



RealWorld Systems

www.realworldsystems.net

ISAP Program Review

FINAL REPORT and RECOMMENDATIONS

Citizenship and Immigration Canada,
Settlement and Port of Entry Directorate, Ontario Region

Prepared by
Dr. Gillian Kerr and Anne Simard

RealWorld Systems

July 2003



100 Wells Street
Toronto, Ontario M5R 1P3
email: info@realworldsystems.net
tel/fax: (888) 596-5290



ISAP Program Review: FINAL REPORT and RECOMMENDATIONS

TABLE OF CONTENTS

- 1. ACKNOWLEDGEMENTS..... 3**
- 2. EXECUTIVE SUMMARY 4**
- 3. INTRODUCTION 7**
- 4. RESEARCH QUESTIONS FOR ISAP REVIEW 9**
- 5. SUMMARY OF RESEARCH ACTIVITIES 11**
- 6. KEY FINDINGS..... 12**
 - 6.1. OVERVIEW OF ISAP 12
 - 6.2. NEEDS, WANTS, AND EXPERIENCES OF NEWCOMERS (RESEARCH QUESTION #1) 14
 - 6.3. PLANNING, DELIVERY, AND EVALUATION OF SERVICES (RESEARCH QUESTION #2) 16
 - 6.4. PROPOSED SHIFTS TO ISAP FUNDING AND PRIORITIES (RESEARCH QUESTION #3) 18
- 7. FINAL RECOMMENDATIONS: SUMMARY 21**
 - 7.1. CIC ONTARIO SHOULD CLARIFY ITS EXPECTATIONS FOR ISAP AND ITS COMPONENTS, AND SET STANDARDS (NEW OR EXISTING) WITHIN EACH COMPONENT. IN PARTICULAR, INFORMATION & REFERRAL STANDARDS SHOULD BE INCORPORATED INTO EXPECTATIONS FOR ISAP-FUNDED AGENCIES. 22
 - 7.2. CIC ONTARIO AND AGENCIES SHOULD IMPLEMENT PERFORMANCE MANAGEMENT PROCESSES THAT SYSTEMATICALLY IMPROVE THE EFFECTIVENESS OF THE SECTOR AS A WHOLE..... 28
 - 7.3. CIC ONTARIO SHOULD FURTHER DEFINE AND IMPROVE ITS EMPLOYMENT-RELATED SERVICES WHILE ENCOURAGING HRDC TO ENSURE THAT ITS SERVICES ARE ACCESSIBLE TO NEWCOMERS..... 34



7.4.	CIC ONTARIO AND CIC NATIONAL SHOULD ENSURE THAT PROSPECTIVE IMMIGRANTS GET ACCURATE INFORMATION ABOUT EMPLOYMENT ISSUES BEFORE THEY ARRIVE IN CANADA.....	38
7.5.	CIC ONTARIO SHOULD WORK WITH CIC NATIONAL TO ADDRESS KEY POLICY ISSUES THAT ARE OUTSIDE OF ITS DIRECT CONTROL; IN PARTICULAR, BROADENING ISAP ELIGIBILITY CRITERIA AND IMPROVING ACCESS TO RELIABLE AND ACCURATE INFORMATION OVERSEAS.....	41
8.	APPENDICES	43
8.1.	PROFILE OF RESPONDENTS TO INDIVIDUAL INTERVIEWS WITH IMMIGRANTS AND REFUGEES	43
8.2.	PROFILE OF PARTICIPANTS IN GROUP INTERVIEWS.....	47
8.3.	KEY INFORMANT LIST	49
8.4.	AGENCIES PARTICIPATING IN THE SURVEY	50
8.5.	AGENCIES AND FUNDERS INVOLVED IN THE CONSULTATIONS ON THE PRELIMINARY REPORT AND RECOMMENDATIONS	52
8.6.	ALLIANCE OF INFORMATION & REFERRAL SYSTEMS: SUMMARY OF STANDARDS FOR INFORMATION AND REFERRAL	53
8.7.	TERMS AND ACRONYMS	58



ISAP Program Review: FINAL REPORT and RECOMMENDATIONS

1. ACKNOWLEDGEMENTS

RealWorld Systems would like to acknowledge the assistance, support, and insight of contributors to this project. Many individuals both within and outside the settlement sector gave their time and knowledge for interviews and consultations. Nearly all ISAP-funded agencies in Ontario participated in a long and complex survey – often involving several staff and Board members in preparing their response. And nearly 200 newcomers themselves generously shared their stories and experiences.

We would also like to thank the terrific project team: Anne Anderson, Usha George, Rishma Peera, Lori Criss Powers, Sherry Sim, Mary Yali Tong and Katya Willinsky.

All these contributions made a rich and diverse research process. The involvement and commitment of all types of stakeholders – funders, agencies, immigrants, and community partners – greatly enhanced the report and recommendations. We gratefully acknowledge and thank those working in the settlement sector and beyond for their assistance.



2. EXECUTIVE SUMMARY

Citizenship and Immigration Canada's Settlement Directorate – Ontario Region (CIC Ontario) hired RealWorld Systems to review its Immigrant Settlement and Adaptation Program (ISAP)¹ in November 2002. The program review focussed on the needs and experiences of newcomers to Canada, on the planning, delivery, and evaluation of settlement services in Ontario, and on necessary changes and/or improvements to ISAP.

ISAP funds direct services to immigrants and refugees: primarily reception, needs assessment, orientation and information, referral to community resources, interpretation and translation, para-professional counselling, and employment-related services. ISAP also funds indirect services that contribute to improving the delivery of overall settlement services to newcomers, such as research and training.

The program review incorporated many different perspectives and activities, including hundreds of interviews and surveys with newcomers, agencies and key informants, as well as several group consultations and a scan of the relevant literature.

Our recommendations are based on two assumptions: That newcomers need access to the full range of services that are available to all Canadian residents, and that ISAP funding cannot possibly replace the other service sectors (such as health, employment, education and so on). It is vital that ISAP focus its mandate to ensure that newcomers get the services they need rather than settling for a parallel and under-funded service system.

Our five major recommendations, below, aim to improve the effectiveness of ISAP services within the context of the challenges facing the settlement sector as a whole.

RECOMMENDATIONS:

- 1. CIC Ontario should clarify its expectations for ISAP and its components, and set standards (new or existing) within each component. In particular, Information & Referral standards should be incorporated into expectations for ISAP-funded agencies.**
 - CIC Ontario should incorporate Information & Referral (I&R) standards into its expectations of ISAP-funded agencies.
 - CIC Ontario and agencies should identify good practices for high quality I&R which exist in the sector, and support other funded agencies in building their capacity and systems.

¹ For a list of all Terms and Acronyms used in this report, consult appendix 8.7.



- CIC Ontario and agencies should adopt standards for ISAP services which are not covered under I&R practices (new or adopt/adapt existing standards).
- 2. CIC Ontario and agencies should implement performance management processes that systematically improve the effectiveness of the sector as a whole.**
 - CIC Ontario should annually move dollars from poor performing agencies to agencies that can demonstrate their effectiveness.
 - Agencies should develop useful and meaningful measures that allow them to improve and demonstrate effectiveness and cost efficiency.
 - CIC Ontario should identify high priority areas for improvement in the sector and invite clusters of agencies to develop approaches that have the potential to increase the effectiveness of the sector.
 - CIC Ontario should encourage effective agencies to take expanded roles in the sector by mentoring or sponsoring community services.
 - CIC Ontario and CIC National should recognize the real costs of effective management systems, including evaluation and governance.
 - CIC Ontario should integrate funding streams across all ISAP programs (both in agencies and at CIC).
 - CIC Ontario should consider two-year ISAP funding to free up CIC and agency staff time for service improvements.
- 3. CIC Ontario should further define and improve its employment-related services while encouraging HRDC to ensure that its services are accessible to newcomers.**
 - CIC Ontario and agencies should build employment referral systems as one of the first I&R building blocks, emphasizing referral links to programs that demonstrate effectiveness.
 - CIC Ontario should expand or improve effective ISAP-funded employment programs, using service models that adapt to different regional realities.
 - CIC Ontario and CIC National should work with HRDC and other levels of government to make employment services more accessible to and effective for newcomers (e.g., coordination, interpreting, placement).
- 4. CIC Ontario and CIC National should ensure that prospective immigrants get accurate information about employment issues before they arrive in Canada.**
 - CIC should post simple and straightforward employment information in many languages on CIC's relevant web sites and in all orientation materials, with a specialized portal for skilled workers.



- CIC should ensure that all Canadian visa offices, embassies, and consulates are using CIC's up-to-date web resources.
- 5. CIC Ontario should work with CIC National to address key policy issues that are outside of its direct control; in particular broadening eligibility criteria and improving access to reliable and accurate information overseas.**
- CIC National should assess the feasibility of extending all ISAP services to refugee claimants by weighing the impacts of expanding the criteria versus the costs of exclusion.
- CIC Ontario and CIC National should ensure that employment-related information, as well as other orientation materials, be available to immigration consultants.



3. INTRODUCTION

Ontario has received nearly 600,000² immigrants and refugees in the past five years. Both the Canadian and Ontario governments offer them assistance in settling here through a range of programs, principally the federal Immigrant Settlement and Adaptation Program (ISAP) and the provincial Newcomer Settlement Program (NSP).

ISAP was started by the Canadian government in 1974 and has not had an in-depth review since its inception. The Newcomer Settlement Program is in its fifth year of operation since its last review. Thus, in Fall 2002, both Citizenship and Immigration Canada, Settlement and Port of Entry Directorate - Ontario Region (CIC) and the Ontario Ministry of Citizenship's Immigration and Settlement Unit (MCZ) decided to review these long-standing programs.

Agencies who receive funds from ISAP or NSP are generally multi-service organizations that are funded by several sources. In 2003-2004, there are 66 ISAP-funded organizations in Ontario, of which 52 also receive NSP funding. All agencies, regardless of funding sources, respond to settlement patterns and emerging client needs, as well as the demands for organizational effectiveness and service expectations related to their funding agreements.

RealWorld Systems was hired by both funders, in the hopes of reducing duplication and building on the results from RealWorld Systems' Evaluation of the OASIS Computerization Project³ completed in 2002. Both funders agreed to share information and conduct some research activities jointly – notably the agency survey.

This report highlights only the results and recommendations for the ISAP program and is directed to CIC Settlement Directorate - Ontario Region.

ISAP A involves the direct delivery of services to clients through non-governmental organizations and ISAP B includes services and research that support and contribute to the delivery of Stream A services.

It is important to note that while ISAP A or 'traditional ISAP services' was the primary focus of this review, its interaction with newer ISAP programs was also studied. These services, developed in the past five years in response to specific needs, are Job Search Workshops (JSW),

² Custom tabulations of Citizenship and Immigration Canada's Landed Immigrant Data System, prepared by Ontario Ministry of Citizenship, Immigration and Settlement Unit, December 2002-February 2003.

³ Report is available online at http://extranet01.settlement.org/sys/library_detail.asp?PageID=ISSUES&passed_lang=EN&doc_id=1002950



Newcomer Information Centres (NIC), Settlement Workers in Schools (SWIS), and www.settlement.org. The Resettlement Assistance Program (RAP) was also reviewed but not studied in detail. (Total funding for all ISAP A programs is about \$22 million/year, of which about \$11 million is directed to 'traditional' ISAP A services.) Perspectives on the overall set of ISAP programs were sought at all stages of the research and in all research activities.



4. RESEARCH QUESTIONS FOR ISAP REVIEW

The ISAP program review addresses **three research questions**:

1. What do newcomers want and need to support their settlement?

This research question focused on the wants and needs of all immigrants, refugees and refugee claimants arriving in Ontario, not only on those who request help from an ISAP- or NSP-funded agency. The underlying analytical questions included:

- 1a) Who are the clients and potential clients (demographics, education, skills, source countries, area of settlement)?
- 1b) What do clients say they want? Which services/delivery mechanisms are the most important to them? What barriers do they face? What priorities and tradeoffs do they recommend with regard to services?
- 1c) Where do they turn for help, and what resources do they draw on (for example, family, friends, agencies)? How do they find out about agency services?
- 1d) How do clients describe the quality, usefulness and responsiveness of the services they are getting? What do they think of the agencies?
- 1e) What skills/capacities (such as language, culture or expertise) do clients need from their service providers, and what approaches (such as interpreting or liaison) work for them?

