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Immigration Canada

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Immigration Canada

Evaluation of the Immigrant Settlement and Adaptation Program (ISAP)

Evaluation Division

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Executive summary

In operation since 1974, the Immigrant Settlement and Adaptation Program (ISAP) provided services to facilitate the adaptation, settlement and integration of newcomers to Canada in order for them to participate to the best of their ability in the Canadian economy and society as quickly as possible. ISAP had two main streams: ISAP A and ISAP B. Under ISAP A, funding was provided to Settlement Provider Organizations (SPOs) to deliver a variety of services, including needs assessments and referrals, information and orientation, para-counselling, and pre-employment counselling, directly to newcomers. SPOs were also funded to engage in service bridging with non-settlement organizations and the broader community so that these groups better understand newcomer issues and become more accessible and welcoming to newcomers. ISAP B supported a wide range of projects that enhanced the ISAP services provided by SPOs to newcomers, such as research, tool development and capacity building. Between 2004/05 and 2007/08 ISAP funded 204 unique SPOs across Canada. With the adoption of the modernized approach in 2008, ISAP and all other CIC settlement programs were merged into one single program with six separate streams. Although ISAP no longer exists, many of the activities formerly funded under the Program continue under the modernized Settlement Program funding.

Methodology

The objective of this evaluation is to provide an evidence-based assessment of the relevance, design, delivery, and performance of ISAP. In addition, the evaluation identifies opportunities to improve the Program and to inform future developments. Several lines of inquiry were used to complete the evaluation including key informant interviews with CIC management, CIC staff, and provincial/territorial representatives; surveys with SPO managers and staff who delivered ISAP A and ISAP B projects, and with clients (814 survey respondents). In addition, focus groups, a document and literature review, and an analysis of CIC administrative data were conducted.

Findings and conclusions

Relevance

ISAP was relevant as it sought to address a wide range of settlement and adaptation needs of newcomers. It was unique in terms of its availability and scope, and consistent with the purview of the federal government and CIC. However, ISAP stakeholders noted that there are diverse views on the appropriate division of roles and responsibilities between federal and provincial partners in the design and delivery of settlement services.

- The major need for ISAP was attributed to the fact that it helped newcomers address their immediate needs (e.g., information and orientation, health, employment), especially during the first few years after arrival in Canada.
- Although there are other programs that provide services similar to those of ISAP, none deliver the same breadth of services to newcomers, or is as widely available.
- ISAP was consistent with Government of Canada and CIC priorities, and was broadly viewed to be consistent with the roles and responsibilities of the federal government. However, there are mixed views on the division of roles and responsibilities of the federal

and provincial partners in the design, planning and delivery of settlement programs in Canada. Some stakeholders mentioned that local involvement may help to tailor programming more appropriately to local conditions.

Implementation

Overall the implementation of ISAP was successful and the number of services provided was growing; however, there are a few areas in which the provision of ISAP-type services can be enhanced.

- The provision of all ISAP-type services has increased in the past five years, particularly in the areas of para-counselling services and information/orientation.
- As the needs assessment process was not standardized, SPOs developed and used a variety of their own tools. While individualized tools may be appropriate, the lack of consistency in SPO approaches may also have meant that some newcomer needs were not correctly identified. Standardized tools and continuous assessment would be useful to ensure that the full range of newcomer needs are consistently identified and monitored by all SPOs.
- Para-counselling services aim to assist newcomers in problem-solving by helping them to define their problems and to identify resources that are available to them. There was uncertainty among SPOs regarding the nature and scope of para-counselling services that should be provided through ISAP-type programs, particularly as they relate to mental well-being. SPO respondents cited a need for greater clarity and precision from CIC regarding these issues.

Results

The most prevalent positive impact of ISAP was that it improved newcomers' ability to identify and address their settlement needs and to learn about other services in their community that can help them. ISAP services also had a major impact on helping newcomers seek and find employment. In addition, SPOs are active in service bridging activities to improve the accessibility of community and non-settlement organizations to newcomers.

- ISAP was effective in helping most newcomers understand their settlement needs, meet their basic daily needs, learn about other existing services in the community, and set goals relating to settlement and adaptation.
- ISAP was also successful in improving the employment outcomes of participants as clients confirmed that it was effective in improving their job finding skills; almost half of the ISAP clients surveyed felt that participation in the Program had helped them to find a job.
- Almost all SPOs who participated in the evaluation have engaged in a variety of service bridging activities with communities and non-settlement organisations. These activities have raised awareness of newcomer issues among the broader community, and have led to the development of partnerships to support newcomers.

Design and delivery

The design and delivery of the Program were sufficiently clear; however, there are some areas for improvement such as the need to enhance coordination between partners, invest in building the capacity of delivery partners, and strengthen performance measurement.

- The Coordination and development of partnerships among governments, SPOs and non-settlement organisations is a means to provide more comprehensive and integrated settlement services. While many partnerships were developed through the former ISAP, there are still opportunities for increased collaboration.
- Overall, CIC and SPOs had sufficient capacity to deliver ISAP, however there are several areas in which capacity could be improved such as the development of up-to-date tools and guidelines, and strengthening the ability of CIC and SPO staff in various management areas.
- CIC lacks an approach to collect outcome data which makes it difficult to demonstrate the achievements of ISAP (and its replacement as specified in the modernized approach). Although Immigration–Contribution Accountability Measurement System (iCAMS) collects data on clients and the provision of services, the system’s focus on outputs is only partially effective in supporting monitoring, evaluation and decision-making.
- The growth in number of clients and numbers of services delivered did not keep pace with the growth in funding (for ISAP core and other programs). Therefore, the Program appeared to be more expensive to operate. It is unknown whether this was, in fact, the case, or whether the Program was simply been unable to demonstrate its growth because of weaknesses in the data collection systems. As ISAP included many different components and as the sources of data and coding system varied throughout the years, calculating the ISAP expenditures for the components covered by this report was challenging. Given the issues encountered on the number of clients and services as well as the challenges related to the information on expenditures it is not possible to assess cost-effectiveness. Aligning the financial system with the various components of ISAP or the particular streams of the modernized approach would enable the Department to better track ISAP-type expenditures. This in turn would provide better data in support of assessment of cost-effectiveness.

1. Introduction

1.1. Background

Originally intended to assist families of Canadian soldiers and war refugees adjust to life in Canada, the Government of Canada established settlement services in 1948. CIC first introduced the Immigrant Settlement and Adaptation Program (ISAP) in 1974. ISAP provided services to facilitate the adaptation, settlement and integration of newcomers to Canada so that they could participate to the best of their ability in the Canadian economy and society as quickly as possible. A detailed description of ISAP is provided in Section 2. In 2008, CIC's modernized Settlement Program replaced ISAP as well as the other settlement and language training programs. Although ISAP no longer exists, many of the activities formerly funded under the Program remain eligible under the modernized Settlement Program funding.

1.2. Purpose of the evaluation

The objective of this evaluation is to provide an evidence-based assessment of the relevance, design and delivery, and performance of ISAP. The evaluation examines delivery of the Program in all provinces and territories for which the federal government (CIC) has the sole or joint responsibility for the management of settlement programs.¹ The evaluation covers five years (from April 2004 to March 2009). The period extends before and during implementation of the modernized approach. Notwithstanding the merging of the programs, this evaluation focuses on the traditional ISAP Program as per requirements outlined in the original funding arrangement.² The following table presents the evaluation issues and questions related to the ISAP Program.

Table 1-1: ISAP Evaluation questions

Issues	Questions
Relevance	<ul style="list-style-type: none">• Is there a continuing need for this type of settlement program?• Was ISAP consistent with Government of Canada and CIC priorities?• Was the development and funding of ISAP an appropriate role for the Government of Canada?
Performance	<ul style="list-style-type: none">• Were ISAP services meeting the immediate settlement needs of clients? (e.g., banking/finances, shopping, utilities, referrals to resources)• Does para-counselling and referrals to specialized services assist clients in dealing with immediate crises and issues?• Do clients who receive employment-related services gain the skills to look for employment?• Do Service Bridging initiatives contribute to businesses and community organizations, other than SPOs, being more accessible and welcoming to newcomers?• Did ISAP contribute to the adaptation and integration of clients?

¹ The delivery models that were not examined as part of this study are the ones in Quebec, British Columbia and Manitoba. The Canada-Quebec Accord signed in 1991 outlines Quebec's provincial responsibilities for immigration and settlement, and British Columbia and Manitoba have immigration agreements that outline their responsibilities for settlement.

² Other initiatives that have been subsumed under the modernized Settlement Program funding include Initiatives to Foster Immigration to Francophone Minority Communities (IFMC); Enhanced Language Training (ELT); the Going-to-Canada Immigration Portal; and the Welcoming Communities Initiative (WCI). These initiatives are not covered in this evaluation but will be covered in other evaluation projects.

Design and delivery

- Were there any barriers for potential ISAP clients (e.g., waiting lists, transportation, child-minding)?
- Was the design and implementation of ISAP activities based on sound evidence?
- Did program stakeholders have a clear understanding of ISAP services and objectives?
- Were there useful tools and information that support and improve service delivery?
- Did service providers have the resources (including community resources for referrals) and infrastructure necessary to facilitate service delivery?
- Was ISAP an effective means to meet the immediate settlement needs of newcomers?
- What was ISAP's interaction with other settlement programs in achieving its outcomes?

1.3. Structure of the report

The report is organized into five main sections. Following the introduction, Section 2 describes the ISAP Program in terms of its history, objectives, delivery, clients, services and budget. Section 3 describes the evaluation methodology. Section 4 provides the evaluation findings. Section 5 presents the overall conclusions.

2. Overview of the ISAP Program

This section presents an overview of the ISAP in terms of its program objectives, delivery, services and budget.

2.1. Program objectives

In 1974 the federal government launched the Immigrant Settlement and Adaptation Program (ISAP) through which funding for settlement services is provided. The purpose of ISAP was to support the settlement and adaptation of newcomers by funding settlement organizations to provide direct services to their clients. In conjunction with other Settlement services, ISAP was intended to help facilitate a smoother transition of new immigrants when they arrive in Canada by helping to provide them with the guidance and knowledge necessary to meet their basic settlement needs independently, and to adapt to life in Canada. ISAP had two main streams. ISAP A was the core part of the Program and provided various supportive services directly to newcomers as well as service bridging with non-settlement organizations and the broader community so that they better understand newcomer issues and become more accessible and welcoming to newcomers. ISAP B supported a wide range of projects that were designed to enhance ISAP services provided by SPOs to newcomers, such as research, professional development for SPO staff or the development of tools to support program delivery.

The ISAP logic model developed in 2004 to guide the Program during the period under review was updated in 2008 in preparation for this evaluation and is provided in Appendix A:. The planned outcomes of the Program related to three outcome areas:

- **Newcomer settlement needs:** These outcomes are related to clients' need identification, linking them to services and resources, and enabling access to accurate and useful information that meets their basic and immediate settlement needs. It also includes outcomes that relate to the ability of clients to deal with immediate crises and the stress of being in a new country. These should eventually prepare newcomers to meet their daily needs and goals independently.
- **Job search ability:** These outcomes are related to improving clients' preparation and skills to apply for and/or find employment. This group of outcomes is also about clients' understanding of the labour market. A longer term outcome in this area is to provide clients with better job opportunities.
- **Service bridging:** These outcomes are associated with community organizations becoming more accessible to newcomers including involvement of these organizations in the newcomers' issues and needs as well as the accessibility of community organizations and events to newcomers.

2.2. Program delivery partners

CIC and SPOs are both involved in program delivery. Citizenship and Immigration Canada is responsible for setting the policy and program direction related to settlement and establishing operational guidelines and standards to support national implementation of settlement policy and programming. CIC Regional/Local Offices liaise, negotiate, and manage contribution agreements with SPOs. In addition, the operational branch in national headquarters also negotiates and manages national and international agreements.

Service Provider Organizations received contribution funding to deliver the Program in their communities on behalf of CIC. Organizations eligible to serve as SPOs for the ISAP Program included not-for-profit and other non-governmental organizations, educational institutions, governments (provincial, territorial or municipal), community groups, private sector businesses, and individuals.³

Contribution funding was provided to SPOs to promote the program to newcomers and provide adaptation and settlement services. According to the Integrated Financial and Material System (IFMS) also known as SAP, 204 SPOs were involved in delivering the ISAP Program in the period and regions covered by this evaluation. The number of SPOs increased from 125 in 2004/2005 to 188 in 2007/2008, with most of the increase occurring in Ontario.

SPOs participating in ISAP received funding through contribution agreements (CAs) to support program delivery. CAs established the terms and conditions for funding, including monitoring and reporting requirements. Contributions to SPOs included the costs associated with the delivery and management of the Program, such as salaries for ISAP Program Coordinators, materials and equipment, professional and consultancy fees, publicity, promotion and recruitment, development of tools, as well as allocated overhead costs and capital expenditures.

2.3. Budget

The ISAP budget and expenditures consisted of several sub-programs: ISAP A, ISAP B, Enhanced Language Training (ELT), Going-to-Canada Portal, Welcoming Communities Initiative (WCI), Canadian Orientation Abroad and Francophone Minority Communities (FMC). Given this, calculating the ISAP budget and expenditures for the components covered by this report (ISAP A and ISAP B only) was challenging as the sources of data and coding system vary throughout the years.⁴

Table 2-1 presents the budget and expenditures for the ISAP Program overall (including ELT, WCI, etc.) and a budget and expenditures for the components covered by the evaluation (ISAP Core, also called ISAP A and ISAP B). Over the years under review, the budget for the ISAP Program (including core and other programs) increased from \$42.3 million in 2004/2005 to \$192.9 million in 2008/09 out of which the budget for ISAP Core grew from \$31.3M in 2004/05 to \$142.9M (Table 2-1). This includes only the Grants and Contributions (Gs&Cs) portion and does not include any operational costs.

³ Settlement Manual, CIC, 2006.

⁴ For example, the use of Internal Orders occurred in certain years and General Ledgers or Funds were used in other years; this has created inconsistencies for reporting.

Table 2-1: ISAP Program growth

	2004/05	2005/06	2006/07	2007/08	2008/09
Total ISAP Budget (Gs&Cs)	\$42.3M	\$48.4M	\$73.0M	\$170.3M	\$192.9M
Total ISAP Expenditures Gs&Cs)	\$38.4M	\$42.9M	\$70.2M	\$115.1M	\$181.3M
Budget (ISAP Core)	\$31.3M	\$32.2M	\$40.9M	\$124.1M	\$142.9M
Expenditures (ISAP Core)	\$33.2M	\$32.2M	\$51.6M	\$93.1M	\$141.2M
Number of ISAP A SPOs	125	123	144	188	Information not available*
Number of Clients ⁵	80,162	83,439	79,554	92,235	118,931
Number of Services	497,816	542,682	473,862	572,471	706,671

Source: Total ISAP Budget and Expenditures - Public Accounts; Number of SPOs - SAP; *Information on ISAP A SPOs for 2008/09 was not available at the time of the evaluation. The SAP information is based on May 2008 extract. Number of clients and services - iCAMS.

