

# **Power Analysis Inc.**

*Experts in Program Evaluation, Survey Research and Data Analysis*

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## **Evaluation of the Resettlement Assistance Program**

### **Final Report**

Jan-02

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## **EXECUTIVE SUMMARY**

### **Evaluation of the Resettlement Assistance Program**

The Resettlement Assistance Program (RAP) is Canada's front-line response to the world's continuing refugee crises. When resettlement of refugees is deemed the best option, Canada has agreed to accept a pre-determined number – currently 7,300<sup>1</sup> – and provide settlement services and financial assistance through monthly income support. These government assisted refugees (GARs), who are selected overseas, are met at the port of entry (airport), escorted through customs and immigration, and transported to their destination community.

Communities of destination in Ontario are Kitchener, London, Ottawa, Toronto and Windsor. There they are housed temporarily in reception houses or hotels operated by service providing organizations (SPOs) under contract to Citizenship and Immigration Canada (CIC) to deliver key services. Services include help finding permanent accommodation, orientation to life in Canada, introduction to their new community, links to government programs and community services, and reviewing the rights and obligations of financial assistance.

To ensure RAP is meeting the needs of newcomers, the Ontario Region of Citizenship and Immigration Canada – the Ontario Administration of Settlement and Integration Services (OASIS) – decided to sponsor an evaluation. This report presents the results of the evaluation.

### **EVALUATION DESIGN**

The Terms of Reference for the evaluation mandated a “snapshot” of RAP in Ontario; that is, a description of how and how well the program was working in 2001, along with a synopsis of ideas for improving the operation of the program. The contract required Power Analysis to develop a program evaluation framework and use it to conduct an evaluation of RAP in the province. Five sources of information were used to evaluate RAP: a review of documents and contracts; key informant interviews of CIC and OASIS officials; a review of administrative data; on-site visits; and a survey of clients.

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<sup>1</sup> 2250 of which are destined to Ontario.

## STATISTICAL OVERVIEW

The spring of 2001 was chosen for the purposes of the snapshot. This period was recent enough to yield an up-to-date profile of an ever-changing caseload, yet long ago enough to permit an examination of early success in settling into Canada. During this period:

- there were 225 cases (households), representing 459 clients (GARs) whose primary destination was Ontario (19% of the annual caseload);
- 90 cases went to Toronto, 42 to Ottawa, and 31 each to London, Kitchener and Windsor;
- the average age of GARs was 32.9;
- GARs came from 11 countries including Afghanistan (30%), the Sudan (18%), the former Yugoslavia (14%), Iran (14%), Iraq (12%); and
- GARs were fairly well educated, with 19% having university degrees, 18% having other post-secondary experience, 34% having a high school diploma, but 28% without high school credentials.

## SATISFACTION WITH RAP

The client survey explored satisfaction with major aspects of RAP. Respondents were asked to assign letter grades to indicate their degree of satisfaction, with A = excellent, B = good, C = average, D = below average and F = fail. RAP clients were pleased with the program overall, bestowing a B+ grade. Ninety percent said it was excellent or good.

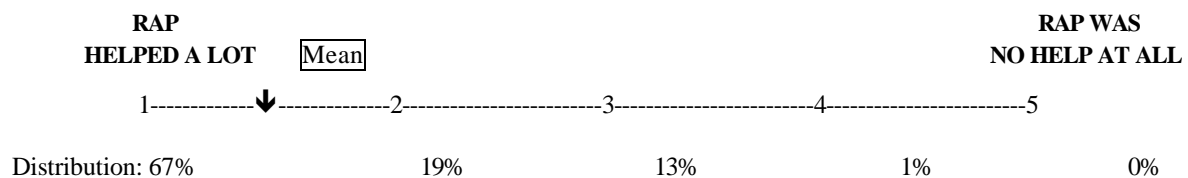
Ratings differed significantly by SPO: Kitchener clients gave an A -; Toronto GARs gave a B; all the rest were marked B+. There was also a significant difference by region of origin: Africa B +; Afghanistan B +; Middle East B; former Yugoslavia A -.

Marks for key facets of RAP are show on the next page.

## RAP Report Card

Aspect of Program	Mean Grade
RAP staff	A -
Temporary housing facilities	B
Reception at Toronto airport	B +
Orientation to reception house/hotel	B +
Help with application to government programs	B +
Explanation of financial rights and responsibilities	B +
Explanation of Canadian financial system	B +
Introduction to new community	B
Help finding apartment	B -
Referral to community services	B
Childcare services	B +
Financial assistance	C

An acid test for any settlement program is how much its clients feel the program helped them to settle in Canada. As the line below shows, almost two-thirds of the newcomers believed RAP helped them a lot in this regard. None said the program was no help at all. This is good evidence that the program was successful, at least in the eyes of its clients. This did not differ significantly by SPO.



The questionnaire asked clients to identify what RAP service was the *most* helpful for to settling in Canada. Financial assistance was mentioned most often (47%), followed by help at the port of entry (25%) and orientation to the new community (12%).

## EARLY SETTLEMENT SUCCESS

The evaluation was not intended to measure impacts, because RAP is not long or intensive enough to expect it alone to have an extensive impact on settlement. We did want to take advantage of the survey to get early indications of how well people seem to be doing in settling, however. With respect to factors under direct control of RAP SPOs, clients are doing well. All refugees have or have applied for a SIN. All have opened bank accounts. Virtually all clients (98%) not only know how to use public transit, but are comfortable doing so. The vast majority (93%) have experienced no trouble getting access to health care.

RAP has less direct influence on other important aspects of settlement such as employment, use of government assistance, taking ESL, and educational upgrading. SPOs and local CICs are supposed to be urging GARs toward financial independence, though. And clients have agreed to work towards that goal. Here clients are not doing so well. Virtually all RAP clients (99%) remained on financial assistance three to five months after arriving in Canada. A scant 9% were working in paid jobs, and they earn a paltry \$388 per month on average. Only 2% are in job training but 15% are upgrading their education. What were RAP clients doing with their time? Most (75%) were enrolled in LINC or ESL.

The next table shows how satisfied clients were with various aspects of their lives as of the early autumn 2001.

<b>Aspect of Settlement</b>	<b>Mean Grade</b>
Apartment/house	B -
Neighbourhood	B
Furniture	B -
ESL/LINC classes	B
IFH	C +
Life so far in Canada	B +

## OTHER NOTEWORTHY FINDINGS

SPOs have done a good job running the elements of RAP for which they are responsible. They deal well with a challenging clientele, with fluctuations in numbers and with changes in types of clients. Services are nearly always available in the refugee's language, either from staff or through interpreters.

Local CICs seem to be dealing well with RAP<sup>2</sup>, although they have done little monitoring this year. Only one – London – has completed the 10% requirement. The others have done none or have barely begun. Shortages of time and resources were cited as reasons.

There are three types of temporary accommodation in use in Ontario. Windsor has a nice, modern hotel. London and Kitchener have large, old houses. Ottawa and Toronto have large brick tenement buildings. The state of the reception house facilities may be unappealing, but not dirty, unsafe or offensive. They may be considered functional and suitable from CIC's perspective: they serve the purpose of providing safe, temporary accommodation for newcomers, without providing an incentive for clients to stay longer than absolutely necessary.

Services are essentially the same across the five communities. The most noteworthy difference involves orientations. Perhaps because the typical stay in the reception house is so long, Ottawa has nine separate sessions stretching out for up to three weeks. All other SPOs have two to four orientations, which finish within about one week of arrival (except in Kitchener where GARs come back to the reception centre after about six weeks in the country to attend the final orientation).

Looking for an apartment constitutes the central focus of the stay in the reception house/hotel once the orientations are done and the first cheque is issued. Finding one is certainly the major obstacle to moving clients out before the contracted number of days expires. None of the five SPOs currently does this. The length of stay in temporary housing varies dramatically by community, from 14 days in London to 43 in Ottawa. The primary reason seems to be vacancy rate, which is an incredible 0.2% in Ottawa.

It is difficult to compare reception house and hotel models directly because of large differences in communities, staff and management philosophy, but both models seem to do an admirable

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<sup>2</sup> The evaluation did not attempt to examine internal CIC issues, but SPOs said they had a good relationship with local CICs and felt they were doing a good job.



job in meeting the immediate settlement needs of clients. We found no basis for the argument that hotels provide a lower quality of service to GARs. Clients responding to the survey agreed service quality was high under both models.

## CONCLUSION

RAP is a success conceptually and operationally. Almost all informants were convinced that the program is relevant and well-conceived. The only policy that many people disputed was that of tying financial assistance rates to provincial levels, and then chiefly because shelter rates are perceived as unrealistically low in Ontario. Others found the lump sum Child Tax Benefit deduction vexing.

Site visit, interview and survey data suggest the program is operating as envisaged by policy makers and run well by the SPOs. From reception at the Toronto airport through the move out to permanent quarters, clients were impressed with the services. We found few operational problems at the SPOs, except that in comparing costs across SPOs it is apparent that some could be much more efficient in delivering services. SPOs did a competent job carrying out their duties under the contract and rarely strayed beyond the bounds of policy. There were few instances of outstanding practice that could be shared among agencies to improve services everywhere, however. It appears management and staff have settled into a comfortable routine that they consider effective, and have felt little compulsion for innovation or change.

# CHAPTER ONE: INTRODUCTION

The global population of refugees is estimated to be 14.5 million; another 20 to 24 million people are internally displaced in their home countries. In 2000 alone, about 5.5 million people were newly uprooted – usually as a result of political conflict – in the Middle East, Congo-Kinshasa, Chechnya, Sudan, Indonesia, Afghanistan, Sierra Leone, Ethiopia/Eritrea, Colombia, Sri Lanka, Burundi, and elsewhere.<sup>3</sup> These men, women and children have been forced to leave their homes and start over again.

Three “durable solutions” have been used to restore national protection to refugees:

- voluntary repatriation – the voluntary return of refugees to their home countries;
- local integration – the long-term or permanent settlement of refugees in the country of first asylum; and
- resettlement – the transfer of a refugee from the country of first asylum to a third country that has agreed to provide the person with protection.

The availability and suitability of solutions varies for different groups of refugees and even for refugees within the same population. The preferred solution is voluntary repatriation, but this is feasible only if the conditions that compelled the flight have been rectified. Local integration is the next recourse assuming the country of first asylum is willing and able to securely settle the refugees (which often requires the assistance of the global community) and the refugees are willing to stay there. Resettlement is a suitable protection strategy for refugees whose safety cannot be secured via voluntary repatriation or local integration.

Canada has a long-standing commitment to the resettlement and protection of refugees. For most of the latter half of the 20<sup>th</sup> century, the Adjustment Assistance Program (AAP) provided temporary financial assistance to indigent immigrants to help pay for accommodation, necessary clothing and household effects, and living expenses for up to one year. AAP was replaced by the Resettlement Assistance Program (RAP) on April 1, 1998: the major change

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<sup>3</sup> Us Committee for Refugees (2001) World Refugee Survey 2001. See: [www.refugees.org/world/articles/50years\\_r01\\_5.htm](http://www.refugees.org/world/articles/50years_r01_5.htm).

was the shifting of client service responsibility from local CIC staff to contracted Service Providing Organizations. RAP provides government-sponsored refugees with income support and assistance to address the many integration problems – socio-cultural, economic, administrative, legal and psychological – facing resettled refugees. Its two-fold objective as stated in the Terms and Conditions of RAP is:

- to provide assistance directly to eligible immigrants who demonstrate a lack of sufficient income to provide for their needs and the needs of their dependents; and
- to provide contributions to eligible service providers who demonstrate the ability to provide services to eligible immigrants.

To ensure RAP is meeting the needs of newcomers who rely on the program, the Ontario Region of Citizenship and Immigration Canada (CIC) decided to sponsor an evaluation.

## 1.1 Background – RAP on Paper

Canada's programs and policies relating to resettlement of refugees are governed by the *Immigration Act*,<sup>4</sup> which in turn is guided by the United Nations' *1951 Geneva Convention Relating to the Status of Refugees*, and its 1967 Protocol. These instruments, which Canada signed in 1969, decree states' obligations to refugees and define what a refugee is:

"Convention refugees are persons with a well-founded fear of persecution based on race, religion, nationality, political opinion or membership in a particular social group." Canada's resettlement program goes further to include those personally and seriously affected by civil war, armed conflict or massive violation of human rights, and for whom there is no possibility of finding a durable solution in the foreseeable future – the Humanitarian Designated Classes (HDC). HDC comprises the Country of Asylum Class, which includes persons who are outside their country and are privately sponsored or have sufficient financial resources to support themselves; and the Source Country Class, which includes persons who are living in their

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<sup>4</sup> Bill C-11, the *Immigration and Refugee Protection Act*, was tabled in early 2001. The government said the bill carries "a dual mandate: closing the back door to criminals and others who would abuse Canada's openness and generosity while opening the front door to genuine refugees and to the immigrants the country needs."

country – one designated as a source country<sup>5</sup> – and are assisted by the government, are privately sponsored or have sufficient financial resources to support themselves.

Resettlement of refugees has four fundamental aims: protection (which is the cornerstone); sharing of international burdens; reunification of families; and provision of a durable solution.<sup>6</sup> Under its Annual Refugee Resettlement Plan the Canadian government selects a pre-determined number of refugees (currently around 7,300) for resettlement. Annual targets – including the number, type and source of refugees for resettlement – are set by CIC's Selection Branch with input from CIC's international personnel, the United Nations High Commissioner for Refugees (UNHCR), NGOs, CIC regional offices, and provincial governments.

RAP is restricted to government-assisted refugees (GARs) selected overseas. Applicants may be referred to visa posts by the UNHCR or other reputable overseas agencies or may apply without referral. In selecting refugees, visa officers consider mainly need for protection and ability to resettle in Canada (which is determined by their knowledge of English or French, age, education and work skills). Other considerations include family configuration, adaptability, motivation and resourcefulness.

Two distinct processes are used to determine destination in Canada. An annual target/arrivals plan called the Pre-Approved Plan (PAP) specifies by mission the number of refugees destined to cities or provinces in Canada. The PAP is approved and distributed to missions at the end of each calendar year (it may be amended during the year). Visa officers in larger processing missions use PAP to help determine the GARs' destination in Canada. They attempt to ensure an even flow of arrivals over the year to facilitate effective provision of settlement services in Canada. When deciding on the most appropriate destination the visa officer considers personal factors such as the presence of family members or others of a similar culture and prospects for employment, as well as community factors such as climate, unemployment rates, skills in demand, housing availability and immigrant populations. Community profiles, prepared and updated annually by CIC regions, provide the community information needed to make destination decisions.

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<sup>5</sup> A list of designated countries developed in consultation with CIC partners.

<sup>6</sup> Operations manual.

Destination Matching Requests (DMRs) are used by smaller missions not using a PAP. These are used to request a final destination for GARs from the Matching Centre. The Matching Centre, located in the Resettlement Division of the Refugees Branch at National Headquarters, is a coordinating hub for bringing refugees to Canada. Along with facilitating matches between refugees and private or Joint Assistance Sponsorships, the Centre identifies the most suitable destination in Canada (using individual circumstances and information in community profiles) for refugees applying to missions without a PAP. With a destination selected for a refugee, the matching Centre informs the mission.

To alert CIC and SPOs about the impending arrival of refugees, the mission sends a Notification of Arrival Transmission (NAT) to the Matching Centre at least 10 days before arrival. NATs include date of arrival, flight details, final destination, names of sponsors, special needs and so on. In turn, the Centre forwards the NAT to the port of entry and local CIC office; the CIC office notifies the service provider. This enables the SPOs to arrange for airport reception, travel to the final destination, temporary housing and help with immediate needs.

This year 2,250 refugees are destined to one of five communities in Ontario: Toronto, Ottawa, London, Kitchener and Windsor. Additionally, 1,100 initially sent to other provinces later move to Ontario while still in RAP, so-called secondary migration. Such moves are discouraged for at least a year after arrival in Canada because they affect regional and local budgets and service delivery. Secondary migrants are ineligible for certain RAP benefits such as temporary housing.

RAP services are delivered by Service Providing Organizations (SPOs) under contract to CIC. RAP services include:

- meeting the newcomers at the port of entry (Toronto airport) and transporting them to their temporary accommodation (reception house);
- ensuring immediate basic needs are met – e.g., providing meals and winter clothing, explaining house rules;
- linking newcomers to mandatory public programs – explanations and help with applying for SIN<sup>7</sup>, child tax benefit, OHIP;

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<sup>7</sup> Most local CICs have a process in place to procure a SIN for clients in a short time frame.

- linking newcomers to income support by ensuring they understand their financial responsibilities – information of Canadian currency and financial system, explanation of income support budget and obligations, help with budgeting and help with establishing a bank account;
- providing basic orientation specific to their immediate needs – e.g., information on renting accommodation, shopping, food and cooking, schools, telephones, local transportation and Canadian norms;
- help to locate permanent accommodation;
- assisting newcomers with links to settlement and broader based services – a referral plan based on family circumstances and needs (e.g., referral to language classes or job finding club); and
- conducting client satisfaction surveys/exit interviews.

Immediate essential services are to be delivered within four to six weeks of arrival in Canada. In Ontario, four of the five SPOs operate Reception Houses to offer temporary accommodation to refugees and coordinate access to other essential services. Ontario's first Reception Houses opened in Windsor and London in 1987. By late 1989, when projections for refugee arrivals were high, there were nine in Ontario in Windsor, Chatham, London, Kitchener, Toronto (4) and Ottawa with a total of 520 beds. But arrivals fell short of projections, forcing major program restructuring (i.e., GAR targets were reduced). Three reception houses – two in Toronto and the one in Chatham – closed in 1992, and the rest were downsized by about a quarter between 1993 and 1995. Bed spaces stood at 380 in the mid 1990s. Another facility closed in Toronto in 1999 as CIC's budget was not sufficient to keep both open. Today there are reception houses in Toronto, Ottawa, Kitchener and London; Windsor currently uses a hotel. A pilot program in Hamilton was initiated in October 2001 using a hotel as temporary accommodation for GARs.<sup>8</sup>

CIC has issued several helpful brochures in various languages to help SPOs transmit important settlement information. Some services – meeting clients, links to mandatory programs, financial responsibilities and basic orientation – are usually delivered in group sessions. SPOs are encouraged to use volunteers and subcontractors for help delivering services.

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<sup>8</sup> The pilot, which began as this evaluation was winding up, was not included in the evaluation.

A certification process is in place to ensure quality control of delivery of financial orientations. RAP counselors must be certified for delivering financial orientations, although they may deliver the orientations while awaiting certification.

Service standards are set to augment quality and consistency across SPOs. A standard of 13 hours per client is set for funding purposes as follows: one hour for greeting client; two hours for intake and link; two hours for assessment and referral; five hours for orientation; and three hours for finance. This 13 hours is used in the National Funding Formula.<sup>9</sup> Table 1.1 shows the different elements of the National Funding Formula, which is used as a guide to compute the maximum anticipated costs of operation.

Table 1.1 National Funding Formula, 2001/2002

SERVICE	FORMULA
Delivering essential services	# of family units* x 13 hours x \$18 per hour
Special needs review	.25 (# of family units x 5.8 hours x \$18 per hour)
Stay in reception houses	# GARs x \$45 per day x 10 days (if vacancy rate > 1%) or # GARs x \$45 per day x 15 days (if vacancy rate < 1%)
Food	# GARs x \$9 per day x 10 days (if vacancy rate > 1%) or # GARs x \$9 per day x 15 days (if vacancy rate < 1%)
Incidentals	# GARs x \$4 per day x 10 days (if vacancy rate > 1%) or # GARs x \$4 per day x 15 days (if vacancy rate < 1%)
Linen	\$ GARs x \$75
Transportation	.5 (# GARs) x \$25
Housing search	# of family units x 1.25 hours x \$18
Interpretation	.75 (# of family units) x 8 hours x \$13
Interpretation, special needs	.25 (# of family units) x 5 hours x \$13
Administration	# GARs x \$100
Accountability	# GARs x \$30
Secondary migration	# of family units x 3 hours x \$18 per hour

\* Family units defined as number of GARs divided by 1.8.

GARs are eligible for up to one year of financial assistance if they cannot meet basic needs such as food, rent, clothing and household needs. The amount of assistance is guided by

<sup>9</sup> It is not expected that each case will require 13 hours of service, merely that the average will be 13 hours.

provincial social assistance rates. The recipient must make every effort to attain self-sufficiency as soon as possible (must look for a job or participate in a job search program and/or training program such as language training or skills training).

In cases of special needs, defined as persons with emotional problems caused by the refugee experience or those with unusual family configurations (e.g., many children, elderly parents), CIC may work with private sponsors to provide the extra assistance they need. Under the Joint Assistance Sponsorship Program (JAS), CIC provides RAP services – including income assistance for up to 24 months – and the private sponsor provides emotional and community support. Sponsorship Agreement Holders and their constituent groups may participate as sponsors. As well, under RAP, SPOs are expected to identify clients with special needs (e.g., health or psychological problems) and refer to appropriate services. The funding formula allows 5.8 hours for 25% of families coming to the reception house.

RAP Monitoring Guidelines recommend monitoring about 10% of the active caseload within 12 weeks of arrival in Canada. The guidelines call for 100% monitoring of JAS cases. Monitoring is governed by a lengthy questionnaire and is normally done via personal interviews.

CIC is currently reviewing its refugee selection and resettlement legislation, policies, and procedures. The review has spawned the Refugee Resettlement Model, which places increased emphasis on the protection of refugees. Four main changes to existing policy are under consideration: relaxing the requirement that refugees be able to resettle themselves within a year (a three to five year period is being considered); making a more concerted effort to facilitate the reunion of families; developing a closer relationship with non-governmental partners; and ensuring the immediate entry into Canada of urgent protection cases.

## **1.2 Evaluation Design**

The Terms of Reference for the evaluation specified three objectives: examine and evaluate the model of income support service delivery and models of reception service delivery in the five RAP centres and the port of entry; document the various delivery models and determine best



practices; and organize a meeting of key players in the RAP program. This calls for a formative evaluation design. Formative evaluations answer the question, “*How is the program operating and how can it be improved?*”

This evaluation focuses on describing how RAP operates in Ontario. It is, in essence, six case studies; this report looks across the case studies to yield an overall assessment of RAP in Ontario. To ensure a systematic analysis across sites, we superimposed a framework to describe each community’s RAP program:

- objectives – A description of what RAP intends to accomplish in each community.
- structure – Outline the strengths and weaknesses of the structure, and how RAP fits within the larger organization.
- services and activities – How RAP is delivered at each site, including the primary services and activities delivered by the program; facilities and procedures used to deliver the service; advantages each model offers in the delivery of services; and problems that impeded the achievement of objectives.
- resources – Resources include money, facilities, and the expertise of staff.
- environment – The context for each delivery model. How much is explained by community or other environmental factors; what local variables are necessary considerations in the application of these models; and what linkages there are to community support agencies.
- targets – Draw a profile of RAP clients.
- management – Examine the decision-making process, information systems, monitoring and follow-up, and make suggestions for improvement.

### **1.3 Structure of This Report**

Chapter 2 describes the methodologies used in the evaluation. Chapter 3 describes RAP as it operated in Ontario in 2001. The income support aspect of RAP is considered in Chapter 4. Chapter 5 considers the reception house versus hotel debate. The RAP program and client profile is featured in Chapter 6. Satisfaction with RAP is the topic of Chapter 7. The final chapter summarizes the major findings, and draws together the different lines of evidence to answer the evaluation questions.

## CHAPTER TWO: EVALUATION METHODS

The contract with the Ontario Region of CIC required Power Analysis to develop a program evaluation framework and use it to conduct an evaluation of RAP in the province. Proper evaluation design begins with a “pre-evaluation assessment” (also called evaluability assessment), the front-end analysis that helps determine how best to evaluate the program. The assessment generates the terms of reference for the evaluation (or the “evaluation framework”). With the cardinal purpose of guiding subsequent evaluation activity, the RAP framework included a program description, evaluation requirements, key issues to explore, data sources, potential evaluation indicators, desired methodologies, a work plan, and timelines. The evaluation issues specified in the framework are listed in the concluding chapter of this report, along with a summary of the evaluation findings pertaining to each.

Five sources of information were used to evaluate RAP: a review of documents and contracts; key informant interviews of CIC and OASIS officials; a review of administrative data; on-site visits; and surveys of clients.

### 2.1 Review Documents and Contracts

OASIS provided dozens of documents for review. This material enabled the evaluation team to carefully document how RAP was designed to operate.

Contracts between CIC and each RAP agency specify among other things, the budget and agreed upon number of refugees. This information was important for setting a statistical context for the analysis of findings by agency, and for comparing efficiency across agencies.

## 2.2 Key Informant Interviews

Interviews with key stakeholders were crucial for clarifying the important components of the program, to determine stakeholders' perceptions about the program and to ascertain their need for evaluative information. We began by preparing an interview protocol. OASIS provided a list of informants. These people were interviewed in person.

## 2.3 Administrative Data Review

To properly profile the program and its clients, we needed systematic data on clients. CIC provided individual-level data from the FOSS Immigration Database and NATs (to protect client confidentiality, no personal identifiers were included). Aggregate data were supplied from the Performance Monitoring spreadsheets. Administrative data were collected for all RAP clients who entered Canada in the second quarter of 2001 (to match the survey period). Data were analyzed using the Statistical Package for the Social Sciences (SPSS). Statistical profiles were generated for each agency and the overall program.

## 2.4 On-site Visits

We thoroughly examined program delivery via on-site visits at each of the six SPOs in Ontario. The SPOs are:

Table 2.1 SPOs

<b>Service Providing Organization</b>	<b>RAP Component</b>
Kitchener-Waterloo House Church Assembly	Reception Centre
London Cross-Cultural Learner Centre	Global House
Catholic Immigration Centre, Ottawa	Maison Therese Dallaire (called reception house)
COSTI, Toronto	Reception Centre
Multicultural Council of Windsor and Essex County	Comfort Suites Hotel
Malton Neighbourhood Services	Port of Entry program known as Immigrant Reception and Information Services (IRIS)

Each site visit included a tour of the facilities, an in-depth interview with the RAP manager, interviews with other staff, and observations of interaction with clients (e.g., orientations, airport reception). The local CIC counselor responsible for RAP was also interviewed.

Site visits occurred in September and October 2001. The typical visit lasted for most of the day.

The culmination of each site visit was a brief report on the program, which combined qualitative and quantitative information to outline its context, how it was operating at the time of the visit, how well it did respecting its intended objectives, and ideas for improvement.

## **2.5 Client Surveys**

Drafting the questionnaires was the first step. The client survey investigated client background, how satisfied they were with the different elements of RAP, how well the program met their needs, how well they are settling into their new communities, and suggestions for improvement. (The questionnaire comprises Appendix A.)

The questionnaire was pre-tested. Respondents had few problems with the questions or response categories, with the length of the questionnaire, or with recalling details of interest. Small modifications were made to improve the questionnaire.

