>Total</b>	<b>\$3,687,000</b>	<b>\$7,598,427</b>	<b>\$11,285,427</b>	<b>\$60,198,208</b>	<b>18.8%</b>

Table 14 shows that the PCH administration cost per participant has remained stable for the period covered by the evaluation, with an average cost of \$296 per participant.

**Table 14: PCH Administration Cost per Participant**

		2008-09	2009-10	2010-11	2011-12	2012-13	Total
<b>PCH</b>	Administration Cost	\$796,800	\$796,800	\$697,800	\$697,800	\$697,800	<b>\$3,687,000</b>
	Total # of Participants	2,538	2,593	2,460	2,400	2,483	<b>12,474</b>
	<b>Cost per Participant</b>	<b>\$314</b>	<b>\$307</b>	<b>\$283</b>	<b>291</b>	<b>281</b>	<b>296</b>

As shown in Table 15, the average administrative cost per participant placed ranged from \$465 per participant placed in the heritage component to \$943 per participant placed in the official languages component. The cost per heritage component participant was lower because more youth participated in the YCW heritage components. The operations and promotions costs of OL DOs are higher than those of YCW Heritage components because representatives from each DO participates in two separate national sessions initiated by PCH and must carry out promotions and recruitment activities to recruit new employers.

**Table 15: YCW DO Administration Cost per Participant**

		2008-09	2009-10	2010-11	2011-12	2012-13	Total
<b>Official Language DOs *</b>	Administration Costs	\$670,609	\$728,224	\$728,168	\$692,644	\$721,745	<b>\$3,541,390</b>
	Total # of Participants	738	737	723	729	829	<b>3756</b>
	<b>Cost per Participant</b>	<b>\$909</b>	<b>\$988</b>	<b>\$1007</b>	<b>\$950</b>	<b>\$871</b>	<b>\$943</b>
<b>Heritage DOs**</b>	Administration Costs	\$751,952	\$813,983	\$831,666	\$846,418	\$813,018	<b>\$4,057,037</b>
	Total # of Participants	1,800	1,856	1,737	1,671	1,654	<b>8,718</b>
	<b>Cost per Participant</b>	<b>\$418</b>	<b>\$439</b>	<b>\$479</b>	<b>\$507</b>	<b>\$492</b>	<b>\$465</b>

Sources: YCW-Heritage delivery organizations' Final Financial Reports certified by an authorized signatory, and End-of-Year YES reports for CHIN, YCW Interactive Website data, DOs final reports, YCW Access Database and DOs administrative data.

\*The above-mentioned Official Languages operating costs include Operating Costs and Promotion and Coordination Costs. The above-mentioned operating costs do not include student travel expenses, wage increases and student salaries.

\*\* Eligible YCW operating costs for YCW-Heritage delivery organizations cover salaries of staff (pro-rated, as applicable) directly involved in program delivery activities; program promotional products and tools (marketing and communications) and related-translation; Peer Review Committee members honoraria; travel and related costs for site monitoring of employment projects; materials, supplies, IT maintenance, and facilities /equipment rentals for program-dedicated work spaces and administration functions.

Table 16 shows the overall program average cost per participant placed increased from \$874 in 2008-09 to \$905 in 2012-13.

**Table 16: Average Administration Cost per Participant**

		2008-09	2009-10	2010-11	2011-12	2012-13	Total
<b>Total YCW</b>	Administration Cost	\$2,219,361	\$2,339,007	\$2,257,634	\$2,236,862	\$2,232,563	<b>\$11,285,427</b>
	Total # of Participants	2,538	2,593	2,460	2,400	2,483	<b>12,474</b>
	<b>Average Cost per Participant</b>	<b>\$874</b>	<b>\$902</b>	<b>\$918</b>	<b>\$932</b>	<b>\$899</b>	<b>\$905</b>

YCW leveraged over \$26 million in wages (\$16 million) as well as in-kind contributions (\$10 million), from employers over the five years covered in the evaluation. As illustrated in the following table, the contribution from employers varied across YCW components and years (Table 17). For example, over five years, for every dollar invested in the YCW Heritage components, \$0.47 was invested by employers and for Official Languages components, \$0.45 was invested by employers (Table 18). In-kind contributions by the employer may be comprised of (but not exclusively): orientation and supervision time and costs, office space, communications costs, recruitment, and (only if internships abroad) accommodation costs.

**Table 17: Contribution from Employers by Year and YCW Component (Cash and In-Kind)**

Year	YCW BOL	YCW HO	YCW BCH	YCW BCEF	Total
2008-09	\$1,254,216	\$1,897,633	\$1,038,825	\$155,480	\$4,346,154
2009-10	\$998,159	\$1,636,469	\$808,610	\$93,249	\$3,536,487
2010-11	\$1,765,113	\$3,391,444	\$638,738	\$193,266	\$5,988,561
2011-12	\$1,825,737	\$3,753,800	\$915,256	\$109,636	\$6,646,705
2012-13	\$1,242,559	\$3,753,800	\$553,267	\$150,560	\$5,729,265
<b>Total Employers Contribution</b>	<b>\$7,085,784</b>	<b>\$14,433,146</b>	<b>\$3,954,696</b>	<b>\$702,191</b>	<b>\$26,077,867</b>

**Table 18: Amount Leveraged by Employers (Cash and In-Kind)**

	YCW Heritage components	Official Languages components
Total Employer Contributions	\$18,387,842	\$7,787,975
Total YCW Investments (Gs and Cs)	\$39,062,036	\$17,449,172
Leveraged Per Dollar Invested by YCW	\$0.47	\$0.45

The evaluation found that about two-third of employers surveyed reported having secured funding, most often from other federal departments, for the purpose of employing students or interns. Most reported receiving funding from the federal government (an overall average of 74% received other funding, mostly from ESDC Canada Summer Jobs), followed by the provincial government (46%), municipal government and other sources (8%).

