



# **CALGARY IMMIGRANT SERVICES EVALUATION AND SYSTEMS OVERVIEW**

**Final Report**

February 2001

**Calgary Immigrant Services Evaluation  
and Systems Overview**

*FINAL REPORT*

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## Acknowledgements

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We would like to acknowledge the efforts of each of the nine agencies most directly involved in the evaluation activities described in this report. Agency Executive Directors and staff members contributed a large amount of their time coordinating many of the data collection activities. We would also like to acknowledge the clients of these agencies who provided their time to describe their experiences and opinions. The high response rates from many of the stakeholder groups reflect dedication to providing services in this sector.



## Foreword

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The following report uses the terms immigrant serving agencies, ethno-specific agencies and mainstream agencies in the same fashion that the terms are used in the sector in Calgary. Immigrant serving agencies refer to those agencies that have the sole mandate of, or focus on, serving all immigrants and refugees in the city. Ethno-specific agencies refer to those agencies that provide services to a specific or small number of ethno-cultural group(s). Mainstream agencies refer to publicly funded organizations that provide services to the entire population.

References are also made to three-year funding eligibility requirements in this document. Statements made by various stakeholder groups may reflect perceived rather than actual eligibility requirements. A priority for Integrated Services Program funding is “To address the settlement needs of refugees and other immigrants with significant cultural and linguistic barriers to accessing services and limited support networks during their first three years in Canada.”<sup>1</sup> However, client eligibility extends beyond this three-year period and includes immigrants and Canadian citizens with significant cultural and linguistic barriers.<sup>2</sup> Eligibility requirements for Language Instruction for Newcomers to Canada (LINC) funding do include a three-year funding limit, but this is three years from the time they begin training.<sup>3</sup>

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<sup>1</sup> Integrated Service Program: Immigrant Settlement Services Handbook, p 3, Sect 2, (Prepared for Immigrant Settlement Services Alberta Learning by Julia Melnyk. Springboard Consulting Inc.) Revised – September 2000.

<sup>2</sup> Integrated Service Program: Immigrant Settlement Services Handbook, p 7, Sect 2,

<sup>3</sup> <http://www.cic.gc.ca/english/newcomer/linc-1e.html>



# Executive Summary

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The City of Calgary is the fourth largest receiver of immigrants in Canada. The City, together with other funders, provides a range of services and supports that facilitate settlement and the building of a foundation for independent living. To better serve immigrants a study was commissioned to evaluate immigrant services, and conduct a system overview in Calgary. The evaluation was conducted between May 2000 and March 2001. Its purpose was to assess the efficiency and effectiveness of overall service delivery to immigrants and refugees within the City of Calgary.

## Three levels of Review

Evaluation activity was undertaken at three levels—agency, program, and system.

### Agency-Level Review

At the agency level, evaluation activity focused on clarification of definitions, agency mandate, client satisfaction with service delivery, perceived needs and barriers to access, perceptions of continuity between programs, linkages to other programs, agencies and receiving organizations. Allocation of resources, gaps and duplication, and adequacy of funding were also examined. Agencies were asked to share their best practices in relation to access to services, structure and management of service delivery. The role of ethno-specific agencies was reviewed, along with suggested changes to the system overall.

The governing structure of agency Boards and role of Board members was reviewed. Training and recruitment of Board members were also examined. Emerging trends and issues were identified.

### Program-Level Review

At the program level, information was gathered about immigrants' needs and the extent to which various stakeholders perceived immigrants' needs were being met. Information was collected on client satisfaction, awareness of program availability, achievement of outcomes, barriers to access, and overall efficiency and effectiveness of service delivery. Program activities, client demographics, costing information, issues and trends were identified.



## System-Level Review

At the system level, the evaluation focused on overall effectiveness of services in meeting the needs of immigrants. Barriers and facilitators to access, gaps, duplication, and adequacy of bridging to mainstream services were examined. Roles of funders and ethno-specific agencies, and emerging issues and trends were examined.

## **Methodology and Methods**

Both quantitative and qualitative methodologies (research/evaluation paradigms) were applied to this evaluation. A qualitative approach was used to better understand how agencies, Board members and funders experienced their roles in the provision of services to immigrants. Clients' perspectives of service delivery were also gathered. These data were used to identify various perspectives on issues and concerns at agency, program and system levels. In this study, some quantitative data are presented to provide indication of frequency of response.

### Data Collection Methods

Five key data collection strategies were used in the evaluation: focus groups, interviews, surveys, document reviews, and literature review.

#### *Focus Groups*

Focus groups were conducted with current clients (immigrants and refugees), former clients (immigrants and refugees), and with members of various ethno-specific agencies to discuss the role of ethno-specific agencies in the immigrant-serving system.

#### *Semi-Structured Interviews*

Semi-structured interviews were conducted with representatives (Executive Directors or Board Presidents) of the nine agencies as well as various ethno-cultural communities, funders, and Board Chairs. In addition, semi-structured interviews were conducted with collateral agencies, with members of various ethno-cultural community representatives, and with a group of non-users of immigrant services.

#### *Surveys*

Open-ended or combined forced-choice/open-ended surveys were conducted with Board members, Program Coordinators/Managers, and agency staff and volunteers.



### *Cost Assessment*

Cost assessment was attempted based on available documentation and program descriptions provided by agencies and funders.

### *Literature Review*

A best practice review of immigrant service systems in other jurisdictions was conducted through telephone interview with other jurisdictions and conversations with agency administrators. The best practice review focused on policy and service delivery.

### *Reflective Sessions*

Various reflective sessions were held to provide opportunity for stakeholders to review evaluation and review findings before submission of the Final Report (e.g., with Steering Committee members, Executive Directors).

### Limitations

#### *Methodological Limitations*

Qualitative data collected through interviews, focus groups and open-ended survey questionnaires represent perceptions of individual stakeholders. These perceptions have been aggregated into themes. More common and less common themes are identified. Thematic responses are purposefully not quantified and associated with specific funders or agencies. Therefore, no attempt to generalize themes across all participants in these sectors should be considered.

#### *Sampling Limitations*

While all participants are reflective of groups identified in this study (agencies, Boards, clients, non-users, collateral agencies, and funders), representation relative to the total population of the groups selected was limited by sample selection procedures, which were in turn limited by resources (time and funding). The degree of generalizability of the sample to the group should be made with consideration to sample size, demographic distribution, and randomness.

#### *Data Reporting Limitations*

Data aggregation limits the extent to which data and subsequent findings can be associated with specific participants. These limitations are influenced by the sensitivity of participants to be associated with specific data, confidentiality concerns, legislative constraints, and availability of non-aggregated data sets.



## Stakeholder Perspectives – Summary of Findings

### Agency Executive Directors/Presidents

1. Distinctions are made between “immigrant” (as one who chooses to leave his/her home country) and “refugee” (as one who is forced to leave his/her home country). These differences impact the resettlement needs of immigrants in that refugees may have additional psychological and social needs due to experiences of persecution and torture.
2. “Bridging” is generally considered as the process of facilitating individuals’ access to mainstream agencies.
3. Most mandates of agencies are inclusive, that is, they serve the needs of all immigrants.
4. While most agencies see themselves as meeting their mandates, funding shortfall is cited as the biggest challenge facing agencies.
5. There seems to be a clear understanding of the difference between Boards’ and Directors’ roles.
6. Directors see their Boards as dedicated, competent and hardworking.
7. Strategic planning appears to be related to the size of the agency. Large agencies report having multi-year Business Plans.
8. A common issue reported by Directors is the lack of available administrative support.
9. Directors see their staff as skilled and dedicated.
10. Directors acknowledge the significant role of volunteers in their organizations.
11. Staff and volunteer turnover is an issue which some attribute to funding issues.
12. Executive Directors have difference points of view on access as an issue. Some feel there is no access issue, only a funding issue—citing volume of clients or excessive caseloads as evidence. Other Directors report that clients lack information about services available to them.
13. Although not universally agreed upon, most Directors suggest there is a great deal of cooperation between agencies.
14. There is very little question among Directors that agencies are effective in meeting the needs of clients.
15. Directors see very little duplication of services.
16. Gaps in services identified by Directors center mostly in meeting first language needs of immigrants.
17. There is general agreement that ethno-specific agencies should focus on community development and be connected to immigrant serving agencies to whom they refer clients.

### Board Chairs

1. Priority needs include language, employment and housing (across all classes of immigrants).
2. Effective programs are client and/or youth focused, holistic, build language and social skills, familiarize immigrants with Canadian



- culture, and staffed with highly skilled who are linked to mainstream agencies.
3. Agencies are doing a very good job of meeting immigrants' needs.
  4. Some programs are recognized by Board Chairs generally as doing an excellent job (e.g., Margaret Chisholm Resettlement Centre, language assessment and citizenship classes, employment programs and Collective Kitchens, co-ed youth programs).
  5. Key barriers experienced by immigrants include lack of knowledge/awareness of available services, language, employment, recognition of credentials, isolation (particularly for women) and racism.
  6. There is a perceived trend towards greater numbers of immigrants arriving in Calgary.
  7. The role of ethno-specific agencies is unclear.
  8. Agencies are not adequately funded.
  9. There should be multi-year funding.
  10. Services should be more coordinated perhaps through information referral.
  11. Executive Directors are highly regarded and expected to be responsible for operating agencies on a day-to-day basis.
  12. Boards are policy-oriented.
  13. Training and orientation of new members varies across Boards. In some Boards, policy manuals provide an important basis for clarifying roles and orienting new members.
  14. Sustaining Board membership (which is voluntary) is an ongoing challenge for Boards.

### Board Members

1. Board members regard agencies as meeting the needs of immigrants.
2. Services that are regarded as particularly beneficial to immigrants include language assessment, translation/interpretation, youth services, recreational activities and skill development.
3. Board members see themselves fulfilling a variety of roles, but most prominently visioning, strategic planning, monitoring budgets, fund development and fund-raising, guidance and support for agency functions.
4. Decisions are generally made by consensus or majority vote.
5. Board members are generally highly qualified. Some are trained in Board governance. They are clear about their roles and responsibilities and enjoy open communication at the Board level.
6. Improvements to Board functioning focus on maximizing the expertise and talents of existing members, identifying and filling gaps in expertise, ensuring succession planning for Board members and Executive Directors, inter-Board collaboration, improving financial reporting and educating/communicating with community members.
7. Board members regard the lack of resources, interagency competitiveness, fragmentation of services and lack of communication with other sectors as primary weaknesses of the current system.



Increased numbers of immigrants, time constraints on funding support and a focus on the organization rather than the client serve to further weaken the system overall.

8. Increased inter-agency collaboration and stable funding as well as increased diversity education are reported as key changes to improve the immigrant serving system overall.

### Staff and Volunteers

1. Overall, agency staff and volunteers believe they are doing a good job of meeting immigrants' needs. They suggest that agencies are under-funded and under-resourced, but that they are doing a good job with available resources.
2. Staff and volunteers suggest that key strengths of language and employment skills/training programs generally relate to dedicated and qualified staff and volunteers, quality comprehensive programs/services, positive and welcoming environments, culturally diverse staff, first language capacity, and to a lesser extent, flexibility in terms of time, fee schedules, and integration with mainstream services.
3. Key facilitators to improve access include flexible schedules and locations, childcare services, low cost to clients, transportation, first language counselors, few eligibility requirements, and client knowledge of programs.
4. Additional staff and resources, first language counselors and volunteers, as well as reduced waiting lists and more information about programs are suggested to improve access to settlement programs.
5. Common across most programs is the need to increase information dissemination about programs.
6. There appears to be much variability in describing the roles of ethno-specific agencies. Different roles are identified by staff and volunteers of immigrant serving agencies than staff and volunteers of ethno-specific agencies.

### Clients and Former Clients

1. Priority needs identified by clients include language, employment, settlement, social support, and cultural education.
2. Youth report priority needs as learning English, fitting in and making friends, career counseling, and learning to deal with prejudice and violence.
3. Clients are generally pleased with language programs, although many feel that the three-year time limit is too short. There is also an issue around eligibility to LINC levels, inflexible class times and locations.
4. Most clients regard ILVARC assessment as thorough and appropriate, although concern is expressed around wait lists.



5. Clients are pleased with skills training and job training programs, although they regard the latter as difficult to get into.
6. Most focus group participants from ethno-specific agencies were unaware of the job training programs. They reported little use of settlement services—due partly to lack of knowledge about the services, and also inability to connect with a first-language counselor.
7. Clients from immigrant serving agencies reported limited awareness of settlement services outside the agency to which they were attached.
8. Clients generally regard services as very important and worthwhile (e.g., supportive counseling services, family support, cultural education, social isolation programs).
9. For the most part clients learn about agency services through family and friends, followed distantly by language assessment, schools and media.
10. Refugees are particularly satisfied with settlement services.
11. Clients have a host of suggestions for improving services including increased assistance for professionals including affiliation with professional organizations, expanded training for professionals, assistance getting credentials recognized, accurate information at Embassies in immigrants' countries of origin, daycare and assistance with transportation costs.
12. Clients offer a host of suggestions to improve information sharing including, for example, brochures in first languages available at the airport and sites where immigrants apply for Personal Health Numbers and Social Insurance Numbers.

### Non-Users

1. Employment was the most frequent challenge reported by non-users—finding jobs, having their credentials recognized, receiving funding for educational upgrading.
2. Primary reasons cited for non-use were lack of information about immigrant services and lack of trust of government agencies.
3. Most non-users say that 3 years is sufficient time for immigrants to effectively use mainstream services.
4. Settlement services are viewed as the primary service required by new immigrants.

### Ethno-Cultural Community Representatives

1. Ethno-cultural community representatives report that the top three needs of immigrants include language, employment and settlement.
2. Ethno-cultural community representatives see ethno-specific agencies as meeting the needs that immigrant serving agencies are not able to—especially first language needs, needs of poor immigrants, those reluctant to use immigrant serving agency services, and those no longer meeting government assistance eligibility.



3. Ethno-specific agencies would like to adopt a greater referral role and develop partnerships with immigrant serving agencies.
4. Ethno-specific agencies believe they should focus on community development and take on a stronger community advocacy role.
5. Some ethno-specific agencies lack information about immigrant serving agencies.
6. The majority of interviewees reported that ethno-specific agencies are not fully meeting the needs of new immigrants in their communities.
7. Ethno-cultural community representatives suggest that better cooperation and collaboration is required between ethno-specific agencies and immigrant serving agencies.
8. Representatives indicate that a greater effort is required in identifying needs of new immigrants.
9. Funding is not sufficient or non-existent.

### Collateral Agencies

1. Language and employment are regarded as key challenges facing immigrants. Lack of recognition of foreign credentials leads to low-paying jobs and economic hardships. Lack of information about available services and difficulty bridging to other agencies and mainstream agencies are regarded as further challenges. Racism, and lack of funding for immigrants with special needs add to the list of challenges.
2. These challenges also serve as barriers. However, collaterals name lack of funding and lack of communication and collaboration among agencies and with mainstream agencies as the key barriers to improving the immigrant serving system.
3. Effective agencies are culturally sensitive, they provide services in multiple languages, they offer ESL training and provide interpretive services and work in holistic ways with families. Settlement and outreach programs are regarded as particularly effective.
4. Although some duplication in services is perceived it is not regarded as a problem due to the existence of wait lists.
5. Ethno-specific agencies are valued since they build trust with immigrants, assist immigrants in adjusting to life in Canada, and assist with connecting immigrants to mainstream services.
6. Key gaps include access to information and English language support, coordinated services, time restrictions, affordable housing, and counseling services.
7. Trends indicate increasing numbers and diversity of immigrants arriving in Calgary, unchanged service delivery models and increasing competition among agencies.
8. Suggested changes include increased funding, information sharing, coordination/integration of services, extension to the 3-year time restriction, and increased language training. Increased evaluation for evidence-based decision-making is also supported.



## Funders

1. Given limited resources, funders agree that agencies are meeting the immediate needs of immigrants.
2. Funders are generally satisfied with their funding selection processes, although some suggest that a more transparent and less competitive process would be beneficial to agencies. There is support among funders for current terms of funding, although willingness to explore multi-year funding exists.
3. Language and employment training are considered priority needs, followed closely by training in Canadian culture, housing, and youth education/development programming.
4. Funders perceive that agency Boards are political but strong and that volunteer recruitment can be considered a best practice. Volunteer burnout is also a serious concern.
5. Funders regard strategic planning as a weakness of some agency Boards.
6. Funders believe increased cooperation among agencies and collaboration between themselves and agencies can lead to increased integration of services and improved transition between services provided by immigrant serving agencies and mainstream agencies. Several strategies were suggested including increased discussion and information sharing, establishment of common criteria for outcome measures, and increased referral among agencies.

## **Emergent Themes**

Three primary themes emerge from a synthesis of perspectives across stakeholder groups: 1) effectiveness of current services, 2) sustainability of current services, and 3) defining a system of services.

### Effectiveness of Current Services

The primary strength of the current immigrant serving system in the city of Calgary is that the job of providing services to immigrants is getting done—and for the most part, done well. Stakeholders participating in this study attribute this in large measure to the dedication, skill, and hard work of the people working in agencies and volunteering their time. The evidence of this success rests in the overall satisfaction of programs and services by current and former clients.

### *Identification of Needs*

There appears to be consensus among the larger immigrant serving agencies and funders that language, employment training, and settlement services are priority needs of immigrants. Housing, cultural training, and youth services follow. Ethno-specific agencies and interest groups place an emphasis on first-language services. They expressed that individuals



with no capacity in either of Canada's official languages often find it difficult to negotiate settlement and access to mainstream services.

### *Meeting Needs*

There appears to be general agreement across stakeholders that the "basic" needs of immigrants in Calgary are being met through the current provision of services through various immigrant serving agencies. However, stakeholders of ethno-specific agencies express some concern with the effectiveness of their services, citing poor funding and limited collaboration with larger, immigrant serving agencies as impacting their ability to meet their clients' needs.

### *Gaps in Services*

While a common gap perceived by stakeholders (including non-users) centers on the need for increased awareness of available services, gaps in services tend to focus on services that would better meet the needs of certain immigrant groups. These groups include refugees (especially those victims of torture and trauma), poor immigrants, homeless immigrants, immigrant with very little capacity to communicate in English, women, and professionals experiencing difficulty having their credentials recognized.

### *Sustainability of Current Services*

While it is clear that current services meet the basic needs of immigrants in Calgary, this is accomplished at a cost, primarily in human resources. This creates issues of sustainability at current service levels--issues which are apt to become prominent as pressure is put on the system through a perceived growth in numbers of new immigrants arriving in Calgary.

### *Efficiency and Capacity*

Most stakeholders providing input into this study suggest that current delivery of services to immigrants is very efficient. In fact, A common theme across agencies (Executive Directors, staff, volunteers, and Boards) is that agencies are providing more services to immigrants than current funding supports. Even though some funders perceive a duplication of services, the majority of stakeholders believe there is very little duplication of services, and perhaps more accurately, a multiplication of services across agencies. Some agencies provide the same service to clients, but these agencies reach different clients or provide the service in different geographic areas of the city.

### *Funding*

The most prominent theme emerging in discussion with stakeholders is a perceived lack of funding provided to immigrant serving agencies. Even



fundors agree that additional resources are required to provide more programs for immigrants. For ethno-specific agencies, it is not so much an issues of receiving more funds, as it is an issue of receiving any funding.

### *Future Trends*

There is a perception that the number of immigrants coming to Calgary is increasing and that the immigrant population is becoming increasingly diverse. Most stakeholders see these trends as placing more demands on a system that is already functioning at or beyond capacity.

### Defining the System of Services

Currently, there is no cohesive picture of how the immigrant serving system works within the City of Calgary. While various service providers are clear about their role, they are less clear about each other's role—particularly that of ethno-specific agencies. To make matters more complex, stakeholders are oriented to the system in different ways.

### *Collaboration and Cooperation*

Some stakeholders focused on a perceived lack of cooperation and collaboration between and among agencies. (It should be noted, however, that agencies were quick to point out that they do cooperate and meet on a regular basis.) Some stakeholders attributed the possible lack of collaboration/cooperation to competition for finite funds. A secondary reason was identified as lack of regard for each other's business styles and practices at the agency level. Criticism was voiced about secrecy surrounding proposals submitted to funders and intellectual property—indicators of how things operate in the for-profit sector. Some stakeholders believe these practices run counter to the philosophy of how the non-profit sector should operate.

### *Evidence-based Decision Making*

While stakeholders, especially agency stakeholders, point out that a number of current practices could be considered exemplar, there are few agreed-upon standards, indicators, or benchmarks by which services across agencies can be compared. As a system, no common strategic plan or cross-agency / cross-program performance measures are used to monitor the effectiveness of services provided to immigrants in Calgary. The current absence of a common client tracking system would make it difficult to track immigrants from intake to exit.

### *Collective Action Planning*

Most participants in this study welcomed the evaluation and were very cooperative. They provided information in good faith and expect a prudent



review of the information contained in this report. While there are issues of funding, lack of long range planning, cooperation and collaboration, there is also a tone of optimism among stakeholders. There is a sense that some model / system of a continuum of services can be generated through stakeholder joint participation in open discussion.

## **Recommendations**

Following a review of data and salient themes, seven recommendations are offered by the consultants.

### Recommendation 1. Creation of a System Logic Model

Stakeholder representatives should collaboratively develop a system logic model representing current functioning of the system. While the evaluation has produced one rendition of a logic model, there was variability around its acceptance by agencies. More work is needed to develop a logic model that works for all stakeholders.

### Recommendation 2. Review of the Current Funding Structure

While an increase in funding is recommended by many stakeholders, the current funding approaches should first be reviewed in light of a clearly articulated system logic model.

### Recommendation 3. Re-examination of Reported Gaps

A re-examination of reported gaps should involve a three-part examination. The first examination should review current core services. The second examination should address emerging gaps of first-language support and the needs of immigrants holding professional credentialing. The third should examine gaps in specialized services to individual audiences.

### Recommendation 4. Identify and Support Ethno-specific Agencies

Because of the unique nature of each ethno-specific agency, it is important to clarify the role of each ethno-specific agency within its own cultural community as well as within its broader Calgary community. These boundaries of influence and responsibility should be negotiated and articulated. Further discussion among ethno-specific agencies and immigrant serving agencies is required. Resources should be extended to ethno-specific agencies for community development efforts aimed at integrating ethno-specific immigrants into mainstream society.



Recommendation 5. Monitor the Immigrant Serving System

To develop a mechanism to better understand who is being served, how they are being served, at what levels of access and quality are immigrants being served, a monitoring system should be developed that reflects and aligns with the system logic of inputs and outputs.

Recommendation 6. Disseminate Information about Immigrant Services

Both immigrants and providers are not adequately aware of the current array of services available to immigrants. Therefore, an information strategy is required. It should be noted that this has the potential to create an even greater strain on services that agencies feel are already under funded. This recommendation should be viewed in combination with efforts to increase capacity.

Recommendation 7. Increase Funding

This recommendation is based on the overwhelming perception that current funding is inadequate.



# Introduction

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As the fourth largest receiver of immigrants in Canada, the City of Calgary becomes a prospective new home and an opportunity to build a prosperous new life for newcomers and their families. In that capacity, the City of Calgary, together with other funders, is called upon to provide a range of services and supports that facilitate settlement and the building of a foundation for independent living.

In May 2000 a study was commissioned to evaluate immigrant services, and conduct a system overview in Calgary, Alberta, Canada. The evaluation was conducted between May 2000 and March 2001. Its purpose was to assess the efficiency and effectiveness of overall service delivery to immigrants and refugees within the City of Calgary.

Evaluation activity was undertaken at three levels—agency, program, and system. Four months into the evaluation process, it became clear that a shift in focus was required. The shift was made from a focus on the efficiencies and effectiveness of agency-specific programs and services to an aggregated cross-agency evaluation of services to immigrants in Calgary.

## Agency-Level Review

At the agency level, evaluation activity focused on clarification of definitions, agency mandate, client satisfaction with service delivery, perceived needs and barriers to access, perceptions of continuity between programs, linkages to other programs, agencies and receiving organizations. Allocation of resources, gaps and duplication, and adequacy of funding were also examined. Agencies were asked to share their best practices in relation to access to services, structure and management of service delivery. The role of ethno-specific agencies was reviewed, along with suggested changes to the system overall.

The governing structure of agency Boards was reviewed along with the role of Board members. Training, recruitment and best practices were also examined. Emerging trends and issues were also identified.

## Program-Level Review

At the program level, information was gathered about immigrants' needs and the extent to which various stakeholders perceived needs were addressed. Information was collected on the degree to which services met clients' needs—client satisfaction, awareness of program availability,



achievement of outcomes, barriers to access, and overall efficiency and effectiveness of service delivery. Program activities, client demographics, and some costing information as well as issues and trends were also identified.

### System-Level Review

At the system level, the evaluation focused on overall effectiveness of services in meeting the needs of immigrants. Barriers and facilitators to access, gaps, duplication, and adequacy of bridging to mainstream services were examined. Roles of funders and ethno-specific agencies, and emerging issues and trends were also examined.

## **Presentation of Results**

Following the Introduction and Executive Summary, results of the evaluation are presented according to participant group. Participant groups include agency Executive Directors, Board Chairs, Board members, staff, current and former clients, non-users, ethno-cultural representatives, collateral agencies, and funders. A Findings and Considerations section serves as a conclusion to the study. An Appendix is attached at the end of the report which includes instruments, guides, and support documents.

## **Methodology**

Both quantitative and qualitative methodologies (research/evaluation paradigms) were applied to this evaluation. A qualitative methodology emphasizes “processes and meanings that are not rigorously examined or measured (if measured at all), in terms of quantity, amount, intensity, or frequency.”<sup>4</sup> Qualitative research and evaluation approaches attempt to answer questions of human experience and meaning. They provide descriptions of how individuals and groups experience and understand particular processes. In contrast, quantitative approaches are used to investigate relationships between variables. They analyze and measure these relationships in a purportedly value-free framework (tracking statistics, outcome measures, performance measures, etc.).

A qualitative approach was used to better understand how agencies, Board members and funders experienced their roles in the provision of services to immigrants. These data were used to identify various perspectives on issues and concerns at agency, program and system levels. Qualitative data are generally reported in themes that represent diversity of response, rather than strength of response.

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<sup>4</sup> *Handbook of Qualitative Research*, Denzin and Lincoln, 1994.



Quantitative data are reported in numbers, such as counts, percentages, and measures of relationship, such as probability values and correlation coefficients. In this study, some quantitative data are presented to provide indication of frequency of response.

It is important to note that concepts of validity and reliability are not shared between qualitative and quantitative paradigms. For example, a theme of “perceived duplication” may not be shared by all respondents (or even many), but the issue may have validity in that even one participant’s perception of duplication can impact understanding of how resources should be distributed and utilized. This perspective may even point to a need to better clarify what is meant by “duplication”, since evidence proved through the theme could suggest that not all stakeholders understand “duplication” in the same way. The validity and reliability of the theme does not rest in the valid and reliable measurement of “duplication”, but in the believability that the participant(s) understand and experience “duplication” differently.

### Data Collection Methods

Five key data collection strategies were used in the evaluation: focus groups, interviews, surveys, document reviews, and literature review. The following table summarizes data collection strategies and response rates.

Key Participant Group	Program-Level Review	Agency-Level Review	System-Level Review	Key Data Collection Method and Response
Agency Executive Directors and Administrators (n=9)	√	√	√	<ul style="list-style-type: none"> <li>Document review</li> <li>Semi-structured interviews (Executive Directors /Administrators) (9 In-person interviews)</li> </ul>
Agency staff (n=525)	√	√	√	<ul style="list-style-type: none"> <li>Front Line Staff: Forced choice and open-ended survey questionnaires (143 submitted)</li> <li>Program Coordinator/Manager: Program Information fact sheet (63 completions submitted by Coordinators)</li> </ul>
Agency volunteers	√	√	√	<ul style="list-style-type: none"> <li>Document review</li> <li>Forced choice and open-ended survey questionnaire (120 completions)</li> </ul>
Ethno-cultural Agency reps (n=23)		√	√	<ul style="list-style-type: none"> <li>Semi-structured interviews</li> <li>(18 in-person interviews, 1 ad-hoc focus group with 5 participants)</li> </ul>
Agency clients (n=173)	√	√	√	<ul style="list-style-type: none"> <li>Focus groups (20 focus groups, 173 participants)</li> </ul>
Non-Users (n=13)			√	<ul style="list-style-type: none"> <li>Semi-structured interviews (13 in-person interviews)</li> </ul>
Funders (n=12)	√	√	√	<ul style="list-style-type: none"> <li>Document review</li> <li>Semi-structured interviews (10 in-person, 2 telephone)</li> </ul>
Board Chairs (n=7)		√	√	<ul style="list-style-type: none"> <li>Document review</li> <li>Semi-structured interviews (7 in-person)</li> </ul>
Board Members (n=82)		√	√	<ul style="list-style-type: none"> <li>Open-ended survey questionnaire (13 submitted)</li> </ul>
Collateral Agencies (n=13)		√	√	<ul style="list-style-type: none"> <li>Semi-structured interviews (11 telephone)</li> </ul>



### Focus Groups

Focus groups were conducted with current clients (immigrants and refugees) at the following agencies:

- Calgary Immigrant Women's Association (CIWA);
- Calgary Immigrant Aid Society (CIAS);
- Calgary Catholic Immigration Society (CCIS);
- Calgary Chinese Community Service Association (CCCSA);
- Calgary Vietnamese Canadian Association (CVCA);
- Council of Sikh Organization (CSO);
- Calgary Bridge Foundation for Youth (CBFY);
- Calgary IDEAS; and
- Calgary Mennonite Centre for Newcomers (CMCN).

Also, focus groups were conducted with former clients (immigrants and refugees) at the following agencies:

- Calgary Immigrant Women's Association (CIWA);
- Calgary Immigrant Aid Society (CIAS);
- Calgary Catholic Immigration Society (CCIS); and
- Calgary Mennonite Centre for Newcomers (CMCN).

An additional focus group was conducted with members of various ethno-specific agencies to discuss the role of ethno-specific agencies in the immigrant-serving system. Where permission was granted, data collected from focus groups were tape recorded (13 of the 21 groups).

### Semi-Structured Interviews

Semi-structured interviews were conducted with representatives (Executive Directors or Working Board Presidents) of the nine agencies listed below as well as various ethno-cultural communities, funders, and Board Chairs (excepting Calgary IDEAS and Council of Sikh Organization). Survey response was received from the Calgary Vietnamese Canadian Association (CVCA).

- Calgary Immigrant Women's Association (CIWA);
- Calgary Immigrant Aid Society (CIAS);
- Calgary Catholic Immigration Society (CCIS);
- Calgary Chinese Community Service Association (CCCSA);
- Calgary Vietnamese Canadian Association (CVCA);
- Council of Sikh Organization (CSO);
- Calgary Bridge Foundation for Youth (CBFY);
- Calgary IDEAS; and
- Calgary Mennonite Centre for Newcomers (CMCN).



Agency Executive Directors were interviewed to gather information about the following:

- definitions of commonly used terms in the immigrant serving field;
- agency mandates and the extent to which they perceive they are meeting their mandate;
- perceived strengths and weaknesses of agency management issues, including board and agency structure and functioning;
- adequacy of funding and fund allocation;
- inter-agency integration and communication;
- perceived effectiveness of bridging services; and
- the immigrant serving system overall, including service delivery, issues, trends, and suggested changes.

Board Chairs were interviewed to gather information about the following:

- priority needs (degree to which agencies meet priority needs; barriers and solutions; model of governance including its strengths, weaknesses, and best practices; funding issues; strengths and weaknesses of the immigrant serving system overall; issues, trends, and changes required).

Funders included

- Family and Community Support Service (FCSS) City of Calgary,
- Calgary Community Adult Learning Association (C-CALA),
- United Way,
- Citizenship and Immigration Canada,
- Canadian Heritage,
- Alberta Learning,
- Human Rights and Citizenship (Alberta Community Development),
- Alberta Human Resources and Employment,
- Calgary Foundation,
- Calgary Rockyview Child and Family Services Authority, and
- Human Resources Development Canada.

Funders were interviewed to gather information about

- Decision-making processes,
- Priority needs of immigrants,
- Strengths and weaknesses of the current immigrant services system,
- Issues and trends,
- Strengths and weakness of Board governance,
- Best practices,
- Transition between agencies and to mainstream agencies,
- Suggestions to improve transition,
- Improvement by agencies,
- Improvement by funders,
- Integrated system, and
- Multicultural Organizational Change Initiative.



Semi-structured interviews were conducted with collateral agencies including

- Calgary Board of Education,
- Calgary Family Services,
- WYCA – LINC Programs,
- Bow Valley College,
- Calgary Police Services,
- Calgary Regional Health Authority,
- Boys and Girls Club of Calgary,
- Catholic Family Services (Survivors of Torture Program),
- 8<sup>th</sup> and 8<sup>th</sup> Health Centre (Calgary Regional Health Authority),
- Jewish Family Services, and
- Calgary Women’s Emergency Shelter.

Collaterals were interviewed to gather their perspectives about challenges and issues facing immigrants, barriers, effective agencies and programs, role of ethno-specific agencies, gaps and duplication, trends, issues, further supports and changes required.

Semi-structured interviews were also conducted with members of various ethno-cultural community representatives. Representatives from the following ethno-cultural community associations were interviewed:

- Afghan Association of Alberta
- Canadian Slavic Association
- Calgary Chinese Elderly Citizens’ Association
- Calgary Ethiopian Association
- Filipino Pioneer Group
- Calgary Chinese Cultural Association
- Calgary Indo Canadian Council
- Vietnamese Encouragement Learning Association
- Calgary Taiwanese Association
- Nigerian Canadian Association of Calgary
- Dashmesh Cultural Centre (Sikh)
- Kurdish Community Association
- Nuer Community Association (Sudanese)
- Iranian Cultural Society
- Ukrainian Youth Association

In addition, three individuals were recommended as representatives of specific communities but were not affiliated with an ethno-cultural association. The country of origin of these individuals were

- South Africa,
- Russia, and
- Romania.



Ethno-cultural community representatives were interviewed to gather their perspectives about the following:

- challenges facing new immigrants in their communities,
- the role of ethno-specific agencies,
- awareness of immigrant-serving agencies,
- perceived effectiveness of immigrant-serving agencies,
- immigrant-serving and Mainstream Access issues, and
- gaps and duplications in services.

Semi-structured interviews were also conducted with a group of non-users of immigrant services. Non-users were identified and interviewed from the following countries of origin.

- Afghanistan
- China (3)
- Taiwan
- India (3)
- Nigeria
- Philippines
- Ukraine
- Vietnam
- Former Yugoslavia

Non-users were interviewed to gather their perspectives about the following:

- challenges and issues facing immigrants,
- personal needs upon arrival,
- role of ethno-specific community associations,
- suggested improvements to the system, and
- barriers to utilizing services.

### Surveys

Open-ended or combined forced-choice/open-ended surveys were conducted with the following groups:

- Board members,
- Program Coordinators/Managers, and
- Agency staff and volunteers.

Board members were surveyed to gather their experiences and perceptions of the level to which agencies were meeting clients' needs, strengths and weaknesses of Board governance and the immigrant serving system overall, role, training and expertise, decision-making processes, service delivery, issues, trends, and suggested changes.



Program Coordinators were sent a program information fact sheet to gather program information about the following:

- program descriptions,
- budget,
- integration,
- eligibility requirements,
- target population,
- staff, volunteer, and client time,
- outcomes, and
- activities.