Normally, surveys are conducted by the evaluator via mail or by phone. In this case, however, this was impractical because few refugees have enough knowledge of English to fill out a questionnaire or answer questions posed over the phone. Translating the instrument into the main languages spoken by current refugees was an option, but CIC believed many could be unfamiliar with completing surveys, poorly educated or even illiterate in their own language. Wishing to protect client confidentiality, CIC was also concerned about sharing names and contact information with the evaluator.

OASIS selected a CIC interviewer with a great deal of experience with refugees to go to each RAP community and carry out the surveys in person. Using one experienced person to carry out all interviews ensured consistency and high quality. The procedure was similar to that used

for regular 10% monitoring. Clients were sent a letter saying they were required to come to an interview concerning RAP. In this case, however, interviews were held at the reception house (hotel in Windsor), except in London where interviews took place at the local CIC. Interpreters were hired for clients whose English was limited.

Timing of the survey is always a contentious issue with evaluations. For an evaluation focusing on measuring impacts, say on settlement in Canada, we would recommend surveying clients who had arrived at least a year ago. This evaluation was not intended to measure such impacts, however, in large part because RAP is not long or intensive enough to expect it alone to have an extensive impact on settlement. RAP is focused on meeting immediate basic needs of refugees, with referral to other settlement and social programs. Most of its intended impacts – finding housing, getting health coverage and other government benefits, opening a bank account and so forth – take place in the first several weeks in Canada. Finding a job may well take longer, but RAP can be supposed to play a scant role in helping recipients to find employment (since it can do little more than refer to pertinent programs and help clients apply for a SIN). Also, the sooner surveys take place, the more clients are liable to remember about the service they are rating. Given that we based the survey procedure on the 10% monitoring that occurs in the third or fourth month, we saw no reason to ask CICs to change this for the purposes of the evaluation.<sup>10</sup>

Since the surveys were to take place during late September and October of 2001, we decided that clients who had entered Canada in the spring should be targeted for the survey (only GARs destined to Ontario – not secondary migrants – were included in the study). Given the time and expense of carrying out the survey, OASIS wanted to minimize the number to be interviewed, but wanted enough to ensure reliable data. Although there is no magic number to ensure reliability, statistics textbooks often recommend a minimum of 30 cases.<sup>11</sup> That number worked out well since about 30 cases<sup>12</sup> each entered Windsor, London, and Kitchener during the April to June quarter: every one of those clients was included in the survey. In Toronto and Ottawa, we selected simple random samples from cases entering during that period. The survey data thus yield a snapshot of RAP as it stood in the second quarter of 2001.<sup>13</sup> OASIS expects that

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<sup>10</sup> The surveys were not intended to replace the normal 10% monitoring that is supposed to occur.

<sup>11</sup> For example, sample sizes under 30 are denominated “small samples.”

<sup>12</sup> Families were treated as one case.

<sup>13</sup> Data from Toronto and Ottawa are weighted for generalizing to the Ontario population of RAP cases.

Ontario will receive about 1175 family units this year, so our sample represents approximately 19% of the annual Ontario RAP caseload.

With this methodology and with clients required to attend the interview, it should come as no surprise that the response rate was 82%.<sup>14</sup>

Table 2.2 Arrivals April to June 2001

City	Total Cases*	Cases in Sample	Surveys Completed
Kitchener	31	31	29
London	31	31	25
Ottawa	42	30	26
Toronto	90	30	27
Windsor	31	31	25
Ontario	225	153	132

\* Family units are considered one case

Once the completed surveys were received, they were edited and coded, and keyed into our statistical analysis software (SPSS). When all completed questionnaires were entered into the computer, a range of computerized and manual checks was made to verify the accuracy of the data. Any errors were traced back to the original paper copy of the completed questionnaire and corrected accordingly. Data were analyzed with SPSS.

<sup>14</sup> Extra cases were randomly selected for Toronto and Ottawa since it was very unlikely to complete interviews with all 30 people selected. In total, we selected 163 names, of which 161 were attempted. Response rate = 132/161. For calculation of standard error we used number of days stay: SE = .20. The mean stay (using survey results) was 23.6 days. For our sample, the margin of error is  $\pm 0.4$  days, 19 times in 20.

## CHAPTER THREE: HOW RAP WORKS IN ONTARIO

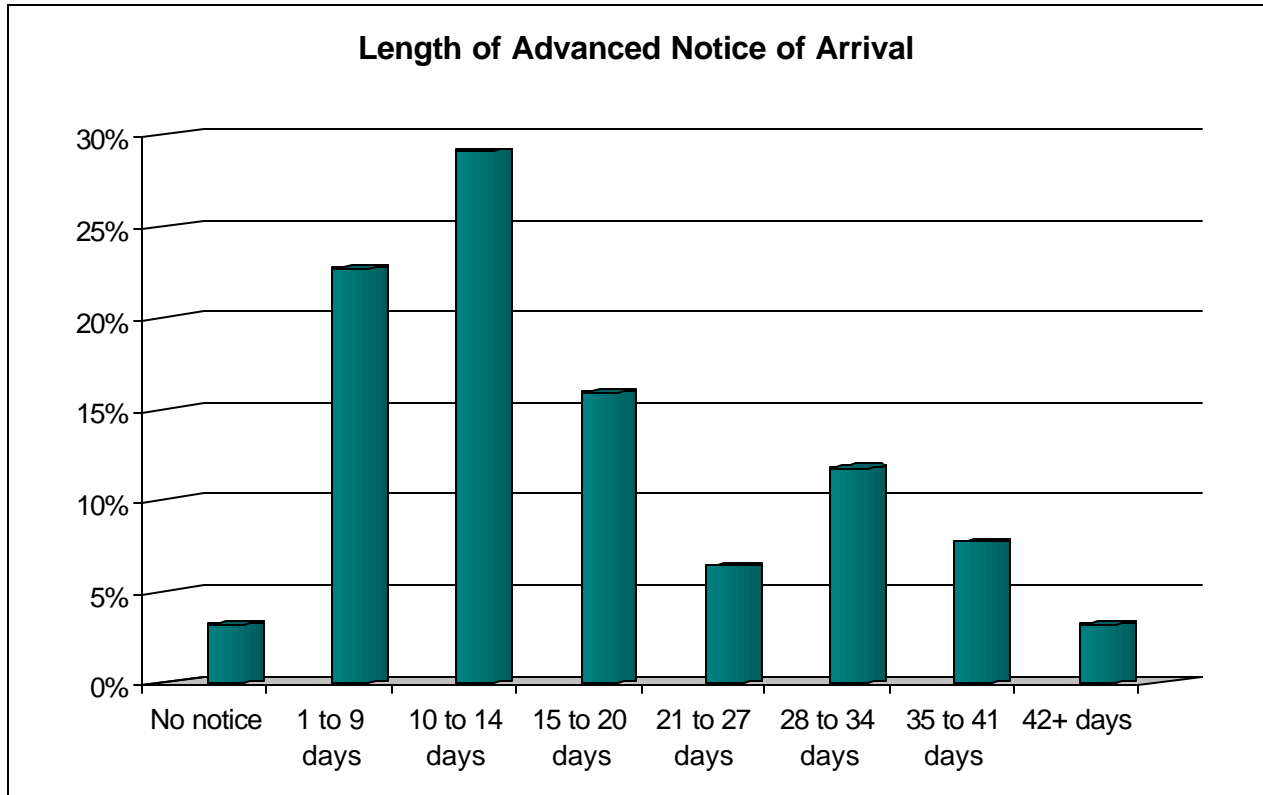
Refugees arrive in Canada exhausted from a long trip, profoundly affected by their recent past, confused about their present circumstance and uncertain about their future. They may not speak English, know little of Canada and our culture and likely nothing of the new community to which they are going. They are unemployed, probably poor and many are starting from scratch. Some have been traumatized; some have spent years in refugee camps and are suddenly expected to live independently. How does the federal government meet its commitment to provide safe refuge and help them settle into their new country? This chapter will summarize how the Resettlement Assistance Program – the crucial intervention that deals with the daunting task of initial settlement – works in Ontario. The chapter outlines what refugees typically experience from arrival at the Toronto airport, through their temporary lodging at a reception house (hotel in Windsor) to their move into more permanent accommodation. Experiences across reception houses are similar; the synopsis will identify variations on the theme.

### **3.1 *Behind the Scenes: Planning for Arrival***

The process of making arrangements for the landing of refugees begins about two and a half weeks (the average was 17.3 days) before arrival, with the NAT sent to IRIS and the local CIC office. Advance notice can vary dramatically, however; in some cases refugees arrive unexpectedly on a flight (i.e., no advance notice whatever). At the other extreme, notice will be sent a month and a half ahead of arrival. The distribution of time for advanced notice between April and June of 2001 is shown in Chart 3.1. Around one-quarter (26%) arrived with less than 10 days notice, the standard used by CIC.



Chart 3.1

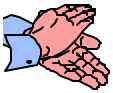


Advance notice also varied considerably by overseas post, ranging from just eight days in Ankara to 30 days in New Delhi. CIC should look into the reasons for this disparity.

Table 3.1 Average Length of Notice by Post

Post	Mean Days Notice	Number of Cases
Accra	15.2	5
Ankara	8.1	27
Cairo	12.8	25
Damascus	10.7	16
Islamabad	13.7	14
Nairobi	10.7	43
New Delhi	29.8	48
Vienna	24.6	33
Other	13.6	9
Total	17.3	220

The same NAT list is apparently sent to the ports of entry as well as all local CICs in communities with RAP. It includes all the refugees destined to reception houses across Canada; each local CIC has to identify which clients will come there. Local CICs send this list to the reception houses, which have to do the same. It is unclear why the Matching Centre wouldn't at least sort the names by local CIC.



**BEST PRACTICE** One local CIC – Ottawa – goes through the list to cull only the information for refugees coming to that city and faxes only this relevant subset to the reception house.

At the IRIS office the NATs are used to make a “weekly flight arrivals” schedule for each terminal, which shows by day flight numbers, time of arrival, languages, number of clients, immigration category, final destination and departure time. Once this schedule is set, it is easy to assign on-call staff because the languages of incoming refugees are recorded as well as the connections and destinations. This information is in turn used to create for each flight an “arrivals list,” which clearly shows who is arriving, what language they speak, where they are headed, and when connecting flights are departing and arriving at their destination.

### **3.2 Arrival at the Toronto Airport**

This section will depict the process of airport reception by summarizing the steps observed for one flight. The steps to be illustrated are: greet new arrivals, ensure everyone is accounted for, help to complete customs declaration form, accompany through primary customs and provide translation assistance if necessary, issue winter clothing (in winter months), help pick up baggage, provide any assistance required through secondary customs, assist in making bus/flight connections (arrange hotel or meals if necessary), notify destination, and complete the necessary paper work.

In the early afternoon of a cool late September day, Flight 6736 arrived in Toronto from Frankfurt carrying among its passengers 14 refugees. It arrived 40 minutes early, something that is normally unusual but for the upheaval caused to the airline industry by the terrorist attacks in the United States. Nonetheless upon disembarking and entering the primary customs

line, they were met by four staff<sup>15</sup> from the Immigrant Reception and Information Services (IRIS) program, dressed smartly in dark slacks, white shirts and red jackets, patriotic garb that helped identify them to the new refugees. The refugees were carrying plastic bags embossed with the International Organization of Migration logo, which helped identify them to IRIS staff.



**BEST PRACTICE** IRIS staff, all dressed professionally and alike, make a good first impression for refugees upon arrival at Toronto's airport.

Among the refugees were a married couple and a family of three from Iraq destined to COSTI in Toronto; an Iraqi couple going to Windsor's hotel; another Iraqi gentleman destined for the reception house in Ottawa; three single men from Cameroon all heading to the Ottawa reception house; a Liberian gentleman headed for the Charlottetown reception house; a woman from Sierra Leone also headed to Charlottetown, sponsored by the University of Prince Edward Island; and a lady from Liberia going to Guelph sponsored by the university there. As the last two cases evince, IRIS is responsible for assisting all refugees landing at Pearson airport in Toronto, not just RAP clients and not just those destined for Ontario.

IRIS staff greeted the refugees in their own language as they entered customs: survey results showed that 94% of GARs either knew English or were greeted in their language by IRIS staff. The newcomers were told the IRIS worker will help them throughout the customs and immigration process and ensure they make the necessary connections (or rebook connections if there are unavoidable delays). The first order of business was to complete the declaration card: staff helped the refugees complete the card by reading it in their language. They were advised to be frank in declaring what they had brought into the country. Once the forms were completed, refugees were told to line up to see a customs officer. Staff members accompanied the newcomers, ready to assist if asked to do so by the officer.

Once through primary customs, the refugees were escorted to immigration. IRIS staff made sure everyone was accounted for, and were ready to help with translation if called to do so by immigration officials, but otherwise stayed out of the process. Once each person finished with

<sup>15</sup> Each flight has a coordinator in charge, plus on-call staff who are assigned according to language and availability. The number of staff depends mainly on the number of different languages and destinations of the refugees.

immigration, he or she joined IRIS staff in the waiting area, awaiting fellow passengers.<sup>16</sup> Then they were taken to secondary customs via a germicide-soaked carpet meant to help keep foot and mouth disease at bay.

Had the refugees arrived in Canada between Oct 15 and April 15, they would have been diverted at this stage into a storage room to pick up winter clothing. Families come into the room together to select parkas (snowsuits for young children), gloves, boots, socks and hats. The items are displayed for easy selection by the refugees.

Refugees then picked up their baggage. By this time, the gear had been taken off the turnstile and set beside it. IRIS staff assisted the refugees by getting them carts, and where required, helping to lift the luggage onto the cart. Frequently one or more bags will be missing. It is the coordinator's job to report this to airline employees and make arrangements for retrieval. On this flight, clients bound for the reception house in Toronto were missing luggage. The coordinator took the claim tags to the airline's desk, where it was determined the bags would arrive on the next flight from Frankfurt that evening; they would be delivered directly to COSTI. This news the coordinator transmitted to the refugees via the interpreter. One person misplaced his visa and looked panicked. The on-call worker calmed him down, speaking to him in Arabic, and helped him locate it. This is a common occurrence, we were told, as nervous, fatigued and confused clients deal with the requirements of entering Canada.

With bags in hand, the refugees queued up for secondary customs. At primary customs the officer had determined whether or not a passenger's bags will be checked at secondary customs, the decision indicated on the declaration card. IRIS staff claimed that most refugees' bags are checked. On this day, 10 of the 14 refugees had to open their suitcases for inspection; the other four were permitted to pass right through. The inspection process can be time consuming depending on the number of passengers. This day it went quickly with everyone through within 15 minutes. There was but one hindrance: one refugee had food in his suitcase that he failed to claim. This provoked a stern reproof by the customs official, a seizure of the food and a written report; the person was permitted to pass, lesson learned. As in the previous stages of the entry process, IRIS officials stood by to translate if needed, but otherwise stayed out the way while customs officials did their job.

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<sup>16</sup> Exceptions are made for those with rushed connections. Customs and immigration is told of these situations and usually processes them first.

After clearing customs, passengers went their different ways along with their IRIS escort. The sponsored refugee was met by her sponsor to depart for Guelph.

The two refugees destined to Charlottetown had to wait until the next day for a connecting flight. Days earlier, IRIS had booked rooms at a nearby hotel. If refugees have no money for the hotel, IRIS staff must fill out a warrant to pay the hotel bill. The on-call worker called the hotel bus to pick up the newcomers and accompanied them to the curb where the bus stops. Once on the bus the refugees proceeded unaccompanied to the hotel – hotel staff deal with IRIS clients enough to know how to make them comfortable and to assign rooms. Later on an IRIS staff member will go to the hotel to take care of registration, give a brief orientation to the hotel (sometimes hotel staff do this) and see to client needs. IRIS staff will also meet the group at the hotel the next day to escort them to their Charlottetown flight.

Two cabs were called to transport Toronto bound refugees to COSTI. Proper forms were completed to account for the taxi service. The number of cabs depends not only on the number of passengers but on the amount of luggage they have.<sup>17</sup> If the number of passengers exceeds 10, IRIS books a large bus ahead of time, knowing from past experience that it is more cost effective than ordering several cabs to carry the people and their bags. Today a van and large car sufficed for the five passengers; the coordinator and on-call staff person who speaks Arabic accompanied them to the cabs. After assurances that they will be looked after at COSTI and farewells, the cabs whisked them to the reception house. The coordinator called COSTI to inform them that the refugees were on their way. This same process would have been used to transport clients to Kitchener or London, except an airbus service is used in place of taxis.

The remaining refugees, who waited patiently with IRIS staff inside terminal 1, had flights to catch that day. IOP, which schedules all flights, leaves a few hours' safety margin for connecting flights in case of delays. The timing for the Windsor flight was good and one IRIS worker escorted those refugees to the departure lounge. When the flight left, RAP staff in Windsor were called and apprised.

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<sup>17</sup> Some refugees arrive with a great deal of luggage, which causes problems getting around in the airport (IRIS staff often help carry bags, but sometimes porters are required). Too much baggage also causes headaches for connecting flights, especially in the wake of the terrorist strikes, because airlines are more strictly enforcing rules (such as two bags of a certain weight per person). IRIS staff sometimes have to help refugees unpack and repack suitcases or

Knowing the connecting flight to Ottawa was three hours hence, the coordinator went to the Air Canada connections desk to see if she could get them on an earlier flight. Fortunately the airline was again permitting changes – any such changes had been proscribed since the terrorist attack – and there were seats available on an earlier flight. The coordinator called the reception house in Ottawa to inform them of the earlier arrival time.

Since the plane to Ottawa left from terminal 2, the party proceeded to the shuttle bus. Once at terminal 2, the passengers were accompanied through security screening to the departure lounge. An on-call worker stays with those with little or no English ability until the plane is boarded. If the refugees can speak English, they may be left to wait on their own, but IRIS staff will return close to boarding time to make sure they get on the plane.

Things went smoothly for Flight 6736, but we were told that things can get much more hectic, especially for large groups of refugees. Coordination can be especially challenging. Often flights arrive late and staff have to scramble to help refugees make or rebook connections. On occasion, unexpected refugees arrive: the coordinator has to call CIC and deal with the extra workload. Sometimes a refugee refuses to go to his final destination. When that occurs, the coordinator points out the costs of doing this – especially loss of reception house services – but these refugees are usually adamant. In such cases, a “change of destination request” is completed and signed by the refugee. The person picking him up at the airport also has to provide information.

### **3.3 *Arrival at the Destination Community***

In Toronto, Kitchener and London, refugees are deposited at the front door of the reception centre by the taxi or airbus. Those going to Ottawa or Windsor are flown to the destination city.

In the case of Ottawa, the local CIC emails relevant NAT data to the Ottawa airport about 10 days before the refugees are due to arrive. The email specifies the names, immigration numbers and country of origin of the refugees and includes a small chit to be used to claim

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make provisions for extra luggage. Extra cabs are often required just to take the luggage to the reception house.

payment for services rendered. Immigration officials who work at the airport meet and greet the refugees and arrange transportation to the Reception House. A local private company run by a former immigrant handles the transportation. Several surveyed clients complained no one met them at the Ottawa airport, however.

In Windsor a RAP employee – the accommodations officer – goes to the airport to meet and greet every client. RAP uses a limousine service (generally cabs or minivans) for which they pay about \$30 per trip. That includes picking up the RAP worker at his house and proceeding to the airport and taking the parties to the hotel. He checks their documents, helps with luggage and gets them settled into the hotel.

### **3.4 At the Reception House/Hotel**

There are three types of temporary accommodation in use in Ontario. Windsor has a nice, modern hotel. London and Kitchener have large, old houses. Ottawa and Toronto have large brick tenement buildings. Except for Windsor's hotel and perhaps Kitchener's house (because it's in a nice neighbourhood), first impressions from the outside are negative and walking inside would do little to alter them. With the exception of Windsor, all the facilities are old and dilapidated. The Cross-Cultural Learner Centre, which runs London's reception house, is considering a move to more modern quarters.

The state of the facilities may be unappealing, but not dirty, unsafe or offensive. They may be considered functional and suitable from CIC's perspective: they serve the purpose of providing safe, temporary accommodation for newcomers, without providing an incentive for clients to stay longer than absolutely necessary. Windsor's hotel could conceivably make refugees reluctant to leave, especially since the apartment they could afford with the low rent ceilings permitted under RAP will likely be run down. RAP staff in Windsor deny this has been the case, however. Windsor's average length of stay in temporary accommodation is the second shortest in the province, although it also has a relatively high vacancy rate and the second lowest rent levels among the five cities.<sup>18</sup>

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<sup>18</sup> We note that the correlation between length of stay in temporary accommodation and vacancy rate is -.341. This is in the expected direction (as vacancy rate decreases the average stay lengthens), but it is hardly strong. We did a

Table 3.2 Average Length of Stay in June 2001

City	Mean Days in House/Hotel	Vacancy Rate* (Oct 2000)
Kitchener	19.2	0.7%
London	14.3	2.2%
Ottawa	42.7	0.2%
Toronto	20.9	0.6%
Windsor	15.9	1.9%

\* Canada Mortgage and Housing Corp data

When the reception centre gets enough notice that refugees are coming, managers usually schedule staff that can speak the refugee's language to meet and greet them. Table 3.3 shows what languages RAP staff know in each city.

Table 3.3 Languages Spoken by RAP Staff by City

City	Languages spoken by staff
Kitchener	Serbo-Croatian, Kurdish, Arabic, Dari, Persian, Sudanese and other African languages
London	Farsi/Dari, Arabic, Serbo-Croatian and Polish
Ottawa	Chinese, Spanish, Serbo-Croatian, Arabic, Farsi, French, and Pistu
Toronto	Arabic, Bosnian, Burmese, Croatian, Dari, Farsi, French, Italian, Kurdish, Polish, Portuguese, Russian, Serbian, Somali, Spanish, Turkish and Vietnamese
Windsor	Serbo-Croatian, Cantonese, Arabic and French

In cases where RAP staff members do not speak the language of the refugees, an interpreter is usually hired. There are instances where no one who knows the language is available; at these

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regression analysis to see what other factors might influence the length of stay (Chapter 6 gives a brief explanation of regression analysis). It turns out that vacancy rate has the most influence, but quality of RAP staff (in the eyes of clients) and family size also had an important association. For example, those clients who rated RAP staff excellent stayed an average of 19 days; when the staff rating was good, the mean stay was 26 days; and when the rating was average, the stay was 33 days. This does not necessarily mean that good staff *caused* the stay to be shorter; it is just as likely that a short stay caused clients to grade staff higher. Not surprisingly as family size increased so did length of stay. In any case, vacancy rate, staff grade and family size together explained about a quarter of the variance in length of stay. We lack the data to determine what else might influence the length of stay (e.g., length of notice of arrival had little effect).



times “we do the best we can.” One-quarter of clients surveyed said no one at the reception house could speak their native tongue<sup>19</sup>; but 61% these clients knew English (and again reception houses bring in interpreters for key services).

SPOs do not hire new workers who know the language and culture of each new wave of refugees, for that would either imply firing current staff or ever higher budgets to pay for additional staff. Not only would that be a distasteful and unrealistic policy, it would mean continually sacrificing experienced and trained staff. “It’s much easier to have an interpreter than to train and certify new people each time.”<sup>20</sup>

Upon arrival at the house, typically in the evening, refugees are welcomed at the front door and ushered into the foyer or meeting room. After a long flight to Canada, a few hours at the airport and another trip to their final destination, clients arrive exhausted, just wanting to sleep. Before they are left to rest, however, there are a few orders of business that must be taken care of by staff. The amount done that first evening varies by SPO. In all locations, refugees are asked if they have any pressing needs and are assisted as required. This is rare, but if there are any emergencies— which are usually related to health – they are dealt with immediately.<sup>21</sup>



**BEST PRACTICE** In Kitchener, the downtown Health Centre provides care for GARs at the Reception Centre.

Next they are offered refreshments. Clients are then informed of emergency procedures. At this point in Ottawa, they are issued utensils and linens, shown to their room and left to sleep. At the other end of the spectrum is Kitchener, where adults are asked for their visas; are given a welcome letter in the appropriate language, which lists staff and house rules and regulations; complete the

<sup>19</sup> This differed significantly by SPO, ranging from 46% in Ottawa to 97% in Kitchener. One would predict that Ottawa would be more likely to have workers who speak the language, since their staff complement is so much larger than that of Kitchener, but this was not the case.

<sup>20</sup> The evaluation did not compare effectiveness (e.g., in terms of accuracy or retention of information) of delivering orientations in the mother tongue versus via interpreters. We note however, that orientations are much longer when interpreters are used because everything has to be repeated. This could increase boredom and possibly reduce learning. For those with some English, however, the repetition could serve to enhance retention.

<sup>21</sup> Sometimes, refugees feel ill at the end of their long journey and want to see a doctor right away. Unless they

SIN application form; are given a brief tour of the house/hotel and told where emergency exits are; and are issued a key and shown to their room. The other four cities relegate much of this to the second morning.



**BEST PRACTICE** In Kitchener, each bed is made up with new sheets, blankets and comforter, along with a set of towels laid out on the end of the bed. This provides a more welcoming atmosphere for exhausted arrivals than a bag of linens placed on an unmade bed.

On the second morning in most locations activities comprising “intake” occur. For instance, in Toronto, intake includes an orientation to the centre (including house rules), introduction to the staff (children are introduced to the childcare worker), an overview of RAP, an assessment of immediate needs (especially medical needs and lost luggage), picture taking for IFH, a summary of naming systems, issuance of the incidental allowance, and filling out forms – initial contact form, declaration of funds, OHIP application, SIN application.

The time it takes to get a SIN number – which is important not only for getting a job but for setting up a bank account<sup>22</sup> – varies from three days to three weeks across the five cities.



**BEST PRACTICE** In London the local HRDC office is asked to fax the SIN number as soon as it is available, which is usually within three days of application. The card comes two weeks later.

Three of the five agencies issue refugees an information package on the first or second day at the centre. Most of the content is available in the languages of the great majority of refugees.



**BEST PRACTICE** Elements of a good information packet are: a welcome letter; house rules, regulations and safety procedures; a RAP overview; Canada’s cultural profile; city and area maps and transit schedules; emergency health care information; staff list or business cards; a list of bargain and ethnic stores in the area; and

appear seriously ill, staff have learned that they just need to rest and relax.

<sup>22</sup> In theory, clients are supposed to have a SIN before getting their initial cheque, but not all CIC workers observe this policy.

links to important help agencies. The RAP First Steps brochures could be the central part of a good information packet but these are usually distributed during orientations.



**BEST PRACTICE** Windsor goes one step further on the second day: staff or volunteers take refugees on a walking tour of the area close to the hotel in downtown Windsor. On this community tour they point out restaurants, stores, parks, street signs, traffic signals and so on.<sup>23</sup> Staff held that the tour is important not only to familiarize newcomers with the environs but to ensure newcomers understand traffic rules so that they don't get hit by a car.

