

The Development of Service and Sectoral Standards for the Immigrant Services Sector

DISCUSSION DOCUMENT

June 1999

This project has been developed by a partnership between the Ontario Council of Agencies Serving Immigrants and COSTI. Saddeiq Holder, Consultant, provided research services. We acknowledge the financial assistance of the Ministry of Citizenship, Culture and Recreation, through the Newcomer Settlement Program.

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Chapter I

Introduction to the Discussion Document

Foreword

This document reports in the results of a joint COSTI-OCASI research project that has been underway since January 1998, aimed at developing service and sectoral standards for community based immigrant serving organizations.

The objective of The Development of Services and Sectoral Standards for the Immigrant Services Sector Discussion Document is to generate ideas, elicit input and provide feedback on the suggested standards as well as develop recommendations for further development and implementation. The materials and information presented here are the result of consultations with the community-based immigrant serving sector and other related organizations.

However, the sector has recommended a thorough further consultation. This consultation process will include the following:

- OCASI and its membership
- other immigrant service organizations
- sectoral human services organizations
- government representatives that are involved in the provision of funding for immigrant services
- other stakeholders involved in the immigrant settlement field

The contents of this document can be summarized as follows:

Chapter 1 introduces readers to the document and provides basic background information.

Chapter 2 provides readers with definitions of key terms. Principles and values applicable to the immigrant services sector in general and its agencies and programs in particular are outlined.

The research and consultation process and its results are reported in Chapter 3. Chapter 4 documents the results and includes:

- A list of core services (basic necessary services)
- Minimum standards for core services (minimum norms for programs)
- Clients outcomes (benefits or changes for individuals during or after receiving the service)

These two chapters include basic background information in a manner that allows the chapters to be used as stand-alone documents for discussion.

At the agency level, Chapter 5 outlines basic organizational standards in a format that allows for a simple and basic agency assessment.

Chapter 6 summarizes the existing recommendations from the consultation process and provides a framework for feedback and further input. Bibliographic information, documents reviewed as well as other resources for further consultation are found at the end of each chapter as appropriate. General recommended resources for further information and consultation are also included in Chapter 6.

Background Information

Different levels of government, the broader human services sector and communities have recognized settlement and integration services as essential resource responses to the Canadian immigrant and refugee programs. These stakeholders also recognize that settlement is a complex and ongoing process that involves accommodation and adjustment on the part of both newcomers and Canadians.

During the past two decades, the federal and provincial governments in Canada have supported a range of settlement services for newcomers. Many of these services continue to be delivered by community-based organizations across Canada that have developed important capacities and strengths.

The decision of Citizenship and Immigration Canada to devolve the administration of settlement services and funds to provincial or local partners was followed by a series of consultations across the country. These consultations focused mainly on national principles, accountability of public funds, meeting refugee obligations and developing new ways to deliver services. From these national consultations, there was strong support for the federal government to set policies and standards for settlement services across the country, including the development of national principles and standards to ensure that equitable services are accessible across Canada.

The federal government's initiative to devolve responsibility for the administration of settlement services to the province was part of the impetus for this project. Throughout the federal consultations, the settlement services sector in Ontario identified the need to develop national settlement standards to ensure appropriate and comparable service delivery across the country.

OCASI and COSTI identified the need to work at the provincial level on settlement and sectoral standards and to develop a set of core services that would be funded irrespective of the level of government administering the funds. A partnership was formed to initiate research on these issues.

From a community perspective, the development of standards can provide legitimacy by clearly communicating the sector's goals and activities and providing assurance to stakeholders and critics concerned about quality of service. Clearly articulated standards will result in commonly held understandings and would facilitate cross referrals and partnerships among agencies. Standards will also provide direction for fledgling agencies and should operate as a checklist against which existing organizations may review their programs.

At the same time, standards should not operate as constraints upon agency flexibility and autonomy. The standards are intended to be guidelines only. There is no intent to specify what services organizations must offer in order to be called a 'settlement service' or an 'immigrant serving' organization. Funders who have an interest in standards as a means of ensuring quality service delivery must also recognize that they have to play a role in ensuring that levels of funding are adequate so that agencies can attain such standards.

Acknowledgements

This discussion document is the product of the knowledge, experience and insight of many workers from the community-based settlement service sector and other related organizations as well as many immigrants and refugees that participated in focus groups discussions. Special thanks to Saddeiq Holder, researcher, whose combination of academic and community-based experience and skills have proved invaluable for this project. We would particularly like to thank the following individuals for their suggestions, contributions and guidance:

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Definition of Terms:

Definitions of Commonly-used Terms in an Outcome Measurement System

The definitions described here are common, but not universal.

Benchmarks are performance data that are used for comparative purposes. A program can use its own data as a baseline benchmark to compare future performance.

Impact: Some funders and evaluators maintain that changes in knowledge, attitude, values and skills are impacts and changes in behaviour, while social status and social conditions are outcomes.

Indicators are the specific items measured to depict the status of a condition of interest. Indicators are measurements used to understand whether or not a given outcome has taken place.

Inputs include resources dedicated to or consumed by the program such as money, staff and volunteers, staff and volunteer time, facilities, equipment and supplies.

Long-term outcomes may not occur until much later, perhaps months or years after client contact with the program has ended (also called "ultimate" outcomes).

Outcomes are benefits or changes for individuals or populations during or after participating in program activities. Outcomes may relate to knowledge, attitudes, values, skills, behaviour, social status change, social conditions change or other attributes. An outcome generally indicates that there is a strong logical connection between intervention and results, making it plausible to believe that the intervention influenced the results even though the link has not been tested statistically.

The benefits or changes may also be referred to as program “impacts” or “results”; however, not all evaluators or funders agree that such terms are synonymous.

Outcomes are usually confused with outcome indicators, and with outcome targets, which are objectives for a program's level of achievement.

Outcome indicators are specific items of data that are tracked to measure how well a program is achieving the outcome target. They describe observable, measurable characteristics or changes that represent achievement of an outcome.

Outcome targets are numerical objectives for a program's level of achievement on its outcomes. After a program has had experience with measuring outcomes, it can use its findings to set targets for the number and percent of participants expected to achieve desired outcomes in the next reporting period. It also can set targets for the amount of change it expects participants to experience.

Outputs are the program's activity or products. This is a contrast to the program's outcomes that describe the effect of its activities. They are usually measured in terms of the volume of work

accomplished such as the numbers of classes taught, counselling sessions conducted, educational materials distributed and participants served.

Short-term outcomes are those we expect to achieve while a program activity is occurring (also called "program" or "intermediate" outcomes).

Documents consulted for this glossary:

The CNC Outcome Evaluation Initiative: Summary Report, Coalition of Neighbourhood Centres, Toronto, 1999. Available at www.interlog.com/~cnc

Measuring Program Outcomes: A Practical Approach. United Way of America, May 1999. Available at www.unitedway.org/outcomes

Defining Outcomes and Impact, prepared by Rob Howarth, for the Coalition of Neighbourhood Centres Conference, Toronto, 1997.

Chapter II

The Community-based Immigrant Settlement Sector

Defining Immigrant Settlement

Several working definitions of settlement and settlement work co-exist in the sector, such as:

Settlement is a process or a continuum of activities that a new immigrant/refugee goes through upon arrival in a new country. This process includes the following stages:

- Adjustment: acclimatizing and getting used to the new culture, language, people and environment or coping with the situation
- Adaptation: learning and managing the situation without a great deal of help
- Integration: actively participating, getting involved and contributing as citizen of the new country. ¹

Integration is defined as the ability to contribute, free of barriers, to every dimension of Canadian life, that is, economic, social, cultural and political.²

The goal of settlement is for every immigrant to have full freedom of choice regarding her level of participation in the society. If the immigrant wants to participate actively in the society, there are no systemic barriers preventing her from doing so, and there are mechanisms in place to positively facilitate this process.³

It is generally accepted that the process of settlement and adaptation is a two-way process that involves changes in the newcomer and host society.

Definition of the Sector

The community-based immigrant settlement sector is composed of agencies whose mandate is to provide both diverse and specialized services to immigrants and refugees.

These organizations provide a wide range of essential services to assist a culturally, linguistically and religiously diverse population of immigrants and refugees in the process of settlement and integration. In response to the unique realities and changing needs of communities, volunteers and staff at these agencies have developed unique, culturally sensitive and professional programs. Many of these programs are not available from the larger public service institutions; some have provided models for these institutions; and others help these institutions make their services accessible.

¹ Stephen Lam, Catholic Community Services of York Region, Workshop on Settlement Indicators, OCASI Professional Development Conference, October 22-24, 1997

² Federal Immigration Integration Strategy, 1991.

³ Immigrant Settlement Counselling: A Training Guide, OCASI, 1991

Settlement Services and Programs

Settlement services are specialized services geared to facilitate the full and equitable participation of all newcomers in Canadian society.

The sector, in response to immigrant community needs, has responded with a myriad of diverse and innovative services targeting, for example, the needs of women, youth, children, foreign-trained professionals, families, etc. Some of the most frequently provided services include:

- **Settlement Counselling Services:** reception, orientation, interpretation, translation, referrals, documentation, and long-term adjustment
- **Language and Citizenship Training:** instruction in English and/or French, citizenship classes, and employment-related language training
- **Employment Services:** vocational or career counselling, skills training, resume preparation, job referrals, work placement, and workplace orientation
- **Social Support Services:** individual and family counselling, family and child services, crisis intervention, and financial counselling
- **Health Services:** health promotion, HIV/AIDS education and prevention, peer support groups, mental health counselling and support services
- **Legal Assistance:** immigration, housing, income maintenance, employment standards, workers' compensation, family law, and law reform
- **Community Participation:** community outreach, public forums, needs assessments, advocacy on access issues, production of educational materials, and community development.

The work of immigrant service agencies is fundamentally about breaking down barriers which often prevent immigrants from reaching their full potential as participants and contributors to Canada's prosperity and economic growth.

Community Partners

Community partners in the delivery of immigrant settlement programs and services, are those organizations with a broader mandate that include specific programs and services for immigrants and refugees. These organizations may include organizations such as Community Legal Clinics, Community Health Centres, Neighbourhood Centres, Family Services, Employment Help Centres, etc.

Definition and Validation of Community-based Services

Community-based immigrant service organizations are not-for-profit agencies with a volunteer Board of Directors.

Common features include:

- they are rooted in the community they serve
- allows for democratic and pluralistic participation of community representatives in decision-making
- immigrants participate at all levels of service delivery, management and governance
- they are autonomous organizations within a context of accountability to the funding sources, service recipients and the community at large
- shared values and a high degree of interaction and co-operation with other community-based organizations

Principles and Values for the Sector

A strong foundation of principles and values is essential to provide a framework for services and sectoral standards.

Principles

- Immigrants and refugees have the right to settlement services and universal access to social services irrespective of immigration status
- Immigrant and refugees have the right fully participate in the social, economic, political and cultural life of the Canadian society
- Immigrants and refugees are vital to our economy
- Community-based immigrant settlement services are an integral part of the delivery of social services
- The range of what constitutes immigrant settlement services is not circumscribed or defined by the funding sources
- Community development and education, and advocacy are essential components for the success of individual services and programs
- The commitment to anti-racism and anti-discrimination action is expressed in the policies and programs of the sector
- The strength and benefits of a culturally diverse society are recognized and appreciated

Intrinsic Values for the Sector

Values for the sector include the following:

- **social justice, equality and equity**
We believe that every immigrant and refugee is entitled to equal access and opportunities to fully participate in the social, economic, political and cultural life of society. We trust that the anti-racist approach of the sector and the spirit of equality established by the Canadian Charter of Rights and Freedoms as public policy can strengthen our resolve to eliminate barriers to equity which face immigrants and refugees.
- **accountability**
As publicly funded organizations we are committed to using our funds as efficiently and effectively as possible, and to being open to clients and public scrutiny.
- **excellence**
The programs, services, management and governance of the sector endeavour to achieve the highest possible standards to meet the needs and expectations of the immigrant and refugee communities.
- **diversity**
We respect differences among people and believe that every immigrant and refugee offers unique and irreplaceable contributions to our society.
- **partnership and collaboration**
We believe in partnership and cooperative working relationships with other community organizations and groups with similar interest and shared values that build on the strengths of each other
- **innovation and creativity**
We encourage innovative ideas and creative approaches that are responsive to the changing needs and expectations of the community and the overall environment which take into account new resources such as access to technology.