Agency front-line staff and volunteers at the following agencies were surveyed:

- Calgary Immigrant Women's Association (CIWA),
- Calgary Immigrant Aid Society (CIAS),
- Calgary Catholic Immigration Society (CCIS),
- Calgary Chinese Community Service Association (CCCSA),
- Calgary Vietnamese Canadian Association (CVCA),
- Council of Sikh Organization (CSO),
- Calgary Bridge Foundation for Youth (CBFY),
- Calgary IDEAS, and
- Calgary Mennonite Centre for Newcomers (CMCN).

Agency front-line staff and volunteers were surveyed to gather information about the following:

- appropriate use of staff/volunteer and client time (program/agency level),
- staff perspectives of the extent to which clients' needs are being met (program/agency/system level),
- congruence between goals and achievement of outcomes (program level),
- barriers and facilitators to clients' accessing services (program/agency/system levels) including possible gaps in services,
- staff perspectives on the duplication of services across agencies
- issues and trends,
- staff perspective on adequacy of funding,
- perceived strengths and weaknesses (program/agency/system levels),
- staff perspectives on the comprehensiveness of agency services,
- staff perspectives on the effectiveness of agency in bridging to mainstream, and
- integration between agencies.



### Cost Assessment

Cost assessment was attempted based on available documentation and program descriptions provided by agencies and funders. While the evaluators were provided with some costing data, there were sensitivities in releasing these data. The data currently made available to the evaluators was insufficient to conduct a full-scale economic evaluation.

### Literature Review

A best practice review of immigrant service systems in other jurisdictions was conducted through literature review, telephone interview with other jurisdictions, and conversations with agency administrators. The review focused on policy and service delivery best practices for clients. The review synthesized current information on best practices for the following:

- supporting immigrants and refugees to overcome identified barriers (such as language, employment, and acculturation),
- organizing and delivering immigrant and refugee services, and
- funding immigrant and refugee services.

The literature review was intended to function as an external environmental scan as part of the review of Calgary's immigrant settlement services. For this reason it did not include any consideration of best practices in Calgary but rather focused on practices in other constituencies. The review was conducted manually and electronically using Internet sources and bibliographic database (i.e., library) searches.

### Reflective Sessions

Reflective sessions were held to provide opportunity for stakeholders to review evaluation and review findings before submission of the Final Report. More specifically, a critical reflective session with the Evaluation Steering Committee (comprised of funders and agency representatives) was conducted to review and discuss preliminary evaluation findings.

A critical reflective session with the Executive Directors was conducted to review and discuss a DRAFT version of selected sections of the Final Report to the Steering Committee. Responses to the Draft Final Report were informally and formally received.

A completed Draft Final Report was submitted to the Steering Committee (comprised of funders and agency representatives) for review. A discussion session was held to receive feedback from the Committee.



### Logic Model

A logic model of existing services was created for review by the Executive Directors. Following discussion, some alternative suggestions were provided (see Appendix C).

### Ad Hoc

In addition to the above data collection strategies, clarification of definitions of immigrant, settlement, bridging, and integrated services was sought from all groups. Also, the extent of impact of the MOC (Multicultural Organizational Change) initiative on agencies and Boards was examined.

### **Data Analysis**

For qualitative data collected through interviews and focus groups, and open-ended questionnaires, analysis was conducted at three levels. First level analysis identified meaning units (separate concepts, ideas or perspectives). Second level identified themes common within specific groups/agencies. Third level analysis identified themes common across groups.

Data collected from document review were content analyzed according to program, agency and system levels.

Quantitative data were analyzed using the most appropriate statistical techniques which were dependant on the survey/interview formats selected.

### **Limitations**

It is important to note that limitations are not necessarily weaknesses in a study. All research and evaluation is limited by design. No single method can satisfy all research and evaluation questions. One of the most common errors made by consumers of research and evaluation is to misappropriately judge the credibility of research and evaluation findings by applying the principles of one paradigm to an opposing paradigm.

First, inherent in each research and evaluation paradigm are limitations imposed by the methods selected. Methods are secondary to research and evaluation questions. That is, the question determines the method. Second, most studies have resource limitations. Priorities have to be set concerning the type and amount of data collected. Setting these priorities limits the degree to which a given question can be answered, especially to the satisfaction of all stakeholders participating in and impacted by the



study. Thirdly, reporting preferences can limit specific identification of data elements with specific respondents.

Following are statements of limitation that should be considered in interpreting the findings from this evaluation.

#### Methodological Limitations

Qualitative data collected through interviews, focus groups and open-ended survey questionnaires represent perceptions of individual stakeholders. These perceptions have been aggregated into themes. More common and less common themes are identified. Thematic responses are purposefully not quantified and associated with specific funders or agencies—therefore, no attempt to generalize themes across all participants in these sectors should be considered.

#### Sampling Limitations

While all participants are reflective of groups identified in this study (agencies, Boards, clients, and funders), representation relative to the total population of the groups selected was limited by sample selection procedures, which were in turn limited by resources (time and funding). The degree of generalizability of the sample to the group should be made with consideration to sample size, demographic distribution, and randomness.

Some notable limitations included the following:

- over-representation of females in client focus groups, and
- low response rate from Board Members.

#### Data Reporting Limitations

Data aggregation limits the extent to which data and subsequent findings can be associated with specific participants. These limitations are influenced by the sensitivity of participants to be associated with specific data, confidentiality concerns, legislative constraints, and availability of non-aggregated data sets.



# Perspectives of Agency Executive Directors/ Presidents

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## Introduction

Semi-structured interviews (see Appendix A for Interview Questions for Executive Directors) were conducted with representatives from the following nine organizations (Executive Board Presidents were interviewed at CSO and CVCA as Executive Director positions do not exist for these organizations):

- Calgary Immigrant Women's Association (CIWA),
- Calgary Immigrant Aid Society (CIAS),
- Calgary Catholic Immigration Society (CCIS),
- Calgary Chinese Community Service Association (CCCSA),
- Calgary Vietnamese Canadian Association (CVCA),
- Council of Sikh Organization (CSO),
- Calgary Bridge Foundation for Youth (CBFY),
- Calgary IDEAS, and
- Calgary Mennonite Centre for Newcomers (CMCN).

In-person interviews were conducted with all nine Executive Directors between December 4 and December 13, 2000. Interviews lasted approximately 2 hours. Executive Directors'/Presidents' perceptions were gathered primarily on the following:

- definitions of commonly used terms in the immigrant serving field;
- agency mandates;
- extent to which agencies meet their mandates;
- perceived strengths and weaknesses of agency management issues including Board and agency structure and functioning;
- adequacy of funding and fund allocation;
- inter-agency integration and communication;
- perceived effectiveness of bridging services; and
- the immigrant serving system overall, including service delivery, issues, trends, and suggested changes.

## Findings

Data were content analyzed according to the Interview Guide and are reported thematically below. Where possible and appropriate some quantitative information (e.g., percentages, frequency of response), is



provided. However, presentations of findings is focused on diversity of response rather than strength.

### Definitions

#### *Immigrant*

Interviewees defined immigrant in a similar fashion. Immigrants were described as “*individuals who are born in another country and move to another.*” This was usually qualified in terms of the characteristics of those served within the system (e.g., mother tongue not English, those experiencing a great culture shift, and those in Canada for less than three years).

Distinction was made between an immigrant as “*someone who chooses to leave his or her home country*” and a refugee “*someone forced to leave his or her home country.*” It was also pointed out that the majority population uses the term “immigrant” to refer to visible minorities and those speaking with an accent.

#### *Immigrant Serving Agency*

The definition of an immigrant-serving agency varied as a function of the type of agency the Executive Directors represented. Those Executive Directors representing ethno-specific agencies tended to define immigrant-serving agencies very broadly as “*agencies that help immigrants with settlement, language, and employment issues.*” Executive Directors who were part of agencies that served multicultural populations tended to differentiate their agencies from both mainstream agencies and ethno-specific agencies. Immigrant serving agencies can best be described as “*organizations that have the sole mandate of/or focus on serving all immigrants and refugees in the city.*” This was also qualified by descriptions such as not-for-profit organizations, organizations that are not ethno-specific, and organizations that respond to different immigration trends.

#### *Mainstream Agency*

Definition of a mainstream agency was relatively consistent across Executive Directors. Mainstream agencies were generally defined as “*publicly funded organizations that provide services to the entire population.*”

One representative from an ethno-specific agency regarded immigrant-serving agencies as mainstream. Another interviewee suggested that mainstream implies a norm or goal that is in conflict with a multicultural ideal.

Resettlement was defined in two ways. First, resettlement represents the meeting of instrumental short-term needs, “*providing support in activities*



*like opening a bank account, finding housing, registering in school, getting a family physician, getting a Social Insurance Number, getting an AHC (Alberta Health Care) number, and getting information about programs and subsidies.*” Resettlement was also used in a broader way to represent the meeting of more psychosocial long-term needs “*adjustment or integration of individuals into the community.*” A third view of resettlement was that the term was appropriate only for refugees as these individuals are uprooted from their home country.

### *Bridging*

The term bridging was also regarded in a number of ways by Executive Directors. The most common definition of bridging was “*facilitating individuals’ access to mainstream agencies.*” Variations included helping people do things for themselves and removing barriers to accessing services, more specifically,

- teaching immigrants about Canadian culture, and
- facilitating adaptation on the part of mainstream agencies.

Bridging was also regarded more broadly than trying to forge connections between immigrants and mainstream issues. These broader system issues included the following:

- forming connections between immigrant serving agencies and communities (ethno-specific and geographic),
- forming connections between immigrant serving agencies and mainstream agencies,
- forming connections between ethno-specific and mainstream agencies, and
- forming connections between individuals and their communities.

To some, bridging implied a one-way process. To these individuals it was important that efforts be made to “*bring the mainstream services to the communities.*”

### Agency Mandates

As the following chart illustrates, most mandates are either explicitly or implicitly all-inclusive (i.e., serving all immigrants). Other agencies specify sub-groups of the immigrant population. With the possible exception of the Council of Sikh Organizations, no agencies focus their services on clients of a particular religious denomination.



Agency	Mandate
Calgary Bridge Foundation for Youth	<ul style="list-style-type: none"> <li>To assist young newcomers and families to overcome social, cultural, and language barriers so that they can succeed in society and culture. The agency focuses on youths that have been in Canada three years or less.</li> </ul>
Calgary Catholic Immigration Society	<ul style="list-style-type: none"> <li>To serve newcomers. The agency works in partnership with the community to help immigrants and refugees settle and become contributing members of Canadian society. CCIS is a community-based social service agency that specializes in serving immigrants.</li> </ul>
Calgary Chinese Community Service Association	<ul style="list-style-type: none"> <li>In the process of developing a new mission statement.</li> </ul>
Calgary Ideas	<ul style="list-style-type: none"> <li>To help people improve communication skills, to help newcomers get into the job market and to improve self-image and self-respect.</li> </ul>
Calgary Immigrant Aid Society	<ul style="list-style-type: none"> <li>A comprehensive settlement agency designed to provide support and assistance to immigrants and refugees to become beneficiaries and contributors to the Canadian community.</li> </ul>
Calgary Immigrant Women's Association	<ul style="list-style-type: none"> <li>To promote and support the integration of immigrant women into the community and the larger Canadian society.</li> </ul>
Calgary Mennonite Centre for Newcomers	<ul style="list-style-type: none"> <li>To assist refugees, newcomers, and immigrants arriving in Calgary to meet their settlement needs. To assist clients to adapt, develop, and contribute to Canadian society as whole individuals.</li> </ul>
Calgary Vietnamese Canadian Association	<ul style="list-style-type: none"> <li>To provide services to help Vietnamese immigrants settle and integrate into the community.</li> </ul>
Council of Sikh Organizations	<ul style="list-style-type: none"> <li>To serve Sikh's that need help in terms of social services, language, education, housing, providing information on cultural differences, and providing referrals.</li> <li>An umbrella organization of 15 organizations and societies that provides volunteer services.</li> </ul>

#### *Ability to Fulfill Mandate*

Generally, Executive Directors indicated that their agencies were effectively meeting their mandates. Two agencies expressed that improvement was possible and felt they would do better as a result of the restructuring they were undergoing. One agency reported that funding limits restricted its ability to reach their entire target population. One



ethno-specific agency also reported that it was not as effective as it could be as a result of limited funding.

### *Effects of Funder Mandates on Agency Mandates*

Agencies have developed different strategies for reconciling the requirements of the funders' mandates with agency mandates. Strategies reported included

- making up shortfalls through alternative funding sources (e.g., fee-for-service and other fund development strategies),
- developing programs based on blending the value systems of the agency with that of the funder,
- developing programs based on thorough needs assessment that justify the rationale for the program, and
- avoiding government funding sources when value systems cannot be reconciled.

### Board Roles and Terms of Reference

All of the agencies except the Council of Sikh Organizations (CSO) and the Calgary Vietnamese Canadian Association (CVCA) have a policy Board and an Executive Director. The CVCA has a policy Board and an Executive Board, and the CSO has an Executive Board only.

### *Best Practice*

Collectively, Executive Directors reported that the role and terms of reference for policy Boards should (in no order of priority)

- focus on policy and implementation,
- ensure fiscal responsibility,
- ensure that programs are based on mandate,
- ensure non-involvement in day-to-day operations of the agency,
- provide a link to the community,
- clarity of role,
- outline time commitments required,
- outline authority to manage the Executive Director, and
- outline authority to evaluate processes.

Other roles that were mentioned included fund development, mentoring, and supporting less experienced Board members.

### *Strengths*

The most frequently cited strengths of Board, from the perspective of Executive Directors included the following:

- close adherence to the best practice standards described above,



- members who are very hard working and dedicated, and
- clear governance policies.

### *Opportunities for Improvement*

Executive Directors expressed the following opportunities for improvement:

- Boards spending less time delegating to Standing Committees,
- members being more realistic, and
- increased involvement of Board members (e.g., in fund development).

Further clarity between Board and Executive Director was also expressed. For example, one Executive Director reported some role confusion between the Board and the Executive Director. This was related to changes in organizational structure that saw the development of an Executive Director position and the Board taking less of an executive role.

Executive Directors from two ethno-specific agencies operated by Executive Boards reported that recent Board elections resulted in significant changes in Board membership. At one agency, the entire Executive Board was replaced, and at another over half of the Policy and Executive Board members (including the Executive Board President) were replaced. Both of the new Executive Board Presidents expressed concern over this and the lack of continuity it creates in the organization.

The Council of Sikh Organizations is currently taking steps to reorganize their Board structure to promote more continuity in Board membership.

### Board Member Recruitment

#### *Best Practice*

Executive Directors reported that while it was difficult to elect a policy Board that reflects all dimensions listed below, Board membership should ideally reflect the following:

- diversity of clientele served,
- diversity of social economic groups in Calgary,
- skill sets for policy development, and
- program stakeholders.

Some interviewees also mentioned that selecting Board members who may have potential conflicts of interest serving on Boards should be avoided.



### *Strengths*

Generally, Executive Directors reported two key strengths in their Board membership.

1. Board members' skills matched their roles.
2. Board members had very strong skill sets.

### *Opportunities for Improvement*

While several interviewees expressed that their Boards could better reflect the clientele their agencies served, they empathized that Board members were volunteer, and because of this membership was often comprised of people who could financially afford to volunteer their time.

### Board Member Training

#### *Best Practice*

Training of Board members was regarded as very important particularly as it related to the following:

- Board governance,
- roles and responsibilities, and
- policy development.

### *Strengths*

Two Executive Directors mentioned that they had Manuals that were distributed to new Board members.

### *Opportunities for Improvement*

In the view of many of the Executive Directors Board members could benefit from additional initial training. However, additional training might be unrealistic in terms of justifying the additional time required of Board members. It was mentioned that even without training new members learned their roles quickly.

### Strategic Planning

The extent to which agencies develop strategic plans seemed to be related to their size. For example, CCIS reported that it develops both 5- and 10-year plans. CIAS reported that it develops a multi-year plan (usually less than 5 years). CIWA is currently working on 1-to 3-year plan "*utilizing an appreciative inquiry process.*" Both the CMCN and CCCAS have the information for a strategic plan, but they have not yet been developed. Calgary Ideas and the Bridge Foundation develop yearly



business plans but no long-range strategic plans. CVCA and CSO do not create strategic plans.

It is important to note that most of the Executive Directors reported that long-term strategic planning is very difficult given funding cycles of one year and the uncertainty of funding in general.

### Agency Management

#### *Structure*

As the following chart illustrates, management structures vary across agencies. Most Executive Directors reported that they considered their structure appropriate for the size of their organization. Most also reported that they felt they had inadequate levels of administrative support.

Agency	Structure
Bridge Foundation	<ul style="list-style-type: none"> <li>• Staff/Volunteers report to                             <ul style="list-style-type: none"> <li>↳ Program Coordinators who do front line work.</li> </ul> </li> <li>• Program Coordinators report to the                             <ul style="list-style-type: none"> <li>↳ Executive Director who also does some front line work.</li> </ul> </li> </ul>
Calgary Catholic Immigration Society	<ul style="list-style-type: none"> <li>• Staff and Volunteers report to                             <ul style="list-style-type: none"> <li>↳ Program Coordinators who report to</li> <li>↳ Division Managers who report to the</li> <li>↳ Executive Director.</li> </ul> </li> <li>• There is also an Administrative Division.</li> </ul>
Calgary Chinese Community Service Association	<ul style="list-style-type: none"> <li>• Staff/Volunteers report to                             <ul style="list-style-type: none"> <li>↳ Program Coordinators who do front line work.</li> </ul> </li> <li>• Program Coordinators report to the                             <ul style="list-style-type: none"> <li>↳ Executive Director who also does some front line work.</li> </ul> </li> </ul>
Calgary Ideas	<ul style="list-style-type: none"> <li>• Staff and Volunteers report to                             <ul style="list-style-type: none"> <li>↳ Program Coordinators who report to</li> <li>↳ the Senior Coordinator who report to</li> <li>↳ the Executive Director.</li> </ul> </li> </ul>
Calgary Immigrant Aid Society	<ul style="list-style-type: none"> <li>• Staff and Volunteers report to                             <ul style="list-style-type: none"> <li>↳ Senior Coordinators/Coordinators who report to</li> <li>↳ the Chief Executive Officer.</li> </ul> </li> <li>• There is also an Administrative/Special Project Unit.</li> </ul>



Agency	Structure
Calgary Immigrant Women's Association	<ul style="list-style-type: none"> <li>• Staff and Volunteers report to                             <ul style="list-style-type: none"> <li>↳ Program Coordinators who report to the Executive Director.</li> </ul> </li> <li>• There is also an Administrative Unit.</li> </ul>
Calgary Mennonite Centre for Newcomers	<ul style="list-style-type: none"> <li>• Staff and Volunteers report to                             <ul style="list-style-type: none"> <li>↳ Program Coordinators who report to the Executive Director.</li> </ul> </li> <li>• There are also Administrative Structures.</li> </ul>
Calgary Vietnamese Canadian Association	<ul style="list-style-type: none"> <li>• Program Coordinators are staff that do front line work and report to                             <ul style="list-style-type: none"> <li>↳ three members of the Executive Board.</li> </ul> </li> </ul>
Council of Sikh Organizations	<ul style="list-style-type: none"> <li>• One part-time staff member reports to                             <ul style="list-style-type: none"> <li>↳ the Executive Board.</li> </ul> </li> </ul>

### *Supervisory Positions*

In general, Executive Directors described supervisory functions in their agencies in very positive terms. Staff in supervisory positions were described as being facilitative, skilled and responsible, able to appropriately delegate responsibility, and able to function as front-line staff.

### *Front-line Staff*

Executive Directors also described front-line staff very positively. These staff members were described as very accessible to clients and very dedicated.

Several Executive Directors expressed concern over the relatively high turnover rate of staff members. Salaries well below market value and job instability based on yearly funding cycles were identified as the main causes of turnover.

### *Volunteers*

Many Executive Directors acknowledged that volunteers played a crucial role in their organization. Some Executive Directors reported that they relied too heavily on volunteer help and that their agencies suffered as a result of extremely high turnover.

One Executive Director expressed concern that volunteers were used extensively at a key access point – first language support through interpretation. It was felt that individuals in these positions should be highly skilled and that relying on volunteers resulted in inadequate coverage of language needs.



### Opportunities for Improvement

Executive Directors, collectively, identified the following opportunities to improve agency management:

- additional funding for administrative support,
- reduced turnover through market-value salaries and benefits,
- reduced turnover through a stable funding system,
- increased opportunities for human resource management and staff development.

Also mentioned was the need for seed resources for fund development, the need to cross-train in cases of loss of key personnel, and the need for continuity in agencies managed by an Executive Board.

### *Adequacy of Funding*

All of those interviewed felt that funding levels were inadequate. Executive Directors also emphasized that funding support for administrative support was inadequate.

### *Opportunities to Improve Funding System*

Besides increasing overall funding support, Executive Directors offered the following suggestions to improve the way agencies are funded:

- multi-year funding,
- base funding for core services,
- reduced reporting burdens,
- reporting burdens commensurate with funding amounts,
- stable reporting requirements and reporting deadlines,
- coordination of year-end reporting periods,
- increased flexibility in how funding dollars/envelope funding are used, and
- a funding structure that rewards quality and efficiency.

### *Effective Use of Funding*

Most of those interviewed reported that their agencies used the funds they received very effectively. They also thought they could be more efficient if there was more flexibility in how the funds could be used. Some mentioned that if agencies received more funding the highest priority would be to increase staff salaries and add more programs. One Executive Director regarded childcare as a high priority while another felt that additional staff to deal with demand in services was more critical.

It should also be noted that several Executive Directors expressed concern over the money spent for this evaluation. The interviewer was



often reminded how many clients could have been served with the resources dedicated to the evaluation.

### Fund Development

The following three key views were expressed by Executive Directors in relation to fund development:

- Fund development is crucial in carrying out agency mandates,
- Agencies need to be careful not to compromise their values, and
- Agency staff do not have time to invest in extensive fund development activity.

The most common types of fund development strategies included fee for service and corporate donations. Two of the ethno-specific agencies reported running a yearly casino.

### Barriers to Agency Access

The Executive Directors in three of the agencies felt that there were no barriers to access. Two Executive Directors cited the volume of clients or excessive caseloads as evidence.

Of those Executive Directors who regarded access an issue, the following two main barriers were cited:

- lack of information about what was available, and
- lack of coverage in first-language capability.

Two other issues were also mentioned. Members of specific ethnicities may not be receiving culturally sensitive support. Immigrants or refugees from some cultures regard asking for help inappropriate. In this latter case, the agency is required to go to the client.

### Improving Access

Suggestions for improving access offered by interviewees included increased marketing and advertising, greater community outreach, additional translated materials at points of entry (e.g., airport), increased relationship development with communities, greater use of web sites, and informational in-services at all agencies.



### Integration Among Agencies

Most of the Executive Directors of the immigrant serving agencies felt that there was much cooperation among agencies. Many cited partnerships with one two other agencies or referral patterns that extended to all agencies. Although several suggested that there are strained relationships among some agencies, their overall impression was that agencies did cooperate.

### Barriers to Integration

Executive Directors who felt there was insufficient integration among agencies cited blockage in referral patterns and lack of information sharing as barriers.

Executive Directors interviewed from the ethno-specific agencies reported feeling isolated from the immigrant serving agencies. This was due to the lack of information about services and/or difficulties experienced when trying to refer clients to these larger organizations.

### Improving Integration Among Agencies

The most commonly cited suggestions for improving integration among agencies were

- to improve communication regarding available programs,
- for all agencies to support and recognize the core competencies and strengths of each agency,
- to further develop core competencies, and
- to increase inter-agency collaboration.

Other suggestions included discouraging client dependence on a particular agency, providing information about all services to all clients, and developing a centralized intake assessment system. One Executive Director expressed concern that too much centralization would adversely affect community-based agencies.

### Effectiveness of Bridging

In terms of promoting access to mainstream agencies, a commonly held perspective among Executive Directors was that agencies were doing well with respect to bridging.

Opportunities for improvement suggested by Executive Directors included reducing barriers to higher education, reducing barriers to legal help, and developing more partnerships with mainstream agencies. It was also mentioned that mainstream agencies should be aware of the specialized



services provided by immigrant serving agencies and that the direction of referral should be two-way.

Agency Effectiveness

Executive Directors felt their agencies were effective in meeting the needs of their clients. Many of the smaller agencies (in particular the ethno-specific agencies) qualified this by saying they were as effective as they could be given budgetary constraints.

Interviewees identified the following areas of excellence for their respective agencies:

Agency	Areas of Excellence
Calgary Bridge Foundation for Youth	<ul style="list-style-type: none"> <li>• Services to youth</li> </ul>
Calgary Catholic Immigration Society	<ul style="list-style-type: none"> <li>• Strong settlement services</li> <li>• First language counselors</li> <li>• Strong referral services</li> <li>• Strong employment programs</li> </ul>
Calgary Chinese Community Service Association	<ul style="list-style-type: none"> <li>• Services to very low-income members of the Chinese community.</li> </ul>
Calgary Ideas	<ul style="list-style-type: none"> <li>• Communication skills</li> <li>• Computer training</li> </ul>
Calgary Immigrant Aid Society	<ul style="list-style-type: none"> <li>• Assessment and referral services</li> <li>• Settlement integration service</li> <li>• Skill building workshops</li> <li>• Extensive multi-language capacity</li> <li>• Holistic family programming</li> </ul>
Calgary Immigrant Women's Association	<ul style="list-style-type: none"> <li>• Professional counseling</li> <li>• Cross-cultural parenting</li> <li>• Cross-divisional staff</li> <li>• Global budget shared with staff</li> <li>• Employment equity, mentorship</li> <li>• One-stop services</li> <li>• Extensive partnerships</li> <li>• First language services</li> <li>• Volunteer training</li> <li>• Literacy development</li> </ul>
Calgary Mennonite Centre for Newcomers	<ul style="list-style-type: none"> <li>• Community development approach to settlement services</li> <li>• First-language employment assessment and employability workshops</li> <li>• LINC curriculum based on practical and citizenship needs</li> </ul>
Calgary Vietnamese Canadian Association	<ul style="list-style-type: none"> <li>• Assistance to the Vietnamese community</li> </ul>
Council of Sikh Organizations	<ul style="list-style-type: none"> <li>• Health workshops</li> </ul>



### Gaps in Services

The most commonly identified gaps in services included the following:

- inability to meet all languages through first language counselors or interpreters,
- inability to meet the specific needs of emerging communities (i.e., Congo, Sudan, Somalia), and
- no programs for refugee claimants.

Other gaps that were mentioned included the lack of professional mental health services for immigrants, and lack of funding beyond LINC 3. Also mentioned was lack of culturally sensitive family violence programs and programs for seniors.

### Duplication

In the perspective of Executive Directors very little duplication of services occurs.

It was acknowledged that similar programs (e.g., employment skills training) are offered in more than one agency, but these were described as serving different populations. It was also pointed out that LINC is offered by many organizations and this is not viewed as duplication, but rather as good coverage of a high demand program.

### Role of Ethno-Specific Agencies

The most commonly held perspective among interviewees—a perspective shared by both immigrant serving and ethno-specific agencies, was that ethno-specific agencies should focus on community development and connect to the immigrant serving agencies to whom they refer clients. Immigrant serving agencies also expressed that ethno-specific agencies should not provide direct service (e.g., settlement) as this leads to isolation of immigrants

Ethno-specific agencies expressed that they would prefer to restrict their settlement activities but find a lack of capacity in the immigrant serving agencies to provide services to their specific communities (due to language and cultural barriers). As one representative of an ethno-specific agency stated: “Our mandate is not to maintain culture, that is a personal decision. Our mandate is to serve those who are not being served elsewhere.”

It was also acknowledged that the ethno-specific agencies tend to serve those that have been in Canada longer than three years and are still



struggling due to language problems. This was seen by some as reflecting a failure in the system. It was also pointed out that those who are the most difficult to serve usually resort to the ethno-specific agencies that have the least resources available to help the client.

Other recommended roles for ethno-specific agencies included providing community support, identifying gaps in services in their community, conducting community needs assessments, and providing guidance in developing culturally appropriate programs and services.

### Strengths of the Immigrant Serving System

From the perspective of Executive Directors strengths of the current system included

- highly dedicated and competent staff,
- multi-cultural service environment,
- much effort expended to meet basic needs of newcomers, and
- multiple sites with various areas of excellence.

To a lesser extent, other strengths mentioned included a sector that is beginning to gain respect in the community, good relationships between agencies, and the emergence of strong standards of practice.

### Opportunities for Improving the System

In addition to improvements related to funding mentioned earlier, the following opportunities for improvement were mentioned:

- greater investments in first language capabilities,
- greater knowledge of each other's programs,
- increased recognition that the amount of services required varies by culture and by individual,
- reduced reliance of family class immigrants on information provided by family members,
- increased services to family class immigrants,
- clarification of long-term outcomes,
- reduced agency self-promotion tactics that divide the sector,
- reduced reliance on volunteers for core services, and
- funders who are more "in-touch" with agency work being done.

Other opportunities for improvement that were mentioned included the following:

- increased equitable opportunities for referral of clients to LINC programs, greater focus of employment programs on highly skilled professional and those with very low skills,
- greater focus on housing needs,



- increased public awareness of the work being done,
- increased cultural sensitivity in the immigrant-serving sector,
- more services for refugee claimants,
- more advocacy on part of immigrants, and
- improved government immigration practice.

#### Effectiveness of the Multicultural Organizational Change (MOC) Initiative

Six of the nine interviewees felt they had sufficient knowledge about this Initiative to comment on it. Of this group, it was generally agreed that the concept was very good but that it was not given enough time to take hold before funding was cut. As a result, little long-term change has resulted.

Two interviewees felt that the MOC may have caused harm to the system in raising expectations and then ending prematurely.



## Perspectives of Board Chairs

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### Introduction

Semi-structured interviews (in-person and telephone) were conducted with Board Chairs from the following seven agencies:

- Calgary Immigrant Women's Association,
- Calgary Immigrant Aid Society,
- Calgary Catholic Immigrant Society,
- Calgary Chinese Community Service Association,
- Calgary Bridge Foundation for Youth, and
- Calgary Mennonite Centre for Newcomers.

The Board Chair for the Council of Sikh Organizations was unavailable to provide input. In-person interviews lasted approximately one hour. Telephone interviews lasted approximately 30 minutes. (See Appendix A for Interview Questions for Board Chairs.)

Data collection focused on

- definitions (immigrant, settlement, immigrant serving agency, mainstream agency),
- priority needs of immigrants,
- level to which agencies meet priority needs,
- model of governance,
- strengths of weaknesses of Board practices,
- funding,
- barriers and solutions,
- strengths and weaknesses of the current immigrant serving system,
- trends and issues, and
- suggestions for change.

### Findings

Data were content analyzed according to the Interview Guide. Congruent with presentation of qualitative data, findings are generally reported according to diversity of perspective rather than strength of perspective. In some instances, specific examples of agencies represented by Board Chairs are provided for explication and/or elaboration of detail.



Definitions

Board Chairs defined immigrants as people born outside Canada who wish to make Canada their home.

Board Chairs’ expressed diverse perspectives about the role of immigrant serving agencies. One perspective was that an immigrant serving agency assists immigrants in their settlement requirements (i.e., with language training, interpretation, housing, job search, and education about Canadian culture). Another perspective was that immigrant serving agencies are community-based organizations that have a clear mandate to serve all immigrants and refugees. These organizations maintain multicultural staff and have large numbers of volunteers.

Board Chairs generally agreed on the role of mainstream agencies as those agencies that serve all members of a community including immigrants. Mainstream agencies include public and private organizations, and non-government organizations as well. Mainstream agencies are generally considered those that provide non-settlement services (e.g., motor vehicle insurance).

Settlement/re-settlement was generally viewed as the process by which newcomers settle into Canadian society. Only one Board Chair referred to settlement as “integration.”

Priority Needs of Immigrants

The following table indicates Board Chairs’ collective perspectives about the priority needs of four classes of immigrants. In all cases (except for longer-term immigrants) language, employment and housing constitute the priority needs. (Results are listed in descending frequency of response.)

<b>Class of Immigrant</b>	<b>Priority Needs</b>
Refugees in Canada Less Than 3 Years	<ul style="list-style-type: none"> <li>• Language (training/assessment/interpreter services)</li> <li>• Employment (job skills)</li> <li>• Housing/food</li> <li>• Schooling/education</li> <li>• Children’s programs</li> <li>• Job skills</li> <li>• Mentor</li> <li>• Family acceptance and integration</li> <li>• Youth programs</li> <li>• Counseling</li> <li>• Health Care</li> <li>• Post traumatic stress disorder/other psychological issues</li> </ul>



<b>Class of Immigrant</b>	<b>Priority Needs</b>
Family in Canada Less Than 3 Years	<ul style="list-style-type: none"> <li>• Language (training and assessment)</li> <li>• Employment (job skills)</li> <li>• Housing</li> <li>• Children's programs (e.g., childcare)</li> <li>• Family acceptance and integration</li> <li>• Schooling/education</li> <li>• Youth programs</li> <li>• Cultural orientation</li> <li>• Financial assistance</li> </ul>
Independent	<ul style="list-style-type: none"> <li>• Language</li> <li>• Employment</li> <li>• Housing</li> <li>• Children's programs/services</li> <li>• Cultural orientation</li> <li>• Family acceptance and integration</li> <li>• Youth programs</li> <li>• Education</li> <li>• Assistance from professional societies</li> <li>• New skills for their professional fields</li> </ul>
Longer-term Immigrants	<ul style="list-style-type: none"> <li>• Language (including translation)</li> <li>• Employment</li> <li>• Acceptance of cultural differences/integration into the community (e.g., assistance with cultural activities in new life such as coping with weather changes)</li> <li>• Life skills (problem solving, conflict resolution (e.g., adjustment of children in school)</li> <li>• Legal issues (e.g., sponsorship)</li> <li>• Schooling</li> <li>• Housing</li> <li>• Parenting</li> <li>• Youth counseling</li> <li>• Supporting relatives in original homeland</li> <li>• Information referral (e.g., Child and Family Services, Child Tax Credit)</li> </ul>

Level to Which Agencies Meet Priority Needs

All Board Chairs expressed pride in the respective agencies and reported that agencies meet the needs of immigrants to a very great extent. Some of the characteristics of programs that make agencies effective include

- a client-driven focus,
- working holistically with families,
- building language and social skills,
- familiarizing immigrants with Canadian culture,
- integrating immigrants into Canadian society,
- youth-focused (building self-sufficiency, self-esteem and academic success), and
- appropriately staffed with highly skilled people who are connected to mainstream agencies.



