



PART



**THE CONTEXT OF
SETTLEMENT
COUNSELLING**





CHAPTER

- THE SETTLEMENT
SECTOR
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DEFINING SETTLEMENT

- Settlement as a two-way process

THE COMMUNITY-BASED SETTLEMENT SECTOR

- Principles and Values for the Sector
- Standards for the Sector
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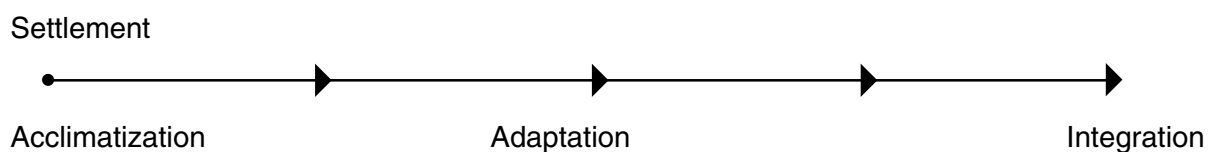
THE SETTLEMENT SECTOR

Before considering in detail the training needs of settlement counsellors, it is important to examine the settlement sector and the context of settlement work. What is settlement? How is it different from integration? What is the settlement sector? What are some of the principles and values guiding this sector?

DEFINING SETTLEMENT

Settlement is a long-term, dynamic, two-way process through which, ideally, immigrants would achieve full equality and freedom of participation in society, and society would gain access to the full human resource potential in its immigrant communities. The settlement process can be viewed as a continuum, as newcomers move from acclimatization, to adaptation, to integration (see diagram below).

FIGURE 1
The Settlement/Integration Continuum¹



Settlement generally refers to acclimatization and the early stages of adaptation, when newcomers make basic adjustments to life in the new country including finding a place to live, learning the local language, finding a job, and learning to find their way in a new, and as yet unfamiliar, society. Integration is the longer-term process through which newcomers become full and equal participants in all the various dimensions of society.

In the vision of settlement work underlying this project, settlement is seen as a process that is:

- long-term
- dynamic
- enabling
- two-way

Settlement is not a short-term process that is limited to the immigrant's initial adjustment period after arriving in a new country. In an address to a conference of settlement counsellors held in British Columbia in 1989, the then Executive Director of OCASI described the community's holistic view of settlement services:

...The reality is that settlement; integration, adaptation and citizenship are not distinct entities, separated by bureaucratically defined time-periods. In reality, they are interconnected and overlapping processes, that start when a newcomer arrives in Canada, and which continue in one form or another until he or she dies. We are not just asking someone to integrate into a static culture, but to become part of the transformation of that culture. (Sinclair-Jones, 1989)

¹ From Best Settlement Practices: Settlement Services for Refugees and Immigrants in Canada. Canadian Council for Refugees, February 1998.

The view that settlement is an ongoing, long-term process for immigrants and the society receiving them, is echoed in a discussion paper produced by the Ontario Immigrant and Visible Minority Women's Organization which examines the settlement needs of immigrant women (Estable and Meyer, 1989). The authors asked staff in community organizations serving immigrants to describe a "settled" immigrant woman. The following quotes (Estable and Meyer, 1989: 41-42) indicate their difficulties in defining that term:

From the Co-ordinator of a multiethnic women's organization:

A settled immigrant woman does not exist, because the problems she faces are going to change depending on how long she is living here, and depending on how she has access to services, and depending on when and how she realizes that the services that she needs do not exist.

From a counsellor in a program for immigrant women in a multiethnic agency:

Nobody ever "settles", just like that. What happens is more dynamic, women come and they change the world around them, they change the society, at the same time as they are changing themselves. It is this strength that has to be freed, for immigrant women to do what we have to do, together.

From an outreach counsellor in the multiethnic program of a mainstream agency:

I don't like the word, "settlement". I don't ever use that word. I've never yet met a settled immigrant woman. It's a process that takes forever. What you can do, though, is you can help women to get enough information and support so that they have control of their own life [sic]. To me, empowerment is what is important. And what you do to get there is different for different women.

The respondents in the discussion paper identified some common elements, which would indicate that an immigrant woman is progressing towards what one person in the study referred to as the "economic, social and emotional balance" implied in the word settlement. (It is fair to assume that the process would be very similar for immigrant men.) According to them a "settled" immigrant woman would have (Estable and Meyer, 1989: 43):

- decision-making skills, self-confidence, empowerment
- knowledge and specific skills, including language
- development of strength, and recognition of that strength
- ability to make demands from the system, institutions, others around her
- economic viability, employment
- recognition of skills and education that she brings to the society
- emotional and social support from others
- ability to work with others to make necessary changes
- equality in society