Documents consulted include:

- *OCASI Fact Sheet # 1: Ontario's Community-Based Immigrant Serving Agencies*
- *OCASI Issue Update, June 12, 1996.*
- *Best Settlement Practices, Settlement Services for Refugees and Immigrants in Canada, Canadian Council for Refugees, February 1998.*
- *Standards for Delivery of Social Assistance: A Case for Municipal Delivery. Ontario Municipal Social Services Association, September 1992.*
- *ACCESS; A Framework for a Community Based Mental Health Service System, Canadian Mental Health Association, Ontario Division, January 1998.*

- *A British Columbia Model for Settlement Renewal, Immigrant Integration Coordinating Committee, AMSSA, January 1996.*
- *Making the Road by Walking it: A Workbook for Re-thinking Settlement, CultureLink, Toronto, 1996*

Chapter III

Research Report: Defining Settlement Services and Minimum Standards

Purpose of the Paper

This document reports on a project aimed at developing standards for the delivery of settlement services in Ontario. The paper summarizes the results of a research study which consisted of the following stages: a document review; a survey of service deliverers and five focus groups with newcomers; circulation of draft discussion paper and round table discussion with key informants.

Keeping in mind that our target audience are busy service deliverers, the main body of the paper is brief, presenting only as much background as is needed and highlighting the pros and cons of the issues.

2.0 Background

2.1 Description and history of the project

In 1997, two separate proposals were submitted, by COSTI and OCASI, to the Ontario government's Newcomer Settlement Program, neither organization being aware of the other's submission. The focus of COSTI's proposal was to utilize a consensus-based research process to define the range and scope of services that are necessary for settlement; and to develop methods for measuring the extent to which services, that have been agreed upon as necessary, have been delivered.

OCASI's proposal was concerned with articulating values and principles for community-based immigrant services and the development of organizational and sectoral standards. COSTI's proposal aimed to a detailed specification of: core settlement services, desired client outcomes, indicators that outcomes have been achieved, and service delivery to achieve desired outcomes.

Ontario Ministry of Citizenship, Culture, and Recreation representatives suggested, and it was agreed, that efforts be coordinated, given the complementarity of the proposals. With the combining of the two projects a provincially representative Advisory Committee was formed to provide input to the researchers. Advisory Committee members were: Maria Alvarez, YMCA of Kitchener-Waterloo; Robert Cazzola, COSTI, Angela Girardo, COSTI; Stephen Lam, Catholic Community Services of York Region; Velinka Nevrencan, Ottawa Carleton Immigrant Services Organization; Valerie Ross, Multicultural Association of Kenora and District; and Kin Wah Siu, CultureLink. Saddeiq Holder was hired by COSTI to work on the development of service standards.

2.2 Objectives of the research study

The objective of the study was to address the following questions:

- i) What are the main factors that affect newcomers' capacity to settle successfully in Canada?
- ii) How do different stakeholders define the range and scope of services that are necessary for settlement?
- iii) How do we measure the extent to which a service has been delivered that we have previously agreed upon as necessary for settlement?

As Neuwirth (1996) points out, successful settlement or integration measured at the societal level is distinct from that measured at the level of the individual seeking assistance from the immigrant serving organization. Governments are very much interested in the former--how immigrant groups fare as a whole, immigrant integration in the long term, what constitutes successful integration, and the factors that contribute to successful settlement and integration (including the provision of settlement services). Obviously there are many factors that contribute to successful overall settlement and integration, for example, the state of the economy, the attitude of host society as well as individual characteristics such as level of education, occupational characteristics and English or French language abilities.

The purpose of this study is limited to eliciting stakeholder opinion on immigrant settlement services that are crucial for successful settlement. In focusing on minimum services, there is an implicit emphasis on short-term services. Further the study aims to link settlement services to specific and measurable client outcomes.

2.3 Social and political context of the study

The issue of outcomes in service delivery has arisen in many Western welfare societies in response to critiques of the welfare state and as a result of developments in management theory, such as Total Quality Management (Martin & Kettner, 1997). Thus, for example, accountability measures for governmental programs and services have been legislated in the United States (Kurtz, Netting, Huber, Borders, & Davis, 1997) and emphasized by the government of the United Kingdom as a way of displaying accountability in the public sector (Davies & Shellard, 1997). Concern with accountability is also evident in Ontario. For example, in 1992 a Provincial Auditor directive suggested that the Ontario Ministry of Citizenship's objectives for grant recipients be focused on results rather than activities, and, where practicable, should be measurable (Ontario Ministry of Citizenship, 1994).

At the federal level the question of standards for settlement services has figured prominently since the Federal government initiated Settlement Renewal (1995), a plan to devolve responsibility for the delivery of settlement services to lower levels of government and/or local coordinating bodies. The concern with standards stemmed from two distinct interests: 1) service deliverers' desire to ensure comparable service delivery across the country; and 2) funders' desire to put into place an accountability measure to maximize the impact of settlement and integration funding expenditures (Citizenship & Immigration Canada, 1996).

From a community perspective the development of standards can provide legitimacy by clearly communicating the sector's goals and activities and providing assurance to stakeholders and critics concerned about quality of service. Clearly articulated standards will result in commonly held understandings and will facilitate cross referrals and partnerships among agencies. Standards will also provide direction for fledgling agencies and should operate as a checklist against which existing organizations may review their programs. At the same time standards should not operate as constraints upon agency flexibility and autonomy.

3. Brief review of conceptual issues related to settlement and settlement services

3.1 Defining settlement

Definitions of settlement and integration abound (see for example: Galway, 1991; Canadian Council for Refugees, 1998) but there are commonalities in the many definitions that exist. In general, settlement is seen to consist of stages immigrants pass through as they adjust, adapt, and integrate to the new society (e.g., Lam, 1997).⁴ Programs and services required may differ at each stage (and may vary depending upon the characteristics of the immigrant group). At a minimum, linguistic competence, economic and social participation are seen to be key. A key element is the understanding that the process of adaptation involves change on the part of the host community as well.

3.2 Factors affecting newcomers capacity to settle

A useful entry point to the field of immigrant services is provided by Cox's (1985) attempt to formalize a model (Fig. 1) for planning welfare services for immigrants. The model begins with an understanding of migration as a process consisting of four stages: pre-movement, transition, resettlement, and integration.

1. In terms of mental health resettlement may be understood as a process which consists of stages of emotional and psychological adaptation (Sluzki, 1979) that are not necessarily progressive in that there may be relapses to earlier stages (Hulewhat, 1996).

Figure # 1

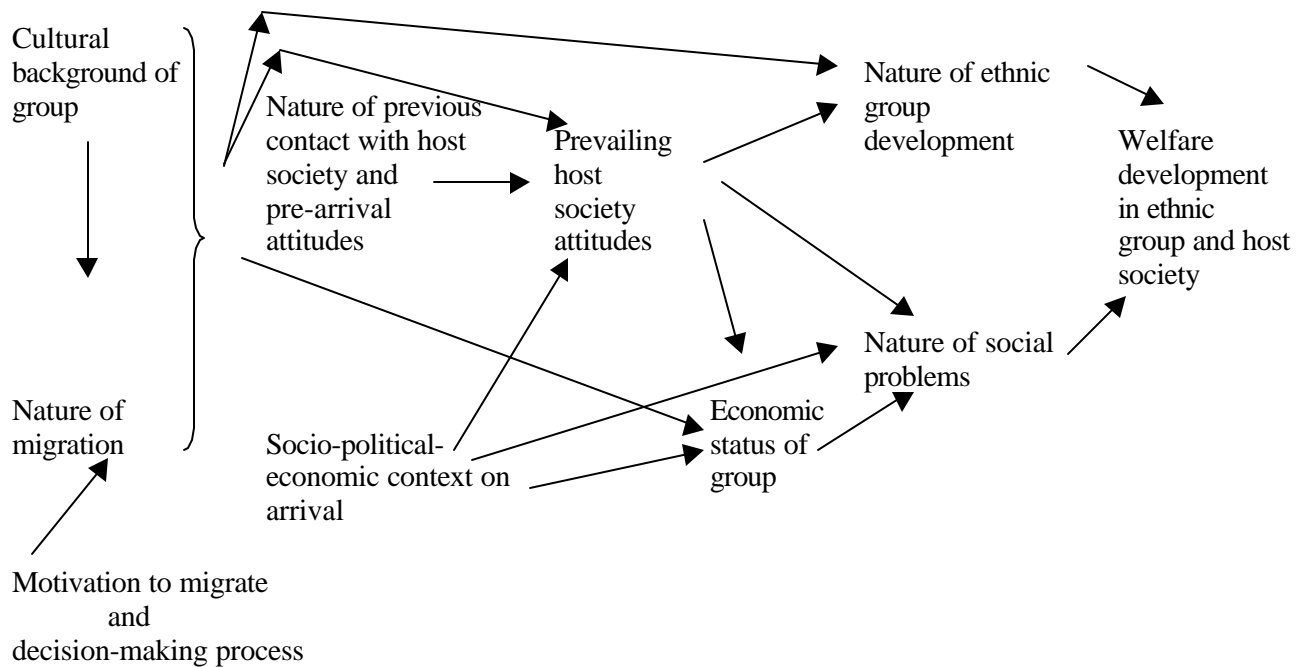
(From: Cox, D. 1985. Welfare services for migrants: Can they be better planned?)

The Migration-Integration Process

Stages in Migration-Integration

Pre-Migration Transition Reception-Resettlement Integration

Factors influencing migration-integration



Levels of Intervention

	Immigration laws Refugee services		Community education	Community development work	Welfare service Delivery policies and structural development
Information- counselling services	Selection processes Pre-departure preparation	Reception- resettlement policies and practice		Equality of opportunity measures	

At each stage there is a series of variables affecting outcome: the socio-economic-cultural-political background of the group and the nature of its migration (i.e., voluntary or involuntary); the nature of previous contact with the host society and consequent pre-arrival attitudes, on both sides (e.g., past colonial history); the socio-economic-political context upon arrival (e.g., periods of recession and unemployment); the prevailing host society attitudes (e.g., racism); the nature of ethnic group development (i.e., the presence of informal or formal community institutions in the new society); and the economic status of the group.

These variables influence a) the nature of social problems or needs that will be experienced by different immigrant populations; and b) the kind of the social safety net (that is, welfare and service entitlements available for immigrants).

An example of the impact of socio-economic context is the decision by Western governments, concerned with deficit reduction, to decrease expenditures on social programs including programs and services for immigrants and refugees. The influence of political forces is demonstrated by the welcome given by Western governments in past years to refugees fleeing from former Communist regimes (Whitaker, 1991).

In terms of community structures, many researchers (e.g., Breton, 1964; Opoku-Dapaah, 1993) have linked the presence of community institutions (e.g., media, businesses, cultural and service organizations) to easing the transition to a new society, especially in cases where social and economic dislocation may be severe.

Cox does not identify variables at the level of the individual that impact on the immigration experience. For example, level of literacy or illiteracy (Social Planning Council of Peel, 1993) or adolescent age at time of migration may be a risk factor (Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, 1988; Barwick, Hampson, & Synowski, 1996).⁵

Clearly settlement is a complex process in which many variables, pre and post migration, individual and societal interact.