Board Chairs interviewed provided the following specific examples of effective programs:

Agency	Effective Programs
Calgary Immigrant Aid Society	<ul style="list-style-type: none"> <li>• Settlement Integration Services</li> <li>• ILVARC<sup>5</sup></li> <li>• Mosaic Centre</li> <li>• Calgary Multicultural Health Care Initiative</li> </ul>
Calgary Mennonite Centre for Newcomers	<ul style="list-style-type: none"> <li>• Employment Resource Action Centre</li> <li>• Youth Service</li> <li>• Collective Kitchens and catering</li> <li>• Language instruction for newcomers</li> <li>• Community development</li> <li>• Parenting</li> <li>• Settlement</li> <li>• Assistance to women (e.g., child care, training, parenting)</li> </ul>
Calgary Bridge Foundation for Youth	<ul style="list-style-type: none"> <li>• <u>Life Skills Program</u> (increases understanding of Canadian culture and teaches youth how to access and utilize various community services and facilities. Program leads to increased self-esteem and self-confidence in the development of positive peer relationships).</li> <li>• <u>Homework Club</u> (increases academic success, improves English language skills, self-concept and development of positive and supportive role models for immigrant youth. The program acts as a liaison between school and parents and assists the teachers in understanding and recognizing the needs of immigrant students since immigrant parents are often unable to assist their children due to lack of English skills and time and unfamiliarity with the Canadian curriculum. Programs are staffed with bilingual assistants. Programs operate in four public libraries (approximately 120 students, grades 1 to 12).</li> <li>• <u>Home-study Program</u> involves at-home study (once per week) of small groups of students supervised by two bilingual assistants and/or volunteers in cooperation with parents. Familiarity with Canadian culture and diversity is improved; participation in school and community-based activities is encouraged thereby increasing academic and social support and positive and supportive peer relationships. Parental involvement in the child's education is improved (i.e. report cards, parent/teacher interviews, subject matters, extracurricular activities). From October 1998 to September 1999, this program assisted 65 students and their families.</li> <li>• <u>Junior High Summer Literacy Program</u> (English language training, field trips to the community, and skill building in socially appropriate activities.)</li> <li>• <u>Elementary Life Skills Summer Program</u> (similar to the Junior High Summer Literacy Program. The 1999 Program served 170 immigrant students from 48 different schools in Calgary. These students came from 25 different countries and had been in Canada less than three years. Students worked on many activities to improve their English skills in the morning and in the afternoon focused on arts and crafts, and recreational activities with weekly field trips.)</li> </ul>

<sup>5</sup> ILVARC (Immigrant Language & Vocational Assessment Referral Centre) is a one-stop comprehensive English assessment and referral service authorized to determine client's eligibility for the federally-sponsored Language Instruction for Newcomer to Canada (LINC) Program. In addition, ILVARC assists clients in their first language to access other language training opportunities and advance their educational, vocational, career and employability goals.



Agency	Effective Programs
	<ul style="list-style-type: none"> <li>• <u>Community Mobilization Project</u> (focused on Calgary's 'at risk' immigrant youth. Its specific function is to help youth develop essential life skills. Problem solving, life and communications skills promote positive relationships and provide access to caring and supportive adults.)</li> </ul>
Calgary Immigrant Women's Association	Programs target immigrant women and female youth and children <ul style="list-style-type: none"> <li>• Level 1-LINC,<sup>6</sup> Intake, settlement and referral services, skills training and employment, Pebbles in the Sand</li> <li>• Level 2-family conflict, youth, volunteer training/community development, integration</li> <li>• Level 3-My Shadow and Me, Lifting the Bar, Equity across Training</li> <li>• Level 4-off-site workshops as needed</li> </ul>
Vietnamese Canadian Association of Calgary	Services (e.g., English training, interpretation, translation, completion of forms, citizenship classes, cultural activities, employment assistance). Clients use AADAC and Early Intervention programs, and volunteer training programs offered by CPAC.

Mention should be made that the Calgary Chinese Community Service Organization, while not funded to provide settlement services, reported that it did provide settlement services to respond to clients' needs (e.g., information, referral, and translation).

For the most part, Board Chairs were either not sufficiently familiar with the services of other agencies, and/or reluctant to make statements about how well other agencies met immigrants' needs. Some expressed great respect for other agencies and provided examples of programs they felt were doing a good job of meeting immigrants' needs. These included the Margaret Chisholm Resettlement Centre, ILVARC (sponsored by the Calgary Immigrant Aid Society), employment programs and Collective Kitchens (sponsored by the Calgary Mennonite Centre for Newcomers), and co-ed youth programs (sponsored by the Calgary Bridge Foundation for Youth).

### Model of Governance

Across agencies, Board members are volunteers.

Board Chairs, generally, typified their model of governance as "policy-making" rather than implementation. They see their role as advisory and having the "big picture" view of the agency. Most are dependent on their CEOs (or Executive Directors) for the day-to-day operation of the agency.

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<sup>6</sup> The Language Instruction for Newcomers to Canada (LINC) program provides basic language instruction in one of Canada's official languages to adult immigrants as soon as possible after their arrival in Canada, so that they may acquire the necessary language skills to integrate into Canadian society. Clients may participate in LINC for up to three years from the time they start training. LINC is not provided to Canadian citizens.



The Calgary Immigrant Aid Society adheres to the Carver model of governance. Other Board Chairs did not identify a specific type of model of governance.

One Board (Calgary Bridge Foundation for Youth) reported that it had recently established bridge committees to review its governance model. The Vietnamese Canadian Association of Calgary (CVAC) reported that it elects a 15-member Board of Directors which elects a President who appoints an Executive Committee with the approval of the Board of Directors. The Executive Committee handles daily activities of the Association including personnel issues. A Comptroller Committee oversees financial operations.

The Calgary Catholic Immigration Society, as of November 2000, reported that it had a newly developed comprehensive Orientation and Policy Manual for its Board of Directors. Like most other Boards, various committees oversaw specific aspects of operation of the agency. In the case of CCIS, for example, six bodies (including Business, Employment and Training Services; Community and Education Services; Resettlement Services; Administration Division; Finance Division; Family and Children Services) oversee the work of agency managers. In addition, three subcommittees exist include funding, Board recruitment and development, and communication.

### Strengths of Board Governance

Chairs generally regarded their Board members as capable, well connected to their communities, and dedicated to addressing the needs of immigrants. Most Chairs commented on the capabilities and dedication of their Executive Directors—people to whom the daily operation of the agency could be and was entrusted. In addition, Board Chairs regarded communication a key strength characterizing how they worked.

Standing Committees of the Calgary Immigrant Aid Society reflect Board members' strengths in certain areas (e.g., finance/fund development, strategic planning). The Board prides itself on conducting thorough orientations and in-services with Board members. Mentoring and retreat activities also occur. A key strength relates to the global perspectives held by Board members, who are referred to as "outward looking." Identification and cultivation of current and potential partners is considered a best practice. Like most other Boards, the CIAS refers to its Board members as committed to upholding the mandate and mission of the agency.

The CCIS reported that one of its strengths lies in its well-developed Policy Manual. Clear that its role is one of policy governance and not daily operations, the CCIS Board highlights its best practice in training Board members. In fact, one of its current members provides training to the CCIS Board as well as to other Boards (nationally and internationally).



Similarly, the Calgary Mennonite Centre for Newcomers has recently reviewed its operations, and now has developed a direction for change. The new plan is revisited on a regular basis.

For CBFY, strong community leaders who serve as Board members are regarded as a strength.

### Best Practices

In terms of *authority and decision-making*, most Board Chairs commented that clearly defined roles and responsibilities of Board members reflected a best practice. Most decisions were made by a quorum (e.g., CCIS). In one agency (CVCA) the President of the Association has the final say.

In terms of *recruitment*, one agency (CIAS) commented that best practice is reflected in its membership that is reflective of both clients and community stakeholders. Another agency (CMCN) reported drawing Board members from all the Mennonite congregations, including Chinese and Vietnamese as well as English-speaking Mennonite congregations. Nominations are accepted and elections occur.

Somewhat similarly, the CBFY identifies potential appropriate candidates, shares information and expectations with prospective members to achieve a wide representation. As a result of this strategy current Board membership at the CBFY includes, among others, a school trustee, social worker, police officer, corporate business person, alderman, accountant and physician.

Recruitment through invitation is also a strategy used at the CVCA. Board members are also accepted through voluntary participation.

Another agency (CIWA) reported that explicit bylaws governing recruitment reflected a best practice.

Best practices related to *training* of Board members covered a variety of areas including the following:

- orientation,
- in-services,
- retreat,
- monitoring, and
- mentoring

However, one agency (CIAS) made clear that an analysis of Board members' skills is conducted and training is based on filling gaps in skill sets.

At CCIS, new Board members are teamed with a "buddy" to assist in familiarizing new members with roles/responsibilities. As well, each Board



member is expected to serve on a Committee and attend two agency functions yearly. CCIS considers that its new Policy Manual will make recruitment of new members easier.

At CIWA, a consensus decision-making process has been developed. The Personnel Policy Manual has been rewritten, and value statements have been developed in an inclusive process. As well, a 360-degree assessment was completed on the Executive Director.

Other agencies reported that no specific training of Board members occurs. A reason provided by one agency was that the agency is small. In this case Board members rely on agency Directors to inform them about agency programs.

### Weaknesses of Board Practices

From the perspective of Board Chairs interviewed, weaknesses of Board practices related to the following:

- renewal (recruitment) of Board members,
- training of Board members, and
- time commitment required by Board members.

One Board Chair commented on the difficulty of having a one-year term for its Executive Committee. This posed problems with respect to realizing long-term plans of the agency.

### Funding Issues

Board Chairs were unanimous in their view that funding for immigrant services is inadequate. Most Board Chairs felt that their agencies could do more if they had more resources. Some Board Chairs reported that their agencies served from 10% to 100% more clients than they received funding support for.

Some Board Chairs reported that, currently, agencies are required to expend resources on administration and office overhead—expenditures that are not covered in current allowances. This situation means that agencies must resort to fund-raising activities (e.g., by offering fee-for-service programs). Most Chairs also reported that large numbers of volunteers work with immigrant clients at their agencies.

One agency also commented that some funders require what was considered inordinate amounts of detailed reporting in comparison to the level of funding the agency receives from those particular funders.

For the most part, funders dictate how funds will be allocated. Usually this is to cover program costs. Other funds generated at the agency level are



often assigned to professional development, staff salary/bonuses, and/or office equipment. One agency estimated that 80% of its funding was devoted to paying staff, 20% to cover program expenses. Chairs reported that allocation of funds is done very carefully.

Suggestions for improving how funds are allocated were offered including the following:

- providing additional funding,
- providing more unspecified or non-designated dollars to allow some flexibility to meet needs as they arise,
- evaluating continued funding based on fulfillment of providing quality services to clients, and
- funders being open to consider alternative funding models.

### Barriers and Solutions

Chairs participating in this evaluation were quite consistent in their identification of barriers. Barriers identified included the following:

- lack of knowledge about and/or awareness of available services and how to access them, particularly medical and social services. This may also be complicated by a lack of time to access services that are currently available to immigrants;
- language barriers influence immigrants' abilities to gain employment (in both the short term and long term);
- employment-Recognition of foreign credentials (e.g., by College of Physicians and Surgeons, Law Society). Immigrants often have difficulty understanding the expectations of the jobs they seek;
- lack of employment results in economic barriers to immigrants;
- racism (and other cultural differences);
- isolation (mostly for family class immigrants);
- transportation;
- children in pre-school which prevents many immigrant women from becoming integrated into Canadian society and hinders their use of available services.

Some Board Chairs felt that these barriers were exacerbated by immigrants who are poor, homeless, and do not speak English. The notion was expressed that certain agencies may act as gatekeepers to immigrants by not sharing information about other agencies with them—agencies that may offer programs that would more appropriately and/or effectively meet the needs of the immigrant, was also expressed.

### Addressing Barriers

Additional funding support for programs and services aimed at addressing barriers was suggested as a solution, for example:



- Multicultural Health Care Initiative;
- development and distribution of print and/or electronic information (e.g., website);
- training for volunteers (ethnic workers);
- training for staff; and
- development of public awareness campaign to facilitate and encourage acceptance of immigrants into society.

At the system level, a solution offered was the creation of a Canadian accreditation body for immigrant serving agencies. Currently, some agencies are becoming accredited through an American accreditation group—a process that is both time consuming and costly.

### Strengths and Weaknesses of the Current Immigrant Serving System

The following strengths and weaknesses were identified by Board Chairs (presented in random order).

<b>Strengths</b>	<b>Weaknesses</b>
Care and support for immigrants	Lack of cooperation among agencies
Support of core funding	Lack of coordination of services
Dedicated staff	Insufficient funding
Committed Board members	Competition for the same funds
Volunteers	Lack of information about services
Understanding of the needs of immigrants	Under-trained volunteers and staff
Special events (e.g., Immigrant of Distinction Awards)	Inability of agencies to meet all the needs of immigrants

In addition, one interviewee expressed that a lack of appropriate resourcing (e.g., to pay for the time and expertise required to prepare proposals, collect and analyze data to support making a case to funders) prevents ethno-specific agencies from being able to compete for funds on the same level as other immigrant serving agencies.

### Summary of Issues Identified by Board Chairs

- Gaps in services
- Lack of public understanding of the need to provide services for immigrants
- Lack of appropriate levels of funding
- A funding system that reinforces isolation of immigrants (i.e., continuing to have to seek funding through the multicultural envelope reinforces isolation of ethno-specific groups)
- Isolation and lack of integration of immigrants into Calgary society
- Lack of clarity around the role of ethno-specific agencies



- Lack of discussion of issues from an issues rather than an ethnic base
- Difficulties associated with accreditation of agencies
- Immigrants who have legal issues (mostly as a result of lack of familiarity with the Canadian judicial system)
- Increased numbers of immigrants arriving in Calgary

#### Summary of Trends Identified by Board Chairs

- An immigrant population that reflects increasing diversity
- An immigrant population that is more highly skilled and educated
- Increasing numbers of immigrants unable to find jobs in their own professions
- Decreasing resources
- Immigration as big business and therefore requires requisite business skills
- Increased numbers of programs assisting parents with strategies to better integrate children into society (e.g., interaction with schools)

#### Suggestions for Change

Key solutions offered by Board Chairs included the following:

- multi-year funding to enable long-term planning,
- increased coordination of services, and
- core support for information referral (staffed with trained intake workers).

Other solutions included the following:

- visioning exercise involving all agencies (including ethno-specific agencies),
- providing resources for planning,
- increased numbers of trained staff,
- refocusing ethno-specific agencies on integration and citizenship,
- evaluate activities,
- increased affordable housing,
- increased information available at entrance points to the Calgary,
- increased ease of accreditation processes for education/experience, and
- shifting efforts aimed at integration from agencies to communities.

#### Multicultural Organizational Change Initiative

Only four Board Chairs were familiar with the MOC Initiative. In the words of one Chair, "It created a need that is not being met. It recognized an



awareness of the problems but did not provide resources to meet the problems.” None of the four chairs felt the MOC had had much of an impact on their organizations.



# Perspectives of Board Members

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## Introduction

Open-ended survey questions were distributed by mail to 82 Board members (December 2000). As of January 15, 2001, 14 responses were received (13 by fax or mail, 1 by telephone).

Data were content analyzed. Congruent with presentation of qualitative data, findings are generally reported according to diversity of perspective rather than strength of perspective. In some instances, specific examples are provided for explication and/or elaboration of detail.

Results are presented according to the following main areas:

- success of agency programs
- roles, decision-making authority, qualifications and training of Board members
- strengths of Board governance
- opportunities for improvement
- strengths and weaknesses of the overall immigrant services system
- issues, trends and suggested changes

## Findings

### Success of Agency Programs

The majority of Board members reported that their agencies were doing “very well” in terms of meeting the needs of Calgary’s immigrant population, particularly given limited available resources. Board members reported that programs are well utilized (evidenced by agency statistics and high utilization rates). Interviewees also reported that the range of programs offered often extends beyond the specific mandate of agencies, (i.e., serving a diverse immigrant population and meeting multiple needs).

Specific programs identified as successful included those that facilitated integration into Calgary communities. Other programs mentioned included the following:

- language assessment,
- translation and interpretation services,



- youth services,
- recreational activities, and
- skill development.

Other indicators of success that were reported by Board members included securing new funding, renewal of established programs, outreach services, responsiveness to immigrants and consulting with the community.

### Roles of Board Members

Board members reported that they served multiple roles. Most commonly cited roles included the following:

- visioning, strategic planning and policy development,
- monitoring of finances and budget,
- fund development and fund raising, and
- provision of guidance and support focused on attaining goals and objectives and fulfilling the vision and mission of the agency.

Other roles included consultation on personnel issues, CEO evaluation, marketing, fund raising, connections to the community, advocacy, representation of the organization (locally, provincially and nationally), committee participation, liaising between staff, participants, and the Board, and the provision of overall support and guidance to the agency.

### Decision-Making Authority

Most respondents expressed that their decision-making authority, like that of other Board members, consisted of “*one vote*.” Decision-making authority rested with the Board as a whole rather than individual members. Open discussion was generally reported. One respondent stipulated that the Board made decisions that were not in the CEO’s domain. Another respondent reported that as a member of the Executive the member actively guided the decisions of the Board and ultimately the agency. Another respondent indicated that the Board was responsible for defining the role of the agency Executive Director.

### Qualifications/Expertise Brought to the Board

Respondents reported bringing a wide range of qualifications and expertise to their respective Boards including graduate and professional degrees (e.g., MD, MSW, MBA, LLB). Many respondents reported extensive professional experience in financial, corporate, and public sectors. Several also expressed that they were immigrants to Canada and/or had extensive experience working with immigrant communities and immigrant serving agencies. Many also reported having developed



expertise through volunteerism including participation as members on other agency/organization Boards (e.g., Child and Family Services Authority).

### Board Member Training

Board members reported short and long-term training. For example, some Board members reported that they had participated in orientation and training sessions, a one-day course in governance, or symposiums on the Carver Model of Board Governance. Other respondents reported more extensive training such as having participated in continuing education programs in board governance, volunteering at the agency front desk, and extensive previous board experience. Only one respondent indicated that he had had no formal training at the present agency, although he had had previous experience with other boards.

### Strength of Board Governance

The most commonly identified strength regarding the way boards are governed that respondents reported was the high level of dedication and commitment of Board members. Other key strengths included the following:

- clarity of purpose (e.g., well structured by-law, clear separation between roles and responsibilities of board and executive director);
- shared purpose (i.e., strong, united Board);
- focus on the mission of the agency (i.e., future oriented and “big picture” driven);
- diversity of board members;
- open flow of communication and collegiality among members;
- consensual decision-making (“Issues are debated and input received from board members with very different backgrounds but once decisions are made we act with one voice”).

### Opportunities for Improvement of Board Governance

The most commonly identified opportunities for improvement in Board governance and functioning suggested by respondents related to personnel management strategies including, for example, the following opportunities to

- maximize individual strengths and expertise of Board members,
- identify weaknesses in the ethnic makeup of Board,
- identify gaps in talents,
- ensure succession planning for board members and Executive Director,



- provide training for new Board members and Chairs (e.g., improved in-services),
- ongoing development of Board member recruitment programs, and
- refinement of volunteer management policies.

Other suggestions included the following:

- improved financial reporting,
- policy development,
- education and communication with participants, and
- collaboration with other Boards.

### Strengths of the Immigrant Services System Overall

The most commonly identified strengths of the overall immigrant service system offered by respondents included the following:

- commitment and dedication of staff, volunteers, and Board members
- wide variety of services available to a diverse immigrant population

Some Board members reported noticing increasing support among the wider community for immigrant services and knowledge of other cultures. For example, there is broad based community support for the Immigrant of Distinction Awards.

### Weaknesses of the Immigrant Services System Overall

Weaknesses of the system overall most commonly identified by Board members who responded to the survey included the following:

- lack of resources,
- interagency competitiveness,
- fragmentation of services,
- lack of connection to other sectors,
- barriers posed by immigration laws, and
- low profile in the larger community.

Decreased funding, combined with an ever-increasing demand for services, was perceived as a major limitation in terms of adequately meeting the needs of the immigrant population. Lack of sufficient time and financial resources to focus on key initiatives such as building relationships with participants were also mentioned. Service eligibility criteria were also perceived to be restrictive. For example, one respondent emphasized that funding was too specifically tied to whether



someone was a “new” immigrant. This respondent expressed that barriers to service sometimes continue over a long period of time.

Several respondents reported that interagency competitiveness was seen as a major weakness of the system overall. For example, there is a perceived rivalry between agencies to gain control of services or the first point of contact with the newcomer and a reluctance to work together. As one Board member expressed, “different agencies function within an environment of competition rather than collaboration with the result of unidentified needs and missed opportunities and services.” As a result, services are sometimes duplicated, often fragmented and uncoordinated. Some respondents felt that agencies may have to concentrate on the survival of the agency rather than the needs of the immigrant.

### Prominent Issues

Respondents, collectively, identified bridging to mainstream agencies, inadequate funding, meeting diverse needs of immigrants, lack of recognition of education attained outside Canada, and the need for public education as prominent issues facing immigrants.

#### *Bridging Links to Mainstream*

In the perspective of some respondents, agencies are not well linked to mainstream agencies. These respondents suggested that increased cooperation and collaboration between agencies and mainstream agencies/organizations was required.

#### *Inadequate Funding*

The majority of respondents identified funding as a prominent issue. Reasons included the lack of stable funding, different objectives of different funders, decreased funding available for increased numbers of immigrants, lack of affordable fundraisers, lack of clarity of responsibility by various jurisdictions (federal, provincial, municipal), and shifts in funding from federal to provincial government. One respondent also emphasized that staff salaries and job security are low. This may have implications for long-term commitment and dedication of staff members.

#### *Meeting Diverse Needs*

From the perspective of some Board members, increasing levels of immigration, combined with the ongoing needs of “settled” immigrants, poses a challenge in terms of adequately meeting the needs of the immigrant population. This is particularly challenging given the funding issues identified above.



### *Impact of Differences in Language Acquisition*

Difficulties associated with differences in the rate at which adult and children/youth immigrants acquire English speaking skills were reported with respect to social and economic issues facing immigrant families.

### *Recognition of Education*

Respondents reported that immigrants' education credentials are often not recognized in Canada.

### *Public Education*

Some respondents emphasized the need for continued public education regarding the positive value of immigrants and immigration at the community level. For example, one respondent emphasized the need to address the public perception that "immigrants and their programs are a drain on the public purse." Another respondent indicated that public education at the community level would "hopefully translate into a more proactive attitude eventually at the national level."

### Trends

Respondents identified several trends in the immigrant service delivery system overall. Several trends were similar to the identified weaknesses in the overall system, including increased demand for services despite decreased available funding, the "ghettoizing" of immigrant services, service duplication, and increased numbers of highly skilled immigrants whose qualifications are not recognized.

Other trends included increased fragmentation of services, streamlining of immigrant programs with education programs for Canadians, less reliance on government funding, and "slowing opening doors to interagency cooperation."

### Suggested Changes

Respondents suggested two main changes that would result in the immigrant services system being able to more efficiently meet the needs of Calgary's immigrant population: increased cooperation and collaboration among agencies and stable funding.

### *Increased Collaboration and Reduced Duplication of Services*

Respondents reported that increased collaboration among agencies would help to better meet the needs of Calgary's immigrant population. One specific example offered proposed a self-funded, non-partisan position with a mandate to increase cooperation between immigrant



serving agencies. Another suggestion was for a commitment by the immigrant serving agencies to build and support a collaborative working relationship in serving common clients. An inventory of all services currently offered, “with an eye towards eliminating duplication of services” was also suggested. Finally, a combined funder and service planning committee was recommended.

#### *Stable Funding*

Respondents suggested that a stable funding base would help to better and more efficiently meet the needs of the immigrant population in Calgary. Some respondents suggested that funders should work together to ensure steady funding based on population. A stable funding commitment from government was also called for.

#### *Other*

Respondents also identified the need for increased acceptance of immigrants by Canadians, and reciprocally, need for immigrants to embrace Canadian culture.



# Perspectives of Staff and Volunteers

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## Introduction

Front-line staff and volunteers completed a combination open-ended forced-choice survey. (See Appendix A for the survey).

## Sample Selection

Agency Executive Directors were asked to submit a list of all agency programs. For all programs listed, surveys were sent to all front-line staff and volunteers to a maximum of ten surveys per program. Program Coordinators or Managers distributed the surveys to all involved in the program or to convenience samples when staff and volunteer involvement exceeded ten individuals. In order to ensure relatively equal representation of both staff and volunteers Program Coordinators/Managers used the following distribution guide:

- 1) Distribute the survey to a maximum of five paid staff members.
- 2) Distribute the survey to a maximum of 5 volunteers.
- 3) Distribute any remaining surveys equally between any remaining staff and/or volunteers.

In the event that staff or volunteers received more than one survey because of involvement in multiple programs, they were asked to complete a single survey and focus on the program or service for which they had greater involvement.

Given the selection procedure, it is difficult to determine an overall response rate. Of the 525 surveys distributed, 263 (50%) were returned. Presented below is the number of surveys received as a function of agency and staff type.



<b>Agency</b>	<b>Total</b>	<b>Paid Staff N</b>	<b>Volunteer N</b>
Bridge Foundation for Youth	8	6	2
Calgary Chinese Community Service	27	3	24
Calgary Catholic Immigration Society	92	50	42
Calgary Immigrant Aid Society	55	27	28
Calgary Immigrant Women's Association	43	26	17
Calgary Mennonite Centre for Newcomers	24	23	1
Calgary Vietnamese Canadian Association	1	0	1
Calgary Ideas	13	8	5
<b>Total</b>	<b>263</b>	<b>143</b>	<b>120</b>

### Confidentiality

Staff and volunteers completed the survey, placed it in an envelope, affixed a confidentiality seal, and returned it to their Program Coordinator/Manager. Key contacts within each agency collected the surveys. A member of the evaluation team then collected the surveys from each agency.

### Data Groupings

*Program Level:* Data from questions directed at the program level of analyses are aggregated by program type. Paid staff and volunteer data are also aggregated due to smaller sample sizes at this level of analysis.

*Agency Level:* Data from questions directed at the agency level of analyses are aggregated across all participants and consistencies across agencies are reported. Paid staff and volunteer data are also aggregated due to smaller sample sizes at some of the agencies.

*System Level:* Data from questions directed at the system level of analyses are aggregated.

### **Program Level Analyses**

Presented in the chart below is the aggregation procedure used to define 17 program areas. The evaluators focused on primary program objectives, and program activities as determined through document review and program information provided by agency Coordinators/Managers to form these categories. (A full description of these programs as well as others either directly or indirectly involved in evaluation activities are found in Appendix E.)



Limitations

Results are informative only within each program area. Comparisons across programs or service areas should not be made. Programs listed below do not represent all the programs within each agency. The list includes only those programs for which survey data were received.

*Language*

ESL Drop-in Program	C Ideas
Pebbles in the Sand	CIWA
Language Instruction for Newcomers to Canada	CIWA
Language Instruction for Newcomers to Canada	C Ideas
Language Instruction for Newcomers to Canada	CCIS
Language Instruction for Newcomers to Canada	CMCN
Language Instruction for Newcomers to Canada-LINC	CVCA

*Employment Skills*

Employment Services	CCIS
Professional Cook	CCIS
Making Changes	CIWA
Career Bridge Workshop	CCIS
Skills Training and Employment Services	CIWA
Employment Resource Action Centre	CMCN
Catering Enterprise	CMCN

*Employment Training*

Clerical Training	C Ideas
Computer Training for Employment	CCIS
Wood Flooring Training Program (Job Training)	CCIS
The Electrician Upgrading and Certification Program	CCIS
Computer Training	C Ideas
Engineering and Technology Upgrading	CCIS

*Settlement*

Margaret Chisholm Resettlement	CCIS
Settlement and Referral	CIWA
Host Support Program for Survivors of Torture	CCIS
Host Program	CCIS
Integrated Services Program (resettlement)	CCIS
Airport Reception	CCIS
Settlement Adaptation	CIAS
Settlement Services/Integrated Services Program	CIAS
Resettlement Assistance Program (RAP)	CCIS
Immigrant Settlement - Community Development	CMCN



*Professional and Supportive Counseling*

Integration Program	CIWA
Professional Counseling	CIWA
Family Conflict Program	CIWA
Diverse Isolated Men's Program	CIAS
Women's Support Group	CCCSA

*Youth Programs*

Building Bridges for Newcomers to Calgary	Bridge
Youth Cultural Ambassador Training	CCIS
Host Youth Program	CCIS
Youth Program	CIWA
Elementary Life Skills After School Program	Bridge
Homework Club	Bridge
ISP After-School and Family Program	Bridge
Youth, Community and Positive Integration Project	CCCSA
Children and Youth Program	CCCSA
Immigrant Youth Outreach Project (IYOP)	CCIS

*Seniors Programs*

Seniors Literacy Project	CCIS
Immigrant Senior Integration Project (ISIP)	CCIS

*Sponsorship Programs*

Sponsorship Program	CCIS
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*Volunteer Programs*

Volunteer Program	CCCSA
Volunteer Training and Community Development	CIWA

*Family Services*

Family Resource Centre	CCCSA
Four Strong Winds	CIWA
The Family Place	CCIS
Children and Parent's Program (CAPC)	CIAS
Immigrant Intergenerational Skill Building And Support Program	CCIS
Cross Cultural Children's Centre	CCIS
Mosaic Centre Community Based Program	CIAS



*Bridging Programs*

Cross-cultural Service Access Facilitation	CIAS
Calgary Multicultural Health Care Initiative	CIAS
Chinatown Legal Clinic	CCCSA

*Community Development/Outreach*

Multicultural Community Building Project	CCIS
Regional Outreach Program (ROP)	CCIS
Chinatown Comm. Development and Outreach Project	CCCSA

*Interpretive and Translation Services*

Language Bank	CIAS
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*ILVARC*

Immigrant Language and Vocational Assessment Referral Centre	CIAS
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*Parenting Programs*

Multicultural Parenting Program	CMCN
Cross Cultural Parenting Program	CIWA

*Citizenship Programs*

Citizenship Education for New Canadians	CIAS
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*Social Isolation Programs*

Collective Kitchens	CMCN
New Friends and Neighbourhood Groups Program	CIWA

The data aggregation scheme resulted in the following sampling characteristics in each program area.



	<b>Total N</b>	<b>Staff N</b>	<b>Volunteer N</b>
<b>Program Type</b>			
Bridging	17	6	11
Citizenship	4	2	2
Community Development/Outreach	12	4	8
Counseling	11	6	5
Parenting	8	7	1
Employment Skills	18	12	6
Employment Training	21	13	8
Family Services	20	12	8
ILVARC	9	6	3
Social Isolation	8	4	4
Language	35	32	3
Seniors	10	6	4
Settlement	34	17	17
Sponsorship	4	0	4
Interpretive and Translation Services	9	2	7
Volunteer	25	5	20
Youth	18	9	9

Program Strengths and Opportunities for Improvement

Staff and volunteers offered many program strengths and opportunities for improvement. Presented in the table below are those mentioned with the greatest frequency. These are listed in descending order of frequency for each program type.

<b>Program Type</b>	<b>Strengths</b>	<b>Opportunities for Improvement</b>
English Language Skills Programs	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• run by highly dedicated and approachable staff,</li> <li>• provide childcare for those participating in programs,</li> <li>• provided in welcoming environments,</li> <li>• can accommodate individual need levels, and</li> <li>• are offered by culturally diverse staff.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources,</li> <li>• more flexibility (time, locations),</li> <li>• more training time for clients, and</li> <li>• more cooperation between agencies.</li> </ul>



Program Type	Strengths	Opportunities for Improvement
Employment Skills Programs	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• run by skilled staff,</li> <li>• integrated with mainstream programs, and</li> <li>• run by staff with first language capabilities.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources,</li> <li>• more information about program in the community, and</li> <li>• more volunteer involvement.</li> </ul>
Employment Training Programs	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes (in particular skills upgrading),</li> <li>• run by highly dedicated and approachable staff,</li> <li>• provided at low cost on sliding fee schedules,</li> <li>• offered by culturally diverse staff, and</li> <li>• offered at flexible times.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources, and</li> <li>• increased networking with employers.</li> </ul>
Settlement Programs	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• run by highly dedicated and approachable staff,</li> <li>• provided by first language counselors,</li> <li>• utilize an effective system of referral, and</li> <li>• provide good volunteer experience.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources,</li> <li>• additional first language counselors,</li> <li>• increased volunteer involvement,</li> <li>• more information about programs in the community, and</li> <li>• reduced waiting lists.</li> </ul>
Counseling Programs (Supportive and Professional)	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• well integrated into the system (mainstream, inter-agency, communities),</li> <li>• dedicated and culturally sensitive staff,</li> <li>• sensitive to individual needs, and</li> <li>• provided or supported by first language counselors.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources,</li> <li>• more flexibility (time, locations), and</li> <li>• more system integration (other agencies, mainstream, communities).</li> </ul>



Program Type	Strengths	Opportunities for Improvement
Youth Programming	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• provided by dedicated staff and volunteers,</li> <li>• offer flexibility in terms of service location (e.g., home visits, drop-in),</li> <li>• provide the opportunity for peer support and socialization,</li> <li>• responsive to individual needs, and</li> <li>• provide academic and English language learning opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources,</li> <li>• more information about programs in the community, and</li> <li>• more public relations to inform the public of work being done.</li> </ul>
Seniors Programming	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• fill a need in the community,</li> <li>• integrated with other services (e.g., settlement, employment), and</li> <li>• responsive to individual needs.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources, and</li> <li>• more volunteer and staff training and development.</li> </ul>
Volunteer Programs	<ul style="list-style-type: none"> <li>• are effective in meeting expected program outcomes,</li> <li>• provide good volunteer experiences,</li> <li>• are run by dedicated staff,</li> <li>• are responsive to individual needs,</li> <li>• are well coordinated, and</li> <li>• are run in a positive and welcoming environment.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources.</li> </ul>
Family Services Programs	<ul style="list-style-type: none"> <li>• effective in meeting expected program/service outcomes,</li> <li>• run by dedicated staff and volunteers,</li> <li>• flexible (locations, services),</li> <li>• responsive to individual needs,</li> <li>• offered at low or no cost,</li> <li>• run in a positive and welcoming environment,</li> <li>• well known in the community.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources,</li> <li>• more information about program in the community, and</li> <li>• more volunteer and staff training and development.</li> </ul>



Program Type	Strengths	Opportunities for Improvement
Bridging Programs	<ul style="list-style-type: none"> <li>• are effective in meeting expected program outcomes,</li> <li>• are effective in facilitating access to mainstream agencies</li> <li>• are run by highly dedicated staff and volunteers,</li> <li>• attract high volunteer involvement, and</li> <li>• provide cultural exchange opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources,</li> <li>• more information about program in the community, and</li> <li>• more volunteer training and development.</li> </ul>
Community Development /Outreach Programs	<ul style="list-style-type: none"> <li>• are effective in meeting expected program outcomes,</li> <li>• utilize first language capabilities,</li> <li>• are effective in integrating with mainstream agencies,</li> <li>• are effective in integrating with ethnic communities,</li> <li>• offer settlement services.</li> </ul>	<ul style="list-style-type: none"> <li>• more staff and program resources,</li> <li>• better location and/or transportation access.</li> </ul>
Interpretive and Translation Services	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• effective use of volunteers,</li> <li>• cooperate with other agencies,</li> <li>• well coordinated,</li> <li>• have dedicated staff and volunteers.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources, and</li> <li>• more volunteer training and development.</li> </ul>
ILVARC	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• skilled and dedicated staff and volunteers,</li> <li>• provide a centralized referral system to other agencies,</li> <li>• provided or supported by first language counselors, and</li> <li>• flexible in terms of service hours and responding to emerging needs.</li> </ul>	<ul style="list-style-type: none"> <li>• additional staff and program resources, and</li> <li>• more volunteer and staff training and development.</li> </ul>



<b>Program Type</b>	<b>Strengths</b>	<b>Opportunities for Improvement</b>
Parenting Programs	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• responsive to the individual needs of clients,</li> <li>• are easily accessible.</li> </ul>	<ul style="list-style-type: none"> <li>• more staff and program resources.</li> </ul>
Social Isolation Programs	<ul style="list-style-type: none"> <li>• effective in meeting expected program outcomes,</li> <li>• held in positive and welcoming environments, and</li> <li>• provide connections to other services (employment, settlement).</li> </ul>	<ul style="list-style-type: none"> <li>• more staff and program resources.</li> </ul>
Citizenship and Sponsorship Programs	<ul style="list-style-type: none"> <li>• Due to very small response rates for these programs descriptive results are not provided.</li> </ul>	

Program Facilitators and Barriers to Access:

Staff and volunteers offered many program facilitators and barriers to program access. Presented in the table below are those mentioned with the greatest frequency. These are listed in descending order of frequency for each program type.