2. What services do ISAP and NSP-funded agencies provide currently; and how are they planned and delivered?

This research question addressed the planning, delivery, and evaluation of ISAP- and NSP-funded services. The underlying analytical questions included:

- 2a) What services and programs are currently being provided by ISAP- and NSP- funded agencies? What are their characteristics?
- 2b) How do ISAP and NSP programs fit into the broader context of settlement in Ontario; in other words, how do they fit in with other services and funders?
- 2c) How are agencies responding to client needs? How do they decide which services to offer?
- 2d) What roles do multi-service, community-oriented, and non-settlement organizations play in the provision of services to immigrants and refugees? How do these roles differ depending



on the region (i.e., Greater Toronto Area (GTA), Northern Ontario, and other areas with fewer clients and settlement agencies)?

3. How should funding be shifted within the ISAP program?

This question examined the gap, if any, between the needs of immigrants and refugees and the services currently delivered by agencies. Are ISAP-funded agencies providing services in a manner that meets client needs? If not, how should agency services (or the way that services are planned and delivered) be changed in order to better meet the needs of immigrants and refugees? The underlying analytical questions included:

- 3a) Is the current mix of services funded by ISAP working? How could it be improved?
- 3b) Given the stated preferences of clients and agencies, what services should be provided as substitutes for the current ones?
- 3c) How can the ISAP program further support agencies to maximize benefits to clients (for example, their capacities, skills, partnerships, technology, and service models)?



5. SUMMARY OF RESEARCH ACTIVITIES

In order to address the research questions, RealWorld Systems collected information from several perspectives and used many different research methods. The research approach was designed to build on existing knowledge, to gain new insights, and to test ideas and assumptions with all the stakeholder groups. This iterative approach is key to the recommendations and to the consultative process that was used to reach our recommendations.

The following research activities comprised the methodology for the ISAP program review:

- A. Interviews with CIC Ontario staff, including settlement counsellors and program consultants** (December 2002).
- B. Review of literature covering the settlement sector, newcomers and landing statistics** (December – May 2003)
- C. Individual interviews with 101 newcomers to Canada** (January – March 2003). For a description of respondents' characteristics, see appendix 8.1.
- D. Six group interviews** (March – April 2003). For a summary of the participants' characteristics, see appendix 8.2.
- E. Interviews with more than 25 key informants from the settlement sector and beyond** (January – May 2003). For a list of organizations represented, see appendix 8.3.
- F. Survey of ISAP and NSP-funded agencies in Ontario** (April – May 2003). For a list of participating agencies, see appendix 8.4. .
- G. Analysis of good practices** (based on interviews and surveys) (May – June 2003).
- H. Consultations with key stakeholder groups** (November 2002-June 2003). For a list of participants in the agency and funder consultations, see appendix 8.5.

For a detailed summary of the methodological activities, along with all the actual research tools used in the program review, see the separate document, *ISAP Program Review: Research Tools*.



6. KEY FINDINGS

6.1. Overview of ISAP

According to most interviewees and informants, the ISAP program makes a significant positive contribution to newcomers to Ontario. It offers newcomers a necessary orientation to their new country, and it links them to the information and resources they need in their community. ISAP settlement workers are an important resource and a personal support for newcomers. For many, this personal contact is essential to making them feel connected and less isolated, and it extends beyond information and referral to emotional support through the difficult stages of adapting to a new country and culture.

In addition to the core ISAP A program, CIC Ontario has developed and collaborated on several new ISAP initiatives in the past five years to meet newcomers' needs. These initiatives complement the main ISAP program which continues to act as the foundation for newcomer services. Each new initiative has helped to fill unmet needs: Job Search Workshops (JSW) provide basic orientation and preparation for employment in Canada; Newcomer Information Centres (NIC) address the needs of self-directed, skilled workers with more advanced technological and English skills; Settlement Workers in Schools (SWIS) provide settlement services directly to newcomers in a school setting; and www.settlement.org is a rich set of online resources for settlement workers as well as newcomers themselves.

In fact, the components of SWIS, NIC, and core ISAP are essentially the same: orientation, information, and referral. They all offer these services in many languages to respond to client needs. Their differences lie in their approaches and settings. NIC is a self-directed service focussed on high-quality information and referral, provided through Internet-connected computers and other resources. It is designed for foreign-trained professionals and well-educated newcomers. SWIS places settlement workers in a school setting where they work directly with newcomer families and link them to ISAP services, if necessary. Neither SWIS nor NIC is designed to provide para-professional counselling, although there is some confusion about boundaries and what activities are permissible.⁴ There is also a difference in eligibility criteria: ISAP A and JSW are not available to refugee claimants, while other ISAP services have no such restriction.

Some interviewees and survey respondents spoke of the de-valuing of the core ISAP program in the last few years as these new programs have been developed and implemented. There is broad

⁴Evaluation of Ontario's SWIS projects (March 2003). Dr. Usha George (Principal Investigator), Centre for Applied Social Research at the University of Toronto.



recognition that JSW filled a gap in employment-related services. However, the implementation of NIC and SWIS has proven more contentious, particularly as agencies with these programs develop their working relationships with their local/regional counterparts who do not necessarily have the programs.

One illustrative example is a perception by some Toronto-area ISAP agencies that the NIC is not referring clients to them for additional services that the NIC does not provide, in spite of the NIC's referral statistics demonstrating that more than half of all referrals are to other ISAP-funded agencies.

Informants and agencies recommended that the various ISAP programs be integrated into a continuum of services rather than being separated into silos within and between agencies (as well as within CIC Ontario itself). A more integrated approach to service delivery would define the goals and objectives of each program, and how they each contribute to client outcomes. Part of the challenge for ISAP-funded programs is demonstrating how each program connects and builds on the others, and emphasizing the added value of each component. This would reduce competition between programs (sometimes within the same agency) and assure maximum impacts for clients.

Many stakeholders said that the next step is setting clear outcomes for settlement services overall that all stakeholders agree upon; that service quality would improve dramatically in the sector if agencies were held accountable for meeting settlement outcomes, rather than client quotas. There is considerable support for this notion of measuring outcomes from the sector and its funders, from external evaluators, and from clients.

Some argued that measuring outcomes rather than simply counting numbers would provide funders with better information about what is achieved with resources, and agencies would have greater flexibility to deliver services as deemed appropriate to clients' needs. They said that clients would ultimately benefit most as meeting clients' needs would be central to the whole accountability structure, rather than simply counting their presence in the agency.



6.2. Needs, Wants, and Experiences of Newcomers (Research Question #1)

General satisfaction and appreciation of settlement and other human services

Overall, newcomers interviewed individually or in groups⁵ emphasized their appreciation and satisfaction with the basic settlement services provided to them. Many expressed satisfaction with the process of their settlement in Canada and the services they have received. Newcomers were particularly pleased with the integration of their children into the education system, and with their general orientation to Canada (e.g. introduction to their community, to government services such as Ontario Health Insurance Plan (OHIP), Social Insurance Number (SIN), and welfare).

Employment as the critical gap in services to newcomers

The greatest dissatisfaction for newcomers related to employment services and programs. Interviewees – particularly skilled workers – routinely expressed their frustration at their inability to secure employment. While most interviewed had made numerous job-seeking efforts (e.g., attending JSW, sending out resumes), many complained that gaining “Canadian experience” proved elusive, and that settlement agencies were not a significant help.

Interviewees said they wanted specific assistance in their job-search strategy, tailored to their individual needs and experience. Many interviewees said that they need assistance beyond resume-writing which they perceive as the only employment-related service in most settlement agencies. Some, however, had accessed specialized training opportunities such as the Sector Terminology, Information & Counselling (STIC) program and were satisfied. Newcomers also wanted access to more labour-market oriented language training; several expressed dissatisfaction with the level of LINC language training and commented that it should be more oriented to employment. They felt that work-related language training should be integrated into the overall LINC curriculum and some professionals also wanted occupation-specific language training.

Agency survey results⁶ mirrored interviewees’ frustration from a service provider perspective, as 94% of responding agencies said that employment needs were the most difficult to address. And,

⁵ Results of the individual and group interviews with immigrants and refugees completed by RealWorld Systems in March 2003. Complete results available in a separate report: *ISAP Program Review: Results and Findings Report*.

⁶ Results of the agency survey completed by RealWorld Systems in May 2003. Complete results available in the Results and Findings Report.



when asked which ISAP-funded activities would shift in importance in the future, 69% said that employment-related services would grow in importance and many said they would benefit from a sector-wide approach (e.g. coordination, program development, training).

Importance of accurate employment information prior to arrival in Canada

Among immigrants and refugees interviewed, the huge majority (84%) prepared in some way prior to coming to Canada, and those who did not (16%) were all fleeing persecution or violence in their country of origin. Those who prepared sought out information about Canada from friends (35%), family (35%), and the Internet (35%). In other words, over one third of immigrants used web sites or email to find out about Canada. Agencies reported that they are feeling the impacts of this information-gathering; 53% of agencies said they receive between 1 and 10 overseas requests each month, 23% receive between 11 and 30 requests per month, and 5% receive more than 30 requests per month. Many agencies said these requests came primarily by email.

Despite efforts to obtain information, 35% of interviewed newcomers said that the information they received was not helpful or was incorrect. Newcomers repeatedly emphasized that they wanted accurate or “true” information about the Canadian labour market, about equivalency processes, and about the difficult realities in obtaining Canadian experience, particularly for skilled workers.

Many said they wished they could have used their waiting time overseas to better prepare for the realities of immigrating: learn more English, save more money, set realistic expectations for themselves and their family. Time and again, interviewees asked why the Canadian government brought them here or allowed them to come, only to squander their knowledge and experience by not facilitating their integration into the workforce. Many skilled workers felt that the points system used to evaluate potential immigrants was deceiving.

Newcomers’ problems with services

Half of the newcomers interviewed had experienced some problems with the settlement services they’d received (including both ISAP and non-ISAP services). These problems can be categorized into two dominant themes: lack of knowledge and experience by service providers (e.g., training, specificity and usefulness of information/referral), and poor customer service quality (e.g. respectful and professional attitude, speed of service).

Because so many newcomers (75%) spoke about employment and economic security when asked “What does settlement mean to you?”, it is understandable that continued difficulty in getting employment would translate into dissatisfaction or problems with services received. Several complaints about direct services were also valid as they related to calls left unreturned, lack of follow-up, rude or disrespectful treatment, and to lack of knowledge in the provider (e.g. wrong or poor referrals, failure to provide up-to-date or accurate information).



6.3. Planning, Delivery, and Evaluation of Services (Research Question #2)

Current agency planning, evaluation, and outreach strategies

Ontario's settlement agencies employ a rich variety of means to make their services accessible to clients, and to ensure that they are continually responding to clients' needs. For example, more than 90% of agency respondents said that they reach out to other community agencies, encourage newcomer clients to spread the word about their services, and offer services in many languages. As well, they promote their services in different media and advertising venues, and they provide services in different community settings.

Agencies rely on different approaches to information-gathering and evaluation to continually improve their services. For example, 62% of responding agencies compile and summarize the results of their assessment tools to identify trends and emerging needs. Many use client satisfaction tools such as suggestion boxes, follow-up surveys, and interviews or focus groups on a monthly or quarterly basis.

Need to identify effective service models and determine expected client outcomes

Key informants and some agency survey respondents expressed concern about the quality and effectiveness of the services provided by the settlement sector. For example, 53% of agency respondents chose 'identifying effective service models' as their top priority for improving service quality. Some trace this problem to the fact that there is no widespread agreement and understanding of settlement and integration.

It is difficult to improve service effectiveness without a clear understanding of the objectives of the services. So far, the funders and agencies supporting settlement services have not defined the goals and expectations of services thoroughly. A shared understanding would ensure that all stakeholders (funders, agencies, and clients) are clear on the expectations, outcomes, and benchmarks.

Agencies have developed ways to assess performance on three levels: individual staff, program, and organization. Frequently-used mechanisms (used by at least 50% of agencies surveyed) include staff and team meetings, individual performance review, program reviews (e.g., process/outcome evaluation), and client satisfaction measures.