3.3 Issues in defining core settlement services

The definition of settlement services has been hotly contested by government and community-based service deliverers. For administrative and cost-saving purposes governments, especially at the federal level, have wanted to define settlement services as those services required by immigrants with particular immigration status, during an initial period of time after arrival. For their part, community-based service-deliverers argue that delineating a time period is artificial because services may be required by immigrants later on. Frequently the example is used of workers who secure employment shortly after arrival, without acquiring English or French language skills. Many years later a period of unemployment may occur when that worker will require supportive counselling, assistance in filling out forms, employment counselling and

2. Resettlement during the period of adolescence may be stressful primarily because key peer relationships may be lost as a result of migration and may be difficult to form in the new society.

language training. Community-based service deliverers also advocate for access to services independent of immigration status.

This project proposed to define a set of core settlement services, that is, take a normative approach that prescribes an ideal set of specific services as those that should constitute a set of core settlement services. Thus research into community needs assessment was undertaken to identify whether certain needs have been consistently identified across studies. (The annotated bibliography Appendix 1 presents the findings from a sample of needs assessments.) It was understood that the attempt to specify of core services does not determine **methods** of service delivery. There is flexibility to allow for modes of service delivery that are appropriate to particular client constituencies.

A normative approach is one that describes an ideal situation and prescribes actions based on the ideal. Thus many writers have found it useful to delineate services appropriate to particular stages in the resettlement process (see for example: Allmen, 1990; Brooks & Tulloch, 1992; Murphy, 1994). In contrast a task or goal centred approach means that client determined needs and goals should determine service delivery (Yates, 1996). Because client needs are different some feel it is inappropriate to attempt to specify core services in advance. For example, while language training has been seen as an essential component of successful settlement, many recent newcomers are highly educated individuals who function very well in English and who require specialized employment orientation instead. Hence the difficulty in defining core or minimum settlement services stems from the different services needs that individuals and groups may have. Given these differences, is it viable to define a specific set of services which will appropriate for all individuals and groups?

In a sense minimum or core settlement services refer to those services required in the earlier stages in the resettlement process, as a result of immigration. Yet for many years advocates have argued that the settlement process is lifelong and that services may be required beyond an initial narrowly defined settlement period. Prolonged cuts to funding have evidently taken their toll. Whereas advocates once spoke of in terms human flourishing and potential, they now seek to identify minimum or core settlement services.

4. Introduction to the implementation of standards and performance measures

Standards for service delivery are usually found in sectors of the human services that are mandated by government and/or delivered by accredited professionals, where the impetus has been quality control and concerns about accountability and liability issues. The first human service organization in Ontario to adopt the use of standards was Family Services Ontario, an association of 48 agencies providing counselling services through professional social workers. For fourteen years now the association has utilized a voluntary accreditation system which accredits agencies according to their compliance with standards for program delivery, governance, etc.

In order to be accredited agencies must submit documentation, including references, and complete a survey of staff and Board members. This material is reviewed through a peer review process by a team of trained volunteers. A site visit then takes place. Agencies are usually

reaccredited every five years after another review. Agencies pay a fee for accreditation, usually as a percentage of their membership fees.

In recent years the push for accountability has resulted in the demands by funders for performance based evaluation measures. Previously accountability measures were more numbers based: for example, number of program participants, number of workshops. There are different models of performance management in use in the human services (three of them are described in the Social Planning Council of Peel's newsletter cited in the bibliography). Despite variations, the essential components are the linking of inputs (resources) to activities and measurable outcomes. Organizations must specify what they expect to accomplish through the provision of services and devise measures to know whether and to what degree objectives have been accomplished. Additionally, performance measurement is not satisfied with output measures such as the number of clients served; client level outcome data is expected.

Performance measurement in the human services is not easy. For example, in this sector service providers often speak of empowering clients. How do we define empowerment? How do we intend to facilitate client empowerment? How will we know when the client is empowered? How do we know for certain that it is the intervention of the settlement worker or a particular program that has led to the client's empowerment?

In assessing outcomes it is necessary to obtain baseline data about the client's situation when they first sought assistance. Then data must be collected after the service was provided. For example, when Mr. B came in he was unaware of where to look for employment. As a result of the service he became familiar with some of the ways to look for jobs and was referred to a job search program. Thus it is possible to report on tangible results of service delivery--Mr. B acquired knowledge and skills and a referral took place. If, as a result of obtaining the information and referral, Mr. B reported being more hopeful than when he first came in, that is also a client outcome to be recorded. However it is difficult to ascertain whether Mr. B's hopefulness is a result of the service he received; perhaps he was hopeful because of being reunited with members of his family.

The example above deals only with short-term outcomes. There is also the long-term question of how Mr. B would have fared had services been unavailable. That is, what difference does the provision of settlement services make? Answering this question requires sophisticated longitudinal studies beyond the capacity of immigrant serving organizations.

4.1 A conceptual framework for performance measurement in the immigrant services sector

The framework (Fig. 2) presented attempts to integrate a model of performance measurement with knowledge about settlement and principles of settlement service delivery. The framework incorporates the previously cited work of Cox (1985), and that of participants at a Workshop on Settlement Indicators at the OCASI 1997 Professional Development Conference into a performance measurement model proposed by Yates (1996).

The columns represent the major components in a performance measurement process. At this point in the project the model focuses solely on client level impacts. Public education programs such as antiracism and community development initiatives have not been included because there

has been a tendency to see these as integration programs (that is, required in the longer term) rather than settlement programs (that is, required upon arrival or shortly after arrival). However programs such as these may be incorporated into the model.

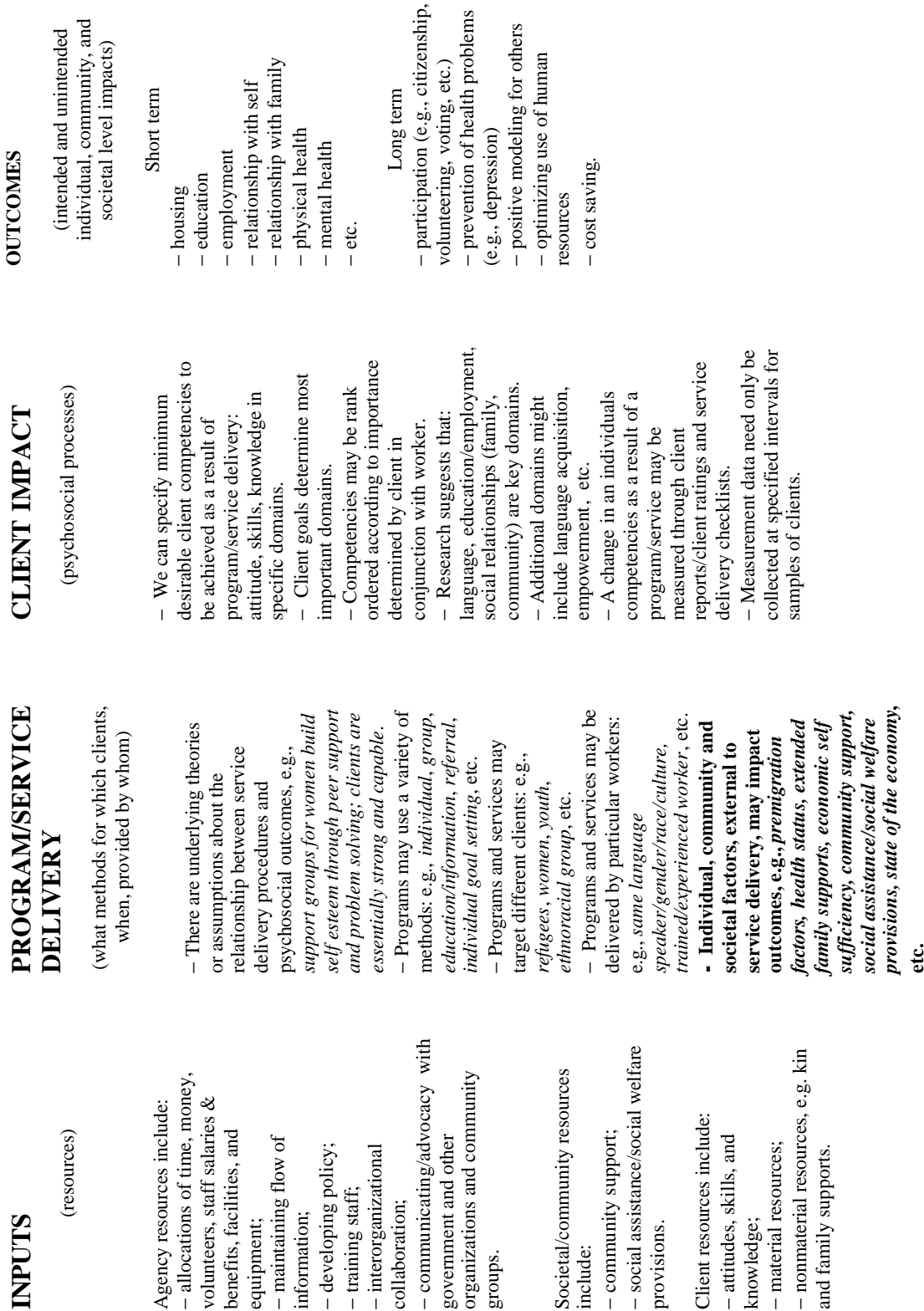
The first column describes agency, client and societal inputs or resources. The second column--program and service delivery--are the activities undertaken. Program clients and delivery methods may vary according to theories we have about how to deliver service effectively and appropriately. For example, many in the immigrant services sector endorse the principle that immigrant clients are primarily healthy individuals who are experiencing the stresses of resettlement--namely the challenge of adjusting to a new culture and society (Romberg, 1994). An emphasis on client strengths has implications for service delivery, for example: preeminence should be given to the client's understanding of the situation; and identifying issues and problems to be worked on and resolved should be the joint activity of worker and client.

As noted in the column, the nature and availability of services are only one of the many factors that impact on client outcomes. Additional factors include individual circumstances, premigration factors, societal conditions, etc.

The third column--client impact--focuses on the tangible changes in the client that will result from the service provided. These have been described as competencies based on the assumption that a primary goal is to utilize client strengths and to assist newcomers in making the adjustments required to function in the new culture and society. The desired competencies are determined by the client, who indicates their need, and the settlement worker, who communicates what is feasible. To evaluate the effectiveness of the service, the service provider must ask to what degree the desired competencies have been achieved. As noted in the OCASI workshop indicators (that competencies have been achieved) should be measurable, simple and realistic (Lam, 1997).

The fourth column summarizes that individual, family, community and society level effects may result from the adjustments in client competencies.

Figure # 2



5. Methodology

5.1 Overview of research process

The research approach taken was an iterative one, that is, feedback is collected in different stages from respondents building on information acquired from earlier stages. Thus information from the document review was incorporated into the survey. A discussion paper and findings from the survey were compiled and circulated to key informants at a workshop. Areas of consensus and areas where respondents disagree were noted. Based on workshop discussions a set of proposed service standards were drawn up for review in a second workshop. The endpoint of this process of deliberation was a discussion paper to be circulated among stakeholders.

5.2 Scope of the research

In the document analysis stage community needs assessments were compiled and reviewed (the bibliography in the Appendix to the report lists the documents). An annotated bibliography of a sample of reports is appended. An academic literature search related performance measurement was also undertaken.

In combining the COSTI and OCASI projects, the scope of the project became province wide thereby expanding the number of respondents. To facilitate data collection, instead of conducting 40 interviews as originally planned, a survey of 77 respondents was undertaken. The survey was developed with input from academics and the project funder and was pretested with service deliverers. The survey was put on-line and sent to all OCASI agencies who have connectivity to the Internet (50). Print surveys were sent to respondents who did not have access (19). Respondents were given the option to respond on-line or in print. Attention was paid to ensuring that service deliverers in all areas of the province were invited respond. A small number of surveys (8) were sent to agencies who serve immigrants but are not members of OCASI and do not receive Immigrant Settlement and Adaptation Program (ISAP) and Newcomer Settlement Program (NSP) funding. Input from other stakeholders, such as government representatives was solicited at a round table discussion with key informants.