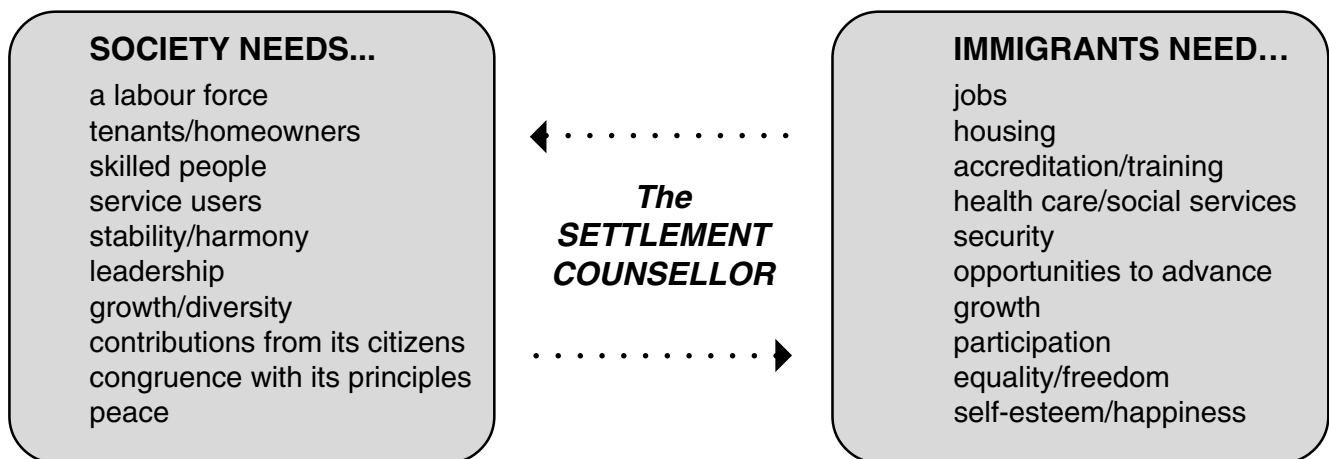
Clearly, the length of time the settlement process takes for each immigrant is highly variable, depending on that individual's needs and the particular dynamics she encounters in the new environment.

SETTLEMENT AS A TWO-WAY PROCESS

In the community perspective, settlement is not a one-way street, wherein the entire onus is on the individual immigrant to change, to surrender her beliefs and values in order to more easily be absorbed into the dominant culture. The goal is not the assimilation of newcomers. The goal of settlement is for every immigrant to have full freedom of choice regarding her level of participation in the society. If the immigrant wants to participate actively in the society, there are no systemic barriers preventing her from doing so, and there are mechanisms in place to positively facilitate this process.

This means that the society also must change. It must form and reform in an ongoing process, as new groups enter and challenge the norms of the mainstream culture. This dialectic ultimately benefits everyone, since the needs of the society and of its immigrant populations are intertwined. Figure 2 illustrates how the needs of immigrants, from their initial physical requirements to their long-term emotional needs, corresponds directly to a hierarchy of needs in the society.³

Figure 2 – SETTLEMENT: A TWO-WAY PROCESS



THE COMMUNITY-BASED SETTLEMENT SECTOR²

The community-based immigrant settlement sector is composed of agencies whose mandate is to provide both diverse and specialized services to immigrants and refugees. These are not-for-profit agencies with volunteer Boards of Directors which:

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

²This is adapted from “The Development of Service and Sectoral Standards for the Immigrant Services Sector – Discussion Document”, OCASI – COSTI partnership, June 1999.

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

The work of the immigrant service agencies is fundamentally about breaking down barriers which often prevent immigrants from reaching their full potential as participants and contributors to Canada's prosperity and growth. Over the years, the sector has worked on many issues. Some issues have been driven by government priorities – but many were driven by the community based immigrant-serving sector. OCASI agencies have united to speak out against proposed unjust government policies, supported others that strengthen and protect the rights of the clients and worked on issues that have broad impact but not necessarily popular support.

PRINCIPLES AND VALUES FOR THE SECTOR

A strong foundation of principles and values is essential to guide the work of the agencies.

PRINCIPLES:

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

INTRINSIC VALUES FOR THE SECTOR

Values for the sector include the following:

- **Social justice, equality and equity**

We believe that every immigrant and refugee is entitled to equal access and opportunities to fully participate in the social, economic, political and cultural life of society. We trust that the anti-racist approach of the sector and the spirit of equality established by the Canadian Charter of Rights and Freedoms as public policy can strengthen our resolve to eliminate barriers to equity which face immigrants and refugees.

- **Accountability**

As publicly-funded organizations, we are committed to using our funds as efficiently and effectively as possible, and to being open to client and public scrutiny.

- **Excellence**

The programs, services, management and governance of the sector endeavour to achieve the highest possible standards to meet the needs and expectations of the immigrant and refugee communities.

- **Diversity**

We respect differences among people and believe that every immigrant and refugee offers unique and irreplaceable contributions to our society.

- **Partnership and collaboration**

We believe in partnership and cooperative working relationships with other community organizations and groups with similar interest and shared values that build on the strengths of each other.

- **Innovation and creativity**

We encourage innovative ideas and creative approaches that are responsive to the changing needs and expectations of the community and the overall environment, which take into account new resources such as access to technology.