***Evidence of Program Duplication/Overlap***

The evaluation found that there were other federal and provincial or territorial programs that address employment barriers and develop employment skills for youth; however, the objectives of these programs and the target groups differed from those of YCW Initiative. The risk of overlap or duplication of YCW with provincial/territorial programs appears to be low. Over half of PCH officials (54%) interviewed were not aware of other federal programs or initiatives involved in similar functions or providing identical services as YCW. Almost half of the PCH officials interviewed (5) were able to identify other federal or provincial programs offering similar services to those of YCW. However, these officials also believe these programs or initiatives do not duplicate or overlap the functions or services of YCW.

The literature review identified a number of other government programs and services aimed at supporting youth employment and skills development. However, the risk of duplication or overlap between YCW and these programs appeared low due to different objectives and target groups. For example, under the umbrella of YES, ten other federal

departments and agencies provide programs intended to assist youth overcome barriers to employment, develop skills and knowledge, and obtain work experience. While these programs serve the same broad target group and have similar objectives, each department or agency's programs are tailored to the specific fields of study and work experiences/careers in relation to their departmental mandate. Other federal programs outside of YES, such as the Explore and Odyssey programs, focus on language acquisition, whereas the Federal Student Work Experience Program (FSWEP) provides employment opportunities for youth in federal institutions.

Provincial and territorial programs identified through the literature differed from YCW with respect to the target group (i.e. provincial programs have more specific target groups including secondary school aged youth, high-risk and unemployed youth who are not in school), or in terms of the work experience opportunities provided to youth (the trades, environment, entrepreneurship or employment with the provincial or territorial government). For example, provincial programs such as British Columbia's Get Youth Working, Alberta's Community Partnership Youth Grants, and Manitoba's Partners with Youth program have similar intended outcomes as YES and YCW (e.g. reduce barriers to employment and increase youth participation in the labour market), but are different in their focus in terms of target group or fields of study in that they provide unpaid work experience.

### ***Feasibility of Multi-year Funding***

Some PCH officials (27%) and half of DOs believed that multi-year funding for eligible employers could improve administrative efficiencies at the DO and employer level. DOs spend some of their allocated budget on program administration, some of which involves time and effort associated with reviewing and approving employers' applications, developing and signing contribution agreements and reporting. Multi-year funding could help reduce some of the administrative costs for DOs who work with employers who have a history of participating in the YCW Initiative. For example, in the employer survey, over half (51%) of YCWHO employers reported participating in the YCW every year during the last five years, and 32% of YCWBOL and YCWBCB employers said the same.

Over 80% of employers (81% of YCWHO employers, 82% of YCWBOL employers, 83% of YCWBCB employers) surveyed reported that they would be interested in applying for multi-year funding. They also indicated that they would be able to demonstrate a continuing need for students in subsequent years (88% of YCWHO employers, 82% of YCWBOL employers, 88% of YCWBCB employers). In addition, employers indicated that they would be able to meet their contribution in subsequent years (78% of YCWHO and YCWBOL employers, 80% of YCWBCB employers).

With respect to interest in multi-year funding, employers indicated benefits to program planning, reduced administrative burden, improved recruitment process and opportunities for participants to develop more advanced skills and experience. Differences among the three groups of employers are provided in the table below.

**Table 19: Reasons for Employer Interest in Multi-Year Funding**

Response	YCWHO	YCWBO	YCWBC	Total
Improved program/project planning, HR and staff planning, budgeting and forecasting	67%	67%	32%	66%
Reduced administrative burden and time associated with application process	23%	33%	16%	26%
Improved recruitment process	18%	15%	-	16%
Provide longer-term, stable employment; opportunity to develop more advanced skills	17%	19%	24%	17%

Employers surveyed reported they would be able to provide evidence that would support their commitment to multi-year contributions, including budget analysis and projections, written confirmation of funding commitment from other sources and a history of their organizational stability of operations and fundraising abilities. More than three-quarters of employers (78%) expect that they could guarantee their contributions over multiple-years because their organizations already have dedicated resources committed to hiring participants in their budgets (45%); they enjoy financial stability as a result of guaranteed funding from other government sources (29%); they have experienced personnel with very low turnover (27%); and their organizations have a long tenure and proven history of fiscal responsibility and stability (24%).

One of the major concerns raised by representatives of DOs interviewed included difficulties for employers to plan two or three years in advance and access to funding for smaller organizations that experience greater volatility and less certainty with regards to future budgets. About 40% of DOs representatives raised concerns with respect to the potential for narrowing the pool and the range of employers that receive funding, and 20% reported concerns about their ability to monitor employers, and ensure that employers do not hire the same student for multiple work terms. Contrary to the objectives of YCW, about 20% of employers surveyed believe that multi-year funding would allow them to hire the same student over a longer term or for multiple years.

If implemented, multi-year funding should be offered to organizations with consideration for the following eligibility criteria:

- Evidence of organizational financial stability, including past annual revenues and forecasted revenues, identifying potential resources from other government departments;
- Guarantee that they can meet the set portion of employers' contribution in subsequent years;
- Detailed description of future employment projects for which youth would be hired; and
- A commitment that they would not hire the same student or intern through the program multiple times, unless approved by DOs.

Representatives of DOs interviewed believed that organizations with proven stability of funding and projects or large private institutions would be able to guarantee a specific student (YCWHO) position in advance for multiple years. For example, close to half of

DOs indicated that organizations, such as non-profit organizations that have regular and long-term projects, private institutions (e.g. architecture firms), and large organizations, such as municipalities, provincial archives, universities, and large libraries, would be able to guarantee a specific student position in subsequent years.

Considerations should also be given to ensure that DOs have the appropriate tools, such as budget calculations, application forms, and monitoring systems in place, all of which would require changes to the YCW information collection and management system. These changes could be extensive and include a significant cost.

**Evaluation Question: Are there efficient information management, reporting and results measurement tools to conduct program operations?**

**Key Findings**

A large amount of data is collected from employers, youth and DOs for program administration and monitoring purposes. Integration of information systems and streamlining of data collection tools would improve efficiencies and ensure a more consistent and effective performance measurement system.