2.4. ISAP client profile

To be eligible to receive ISAP services, clients had to be:

- Permanent residents of Canada;
- Protected persons as defined in Section 95 of the *Immigration and Refugee Protection Act*;
- Persons in Canada whose applications for Permanent Resident status were being processed and had been informed, by a letter from CIC, of the initial approval of their application subject to an admissibility assessment; or
- Temporary residents working in Canada with a work permit under the Live-in Caregiver Program.⁶

Based on a 2008 extract from the Immigration–Contribution Accountability Measurement System (iCAMS) data (summarized in Table 2-2), a system that captures information on CIC clients and services, there were slightly more women than men (51.4% and 45.3%, respectively) who used ISAP services between 2004/05–2007/08. Most ISAP clients (51.6%) were adults between 25 and 44 years of age; however a significant proportion (18.3%) were youth under the age of 18. Almost half (46.5%) of ISAP clients came to Canada through the Economic Class, around a quarter were Refugees (27.4%), and just over one-fifth came through the Family Class (21.9%). The majority of clients reside in Ontario (82.5%). Almost half (47.4%) did not speak either Canadian official language at the time of landing, however around forty-four percent had some knowledge of English and five percent had some knowledge of French.

In terms of education, almost half of ISAP clients had no post-secondary education (37.8% had secondary school education or less and 11% reported no education); however one third of all

⁵ The annual total represented the number of clients who accessed ISAP services in that year. The same individual could access services in more than one year and consequently would be counted in the total for each year. 2004/05 to 2007/08 based on March 2008 extract. 2008/09 based on the May 2010 data extract from iCAMS.

⁶ These criteria are based on 2006 Terms and Conditions for ISAP. The eligibility criteria were expanded in 2008 with the adoption of the modernized approach.

ISAP clients had either a Bachelors (23.4%) or post-graduate (9.6%) degree. ISAP clients were most likely to identify China as their country of last permanent residence (18.1%). According to iCAMS, other frequently identified countries included India (10%), Pakistan (6%), Colombia (3.7%), and Afghanistan (3.6%).

Among ISAP clients, 35.5% had arrived in Canada before 2004 and 61.3% arrived between 2004 and 2008. Between 2004/2005 and 2007/2008 the majority (71%) of clients accessed the Program over one fiscal year, approximately one fifth of ISAP clients (19.9%) accessed ISAP services over two fiscal years while 7.9% of clients participated in the Program over three or four fiscal years.

Table 2-2: Characteristics of ISAP clients (2004/05-2007/08)⁷

Gender	Male	45.3%
	Female	51.4%
	Unknown/missing	3.3%
	Total number of unique clients	246,740
Age at the time of landing	Under 18	18.3%
	18-24	11.3%
	25-34	27.3%
	35-44	24.3%
	45-54	10.0%
	55-64	3.5%
	65+	1.8%
	Unknown/missing	3.5%
Total number of unique clients	246,740	
Immigration class	Family Class	21.9%
	Economic Class	20.6%
	Refugees (Protected Persons)	25.9%
	Other Immigrants	27.4%
	Unknown/missing	1.9%
	Total number of unique clients	246,740
Family status	Principal Applicant	52.8%
	Spouse/Common Law	20.1%
	Dependent	23.8%
	Unknown/missing	3.3%
	Total number of unique clients	246,740
Country of last permanent residence	China	18.1%
	India	10.0%

⁷ Whereas Table 2-1 refers to annual number of clients, Table 2-2 summarizes all unique clients accessing the services over the 4-year period (2004/05-2007/08).

	Pakistan	6.0%
	Colombia	3.7%
	Afghanistan	3.6%
	Sri Lanka	3.4%
	South Korea	3.2%
	Iran	2.8%
	Philippines	2.5%
	Ukraine	1.9%
	Russia	1.7%
	Sudan	1.5%
	Bangladesh	1.4%
	Vietnam	1.4%
	Ethiopia	1.3%
	Other	34.1%
	Unknown/ missing	3.3%
	Total number of unique clients	246,740
Year of arrival	Prior 1990	0.0%
	1991 - 2000	9.9%
	2001	6.7%
	2002	8.2%
	2003	10.7%
	2004	15.9%
	2005	17.9%
	2006	14.4%
	2007	11.2%
	2008	1.9%
	Unknown/ missing	3.5%
	Total number of unique clients	246,740
Province of residence	Atlantic	2.8%
	Ontario	82.5%
	Prairies	14.7%
	Unknown/ missing	0.0%
	Total number of unique clients	246,740
Language ability	None	47.4%
	English	43.9%
	French	5.4%
	Unknown/ missing	3.3%

	Total number of unique clients	246,740
Level of education	None	11.0%
	Secondary or less	37.8%
	Some post-secondary	14.8%
	Bachelor's degree	23.4%
	Graduate and post-graduate degree	9.6%
	Unknown/ missing	3.3%
	Total number of unique clients	246,740
Number of years participating in ISAP Program (by fiscal year) ⁸	1 year	71.2%
	2 years	19.6%
	3 years	6.0%
	4 years	1.9%
	Unknown	1.3%
	Total number of unique clients	246,740

Source: iCAMS

2.5. ISAP services

Services provided directly to clients included needs assessments and referrals; information and orientation, including translation and interpretation; para-counselling and referrals to specialised services; and pre-employment services. Additionally, the Program funded non-client services to increase awareness of immigrant issues among non-settlement organizations and the broader community (service bridging) as well as to develop capacity among partners (ISAP B). The activities are described below.

Initial Needs Assessments and Referrals: This service involved assessing the needs of newcomers; specifically in helping them to identify resources, strengths and barriers on their settlement pathway. It often included assisting them to set goals, priorities and develop clear plans. Assessments could be carried out several times depending on the phase of settlement. For example, initial assessments might have focused on immediate settlement needs like housing, while six months later clients might have requested a vocational assessment. If clients required services outside the scope of the SPO, the service provider could refer the client to another agency or organisation.

Information and Orientation Services: A core component of ISAP involved the provision of guidance and information to newcomers as well as referring newcomers to resources in the community related to the client's immediate settlement needs such as job search services, health care, legal services, recreation and education. Additionally, the service linked and referred clients to community organisations. The immediate objective, however, was to provide clients with guidance and information so that they can meet immediate and everyday needs including housing, banking, shopping, access to social and health services, and so that they can understand their rights and obligations in Canada. Clients could also receive interpretation and translation

⁸ iCAMS tracks whether a client received one or more services in a particular fiscal year.

services related to essential or immediate settlement needs when they had limited capacity to speak English or French.

Para-Counselling and Referrals to Specialised Services: This service assisted newcomers in problem-solving by helping them to define their problems and to identify resources available to them. It was not psychotherapy, and it typically required between one to five sessions. It might have included helping newcomers and their families to articulate their problems clearly enough to search out appropriate referrals, or to mobilize their informal networks, or to clarify some of the common issues relating to settlement and family reunification. When clients required assistance for problems beyond the scope of expertise of an SPO, a referral to an appropriate resource may have been provided.

Pre-Employment Services: The purpose of this service was to assist newcomers with gaining skills to apply for and find employment. In essence, newcomers should gain a solid understanding of the labour market as it relates to their ability to find employment. Pre-employment services may include providing information on local labour markets and providing general job-search workshops (résumé-writing, interview preparation, etc.). Generally speaking, however, the more intensive employment counselling was provided through Human Resources and Skills Development Canada (HRSDC), provincial agencies and the Enhanced Language Training (ELT) initiative.

Service Bridging: This activity involved assisting non-settlement service providers and the broader community to understand and serve newcomers. For example, a service provider might join a committee at a local hospital to improve the admitting procedures for newcomers. Service bridging may be undertaken on a one-to-one basis, (e.g., with landlords) or in a group, (e.g., with police officers or health care workers). It does not include any form of political advocacy.

ISAP B: ISAP B projects focused on activities such as developing partnerships, research, capacity building, developing tools, and delivering conferences and training programs. The CIC Settlement Manual (February 2006) provides examples of ISAP B projects including: professional development conferences; initiatives to raise awareness of and combat family violence and racism; and development of an accreditation process for settlement workers. Although ISAP B projects may have had a variety of beneficiaries, the projects eventually targeted SPOs and their clients.

3. Evaluation methodology

The evaluation used multiple lines of evidence including both qualitative and quantitative methods. The following section describes these primary and secondary data sources as well as the strengths and limitations of the study. Data collection took place between July 2009 and February 2010.

3.1. Primary data sources

3.1.1. Interviews

Thirty-two interviews were conducted with three groups of ISAP stakeholders to collect information on all aspects of the evaluation. The groups of interviewees included CIC management (n=12), other CIC staff (n=15), and Provincial/Territorial representatives (n=5). The regional distribution of each group is shown in Table 3-1.

Table 3-1: Regional Distribution of Interview Participants

Location	NHQ	ON	Atlantic	AB	Yukon	BC	Manitoba	Total
CIC Directors & Managers	7	2	2	1	-	-	-	12
CIC Program Officers & Local Managers	4	7	2	1	1	-	-	15
Provincial/ Territorial Representatives	-	1	1	1	-	1	1	5

3.1.2. Surveys

In total, 814 survey questionnaires were completed by various ISAP stakeholders (Table 3-2). Four unique surveys were administered to various stakeholders including SPO managers, SPO staff delivering ISAP A projects, SPO staff delivering ISAP B projects, and clients.

Table 3-2: Number of Stakeholders Surveyed

	ISAP Stakeholders' Groups				Total
	SPO Managers / Directors	SPO Staff		Clients	
		ISAP A	ISAP B		
Number of Respondents	65	145	21	583	814

3.1.3. Focus groups

Separate focus groups were undertaken with CIC officers, SPO representatives, and ISAP clients. In total, 18 focus groups involving 173 different ISAP participants/stakeholders were conducted in six cities across Canada. One focus group with SPOs was conducted in French. The purpose of the CIC and SPO staff focus groups was to collect data on Program need, delivery and management. Focus groups with clients focused on their experience participating in the Program. The breakdown of participants is shown in Table 3-3.

Table 3-3: ISAP Focus Groups by Location and Type of Participant

Location	Number of focus groups	ISAP Program Participants		
		CIC Officers	SPO Staff	ISAP Clients
Toronto	3	9	16	13
Hamilton	2	6	0	13
Mississauga	3	8	15	8
Halifax	3	3	8	14
Edmonton ⁹	4	4	18	10
Calgary	3	3	16	9
Total	18	33	73	67

3.2. Secondary data sources

3.2.1. Document review

A detailed document review was undertaken with a particular emphasis on program relevance. The document review also provided information relating to particular issues of program performance, design and delivery. A wide variety of federal, departmental and program documents were reviewed as well as SPO materials including websites, training and promotional materials, program statistics, guidelines, tools and intake/needs assessment forms.

3.2.2. Literature review

The literature review included online and library materials and archives. The literature review provided contextual information regarding the need for ISAP, the relationship with other settlement programs, and a comparison of similar programs in other jurisdictions. A list of references can be found in Appendix B:

3.2.3. Administrative data analysis

The iCAMS database was reviewed and analyzed to prepare a profile of the service providers, program services, and clients. iCAMS is an Internet-based system through which SPOs provide CIC with information about their services and clients. iCAMS has collected information on ISAP A since April 2004.¹⁰ ISAP B was not covered by iCAMS data as it does not include services provided directly to newcomers.

For ISAP, iCAMS collected information on the type and number of services provided as well as the number of clients receiving ISAP services. Clients reported in iCAMS are augmented by CIC's Field Operations Support System (FOSS), which allows a comprehensive analysis of the profile of immigrants participating in the program as per their individual characteristics (e.g., gender, country of origin, age, etc.). SPOs can choose to use an individual or aggregate method of reporting on clients in iCAMS. The individual method of reporting is used by just over 80% of ISAP SPOs and allows linking clients and services. The remaining SPOs use aggregate or

⁹ A second SPO focus group was conducted in French at the request of local SPOs.

¹⁰ iCAMS figures presented in this report are derived from May, 2008 iCAMS data extract.

both aggregate and individual methods of reporting to iCAMS which prevents the linkage between clients served and services provided.¹¹

3.3. Evaluation limitations and strengths

The methodology used in this evaluation had the following limitations:

- **Lack of access to extensive reliable administrative data** - Data on the numbers and characteristics of clients served and services provided is incomplete. To assess the representativeness of iCAMS data with respect to the number of reporting SPOs, the Integrated Financial and Material System known as SAP was used. SAP is a financial data system that tracks all funds committed by CIC and serves as a central repository of all contribution agreements (CAs) financial information.¹² A comparison of the data in iCAMS and SAP databases demonstrates that a significant percentage of SPOs are not reporting in iCAMS: according to SAP, between 2004/05 and 2007/08 contribution agreements were signed with 204 unique SPOs to deliver the ISAP A projects; however, only 142 of these SPOs (70%) reported data into iCAMS. Similarly, the SPO focus groups not only found that some SPOs are not reporting data in iCAMS, but also that some were unsure regarding whether they were doing so correctly. A review of the iCAMS data reported by each SPO showed that there are significant discrepancies in the number of services reported. Consequently, data for 31% (or 43/142) of reporting SPOs has been eliminated from the current analysis. As a result, the evaluation relies on information provided by 49% (99/204) of SPOs who received ISAP A funding. In addition, an operational constraint faced by SPOs is that some clients are unwilling or unable to provide their Permanent Resident Card number; thus, not all will be reported in iCAMS. All of the above constrained the use of iCAMS data to comment fully on the reach of the Program, to conduct year-to-year comparisons, and to conduct adequate cost-effectiveness analyses. As a result of these constraints, iCAMS data presented in this report should be considered with caution.
- **Representativeness of data collected** – As discussed previously, information on the entire client and volunteer populations was not available through the data reported in iCAMS. It was therefore neither possible to obtain a random sample nor to compare characteristics of the respondents to the surveys to that of their respective populations to determine if they were statistically representative. As a consequence, the results from the client and volunteer surveys can only be used as an indication of the perception of those two groups, and cannot be interpreted as being representative of the populations.
- **Lack of information on client outcomes** – While CIC collects financial information through SAP and output data through iCAMS, it does not have a systematic approach for collecting client outcome information. To support the new approach to settlement programming, CIC is currently working on addressing this shortcoming, although a new methodology for collecting data on outcomes will not be available for at least one more year.

¹¹ Additionally, the socio-demographic profile of ISAP clients reported through group-based method is different than those reported through individual-based method. Refugees, French speakers, family class immigrants, and those from Eastern Africa and Western Europe as well as those with secondary or less education are over-represented in the aggregated. It would be very difficult, therefore, to extrapolate a representative profile of clients receiving specific ISAP.

¹² SAP figures presented in this report were obtained from July, 2008 iSAP Summary Report.

Thus, the evaluation relied significantly on surveys and focus groups to obtain information on client outcomes.

The evaluation used several methods to enrich the data collection and increase confidence in the overall results. The strengths of the evaluation methodology include:

- The use of multiple lines of evidence including qualitative and quantitative data allowed for the triangulation of findings;
- Multiple stakeholders were consulted, including four distinct groups of stakeholders (i.e., clients, SPOs, CIC representatives, and provincial/territorial representatives) which increased the reliability of data;
- Regional representation was obtained through the surveys, interviews and focus groups;
- The client survey was available in 9 different languages and offered through three different modes of communication (online, on paper, by phone) to increase the number and range of clients willing to participate; and
- Nearly one-third of the SPOs (32%) involved in delivering the ISAP Program participated in the evaluation.¹³

¹³ Based on SAP, 204 unique SPOs delivered ISAP A services in the 2004/05-2007/08 time period out of which 65 completed the SPO Survey.