Five focus groups with newcomers (34 newcomers in total) were held in Ottawa (1 group), Thunder Bay (1 group), and Toronto (3 groups).

5.3 Limitations of the study

5.3a Focus groups

An obvious limitation of the study are the newcomer focus groups which reflect the experiences and views of immigrants who have entered into the service delivery system. We do not know the experiences and views needs of those who have not obtained assistance from service organizations. However, some newcomers in the focus groups did speak about what it was like before being linked up to services.

Another group of newcomers not addressed by the study are those who have no legal status. The focus groups contained many people whose refugee claims were successful, but none whose claims have been unsuccessful.

5.3b Survey

The response rate to the survey was 44% (n=34)--a moderately high level of response. It was anticipated that putting the survey on-line would make it easy for respondents to respond--simply enter your responses and push a button. However despite organizational access to the Internet, many individuals responding to the survey did not have desktop access. Of course respondents must also have an interest in the subject of the survey.

A reminder notice was sent out resulting in many respondents requesting the survey in print format.

There was a great deal of research fatigue being experienced by agencies who had recently completed extensive computerization and health promotion surveys. Personal (i.e., telephone) follow-up with respondents may have contributed to an increased response rate. It should be noted that the survey was only one of many opportunities for input to the discussion.

6. Findings

6.1 Focus groups with newcomers

Newcomers were asked to talk about their settlement experience--what did they need to get settled, how did they get what they needed, and their experiences with immigrant serving agencies. They were also asked to make suggestions about ways in which they would be willing to provide feedback to agencies regarding the services they received.

A detailed summary of the focus groups held Toronto is presented in the Appendix 1. Apparent from the groups is the diversity in immigrants' situations and experiences.

6.2 Survey results

The survey asked service deliverers to identify and comment on: the importance of particular services in facilitating the settlement of newcomers; the desirability and the feasibility of developing standards for immigrant settlement services; and the desirability and feasibility of specifying and measuring client outcomes; and the impact on agencies of implementing standards and performance measures (see Appendix). Key findings are presented below.

6.2a Defining minimum or core services.

Some respondents commented on the difficulty of rating the importance of services since all of the listed services were important for settlement. Others identified services not listed on the questionnaire: skills assessment and employment counselling, education/support for families with disabled members, income tax returns, men's groups, life skills, family life education, and economic development initiatives. The importance of services related to employment is immediately apparent in the listing below of the top 15 services ranked as very important to settlement.

Item ³	Service	Avg. score
3.23	Language training	1.12
3.13	Orientation to the Canadian job market	1.15
3.15	Assistance with resume writing and job search	1.18
3.16	Provision of information regarding the recognition and accreditation of education	1.18
3.26	Reception & initial orientation	1.21
3.22	Immigration assistance	1.24
3.21	Housing: programs to assist clients to find affordable and suitable housing	1.27
3.12	Educational upgrading	1.28
3.14	Career planning	1.29
3.32	Advocacy related to equity for immigrant and refugee groups	1.29
3.2	Culture shock	1.32
3.18	Assistance in arranging job interviews and placements	1.38
3.20	Health: access to health coverage, linguistically appropriate public information, provision of trained interpreters to access health care)	1.38
3.33	Antiracism/cross cultural training for service providers and the community	1.38
3.17	Organization of job finding clubs	1.52
3.15	Youth programs	1.52

6.2b Standards, client competencies and measurement of immigrant settlement services

A majority of respondents remarked on the desirability of defining standards and client competencies. However there was somewhat less confidence in the feasibility of doing so. Similarly on the question of measurement or evaluation of service, there was a difference in perceptions of desirability and feasibility. The evaluation method most favoured and seen as most feasible was that of assessing client satisfaction with service/help provided. There was decreasingly less confidence in methods such as client self reports, client self ratings and worker assessments, although these were by no means rejected outright.

Table 1
Desirability of establishing standards

	Very desirable	Desirable	Un-desirable	Very un-desirable
Is it desirable to establish minimum acceptable standards...	27	5		

Table 2
Feasibility of establishing standards

	Very feasible	Feasible	Un-feasible	Definitely unfeasible
Is it feasible to establish minimum acceptable standards...	12	19	2	

Table 3
Desirability of establishing core competencies

	Very desirable	Desirable	Un-desirable	Very un-desirable
Is it desirable to establish minimum desirable client competencies...	21	8	2	1

Table 4
Feasibility of establishing core competencies

	Very feasible	Feasible	Un-feasible	Definitely unfeasible
Is it feasible to establish minimum desirable client competencies...	9	17	6	

Table 5
Desirability of evaluating the impact of service delivery

How desirable is it that we be able to evaluate the impact of service delivery using the following:	Very desirable	Desirable	Un-desirable	Very un-desirable
Client satisfaction with service/help provided	26	7		
Client self reports (anecdotal) re: changes in competencies	18	11	2	2
Client ratings (via tools) re: changes in competencies	15	11	5	2
Assessments of changes in client competencies by workers	14	14	5	

Table 6
Feasibility of evaluating the impact of service delivery

How feasible is it that we be able to evaluate the impact of service delivery using the following:	Very feasible	Feasible	Un-feasible	Definitely unfeasible
Client satisfaction with service/help provided	15	18		
Client self reports (anecdotal) re: changes in competencies	14	12	4	2
Client ratings (via tools) re: changes in competencies	9	16	6	2
Assessments of changes in client competencies by workers	11	16	6	

In terms of the desirability of standards, respondents remarked favourably citing improved service delivery and enhancing the profile of settlement work:

- Hopefully such standards would encourage partnership activity and communication between agencies serving newcomers. Sharing best practices, partnering around services and acknowledging expertise/experience would be a positive outcome of setting minimal acceptable standards and establishing methods to assess client competencies. Maintaining open communication and dialogue between agencies would be important within this process to ensure again that the best interest of the client was the goal and that the standards were being measured in an equitable fashion. We must work at making it a positive experience for the sector.
- This is also important for an agency's strategic planning and updating mission statement.
- Increasing the efficiencies and capacities of agencies is crucial. Quite often this is compromised in favour of statistics, units of service, political clout and the need to allocate funding to the project alone.

- A Settlement work has become more complicated than it used to be, [the] majority of us do more than welfare and housing info, yet the perception of this work is that' s all we do. Furthermore, lack of standard practices, evaluation does not help...

There were also reservations about standardization:

- Even where the categories of this research are good, we are still in danger of cultivating procedures which tend to oversimplify the reality in which we live and dehumanize our relations.
- We would like to offer more salary, staffing, benefits, equipment, volunteer coordination, private spots to see clients in a confidential environment. There is no money for supervision of staff who will do the monitoring and evaluation. This is difficult work--stress counselling is needed. We need all of this before a new model.

Comments made by respondents illuminate the gap between desirability and feasibility. The foremost theme was that of the resources required for implementation of standards and measurement:

- The feasibility of evaluating the impact using the described methods depends a great deal on resources available to the organization.
- Allocation of funds, technology, and workers' time should be considered.
- Will funders recognize the allocation of time, money, and staff to implement standards? If not, will they be achievable?
- This can only be achieved with additional resources and [would be] quite difficult with the current cutbacks.
- Actual outcome statistics around, e.g., finding housing, finding work, etc., are of course the most feasible methods of determining success, however, obviously many services are not so easily measured. Client satisfaction surveys, focus groups and self-reports/stories are excellent tools...
- The collection of this information is very time consuming. Some methods will be easier for groups, others for individual clients. When, how often should this information be collected?
- Importance of evaluation needs to be balanced for workers and administrators who are already overburdened with statistical requirements of funders.

Other comments focused on various limitations to data gathering:

- Note: Clients may not share true feelings.
- Newcomers can' t complete these competencies until they' ve been in Canada more than two years.
- Evaluation of settlement services should occur later on in the settlement process, i.e., a year after arrival.
- Not matter how successful you are in developing competency, you may end up with a competent homeless client when there' s no housing.

1. Conclusion

Respondents are generally supportive of standardization and measurement and evaluation initiatives, but are somewhat cautious given a paucity of agency resources. Language training

was ranked highest as the most important settlement service, followed by a range of employment services. This finding is congruent with the general decrease in employment due to the overall decline of manufacturing in the Canadian economy--the sector historically responsible for the absorption of immigrant labour. Other crucial services are related to what we might call meeting basic needs such as reception and orientation, housing, access to health care, and dealing with culture shock. Advocacy and antiracism initiatives--traditionally seen as integration services--were also among the top 15 services seen by service deliverers as important to settlement, as were immigration assistance (e.g., residency status, family reunification) and services for youth. Immigration related services make sense from the point of view of having secure legal/residency status as well as the importance of social support structures to successful settlement and integration. The survey findings correlate with the accounts by newcomers (who did not mention advocacy and antiracism or youth).

Chapter IV

Standards for Settlement Service Delivery

1.0 Introduction

This document is intended as a discussion paper for stakeholders in the immigrant services sector. It reports in summary format the results of a joint COSTI-OCASI research project that has been underway since January 1998, aimed at developing service and sectoral standards for community based immigrant serving organizations. The federal government's initiative to devolve responsibility for settlement service to the provinces was part of the impetus for the project. The attempt to specify standards spoke to devolution by outlining core services that should be funded no matter what level of government administered settlement program funding. At the same time, the immigrant service sector is at a point in its development where it is able to put into writing the practice and knowledge base of settlement service provision. These standards are not new for agencies; they constitute common practice for many immigrant serving organizations.

From a community perspective the development of standards can provide legitimacy by clearly communicating the sector's goals and activities and providing assurance to stakeholders and critics concerned about quality of service. Clearly articulated standards will result in commonly held understandings and will facilitate cross referrals and partnerships among agencies. Standards will also provide direction for fledgling agencies and should operate as a checklist against which existing organizations may review their programs.

At the same time standards should not operate as constraints upon agency flexibility and autonomy. The standards are intended as guidelines only. There is no intent to specify what services organizations must offer in order to be called a settlement service or an immigrant serving organization. Funders who have an interest in standards as a means of ensuring quality service delivery must also recognize that they have to play a role in ensuring levels of funding adequate to attaining such standards.

In a survey question (see 2.0 below) concerning the desirability of standards, service deliverers were in favour of the initiative as a means of improving service delivery and enhancing the profile of settlement work:

- Hopefully such standards would encourage partnership activity and communication between agencies serving newcomers. Sharing best practices, partnering around services and acknowledging expertise/experience would be a positive outcome of setting minimal acceptable standards and establishing methods to assess client competencies. Maintaining open communication and dialogue between agencies would be important within this process to ensure again that the best interest of the client was the goal and that the standards were being measured in an equitable fashion. We must work at making it a positive experience for the sector.
- This is also important for an agency's strategic planning and updating mission statement.

- Increasing the efficiencies and capacities of agencies is crucial. Quite often this is compromised in favour of statistics, units of service, political clout and the need to allocate funding to the project alone.
- Settlement work has become more complicated than it used to be, [the] majority of us do more than welfare and housing info, yet the perception of this work is that' s all we do. Furthermore, lack of standard practices, evaluation does not help...

2.0 Review of the research process

In the process of developing standards the project' s major research questions were:

- 2) What are the main factors that affect newcomers' capacity to settle successfully in Canada?
- ii) How do different stakeholders define the range and scope of services that are necessary for settlement?
- iii) How do we measure the extent to which a service has been delivered that we have previously agreed upon as necessary for settlement?

After a document review, a conceptual framework for the project was developed (over). Next focus groups with newcomers, a survey of immigrant serving organizations, and a round table discussion with key informants were conducted. Minimum standards were developed for a set of core settlement services. Those standards were presented at a workshop at the OCASI 1998 Professional Development Conference at Geneva Park. The standards were then revised in light of the workshop discussion (see 4.0 below).