YCW Performance Measurement and Evaluation Risk Strategy (PMERS) and individual YCW component Terms and Conditions are not currently well aligned with respect to indicators and outcomes.

YCW collects outcome data through application forms, candidate eligibility forms, staffing reports, end of work term reports, and reporting required from DOs. Employers and students submit all information pertaining to applications and projects, through the YCW website. DOs are responsible for ensuring funded employers (and hired students) then fill out the appropriate application forms, candidate eligibility forms, staffing reports, end of work term reports, exit surveys, activity reports and detailed financial reports. DOs then also enter further require information into the YCW database to facilitate contracts and reports required by PCH.

All data for the four YCW components is collected through two separate systems: YCW Interactive Website (SWE and CF) and the MS Access 2010 database (SWE only) application. The interactive website has many functions and is used by employers, youth, DOs and the Secretariat, including serving as a collection tool for a number of essential program results reports (Staffing Reports, End of Work Term Reports, and Evaluation Questionnaires). *The MS Access 2010 Database* is used by DOs to enter further detailed financial information on, and manage the relationship between, employers and students. It is also used by PCH to export data and generate performance reports.

Most information on outcomes is collected through exit questionnaires which are completed at a high rate by employers and youth. Over 90% of students who participated in YCWHO and YCWBOL between 2008-09 and 2012-13 completed exit questionnaires. Apart from YCWBCEF employers, exit questionnaires were completed by employers for over 80% of positions.

Both the Access database and YCW interactive website contain unique fields and functions, as well as many common fields. However, the two systems do not currently interface. According to YCW documents, application information from the website is printed and manually re-entered in the Access database by the DOs, leading to a significant level of duplication and inefficiencies.

The 2008 audit of the program identified a number of concerns with respect to data integrity, privacy, security and the maintenance of these two information systems. The audit reported that “the two systems do not interact or integrate with one another and this situation results in duplicate entry. Further, there is no process in place to reconcile the information on the website with information in the database, creating concerns over the completeness and accuracy of information.”<sup>17</sup> The YCW data collection systems are not integrated or flexible, limiting analysis for monitoring and reporting results.

The audit further concluded that the systems contain vulnerabilities with respect to protection of data and some structural flaws that heighten the risk of service interruption due to the use of multiple standalone databases and system obsolescence. According to the ‘Project Concept Document’ for the YCW Information System Rebuild, YCW documents report that the two separate YCW electronic systems are inefficient and regularly present errors and problems for program clientele and users to process applications, receive approvals, deliver payments, and submit results reports. The current practice of trying to adapt to individual requests and errors requires short-term solutions and an annual expenditures for the program. This difficulty with the website was further confirmed by key informants as part of the evaluation.

The 2008 audit of YCW recommended that PCH complete the upgrade of the YCW information systems, merge the Access database and website systems into one, and develop a formal assessment and maintenance schedule to ensure the integrity of the system’s infrastructure and data reporting. Investing in one integrated performance measurement system would help to:

- Increase the efficiency of YCW by reducing duplication in data entry, streamlining application and reporting requirements, and ensuring consistency in data collection and monitoring;
- Provide improved services to YCW end users (employers and youth) by making the website more interactive, fixing ‘technical difficulties and glitches’, improve clients experience, and make the website more user-friendly; and
- Improve monitoring of YCW and understanding of their progress in achieving target outcomes. For example, some key informants noted that while a large amount of data is collected, it is too timely and resource intensive to analyze and utilize information.

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<sup>17</sup> Audit of the Young Canada Works Initiative, Office of the Chief Audit and Evaluation Executive Audit and Assurance Service Directorate, December 5, 2008.

Since 2007-08, YCW has embarked on a process to upgrade its existing information management tools with the goals to create a single, harmonized information collection portal. It has engaged the PCH Chief Information Office Branch to attain this goal. Since 2007, improvements have been made to the YCW interactive website, including corrections to critical errors and outstanding flaws, clarifying application processes and other items of necessity. These improvements have stabilized the electronic systems, but according to YCW documents, have not reduced the continued need for an improved and effective system to address longstanding errors, reduce duplication, reduce ongoing maintenance costs and simplify the application and reporting process.

### ***Program Performance Measurement Strategy***

At the 2009 renewal of the Young Canada Works Initiative, PCH administrators were required to update the YCW Performance Measurement Strategy. At this time, the Heritage and Official Languages Branches did not update their respective YCW program Terms and Conditions. Hence, YCW has operated with a discrepancy between two of these key documents. As a result, the YCW Performance Measurement and Evaluation Risk Strategy (PMERS) and individual Terms and Conditions are not currently aligned with respect to indicators and outcomes. YCW administrators should ensure that the YCW PMERS is aligned with the individual Terms and Conditions of the four YCW components and that performance indicators and outcomes are clearly linked to YCW outcomes. In reviewing the Ts&Cs and the YCW PMERS, YCW administrators should ensure that these key documents are aligned with the overall arching objectives of the broader YES.

## 6. Conclusions and Recommendations

### 6.1. Conclusions

#### 6.1.1. Relevance

All lines of evidence demonstrated the continued need for the YCW Initiative. The need for the YCW was attributed to various challenges that youth continue to face in securing employment and obtaining practical work experience during or immediately after graduating from universities in heritage or language related sectors. Other challenges youth face in securing employment in the heritage sector is a need for a wide range of general and practical heritage-specific skills which are generally not part of post-secondary education.

The need for YCW was evident in the strong and increasing demand from youth and continued demand from employers. YCW is meeting the needs of participating employers for financial resources to create positions, find youth with schooling and training that corresponds to the job requirement. YCW has met and exceeded its target numbers of youth placement. However, growing demand from youth is placing increasing pressure on the available resources.