These evaluation activities have led to a number of organizational and program improvements within agencies, including better data collection and data management systems and the creation of operational/organizational plans (including measurable objectives, service/activity standards, direction for staff). Service improvements include extended hours and programming, and delivery of services in additional languages to meet demand.



Agencies are responding to a general push for accountability in the human services sector from all of their funders. For services funded by Citizenship & Immigration Canada, the Contribution Accountability Framework⁷ (CAF) is the primary driver for performance management. This framework includes a strong commitment to accountability, service quality, and evaluation of settlement programs. The centrepiece of performance measurement is the Immigration-Contribution Accountability Measurement System (iCAMS) which is currently being piloted for ISAP and HOST.

Focus on measuring more than newly-arrived and returning client counts

At this time, iCAMS is collecting quantitative data about the number of different clients served. Full implementation of these quantitative components is expected for 2003-2004.

Agencies and key informants expressed dissatisfaction with this current focus on quantitative data, as they remarked that it skews their services towards getting as many clients through their doors as possible. There is a widespread recognition that agencies should be aiming for more than simply head counts; they want to be working towards tangible results. But they said that those results must make sense to agencies, must be matched to clients' settlement needs, and must meet funder expectations.

The Contribution Accountability Framework's Evaluation Strategy will eventually develop measures that go beyond numbers of clients served. The Evaluation Strategy is being developed in partnership with CAF's Evaluation Advisory Committee (originally the Performance Measurement Advisory Committee whose mandate was extended and expanded).

This Evaluation Strategy is meant to focus on qualitative aspects of service quality in the settlement sector, including client satisfaction, program design, and management factors. The settlement results and indicators will be determined through a consultative process over the next two years.

Many stakeholders at CIC Ontario and in the settlement sector recognized that they will need to work closely with CIC National to establish these outcomes and standards. Agencies generally demonstrated strong support for clearer settlement outcomes and for better monitoring of agency performance. They also strongly advocated for more support (particularly in management and administration funding) for processes and systems that are linked to monitoring and evaluating performance.

⁷ Settlement Programs Evaluation Strategy (February 2003) DRAFT developed by the CAF team at CIC National Headquarters.



6.4. Proposed Shifts to ISAP Funding and Priorities (Research Question #3)

Strong continued support for ISAP program but recognition needed for service advocacy

There is strong support and recognition of the value of ISAP and its complement of funded activities. Newcomers themselves, agencies, and key informants recognized the need to sustain and strengthen the core elements in all modes of delivery (i.e., whether JSW, SWIS, NIC, or ISAP).

ISAP-funded agencies are seen as playing a key role in bridging newcomers from settlement services to the broader human services sector. Part of good orientation, information, referral, para-professional counselling, and employment-related services is bridging the newcomer to the broader human services sector if their needs fall outside ISAP's boundaries. For example, there is an expectation that a newcomer with mental health problems will be referred and supported in accessing the necessary health care providers. For this to happen effectively, ISAP agencies need protocols and policies in place within their organization to guide settlement workers, as well as relationships and referral networks built with providers outside the agency.

Many have said that this aspect of relationship-building is key to serving as the 'bridge'; however, it is not directly captured within ISAP statistics. iCAMS, for example, captures statistics only on direct contact with clients, either individual or groups, regarding reception, needs assessment, referral, information/orientation, interpretation, translation, para-professional counseling, and employment-related services. Agencies and key informants argue that settlement agencies and the sector as a whole should ensure that organizations which are not necessarily focussed on newcomers are more responsive to their needs and that this service advocacy be considered an essential ISAP component. Service advocacy is an indirect service that is crucial to ISAP success.

Enhance professionalism and service quality in settlement sector

The agency survey and informants strongly supported a greater level of professionalism and service standards within the sector, partly in recognition of the higher skill levels of newcomers themselves, and partly to meet service quality expectations of funders, of agencies, and of the public. An undercurrent of this support for professionalism is the recognition that settlement workers have not always been qualified in the past – partly due to salary limitations, to a past emphasis on language rather than professional skills, and to other organizational realities. Survey respondents and informants continually reinforced the need for professional development opportunities for settlement workers in all program lines. As well, 69% of agencies supported certification of settlement workers. They also stated that agencies may need greater flexibility in setting salary scales and responsibilities, based on professional qualifications of the settlement worker and clients' needs.



Pursue opportunities for collaboration and coordination within the settlement sector

There is strong overall support for greater coordination of settlement services, especially within a geographic area such as Toronto. Moreover, given the concentration of immigrants and agencies with the Greater Toronto Area, some saw a need to critically reflect on the distribution of agencies, and examine possible consolidation, centralization, and/or specialization.

There is also support for finding coordinated service delivery solutions to ensure that newcomers in smaller and isolated communities have the services they need. As governments push for greater regionalization of immigrants outside the GTA, respondents said that funders must assess what is needed to support such a plan, such as the costs associated with having a presence in smaller centres.

Agencies and informants identified some opportunity for consolidation within ISAP-funded components. For example, there is a recognition that all agencies cannot serve clients in all languages. As such, having access to an ISAP-approved, centralized interpretation service to address gaps in languages spoken at a specific agency would be helpful.

In the same way, agencies pointed out that certain information management activities – such as the establishment of protocols for crisis intervention and regular updates on specific topics – are shared by all ISAP-funded agencies and could be handled centrally (e.g. by www.settlement.org or in partnership with another agency). This supports the findings of the Evaluation of the OASIS Computerization Project in which agencies highlighted the need for ongoing updates about immigration policy and procedures and accreditation of foreign-trained professionals to be delivered in a coordinated fashion.

CIC as a key player in addressing employment gaps for newcomers

Addressing the gaps in employment-related services is a priority for all stakeholders, although most recognized that this is not a job for ISAP alone. Given the myriad players involved in addressing the integration of newcomers into the Canadian workforce, this is encouraging news. Informants did highlight the need for strong employment-related information, referral, and networking roles for ISAP.

Informants and survey respondents suggested a continuum of employment-related services, starting with the work of JSW and its facilitators. They envisioned additional employment programs such as a JSW tailored to the needs of skilled workers, a mentoring program (or adapted version of HOST) that partners newcomers with volunteer professionals from their field, and up-to-date, accessible information that leads skilled workers through all stages of their integration into their trade or profession.

Many stakeholders saw employment as an HRDC responsibility and asserted that HRDC should consider immigrants as a key target group. Until this scenario is realized, however, they



recommended that CIC continue to play a critical role in addressing some employment needs of newcomers.

Other key themes on the future of the ISAP program that emerged from the data collection were requests to broaden ISAP eligibility criteria, to integrate all CIC-funded program streams, to recognize administrative costs and resources necessary to support ISAP-funded services, and to ensure stability of programs through longer-term funding.

Need to review and clarify eligibility criteria

ISAP eligibility criteria were raised in two contexts: the inclusion of refugee claimants and the extension of the time that newcomers may be served by ISAP.

Refugee claimants are not eligible for all ISAP services, and this disparity in eligibility caused a great deal of consternation among agencies. They mentioned the difficulties in managing these high-need individuals through the agency without drawing on ISAP A resources, and of the unmet needs that resulted for these individuals. Several suggested that the costs of not serving claimants were greater than the costs of actually meeting their needs.

Regarding time extensions for eligibility: Despite the statement in the ISAP handbook for service providers⁸ that newcomers are eligible for ISAP services until they acquire Canadian citizenship, many agencies believed that eligibility ends three years after arrival. This misperception should be clarified, since settlement is a long and complex process that sometimes extends well beyond a three-year window.

Building a stronger continuum of services

Finally, informants and agencies saw great opportunities for streamlining the administration of programs provided by CIC Ontario. Many felt that the current situation leads to unnecessary duplication and competition within an agency's own staff as well as among agencies. Key to this process is an integrated approach to ISAP and all its constituent programs.

⁸ ISAP handbook for service providers is available at <http://www.cic.gc.ca/english/newcomer/isap-1e.html>.



7. FINAL RECOMMENDATIONS: SUMMARY

ISAP funds direct services to immigrants and refugees: primarily reception, needs assessment, orientation and information, referral to community resources, interpretation and translation, para-professional counselling, and employment-related services. ISAP also funds indirect services that contribute to improving the delivery of overall settlement services to newcomers, such as research and training.

Newcomers require and are entitled to the full range of services that are available to all Canadian residents, and ISAP funding cannot possibly replace the other service sectors (such as health, employment, education and so on). It is vital that ISAP restrict its mandate to ensure that newcomers get access to the services they need rather than settling for a parallel and under-funded service system. There is always a temptation for funders and agencies to expand their mandates to help clients. The dangers are that ISAP services will be diluted, that specialized services will be provided by untrained workers, and/or that mainstream services will be insulated from the pressure to serve newcomers.

Our recommendations aim to improve the effectiveness of ISAP services within the context of the challenges facing the settlement sector as a whole. By effectiveness, we mean meeting the needs of newcomers which fall within ISAP's mandate, working with the sector's existing initiatives to improve the professionalization of settlement agencies, and CIC's move towards evaluation and accountability.

We have five major recommendations:

6. CIC Ontario should clarify its expectations for ISAP and its components, and set standards (new or existing) within each component. In particular, Information & Referral standards should be incorporated into expectations for ISAP-funded agencies.
7. CIC Ontario and agencies should implement performance management processes that systematically improve the effectiveness of the sector as a whole.
8. CIC Ontario should further define and improve its employment-related services while encouraging HRDC to ensure that its services are accessible to newcomers.
9. CIC Ontario and CIC National should ensure that prospective immigrants get accurate information about employment issues before they arrive in Canada.
10. CIC Ontario should work with CIC National to address key policy issues that are outside of its direct control; in particular broadening eligibility criteria and improving access to reliable and accurate employment information overseas.

Each major recommendation is described in detail below, as are a number of related sub-recommendations:



7.1. CIC Ontario should clarify its expectations for ISAP and its components, and set standards (new or existing) within each component. In particular, Information & Referral standards should be incorporated into expectations for ISAP-funded agencies.

The main findings from newcomers and agencies were that, while ISAP funded services were important and usually helpful, there was inconsistency across the sector in the range of services available, in the interpretation of what constituted an ISAP service, and in the skills and competencies of the settlement staff providing those services.

Over half the immigrants and refugees interviewed indicated that they had had some problem with the services they had received. There are many reasons for this. Generally, however, the lack of standards and training across the sector presents a key factor.

This recommendation, as well as the next one, speaks to two themes which were strongly evident in the findings from all sources: the need for greater professionalism in the sector (on an agency and an individual staff level), and the need to assess and manage the performance of the sector. It is not, however, a recipe for a prescriptive approach to service delivery.

CIC and its funded agencies must mutually define and describe the components of each ISAP program and how it contributes to meeting clients' needs. Once objectives and service standards are defined, there can be more flexibility about the actual delivery of service, based on the agency's own knowledge of how to best meet clients' needs effectively.

It is important to differentiate between standards and outcomes. The iCAMS and Contribution Accountability Framework (CAF) from CIC National are focussed on outcomes. The initial stages of the framework gather quantitative performance management data⁹. The next phase – starting in 2003-2004 – will develop qualitative evaluation dimensions such as service quality, client satisfaction, program design and management outcomes. The following recommendations are tied to standards within the ISAP program and the components of service delivery itself.

7.1.1. CIC Ontario should incorporate Information & Referral standards into its expectations of ISAP-funded agencies.

Information & Referral (I&R) is a complex and well-developed service area with its own standards and accreditation body – the international Alliance of Information and Referral

⁹ Contribution Accountability Framework: Settlement Programs Evaluation Strategy. February 2003 Draft. Prepared by the CAF team at CIC National.



Systems (AIRS), with its Canadian counterparts InformCanada and InformOntario. According to the standards of the Information & Referral profession, good practice includes assessment, the development of a plan in partnership with the client, a knowledge of the service system, an appropriate referral, service advocacy if necessary, follow-up where required, and a comprehensive tracking and monitoring process to ensure quality. See appendix 8.6 for a bare-bones summary of AIRS standards.