3.0 Research outcomes ⁶:

Below is brief summary of some of the key concepts explored in the project.

3.1 Core services

In answering the question of the range and scope of services necessary for settlement respondents developed a notion of core services which are understood as necessary settlement services. The end goal (or client outcome) of these core services is *to enable newcomer clients to know how to and feel able/confident/comfortable* in negotiating their way in mainstream society to get their needs met. This entails using, or knowing how to use their own resources and using, or knowing how to access societal resources.

⁶ In writing the standards the term client and newcomer are used interchangeably.

3.2 Standards

Key service areas were identified by service deliverers and newcomers and standards were developed for each service area.⁷ Standards are understood to be generally agreed upon minimum norms for programs (Canadian Council for Refugees, 1998). Written standards should be as precise as possible, specifying who does what, for whom, when, and why.

Standards for programs and services should adhere to commonly accepted principles. The following principles are proposed:

Accessible and equitable

– Services are available to any individual or family within the agency's defined community who meet conditions of eligibility (i.e., lack access to services because of language).

Accountable

– Information is gathered on an ongoing basis to improve service delivery.
– Program and services are routinely evaluated and feedback is integrated.
– Client and community feedback is solicited and incorporated into service planning, delivery, and evaluation.

Client-centred

– Each client's unique needs (ethnicity, language, race, age, ability, gender, sexual orientation or political or religious orientation) are acknowledged and responded to appropriately.
– The client's individual circumstances and pace of adjustment is accepted and is the basis of settlement service provision.

Cost-effective

– Attempts are made to gauge the inputs or resources required for service delivery in relation to outcomes.
– Funding is deployed efficiently and effectively.

Empowering

– Informed independence of the client is promoted.
– The client is encouraged and supported to make choices and to take responsibility for the consequences of his or her actions.
– The client is supported to exercise his or her civic and legal rights and obligations.

Holistic

– Service delivery recognizes the many dimensions of human need and aspiration, e.g., physical, social, recreational, psychological, political, spiritual, etc.

⁷ Language training was not included in the development of standards because of the extensive work already done on the Canadian Language Benchmarks.

3.3 Outcomes

The measurement component of the project was preliminary only, investigating stakeholder opinion on the various measurement initiatives. Our survey asked respondents their opinions regarding the desirability and feasibility of measuring various client/program outcomes. The topic was also discussed at the round table and with participants at Geneva Park. In addition discussions were held with two agencies who have engaged in systematic evaluation of settlement services, St. Christopher's House and COSTI. (Recently we learned of another measurement initiative. Kitchener-Waterloo Multicultural Centre has received funding for a one year project to develop measurement tools for settlement services.)

Immigrant serving organizations do not have the resources nor the expertise to evaluate the long term impact of settlement services on the settlement and integration process, however, they can examine client outcomes that result from service delivery. Client satisfaction with services is only one part of the issue. Outcomes are understood to be tangible changes in client attitudes, skills, and knowledge that result from the service provided.⁸ Outcomes may also result at the level of the community and society; there also short term and long term outcomes.

Another element in the measurement process is that of outcome indicators--the specific items of information that track a program's success on outcomes. According to the United Way of America (1999), They [indicators] describe observable, measurable characteristics or changes that represent achievement of an outcome. For example, a program whose desired outcome is that participants pursue a healthy lifestyle could define healthy lifestyle as not smoking; maintaining a recommended weight, blood pressure, and cholesterol level; getting at least two hours of exercise each week; and wearing seat belts consistently. The number and percent of program participants who demonstrate these behaviors then is an indicator of how well the program is doing with respect to the outcome. Thus indicators serve as a pointer regarding how well a program is doing.

It should be noted that the Settlement Services Outcomes Measurement Framework (1998) developed in British Columbia emphasizes program outputs, that is: contact type (e.g., group, one-to-one, etc.); service area requested/other identified needs; service type provided (e.g., assessment, orientation, etc.); and contact quantity (number, duration). Outputs are different from outcomes and are inadequate for describing the impact of programs on clients. While long term impact on clients and the host society are difficult to assess, it should still be possible to assess short term psychosocial outcomes as is done in other human services.

⁸In some instances, it is client circumstances that will be affected by service delivery (e.g., suitable housing).

The concrete experience of service providers we talked to is that measurement of outcomes is desirable in order to assess the impact of service delivery, but it is difficult to do. Barriers to outcome evaluation include:

- < cost (time, and money);
- < need for validated multilingual measures;
- < need for appropriately trained staff;
- < difficulties in pre and post testing; and
- < controlling for intervening variables.

4.0 Service standards for core services

The pages following present the core services and accompanying standards that were developed. A rationale, definition, and guiding principle is provided for each core service. Client outcomes are identified, however the missing component is a column entitled Measurement tools. Thus considerable work remains to be done.

The standards are written in fairly general terms, permitting individual agencies to define the content of a service as determined by client needs and worker competencies. For example, orientation to the Canadian labour market will be defined differently depending on the characteristics of the client population.

1. Initial intake/assessment.	
Rationale/assumptions : Ensuring that the basic needs of clients and their families are met is the first tasks of settlement work.	
Definition: Intake/assessment is a crucial component of holistic settlement service delivery. No matter what the client 's reporting problem, this preliminary assessment should inquire needs related to shelter, food, employment and income security, physical and mental health (assessment and appropriate referral), immigration status, and children 's wellbeing, and access to childcare/education.	
Principle : The well being of the entire family assessed in the language of the client, by knowledgeable workers who: a) speak the language of the client; or b) are working with a trained community interpreter.	
Standards pertaining to service delivery	Client Outcomes
1.1 Client 's housing needs are assessed (i.e., suitability, affordability, safety, neighbourhood, location).	1.1 Client has identified their housing needs in terms of: size of accommodation; cost; proximity to public transportation, schools, workplace, etc.; and has information about possible housing sources.
1.2 Client 's access to food that is affordable, sufficient, and meets dietary needs is inquired into and, if necessary, solutions are explored.	1.2 Client is aware of possible options to fulfill dietary requirements.
1.3 Worker establishes whether client 's level of income is secure and sufficient for meeting such basic necessities as food, housing, and transportation and, if necessary, solutions are explored.	1.3 Client is aware of limitations and possible options/community resources to assist in securing basic necessities.
1.4 Client 's health status is reviewed (overall physical and mental health, problems that require attention, access to health services) and , if necessary, appropriate information is given, and referrals made.	1.4 Client and family have Health Cards and linguistic access to needed health services. If necessary, referral is made to appropriate mental health services and/or community resources.
1.5 Client 's immigration status/pre immigration experience is reviewed.	1.5 Newcomer receives referral to appropriate service and community resources, as necessary.
1.6 Status of family reunification attempts, if any, is checked into.	1.6 Newcomer receives assistance with family reunification efforts, if needed.
1.8 Steps are taken to ensure that children' s education/care is adequate and safe.	1.8 When asked newcomer and children express satisfaction with education/care.
1.9 Client 's English language ability (fluency, interpretation needs, ability to manage and negotiate without assistance) is discussed and information on language training provided.	1.9 Clients knows how and where to access English language skills assessment and instruction.
1.10 Client 's feelings about their safety and that of their family is checked into.	1.10 If asked, clients would express feelings of safety in the city; and similarly, children would feel safe at home and in the community.

2. Orientation to Canadian society.	
Rationale/assumptions : An introduction to the new society will reduce the experience of dislocation experienced by newcomers.	
Definition: These services are primarily educational in nature and are intended to provide newcomers with an overview of how the host society operates in a number of key areas relevant to everyday life.	
Principle : These service should be provided as soon as possible after arrival, in the language of the client, by knowledgeable workers who: a) speak the language of the client; or b) are working with a trained community interpreter.	
Standards pertaining to service delivery	Client Outcomes
2.1 All newcomers receive individual or group orientation to Canadian society in the following areas: health care; housing; finance and shopping; civil rights and the police; children' s education; and employment.	2.1 Newcomers receive oral, written, and visual information on key areas of life.
2.2 Orientation to Canadian political system, (governing structures, electoral system, individual voting rights, etc.) is provided.	2.2 Newcomers have a general sense of the system of government and political environment and their rights within it; and receive printed information, including a list of their political representatives.
3. Employment counselling	
Rationale/assumptions : Suitable employment is key to income security, feelings of self worth, and successful integration. The provision of employment services is therefore crucial.	
Definition: The employment services described below are general (e.g., orientation) rather than specialized (e.g, employment training) and should be provided by knowledgeable staff to newcomers as early as possible in the process of settlement counselling.	
Principle : Clients should be provided with assistance in either a)securing jobs equivalent to their skills, knowledge, and experience; or b) using their skills to generate income.	
Standards pertaining to service delivery	Client Outcomes
3.1 Employment/self employment/career goals are discussed with newcomer clients.	3.1 Client has identified short term and long term career/employment/ goals.
3.2 Information on how to apply for Social Insurance Number (SIN) is given.	3.2 Client knows how to apply/obtain assistance in applying for SIN.
3.3 Orientation to the Canadian job market and work culture is provided.	3.3 Client has a basic understanding of the Canadian labour market and workplace.
3.4 Barriers experienced by newcomers in looking for work are explored, and ways to overcome them are discussed.	3.4 Client understands potential barriers to employment in Canada, e.g., lack of English skills, non-recognition of qualifications, discrimination, lack of Canadian experience, etc.

3.5 Career planning and educational upgrading are discussed.	3.5 Client develops an initial career plan and is aware of educational/training alternatives.
3.6 Basic job search strategies are explored.	3.6 Client understands the various ways of looking for work in Canada and knows where to find job listings
3.7 If needed, appropriate assistance is provided in job search, arranging job interviews and resume writing and translation of documents.	3.7 Client is coached in arranging and conducting interviews and different styles of resume writing, and translation of documents is provided.
3.8 Information, referral and assistance regarding the recognition and accreditation of trade, professional, and educational qualification is provided.	3.8 Client is aware of that regulations may govern their entry into certain occupations and knows where they can obtain information about entry into their desired occupation; and where appropriate, information, referral, and assistance is provided.
3.9 Employees' rights are outlined and newcomers are encouraged to seek assistance in ensuring their rights are not infringed.	3.9 Client is: aware that legislation governs employment; has a basic knowledge of employee rights; knows where to obtain employment rights information; and how to obtain assistance when employment rights have been infringed.
3.10 Ways of handling unemployment are discussed (e.g, volunteering, work placement, etc.).	3.10 Client is aware of options for handling unemployment; and where appropriate has information about volunteering, work placement, etc.
4. Social support services	
Rationale/assumptions : Isolation and loss or lack of supportive relationships is a risk factor in the resettlement process.	
Definition : These services are intended to assist newcomers to develop personal and community relationships and resources that may reduce isolation and provide needed help and social support..	
Principle : Isolation of all members of the family unit should be investigated.	
Standards pertaining to service delivery	Client Outcomes
4.1 Whereabouts of client 's next of kin/significant others and need for supportive relationships is established.	4.1 If necessary, client can access a volunteer host who may be called upon for support and encouragement
4.2 Client is encouraged to develop friendships and community contacts.	4.2 Client takes advantage of opportunities to develop friendships and community contacts.
4.3 Status of client 's involvement with community organizations, cultural groups, and religious communities is inquired into; and information and referral about community supports and services is provided, as appropriate.	4.3 Newcomer is aware of and has listing of appropriate community networks and contacts.