4. Evaluation findings

This section summarizes the major findings of the evaluation regarding program relevance, implementation, results and design.

4.1. Program relevance

The evaluation findings on program relevance focus on the need for ISAP, comparable settlement programs, and the consistency of the ISAP Program with CIC priorities as well as with federal government roles and responsibilities. Using the evidence from interviews, focus groups, surveys, document and literature review, the following section describes the findings related to relevance.

Key Findings

1. There was a need for ISAP because of its role in facilitating the settlement and adaptation of newcomers, particularly after they arrive.
2. ISAP was unique in Canada as it sought to assist newcomers in addressing their basic and necessary settlement needs in a formal setting.
3. ISAP was aligned with federal and departmental priorities and was broadly viewed to be consistent with the roles and responsibilities of the federal government; however, there are mixed views on the appropriate divisions of roles and responsibilities between the federal and provincial governments.

4.1.1. Program need

Several studies have found that many immigrants have to overcome significant barriers and challenges to settle in Canada.¹⁴ A consultation process on the settlement needs of newcomers in Ontario conducted in 2006 identified nine main areas of need for newcomers: 1) information and guidance; 2) employment; 3) language training; 4) initial orientation; 5) financial stability (e.g., financial assistance, banking, credit cards); 6) cultural integration; 7) social and emotional support; 8) health; and 9) housing.¹⁵ Similarly, Statistics Canada also points to newcomers' adaptation needs in areas such as culture, law, language, weather, health care system, housing, work force, education, and tax system.¹⁶ A review of ISAP documentation indicates that the Program was designed to facilitate the settlement, adaptation and integration of newcomers by addressing a variety of needs.

In addition, stakeholders who participated in the evaluation unanimously confirmed that there is a strong need for settlement services as provided by ISAP, providing an average rating of 4.8 (provincial and CIC representatives) or 5.0 (SPOs), on a scale of 1 to 5 where 1 is no need at all and 5 is a major need. They attributed the strong need for ISAP to its role in helping newcomers understand Canadian life-style and adapt to their new way of life, addressing basic needs (e.g., housing, education, health, employment), reducing social barriers for newcomers and encouraging their participation in community activities.

¹⁴ Ben-Sira, 1997, Social Capital in Action, Thematic Policy Studies, Policy Research Initiative, September 2005.

¹⁵ Consultations on the Settlement and Language Training Services Needs of Newcomers- In support of the Canada-Ontario Immigration Agreement. InterQuest Consulting, September 2006.

¹⁶ Statistics Canada, 2005, Longitudinal Survey of Immigrants to Canada – A Portrait of Settlement Experiences.

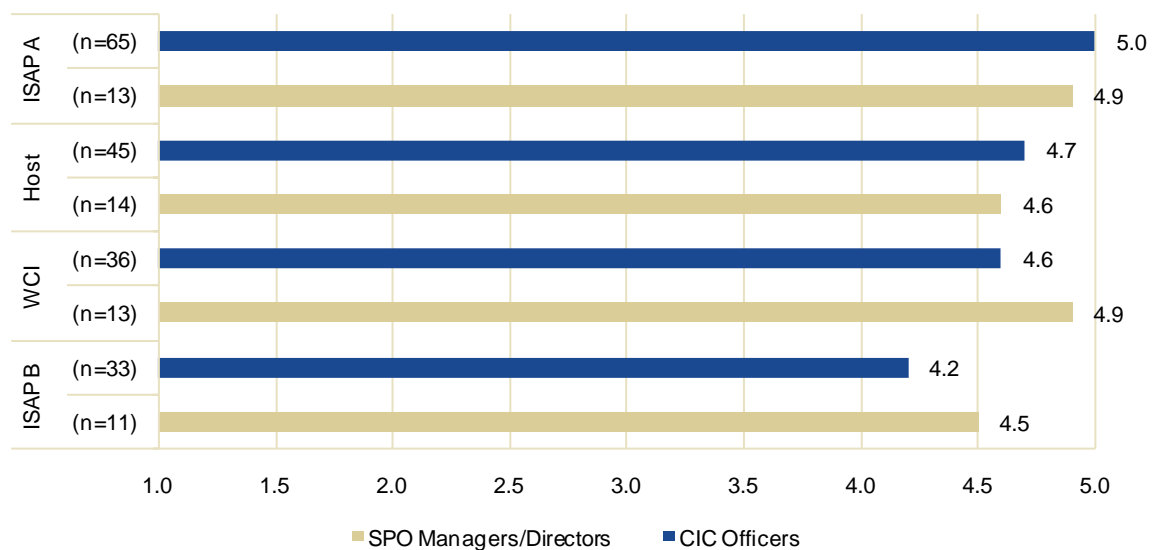
4.1.2. Comparable programs

CIC Settlement Programs

When comparing the CIC settlement programs with each other, stakeholders agreed that ISAP, the Host Program and WCI complemented each other.¹⁷ CIC participants explained that ISAP was more formal, Host was more personal, and WCI had a different and larger scope. SPO managers and directors noted that ISAP was more like a crisis intervention program and worked with newcomers; Host was more about engagement and building connections through working with newcomers and Canadians; and WCI focused more on integration issues and works with broader defined groups including newcomers, businesses, institutions and service providers.

SPO managers and directors, as well as CIC officers, rated the need for ISAP A services somewhat higher than the need for other CIC settlement programs (Figure 4-1). SPOs explained that many newcomers arrive in Canada with limited understanding of how to arrange basic but necessary parts of their lives such as registering children for school, looking for employment, and finding suitable housing. By addressing these types of needs, ISAP services played a critical role in helping newcomers settle in Canada faster and connecting them to the broader community.

Figure 4-1: Comparison of ratings of CIC settlement programs



Non-CIC programs

When asked about non-CIC settlement programs, each group of stakeholders was able to name a variety of programs available in their region that are intended to address needs similar to those targeted by ISAP, including employment and social services, housing, education and youth services. These programs are funded by other federal departments (e.g., HRSDC) and provincial and municipal governments as well as associations, colleges and universities, United Way, Red Cross, and YMCA.

¹⁷ Language Instruction for Newcomers to Canada Program (LINC) was not included in this comparison as it is a primarily a language training program with different outcomes.

Within this programming environment, CIC officers, SPOs, and Provincial representatives identified various service characteristics that distinguished ISAP from other settlement programs and services in their regions, including:

- Having different eligibility requirements and, therefore, different clients;
- Being able to provide services to newcomers who are vulnerable and underemployed;
- Being able to provide more intense support on essential matters such as housing, employment and social benefits while other settlement programs provide guidance, social and emotional support; and
- Not being geographically limited to specific areas.

4.1.3. Consistency with government priorities and roles and responsibilities

Federal Priorities

The government's commitment to settling newcomers is grounded in the *Immigration and Refugee Protection Act* (IRPA, 2002). In particular, one of the objectives of this legislation is "to promote the successful integration of permanent residents into Canada." ISAP and its objectives demonstrate an alignment with the integration objectives as stated in the Act. Moreover, the prominence of settlement as a federal priority was heightened in the 2005 budget when the government announced an additional \$298 million over five years for settlement and integration programming in recognition of the increasing demands being placed on these programs and services across the country. It was expected that this additional funding would contribute to the attainment of a number of objectives, including improved labour market outcomes of immigrants across Canada, addressing the settlement pressures facing all jurisdictions, and strengthening bilateral relations with the provinces and territories.¹⁸

CIC Priorities

Providing settlement services such as ISAP is part of the Department's mission to build a stronger Canada through various means, including supporting the successful integration of newcomers and promoting Canadian citizenship.¹⁹ A review of the objectives of the ISAP demonstrates that it was aligned with the mission of CIC, especially facilitating newcomer integration in a way that maximizes their contribution to the country and enhancing the values and promoting the rights and responsibilities of Canadian citizenship.²⁰ In addition, the objectives of ISAP were aligned with one of CIC's strategic outcomes as outlined in CIC's Program Activity Architecture (PAA), which focuses on the successful integration of newcomers into society and the promotion of Canadian citizenship through the implementation of integration programs.

Moreover, CIC participants said that ISAP was consistent with the strategic outcomes and priorities of CIC. When asked to rate their opinion, 71% of the CIC officers strongly agreed and 29% somewhat agreed that ISAP was consistent with the strategic outcomes and priorities of CIC.

¹⁸ www.fin.gc.ca/budget05/bp/bpc4a-eng.asp

¹⁹ Settlement Manual, September 2006.

²⁰ For more details see CIC website: www.cic.gc.ca/english/departement/mission.asp

Federal Role

The delivery of settlement services to newcomers involves both the federal and provincial governments. While the federal government has assumed a lead role, Section 8 of the IRPA permits the Minister of Citizenship and Immigration to enter into agreements with the provinces. Citizenship and Immigration Canada (CIC) has agreements with three provinces — Quebec, British Columbia and Manitoba — with respect to the provision of settlement programs and services.²¹ Different co-management models are also practiced in Alberta, where the programs are jointly funded by both federal and provincial governments, and in Ontario, where there is a joint governance structure for management of the settlement services. There are also international models and several approaches to providing settlement services internationally and within Canada. A description of these models is provided in Appendix C.

ISAP stakeholders noted that there are diverse views on the appropriate division of roles and responsibilities between federal and provincial partners in the design and delivery of settlement services in general.

CIC participants at NHQ agreed that Federal Government has a responsibility to provide funding for programs that promote Canadian values and roles. They also mentioned that CIC should establish the scope of such programs as well as standards (e.g., eligibility requirements, para-counselling) to be applied across provinces, but that local organizations are best placed to deliver the services. The majority (89%) of SPO managers and directors also agreed that the development and funding of these types of programs is an appropriate role for the Government of Canada. The remaining neither agreed nor disagreed (9%) or disagreed (2%) and explained that more consultation is needed before any planning or changing of policies. Furthermore, the Ontario Council of Agencies Serving Immigrants (OCASI) in its 2009 discussion paper on a vision for the settlement sector in the future explained that the Federal Government has an enduring role in immigrant settlement and integration and is in the best position to protect settlement services and funding.²²

Data collection included interviews with five provincial representatives; some indicated that, while it is both a federal and provincial goal to facilitate the success of immigrants in Canada, it is difficult for the federal government to realize the uniqueness of the regions and tailor programming appropriately.²³ Provincial representatives also discussed that, given that provinces actively seek out immigrants through the Provincial Nominee Program (PNP), it is reasonable to expect that they deliver programming to support these immigrants once they are in the province. They suggested that more consultations with provincial governments in terms of sharing responsibilities and coordination are required. In addition, 6 out of 12 CIC managers also mentioned that better coordination and more consultations with provinces are necessary. The issue of federal or provincial administration of settlement services was also presented in the report of the Standing Committee on Citizenship and Immigration (2003) where it is mentioned that *“the provinces should play a greater role in the delivery of these services and the federal government should be responsible for coordination and quality control”*.²⁴

²¹ *Settlement and Integration, A Sense of Belonging*, Report of the Standing Committee on Citizenship and Immigration, June 2003.

²² *Canada-Ontario Immigration Agreement (COLA): Crafting the Vision for the Sector*, The Ontario Council of Agencies Serving Immigrants, June 2009.

²³ Since only five representatives were interviewed, the percentage of those that expressed this opinion is not presented.

²⁴ *Settlement and Integration: A Sense of Belonging: Feeling At Home*. June 2003, p.5.

4.2. Program implementation

The key findings of the evaluation regarding the implementation of ISAP focus on promotion as well as the delivery and use of services. The following describes the findings and related evidence from interviews, focus groups, surveys, as well as the document and literature review.

Key Findings	
1.	While almost all SPOs used a variety of formal tools for promotion, informal means of promotion such as “word of mouth” was the most common way in which clients first heard about the Program.
2.	Initial needs assessment and information/orientation were the most typical activities of ISAP; however, SPOs indicated that as there were no formal tools for assessing the needs of newcomers, they were developing their own.
3.	Of all ISAP services, the provision of para-counselling services increased at the highest rate; however, there is uncertainty regarding the nature and scope of para-counselling services that should be provided through settlement programs.
4.	All stakeholder groups confirmed the importance of employment support (including clients who expressed it as the most important reason for approaching a SPO).

4.2.1. Program promotion

According to the client and SPO surveys, the most common way through which clients heard about ISAP, is by “word of mouth.” Although many SPOs reported engaging in promotional activities such as delivering presentations (93%), advertising (92%), distributing their own promotional materials (91%) and CIC promotional materials (91%), only 14% of ISAP clients reported any of these as the means through which they learned about ISAP (see Table 4-1).

Table 4-1: Methods used to promote/hear about ISAP

	How clients heard about ISAP	How SPOs promote ISAP
Word-of-mouth	51%	95%
Through another organization or agency	17%	19%
Newspaper or other advertising	12%	92%
Heard about it in LINC/CLIC classes	7%	5%
Through the Internet	5%	12%
Saw/held a presentation on the program	2%	93%
Library	1%	1%
School/Class	1%	5%
Job Fairs	1%	4%
SPO promotional materials	-	91%
CIC promotional materials	-	58%
Other (Ethno-cultural & community events, support groups and programs, religious festivals, etc.)	3%	29%

Source: Client Survey (n=567) SPO ISAP Representatives Survey (n=144)

When asked to rate CIC efforts to promote ISAP (i.e., presentations to SPOs and maintenance of a website for newcomers), SPO staff, managers and directors were more likely to agree (69% and 58% respectively) but CIC officers were more likely to disagree (50%) that these efforts were effective (see Table 4-2).²⁵

Table 4-2: Perception of effectiveness of CIC efforts to promote ISAP

The efforts of CIC to promote ISAP services were effective	Disagree	Neither / Nor	Agree
SPOs	14%	17%	69%
SPO Managers and Directors	19%	22%	58%
CIC Program Officers	50%	17%	33%

Source: Surveys/ Interviews (SPOs (n=132), SPO Managers and Directors (n=63), CIC Program Officers (n=15))

Both CIC and SPO representatives pointed to the ISAP promotion as an area that needed more attention, noting many newcomers are not aware of these services when they arrive, need these services most, and are still eligible. It was suggested that ISAP promotion needed to be done on a larger scale, using a wide variety of channels and languages. Other suggestions to improve promotion of ISAP included:

- Centralize promotion and public relations activities for settlement services;
- Develop newcomers magazine or newsletters;
- Develop an advertising campaign (e.g., TV ads, billboards);
- Launch public awareness campaigns in rural areas and urban centers;
- Provide newcomers with multi-lingual and easy to read resources before their arrival;
- Provide information about settlement services at the port of entry; and
- Provide concrete facts on the benefits of immigration to sensitize the communities.

4.2.2. ISAP services

From the perspective of newcomers, ISAP was needed to address the particular settlement issues they can face. In the client survey, one third (33%) of the ISAP clients approached the settlement agency because they were hoping to receive advice on employment such as how to prepare a résumé and how to search and apply for a job. Close to one quarter (23%) said that they approached the settlement agency to receive guidance on issues such as Canadian culture, customs, rights, norms, laws and responsibilities. ISAP clients in the focus groups provided some additional reasons for participating in ISAP including communicating with and meeting educated people, meeting people from their original country, and regaining their confidence in a new country (see Table 4-3).