We recommend that ISAP-funded agencies take advantage of the standards that have already been developed for I&R services, and refer to them in the development of settlement standards. Some standards may need to be adapted to meet the needs of immigrants and this sector. Other activities, such as reception and orientation, are based on I&R functions but may require specific standards to address special characteristics.

It is imperative that ISAP and its agencies not under-estimate how demanding good Information & Referral can be. I&R is not a simplistic approach to clients' needs. When done properly, it includes assessment, followup, tracking and often basic case management functions, depending on the seriousness of the client's problem.

There are several advantages to adopting AIRS standards rather than focusing entirely on the development of settlement-specific standards. AIRS standards are associated with a comprehensive Canadian accreditation and training program for both agencies and for individual workers, so they can be implemented immediately; the standards meet many of the urgent needs identified by the sector and newcomers themselves; and implementation of the standards will lessen the isolation of many settlement services from the broader service system.

We recognize that service standards exist for the settlement sector, and have been evolving. In Ontario, a joint project of OCASI and COSTI developed sectoral and service standards for community-based organizations serving immigrants in 1998. Nationally, the Canadian Council for Refugees has developed a Canadian National Settlement Service Framework (2000)¹⁰, using the OCASI-COSTI consultations as one of the inputs.

These emerging settlement standards are written broadly, so they can be adapted to individual agency needs and competencies as well as desired client outcomes.¹¹ Only half of the agency survey respondents (50%) used the OCASI-COSTI service and sectoral standards, to any extent. A small number (7%) of agencies used their own or different standards. Still another (43%) did not know or use the OCASI-COSTI or other standards.

In order to reduce duplication of effort, agencies should examine how the OCASI-COSTI settlement standards can serve as a values and principles framework against which the AIRS

¹⁰ The Settlement Services Framework can be viewed at <http://www.web.net/~ccr/standards.PDF>

¹¹ For a sample chapter, see http://www.settlement.org/downloads/chapter1_OCASI_new.pdf



standards are tested. This approach would ensure that AIRS standards are relevant to settlement work, and are adapted accordingly. The settlement standards themselves may themselves also become more concrete and ‘operational’ through this process as they are matched to AIRS standards.

Part of the role played by ISAP agencies is ensuring that services beyond the settlement sector are aware and responsive to the needs of immigrants. This function, which includes elements of service advocacy and partnership, is also an essential part of good Information & Referral, as well as being a critical element of ISAP’s bridging function between newcomers and the Canadian service system.

Service advocacy refers to the activities involved in mediating with and advocating to organizations to make their services more accessible to clients (such as by paying for interpretation). A side benefit of service advocacy is that it reduces the isolation and insularity of the settlement sector and integrates settlement services into a continuum of human services.

There are a number of examples of how ISAP agencies already conduct this work and good practices for outreach, partnership, and service advocacy must be highlighted and shared. Further, CIC may need to revise the types of data collected in iCAMS and other tracking systems to reflect the elements of effective I&R service, including comprehensive needs assessment and service advocacy.

7.1.2. CIC Ontario and agencies should identify good practices for high quality Information & Referral which exist in the sector, and support other funded agencies in building their capacity and systems.

The implementation of standards and accreditation is a challenging and long-term process. We recommend that ISAP-funded agencies work with InformOntario and/or with Community Information Toronto, which is already an accredited information and referral agency that has been supporting www.settlement.org and providing I&R training to settlement workers.

Good practices related to elements of I&R that already exist in the settlement sector – including policies and expectations for staff outreach and participation in local committees, protocols on how to conduct site visits to other agencies, and clients’ bill of rights¹² – can be shared and implemented throughout the system. In addition, continued development of a sector-wide information-management system for collection of data for reporting to funders as well as agencies’ own planning and evaluation purposes can be linked in.

¹² These examples were identified by various stakeholders during the research process: SISO in Hamilton (staff outreach and committee participation as part of job description and performance expectation), NIC at the Toronto YMCA (agency site visit protocol), and COSTI’s client bills of rights.



Furthermore, Community Information Toronto, working with a small group of interested ISAP-funded agencies, could develop and pilot a training program and management systems for settlement workers. The pilot program should be evaluated for its effectiveness at improving service quality and assessed against the need expressed by some in the sector for certification of settlement workers.

It is neither necessary nor cost-effective that ISAP-funded agencies all become certified I&R providers at the agency level. However, individual settlement workers could be encouraged to become certified information and referral specialists through InformCanada¹³, and agencies could share the tracking systems developed by Community Information Toronto.

Settlement agencies in Toronto should make better use of the information management processes and specialization already in place at Community Information Toronto and the YMCA NIC. More centralized information management around key areas of interest to settlement workers could be developed, allowing individual agencies to focus on service advocacy, partnership and program development.¹⁴

Although Toronto-based services can provide some centralized information-management across Ontario, they will not be able to identify key resources in other communities. Regional agencies must be involved in information collection and management. It may be worth consulting with the www.settlement.org team as they already have a model for updating regional content. In addition, alternate models of service delivery can be explored, such as experimentation with phone services, especially outside major urban areas and after office hours, as is being done now by the Thunder Bay Multicultural Association. Such an approach could also be piloted in southwestern and eastern Ontario where local transportation networks are poor and agencies are dispersed throughout the region. This will become more important in the light of public policies aiming to disperse immigrants into various regions of Ontario.

7.1.3. CIC Ontario and agencies should adopt standards for ISAP services which are not covered under I&R practices (new or adopt/adapt existing standards).

While I&R activities cover many ISAP functions, there are three additional areas which are not covered: interpretation and translation, para-professional counselling, and employment-related services.

¹³ See www.informcanada.ca or, more specifically, www.communityinfotoronto.org/informcanada/pdf/CIRSAApplicationwCdnCompetencies.pdf

¹⁴ The YMCA of Toronto NIC already receives additional funding for an information coordinator position that assumes a role beyond the agency itself. This role could be expanded, in coordination with content development at settlement.org to serve agencies throughout Toronto.



Interpretation and translation, like I&R, is a service area with its own standards and practices. If settlement workers are providing interpretation or translation to clients, they should meet the accepted standards set for these services. This may include training and/or accreditation of interpreters/translators. For example, several government ministries or agencies grant accreditation including the Ontario Ministry of Citizenship, the Ministry of Attorney General, and the Immigration and Refugee Board, as do professional associations such as ATIO (Association for Translators and Interpreters of Ontario) and ATA (American Translators Association). In addition, ISAP workers should strive to meet the ethical standards of professional bodies¹⁵.

Interpretation and translation are quite different from providing services in languages other than English or French. Having settlement staff who speak many languages is the primary way that ISAP agencies ensure that their own services are accessible to newcomers – but separate standards for interpreting may be required when clients need help from other service providers who do not speak the language of the client.

If meeting interpretation and translation standards is not possible, CIC and agencies should explore alternate service models – particularly drawing on the competencies of accredited interpreters and translators – to meet the needs of clients for this service. Contracting externally may be explored regardless for situations where agencies do not have certain language skills in-house, for example, having a recognized and CIC-approved interpretation and translation service for all ISAP agencies in Ontario.

Para-professional counselling is more problematic since staff, agencies and funders themselves interpret the term differently. Some define para-professional counselling as I&R, some define it as supportive as opposed to therapeutic counselling, and still others define it as general support and guidance through the transition to Canada. These disparities must be addressed and the term should be changed.

We recommend that para-professional counselling be broken down into its components (I&R, supportive counselling, therapeutic counselling), and that appropriate terminology and standards be applied to each. For example, I&R standards cover needs assessment, information and orientation, service advocacy, crisis response, follow-up and some very basic case management functions.

Beyond professional I&R, there is a role for ISAP-funded agencies that includes culturally and linguistically-appropriate support through the difficult period of adjustment that follows

¹⁵ See Canadian Translators and Interpreters Council's Harmonized Code of Ethics at http://www.synapse.net/~ctic/e_ethics.htm for an example and the American Translators Association's Code of Professional Conduct and Business Practices at http://www.atanet.org/bin/view.pl?object_id=13653



immigration. This particular role must be defined clearly. All involved must ensure that the proper mechanisms are in place to protect clients and staff, and manage the risks for agencies. It is imperative that this support function have a starting and stopping point, and that appropriately trained staff are involved at the appropriate points.

Agencies often cite helping clients deal with family and emotional issues as the grounds for para-professional counselling. As such, one approach to standards may be training and implementation of brief solution-focused or strength-based approaches (comprising one to five sessions). Solution-focused or strength-based approaches are based on the assumption that most people have strengths and resources that, if tapped, will enable them to solve their own problems. These approaches are well-tested and effective¹⁶, aim to reduce the dependence of clients on professional services, and could be incorporated into settlement programs. They have been used in non-therapeutic situations such as school counseling.

Beyond this type of intervention, agencies should have protocols or processes for supporting clients in accessing professional counselling by a qualified provider. But, it must be clarified that the role of ISAP-funded service does not extend to this level of service – unless the agency is specifically contracted and has specialized staff.¹⁷

Lastly, standards for employment-related services are addressed in recommendation 7.3.1.

¹⁶ See, for example, McKee, A.J. (1999) A selected review of research of solution-based brief therapy, available at <http://www.enabling.org/ia/sft/Review%20McKeel.htm>. The Hincks- Dellcrest Centre in Toronto provides training in brief solution-focused therapy, and the Toronto Jewish Family and Child Centre uses the approach extensively.

¹⁷ For example, the Canadian Centre for Victims of Torture contracts psychiatrists to meet highly specialized needs of its clients.



7.2. CIC Ontario and agencies should implement performance management processes that systematically improve the effectiveness of the sector as a whole.

Organizational improvement is hard work, both for agencies and for their funders. If funders attempt to evaluate or improve all agencies at the same time, the result will be paralysis, frustration and a great deal of anxiety. Some agencies have a far greater capacity to improve, and have created the internal processes and cultures to be able to do so. Those agencies should be treated as leaders in the advancement of the sector. Other agencies have a culture of poor quality and defensiveness, and will find it very difficult to improve. Still others lack the organizational sophistication that will be necessary to continually assess and improve their services.

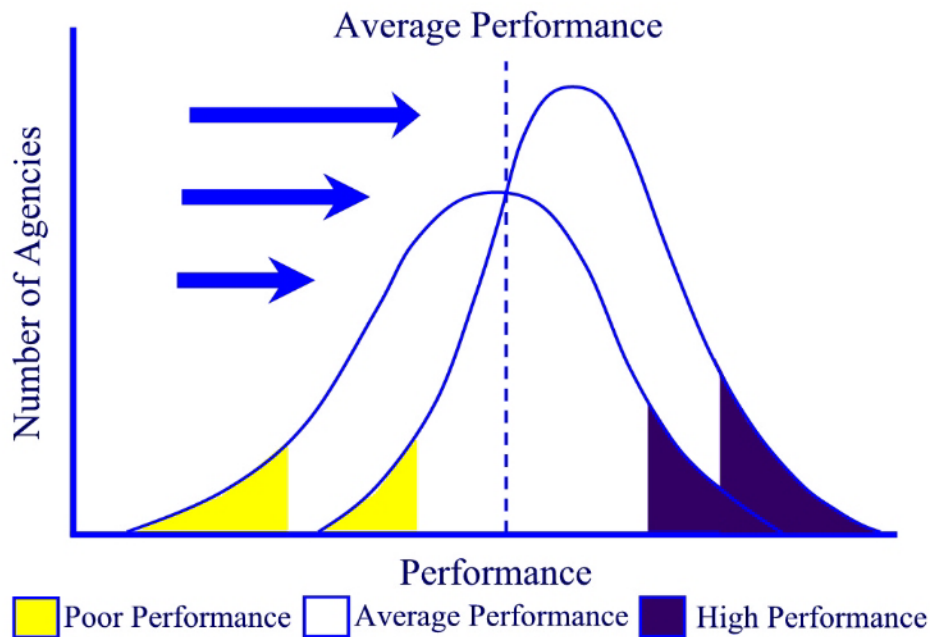
Over the next few years, CIC's Contribution Accountability Framework will be attempting to create an evaluation framework that will guide agency funding. It is essential that agencies participate in the development of appropriate measures that reflect the needs and outcomes of the sector. Thus, over the next few years, this set of recommendations will encourage a vigorous dialogue between and among agencies and funders regarding appropriate probes and measures.