<b>Program Type</b>	<b>Facilitators</b>	<b>Barriers</b>
English Language Skills Programs	<ul style="list-style-type: none"> <li>• flexibility (service hours, locations),</li> <li>• childcare services,</li> <li>• low/no cost to clients,</li> <li>• the ability to accommodate different English levels, and</li> <li>• positive learning environments.</li> </ul>	<ul style="list-style-type: none"> <li>• location and transportation issues,</li> <li>• inadequate or absent childcare facilities,</li> <li>• lack of flexible service hours and locations, and</li> <li>• insufficient resources.</li> </ul>
Employment Skills Programs	<ul style="list-style-type: none"> <li>• first language counselors,</li> <li>• few eligibility requirements, and</li> <li>• diversity of staff.</li> </ul>	<ul style="list-style-type: none"> <li>• inadequate or absent childcare facilities, and</li> <li>• program eligibility requirements.</li> </ul>
Employment Training Programs	<ul style="list-style-type: none"> <li>• flexible service hours,</li> <li>• low or no cost to clients, and</li> <li>• increased client knowledge of programs.</li> </ul>	<ul style="list-style-type: none"> <li>• lack of minimal English skills, and</li> <li>• lack of previous computer experience.</li> </ul>



<b>Program Type</b>	<b>Facilitators</b>	<b>Barriers</b>
Settlement Programs	<ul style="list-style-type: none"> <li>flexibility (hours, location, home visits),</li> <li>geographic location and transportation access,</li> <li>dedicated and available staff,</li> <li>client knowledge of programs (advertisement),</li> <li>first language counselors, and</li> <li>integration with system (agencies, mainstream, communities).</li> </ul>	<ul style="list-style-type: none"> <li>lack of information about services,</li> <li>location and transportation issues,</li> <li>lengthy waiting lists, and</li> <li>language and cultural barriers.</li> </ul>
Counseling Programs (Supportive and Professional)	<ul style="list-style-type: none"> <li>first language counselors,</li> <li>geographic location and transportation access,</li> <li>flexibility (locations, home visits), and</li> <li>culturally sensitive staff.</li> </ul>	<ul style="list-style-type: none"> <li>language and cultural barriers, and</li> <li>too few programs.</li> </ul>
Youth Programming	<ul style="list-style-type: none"> <li>flexible locations (home visits),</li> <li>dedicated staff, and</li> <li>first language counselors.</li> </ul>	<ul style="list-style-type: none"> <li>geographic location and transportation issues,</li> <li>inadequate resources to meet demand, and</li> <li>lack of flexible service times.</li> </ul>
Seniors Programming	<ul style="list-style-type: none"> <li>flexible times and locations of programs,</li> <li>client knowledge of services through outreach, and</li> <li>providing transportation for seniors,</li> </ul>	<ul style="list-style-type: none"> <li>lack of information about existing programs,</li> <li>geographic location and transportation issues, and</li> <li>language barriers.</li> </ul>
Volunteer Programs	<ul style="list-style-type: none"> <li>availability of staff, and</li> <li>a positive volunteer environment.</li> </ul>	<ul style="list-style-type: none"> <li>lack of information about programs,</li> <li>insufficient resources, and</li> <li>inadequate facilities where programs are housed..</li> </ul>
Family Services Programs	<ul style="list-style-type: none"> <li>geographic location and transportation access,</li> <li>flexibility (locations, services, home visits, drop-ins),</li> <li>low costs (sliding fees),</li> <li>childcare availability,</li> <li>first language counselors, and</li> <li>responsiveness to individual needs.</li> </ul>	<ul style="list-style-type: none"> <li>language barriers / lack of first-language capability,</li> <li>geographic location and transportation issues,</li> <li>lack of capacity due to demand,</li> <li>lack of information about services, and</li> <li>issues related to childcare capacity.</li> </ul>



<b>Program Type</b>	<b>Facilitators</b>	<b>Barriers</b>
Bridging Programs	<ul style="list-style-type: none"> <li>• first language counselors,</li> <li>• flexibility (home visits), and</li> <li>• responsiveness to individual needs.</li> </ul>	<ul style="list-style-type: none"> <li>• lack of information about services, and</li> <li>• inadequate resources (funding and volunteers).</li> </ul>
Community Development /Outreach Programs	<ul style="list-style-type: none"> <li>• first language counselors,</li> <li>• responsiveness to individual needs, and</li> <li>• availability of staff.</li> </ul>	<ul style="list-style-type: none"> <li>• language barriers, and</li> <li>• inadequate resources (funding and staff).</li> </ul>
Interpretive and Translation Services	<ul style="list-style-type: none"> <li>• first language counselors,</li> <li>• flexibility (home visits), and</li> <li>• responsiveness to individual needs.</li> </ul>	<ul style="list-style-type: none"> <li>• shortage of first language capacity, and</li> <li>• waiting lists due to high demand.</li> </ul>
ILVARC	<ul style="list-style-type: none"> <li>• geographic location and transportation access,</li> <li>• availability of first language counselors,</li> <li>• the flexibility of service hours, and</li> <li>• availability of staff.</li> </ul>	<ul style="list-style-type: none"> <li>• waiting lists due to demand.</li> </ul>
Parenting Programs	<ul style="list-style-type: none"> <li>• flexibility (locations, services, home visits, drop-in).</li> </ul>	<ul style="list-style-type: none"> <li>• lack of first language capabilities.</li> </ul>
Social Isolation Programs	<ul style="list-style-type: none"> <li>• a welcoming environment.</li> </ul>	<ul style="list-style-type: none"> <li>• geographic location and transportation issues, and</li> <li>• lack of wheelchair accessibility (in one agency).</li> </ul>
Citizenship and Sponsorship Programs	<ul style="list-style-type: none"> <li>• Due to very small response rates for these programs descriptive results are not provided.</li> </ul>	

### **Agency Level Issues**

Agency staff and volunteers responded to 13 likert-scale items. However, upon reviewing the psychometric properties of the items, two were omitted because of apparent difficulties of interpretation. Staff and volunteer responses to various agency level issues are reported as the percentage of individuals who moderately or strongly agreed with each statement. Results are reported for the entire sample and discussions of variability between agencies as a function of agency characteristics are further explored.

In addition to the forced choice items, several open-ended items explore agency access facilitators and barriers as well as agency strengths and opportunities for improvement.



Issue	% Moderately or Strongly Agree
Agency does good job meeting the needs of clients	94%
Agency does good job meeting the needs of all immigrants	73%
Agency makes good use of paid staff time	83%
Agency makes good use of volunteer time	80%
Agency makes good use of client time	87%
Agency has adequate physical resources	35%
Agency makes good use of the physical resources it has	84%
Agency is adequately funded	22%
Agency makes good use of funding	87%
Agency serves most immigrant needs	88%
Agency facilitates effective use of mainstream agencies	80%

Meeting Client Needs

Across all agencies 94% of staff and volunteers agreed that agencies did a good job meeting the needs of clients. There was no significant variability in responses across agencies.

Meeting the Needs of all Immigrants

Across all agencies, 73% of staff and volunteers agreed that agencies did a good job meeting the needs of all immigrants. Significant variations occurred between agencies. Staff and volunteers of agencies with all inclusive mandates agreed more with this statement (80%) than those serving a particular segment of immigrant population (61%).

Use of Staff Time

Across all agencies, 83% of staff and volunteers agreed that agencies made good use of staff time. There was no significant variability in responses across agencies.

Use of Volunteer Time

Across all agencies, 80% of staff and volunteers agreed that agencies were effective in using volunteer time. The only significant deviation was found in one agency that relies much less on volunteer support than other agencies. In this agency, there was significantly less agreement as



compared to the other agencies. Staff and volunteers did not vary significantly on their assessment of agency use of volunteer time.

#### Use of Client Time

Across all agencies, 87% of staff and volunteers agreed that agencies were effective in how they made use of clients' time. There was no significant variability in responses across agencies.

#### Adequacy of Physical Resources

Across all agencies, 35% of staff and volunteers agreed that agencies had adequate physical resources. There was significant variability across agencies (13% - 48%) but this could not be related to any specific agency characteristic.

#### Utilization of Physical Resources

Across all agencies, 84% of staff and volunteers agreed that agencies make good use of their physical resources. There was significant variability across agencies. This resulted from staff and volunteers of one agency rating their agency significantly lower on this dimension than the remaining agencies.

#### Adequacy of Funding

Across all agencies, only 22% of staff and volunteers agreed that their agency was adequately funded. There was significant variability across agencies (range 20% - 45%), but this could not be related to any specific agency characteristic.

#### Utilization of Funding

Across all agencies, 87% of staff and volunteers agreed that their agency was effectively using what funding they had. There was no significant variability across agencies.



### Ability to Meet Most Immigrant Needs

Across all agencies, 88% of staff and volunteers agreed that their agency had services or programs that were able to meet most immigrant needs. There was significant variability across agencies (range 62% - 100%) which tended to vary with agency size. Staff and volunteers at the larger agencies tended to agree more often than those at smaller agencies. There were, however, variations in this trend.

### Facilitating Access to Mainstream

Across all agencies, 80% of staff and volunteers agreed that their agency had programs or services that effectively allowed immigrants to utilize mainstream services. There was significant variability across agencies (range 50% - 90%) that tended to vary with agency size. Staff and volunteers at the larger agencies tended to agree more than those at smaller agencies. There were, however, variations in this trend.

### Agency Access

82% of staff and volunteers provided at least one example of facilitators to agency access. This was relatively consistent across agencies. In providing examples of access facilitators, the following three themes emerged with greatest frequency and consistency across agencies:

- cultural and language diversity / first language support,
- easily accessible locations, and
- good staff and volunteers/accessibility of staff.

Other access facilitators that staff and volunteers mentioned with less, but still notable frequency and/or consistency included the flexibility of service locations and times, welcoming environments, and the variety of services offered.

### *Access Barriers*

Only 33% of all staff and volunteers indicated at least one barrier to agency access. There was notable variability between agencies (23% - 50%) that seemed to vary as a function of agency size. Staff and volunteers at smaller agencies tended to report greater access issues than those at larger agencies. There were, however, variations to this trend.

In providing reasons for access difficulties, three themes emerged with greatest frequency and consistency across agencies. Listed in order of decreasing frequency these included the following:

- lack of resources to handle demand,



- location and transportation difficulties, and
- clients lacking information about agencies.

Another access barrier that was mentioned with less, but still notable frequency and consistency was the lack of flexibility as it pertained to program times and locations. Access issues that were specific to one or two agencies included lack of childcare facilities and long waiting times.

### *Agency Strengths*

83% of all staff and volunteers listed at least one agency strength. There was little variability between agencies (range 80% - 92%). In providing agency strengths, many themes emerged with high frequency and consistency across agencies. Listed in order of decreasing frequency the more common responses included the following:

- dedicated and qualified staff and volunteers,
- high quality programs,
- positive and welcoming environments,
- comprehensive services offered,
- the ability to meet the individual needs of clients, and the
- first-language ability and cultural diversity of staff.

Other strengths mentioned with less, but still notable frequency and consistency were flexibility in programming (i.e., times and locations) and good geographic access (e.g., close to LRT, close to community). Strengths that were specific to one or two agencies included: inter-agency cooperation and referral, agency management practices, and strong links to ethnic communities.

### *Opportunities for Improvement*

34% of all staff and volunteers listed at least one agency opportunity for improvement. There was considerable variability between agencies (range 12% - 46%). This variability could not be attributed to any particular agency characteristic. In providing agency opportunities for improvement, two themes emerged with high frequency and consistency across agencies. Listed in order of decreasing frequency these included

- the need for increased funding to expand programs, hire more staff and provide better pay to staff, and
- providing staff development opportunities.

Another opportunity for improvement mentioned with less, but still notable frequency and consistency was providing more information about agency services to the community. Opportunities that were specific to one or two agencies included more service flexibility (times and locations), and more public relations activities.



## System Level Issues

Agency staff and volunteers responded to six-forced choice items as well as several open-ended items. Forced-choice items dealt with inter-agency information sharing, client system knowledge, client system movement, duplication of services, and system effectiveness. Open-ended items dealt with access barriers and facilitators, system strengths and weaknesses, the role of ethno-specific agencies, and emerging issues and trends. The response patterns of staff and volunteers were compared and were not significantly different; therefore, these two groups were combined in all reported results.

Responses to the forced-choice items are reported as the percentage of individuals who moderately or strongly agreed with each statement.

Item	% Moderately or Strongly Agree
There is much information sharing among immigrant-serving agencies in Calgary.	48%
Clients at this agency tend to be aware of services provided at other agencies.	51%
Clients at other agencies tend to be aware of services provided at this agency.	43%
Clients tend to move freely from one immigrant-serving agency to another.	46%
There is too much duplication of services across the different agencies.	18%
The immigrant serving agencies in Calgary as a whole provide services that do a good job meeting the needs of the immigrant population.	87%

## System Access Facilitators

65% of all staff and volunteers indicated at least one facilitator to system access. The following themes were identified in order of decreasing frequency:

- First Language Ability: 16% of respondents listed first-language coverage as a facilitator to system access. The variety of first-language counselors and interpretive services were cited as specific instances.
- Information: 10% of respondents listed information about services as a facilitator to system access. Some respondents listed



advertising and outreach as activities that enhanced the access to information.

- **Comprehensiveness:** 8% of respondents indicated that the large variety of services throughout the sector was a facilitator to system access.
- **Inter-Agency Integration:** 6% of respondents listed inter-agency integration issues as system level facilitators. Some specific comments included a good system of referral and cooperation between agencies.
- **Location and Transportation:** 5% of respondents listed geographic location or transportation issues as system level facilitators. Some specific comments included good locations and access to public transportation.
- **Staff and Volunteer Characteristics:** 5% of respondents listed staff characteristics as facilitators to system access. These characteristics included: diversity, dedication, availability, and cultural sensitivity.
- **Attention to Individual Needs:** 5% of respondents listed the ability to serve individual needs as a facilitator to system access. Respondents described a system that is responsive to individual needs and an understanding of cultural differences.
- **Other Facilitators:** Other facilitators that were mentioned with less frequency included: no or low cost to clients, the flexibility of service hours and locations, and a system that welcomes newcomers.

### System Access Barriers

50% of all staff and volunteers indicated at least one barrier to system access. The following themes were identified.

- **Information:** 20% of respondents listed lack of information as a system level barrier to access. Several individuals attributed this to a possible lack of advertising and lack of direction at point of entry.
- **Language and Cultural Barriers:** 12% of respondents listed language and cultural barriers as system level barriers. Some specific examples offered included: lack of first language counselors, and individuals from some cultures being reluctant to ask for help.



- Inter-Agency Integration: 6 % of respondents listed inter-agency integration issues as system level barriers. Some specific comments included lack of cooperation, too much competition and too few referrals between agencies.
- Location and Transportation: 5% of respondents listed geographic location or transportation issues as system level barriers. Some specific comments included the costs associated with public transportation and agencies that are located some distance from communities with higher settlement rates.
- Other Barriers: Other barriers that were mentioned with less frequency included not having enough resources to handle demand, and lack of service time flexibility.

### Role of Ethno-specific Agencies

Staff and volunteers from ethno-specific agencies listed the following roles in descending order of frequency:

- community development and advocacy,
- providing first language services,
- acting as a bridge between the community and the mainstream,
- connecting people to members of the community / socialization, and
- providing referral to other agencies.

Other roles described included understanding and addressing the unique needs of the community, promoting integration and easing transition, and to act as a point of entry into the system.

Respondents from the immigrant serving agencies listed the roles of ethno-specific agencies differently. Staff and volunteers from these agencies listed the following roles in descending order of frequency:

- promoting integration and easing transition,
- understanding and addressing unique needs of the community,
- providing a sense of security and support,
- providing first language services,
- maintaining and promoting cultural values,
- connecting people to members of the community / socialization,
- community development and advocacy, and
- playing little or no role in providing direct services to clients.

Other roles described by several individuals included providing information about Canadian culture, and providing referrals to other agencies.



### Issues and Trends

Respondents listed the following issues and trends in descending order of frequency:

- changing immigration trends;
- need for services for skilled/ professional population;
- greater understanding of conflicting cultural values;
- prevalence and effects of racism, discrimination and stereotypes in mainstream;
- changes in the job climate / job market;
- changing legislation/immigration policies;
- emerging cultural specific needs and differences;
- prevalence of family conflict;
- the need to understanding the importance of the history of person's home culture;
- health access and preventative care for immigrants; and
- emerging youth issues and needs.

### *System Strengths*

77% of all staff and volunteers listed at least one system strength. Listed in order of decreasing frequency the most common responses included the following:

- high quality programs,
- dedicated staff and volunteers,
- the ability to meet the individual needs of clients,
- comprehensive services offered,
- inter-agency integration (referral, cooperation, communication),
- first-language ability and cultural diversity of staff,
- accessibility to all immigrants,
- positive and welcoming environments, and
- effective integration with mainstream.

Other strengths mentioned with less, but still notable frequency were low or no cost to client and client availability of information about agencies.

### *System Opportunities for Improvement*

68% of all staff and volunteers listed at least one system opportunity for improvement. Listed in order of decreasing frequency the most common responses included the following:



- more funding for personnel, program, and resources,
- more inter-agency integration (referral, cooperation, communication),
- more information to clients regarding programs and services, and
- more integration with mainstream agencies (cooperative efforts, communication).

Other opportunities for improvement mentioned with less, but still notable frequency included less duplication of services and more first language counselors.



## Perspectives of Clients and Former Clients

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### Introduction

Nineteen focus groups were conducted across nine agencies. (See Appendix A for Client Focus Group Questions). Presented below is a description of the selection technique used and demographic profile of clients who participated in the focus groups.

### Selection of Focus Group Participants

Staff at four of the agencies (CCIS, CIWA, CIAS, and CMCN) each coordinated three focus groups at their respective agencies--two for current clients; one for former clients. Staff did their best to represent individuals participating in different programs offered in their agency. Across agencies, focus group participants appeared to appropriately represent the core program areas (e.g., Settlement, Employment, Language, Supportive Counseling, Assessment and Referral, Sponsorship).

Staff members at each agency contacted (via telephone) current and former clients to obtain their verbal consent to participate in the focus group. Demographic information, need for an interpreter, and telephone numbers were collected from participants. One or two days in advance of the scheduled focus group meeting, the focus group facilitator or interpreter telephoned all of those who agreed to participate to confirm their participation, remind them of time and location, and answer any questions participants might have.

Staff at the ethno-specific agencies (CSO, CVCA, and CCCSA) each coordinated one focus group of current clients. Staff at the CVCA expressed concern over the time commitment that would be required to represent those individuals who came in for walk-in services. Consequently, the evaluators agreed that this agency could arrange to use a pre-existing group (LINC language class). Staff at CSO arranged for a small group of clients that represented their drop-in services. Staff at the CCCSA also arranged for a group that represented their drop-in clients in addition to clients currently enrolled in their ESL program.

With the exception of the group held at CVCA all of those who agreed to participate were also called one or two days before the scheduled focus group. A staff member at CVCA advised the focus group facilitator that this would not be necessary considering that it was a pre-existing group and they had already informed these clients about the nature of the focus group.



In addition to these three adult groups, a staff member from the CVCA arranged a focus group of the participants in the Youth Partnership Program. This program is a program hosted by CVCA, CCCSA, and CSO. As this was also a pre-existing group, the program coordinator described the focus group to the clients the week before the scheduled meeting and asked them to submit written parental consent before participation.

The Bridge Foundation for Youth agreed to coordinate two focus groups. As with some of the other smaller agencies, there was also expressed concern over coordinating groups across multiple programs and difficulty arranging a centralized location. Consequently the evaluators agreed that one small adult group of current clients who were participating in the ISP After School and Family Program, and one group of youths participating in the Building Bridges program would represent those served by the agency.

In addition to these agencies, Calgary Ideas expressed an interest to participate in the evaluation process. Given the late addition to the process, staff at this agency organized a single focus group of current clients. Participants were largely from a class of students participating in the Clerical Training Program with a few individuals representing other programs.

### Data Grouping

Data from focus groups were content analyzed according to system level issues. Where differences across the four groupings of participants occurred, they are highlighted as follows:

- 1 – Current Adult Clients at Immigrant Serving Agencies
- 2 – Former Adult Clients at Immigrant Serving Agencies
- 3 – Current Adult Clients at Ethno-specific Agencies
- 4 – Current Youth Clients

Consideration was initially given to dividing the current client groups by immigration class. However, it quickly became apparent that this would drastically increase staff coordination time and result in an overall picture less representative of the entire system. In order to compensate for this, the focus group facilitator noted differences in opinion that appeared along immigration class lines.

### Demographic Profile

The demographic profile of clients and former clients who participated in the focus groups is presented below. Based upon the review of client statistics in several of the agencies, the distribution of immigration classes



in these focus groups appears to approximate the system-wide usage of services in the sector. Males, however, were under represented in the focus groups.

	Current Adult Immigrant Serving	Former Adult Immigrant Serving	Current Adult Ethno-specific	Current Youth	Total
Number of Groups	10	4	3	2	19
Agencies	CIWA 2 CIAS 2 CCIS 2 CMCN2 Bridge 1 Ideas 1	CIWA 1 CIAS 1 CCIS 1 CMCN1	CSO 1 CCCSA 1 CVCA 1	Bridge 1 Partn. 1	
Number of Participants	102	25	21	23	194
Average Group Size	10	6	7	12	10
Range in Group size	6-15	5-8	4-9	11-12	4-15
Requested interpreters (%)	34.3	12.0	85.7	8.7	29.9
Attendance Rate (%)*	83.2	54.3	NA	81.2	76.9
Immigration Status (%)					
Independent	48.0	37.5	26.3	NA	43.3
Family	30.6	25.0	68.9	NA	35.5
Refugee	20.4	37.5	4.8	NA	20.6
Other	1.0	0.0	0.0	NA	0.7
Gender					
Male	28.4	32.0	19.0	43.5	29.8
Female	71.6	68.0	81.0	56.5	71.2
Average Age	35.9	40.9	46.5	14.8	34.7
Average Years in Canada	1.9	4.8	7.4	8.1	4.1

\*Attendance rate is the percentage of clients who arrived for the groups after agreeing to participate. Those participating in pre-arranged groups are not included in the calculations.

## Findings

Data were content analyzed according to the Focus Group Guide and are reported thematically below. Where possible and appropriate, some quantitative information is also provided.



## Definitions

### *Immigrant*

All of those participating in the adult focus groups were asked for their definition of the term “immigrant.” A consistent definition across groups was “someone who moves from one country to another.” This was often expanded to “someone who moves to another country to start a new life.” This definition was occasionally qualified in legal terms as “someone with the established right to move” and personal motivation of “seeking freedom.”

## Needs Expressed by Adult Clients and Former Clients

When asked about the priority needs of immigrants, the responses of adult clients were generally: language, employment, settlement, social and emotional help, and learning about culture.

The following notable differences between groups included the following:

- a larger proportion of those in the ethno-specific agencies mentioned language issues than those in the immigrant serving organizations, and
- a smaller proportion of refugees mentioned the need for information about programs than independent and family class immigrants.

Issue areas are presented in the following pages in descending order of frequency along with the percentage of individuals who mentioned the item as a need priority. Participants were asked to provide two or more responses. Thus, percentages total more than 100%.

<u>Language</u>	% Responding
• Language Training	56.8
• Balancing English training with need to work	6.4
• Technological Literacy Training	2.0
<u>Employment</u>	
• Getting a job/employment help	32.4
• Getting Canadian work experience	8.1
• Getting credentials recognized	6.8
• Getting a job consistent with credentials / skills	5.4
• Skills upgrading / job training	5.4
• Getting job that pays more than minimum wage	1.4
• Professionals getting connected to professional organizations	0.7
<u>Settlement</u>	
• Finding accommodation	6.1
• Getting Information on getting AHC, drivers license, etc	5.4
• Orientation to Society	4.7
• Help from family and friends in getting settled	3.4
• Getting children into school	3.4



• Getting help in first language	3.4
• Help to settle and integrate	2.0
• Reception House	2.0
• Subsidized housing	1.4
• Transportation information	0.7
<u>Information</u>	
• Information on other immigrant programs that can help	21.6
<u>Supportive Counseling</u>	
• Social and emotional support	10.8
• Support with family issues	4.1
• Support for women in abusive relationships	1.4
• Dealing with culture conflicts	0.7
<u>Culture</u>	
• Learning about cultural customs	9.5
<u>Rights and Responsibilities</u>	
• Understanding rights and laws	2.7
• How to deal with landlords	1.4
• Help in preventing others from taking advantage of us	1.4
<u>Volunteer Involvement</u>	
• Opportunity to do volunteer work	4.1
<u>Continuing Education</u>	
• Help with further education process (TOEFL)	3.4
<u>Bridging</u>	
• Understanding / Information about Government Services	2.0
• Help getting seniors benefits	0.7
<u>Ethno-Specific Agencies</u>	
• Help from culturally specific organizations	2.0
<u>Sponsorship</u>	
• Bringing family to Canada	2.0
<u>Youth Programs</u>	
• ESL for children	1.4
• Helping children make friends	0.7
<u>Health</u>	
• Getting a family doctor	0.7
• Help paying AHC bills	0.7
• Information about health care	0.7
<u>Citizenship</u>	
• Canadian citizenship	0.7

### Needs Expressed by Youths

Youth focus group participants mentioned the following needs or the needs of other immigrant youth:

- opportunities to improve English, and
- fitting-in and making friends.

High school students added

- help making career choices,



- help dealing with violence, and
- help dealing with prejudice.

Junior high students added

- help with homework.

### Effectiveness of Programming

Participants were asked to describe what they thought of the programs they were involved in. Not all programs could be discussed as a result of time limitations. Instead, two or three areas identified as need priorities within each group were discussed in detail.

### English Language Skills

Across all focus group participants in the ethno-specific agencies a common issue that emerged was an inability to learn English in three years because the economic pressures to find full-time employment allowed for only part-time involvement in English classes.

### *Immigrant Serving Agencies*

Those who had participated in English language programs were generally pleased with the services. Most attributed their ability to speak English to participation in these programs. However, clients and former clients were generally frustrated when they felt their English levels had been assessed too high to allow them to be eligible for additional LINC classes, or to continue in the LINC classes they already were in. Those who were able to access additional ESL training were very pleased with the programs.

### *Ethno-specific Agencies*

A significant number of clients participating in a LINC program offered at CVCA and an ESL program at CCCSA participated in the focus groups.

Although there was generally a positive opinion of the LINC program offered at CVCA, several concerns were expressed. Focus group participants felt that there were too many ability levels in the same class and that the part-time nature of the program did not allow them to learn enough English within the three year funding limit. Participants reported that they had chosen the program because of the first language help, the proximity of the program to their home, and the part-time nature of the program that allowed them to work at the same time.



Those participating in the ESL class at CCCSA were individuals who no longer qualified for LINC funding.<sup>7</sup> Half had been in LINC programs until their three years of funding ran out; the other half were seniors who had lived in Calgary for a long period of time and had never learned English. These individuals were very appreciative of the help offered at CCCSA and mentioned that it was the only place that would now help them.

### *Opportunities for Improvement*

There was considerable agreement among those no longer participating in LINC that their English language ability was still not at a level that they were happy with. In descending order of frequency, clients expressed the opportunities for improvement:

- more LINC levels,
- opportunities to learn profession-specific English,
- more program choice,
- additional class times,
- greater understanding of different learning rates,
- easier access to ESL programs,
- better assessment in determining LINC termination,
- increased first language help in the lower levels,
- increased support for those with jobs, and
- intense crash courses.

### Language Assessment Referral Services

A large number of clients and former clients who participated in the focus groups reported that they were receiving or had received language assessment and referral from ILVARC. Most of these clients believed that the assessments they received were thorough and appropriate. Some clients, however, felt that the service had assessed their ability too high making them ineligible for LINC classes. Others expressed frustration about the lack of options available to them (e.g., waiting times to be assessed, scheduling of class times, locations of classes). Wait times of between two and three weeks were reported. This was a particular issue for those who claimed to have missed the start date for the language classes. Participants claimed that because of the appointment delay they had to wait three to six months for a new round of sessions to begin.

### Employment

#### *Immigrant Serving Agencies*

**Skills Training:** Those who had participated in employment skills programs were generally pleased with the services. Comments tended to focus on specific components of the programs clients felt were particularly

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<sup>7</sup> The ESL class at CCCSA is a non-funded program run by volunteer instructors.



helpful. The most frequently mentioned strengths of these programs included the following:

- assistance writing resumes,
- assistance going job search,
- developing interviewing skills,
- providing access to computers, and
- improving self-confidence.

In addition, several clients attributed their getting a job to the skills training programs. Programs and services mentioned as being “very good” included the following:

- Career Bridge Workshop at CCIS,
- Resume Centre at CCIS,
- Employment Skills Training Program at CIWA,
- Making Changes program at CIWA,
- Employment Program at the YWCA,
- Employment Services at CMCN, and
- Employment Services at Bow Valley College.

Job Training: A common perception among focus group participants with respect to job training programs was that while progress appeared to be very effective, they were also considered very difficult to get into. For example, clients spoke very highly of the Engineering Program at CCIS but wanted to see it expanded to allow more individuals to benefit from it. Other programs that clients described as very good included the following:

- Cook Training Program at CCIS,
- Computer Skills Training Program at CCIS,
- Clerical Training Program at Bow Valley,
- Clerical Training Program at the YMCA,
- Electrician’s program at CCIS, and
- Clerical Skills Training program at Calgary Ideas.

A few clients expressed dissatisfaction with job training programs. These individuals were disappointed that the volunteer job placement component of the program they were involved in did not lead to a permanent position. When asked to describe their experience further, these individuals agreed that their disappointment was the result of very high expectations. They felt that program staff should foster more realistic expectations about the program.

#### *Ethno-specific Agencies*

Most focus group participants from ethno-specific agencies reported being unaware of employment programs.



### *Opportunities for Improvement*

Although clients expressed satisfaction with the skills and job training programs, they felt there were many opportunities for improvement. In descending order of frequency suggestions for improvement included the following:

- additional assistance for professionals,
- increased employer/corporate involvement in programs,
- less emphasis on “survival” (low paying) jobs,
- increased connections with professional associations,
- expansion of existing professional training programs,
- assistance getting credentials recognized,
- accurate information at embassies regarding labour market,
- skills training for professionals,
- more thorough job searches,
- ability to use counsellors for personal references,
- increased assistance to secure relevant Canadian work experience,
- more hours of work experience,
- prevention of companies taking advantage of cheap labour, and
- more on-the-job training opportunities.

### Settlement

#### *Ethno-specific Agencies*

Immigrants accessing services at the ethno-specific agencies reported very little use of settlement services. According to some focus group participants, this was due to a lack of knowledge about settlement programs. For other participants, this was due to the inability of immigrants to connect with a first-language settlement counselor. Most clients in the focus group from the ethno-specific agencies relied on family members or the ethno-specific agency for basic settlement needs.

#### *Immigrant Serving Agencies*

Several focus group participants from immigrant serving agencies that offered few if any settlement services, reported that they did not access settlement services provided by other agencies. Participants reported that they were generally unaware that such services existed.

Current and former clients who had used settlement services, generally reported very positive experiences with them. Individuals reported getting a great deal of valuable information and help with basic settlement issues. In addition, clients and former clients were generally pleased with their settlement counselors and the first-language services they had received.

Refugees were particularly satisfied with the services provided to them while staying at the Reception House. They were very appreciative of the help they received in the first two weeks of their arrival in Calgary.



### *Opportunities for Improvement*

The following opportunities for improvement were provided by focus group participants:

- more help finding low-cost accommodation,
- more support at the community level,
- more information about the use of public transportation, and
- more information about legal rights.

### Supportive Counseling

Those focus group participants who were or had been involved in supportive counseling programs were very satisfied with the both the programs and the environment in which they were delivered. Clients mentioned the following programs as beneficial to them:

- the Family Conflict Program at CIWA, and
- the Integration Program at CIWA.

The following opportunities for improvement were also identified:

- more family-based counseling,
- more counseling programs for men,
- more culturally appropriate family violence counseling, and
- more substance abuse counseling.

### Canadian Culture Programs

Reviews of the programs dealing with Canadian culture were also very positive. All clients who reported having participated in these programs found them informative and helpful. Clients mentioned the following programs as beneficial to them:

- cultural workshops at CIAS,
- the Cross Cultural Parenting Program at CIWA, and
- the Multicultural Parenting Program at CMCN.

### Family Support Services

All of those who discussed family support services were very pleased with the services they had received. Clients mentioned the following services as having been beneficial to them:

- Family Place at CCIS,
- Mosaic Centre at CIAS,



- childcare support at CIWA, and
- Family Resource Centre at CCCSA.

#### *Opportunities for Improvement*

Clients were generally satisfied, many thought agencies should expand childcare services to allow for more participation in programs.

#### Volunteer Programs

Those involved in volunteer programs were generally very satisfied with their experiences in the programs. The following programs were mentioned as beneficial:

- the Volunteer Program at CIWA, and
- the Volunteer Program at CCCSA..

#### *Opportunities for Improvement*

Some focus group participants expressed disappointment when volunteer placements did not result in an employment opportunity. These individuals wanted to see more commitment on the part of employers to these programs.

#### Youth Programs

The students that participated in the focus groups spoke very highly of the youth programs. Clients of the Bridge Foundation for Youth described the programs as helpful to students in improving English skills, receiving academic support, and reducing social isolation. Clients of the Partnership Youth Program (CCCSA, CVCA, CSO) reported that, in their view, it as effective in reducing isolation, providing career-counseling support, and providing advice regarding issues facing teens.

Adults involved in the After School and Family Program at the Bridge Foundation also spoke very highly of the academic help offered to their children at in their own home and the settlement help offered to the parents.

The following programs were mentioned as having been beneficial:

- the After School and Family Program at the Bridge Foundation,
- the Building Bridges program at the Bridge Foundation,
- the Homework Club at the Bridge Foundation,
- the Summer Program at the Bridge Foundation, and
- Fun in the Sun at CCIS.



### *Opportunities for Improvement*

All of those involved in youth programming were very satisfied with the services. All opportunities for improvement focused on expansion of services including

- more programs,
- longer programs,
- more ESL opportunities,
- opportunity to repeat programs,
- more hours per week, and of course
- more field trips.

### Social Isolation Programs

Several focus group participants reported being involved in programs that reduced social isolation. Participants in these programs expressed that they very much appreciated that they existed and felt better connected to others and to the immigrant-serving sector. The following programs were mentioned as beneficial:

- the New Friends and Neighbours group at CIWA, and
- the Collective Kitchen's Program at CMCN.

### *Opportunities for Improvement*

A few clients expressed the need for increased community outreach.

### Interpretation and Translation Services

Several clients described receiving interpretation and translation services. They considered these to be very important and valuable services. Many of the focus group participants who used services at ethno-specific agencies relied on these agencies for this type of support. The following services were mentioned as beneficial:

- getting translated documents at the Language Bank at CIAS,
- getting translated documents and interpretive help at the CVCA,
- getting translated documents and interpretive help at CCCSA,
- getting translated documents and interpretive help at CSO.

### Sponsorship Programs

Focus group participants who were or had been involved in the Sponsorship Program at CCIS reported being very pleased with the program.