5. Individual and family support services	
Rationale/assumptions : Immigrant clients are primarily healthy individuals who are experiencing the stresses of resettlement--namely the challenge of adjusting to a new culture and society. Enhancing newcomers' feelings of strength and competence in dealing with the transition to a new society will help to reduce the stress of relocation.	
Definition: These services are educational and preventive in nature. Understanding the effects of migration on individuals and families may help alleviate the temporary stresses that arise from migration.	
Principle : Family members may have different needs that are age and/or gender related and require unique service responses. It is important that newcomers be made aware of Canadian legislation in the areas of family law and child welfare.	
Standards pertaining to service delivery	Client Outcomes
5.1 Where appropriate, counselling is provided to the client and their family in adjusting to life in Canada.	5.1 Client knows that support from settlement worker is available if needed.
5.2 Effects of migration on individuals, the couple and the family are discussed	5.2 Clients have information on some of the possible effects of migration on family life.
5.3 Culture shock and the stages of settlement and adaptation are discussed with the client and the family	5.3 Newcomers understand that they are not alone and that others undergo similar experiences
5.4 Newcomers are assisted in understanding why problems may be arising and possible solutions are explored.	5.4 Clients understand reasons for the feelings and changes they are experiencing.
5.5 Relevant information is provided to immigrant families to orient them to social practices and behaviours in the host society that differ from their own.	5.5 Clients are aware of unfamiliar social practices and behaviours.
5.6 Recreational opportunities are explored as a means of alleviating stress.	5.6 Client participates in developing ideas for recreational activities.

6. Advocacy	
Rationale/assumptions : It has often been said that settlement is a two way street, implying that changes and adaptation are necessary for both newcomers and the host society. Advocacy/public education is a major tool for effecting such change.	
Definition : Advocacy includes facilitating individual access to information and services, taking steps to improve service delivery, and attempting to change social systems, practices and legislation (e.g., discrimination, immigration laws, violence against women, etc.) that may adversely affect newcomers.	
Principle : The role of agency staff and Board in doing advocacy work should be clearly outlined and time allocated for such activities.	
Standards pertaining to service delivery	Societal/Client Outcomes
6.1 The agency demonstrates an ongoing commitment to and responsibility for advocacy on behalf of clients, with the clients' consent.	6.1 Client knows that the agency is available to assist them in obtaining access to services, if required.
6.2 Agency staff participate in interagency and other types of networking bodies to facilitate service coordination and client access to services.	6.2 Client 's access to community services is facilitated.
6.3 Public education and education of policy makers about multiculturalism, immigration, antiracism and human rights are undertaken.	6.3 Newcomers and host society are aware of contributions of immigrant groups and existence of human rights legislation.
6.4 Education initiatives are undertaken with individual immigrants and immigrant communities.	6.4 Newcomer communities obtain information regarding local norms and legislation in Canadian society
6.5 Opportunities for civic/political participation are explained.	6.5 Newcomers are aware of their political rights and opportunities for participation in the political process.

7. Agency general practice standards	
Rationale/assumptions : In addition to specific service content, immigrant serving organizations should adhere to a set of general service procedures, thus ensuring consistent service for all clients.	
Definition : General practice standards apply to the client ' s initial contact with the agency, intake and assessment, and referral.	
Principle : It is important that clients not fall through the cracks, therefore necessitating tracking of referrals and requests for service that cannot be met by the agency.	
Standards pertaining to service delivery	Service/Client Outcomes
7.1 The agency defines clearly the scope and content of its programs and services.	7.1 Client will know whether they have come to the right place.
7.2 The agency assures that the newcomer receives adequate information about the range of agency services, other relevant service providers and sources of information in the community.	7.2 Clients are informed about the full range of agency and community services available to them.
7.3 If agency services are not appropriate, newcomers are offered assistance in obtaining services from other agencies or community resource	7.3 Client receives appropriate referrals and access to interpreters, if required.
7.4 The agency maintains intake procedures that ensure appropriate attention to the defined needs of all who seek its services.	7.4 Client needs are tracked to ensure relevance of services.
7.5 Agency departments, programs and services are linked.	7.5 Clients access to programs within the agency is eased (e.g., fast tracking of internal referrals, single record keeping process, etc.).
7.6 The agency publicizes and adheres to an antidiscrimination policy in its delivery of service.	7.6 Clients are aware of their right to be treated in a nondiscriminatory manner.

8. Case coordination standards	
Rationale/assumptions : Case coordination is a collaborative service coordination effort undertaken for/with clients to ensure that service needs have been met.	
Definition : When a client requires services that are provided by multiple service providers, service coordination and follow-up may be required to ensure that clients needs are being met.	
Principle : Clients are encouraged to take on responsibility for their service direction.	
Standards pertaining to service delivery	Client Outcomes
8.1 The helping process is tailored to the client ' s needs.	8.1 Client is supported in sharing information and identifying need/issue.

8.2 A plan for services, if necessary is reviewed at specified intervals with the client to determine whether needs are being met, or whether other services are required.	8.2 Client participates in defining services required.
8.3 Procedures are established whereby services needed from other agencies or community resources are obtained and coordinated in a unified service plan.	8.3 Client access services where their needs can be met.
8.4 The agency responsible for service coordination communicates regularly with other agencies to ensure coordination of services to carry out the service plan.	8.4 Client is assured that agency will act to ensure that client ' s service needs will be met.
8.5 The agency has a policy regarding case recording and client records are maintained in accordance with this policy.	8.5 Client is aware of agency responsibility for case recording
8.6 In cases where client information is to be shared with another service agency, informed and written consent of the client must be obtained.	8.6 Client is fully informed and participates in service coordination.
8.7 Agency has a policy for closing and documenting the closing a case, and client is aware of the policy.	8.7 Client is aware of agency procedures for closing a case.

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Chapter V

General Organizational Standards

Introduction

General organizational standards frames the basic infrastructure and systems that community-based immigrant services organizations should adhere to in order to be able to provide and sustain core immigrant and refugee services in an accountable manner.

The standards suggested here are intentionally general and allow for practices already in place in organizations. Standards should not operate as constraints upon agency flexibility and autonomy. Some organizations already have more elaborated standards, while others are in the process of developing their structures to achieve a higher level of efficiency and accountability. The following paragraph from *Building on Strength: Improving Governance and Accountability in Canada's Voluntary Sector*, reflect closely the position of the sector on these issues:

As we consider how accountability might be enhanced, we also need to look seriously at ensuring that capacity exists to support existing and new demands within the sector. In order to do their work, voluntary organizations need resources, infrastructure, skills, knowledge, support and understanding. Capacity building is a vital component of increased accountability and improved governance. Without it, efforts to enhance accountability will fall short of their mark. Capacity building includes support by corporations, governments and funders for intermediary associations, research and training, technology, and board and management development. It can come in many different forms, including direct financial assistance and in-kind support such as lending expertise.

Standards should be based on:

- The principles and values guiding the sector
- The provincial and federal legislation and regulations governing non-profit organizations
- Human Rights and Employment Standards legislation

The format in what the standards are presented here allows for its use as a basic tool for assessing the status of organizations.

General Organizational Standards

Governance and Accountability

Governance structures should ensure organizational accountability through established incorporation requirements e.g. as a non-profit and/or charitable organizations. As autonomous, self-governing organizations, funders should not influence or determine governance systems further than those agreed upon by the organizations in their legal incorporation agreement.

Accountability should be a reciprocal process. Government, service providers (agencies and workers) and communities are accountable to one another through two-way or three-way accountability relationships.

In fact, accountability is a theme present in all the following general organizational standards. The accountability standards suggested here are meant to reflect the three-way accountable relationship among government, service providers and the community served.

General organizational standards	In Place		Needs improvement		Need resources	
	Yes	No	Yes	No	Yes	No
The agency is a duly organized nonprofit corporation established for the purpose of providing services to immigrants.	●	●	●	●	●	●
The agency is governed by a voluntary Board of Directors whose operations are clearly specified in the agency's by-laws and Board policies and procedures.	●	●	●	●	●	●
The agency has a written plan, reviewed annually, of its purposes and objectives.	●	●	●	●	●	●
The agency has a process for obtaining input from stakeholders - clients, community, service deliverers, and funders.	●	●	●	●	●	●

Planning and Coordination

Planning and coordination of programs and services at the agency and sectoral levels allow for improved access to appropriate services for clients and for efficient use of financial and human resources. Organizations should have access to the appropriate means and information to coordinate local and provincial planning.

General organizational standards	In Place		Needs improvement		Need resources	
	Yes	No	Yes	No	Yes	No
Departments, programs, and services within agencies are integrated through regular planning and coordination procedures.	●	●	●	●	●	●
Individual board and/or staff members participate actively in community planning activities.	●	●	●	●	●	●
Collaboration and cooperation exists between the agency and other service providers delivering services to their client group, and other service providers in the same catchment area.	●	●	●	●	●	●
The agency has a process to examine trends (immigration policy; social, economic and demographic trends; labour market trends; community perceptions of immigrant and refugees; changing philosophies of social welfare; technological changes; etc.) in order to assess need for services and to plan for the agency's future.	●	●	●	●	●	●

Evaluation

A systematic approach to the evaluation of programs and services is necessary to document their outcomes, demonstrate accountability, provide learning opportunities and enhance program planning and delivery.

General organizational standards	In Place		Needs improvement		Need resources	
	Yes	No	Yes	No	Yes	No
Statistical and other information maintained for programs are sufficient to meet the evaluation and planning needs of the organization and the reporting requests of funding sources.	●	●	●	●	●	●
Information is gathered on an ongoing basis to improve service delivery.	●	●	●	●	●	●
Program, services and overall agency functioning are routinely evaluated and feedback is integrated.	●	●	●	●	●	●

Communications

Communication through networking, sharing of information and resources and outreach and information dissemination is essential for:

- the development and growth of the sector
- efficient and cost-effective use of resources
- interaction and co-ordination across the sector
- ensuring service recipients' access to the settlement services of their choice
- integration with other human services

General organizational standards	In Place		Needs improvement		Need resources	
	Yes	No	Yes	No	Yes	No
The agency defines clearly the scope and content of its programs and services.	●	●	●	●	●	●
The agency communicates its accomplishments to its membership and the broader community.	●	●	●	●	●	●
The agency maintains regular communication with key stakeholders.	●	●	●	●	●	●
The agency has mechanisms in place for ensuring communication between Board and staff.	●	●	●	●	●	●

Human Resources

Human resources are the most important assets in the immigrant service delivery sector. The sector should strive to be a model of fair, democratic and equitable employment and professional development practices.

General organizational standards	In Place		Needs improvement		Need resources	
	Yes	No	Yes	No	Yes	No
The agency's personnel policy complies with all applicable labour regulations.	●	●	●	●	●	●
The agency's personnel policy includes job descriptions, job classifications and salary scales and benefits, which are periodically reviewed and revised as needed.	●	●	●	●	●	●
The organization has a written policy on methods and use of performance appraisal for all staff.	●	●	●	●	●	●
The personnel policy details procedures for handling employee grievances and disciplinary procedures.	●	●	●	●	●	●
The agency demonstrates a commitment to employment and pay equity in hiring, promotion, and remuneration of employees.	●	●	●	●	●	●
Staff assigned to deliver services have appropriate training, personal qualities, practical skills and experience.	●	●	●	●	●	●
The agency ensures that volunteers have appropriate training, personal qualities, practical skills and/or experience for the duties they carry out.	●	●	●	●	●	●
The agency demonstrates a commitment to professional development for staff and volunteers.	●	●	●	●	●	●

Advocacy, policy development and research

Non-partisan political advocacy, policy development and community-based research are an integral part of the immigrant settlement service delivery system. These provide the basis of a responsible, accountable and relevant sector. The advocacy and policy development efforts of individual settlement agencies are strengthened through membership in association which provide both resources and a single voice for the settlement service sector.

General organizational standards	In Place		Needs improvement		Need resources	
	Yes	No	Yes	No	Yes	No
Staff time and agency resources are designated for advocacy aimed at changing social systems and legislation that impact negatively on newcomers.	●	●	●	●	●	●
The Board allocates time to a discussion of national issues in immigrant settlement services.	●	●	●	●	●	●

Information management and ethical standards of data collection

Increased funder scrutiny of the type and eligibility of services provided to clients requires detailed information from clients. Service providers must be accountable to clients whose information is being collected. As well, the protection of client fundamental rights must be respected.