STANDARDS FOR THE SECTOR

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

In order to be accredited agencies must submit documentation, including references, and complete a survey of staff and Board members. This material is reviewed through a peer review process by a team of trained volunteers. A site visit then takes place. Agencies are usually reaccredited every five years after another review. Agencies pay a fee for accreditation, usually as a percentage of their membership fees.

Other agencies such as the United Way and Catholic Charities have also had a process of institutionalizing service standards for agencies that receive funding from them. However, these are often termed differently and only the senior management gets involved in the process, with front-line staff being unaware of the process or the implication of these standards for the services they provide.

In recent years, settlement agencies have begun to address the issue of establishing standards for the sector. The effort is to establish a framework that is universal and yet allows individual agencies flexibility to develop standards that are more relevant to the work they do and the clients they serve. Accountability to the community they serve as well as to funders is a major reason why agencies have felt the need to set up performance standards

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

All across Ontario, different agencies have grappled with the issue of setting up standards. There have been a few uncoordinated pockets of efforts, some having greater success than others, unlike British Columbia, which has seen a coordinated and concerted effort at establishing standards for the sector in that province. In spite of these diverse efforts, many gaps still exist. The most important one being the lack of measurement tools.

Performance measurement in the human services is not easy. For example, in this sector service providers often speak of “empowering” clients. How do we define empowerment? How do we intend to facilitate client empowerment? How will we know when the client is empowered? How do we know that it is the intervention of the settlement counsellor or a particular program that has led to the client’s empowerment? These are difficult questions and systemic efforts are needed to come up with tools, measures and indicators.

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

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

A CONCEPTUAL FRAMEWORK FOR PERFORMANCE MEASUREMENT IN THE IMMIGRANT SERVICES SECTOR

The framework (Fig. 2) presented attempts to integrate a model of performance measurement with knowledge about settlement and principles of settlement service delivery.³

The columns represent the major components in a performance measurement process. At this point in the project, the model focuses solely on client level impacts. Public education programs such as antiracism and community development initiatives have not been included because there has been a tendency to see these as “integration” programs (that is, required in the longer term) rather than settlement programs (that is, required upon arrival or shortly after arrival). However, programs such as these may be incorporated into the model.

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

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

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

³ The framework incorporates Cox’s (1985) attempt to formalize a model for planning welfare services for immigrants, and inputs from participants at a Workshop on Settlement Indicators at the OCASI 1997 Professional Development Conference into a performance measurement model proposed by Yates (1996).

Figure # 2
Measuring Settlement Service Outcomes: A Conceptual Framework:

INPUTS (resources)	PROGRAM/SERVICE DELIVERY (what methods, for which clients, when, provided by whom)	CLIENT IMPACT (psychosocial processes)	OUTCOMES (intended and unintended individual, community, and societal level impacts)
Agency resources include: <ul style="list-style-type: none"> • allocations of time, money, volunteers, staff salaries & benefits, facilities, and • equipment; • maintaining flow of information; • developing policy; • training staff; • inter-organizational collaboration; • communicating/advocacy with government and other organizations and community groups. 	<ul style="list-style-type: none"> • There are underlying theories or assumptions about the relationship between service delivery procedures and psychosocial outcomes, e.g., <i>support groups for women build self esteem through peer support and problem solving; clients are essentially strong and capable.</i> • Programs may use a variety of methods: e.g., <i>individual, group, education/information, referral, individual goal setting</i>, etc. • We can specify minimum desirable client competencies to be achieved as a result of program/service delivery: attitude, skills, and knowledge in specific domains. 	<ul style="list-style-type: none"> • Client goals determine most important domains. • Competencies may be rank ordered according to importance determined by client in conjunction with counsellor. • Research suggests that: language, education/employment, social relationships (family, community) are key domains. 	Short term <ul style="list-style-type: none"> • housing • education • employment • relationship with self • relationship with family • physical health • mental health etc.

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INPUTS (resources)	PROGRAM/SERVICE DELIVERY (what methods, for which clients, when, provided by whom)	CLIENT IMPACT (psychosocial processes)	OUTCOMES (intended and unintended individual, community, and societal level impacts)
<p>Societal/community resources include:</p> <ul style="list-style-type: none"> • community support; • social assistance/social welfare provisions. <p>Client resources include:</p> <ul style="list-style-type: none"> • attitudes, skills, and knowledge; • material resources; • nonmaterial resources, e.g. kin and family supports. 	<ul style="list-style-type: none"> • Programs and services may target different clients: e.g., refugees, women, youth, ethno-racial group, etc. • Programs and services may be delivered by particular counselors: e.g., <i>same language speaker/gender/race/culture, trained/experienced counsellor</i>, etc. • Individual, community and societal factors, external to service delivery, may impact outcomes, e.g., <i>pre-migration factors, health status, extended family supports, economic self sufficiency, community support, welfare provisions</i>, 	<ul style="list-style-type: none"> • Additional domains might include language acquisition, empowerment, etc. • A change in individual competencies because of a program/service may be measured through client reports/client ratings and service delivery checklists. • Measurement data need only be collected at specified intervals for samples of clients. 	<p>Long term</p> <ul style="list-style-type: none"> • participation (e.g., citizenship, volunteering, voting, etc.) • prevention of health problems (e.g., depression) • positive modeling for others • optimizing use of human resources • cost saving