The aim of the recommendations in this section is improvement, not accountability. In other words, we assume that all ISAP-funded agencies are doing at least some good work. The challenge is to systematically **improve** the effectiveness of the sector, with the assumption that continuous improvement should be a fundamental requirement in any human service system. The movement in any given year may be slow, but over time the effects will be large.

7.2.1. CIC Ontario should annually move dollars from poor performing agencies to agencies that can demonstrate their effectiveness.

Any group of agencies will vary in their effectiveness. We can think of them as falling on a Bell-shaped curve. Most agencies will be in the middle, with a few highly effective agencies at the top and a few with serious performance problems at the bottom. Rather than attempting to evaluate and improve all agencies at the same time, it is a better use of funders' time to identify those at the bottom and top of the curve.

In the following diagram, the lowest performing agencies fall in the yellow areas of the two curves, while the highest performing agencies are in the black areas. The left curve represents the current performance of the entire group of agencies. The right curve represents the aimed-for performance after a few years of working with the whole group; the average effectiveness is higher and the lowest-performing agencies are doing much better, but there is still a great deal of variation.



CIC's objective should be to systematically move the group of funded agencies towards better performance over time, mostly by supporting the agencies that can demonstrate their effectiveness and/or improvement.

Every year, ISAP should move a targeted amount of funds (say, 5%) from the poorest performers to the best performers, while ensuring that the communities served by the former are not penalized by losing services. Annually, ISAP should also identify agencies that serve shrinking communities and if necessary shift funding to agencies that serve growing communities.

ISAP should be clear about the criteria that are being used to make these shifts so that agencies are encouraged to demonstrate their effectiveness and/or develop measures that are meaningful for the sector. Examples of useful measures or probes might be reputation techniques to tap into the wisdom of the agency peer network; analysis of reports on service evaluations and improvements that have been presented to agency Boards; summaries of client complaints and their disposition to demonstrate openness to feedback and change; results of community meetings to discuss settlement services; and so on. Agencies should not be expected to carry out formal evaluation studies unless they are involved in research or pilot projects that include in-depth assessments.

Effectiveness in this sector will be difficult to measure. The approach of identifying the best and worst performers will help both agencies and CIC define measures that make sense.



7.2.2. Agencies should develop useful and meaningful measures that allow them to improve and demonstrate effectiveness and cost efficiency.

It is essential that ISAP-funded agencies take on the difficult role of developing and negotiating measures that will enable them to serve their communities more effectively. Agency clusters may be able to obtain funding from ISAP B, and to build on the sector's existing settlement standards, but the process will almost certainly involve a politically wrenching period of internal analysis. Agencies that are already committed to evaluation and improvement should be central in this process, and participants should be prepared for conflict within the sector as well as between agencies and funders.

Besides the negotiation of performance measures, agencies should develop a clearer understanding of cost structures underlying tracking, monitoring and management systems so that, in some cases, they can make a case for cost recovery. In other cases, financial analysis will lead to the identification of cost saving measures in the sector.

This process will equip agencies to participate fully with their funding partners in the development of measures that strengthen the sector and serve their clients.

7.2.3. CIC Ontario should identify high priority areas for improvement in the sector and invite clusters of agencies to develop approaches that have the potential to increase the effectiveness of the sector.

Every year or two, CIC Ontario in conjunction with funded agencies should identify high priority areas for improvement, and support capacity building projects with a few selected agencies. The agencies should be chosen based on their demonstrated ability to manage projects and in their skills relating to the targetted area of improvement.

Recommendation 7.1.3 above is an example of this type of project – the development of Information & Referral skills in the sector. The learnings from these clusters of agencies should be rolled out to the rest of the sector if they are successful. ISAP already uses this approach with new programs like JSW and NIC. As the projects demonstrate their effectiveness they should be integrated into regular ISAP funding so that there is a continuous movement of development projects that either fail and are dropped or succeed and are incorporated into the core ISAP program. (It is important for both agencies and funders to understand that some failures are inevitable when trying new approaches; they are part of the cost of experimentation and should be contained through risk management but not penalized.)

7.2.4. CIC Ontario should encourage effective agencies to take expanded roles in the sector by mentoring or sponsoring community services.

Some agencies will not be able to manage the administrative systems and evaluation processes that will be required in the next few years as a result of the Contribution Accountability



Framework and other funders' accountability initiatives. Building tracking systems and ensuring that monitoring and evaluation processes are followed are time-consuming and costly, and it is a better use of resources to build on systems that exist rather than creating them for new agencies. Multi-service and mature agencies may be in a better position to satisfy these requirements, but the focus should be on effectiveness, not whether they are multi-service.

Many key informants described agencies that were experiencing serious governance problems, or were spending large proportions of their revenues on administrative costs. In many cases, these agencies were providing essential services for their communities, but didn't have the infrastructure that would make them effective organizations. The costs of creating agencies, complete with independent governance structures, financial, bookkeeping and auditing systems, human resource policies and so on makes little sense unless it is absolutely required to meet community needs. For example, if the geographic region is under-served, with no eligible agency mentor, a new agency may be required. Otherwise, and in most cases, we recommend that existing agencies work with community groups to provide outreach services to new or growing communities rather than helping communities set up new incorporated agencies.

New community groups have an understandable (and admirable) drive for self governance. Agency mentors will have to demonstrate to both ISAP and community groups that they are committed to leadership development among the new communities (e.g., by hiring members of the community and promoting them to other positions in the agency as they prove themselves). In addition, good client feedback mechanisms are essential to ensure responsiveness by the mentoring agencies. Finally, community groups should have a choice of agencies to approach for mentorship, so that mentoring agencies can compete with each other in terms of their responsiveness and inclusiveness.

7.2.5. CIC Ontario and CIC National should recognize the real costs of effective management systems, including evaluation and governance.

Tracking and monitoring systems are absolutely crucial to managing performance. They are also key elements in the service standards that have been recommended by the settlement and I&R sectors. iCAMS will be requiring more tracking over the next few years, and other funders will likely be increasing their demands on agencies.

Tracking costs money. It is not something that agencies can do for free. Agencies that are successful in implementing high quality tracking systems assign adequate resources (including training and supervision), and value their staff for the time spent in tracking. Currently, settlement workers often perceive tracking as over and above their 'real job', and the effort is resented as meeting the needs of the funder rather than of the client.

In contrast, effective services (as seen in certified Information & Referral agencies) build in significant resources for tracking and follow-up, and increasingly define their success in terms of



client outcomes rather than numbers served. Tracking is monitored to ensure it is done adequately, and monthly tracking forms are analyzed for information on how to improve services. This is a fundamental change in how services are delivered, and it will have implications on overhead costs and numbers served. An increasing emphasis on professionalization may also have implications for higher salary costs.

We have attempted to estimate the real costs of tracking, monitoring, evaluation and supervision processes in human service agencies – unsuccessfully. Strangely, given the stated commitment to evaluation by many funders in the U. S. and Canada, we have been unable to locate good financial analyses of these costs. Some informal estimates of evaluation costs range from 5% to 10% of services¹⁸, but these don't include the staff costs involved in service tracking. Until these costs are recognized and valued, the processes will be done sloppily or resentfully. The sector needs to develop some guidelines for the mechanisms that need to be instituted over the next few years.

At the same time, CIC Ontario should make every effort to integrate data and reporting through iCAMS and the Evaluation Framework into its ongoing administrative processes so that agencies only collect and process the data once for many sources. Low-value administrative busywork should be eliminated as much as possible. CIC should investigate federal initiatives that are developing common interfaces to funded agencies, such as the 'common face' project at Canadian Heritage or the Voluntary Sector Initiative's proposed Funding Exchange.

Effective agencies invest in a range of governance and management systems beyond evaluation, such as financial and human resource processes. Funders must contribute the actual costs of the increasingly sophisticated systems they require, while at the same time maintaining constant pressure to reduce unnecessary overhead costs. In other words, to paraphrase a famous saying by Albert Einstein, administrative systems should be made as simple as possible, but no simpler. Understanding the real costs of good management as described in recommendation 7.2.2 above will enable agencies to make a case for their adequate support.

CIC Ontario should integrate funding streams across all ISAP programs (both in agencies and at CIC).

Many key informants reported that there was insufficient integration of ISAP programs among or within agencies (e.g. for cross-referrals to and from JSW). Moreover, many agencies are dealing with multiple funding forms and program officers, adding administrative costs without any clear

¹⁸ Personal communications with representatives from Grantmakers for Effective Organizations (Washington), Innovation Network at <http://www.innonet.org>, American Evaluators Association, and Canadian Evaluation Society.



benefits. There is an opportunity to consolidate administrative processes for CIC-funded programs to reduce bureaucratic overheads in both agencies and at CIC Ontario.

Specifically, ISAP A, JSW, NIC, and SWIS should all be integrated into the same funding stream and viewed as a continuum of services. Efforts should be made to facilitate the flow of clients through these programs in such a way that meets their needs and adds value. As well, LINC should work in concert with these other programs; for example, there should be expectations about settlement workers reaching out to clients in LINC classes.

7.2.6. CIC Ontario should consider two-year ISAP funding to free up CIC and agency staff time for service improvements.

A two-year funding window would reduce administrative load for agencies and would bring greater stability to the sector and to services for clients. It would also have significant positive effects on CIC Ontario's program officers as it would free up time for involvement in agency assessments and sectoral pilot projects. Two-year funding would allow more time for planning and evaluation, rather than the heavy administrative tasks of yearly funding applications.

Given the vagaries of the political budgeting process and the occasional dramatic problems at agencies, two-year funding would have to incorporate provisions that would enable CIC Ontario to change or limit allocations.



7.3. CIC Ontario should further define and improve its employment-related services while encouraging HRDC to ensure that its services are accessible to newcomers.

Immigrants (in both individual and group interviews) as well as agencies identified employment as the critical unmet need. This issue has drawn considerable attention from many stakeholders of late; for example, Ontario's provincial government recently expanded its investment in Bridging Initiatives. Other funders and organizations are also actively pursuing solutions to this question, through project development as well as advocacy measures.¹⁹ To date, these initiatives have targetted small groups of immigrants and have not had a wide impact.

It is significant to note that many interviewees – even those in professions with provincially-funded bridging initiatives – were not aware of these programs.

Many foreign-trained professionals interviewed were aware of the legislation and professional associations regulating their profession and had their equivalency and accreditation process underway. But the shortcoming which they highlighted time-and-again was that these processes are lengthy and individuals and families must survive in the interim.

An interim employment strategy becomes particularly important when we consider the results of a recent study of foreign-trained professionals in Ontario (*The Facts Are In!*), which made a strong case that interim employment be related to a professional's field: "Ontario benefits most from foreign-trained professionals when their first job in Canada is in the exact profession for which they were trained or a related one. In economic terms, this situation maximizes the human capital of these immigrants."²⁰

Given the key functions of ISAP agencies, strengthening the I&R role as related to employment, and enhancing the agencies' ability to deliver more specialized employment services, are both essential to supporting newcomers. CIC Ontario is well placed to work with its federal and provincial counterparts, particularly HRDC, to improve employment services for newcomers.

¹⁹ See Fulfilling The Promise Database at <http://ftpd.maytree.com/>, a resource of ideas and initiatives for improving labour market access for skilled immigrants.

²⁰ Ministry of Training, Colleges and Universities. (Summer 2002) *The Facts Are In!* A study of the characteristics and experiences of immigrants seeking employment in regulated professions in Ontario, p. 36.



7.3.1. CIC Ontario and agencies should build employment referral systems as one of the first I&R building blocks (see recommendation 7.1.1), emphasizing referral links to programs that demonstrate effectiveness.

ISAP's primary I&R functions should be strengthened to identify key outcomes and activities related to the employment needs of newcomers. These may involve identifying local community-based employment organizations who work with newcomers, or advocating for spaces in HRDC employment programs for them.

In terms of the JSW program, its recent program review²¹ recommended that facilitators work with clients subsequent to the workshop to assess the clients' additional needs, assist them in moving to the next service, and monitor success of the referral. This recommendation is consistent with our findings and our recommendation about standards for high quality I&R (including follow-up and monitoring).