Orientations begin on the second or third weekday in Canada (generally orientations are not done on weekends). The number of orientations varies across SPOs:

Table 3.4 Orientations by SPO

City	Number of Orientations	Total Number of Hours of Orientation (approximate)
Kitchener	4	6 to 8
London	2 or 3	6
Ottawa	9	18
Toronto	2	4
Windsor	2	5

Outside of Ottawa, orientations vary from four to eight hours broken down into two to four sessions. The small variation can be ascribed to differences in opinion as to how much refugees can absorb in a single session. Why does Ottawa feel its clients need about three times more orientation than elsewhere? Part of the answer may be related to the average length of stay in Ottawa, which at 43 days is about twice as long as elsewhere in the province. While clients are waiting for an apartment, orientations not only pass along important information, but help fill the time. Their sessions extend over two to three weeks, typically scheduled from 10 AM to noon on weekdays. There is no set order or pre-established day for each topic. Each week the orientation schedule is posted on a bulletin board in the first floor hall. Refugees reside there long enough to ensure they have multiple opportunities to attend each session. This is much different than everywhere else in

Ontario, where orientations finish within a week of arrival because the emphasis is on moving refugees to permanent accommodation as soon as possible<sup>24</sup>.



**BEST PRACTICE** In Ottawa, counselors strongly stress clients' financial obligations. The appeal is framed in terms of helping future refugees. Pay back your loan so the money can be used to bring other GARs to Canada. Find a job and get off financial assistance so money will be available to help other refugees in need. Report your income so money not exempted can be used to help future refugees.

There is little doubt clients in Ottawa will learn more and, perhaps with more leisure, recall more from their orientations. But, there must be a point of diminishing returns. What might be an ideal level of orientation? RAP managers and staff had very different opinions, which generally reflected the current time allocations to orientations.

Clients everywhere were happy with orientations, though satisfaction differed significantly across sites: Ottawa's grades fell in the middle. There was little noticeable difference between sites in how well refugees appeared to be settling into their new communities. We found no measurable benefit to clients for extending orientations as in Ottawa.

The RAP orientations we witnessed<sup>25</sup> were functional; essentially a recitation of facts competently delivered, but with little to distinguish them or make them memorable. There was nothing innovative or flashy about any session that we observed, and little we could characterize as best practice. Besides poor quality overheads at some sites, there were few visual aids to facilitate the presentation or make it more interesting.<sup>26</sup> In short they were boring.

<sup>23</sup> There is a checklist to govern this neighbourhood orientation, which may be helpful to other RAP agencies.

<sup>24</sup> Except in Kitchener where the first three sessions occur within five or six days of arrival in Canada; the fourth takes place after the clients have moved out of the house and have had some time to settle into their apartment – usually five to six weeks after arrival. The rationale provided by management is that new refugees get more out of the session once they are settled a bit in their new neighborhood. The RAP Handbook says, “It is expected that some of the Basic Orientation, as well as the links to Settlement and Broader Based Services will be scheduled after families have moved into permanent accommodation, except ... where stays temporary accommodation are longer because of low vacancy rates.”

<sup>25</sup> We observed one session at each SPO. It is possible that sessions we did not see were better.

<sup>26</sup> Overheads are used in Ottawa and London, but they are invariably copies – worn-out, fuzzy copies usually – of colourless text; for example an old photocopy of the RAP client agreement. In Ottawa, for instance, the content of the client agreement orientation was a straightforward point by point review of the agreement. A copy of the agreement is displayed with the overhead and the counselor points to the clause when she introduces it. Kitchener had no overhead projector so counselors are forced to write the main points out on a white board every time.

Having seen no best orientation practices at any site (apart from Ottawa's emphasis on client responsibility to work towards financial independence), we are in a poor position to recommend improvements to orientations overall. The improvements required might be classified as stylistic. As mentioned, the required information is being transmitted to clients, just not in a way calculated to make it memorable. A new set of more captivating overheads, perhaps based on the First Steps brochures, would be one important step.

After receiving orientation on the RAP client agreement and financial responsibilities, clients are ready for the first cheque interview with the local CIC settlement officer. Before the cheque is released the CIC settlement officer must be convinced that the new refugee has understood the information passed along during the orientation sessions presented by reception house staff. To determine whether a refugee has understood orientation material, the officer may pose questions such as "What are the benefits you are entitled to?" In the event that the refugee has a poor understanding of one or more orientation topics, the officer can deny the client the initial cheque until the material is understood (i.e., further orientation). This was said to be a rare occurrence in all five cities. Once CIC officers are satisfied the refugee understands what he or she is agreeing to, they have the client sign the RAP agreement and issue the cheque.

The timing of the first cheque is critical, since the vast majority of refugees cannot afford an apartment until it comes. In Ottawa, the local CIC requests the first cheque when the refugee arrives in the city. Elsewhere, CIC workers submit a request for the initial cheque soon after the NAT arrives. When there is too little notice of arrival, local CIC workers can do a hand-written cheque using departmental bank accounts to get money into the refugee's hands as soon as possible.<sup>27</sup>

CIC workers don't like using departmental bank accounts because they necessitate a lot of paperwork, but cheques take two weeks through the usual mechanism. CIC officers reported

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Toronto uses handouts. Windsor prefers informally sitting around a table (except for large groups) to present the main points without overheads or a standard agenda. The chief handouts are the "First Steps" pamphlets provided by CIC – which in our opinion are excellent – and forms created by CIC such as the RAP agreement, client report forms and so on. Brochures are also supplied to the refugees covering various topics such as the community health centre, language assessment, emergency numbers, and employment and education resources.

<sup>27</sup> CICs don't like writing such cheques because of the paperwork required: indeed London and Kitchener CICs said they were actively discouraged from doing so.

varying times to get the first cheque, a lot of which depended on how much advance notice they get of a refugee's arrival.

Table 3.5 Time to Get First Cheque by City

City	Mean advance notice of arrival (days)	First cheque is usually ready:
Kitchener	20.9	7 days after client arrives
London	19.0	when client arrives
Ottawa	14.4	10 days after client arrives
Toronto	15.9	2 weeks (but sometimes up to 4 weeks)
Windsor	14.7	3 days after client arrives

Right after the first cheque is issued, RAP staff everywhere but Ottawa accompany the client to set up a bank account. Staff have built good rapport with nearby bank branches, which facilitates the process of opening accounts when it might otherwise be difficult. In Ottawa, the philosophy is to maximize client independence – tell them how to do it (in orientations) and let them do it themselves.<sup>28</sup> We cannot find fault with this philosophy – although it is hard to reconcile it to Ottawa's perceived need to keep clients in residence for 25 to 28 days – but Ottawa did report more problems experienced by clients opening bank accounts than elsewhere.

Looking for an apartment constitutes the central focus of the stay in the reception house/hotel once the orientations are done and the first cheque is issued. Finding one is certainly the major obstacle to moving clients out before the contracted number of days expires. None of the five SPOs currently does this, as shown in Table 3.6. Stay is longest in the largest cities. Much of this is undoubtedly connected with lower shelter allowances and with the vacancy rate, which is only 0.6% in Toronto, but an almost unheard of 0.2% in Ottawa (see Table 3.2).

<sup>28</sup> Exceptions are made for clients who would find this impossible (e.g., no English)

Table 3.6 Tenure in Temporary Accommodation by City

City	Length of Stay Permitted by Contract (days)	Days Actual Stay*
Kitchener	15	19.2
London	10	14.3
Ottawa	39	42.7
Toronto	22	20.9
Windsor	10	15.9
Ontario	--	23.0

\* Source: Centralized CIC data

Clients' role in locating an apartment is generally restricted to viewing suites found by the RAP housing coordinator, except in Ottawa where clients play a larger role in the housing search. Although they are expected to help search for a place to live, clients are not often successful on their own for lack of contacts and facility with the language. If they were to track one down, chances of landing it are small because new refugees are perceived as poor prospects by many landlords (i.e., no job, no co-signer). RAP housing coordinators have built lists of landlords. They also know how to make the case with landlords for renting to refugees better than the refugees themselves could.



**BEST PRACTICE** In Kitchener, Reception Centre staff found an apartment for a large family by appealing to the community through the media.

Besides the apartment search, after orientations clients often have little to do. In most reception houses, almost everything is done for them. Everywhere but Ottawa, they are chauffeured to everywhere they need to go – shopping, banking, medical appointments, applying for OHIP, and so on. CIC workers come to them. ISAP counselors also come to them, except in Toronto. Everywhere but Kitchener<sup>29</sup>, their meals are prepared for them: London, Toronto and Ottawa

<sup>29</sup> Kitchener's meals policy was adopted a few years ago as staff came to realize that cooking meals for new refugees was not instructive; it was important to establish a routine from the beginning, they thought. Upon arrival at the reception centre the new arrivals are provided with dishes, utensils, and a few basics to allow them a snack and breakfast. On the first full day, they are taken shopping and given instruction on the use of the kitchen; from then on they have to prepare their own meals.

have kitchens to make meals for clients and cafeterias/dining rooms to eat in.<sup>30</sup> In Windsor, clients must eat lunches and dinners at nearby restaurants (there are many ethnic eateries in the area). Outside of Windsor, all clients are responsible for cleaning dishes.<sup>31</sup> Being at a hotel, Windsor refugees' rooms are also cleaned; elsewhere clients are responsible for keeping their rooms clean. At all SPOs, refugees are responsible for doing their own laundry. London, Toronto and Ottawa have laundry facilities in the building; the same for Windsor's hotel. Kitchener's residents must go to a nearby Laundromat.

While clients await an apartment, RAP staff usually make a referral for language assessment and take clients to apply for OHIP. There would be little point going much further at this stage – say, taking the client to apply for phone service and hydro or enrolling in school – since they assume a permanent address. Kitchener sometimes does enroll children in the community's school if the term begins before permanent housing has been located.



**BEST PRACTICE** In Toronto a school situated right next door has agreed to enroll the children of refugees in ESL class, and even into the regular school program, while they are awaiting permanent housing. This has the multifold benefit of introducing the children to the school environment, introducing or refining English language skills and keeping the children busy and out of trouble.



**BEST PRACTICE** In Kitchener, for the last two years the Reception Centre has partnered with K-W Counseling to provide a play therapy program for refugees at the Centre.



**BEST PRACTICE** In Ottawa, where the stay is so long, an ESL instructor paid by the school board delivers an ESL class right in the reception house three afternoons a week.

<sup>30</sup> None of the three centres that prepare the meals has a policy of providing “culturally-sensitive foods,” which was one argument used to back reception houses as opposed to hotels. Management holds this would be unworkable with the many groups that reside in the house at one time. They do avoid pork, which is prohibited in the Jewish and Muslims faiths.

<sup>31</sup> In Ottawa, clients are scheduled to wash all residents' dishes from time to time.



Keeping children safe and occupied is a preoccupation in Toronto and Ottawa. Born of necessity because of the long stay, childcare programs have been established in these two cities. About 80% of families with children said in the survey that there were not enough activities provided for children at the reception house.

Toronto operates a small program staffed by a full-time childcare worker. In recent months the demand for the service has been well in excess of the number of spaces available (8). As much as possible, the newest arrivals are given preference, allowing the parents to attend to the many details that need to be addressed in the first week of arrival. According to the sign posted on the door, child-care is available for two hours each morning and three hours each afternoon. The child-care centre was said to provide emotional support, social interaction, cultural tolerance and an introduction to academic expectations. Crafts and activities are theme-based and interaction takes place in English, as much as possible.



**BEST PRACTICE** Ottawa's "children's program" is much more than a child care service. Offered to school-aged children (ages five to 18) and staffed by volunteers, the program is run from 10 AM to noon and from 1:00 to 3:00 in the afternoon. It is difficult to classify the program since it combines day care, ESL, education and social work, though none of these is carried out on a formal basis. It attempts to help calm the children, most of whose lives are in turmoil, to introduce or refine English language skills, and to get them prepared for attending school. "They need a lot of affection and help... We need to be positive and caring ... and build (their) confidence." Because of the range in age and ability of the children, each has his or her own program. Subjects might include English (beginner to grade 12), math (basic to OAC), and basic science, geography and history. Teachers are often university students majoring in education.

Once an apartment is located, preparations are made for the move. Often the move can't take place right away because there may be an interval between lease application and approval and a wait for occupancy.



**BEST PRACTICE** London's RAP coordinator has begun keeping statistics on these intervals. Early indications are that these delays add at least a few days to the stay at London's Global House. Such delays are easy to overlook when setting policy on contracted stay. CIC should consider adding these indicators to its performance measurement system to see what impact they are having.

Just before the move, the housing coordinator contacts the local supplier to order furniture. No SPOs reported any problems with the supplier or the furniture, though one remarked the beds

are cheap. Cheap beds elicited a lot of complaints from surveyed clients, though overall they thought the furniture was fine. Most SPOs said the furniture could be delivered the same day if ordered in the morning. London said it can take two days. This too could delay the move if an apartment came up suddenly.

When the move to an apartment is imminent, a phone line and hydro are requested. Clients are also helped with shopping for staples. On the day of the move, a taxi – or taxis depending on family size and amount of luggage – is called to take the refugees to their new home.<sup>32</sup> A RAP staff person – usually the housing coordinator – goes to the apartment a bit later to ensure everything is going okay. In London, a settlement worker drives singles or small families to their new home; bigger families require taxis.

Exit surveys using a new client questionnaire were piloted for one month. We heard complaints that the survey was too long and confusing: CIC is currently redrafting the instrument. It is noteworthy that SPOs were carrying out the surveys. OASIS asserted that part of the purpose of having SPOs complete the survey was for self-evaluation, but this would certainly undermine the credibility of any findings reported to CIC given that much of the survey concerned rating SPO services. SPOs do not do any of their own exit surveys to assess quality of service.

### ***3.5 After the Reception House/Hotel***

Once the client moves out, that ends RAP SPO involvement for the most part.<sup>33</sup> The ISAP program, which is supposed to take over from RAP, is particularly important to help new immigrants settle and integrate into their new country. About 29% of clients surveyed were not referred – or at least did not recall being referred – to ISAP, however. Most of those in this category were in Toronto, where there are dozens of agencies that offer ISAP (Chart 3.2). Linking clients with ISAP is a much easier task in the smaller cities – London, Windsor and Kitchener – where there is only one ISAP agency and in Ottawa, where immigrant agencies have divvied up the pie and given responsibility to the Catholic Immigration Centre for all refugees to the city.<sup>34</sup>

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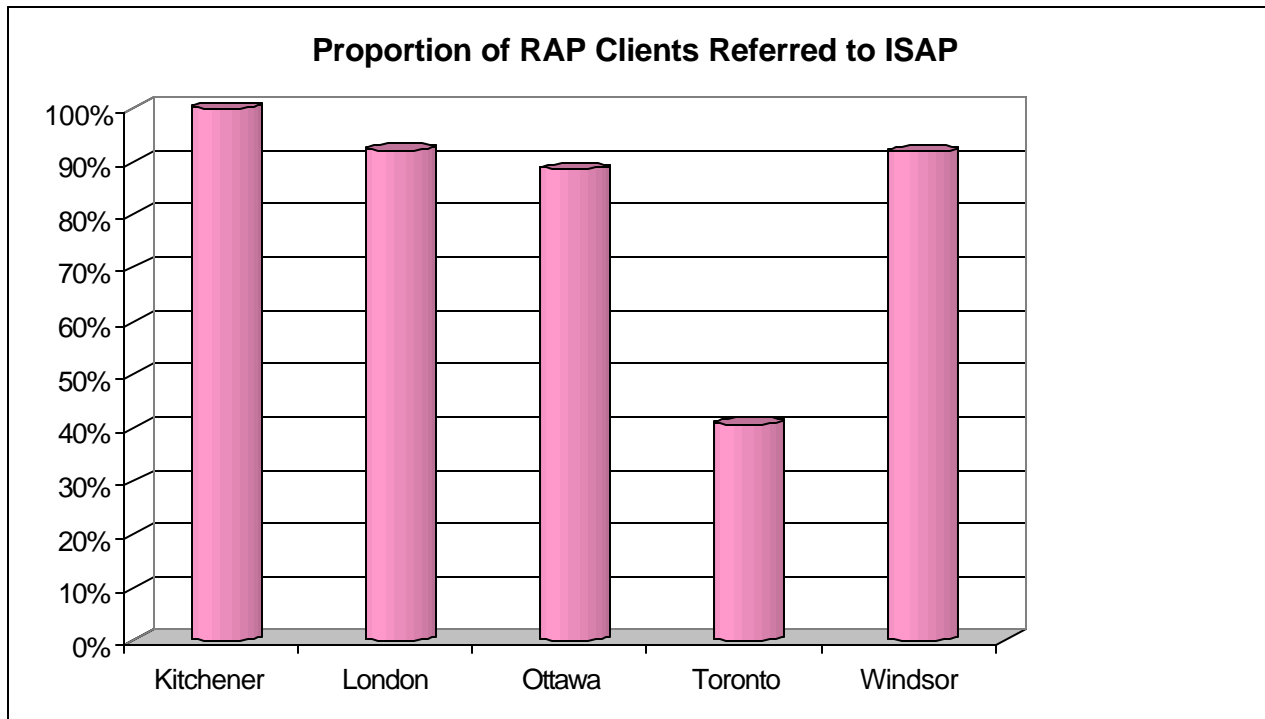
<sup>32</sup> Ottawa hires a local company to move its clients at a cost of 30 dollars.

<sup>33</sup> Recall that Kitchener calls clients back near the six-week mark for the final orientation.

<sup>34</sup> There is a greater degree of integration between ISAP and RAP in London than anywhere else in the province.

With the same agency in charge of RAP and ISAP in London and Ottawa, referral to ISAP is seamless. With the YMCA administering ISAP in Kitchener and Windsor, both of which have close connections with the RAP SPO, referral is also smooth. But in Toronto, there is no good mechanism for referral. Some interviewees and clients told us COSTI just hands its clients a list of ISAP agencies. Local CIC officials said that many ISAP workers in the city have vague knowledge of RAP. Little wonder then that only 41% of Toronto clients said they were referred to ISAP.

Chart 3.2



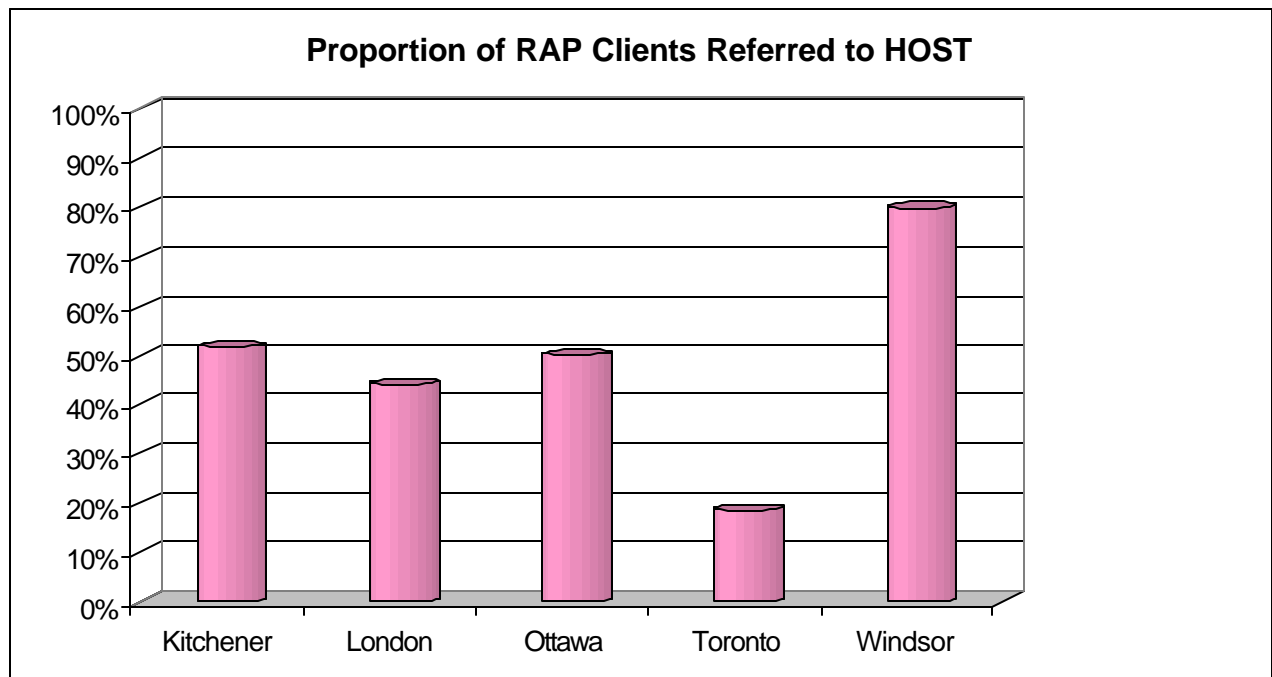
Weighted N = 194

RAP clients are also supposed to be referred to the HOST program, which matches newcomers with Canadian hosts who help familiarize them with their new community. Only 40% of RAP

Three ISAP workers deliver the RAP orientations (another person who works elsewhere also delivers RAP orientations). Any of CCLC's seven ISAP workers bring the refugees to the bank to set up appointments and to view potential accommodations, and help with shopping in preparation for the move. Referral in Ottawa is seamless because it is done within the agency using its elegant computer system, which automatically alerts the ISAP counselors when new refugees arrive: each refugee is assigned an ISAP counselor. HOST is also tied into the system, so HOST staff can contact refugees to determine if they are interested in having a host. MCC runs the only RAP program without an internal link to ISAP. The YMCA, which administers ISAP in Windsor, is notified about the new arrival and asked to send an ISAP counselor to the hotel to meet with the newcomers and introduce the program and how it can assist them once they have left the hotel. The Y assigns cases by ethnicity, rather than having one worker for government assisted refugees.

clients recalled being referred to HOST though. Referral to HOST is internal in Windsor, London and Ottawa, so it is to be expected that the rates of referral should be high in these cities. As shown in Chart 3.3, this is the case only for Windsor. Only around half the RAP clients were aware of being referred to HOST in London, Kitchener and Ottawa. The rate is lower still in Toronto, where only 19% said they were referred to HOST.<sup>35</sup> As there is only one HOST program for adults and one for youths in Toronto, it is not clear why the referral rate is so low.

Chart 3.3



Weighted N = 196

<sup>35</sup> HOST would be redundant for JAS cases that already have a private sponsor. But only one JAS case in Toronto and one in London were among those not referred to HOST.

### **3.6 Conclusion**

This chapter reviewed how RAP operated in Ontario in the latter half of 2001. The findings were positive. We concur with everyone interviewed for the evaluation that RAP is well conceived. Furthermore, site visit, administrative and survey data strongly suggest the program operates as intended.

Few problems were uncovered. Length of stay in temporary lodging substantially exceeds that permitted by contract in all cities except Toronto: much of this is likely due to the complementary problems of low vacancy rates and low shelter allowances. Monitoring is not getting done outside of London, which local CIC staff attribute to a lack of resources. Orientations could be more interesting.

On the other hand, there were few observed best practices. It appears management and staff have settled into a comfortable routine that they consider effective, and have felt little compulsion for innovation or change.

## CHAPTER FOUR: RAP INCOME SUPPORT

A cardinal element of RAP is the income support it provides to GARs, most of whom are destitute. CIC Ontario Region has allocated \$17,971,605 to RAP for 2001/2002. Eighty-one percent of this (\$14,636,625) is for income support; the rest is for contributions to SPOs that deliver RAP. As Chapter 7 will show, clients ranked financial assistance the most important aspect of RAP, even though they were disappointed with the amount of money they get.

### **4.1 Financial Assistance**

GARs are eligible for up to one year of financial assistance if they cannot meet basic needs such as food, rent, clothing and household needs. Under the Joint Assistance Sponsorship Program (JAS), CIC provides income assistance for up to 24 months.

Eligible clients receive an initial cheque shortly after arrival, which may include money for clothing, household items, linens, staples and telephone installation; one month's allowance for food, incidentals, transportation and shelter; and a loan for last-month's rent/damage deposit; and telephone and utility deposits.<sup>36</sup> CIC also furnishes the quarters with needed furniture and household effects: SPOs order the furniture package from an approved supplier and arrange for delivery to the refugee's residence. Clients receive financial counselling and are interviewed to verify they understand their obligations. Thereafter cheques are mailed monthly.

The amount of assistance is guided by provincial social assistance rates. Ontario social assistance basic allowances are as follows:

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<sup>36</sup> In addition, the Immigrant Loan Program provides loans for the costs of required medical examinations, travel documents and transportation to Canada. Loans are repaid in monthly installments and remain interest free within specified time lines, which vary according to the size of the loan.

Table 4.1 Ontario Social Assistance Basic Allowances

No. of Dependants Other than a Spouse	Dependants 13 Years and Over	Dependants 0-12 Years	Recipient	Recipient and Spouse
0	0	0	195	390
1	0	1	446	476
	1	0	486	512
2	0	2	532	576
	1	1	572	612
	2	0	608	648

For each additional dependant, add \$136 if the dependant is 13 years of age or over or \$100 if the dependant is less than 13 years of age.  
(Ontario Reg. 227/98, s.21(5))

Shelter allowances are determined in accordance with the following table.<sup>37</sup>

Table 4.2 Ontario Social Assistance Shelter Allowances

Benefit Unit Size	Maximum Monthly Shelter Allowance
1	\$325.00
2	\$511.00
3	\$554.00
4	\$602.00
5	\$649.00
6 or more	\$673.00

<sup>37</sup> Province-wide there are other special allowances also available under Ontario social assistance depending on the individual's circumstances:

- ◆ There is a fund called **Community Start-Up** that helps with last month's rent and other "start-up" costs such as dishes, utensils, etc. The most that a single person can receive from Community Start-Up is \$799 in any 12-month period. A family may be eligible to receive up to \$1500 in a 12-month period.
- ◆ The **Back to School Allowance** is a mandatory benefit payable to a recipient for each dependent child. (Dependant(s) 4 to 12 years of age \$69.00; Dependant(s) 13 to 17 years of age \$128.00.)
- ◆ **Employment Start-Up** assists in covering expenses incurred in starting a new job.
- ◆ Winter Clothing Allowance (\$105 per child)

These schedules, taken from the Ontario Works web site, mirror those in the RAP handbook. We note, however, that it seems to be the practice in RAP to pay children 18 and over as a single independent, whether or not they are living with their parents. The policy guidelines state that children aged 19-21 living with parents are to be paid \$195 monthly for basic allowances and \$100 for shelter. During the site visits we heard that once children turn 18, they are treated as independent whether or not living independently. Survey results show that almost every person aged 18 to 21 who was still living with his or her parents was granted \$325 per month for shelter.