*Opportunities for Improvement*

Many focus group participants from agencies other than CCIS reported that they were not aware of the Sponsorship Program at CCIS. They suggested that more information about this program needed to be shared with immigrants.

Citizenship Programs

Many focus group participants who were or had been involved in the Citizenship Program at CIAS reported that they were very pleased with the program.

*Opportunities for Improvement*

Clients from agencies other than CIAS saw a gap in terms of information (e.g., citizenship, structure of government, political parties) provided to immigrants about the Citizenship programs. They suggested that increased information about this program should be shared with immigrants.

System Access

*Information about Services: Current informational Sources*

The focus group facilitator asked each client to describe how he or she first heard about each agency. Within each primary demographic grouping, clients described the following informational sources. Unfortunately, because of time constraints during the focus group sessions, tracking along immigration class-lines was not possible.

	Total	Current Adult Immigrant Serving	Former Adult Immigrant Serving	Current Adult Immigrant Serving	Current Youth
Sample Size	194	102	25	21	23
	<b>In %</b>	<b>In %</b>	<b>In %</b>	<b>In %</b>	<b>In %</b>
Friends and relatives	33.0	36.3	48.0	40.0	21.7
Language assessment	12.4	20.6	12.0	0.0	0.0
Schools	8.2	1.0	0.0	0.0	65.2
Media Advertisement	7.2	8.8	4.0	4.0	13.0
Airport Reception	5.7	7.8	12.0	0.0	0.0
Other Immigrant Serving Agencies	5.2	7.8	8.0	0.0	0.0
Walk-in	2.1	0.0	0.0	24.0	0.0
Internet	2.1	3.9	0.0	0.0	0.0
Immigration Package	2.1	3.9	0.0	0.0	0.0
Ethno-Specific Associations	1.5	2.0	4.0	0.0	0.0
Phone book	1.5	2.0	4.0	0.0	0.0
Don't remember	1.5	1.0	8.0	0.0	0.0
Ethno-specific Directories	1.5	0.0	0.0	12.0	0.0
Brochures	1.0	2.0	0.0	0.0	0.0
Churches / Temples	1.0	1.0	0.0	4.0	0.0
Mainstream Agencies	1.0	2.0	0.0	0.0	0.0



The overall results highlight the following trends:

- high use of friends and family for information,
- low use of printed materials for information, and
- very low use of ethno-specific associations for information about immigrant serving agencies.

*Information about Services: Opportunities for Improvement*

In general, focus group participants reported that they did not feel well informed about the range of services offered throughout the immigrant serving sector. A large number of focus group participants reported becoming aware of services through the focus groups. Several of these people expressed frustration that it had taken them so long to learn what programs were available that could have benefited them much earlier in the settlement process. Many pointed out that any lapse of time was significant given the three-year eligibility for most programs.

While this information barrier issue was common across group, it was particularly evident in

- those participating in programs at ethno-specific agencies, and
- family and independent class immigrants.

With respect to suggestions about improving access to information, focus group participants offered the following suggestions:

- first language brochures available at the airport and sites where application is made for Personal Health Numbers, and Social Insurance Numbers, at the Harry Hayes Building, churches and temples, Embassies, web-sites,
- first language newspapers and community newsletters,
- information available at community associations,
- information available at schools, and
- first language radio and television ads (e.g., channel 66).

When the facilitator pointed out that there would be a cost in printing brochures in over 120 languages and that would need to be updated yearly, focus group participants offered several innovative solutions, including the following:

- multi-language brochures limited to providing a first-language contact person who could then verbally describe options and further contacts, and
- multi-language brochures limited to providing a first-language web-site address for full information.



### Access to Agencies

Once clients reported that they were aware of the agencies and had begun using their services there appeared to be few access difficulties. Most clients commented upon the welcoming atmosphere and the extremely helpful and supportive staff in the agencies. Those who saw opportunities for improvement offered the following suggestions:

- more daycare services and facilities,
- assistance with transportation costs,
- moving the downtown sites into the communities.

Focus group participants from one ethno-specific agency reported that they, and members of their community, avoided agencies thought to be religious or government in nature.

### Access to Programs

In general, focus group participants expressed little concern over their ability to access programs. Of those who did express difficulty, clients focused on the following limitations:

- programs not offered at convenient times,
- lack of available childcare options,
- not having proper qualifications,
- not being able to participate in multiple programs within an agency,
- enrolment limits,
- not being able to repeat a program.

### Satisfaction with Agencies

All but one individual said they were either “satisfied” or “very satisfied” with the agency at which they accessed services. Several individuals mentioned “trying-out” some of the other agencies until they found one they liked. Focus group participants expressed a strong sense of loyalty to their agencies.

### *Strengths and Opportunities for Improvement*

Listed in no particular order, focus group participants expressed the following strengths and opportunities for improvement at each agency:



Agency	Strengths	Opportunities for Improvement
Bridge Foundation	<ul style="list-style-type: none"> <li>• helpful programs and services</li> <li>• home and school based service</li> </ul>	<ul style="list-style-type: none"> <li>• expand programs</li> <li>• more information to parents about services offered in other immigrant-serving agencies</li> </ul>
Calgary Catholic Immigration Society	<ul style="list-style-type: none"> <li>• helpful programs and services</li> <li>• many services at one location</li> <li>• multicultural environment</li> <li>• first language counselors</li> <li>• family support</li> <li>• access to all immigrants</li> </ul>	<ul style="list-style-type: none"> <li>• expand programs</li> <li>• offer more programs</li> <li>• expand services to family class immigrants</li> <li>• more information about services offered in other immigrant-serving agencies</li> </ul>
Calgary Chinese Community Service Association	<ul style="list-style-type: none"> <li>• emotional support</li> <li>• support for seniors</li> <li>• helpful staff</li> <li>• comfortable environment</li> </ul>	<ul style="list-style-type: none"> <li>• expand facilities</li> <li>• expand programs</li> <li>• more resources</li> <li>• more information about services at other immigrant-serving agencies</li> </ul>
Calgary Ideas	<ul style="list-style-type: none"> <li>• helpful programs</li> <li>• short courses</li> <li>• comfortable environment</li> </ul>	<ul style="list-style-type: none"> <li>• expand computer programs</li> <li>• more information about services at other immigrant-serving agencies</li> </ul>
Calgary Immigrant Aid Society	<ul style="list-style-type: none"> <li>• helpful programs and services</li> <li>• first language counselors</li> <li>• providing information and referral</li> <li>• providing need specific workshops</li> <li>• family support</li> </ul>	<ul style="list-style-type: none"> <li>• offer more programs</li> <li>• more information about post-secondary education programs</li> <li>• less of a business/government environment</li> </ul>
Calgary Immigrant Women's Association	<ul style="list-style-type: none"> <li>• very welcoming and safe environment</li> <li>• emotional and peer support</li> <li>• providing need specific workshops</li> <li>• making language training part of every program</li> <li>• reducing isolation</li> <li>• self-esteem and confidence building</li> </ul>	<ul style="list-style-type: none"> <li>• more space</li> <li>• add computer resources</li> <li>• more convenient program times</li> <li>• larger child care facilities</li> <li>• more information about services offered in other immigrant-serving agencies</li> </ul>



Agency	Strengths	Opportunities for Improvement
Calgary Mennonite Centre for Newcomers	<ul style="list-style-type: none"> <li>helpful programs and services</li> <li>supportive staff</li> <li>peer support</li> <li>multicultural environment</li> <li>interest in personal development</li> </ul>	<ul style="list-style-type: none"> <li>add more programs</li> <li>more information about other programs at the agency</li> <li>a single location</li> <li>extend same opportunities to part-time students</li> <li>more information about services offered in other immigrant-serving agencies</li> </ul>
Calgary Vietnamese Canadian Association	<ul style="list-style-type: none"> <li>helpful services</li> <li>first language support</li> </ul>	<ul style="list-style-type: none"> <li>expand programs</li> <li>more information about services offered in other immigrant-serving agencies</li> </ul>
Council of Sikh Organizations	<ul style="list-style-type: none"> <li>helpful programs and services</li> <li>good workshops</li> <li>first language support</li> </ul>	<ul style="list-style-type: none"> <li>more information about services offered in other immigrant-serving agencies</li> </ul>

### Knowledge of Programs/Services at Other Agencies

The focus group facilitator asked each focus group participant to indicate whether he or she had ever heard of the four larger immigrant-serving agencies (CCIS, CIWA, CIAS, and CMCN)<sup>8</sup> (excepting the agencies they were representing). Only women responded with respect to services at CIWA. Results are presented below as percentages of the total number of participants in the focus groups.

	Current Adult Immigrant Serving	Former Adult Immigrant Serving	Current Adult Ethno-Specific
Knowledge of	In %	In %	In %
Calgary Immigrant Aid Society / ILVARC*	48.7*	50.0*	36.3*
Calgary Catholic Immigration Society	25.6	50.0	27.8
Calgary Immigrant Women's Association	33.3	58.3	16.7
Calgary Mennonite Centre for Newcomers	14.6	23.5	4.8

\* Most clients did not distinguish ILVARC from CIAS.

<sup>8</sup> Questions were limited to the larger agencies because of time constraints.



*Strengths*

The data indicate that many focus group participants (i.e., clients and former clients) were aware of ILVARC and the services offered by CIWA and CCIS.

*Opportunities for Improvement*

The data indicate that clients from ethno-specific agencies have a limited awareness of programs offered outside ethno-specific agencies.

Utilization of Programs/Services at Other Agencies

The focus group facilitator asked each group participant to indicate whether he or she had ever been to the four larger immigrant-serving agencies (CCIS, CIWA, CIAS, and CMCN)<sup>9</sup> (excepting the agencies they were representing). Only women responded with respect to services at CIWA. Results are presented below as percentages of the total number of participants in the focus groups.

	<b>Current Adult Immigrant Serving</b>	<b>Former Adult Immigrant Serving</b>	<b>Current Adult Ethno-Specific</b>
Use of	<b>In %</b>	<b>In %</b>	<b>In %</b>
Calgary Immigrant Aid Society / ILVARC	46.2	40.0	31.8
Calgary Catholic Immigration Society	17.1	27.8	4.8
Calgary Immigrant Women's Association	13.3	25.0	11.1
Calgary Mennonite Centre for Newcomers	6.1	5.9	0.0

Results indicate quite high usage of ILVARC and services at CIAS, and also those at CCIS and CIWA.

<sup>9</sup> Questions were limited to the larger agencies because of time constraints.



# Perspectives of Non-Users

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## Introduction

Semi-structured interviews were conducted with a sample of 13 non-users of Calgary's immigrant services system between November 2000 and December 2000. Nine of these 13 non-users were identified by ethno-specific community representatives. The remaining four non-users were identified by a friend or family member who had participated in focus groups conducted in relation to the evaluation.

## Verification of Non-User Status

Responses to interview questions revealed that of the 13 non-users identified, 11 had not used any services within Calgary's immigrant services system. One individual was omitted from the sample because she had been in Canada for more than 21 years. Another was omitted from the sample because he had used a variety of settlement services offered by one of the agencies. Of the remaining 11 non-users, 8 reported that they had not used any of Calgary's immigrant services, 1 reported that she had participated in an ESL course after living in Calgary for more than three years, 1 reported that she had briefly participated in some employment training, and another reported that she had tried (unsuccessfully) to enroll in an employment training program.

## Final Sample

Seven of the non-users were independent class and four were family class immigrants. Those interviewed were between 25 and 48 years of age and all had been in Canada less than 5 years. The final sample was comprised of individuals from the following countries of origin:

- Afghanistan,
- China,
- Taiwan,
- India,
- Nigeria,
- Philippines,
- Vietnam,
- Former Yugoslavia.



## Findings

### Challenges/Issues Facing the Non-User

Employment was the most frequently reported challenge facing the non-user focus group participants. Specific employment challenges cited included obtaining employment in one's own field and gaining professional and educational credentials and experience. Challenges related to language and culture were also frequently reported. Only one of the 11 non-users reported that he did not face any specific challenges when he first came to Calgary.

### Reasons for Non-Use

Non-users reported that they did not use the Calgary's immigrant services primarily because they did not know about the services available or because they had a general mistrust of the government agencies. One non-user reported that, "Even if I got into trouble and needed help, I wouldn't trust the agencies. Experience back home is that government agencies are there just to take your money." Other reasons for non-use included relying on the help of friends and not meeting program requirements for eligibility.

### Suggested Improvements

From the perspective of the non-user group, immigrant serving agencies could better serve new immigrants in their community by ensuring that new immigrants are provided with information about services available to them. One popular suggestion was for agencies to use the ethno-specific community associations to get information about agency services to new immigrants. Non-users also reported that the agencies could better serve the employment needs of new immigrants by evaluating and recognizing professional degrees, and providing more employment services aimed at helping new immigrants find employment in their own field. Other suggestions for improvement included teaching Canadian culture and providing the appropriate ethno-specific community association phone numbers to new immigrants.

### Long-Term Outcomes

Most of the non-users reported that once immigrants from their home countries have been in Calgary for three years they should be able to effectively use the services that many Calgarians take for granted, such as the school system, employment system, and health care system. Two of the non-users (both family class immigrants) reported that this was possible only with the help of family members. However, one non-user



(also a family class immigrant) reported that she did not feel that new immigrants from her country could effectively use the services, even after 3 years.

### Immigrants' Service Needs

Non-users reported that language and employment services were regarded as key needs of new immigrants. Non-users suggested that both the quality and the quantity of language instruction services currently offered to them were inadequate.

Specific employment needs identified by the non-user included services to help new immigrants find jobs in their fields, have their professional and educational credentials and experience recognized, obtain temporary placements to gain Canadian employment experience, and provide funding for educational upgrading if their credentials are not recognized. Settlement services were also identified as a primary service needs for new immigrants.

Settlement service needs included a counselor to help new immigrants deal with issues like obtaining Social Insurance and Health Care Numbers, finding affordable housing, getting instruction in Canadian culture and laws, and connecting with a Canadian family.

Finally, non-users reported that efforts were needed to increase new immigrants' knowledge of and trust in immigrant serving agencies.



# Perspectives of Ethno-Cultural Community Representatives

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## Introduction

Ethno-cultural community representatives were selected based on immigration trends in 1999. An attempt was made to represent the top 20 countries of origin in terms of immigration volume (excluding those countries with low service needs such as England, the U.S.A., and Germany) and “at risk” communities (Ethiopia and Somalia). Based on this selection, the agencies were then asked to provide potential contacts.

Semi-structured interviews (see Appendix A for Interview Questions for Ethno-cultural Community Representatives) were conducted with representatives from the following 15 following ethno-cultural community associations:

- Afghan Association of Alberta,
- Canadian Slavic Association,
- Calgary Chinese Elderly Citizens' Association,
- Calgary Ethiopian Association,
- Filipino Pioneer Group,
- Calgary Chinese Cultural Association,
- Calgary Indo Canadian Council,
- Vietnamese Encouragement Learning Association,
- Calgary Taiwanese Association,
- Nigerian Canadian Association of Calgary,
- Deshmaesh Cultural Centre,
- Kurdish Community Association,
- Nuer Community Association,
- Iranian Cultural Society, and
- Ukrainian Youth Association.

In addition, three other individuals were recommended as representatives of specific communities but were not affiliated with an ethno-cultural association. The countries of origin of these individuals included

- South Africa,
- Russia, and
- Romania.

In addition, five individuals representing the Chinese (2), Vietnamese, Korean, and Indo-Canadian communities participated in a focus group to discuss the following:



- current roles of ethno-specific agencies,
- preferred roles of ethno-specific agencies,
- funding issues,
- and other issues of concern.

Interviews were conducted to gather their perspectives about the following:

- client needs,
- role of ethno-specific agencies,
- knowledge of services,
- information about agencies,
- agency,
- client access,
- opportunities for improvement,
- coordination,
- duplication,
- gaps,
- bridging,
- issues and trends, and
- Multicultural Organizational Change Initiative (MOC).

## **Findings**

### Needs

Interviewees identified language, employment, and settlement, as the top three needs in terms of services required to help new immigrants overcome their challenges.

### *Language*

Language service needs identified included the following:

- ESL courses;
- support services, such as childcare and financial assistance to help the new immigrant take ESL courses;
- interpreters to take new immigrants to appointments; and
- key services provided in immigrants' first languages.

### *Employment*

Employment service needs identified included the following:

- Canadian experience for professionals,
- vocational training/upgrading,
- financial assistance for training/upgrading,
- training in resume writing and interviewing,
- courses on safety at work,



- training based on market needs assessment,
- assessment of employability skills,
- greater recognition of degrees/diplomas,
- help finding a job (in their area of expertise),
- help finding temporary/volunteer work in area of expertise, and
- education to companies on the skills and experience of immigrants.

### *Settlement*

Settlement service needs identified included the following:

- having someone at the airport to guide new immigrants when they arrived,
- providing new immigrants with information about what is needed once they arrive (e.g., obtaining health care and Social Insurance numbers),
- helping new immigrants find affordable/subsidized housing,
- helping new immigrants get their children enrolled in schools, and
- connecting new immigrants to the ethnic association or person from their ethnic group upon their arrival.

Other suggested service needs identified included the following:

- instruction in Canadian culture (laws, customs),
- instruction in using public transportation,
- hands-on instruction on daily life (banking, shopping, how to buy a car),
- providing parenting courses about discipline and the school system,
- counseling to address expectations about finding a job or housing, and
- counseling for youth (e.g., post-secondary education, sexually transmitted diseases).

Interviewees also identified the needs of immigrants who had been in Calgary for more than three years. Some interviewees felt that no other services would be required while others suggested that professionals may still need help finding employment in their field and that job placement services and financial assistance for employment programs may still be required. Other suggestions included services to improve quality of life, youth services, counseling services (to address lack of family support, cultural issues, and parenting skills), and comprehensive services based on individual need (e.g., escorting women/children to courses/daycare).



### Role of Ethno-specific Agencies

Ethno-cultural representatives described their role as responding to the various needs of those individuals who presented that their agencies, such as:

- those who could not be served at the immigrant serving agencies because of a lack of first-language access,
- difficult cases that could no longer be helped at the immigrant serving agencies,
- those that no longer met government eligibility requirements and could not afford to pay for services,
- those that were reluctant to use the immigrant serving agencies because of perceived religious and government affiliations, and
- those who presented with immediate settlement needs because of direct referral by embassies overseas.

Interviewees suggested that an ethno-specific agency provides a means for new immigrants to meet and network with people within their own community where they can get advice. They also suggested that ethno-specific agencies might provide new immigrants with the following:

- education about Canadian culture,
- interpreters to take them to appointments,
- help filling out forms,
- contacts for employment and housing,
- referrals to appropriate agencies and associations,
- settlement services (e.g., meet them at the airport),
- an environment with volunteers where children can do their homework and study, and
- short-term help with basic needs (e.g., new immigrants often stay with members for initial few days).

Many of those interviewed stated that ethno-specific associations do not play a large role in helping immigrants who have been in the community for more than three years. However, some representatives suggested that the following services may be provided: emergency services (e.g., interpretation services for court), social activities, social support, counseling, referrals to immigrant serving and mainstream agencies, promoting culture, helping children with homework, and providing employment contacts.

Most ethno-cultural representatives interviewed were not aware of or felt there were no other services available to immigrants who had been in the community for more than three years beyond those accessed through ethno-specific agencies. However, some representatives were aware of church, federal government programs (e.g., student loans), ESL, and job finding courses as alternative available services.



### Preferred Role as Discussed in Focus Group

There was general agreement that immigrant serving agencies would prefer to adopt different roles in the immigrant-serving sector. These roles included the following:

- adopting a greater referral role,
- developing more partnerships and collaborations with the immigrant serving agencies,
- greater focus on community development, and a
- a stronger community advocacy role.

Although these were regarded as preferred roles, focus group participants expressed a general uneasiness that if these roles were adopted, many members of the community would fall through the cracks and not receive needed services. Participants agreed that these role changes could not occur in isolation, but would require changes in the system overall.

### Information About Agencies

The ethno-cultural community representatives had variable levels of knowledge of the immigrant serving agencies. Of the 18 representatives who responded to this interview question, 3 could not name any agency that provides services to new immigrants, 5 could name a single agency, 5 could name two agencies, and 4 could list three or more agencies.

The ethno-cultural community representatives tended to be more aware of language and employment services than they were of other services offered by the agencies (e.g., settlement services, counseling, culture courses, youth programs).

### Level to Which Agencies Meet Immigrant's Needs

The majority of interviewees reported that the ethno-specific agencies are not fully meeting the needs of new immigrants in their communities. Specific criticisms included the following:

- neglect of needs beyond language needs,
- waiting lists for programs,
- lack of first language services,
- job training programs that are too basic,
- lack of childcare and transportation that prevent women from participating,
- lack of outreach, and
- lack of comfort of new immigrants with agencies.



### Access

Interviewees suggested that new immigrants have difficulty using the services at the agencies generally. The main challenge is the language barrier. Other difficulties identified included the following:

- not knowing what services are available from which agencies,
- being intimidated by and reluctant to use the agencies,
- having problems with transportation and childcare, and
- having problems with course scheduling (e.g., having to go on a lengthy waiting list, course not offered in the evenings or on weekends).

### Opportunities for Improvement

Ethno-cultural community representatives felt that agencies could better serve immigrants in their community if community associations were given a stronger role, if agencies were more effective in getting information about their services to immigrants, and if agencies made a greater effort to identify the needs of individual immigrants. They also felt that agencies could better serve immigrants in their community if they filled several perceived service gaps. Each suggestion is elaborated below.

#### *Strengthening the Role of Community Associations*

Specific recommendations for strengthening the role of the ethno-specific community associations included the following:

- Partnerships should be built between community associations and agencies.
- Jointly operated programs (agencies and associations) should be created to increase immigrants' comfort level to use services.
- One large agency should be designated to work with the associations. The agency would provide language training (ESL courses, etc.) but the associations could address cultural issues.
- Communication between Citizenship and Immigration Canada, immigrant serving agencies, and community associations should be improved.
- Community associations should be funded to provide services so they can address many of the needs of new immigrants.
- Community associations should take over at the time the immigrant arrives in Calgary.



### *Information Dissemination*

Specific recommendations for effectively getting information about agency services to immigrants included the following:

- providing more information about agency services to immigrants prior to their arrival,
- having a community representative talk about agency services,
- providing brochures about agency services at the airport,
- distributing brochures about agency services off site (e.g., churches, community associations), and
- having the agency come to the client (instead of the client coming to the agency).

### *Identifying the Needs of Immigrants*

Ethno-cultural community representatives suggested that the immigrant serving agencies needed to make a greater effort to learn the specific needs of new immigrants. One suggestion as to how the agencies might do this was to engage in discussion with ethno-specific community representatives.

### *Fill Service Gaps*

Perceived service gaps that interviewees felt agencies needed to address included the following:

- instructing new immigrants on how to live in their community and in society instead of focusing only on language,
- connecting new immigrants with industry to provide job placements or volunteer positions,
- providing professionals with help finding jobs in their fields,
- providing new immigrants, as needed, with extended dental and health benefits,
- providing new immigrants with ESL courses at all levels (not just lower levels) and having these courses taught by trained professionals,
- providing new immigrants with assessment of their language and employment/educational abilities,
- providing new immigrants with first language “help-lines,”
- providing course participants with transportation and child care,
- providing more help for women newcomers, and
- providing home support for seniors.

### Duplication

Most interviewees were unaware of any duplication in services. Only one participant suggested that resume writing services were provided more than was necessary.



### Bridging

Most of the ethno-cultural community representatives felt that once new immigrants had been in Canada for more than three years they could effectively use services most non-immigrant community members took for granted (e.g., school, employment, and health care systems), although they suggested that language, culture, and the adult education system may be problematic. Those participants who did not feel services were being used effectively stated the following:

- that ethnic groups could be too contained in their own community and as a result did not learn English (especially older people), and
- young people were too busy to use the services.

### Issues and Trends

The majority of ethno-cultural community representatives interviewed identified language, in general, as the greatest challenge facing new immigrants. For example, participants specified that new immigrants may not have the confidence to access language services offered by agencies. Furthermore, first contact with agencies required knowledge of English or an interpreter.

Those interviewed also suggested that new immigrants find it difficult to find employment in their field or area of expertise. This is due to the following:

- lack of Canadian/North American experience,
- professional degrees not being recognized,
- the cost of upgrading, and
- lack of the skills required to find and get a job (resume, interviews, etc.).

Other challenges facing new immigrants included the following:

- culture (different values and traits),
- settlement issues (housing, social insurance),
- homesickness,
- finding the appropriate level in school curriculum to match students' abilities,
- confusion regarding boundaries and rules for children,
- lack of knowledge of Canadian laws,
- lack of knowledge regarding available services, and
- unreasonable expectations regarding employment.

When asked to identify challenges facing immigrants who had lived in the community for more than three years, those interviewed identified four main issues:



- ongoing challenges/barriers to finding employment in their area of expertise,
- quality of life issues (many immigrants would prefer better house and job, more friends, etc.),
- language (lack opportunity to take advantage of courses), and
- culture (not “fitting in”).

### Funding Issues Discussed in Focus Groups

Focus group participants generally agreed that funding either did not exist or was not sufficient to meet the needs of those using services at ethno-specific agencies. It was felt that these agencies should either be acknowledged (through funding) for the gaps in services they were filling, or that the gaps should be filled by someone else so that they could focus on other activities.

Participants also discussed the issue of funding as it related to organizational instability. Participants agreed that many organizations suffer from frequent Board turnover because of political factions in these communities. There was disagreement on what effect this should have on funding. One participant offered that perhaps funding should only be extended to those agencies that demonstrated Board stability. Another participant disagreed with this suggestion and felt that this would be punitive of those communities that dealt with these politics as “a fact of life”. Participants generally agreed that organizational stability was most important at the service-delivery level, and that continuity of service was best addressed by some core funding levels.

### Other Issues

Participants also raised the following additional concerns:

- long waits for interpreters from the Language Bank,
- victimization of community members by people who take advantage of newcomers,
- lack of information many community members have about immigrant-serving services, and
- the worry that there are fewer individuals willing to take an advocacy role in their own community.

### MOC

When asked if they had ever heard of the United Way’s Multicultural Organizational Change Initiative, most participants responded that they had not. Two interviewees had heard of MOC but had very limited knowledge of it.



# Perspectives of Collateral Agency Representatives

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## Introduction

Initial telephone contacts were made in mid-October 2000 with potential interviewees identified by the Evaluation Steering Committee. Of 13 potential interviewees, two could not be contacted. In one case the potential interviewee was not traceable at any agency. In the second instance several attempts were made to contact the individual via telephone and e-mail with no response. (See Appendix for list of Collateral Agencies that participated in this study.)

Following the initial telephone contact, interviewees were faxed or e-mailed a cover letter and a set of interview questions (see Appendix A). Interviewees were asked to complete the questions and return them (via fax or e-mail). Telephone interviews, lasting approximately 30 minutes, were then conducted during October and November 2000. All but two provided written responses in advance of the telephone interview. All were very helpful and pleased to discuss immigration issues.

Data were aggregated, content analyzed, and thematized. In some cases sub-themes and related themes emerged. Given the diversity and small number of interviewees, it would not have been useful to examine themes across groups of interviewees. Consequently, in the following section results are reported for each question without reference to particular collateral agencies. This also helps to maintain the confidentiality of the interviewees.

## Findings

### Challenges/Issues Facing Calgary's Immigrant Population

The main challenges and barriers identified by collateral agencies interviewed were similar to those identified by researchers and policy-makers in the immigration literature: language and employment.

Poor English language speaking and writing skills are seen as major challenges to immigrants. Lack of recognition for foreign credentials, as well as the more general theme of lack of employment, were noted as primary challenges. Low-paying positions "creates issues within the family particularly related to relationships," collaterals felt. In addition, key challenges of poverty and resettlement are directly related to a perceived lack of affordable housing in Calgary.



System fragmentation was regarded as the primary reason that immigrants have difficulty learning about the immigrant services system, gathering information about the system and navigating among various agencies and sectors (e.g., health and education). These problems are believed to be exacerbated by inadequate transportation and lack of childcare.

A number of socio-cultural issues were also identified by the collateral agencies. For instance, the social isolation of immigrants and groups within the immigrant community (e.g., isolation as a result of gender or role issues) was highlighted. Cultural barriers and the difficulty that immigrants experience adapting to Canadian society while trying to maintain their own cultural values, beliefs, and practices, poses real challenges for immigrants. Some collateral agency respondents reported believing that immigrants experience racism, prejudice and cultural stereotyping. In addition, lack of cultural sensitivity on the part of some mainstream service providers was mentioned as an issue facing immigrants.

Some collateral agency respondents reported that youth may face barriers to employment and also difficulties with the education system (e.g., dropping out of school early). These respondents also reported that youth also face stressful cultural adjustment in that they may come into conflict with parents over Canadian values.

Lack of funding for immigrants with extraordinary needs (e.g., people with multiple problems, women with low literacy in their mother tongue) was also identified as an issue for these groups.

### Barriers to Accessing Services

From the perspective of collateral agencies, system fragmentation is a key barrier to immigrants accessing services. Generally, collaterals believe that immigrants lack knowledge about services.

Collaterals also generally perceived a lack of resources in the current system. They felt that there was a shortage of interpreters and a lack of highly skilled/trained people such as psychologists. They believed that wait lists existed for assessment and counseling services. The three-year time limit for the provision of services to immigrants was also regarded as a barrier.

Some collaterals interviewed in this evaluation reported concern with the cultural competency of mainstream agencies and the inability of the system to properly resource cultural training for staff. Cultural competency was regarded as going beyond multiculturalism to include such things as forming alliances with communities, examining agency job competencies



and recruiting practices, and always “questioning what it is you are seeing and hearing when working with new Canadians.”

Some collaterals believed that some immigrants may be intimidated by the current system and fearful to share information about their families with workers (e.g., such as in cases of family violence). Religious barriers, racial discrimination, negative attitudes towards immigrants, and stereotyping were also identified by respondents as barriers to accessing and using available services.

Other barriers identified by respondents included language and access to information in immigrant first languages, geographic isolation and transportation issues, poverty, child care, accommodation/lack of affordable housing, and breakdown of immigrant’s sponsorship arrangement.

Barriers to bridging were also identified by collateral agency respondents. Some suggested that language is a barrier to accessing mainstream agencies. Respondents expressed that they believe it takes a long time to establish the rapport between agencies that supports bridging yet these efforts are often undermined by staff turnover. ESL, employment services, and public and separate schools are only slowly learning to bridge to mainstream agencies. In the view of some collaterals, more integrated services with the school system are required.

### Effective Agencies

Some interviewees reported that, in their view, specific agencies were effective in meeting the needs of Calgary’s immigrant population. These included (in alphabetical order) CCIS, Catholic Family Service, CIAS CIWA, and Calgary Mennonite Centre for Newcomers. Other agencies that were also mentioned, although by fewer respondents, included (in alphabetical order) Bow Valley College, Calgary Family Services, Calgary Police Service, Jewish Family Services, and YWCA,

Effective agencies were noted as being culturally sensitive and included diverse groups within their organizations. They were able to deal with people in their first language and in fact were able to offer services in multiple languages. They also offered ESL training and provided interpretive services. In general, effective agencies adopted a holistic approach to working with people and tried to understand immigrants’ specific needs. Effective agencies must be willing to go beyond their mandate (e.g., they might interpret for a mainstream agency). Effective agencies also collaborated with other agencies, shared information about programs and services, offered training programs to their own staff and develop a high level of staff expertise (this comment was in regard to technical rather than cultural expertise). They may even offer in-services to staff of other agencies. They worked closely with ethnic communities and the immigrant populations they served. Effective agencies were those



that conceived their programs systematically and worked to strengthen them over time.

### Effective Programs

A number of examples of effective programs were provided, including CCIS' daycare and survivors of torture and host program, 8<sup>th</sup> and 8<sup>th</sup> Health Centre, CIWA's cross-cultural parenting program, Bow Valley College's LINC and work experience programs, the CIAS Mosaic Centre and orientation programs, the Mennonite Centre's resettlement and Life Skills programs, the Calgary Alliance Promoting Harmonious Families,<sup>10</sup> the Aga Khan Foundation's program for Afghani refugees, YWCA's Canadian employment skills program, and Jewish Family Service's ESL classes.

The kinds of programs that collateral agency respondents perceived as being most effective included the following:

- settlement and outreach programs that helped immigrants navigate the Canadian system;
- collective kitchens;
- counseling, family counseling, and immediate intervention programs;
- child care programs in schools such as mentoring and homework assistance;
- programs on how to access the health care and legal systems;
- child and adult education programs;
- LINC; and
- employment programs.

ESL, translation, and interpretation programs were regarded as being necessary for employment and helping immigrants with multiple needs.

A characteristic of effective programs is their ability to work cooperatively with mainstream agencies. Also, programs that offer cultural diversity training to staff of mainstream agencies were noted as being particularly effective in helping mainstream agencies to engage with immigrant populations.

Collaterals applaud companies that hire immigrants when their language skills are appropriate for the job as well as those organizations that provide mentors for immigrants (e.g., SAIT, MRC, and University of Calgary).

Finally, ethno-cultural communities were noted as providing social support networks for immigrants and acting as advocates for community members.

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<sup>10</sup> The Calgary Alliance is a multi-agency initiative that focuses on community education and support for families experiencing abuse.



### *Effectiveness of Bridging Services*

In the view of some collateral agencies, the current system is “very effective” and “does a good job of bridging with the mainstream.” For “some immigrants the current system works fine,” they felt. However, several problem areas were identified as follows:

- need for the current system to more explicitly address bridging, and
- improved network among agencies (e.g., the Calgary Coalition on Family Violence).

### Duplication in Programs/Services

At the system level collateral respondents perceived some duplication in services but they did not see this as a problem since they believed that wait lists existed for most programs. For example, although services may be duplicated they are not necessarily duplicated in the same parts of the city.

Collaterals reported that assessments seem to be done at several points throughout the system and at several institutions (e.g., Bow Valley College, Mount Royal College). They also mentioned that ESL and employment counseling were offered by a number of agencies and that this may be confusing for immigrants.

A number of collateral agencies spoke to the competition that they feel duplication in programs and services engenders—a situation some believe is fostered by funding policies.

Some collaterals perceived that some unnecessary duplication of services occurs among ethno-specific agencies probably due to a perceived lack of communication and partnership between agencies.

### Role of Ethno-specific Agencies

Collateral agencies expressed general support for ethno-specific agencies. They felt that ethno-specific agencies were important for making immigrants welcome to the community, reducing their anxiety at being away from home, and, perhaps most significantly, building trust with immigrants. In the view of respondents, ethno-specific agencies may help to fill the role that extended family and community would have filled in the immigrant countries of origin. Churches might play an important role in this regard as a social gathering place for ethnic and immigrant groups.

Another strength of ethno-specific agencies that is perceived by the collateral agencies who participated in the evaluation, is that of helping people to adjust to life in Canada. Ethno-specific agencies are able to



provide information about life in Canada, help people to adjust while maintaining their cultural and individual identity, and work within the norms of immigrant cultures. Ethno-specific agencies are sensitive to such cultural subtleties and work with immigrants at a comfortable pace rather than pushing them to conform to a faster pace.

A third strength of ethno-specific agencies reported by collaterals is that they are able to connect with mainstream agencies. This is regarded as a strength because it allows ethno-specific agencies to educate mainstream agencies about accessibility, act as resources and partners to mainstream agencies, and help mainstream agencies to understand ethnic immigrants. Beyond working with mainstream agencies, ethno-specific agencies are seen as being advocates for ethnic and immigrant groups and for groups having problems.