Table 4-3: Clients' reasons for approaching SPOs

Why did you approach a settlement agency? What were you hoping to receive?	ISAP Clients
Employment advice/job related	33%
Guidance on Canadian culture, rights, norms, laws and responsibilities	23%
Orientation, support and counselling	9%

²⁵ www.servicesfornewcomers.cic.gc.ca

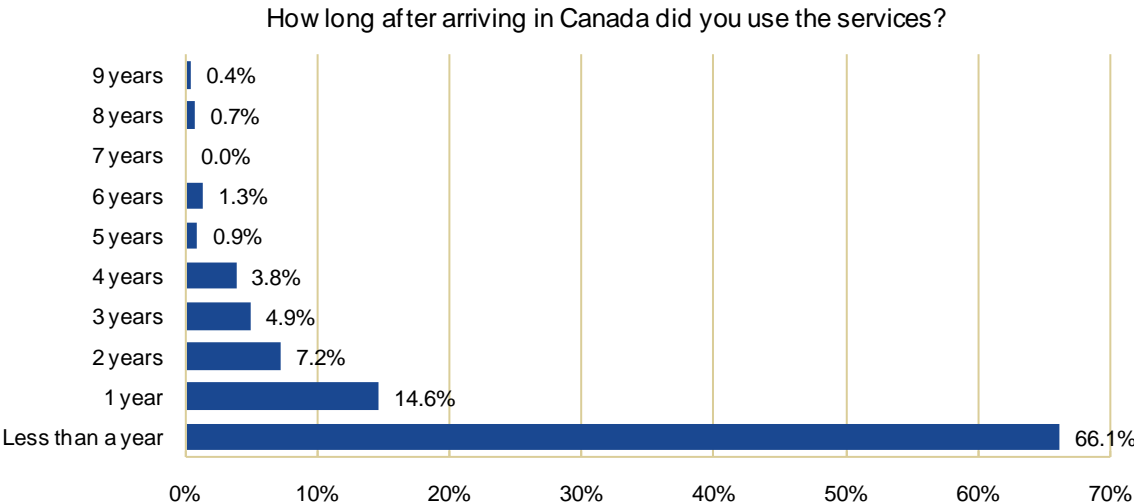
Guidance with documentation and application processes	8%
Language acquisition	7%
Information on services and benefits	6%
To get involved in the community	5%
Translation and interpretation	4%
Help in own language	2%

Source: Client Survey (n=583)

The use of ISAP services also indicates the great need for these services, especially during the early years of newcomers’ arrival (Figure 4-2). Two-thirds (66%) of ISAP clients who responded to the survey reported using the services within the first year of being in Canada, and of those, 35% started using ISAP services within the first month of being in Canada. This finding was confirmed during interviews and focus groups as provincial representatives and SPOs both expressed that intense services are required to address these needs at the beginning and during the first few years after arrival in Canada.

In addition, most ISAP clients used the services for less than a year. The ISAP clients who had stopped using services at the time of the survey indicated that they had used the services for an average of 10.8 months. This finding is also supported by iCAMS data that suggests that majority of clients accessed the program within one fiscal year (see Table 2-2).

Figure 4-2: Use of ISAP after arrival in Canada



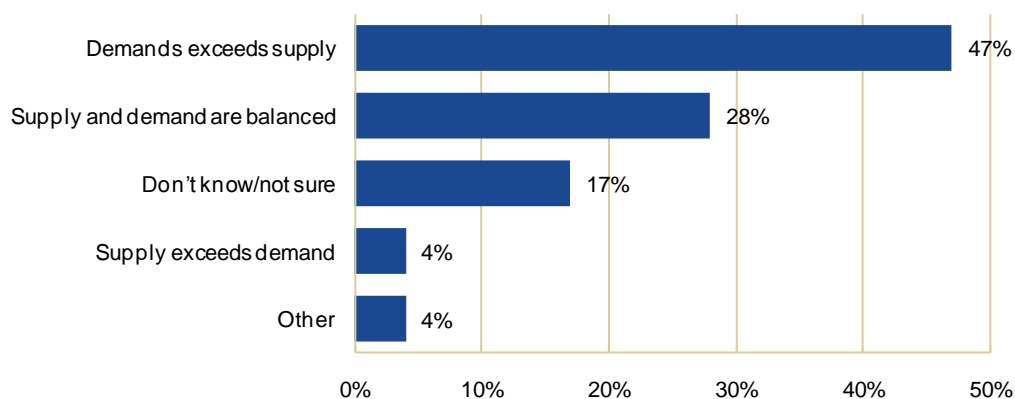
Source: Client survey (n=583)

CIC does not collect data to measure the demand for ISAP services. CIC officers in focus groups discussed that one of reasons why LIPs (Local Immigration Partnerships) were created in Ontario was to better understand the demand for ISAP at the local level. CIC managers and directors suggested that proper tracking of newcomers and ISAP clients would provide the data to assess the demand for ISAP.

In interviews and surveys, key informants presented their perceptions on the balance between supply and demand. Overall, there is a mixed perception about the balance between the demand and supply among various stakeholder groups. In interviews, CIC managers and directors said

that the ISAP supply/demand was unknown. During focus groups, some CIC officers said that supply was higher than demand, as they observed increasing competition between SPOs, particularly in Ontario and Alberta. SPOs in focus groups also confirmed increasing competition in these regions, which they viewed to be disruptive and negatively affecting the quality of their services. However, almost half of the SPO survey respondents (47%) indicated that demand exceeded supply (see Figure 4-3).

Figure 4-3: The view of SPOs on the supply and demand for ISAP services



Source: Survey of SPO Representatives (n=138)

To provide a picture of services clients receive from SPOs, the evaluation analysed available data from iCAMS, the SPO survey, and client survey. iCAMS data suggests that among all services, the provision of information and orientation to newcomers was the most frequently provided (37% of all reported services²⁶). As outlined in Table 4-4, over the 5 years (2004/05-2008/09), based on available data, services grew by 42% with para-counselling services growing at the highest rate (64%).

Table 4-4: Provision of ISAP services²⁷

	2004/05	2005/06	2006/07	2007/08	2008/09	% Change to baseline
Needs assessment	54,001	55,757	52,225	63,242	79,109	46%
Referrals	88,405	86,619	78,652	93,255	119,628	35%
Information/orientation	182,692	214,191	177,003	205,437	262,139	43%
Translation/interpretation	68,889	70,195	64,508	84,476	97,378	41%
Para-counselling	54,003	62,672	57,025	72,895	88,742	64%
Pre-employment	49,826	53,248	44,449	53,166	59,675	20%
Total services	497,816	542,682	473,862	572,471	706,671	42%

Source: iCAMS, Baseline: 2004/05

²⁶ A total of 1,041,462 Information and Orientation services were provided between 2004/05 and 2008/09 over a total of 2,793,502 overall services.

²⁷ This table represents only 49% of SPOs who received ISAP A funding. As indicated previously, 62 SPOs are not reporting in iCAMS and an additional 43 were eliminated from the current analysis due to anomalies in their information (on a total of 204 SPOs receiving ISAP A funding).

The following section describes the data for each of the services in details.

Initial needs assessment and referrals

Needs assessments determine newcomer needs, strengths and barriers to identify appropriate services and/or referrals. Needs assessments also aim to assist newcomers to set goals and priorities and develop a plan to achieve them. In the survey, the majority of SPOs reported providing initial needs assessments to clients, however just over half (51%) of SPO representatives reported that all of their ISAP clients received an initial needs assessment. Of ISAP clients participating in the surveys, 68% reported receiving an initial needs assessment. iCAMS data shows that provision of needs assessment services grew by 46% over the period 2004/05-2008/09, which was the highest growth after para-counselling.

SPOs noted they were not provided with any tools for conducting initial needs assessments and as a result, many said that they have developed tools internally. The main methods or tools through which SPOs assess client needs include intake forms, interviews, checklists, assessment sessions, focus groups and workshops. The processes and tools most commonly identified by SPOs included:

- Intake forms, reported by 51% of SPO survey respondents;
- One-on-one needs assessments or in-depth assessments, reported by 39% of SPOs; and
- A combination of face-to-face interviews, phone interviews, focus groups, and workshops, reported by 35% of SPOs.

In the focus groups and surveys, SPOs expressed an interest in moving further towards a case management model. According to literature, case management involves individualised service delivery based on continuous assessment that is used to develop a case or service plan. The plan is developed in collaboration with the client and reflects their choices and preferences for the service arrangements being developed. The goal is to empower the client and ensure that they are involved in all aspects of the planning and service arrangement in a dynamic way. CIC managers and directors also referred to a lack of focus on case management as a major gap in ISAP services. CIC managers and directors and provincial representatives suggested that developing more holistic services based on needs assessment, evaluations, and case management will help SPOs better respond to the wide range of settlement needs of immigrants.

Referrals direct newcomers to other resources related to their immediate settlement needs. The most common types of referrals, reported by SPOs, are listed in Table 4-5.²⁸ The most frequently mentioned were referrals to governmental organisations, be it federal, provincial or municipal. SPOs also referred newcomers to employment agencies, language training, other settlement services related to health, and community services.

Table 4-5: Referral services of ISAP as reported by SPOs

Referrals to Other Agencies/Government Bodies	Number of SPOs
Municipal, Provincial, and Federal Government departments and agencies	60
Employment agencies: (e.g., Employment Hamilton) job developers, temp agencies and companies that offer survival jobs	56

²⁸ In this evaluation, Information and Orientation services were examined separate from the referral services. These two, however, may be combined and called “reception and referrals.”

Referrals to Other Agencies/Government Bodies	Number of SPOs
Language training; internal programs: LINC, Job Search Workshops, mentoring, Enhanced Language Training, English as a Second Language classes, tutoring	49
Other settlement services related to health, (subsidized) housing, education, employment, social services, legal services, consumer, and recreation	47
Community services: Local community centers, settlement agencies, legal services, community health centers, and library services	42

Source: Survey of SPOs (n=145)

Less than half of clients mentioned they used referrals (48%). Clients mentioned that referrals were important for becoming aware of other services and making connections to these services. However, they also said that occasionally referrals may direct them to wrong organizations that cannot provide any help. They suggested that referrals between SPOs could improve services.

Information and orientation

Having reliable and timely information is crucial to newcomer settlement. Information & Orientation services aim to provide newcomers with guidance and information related to the basic and necessary information to live in Canada. As previously outlined, data from iCAMS indicated that the provision of information and orientation services increased by 43% between 2004/05 and 2008/09 (Table 4-4).

SPOs estimated that the majority of their clients received information/orientation services. SPOs explained that the types of information they commonly provide through this service are: access to social services, banking, money management, insurance, taxes, health services, housing, sponsorships, visa, SIN, citizenship application, driver's license, job searching/employment, school registration, transportation, and legal issues (e.g. divorce, custody, domestic abuse).

In the survey, over half of the clients reported they participated in an information/orientation session (59%). In an open-ended question, clients reported that the information provided them with appropriate answers to their general questions while helping them to learn about different issues such as Canadian culture and its political, legal, health and education systems.

ISAP clients, when asked how information and orientation could be improved, pointed out that these services were general and not tailored to their individual questions and needs. Also, there were no follow-up sessions that provided them with opportunities to ask their questions about a particular topic.

Translation and interpretation is an essential immediate need for newcomers who have a limited capacity to speak English or French. SPOs reported that translation of a wide range of documents may be provided including forms, birth certificates, marriage and death certificates, divorce proceedings, medical transcripts, educational transcripts/certificates, employment records, reference letters, statutory declarations, driver's license, and criminal record checks. SPOs also assist clients with understanding legal documents such as contracts and agreements (e.g., lease agreements). The use of translation/ interpretation was reported by clients to a lower extent than the use of other ISAP services (37%).

Para-counselling

According to the Canadian Mental Health Association study, newcomers face challenges that can threaten their mental health such as: a drop in their socio-economic status; inability to speak the language of the host country; separation from family and friends; a lack of a friendly reception by the host population; and limited access to an ethno-cultural community to provide social support. Moreover, these challenges may be more pronounced for specific age groups (e.g., those who migrated during adolescence or after the age of 65). Newcomer youth are twice as likely to suffer from depression in comparison with individuals aged 35 and older. Women and seniors may suffer from a greater loss of social support and independence than others. Some newcomers may have experienced man-made disasters such as war, torture or repression. Furthermore, newcomers who need mental health services may be reluctant to seek such assistance due to the stigma attached to this type of illness as well as cultural and linguistic barriers.²⁹

Para-Counselling services aim to assist newcomers by helping them to define their problems and identify resources available to them. At the same time, however, SPO activities under para-counselling were reported as: clinical counselling, specialized referral, crisis counselling, counselling on problems related to adaptation, anger management, family mediation, and providing emotional support. SPOs also reported that para-counselling aims to address problems such as post-partum blues and/or depression, assault issues, post-traumatic stress, and family/domestic violence (reported by all SPOs).

As previously reported, iCAMS data indicated a 64% growth in the provision of these services by SPOs between 2004/05 and 2008/09, the most significant growth among all ISAP services (Table 4-4). More than half of ISAP clients surveyed reported they used para-counselling services (59%).

The focus group discussions also highlighted the strong demand for para-counselling services as both CIC officers and SPO staff said that mental health was one of the most pressing issues for ISAP. SPOs also referred to the large number of clients suffering from post-traumatic stress and/or newcomers with mental health problems who sought ISAP services. In focus groups, a frequently mentioned reason for the increase in demand for para-counselling services was linked to the introduction of IRPA and changing eligibility criteria for refugees.

Dealing with mental health was frequently reported by SPOs as a major challenge in the survey and focus groups. SPOs discussed that neither the content of ISAP para-counselling services nor the training provided to staff was adequate to address the newcomers' mental health issues. There is also considerable uncertainty regarding the nature and scope of para-counselling services that should be provided through settlement services. For example, SPOs were not sure whether services should be limited to referrals only or could include advice as well. The lack of clear guidelines from CIC on how to deal with mental health issues, particularly depression, adds to the challenge that SPOs are currently facing. It was suggested that settlement programs should be provided with funding that enables agencies to hire mental health workers and/or to train SPO staff on how to better deal with mental health issues. Some also suggested that SPOs should partner with hospitals, colleges and universities in order to better serve newcomers with mental health problems.

²⁹ Cross Cultural Mental Health. Canadian Mental Health Association. December 1996; Immigrant & Refugee Mental Health. Backgrounder. Canadian Mental Health Association. April 2003.

Pre-employment services

Pre-Employment (Job Search) Services aim to provide information on local labour markets. The Ontario Consultations on the Settlement and Language Training Needs of Newcomers (2006) also identified employment as the highest priority for almost all newcomers who participated in that study.³⁰ SPO managers and directors who responded to the survey confirmed the high use of job search services and said that the current economic downturn has made employment issues more significant for newcomers. In the survey, SPOs indicated that labour market information focus on topics such as employment trends, the hidden job market, and jobs available in their community. The types of information and skills that SPOs reported addressing during job search workshops include résumé writing, interview skills, cold calling, workplace culture and ethics, worker compensation, professional networking, cross-cultural diversity training.

As previously discussed, one-third of the ISAP clients approached a settlement agency because they were seeking employment support (see Table 4-3). Overall, 47% of clients reported obtaining information on labour markets, while 59% of survey respondents received pre-employment services.