Low rent ceilings were by far the biggest gripe about RAP among interviewees and surveyed clients. Almost everyone we spoke to felt RAP was well conceived. Tying rent ceilings to the prevailing welfare rates in each city was decidedly unpopular, however. Two RAP managers said they understood the rationale – “How can we be seen to pay more to newly arrived refugees than to Canadians?” Others dismissed this: “The province doesn’t set rates with respect to the needs of refugees... RAP ought to conduct its own study of needs.” In any case, there is little doubt that clients are in a difficult position covering rental and utility payments with their budget for shelter. Clients have to supplement rent money with money for food or incidentals, and complain profusely to reception house staff who can do nothing but sympathize. Single clients are advised to share an apartment with another refugee. Not surprisingly, leading the list of recommendations from SPOs and clients alike was a more generous rent ceiling for clients.

The rent ceilings force most single clients to share apartments (Table 4.3). By sharing, they can more easily find an apartment and get something nicer than they could afford on their own. Of those single clients who share apartments, 43% share with strangers and 57% with extended family members. Almost 60% of singles who share apartments still get less in shelter allowance than they pay for their share of rent; the proportion (paying more for rent than they get from CIC) is about 80% for those who do not share apartments.



Table 4.3 Comparing Rent Ceiling with Prevailing Rental Rates

Family Size	Rent Ceiling	Mean Rent	Percent Sharing
1	\$325	\$822	81%
2	\$511	\$875	52%
3	\$554	\$780	23%
4	\$602	\$751	0%

Families share exclusively with extended family members. About 40% of families who share get more in total shelter allowance (when added across extended family members on RAP) than they pay in rent. This is undoubtedly partly due to paying children aged 18 to 21 living with parents a full allowance. Only about 20% of families who don't share get more in shelter allowance than they pay. Note as the proportion sharing falls (by increasing family size) the divergence between mean rent and rent ceiling narrows.

Those clients who pay less for rent than they get from CIC are permitted to keep the difference. This does not apply under Ontario social assistance, where clients are covered for actual rent up to the stated maximums.

RAP income support recipients must make every effort to attain self-sufficiency as soon as possible (must look for a job or participate in a job search program and/or training program such as language training or skills training). But, the survey found that virtually all RAP clients (98%) remained on financial assistance three to five months after arriving in Canada. Although many refugees face difficult obstacles to finding employment – 64% had no knowledge of English when they arrived, for example – there seems to be little motivation to leave financial assistance. “Clients have no sense of client responsibility,” said one SPO worker (who had been an AAP client) at the RAP conference.

Several interviewees were convinced this was because of the lack of monitoring under RAP. They were convinced that a lack of monitoring has resulted in a high incidence of fraud – no one could hazard a guess as to how much – and the negligible occurrence of leaving RAP assistance before the year.

## **4.2 Client Monitoring Under RAP**

Local CICs are supposed to ask 10% of RAP clients to come to their office for a monitoring interview three to four months after arrival in Canada. This is not occurring. There has been no client monitoring whatever this year thus far in Toronto, Kitchener and Windsor and virtually none in Ottawa. The problem was held to be workload: each of these local CIC offices has one person dealing with RAP, all of whom maintained they had had no time this year for monitoring. Monitoring is important, all CIC counselors confirmed, but there are too few resources dedicated to it: “There are so many hours for so many things and something isn’t going to get done... and that something is monitoring.” RAP is not accorded much importance, claimed one local CIC officer, “because CIC gets no credit for the work RAP does – it doesn’t show up in the statistics. It kind of doesn’t exist.”

Where monitoring does take place, selection may or may not be at random. “Some were chosen at random, some were not,” said one informant. One CIC selects by time of arrival. Others said the choice was random, but it tended to be opening a drawer and picking out a few files (which would not be random selection, strictly speaking – for instance, thicker folders would have a greater chance of selection).

Of course, the only reason for selecting cases at random is to learn something about the population (all RAP clients), which implies analyzing data across selected cases. Because of the lack of resources, however, no one at the local CICs has collated monitoring data to analyze across cases. Such program monitoring – in addition to individual case monitoring – would be a good idea to identify trends and possible problems. CIC counselors acknowledged the importance of individual-level monitoring as a means of revealing problems such as fraud – and budget adjustments are often required – and for impelling a work search. There seemed to be little recognition of the value of program monitoring though. If there is no intention of program monitoring, there is no reason to select cases at random; there might as well be a purposive selection to focus on clients who might be more likely to need closer attention.

### **4.3 Ontario Works**

Ontario social assistance policy concerning case management is completely antithetical to RAP's. The centerpiece is called Ontario Works, which has three objectives:

- Ensuring that people on welfare take responsibility for finding work and becoming self-sufficient.
- Providing an effective transition to employment.
- Making welfare fair for people who need help and for the taxpayers who pay the cost.

There are two forms of assistance under this program: employment assistance and basic financial assistance:

- ◆ The goal of Employment Assistance is to help recipients in finding and maintaining employment. This assistance may take the form of job search, job search support services, basic education, employment placement, job specific skills training, supports to self-employment and participation in substance abuse recovery program.
- ◆ Basic Financial Assistance includes income assistance (shelter and basic needs including food and clothing), discretionary benefits, and emergency assistance.

To be eligible for financial assistance, recipients must sign a Participation Agreement. They are also asked to complete an Employment Plan that details the steps that they will be taking to move towards self-sufficiency, such as educational upgrading. In the case of refugee claimants, the work permit would influence these plans. The client's Basic Financial Assistance continues as long as the client is in financial need and participating in Employment Assistance activities.

According to a provincial representative, there may be several staff members involved in overseeing any one case, including: the case manager (responsible for finances); "workfare" worker (responsible for employment assistance); and the eligibility/review worker (monitors fraud). Provincial policy states that every three months, a review is to be conducted between the client and the caseworker.

Any success of Ontario Works in getting its clients off assistance and into the workforce is, according to Ontario Works interviewees, directly attributable to the Employment Assistance

interventions and case management that are integral parts of the program.<sup>38</sup> In terms of programming, this is the key difference between Ontario Works and RAP. Such policies are beyond the current mandate of RAP; adopting them would broaden the program considerably and increase administration costs substantially. RAP would have to completely change its case management approach, not just reverting to the AAP policy of monitoring all clients but going well beyond this to requiring clients participate in active interventions (e.g., skills training, workfare) to reduce their reliance on financial assistance.

#### **4.4 National Child Benefit**

Besides the issue of low shelter payments, the only noteworthy complaint of RAP workers and clients was the child tax benefit deduction. CIC deducts the benefit, which comes from the revenue department, from RAP assistance cheques. Some informants thought GARs should be able to keep the money (i.e., no deduction). But most had a different concern: the timing of the deduction. It is impossible to say when the first cheque will arrive, so CIC plays it safe and waits a few months before applying the deduction. After five<sup>39</sup> months the previous five months' worth of supplement payments are subtracted from the cheque received from CIC (the deduction is made monthly thereafter). In a few instances the newcomer may not yet have received the supplement by the fifth month and this lump sum deduction, which in some cases is substantial, places undue hardship on the family. In most cases, however, the CTB cheque arrives earlier. It is up to SPOs to inform clients that this will happen and that they need to plan for this by saving the lump sum CTB cheque to replace the large deduction from RAP cheques that will occur in the fifth month. The issue was said to cause a great deal of confusion among GARs, but most were said to understand what they need to do. Those who not understand and spend the CTB lump sum run into deep financial problems when the first deduction is applied, sometimes even losing their apartment. Informants urged CIC to work out this problem with Canada Customs and Revenue Agency. It is difficult to foresee what the solution would be, however. Some suggested an internal transfer of funds (leaving the client out of it) but Canada

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<sup>38</sup> We know of no controlled studies that isolate the impact of Ontario Works from all other possible influences (especially a strong economy), but note that the incidence of welfare use in the province has fallen drastically since the introduction of Ontario Works.

<sup>39</sup> Sometimes six, depending on the local CIC.

Customs and Revenue Agency would be loath to add a new administrative mechanism for this one government program.

A noteworthy initiative in the City of Toronto ties into the deduction of child tax benefits. Although these funds are deducted from the recipient's monthly assistance cheque, the province has made a commitment to reinvest social assistance savings into programs that benefit low-income families with children. The City of Toronto has chosen to reinvest this money to assist families on assistance who are unable to find, establish or maintain housing within the allowable shelter allowance. Families on assistance may receive additional support through the Shelter Fund or the Shelter Fund Enhancement. The Shelter Fund is basically a one time payment issued to assist families with dependent children who require "start-up" funds for establishing a new permanent residence, but it may also be issued to assist in the maintenance of current housing to avoid an eviction. The Shelter Fund Enhancement, on the other hand, is a monthly payment that supplements the shelter allowance of families with dependent children, paying the difference between the maximum shelter allowance and the actual shelter costs, up to a maximum amount. This supplement can range from a maximum of \$145 per month for a single parent with one child to a maximum of \$285 per month for a family of five or more. Generally the maximum period of issuance is six months, although it may be extended if the client remains involved in qualifying Ontario Works activities.

#### **4.5 Interim Federal Health Program**

Convention refugees are eligible for the Ontario Health Insurance Program (OHIP) upon arrival in the province. There is a three-month waiting period for those in the Humanitarian Designated Classes, however. During this waiting period, the Interim Federal Health (IFH) Program covers basic health services (except for those able to cover their own expenses). For all RAP clients, the program offers for up to a year limited coverage of services not covered by OHIP such as some prescriptions and emergency dental treatment. SPOs must register clients and local CICs prepare and issue documents that are used to secure services with health providers.

Survey results showed that clients were not enthused with the IFH program. They gave it a C + on average. Those who gave low ratings commented that the health care provider (e.g., pharmacy, dentist) would not accept IFH as payment, or that the particular item they wanted to buy at a pharmacy (e.g., vitamins) wasn't covered. There was no significant difference by SPO.

## CHAPTER FIVE: HOTELS / RECEPTION HOUSES

In Ontario, the two basic models of RAP temporary accommodation services are represented: reception houses and hotel. This presents an opportunity to compare the models, which is the aim of this chapter.

### 5.1 *Hotels Versus Reception Houses*

Reception houses were introduced to establish a permanent place in the community for refugees to begin the difficult process of settling into their new country. According to their proponents, reception houses represented a move away from warehousing refugees in budget motels toward a central, comfortable and safe environment where trained staff could offer help with their immediate settlement needs. A passage from an internal CIC document concisely stated this doctrine:<sup>40</sup>

(Temporary housing in hotels) fostered feelings of isolation, loneliness and abandonment, and even impeded the newcomers' initial adjustment to life in Canada. This did not serve as a fitting introduction to Canadian society. The need was recognized for a more welcoming and supportive environment for these new Canadians fleeing hardship and persecution abroad.

This logic was used to launch reception houses in the mid 1980s. Those who operate reception houses continue to espouse this viewpoint. "Hotels...don't know how to deal with refugees... It's the wrong milieu."

That same paper listed the benefits of reception houses as compared to one-star hotels to:

- ◆ refugees – immediate reception services, culturally sensitive food, homelike environment, safe environment, "soft landing."
- ◆ NGOs – better services to newcomers due to additional funds, better utilization of resources, staff learn from one another, innovative services.

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<sup>40</sup> Reception Houses: A Historical Perspective.

- ◆ CICs – more services for the dollar, save time, immediate access to newcomers, input in standard of services, positive relationship with newcomers.
- ◆ Community – newcomers become better adjusted community members, provides meeting ground for community groups, good volunteer involvement and multicultural experience.

As there was no research offered to support these arguments, we are left to conclude it was largely opinion, opinion that is easy to challenge: e.g., How do they know reception houses offer more services for the dollar than hotels? What proof is there that newcomers in reception houses become better adjusted community members?

The one research study that did compare reception houses with hotels did not sustain these viewpoints. The study, conducted for CIC, found that:<sup>41</sup>

- ◆ there was no evidence those staying in reception houses fared better than those who stayed in hotels in terms of integration into the community;
- ◆ the length of stay in reception houses (18.3 days) was twice as long as that in hotels (9.2 days);<sup>42</sup>
- ◆ the mean cost per person per night was \$47.52 in reception houses and \$29.40 in hotels (the differential was largely because hotels charge by the room but reception houses charged by the person and because CIC was paying for unoccupied rooms at reception houses);
- ◆ CIC could save \$500,000 annually on accommodation costs by using hotels exclusively; and
- ◆ service quality was comparable between reception houses and hotels.

What does our research tell us? The comparison is not straightforward. It is not advisable to contrast Windsor's RAP program with those of the other four cities because it would be impossible to isolate the effect of the type of residence from the many other factors that make service different – the cities are different, clients are different, staff are different, management philosophies diverge, and so on. For what it's worth, we found few differences in client satisfaction or early client outcomes between SPOs (see Chapter 7). If anything, Windsor's results were slightly more positive than the norm.

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<sup>41</sup> Consulting and Audit Canada, 1997 "Temporary Accommodation Analysis."

<sup>42</sup> No correlation was found between the vacancy rate and the length of stay in temporary accommodation.



We can compare across time within Windsor – the city had used a reception house until early this year – but this too requires caution since there was a shift from private sector to NGO operation at the same time. Still, since the same staff operates RAP now as before, the comparison is valid.

Although Windsor's use of a hotel is a new development, Windsor's RAP model has differed from that used in the rest of the province since its inauguration in 1988. Prior to 2001, a private firm – Sandbank Inc. – ran the reception house in the city: all other reception houses in Ontario are operated by non-government organizations. This came about because no NGO in Windsor had a suitable building available for a reception house when the federal government announced its intention to set up a reception centre in Windsor in 1987: previously hotels had been used. A businessman expressed interest in becoming the service provider. He had a small five-unit, centrally located apartment building available. He later bought the house next to that building, which was used as the residence for the house manager. EIC agreed to this arrangement and Sandbank commenced operations in January 1988.

The agreement with Sandbank stood from then until early 2001, when the owners retired and opted out of a renewal of their contract. No one else came forward to take over the business. Time had not been kind to the building: it had grown decrepit, infested with rats and cockroaches, and beleaguered with maintenance problems.

Ironically, then, as 2001 dawned, Windsor's RAP program was faced with the same dilemma as in 1987: no reception house and no NGO with a suitable building available to start one. There were, however, experienced and dedicated staff available to continue with the program. Wanting to maintain RAP in Windsor, CIC cast about for an organization to run the program (though a Request for Proposal process). Multicultural Council of Windsor and Essex County (MCC) was selected but as mentioned, had no building to use as a reception centre. CIC agreed to the use of a hotel for now, but may later reexamine returning to a reception house model. The part-time manager, accommodations officer and RAP counselor from the old reception house were brought on board to see to the day-to-day operation of the program.

The experience in Windsor suggests that the choice of hotels is important. Refugees to Windsor are housed at Comfort Suites, an attractive, modern, three-story hotel situated a couple of kilometers from MCC. Hotel staff speak about 15 different languages in total, certainly a plus for new refugees. Showing that the hotel takes the business seriously, management asks

potential new employees what languages they speak. Front-desk staff are aware of the program and the requirements of new refugees. They have agreed to contact RAP staff 24 hours a day should any emergencies arise. One hotel staff member who showed us the facility reported no problems with the refugees thus far. A minor concern was long-distance phone calls, but that has been resolved with mandatory use of calling cards.

The facilities are impressive. Rooms used for the refugees are spacious, containing two full-size beds, a pullout couch, a coffee table, a worktable, a TV, fridge, microwave, hair dryer, iron and ironing board. Larger rooms are available for big families. Room service changes beds daily and keeps the rooms clean. There is a coin operated laundry, an exercise room with a hot tub and a nice dining area in the front foyer, where free continental breakfast is served.

What does all this cost? Sixty-nine dollars per day. RAP has agreed to pay for two rooms each day – occupied or not – “to solidify the deal” and to ensure rooms are available for unexpected arrivals. The per diem for the old reception house had been \$39 daily, but RAP had to pay for more empty rooms.

The cost comparison between RAP under Sandbanks and RAP under MCC is complicated (moving from private sector to NGO at the same time as moving from a reception house to a hotel), but it is obviously more expensive under the current regime. Even when one-time start-up costs and performance measurement costs are deducted, costs are up over 50%. A good portion of this is accounted for by budget assigned for the hotel and meals. This being the first year of operation it was hard to forecast how much the hotel would cost so the budget was increased just in case costs turned out to be high: thus far hotel costs are turning out to be somewhat lower than budgeted. Costs under the hotel model should be more stable and predictable, because additional costs for hotel overflow will not be incurred.

Beyond the extra cost, another disadvantage to using hotels was said to be the vacation-like environment where residents are not required to shop, cook and clean. This could make the transition to permanent housing more difficult, staff surmised, though they added the hotel did not seem to increase the length of stay. A negative associated with this particular hotel was said to be the distance to MCC. Clients can and do walk on nice days; otherwise they need a taxi to make their appointments for orientations. Offsetting these disadvantages is the obvious appeal of the new hotel as opposed to the dilapidated reception house: clients get a much nicer

first impression of the country and staff are relieved of the responsibility of doing constant maintenance.

Asked directly whether they preferred a hotel or reception house, Windsor staff said the hotel, although that may be because the comparison was not theoretical but coloured by the stark difference between a rundown, rat infested apartment building and a fancy new motel. By the same token, their working conditions are much improved in the current circumstance. Staff added that their preferred model would be a hotel with a restaurant. The CIC counselor thought it was too early to determine whether the hotel or reception house model was better.

What about the cardinal argument made by advocates of reception houses that hotels lack the appropriate ambiance for new refugees? This was rejected by Windsor staff who maintained that their clients were in the proper milieu because the hotel had a multicultural staff, because the neighbourhood had restaurants catering to many different cultures and because RAP staff kept in close, albeit inconstant contact. Moreover, argued the manager, hotels give clients relatively more freedom so that clients don't come to rely too heavily on RAP staff. This greater independence from RAP staff was said to help them deal with their own problems subsequent to leaving the hotel.

Perhaps the bottom line is the quality of RAP management and staff. That is likely independent of what type of temporary lodging is used. In the case of Ontario, Windsor's staff are as talented and devoted to their clients as elsewhere.

## **5.2 Overflow**

Except in Ottawa, where the YMCA is used for overflow, SPOs used hotels when the number of refugees exceeded the capacity of the house. Even Windsor has a verbal agreement with another hotel in case there are insufficient rooms at the Comfort Suites. Last year, overflow was an issue only in the autumn months, except in Kitchener, which also needed overflow facilities in July and August.

SPOs said they selected hotels mainly on the bases of cost and proximity: a typical room rate is around \$80. Kitchener chose a more distant hotel than would be ideal because it has kitchen facilities (Kitchener feels it is important that refugees cook for themselves). After dealing with a particular hotel, SPOs like to stick with it because hotel staff become familiar with its clients and their needs.

There are different models for use of overflow facilities. In Kitchener, newly arriving refugees are never placed directly into the hotel because upon first arriving in Canada they are deemed to need closer attention than would be possible at a hotel. Instead clients who have been in the reception centre for a while – who have been welcomed, have attended the first three orientations and have gotten a bit settled – are moved to the hotel until permanent accommodation can be found for them.

In Toronto, when the hotel is needed, refugees go directly there from the airport (instead of making room in the house for newly arriving refugees by moving others who arrived earlier out to the hotel). COSTI does this because the stay in the reception centre is short and they do not wish to displace refugees again. They have made provisions for an on-site office when clients are staying at the hotel, however.

London uses a mixed model. When Global House is full, newly arriving refugees are taken directly to the hotel, unless they need closer attention (e.g., large families with small children) in which case they are brought to Global House supplanting earlier arriving refugees who are moved to the hotel. CCLC has also fashioned an arrangement with St. Joseph's House, a church-run facility for refugee claimants, to take each other's overflow clients when possible. This hasn't happened, at least in the last two years, since neither has had empty rooms when the other needed them.

## CHAPTER SIX: RAP PROFILE

This chapter draws profiles of the RAP program and its clients. Data were drawn from the FOSS immigration database and NATs, and supplemented with client survey data. Because administrative data represent the population of RAP, no statistical testing is required when comparing groups.<sup>43</sup> When reporting survey data, however, we use appropriate statistical tests.

The period chosen for analysis was April to June 2001. CIC supplied computerized demographic data on all clients arriving during that period, and most were surveyed (see Section 2.5 above). An obvious question is how representative this particular quarter will be for the program. The short answer is that no time period could be said to adequately represent RAP, because by its nature its clients are continually changing. Source countries change from year to year, emergency situations develop, government policy changes to focus on different needs and groups<sup>44</sup>, and so on.

Normally we would select a year's worth of data to profile a program. In this case, however, we chose the spring of 2001 for three reasons. First, CIC's computer systems are not set up to easily extract data for monitoring or evaluation purposes (which is in itself a problem). It was a time-consuming exercise for OASIS to get data for just the three months. Second, because the program's clientele is ever changing, we wanted the most recent snapshot we could get. Third, we wanted the administrative data and survey data to be from the same period so we could merge the data for more powerful and complete analyses. Because the surveys were designed to take place a few months after entry into Canada and they took place in September and October, the second quarter of the year was the most recent we could use for client selection.

The analysis begins with a brief look at the number of clients by community.<sup>45</sup> The chapter then turns to client demographics.

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<sup>43</sup> The purpose of statistical testing is to determine whether perceived differences between groups are real or the result of sampling error. Since there is no good reason to analyze a sample when one has data on the entire population, we use population data for the administrative data analysis. Hence, no statistics are required.

<sup>44</sup> For example, Bill C-31 will accept refugees with higher needs and lower ability to settle quickly (less education, more trauma cases, more health needs, larger families).

## 6.1 Number of Cases by Community

Table 6.1 displays the targeted number of GARs per community and the number that arrived during the first quarter of the fiscal year. The targeted number of GARs includes all individual refugees, including single clients, family heads, spouses and children. Cases are number of households (singles and families). Dividing GARs by cases yields the average family size, which was 2.04 in Ontario during the spring of 2001. Kitchener had the largest families on average, Windsor the smallest.

Table 6.1 RAP Cases by Community

City	2001-2002 Target	GARs April to June 2001	Cases April to June 2001	Mean Family Size
Kitchener	270	75	31	2.4
London	350	68	31	2.2
Ottawa	520	84	42	2.0
Toronto	750	182	90	2.0
Windsor	360	50	31	1.6
Ontario	2250	459	225	2.04

Note: GARs = all clients including family members; cases = family heads + single clients

## 6.2 Demographics

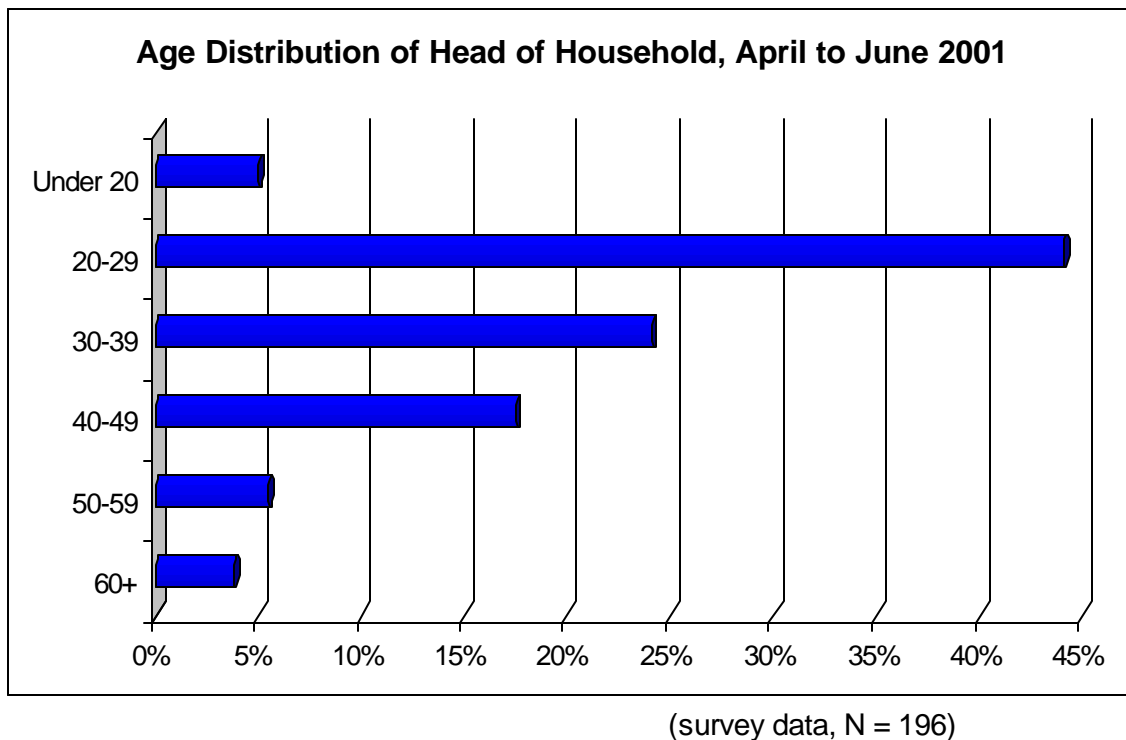
About three-fifths (61%) of the refugee cases arriving in Ontario during the spring of 2001 were single clients. The rest were families. Some of the single cases (the data we have do not enable us to quantify the number) were adults related to other single or family cases (e.g., brothers, aunts). Many of these related cases end up living together to pool their rent money so they can afford nicer accommodation.

<sup>45</sup> To keep from overwhelming the reader with figures, most of the subsequent tables will include only percentages.

Most case heads (70%) were male. This is a function of designating the man as the head of the family in most cases.

The average age of the head of the household as date of entry was 32.9 years. There was no difference by SPO. As Chart 6.1 demonstrates most clients were in their twenties or thirties.