SECTORAL PROGRAMS AND SERVICES

FEDERAL GOVERNMENT SETTLEMENT PROGRAMS

The Canadian government became involved in settlement after World War II when levels of immigration to Canada increased and many European refugees arrived, with special needs that could not be met by the services generally available to Canadians. The federal immigration department: "...established a settlement service by appointing settlement officers throughout the country to assist in the reception and the placement of immigrants and to provide advice and guidance to newly arrived entrepreneurs and farmers." (CEIC, 1983: 2) Citizenship and Immigration Canada was created in November 1993 and formally established by an Act of Parliament in June 1994. Its creation recognized the link between the selection of immigrants and the granting of citizenship.⁵

IMMIGRANT SETTLEMENT AND ADAPTATION PROGRAM

In the 1960's and 1970's the increased influx of immigrants from non-European countries of origin underlined the need for culturally and linguistically appropriate settlement services. Since community agencies were the only organizations truly equipped to provide these services the Department of Manpower and Immigration, as it was then known, established the Immigrant Settlement and Adaptation Program (ISAP) in 1974. This program set out conditions by which community agencies could receive ISAP funding to provide front-line services essential to the initial settlement and adaptation of newcomers. These services include providing reception and orientation services; translation and interpretation services; paraprofessional counseling; referral to mainstream services and employment-related activities such as job-finding clubs. In job-finding clubs newcomers learn about the Canadian labour market, how to prepare resumes, job-search skills, interview techniques and other skills that will help them find employment.

ISAP also funds projects designed to complement or improve the delivery of settlement services. These include planning improvements for the delivery of settlement programs, research projects on settlement and immigration integration, seminars and conferences to share information about settlement and integration activities, and training of ISAP counselors.

ISAP still provides funding for many community agencies. Counsellors in these agencies whose positions are funded by ISAP are often known as settlement counsellors, after the name of the funding program.⁶

LANGUAGE INSTRUCTION FOR NEWCOMERS

Settlement Language Training was added as a permanent program in 1990 and restructured in 1992 as Language Instruction for Newcomers to Canada (LINC). The HOST program, which matches Canadian volunteers with government-assisted refugees to help ease the settlement process, was made a permanent program in June 1991.

RESETTLEMENT ASSISTANCE PROGRAM

Resettlement assistance is provided to Convention Refugees and members of the Humanitarian Designated Class admitted to Canada as government-assisted refugees. The funds help pay for basic household items, income support and a range of immediate essential services including port of entry reception services, temporary accommodation, assistance with locating permanent accommodation, financial orientation, links to federal/provincial programs, basic orientation and assessment and referral to broader-based services, to ensure where possible a continuum of service. Income support can last for up to 12 months or until the refugee becomes self-sufficient, whichever occurs first.

IMMIGRATION LOANS PROGRAM

The Immigration Loans Program (ILP) is funded by a \$110-million advance from the federal government's Consolidated Revenue Fund and is replenished by repayments on the loans. Loans are approved according to the applicant's needs and ability to repay. Loans are made to immigrants; about 98 percent of who come to Canada as either government-assisted or privately sponsored refugees and members of the humanitarian designated classes. The loans may be approved for the costs of medical examinations abroad, travel documents, transportation to Canada, and the Right of Landing Fee (ROLF). In addition, assistance loans are available to disadvantaged newcomers to cover expenses such as housing rental, telephone deposits or work tools.

INTERIM FEDERAL HEALTH PROGRAM

The Interim Federal Health Program, administered by Citizenship And Immigration Canada, ensures emergency and essential health services for needy refugee claimants and those refugees in Canada who are not yet covered by provincial health care.

Over the last three decades provincial governments, followed by municipal governments have created departments or divisions, which also support or fund settlement programs.

ONTARIO GOVERNMENT SETTLEMENT PROGRAMS

The Newcomer Settlement Program (NSP) supports the early and effective settlement of newcomers to Ontario. Its objective is to help newcomers settle, adjust and contribute to life in Ontario. To achieve this objective, the Newcomer Settlement Program:

- supports the delivery of settlement services for newcomers
- supports the ability of the settlement sector to deliver effective services and respond to changing needs
- promotes the participation of volunteers in the delivery of settlement services

NSP encourages partnerships and collaboration among service providers to meet the needs of immigrant communities. NSP funding supports eligible organizations for up to a 12-month period for projects and services that meet the NSP guidelines. Funding applications are reviewed annually.

STANDARDS FOR SETTLEMENT SERVICE DELIVERY

A joint OCASI-COSTI research project has been underway since January 1998 aimed at developing sectoral and service standards for community based immigrant-serving organizations. The immigrant service sector is at a point in its development where it is able to put into writing the practice and knowledge base of settlement service provision. These standards are not new for agencies; they constitute common practice for many immigrant-serving organizations. The need to articulate the standards was felt because this would result in commonly held understandings and also provide direction for fledgling agencies, as well as, operate as a checklist against which existing organizations may review their programs.