The evaluation showed that YCW is aligned with federal government policies on employment, growth and skills development. YCW was aligned with the following PCH strategic outcomes: ensuring that Canadian artistic expressions and cultural content are created and accessible at home and abroad; and ensuring that Canadians share, express and appreciate their Canadian identity.

YCWHO and YCWBCB contribute to the first outcome by supporting the heritage sector in efforts to improve professional knowledge, skill and practices. The YCW Heritage components' Terms and Conditions are annexed to, and well aligned with the Museums Assistance Program (MAP), which provides financial assistance to Canadian museums and related institutions for activities which foster professional knowledge, skills and practices related to key museum functions.

YCW OL components are aligned with the second PCH strategic outcome as it plays an important role in promoting linguistic duality among youth by facilitating access to employment opportunities in their second official language and in contributing to the development of official language minority communities through positions offered to participants in an OLMC environment. YCW is compatible with federal and PCH roles and responsibilities. The federal government has the full responsibility and authority under the *Constitution* and *Official Languages Act* to protect and promote official languages in Canada.

#### 6.1.2. Performance – Achievement of Expected Outcomes

An average of 2,500 students and graduates were employed annually through YCW in all regions of Canada. Apart from YCWBCB, youth participating in YCW were relatively

well distributed throughout the different provinces and territories, who may be studying or graduating from the fields relevant to the heritage and language sectors.

Youth and employers were satisfied with services, tools and information provided by YCW. Most youth participating in an YCW component gained relevant work experience. A wide range of generic and heritage specific skills were provided as well as opportunities to practice their second official language. They earned between \$5,000 and \$6,000 in the SWE stream and \$7,000 and \$17,000 in the CF stream.

YCW SWE components increased youth employability and improved the ability of youth to secure employment in a chosen field. YCW CF components also had some impact on graduates making a decision to return to school and increasing their interest in working in the heritage sector or in a bilingual environment.

### **6.1.3. Performance - Efficiency and Economy**

The PCH administration costs as a proportion of total initiative expenditures over the period of the evaluation was on average 5.8%. Additional administrative costs were incurred on average of 6.3% by DOs. Taken together (PCH and DOs administration costs), the total average program administration costs was 18.8%.

The average DO administration cost per youth participant placed ranged from \$465 per participant placed in the Heritage components to \$943 per participant in the YCW Official Languages components. The average employment cost per youth placed through the program has increased over the years (from \$874 in 2008-09 to \$905 in 2012-13) as the number of total students/graduates placed has decreased. The cost per heritage component participant was lower because more youth participated in the YCW heritage components. The operations and promotions costs of OL DOs are higher than those of YCW Heritage components because representatives from each DO participates in two separate national sessions initiated by PCH and must carry out promotions and recruitment activities to recruit new employers.

YCW leveraged over \$26 million in cash (\$16 million) as well as in-kind contributions (\$10 million) from employers over the five years covered by the evaluation. About two-third of employers surveyed reported having secured funding, most often from other federal departments, for the purpose of employing students or graduates.

SWE components data and the performance measurement data are collected through two separate systems (YCW interactive website and MS Access 2010 database) which are not integrated. This contributed to inefficiencies in the data collection and challenges in utilizing data for the purpose of program monitoring and reporting. Other challenges associated with program measurement systems are inconsistencies in the program outcomes presented in different program documents, lack of clear linkages between program objectives and priorities and the immediate and intermediate outcomes, as well as gaps and misalignment of the indicators used to measure individual components' progress in achieving its outcomes.

## 6.2 Recommendations and Management Response

The Evaluation has found that YCW generally works well in terms of meeting both YES and YCW priorities but notes that there can be complexities in harmonizing all relevant planning and reporting mechanisms. Each program branch – Heritage Policy and Program, Official Languages, and Citizen Participation (which houses the YCW Secretariat) -- has its own objectives and responsibilities so, where appropriate, the following responses are specific to individual branches.

### Recommendation 1

To better meet the increasing demand from youth, the Assistant Deputy Minister of Citizenship, Heritage, and Regions should:

- 1a) encourage employers to give first opportunity to new applicants for job placements and to reflect this in eligibility criteria where appropriate.
- 1b) explore the feasibility of leveraging more funds from Official Language employers, where appropriate.

### Statements of Agreement /Disagreement

- 1a) Official Languages Branch and Heritage Policy and Programs Branch Managements agree with this recommendation.
- 1b) Official Languages Branch Management agrees with this recommendation, where appropriate.

### Management Responses

#### 1a) Response

Official Languages Branch (OL): The OL Branch is already taking measures to give priority to new student applicants. Through the annual training session, delivery organizations receive training on assessing employer funding requests, including the choice of candidates for the positions. The eligibility criteria include a reference to prioritizing new student applicants. OL Branch encourages OL delivery organizations to adhere to existing criteria during the annual launch training session.

Heritage Policy and Programs Branch (HPPB): This recommendation does not apply to the YCW BCH Career Focus program, which allows for only one internship per eligible recent post-secondary graduate. For YCWHO, priority is already given to first time applicants. YCWHO does, however, allow students to be rehired, where justified, in particular by smaller and rural heritage employers with access to a limited pool of eligible YCW student candidates. Employers must provide adequate written justification and submit it for pre-approval by the delivery organization. Heritage will take additional measures to communicate this program policy to potential applicants in all program documentation including employer guidelines and websites, and in its communications to delivery organizations.

## **1b) Response**

**Official Languages:** The YCWBOL and YCWBCEF programs' Terms and Conditions state that PCH will share costs with the recipients, where possible and appropriate. Generally, private sector entities contribute a higher percentage and non-profit organizations contribute a lower percentage. Where the sharing of costs with the recipient is not feasible, total government assistance (federal, provincial or municipal) may represent up to 100% of eligible costs, only if appropriate. The OL Branch is willing to explore (with delivery organizations) the possibility of prioritizing private sector employers (where appropriate), while continuing to respect the OL program objective of support for not-for-profit employers.