Chart 6.1

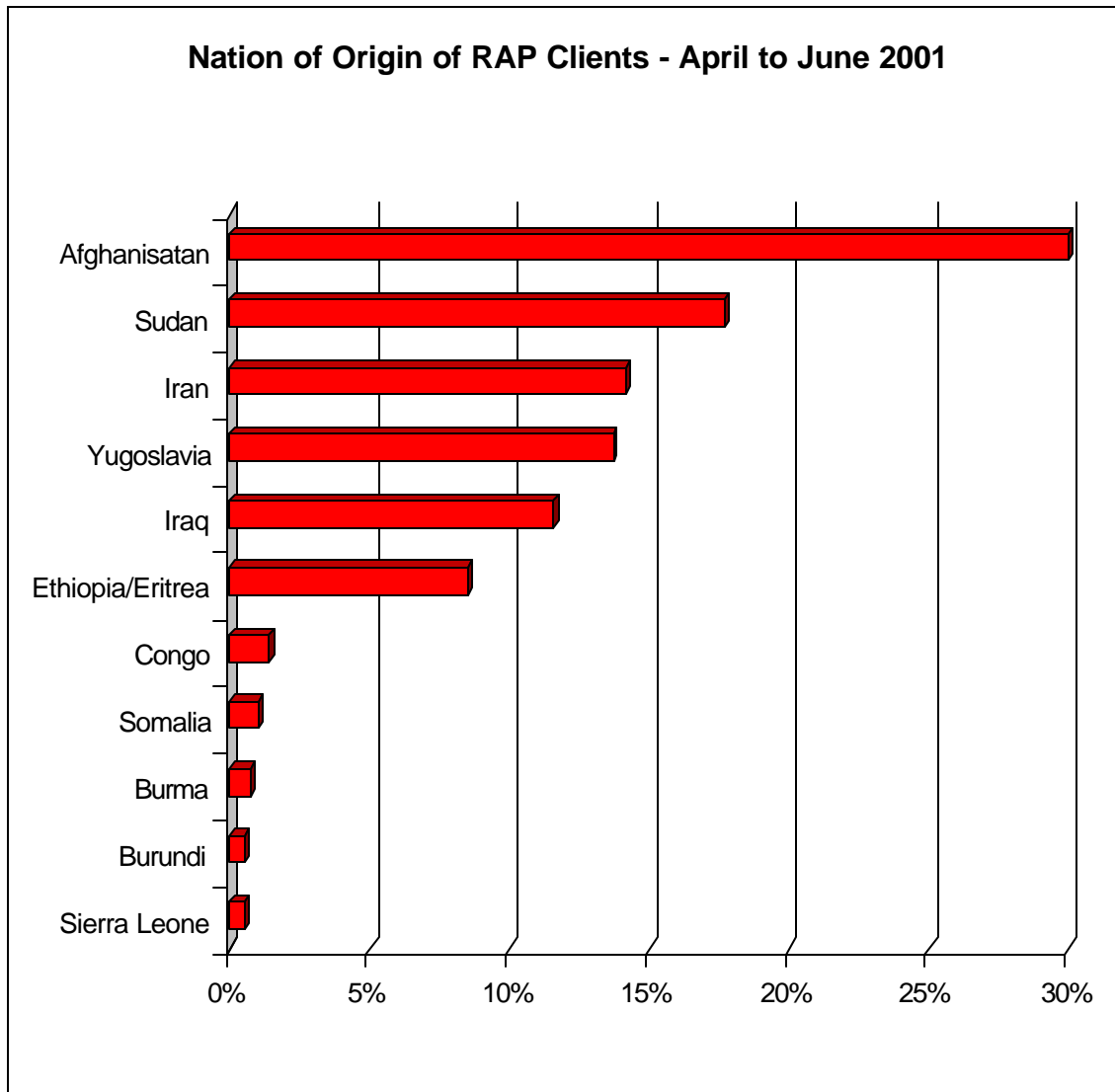


### ***Nation of Origin***

Nations of origin are defined by policy each year and by unfolding world events. As the following chart shows, the largest proportion of refugees to Ontario in the spring were from Afghanistan followed by the Sudan, Iran and the former Yugoslavia.

Consistent with the distribution by nation, 20% spoke Persian, 19% Arabic, 18% Dari, 10% Serbo-Croatian, and 7% Farsi.

Chart 6.2



(survey data, N = 196)

The five Ontario communities got a different mix of refugees (Table 6.2). Most Yugoslavians went to the three smaller centres, whereas most Middle Easterners went to the two largest cities. Only the Sudanese and Afghanis went to all five communities.



Table 6.2 Source Country by Community of Destination, April to June 2001

Country	Kitchener	London	Ottawa	Toronto	Windsor
Afghanistan	27.6%	32.0%	38.9%	33.3%	8.0%
Burma			2.8		
Burundi					4.0
Congo			8.3		
Eritrea/Ethiopia		12.0	5.6	11.1	8.0
Iran	10.3		8.3	25.9	4.0
Iraq		4.0	27.8	14.8	
Sierra Leone		4.0			
Somalia	6.9				
Sudan	31.0	16.0	8.3	11.1	40.0
Yugoslavia	24.1	32.0		3.7	36.0

(percents add down)

Survey data N = 196 (weighted)

Of course, not everyone stays in (or even goes to) the destination community. As of mid October 2001, 18% had left for other areas of Ontario or Canada. The prevalence of secondary migration differed substantially by community. Only 58.1% stayed in London: most Afghans destined to the city left for Toronto or Alberta. At the other extreme, 93.5% of refugees destined to Kitchener in the spring remained there as of the early fall.

Table 6.3 RAP Secondary Migration by Community, April to June 2001

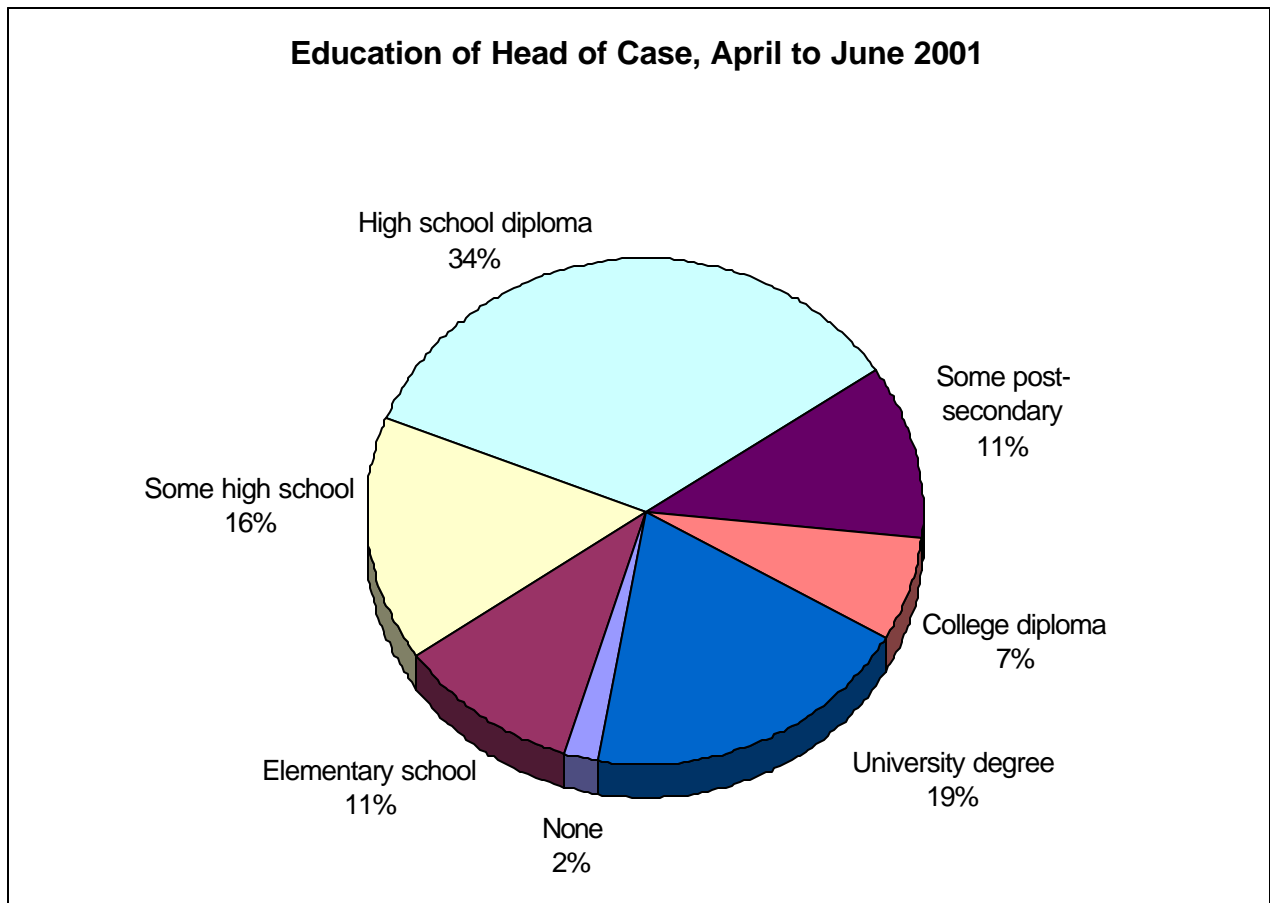
City	Percent still in community as of mid October 2001	Percent who have left for other Ontario communities	Percent who have left for other provinces
Kitchener	93.5%	6.4%	0.0%
London	58.1	22.5	19.4
Ottawa	90.5	9.5	0.0
Toronto	83.3	10.0	6.7
Windsor	80.6	16.2	3.2
Ontario	82.2	11.6	6.2

Note: Percent leaving as of mid-October, 2001

**Education<sup>46</sup>**

Because GARs are selected mainly for humanitarian reasons, it should come as no surprise that RAP clients were not nearly as well educated as other immigrants to Canada. Still, for the most part, their education is respectable. About one in five (19%) were university educated, 7% had a college diploma, and 11% had some post-secondary schooling. Most of the rest had a high school diploma (Chart 6.3). But, for the remaining 28% of clients lacking high school credentials, life will be difficult in Canada without educational upgrading.

Chart 6.3



(survey data, N = 196)

<sup>46</sup> Centralized data and survey data differed to a considerable extent. We chose to rely on survey data as it was

Level of education differed significantly by region of origin ( $\chi^2= 19.7$ ,  $df = 9$ ,  $p < .02$ ). As Table 6.4 shows, a much greater proportion of those from Africa than elsewhere had no high school diploma. On the other hand, a substantial proportion of Africans had university degrees. GARs from the Middle East had the most education on average.

**Table 6.4** Education by Region

Region	Less than high school	High school	Some post-secondary	University degree	N (weighted)
Africa	29.7%	40.5%	8.1%	21.6%	37
Yugoslavia	9.1	86.4	0.0	4.5	22
Afghanistan	17.8	40.0	15.6	26.7	45
Middle East	8.1	37.8	8.1	45.9	37

About 40% of the heads of cases entering Ontario in the spring of 2001 had some knowledge of English. On the other hand, only 4% of spouses (usually the woman) had some knowledge of English. Clearly ESL/LINC classes will be important for the future prosperity of these families.

### **Occupation**

Unfortunately, centralized data on occupation are not useful. Most (91%) heads of household are considered “new workers,” which means no work experience or no definable occupation. Most spouses (57%) were coded homemakers; most of the rest were “new workers.” Our guess is these fields are not filled in carefully.

According to survey data, only 9% of case heads were working in the autumn of 2001. Most were working part-time. They earned only \$388 per month on average.

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elicited via a personal interview in the respondent’s language and carefully recorded.

**JAS Cases**

According to centralized data, only 7% of clients (16 cases) were jointly sponsored. Most were destined to Toronto (63%) or Ottawa (25%). Unlike RAP cases, these cases were as likely to be headed by women (50%) as men. Their level of education was reasonable: 18% failed to complete high school; only 13% had university degrees, but 39% had college diplomas. Mean family size at 3.1, was considerably larger than that of RAP cases. Their mean length of stay in reception houses was 28 days.

## CHAPTER SEVEN: CLIENT SATISFACTION

For any public program, customer satisfaction is a critical objective in and of itself, since the program exists primarily to serve its clients. Thus, the importance of customer feedback is obvious: the customer of the service is in the best position to judge its merits.

Clients entering Canada in April to June 2001 were in the sample frame for the survey. Note that there are clear seasonal fluctuations in RAP. NAT data showed a very uneven flow of arrivals to Ontario during 2000: between 50 and 100 in each winter and early spring month; around 200 in each summer month; and approximately 400 in each fall month. The average 2000 occupancy rates mirrored this pattern: around 25% in the winter and gradually climbing throughout spring (to around 50%), summer (90%) and fall (100%). It is possible that client satisfaction will vary with the occupancy rate because that will have a direct impact on how much time and attention staff members can devote to each client. Ratings of the facility may also vary by how crowded the house was when the client was there. Thus, satisfaction ratings reported in this chapter apply to the spring of 2001. Occupancy rates at Ontario reception houses were in the two-thirds to three-quarters range during this time. Had the survey focused on the busy autumn period, ratings could have been different.

The surveys explored satisfaction with major facets of RAP. Survey respondents were asked to assign letter grades to indicate their degree of satisfaction, with A = excellent, B = good, C = average, D = below average and F = fail. The analysis begins at the most general level with a question on overall level of satisfaction with RAP.

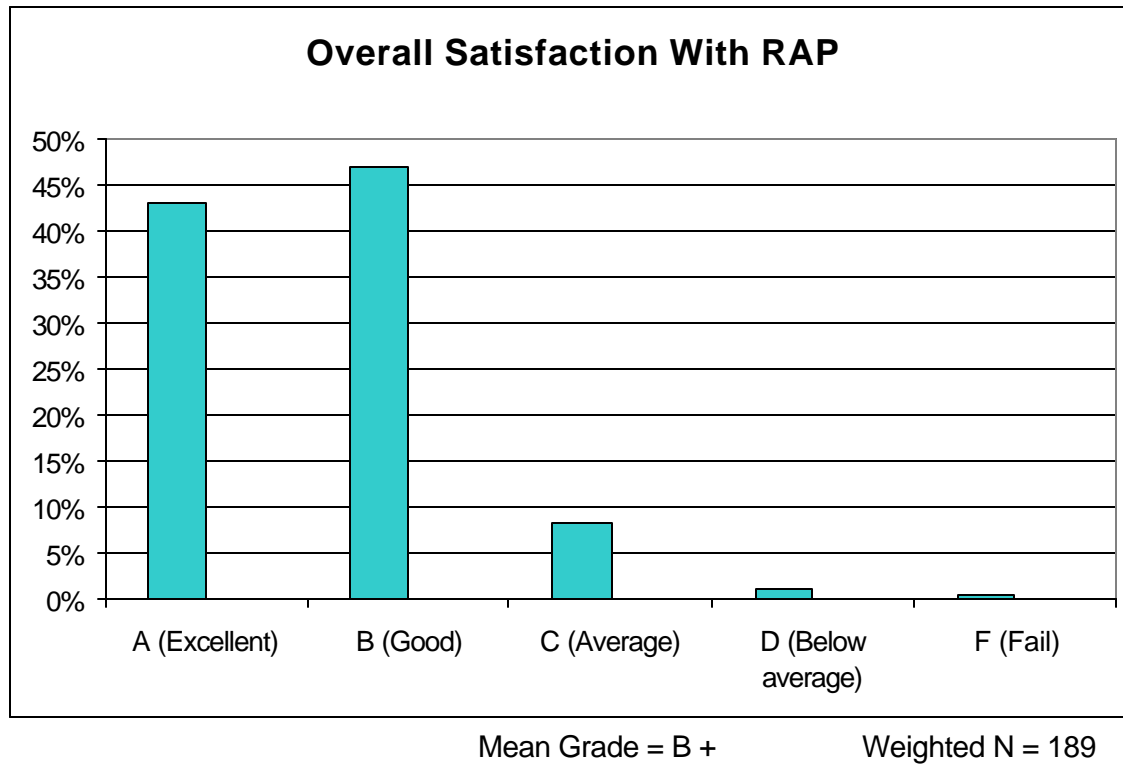
### **7.1 Overall Satisfaction**

RAP clients were pleased with the program overall, bestowing a B+ grade.<sup>47</sup> Ninety percent said it was excellent or good. Only person gave RAP a failing grade, saying he detested the interpreter used at the reception house.

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<sup>47</sup> Mean grade is calculated by setting A=1, B=2, C=3, D=4, and F=5 (the values used in the questionnaire). Equal intervals are established to stand for the average grade: 1 to 1.167=A; 1.168 to 1.5=A-, 1.501 to 1.834=B+; 1.835 to 2.167=B; 2.168 to 2.5=B-; 2.501 to 2.834=C+; 2.835 to 3.167=C; and so on. For the overall grade given to RAP, the mean was 1.69 from clients.

Chart 7.1



Ratings differed significantly by SPO ( $F = 2.4$ ,  $df = 4, 184$ ,  $p < .05$ ): Kitchener clients gave an A -; Toronto GARs gave a B; all the rest were marked B+. There was no significant difference in overall rating by age or sex of the case head, or by JAS/RAP. There was, however, a significant difference by region of origin ( $F = 8.3$ ,  $df = 3, 184$ ,  $p < .001$ ):<sup>48</sup>

Africa	B +
Afghanistan	B +
Middle East	B
Former Yugoslavia	A -

<sup>48</sup> For analysis purposes in this chapter we combine countries of origin into regions because there are too few cases to do the analyses by individual country.

The survey also asked respondents to rate the reception house. In asking this question we were unsure whether clients would distinguish between the reception house and the overall program. The correlation between the variables, at .42, indicates there is some overlap, which is not surprising since most of the RAP intervention – apart from financial assistance – is received at the reception house. Refugees gave the reception house the same B+ grade they did to the overall program.

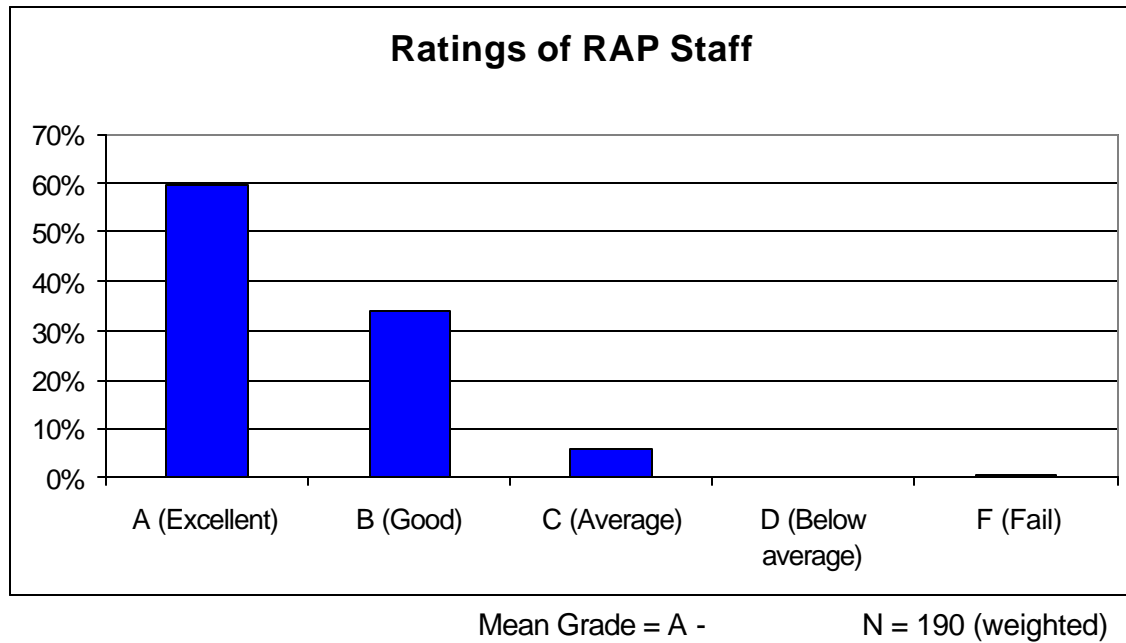
To differentiate the house/hotel itself from all the services received there, we asked clients to rate the facilities. Clients gave a B to the facilities. As might be expected given the differences between the quarters, ratings varied significantly by community ( $F= 4.0$ ,  $df = 4/168$ ,  $p < .01$ ). Ottawa's house got the lowest grade. Windsor's modern hotel garnered a B+. The rating would have been higher if some hadn't given average ratings because they had to share their room with a stranger.

Table 7.1 Rating of Reception House/Hotel Facilities

<b>City</b>	<b>Mean Grade for Facilities</b>
Kitchener	B +
London	B +
Ottawa	B -
Toronto	B
Windsor	B +

The highest program ratings went to RAP staff. Enthused with the help they got from staff, GARs awarded an A - mark (Chart 7.2). About three-fifths rated the workers as excellent.

Chart 7.2



Staff ratings differed significantly by community ( $F = 2.9$ ,  $df = 4/185$ ,  $p < .05$ ). Kitchener staff garnered the highest grade. JAS cases rated staff B +: the difference between JAS and RAP was not statistically significant though.

Table 7.2 Rating of Reception House/Hotel Staff

City	Mean Grade for Staff
Kitchener	A
London	B +
Ottawa	A -
Toronto	B +
Windsor	A -

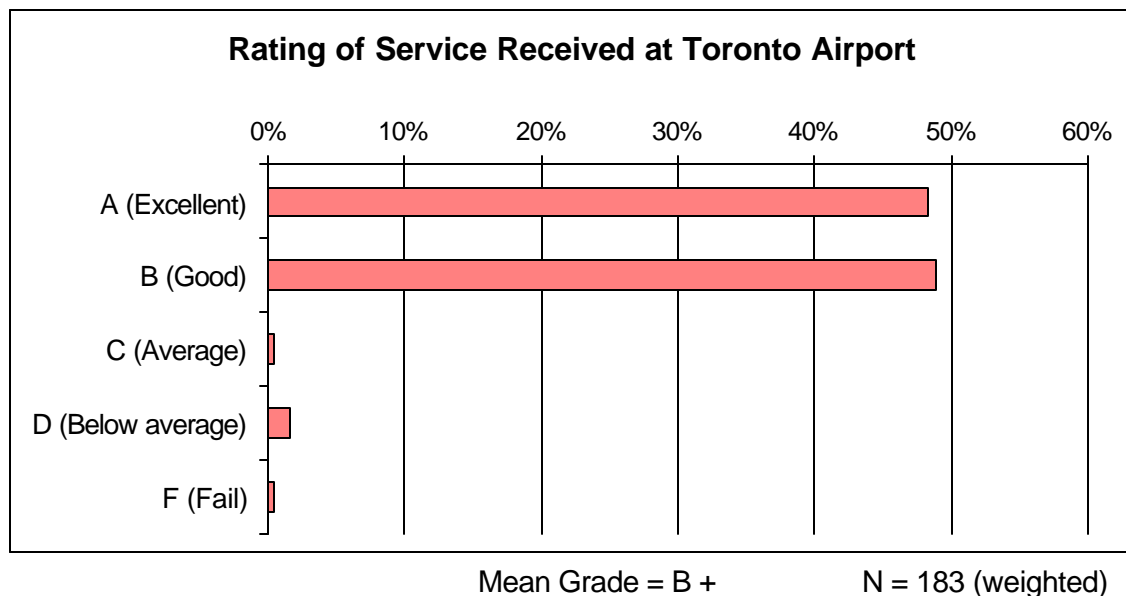


## 7.2 Satisfaction with Various Aspects of Service

Although a global rating is arguably the key finding from the survey, it gives little guidance on where opportunities for improvement lie. More specific feedback on important aspects of service is required. The questionnaire posed a battery of statements concerning quality of service. Categories mirroring RAP services were presented more or less in the order encountered by clients.

With few exceptions, a refugee's first encounter with RAP in Ontario is at Pearson International Airport in Toronto. Most newly arriving refugees, especially those with limited English skills, are completely dependent on IRIS staff to help them through the customs and immigration process and to get them on their way to their final destination. Clients were appreciative of IRIS services, scoring them a B+ overall. This grade differed statistically by nation of origin ( $F = 3.0$ ,  $df = 3/179$ ,  $p < .05$ ), although there was little difference in practical terms. Afghanis and Yugoslavians gave airport reception an A - grade, whereas Africans and Middle Easterners gave a B +.

Chart 7.3

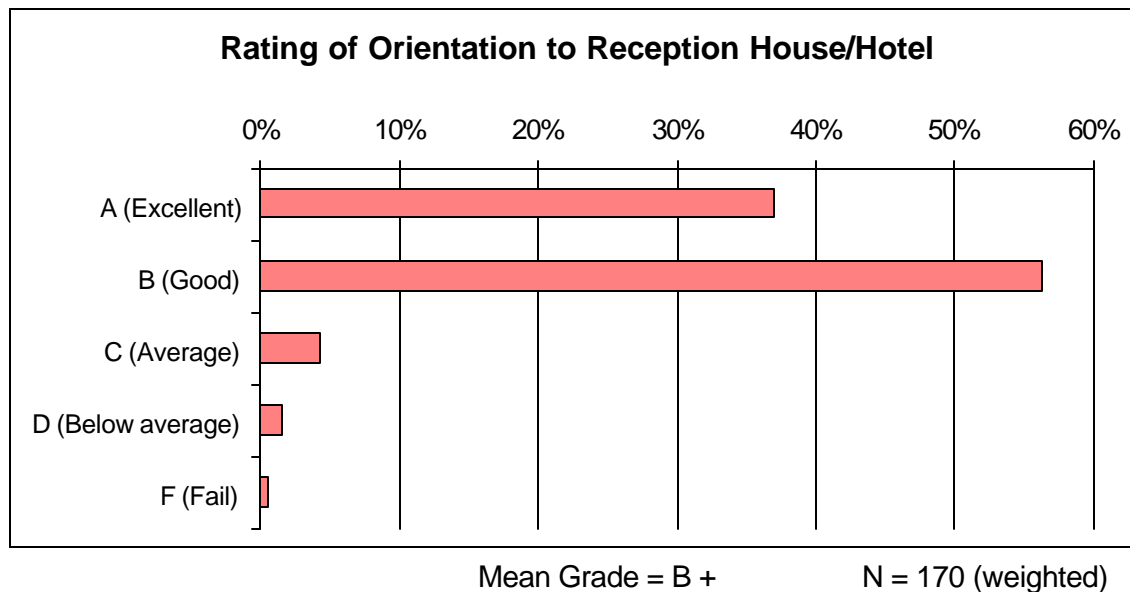


GARs destined to Ottawa or Windsor take connecting flights. In Windsor, they are met by the housing coordinator and a translator where required (survey results showed that 94% of clients

were met at the Windsor airport by someone who could help them in a language they understood), and transported to the hotel. Windsor clients gave this service an impressive A - (three-fifths said excellent, two-fifths said good). In Ottawa, GARs are met by immigration officials and are put in a cab to the reception house. Those clients gave this service a B -, a full grade level lower than in Windsor. Several survey respondents mentioned that no one met them at the Ottawa airport and they had to wait around for someone to help them. Said one person: "You must have someone at Ottawa airport to meet people; it can be frightening if no one is there."

Upon arrival at the reception house or hotel, clients are welcomed and given a brief orientation. With this too they were pleased, again granting a B+ grade (Chart 7.4).

Chart 7.4



Here there were statistically significant differences across SPOs ( $F = 4.1$ ,  $df = 4/165$ ,  $p < .01$ ) and region of origin ( $F = 13.5$ ,  $df = 3/166$ ,  $p < .001$ ). Table 7.3 shows grades by community. As for regional differences, Yugoslavians gave an A, Afghanis and Africans a B + and Middle Easterners a B.<sup>49</sup>

<sup>49</sup> Where there is a difference by SPO and region of origin, it could be partly because the SPOs got different mixes of clients. It turns out that Yugoslavians rated almost every service higher than GARs from other areas of the world.