Ethno-specific agencies are also regarded as being able to educate immigrants about housing and employment, facilitate when there are issues among groups and individuals, and provide services in the language of origin.

### Gaps in Services

In the view of some collaterals certain gaps in information and language services and training exist, specifically:

- access to information (immigrants do not understand the spectrum of services offered in Calgary, particularly as new services are continuously developed),
- lack of qualified and affordable interpreters,
- lack of funds for interpreters,
- lack of free services at the Language Bank,
- sufficient numbers of ESL literacy classes,
- sufficient numbers of LINC classes for women,
- appropriate levels of LINC to match immigrants' needs (i.e., at the present cut-off level English language skills are not adequate for immigrants to obtain employment using the skills and training that they used for work in their countries of origin), and
- coordinated and integrated services.

Time frames for government supported programs and services were also seen as contributing to service gaps. "Programs often end without transition planning." There is a sense of "Let's cure it all in a six-month program."

Collateral agencies also perceived a lack of resources to develop programs and services for gender-associated problems and, in general, a lack of services and funding for immigrants with special needs. Lack of career development funding was also mentioned.



A lack of recognition by organizations and employment agencies of the qualifications and skills that immigrants bring with them, was perceived as precipitating fewer workplace placements and less satisfactory employment opportunities for immigrants.

Collaterals pointed to a gap in service around sponsorship agreements. They suggested that there is need for government enforcement, and housing and legal services in instances when family sponsorship or sponsorship agreements break down.

In addition to these major themes, a number of other gaps were identified by the collateral agencies including

- lack of Alberta Health Care Insurance for refugee claimants,
- counseling services particularly for immigrants who are dealing with trauma and symptoms of Post-Traumatic Stress Disorder,
- affordable housing, and
- transition to mainstream agencies.

### Trends and Issues

Collateral agencies believed that poverty is increasing for immigrants and that it is getting harder for immigrants to meet their basic needs (which must be met before dealing with “higher level” needs such as ESL training). Poverty is increasingly regarded as an issue for immigrant women leaving domestic situations. There seems to be a lack of options for women who come to Canada for arranged marriages and who then find themselves in untenable or abusive situations. Collaterals also identified a related trend is towards less affordable housing in Calgary.

Other trends and issues identified include the following:

- growth in number of immigrants without matching growth in funds,
- increasing numbers of immigrants coming to Calgary who are victims of torture and trauma,
- increasing ethnic diversity in immigrants,
- lack of funding for individualized assistance,
- increase in the cultural awareness of service providers without any change in service delivery models (i.e., the result being a gap in issues resolution),
- covert racism and discrimination,
- increased numbers of children with lower language skills (perhaps due to cutbacks in ESL training),
- stricter regulations to enter Canada,
- stagnation of the language bank, and
- aging population (i.e., immigrants to Canada who have been here longer than three years are aging and have a unique set of issues when compared to the rest of Canada’s elderly population).



Finally, some collateral agencies commented that they are seeing more competition among agencies for funding and an unwillingness among agencies to share information. One interviewee suggested that agencies are increasingly being asked to “work with targeted groups” which allows them to develop good programs but can also make it difficult for immigrants to bridge to other agencies. The interviewee raised this as a dichotomy between integration and inclusiveness on the one hand, and targeting and ethno-specificity on the other.

### Further Supports Required

“More money!” was the predominant support identified by collaterals. Other supports related mainly to language services, employment, and assessment, specifically:

- more interpretation services and more interpreters,
- unlimited Language Bank,
- more literature available in the first languages of immigrants,
- more multi-language services,
- more ESL literacy classes,
- one more CLB level in the LINC program, and
- more employment programs with cross-cultural communication.

Collaterals felt that standards should be developed for culturally and linguistically appropriate services (“These types of standards will require appropriate and dedicated funding and organizational changes to ensure that they are applied across an organization”). They also felt that additional funding should be directed to research and evaluation of program delivery. And finally, one collateral felt there is increased need for banks to lend to immigrants without co-signers (education such as professional association exams can be a substantial burden for immigrants).

### Changes Required

#### *Information*

- A better and more accessible method of accessing and sharing information (Immigrants need access to information in a “one-stop shopping” situation. Staff in a central office to disseminate information and put agencies in touch with other services when required.)
- An interactive website with easy reading levels and multiple languages
- Increased print information in a variety of languages
- Increased and improved communication with immigrants in advance of immigrating to Canada



*Coordinated/Integrated Services*

- Increased numbers of referrals from immigrant agencies
- Improved bridging (“transitions”) between agencies
- Improved communication among immigrant serving agencies
- Mainstream agencies need to develop services for specific types of immigrants (e.g., stay at home mothers)
- More ethno-specific services within the mainstream

*Additional Funding*

- Stable and ongoing funding for key agencies (e.g., CCIS, CIAS)
- Longer-term funding for ethno-specific agencies
- Increased funding to reflect realistic living costs for CR1s (convention refugees requiring government assistance)

*Policy*

- Elimination of the 3 year limitation for access to services for immigrants

*Programs*

- Increased numbers of programs in ESL, literacy, language training, pre-employment programs, daycare, counseling services
- Increased outreach
- Focus on poverty
- New programs (e.g., about the legal system to prevent immigrants from “innocently getting into trouble with the law”)

*Other*

- More culturally appropriate food choices in the Food Bank
- Community kitchens could be expanded to include more ethnic groups
- Continued working on racism issues
- Increased emphasis on diversity in mainstream organizations
- “More evidence-based research around the need for diversity services and immigrant needs”
- Housing
- Revisiting of the MOC initiative
- Increased awareness among immigrants to take increased responsibility for their integration into Canadian society

Multicultural Organizational Change Initiative

Of the 13 collateral agency representatives interviewed, 3 were not aware of the initiative. The rest were aware of it and generally supportive of it. In their view, the MOC promoted diversity within agencies—an effect that is



still being felt in some agencies. For instance, one interviewee said that her “agency changed a lot with increased multicultural staff and a much better idea about outreach and accessibility.” Another said that the initiative was “very advantageous” and that it prompted the agency to “look within” and perform a barrier analysis.

Some collaterals felt that MOC had increased coordination between collateral and immigrant serving agencies and that it provided information about approaches that do not work well in creating organizational change. Others commented that it increased services to Calgary’s culturally diverse population and it provided information about some of the issues that need to be addressed in providing culturally sensitive services.

Others felt that the MOC had had little impact on their agencies. “Even with supportive policies in place,” one collateral commented, “it [organizational change] does not always happen.” Moreover, measuring the impact of organizational change is difficult.



## Perspectives of Funders

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### Introduction

Semi-structured interviews (see Appendix A for Interview Questions for Funders) were conducted with representatives from the following 12 organizations. One funder that was identified by the Evaluation Steering Committee declined to be interviewed and therefore is not included in the following list:

- The Calgary Foundation (CF)
- Alberta Human Resources & Employment (AHRE)
- Calgary Heritage (CH)
- United Way
- City of Calgary Community Strategies
- Alberta Learning
- Citizenship and Immigration Canada
- Calgary Community Adult Learning Association
- Human Rights & Citizenship Alberta Community Development
- Human Resources and Development Canada
- Calgary Rockyview Child and Family Services Authority
- Health Canada

In-person interviews were conducted with 10 funders. Telephone interviews were conducted with 2 funders. Interviews lasted approximately 45 minutes to one hour. Funders' perceptions were gathered primarily on

- decision-making processes,
- priority needs of immigrants,
- strengths and weaknesses of the current immigrant services system,
- issues and trends,
- strengths and weakness of board governance,
- best practices,
- transition between agencies and to mainstream agencies,
- suggestions to improve transition,
- improvement by agencies,
- improvement by funders,
- integrated system, and
- Multicultural Organizational Change Initiative.



## Findings

Data were content analyzed according to the Interview Guide. Congruent with presentation of qualitative data, findings are generally reported according to diversity of perspective rather than strength of perspective.

### Funding Decisions

There is general satisfaction among funders with the processes used to review funding proposals and select candidates for funding. However, as the following chart illustrates, a uniform process for requesting submissions and subsequent selection is not present across agencies.

Funder	Process
Citizenship and Immigration Canada	<ul style="list-style-type: none"> <li>• Grant application process</li> <li>• RFP (Request for Proposal) process</li> <li>• Panel of reviewers</li> <li>• Proposal preparation guidance</li> <li>• Jurisdiction criteria</li> </ul>
United Way	<ul style="list-style-type: none"> <li>• Past performance review</li> <li>• Letter of Intent and RFP process</li> <li>• Other funder contributions criteria</li> </ul>
City of Calgary	<ul style="list-style-type: none"> <li>• Annual internal review by Social Planning, Research Planner, Manager of Community Resources and selection by Committee of City Council</li> <li>• Proposal presentations</li> <li>• Appeal process</li> <li>• Legislative criteria according to FCSS Act and regulations</li> </ul>
Department of Canadian Heritage – Alberta District	<ul style="list-style-type: none"> <li>• Issues-based funding</li> <li>• Outcomes driven (including logic model)</li> <li>• Specific program alignment criteria</li> </ul>
Alberta Learning, Community Programs	<ul style="list-style-type: none"> <li>• Grant RFP process</li> <li>• Panel of reviewers</li> </ul>
C-CALA	<ul style="list-style-type: none"> <li>• Gap analysis</li> <li>• RFP process</li> </ul>
HRDC Calgary	<ul style="list-style-type: none"> <li>• Proposal process</li> <li>• Hierarchical review process</li> <li>• Business Plan criteria</li> </ul>
Alberta Human Resources and Employment	<ul style="list-style-type: none"> <li>• Issues oriented (research conducted)</li> <li>• RFP process</li> <li>• Outcomes criteria</li> </ul>

Generally, funders use some form of application process—commonly initiated through a Request for Proposal (RFP process). While the proposal development process is usually left up to individual agencies, two funders mentioned that they provide opportunities to agencies for structured guidance in preparing their proposals. Selection processes are governed through either a review panel (staff or staff and community



representation) or a hierarchical process where proposals are vetted through various levels of management.

Funders reported using various criteria for selection. These criteria tended to be strategically driven according to one or more of the following:

- 1) alignment to strategic business plans,
- 2) needs assessments conducted prior to proposal solicitation,
- 3) historical precedents established between the funder and agencies,
- 4) extent to which other funders are participating,
- 5) level of outcomes focus in the proposal,
- 6) legislative mandate—following certain policy or legislative act,
- 7) geographical/jurisdiction considerations (e.g., funding proportions assigned to certain geographic areas—Calgary/Edmonton), and
- 8) uniqueness of proposals—limiting duplication of programming.

Generally, funders reported preferring short-term allocation of resources to specific projects (maximum 3 years).

### Priority Needs

Funders reported that priorities centered on providing programming that “makes immigrants’ life in the new society easier.”

While consensus among funders was unclear in regards to priority settlement needs of immigrants, language training, Canadian cultural training, employment training/opportunities, housing, and youth education/development programming were identified as the most pressing needs. Other needs reported by funders included transportation, health services, clinical counseling and psychological support, family violence, and translation/interpretation services.

### Degree to Which Agencies Meet Priority Needs

Overall, funders agreed that agencies are “doing a good job” and meeting the vast majority of immigrants’ priority needs. They added that the task of agencies is a difficult one. Immigrants, themselves, arrive with expectations that are not always easy to meet and attitudes that are not always easy to change. Funders provided anecdotal evidence of agency success by identifying specific examples of successful programs and/or approaches.



### Strength of the Current System

Collectively, funders identified three primary strengths of the current immigrant serving system including the following:

- coverage of need (agencies recognize which needs are priority needs and devote the majority of agency resources to meeting these needs),
- commitment of staff (staff are skilled and dedicated to serving immigrants),
- range of services (a broad range of services is being provided to a very diverse group of immigrants).

### Weaknesses of the Current System

As a group, funders identified five key weaknesses of the current immigrant serving system including the following:

- lack of agency-level awareness of services offered in other agencies;
- lack of awareness of gaps in services among agencies overall;
- lack of collaboration among agencies;
- lack of coordinated services; and
- limitations of cultural sensitivity and cultural awareness in the community at large.

The most prominent weakness of the current system expressed by funders was a perceived lack of collaboration/coordination among agencies which they felt resulted in possible duplication of services. In addition, funders identified a lack of collegial understanding between agencies, a narrowing of understanding by agencies of the “larger picture” of immigrant issues and needs, and the development of a protectionist attitude (primarily unwillingness to share information).

A lack of collaboration among agencies was also cited as the reason why some immigrants lack awareness of the services available to them, why some become too dependent on particular agencies and find it difficult to integrate into the broader society, and why both agencies and immigrants continue to have limited cultural sensitivity to and appreciation of the need for a diverse range of service options.

While there was some suggestion that the agencies must do their part to resolve problems of collaboration, there was also recognition among funders that agencies were in competition with one another to receive funds. Interviewees acknowledged that the current funding structure may create a disincentive for agency collaboration. Also, some funders suggested that issues of intellectual property, trade secrets, and copyright do not “fit well” with meeting clients’ needs through publicly funded organizations.



### *Transition between Agencies to Mainstream Agencies*

All funders interviewed encouraged the transition of immigrants from agencies to the mainstream agencies, but they were also quick to point out that this transition is not always easy. Some of the obstacles to efficient and effective transition offered by interviewees included the following:

- lack of information between agencies about the services provided by each agency,
- tendency for immigrants to become dependent on the agency with whom they were first served,
- lack of awareness by immigrants of the community resources available,
- language barriers, and
- distance among agencies and between agencies and mainstream agencies that results in transportation issues for immigrants.

### Strengths of Board Governance

While some funders expressed concern about Board politics, generally they identified three primary strengths of Board governance including the following:

- strong Boards (Boards are guided by strong leadership, are generally well-organized, and function as a team.)
- prominent Board members (Boards membership includes prominent members of the community.)
- diverse membership (Board membership is usually diverse and representative of the community.)

Generically, characteristics of good Boards and good Board members emerged from Board members' comments. They included the following:

- Board members are well connected to the community,
- Board membership is diverse,
- Board members have relevant knowledge and sensitivity to the issues facing immigrants,
- Board members have relevant skills and experience,
- Board members are objective and flexible,
- Board members work in the interests of the clients they serve, not their own interests, and
- Board members are committed to the organization (committed in terms of interest and time).



### Board Governance-Best Practices

Interestingly, what funders identified as best practices of Boards, were also what they identified as key issues as follows:

- volunteer recruitment (Mechanisms used to attract and maintain volunteers were regarded as exemplary. Unfortunately, volunteer burn-out is a serious issue.), and
- general strength (Most agency Boards are considered strong organizations. However, some Boards are believed to be quite ineffective. Strengths include what was mentioned above.)

### Weaknesses of Board Governance

Two weaknesses related to Board governance emerged from funders' comments related to the following:

- political complexities (diversity in Board membership often leads to complex relationships between Board members as they work to understand and appreciate multiple perspectives), and
- setting priorities and direction (some funders expressed that Boards may or may not be strategic in their approach to meeting the needs of immigrants. Some Boards "think" in the short-term and do not develop a global perspective on the problems and issues they face. On the other hand, some Boards are thinking too broadly and fail to prioritize clients' needs).

### Prominent Issues

A number of prominent issues were raised by funders interviewed concerning meeting the needs of immigrants. In no order of priority or strength they included the following:

- Lack of affordable housing (the availability of appropriate, affordable housing is not keeping up with the numbers of immigrants settling in Calgary).
- Lack of recognition of foreign credentials (many immigrants arrive in Canada and Calgary with professional accreditations from organizations and institutions in their homeland. These credentials are not being recognized in Canada).
- Lack of funds (there is a general perspective by funders that insufficient resources are being dedicated to immigrant serving agencies relative to the magnitude of the needs of immigrants).
- Board politics (funders believe that inefficiencies are resulting because some Boards are working in opposition to one another, rather than collaborating with one another).
- Volunteer burnout (meeting the needs of immigrants is a demanding and resource-intensive obligation that is heavily



- dependent on volunteer labour and support, so much so that volunteers are often negatively impacted by these demands).
- Need for long-range planning (the immediate needs of clients and the responsive nature of the agencies precludes a more strategic long-term approach to service provision).
  - Racism (there is always the potential for racism and conflict between ethnic groups where attempts are made to integrate people of different ethnic backgrounds).
  - Women's rights (there are cultural differences among immigrants that impact their perspectives on the rights of women. Some cultures have a difficult time respecting women's rights as recognized in Canada).
  - Inappropriateness of some management models, for example, business models applied to non-profit organizations.
  - Knowledge of Canada (many immigrants are coming to Canada with limited knowledge of Canadian culture and unrealistic expectations of what employment opportunities exist).
  - Protection of turf and intellectual property (some agencies have developed a "protectionist attitude." This becomes an issue when all funding is public funding so that transparency is expected).

### Trends

The greatest trend identified by funders centred on the increasing numbers of immigrants and the stress on the system caused by this increase. They acknowledged that increasing numbers of immigrants are migrating inland and that greater numbers of political refugees are being accepted by Canada.

### Achieving an Integrated System

Generally, funders agreed that an integrated system for meeting the needs of immigrants was desirable and could be achieved by placing greater emphasis on funders working together to make joint decisions about funding. Funders interviewed also suggested that ongoing effort was required by funders and agencies to increase cultural competencies of mainstream and collateral agencies.

### *Improving Cooperation/Collaboration*

Funders generally felt that improvements in cooperation and collaboration among funders and between funders and agencies would result through joint participation in multi-funder forums and agency get-togethers.

### *Suggestions to Improve Transition*

Several solutions were suggested to improve transition between agencies and mainstream organizations. Generally, funders felt that improved



cooperation among agencies should lead to improved coordination of services—primarily as a result of improved communication and improved attitude towards “ownership” of clients. In addition, funders expressed that mainstream agencies needed to facilitate easier access to their services by providing interpreter services for immigrants. Mainstream organizations could also jointly advertise their services with agencies (and promote them in multiple languages). A model outlining a continuum of services could also be developed and implemented. Suggestion was also made for adoption of a “Self-Assessment Guide for Human Service Organizations” (developed by the Cultural Diversity Institute, University of Calgary) to facilitate immigrants’ access of services offered by mainstream organizations.

#### *Suggested Action by Funders*

As a group, funders felt they had a responsibility to improve integration of services including transition between agencies and mainstream organizations for immigrants and refugees. They suggested that funders could do the following:

- facilitate a forum for common discussion of issues,
- maintain better contact between the funder and mainstream agencies (e.g., through existing communication networks such as Multifunders Group meetings, Calgary Interagency Services Network),
- identify gaps in services,
- establish common criteria for outcomes measures,
- investigate a different formula for funding that would reduce competition and increase collaboration among agencies,
- become more involved in information dissemination,
- be more open and transparent about funding and approval processes,
- provide education to Boards,
- share proposals to avoid duplication,
- share criteria and outcome measures,
- improve services through evidence-based decision making.

#### *Suggested Action by Agencies*

Suggestions were also offered as to how agencies could improve transition and integration of services. Suggestions included the following:

- identify how agencies should work together,
- involve immigrants in discussions,
- be less hesitant to make referrals to other agencies,
- be more open with other agencies in discussing immigrant needs and processes used to meet these needs,
- develop multi-agency case plans for clients,
- more clearly define and limit the role of some agencies,



- serve as information resource locations about other agencies and services, and
- establish some common practices among agencies concerning transition.

### Multicultural Organizational Change Initiative (MOC)

Limited awareness of the MOC was expressed by funders interviewed in the evaluation. Those that were aware of the Initiative suggested that it had provided some lessons such as the following:

- immigrant serving agencies did not have all the answers
- immigrant serving agencies were not perfectly multicultural
- funding without commitment from decision-makers does not work, and
- those who are affected by the plan must be involved in the planning, development, implementation, and evaluation of projects.

### Additional Comments

Interviewees were invited to share additional comments which included the following:

- there is an expectation that the evaluation will identify gaps, and a “collective will”,
- the system has to determine what issues are immigrant settlement issues and what issues are broader, mainstream issues,
- immigrant serving agencies often feel that they have to serve all the needs of immigrants which may lead to constructing another system parallel to the one provided by mainstream agencies,
- while funding is directly related to the numbers of immigrants served by a particular agency, other factors need to be considered so that agencies are not tempted to avoid the more difficult cases,
- funders need to have more opportunity to see the system in action, and
- evaluation results need to be considered more prominently in selecting projects for funding.



## Recent Trends in Immigration

Below are the recent immigration trends to Calgary. It should be noted that these trends are based upon self-reported destination prior to arrival to Canada. All data were provided by Citizenship and Immigration Canada. These trends do not reflect secondary migration patterns. As a result of varying entitlements and government expectations the following classes are described:

Independent Class: Independent immigrants are selected for the knowledge, skills, and experience needed in Canada's labour market. These individuals are selected based on age, language skills, training, and experience relevant to the Canadian Labour market

Family Class: Canadian citizens and permanent residents, aged 19 and over and living in Canada, may sponsor the applications of certain close relatives who wish to immigrate to Canada. This is known as family class sponsorship. The sponsor agrees to give shelter and care to the sponsored relatives and provide other living expenses as necessary for a period of ten years.

Refugee Class: Refugees are chosen for resettlement from abroad with government assistance or through private sponsorship. Those seeking refugee status in Canada are entitled to a fair and independent assessment of their claim. 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.

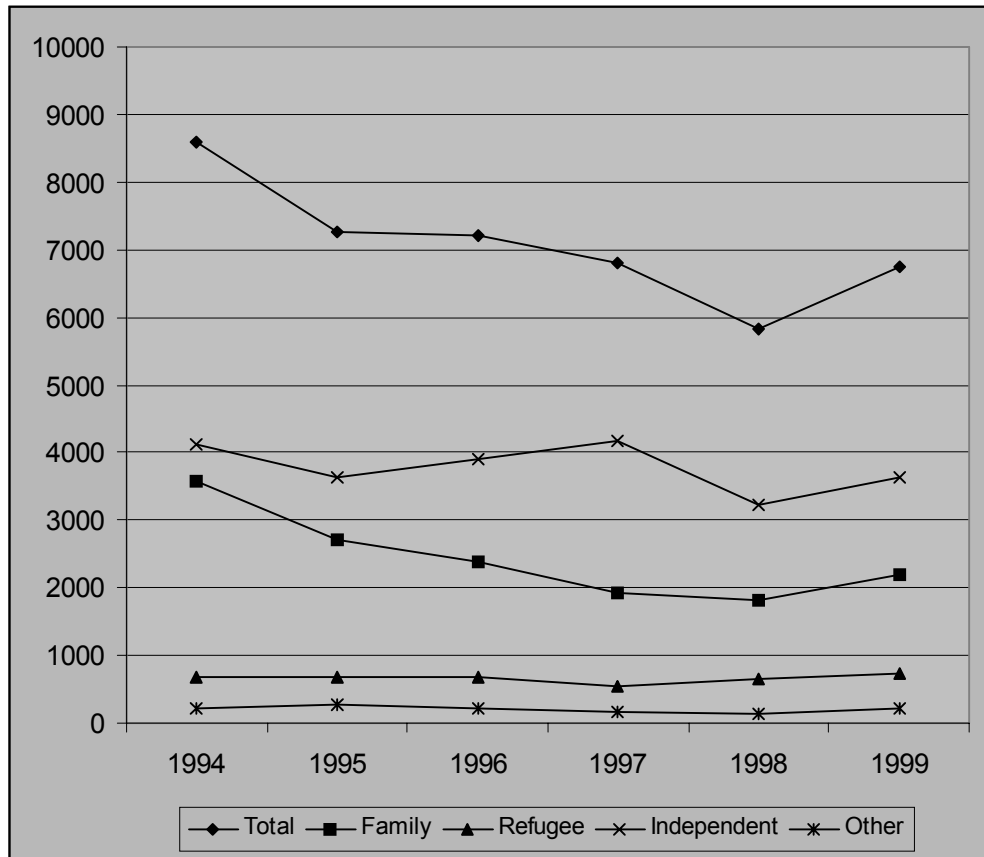
Other: The other category is made up of live-in caregivers, Deferred Removal Order Class, and Post Determination Refugee Class.

### Number and Percentage Of Immigrants per class per year (1997-1999)

	1997		1998		1999		Total 97-99	
	N	%	N	%	N	%	N	%
Refugees	550	8.1	658	11.3	724	10.7	1932	10.0
Family Class	1932	28.4	1810	31.0	2194	32.5	5936	30.6
Independent	4170	61.3	3218	55.2	3626	53.7	11014	56.8
Other	154	2.3	147	2.5	206	3.1	507	2.6
<b>TOTAL</b>	<b>6806</b>		<b>5833</b>		<b>6750</b>		<b>19389</b>	



Longer Range Immigration Trends to Calgary (1994-1999)



Percentage of Male and Female Immigrants per class per year (1997-1999)

	1997		1998		1999		97-99	
	M	F	M	F	M	F	M	F
Refugees	59.6	40.4	55.8	44.2	54.8	45.2	56.5	43.5
Family Class	40.2	59.8	37.4	62.7	37.8	62.2	38.8	61.2
Independent	53.1	46.9	54.0	46.0	53.7	46.3	53.7	46.3
Other	24.7	75.3	21.1	78.9	25.2	74.8	23.9	76.1
<b>TOTAL</b>	<b>49.4</b>	<b>50.6</b>	<b>48.2</b>	<b>51.8</b>	<b>48.0</b>	<b>52.0</b>	<b>48.5</b>	<b>51.5</b>



Percentage of Immigrants with Stated Level of Education (1999: Ages 20-64)

Education Level	Family Class (N=1710)	Refugee (N=458)	Indep. (N=2444)	Other (N=152)	Total (N=4764)
None	5.6	3.9	0.9	1.3	2.9
Secondary or Less	42.9	46.7	10.6	13.2	25.8
Formal Trade	8.4	12.0	7.1	10.5	8.1
Other Non University	10.5	14.2	9.6	32.2	11.1
Some University	8.8	6.1	4.8	11.2	6.6
Bachelors	18.4	14.6	46.5	28.9	32.8
Some Post Graduate	1.3	0.7	2.5	1.3	1.9
Masters	3.4	1.7	14.7	1.3	9.0
Doctorate	0.8	0.0	3.2	0.0	1.9

Percentage of Immigrants with Knowledge of Official Languages (1999)

Education Level	Family Class (N=2194)	Refugee (N=724)	Indep. (N=3626)	Other (N=206)	Total (N=6750)
English	45.0	28.6	59.1	70.9	51.6
French	0.6	1.8	0.5	0.0	0.6
English and French	1.0	0.4	3.6	1.0	2.3
None	53.4	69.2	36.8	28.2	45.5

Note: A Total of 890 (13.2%) listed English or French as native language.



# Costing

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## Costing Over 60 Programs

LIMITATIONS: These results are largely based on program level estimates provided by program managers and coordinators.

Over the 60 programs for which we have data (representing over 7.5 million in program funds)

Approximately 28% goes to physical resource costs  
Approximately 72% goes to human resource costs.

### Staff Costs

Direct service coordination and delivery time across these 60 programs was estimated to be in excess of 428, 000 hours, 29% of which is volunteer time.

Not including physical resource costs the average service delivery cost is approximately \$18/hour for paid staff. (This rate includes administrative, support service costs and a variety of professional levels and thus cannot be compared to any one occupational group.) When volunteer contributions are factored in this drops to a rate of \$12.75/hour.

### Costs per Client

Total client hours across 57 (data unavailable for three programs) of these programs is estimated to be in excess of 874,000 hours. Including physical resource costs and labour costs this translates into a cost per client hour rate of \$8.48/hour. This includes a large variety of client contact contexts including one on one counselling, group instruction, and outreach activities.



## Emergent Themes

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Three primary themes emerge from a synthesis of perspectives across stakeholder groups: 1) effectiveness of current services, 2) sustainability of current services, and 3) defining a system of services.

### **Effectiveness of Current Services**

The primary strength of the current immigrant serving system in the city of Calgary is that the job of providing services to immigrants is getting done—and for the most part, done well. Stakeholders participating in this study attribute this in large measure to the dedication, skill, and hard work of the people working in agencies and volunteering their time on agency Boards. The evidence of this success rests in the overall satisfaction of programs and services by current and former clients.

### Identification of Needs

A number of stakeholders who directly provide services to immigrants suggest that the current system of immigrant services in Calgary is “client driven.” Needs assessments are largely a result of agency and funder experience with several years of providing immigrant services, rather than a formal poll of immigrants. There appears to be consensus among the larger immigrant serving agencies and funders that language, employment training, and settlement services are priority needs of immigrants. Housing, cultural training, and youth services follow. (Language and employment services are priorities identified by researchers and policy-makers in the literature on immigration.)

Other important needs mentioned by stakeholders in this study included information about services, social support, and programs to deal with racism. With one exception, when clients and former clients were asked about priority needs, they echoed others’ perspectives. Clients and former clients suggested that (in order of priority) language training, assistance getting a job, and information about immigrant programs, are the priority needs of immigrants in Calgary.

Ethno-specific agencies and interest groups place an emphasis on first-language services. They expressed that individuals with no capacity in either of Canada’s official languages often find it difficult to negotiate settlement and access to mainstream services. However, some ethno-specific agencies pointed out that it is not their mandate to maintain the culture of newcomers to Canada. Rather, their mandate is to provide services to immigrants who are not able to readily access the services of



larger immigrant serving agencies. Literature on immigration would support this perspective, suggesting that in some instances smaller, ethno-specific organizations may be wary of collaborating with other agencies for fear of losing their cultural identity, both as an agency and as an ethnic group.

### Meeting Needs

There appears to be general agreement across stakeholders that the “basic” needs of immigrants in Calgary are being met through the current provision of services through various immigrant serving agencies. However, stakeholders of ethno-specific agencies express some concern with the effectiveness of their services, citing poor funding and limited collaboration with larger, multicultural agencies as impacting their ability to meet their clients’ needs.

This difference in perspective is shared by the 263 staff and volunteers surveyed across agencies. Ninety-five percent (95%) of staff and volunteers agreed that agencies are doing a good job of meeting the needs of clients. Seventy-three percent (73%) agreed that agencies are meeting the needs of all immigrants.

### Gaps in Services

While a common gap perceived by stakeholders (including non-users) centers on the need for increased awareness of available services, gaps in services tend to focus on services that would better meet the needs of special immigrant groups. These special groups include refugees (especially those victims of torture and trauma), poor immigrants, homeless immigrants, immigrant with very little capacity to communicate in English, women, and professionals experiencing difficulty having their credentials recognized.

Collateral agencies suggest the primary reason that immigrants have difficulty learning about the immigrant services system is that services are fragmented and agency specific. As well, immigrants tend to stay with the agency that served them first, without exploring services available in other agencies.

Associated with gaps are barriers to access. It appears that once an immigrant is aware of services, issues of childcare, transportation, scheduling of services, eligibility, and enrolment, present barriers to many immigrants.



## **Sustainability of Current Services**

While it is clear that current services meet the basic needs of immigrants in Calgary, this is accomplished at a cost, primarily in human resources. This creates issues of sustainability at current service levels--issues which are apt to become prominent as pressure is put on the system through a perceived growth in numbers of new immigrants arriving in Calgary.

### Efficiency and Capacity

Most stakeholders providing input into this study suggest that current delivery of services to immigrants is very efficient. Even though some funders perceive a duplication<sup>11</sup> of services, the majority of stakeholders believe there is very little duplication of services, and perhaps more accurately, a multiplication of services across agencies. Some agencies provide the same service to clients, but these agencies reach different clients or provide the service in different geographic areas of the city.

A common theme across agencies (Executive Directors, staff, volunteers, and Boards) is that agencies are providing more services to immigrants than current funding supports. This efficiency is achieved through extensive use of volunteer support and dedicated staff who are willing to work at lower rates of pay.

Closely associated with efficiency is capacity. A common theme among stakeholders, especially among agencies, Boards, staff, and volunteers is that service provision is at or beyond capacity. Many stakeholders cite waiting lists and volunteer burnout as evidence of a system that is performing beyond capacity. Even funders recognize the dependence of the current system on volunteer labour.

Ironically, solving the key gap (lack of awareness of available programs) at the same time has the potential to create an even greater strain on services that agencies feel are already under-funded.

### Funding

The most prominent theme emerging in discussion with stakeholders is a perceived lack of funding provided to immigrant serving agencies. Even funders agree that additional resources are required to provide more programs for immigrants.

A major concern expressed relates to the current funding structure as one that impedes collaboration between and among agencies.

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<sup>11</sup> Duplication in this instance implies excessive or unnecessary levels of service.



For ethno-specific agencies, it is not so much an issues of receiving more funds, as it is an issue of receiving any funding. Even with little or no funding support, ethno-specific agencies report providing settlement services to immigrants.

With the need for additional funding, agencies report that they cannot and do not depend solely on the funding of government and non-government organizations. Funds are raised through fee-for-service programs, for example, and corporate donations. These fund-raising activities help to defray costs associated with administration and office overhead (for which no funding support is currently received). Agencies Boards emphasize that their primary task should be one of service provision, not fund development.

### Future Trends

There is a perception that the number of immigrants coming to Calgary is increasing and that the immigrant population is becoming increasingly diverse. Most stakeholders see these trends as placing more demands on a system that is already functioning at or beyond capacity.

Board Chairs and Board members also see a trend toward an immigrant population that is more highly skilled and educated. They see services being provided in a more “business-like” environment. And, they see the development of more programs for parents and youth—all with less government support.

Collateral agencies suggest there is a growing trend in poverty among immigrants, especially for women leaving domestic situations. Associated with an increasing trend toward poverty is the rising price of housing in Calgary—a concern expressed by funders.

### **Defining a System of Services**

Currently, there is no cohesive picture of how the immigrant serving system works within the City of Calgary. While various service providers are clear about their role, they are less clear about each other’s role—particularly that of ethno-specific agencies. To make matters more complex, stakeholders are oriented to the system in different ways.

Service providers, for example, see service provision from an agency or organizational stance. Funders appear to understand service provision from a program stance. These different perspectives make it difficult to depict the logic of the immigrant services system as a unified system. Presently, it appears that the system is comprised of independent parts sometimes offering similar services in different locations to similar or different clients. This complexity makes strategic planning for the system as a whole equally difficult.



### Collaboration and Cooperation

Some stakeholders focused on a perceived lack of cooperation and collaboration between and among agencies. (It should be noted, however, that agencies were quick to point out that they do cooperate and meet on a regular basis.) Some stakeholders attributed the possible lack of collaboration/cooperation to competition for finite funds. A secondary reason was identified as lack of regard for each other's business styles and practices at the agency level. Criticism was voiced about secrecy surrounding proposals submitted to funders and intellectual property—indicators of how things operate in the for-profit sector. Some stakeholders believe these practices run counter to the philosophy of how the non-profit sector should operate.

### Evidence-based Decision Making

While stakeholders, especially agency stakeholders, point out that a number of current practices could be considered exemplar, there are few agreed-upon standards, indicators, or benchmarks by which services across agencies can be compared. As a system, no common strategic plan or cross-agency / cross-program performance measures are used to monitor the effectiveness of services provided to immigrants in Calgary. The current absence of a common client tracking system would make it difficult to track immigrants from intake to exit.

For the most part, the larger agencies have strategic business plans and mechanisms for assessing how they, as individual agencies, are doing. Variability across agencies is reported with respect to conducting needs assessments and evaluations. Only one agency reported that it regularly goes through a thorough accreditation process.