<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
<b>1a)</b> OL: Training sessions with delivery organizations reinforce the priority given to new participants (relevant training documents).	Completion January 31, 2016	Director, Operations and Regional Coordination - Official Languages Branch
HPPB: All pertinent public communications clearly state that priority be given to first time applicants. This priority will be highlighted for delivery organizations.	Completion October 31, 2015	Senior Director - Heritage Policy and Programs Branch
<b>1b)</b> OL: During the two annual national sessions, delivery organizations will be encouraged to prioritize private employers, but continue to consider not-for-profit employers as an important objective of OL program (relevant training documents).	Completion October 2015 and January 2016	Director, Operations and Regional Coordination - Official Languages Branch

## **Recommendation 2**

To improve the administrative efficiency of the program, the Assistant Deputy Minister of Citizenship, Heritage, and Regions should explore alternative funding delivery models, for example, multi-year funding for employers.

**Statement of Agreement /Disagreement**

Official Languages Branch and Heritage Policy and Programs Branch Managements agree with this recommendation.

**Management Response**

**Response**

The program objectives for OL and HPPB are focused on providing benefits to students in the Arts and Heritage Sectors and Official Language environments. The Official Languages Branch and Heritage Policy and Programs Branch are willing to explore alternative delivery funding models, such as multi-year funding, while taking into account the specific objectives and terms and conditions of OL and HPPB programs.

<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
OL & HPPB: Discussions within the PCH Young Canada Works Working Group (minutes).	Completion August 31, 2015	YCW Working Group
OL & HPPB: Consultations with delivery organizations, as applicable, and analysis paper prepared (relevant documents).	Completion March 31, 2016	Director, Operations and Regional Coordination, Official Languages Branch; Senior Director, Heritage Policy and Programs Branch

**Recommendation 3**

To improve the efficiency of the application process, the Assistant Deputy Minister of Citizenship, Heritage and Regions should bring about improvements regarding the timely release of funding for approved YCW Heritage employer applications.

**Statement of Agreement /Disagreement**

Heritage Policy and Programs Branch Management agrees with this recommendation.

**Management Response**

**Response**

Heritage Policy and Programs Branch: Heritage is willing to explore ways to accelerate the evaluation process to enable earlier employer approvals, contracts and payments. However, to assess the professional eligibility and quality of proposed heritage summer jobs/internships, delivery organizations depend on external Peer Review Committees. Hence the greater processing time for Heritage applications, compared to that of OL programs.

<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
HPPB: Review of internal program timelines and consultation with delivery organizations to establish service standards for key program delivery activities and results. Service Standard Commitments annexed to new 2015-2017 contribution agreements.	Completion May 31, 2015	Senior Director, Heritage Policy and Programs Branch
HPPB: Explore the feasibility of advancing the 2016 program cycle launch date.	Completion September 30, 2015	YCW working group

#### **Recommendation 4**

To ensure that YCW meets its outcomes, the Assistant Deputy Minister of Citizenship, Heritage, and Regions should:

- 4a) ensure that the formulation of Program objectives and expected outcomes align in key documents such as the Terms and Conditions and the Performance Measurement, Evaluation and Risk Strategy (PMERS), and;
- 4b) continue to work with PCH partners (e.g., CIOB) towards an effective IT system for program decision-making, user-service and results reporting.

#### **Statement of Agreement /Disagreement**

Management of all three YCW Branches agree with both parts of this recommendation.

#### **Management Response**

##### **4a) Response**

The YCW Initiative has been anticipating this Evaluation as an opportunity to revise its Terms and Conditions. Each branch of the YCW initiative has already begun to review the Terms and Conditions for its respective YCW programs in order to align them with the 2014 YES Terms and Conditions, the latest Terms and Conditions template from the PCH Centre of Expertise, and the October 2012 YCW Initiative PMERS. This may also involve a subsequent update of the YCW PMERS, if required. This exercise will also align the language within each of the four separate Terms and Conditions, ensuring consistency of approach among all YCW programs, and avoiding confusion at the next evaluation.

At the same time, the YCW Initiative will ensure that the performance information it collects from participants and delivery organizations adequately supports its performance

indicators.