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

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

Accessible and equitable

- Services are available to any individual or family within the agency's defined community.

Accountable

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

Client-centred

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

Cost-effective

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

Empowering

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

Holistic

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

The standards are written in broad terms, permitting individual agencies to define the content of a service as determined by client needs and staff competencies.

1. INITIAL INTAKE/ASSESSMENT

Rationale/assumptions: Ensuring that the basic needs of clients and their families are met is one of the first tasks of settlement work.

Definition: Intake/assessment is a crucial component of holistic settlement service delivery. No matter what the client's reported problem, this preliminary assessment should inquire about needs related to shelter, food, employment and income security, physical and mental health (assessment and an appropriate referral), immigration status, and children's well-being, and access to childcare/education.

STANDARDS PERTAINING TO SERVICE DELIVERY	CLIENT OUTCOMES
1.1 Client's housing needs are assessed (i.e., suitability, affordability, safety, neighbourhood, location).	1.1 Client has identified their housing needs in terms of size of accommodation; cost; proximity to public transportation, schools, workplace, etc.; and has information about possible housing sources.
1.2 Client's access to food that is affordable, sufficient, and meets dietary needs is inquired into and, if necessary, solutions are explored.	1.2 Client is aware of possible options to fulfill dietary requirements.
1.3 Counsellor establishes whether client's level of income is secure and sufficient for meeting necessities and, if necessary, solutions are explored.	1.3 Client is aware of limitations and possible options/community resources to assist in securing basic necessities.
1.4 Client's health status is reviewed (overall physical and mental health, problems that require attention, access to health services) and referrals are made, if necessary.	1.4 Client and family have Health Cards and linguistic access to needed health services. If necessary, referral is made to appropriate health services and/or community resources.
1.5 Client's immigration status/pre-immigration experience is reviewed.	1.5 Newcomer receives referral to appropriate service and community resources, as necessary.
1.6 Status of family reunification attempts, if any, is checked into.	1.6 Newcomer receives assistance with family reunification efforts, if needed.
1.7 Steps are taken to ensure that children's education/care is adequate and safe.	1.7 When asked newcomer and children express satisfaction with education/care.
1.8 Client's English language ability is discussed and information on language training provided.	1.8 Client knows how and where to access English language skills assessment and instruction.

2. ORIENTATION TO CANADIAN SOCIETY.

Rationale/assumptions: An introduction to the new society will reduce the experience of dislocation experienced by newcomers.

Definition: These services are primarily educational in nature and are intended to provide newcomers with an overview of how the host society operates in a number of key areas relevant to everyday life.

STANDARDS PERTAINING TO SERVICE DELIVERY	CLIENT OUTCOMES
<p>2.1 All newcomers receive individual or group orientation to Canadian society in the following areas: health care; housing; finance and shopping; civil rights and the police; children's education; and employment.</p> <p>2.2 Orientation to Canadian political system, (governing structures, electoral system, individual voting rights, etc.) is provided.</p>	<p>2.1 Newcomers receive oral, written, and visual information on important areas of life.</p> <p>2.2 Newcomers have a general sense of the system of government and political environment and their rights within it; and receive printed information, including a list of their political representatives.</p>

3. EMPLOYMENT COUNSELLING

Rationale/assumptions: Suitable employment is essential to income security, feelings of self worth, and successful integration. The provision of employment services is therefore crucial.

Definition: The employment services described below are general (e.g., orientation) rather than specialized (e.g., employment training) and should be provided by knowledgeable staff to newcomers as early as possible in the process of settlement counselling.

STANDARDS PERTAINING TO SERVICE DELIVERY	CLIENT OUTCOMES
3.1 Employment/self employment/career goals are discussed with newcomer clients.	3.1 Client has identified short term and long term career/employment/ goals.
3.2 Information on how to apply for Social Insurance Number (SIN) is given.	3.2 Client knows how to apply/obtain assistance in applying for SIN.
3.3 Orientation to the Canadian job market and work culture is provided.	3.3 Client has a basic understanding of the Canadian labour market and workplace.
3.4 Barriers experienced by newcomers in looking for work are explored, and ways to overcome them are discussed.	3.4 Client understands potential barriers to employment in Canada, e.g., lack of English skills, non-recognition of qualifications, discrimination, lack of Canadian experience, etc.
3.5 Career planning and educational upgrading are discussed.	3.5 Client develops an initial career plan and is aware of educational/training alternatives.
3.6 Basic job search strategies are explored.	3.6 Client understands the various ways of looking for work in Canada and knows where to find job listings
3.7 If needed, appropriate assistance is provided in job search, arranging job interviews, resume writing and translation of documents.	3.7 Client is coached in arranging and appearing for interviews, different styles of resume writing, and translation of documents is provided.
3.8 Information, referral and assistance regarding the recognition and accreditation of trade, professional, and educational qualification is provided.	3.8 Client is aware that regulations may govern their entry into certain occupations and knows where they can obtain information about entry into their desired occupation.
3.9 Employees' rights are outlined and newcomers are encouraged to seek assistance in ensuring their rights are not infringed.	3.9 Client is: aware that legislation governs employment; has a basic knowledge of employee rights; knows where to obtain employment rights information; and how to obtain assistance when employment rights have been infringed.
3.10 Ways of handling unemployment are discussed (e.g., volunteering, work placement, etc.).	3.10 Client is aware of options for handling unemployment; and has information about volunteering, work placement, etc.