CIC Ontario should encourage agencies to engage in partnerships with employment services; for example with members of the Ontario Network of Employment Skills Training Projects (ONESTEP). As JSW facilitators pursue their expanded role described above, they may work more closely with community-based employment agencies or HRDC resource centres. These strategies should focus on services that can demonstrate effectiveness, particularly which employment programs achieve the desired outcomes for newcomers.²²

7.3.2. CIC Ontario should expand or improve effective ISAP-funded employment programs, using service models that adapt to different regional realities.

At present, JSW is available in nearly 30 locations, of which most are ISAP-funded agencies. While it may not be necessary for all ISAP agencies to offer this specific program, a basic orientation to employment in Canada, to resume-writing, to job search, and to interview skills, are all necessary components of ISAP's employment-related services. All ISAP agencies should be able to offer such services, whether by modifying the JSW program itself, or through other models of service delivery.

CIC should also consider adapting its HOST program for professions as this suggestion was repeatedly mentioned by our informants, as well as by *Fulfilling the Promise*²³.

²¹ JSW Program Review (2001) by R.W. Sparks Consulting.

²² As just one example, Ontario colleges release employment outcomes for all of their programs for students 6 months after graduation. See <http://www.edu.gov.on.ca/eng/document/serials/eprofile00-01/index.html>

²³ Naomi Alboim and The Maytree Foundation. (2002) *Fulfilling the Promise: Integrating Immigrant Skills into the Canadian Economy*.



HOST is currently designed to match newcomers to a Canadian volunteer. While helping with getting contacts for employment may be part of the newcomer's interaction with his/her host, it is not the focus of the match. Given the need for mentors for foreign-trained professionals and for the chance to build professional networks for newcomers, many suggest adapting HOST to the mentoring needs of newcomers. As well as the newcomer-HOST mentor match, there is support for network-building using technology (e.g. discussion groups that are profession-specific). Any new program development should draw on successes from existing mentoring programs designed for newcomers such as Mentoring for Employment at Skills for Change or Support Through Employment Mentoring Program in Peel.

Thirdly, CIC Ontario should encourage the incorporation of more advanced language training and labour-market language skills into LINC curricula and other services for newcomers.

Both interviewees and informants (as well as research reports on employment and newcomers) continually mention the need for occupation-specific language courses. At present, such courses are part of Ontario's Bridging Initiatives, but access to them is limited. CIC Ontario and/or funded agencies should work with professional associations and other funders to expand their availability to a broader group of professionals (i.e., beyond those enrolled in a bridging project). A good example is CARE For Nurses' English Communication for Nurses course, offered by George Brown College.

More specifically within CIC's own mandate is the strong support for revising the LINC curriculum to provide more employment-related or labour market language skills, and higher level language training. Such changes would recognize the growing number of foreign-trained professionals and other independent immigrants coming to Canada with labour market aspirations as well as with stronger English skills and more education in their country of origin.

Two models of LINC were frequently mentioned: integrating labour-market language skills development into all LINC levels, and developing specialized levels (beyond LINC 5) for skilled workers and other job-market oriented newcomers. Some of these skills have already been developed in LINC curricula and could be implemented immediately.

Regardless of the approaches pursued, CIC Ontario should focus on measuring the effectiveness and the impacts of these programs. This is essential particularly given that recent reviews of both the JSW and HOST programs²⁴ commented on the need for these programs to adopt a set of desired outcomes, and to track and monitor the programs success in meeting those expectations.

²⁴ JSW Program Review (2001) by R.J. Sparks Consulting Inc. and Evaluation of the HOST Program (2001) by Power Analysis Inc.



7.3.3. CIC Ontario and CIC National should work with HRDC and other levels of government to make employment services more accessible to and effective for newcomers (e.g., coordination, interpreting, placement).

The biggest employment-related priority for newcomers and the agencies that serve them is access to placements and internship opportunities. Stakeholders repeatedly spoke of the need to open the labour market for newcomers, particularly through the development of placements. Many interviewees spoke of the need to demonstrate their skills in a working context, and to build contacts in their field.

Placements may be achieved through a number of means: Developing incentives for employers, offering wage subsidies for newcomer-specific placements, or building stronger relationships with local employers. There are a rich variety of initiatives that are currently underway, underscoring the urgency and importance of addressing this critical gap in the settlement and integration of newcomers. CIC must work with other levels of government and other interested parties such as agencies, foundations, and professional associations to evaluate current activities, and address this situation using proven methods.

Beyond a project or program development approach is the need for coordination on a broader scale. Although HRDC is the federal lead in matters of employment, it has not yet fully addressed the needs of newcomers. For example, while some HRDC offices in Toronto have identified newcomers as a priority group and opened up services such as in-depth training and orientation to them, this level of accessibility is the exception. CIC should continue policy-level discussions with HRDC that advocate for a broadening of HRDC eligibility criteria to address newcomers' more specialized employment needs.



7.4. CIC Ontario and CIC National should ensure that prospective immigrants get accurate information about employment issues before they arrive in Canada.

Lack of information and disappointment regarding employment are themes that echo through the comments made by immigrants in this study and in the literature. In fact, it was the single most common complaint in our interviews with immigrants. They reported inaccurate or inadequate information about the realities of finding any job in Canada, let alone a job commensurate with their experience and qualifications; lack of information about what they need to do to be able to work in their chosen field; and disappointment because they believe they have been selected to immigrate because of the skills they can offer yet, once in Canada, those skills are deemed insufficient. About 70% of surveyed immigrants said they wished they had more information before they had arrived, with the top concerns related to labour market information and equivalencies in both regulated and unregulated professions.

This credibility gap has the potential to harm Canada's reputation and ability to attract skilled workers as disappointed immigrants send word of their frustrations back to their family and friends in their original country. Just as important, their bitterness and disappointment often taint their relationship with their new country for many years, even after they find employment.

What information do immigrants and refugees receive before arrival? In the case of refugees, many benefit from CIC's program Canadian Orientation Abroad which is delivered by the International Organization for Migration (IOM). Feedback from refugees surveyed about this orientation is positive. Furthermore, refugees are much less likely to be leaving stable employment in their country of origin.

The IOM is currently developing a web site for its program, and is negotiating with www.settlement.org to share content. More significantly, there is an intent to refer IOM clients destined for Ontario to www.settlement.org, after they have completed the Canadian Orientation Abroad session. These developments may also help immigrants, although skilled workers and family class are a lesser priority for the IOM.

There are rarely any standard or specific briefings for immigrants with the exception of *Welcome to Canada* which is on CIC's web site and available at airport kiosks. Also available are *A Newcomer's Introduction to Canada* and *You asked about ... immigration and citizenship*. These documents contain non-specific information about what to expect in Canada. A frequent criticism from immigrants in our interviews is that the job-related information they do receive, both pre- and post-arrival, is too general.

Since a large proportion of immigrants are well-educated and many speak English, they are often referred by Canada's foreign missions to CIC's web site, Canada International's web site, and to



country-specific information on the mission's web site. CIC is in the process of coordinating a more comprehensive portal for immigrants to Canada with a particular focus on skilled workers. Since over one-third of the immigrants surveyed in this study searched the Internet for information and over 10% went to CIC (all information channels) as an information source, a user-friendly yet comprehensive web site has the potential to enable skilled workers to immigrate with more realistic expectations. The web should be the main source of orientation information for Canadian embassies, immigration consultants and others.

7.4.1. CIC should post simple and straightforward employment information in many languages on CIC's relevant web sites and in all orientation materials, with a specialized portal for skilled workers.

Realistic and understandable labour market information should be available which describes the difficulties of finding employment, even for Canadian residents and citizens. Newcomers should be prepared for lengthy job searches and the importance of building social networks once they arrive. They should also be prepared for the importance of fluency in English (primarily in Ontario) although French is also a language of the workplace (e.g. particularly in Ottawa-region). Immigrants typically wait for years in their countries of origin before they are able to move to Canada, and many remarked that they would have upgraded their English skills if they had been aware how vital it was for employment.

There are a number of initiatives underway to address this gap, such as a portal for professionals that is being developed by CIC National. Within Ontario, www.settlement.org is working on a guide for foreign-trained professionals in conjunction with Skills for Change that builds on its existing web content. The new www.settlement.org discussion area is also a good source of first-hand experience and advice from other immigrants, with employment as a favourite topic.

Any web sites developed must provide comprehensive and continually updated online information resources for skilled workers. For example, a potential immigrant who is a nurse could search for "Nurse" and immediately find information about nursing jobs available and qualifications/ equivalencies required to practice in Canada. Professionals should be able to apply for educational equivalencies and, if relevant, certification before arriving. It may also be valuable to connect intended newcomers with mentors in Canada, such as through JVS' e-Mentoring for New Canadians²⁵.

CIC should ensure that usability assessment and testing is built into the development of web-based information. Currently, information can be difficult to find on the main web sites unless the searcher is fluent in English and an experienced researcher. It should be much simpler.

²⁵ E-mentoring for new Canadians is at <http://www.canadainfonet.org/home/default.asp?s=1>.



7.4.2. CIC should ensure that all Canadian visa offices, embassies, and consulates are using CIC's up-to-date web resources.

Given the key function that Canadian visa offices play in directing potential newcomers, they should be provided with the most up-to-date and accurate information available. This will guide the advice and direction they give to prospective immigrants and refugees.

Any orientation and information activities provided by overseas Canadian offices should highlight available resources, both within CIC and within the settlement sector (e.g. by referring potential immigrants to www.settlement.org). Consideration should also be given to linking potential newcomers more directly with settlement services in Ontario so that they already are aware of resources upon arrival, and have made arrangements to address their settlement needs.

It is interesting to note that 83% of agencies surveyed said that referring newcomers to settlement agencies prior to their arrival in Canada (e.g. as part of final letter from CIC) was their top priority for improving service quality in the settlement sector.



7.5. CIC Ontario should work with CIC National to address key policy issues that are outside of its direct control; in particular, broadening ISAP eligibility criteria and improving access to reliable and accurate information overseas.

7.5.1. CIC National should assess the feasibility of extending all ISAP services to refugee claimants by weighing the impacts of expanding the criteria versus the costs of exclusion.

CIC Ontario has already recognized the need to serve refugee claimants through its SWIS and NIC programs. There is widespread concern among agencies about having two tiers of eligibility within ISAP programs – and they stress the need to ensure consistent criteria that includes refugee claimants. This was a recurring theme in interviews as well as surveys.

Feedback from agencies and key informants suggests that the costs of excluding the refugee claimants may be greater than the costs of including them. Agencies spend a great deal of time and resources trying to accommodate refugee claimants who are in great need. Moreover, with different eligibility criteria, settlement agencies cannot deliver the necessary complement of services or allow a particular client to access the necessary resource person (e.g. if a counsellor who speaks the claimant's language is funded by ISAP A).

Any study of extending ISAP eligibility to refugee claimants should assess the impact of their inclusion (e.g. costs, benefits) – as well as the costs of their continued exclusion (e.g. stress on individuals, agencies, and overall service system).

Further study is needed to understand the impacts of including refugee claimants. The Immigration and Refugee Board (IRB) forecasts²⁶ that no more than 35,000 claims overall will be referred from CIC to the IRB for each of the next three years with passing of the Safe Third Country Agreement (expected in Fall 2003). Of those 35,000 claims, approximately 65% or 22,750 will be within Ontario.

Given that approximately 50% of claimants are accorded a favourable result and granted Convention refugee status by the IRB,²⁷ some 11,000 Ontario-based refugee claimants per year will remain ineligible for some ISAP services under current restrictions.

²⁶ Immigration and Refugee Board (based on 2002 numbers) *Report on Plans and Priorities: Estimates 2003-2004* at http://www.tbs-sct.gc.ca/est-pre/20032004/IRB-CISR/IRB-CISRR34_e.asp.

²⁷ In 2001, the Ottawa/Atlantic region of the Board had a 57.6% positive rate while the Toronto region had a 46% positive rate. In 2002, the positive percentages were 50.5% and 50.3% respectively.