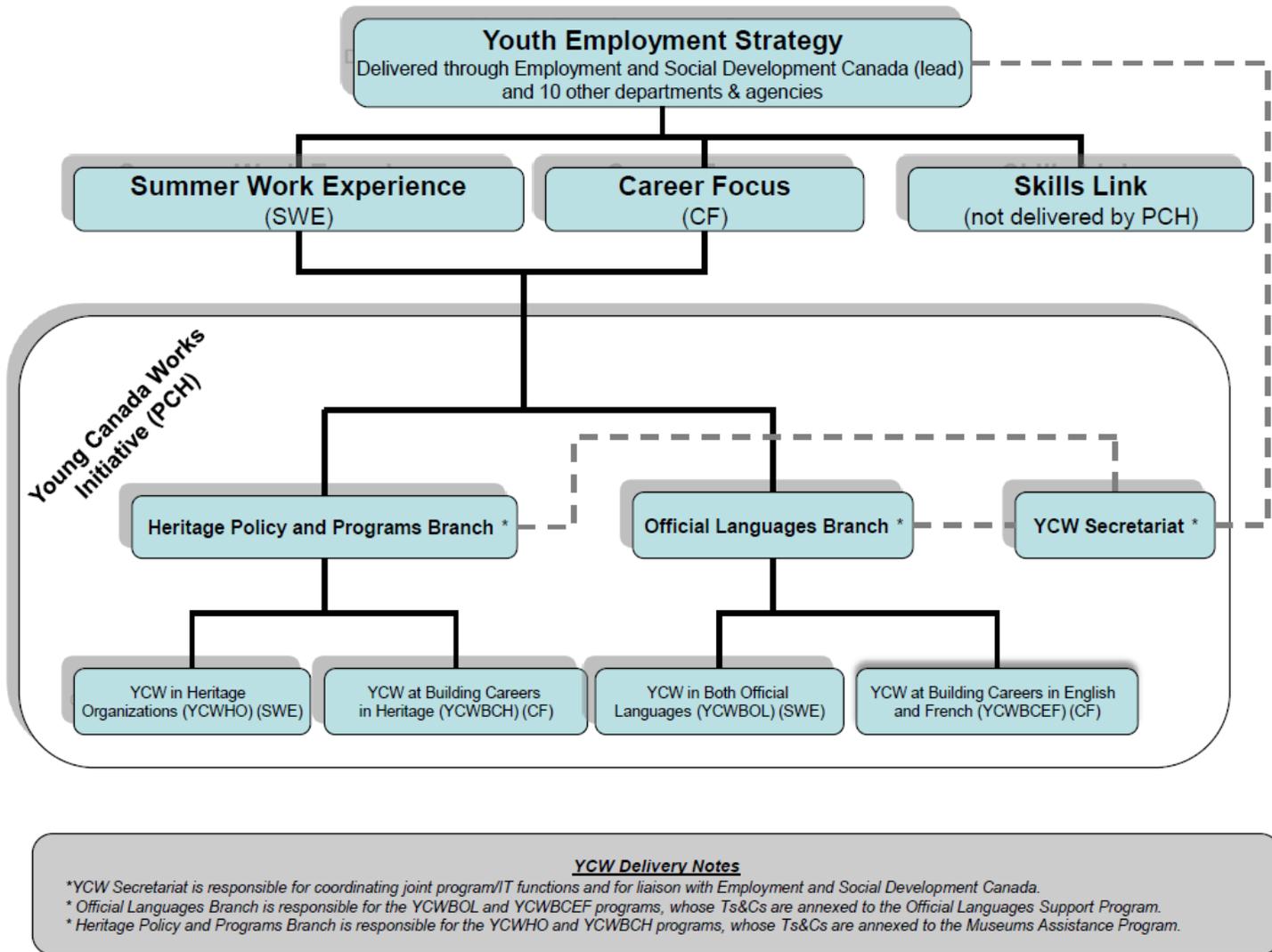
**4b) Response**

The YCW website enables students to create a profile and résumé online, as well as to search, examine, and express interest in available positions posted by employers (who also apply online). As such, YCW directly empowers Canadian students and young graduates to play an active role in their search for positions offered by Canadian organizations.

All three branches strongly support this recommendation and look forward to working with a new integrated IT system. All parties will actively contribute to any consultations required to design and implement a new IT system for YCW; however, the project and process will be managed by the YCW Secretariat, in consultation and collaboration with CIOB and other departmental partners (ATIP, Security, etc.). A Privacy Assessment is already underway, a Feasibility Assessment has been undertaken by CIOB, and financial funding to develop and implement the solution was approved in April 2015. The rest of the work is planned for 2015-2016 and 2016-2017, with a view to full implementation of a new system in the window between program cycles in September – November. However, as with other complex IT development projects, not all requirements can be fully envisaged at this point, and some critical deliverables and timelines are beyond the Program’s control.

<b>Deliverable(s)</b>	<b>Timelines</b>	<b>OPI</b>
<b>4a)</b> Reviewed and revised Program Terms & Conditions and Program PMERS documents, as necessary	Completion December 31, 2016	YCW Secretariat, OL and Heritage Policy and Programs Branches
<b>4b)</b> Feasibility Assessment	Completion April 30, 2015	CIOB, YCW Secretariat,
Privacy Impact Assessment	Completion May 31, 2015	YCW Secretariat, PCH ATIP, CIOB
<i>Subject to confirmation of required resources</i>		
<i>Engagement of design team/firm, System Design</i>	<i>2015-2016</i>	<i>YCW Secretariat, CIOB, OL and Heritage Policy and Programs Branches</i>
<i>Engagement of development team/firm, System Testing</i>	<i>2015-2017</i>	<i>YCW Secretariat, CIOB, OL and Heritage Policy and Programs Branches, YCW Delivery Organizations</i>
<i>System Implementation</i>	<i>2016-2017</i>	<i>YCW Secretariat, CIOB</i>

**Appendix A: Young Canada Works Initiative Organizational Chart**



**Appendix B: YCW Initiative Reference Levels (2008-09 to 2012-13)**

		Vote 1		Sub-Total	Vote 5	Sub-total	Total
		Salary	O&M				
<b>2008-2009</b>	<b>Heritage OL</b>	269,000 140,000	244,000 143,800	513,000 283,800	7,846,844 3,385,000	7,846,844 3,385,000	8,359,844 3,668,800
<b>Sub-total</b>		409,000	387,800	796,800	11,231,844	11,231,844	12,028,644
<b>2009-2010</b>	<b>Heritage OL</b>	269,000 140,000	244,000 143,800	513,000 283,800	7,846,844 3,385,000	7,846,844 3,385,000	8,359,844 3,668,800
<b>Sub-total</b>		409,000	387,800	796,800	11,231,844	11,231,844	12,028,644
<b>2010-2011</b>	<b>Heritage OL</b>	269,000 140,000	145,000 143,800	414,000 283,800	7,846,844 3,385,000	7,846,844 3,385,000	8,260,844 3,668,800
<b>Sub-total</b>		409,000	288,800	697,800	11,231,844	11,231,844	11,929,644
<b>2011-2012</b>	<b>Heritage OL</b>	269,000 140,000	145,000 143,800	414,000 283,800	7,883,000 3,385,000	7,883,000 3,385,000	8,297,000 3,668,800
<b>Sub-total</b>		409,000	288,800	697,800	11,268,000	11,268,000	11,965,800
<b>2012-2013</b>	<b>Heritage OL</b>	269,000 140,000	145,000 143,800	414,000 283,800	7,883,000 3,385,000	7,883,000 3,385,000	8,297,000 3,668,800
<b>Sub-total</b>		409,000	288,800	697,800	11,268,000	11,268,000	11,965,800