4. SOCIAL SUPPORT SERVICES

Rationale/assumptions: Isolation and loss or lack of supportive relationships is a risk factor in the resettlement process.

Definition: These services are intended to assist newcomers to develop personal and community relationships and resources that may reduce isolation and provide needed help and social support.

STANDARDS PERTAINING TO SERVICE DELIVERY	CLIENT OUTCOMES
4.1 Whereabouts of client's next of kin/ significant others and need for supportive relationships is established.	4.1 If necessary, client can access a volunteer host who may be called upon for support and encouragement
4.2 Client is encouraged to develop friendships and community contacts.	4.2 Client takes advantage of opportunities to develop friendships and community contacts.
4.3 Status of client's involvement with community organizations, cultural groups, and religious communities is inquired into; and information and referral about community supports and services is provided, as appropriate.	4.3 Newcomer is aware of and has listing of appropriate community networks and contacts.

5. INDIVIDUAL AND FAMILY SUPPORT SERVICES

Rationale/assumptions: Immigrant clients are primarily healthy individuals who are experiencing the stresses of resettlement—namely the challenge of adjusting to a new culture and society. Enhancing newcomers’ feelings of strength and competence in dealing with the transition to a new society will help to reduce the stress of relocation.

Definition: These services are educational and preventive in nature. Understanding the effects of migration on individuals and families may help alleviate the temporary stresses that arise from migration.

STANDARDS PERTAINING TO SERVICE DELIVERY	CLIENT OUTCOMES
5.1 Where appropriate, counselling is provided to the client and their family in adjusting to life in Canada.	5.1 Client knows that support from settlement counsellor is available if needed.
5.2 Effects of migration on individuals, the couple and the family are discussed	5.2 Clients have information on some of the possible effects of migration on family life.
5.3 Culture shock and the stages of settlement and adaptation are discussed with the client and the family	5.3 Newcomers understand that they are not alone and that others undergo similar experiences
5.4 Newcomers are assisted in understanding why problems may be arising and possible solutions are explored.	5.4 Clients understand reasons for the feelings and changes they are experiencing.
5.5 Relevant information is provided to immigrant families to orient them to social practices and behaviours in the host society that differ from their own.	5.5 Clients are aware of unfamiliar social practices and behaviours.
5.6 Recreational opportunities are explored as a means of alleviating stress.	5.6 Client participates in developing ideas for recreational activities.

6. ADVOCACY

Rationale/assumptions: It has often been said that settlement is a two way street, implying that changes and adaptation are necessary for both newcomers and the host society. Advocacy/public education is a major tool for effecting such change.

Definition: Advocacy includes facilitating individual access to information and services, taking steps to improve service delivery, and attempting to change social systems, practices and legislation (e.g., discrimination, immigration laws, violence against women, etc.) that may adversely affect newcomers.

STANDARDS PERTAINING TO SERVICE DELIVERY	SOCIETAL/CLIENT OUTCOMES
6.1 The agency demonstrates an ongoing commitment to and responsibility for advocacy on behalf of clients, with the clients' consent.	6.1 Client knows that the agency is available to assist them in obtaining access to services, if required.
6.2 Agency staff participates in interagency and other types of networking bodies to facilitate service coordination and client access to services.	6.2 Client's access to community services is facilitated.
6.3 Public education and education of policy makers about multiculturalism, immigration, antiracism and human rights are undertaken.	6.3 Newcomers and host society are aware of contributions of immigrant groups and existence of human rights legislation.
6.4 Education initiatives are undertaken with individual immigrants and immigrant communities.	6.4 Newcomer communities obtain information regarding local norms and legislation in Canadian society
6.5 Opportunities for civic/political participation are explained.	6.5 Newcomers are aware of their political rights and opportunities for participation in the political process.

7. AGENCY GENERAL PRACTICE STANDARDS

Rationale/assumptions: In addition to specific service content, immigrant-serving organizations should adhere to a set of general service procedures, thus ensuring consistent service for all clients.

Definition: General practice standards apply to the client's initial contact with the agency, intake and assessment, and referral.