According to the data available from iCAMS, pre-employment services grew by 20% during the period under review. Various findings of this evaluation reflect a high need for job search activities. SPO managers, directors and staff view the job search services as an important part of ISAP that helped newcomers find suitable employment. In the survey and focus groups ISAP clients also confirmed the importance of these services and how the services assisted them in the process of obtaining a job (e.g., they received information on the job market, good techniques and tips on job search, how to choose an appropriate work position and employer, how to prepare a résumé and cover letter according to Canadian standards, career guidance, and conducting online searches).

Clients identified some shortcomings associated with the job search services, such as:

- The information was too generic and not related to the real situation (e.g., recession);
- The services do not explain the logic behind résumé content (e.g., why clients should add the suggested items to their résumé or why they should have multiple résumés);
- Information was needed about their career options; and
- ISAP should increase the community awareness of skilled immigrants.

ISAP clients suggested that job search activities could be improved by providing more details about the labour market, companies and employer expectations. They also said that the program should develop more partnerships with employers and recruitment agencies and create more opportunities for clients to meet with potential employers. The services could also play a role with respect to foreign credential recognition, helping skilled immigrants meet with regulatory bodies.³¹

³⁰ Ontario Consultations on the Settlement and Language Training Needs of Newcomers, InterQuest Consulting, September 2006.

³¹ Such services are beyond the scope of ISAP as it focused on pre-employment support. The modernized approach as well as other programs (Foreign Credential Referral Office, ELT, Bridging to Work initiatives) are designed to address those needs.

Service bridging

Service Bridging consists of SPOs reaching out to local organizations to involve them in the provision of settlement services. Nearly all (98.6%) SPO representatives reported that their organization had been active in service bridging to assist or create partnerships with non-settlement organizations and other community organizations to serve newcomers. Of these SPO representatives being active in service bridging, (66.2%) indicated that their organizations have been very active in assisting or creating partnerships with non-settlement organizations and other communities. In the SPO survey, the top three types of organizations are health centres, public libraries and educational institutes. Examples of service bridging initiatives include:

- Holding workshops, seminars and information sessions in community organizations (reported by 66 SPOs);
- Participating in community activities of other organizations for networking and establish cross-referrals (reported by 48 SPOs);
- Utilizing community organizations' expertise to offer various services such as legal clinics, employment placement and support services (reported by 12 SPOs);
- Providing settlement services at neighbourhood community organizations (reported by 10 SPOs);
- Displaying ISAP promotional materials at major locations (e.g., doctor's offices, schools, libraries) (reported by eight SPOs);
- Advocating/promoting the activities of community organizations related to issues such as elder and women abuse, services to children traumatized by war (Children's Aid Society) (reported by four SPOs);
- Assisting other organizations to create a settlement counselling program (reported by one SPO); and
- Creating volunteer opportunities for newcomers in community organizations (reported by one SPO).

In some instances, service bridging activities are organized at the provincial or regional level. For example, in several provinces, settlement workers are placed in schools to assist newcomer students in their families settle in their school and community (e.g., Settlement Workers in Schools Program [SWIS] in Ontario). These school-based programs have been developed through collaboration between CIC, settlement agencies and school boards.

Client satisfaction

Most of ISAP clients (71%) said they were very satisfied with the services they received and 63% were very satisfied with the extent to which the services met their needs (Table 4-6). Clients attributed their satisfaction to the quality of services received. Clients explained that services were comprehensive, confidential, timely, efficient, available and accessible. Moreover, clients expressed that staff were very helpful by answering their specific questions and providing ongoing support. In an open-ended question, some clients highlighted aspects of ISAP with which they were less satisfied, including lack of adequate time with SPO staff and individualized services, unclear information, and inadequate employment services (e.g., lack of job shadowing and opportunities for volunteering).

Table 4-6: Client satisfaction with ISAP services

How satisfied are you with:	Not at all	Little satisfied	Somewhat satisfied	Satisfied	Very satisfied	N/A
The assistance you have received to date? (n=571)	1%	1%	10%	16%	71%	1%
The extent the assistance has met your needs? (n=549)	1%	1%	11%	23%	63%	2%

Source: Client Survey

Barriers to participation

The top three reasons that constrained clients’ participation in ISAP were transportation, identified by 18% of clients surveyed, waiting lists (11%), and class schedules (11%) (Table 4-7). In focus groups, clients also referred to the lack of transportation as well as the lack of child minding support as constraining factors to use ISAP services. SPO staff said more funding is required to provide transit tickets or support transportation for their clients to attend workshops or group sessions. Both CIC program officers and SPO managers and directors mentioned the importance of support services such as child minding and transportation as key factors that can contribute to the success of the program.

Table 4-7: Constraining factors to using ISAP services

Are there any factors that may have made it difficult for you to access the services you needed?	Percent
Transportation	18%
Waiting lists	11%
Class schedules	11%
Childcare issues	9%
Requirements for enrolment	6%
Language barrier	3%
Other: housing, health issues	3%
Location of agency	1%

Source: Client Survey (n=538)

4.2.3. ISAP B

ISAP B projects were designed to enhance the capacity of service providers to deliver services to newcomers under ISAP A. According to SAP, the number of projects funded under ISAP B, between 2004/05 and 2008/09, was 234 (Table 4-8).³²

Table 4-8: Number of ISAP B projects, 2004/05-2008/09³³

	2004/05	2005/06	2006/07	2007/08	2008/09
# of ISAP B Projects	26	41	52	44	71
Expenditures	\$8,962,232	\$6,017,991	\$9,371,107	\$11,863,542	\$16,309,425

Source: SAP

It was expected that ISAP A services could be made more efficient and effective by using the products of ISAP B. Stakeholders referred to many common needs of SPOs (e.g., training, tools, capacity building, and research) that can be addressed by ISAP B projects. Based on the ISAP B project survey data and several case studies, while some ISAP B projects had as their main focus the dissemination of information, others aimed to develop new tools and research or develop partnerships. CIC managers and directors in the regions also mentioned that ISAP B projects were utilized to pilot various ideas to ensure their feasibility before operationalizing them on a larger scale.

Based on a survey of ISAP B projects, the most common project activities were research or the development of tools, templates and training materials (Table 4-9).

Table 4-9: ISAP B activities

ISAP B Activities	Percentage of Respondents
Research	62%
Developing tools, templates and training materials	62%
Disseminating tools and training materials and best practices	52%
Developing partnerships	43%
Promotion of services	38%
Workshops and training	38%
Conference	29%
Outreach and awareness of antiracism and discrimination	29%
Coordination of existing services	19%
Mentoring	5%

Source: Survey of ISAP B Projects (n=21)

³² As part of this evaluation, all SPOs listed in SAP were contacted to confirm their funding programs. This resulted in confirming 102 of these as ISAP B projects as many SPOs were not able to clarify the program under which they had been funded.

³³ As there was an overlap in the reporting of ISAP B and WCI CAs, FMC, and other indirect ISAP components, some non-ISAP B projects and their expenditures might be counted here.

The majority (77%) of ISAP B projects reported the production of more than one type of product or output. The type of product or output most commonly reported (by 52% of the ISAP B projects) involved the dissemination of information through conferences and presentations, and networking events or the production of research reports and studies (52%) (Table 4-10).

Table 4-10: Products generated by ISAP B projects

Type of Product	Respondents
Conferences, presentations, and networking events	52%
Research reports and studies	52%
Training modules and workshops	43%
Curricula, tools and resources	38%
Promotional and communications material	38%
Guides and resource materials/DVDs/videos, etc.	29%
Website	24%
Mentoring programs	5%
Coordinated strategy (e.g., Local Immigration Partnerships)	5%

Source: Survey of ISAP B Projects (n=21)

Furthermore, the representatives of ISAP B projects discussed the factors that assisted them to accomplish their projects. ISAP B projects that aimed to develop tools/capacity/research pointed to factors such as introducing best practices or new practices, quality of work and products, and level of influence in decision making as their measures of success. Those that aimed at developing partnerships referred to increased awareness and the number of community partners involved in their projects. The projects that had a focus on dissemination of information explained their success as reducing the burden on SPOs and senior staff when they look for information. The factors that caused these projects to be less successful included onerous administration procedures, insufficient funding, difficulty finding adequate relevant capacity in community organizations, lack of information on best practices and reluctance of some organizations to participate/partner.

4.3. Program results

This section presents the evaluation findings according to the major outcome areas: newcomer settlement needs, job search ability, and accessibility of community organizations.

Key Findings
1. ISAP services had a major impact in meeting the settlement needs of newcomers. In particular, the services helped ISAP clients identify and address their settlement needs and learn about other services in their community that can help them.
2. ISAP services had a major impact on helping clients to search for and obtain employment.
3. SPOs are active in working with community and non-settlement organizations so that they better understand and serve newcomers.
4. Despite the development of products through ISAP B projects (i.e., tools, conferences, research, promotional materials), formal mechanisms to measure the utilization and effectiveness of ISAP B products were lacking.

4.3.1. Newcomer settlement

Various groups of stakeholders were asked about the success of ISAP in helping newcomers settle in Canada. SPO managers and directors were most likely to rate the program as successful (91%), while provincial representatives were the least likely group to do so (60%) (Table 4-11).

Table 4-11: Rating overall success of ISAP by groups of stakeholders

How successful was ISAP in helping newcomers settle in Canada:	Not at all	Somewhat Successful	Successful	NA/Do Not Know
CIC Managers and Directors (n=12)	0%	17%	75%	8%
CIC Program Officers (n=15)	0%	21%	79%	0%
Provincial Representatives (n=5)	0%	20%	60%	20%
SPOs Managers and Directors (n=64)	0%	9%	91%	0%

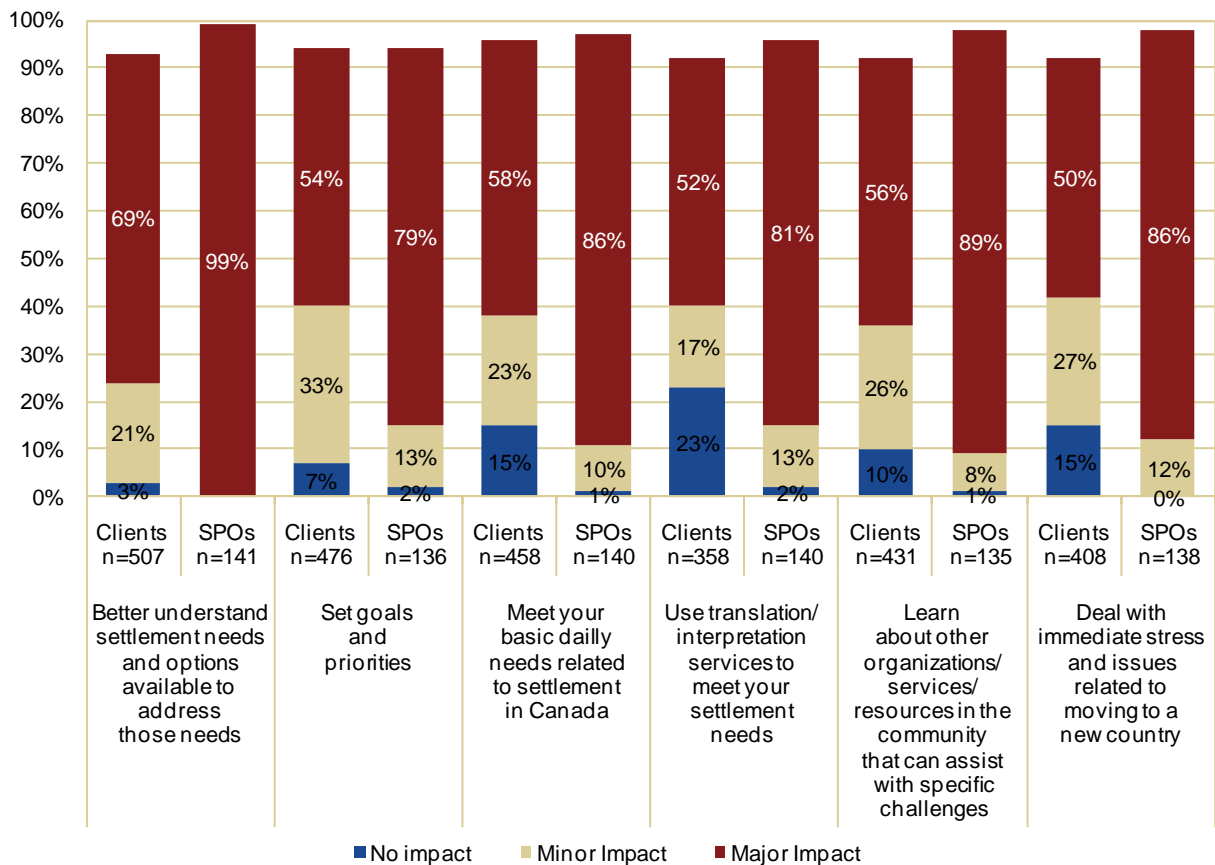
Source: Surveys/Interviews

ISAP clients who responded to the survey reported a major impact of services in addressing their settlement needs. They identified a major impact in terms of helping them understand their settlement needs (69%), meet their basic daily needs (58%), learn about other existing services in the community (56%), set their goals (54%), and deal with the settlement stress (50%). Over half (52%) of clients also said that translation/interpretation services provided through ISAP had a major impact on their settlement. Moreover, during interviews with provincial representatives as well as focus groups with SPOs, some participants explained that ISAP was most successful when targeting basic needs.

Overall, in the surveys, SPOs rated the impacts of ISAP on settlement higher than clients. This may be due to the fact that, besides advocating their services, SPOs consider the overall feedback and impacts of the services rather than an individual case while for a given client only certain impacts will be relevant (e.g., only some clients are looking for assistance related to translation or interpretation). Despite differences in the degree of impact, client and SPO responses related to the impact of ISAP followed the same pattern. The three ISAP services identified by SPOs as having a major impact were largely consistent with those identified by

clients; these included helping clients understand their settlement needs (99%), learn about services in their community (89%), and meet basic daily needs (86%) (Figure 4-4).

Figure 4-4: Clients and SPO perceptions of ISAP impact on settlement needs



Source: Surveys - Clients and SPO Representatives

Examples of comments frequently provided by clients regarding the impact of the services provided include:

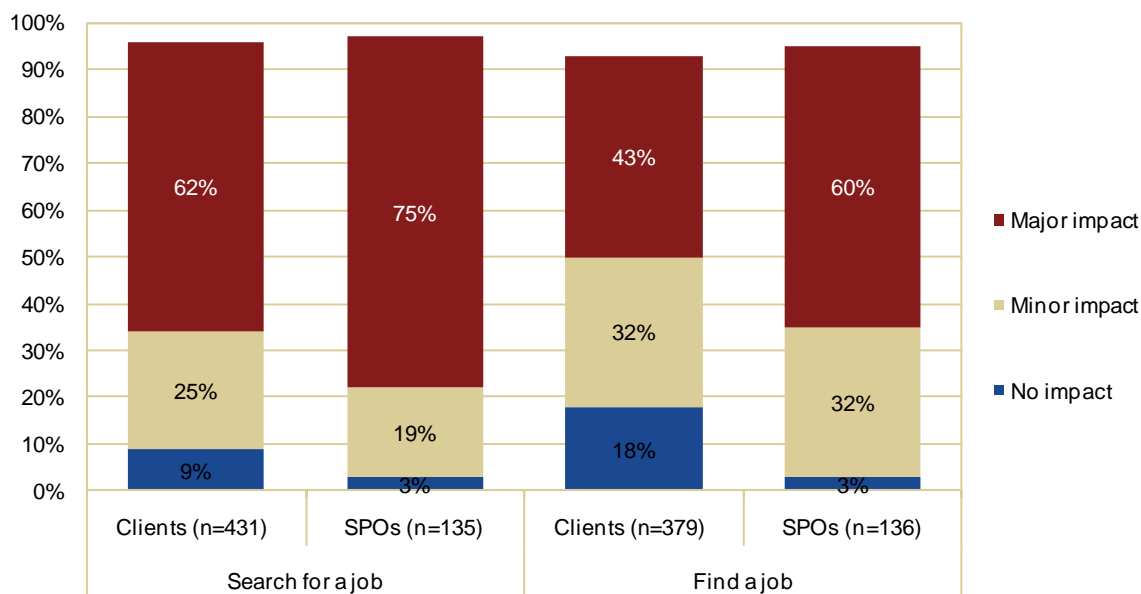
- ISAP services enabled them to become aware of other services in their community that could give them further assistance;
- The translation and interpretation services were useful, easy to access and free;
- ISAP increased their access to key services (e.g., medical services/healthcare and education);
- The psychological support helped them handle stress; and
- Having information (e.g., on culture, employment, government, transportation, benefits, shelter, food, services and housing) increased their confidence and ability to settle.