Expanding the ISAP eligibility would remove a barrier to service to people with high needs who are often vulnerable given their uncertain status. Moreover, having one definition of client across both NSP and ISAP would further reduce costly administrative juggling for agencies, and would facilitate access to services for many people. Further, the majority of refugee claimants who will be accepted will be in a much better state once their status is approved.

At minimum, I&R resources should investigate where claimants can get interpreted services in the main human service system (health, etc) including the phone service '211'.

7.5.2. CIC – Ontario Region and CIC National should ensure that employment-related information, as well as other orientation materials, are available to immigration consultants.

Many newcomers reported that they used immigration consultants before coming to Canada, and that the information they received was often inaccurate. If a regulatory body for immigration consultants is created, as proposed by the Advisory Committee on Regulating Immigration Consultants (May 2003)²⁸, the regulatory body should require that these consultants meet basic standards for providing accurate and up-to-date information. This is most easily assured by ensuring the information is available on the relevant CIC sites.

<http://www.web.net/~ccr/crdd01.html> . It should be noted that Toronto processes most of the claims made in Canada.

²⁸ Full report is available online at <http://www.cic.gc.ca/english/press/03/0316-pre.html>.



8. APPENDICES

8.1. Profile of respondents to individual interviews with immigrants and refugees

The following tables provide a summary of the characteristics of the 101 individuals who were interviewed by the RealWorld Systems team in January to March 2003. These characteristics were determined by CIC and RealWorld Systems prior to the recruitment process.

8.1.1. Breakdown of Country of origin and Immigrant type by location of settlement

The following table describes the geographic distribution of the interviewees: number of interviews completed by location of settlement in Ontario in general, as well as the more specific distribution of interviewees according to their country of origin and their immigration status.

Characteristic of respondents		Overall n=101	Region of settlement					
			Toronto	GTA	Northern Ontario	South Western	Ottawa	Eastern Ontario
Country / Region of origin	China	24	11	5	1	4	2	1
	India	11	3	4	2	2	0	0
	Sudan	8	2	1	0	2	3	0
	Africa Other	12	7	1	0	2	1	1
	Middle East	14	2	3	1	5	2	1
	Other Country	32	4	9	6	7	3	3
Immigrant class	Skilled Worker	35	10	11	3	6	3	2
	Family Class	28	9	6	6	4	2	1
	Refugee	25	7	2	1	8	5	2
	Refugee Claimant	9	3	1	0	3	1	1
	Other immigrant type	3	0	2	0	1	0	0
Total completed		101	29	23	10	22	11	6



8.1.2. Break-down of interviewees by Country of Origin and Immigrant Class

The following table breaks down how many people from each immigrant class were interviewed according to their country or region of origin.

Immigrant Class	Overall TOTAL n=101	Country / Region of Origin					
		China	India	Africa-Sudan	Africa - Other	Middle East	Other
Skilled Worker class	35	10	6	0	3	5	11
Family class	28	8	5	0	2	2	11
Refugee class	25	0	0	8	5	7	5
Refugee claimant class	9	2	0	0	2	1	4
Other class	3	3	0	0	0	0	0
Overall total	101	24	11	8	12	15	31

8.1.3. Breakdown by Gender and Region

The following table summarizes how many men and women were interviewed overall, and in each region of the province.

Gender of interviewee	Overall TOTAL	Region in Ontario					
		Toronto	GTA	Northern	South Western	Ottawa	Eastern
Male	48	13	10	4	13	6	2
Female	53	16	13	6	9	5	4
TOTAL	101	29	23	10	22	11	6

8.1.4. Breakdown by Gender and Country/Region of Origin

The following table summarizes how many men and women were interviewed overall, and by different countries or regions of origin.

Gender	Overall TOTAL	Country / Region of Origin					
		China	India	Africa-Sudan	Africa - Other	Middle East	Other
Male	48	11	4	6	4	7	16
Female	53	13	7	2	8	8	15
TOTAL	101	24	11	8	12	15	31



8.1.5. Breakdown by Duration of time in Canada and country/region of origin

The following table summarizes how long the interviewees have been in Canada, as well as duration according to country or region of origin.

Duration of Time in Canada	Overall TOTAL	Country or Region of Origin					
		China	India	Africa-Sudan	Africa - Other	Middle East	Other
Newly Arrived (< 1 year)	47	9	4	3	5	7	19
Settling (1 to 2 years)	23	9	2	3	2	2	5
Established (> 2 years)	27	6	4	1	5	3	8
Not available	4	0	1	1	0	2	0
TOTAL	101	24	11	8	12	14	32

8.1.6. Breakdown by duration of time in Canada and type of immigrant

The following table summarizes the duration of time that each interviewee has been in Canada according to their country or region of origin.

Duration of Time in Canada	Overall TOTAL	Type of Immigrant				
		Skilled Worker	Family	Refugee	Refugee Claimant	Other
Newly Arrived (< 1 year)	47	21	12	7	6	1
Settling (1 to 2 years)	23	5	8	6	2	2
Established (> 2 years)	27	9	6	10	1	1
Not available	4	0	2	2	0	0
TOTAL	101	35	28	25	9	4



8.1.7. Table 8: Breakdown of interviews requiring interpreters by language

The RealWorld Systems interviewing team spoke English, French, Cantonese, Mandarin, and Spanish. All interviews in these languages were done by team members. For interviews in languages other than the five above, the RealWorld Systems team used interpreters who are accredited²⁹ and comply with a professional Code of Ethics. In a number of cases, the individual spoke some English, but was more comfortable expressing him/herself in their native language.

Of the 101 individual interviews, 51% (or 52 interviews) took place in a language other than English. Of those 52, 36 were done by the RealWorld Systems interviewers alone and 16 were completed with the assistance of professional interpreters.

The following table identifies the language distribution for those 52 interviews which did not occur in English.

Language	Number of interviewees requiring interpreter
Arabic	4
Cantonese	2
Dari	1
Dinka	1
Farsi	4
French	4
German	1
Korean	1
Mandarin	21
Oromo	1
Spanish	9
Tegringa	1
Turkish	1
Ukrainian	1
Total	52

²⁹ Language Marketplace interpreters are accredited by the Ministry of Culture, Citizenship and Recreation of Ontario; Ministry of Attorney General, the Immigration and Refugee Board as well as by ATIO (Association for Translators and Interpreters of Ontario) and ATA (American Translators Association). For further information about standards for interpretation and translation, consult the Literature Review in the Results and Findings Report.



8.2. Profile of participants in group interviews

There were six groups conducted with immigrants and refugees to validate and clarify the findings of the individual interviews. These took place in March and April 2003. The following tables provide a summary of the characteristics of participants in those groups.

8.2.1. Summary of participants by group and type of immigrant

The following table describes how many of each ‘type’ of immigrant were present at each of the six group sessions.

Group Description	Overall TOTAL	Type of Immigrant		
		Skilled Worker	Family	Refugee
Mandarin-speaking (Toronto)	13	10	3	
Refugee (Toronto)	5			5
Windsor	16	7	7	2
Ottawa	15	5	5	5
Thunder Bay	14	1	7	6
Internationally-trained professionals (Toronto)	6	6		
Total number of participants	69	29	22	18

8.2.2. Summary of participants by group and country of origin

The following table describes the country of origin for participants to each of the six group interviews.

Group description	Overall TOTAL	Country / Region of Origin					
		China	India	Africa-Sudan	Africa - Other	Middle East	Other
Mandarin-speaking (Toronto)	13	13					
Refugee (Toronto)	5				3	2	
Windsor	16	2		5		3	6
Ottawa	15	4		1	1		9
Thunder Bay	14			2	1	1	10
Internationally-trained professionals (Toronto)	6		2			1	3
Total participants	69	19	2	8	5	7	28



8.2.3. Summary of participants by gender and group

The following table describes how many women and men were present at each of the six group sessions.

Gender of participant	Overall TOTAL	Group Description					
		Mandarin-speaking	Foreign-trained professionals	Refugee	Windsor	Ottawa	Thunder Bay
Male	31	5	4	3	10	9	
Female	38	8	2	2	6	6	14
TOTAL	69	13	6	5	16	15	14



8.3. Key Informant List

Mulugeta Abai – Canadian Centre for Victims of Torture
Morton Beiser –University of Toronto
Mario Calla – COSTI
Peter Dorfman – SWIS Program
Debbie Douglas – OCASI
Axelle Janczur – Access Alliance (Multicultural CHC)
Shamira Madhany – Access to Professions and Trades Unit, Ministry of Trades, Colleges and Universities
Julie Mathien – City of Toronto
Ratna Omidvar – Maytree Foundation
Timothy Owen – World Education Services
Penny Pattinson – NIC YMCA Toronto
Dawn Sheppard – Care 4 Nurses Project
Cathy Woodbeck – Thunder Bay Multicultural Association
Nancy Worsfold – OCISO in Ottawa

8.3.1. Research Interviews

Regius Brown, CIC National, Settlement Directorate
Tony Hannaford, CIC International Region
Hanan Jibry – Ontario Society of Professional Engineers
Clive Jones – Inform Canada
Mary Kozorys and Maria Albizurez, D.O.O.R.S. to New Life Refugee Centre, Thunder Bay
John Lu– CIC National, Contribution Agreement Evaluation Framework
Jane Pyper – Toronto Public Library
Chris Rutledge, Ontario Ministry of the Attorney General
Althea Williams, CIC National, Settlement Directorate
Margaret Williams and Faed Hendry - Community Information Toronto
Deborah Wolfe– Canadian Council of Professional Engineers
Gordon Wolfe and Beth Feffer – Jewish Family & Child Services, Toronto



8.4. Agencies participating in the survey

Afghan Association of Ontario
Afghan Women's Counselling and Integration Community Support Organization
Barrie YMCA
Bloor Information And Life Skills Centre
Brampton Multicultural Community Centre
Brampton Neighbourhood Resource Centre
Canadian Centre for Victims of Torture
Canadian Ukrainian Immigrant Aid Society
Catholic Community Services of York Region
Catholic Crosscultural Services
Catholic Immigration Centre, Ottawa
Center for Information and Community Services of Ontario (CICS)
Centre francophone de Toronto
Cornwall and District Immigrant Services Agency
COSTI Immigrant Services
CultureLink
Dejinta Beesha (Somali Multi-Service Centre)
Dixie Bloor Neighbourhood Center
Ethiopian Association in Toronto
Folk Art Council of St. Catharines
Guelph and District Multicultural Centre
Halton Multicultural Council
India Rainbow Community Services of Peel
INTERCEDE for the Rights of Domestic Workers, Caregivers and Newcomers
Jamaican Canadian Association
Jewish Family services
Jewish Immigrant Aid Services, Toronto
Kababayan Community Centre
Kingston & District Immigrant Services
LAMP ASK! Community Information Centre
Lebanese and Arab Social Services Agency of Ottawa-Carleton
London Cross Cultural Learner Centre
Malton Neighbourhood Services
Mennonite Central Committee Ontario
Mennonite New Life Centre Of Toronto
Midaynta
New Canadians Centre - Peterborough
Newcomer Information Centre – CLTA – Peel Region
Northwood Neighbourhood Services



Ottawa Chinese Community Service Centre
Ottawa Community Immigrant Services Organization
Polycultural Immigrant and Community Services
Quinte United Immigrant Services
Rexdale Women's Centre
Riverdale Immigrant Women's Centre
Scadding Court Community Centre
SISO, Hamilton
Social Development Council of Ajax-Pickering
South Asian Family Support Services
Sudbury Multicultural And Folk Arts Association
Tamil Eelam Society Of Canada
The Arab Community Centre Of Toronto
Thorncliffe Neighbourhood Office
Thunder Bay Multicultural Association
Toronto Chinese Community Services Association
Vietnamese Association, Toronto
Windsor Essex County Family YMCA
WoodGreen Community Centre
Working Women Community Centre
YMCA Korean Community Services
YMCA of Cambridge Immigrant Services
YMCA of Greater Toronto - Newcomer Information Centre
YMCA of Kitchener Waterloo



8.5. Agencies and funders involved in the consultations on the Preliminary Report and Recommendations

8.5.1. AGENCIES that were involved in responding to the Preliminary Report and Recommendations:

Arab Community Centre
Catholic Community Services of York Region
Catholic Immigration Centre, Ottawa
CICS Toronto
COSTI
CultureLink
Folk Arts Council of St. Catharines
India Rainbow Community Services of Peel
Kingston and District Immigrant Services
London Cross Cultural Learner Centre
MIDAYNTA
OCASI
Polycultural Immigrant and Community Services
SISO, Hamilton
Skills for Change
Thunder Bay Multicultural Centre
Woodgreen Community Centre of Toronto
YMCA Toronto Newcomer Information Centre

8.5.2. FUNDERS and other stakeholders responding to the Preliminary Report and Recommendations:

CIC – Ontario Region Settlement Directorate: officers and managers from Operations as well as the Manager and consultants from Programs.
Ministry of Citizenship, Culture and Recreation – Immigration and Settlement Unit: Manager and program staff
Human Resources Development Canada – Toronto Metro Training Centre
Canadian Heritage
Social Planning Council of Peel
Inform Ontario
Canadian Ethnocultural Council (CEC)
Ratna Omidvar, Maytree Foundation



8.6. Alliance of Information & Referral Systems: Summary of Standards for Information and Referral³⁰

I. Service Delivery

The standards in Section I describe the service delivery functions essential for providing information and referral and assuring access for all, including a brief individual assessment of need; a blend of information, referral and advocacy in order to link the person to the appropriate service; and follow-up, as required.