**Appendix C: YCW Initiative Actual Expenditures for Heritage and Official Language Components (2008-09 to 2012-13)**

		Vote 1 *		Sub-Total **	Vote 5	Sub-total	Total	Admin costs as percent of total costs (%)
		Salary	O&M					
2008-2009	Heritage *** OL****	269,000	244,000	513,000	7,896,800	7,896,800	8,409,800	6.1
		140,000	143,800	283,800	3,552,471	3,552,471	3,836,271	7.4
Sub-total		409,000	387,800	796,800	11,449,271	11,449,271	12,246,071	6.5
2009-2010	Heritage OL	269,000	244,000	513,000	7,802,164	7,802,164	8,315,164	6.2
		140,000	143,800	283,800	3,473,164	3,473,164	3,756,964	7.6
Sub-total		409,000	387,800	796,800	11,275,328	11,275,328	12,072,128	6.6
2010-2011	Heritage OL	269,000	145,000	414,000	7,812,142	7,812,142	8,226,142	5.0
		140,000	143,800	283,800	3,455,927	3,455,927	3,739,727	7.6
Sub-total		409,000	288,800	697,800	11,268,069	11,268,069	11,965,869	5.8
2011-2012	Heritage OL	269,000	145,000	414,000	7,788,404	7,788,404	8,202,404	5.0
		140,000	143,800	283,800	3,493,252	3,493,252	3,777,052	7.5
Sub-total		409,000	288,800	697,800	11,281,656	11,281,656	11,979,456	5.8
2012-2013	Heritage OL	269,000	145,000	414,000	7,762,526	7,762,526	8,176,526	5.1
		140,000	143,800	283,800	3,474,358	3,474,358	3,758,158	7.6
Sub-total		409,000	288,800	697,800	11,236,884	11,236,884	11,934,684	5.8

**Note:** CHIN is excluded from the calculations of administration costs given that this activity ended in 2011-12. Vote 1 reference and expenditure levels 2008-09 to 2012-13 included \$220K to the Canadian Heritage Information Network (CHIN), of which approximately \$170K was used for contracts with museums for technology internships. Halfway through 2012-13 and thereafter, this amount was permanently re-allocated.

\*Vote 1 Expenditures also include transfers and reductions to cover program and corporate costs and levies (e.g., Gs&Cs training, RCAs, Legal Services, CIOB costs, etc.)

\*\* YCW Vote 1 actual expenditures are always fully spent. There is no fluctuation in the reported actuals because the amounts are rolled up into larger program cost centres (such as MAP), and often reflect a division over multiple employees (i.e. someone who works part-time on YCW and also on another program)

\*\*\* Heritage includes Vote 5 funds transferred to DGAP and Vote 1 funds transferred to YCW Secretariat

\*\*\*\* OL includes Vote 1 funds transferred to YCW Secretariat

**Appendix D: Evaluation framework**

Core Evaluation Issues	Evaluation Questions	Indicators	Data Sources	Methods of collection
<b>Relevance of the YCW</b>				
<b>Issue # 1: Continued need for program</b>				
<p>Assessment of the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians</p>	<p>Are services provided by YCW aligned with the evolving needs of young Canadians?            Are services provided by YCW aligned with the needs of Canadian employers?            To what extent does the mandate of delivery organizations reflect the priorities of YCW?            Does YCW respond to the needs of youth Canadians?</p>	<p>Number of young Canadians who apply YCW each year            Number of applications from employers each year            Number of internships available for young Canadians each year            Ratio of applications to YCW internships available for young Canadians each year            Number and value of contribution agreements            Perceptions of stakeholders with respect to continuing need for YCW            Perceptions of stakeholders on the extent to which YCW responds to the current and evolving needs of youth            Perceptions of stakeholders on the extent to which YCW responds to current and evolving needs of employers/sponsor organizations in cultural, heritage and official languages sectors</p>	<p>YCW Access Database            YCW website            GCIMS            Speech from the Throne            Federal budgets            Departmental reports            Published articles in the area of youth employment            YCW stakeholders (third party organizations, students, employers)</p>	<p>Literature review            Document and file review            Administrative data analysis            Key informant interviews with third party organizations and PCH officials</p>

<b>Issue # 2: Alignment with government priorities</b>				
Assessment of the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes	To what extent is YCW aligned with federal government priorities? To what extent is YCW aligned with the priorities of PCH and its strategic outcomes? Are there areas where YCW overlaps with other government programs and services? To what extent is YCW aligned with the objectives of each program (involving heritage and OLM stakeholders)?	Perception of stakeholders on the extent to which YCW is aligned with priorities of PCH and its strategic outcomes Perception of stakeholders on the extent to which YCW is aligned with federal government priorities Canada Perceptions of stakeholders on the extent to which YCW overlaps with other government programs and services. Perceptions of stakeholders on the extent to which YCW is aligned with the objectives of each program (involving heritage and OLM stakeholders)	Speech from the Throne Departmental reports Federal budgets YCW Terms and Conditions PCH officials Other official documents	Document and file review Key informant interviews with PCH officials
<b>Issue # 3: Alignment with federal roles and responsibilities</b>				
Assessment of the role and responsibilities for the federal government in delivering the program	Is YCW compatible with departmental and federal roles and responsibilities?	Perception of stakeholders on the extent to which YCW is aligned with departmental and federal roles and responsibilities	Speech from the Throne Federal budgets Departmental reports YCW Terms and Conditions PCH officials	Document and file review Key informant interviews with PCH officials
<b>Performance (effectiveness, efficiency and economy)</b>				
<b>Issue # 4: Achievement of expected outcomes</b>				
Assessment of progress toward expected outcomes (including immediate, intermediate and ultimate outcomes) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes	Is the program reaching its <b>immediate outcomes</b> ?			
	To what extent does YCW's design and implementation allow equitable access to young women and men? To what extent does YCW's design and implementation process allow equitable access to priority groups targeted (i.e., marginalized youth including economically disadvantaged youth who live in rural areas or are part of a visible minority group)?	Profile of youth participating by program (province, region, size, sector, number and percent, other socio-economic variables). Profile of employers participating by program (province, region, size, sector, number and percent, other socio-economic variables). Type of information, services and tools provided to students Type of information, services and tools provided to employers	Program performance reports Existing employer and youth post-project surveys Employer survey Youth survey PCH officials and third party organizations	Literature review Document and file review Administrative data analysis Key informant interviews with PCH officials and third party organizations Youth survey Employer survey