4.3.2. Job search ability

Employment plays an important role in the settlement process. The 2006 consultation study in Ontario referred to employment as the highest priority among newcomers consulted.³⁴ Although the ISAP job search services were designed to provide only basic information and skills, the services were well-received by ISAP clients, who reported significant results. Nearly two-thirds (62%) of clients who responded to the evaluation survey said the job search activities of ISAP had a major impact on their ability to search for employment and 43% said that they found a job after using the services (Figure 4-5). For example, ISAP clients said that job search services had a major impact in:

- Helping them to develop an effective Canadian resumé;
- Providing a forum to ask their questions;
- Helping them establish employment goals; and
- In some cases, providing them with mentorship and professional networking.

Figure 4-5: Clients and SPO perceptions of ISAP impact on employment



Source: Surveys

4.3.3. Service bridging

SPOs collaborate with a variety of community organizations as part of service bridging. As a result of service bridging, it is expected that these organizations will be able to become more attuned to the needs of newcomers. In the survey, respondents indicated that service bridging activities have contributed to the expansion of collaboration and partnerships between SPOs and non-settlement agencies (77%). Moreover, 59% of respondents perceived that their project contributed to non-settlement organisations knowing newcomers needs, problems and issues.

³⁴ Consultations on the Settlement and Language Training Services Needs of Newcomers. InterQuest Consulting, 2006.

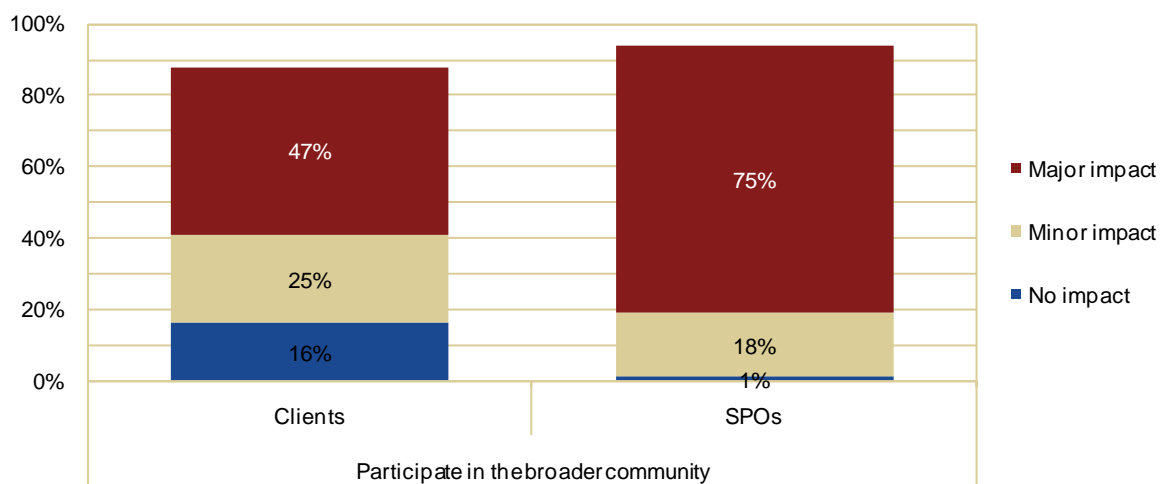
Examples of service bridging projects include the development of comprehensive Local Immigration Partnership initiatives in Ontario. For example, in an open-ended survey response, it was noted that the objective of one LIP initiative in Southern Ontario was to create partnerships between settlement agencies and the mainstream organisations also accessed by newcomers (i.e., school boards, libraries, healthcare, etc.). One primary strategy for this LIP initiative was to develop a LIP Council and corresponding terms of reference which outline the membership structure and roles and responsibilities of partners. In addition, a collaborative settlement and integration strategy was to be developed. It was envisioned that this strategy would address three objectives: improved access to and coordination of effective, strategic and comprehensive services/programs that facilitate immigrant settlement and integration; improved access to the labour market for immigrants; and, strengthened awareness and the capacity of the region to integrate an increasing numbers of immigrants.

In addition, from the perspective of clients, ISAP enabled them to strengthen their connections within their communities. Three-quarters (74%) of SPOs and close to half (47%) of clients said that ISAP services had a major impact on client participation in the community (Figure 4-6).

For example, clients who said that ISAP services had a major impact on them reported that they:

- Received invitations to events, workshops, and community activities;
- Gained access to community organizations where they could volunteer; and
- Learned how to build relationships, connect, network and make friends.

Figure 4-6: Perceptions of impact on community participation



4.3.4. ISAP B

ISAP B projects produced tools and other resources (i.e., conferences, research, promotional materials) to enhance the capacity of stakeholders involved in delivering the Program. The majority (76%) of recipients of ISAP B projects believed that their project was successful, 15% said it was somewhat successful and 10% said it was too early to tell.

In the survey, ISAP B SPOs indicated that ISAP B activities increased the availability of information to support the development of policies and delivery of programs (59%). Moreover, 58% of respondents stated that their project expanded the availability of tools and guidelines to build capacity of service provider organisations to manage and deliver services to newcomers.

Despite the overall perception of the success of ISAP B projects among survey respondents, in most instances, they were not able to identify the extent to which ISAP B outputs (i.e., tools and resources) have been utilized effectively by target users. For example, most respondents indicated that no mechanisms were built into their respective projects through which they could ensure that the resulting products were made available to target users or to follow-up to assess whether the product (e.g., research or tools) had been utilized, whether users were satisfied with the products, and what impacts had resulted.

4.4. ISAP design

The evaluation findings related to the design of ISAP focuses on management and accountability, and program capacity. Data to support findings were obtained through interviews, focus groups, surveys, and the document review.

Key Findings
1. There have been significant changes to ISAP in recent years, including adoption of the modernized approach and an increase in funding which has facilitated expansion in the number of SPOs and the range of services provided.
2. Although overall the division of roles and responsibilities and the flexibility of ISAP was viewed positively, stakeholders referred to some gaps in the design of the Program.
3. CIC and SPOs expressed mixed views on the appropriateness of the monitoring and reporting mechanisms. iCAMs, which is designed to allow CIC to collect client and service information, remains problematic in relation to both data quality and report production notwithstanding the training provided. This, in turn, affects the reliability and utility of the data collected.
4. Stakeholders expressed that strengthened coordination, communication and partnerships across all levels of government, funders and service delivery organizations could improve service delivery. In addition, there is room for improvement in the tools, guidance, and staff training to better deliver ISAP-type services under the modernized Settlement Program

4.4.1. Program management

To assess the management of ISAP, several key indicators were examined, including the impact of previous changes to the Program, the appropriateness of design, monitoring and accountability, and the extent of partnerships and communications.

Changes to ISAP

During interviews, CIC representatives confirmed that ISAP underwent modifications in recent years. These interviewees noted that there was an expansion of the services provided, particularly in areas such as pre-employment services, as well as an increase in the availability of support services for clients such as child minding and transportation. In addition, according to SAP data, the number of SPOs funded through ISAP A has increased from 125 in 2004/05 to 188 in 2007/08.

According to CIC managers, the rationale behind these changes was to increase the access of newcomers to services, move to a more outcome-oriented system, simplify administration, and achieve greater synergies across services. These respondents noted that the program changes reflected the results of past research, previous evaluations, and consultation with various stakeholders (e.g., COIA consultations 2006; Immigration to Canada studies; 2004 ISAP evaluation).

Although CIC representatives viewed the changes positively, they noted that introducing such changes had been challenging, particularly providing the training, tools and other support needed to bring many new SPOs on-stream and introduce a more-outcome based, modernized approach at the regional and community levels.

Appropriateness of design

The majority of SPO staff (93%) and managers and directors (87%) agreed that the ISAP objectives, roles and responsibilities were clear. The majority also believed that ISAP was well designed to meet the needs of newcomers (87% and 93% respectively) and the delivery structure was adequately flexible to respond to the local needs (74% and 68% respectively; see Table 4-12).

Table 4-12: Rating ISAP design

Question (for ISAP and Host)	Disagree	Neither Agree Nor Disagree	Agree
The objectives of the programs, roles and responsibilities the service providers, and accountabilities of these programs were well-defined			
SPO Staff (n=136)	5%	3%	93%
SPO Managers/Directors (n=63)	10%	3%	87%
The settlement programs were well designed to meet the needs of newcomers			
SPO Staff (n=135)	8%	2%	87%
SPO Managers/Directors (n=64)	5%	2%	93%
The delivery structure of the programs was flexible enough to be able to respond to local needs			
SPO Staff (n=135)	22%	8%	74%
SPO Managers/Directors (n=64)	24%	11%	68%

Source: Surveys/Interviews

SPO representatives who did not agree that the Program had well defined objectives, roles and responsibilities, noted the following concerns:

- A lack of standardization in the definition of SPO roles, responsibilities and accountabilities;
- The absence of clear criteria for setting client target numbers for SPOs; and
- Ambiguity among programs with similar mandates (e.g., ISAP subcomponents such as programs delivered by CIC: ELT, WCI, Settlement Workers in Schools, Library Settlement Partnership Program, and programs delivered by other levels of government such as the Newcomer Settlement Program (NSP) funded and delivered by the Ontario provincial government).

In interviews, CIC managers and directors noted that flexibility and broad diversity in the services provided had contributed to the success of ISAP in meeting the specific needs of local clients. However, some representatives noted that flexibility also carries some risks. For example, there could have been misunderstandings regarding the focus and priorities of ISAP and differences in how SPOs perceive their roles and responsibilities. Increased flexibility and diversity can also create inconsistencies in terms of services available across communities.

During focus groups, SPOs and CIC representatives identified the following gaps in the ISAP services that impacted the ability of the Program to fully address newcomer needs.

- **Serving currently ineligible groups:** Eligibility criteria limit the ability of SPOs to provide services to a broader audience. SPOs said that the ISAP delivery structure should not have been restricted by the immigration status of newcomers (e.g., asylum seekers, temporary residents, Canadians citizens). In focus groups, some SPOs mentioned that they provide services to ineligible clients. Similarly, provincial representatives pointed to the need of providing settlement services to temporary workers.
- **Targeting services to particular groups:** Lack of services tailored to particular client groups such as skilled immigrants, youth, women, seniors, clients with special needs, and clients with regulated professions was a frequently reported gap by CIC and SPOs. For example, some SPOs indicated that more work needs to be done to tailor services to better meet the needs and expectations of youth, which can vary significantly from those of adults.
- **Reaching into particular communities:** The limited success of the Program in reaching out to some new and emerging newcomer communities and communities at risk (e.g., poorer neighbourhoods) was reported as a gap by both CIC and SPOs.
- **Providing alternative means to access services:** Lack of adequate online and distance services, pre-arrival services, and satellite offices were among the gaps reported by CIC and SPOs.
- **Addressing specialized needs:** Limited assistance is available to newcomers for issues related to mental health, general health, disabilities, legal information/services, domestic abuse, violence, parenting, and cultural shock. Dealing with mental health issues was reported by SPOs as a significant challenge in service delivery.

Monitoring and accountability

CIC is responsible for program oversight and accountability, which includes monitoring as well as performance measurement and evaluation. The oversight process begins with the assessment of proposals received from the SPOs, to ensure that SPOs have the capacity to deliver the program. SPOs are responsible for submitting monthly financial and narrative reports, inviting CIC staff to Board meetings, keeping CIC staff informed regarding operational challenges, and completing the end of project report. They are also responsible for completing the iCAMS reports each month to provide information on the number of clients they served and the services they delivered. CIC officers are responsible for monitoring the progress under each contribution agreement, which includes a review of the narrative reports on a monthly basis, conducting monitoring visits, and preparing end-of-project reports. CIC officers are also responsible for financial monitoring of the contribution agreements as well as ensuring that SPOs enter iCAMS data accurately and completely.

CIC officers were split regarding the monitoring and reporting system under ISAP. Half believed that CIC had inadequate resources and capability to effectively monitor the programs (Table 4-13) while half agreed that resources and capabilities were adequate. In focus groups, CIC officers expressed concern regarding the lack of time to conduct appropriate monitoring of the projects, in addition to challenges relating to the use of iCAMS (discussed in the next section).

Generally, SPOs expressed a more positive view towards the existing monitoring and reporting mechanisms than CIC staff. Notwithstanding this, SPOs suggested improvements such as having regular feedback on the reports submitted to CIC, having a template for annual reports at an earlier time of a year, more standardization in reporting, and a greater emphasis on measuring quality and outcomes of services. In addition, several SPOs during focus groups believed that CIC is more interested in output information rather than outcomes. Interviews with CIC staff and a review of program documents did not reveal any type of roll-up or comprehensive analysis of projects across regions or at the national level.

Table 4-13: Rating CIC monitoring mechanisms

Question (for ISAP and Host)	Disagree	Neither Agree Nor Disagree	Agree
CIC has adequate resources and capabilities to effectively monitor the programs and support delivery			
CIC Program Officers (n=15)	50%	0%	50%
Monitoring and reporting mechanisms that are in place for these settlement services are appropriate			
SPO Staff (n=133)	23%	9%	68%
SPO Managers and Directors (n=64)	24%	6%	70%
CIC Program Officers (n=15)	39%	8%	54%

Source: Surveys/Interviews

iCAMS

As previously explained in this report, iCAMS is an internet-based system designed to collect performance measurement data. According to CIC's *Contribution Accountability Framework, Performance Measurement and Evaluation, Resource Handbook*, the purpose of iCAMS is to provide CIC with information on its settlement programs including Host, LINC, ISAP A, and RAP. SPOs are required to input information into iCAMS as part of the accountability and reporting responsibilities that correspond to their contribution agreements with CIC for settlement program funding.³⁵ iCAMS started collecting data on ISAP in 2004.

Despite the crucial role that iCAMS is expected to play in monitoring, accountability, and performance measurement of settlement programs, it does not present a complete and comprehensive profile of clients and services. Not all SPOs are reporting in iCAMS (see Figure 4-7), and CIC officers and SPOs reported that challenges exist that discourage SPOs from reporting in, and using, iCAMS regularly.