While the literature reviewed for this study pointed toward a general lack of research-supported, evidence-based approaches to serving immigrants a few themes may merit consideration:

- 1) A wide range of mechanisms to meet diverse immigrant needs can result in fragmentation of services.
- 2) Immigrant serving programs can benefit from including immigrants themselves (current and past clients) as integral members of the serving community.
- 3) Because immigrants experience multiple problems, centers of service may be more effective through providing multiple services in a holistic, one-stop fashion—targeting whole families, not just individuals.
- 4) Linkages, whether formal or informal, among service agencies are recommended by a number of researchers and practitioners.



- 5) Ongoing funding, as opposed to project specific funding, can be a critical success factor in forming long term relationships with community partners and developing effective administrative infrastructure.
- 6) Cooperative planning among funders can lead improve service provision, eliminate duplication, provide a full menu of services, and fill niches to reach underserved groups

In addition to those cited in the literature on immigration, respondents from immigrant serving systems across Canada offered the following as suggestions for best practice:

- 1) Services should adopt a community development approach and include elements of capacity building and leadership development.
- 2) Base services on reliable and current information.
- 3) Immigrants should be able to move between agencies (whether referral is provided centrally or by all agencies in the system), recognizing that no one agency can meet all immigrant needs.

Some special advice to funders (offered by respondents from immigrant serving systems across Canada):

- 1) Multiyear contracts (i.e., 3 to 5 years) allow organizations and programs time to develop and grow.
- 2) Less frequent or more focused reporting (which means less administrative overhead for the immigrant-serving agency).
- 3) Funders should recognize overhead (such as telephones and computers) and also fund the data gathering which is needed to complete reports to funders.
- 4) Funders should retain an undesignated pool of funds that can be used to respond to emergent trends identified in partnership with immigrant-serving agencies and immigrant communities.
- 5) Money is not the only contribution that funders bring to immigrant-serving agencies. Interviewees suggested that funders also have value to immigrant-serving agencies by publishing statistics and trends and providing research and statistics assistance.

### Collective Action Planning

Most participants in this study welcomed the evaluation and were very cooperative. They provided information in good faith and expect a prudent review of the information contained in this report. While there are issues of funding, lack of long range planning, cooperation and collaboration, there is also a tone of optimism among stakeholders. There is a sense that some model / system of a continuum of services can be generated through stakeholder joint participation in open discussion.



## Recommendations

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The following recommendations are based on the consultant's review of the data and emergent themes.

### **Recommendation 1. Creation of a System Logic Model**

Stakeholder representatives should collaboratively develop a system logic model representing current functioning of the system. While the evaluation has produced one rendition of a logic model, there was variability around its acceptance by agencies. More work is needed to develop a logic model that works for all stakeholders. Following are some suggestions for consideration in drafting a system logic model:

- 1.1 A decision should be made concerning the primary model type—for example a competitive business model or a collaborative not-for-profit model.
- 1.2 Agreement is required on terminology used across agencies and funders.
- 1.3 The primary functions of the system need to be articulated.
- 1.4 Core immigrant services should be identified.
- 1.5 Inputs, processes (activities, interventions), protocols, and expected outcomes for the system need to be identified.

### **Recommendation 2. Review of the Current Funding Structure**

While an increase in funding is recommended by many stakeholders, the current funding approaches should first be reviewed in light of a clearly articulated system logic model.

- 2.1 Funding strategies should be supportive of the system logic model.

### **Recommendation 3. Re-examination of Reported Gaps**

A re-examination of reported gaps should involve a three-part examination. The first examination should review current core services. The second examination should address emerging gaps of first-language



support and the needs of immigrants holding professional credentialing. The third should examine gaps in specialized services to individual audiences.

- 3.1 Some quantitative assessment should be made of the capacity of the current system to provide core immigrant services, followed by a re-examination of issues around waiting lists for current programs, especially programs offering core services.
- 3.2 A trend toward a more highly skilled immigrant population warrants review of existing programs addressing immigrants holding professional certificates. A review body should be identified/established in Calgary to assess credentials.
- 3.3 A related recommendation (related to 3.2) is the establishment of increased networks between immigrants and business and industry.
- 3.4 Embassies in international sites should be strongly encouraged to carry accurate information about the potential for employment, qualifications requirements, and review processes.

#### **Recommendation 4. Identify and Support Ethno-specific Agencies**

Because of the unique nature of each ethno-specific agency, it is important to clarify the role of each ethno-specific agency within its own cultural community as well as within its broader Calgary community. These boundaries of influence and responsibility should be negotiated and articulated. Further discussion among ethno-specific agencies and immigrant serving agencies is required. Resources should be extended to ethno-specific agencies for community development efforts aimed at integrating ethno-specific immigrants into mainstream society.

#### **Recommendation 5. Monitor the Immigrant Serving System**

To develop a mechanism to better understand who is being served, how they are being served, at what levels of access and quality are immigrants being served, a monitoring system should be developed that reflects and aligns with the system logic of inputs and outputs.

- 5.1 Develop system-wide standards, measures, indicators, and benchmarks.
- 5.2 Protocols for recruiting clients need to be clarified and shared among agencies.



- 5.3 Develop a common client tracking information system that observes client confidentiality and privacy. The information system should be housed in a neutral location and shared with all stakeholders.
- 5.4 Develop a procedure to more accurately identify non-users of the system and reasons for non-use.
- 5.5 Develop a mechanism to track immigration trends and to share trend information among agencies and funders.

### **Recommendation 6. Disseminate Information about Immigrant Services**

Both immigrants and providers are not adequately aware of the current array of services available to immigrants. Therefore, an information strategy is required.

- 6.1 Provide additional information to potential clients about available services—a first suggestion is to provide this information on a web site that provides comprehensive program descriptions, eligibility criteria, times and locations of programs.
- 6.2 Provide brochures in immigrants' first languages and place them in strategic locations such as places where application is made for Social Insurance and Personal Health Numbers, and ethno-specific agencies.
- 6.3 Provide easily accessible, specific information concerning funding support amounts and durations.

### **Recommendation 7. Increase Funding**

This recommendation is based on the overwhelming perception that current funding is inadequate. The following recommendations come from stakeholders:

- 7.1 Increase funding to support services provided for which no funding is currently provided.
- 7.2 Establish multi-year funding for some programs.
- 7.3 Establish core funding for core services identified in the system logic model,
- 7.4 Facilitate more flexible fund allocation within agencies (e.g., envelope funding).



- 7.5 Increase transparency in the funding process (open review processes, uniform templates for proposals, sharing of successful proposals).

### **Potential Impacts**

We believe the recommendations cited will have the potential impact to:

- Increased communication and cooperation between agencies and between funders and agencies,
- Increased stability of programs,
- Reduced staff turnover,
- Facilitation of long-term strategic planning at both agency and system levels,
- Improved capability to respond to emergent needs,
- Increased capacity for agencies to respond to demand,
- Increased awareness of services by both service providers and immigrants,
- Reduced wait time to some core services,
- Increased capacity to have professional credentials assessed and recognized,
- Increased uptake by employers of immigrant employees,
- Increase programs tailored to the needs of professionals,
- Increase benefits to the system in terms of information on demographics of immigrants served,
- Improved information on which to base funding decisions,
- Facilitate assessment of client and system outcomes over the long term, and
- Increased integration of clients of ethno-specific agencies into the larger immigrant serving system.



## **Appendix A: Instruments**

## IMMIGRANT SERVICES EVALUATION AND SYSTEMS OVERVIEW

### Interview Questions for Board Chairs

#### Definitions

1. Please define the following
  - a) Immigrant
  - b) Immigrant Serving Agency
  - c) Mainstream Agency
  - d) Settlement or Resettlement
  - e) Bridging

#### Priority Needs

2. Please prioritize the top 5 needs of Calgary's immigrant population for each the following immigration classes
  - a) refugees (less than 3 years in Canada)
  - b) family (less than 3 years in Canada)
  - c) independent (less than 3 years in Canada)
  - d) longer term immigrants (greater than 3 years)

#### Meeting Needs Through Your Agency

3. Which programs that your agency offers are particularly effective in meeting the needs of Calgary's immigrant population? Why?

#### Meeting Needs Through Other Agencies

4. Which programs offered by other agencies do you think are particularly effective in meeting the needs of Calgary's immigrant population? Why?
5. Which agencies besides your own do you think are particularly effective in meeting the needs of Calgary's immigrant population? Why?

#### Governance and Functioning

6. What is the board governance model your agency follows?
7. What are the strengths in your board governance practices?
8. What are the weaknesses of your board governance practices?
9. In your opinion, what represents the "Best Practice" when it comes to how your Board functions? Please respond in terms of
  - (a) Roles/responsibilities of Board members
  - (b) Terms of Reference (authority, decision making)
  - (c) Recruitment (who is recruited)
  - (d) Member Training (credentials, board training),
  - (e) Strategic Planning
  - (f) Congruence of services to the Strategic Plan

#### Funding

10. In general, how adequately do you feel your immigrant serving agency is funded to deliver its services?
11. To what extent are resources allocated appropriately within your agency?
12. How could funds be better allocated across all the programs your agency provides?

**Barriers**

13. In your opinion, what are the top 5 barriers to Calgary's immigrant population accessing services within the current immigrant serving system and/or ethno-specific agencies?
14. Do you think that some segments of Calgary's immigrant population are more affected by these barriers than others? Which ones and how?
15. What suggestions do you have for overcoming these barriers?

**System**

16. For the Immigrant Services System overall:
17. What are the major strengths of the system?
18. What are the major weaknesses of the system?
19. What most prominent issues do you see?
20. What trends do you see occurring in the system?
21. What changes would you suggest to better and more efficiently meet the needs of Calgary's immigrant population? (Think about the barriers you identified above.)

**MOC**

22. Are you aware of the Multicultural Organizational Change Initiative? What, if any impact has the Initiative had on your program/organization?

## IMMIGRANT SERVICES EVALUATION AND SYSTEMS OVERVIEW

### Survey Questions for Board Members

1. How well do you think your agency is meeting the needs of Calgary's immigrant population? Please provide reasons for your answer.

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2. What is your role as Board member?

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3. What authority do you have in relation to making decisions?

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4. What qualifications/expertise do you bring to your Board?

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5. What training, if any, have you had to be a Board member?

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6. What are the strengths of the way your board is governed?

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7. What opportunities for improvement in Board governance and functioning do you see?

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8. What are the major strengths of the immigrant services system overall?

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9. What are the major weaknesses of the system overall?

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10. What prominent issues do you see?

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11. What trends?

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12. What changes would you suggest to better and more efficiently meet the needs of Calgary's immigrant population?

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## **IMMIGRANT SERVICES EVALUATION AND SYSTEMS OVERVIEW**

### **Interview Questions for Collateral Agencies**

1. In your opinion, what are the main challenges/issues facing Calgary's immigrant population?
2. Please list the top 5 barriers Calgary's immigrant population accessing services within the current immigrant serving system?
3. What trends in issues and barriers do you see?
4. What programs do you feel are particularly effective in meeting the needs of Calgary's immigrant population? Why do you believe this?
5. What agencies do you feel are particularly effective in meeting the needs of Calgary's immigrant population? Why do you believe this?
6. What role do you feel the ethno-specific agencies play in meeting the needs of immigrants to Calgary?
7. What gaps in services do you see (generally and for specific immigration classes)?
8. What, if any, duplication in programs/services do you see?
9. How effective is the current Immigrant Services System in helping Calgary's immigrant population to learn to access mainstream services independently (that is, to bridge more easily to services you offer)? (Please give reasons/examples to support your view.)
10. What further supports are required?
11. For the Immigrant Services System overall, what changes would you suggest to better and more efficiently meet the needs of Calgary's immigrant population?
12. Are you aware of the Multicultural Organizational Change Initiative? What, if any impact has the Initiative had on your program/organization?

## IMMIGRANT SERVICES EVALUATION AND SYSTEMS OVERVIEW

### Interview Questions for Funders

#### Allocation of Funding Support

1. Which agencies does your organization fund? To what extent?
2. How are funding decisions made with respect to the agencies you fund?

#### Meeting Priority Needs

3. What are the priority needs of immigrants coming to Calgary?
4. How adequately do you feel the agencies you fund meet those needs?
5. For the immigrant services system overall
  - What are its major strengths?
  - Its major weaknesses? (Think about possible gaps and duplication.)
  - What prominent issues do you see?
  - Trends?

#### Governance

6. What are the strengths and weaknesses in board governance practices in the agencies you fund?
7. What represents “best practice” in board governance across agencies that serve Calgary’s immigrant population? (You may want to think about roles/responsibilities, authority, recruitment and selection of members, qualifications and training, planning and information, management.)

#### Transition

8. How difficult is it for Calgary’s immigrants to
  - move from one agency to another within the Immigrant Services System?
  - learn to access mainstream services independently?
9. What suggestions would you offer to make this easier?

#### Improving the System

10. How could immigrant serving agencies can better meet the needs of immigrants?
11. How could funders assist agencies to better meet these needs?
12. What would an integrated systems of service delivery look like?
13. Ideally, how can funding and direct service agencies work together to achieve this integrated system of services?

#### MOC

14. Are you aware of the Multicultural Organizational Change Initiative? What, if any impact has the Initiative had on your organization and the way to make funding decisions?

*As we move through the interview please distinguish which group(s) your comments refer to:*

- *refugees (less than 3 years in Canada)*
- *family (less than 3 years in Canada)*
- *independent (less than 3 years in Canada)*
- *longer term immigrants (greater than 3 years)*

## STAFF / VOLUNTEER SURVEY

### TO BE COMPLETED BY PROGRAM COORDINATOR/MANAGER

- 1) Agency Name: \_\_\_\_\_
- 2) Name of Program or Service \_\_\_\_\_
- 3) Name of Program Coordinator / Manger: \_\_\_\_\_

### TO BE COMPLETED BY STAFF/VOLUNTEER

- 4) In what capacity do you work on the program or service listed above?
- Staff      ➤ Full Time Equivalent (this program only): \_\_\_\_\_ (e.g., 0.5 = half-time)
- Volunteer   ➤ Average hours/week (this program only): \_\_\_\_\_
- 5) How long have you worked on this program or service? \_\_\_\_\_

**\*\*\* IT IS VERY IMPORTANT THAT YOU COMPLETE THIS SECTION\*\*\***

**\*\*DO NOT COMPLETE THIS SURVEY FOR MORE THAN ONE PROGRAM\*\***

### **IF YOU RECEIVE THE SURVEY FROM MORE THAN ONE PROGRAM COORDINATOR:**

- 1) **COMPLETE THE SURVEY FOR THE PROGRAM YOU SPEND MORE TIME WORKING ON AND RETURN IT TO THE APPROPRIATE PROGRAM COORDINATOR/MANAGER**
- 2) **RETURN THE UNUSED SURVEY(S) TO THE APPROPRIATE PROGRAM COORDINATOR/MANAGER(S) AND LET THEM KNOW YOU WILL BE COMPLETING THE SURVEY FOR A DIFFERENT PROGRAM.**

## SECTION 1

In this section, please focus on the **program identified on the title page of this survey**. We have compiled a list of all the needs identified by clients and former clients of immigrant serving agencies in Calgary. These needs were identified in focus groups that we conducted in November. What we are asking you to do is: 1) rate the extent to which you believe the program was designed to address this need (INTENDED OUTCOME) and 2) rate the extent to which you believe this program actually meets this need (ACTUAL OUTCOME). Please note that no program is expected to meet all client needs, so please try to give an accurate assessment of the program.

**INTENDED OUTCOME:** On a scale of 0 to 10, please indicate the extent to which, in your opinion, this program was intended to meet each need listed on the right. Use 0 to indicate that the program was not designed to address the need. Use 10 to indicate that the program’s main purpose was to address the need. Use values between 0 and 10 to indicate a rating between these two extremes. Think of this as a rating how much the people delivering the program do to meet this need.

**ACTUAL OUTCOME:** On a scale of 0 to 10 please indicate the extent to which, in your opinion, this program actually meets each need listed on the right. Use 0 to indicate that in your opinion the program does not adequately meet the need. Use 10 to indicate that the program does an excellent job meeting this need. Use values between 0 and 10 to indicate a rating between these two extremes. Think of this as a rating of what the program participants are able to do, or what they know after participating in the program.

**DRIVING SCHOOL EXAMPLE:** Three of the needs identified by individuals taking part in driving lessons were 1) Helping students learn to drive in winter driving conditions; 2) Helping students become a good driver, and 3) Helping students learn how to avoid paying parking tickets.

INTENDED OUTCOME	ACTUAL OUTCOME	
<del>—3</del>	<del>—5</del>	Helping students learn to drive in winter driving conditions
<del>—10</del>	<del>—7</del>	Helping students become a good driver
<del>—0</del>	<del>—0</del>	Helping students learn how to avoid paying parking tickets

1) An individual working for the school rated the intended outcome “Helping students learn to drive in winter driving conditions” as a 3 because some of the curriculum dealt with this issue but not very much. He ended up rating the actual outcome as a 5, because he felt half the students actually learned to drive in these types of conditions.

2) This same individual rated the intended outcome of “Helping students become a good driver” as a 10 because that is the whole purpose of the course. He ended up rating the actual outcome as a 7, because he felt that many, but not all, actually became good drivers.

3) Both the intended and actual outcomes of “Helping students learn how to avoid paying parking tickets” were rated as 0, as the course did not deal with this, and nobody learned this information from the course.

**SECTION 1**

INTENDED OUTCOME	ACTUAL OUTCOME	NEEDS
_____	_____	1. Helping immigrants learn English
_____	_____	2. Helping immigrants get information about using mainstream agencies
_____	_____	3. Providing immigrants with social/emotional support
_____	_____	4. Helping immigrants deal with abusive relationships
_____	_____	5. Providing immigrants with volunteer work in their area of expertise
_____	_____	6. Providing immigrants with the opportunity to do volunteer work in general
_____	_____	7. Providing immigrants with information about Canadian culture
_____	_____	8. Providing immigrants with job interview training
_____	_____	9. Teaching immigrants how to write good resumes
_____	_____	10. Providing immigrants with support to do job searches
_____	_____	11. Helping immigrants get a job
_____	_____	12. Helping immigrants get a job that is at a level consistent with their credentials
_____	_____	13. Helping immigrants get their credentials recognized
_____	_____	14. Providing immigrants with profession-specific language training
_____	_____	15. Helping immigrants find housing
_____	_____	16. Helping immigrants obtain documents such as AHC Number, SIN, etc
_____	_____	17. Teaching immigrants about their rights and responsibilities
_____	_____	18. Teaching immigrants new parenting skills
_____	_____	19. Helping immigrants get information about immigrant-serving programs throughout Calgary
_____	_____	20. Providing immigrants with information about how to sponsor relatives who wish to immigrate
_____	_____	21. Providing immigrants with information on how to complete forms (e.g., income tax, WCB forms)
_____	_____	22. Providing immigrants with information about specific senior's issues (applying for pension etc.)

INTENDED OUTCOME	ACTUAL OUTCOME	NEEDS
_____	_____	23. Providing immigrants with work skills training / upgrading
_____	_____	24. Providing immigrant youths with language training
_____	_____	25. Helping immigrants get Canadian work experience
_____	_____	26. Helping immigrants make job-related contacts in the workplace
_____	_____	27. Providing social support to immigrant youths
_____	_____	28. Providing immigrants with information about health related issues
_____	_____	29. Providing immigrants with information about legal issues
_____	_____	30. Reducing discrimination against immigrants in the workplace
_____	_____	31. Providing immigrants with information about transportation
_____	_____	32. Providing childcare for immigrants participating in programs
_____	_____	33. Providing immigrants with information about labour laws
_____	_____	34. Providing immigrants with information about continuing education
_____	_____	35. Providing immigrants with interpretive services for all languages
_____	_____	36. Helping immigrant men deal with anger management
_____	_____	37. Helping immigrant men deal with self-esteem issues
_____	_____	38. Helping immigrant women deal with self-esteem issues
_____	_____	39. Providing immigrants with money management skills
_____	_____	40. Providing immigrant youths with peer support
_____	_____	41. Providing immigrants with opportunities for social and recreational activities
_____	_____	42. Providing immigrants with industry specific computer training (e.g., AccPac for Accountants)
_____	_____	43. Providing immigrants with information about mainstream programs (e.g., Employment Insurance)
_____	_____	44. Providing immigrants with counseling regarding substance abuse (e.g., alcohol abuse)
_____	_____	45. Providing immigrants with language courses at flexible times to allow for work and family

INTENDED OUTCOME	ACTUAL OUTCOME	NEEDS
_____	_____	46. Providing Immigrants with a single point of contact (e.g., caseworker) to provide information on a variety of issues
<b>PLEASE ADD ADDITIONAL NEEDS THAT THIS PROGRAM ADDRESSES IF THEY ARE NOT INCLUDED IN THIS LIST ABOVE</b>		
_____	_____	47.
_____	_____	48.
_____	_____	49.
_____	_____	50.
_____	_____	51.
_____	_____	52.
_____	_____	53.
_____	_____	54.
_____	_____	55.

## FOCUS GROUP QUESTIONS FOR CURRENT AND FORMER CLIENTS: ADULT VERSION

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### DEFINITIONS

- 1a. In most of the questions I'm going to ask I use the word "immigrant". Before I ask these questions, I would like to know what the word means to you? How would you define "immigrant"
  - 1b. When do you think you will no longer consider yourself to be an immigrant.
- 

### NEEDS

2. What I would like each of you to do is think about what it has been like since you first came to Calgary. Keeping this in mind, what do you think new immigrants to Calgary need most to help them with the difficult challenge of beginning a new life in a new country? You don't need to tell me only about your own needs if you don't want to, you can think of family members or others you know as well. I'm going to go around the table asking everyone to come up with two ideas.

*Go around the table asking each participant to come up with two answers. Keep track of the answers on a list. As the list gets longer, let the participants know that it is ok to repeat an answer if they can't think of anything else.*

Does anyone have any others to add? Anyone can answer (*add to list*). What about immigrants that have been here for many years...what do you think they may need to help them continue to live in a city like Calgary? (**Prompt:** *You may want to think about relatives, friends, or others you have met in Calgary. What do you think they need?*). (*Add to list*)

## ABILITY OF SERVICES TO MEET NEEDS

*Order the need list according to the priority based on group summation*

3. Looking at the answers that you each gave, it looks like as a group \_\_\_\_\_ is described as the biggest problem facing immigrants.
  - a) Who can tell me about services offered at \_\_\_\_\_ (agency) that helps people with this problem?
  - b) For those of you who have used this service, based on your experience, does it do a good job dealing with \_\_\_\_\_ (need/problem). Why or why not? (*prompt for differences*). What does it do a good job doing? What could make it better? Overall, were you happy with the service?
  - c) Does anybody know about services offered at other agencies that help people with this problem? What can you tell me about these services?

*Note: depending on the nature of the program being discussed, participants may not be forthcoming describing their experiences. If there is a lack of discussion participants will be prompted to discuss 2<sup>nd</sup> hand accounts.*

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## AGENCY ACCESS

- 4a. How easy is it to use the different services at this agency? What makes it easy? Was it difficult? What made it difficult?
  - 4b. Are there other services offered at this agency that you would like to take part in but have been unable to? Why haven't you been able to use this service? Is there anything this agency could do to make it easier for you? (*Prompts: offer services at different times/locations etc.*)
- 

## AGENCY KNOWLEDGE / SOURCE

- 5a. How did you find out about this Agency?
- 5b. How would you increase the knowledge people have about the agencies? Where would you put the information (Question added after 4<sup>th</sup> group)

### AGENCY EFFECTIVENESS

- 6a. Thinking about the problems we have discussed, which do you think \_\_\_\_\_(agency) does the best job helping people with? Why do you feel this way?
- 6b. Thinking about the problems we have discussed, which do you think \_\_\_\_\_(agency) could do a better job helping people with? What could \_\_\_\_\_(agency) do to make things better?
- 

### GAPS IN SERVICES

7. Thinking about all of the services you know about at this or other agencies, what services do you think are missing that should be offered to help new immigrants to Calgary? What services, if any, should be expanded?
- 

### AGENCY SATISFACTION

8. In general, how satisfied are you with this agency? (*Prompt for details: What makes it a good, average, not so good place to come to?*) What would make it a better place to come to?
- 

### EFFECTIVENESS OF BRIDGING

9. Describe what it has been like for you to go to organizations in Calgary that are not specifically for new immigrants. (**Prompt:** Organizations like schools, banks, the police, doctors offices, hospitals)? What have been some of the bad experiences you have had? What are some of the good experiences you have had? What do agencies like \_\_\_\_\_ (agency) do to help? What do you think agencies like \_\_\_\_\_ (agency) can do to make things better?
- 

### ROLE OF ETHNOSPECIFIC AGENCIES

10. Have any of you used organizations in Calgary that have been set up and run by people from your home culture? How have they helped you in Calgary? Did they offer things that an agency like \_\_\_\_\_(agency) doesn't or can't offer? What do these organizations provide for you?

**OUTCOME QUESTIONS (ASKED OF FORMER CLIENTS ONLY)**

- 11a. How many of you consider yourselves to be settled in Calgary?
- 11b. How many of you speak English well enough to meet your needs?
- 11c. How many of you have what you consider to be a good job?

## **FOCUS GROUP QUESTIONS FOR CURRENT CLIENTS: YOUTH VERSION**

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### **NEEDS**

2. What I would like each of you to do is think about others that are your age and have similar backgrounds that you do (for example those who may have recently moved from a different country). What are some programs or services like the one you're in now that you can think of that would be or are really helpful? These can be programs that you know about already, or they could be things that you think should be available?

*Go around the table asking each participant to come up with two answers. Keep track of the answers on a list. As the list gets longer, let the participants know that it is ok to repeat an answer if they can't think of anything else.*

Does anyone have any others to add? Anyone can answer (*add to list*).

---

### **ABILITY OF SERVICES TO MEET NEEDS**

- 5a. Who can tell me something about the program you are involved in now that help with some of these things. What do you do? What things do they help with?
- 5b. What are some of the things that make this a good program? What do you like about it? What could make it a better program?
- 5c. Have any of you been involved in programs like these somewhere else or other programs offered by \_\_\_\_\_(agency). What were they like? What can you tell me about them? What did you do? What did you like about it?  
d) What could make it a better program?

---

### **AGENCY ACCESS**

- 4a. How easy is it to come to this program? What makes it easy? Was it difficult? What made it difficult?
- 4b. Are there other programs offered by \_\_\_\_\_(Agency) that you wanted to do but weren't able to? Why weren't you?

**AGENCY KNOWLEDGE / SOURCE**

5a. How did you find out about this Program?

---

**GAPS IN SERVICES**

7. Thinking about this program and other programs you know about for those your age, what type of programs do you think would be good to have?

---

**AGENCY SATISFACTION**

8. In general, how satisfied are you with the programs offered by (Agency)?

---

**ROLE OF ETHNOSPECIFIC AGENCIES**

10. Have any of you been to places in Calgary that have been set up and run by people from your home culture? What did you do there?

## INTERVIEW QUESTIONS FOR ETHNO-CULTURAL COMMUNITY REPRESENTATIVES

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1. Can you tell me something about your role at (organization, or in your community)?

**In the first set of questions I have I would like to focus on new immigrants to Canada. Those that have arrived within the last 3 years. I will ask similar questions about those who have been here longer in the next set of questions.**

---

### ISSUES AND TRENDS

2. What are the biggest challenges facing new immigrants in your community? (**Probes:** How often do you hear about or deal with issues facing immigrants in your community? What do you hear?)
- 

### NEEDS

3. In your opinion what are the top 5 needs in terms of services that are provided or should be provided to help new immigrants overcome these challenges? (*Ask them to rank order from highest need =1 to lower need = 5*)
- 

### ROLE OF ETHNO-SPECIFIC AGENCIES

4. What role does an organization like \_\_\_\_\_ (ethno-specific agency from referral) play in helping new immigrants who come to Calgary?
- 

### KNOWLEDGE OF SERVICES

5. Are you aware of any agencies in the city that provide services to new immigrants that are aimed at overcoming these challenges? What are the names of these agencies? What services do they provide? (**Probe if no immigrant serving agencies mentioned:** Are you aware of any agencies or organizations where the only thing they do is provide services to new immigrants to Calgary? (*Let them list mainstream, ethno-specific, or immigrant-serving agencies and any specific programs they know about.*))
- 

### QUALITY OF SERVICES

6. How well do these agencies meet the needs of new immigrants in your community? (**Probing:** *Try to have them speak to specific services. If they are unable to do this have them speak to each agency specifically. If they are unable to do this try to have them speak to agency type (i.e., immigrant-serving etc.)*)
-

## ACCESS

7. Have new immigrants in your community had difficulty using the services at these agencies? (**Probing:** *Try to have them speak to each service they know about. If they are unable to do this try to have them speak to each agency specifically. If they are unable to do this try to have them speak to agency type (i.e., immigrant serving etc.)*) If yes, What were the difficulties? If no, What has made it easy for them to use the services?
- 

## OPPORTUNITIES FOR IMPROVEMENT

8. How could these agencies better serve new immigrants in your community? (**Probe:** In general, what types of services tend to be missing for new immigrants to Calgary?)
- 

## INTEGRATION

9. How easy or difficult is it for new immigrants to use services at different agencies? (**Probe:** How easy is it for them to move from one agency to another to get the services they need?)
- 

## DUPLICATION

10. In your opinion, what types of services, if any, tend to be offered more than they are really needed?
- 

## GAPS

11. Thinking about all the services available to these members of your community, do you feel that most individual needs can be met? Why or why not?
- 

## BRIDGING

12. In your opinion, once new immigrants to Calgary from (country of origin) have been here for 3 years, do you feel that they are able to effectively use the services that many Calgarians take for granted like the school system, the employment system, the health care system? Why or Why not?

## MOC

13. Have you ever heard of the United Way's Multicultural Organizational Change(MOC) Initiative? If yes, what can you tell me about it? Did you think it was effective? If no, This was an initiative that was funded between 1991 and 1996 that was intended to increase access to these "mainstream" services. Do you think it has been effective? Why or why not? (**Probe:** Have you noticed any change over the last 10 years?)

**PART 2: In the next set of questions please tell me about immigrants to Canada you have been here longer than 3 years.**

---

## ISSUES AND TRENDS

2. What are the biggest challenges facing these members of your community? (**Probes:** How often do you hear about or deal with issues facing these members of your community? What do you hear?)
- 

## NEEDS

3. In your opinion what are the top 5 needs in terms of services that are provided or should be provided to help them overcome these challenges? (*If they say the needs are the same as part 1 simply indicate "same as part 1"*) (Ask them to rank order from highest need =1 to lower need = 5)
- 

## ROLE OF ETHNO-SPECIFIC AGENCIES

4. What role does an agency like \_\_\_\_\_ (ethno-specific agency from referral) play in helping these members of your community?
- 

## KNOWLEDGE OF SERVICES

5. What other services are available to these members of your community? (**Probe:** What can you tell me about them?)
- 

## BRIDGING

12. Do you feel that these members of your community are able to effectively use the services that many Calgarians take for granted like the school system, the employment system, the health care system? Why or Why not?

## **INTERVIEW QUESTIONS FOR NON-USERS**

---

### DEMOGRAPHIC INFORMATION

Sex:  
Approximate Age:

- 1a. How long have you been in Canada? \_\_\_\_\_
- 1b. How long have you been in Calgary? \_\_\_\_\_
- 1c. What was your immigration status when you came to Canada? \_\_\_\_\_
- 1d. What were some of the reasons you immigrated to Canada? **Probe:** Why did you choose to come to Calgary?
- 

### NEEDS

- 2a. What were the biggest challenges facing you when you first came to Calgary?
- 2b. What are some of biggest challenges facing others in your community who have just arrived in Calgary from \_\_\_\_\_ (country of origin)
- 2c. In your opinion what are the top 5 needs in terms of services that are provided or should be provided to help new immigrants overcome these challenges? (**Probe:** What are or were some of your biggest needs) (*Ask them to rank order from highest need =1 to lower need = 5*)
- 

### ROLE OF ETHNOSPECIFIC AGENCIES

3. What role does an organization like \_\_\_\_\_ (ethno-specific agency from referral) play in helping new immigrants who come to Calgary? (**Probe:** How does it help you?)
- 

### KNOWLEDGE OF SERVICES

4. Are you aware of any agencies in the city that provide services to new immigrants that are aimed at overcoming the challenges we discussed? What are the names of these agencies? (**Probe if no immigrant serving agencies mentioned:** Are you aware of any agencies or organizations where the only thing they do is provide services to new immigrants to Calgary?) *Let them list mainstream, ethno-specific, or immigrant-serving agencies.*

### ACCESS TO SERVICES

- 5a. Which of the services have you personally used?
  - 5b. *(If appropriate)* Did you find them helpful? Why or why not?
  - 5c. Which of the services have you not used?
  - 5d. *(If appropriate)* Why haven't you used them? **(Probe1:** Was it a personal decision not to use these services? Please describe? **Probe2:** Did you try to use these services but were unable? Please describe?
- 

### AGENCY EFFECTIVENESS

- 6. In your opinion, how well do these agencies meet the needs of new immigrants in your community?
- 

### GAPS IN SERVICES

- 7. How could these agencies better serve new immigrants in your community? **(Probe:** In general, what types of services tend to be missing for new immigrants to Calgary?
- 

### EFFECTIVENESS OF BRIDGING

- 8. In your experience, once new immigrants to Calgary from \_\_\_\_\_ (country of origin) have been here for 3 years, do you feel that they are able to effectively use the services that many Calgarians take for granted like the school system, the employment system, the health care system? Why or Why not?

**PROGRAM INFORMATION PACKAGE**  
**FOR**  
**PROGRAM COORDINATORS / MANAGERS**

**COMPLETED BY:** \_\_\_\_\_ **Please Print**    **Signature:** \_\_\_\_\_  
(Program Coordinator or Program Manager)

**REVIEWED BY:** \_\_\_\_\_ **Please Print**    **Signature:** \_\_\_\_\_  
(Executive Director or Agency President)

PROGRAM NAME:

PLEASE PROVIDE A SHORT PROGRAM DESCRIPTION:

MONTH/YEAR THIS PROGRAM WAS FIRST OFFERED:

PLEASE DESCRIBE ANY FEES FOR SERVICE:

PLEASE PROVIDE TOTAL BUDGET FOR PROGRAM: \_\_\_\_\_

Percentage used for Staff Salaries \_\_\_\_\_

Percentage used for Other Costs (Rent, materials etc.) \_\_\_\_\_

PLEASE DESCRIBE THE TARGET POPULATION:

PLEASE DESCRIBE ANY ELIGIBILITY REQUIREMENTS:

PLEASE DESCRIBE ANY LINKS BETWEEN THIS PROGRAM AND OTHER PROGRAMS/SERVICES OFFERED AT THIS AGENCY.

These may include things such as: 1) requiring a person to participate in one program before participating in another, 2) offering additional services like daycare to allow participation in the program or 3) the tendency for clients to participate in related programs offered by this agency.

PLEASE DESCRIBE ANY LINKS BETWEEN THIS PROGRAM AND OTHER IMMIGRANT-SERVING PROGRAMS OR SERVICES OFFERED OUTSIDE THIS AGENCY.

These may include things such as: 1) requiring a person to participate in this program or service before participating in another, 2) providing formal referral services 3) the tendency for clients to participate in related programs offered outside this agency.

PLEASE DESCRIBE ANY LINKS BETWEEN THIS PROGRAM AND MAINSTREAM AGENCIES. These may include things such as: 1) providing direct help accessing mainstream agencies, 2) providing formal referral services 3) delivery of services in mainstream organizations.

## PROGRAM STATISTICS

Please provide the following program statistics for the most current **year-long** period for which this information is available.