<p>To what extent did YCW provide opportunities for students and young graduates across Canada to access work experience?</p> <p>To what extent did YCW provide information, services and tools to students and young graduates across Canada?</p> <p>To what extent did YCW provide information, services and tools to employers across Canada?</p> <p>To what extent did YCW provide opportunities for students to make frequent use of linguistic skills in his or her second official language?</p>	<p>Perceptions of youth on the extent and level of satisfaction with information, services and tools</p> <p>Perception of employers on the extent and level of satisfaction of employers with information, services and tools</p> <p>Number and percentage of youth in work experiences related to their expertise or field of study</p> <p>Number of youth who completed their work experience</p> <p>Number of youth who participated in each PCH priority sector (heritage and OLM)</p> <p>Evidence that information is accessible in all regions for youth with diverse cultural/social backgrounds (i.e. online, Service Canada centres etc)</p> <p>Perception of youth on the level of satisfaction with opportunities to make frequent use of their linguistic skills I their second official language</p>		
<p>Is the program reaching its <b>intermediate outcomes</b>?</p>			
<p>To what extent did YCW participants help meet human resource needs of employers in heritage organizations?</p> <p>To what extent did interns and students develop networks in heritage, arts and cultural sectors and official-languages minority communities (Heritage and OL)?</p> <p>To what extent did YCW participants gain work experience, knowledge and earnings?</p>	<p>Employer perceptions on extent to which YCW participants help meet their human resource needs</p> <p>Employer and youth perceptions on the extent to which YCW participants developed networks in heritage, arts and cultural sectors</p> <p>Employer and youth perceptions on the extent to which YCW participants developed networks in official-languages minority communities</p> <p>Youth and employer perceptions on the extent to which YCW gained work experience, knowledge and earning</p> <p>Level of satisfaction among youth with work experience, knowledge and earning</p>	<p>Existing post-project youth and employer questionnaires</p> <p>YCW Access Database</p> <p>Program performance reports</p> <p>Employer survey</p> <p>Youth survey</p> <p>PCH officials and third party organizations</p>	<p>Document and file review</p> <p>Administrative data analysis</p> <p>Key informant interviews with PCH third party organizations</p> <p>Youth survey</p> <p>Employer survey</p>

		gained \$ paid to youth through YCW programs		
Is the program reaching its ultimate outcomes?				
	<p>To what extent did YCW participants gain employability/career skills in the heritage, arts, cultural and official languages sectors?</p> <p>To what extent did YCW assist YCW participants in making return to school decision?</p> <p>How did the program influence career choice(s) of YCW participants?</p> <p>To what extent did YCW increase YCW participants' ability to participate in the labour market in PCH priority areas?</p> <p>Did YCW prepare students and interns for employment in PCH priority areas?</p> <p>What, if any, unintended outcomes (positive or negative) have occurred as a result of YCW?</p>	<p>Number of youth who reported increased employability/career skills in the heritage, arts, cultural and official languages sectors</p> <p>Number of youth who participated in work experiences related to their expertise or field of study</p> <p>Youth and employer perceptions on employability skills gained</p> <p>Fields of study youth returned to and impact of YCW experience on this decision</p> <p>#,% and profile of youth returning to post-secondary educational studies</p> <p>Youth perception on the extent to which the program influenced career choice(s)</p> <p>Employer and youth perception on the extent to which YCW increased YCW participants' ability to participate in the labour market</p> <p>Youth and employer perception on the extent to which YCW prepared students and interns for employment in PCH priority areas</p> <p>Evidence of unintended outcomes</p>	<p>Existing post-project youth and employer questionnaires</p> <p>YCW Access Database</p> <p>Program performance reports</p> <p>Employer survey</p> <p>Youth survey</p> <p>PCH officials and third party organizations</p>	<p>Document and file review</p> <p>Literature review</p> <p>Employer survey</p> <p>Youth survey</p> <p>Key informant interviews</p> <p>Administrative data analysis</p>
<b>Issue # 5: Demonstration of efficiency and economy</b>				
Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes	<p>Is YCW delivered in an efficient/cost-effective manner?</p> <p>Did YCW operate within budget? What are the reasons for variances, if any?</p> <p>Is there complementarity or overlap between the YCW</p>	<p>Financial performance (forecasted and expenditures)</p> <p>Perceptions of stakeholders on the extent to which YCW complements or overlaps between YCW program streams and PCH's service delivery</p> <p>Evidence of efficient information</p>	<p>PCH officials</p> <p>Program performance reports</p> <p>FAS database</p> <p>YCW Access database</p> <p>Existing post-project youth and employer questionnaires</p>	<p>Administrative data analysis</p> <p>Document and file review</p> <p>Key informant interviews</p> <p>Literature Review</p>

	<p>program streams and PCH's service delivery?</p> <p>Are there efficient information management, reporting and results measurement tools to conduct program operations?</p> <p>Is YCW using the most appropriate means and efficient ways to reach its goals (third party)?</p> <p>Are there alternative governance and delivery structures which would be more efficient and effective?</p> <p>From what other sources has YCW managed to leverage funds?</p>	<p>management, reporting and results measurement tools to conduct program operations</p> <p>Perceptions of PCH officials on the most appropriate means and efficient ways to reach its goals (third party)</p> <p>Type and amount of funds leveraged</p> <p>Perceptions of stakeholders on alternative governance and delivery structures which would be more efficient and effective</p>		
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