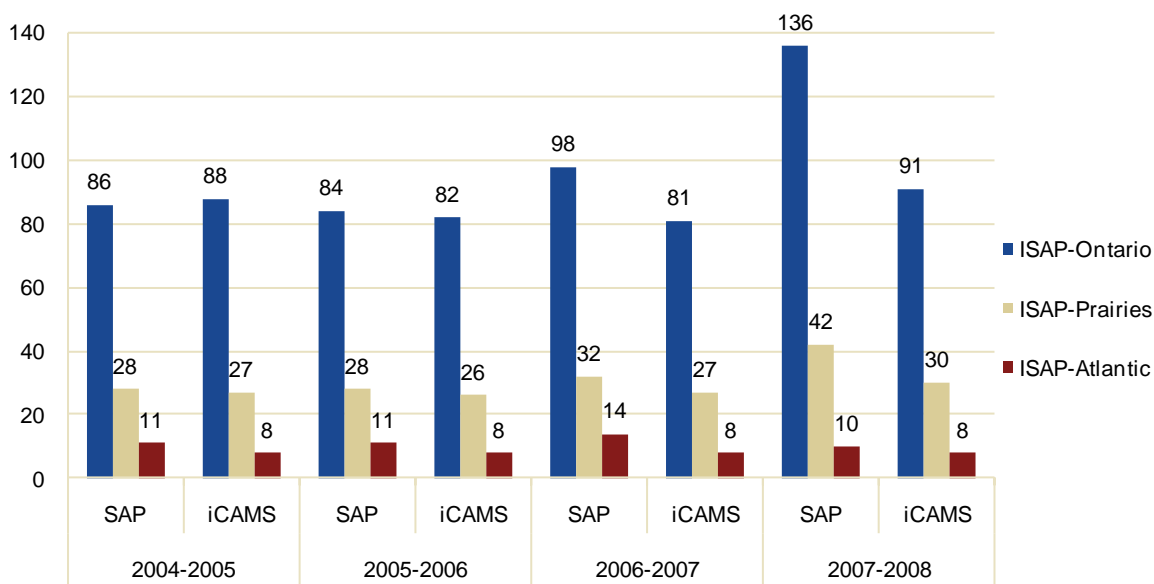
In addition, data reported by SPOs are not consistent and show significant variation in reported services. Moreover, it is not possible to present a comprehensive analysis of clients receiving specific ISAP services as a result of the feature of iCAMS that allows for aggregate reporting (20% of clients reported are not linked to activities).³⁶ Such challenges have forced some SPOs to create additional monitoring systems for themselves to track all their activities. A comparison of the number of SPOs delivering ISAP A projects listed in SAP with those reporting in iCAMS indicates that, as the number of SPOs has increased, so too has the number of SPOs with

³⁵ *Contribution Accountability Framework, Performance Measurement and Evaluation, Resource Handbook*, CIC January 2004.

³⁶ CIC is currently removing the option of aggregate-based reporting.

contribution agreements that have not been reporting to iCAMS; for example, in 2007-08, there were 188 SPOs identified in SAP while only 129 SPOs reported in iCAMS.

Figure 4-7: Comparison of number of ISAP A SPOs in SAP and iCAMS



CIC officers in the focus groups expressed two general concerns with iCAMS: a lack of adequate training, particularly in producing information and generating reports and a lack of adequate communication within CIC and between CIC and SPOs with regards to iCAMS.

In focus groups, surveys, and field visits, some SPOs noted challenges to iCAMS reporting, such as the inability to report some services provided to clients (e.g., services provided by telephone) and insufficient iCAMS training and/or guidance on how to use the system. For example, if SPOs provided services to a family of five, SPOs were unsure whether to report it in iCAMS as serving five clients or one.

Notwithstanding the aforementioned concerns pertaining to iCAMS training, CIC has developed iCAMS training materials for both CIC officers and SPO settlement workers. The Operational Management and Coordination Branch (OMC) holds iCAMS training sessions regularly across the country. Table 4-14 and Table 4-15 show that, over the past five years, while the number of CIC officers who received ICAMS training in each region was generally consistent per year, the number of SPO staff who received iCAMS training increased each year to accommodate the local demand for training and the increased number of SPOs in Ontario and Prairies.

Table 4-14: Number of CIC Officers that received iCAMS training, 2004/05-2008/09

Location	2004/05	2005/06	2006/07	2007/08	2008/09
Ontario	33	37	37	31	33
Atlantic	11	9	10	6	6
Prairies	17	14	14	14	13

Table 4-15: Number of SPO staff that received iCAMS training, 2004/05-2008/09

Location	2004/05	2005/06	2006/07	2007/08	2008/09
Ontario	354	371	407	454	501
Atlantic	31	32	32	27	30
Prairies	58	72	82	103	114

Source: Operational Management and Coordination Branch

During the focus groups, several participants suggested incorporating a follow-up/feedback mechanism into the iCAMS training. This follow-up may determine issues such as:

- How SPO staff put their training into practice;
- How the trained staff transfer their training and knowledge to their organizations;
- Any inquiries that trainees may have when they put their knowledge into practice (e.g., whether they are able to describe the privacy and security of the iCAMS data to newcomers); and
- Provide CIC with information on the effectiveness of the training materials and sessions and suggestions for improvement.

In addition, CIC staff suggested that better communication within CIC and between CIC and SPOs can better ensure knowledge of staff turn-over as well as training needs. CIC staff also noted that there are few staff members within CIC with the technical knowledge and expertise to produce comprehensive and informative iCAMS outputs.³⁷

Partnerships

The importance of partnerships was highlighted by key informants as well as in the 2009-2010 CIC Report on Plans and Priorities (RPP). It describes that: *“In Canada, welcoming newcomers and assisting with settlement and longer-term integration is a shared effort; therefore, partnerships and contributions from the federal government, provinces, territories, employers, service providers, community organizations and others are the key to the achievement of this strategic outcome.”* The evaluation reviewed three types of partnerships related to the delivery of ISAP.

1. Coordination between the various levels of government

Stakeholders, particularly CIC and provincial representatives, stressed the importance of improving coordination across the various federal, provincial, and municipal departments involved in the provision of settlement services. Better coordination can enable more holistic and comprehensive approaches to meeting the needs of immigrants as well as the priorities of governments. Moreover, increased cooperation among funders and more co-funding can also reduce the duplication of services in a community and increase access to services, including services for newcomers who may not have been eligible under ISAP.

Regional CIC managers and directors highlighted the importance of partnerships in providing comprehensive and integrated settlement services. SPO managers and directors also noted that strong relationships and regular dialogue between CIC and municipal, provincial and federal government organizations encourages greater commitment to

³⁷ Moreover, while CIC officers can profile ISAP clients, they can only produce limited reports according to specific lines of business (no cross-reporting).

settlement programming, coordinates available services, and helps to identify gaps in settlement services and opportunities for improvement.

In addition to partnerships with provincial and municipal governments, CIC managers and directors noted new partnerships that have been developed with other federal departments such as Canadian Heritage, the Public Health Agency of Canada, HRSDC, and Service Canada.

2. Connections between SPOs and other resources in the community

SPO managers and directors mentioned that keys to the successful delivery of ISAP services included strong community connections, networking, and referral systems. Partnerships are one strategy for increasing connections; many SPOs mentioned that their organizations deliver services in partnership with other community organizations such as libraries, hospitals and schools (e.g., SWIS). In addition, SPO managers and directors stated that they partner with some other organizations such as the YMCA and Women's Society in the delivery of settlement services. During site visits, some SPOs confirmed the importance of partnerships in their management activities and the high priority that they give to enhancing coordination and partnerships in order to provide more comprehensive services to newcomers (e.g., CIWA - Calgary Immigrant Women's Association, Welcome Centre, Vaughn Centre, SISO - Settlement & Integration Services Organization, Hamilton). Examples of other partnerships which have been developed include LIPs (Local Immigration Partnership), SEPT (Settlement & Education Partnerships in Toronto), and the Library Partnership Program (LPP). Key informants suggested that efforts to enhance and strengthen partnerships and improve collaboration between groups will contribute to better coordination in the design and delivery of programming in particular communities as well as at the provincial levels.

3. Collaboration among SPOs

All stakeholders suggested that greater collaboration and information sharing across SPOs could have significantly improved ISAP and eased competition and the potential for duplication of services. CIC referred to the cross-referrals and clients pointed to one-stop shop for all services, which can be achieved through SPOs' collaboration. The Vaughn Welcome Centre in York, Ontario is a good example of how strong coordination and partnerships can enrich settlement services. The Centre is a product of a unique partnership among five immigrant serving community organizations including COSTI Immigrant Services (Centro Organizzativo Scuole Tecniche Italiane), Catholic Community Services of York Region (CCSYR), Centre for Information and Community Services (CICS), Job Skills and Social Enterprise for Canada. In addition to providing a full range of former ISAP services, it also serves as a hub for many other service providers and a one-stop shop for a wide variety of services for a broad range of newcomers (both CIC eligible and non-eligible newcomers). The service providers are connected to the Centre through primary or secondary partnerships or by simply using the facilities of the Centre to provide their services in that location (e.g., HRSDC provides assistance in filling out Employment Insurance forms on a regular basis; an annual tax clinic is hosted by professional accountants). When newcomers come to the Centre, they complete an assessment form that enables case managers to refer them to the specific services they need. Service delivery is conducted in a professional work environment by staff who have received training to provide the services.

Communication

While over half SPO managers/directors and CIC officers agreed that the level of communication and information sharing within CIC and between CIC service providers is appropriate (65% and 54%, respectively), nearly one-half (45%) of CIC program officers disagreed (Table 4-16).

Table 4-16: Rating ISAP communication and information sharing

There is an appropriate level of communication and information sharing regarding the programs within CIC and between CIC and service providers.	Disagree	Neither Agree Nor Disagree	Agree
SPO Managers and Directors (n=64)	22%	13%	65%
CIC Program Officers (n=15)	45%	0%	54%

Source: Surveys / Interviews

CIC officers identified several factors which constrain communication including:

- The limited time and resources that CIC has available to commit to communication, both locally and regionally;
- Comparatively high levels of staff turnover, particularly within SPOs which disrupts relationships, results in a loss of contacts; and
- A lack of flexibility in ISAP Terms & Conditions (pre-modernized approach), which negatively impacted relationships and contributes to difficulties in communication with SPOs.

Communication issues highlighted by SPOs in focus groups and interviews included:

- The main focus of existing communication is contribution agreement negotiation and invoicing rather than program needs, impacts, or trends;
- SPOs are unclear as to CIC expectations regarding the scope and level of information sharing;
- There are no regular channels of communication in the form of scheduled meetings, e-mail communications, or periodic follow-ups;
- In the absence of communication, SPOs are unsure as to the extent to which CIC understands and supports their work;
- There is considerable variation across CIC officers in the extent to which they communicate with SPOs and share information on plans and program changes; and
- It can be difficult to reach some CIC officers in local offices.

4.4.2. Capacity

Tools and resources

Overall, SPOs felt that the tools and resources needed to support delivery of the settlement services were available. However, CIC Program Officers were much less likely to agree that the management guidance and tools provided by NHQ were adequate to support the delivery of the settlement services (Table 4-17).

Table 4-17: Tools and resources to deliver ISAP

Question (for ISAP and Host)	Disagree	Neither Agree Nor Disagree	Agree
The tools and resources available to support the delivery of these settlement services are effective			
SPOs (n=134)	12%	14%	74%
SPO Managers and Directors (n=63)	14%	16%	70%
The management guidance and management tools that are provided by NHQ are adequate to support the delivery of these settlement services.			
CIC Program Officers (n=15)	54%	9%	36%

Source: Surveys/ Interviews

It was noted that CIC has not been very active in providing guidance or developing tools such as monitoring forms, client forms, program guidelines governing issues such as reporting or dealing with mental health issues, or templates for reports. SPOs indicated that the tools available online were often very outdated. In the absence of standardized tools, many SPOs have developed their own forms for intake, needs assessment and referrals. Similarly, some of the CIC representatives indicated that they have developed their own “activity monitoring” forms. CIC managers and directors at the regional level also expressed their concerns on the effectiveness of the tools and guidance provided to date in translating the modernized approach to the CIC officers. Similarly, CIC representatives tended to view the training they had received less favourably than did the SPOs (Table 4-18).

Table 4-18: Rating training of CIC officers and SPO staff

Question (for ISAP and Host)	Disagree	Neither Agree Nor Disagree	Agree
Adequate training is provided to CIC staff involved in managing and monitoring the programs			
CIC Program Officer (n=15)	50%	8%	42%
The nature and level of training provided to settlement workers is appropriate to deliver these programs			
SPOs (n=29)	7%	17%	76%
SPO Managers and Directors (n=63)	24%	6%	70%

Source: Surveys/Interviews

CIC officers indicated a desire for further training on financial monitoring, negotiation skills, reporting, capacity building, and working with SPOs. CIC managers and directors at the regional level also referred to a lack of personnel at the local and regional offices who are trained and qualified in accountability, monitoring, and finance.

Both CIC officers and SPOs stressed the importance of having experienced, knowledgeable and dedicated staff. SPOs mentioned that settlement workers should have adequate training as dealing with newcomers is stressful work. Highly motivated, committed and diverse staff allow SPOs to provide more innovative and client-focused services. While the majority of SPO staff and SPO managers and directors agreed that the level of training provided to settlement workers is appropriate (much of which is provided internally), CIC officers suggested that SPOs would benefit from further training in areas such as proposal writing, report writing, financial management and outcomes measurement. Furthermore, while some SPO staff in the survey referred to case management as one of their key activities, others in the focus groups mentioned that they need further training on how to implement a case management model and conduct a thorough needs assessment. In addition, all groups indicated a need for further training with respect to iCAMS.

Financial resources

SPOs and CIC managers and directors agreed that funding provided for ISAP was adequate (Table 4-19). During focus groups, SPOs that disagreed that the funding provided for ISAP was adequate frequently expressed concerns that not enough of the budget was allocated to particular activities or elements of program delivery.

Table 4-19: Rating ISAP funding

The funding provided for ISAP was adequate	Disagree	Neither Agree Nor Disagree	Agree
SPOs (n=131)	29%	16%	56%
SPO Managers and Directors (n=64)	28%	6%	66%

Source: Surveys

The concerns most commonly expressed by SPOs and CIC representatives regarding the allocation of the program budget include:

- More funding should be allocated for the professional development of staff as well as in strategies to reduce the level of turnover, including increasing the compensation paid to settlement workers;
- More of the funding should be provided to SPOs on a multi-year basis. CIC officers noted that the short-term nature of the contribution agreements can make it more difficult for SPOs to hire and retain employees. In addition, it may make SPOs more reluctant to invest in longer-term staff development;
- Additional funding should be allocated for support services such as transportation for clients; and
- Several CIC managers and directors at NHQ said that additional funding should be invested to manage and oversee the Program.

Table 4-20: ISAP A growth in expenditures and services by fiscal year

	2004/05	2005/06	2006/07	2007/08	2008/09	% change
Expenditures (ISAP core)	\$33.2M	\$32.2M	\$51.6M	\$93.1M	\$141.2M	325%
Number of ISAP A SPOs	125	123	144	188	Information not available	50%*
Number of Clients	80,162	83,439	79,554	92,235	118,931	48%
Number of Services	497,816	542,682	473,862	572,471	706,671	42%

*For Number of ISAP A SPOs the % change as per comparison between 2004/05 and 2007/08.