STANDARDS PERTAINING TO SERVICE DELIVERY	SERVICE/CLIENT OUTCOMES
7.1 The agency defines clearly the scope and content of its programs and services.	7.1 Client will know whether they have come to the right place.
7.2 The agency assures that the newcomer receives adequate information about the range of agency services, other relevant service providers and sources of information in the community.	7.2 Clients are informed about the full range of agency and community services available to them.
7.3 If agency services are not appropriate, newcomers are offered assistance in obtaining services from other agencies or community resource	7.3 Client receives appropriate referrals and access to interpreters, if required.
7.4 The agency maintains intake procedures that ensure appropriate attention to the defined needs of all those who seek its services.	7.4 Client needs are tracked to ensure relevance of services.
7.5 Agency departments, programs and services are linked.	7.5 Clients access to programs within the agency is eased (e.g., fast tracking of internal referrals, single record keeping process, etc.).
7.6 The agency publicizes and adheres to an anti-discrimination policy in its delivery of service.	7.6 Clients are aware of their right to be treated in a nondiscriminatory manner.

8. CASE COORDINATION STANDARDS

Rationale/assumptions: Case coordination is a collaborative service coordination effort undertaken for/with clients to ensure that service needs have been met.

Definition: When a client requires services that are provided by multiple service providers, service coordination and follow-up may be required to ensure that clients needs are being met.

STANDARDS PERTAINING TO SERVICE DELIVERY	SERVICE/CLIENT OUTCOMES
8.1 The helping process is tailored to the client's needs.	8.1 Client is supported in sharing information and identifying need/issue.
8.2 A plan for services if necessary is reviewed at specified intervals with the client to determine whether needs are being met, or whether other services are required.	8.2 Client participates in defining services required.
8.3 Procedures are established whereby services needed from other agencies or community resources are obtained and coordinated in a unified service plan.	8.3 Clients access services where their needs can be met.
8.4 The agency responsible for service coordination communicates regularly with other agencies to ensure coordination of services to carry out the service plan.	8.4 Client is assured that agency will act to ensure that client's service needs will be met.
8.5 The agency has a policy regarding case recording and client records are maintained in accordance with this policy.	8.5 Client is aware of agency responsibility for case recording
8.6 In cases where client information is to be shared with another service agency, informed and written consent of the client must be obtained.	8.6 Client is fully informed and participates in service coordination.
8.7 Agency has a policy for closing and documenting the closing of a case, and client is aware of the policy.	8.7 Client is aware of agency procedures for closing a case.

ANTI-RACISM/ ANTI-OPPRESSION PERSPECTIVE⁴

When someone in Canada prevents people of colour or Aboriginal people from having equitable access to society's resources, it is called racism. Further, this denial of equitable access results in a reduction in society's wealth, defined in its broadest terms. Racism is, therefore, wasteful as well as immoral.

Anti-racism is an active strategy to create genuine equity in society for people of colour and First Nations Peoples.

Anti-racism organizational change is a strategy directed at moving an organization along the path to genuine equity: from uni-versity to poly-versity.

ANTI-RACISM ORGANIZATIONAL CHANGE IN AGENCIES SERVING IMMIGRANTS

Since most recent immigrants and refugees to Canada are people of colour, agencies serving immigrants must acknowledge to their clients that racism exists in Canada and in its institutions. Failure to do so is not only irresponsible, it also reinforces racism.

In addition, staff of agencies serving immigrants must persistently tell their clients about their rights as residents of Canada. For example, some immigrants (especially women) have agreed to work for less than minimum wage, having been threatened by termination if they spoke up. This kind of unjust circumstance must be addressed by agencies serving immigrants.

Another example: Suppose an immigrant-serving agency develops a program in which a new arrival to Canada is paired with a Canadian "buddy" to facilitate settlement. Suppose her buddy is a Canadian whose heritage is South Asian. She refuses her buddy, explaining that the only "real" Canadians are white. If the agency changes the client's buddy, the effect is to reinforce racism, no matter how understandable the rationale.

A SIX STAGE ANTI-RACISM ORGANIZATIONAL CHANGE MODEL^{IV}

STAGE I: THE EXCLUDING ORGANIZATION

The Excluding Organization is designed to maintain dominance of one group over all other groups. Their hiring practices ("Those people don't belong in here with us") and service practices ("Find some way to make her wait. Forever, if necessary") are intended to exclude. Where such exclusion is prohibited by law, procedures are enforced by peer pressure. For example, colleagues will influence staff through acts such as "joking" or isolating people who try to change the rules.

There is usually no realistic way of making change from inside this type of organization. Any movement comes from outside pressure, such as legislation or litigation, and drags the Excluding Organization, kicking and screaming, into the Passive Club.

⁴ "From Uni-versity to poly-versity: Anti-racist Organizational Change", Article by Arnold Minors in OCASI Newsletter Issue 72, Spring 1999.

STAGE 2: THE PASSIVE CLUB

In the Passive Club, there may be nothing so blatant as explicit advocacy of white superiority. Yet, policies, procedures and practices are designed to maintain the privilege of those who have traditionally held power. Only a very limited number of those who have been traditionally excluded are hired and only when they have the “correct” perspective.

Even this limited flexibility in employment to allow the “inferior” people to enter is intended to ensure that they are sacrificed. “You see, we knew that Blacks [Indians] couldn’t make the grade here.” These few are seen as representative of and spokespersons for their group, although they are denied participation in decision-making processes.