Table 7.4 Rating of Orientation to Reception House/Hotel

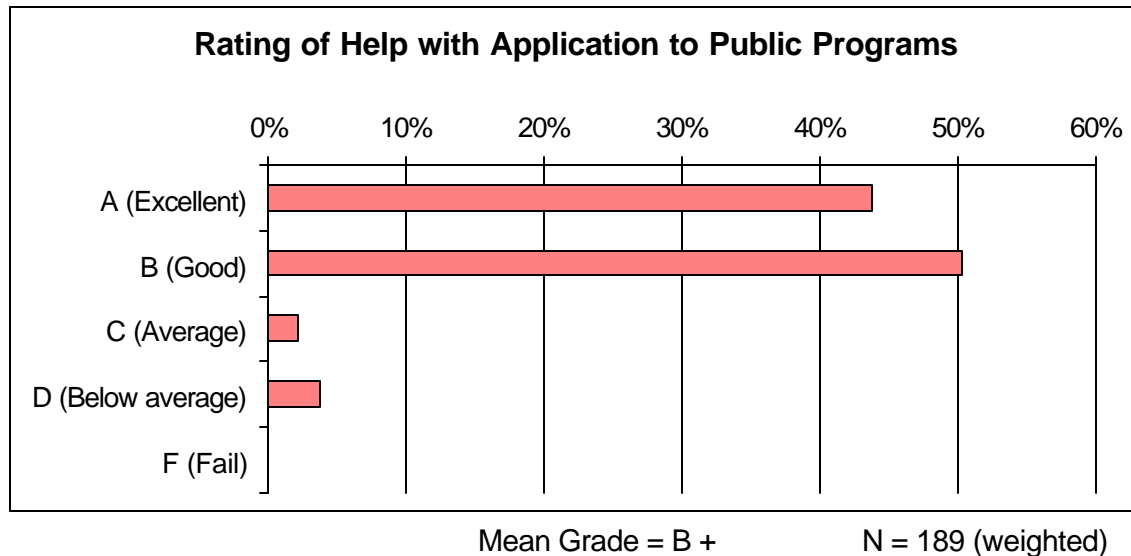
<b>City</b>	<b>Mean Grade</b>
Kitchener	A -
London	B +
Ottawa	B +
Toronto	B
Windsor	A -

The next important service offered to clients is usually help with application to SIN, CTB and OHIP. On this service, the mean grade was very good: B+. Kitchener's clients gave A -, all others gave B +. Yugoslavians gave A, Middle Easterners and Africans B+, and Afghans B (F = 11.4, df = 3/183, p < .001).

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This may be because they were sent to SPOs with better services or because they are disposed to marking these services higher no matter where they are sent (we cannot tell which with the data at hand). In any case, SPOs with a high proportion of Yugoslavians got higher marks for most services than those with few or no Yugoslavians.

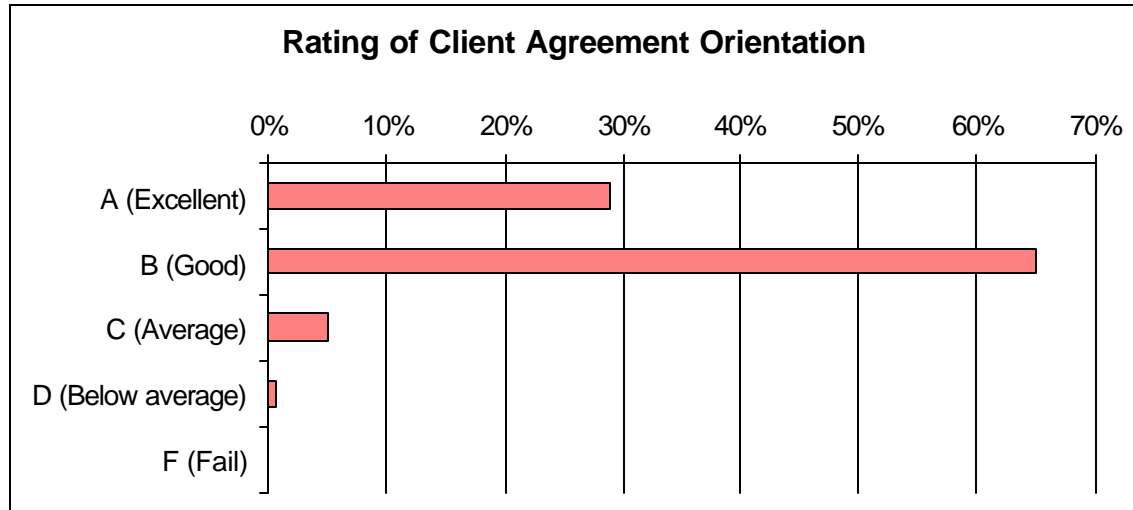
Chart 7.5



Child care is an important issue to RAP management in Toronto and Ottawa. Elsewhere it doesn't exist and RAP managers see no cogent reason to offer it. Clients with young children gave high marks to children's services in Toronto (B) and Ottawa (B+). Only a few RAP clients used childcare during the spring; there is too little information to report on quality of child care outside of Toronto.

Orientations are a critical element of the program. We asked for feedback on three aspects of orientation: explanation of rights and responsibilities (client agreement); explanation of the Canadian financial system (banking, budgeting, currency); and introduction to your new community (information on renting, shopping, schools, public transportation, phones, etc.). As the next three graphs demonstrate, all three orientations were given a grade of B+ or B. The greatest proportion gave B (good) to each orientation.

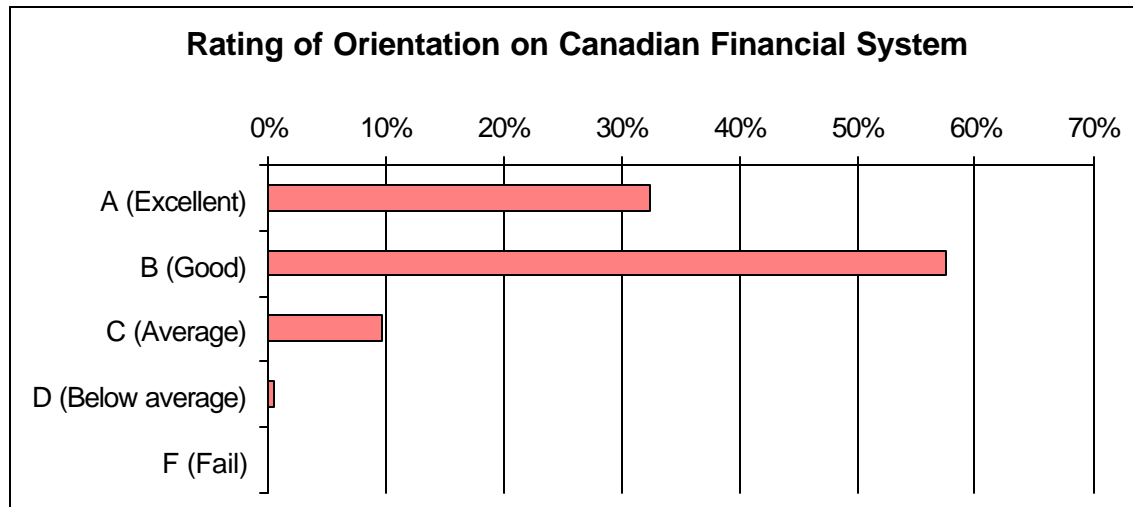
Chart 7.6



Mean Grade = B +

N = 190 (weighted)

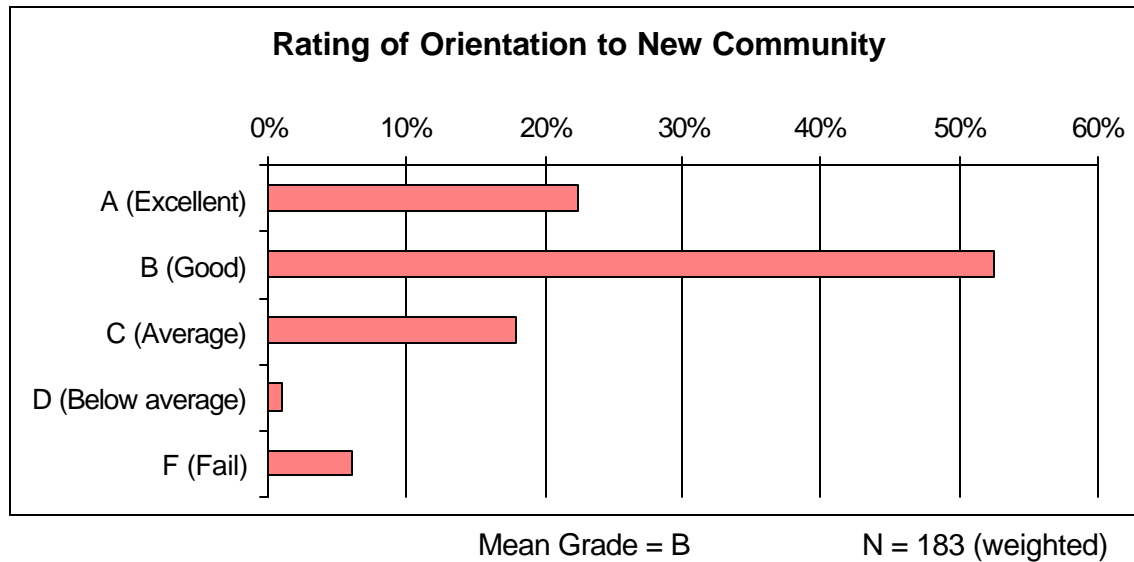
Chart 7.7



Mean Grade = B +

N = 186 (weighted)

Chart 7.8



There were no differences by SPO on the client agreement or Canadian financial system orientations, but there were on the introduction to community ( $F = 9.7$ ,  $df = 4/178$ ,  $p < .001$ ). Windsor's community introductions were rated the highest on average, probably because they feature walking tours of the neighbourhood. Toronto's were graded lowest, perhaps because the city is too big for any introduction to do it justice.

Table 7.5 Rating of Orientations by SPO

City	Mean Grade Client Agreement	Mean Grade Cdn Financial System	Mean Grade Intro to Community
Kitchener	B +	B +	B +
London	B	B	B -
Ottawa	B	B +	B
Toronto	B +	B +	C +
Windsor	B +	B +	B +

There were statistically significant differences in ratings of orientations by region of origin as the next table demonstrates. Yugoslavians were most impressed with all three orientations. Middle Easterners and Afghanis gave the lowest marks on average to community introductions, perhaps in part because disproportionate numbers were sent to Toronto, where the rating was lowest as mentioned above.

Table 7.6 Rating of Orientations by Region of Origin

<b>Region</b>	<b>Mean Grade Client Agreement</b>	<b>Mean Grade Cdn Financial System</b>	<b>Mean Grade Intro to Community</b>
Africa	B +	B +	B
Afghanistan	B +	B	B -
Middle East	B	B	B -
Yugoslavia	A -	A -	B +
Significance	$p < .001$	$p < .001$	$p < .01$

There were few differences in program ratings depending on whether the refugee was jointly sponsored or not. Two exceptions were the explanation of the Canadian financial system and introduction to the new community, which JAS cases rated A- and RAP cases rated B+ and B. Perhaps the sponsors gave them extra information in these regards.

For interest, we checked to see if ratings of orientations differed by ability to speak English. They did (Table 7.7). Clients who could speak no English gave slightly higher grades to the client agreement and Canadian financial system orientations.

Table 7.7 Rating of Orientations by English Ability

Speak English	Mean Grade Client Agreement	Mean Grade Cdn Financial System	Mean Grade Intro to Community
Yes	B	B	B
No	B +	B +	B -
Significance	$p < .05$	$p < .05$	$p > .05$

RAP is just the first step in a continuum of settlement services offered by CIC and other organizations to refugees. SPOs are supposed to assess clients' needs and link them to needed services in the community, ISAP and LINC/ESL in particular. Across the province, 74% of clients were referred to other community agencies for settlement help, but this differed by community. Whereas 97% of Kitchener's clients were referred, only 52% of Toronto's clients were.<sup>50</sup>

It comes as no surprise then, that Toronto clients were less pleased with referral to community services than were refugees who went to other Ontario cities (Table 7.8). Windsor's clients gave the highest mean mark ( $F = 12.2$ ,  $df = 4/142$ ,  $p < .001$ ), perhaps due to the laissez-faire philosophy and because the number of RAP staff is small so making referrals is more important.

Table 7.8 Rating of Referral to Community Services

City	Mean Grade for Referrals
Kitchener	B +
London	B -
Ottawa	B
Toronto	C +
Windsor	B +

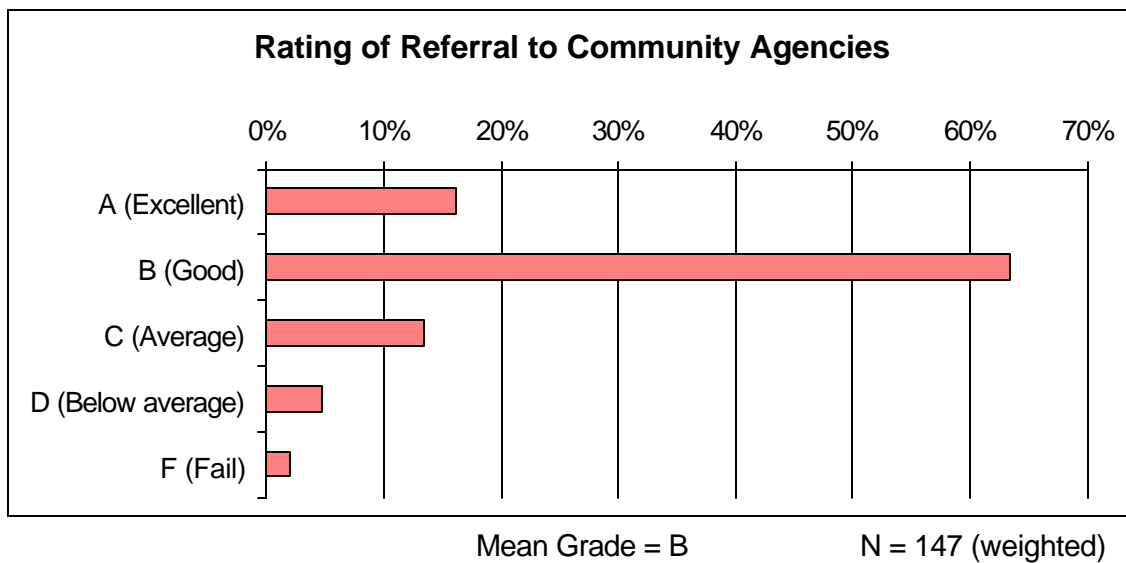
<sup>50</sup> The survey asked if the client had been referred to any outside agencies and if so to name them. Later in the survey, clients were told what ISAP agencies were in the area and asked if they were referred there.



Referral ratings also differed by nation of origin ( $F = 5.2$ ,  $df = 3/147$ ,  $p < .01$ ). Again Yugoslavs gave the highest rating (B+), and the other three groups (who were more likely to live in Toronto) gave B -.

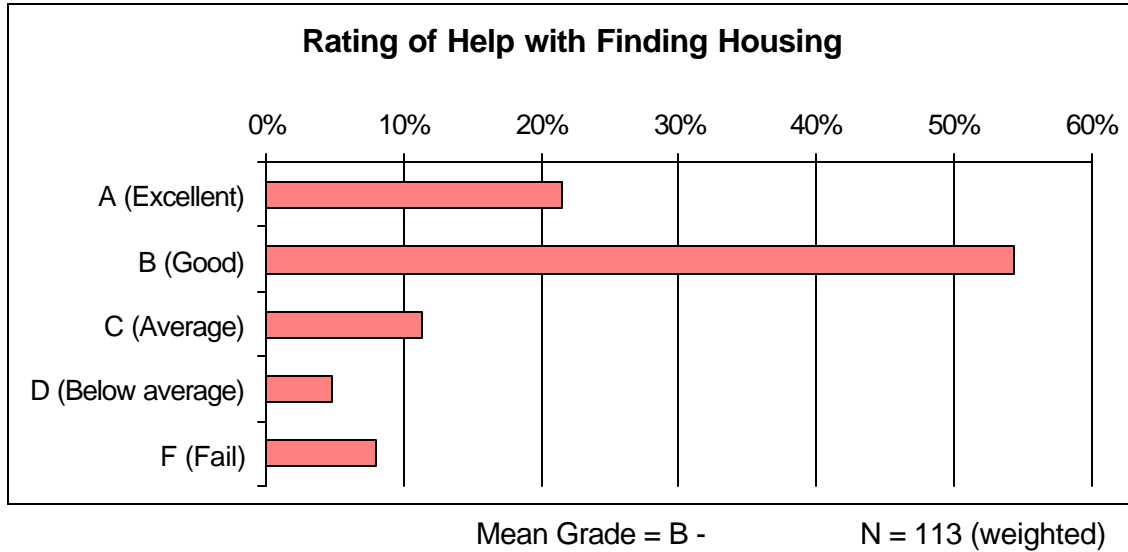
Across the province the mean grade for referral was B. Chart 7.9 reveals the distribution of grades.

Chart 7.9



As is clear from findings previously reported housing is a touchy issue in RAP. With the difficulty in finding housing and the low shelter budget, we might expect that ratings given for help finding permanent lodging would suffer. That does not seem to be the case (Chart 7.10). The mean grade was B -.

Chart 7.10



Perhaps because the difference between the rent ceiling and average rent is greatest in Toronto, ratings tend to be lower ( $F = 9.1$ ,  $df = 4/142$ ,  $p < .001$ ).

Table 7.9 Rating of Help with Housing Search

City	Mean Grade for Housing Search
Kitchener	B +
London	B -
Ottawa	B
Toronto	C
Windsor	B +

Concerning region of origin, Yugoslavians gave the best mark (A-), followed by Middle Easterners (B), Africans (B -) and Afghanis who gave a C + ( $F = 5.7$ ,  $df = 3/108$ ,  $p < .01$ ).

Again, this could be in part because few Yugoslavs went to Toronto or Ottawa, where the housing search is most onerous; most Afghanis ended up in these two cities.

There were a handful of respondents who complained that they got no help whatever to find housing. Generally, though, few RAP clients (12%) said there was help they needed while in the reception house/hotel they did not get. The types of assistance mentioned were help with the housing search, help with job search, help locating lost luggage, and assistance for health problems.

The lowest ratings by a considerable margin went to the level of financial assistance granted under RAP. The average grade was only C (Chart 7.11). One in 11 gave a failing grade. The question elicited many unsolicited comments from respondents: e.g., “Cheques are very tight; it is hard to survive.” “A little difficult to live; rent is very expensive.” It was the rent portion that most people focused on. As might be predicted with assistance rates that do not vary geographically, there was little difference by city: the grade was in the C range everywhere. Neither was there a difference by region of origin.

Chart 7.11

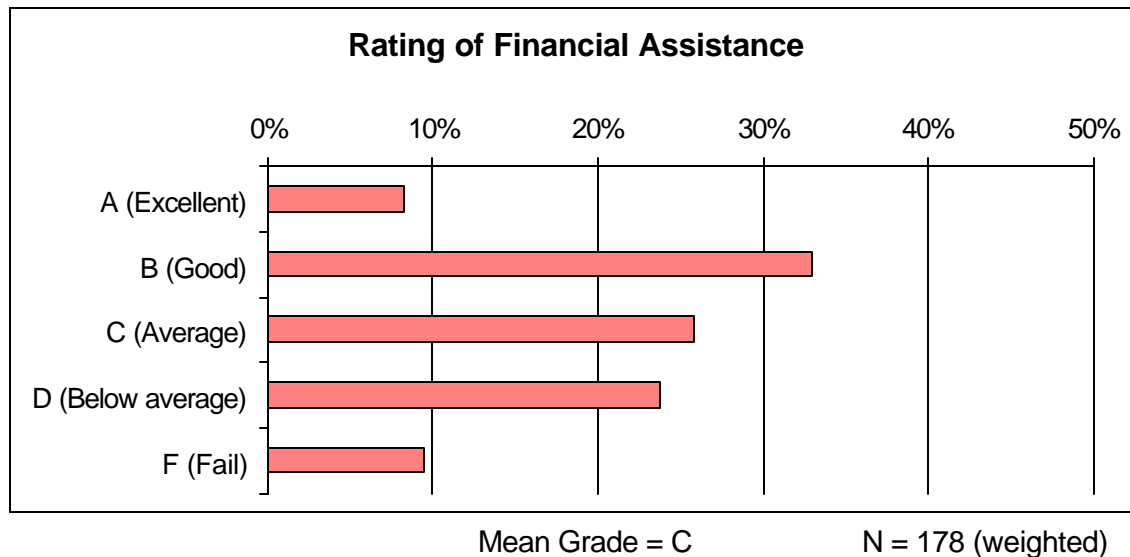
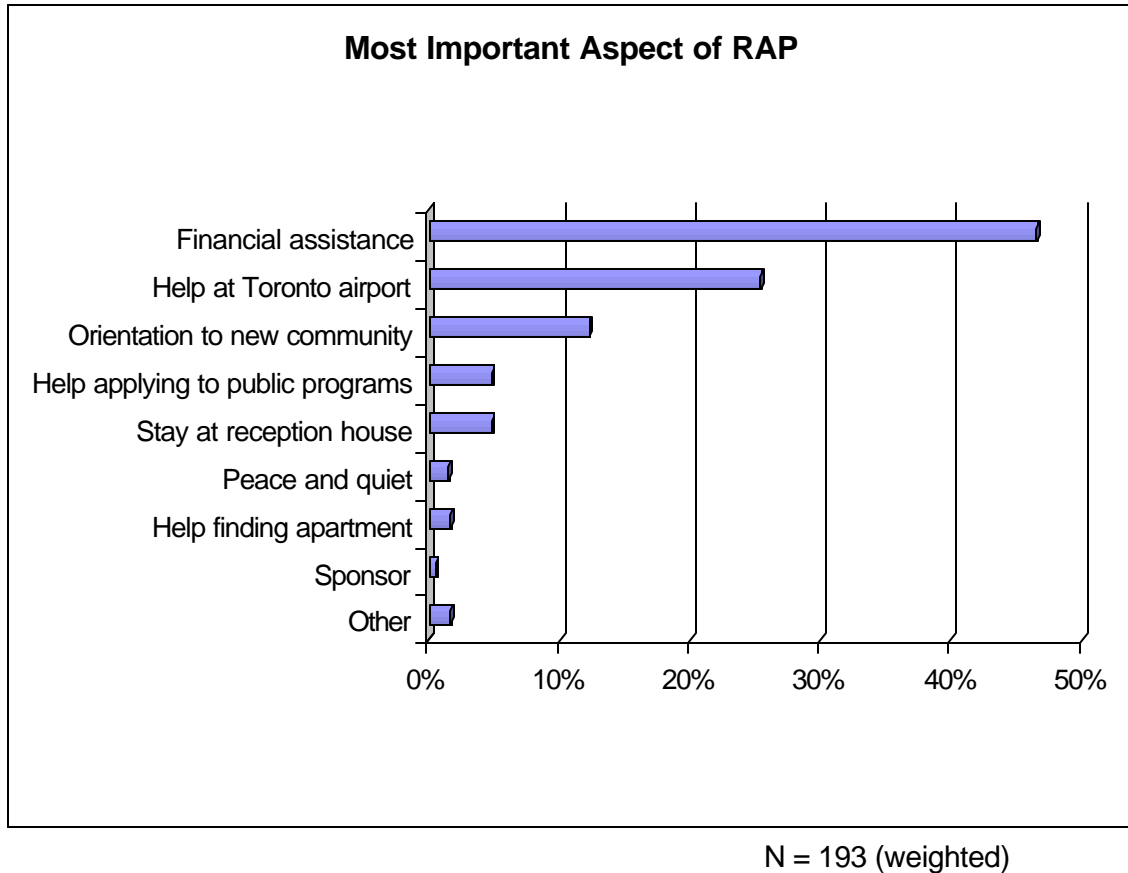




Chart 7.12



What aspects of RAP service were most important to respondents in awarding an overall satisfaction grade? To answer this, we employ a statistical procedure called multiple regression analysis. This method accounts for possible effects of each aspect of service separately to determine if any aspect is related to overall satisfaction (statistically). The analyst specifies a model or equation that hypothesizes which factors (called independent variables) contribute to – or predict – overall satisfaction (called the dependent variable). The independent variables selected must relate in theory to the dependent variable. Here, we expect that satisfaction with each facet of service, along with staff and facilities might be related to overall satisfaction. Current status (e.g., working, in ESL, made friends) and satisfaction with current condition – apartment, neighbourhood, and furniture may also contribute to overall satisfaction. Finally, given the importance of the rental situation, length of stay in the reception house/hotel and monthly rent will be included. It is also good practice to include demographic variables.

The results are somewhat unstable – that is, they change depending on the regression method used. For this reason, we do not present specific estimates. There were a few variables that turned out to be important no matter the method or model. The elements of the RAP program that most affected overall grade were:

- ◆ RAP facilities – not surprisingly, the happier they were with the reception house/motel they more they liked the program;
- ◆ whether anyone in the reception house could speak their language – strangely if not the grades were higher;
- ◆ whether all their needs were met – if not, the marks were lower;
- ◆ the introduction to the new community – the more they liked it, the higher the grade;
- ◆ RAP financial assistance – the more they liked the amount the more they liked RAP.

One aspect of their current situation affected mark given to RAP:

- ◆ whether or not they shared their apartment with a stranger – those who did gave lower marks.

The survey asked whether the length of stay in the reception house was long enough to meet their immediate settlement needs. How clients felt about this issue significantly affected their overall rating. Over 90% of respondents reported that the stay was long enough (Table 7.11). Only 68% of clients in temporary lodging for 10 days or less said the stay was long enough. But if the stay was longer than 10 days, longer stays were not perceived as any more or less beneficial than shorter stays in terms of meeting needs.

Table 7.10 Length of Time in Reception House/Hotel

<b>Time Spent in Temporary Accommodation</b>	<b>Percent Saying Stay Was Long Enough</b>
10 days or less	68%
11 to 15 days	100%
16 to 20 days	100%
21 to 30 days	94%
31 or more days	100%

#### **7.4 Early Indications of How Well RAP Clients are Settling in Canada**

As stated in the methodology chapter the evaluation was not intended to measure impacts, because RAP is not long or intensive enough to expect it alone to have an extensive impact on settlement. We did want to take advantage of the survey to get early indications of how well people seem to be doing in settling, however. These indications would have to be related to the services included in RAP. Clients should have a SIN, or at least applied for a card, should have a bank account, should know how to get access to health care, and should know how to use public transit. If they are settling in well, they should be starting to make new friends in Canada. How well are GARs doing in these matters and what does that say about RAP?

The short answer is that clients appear to be doing very well in these respects, which reflects favourably on the SPOs that deliver RAP. All refugees have or have applied for a SIN. All have opened bank accounts. This is not surprising since SPOs are supposed to help clients with these matters before they leave the reception house/hotel. Still, it is worthwhile to confirm that these obligations are being met. Virtually all clients (98%) not only know how to use public transit, but are comfortable doing so. The vast majority (93%) have experienced no trouble getting access to health care. Most of those who did report such obstacles commented that they couldn't find a personal physician. This is not ascribable to RAP: most of these clients lived in Windsor or London, communities with severe shortages of doctors. Almost three-quarters of clients report having made friends in Canada after just a few months in the country.