The growth in number of clients and number of services delivered did not keep pace with the growth in funding (Table 4-20). Therefore, the Program appeared to be more expensive to run. However, it is unknown whether this was, in fact, the case, or whether the Program was simply been unable to demonstrate its growth because of weaknesses in the data collection systems. As ISAP included many different components and as the sources of data and coding system varied throughout the years, calculating the ISAP expenditures for the components covered by this report was challenging. However, CIC has improved its ability to track budget and expenditures for the ISAP components in recent years. Given the issues encountered on the number of clients and services as well as the challenges related to the information on expenditures it is not possible to assess cost-effectiveness.

5. Conclusions

The major conclusions arising from evaluation of the ISAP are as follows:

- 1) ISAP was relevant as it sought to address a wide range of settlement and adaptation needs of newcomers. It was unique in terms of its availability and scope, and consistent with the purview of the federal government and CIC, however, there are diverse views on the appropriate federal and provincial roles in delivering settlement services**

Immigrants face a variety of challenges that affect their ability to fully settle, adapt, and integrate within a new society. A major need for ISAP-type services was attributed to helping newcomers address their immediate needs (e.g., information and orientation, health, employment). These services are especially useful during the first few years after arrival in Canada. Although there were other programs which provided similar services, there were none which delivered the same breadth of services to newcomers and was as widely available.

The provision of ISAP services was consistent with Government of Canada and CIC priorities and was broadly viewed to be consistent with the roles and responsibilities of the federal government. The development and funding of ISAP was an appropriate role for the Government of Canada as the Federal Government is in a strong position to promote Canadian culture and values to ensure national standards for the delivery of the settlement services.

The majority of stakeholders agreed that the development and funding of settlement programs is an appropriate role for the Government of Canada. Alternatively, some stakeholders maintained that greater involvement of provincial government in the design and management of settlement services could allow for more locally-tailored programming.

- 2) Overall, the implementation of ISAP was successful; however, there are a few areas in which services related to promotion and para-counselling can be enhanced.**

The provision of all ISAP-type services has increased in the past five years, particularly in the areas of para-counselling and needs assessment. Overall, the implementation has been effective in providing services to newcomers, such as needs assessments, provision of information and orientation services, and the delivery of more specialized services. For instance, the range of services provided largely matched the needs expressed by newcomers, information services provide relevant information to participants, and employment services provide information and guidance pertinent to the Canadian labour market environment.

Despite the overall success of ISAP implementation, there are areas for improvement. Although SPOs have been engaging in more formal promotion of the program, the extent to which this information is received by newcomers is not clear. Word of mouth remains the most common way newcomers learn about the Program. In addition, many newcomers were not aware of ISAP services when they arrived and seriously needed such services.

Targeted marketing and promotion of ISAP-type services can not only inform newcomers about the services but can also increase community awareness about immigrants' issues and importance. As the needs assessment process is not standardized, SPOs develop and use a variety of their own tools. While these individual tools may be appropriate, there may be

needs that are not identified. Standard tools and continuous assessment would be useful to ensure that a full range of needs are assessed consistently among all SPOs.

Para-counselling services aim to assist newcomers in problem-solving by helping them to define their problems and to identify resources that are available to them. There is difficulty among SPOs in understanding the scope and breath of services and resources that should be provided towards para-counselling and mental health in general. Greater clarity and precision from CIC regarding these issues is required.

3) The most prevalent positive impact of ISAP was newcomers' being able to identify and address their settlement needs and learn about other services in their community that can help them. ISAP services also had a major impact on helping newcomers find employment. In addition, many SPOs engage in service bridging activities to improve the accessibility of community and non-settlement organizations.

ISAP services were successful in addressing the settlement needs of newcomers. In particular, ISAP was effective in helping most newcomers understand their settlement needs, meet their basic daily needs, learn about other existing services in the community, and set goals relating to settlement and adaptation.

The importance of the employment component of ISAP, specifically the provision of job search activities, had a major impact on assisting newcomers search and apply for a job by helping them take the initial steps such as preparing a proper Canadian résumé, establishing their employment goals, and obtaining job interview skills. In addition, almost half of respondents attributed finding a job to participation in the Program.

Almost all SPOs also engaged in a variety of service bridging activities with community and non-settlement organisations, which have raised awareness of newcomer issues and have led to the development of partnerships to support newcomers.

4) The design and delivery of the Program were sufficiently clear, however the coordination between partners needs improvement.

Coordination and developing partnerships among governments, SPOs and non-settlement organisations is a means to provide more comprehensive and integrated settlement services. While many partnerships were developed through ISAP, there are still opportunities for increased collaboration. Improving coordination and strengthening partnerships across the various federal, provincial, and municipal jurisdictions involved in the provision of settlement services encourages greater commitment to settlement programming and can help to identify gaps in the settlement services as well as opportunities for improvement. Better coordination will enable more holistic and comprehensive approaches to meeting the needs of immigrants as well as the priorities of governments and can also reduce the duplication of services in a community and increase access to services, including services for newcomers who may not have been eligible under ISAP. Many SPOs deliver services in partnership with other community organizations such as libraries, hospitals and schools, which result in the provision of comprehensive settlement services to a wide range of newcomers. Beyond partnerships between SPOs and non-settlement organizations, collaboration and information sharing across SPOs can increase efficiency and reduce the potential for duplication of services (e.g., cross-referrals to SPOs with expertise in a particular area or the development of a one-stop shop for all services similar to the Vaughn Welcome Centre).

5) CIC lacks an approach to collect outcome data which makes it difficult to demonstrate the achievements of ISAP. Although iCAMS collects data on clients and the provision of services, the system is only partially effective to support monitoring, evaluation and decision-making.

To date, CIC lacks a comprehensive system to track client outcomes at the Program and project levels. As a result, the department is critically limited in its ability to report on the difference its programming is making.

In addition, iCAMS is limited in its ability to produce information on outputs that would be useful for decision makers. For instance, while iCAMS does track the number of clients served and the number and type of services provided, it is not possible to obtain a complete picture of clients and services as a result of aggregate reporting.

Finally, data in iCAMS is incomplete as a significant proportion of SPOs are not reporting. Of those that do report, not all are sure that they are using it correctly.

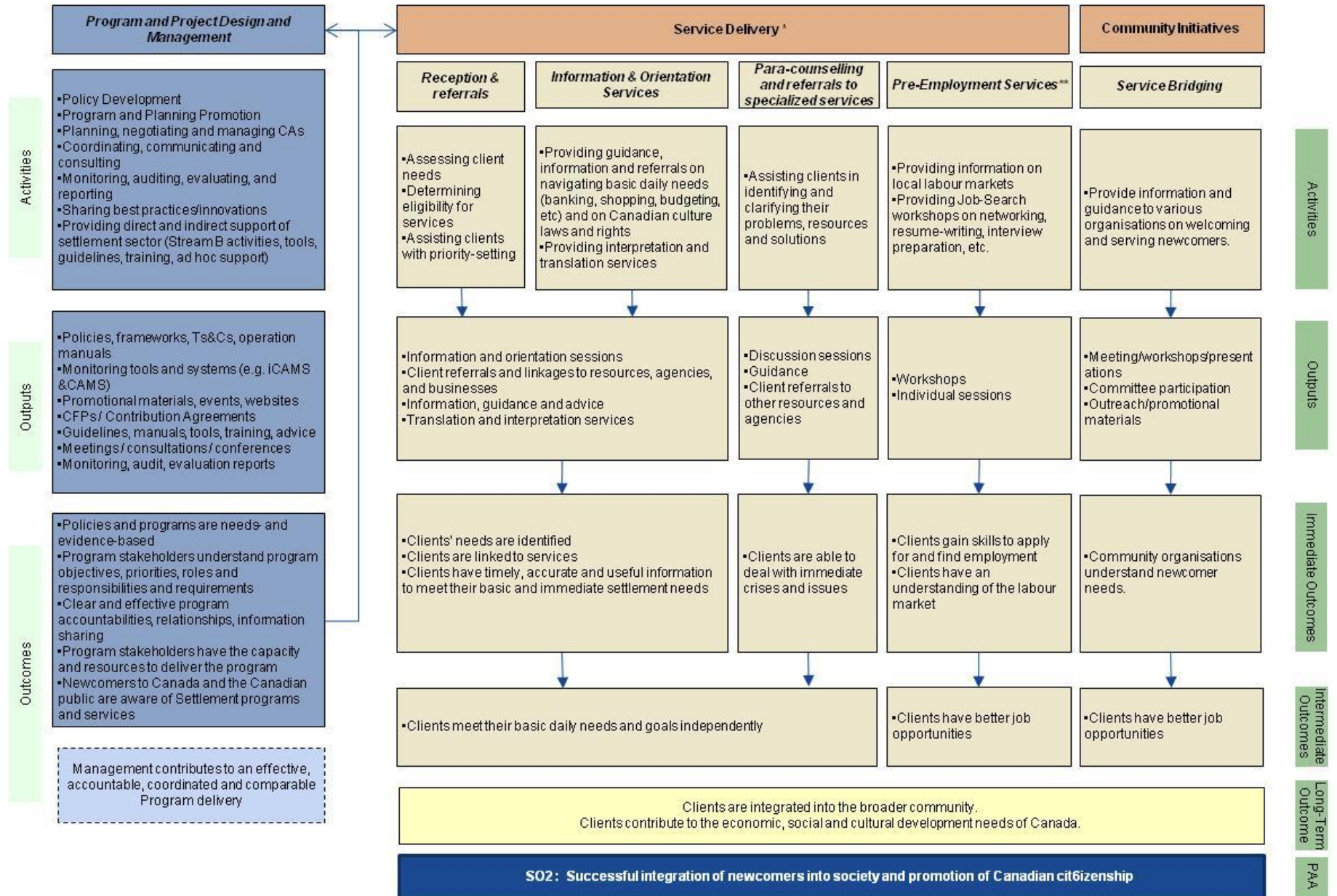
6) Overall, CIC and SPOs had sufficient capacity to deliver ISAP, however there are several areas in which capacity could be improved.

While there are a variety of tools that CIC has developed to support program delivery by CIC and SPOs, there are gaps in areas such as forms, program guidelines and management tools such as templates for reports. In addition, some tools are outdated and do not correspond to the modernized approach implemented in 2008. While ISAP B projects developed tools and resources to strengthen capacity, there is a need for mechanisms to ensure that products such as these will be made available to target users and that their effectiveness will be assessed.

Stakeholders identified the need for more qualified personnel at CIC local and regional offices with specific skill sets in dealing with accountability, finance, and monitoring issues. Additional training for CIC as well as SPOs was also identified as a means to ensure more effective management and delivery of settlement services.

The growth in number of clients and numbers of services delivered did not keep pace with the growth in funding (for ISAP core and other programs). Therefore, the Program appeared to become more expensive to run. However, it is unknown whether this was, in fact, the case, or whether the Program was simply been unable to demonstrate its growth because of weaknesses in the data collection systems. As ISAP includes many different components and as the sources of data and coding system varied throughout the years, calculating the ISAP expenditures for the components covered by this report was challenging. However, CIC has improved its ability to track budget and expenditures for specific components in recent years. Given the issues encountered on the number of clients and services as well as the challenges related to the information on expenditures it is not possible to assess cost-effectiveness.

Appendix A: Logic model



*Does not include ELT, WCI, Portal, COA or OLMC (see Terms of Reference)
 **Clients seeking employment services are often referred to ELT; see ELT Logic Model and Evaluation Framework

Appendix B: Bibliography

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Appendix C: Alternative delivery models

To support a discussion of possible alternatives to the current delivery model, a review was conducted of settlement services in four jurisdictions where ISAP was not delivered (Australia, New Zealand, British Columbia, and Manitoba) as well as two provinces where the Program was delivered differently than in the rest of Canada (Alberta and Ontario). In Alberta, CIC co-managed the service with the provincial government, whereas CIC administered the program through a joint governance structure with the Ontario Ministry of Citizenship and Immigration in Ontario. The reviewed models differ in terms of the level and depth of settlement services provided.

Key features of international models include:

- Over the last decade, the Australian government has shifted its approach to the settlement services from a “welfare” model to a “user pay” model. The Department of Immigration and Citizenship (DIAC) provides national translation/interpretation service, through phone or on site. Thus, services are available 24 hours a day, seven days a week for any person or organization in Australia requiring interpretation services. Employment-related services are offered through the Migrant Resource Centre which is a community-based organization providing settlement services. Some services, such as Complex Case Support (CCS) and Integrated Humanitarian Settlement Strategy (HSS), are designed for refugees and humanitarian entrants only. Skilled workers are required to come prepared and establish their qualifications for work in Australia. If they require more specialized language services such as ‘English for Specific Purposes’ or vocational courses, they can obtain these on a loan basis. Once employed, they have to return a percentage of the cost of the program through additional taxation.
- Settlement services in New Zealand are provided only to cover the initial needs of newcomers and are delivered by several different government agencies. The process begins with orientation, language tuition provision (when needed) and finally services to address employment needs.

Key features of the three Canadian models of settlement programs include:

- The British Columbia Settlement and Adaptation Program is provided through five streams that are similar to ISAP A, ISAP B, LINC, and Host. A key component of the BC model is the creation of a network for provision of integrated services (e.g., the Skills Connect for Immigrants Program for providing employment services).
- The Manitoba Settlement Strategy provides a broad interactive system of settlement services that packages the settlement service differently from ISAP while introducing some innovative components. The Manitoba immigrant settlement services program provides a continuum of services similar to those delivered by the former ISAP, such as information provision, counselling, interpretation and translation; however other services vary, such as foreign credential assessment, health, wellness and safety component, and job placement support.
- The Canada-Alberta Integrated Services Program (ISP) is a partnership between CIC and Alberta Employment and Immigration (AE&I) to support community-based programs and services that assist newcomers to settle and integrate in Alberta. ISP coordinates the funding and accountability processes for contracted, community-based, and non-profit organizations

to provide services and activities that increase newcomers' ability to access information, services and resources, and enhance their labour market participation and economic independence. The ISP model is designed to support common goals and objectives between the two levels of government; coordination of services avoiding overlaps and duplications; reduction in the administrative burden; pooling of resources; and regular communication and consultation among governments, service providers, and other stakeholders. While the federal funding limits services to recent immigrants and basic settlement services, the provincial funding allows for the extension of services to all immigrants and refugees as well as provision of various education and community initiatives.

- Settlement programming in Ontario is governed by the Strategic Plan for Settlement and Language Training developed under the Canada-Ontario Immigration Agreement (COIA). The COIA is a five-year agreement, signed in November 2005, under which \$920 million in new funding was provided for settlement and language training programs and services in Ontario (this agreement was recently extended through 2010-11). The management and administration of settlement services in Ontario is a mutual responsibility of the federal and provincial governments through a joint governance structure, which includes representatives from CIC, the Ontario Ministry of Citizenship and Immigration, municipalities and SPOs. The focus is on improving the settlement and language training services, developing partnerships with non-traditional partners, and improving evidence-based decision making. While traditional settlement programs, such as those delivered by the former ISAP, continue to be delivered, programming in Ontario includes several innovative approaches, such as Job Search Workshops, municipal-level Local Immigration Partnerships (LIP) and supported capacity building of the sector through initiatives such as Professional Education and Training and OCASI conferences.