Services are provided to the organization’s clients as they always have been. “If they need our services, they’d better learn to speak English!”

Pressure in the form of additional demands from an increasingly restive client base, fears of imposed legislation or pressures from an important funder, are examples of external pressures that move the organization to Stage 3.

STAGE 3: TOKEN ACCEPTANCE

In Token Acceptance, the organization begins to design procedures that will provide access to all qualified people. On the rare occasions a “token” person of colour is promoted into management, s/he is seen as a team player and is usually 200% competent. Much mention is made of the fact that the organization is interested in “qualified people”. “We are an equal opportunity employer”. The promise is that anybody can succeed; in practice, however, very little changes.

Organizations may have one or a few people able to provide services in a language other than the “mainstream” language. Some organizations have also hired Multicultural Counselors - usually people of colour - who have no authority and are frequently marginalized. Advertising may show one or two persons of colour, but they are doing the same things in the same ways as the previously all-white advertisements.

Pressures to move the organization to Stage 4 come from staff (usually senior people who have worked in other organizations); from clients; from equity related legislation; and from threats that funders will withdraw/reduce funding if agencies don’t become more reflective of their communities on Boards and in staffing.

STAGE 4: SYMBOLIC EQUITY

The Symbolic Equity organization is committed to eliminating discriminatory practices by actively recruiting and promoting members of groups typically denied access to organizations. Yet, all members of the organization are still required to conform to the norms of the traditionally dominant group. “She got ahead but that’s only because she really knows how to play the game like a White man”. Changes are more in the symbols of the organization rather than the substance.

The leaders of the organization still try to avoid real equity by assigning responsibility for employment equity to a staff person who has no real power. No manager is held accountable for achieving results in either employment or service equity.

Agencies at Stage 4 may have a person of colour as President or member of the Executive Committee. However, one often hears that the person was chosen only as a “token” or that the person does not represent the community.

Cross/inter-cultural communication and race relations programs are prevalent at Stages 3 and 4. In this stage, organizations begin to be responsive to their clients' needs by reshaping existing programs to fit emerging needs of new clients. There is still little understanding or recognition of the need to change power relations within the organization and with the organization's communities. The pressures for movement to Stage 5 come from a sufficiently large number of women and men in the agency who are demanding equity (at staff and Board/Committee level) and from the momentum that has been developing in these organizations.

STAGE 5: SUBSTANTIAL EQUITY

The Substantial Equity organization is a flexible responsive structure designed to reflect a new mission. The organization's leaders review their policies and may revise some previously sacred mission statements. Input is obtained from all levels to help shape and reshape the organization's mission. It is possible that some organizations in Stage 5 will decide that hierarchies - with their assumption of "power over" - are no longer appropriate.

Task groups might be set up to find out what communities need and want and how services might equitably be delivered. Monitoring processes are instituted to ensure that services are delivered in ways which employees and all ethno-racial groups describe as equitable.

We believe that the major pressure for a move to Stage 6 comes from three sources: momentum of the change; leadership from senior management, staff and clients/communities served; and clear evidence that equity contributes to organizational effectiveness.

STAGE 6: THE INCLUDING ORGANIZATION

The Including Organization reflects the contributions and interests of various groups in its mission and operations. All people in the organization are encouraged to ensure eradication of any kind of social oppression. The Including Organization has members of its larger community as full participants in the organization, especially in decisions that shape the organization and influence its direction. The Including Organization sees itself as part of the world and its members support efforts to eliminate all forms of social oppression and to enhance the worth of all.

IV. CONCLUSION

Successful anti-racism organizational change requires:

- deciding on what can realistically be changed;
- determining what supports and sanctions are necessary;
- implementing stage-appropriate changes; and
- reviewing, monitoring and institutionalizing the changes.

Agencies serving immigrants and refugees have a key role to play in anti-racism organizational change, especially given an increased willingness for many people in our society to openly express discriminatory views, particularly with respect to people of colour and Aboriginal people. The challenge is real. Change is both possible and necessary. Elimination of racism, a goal we espouse, will help to maximize society's wealth.

Note: For an example of a clearly articulated Anti-racism policy and implementation plan, refer to Appendix I for OCASI's policy statement and plan.

ENDNOTES

- i. The notion that human needs can be arranged in a hierarchy from basic needs to the need for self-actualization, comes from A. Maslow's Humanistic Model of Mental Health, in Discovering Psychology, Science Research Associates Eds., Toronto, 1977.
- ii. For a detailed look at CITIZENSHIP AND IMMIGRATION CANADA, its departments and partners visit the website at www.Citizenship and Immigration Canada.gc.ca.
- iii. For a more detailed exploration of the origins and development of settlement work in this province, see A Preliminary History of Settlement Work in Ontario: 1900 - Present, by Nuzhat Amin.
- iv. Jackson, Bailey W. and Evangelina Holvino. Developing Multicultural Organizations. Creative Change: The Journal of Religion and the Applied Behavioral Sciences; Volume 9, Number 2, Fall 1988.ii.