Standard 1: Information Provision

The I&R service shall provide information to an inquirer in response to a direct request for such information. Information can range from a limited response (such as an organization's name, telephone number, and address) to detailed data about community service systems (such as explaining how a group intake system works for a particular agency), agency policies, and procedures for application.

Standard 2: Referral Provision

The I&R service shall provide information and referral services in which the inquirer has one-to-one, human contact with an I&R specialist (paid or volunteer). The referral process consists of assessing the needs of the inquirer, identifying appropriate resources, assessing appropriate response modes, indicating organizations capable of meeting those needs, providing enough information about each organization to help inquirers make an informed choice, helping inquirers for whom services are unavailable by locating alternative resources, and, when necessary, actively participating in linking the inquirer to needed services.

Standard 3: Advocacy/Intervention

The I&R service shall offer advocacy to ensure that people receive the benefits and services to which they are entitled and that organizations within the established service delivery system meet the collective needs of the community. For purposes of these standards, advocacy does not include legislative advocacy (lobbying). All advocacy efforts shall be consistent with written policies established by the governing body of the I&R service and shall proceed only with the permission of the inquirer.

³⁰ Excerpted from www.airs.org/downloads/2002StandardsPDF.pdf



Standard 4: Follow-Up

The I&R service shall have a written policy which addresses the conditions under which follow-up must be conducted. The policy shall mandate follow-up with inquirers in endangerment situations and in situations where the specialist believes that inquirers do not have the necessary capacity to follow through and resolve their problems. The policy must also specify a percentage of other inquiries for which follow-up is required in order to assess overall service performance. Additional assistance in locating or using services may be necessary.

II. Resource Database

The standards in Section II describe the requirement that the I&R service shall develop, maintain, and/or use an accurate, up-to-date resource database that contains information about available community resources including detailed data on the services they provide and the conditions under which services are available. If the I&R service maintains a resource database of Web sites on the Internet, Resource Database Standards 5 through 9 still apply.

Standard 5: Inclusion/Exclusion Criteria

The I&R service shall develop criteria for the inclusion or exclusion of agencies and programs in the resource database. These criteria shall be uniformly applied and published so that staff and the public will be aware of the scope and limitations of the database.

Standard 6: Data Elements

A standardized profile shall be developed for each organization that is part of the local community service delivery system or other geographic area or service sector covered by the I&R service.

Standard 7: Indexing the Resource Database/Search Methods

Information in the resource database shall be indexed and accessible in ways that support the I&R process.

Standard 8: Classification System (Taxonomy)

The I&R service shall use a standard service classification system to facilitate retrieval of community resource information, to increase the reliability of planning data, to make evaluation processes consistent and reliable, and to facilitate national comparisons of data. Additional classification structures such as keywords may supplement the Taxonomy.



Standard 9: Database Maintenance

The resource database shall be computerized, maintained by trained resource staff and updated through continual revision at intervals sufficiently frequent to ensure accuracy of information and comprehensiveness of its contents.

III. Reports And Measures

The standards in Section III describe the inquirer data collection, analysis and reporting functions of the I&R service.

Standard 10: Inquirer Data Collection

The I&R service shall establish and use a computerized system for collecting and organizing inquirer data which facilitates appropriate referrals and provides a basis for describing requests for service, identifying service gaps and overlaps, assisting with needs assessments, supporting the development of products, identifying issues for staff training and facilitating the development of the resource information system. Inquirer data includes information gathered during follow-up as well as that acquired during the original contact.

Standard 11: Data Analysis and Reporting

The I&R service shall develop reports using inquirer data and/or data from the resource database to support community planning activities (or planning at other levels), internal analysis and advocacy.

IV. Cooperative Relationships

The standards in Section IV focus on the responsibilities of the I&R service to the local I&R system, the local community service delivery system, and state or provincial, regional, national and international I&R networks.

Standard 12: Cooperative Relationships within the Local I&R System

In communities which have a multiplicity of comprehensive and specialized I&R providers, the I&R service shall develop cooperative working relationships to build a coordinated I&R system which ensures broad access to information and referral services, maximizes the utilization of existing I&R resources, avoids duplication of effort and encourages seamless access to community resource information. I&R services within the system may choose to be full service



programs performing all necessary I&R functions within their designated service area; or may prefer to partner with one or more I&R services to share those functions. (E.g., one I&R service might build and maintain the resource database and another might assume responsibility for service delivery.)

Standard 13: Cooperative Relationships within the Local Service Delivery System

The I&R service shall strive to develop cooperative working relationships with local service providers to build an integrated service delivery system which ensures broad access to community services, maximizes the utilization of existing resources, avoids duplication of effort and gaps in services, and facilitates the ability of people who need services to easily find the most appropriate provider.

Standard 14: Cooperative Relationships Among Local, State or Provincial, Regional,

National, and International I&R Providers

Comprehensive and specialized I&R services at all geographic levels (local, state/provincial, regional, national and international) shall strive to develop formal and informal working relationships with the objective of broadening the availability of information and referral to all inquirers, facilitating access to appropriate resources regardless of their origin and/or location, avoiding duplication of effort and funding, expanding the effectiveness of social analysis with more global information about needs and services, and augmenting the impact of advocacy efforts through coordination, where possible.

Standard 15: Participation in State or Provincial, Regional, National, and International

I&R Associations

The I&R service shall strive to strengthen state or provincial, regional, national, and international I&R networks by becoming active in planning, program development, advocacy, training, and other efforts at these levels.

IV. Organizational Requirements

The standards in Section V describe the governance and administrative structure an I&R service needs in order to carry out its mission. Included are establishing itself as a legal entity, providing for ongoing program evaluation, developing policies and procedures which guide the organization, developing an organizational code of ethics, establishing sound fiscal practices, providing a conducive physical environment, managing personnel, providing for staff training, and increasing public awareness regarding the availability of information and referral services and their value to the community.



Standard 16: Governance

The auspices under which the I&R service operates shall ensure the achievement of I&R goals and meet the stated goals of funders.

Standard 17: Personnel Administration

The I&R service shall provide a framework and mechanisms for program and personnel management and administration that guarantee the continuity and consistency required for effective service delivery.

Standard 18: Staff Training

The I&R service shall have a training policy and make training available to paid and volunteer staff.

Standard 19: Promotion and Outreach

The I&R service shall establish and maintain a program which increases public awareness of I&R services, their objectives, and their value to the community.



8.7. Terms and Acronyms

Term / Acronym	Definition
CAF	Contribution Accountability Framework, launched in 1999 by Citizenship and Immigration Canada. It is intended to ensure the accountability of departmental expenditures on settlement and resettlement programs, monitor service delivery, and evaluate the effectiveness of these programs in meeting the needs of newcomers.
CIC	Citizenship and Immigration Canada, Settlement and Port of Entry Directorate – Ontario Region (in this report, not the entire department of Citizenship and Immigration Canada).
Family Class	An immigrant class. Canadian citizens and permanent residents may sponsor close relatives or family members as immigrants to Canada. Eligible relatives or family members include spouses and common-law partners, parents, grandparents, and dependent children. Sponsors agree to support the relative or family member and their accompanying families in Canada for a period of three to ten years.
HOST Program	The HOST program funds the recruitment, training, matching, coordination and monitoring of volunteers (individuals or groups) who help newcomers adapt, settle and integrate into Canadian life. It is aimed at creating “matches” between Canadians and newcomers to provide mutual benefits to both. The Canadian volunteers have an opportunity to learn about other cultures while they assist the newcomers in integrating into Canadian society.
iCAMS	Immigration-Contribution Accountability Measurement System, which collects client and service data from agencies (service provider organizations) who receive contribution funding. It is designed to support the performance measurement component of CAF.
ISAP	Immigrant Settlement and Adaptation Program, a federal program which provides funds to agencies (service provider organizations) so they can deliver direct services to immigrants. These services include reception, orientation, translation, interpretation, referral to community resources, para-professional counselling, general information and employment-related services; they touch on newcomers’ basic needs, such as health care, transportation, housing, education and employment.
JSW	Job Search Workshops, a component of ISAP, are practical workshops to help new immigrants to Ontario look for jobs. They provide information about the labour market, résumé writing, interviewing techniques, and job sources.
LINC	Language Instruction for Newcomers to Canada. This program is intended to provide basic language instruction to newcomers who do not speak either official language of Canada in order to assist them in integrating successfully into the region in which they live.
Newcomer	A generic term that includes any or all recent immigrants and refugees.
NIC	Newcomer Information Centres, a component of ISAP, are self-directed resource centres that allow newcomers to access information themselves.
NSP	Newcomer Settlement Program of the Ontario Ministry of Citizenship, Immigration and Settlement Unit.
OASIS	Ontario Administration of Settlement and Integration Services (former name of CIC, Settlement and Port Entry Directorate – Ontario Region).



Term / Acronym	Definition
OCASI	Ontario Council of Agencies Serving Immigrants, an umbrella organization with a membership of over 150 community-based organizations in Ontario.
ORIHAC	Ontario Region ISAP HOST Advisory Committee.
PMAC	Performance Measurement Advisory Committee, made up of a range of national stakeholders and interests, guided the process of implementing the performance measurement activities (iCAMS) of CAF. This committee accepted an expanded mandate in May 2003 to serve as the Evaluation Advisory Committee to guide CAF's qualitative evaluation strategies.
RAP	Resettlement Assistance Program, a federal program that provides income support and immediate essential services to eligible refugees and humanitarian cases.
Refugee	Three classes of refugees can seek resettlement in Canada: (1) Convention refugees who are outside their country of origin and fear persecution due to race, religion, political opinion, nationality or membership in a particular group; (2) refugees who are outside their country of origin and seriously affected by civil war, armed conflict or massive violation of human rights; and (3) refugees who meet the definition of Convention refugee but are still in their country of citizenship or residency.
Refugee Claimant	A refugee claimant is someone who makes a claim for protection at a port of entry into Canada or at a Canada Immigration Centre office in Canada. The Immigration and Refugee Board (IRB) will determine whether the claimant is a Convention refugee or person in need of protection.
RWS	RealWorld Systems, Inc. (Canada).
Skilled Worker	One of the economic immigrant classes. Applicants must have relevant work experience, sufficient funds to support their family in Canada for six months, English and/or French language abilities, and a minimum number of points cumulated under six selection factors (education, proficiency in official languages, experience, age, arranged employment, adaptability). Statistically, the class includes the principal applicant and his/her accompanying family members. (Before the new <i>Immigration and Refugee Protection Act</i> of 2002, definitions and requirements were somewhat different.)
STIC	Sector Terminology, Information & Counselling, an employment preparation program that helps foreign-trained newcomers with licensing and labour market information specific to their field. It is focused on engineering, health care, accounting and IT professions.
SWIS	Settlement Workers in the Schools, a component of ISAP in which settlement workers are placed in schools and refer newcomer families with children in the school to resources in the community.