With low shelter rates and the rush to move clients out of the reception house/hotel, chances are the permanent accommodation found will be substandard. Yet, most clients were satisfied with their current apartment and neighbourhood, as the next two graphs demonstrate. This is not necessarily a RAP success story: 21% had already moved out of the place the SPOs found for them or helped them find. It also bears noting that 60% of RAP clients were sharing their apartment or house with other clients – 39% with family members (who are separate RAP cases) and 21% with unrelated individuals. By sharing, they could afford nicer lodging. Interestingly, however, satisfaction with apartment and neighbourhood was no higher when it was being shared. Perhaps the loss of privacy offsets the nicer surroundings. Neither apartment ratings nor neighbourhood ratings differed by community or region of origin.

Chart 7.13

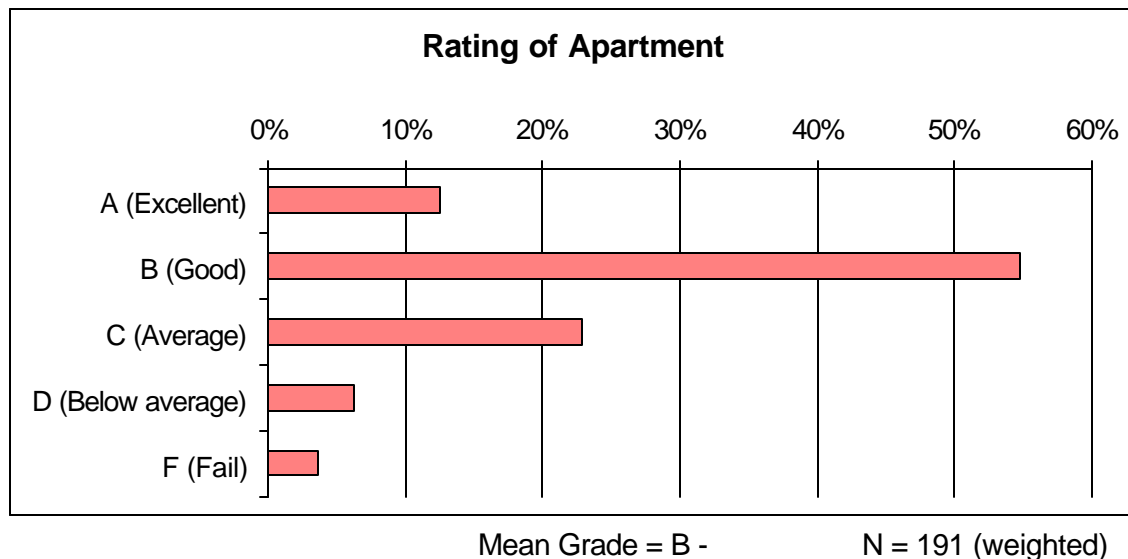
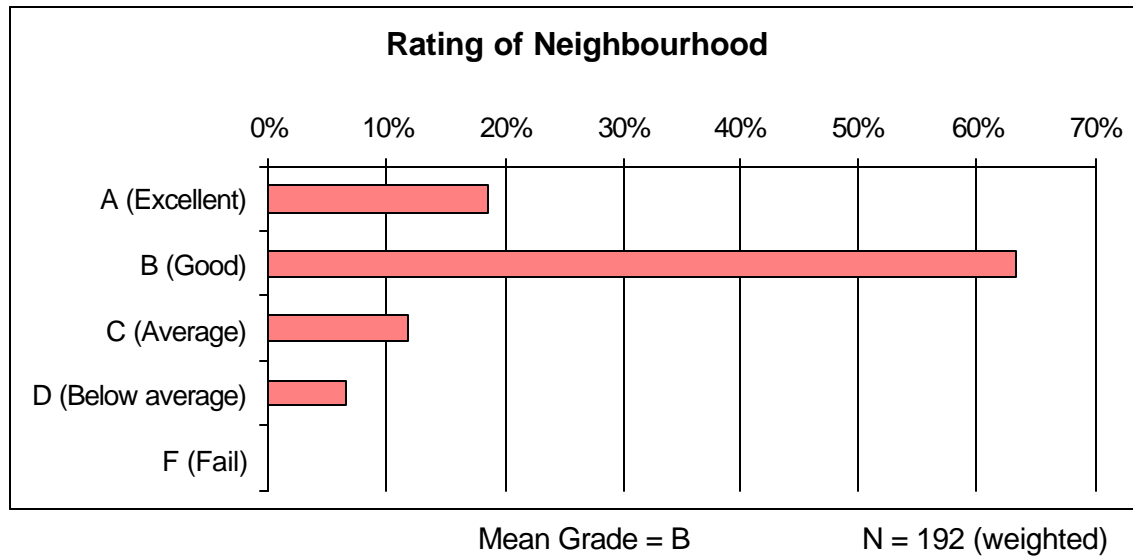


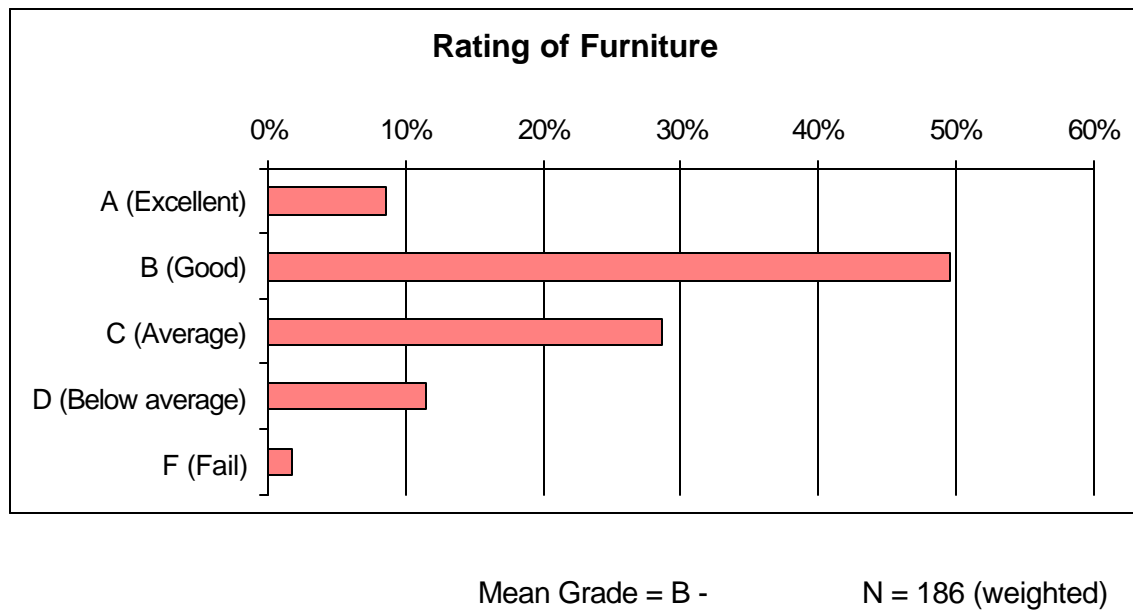


Chart 7.14



They are also happy with their furniture (Chart 7.15), although several respondents opined that the beds were of poor quality. Furniture ratings did not differ statistically by community.

Chart 7.15



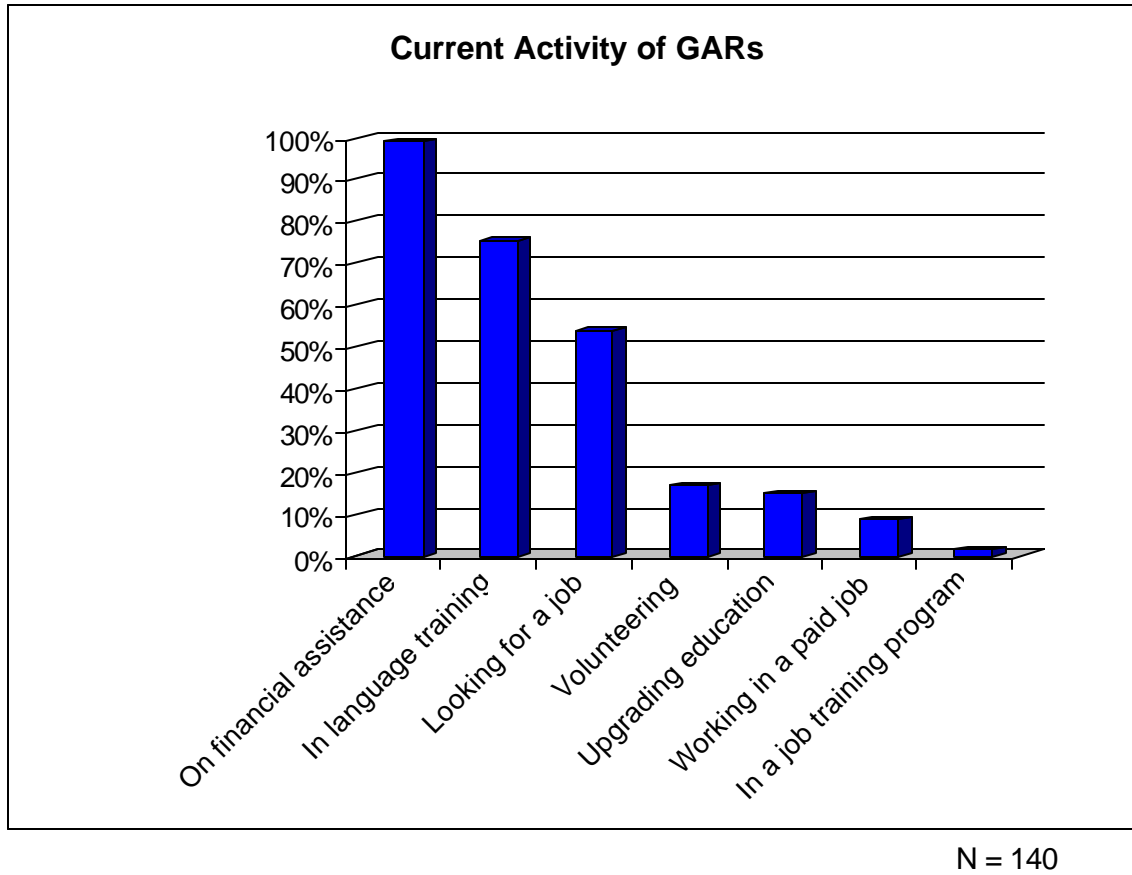
RAP has less direct influence on other important aspects of settlement such as employment, use of government assistance, taking ESL, and educational upgrading. SPOs and local CICs are supposed to be urging GARs toward financial independence, though. And clients have agreed to work towards that goal. How are they doing?

Not very well. As the next graph reveals, 99% of RAP clients remained on financial assistance three to five months after arriving in Canada. A scant 9% are working in paid jobs, and they earn just \$388 per month on average. Only 2% are in job training but 15% are upgrading their education. What are RAP clients doing with their time? Most (75%) are enrolled in LINC or ESL. That is positive, since the AAP evaluation<sup>51</sup> found that GARs who took LINC training fared better in the job market than their counterparts who did not take second language training. About half are looking for work and about a sixth are volunteering. So, although GARs haven't yet made much progress towards financial independence they are building some of the skills that will help them progress in the future.

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<sup>51</sup> CIC, 1995, Evaluation of the Adjustment Assistance Program

Chart 7.16



GARs were pleased overall with their English classes, giving them a B average. Waiting lists for classes, especially in Windsor, dragged down the mark somewhat.

### **7.5 GAR Suggestions for Improvement**

About 62% of RAP clients surveyed made suggestions for improving the program. Not surprisingly, the suggestion made most often – by 40% of GARs – was for more money, either in general or for rent. A related suggestion – access to public housing – was made by 11% of GARs. Help to find a job, which is outside the program’s mandate, was suggested by 15% of clients. All suggestions are listed in Table 7.11.

Table 7.11 Client Suggestions For Improving RAP

Suggestion	Percentage of Clients
More money for rent	23.5%
More money	17.4
Help to find a job	15.2
Access to public housing	11.4
More interpreters	9.8
More caring/better counselors	6.8
Bring more people to Canada	3.8
Better orientations	3.0
Help to find a family doctor	1.5
Move people out of reception house sooner	1.5
Other	12.1
Total	106%*

\* This exceeds 100% because some respondents made two or three suggestions.

## 7.6 Conclusion

For the most part, GARs were satisfied with the RAP services they received. They gave the program a B+ grade overall. With few exceptions – most notably financial assistance – the various program elements were graded between B and A -. The program did a good job with settlement issues directly within its control (e.g., signing GARs up for important government benefits), but less well with longer term settlement issues over which it plays a peripheral role (e.g., helping clients toward financial independence).

We'll let clients have the last word in this regard. Asked to rate their lives thus far in Canada, 42% of clients said excellent, 48% good, 8% average and only 2% below average. This did not differ by community of destination or region of origin. It would seem they judge the program a success.

## CHAPTER EIGHT: CONCLUSIONS

By way of summary and conclusion, this closing chapter will present our capsulized response to each evaluation question. Some questions were posed at an individual project level. In this chapter, an overview across projects is presented. Answers for each project are contained in the project reports.

### Continuing Relevance of RAP

1. To what extent are the mandate and objectives of the program still relevant? Do the objectives of each provider correspond to those of the overall program?

Unfortunately there is no shortage of turmoil in many areas of the world; there are tens of millions of refugees. Canada has undertaken to resettle and protect a certain number of refugees annually to meet its obligations under the United Nations' *1951 Geneva Convention Relating to the Status of Refugees*, and its 1967 Protocol. The mandate of the program remains relevant. Its two-fold objective – to provide assistance directly to eligible immigrants who show a need and to sponsor community agencies to provide services to GARs – aims to fulfill this mandate. Evaluation results demonstrate that each service provider shares these objectives.

### RAP Contracting

2. Which direction should RAP contracting take (consider performance based, competitive bidding, cost per client, national funding formula)? What external constraints do SPOs face in delivering RAP?

RAP managers at all five SPOs were supportive of structuring contracts based on the NFF. Most, however, advised taking account of regional variations in setting the formula. That is, it costs more in large cities than in small ones and more in some provinces than others and this should be taken into account, they advised. Vacancy rates included in the formula are already permitted to vary for food, incidentals and temporary housing costs. As most of the other categories of the formula would not be influenced by geography (e.g., interpretation,

administration, accountability, providing essential services), the case for further variations seems weak. SPOs also claimed that the maximum number of days permitted by the National Funding Formula was unrealistically low. This may be the case since the stay in reception houses was longer everywhere than allowed by NFF. It may also be the case that other parts of the formula are unrealistically high: e.g., \$30 per head for accountability. As CIC is no doubt aware, the formula needs some fine-tuning; nevertheless it is a logical way to overcome the inconsistencies in funding across SPOs.

SPOs were somewhat more wary of performance-based funding because they were unsure about its implications, but no one objected to the concept. Assuming Performance measurement categories mirror the categories in the NFF where workers help the clients the performance measurement system would support and validate the NFF. In this context, performance-based contracting is not a substitute for NFF, it is a complement. This presumes sound and defensible definitions of good performance; that is, valid and relevant performance indicators. The current system, which is still in the pilot phase, also needs fine-tuning in our opinion.

Paying on a per client basis according to the NFF has been considered by CIC.<sup>52</sup> For example, CIC would pay for a 10-day stay regardless of actual stay: if the client stays longer, the SPO absorbs the cost and if clients leave before the 10 days, the SPO could keep the per diem. When the rooms are not in use by RAP clients, the SPO would be free to rent out and generate additional income. The problem with this is the unpredictable flow of arrivals: the rented out rooms may be needed at a moment's notice. So CIC insists that the rooms it rents for RAP be available at all times.

The other option for contracting – competitive bidding – was roundly dismissed by SPOs (not surprisingly) since it was considered too unstable for the organizations running the program. We must concur: competitive bidding implies the willingness to change reception houses when the contract comes up every year or perhaps over a longer time frame. This is disruptive to the SPOs, which would continually face the potential loss of the contract and hence staff and facilities. It would also be problematic from CIC's viewpoint because getting new providers up to speed is not straightforward. Staff would have to be trained and certified to deliver the

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<sup>52</sup> This was an idea introduced nationally, but has not been discussed for some time. It is not being actively pursued at present since it not clear how it can work under current grants and contributions guidelines from Treasury Board.

orientations. Managers would need to be trained on how to run a reception house (presuming there is such training) and report to CIC. The department would have to carefully assess proposed temporary housing to ensure it meets minimum standards. For these reasons, we consider competitive bidding as an unattractive (albeit not impossible) policy, unless of course a current provider decides to cease providing RAP services.

### Changes in Store for RAP

3. What changes are in store for the program in the near future? How well can the program cope as it currently stands? What processes may need to change to support new policies?

CIC is currently reviewing its refugee selection and resettlement legislation, policies, and procedures. The review has spawned the Refugee Resettlement Model, which places increased emphasis on the protection of refugees. Four main changes to existing policy are under consideration: relaxing the requirement that refugees be able to resettle themselves within a year (a three to five year period is being considered); making a more concerted effort to facilitate the reunion of families; developing a closer relationship with non-governmental partners; and ensuring the immediate entry into Canada of urgent protection cases. Bill C-31 will accept refugees with higher needs and lower ability to settle quickly: less education, more trauma cases, more health needs, larger families.

RAP SPOs deal well with steadily shifting clientele, but will likely need extra help if these changes occur. Demands on SPOs will most certainly increase so key elements of the National Funding Formula may need reconsideration should the policy changes proceed. At a minimum CIC can expect still longer stays in reception houses and more special needs review and help required. Unless target sizes are reduced, SPOs in Windsor, London and Kitchener may need more staff to cope with harder to settle clients. All SPOs may need more help in the area of housing since it will be harder to find lodging for bigger and needier families (those in the larger cities should be able to reassign current staff). SPOs in all five cities may need to forge closer ties with agencies that counsel trauma clients, or may need to hire such counselors themselves (such counseling is beyond the mandate of RAP, but if many trauma cases are expected this exclusion may need to be reexamined). Training sessions for RAP staff to learn how to deal with the new clientele would be a good idea.

### How Well RAP Meets Client Needs

4. What help does a refugee need upon first arriving in Canada? Do the RAP objectives and services/ interventions meet the needs of the target group? How were client needs identified? Is the 4 to 6 week timeframe for providing essential services adequate? Is the permitted length of stay at reception houses adequate? Does 13 hours of service provide refugees what they need for easing the settlement process?

From what we could tell, refugees need precisely the kind of help they get when they land at the port of entry – help through customs and immigration and with connections to their destination – and when they get to the reception houses/hotel: temporary lodging, help with apartment search, orientation and link to government programs. Interviewees felt GARS get the help they require, although some argued for more services (e.g., childcare, personal counseling). Only 12% of GARS who were surveyed said they had needs that they thought RAP should meet but didn't. These included job search help and medical assistance.

No one argued for extending the four to six week timeframe for providing essential services. Indeed, most RAP programs have little to do with clients once they leave the reception house. Kitchener calls clients back for a final orientation near the six-week mark and Ottawa's average stay is nearly six weeks: one-third of its clients stayed in the reception house longer than six weeks. RAP staff, especially in Toronto, field calls for help from clients who have moved out, even beyond the six-week window. But there is no reason we can see why these clients can't be referred to ISAP.

On the other hand, everyone argued for longer stays in reception houses. The average stay in every community but Toronto exceeded that permitted by the contract. The average stay everywhere surpassed that envisaged by the National Funding Formula by at least 40%. New policies under consideration within the Refugee Resettlement Model can be expected to lengthen stays. Until vacancy rates improve, the length of permitted stay does seem unrealistically low.

Most SPOs also argued that the 13-hour service criterion is low. Judging from our site visits, most SPOs do not exceed this level for the typical client and may even come up short. For example, outside of Ottawa, five or six hours of orientation is the norm, whereas the NFF pays for eight hours. Performance measurement data remain too unreliable as of the early fall 2001



to provide a definitive answer to this question. Monitoring information suggests that two SPOs use less than 13 hours and three use more than 13 hours.

### Comparison of RAP with Social Assistance

5. How does the RAP income support program compare with Ontario provincial social assistance? What are the reasons for any differences? Is the level of income support appropriate?

RAP income support closely reflects Ontario social assistance rates (see Chapter 4). All SPOs and many clients complained about support levels, but virtually all the reproach centred on the shelter rates. There seems little doubt that permitted shelter rates are stingy in the context of low apartment vacancy rates and resultant high rental rates. On the other hand, tying shelter rates to prevailing social assistance rates seems sensible, because it is politically unpalatable to pay newcomers more than established residents and because those RAP clients who end up on welfare (which is most from the evidence we have seen and heard) will not need to move to cheaper quarters when RAP assistance expires.

### Service Quality and Innovation

6. Does each RAP program reflect the criteria established for RAP? What is innovative at each site? Does the leadership have a vision of where RAP is going? How do the models compare? How does quality of service compare?

Each program does reflect the criteria established for RAP. All programs do a good job delivering services to GARs. Most stay within the program mandate, although there is some straying beyond the bounds (e.g., personal counseling), especially in the largest cities.

Although service quality is high at the port of entry and at each reception house/hotel, there is little innovation apparent. For instance, orientations were delivered competently but with little flair. SPO management was much more concerned with day-to-day operations than with visions of the future of the program. They leave that to the policy-makers.

The two basic models of service delivery – reception houses and hotel – were considered in Chapter 5. It is difficult to compare directly because of large differences in communities, staff and management philosophy, but both models seem to do an admirable job in meeting the

immediate settlement needs of clients. We found no basis for the argument that hotels provide a lower quality of service to GARS. Clients responding to the survey agreed service quality was high under both models.

### How RAP is Carried Out by SPOs

7. What were the activities of each RAP program? Were they as planned? How does the operation of RAP differ from its initial design? Are the services carried out efficiently? To what extent are volunteers used and how are they used? Are subcontractors used to deliver services? If so, how? What types of factors impeded or facilitated achievement of the objectives? Is there enough notice given that refugees are coming?

These issues are explored at length in separate case study reports of each Ontario RAP SPO. In short, activities of each program were as planned: the program in the field looks much like that on paper. Evaluation results suggest it is a well-conceived and well-run program at every level.

Services, in our opinion, could be more efficient, however. There were substantial differences between operations that could not be explained by differences in locality. Most of the variation seemed to boil down to differences in staffing levels. Staff hours per client ranged from 13 to 42 across the SPOs (a fairer comparison that excludes time for running reception houses would make the range from 13 to 25 hours). There was no significant difference in perceived quality of service and no difference in early settlement success. It should not take twice as long in one place as another to serve RAP clients.

Volunteers are used sparingly at most SPOs. At most, it was a matter of a few hours per week giving help with interpretation, ferrying clients to appointments or with clerical tasks. Ottawa makes good use of volunteers, with children's programming being the best example. There is no good reason for the other SPOs not to follow suit.

There was virtually no use of subcontractors for delivering RAP. Taxi services and furniture deliveries were about it.

The only major factor mentioned that impeded service delivery was the low vacancy rate/low shelter allowance quandary. This was the key factor driving the lengthy stay in temporary

shelter. Supportive community agencies were said to have facilitated service delivery. Good working relationships and communication between OASIS and the SPOs also helped.

Notice of arrival varies a good deal, but in the main was about two and a half weeks, which was considered adequate. Twenty-six percent of clients arrived with less than 10 days notice, however.

### RAP Orientations

8. Are orientation sessions tailored to the varying needs of refugees? Are they interactive? Are AV materials used? Is information presented in appropriate languages? Do clients seem to understand what is presented? In general, how are SPOs coping with the new types of refugees?

In our view orientations were the weak link of SPO services to refugees. The RAP orientations we witnessed (only one per SPO) were functional; essentially a recitation of facts competently delivered, but with little to distinguish them or make them memorable. They were interactive to the extent that clients asked questions and they were answered. There was certainly nothing innovative or flashy about any session that we observed. Besides poor quality overheads at some sites, there were few visual aids to facilitate the presentation or make it more interesting. In short they were boring.

In the orientations we attended, clients seemed to understand what they were told. It is standard operating procedure to deliver the orientation in a language understood by the GAR. For those who don't know English, the orientations are delivered in their language or delivered in English and immediately translated by an interpreter. Clients gave the orientations good marks: B+ for both the financial and basic orientations.

From our observations, we conclude that SPOs seem to cope well with refugees from any area of the world. Although most satisfaction ratings differed significantly by source country, the marks were mostly positive from every area.

## Program Profile

9. How many clients does each Reception Centre have? What is the profile of program participants? How easy was their access to the program? Were a wide variety of ethnocultural groups served? How do JAS clients differ from regular RAP clients? To what types of services are clients most referred? What proportion of clients were secondary migrants? How do SPOs deal with and account for fluctuating numbers of refugees?

The number of clients varies dramatically over time. Uneven flows had bedeviled RAP in prior years and continue to be an irritant; but this year the flows are more uniform. In the April to June 2001 period, Kitchener, London and Windsor had 31 cases (households) each, Ottawa 42 and Toronto 90. SPOs cope as best they can with peaks in arrivals, working overtime and using hotels to house the overflow. During slow times, staff take vacation days, time in lieu of overtime pay and do paperwork.

Client profile is the topic of Chapter 6. The typical GAR was a 33-year-old from Afghanistan with a high school education. Clients came from 11 different nations including Afghanistan, the Sudan, Iran, Iraq and the former Yugoslavia. Only 7% of clients were in the JAS program: see Chapter 6 for a brief profile of JAS cases.

Access to the program was effortless. IRIS escorts the client through entry into Canada and helps him make the connection to the destination. All clients are dropped off at the door of the reception centre/hotel.

Survey data suggested that 18% of RAP clients who arrived in the spring became secondary migrants by the autumn. This differed substantially by destination. Only 58.1% stayed in London: most Afghanis destined to the city left for Toronto or Alberta. At the other extreme, 93.5% of refugees destined to Kitchener in the spring remained there as of the early fall.

## How IRIS Works

10. How does the program work at the Port of Entry? What services are offered? Does it operate as designed? How does the scheduling system work? Is it coordinated efficiently? How many refugees are served per year? What do clients think of the service? What suggestions do they have for improvement? How large is the winter clothing inventory? Where is it stored? Is the inventory adequately tracked?

Chapter 3 begins with a summary of how IRIS works at the Toronto airport (a separate IRIS report covers the process in somewhat more detail). In sum, the program operates as designed. IRIS seems to do an excellent job, though as with the other RAP SPOs, its efficiency is open to question. IRIS helps all refugees to Ontario – 2,250 per year – plus those landing in Toronto destined to other provinces and privately sponsored refugees, 6,051 in total during 2000.

Clients were enthused with the service they got at the airport, giving it a B + average. After financial support, airport services were cited as the most important RAP service by the greatest proportion of clients (25%).

### RAP Resources

11. What resources have been allocated to RAP? How do resources compare across sites? What is the staff allocation at each site? What is the cost per client at each site? What are the reasons for any divergence?