General organizational standards	In Place		Needs improvement		Need resources	
	Yes	No	Yes	No	Yes	No
The agency has a policy that is followed, regarding the collection of data, and maintenance and confidentiality of client records.	●	●	●	●	●	●
Proper legal and ethical judgement is exercised in determining the content of recording in client files.	●	●	●	●	●	●

Financial management and planning

The financial health of immigrant settlement service organizations can be sustained by:

- Non-profit community-based organizations with proven track records, and a significant mandate in delivering settlement and integration services (2)
- Settlement funds being funded for settlement purposes.
- Multi-year federal funding in accordance with Citizenship and Immigration Canada projections for immigrants and refugees

General organizational standards	In Place		Needs improvement		Need resources	
	Yes	No	Yes	No	Yes	No
An annual external audit of the organization is carried out by an accredited auditor and it is available upon request.	●	●	●	●	●	●
The Board of Directors is responsible for ensuring that the agency has financial support to provide adequate staff, facilities, and equipment to carry out the mission of the organization.	●	●	●	●	●	●
The organization has a plan for securing alternative funding or for phase-out of programs or services for which funding is no longer available.	●	●	●	●	●	●

Documents consulted for this chapter include:

- *Best Settlement Practices, Settlement Services for Refugees and Immigrants in Canada, Canadian Council for Refugees, February 1998.*
- *Building Healthier Organizations Manual, Association of Ontario Health Centres, Toronto, 1998*
- *Building on Strength: Improving Governance and Accountability in Canada's Voluntary Sector, Panel on Accountability and Governance in the Voluntary Sector, Final Report, February 1999*
- *The Board and Its Responsibilities. Peter P. Schoderbek, United Way/Centraide Canada, 1982.*

Chapter VI

Future Steps for the Implementation of Standards

Introduction

The development of standards for the immigrant service sector is but one component that would support accessible, equitable, responsive and accountable services and ensure that these services are delivered within the accepted principles and values.

The consultation process of the standards identified in Chapters 4 and 5 of this document generated a broad array of issues, concerns and recommendations. Most of the identified issues are related to:

- The implications of implementation of service and sectoral standards and measurement at the sectoral, agency and client level
- The funding levels necessary to support the necessary structural changes and capacity building at the organizational and sectoral levels (such as tools, resources, information, skills and knowledge, etc.)

The following chart summarises the issues, concerns, recommendations and suggested steps for implementation. They are classified into Implementation at the Sectoral, Agency and Client Level, and Funding and Capacity Building. This classification is only for working purposes only, as some issues may belong under both categories.

The purpose of this chart is to:

- Reflect suggestions obtained at the point of the release of this discussion document
- Provide a framework for feedback and further input
- Identify further work necessary to move forward with the project.

The challenge is to arrive at a document that represents the needs of immigrant serving organizations, address their concerns and provide information and tools that facilitate instead of hinder their settlement service delivery.

Implementation at the sectoral, agency and client level

Concerns, challenges, pending issues	Comments and suggested recommendations	Suggested implementation strategies
To continue with this process, it is necessary to build commitment at all levels of staff, board, clients and funders	The formulation and implementation of service standards and measuring tools require further feedback from organizations in the sector. This will be a long term but necessary process for the achievement of the expected outcomes.	Send the Settlement Service Standards Discussion Document in its present form to all OCASI agencies requesting feedback and input
Clarify expectations and purpose of the process and its implications at the agency level (requirement for compliance, staffing, funding, etc); at the sectoral level (accreditation, implementation, etc); at the client level (confidentiality of data; "creaming", etc)	There is a need for a comprehensive communication strategy to ensure that the objectives and purpose of the project are understood and supported.	Provide information about the project through the OCASI website and other OCASI and COSTI means of communication
Are there other organizations in the sector that are working on similar issues?	There is a need to expand the outreach to organizations in order to identify the ones that are working, or planning to work, on similar issues as well as to obtain a more complete inventory of resources available in the sector and share expertise.	Some organizations working on similar issues have been identified and coordination has been established. Use the OCASI website and the Extranet to solicit information e.g. who is doing what in the field of standards, measurement and evaluation of services as well as what tools are available in the sector.
The innovation, creativity and flexibility with which immigrant services address new emerging needs in the sector could be hindered by standardization	The purpose of establishing core services does not preclude innovative ways of delivering these services or the implementation of additional services and programs	Not available
The standards could be used as a tool for accreditation. Small and new settlement service providers could be negatively affected.	The purpose of this project is not related to accreditation. The issue of accreditation for settlement service agencies requires further development.	Not available
Some settlement service organizations provide specialized services that do not correspond to the identified core services. Outcomes indicators should be flexible to reflect regional, social and environmental differences	Development of a manual for immigrant service providers to include tools and information for the development of additional standards and outcomes indicators for other services and programs could be desirable. Agencies should have the choice to develop outcome indicators that reflect the regional, social and environmental conditions of their communities. However, funding issues are an important factor.	Not available
Is the sector moving towards a Service Outcome Model? Only for core services?	Some funders have identified this as an issue.	Further information from funders is necessary
Can the results obtained by measuring services at the agency level be used to identify successful immigrant settlement?	It is necessary to separate the technical aspects (measuring tools) from the macro level analysis of the overall settlement success, since many other factors intervene in the settlement process	Other organizations, such as CERIS, are researching at the macro level.

Funding and capacity building

Concerns, challenges, pending issues	Comments and suggested recommendations	Suggested implementation strategies:
Clients Outcomes can be affected by the different level of settlement service workers' competencies	Core services should be matched with corresponding core occupational competencies. This would allow for a more systematic way of measuring outcomes and identifying and addressing training needs	OCASI applied for funding to produce core competencies for settlement workers. The funding was not approved. The decision could be appealed or other funders could be approached.
Need to build agency capacity at all levels of staff and board	The implementation of changes at different levels of agency structures and services need to be supported with systematic training and professional development activities.	OCASI could compile information on existing training opportunities, incorporate newly identified needs into its training activities and look for other new alternatives.
The resources needed for the implementation of measurement of all core services could be detrimental to an agency's capacity to deliver services	Development of a system that can be implemented gradually, which would allow for different levels of participation from service providers, but would produce comprehensive results at the determined level. (i.e. x agency will targeted only x number of services for measurement)	Not available
Need to have access to adequate financial, human and technical resources as well as research and literature on the subject	Provision of training and technical assistance should be co-ordinated	Not available
Need to work on methods and tools for measuring outcomes, including data collection systems, management and analysis; system to use the outcome information to evaluate results, improve services, demonstrate the satisfaction with the services provided, etc	Develop and pilot test measuring tools	Not available

Using Identified Standards

The following are suggestions for the use of the existing information, at the present stage of development, by individual agencies or their networks:

- Assess the availability of identified core services in their agency, community, city or region.
- Improve their referral services, sharing of resources and information and networking
- Identify gaps at the agency organizational level and assess the necessary resources to implement changes
- Identify gaps in services at the agency and regional level and work toward addressing the need (program planning and implementation, resource development, advocacy, etc)
- Use the information to revise job descriptions
- Use the information to complement services plan with clients
- Use client outcomes initially as a basic checklist
- Start a process of identifying needed data to evaluate clients outcome
- Preliminary identification of existing data that could be useful to measure clients' outcome
- Review the identified sectoral values and principles against existing individual agency values and principles to complement or enhance either of them.

Recommended Resources for Information and Consultation

The following resources provide useful background information to support your input and feedback to the Discussion Document. Most of these resources are available at the OCASI office.

- **Making the Road by Walking It: A Workbook for Re-thinking Settlement**, CultureLink, Toronto, 1996.

The focus of this workbook is specifically on organizational change and reengineering in settlement so organizations can keep up with what's happening at the political and economic level. The experiences described in this workbook grew out of interviews and a series of group discussion with people from settlement agencies who were asked to describe, among other topics, the issues faced by the settlement sector; the impact of change on people in the sector and strategies to deal proactively with these changes. The workbook is geared primarily for settlement staff. However, since options for settlement workers depend on the state of their respective agencies and management, much of it attempts to speak to management and board as well.

- **Best Settlement Practices, Settlement Services for Refugees and Immigrants in Canada**, Canadian Council for Refugees, February 1998.

The purpose of this document is to present an overview of settlement services and in particular to identify some of the elements that are generally agreed to make for successful settlement programs. These elements, or "best practices", flow out of (our) understanding of the nature and challenges of settlement and of the role of settlement services in the process. For this reason (our) "best practice guidelines" are preceded by a detailed account of the context in which settlement services are offered.

- **The CNC Outcome Evaluation Initiative: Summary Report**. Coalition of Neighbourhood Centres, Toronto, 1999. Available at www.interlog.com/~cnc/summary

The Coalition of Neighbourhood Centres is a network of fifty neighbourhood centres across Ontario, many of which provides settlement services. The Introduction of this Report indicates that "The materials presented should help agencies focus more precisely on how, and in what circumstances, outcome evaluation might be used to support their evaluation goals. We hope as well that the report will further the efforts of staff, community members, supporters, and funding partners, as they work together to develop practical and effective methods for evaluating the impact of community services in people's lives." This Report includes invaluable information of great importance to the settlement sector.

- **Building Healthier Organizations Manual**, Association of Ontario Health Centres, Toronto, 1998

This Manual (BHO) defines healthy organizations as those prepared to manage change in a creative, innovative, productive manner without sacrificing quality. It provides community health centres) with tools and resources to assist them in achieving excellence. In its Overview, the Manual states that "in order to make the BHO process manageable we have divided it into five activity areas called 'building blocks'. These five building blocks are essential to the life of a healthy organization. Within each of these building blocks the BHO process has been designed to provide a step-by-step review of the elements essential to an efficient, effective and healthy community health centre. The five building blocks are: Governance; Management; Administrative Systems and Practices; Community Capacity and Programs and Services. This Manual provides the basis for an accreditation process. Although designed specifically for CHC in Ontario, the information and resources are a valuable contribution to any other community-base service sector.

- **Outcome Measurement: Showing Results in the Nonprofit Sector.** Margaret C. Plantz and Martha Taylor Greenway, United Way of America, Alexandria, Virginia and Michael Hendricks, Independent Consultant, Portland, Oregon.

This article summarizes the history of performance measurement in the non-profit health and human services sector and defines key concepts in outcome measurement. Next, it reports on activities in five key areas and describes 30 lessons the field has learned from those who have led the way. Finally it identifies seven pressing challenges that lie ahead. Available at www.unitedway.org/outcomes/ndpaper.htm

- **Child Welfare Accountability Review. Final Report.** Prepared for: The Deputy Minister, (Ontario) Ministry of Community and Social services. Submitted by; The ARA Consulting Group Inc. January 1998

The purpose of this review was "to assess the current accountability relationship between the ministry and children's aid societies and propose any changes to ensure a clearer focus on child protection." Although dealing with a mandated service, this document addresses issues that could be of relevance for the settlement sector, such as changes for a streamlined monitoring and measurement of performance based on outcomes and the use of information technology and available knowledge to make decisions and continuously improve management and delivery of services.

- **Building on Strength: Improving Governance and Accountability in Canada's Voluntary Sector**, Panel on Accountability and Governance in the Voluntary Sector, Final Report, February 1999

In its Executive summary and Principal recommendations, this document indicates that "the goal of our report is to enhance the effectiveness and credibility of the voluntary sector in its ongoing role of strengthening civil society. Our proposals are far-reaching, and are directed to a variety of audiences, including voluntary organizations, the sector as a whole,

foundations, corporations, and federal and provincial governments." It indicates that "At the end of the millennium, voluntary organization are facing an environment in considerable flux. Changing government roles, increasingly diverse populations, and new social and economic realities are requiring the sector to broaden, deepen, and adapts its approaches - and to do all of these at one." The Report includes recommendations to the audiences mentioned before, in areas such as capacity building; organizational governance and stewardship; program outcomes, fundraising, access to the Federal Tax System and others.