CIC Ontario Region has allocated \$17,971,605 to RAP for 2001/2002 (the region is initially allocated funds based on the National Funding Formula). This includes \$14,636,625 for income support and \$3,334,980 for contributions to SPOs that deliver RAP. The amount contracted to Reception Houses and the Port of Entry (\$3,785,000) actually exceeds the amount allocated by \$450,020. The total reception service delivery breakdown is as follows:

	<u>Port of Entry</u>	<u>Reception Houses</u>
Amount contracted	\$525,000	\$3,260,000
Amount allocated	<u>\$508,050</u>	<u>\$2,826,930</u>
Deficit	\$ 16,950	\$ 433,070

There is little consistency across sites. Dollars per client range from \$894 to \$1703. Windsor has two permanent staff members, London five, Kitchener seven, Ottawa 10 and Toronto 16, an eightfold range. But targets range from 270 to 750, less than a threefold difference. That yields the disparity in staff hours per client mentioned above.

Table 8.1 Comparison Across SPOs of Cost and Hours Per Client

City	Contracted Number of Clients	Current Cost Per Client*	Estimated Staff Hours Per Year	Staff Hours Per Refugee
Kitchener	270	\$1,062	8,476	31.4
London	350	\$1,002	11,180	31.9
Ottawa	520	\$1,657	18,395	35.4
Toronto	750	\$1,703	31,200	41.6
Windsor	360	\$894	4,680**	13.0

\* Calculation uses contract amount excluding overflow accommodation; Toronto excludes Sierra Leone initiative.

\*\* Windsor's hours are lower in part because it does not have to run a physical plant.

Why the inconsistencies? To be sure, there are differences in costs by community. Rent costs more in Toronto than in London, for example. Another reason is that some agreements were originally contracted by local offices and were transferred to OASIS without major revisions. Also SPOs ask for different amounts in their applications. In our view, these reasons do not adequately justify the degree of funding inconsistency apparent between the SPOs.

### RAP Facilities

12. What is involved in running a reception house? How are inventories managed? In what shape are the facilities (reception houses, port of entry)? Should there be a higher standard? How does Windsor's hotel model compare with the Reception House model?

These questions are addressed in Chapters 3 and 5. There are three types of temporary accommodation in use in Ontario. Windsor has a nice, modern hotel. London and Kitchener have large, old houses. Ottawa and Toronto have large brick tenement buildings. The state of the reception house facilities may be unappealing, but not dirty, unsafe or offensive. They may be considered functional and suitable from CIC's perspective: they serve the purpose of providing safe, temporary accommodation for newcomers, without providing an incentive for clients to stay longer than absolutely necessary.

As mentioned above, both the reception house and hotel models seem to do an admirable job in meeting the immediate settlement needs of clients.

### RAP Monitoring

13. What tracking/monitoring systems have been implemented by SPOs to collect data on participants and the services they receive? Are any monitoring data being computerized? Is it adequate for the purposes of the evaluation? What should be monitored? Do SPOs conduct exit interviews/satisfaction surveys? Are SPOs taking accountability seriously? What follow-up procedures are used by local CICs? Is 10% client monitoring adequate? What is the monitoring telling CIC about program delivery?

SPOs do not do monitoring or tracking of clients outside the context of the performance monitoring pilot. They collect, computerize and submit the information on the spreadsheet provided by CIC, although some SPOs were still submitting questionable data as of October 2001. They had been doing exit surveys under the pilot but CIC halted this in June. SPOs have cooperated with the pilot and most accept the need for performance monitoring.

In our opinion, the data are imprecise and not yet adequate for proper program monitoring or evaluation; to be fair it is still in the pilot stage. Indicators must be more precise to get a good handle on how the program is operating.

Only one local CIC has done the 10% client monitoring this year. The others haven't started or have barely begun, citing time and resource constraints for the delay. When they did monitoring in the past, nothing has been done with the data on a program-wide basis. Clearly then, this monitoring is telling the department nothing about how the program is operating.

### RAP Staff Expertise

14. What expertise does each SPO have to run RAP? Is there a multilingual staff? What are the characteristics of a good service provider? How did they prepare for their role? What training did staff receive? How long have they been working with the program?

Good service providers have good staff. Many, if not most RAP SPO employees had been refugees themselves, an experience that enables them to empathize with new clients and understand their plight and their needs. Some had been AAP or RAP clients when they first came to Canada. They invariably said they treasured the opportunity to do for others what had been done for them. Their knowledge of how vital their services are to such vulnerable people impelled exceptional dedication to the job: turnover rates at most SPOs are low and many workers had been there for years.

Staff, having come from all over the world, speak many languages. Table 3.3 shows staff languages at each agency. SPOs don't hire new workers that speak the language of each new wave of refugees because it would be impossible to keep experienced staff with such a policy. All have interpreters available for almost any language.

It is noteworthy, however, that the regression analysis found that overall satisfaction with the program was lower when there was no one at the reception house that could speak the client's language. The RAP Handbook states that, "Service providers are also expected to maintain a degree of flexibility in their work force to respond to shifts in newcomer countries of origin. The flexibility can often be achieved through sub-contracting with individuals or other community based services." As we note elsewhere, SPOs make scant use of subcontractors or volunteers that could help them be more flexible.

Most, but not all counselors have been trained and certified to run financial orientations. At one SPO, none of the counselors had been certified, however. Other than training to run these orientations, there has been little offered in the way of training for managers and staff. Most employees have learned on the job.

Good service providers are also efficient. In our opinion most SPOs could be more efficient in delivering RAP services. At least two have too many staff, which drives up costs considerably.

#### CIC-SPO Working Relationship

15. How is the partnership between each SPO and CIC working? How effective are communications? What are agency perceptions of how RAP is administered by the local CIC? By OASIS? What improvements do SPOs suggest?

The partnership between SPOs and CIC is outstanding. Communications were said to be excellent; all SPOs had positive words about their OASIS contact. Likewise, all were happy with their professional relationship with the local CIC. So pleased were SPOs with their CIC partnerships, none had any suggestions for improvement.



### Influence of Community on RAP

16. What local community elements affect program delivery? What community partnerships have been developed to facilitate settlement? To provide ancillary services?

The only noteworthy community element affecting RAP delivery was the low vacancy rate in all five cities. This, combined with the low shelter rate, was the primary cause of the lengthy stays in the receptions house/hotel.

RAP SPOs have developed few formal partnerships in their community. Most have a good relationship with nearby banks to open accounts for new refugees, with the local HRDC office to get social insurance numbers as soon as possible, and with local health clinic staff. In Kitchener and Windsor, there are partner groups that include the local CIC and the YMCA (ISAP, HOST, LINC), which meet every second month or so to update each other and plan programming for immigrants. Ottawa has developed an important partnership with the municipality, which has given the reception centre the contract for housing indigent refugee claimants and which grants free access to community centre for RAP clients. In Toronto, a valuable partnership with the school next door has yielded many benefits for COSTI clients. The school permits the children to enroll in ESL classes, which are offered three times weekly, and children are placed in the regular classroom when space permits. The daycare in the school also accepts reception house youngsters when space is available. This gives children an important head start for learning the language and becoming familiar with the school routine. Finally, housing coordinators have developed close ties with many landlords in the city to persuade them to take new GARs.

Other than with overflow hotels and taxi companies, there is no subcontracting with local agencies or firms to deliver RAP ancillary services.

### Client Satisfaction

17. How satisfied are newcomer clients with RAP and its various services? Do satisfaction ratings differ by participant traits or type of service? By JAS vs. regular RAP clients? What services were seen as most/least beneficial? Any service gaps? What suggestions for improvement do they have?

Clients were pleased with RAP services, giving them a B+ grade overall. With the significant exception of financial assistance, they gave all services a good to excellent rating. Financial assistance got a C.

For the most part ratings did not differ by participant traits, except by nation of origin as mentioned above. JAS and RAP clients gave the same grades on average to RAP and most of its components. Two exceptions were the introduction to community and the explanation of the Canadian financial system, which JAS cases rated higher. We surmise the sponsor helped in these regards.

Asked to identify the single most important RAP service, the greatest percentage said income support, even though they were less than enthused with its generosity. Next most often mentioned was service at the port of entry.

No serious service gaps were identified by clients or staff. Only one in eight said there was a service they needed for immediate settlement needs but did not receive. This service was usually said to be job preparation.

Most (62%) offered suggestions for improvement. The suggestion made most often (40%) was to increase the financial assistance (often specifying the rental amount). See Table 7.11.

### Current Status of Clients

18. How successful are clients in attaining self-sufficiency? How successful are they at finding work? What proportion are enrolled in language training? In skills training? What problems, if any, do clients experience obtaining permanent housing? Any differences between JAS and regular RAP?

The evaluation was not designed to provide a definitive answer to these questions, only early indications. Early indications are bleak, however. Almost all (99%) remained on financial assistance. A scant 9% are working in paid jobs, and they earn just \$388 per month on average. Only 2% are in job training and 15% are upgrading their education. On the other hand, 75% were enrolled in language training classes during the fall of 2001. There were no significant differences between RAP and JAS.

Some clients experienced a great deal of difficulty finding permanent housing. The problem was especially severe for large families. For example families of six stayed well over twice as long in the reception house as families of four (42 days versus 15).

### Unintended Consequences

19. Is there any evidence of unintended impacts, negative or positive, on participants, the SPO, or community agencies?

Informants could think of few unintended impacts of note. Some were wary of creating dependency among clients. The 1995 AAP evaluation demonstrated this was a legitimate concern: it found government supported refugees were much more likely to be on welfare after a few years in Canada than were privately sponsored refugees. Ottawa makes clients do as much as possible for themselves (although the extended length of stay may defeat the purpose). Windsor feels that having clients in a hotel rather than with RAP staff 24 hours a day promotes independence.

### Fraud

20. Do income assistance clients report to CIC as required? Is fraud perceived as a problem? What is the reported incidence of fraud?

Local CICs have done so little monitoring this year, it is hard to answer these questions: there are certainly no recent statistics on reporting or fraud. Perceptions on the amount of fraud vary. Two informants said it was rampant, but most said they thought it was small. We were told the vast majority of clients do show up for monitoring interviews when asked to come in.

### Lessons Learned/Best Practices

21. What lessons have been learned from RAP? Describe the characteristics of good programs. How can best practices be replicated elsewhere? What does each agency need to do to improve its RAP program? Are there more efficient ways of achieving the same objectives?

RAP in Ontario seems to work well, with few problems other than inefficiencies as noted in this report. Chapter 3, which relates how the program works in the province, suffices as a description of the characteristics of a good program.

Each agency report describes how RAP works there. Suggestions particular to each SPO are included in the agency report.

As Chapter 3 makes clear, agencies are competent at delivering RAP, but we found few “best practices.” These are demarcated in Chapter 3 and listed together in Appendix B.

SPOs have it down to standard operating procedures; there are no innovations of note. Besides greater efficiencies, the most needed improvement is more interesting orientations.

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**APPENDIX A**

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Client Survey

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CLIENT ID \_\_\_\_\_

## Reception House

### CLIENT SURVEY

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## About This Survey

- ◆ The purpose of this survey is to find out about your experiences in the Resettlement Assistance Program (RAP). Under this program, refugees are met at the airport, transported to a reception house or hotel where they are given help with immediate settlement needs, and given help to find permanent housing. RAP also includes financial assistance for those who qualify. *(Note to interviewer: add detail as necessary to ensure the person understands what RAP refers to.)*
- ◆ To make the program as helpful as we can for those who take part, we ask you to complete this survey. Your responses will be combined with responses of other participants to help us understand the situation and needs of people who participate. The information you provide will remain confidential and you will not be identified in any report. **Please be frank.**
- ◆ Most of the questions are straightforward to answer. The survey is divided into three sections. Section I asks how satisfied you are with RAP and its different services. Section II asks about different issues facing newcomers to Canada and how you are dealing with them. Section III asks a few questions about your background to help us with analysis of the results.

Note: Interviewer instructions are given in italics.

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**SECTION 1 - Satisfaction with RAP**

In this section we ask you to tell us how happy you were with the program and with important aspects of the program.

1. Overall, how would you rate the Resettlement Assistance Program? (*Read options.*)

- <sub>1</sub> A (EXCELLENT)
- <sub>2</sub> B (GOOD)
- <sub>3</sub> C (AVERAGE)
- <sub>4</sub> D (BELOW AVERAGE)
- <sub>5</sub> F (POOR)

➤ Why? \_\_\_\_\_

2. How would you rate the Reception House? (*Name reception house if helpful. Read options.*)

- <sub>1</sub> A (EXCELLENT)
- <sub>2</sub> B (GOOD)
- <sub>3</sub> C (AVERAGE)
- <sub>4</sub> D (BELOW AVERAGE)
- <sub>5</sub> F (POOR)

3. What do you think of Reception House staff? (*Read options.*)

- <sub>1</sub> A (EXCELLENT)
- <sub>2</sub> B (GOOD)
- <sub>3</sub> C (AVERAGE)
- <sub>4</sub> D (BELOW AVERAGE)
- <sub>5</sub> F (POOR)

4. What do you think of Reception House facilities? (*Read options.*)

- <sub>1</sub> A (EXCELLENT)
- <sub>2</sub> B (GOOD)
- <sub>3</sub> C (AVERAGE)
- <sub>4</sub> D (BELOW AVERAGE)
- <sub>5</sub> F (POOR)

5. Please tell us how satisfied you are with each of the following aspects of RAP by assigning each a grade from A to F where: A means Excellent; B is Good; C is Average; D is Below Average; and F is Poor. What grade would you give to **(READ EACH STATEMENT)**? (*Repeat scale as necessary; emphasize labels. Circle one letter grade per row. If client did not receive the service, circle NR.*)

ASPECT OF PROGRAM	Excellent	Good	Average	Below Average	Poor	Did not receive service
SERVICE RECEIVED AT TORONTO AIRPORT	A	B	C	D	F	NR
SERVICE RECEIVED AT OTTAWA AIRPORT	A	B	C	D	F	NR
ORIENTATION TO RECEPTION HOUSE	A	B	C	D	F	NR
SERVICES AVAILABLE FOR CHILDREN AT RECEPTION HOUSE	A	B	C	D	F	NR
QUALITY OF CHILD CARE AT RECEPTION HOUSE	A	B	C	D	F	NR
HELP WITH APPLICATION TO GOVERNMENT PROGRAMS (SIN, OHIP, Child Tax Benefit)	A	B	C	D	F	NR
FINANCIAL ASSISTANCE (monthly cheque from CIC)	A	B	C	D	F	NR
EXPLANATION OF YOUR RIGHTS AND RESPONSIBILITIES FOR FINANCIAL ASSISTANCE (Client Agreement)	A	B	C	D	F	NR
EXPLANATION OF CANADIAN FINANCIAL SYSTEM (banking, budgeting, currency)	A	B	C	D	F	NR
INTRODUCTION TO YOUR NEW COMMUNITY (information on renting, shopping, schools, public transportation, phones, etc.)	A	B	C	D	F	NR
HELP FINDING APARTMENT OR HOUSE	A	B	C	D	F	NR
REFERRAL TO COMMUNITY SERVICES (language classes, job finding club)	A	B	C	D	F	NR



---

6. Using a 5-point scale where 1 means “helped a lot” and 5 means “no help at all,” please tell me how much RAP helped you to settle in Canada? (*Circle one number on the line below*)

HELPED A LOT

NO HELP AT ALL

1-----2-----3-----4-----5

7. About how many days did you stay in the Reception House? \_\_\_\_\_ days

8. Was your stay in the Reception House long enough to meet your immediate settlement needs? (*Clarify what immediate settlement needs are if necessary*)

<sub>1</sub> YES

<sub>2</sub> NO

9. Looking back, what service was the *most* helpful in helping you to settle in Canada? (*Do not read options. Check **ONE** circle only corresponding to the response given*)

<sub>1</sub> HELP AT AIRPORT WHEN YOU FIRST ARRIVED

<sub>2</sub> HELP WITH APPLYING FOR SIN/OHIP/CHILD TAX BENEFIT

<sub>3</sub> FINANCIAL ASSISTANCE

<sub>4</sub> EXPLANATION OF CANADIAN FINANCIAL SYSTEM

<sub>5</sub> ORIENTATION TO YOUR NEW COMMUNITY

<sub>6</sub> HELP FINDING APARTMENT OR HOUSE

<sub>7</sub> REFERRAL TO COMMUNITY SERVICES

<sub>8</sub> OTHER (specify) \_\_\_\_\_

10. While at the Reception House, was there any help you needed but did not receive?

<sub>1</sub> YES → What kind of help? \_\_\_\_\_

<sub>2</sub> NO

11. Was anyone who met you at the Toronto airport able to speak your language?

<sub>1</sub> YES

<sub>2</sub> NO → Speaks English? \_\_\_\_\_ YES \_\_\_\_\_ NO

- 
12. Was anyone at the Reception House able to speak your language?
- <sub>1</sub> YES
- <sub>2</sub> NO
13. Did the Reception House provide enough activities for your children?
- <sub>1</sub> YES
- <sub>2</sub> NO
- <sub>3</sub> NOT APPLICABLE
14. Did the staff at the Reception House tell you where to go to get further help with settling in Canada?
- <sub>1</sub> YES → What services were suggested? \_\_\_\_\_
- <sub>2</sub> NO
- <sub>3</sub> DON'T REMEMBER

**SECTION 2 - Current Situation**

In this section we ask you about how well you are doing settling into your new community.

15. How many times have you moved since you left the Reception House? (*1 move if client has only lived in one residence since moving from the Reception House*) \_\_\_\_\_
16. What is your current monthly rent including utilities and basic phone? \$\_\_\_\_\_
17. How much are you getting for rent, utilities and basic phone from CIC each month? \$\_\_\_\_\_
18. Are you sharing your apartment or house with anyone else who is not related to you and who shares household expenses?
- <sub>1</sub> YES
- <sub>2</sub> NO
19. Did reception house staff refer you to \_\_\_\_\_? (*State name of agency/agencies running the Immigrant Settlement and Adaptation Program in your city*)
- <sub>1</sub> YES
- <sub>2</sub> NO
- <sub>3</sub> DON'T REMEMBER

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20. Did reception house staff refer you to the HOST Program?

<sub>1</sub> YES

<sub>2</sub> NO

<sub>3</sub> DON'T REMEMBER

21. Have you made new friends in Canada yet?

<sub>1</sub> YES

<sub>2</sub> NO

22. Have you had any problems getting access to health care in Ontario?

<sub>1</sub> YES

<sub>2</sub> NO

<sub>3</sub> HAVE NOT SOUGHT HEALTH CARE

23. Do you have a bank account?

<sub>1</sub> YES

<sub>2</sub> NO

24. Are you comfortable using the public transportation system in your city?

<sub>1</sub> YES

<sub>2</sub> NO

25. Do you have or have you applied for a Social Insurance Number (SIN)?

- <sub>1</sub> YES  
<sub>2</sub> NO  
<sub>3</sub> DON'T KNOW

26. I would like you to think about how satisfied you are with different aspects of settling into Canada. I'll mention a few different aspects and ask you to rate each using the same Excellent to Poor scale we used before. Would you say \_\_\_\_\_ (READ ASPECT OF SETTLEMENT) is Excellent, Good, Average, Below Average or Poor? (Circle one letter grade per row.)

ASPECT OF SETTLEMENT	Excellent	Good	Average	Below Average	Poor	N/A
YOUR APARTMENT OR HOUSE	A	B	C	D	F	N/A
YOUR NEIGHBOURHOOD	A	B	C	D	F	N/A
YOUR FURNITURE	A	B	C	D	F	N/A
ENGLISH CLASSES (ESL/LINC)	A	B	C	D	F	N/A
THE INTERIM FEDERAL HEALTH PROGRAM	A	B	C	D	F	N/A
YOUR LIFE SO FAR IN CANADA	A	B	C	D	F	N/A

27. Are you currently . . . ? (Check one circle in each row.)

- |                                   | YES                                | NO                                 |
|-----------------------------------|------------------------------------|------------------------------------|
| a) WORKING IN A PAID JOB          | <input type="radio"/> <sub>1</sub> | <input type="radio"/> <sub>2</sub> |
| b) SELF EMPLOYED                  | <input type="radio"/> <sub>1</sub> | <input type="radio"/> <sub>2</sub> |
| c) LOOKING FOR A JOB              | <input type="radio"/> <sub>1</sub> | <input type="radio"/> <sub>2</sub> |
| d) IN SCHOOL/COLLEGE/UNIVERSITY   | <input type="radio"/> <sub>1</sub> | <input type="radio"/> <sub>2</sub> |
| e) IN A JOB TRAINING PROGRAM      | <input type="radio"/> <sub>1</sub> | <input type="radio"/> <sub>2</sub> |
| f) IN A LANGUAGE TRAINING PROGRAM | <input type="radio"/> <sub>1</sub> | <input type="radio"/> <sub>2</sub> |
| g) ON GOVERNMENT ASSISTANCE       | <input type="radio"/> <sub>1</sub> | <input type="radio"/> <sub>2</sub> |
| h) LIVING AT THE RECEPTION HOUSE  | <input type="radio"/> <sub>1</sub> | <input type="radio"/> <sub>2</sub> |
| i) VOLUNTEERING                   | <input type="radio"/> <sub>1</sub> | <input type="radio"/> <sub>2</sub> |

28. (If working) How much do you earn each month before taxes? \$\_\_\_\_\_ per month

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29. Do you plan to stay here (*state client's current community*) or move elsewhere? (*Read options.*)

- <sub>1</sub> STAY HERE  
<sub>2</sub> MOVE ELSEWHERE  
<sub>3</sub> NOT SURE

30. Please list the names of one or two agencies in your community where you can go for useful information.

31. What suggestions do you have to improve the RAP program?

<b>SECTION 3 - Background</b>
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32. How old are you? \_\_\_\_\_ YEARS

33. In what country were you born? \_\_\_\_\_

34. At the present time, what is the highest level of education you have completed? (*Check only one response.*)

- <sub>1</sub> GRADE SCHOOL (UP TO GRADE 8)  
<sub>2</sub> SOME HIGH SCHOOL (GRADES 9-11)  
<sub>3</sub> HIGH SCHOOL DIPLOMA/GED  
<sub>4</sub> SOME COMMUNITY COLLEGE OR UNIVERSITY  
<sub>5</sub> COMMUNITY COLLEGE DIPLOMA  
<sub>6</sub> UNIVERSITY DEGREE

35. Do you have any children over the age of 18 who have come to Canada?

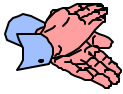
- <sub>1</sub> YES → How many? \_\_\_\_\_  
<sub>2</sub> NO

**Thank you for taking the time to do this survey!**

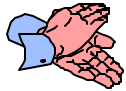
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**APPENDIX B**

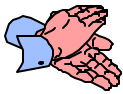
List of Best Practices



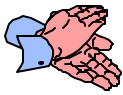
**BEST PRACTICE** IRIS staff, all dressed professionally and alike, make a good first impression for refugees upon arrival at Toronto's airport.



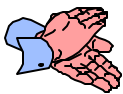
**BEST PRACTICE** One local CIC – Ottawa – goes through the list to cull only the information for refugees coming to that city and faxes only this relevant subset to the reception house.



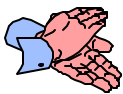
**BEST PRACTICE** In Kitchener, the downtown Health Centre provides care for GARs at the Reception Centre.



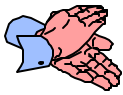
**BEST PRACTICE** In Kitchener, each bed is made up with new sheets, blankets and comforter, along with a set of towels laid out on the end of the bed. This provides a more welcoming atmosphere for exhausted arrivals than a bag of linens placed on an unmade bed.



**BEST PRACTICE** In London the local HRDC office is asked to fax the SIN number as soon as it is available, which is usually within three days of application. The card comes two weeks later.



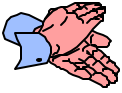
**BEST PRACTICE** Elements of a good information packet are: a welcome letter; house rules, regulations and safety procedures; a RAP overview; Canada's cultural profile; city and area maps and transit schedules; emergency health care information; staff list or business cards; a list of bargain and ethnic stores in the area; and links to important help agencies. The RAP First Steps brochures could be the central part of a good information packet but these are usually distributed during orientations.



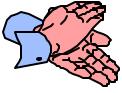
**BEST PRACTICE** Windsor goes one step further on the second day: staff or volunteers take refugees on a walking tour of the area close to the hotel in downtown Windsor. On this community tour they point out restaurants, stores, parks, street signs, traffic signals and so on.<sup>53</sup> Staff held that the tour is important not only to familiarize newcomers with the environs but to ensure newcomers understand traffic rules so that they don't get hit by a car.

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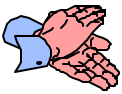
<sup>53</sup> There is a checklist to govern this neighbourhood orientation, which may be helpful to other RAP agencies.



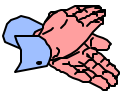
**BEST PRACTICE** In Ottawa, counselors strongly stress clients' financial obligations. The appeal is framed in terms of helping future refugees. Pay back your loan so the money can be used to bring other GARs to Canada. Find a job and get off financial assistance so money will be available to help other refugees in need. Report your income so money not exempted can be used to help future refugees.



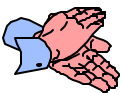
**BEST PRACTICE** In Kitchener, Reception Centre staff found an apartment for a large family by appealing to the community through the media.



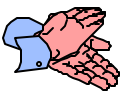
**BEST PRACTICE** In Toronto a school situated right next door has agreed to enroll the children of refugees in ESL class, and even into the regular school program, while they are awaiting permanent housing. This has the multifold benefit of introducing the children to the school environment, introducing or refining English language skills and keeping the children busy and out of trouble.



**BEST PRACTICE** In Kitchener, for the last two years the Reception Centre has partnered with K-W Counseling to provide a play therapy program for refugees at the Centre.



**BEST PRACTICE** In Ottawa, where the stay is so long, an ESL instructor paid by the school board delivers an ESL class right in the reception house three afternoons a week.



**BEST PRACTICE** Ottawa's "children's program" is much more than a child care service. Offered to school-aged children (ages five to 18) and staffed by volunteers, the program is run from 10 AM to noon and from 1:00 to 3:00 in the afternoon. It is difficult to classify the program since it combines day care, ESL, education and social work, though none of these is carried out on a formal basis. It attempts to help calm the children, most of whose lives are in turmoil, to introduce or refine English language skills, and to get them prepared for attending school. "They need a lot of affection and help... We need to be positive and caring ... and build (their) confidence." Because of the range in age and ability of the children, each has his or her own program. Subjects might include English (beginner to grade 12), math (basic to OAC), and basic science, geography and history. Teachers are often university students majoring in education.



**BEST PRACTICE** London's RAP coordinator has begun keeping statistics on these intervals. Early indications are that these delays add at least a few days to the stay at London's Global House. Such delays are easy to overlook when setting policy on contracted stay. CIC should consider adding these indicators to its performance measurement system to see what impact they are having.