- **Outcomes Measurement in the Human Services: Cross-cutting Issues and Methods.** Edward J. Mullen and Jennifer L. Magnabosco, Editors. ISBN:0-871-1-275-8

The Introduction of a summary of this book states that "this book is the first to present state-of-the-art theory and practice regarding outcomes measurement in human services with a specified focus on social work. The book expands on the National Symposium on Outcomes Measurement in the Human Services sponsored by the Center for the Study of Social Work and the Jewish Board of Family and Children's Services. The Symposium was held at Columbia University in November 1995".

Other related documents include:

- **Ethical Fundraising and Financial Accountability Code**, developed by the Canadian Centre for Philanthropy, available at www.ccp.ca/informaton/documents/cp126.htm
- **Guide to Project Evaluation: A Participatory Approach.** Population Health Directorate, Health Canada, August 1996
- **Settlement Services Outcomes Measurement Plan, Report and Consultation Summary.** Ministry responsible for Multiculturalism and Immigrant, Immigration Policy Division, British Columbia, July 1998
- **Settlement Services: Program Evaluation**, Multicultural Inter-Agency Group of Peel, Mississauga (date unavailable)
- **The View from Toronto: Settlement Services in the Late 1990's.** Timothy Owen, COSTI, Toronto. Presentation at the Vancouver Metropolis Conference, January 1999. Available at www.riim.metropolis.net/event/National%20Conference/Ncpapers.html
- **W. K. Kellogg Foundation Evaluation Handbook**, W. K. Kellogg Foundation, 1998. Available at www.wkkf.org/Publications/evalhdbk/1565.htm

APPENDIX A

Focus Group Summary

Focus group with newcomers - COSTI Education Centre

Characteristics: Primarily well educated (e.g., university bound student, psychologist, engineer, social workers, business man). Three had been claimants. Time in Canada: three to four months (2); 1 year (4); and 2-3 years (2).

Everyone complained that the information provided at the airport was insufficient: too brief/not detailed, and provided in English. For claimants it was especially difficult while they were waiting for their status to be determined. Immediate needs for sponsored immigrants differed--for example, housing was not an immediate concern, nor was obtaining a health card and social insurance number. For claimants legal and immigration issues were uppermost; access to health care was more difficult because of their status. Sponsored refugees appeared to encounter fewest barriers because short-term shelter, a living allowance (albeit insufficient for rents in Toronto), and settlement assistance was available to them. For everyone, life improved considerably once they were able to enter the service delivery system, usually through language classes and were able to obtain information and referrals in the area of work, further education, etc. People found out about classes through relatives, the Yellow pages, and friends they met in Canada. They think that the first 6 months in Canada are difficult because of language and adjustment to a new culture and society, but after 6 months, its up to the individual to try and access the information and services. A primary concern of this group is the relative lack of higher level English language classes. Information about civil rights and employment rights were mentioned as information that is needed in the initial period. Barriers mentioned included academic credential assessments and need for Canadian experience.

Focus group with newcomers - COSTI North York

Characteristics: Mixed educational background (2 teachers, one retiree, stay at home moms, unskilled workers). Most were sponsored, one had been a claimant recently, and one had been a claimant when she arrived 8 years ago. Time in Canada: under three months (1); under six months (1); less than a year (2); less than 2 years (1); four years (2); and eight years (1).

Primary needs at time of arrival for most of the groups were assistance in finding housing and to learn English. Most of the group had obtained their health cards and S.I.N. without problems, except in the case of a sponsored immigrant who had to have her telephone bill issued in her name (rather than her husband's) in order to establish the residency requirement to obtain the health card. Recent newcomer women who were sponsored, were depressed as a result of isolation--no family, no friends and no English language skills. The retiree had a similar experience--empty days without work and friends. Again, life improved somewhat as they accessed language classes and were able to make friends and seek information. For others they were absorbed into their own communities (work, friends, and family) and did not need to learn English until much later when a marriage broke up, and when children went to school and began

to function in English. Friends, flyers, neighbours and relatives helped them access English language classes. Information about civil rights was mentioned by a newcomer from China.

Focus group with newcomers - CultureLink

Characteristics: Again, a well-educated group (e.g., psychologist, post graduate student, former professor, language teacher, bank manager). One independent immigrant, one sponsored, three government sponsored refugees, and one privately sponsored. Time in Canada: Under 3 months (1); four to six months (3); one to one and a half years (2).

Once more, government sponsored refugees were well looked after: they were met at the airport, housing was provided as was settlement assistance including referral to CultureLink. The concerns of these focus group participants were employment and all of them were highly satisfied with the services offered to them by CultureLink, both in terms of employment (computer training, computer access, fax service, etc.) and with respect to their social needs, that is, they formed friendships which have been important in reducing isolation. They have very well developed English language skills except in the case of the privately sponsored refugee. Her situation was not as positive since her sponsors were quite busy. She found out about language classes through a friend and then entered the service delivery system where she has been able to find some of the assistance she requires. She has a health problem but is unsatisfied with her doctor (who speaks her language). However, she will require an interpreter in order to see an English-speaking doctor. The independent immigrant echoed comments made by other participants regarding the information he received at the airport.

APPENDIX B

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Immigrant and Refugee Needs Identification

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APPENDIX C

Annotated Bibliography of Sample Key Documents

Many documents, mostly needs assessments, were collected for review (see bibliography). The following annotated bibliography describes the findings of a sample of key documents. In general key documents were selected based on recency, representativeness (usually studies involving a larger number of respondents) and comprehensiveness (studies that included a literature review and/or incorporated a range of factors, for example, studies that examined both pre-migration characteristics of newcomers as well as conditions in the host society). Only those findings related to settlement and settlement services are reported. That is, if a study reported on the demographics and settlement needs of a particular group, only the settlement needs are summarized in the annotated bibliography below.

The employment situation and social participation of Chinese immigrants in Metropolitan Toronto. (Ho-Lau, 1992)

Methodology: 400 random telephone interviews. Almost half of respondents arrived in Canada in 1986 or later.

Highlights: In addition to employment status, respondents were asked about their ability to influence the government's decisions and policies.

Findings: The report contains 29 findings. The key implications from findings relate to the need to address employment and related problems (occupational segregation, recognition of overseas credentials, racial discrimination, provision of employment-related information). Generally there was a high level of labour force participation except for high unemployment among immigrants who had arrived in 1989 or after. Loss of occupational status or occupational shift reported by two thirds of employed respondents, especially those who had immigrated from China. Language was reported as a major source of employment difficulties.

Helping newcomers settle in Sudbury: The Sudbury immigrant demographic database study, Phase 1 and Phase 2. (Palkovits & Tilleczek, 1995)

Methodology: Telephone surveys with 200 newcomers who have arrived in Sudbury since 1989.

Highlights: In general respondents were mostly favourable about their circumstances. The study contains an extensive discussion of issues in conducting research with immigrants.

Findings: On a number of measures language skills and employment were the greatest need identified by newcomers in this study. The recommendation for a support system to adapt to Canadian culture suggests that was the third recommendation, after English classes and job creation.

Settlement in the 1990s: An overview of the needs of new immigrants in the lower mainland and Fraser Valley. (Immigrant Services Society of B.C., 1993)

Methodology: Literature review, community survey of recent newcomers from 23 countries (n=129), settlement workers (n=73), mainstream service providers (n=220) using questionnaires and follow-up telephone surveys.

Highlights: Contains a useful conceptual framework linking services to integration in five spheres of life (Fig. 2).

Findings: Eight needs of 26 addressed in the survey were experienced by a majority of newcomers:

- housing (assistance with finding affordable housing);
 - health (interpretation/translation services to access health care);
 - mental health (counselling services to help with culture shock);
 - English language training (English language skills training to obtain and perform a job, intermediate level language English language training);
 - employment (acquiring a basic understanding of the local job market, help with finding employment);
 - family (assistance with resolving intergenerational conflict between parents and children).
- The main barrier to integration across all ethnocultural groups was the lack of English language skills.

Social integration of Salvadoran refugees. (Jacob, 1994)

Methodology: Literature review, qualitative study of 22 young Salvadoran refugees conducted in 1988-89.

Highlights: Premigration influences investigated included reasons for departure, age, gender and marital status. Postmigration variables examined were integration policies, family life, social networks, future plans, and isolation.

Findings: Reasons for departure, in most of these cases flight from persecution, increased levels of stress. Single men, more than women, suffered greatly from being separated from their families and coped less well than women with the demands of changing gender roles. Lack of adequate language training (and for women lack of childcare), cultural changes in the family (i.e., individualism) were stressors. Nonfamily social networks, primarily in the workplace were important in helping to reduce isolation. Refugees who planned to return to El Salvador envisioned their stay, and any problems experienced in Canada, as merely temporary.

Somali refugees in Toronto: A profile. (Opoku-Dapaah, 1995)

Methodology: Survey of 385 adult respondents.

Highlights: Variables investigated include demographic characteristics, access to initial resettlement services, health characteristics, linguistic and educational adaptation, residential characteristics, economic characteristics, and social adaptation.

Findings: The study details 53 findings and makes recommendations regarding new approaches to the provision of orientation, language training, and skills training/upgrading; financial support for cultural expression and socioeconomic advancement; and support for organizations for whom youth and women are important constituencies. A large number did not have the language proficiency and occupational and educational preparedness essential for integration into Canadian society. 56% the respondents in the study had not received information on language training and 84% had not benefitted from employment-related counselling, relying instead on social networks for information and assistance. Female respondents found it more difficult to obtain assistance from organizations because of language barriers.

Successful adaptation of newcomer Caribbean youth in Toronto (Barwick, Hampson, & Synowski, 1996)

Methodology: Literature review; interviews with approximately 36 key informants; individual and focus group interviews with a total of 30 youth; interviews and focus groups with a total of 36 parents.

Highlights: Identifies premigration and postmigration factors that affect the successful settlement of newcomer Caribbean youth. The study also addresses the particular context of some Caribbean youth who experience parental separation during the migration process.

Findings: The authors acknowledge that many themes require further investigation however they feel there is sufficient compelling evidence to make conclusions and recommendations. Premigration risk factors identified: parental separation; family breakdown and negative life experiences; feelings of rejection and abandonment; uncertainty about parental reunion; unfamiliarity with life in Canada; adolescent age at time of migration. Protective premigration factors were: warm consistent caring by a caregiver, presence of an extended family, continuing communication with absent parent; clear understanding of reasons for parent's absence and plan for family reunification. Protective post-migration factors included: maintenance of the Caribbean value of respect for elders; attending schools with Caribbean students and teachers; extroverted/outgoing personality; use of institutions where other Caribbean people gather, focussed goals on obtaining higher education; involvement in extracurricular activities; maintaining contact with primary caregivers in the Caribbean.

Language training for newcomers in Peel: A needs assessment study. (Social Planning Council of Peel, 1993)

Methodology: Face-to-face interviews with 420 newcomers from 10 language groups, survey of 60 ESL teachers and 20 providers in the for profit sector.

Highlights: As is evident in this report the issues in language training are complex enough that language training be examined on its own apart from other front-line settlement services. As an introduction the report presents a history of immigration and language training policies and an overview of factors affecting the social integration of immigrants.

Findings: Social integration needs of newcomers include social and emotional support (linked to feelings of loneliness), provision of basic information, information about Canadian history and culture, and information about living in a multicultural/multiracial society. Language training needs in three domains were identified: affective (coping with frustration and feelings of inadequacy); cognitive/intellectual (development of effective language learning strategies, focus on speaking, attention to nonliterate); and social (becoming independent of others in deciphering the social and linguistic codes of the new society).

APPENDIX D
Survey Sample

Downloaded Separately from the Extranet
<http://extranet01.settlement.org>