Activity Period : \_\_\_\_\_ to \_\_\_\_\_  
 Month/Year                      Month/Year

**PROGRAM TIME**    NOTE: PLEASE USE ESTIMATES IF NOT ACTUAL STATISTICS ARE NOT READILY AVAILABLE)

- Total hours of paid staff coordination time:                      \_\_\_\_\_    estimated actual
- Total number of paid staff hours spent in contact with clients:                      \_\_\_\_\_    estimated actual
- Total hours of volunteer coordination time:                      \_\_\_\_\_    estimated actual
- Total number of volunteer hours spent in contact with clients:                      \_\_\_\_\_    estimated actual

Example:

A program had 2.5 Full – time equivalent paid staff. One individual did all the coordination activity and spent all of her time doing this. Staff coordination time was therefore (36.25 hours / week X 50 weeks = **1812** hrs). In addition, however, this person put in about 3 hours a week of unpaid time. Her volunteer coordination time was therefore (3 hours / week X 50 weeks = **150** hrs).

The other staff members spent 80% of their time in classrooms with clients and 20% preparing for their class. Staff hours in contact with clients was therefore (36.25 hours / week X 50 weeks X 1.5 FTE's X 80% = **2175** hrs). Staff hours in coordination time was therefore (36.25 hours / week X 50 weeks X 1.5 FTE's X 20% = 544 hours).

Volunteer hours was a normal part of tracking activities. Approximately 2000 volunteer hours were donated. Approximately 60% of this time was spent in contact with clients (**1200** hours) and 40% doing coordinating activities like making photocopies (**800** hours).

**PROGRAM TIME**

- Total hours of paid staff coordination time:                      1812 + 544 = 2356
- Total number of paid staff hours spent in contact with clients:                      2175
- Total hours of volunteer coordination time:                      150 + 1200 = 1350
- Total number of volunteer hours spent in contact with clients:                      800

**CLIENT CONTACT INFORMATION**

Total number of different clients served \_\_\_\_\_  estimated  actual

Total client hours spent in program \_\_\_\_\_  estimated  actual

Percentage of client hours spent in following activities \_\_\_\_\_ outreach

Percentages are  estimated \_\_\_\_\_ 1 on 1 counseling

actual \_\_\_\_\_ class instruction

\_\_\_\_\_ Other: \_\_\_\_\_

\_\_\_\_\_ Other: \_\_\_\_\_

**Example:**

This program had 2 components. One component was to make presentations at various community associations to inform individuals about a new course being offered at the agency. Approximately 130 individuals participated in these 30-minute sessions. Of these 130, 20 signed up and completed a 4-week training course. Individuals participated twice a week for 2 hours per session. This course was offered only once in the reporting period.

Since the same 20 participated in the outreach session there were **130** different clients. The total number of client hours was (130 \* .5 hours = **65** hours) for outreach plus (20 X 4 weeks X 4 hours / week = **320** hours) for class training.

A total of **385** client contact hours were estimated (320 + 65). Of these 320 (**83%**) were spent in classroom instruction and 65 (**17%**) were spent in outreach activities.

CLIENT INFORMATION

Total number of different clients served 130

Total client hours spent in program 65 + 320 = 385

Percentage of client hours spent in following activities 17% outreach

0% 1 on 1 counseling

83% class instruction

0% Other: \_\_\_\_\_

0% Other: \_\_\_\_\_

**CLIENT DEMOGRAPHICS FOR PROGRAM**

Gender:            Male                    \_\_\_\_\_ %

                      Female                    \_\_\_\_\_ %

Status:            Refugee                    \_\_\_\_\_ %

                      Family                    \_\_\_\_\_ %

                      Independent                    \_\_\_\_\_ %

                      Other                    \_\_\_\_\_ %

Years in Canada: less than 3                    \_\_\_\_\_ %

                      3 or more                    \_\_\_\_\_ %

Top Ten Countries of Origin (please list):

## PART 2

In this section, **please focus on the program you coordinate**. We have compiled a list of all the needs identified by clients and former clients of immigrant serving agencies in Calgary. What we are asking you to do is: 1) rate the extent to which you believe the program was designed to address this need (INTENDED OUTCOME) and 2) rate the extent to which you believe this program actually meets this need (ACTUAL OUTCOME). Please note that no program is expected to meet all client needs, so please try to give an accurate assessment of the program.

**INTENDED OUTCOME:** On a scale of 0 to 10, please indicate the extent to which this program was intended to meet each need listed on the right. Use 0 to indicate that the program was not designed to address the need. Use 10 to indicate that the program’s main purpose was to address the need. Use values between 0 and 10 to indicate a rating between these two extremes. Think of this as a rating how much the people delivering the program do to meet this need.

**ACTUAL OUTCOME:** On a scale of 0 to 10 please indicate the extent to which this program actually meets each need listed on the right. Use 0 to indicate that in your opinion the program does not adequately meet the need. Use 10 to indicate that the program does an excellent job meeting this need. Use values between 0 and 10 to indicate a rating between these two extremes. Think of this as a rating of what the program participants are able to do, or what they know after participating in the program.

**DRIVING SCHOOL EXAMPLE:** Three of the needs identified by individuals taking part in driving lessons were 1) Helping students learn to drive in winter driving conditions; 2) Helping students become a good driver, and 3) Helping students learn how to avoid paying parking tickets.

INTENDED OUTCOME	ACTUAL OUTCOME	
<del>—3</del>	<del>—5</del>	Helping students learn to drive in winter driving conditions
<del>—10</del>	<del>—7</del>	Helping students become a good driver
<del>—0</del>	<del>—0</del>	Helping students learn how to avoid paying parking tickets

1) An individual working for the school rated the intended outcome “Helping students learn to drive in winter driving conditions” as a 3 because some of the curriculum dealt with this issue but not very much. He ended up rating the actual outcome as a 5, because he felt half the students actually learned to drive in these types of conditions.

2) This same individual rated the intended outcome of “Helping students become a good driver” as a 10 because that is the whole purpose of the course. He ended up rating the actual outcome as a 7, because he felt that many, but not all, actually became good drivers.

3) Both the intended and actual outcomes of “Helping students learn how to avoid paying parking tickets” were rated as 0, as the course did not deal with this, and nobody learned this information from the course.

INTENDED OUTCOME	ACTUAL OUTCOME	NEEDS
_____	_____	1. Helping immigrants learn English
_____	_____	2. Helping immigrants get information about using mainstream agencies
_____	_____	3. Providing immigrants with social/emotional support
_____	_____	4. Helping immigrants deal with abusive relationships
_____	_____	5. Providing immigrants with volunteer work in their area of expertise
_____	_____	6. Providing immigrants with the opportunity to do volunteer work in general
_____	_____	7. Providing immigrants with information about Canadian culture
_____	_____	8. Providing immigrants with job interview training
_____	_____	9. Teaching immigrants how to write good resumes
_____	_____	10. Providing immigrants with support to do job searches
_____	_____	11. Helping immigrants get a job
_____	_____	12. Helping immigrants get a job that is at a level consistent with their credentials
_____	_____	13. Helping immigrants get their credentials recognized
_____	_____	14. Providing immigrants with profession-specific language training
_____	_____	15. Helping immigrants find housing
_____	_____	16. Helping immigrants obtain documents such as AHC Number, SIN, etc
_____	_____	17. Teaching immigrants about their rights and responsibilities
_____	_____	18. Teaching immigrants new parenting skills
_____	_____	19. Helping immigrants get information about immigrant-serving programs throughout Calgary
_____	_____	20. Providing immigrants with information about how to sponsor relatives who wish to immigrate
_____	_____	21. Providing immigrants with information on how to complete forms (e.g., income tax, WCB forms)
_____	_____	22. Providing immigrants with information about specific senior's issues (applying for pension etc.)

INTENDED OUTCOME	ACTUAL OUTCOME	NEEDS
_____	_____	23. Providing immigrants with work skills training / upgrading
_____	_____	24. Providing immigrant youths with language training
_____	_____	25. Helping immigrants get Canadian work experience
_____	_____	26. Helping immigrants make job-related contacts in the workplace
_____	_____	27. Providing social support to immigrant youths
_____	_____	28. Providing immigrants with information about health related issues
_____	_____	29. Providing immigrants with information about legal issues
_____	_____	30. Reducing discrimination against immigrants in the workplace
_____	_____	31. Providing immigrants with information about transportation
_____	_____	32. Providing childcare for immigrants participating in programs
_____	_____	33. Providing immigrants with information about labour laws
_____	_____	34. Providing immigrants with information about continuing education
_____	_____	35. Providing immigrants with interpretive services for all languages
_____	_____	36. Helping immigrant men deal with anger management
_____	_____	37. Helping immigrant men deal with self-esteem issues
_____	_____	38. Helping immigrant women deal with self-esteem issues
_____	_____	39. Providing immigrants with money management skills
_____	_____	40. Providing immigrant youths with peer support
_____	_____	41. Providing immigrants with opportunities for social and recreational activities
_____	_____	42. Providing immigrants with industry specific computer training (e.g., AccPac for Accountants)
_____	_____	43. Providing immigrants with information about mainstream programs (e.g., Employment Insurance)
_____	_____	44. Providing immigrants with counseling regarding substance abuse (e.g., alcohol abuse)
_____	_____	45. Providing immigrants with language courses at flexible times to allow for work and family

INTENDED OUTCOME	ACTUAL OUTCOME	NEEDS
_____	_____	46. Providing Immigrants with a single point of contact (e.g., caseworker) to provide information on a variety of issues
PLEASE ADD ADDITIONAL NEEDS THAT THIS PROGRAM ADDRESSES IF THEY ARE NOT INCLUDED IN THIS LIST ABOVE		
_____	_____	47.
_____	_____	48.
_____	_____	49.
_____	_____	50.
_____	_____	51.
_____	_____	52.
_____	_____	53.
_____	_____	54.
_____	_____	55.





## **INTERVIEW QUESTIONS FOR EXECUTIVE DIRECTORS**

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### **DEFINITIONS**

1. Before we begin we should make sure we are using various terms in the same way. How would you define the following:
    - (a) Immigrant;
    - (b) Immigrant Serving Agency;
    - (c) Mainstream Agency;
    - (d) Settlement or Resettlement; and
    - (e) Bridging?
- 

### **MANDATE**

- 2.1 How would you describe the mandate or mission of your agency? What do you feel is your agency's role or roles in serving Calgary's immigrant population? (b) How effectively do you feel your agency is fulfilling this role/these roles?
  - 2.2 Are there inconsistencies between your mandate and funder's mandates? How do you reconcile these differences?
- 

### **BOARD FUNCTIONING**

- 3.1 In your opinion, what represents the "Best Practice" when it comes to board governance for agencies that serve Calgary's immigrant population? Please respond in terms of:
  - (a) Board Roles,
  - (b) Terms of Reference (authority),
  - (c) Recruitment (who is recruited),
  - (d) Member Training (credentials, board training),
  - (e) Strategic Planning, and
  - (f) Other.
- 3.2 a) In what areas do you feel your Board represents "best practice"? b) In what areas do you see opportunities for improvement?

## **AGENCY MANAGEMENT**

- 4.1 a) In what areas do you feel Agency represents “best practice”? when it comes to management practices, b) In what areas do you see opportunities for improvement?

Please respond in terms of

- (a) Agency structure, organizational chart
  - (b) Supervisory roles
  - (c) Front-line staff roles
  - (d) Volunteer roles
  - (e) Administrative structure
- 

## **FUNDING**

- 5.1 In general, how adequately do you feel your agency is funded to deliver their services? Why/ Why not?
- 5.2 What improvements could be made to how programs are funded? (Probe: What if overall funding amounts were fixed?)
- 

## **FUND ALLOCATION**

- 6.1 Do you feel that funds could be better allocated across all the programs your agency provides? (b) Why? (c) How?
- 6.3. What are your perspectives about fund development (other alternatives/sources)?
- 

## **BARRIERS**

- 7.1 In your opinion, what are the top barriers to Calgary’s immigrant population accessing services within the current immigrant serving system?
- 7.2 Can you suggest any changes to the system that would make it easier for Calgary’s immigrant population to access the services they need?

## **CONTINUITY BETWEEN AGENCIES**

- 8.1 Overall, do you think it is difficult for Calgary’s immigrants to move from one agency to another within the Immigrant Services System? (b) Why or why not?
  - 8.2 Can you suggest any changes to the system that would make it easier for immigrants to move from one agency to another?
- 

## **BRIDGING**

- 9.1 (a) Overall, do you think the Immigrant Services System is effective in helping Calgary’s immigrant population learn to access mainstream services independently? (b) Why or why not?
  - 9.2 What would you recommend to improve access to mainstream services?
- 

## **GENERAL SYSTEM**

- 10.1 For the Immigrant Services System overall (a) What are the major strengths of the system? (b) What are the major weaknesses of the system?
- 10.2 People often talk about developing more integrated systems of service delivery. What changes are needed to develop a more integrated system?
- 10.3 Have you ever heard of the United Way’s Multicultural Organizational Change (MOC) Initiative?
  - A) If yes, what can you tell me about it? Did you think it was effective?
  - B) If no, This was an initiative that was funded between 1991 and 1996 that was intended to increase access to these “mainstream” services. Do you think it has been effective? Why or why not?

## **AGENCY LEVEL SERVICES**

- 11.1 In general, how effective is your agency in meeting the needs of Calgary's immigrant population? Please explain. What does your agency do particularly well?
- 

## **SYSTEM LEVEL SERVICES**

- 12.1 What role do the ethno-specific agencies play? What role do you think they should play?
- 12.2 In general, how effective is the immigrant serving system in meeting the needs of Calgary's immigrant population? Please explain. What gaps do you see? What duplications do you see?

## **Appendix B: List of Interviewees**

### **Board Chair Interviews**

Carol Sinanan	Calgary Immigrant Women's Association (CIWA)
<a href="#">Tony Clark</a>	Calgary Immigrant Aid Society (CIAS)
Ann Stephenson	Calgary Catholic Immigrant Society (CCIS)
Teresa Woo-Paw	Calgary Chinese Community Service Association (CCCSA)
Son Pham	Vietnamese Canadian Association of Calgary (CVCA)
Connie Rosenstein	Calgary Bridge Foundation for Youth (CBFY)
Fred Enns	Calgary Mennonite Centre for Newcomers (CMCN)

## **Funding Agency Interviews**

Deborah Bartlett	The Calgary Foundation
Wayne Gill	AB Human Resources & Employment
Amal Umar	Canadian Heritage
Ms. Lorna Crowshoe	United Way
Elizabeth Schnitzler	Community & Social Development, The City of Calgary
Barbara Leung	Alberta Learning
Raj Hari	Citizenship and Immigration
Pam Crosby	Calgary Community Adult Learning
Susan Coombes	Human Rights & Citizenship, AB Community Development
Winston McConnell	Wild Rose Foundation
Debi Skoye	Human Resources and Development Canada
Frank Tsang	Calgary Rockyview Child and Family Services Authority
Ruth Copot	
Liz McDougall	Health Canada, Children and Youth Section, Alberta Team

### **Collateral Agency Interviews**

Penny Allan	Calgary Board of Education
Diana Bonbernard	Calgary Family Services
Beverley Chambers	YWCA – LINC programs
Suzanne Cabel	Bow Valley College
Const. Neville Wells	Calgary Police Service
Maya Charlebois	Calgary Regional Health Authority
Cheryl Doherty	Boys and Girls Club of Calgary
Luanne Nixon	Catholic Family Services, Survivors of Torture Program
Micheline Nimmock	8 <sup>th</sup> and 8 <sup>th</sup> Health Centre
Anna Steinberg	Jewish Family Services
Karen Blasé	Calgary Women's Emergency Shelter

## **Appendix C: Literature Review**

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# Introduction

The purpose of this literature review was to develop a list of best practices for

- (a) supporting immigrants and refugees to overcome identified barriers (such as language, employment, and acculturation),
- (b) organizing and delivering immigrant and refugee services, and
- (c) funding immigrant and refugee services.

The literature review was intended to function as an external environmental scan for the Calgary Multifunders Initiative who are in the process of reviewing Calgary's immigrant settlement services. For this reason it does *not* include any discussion of best practices in Calgary but rather focuses on practices in other constituencies. Best practices in Calgary were identified as part of the Calgary services review (i.e., through interviews with collateral agency, funding agency, and immigrant settlement agency stakeholders).

This literature review has three possible outcomes:

1. All best practices identified in this document may already be implemented in Calgary, in which case the literature review does little other than confirm that Calgary services are world leaders in the areas identified above.
2. None of the best practices identified by the literature review are implemented in Calgary, in which case the review may serve as a starting point for system restructuring.
3. The third, and most likely, scenario is that some of the best practices identified in this literature review are already implemented in Calgary, but not all.

Preliminary reactions to draft versions of the literature review indicate that the third scenario is probably the case. It is our hope therefore that the review will confirm those practices where the system is "state of the art" and also suggest other practices that might enhance the system.

The review was developed by searching the literature (both research and the practice or "grey" literature<sup>12</sup>) and by interviewing key experts (local, national, and international). Also included is a glossary with definitions of concepts central to any consideration of immigrant services: (a) bridging, (b) integration, (c) best practice, and (d) cultural competency. The review revealed that while there are few published research studies on the topics

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<sup>12</sup> "Grey literature" is the term that collectively includes academic papers, preprints, committee, research, technical or government reports, standards, discussion papers, newsletters, trade literature and working papers. The major producers of grey literature include government, research institutes, corporations, universities and political organizations. Grey literature can be an important source of information on programs and policies that often go unreported in academic journals (i.e., what is commonly thought of as the research literature).

mentioned above, there are a number of published best practices, largely the work of organizations working in the field. Also, opinions of experts corresponded with the recommendations in the literature.

Finally, this review is not intended to be an exhaustive or systematic survey of international best practices but is instead intended to highlight best practices in several key areas. More detail is available in many of the documents referenced in the bibliography and also from the individuals and agencies who were contacted to provide information.

# Literature Review

## Introduction

There has been little research published on the subject of best practices for delivery of services to immigrants and, in the case of certain populations such as newcomer youth, sometimes *very little* (Anisef & Kilbride, n.d.). Most of what has been written takes the form of recommendations to service providers (i.e., client needs) and does not address how funders might maximize the cost-effectiveness of their services once needs are understood. In this literature review two main types of materials proved useful: (a) research studies and (b) practice-oriented guides and manuals (i.e., the grey literature).

## Research

The lack of research into the governance of immigration services was identified by Sargent, Hohm, and Moser (1999) when they compared private and public refugee settlement programs in San Diego. Their search for evidence uncovered “precious little research on this topic” (p. 3). Majka and Le (1999) identified a number of studies of Australian migrant resettlement programs but few of the works cited were recent, with the most recent being 1994. Anisef and Kilbride (n.d.) have commented that the area of settlement and integration of newcomer youth is “seriously under researched”.

A research project undertaken by Metropolis International found more evidence of the lack of research into immigrant services program delivery policy. The project report, *Building Bridges: Towards Effective Means of Linking Scientific Research and Public Policy: Migrants in European Cities* (2000), included a list of 41 significant migration and integration research themes (see Appendix 1).<sup>13</sup> The list was compiled from topics “considered candidates for state-of-the-art reviews or new research” (p. 71) by the project’s interviewees. Among these were such topics as measures of social integration, migrant health issues, and language acquisition. Most of the themes, however, concerned the needs of migrants and how to best meet them; none of the themes considered governance or funding practices.

Very little research has dealt specifically with immigrants who have chosen to come to a new country. Rather, most studies (e.g., Altinkaya and Omundsen, 1999; Hohm, et al., 1999; Sargent, et al., 1999; Silove, et al., 1999; Waxman, 1998) have considered refugees, who (though they have many of the same issues to deal with when adopting a new homeland) bring with them problems and issues not found in migrants

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<sup>13</sup> The themes were grouped into 8 categories: (a) theories of migration, (b) migration processes and patterns, (c) issues of settlement, (d) economic integration, (e) political and legal integration, (f) social integration, (g) majority responses, and (h) social and cultural identity.

who have chosen to relocate for employment purposes. Among the issues outlined in the literature are concerns about refugees' psychological well-being, as well as the frequency of broken families in refugee migration. Also, while never explicitly stated, it has often been implied that the vast majority of refugees move to a new nation where they do not speak the dominant business language; voluntary immigrants, on the other hand, often choose a country where they will be able to function linguistically. This lack of distinction in the literature, between refugees and immigrants, means that there is a heavy focus on how best to serve refugees.

Beyond the domain of immigrant resettlement there have been some policy and research studies of social service provision in general (e.g., Erickson, Chong, Anderson, & Stevens, 1995; Ohls & Rosenberg, 1999). Some of these studies were considered in this literature review as they may provide some relevant recommendations for immigrant services. There are also numerous studies of the life experiences of immigrants and refugees (e.g., Ng, 1998; Ritsner and Ponizovsky, 1999) which reported information about what services immigrants felt were important and beneficial to them.

## **Practice**

Most of the migration and settlement practice guides identified by this review were produced by service providers themselves (i.e., focusing on how best to serve their clients). Examples of these were the Canadian Council for Refugees' *Best Settlement Practices: Settlement Services for Refugees and Immigrants in Canada* (1998) and the follow up report, *Canadian National Settlement Service Standards Framework* (2000)<sup>14</sup>, both of which outline programs and delivery models which the Council saw as being most beneficial to the immigrant community. Citizenship and Immigration Canada Immigrant Settlement and Adaptation Program (ISAP) also published *Handbook for Service Provider Organizations* (<http://www.cic.gc.ca/english/newcomer/isap-1e.html>).

At the international level, six *Good Practice Guides on the Integration of Refugees in the European Union* were prepared by the European Council on Refugees and Exiles (ECRE) Task Force on Integration (1999). These guides cover such topics as: (a) community and cultural integration, (b) housing, (c) health, (d) education, (e) vocational training, and (e) employment. The purpose of the Task Force was to promote "the exchange of information between organisations working in the field of refugee integration, [develop] policy recommendations and [identify] 'Good Practice'" (1999, p. 5). Also aimed at settlement organizations and practitioners is Gruno and Stovel's *A Workbook for Community Planning: Helping Communities Work Together to Help Newcomers* (1996), prepared for Citizenship and Immigration Canada. Both the ECRE guides

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<sup>14</sup> The 1998 document presented the ideal the authors thought all service providers should strive toward. In the 2000 document, they recognized that all best practices may not be attainable in actual practice. Consequently, they used the best practice recommendations to establish a set of more realistic standards.

and Gruno and Stovel's work contain minimal discussion of funding and governance issues—such as whether it is best to distribute to a variety of competing non-governmental organizations (NGOs) or to set up a governmental body to provide the services.

The Australian Department of Migration and Multicultural Affairs posts its entire grant application information on the web, but does not include more than a brief explanation of the criteria they consider to be good practices (e.g., ensuring that target communities are large enough to warrant grants, not paying agency employees above a prescribed salary).

In general, the most commonly reported model for delivery of immigrant resettlement services involved a combination of governmental organizations, NGOs, and a well-developed volunteer network (as is the case in Canada). Precise information on the exact structure of these cooperative networks was not available for many nations and municipalities, but the Australian system was outlined in some detail by various sources.

The Australian Department of Immigration and Multicultural Affairs (DIMA) site (<http://www.immi.gov.au>) outlines the details of the funding process, including what services are funded and the funding application process. In Australia, not only do immigration and refugee laws fall under the purview of the national government, but the government also takes an active role in immigrant settlement and immigration. Through the Community Settlement Services Scheme (CISS) and the Integrated Humanitarian Settlement Strategy (IHSS), the DIMA funds a variety of institutions which then provide settlement services in various regions of the country. Only not-for-profit, incorporated community or service organizations and local government agencies are eligible for DIMA funding. Commonwealth and State Governing bodies are not eligible for funding assistance from DIMA. Of the \$14 million (Australian) in grants awarded in 1999, the vast majority of organizations who were awarded these grants were NGOs (mostly church and religious groups and ethnospecific community centres), with the Tasmanian Migrant Resource Centre (directly affiliated with DIMA) being the only government institution to receive a grant (\$170,885). This funding scheme is similar to the Canadian model, outlined in the ISAP *Guide for Applicants* (found at <http://www.cic.gc.ca/english/newcomer/isap-2e.html>).

Majka and Le (1999), in their study of southeast Asian immigrants in Melbourne, pointed out that “the bulk of the work in the early and long-term socio-adjustment stages fell on the shoulders of the Melbourne area's more than 60 Indochinese community organizations” (p. 210). Generalist organizations, such as the Department of Community Services and Health or NGOs such as the Ecumenical Migration Centre, provide some assistance, but much of this is in the area of volunteer training workshops or specialist services (i.e., healthcare), while the bulk of the actual trench work is done by ethno-specific organizations.

In a study of Melbourne's settlement programs for African refugees, Majka (1997) found a model "somewhere between the ad hoc, underfunded, uncoordinated, and unassessed organizational approach that exists for . . . migrant populations in the United Kingdom and New Zealand, and the specific national agenda, mega system, precisely measured modes of kindness that operate for many . . . African refugee organizations in the United States" (p. 29). She observed that the chief merits of the Australian model were: broadminded program goals, an elaborate organizational mechanism, and a wide range of mechanisms for meeting diverse immigrant needs. The main shortcoming that she found was the fragmentation that resulted (i.e., there were almost 60 agencies included in the study).

For continental Europe, there is very little information available in English. Many nations, including Sweden, Denmark, Finland, Switzerland, and Norway, have complex websites, which most likely outline some of this material, but only in the national language of that country. For example, the Swedish federal government hosts Swedish and English sites (<http://www.regeringen.se/index.htm> and <http://www.regeringen.se/inenglish/index.htm> respectively), with the Swedish version being much more comprehensive. The English site has a link to the Ministry of Foreign Affairs, which oversees migration, asylum, and refugee policy. None of this, however, deals with the integration of migrants into Swedish society. This task most likely falls under the direction of the Ministry of Health and Social Affairs, whose responsibilities include health and medical care, care of the elderly and the disabled, and social services. This department maintains only a small web presence in Swedish, and nothing is available in English which deals with resettlement of immigrants. The same pattern exists across European national government sites, with the English versions containing little information about governance of social services programs.

The Swedish National Immigration Office does host a small English language website (<http://www.integrationsverket.se/insight.html>) which outlines the duties of the office. These duties include: ensuring that newly-arrived immigrants' need of support is properly met, as well as their need for specially-tailored community information; being the decision-making body in respect of government grants to local authorities and county councils; and providing funding for organizations active in the integration field. From this information, it must be assumed that the Swedish government model is to fund NGOs who then serve the needs of the immigrant population, or at least to work in close cooperation with private sector organizations.

Municipal government sites for European countries, in general, provide even less information regarding the provision of social services to immigrants than do federal government sites. Quite often, the English language version of a municipality's website is merely a tourist information guide, providing photos and travel information for prospective visitors. Examples of this can be seen at the sites of Stockholm

(<http://www.stockholm.se/english/index.htm>) and Goteborg (<http://www.goteborg.se>).

The City of Helsinki, Finland, offers a somewhat more informative view of its social service structure, providing an English language overview of its Social Services Department, including the Unit for Immigrant Services (<http://www.hel.fi/sosv/ypo/mayk/Unit%20for%20immigrant%20services.htm>). Among other things, this Unit supports integration and family reunification. The Unit receives compensation from the state to cover the costs of receiving refugees and returning unaccepted migrants to their homeland, but it is not clear whether this compensation also covers integration costs for those who are accepted to stay in Finland. It is clear that the municipality does not work alone in its effort to integrate migrants into Finnish culture, as the immigrant services unit also

provides information, guidance, and counseling to local authorities and others in matters concerning immigrants. In collaboration with local authorities, immigrants and NGOs, the Unit for Immigrant Services develops community work . . . [and arranges] courses to spread general information on integration and deal with special matters concerning immigration. Advanced courses are also arranged on multi-ethnic working methods. In matters concerning education, culture and health care we [the Unit also provides] consulting services.

According to the website, the Helsinki Unit for Immigrant Services takes a very active role in the immigrant integration process by

- (a) arranging temporary housing and assisting in finding a permanent residence;
- (b) providing immigrants with information on their rights and obligations in Finland;
- (c) instructing adult immigrants to attend classes in Finnish;
- (d) finding suitable schools for children under 16 years of age;
- (e) clarifying the special needs of each client or client family, and arranges necessary supportive measures in collaboration with local authorities or organizations; and
- (f) making applications for social welfare benefits the client is entitled to, and grants a living allowance, if necessary.

What is not clear in the available information is how the “collaboration with local authorities and organizations” works, or even who those authorities and organizations are.

Information specific to municipalities in Canada is not much easier to come by than European information. Again, organizational web sites provide some information about social services, and some specific to refugees and immigrants, but no detail of funding and governance structures. Citizenship and Immigration Canada lists on its website those services for which it provides funds. Similar to the services provided in other countries, these programs include:

*Reception:* Immigrants are greeted upon arrival at the Port of Entry and provided with a "Welcome to Canada" kit, which includes valuable information to help newcomers begin to get settled.

*Referral:* Newcomers are referred to various resources in the community that relate to economic, social, health, cultural, educational and recreational facilities in Canada. A worker from the service provider organization may accompany the client to the community resource, if necessary.

*Community Information/Orientation:* Newcomers are assisted with such aspects of daily life as: public transportation; banking; daycare and babysitting; school registration; shopping for food and clothing; budgeting; nutrition and food preparation; household management; safety; housing (especially dealing with landlords and utility companies); etc. This includes an introduction to the local community to provide newcomers with a sense of belonging to the new community, and information concerning their rights and obligations.

*Interpretation and Translation:* Interpreters are available to assist immigrants and refugees in their day-to-day activities and in accessing services prior to their becoming functional in English or French. Translation services are available for documents relating to employment, health, education and legal matters.

*Para-Professional Counseling:* Non-therapeutic services (identifying needs, determining how to meet those needs, and helping the newcomer get help) are available to immigrants and refugees having difficulty adjusting to life in Canada.

*Employment-Related Services:* These services include assistance in obtaining required certification of education and/or trade documents, and job finding clubs that hold sessions on intensive job search techniques, including résumé writing, interview skills, and use of the telephone.

The Canadian government also provides funding for programs that strengthen immigrant resettlement service delivery, such as research, publications, and workshops for resettlement workers. As with the Australian DIMA, Citizenship and Immigration Canada posts its application guidelines and procedures on the Internet.

## **Best Practices**

A number of funding and governance best practices are described in the literature although few are supported by substantive research. For the

most part, organizational experience is the foundation for these recommendations.

### Programs

Perhaps the most significant barrier to integration for newcomer immigrants and refugees is language. According to the Canadian Council for Refugees, “speaking the language (or languages) of the host society is clearly a fundamental key to participation in that society” (CCR, 1998, 12). Language acquisition services are necessary to enable the migrant to adapt and integrate into the new society. Included in this are not only language courses, but programs which help clients to participate in courses (e.g., providing childcare services for immigrant mothers).

The other frequently cited barrier to access of services for immigrants is the lack of awareness of the programs in general. Ted Rado (1999) has commented that “too often do we hear that given all the treatment services New York does have that not enough immigrants and refugees come in for service” (p. 38). He has suggested strategies like outreach teams and community organizers to reach out to populations who do not make full use of services. Central to the best practice guidelines of the CCR is the thought that services must be accessible to all who need them. This includes “undertaking outreach, so that services are known to those who might benefit” (CCR, 1998, 22). One of the reasons for this barrier is, again, language, and many authors recommend that service providers make the effort to advertise their services in a number of languages to suit the shifting demographics of the immigrant community. It is also noted that target outlets for information about immigrant services must be utilized, such as ethnic community centres, and (where available) ethnic media, such as community radio and newspapers.

A number of sources have recommend using a strong volunteer force as frontline workers in settlement programs or using volunteers more effectively where they are already in place (European Council on Refugees and Exiles, 1999; Mwarigha, 1997). This gives refugees and immigrants the opportunity to interact with community members who are there on their own accord, rather than government and agency employees who are paid to be there. They also recommend encouraging ethnic minorities to assume these volunteer positions, in an attempt to add an air of familiarity for the newcomers. Owen (2000) has suggested that “programs should be developed and run by those for whom they are intended”, meaning that staff and boards of directors of programs should include “a majority of people who share the background and experience of migrants.” This idea has certainly been adopted by the CCR (1998), who have acknowledged that a community-based organization, involving both former and current clients, not only has strong ties to its community (therefore offering a long-term commitment), but also empowers the clients. This gives clients a stronger sense of importance in the community, and helps them to integrate better. In general, Owen (2000) suggested that programs that are run by immigrants themselves provide

better opportunities for integration and settlement than programs that are not.

Julian Chow (1999) has studied American multiservice centres for immigrant populations (in his case, Chinese immigrants in New York, Chicago, and San Francisco). Multiservice centres “differentiate themselves from traditional social services agencies where treatment is provided to clients who, by definition, must be identified as having specific social problems” (p. 72). These services function in a number of ways that perhaps exemplify some best practices<sup>15</sup>:

1. By providing services that are designed to meet the normative needs of the general population, use of the services is destigmatized.
2. Center programs have a primary prevention approach. For example, recognizing that some immigrants who most need programs find childcare a barrier, the centres provide childcare services.
3. Because immigrants experience multiple problems the centres provide multiple services in a holistic, one-stop shopping fashion. They also target whole families, not just individuals.
4. All centres, through their staff and leaders, network with various other organizations in the community. They bridge to organizations in the wider society and also to other social service programs offering more specialized services sometimes not offered by the centres.

Chow describes the practice principles inherent in the multiservice centres that he studied by using the acronym “DECENT” (i.e., developmental, educational, comprehensive, empowerment, networking, and teamwork).

### Governance

One of the key issues in a 1997 report by British Columbia’s Affiliation of Multicultural Societies and Service Agencies (AMMSA) was that service agencies should be broadly focused.<sup>16</sup> AMMSA suggested that “an agency which can offer multi-services is more cost effective” and that “clients do not need to be shuffled around. One-stop shopping is more client responsive [and] can be more effective” (p. 12). That said, “it is unlikely that any single service agency, whether public or private, can assist with all the psychological, social, physical, and cultural needs” of program clients (Erickson, Chong, Anderson, & Stevens, 1995).<sup>17</sup> Creese

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<sup>15</sup> A complete list of services provided across the three multiservice centres is presented in Appendix 4.

<sup>16</sup> An approach that Owen (2000) has termed a “holistic service model, or simply one that responds to the multiple needs of an immigrant family.” In a similar vein, Mwarigha (1997) has suggested that settlement organizations “become learning organizations, moved by creativity rather than problem solving, and . . . see their world in ‘wholes’ rather than in parts.”

<sup>17</sup> While this comment was made specifically in relation to programs for homeless adult drug users, it may very well hold for a wide range of social services, including those immigrant and refugee settlement services.

(1998), however, has observed that broader settlement organizations that may not be affiliated with particular ethno-cultural communities may find it more difficult to raise funding than organizations that are ethno-specific.

AMMSA has also stated that “religiously based services can also be very traditional and can end up not meeting the real needs of the new client”, and that “churches might present their own religion’s perspective, which should be avoided” (p. 12). This worry that a settlement organization may attempt to instill its own values and beliefs on immigrants is frequently addressed in the literature through recommendations of extensive multi-cultural and anti-racism education, for not only the people directly involved with the settlement agencies, but for the whole of a community which is about to accept a large migrant population.

To help maintain a wide range of service availability, a project funded by the Vancouver Foundation and the British Columbia Ministry Responsible for Multiculturalism and Immigration encouraged a close collaboration among various entities providing social services. With the understanding that community-based organizations tend to best settle immigrants, the project discussion recommended that funding bodies and larger agencies develop specific strategies to involve small, grassroots organizations in the service delivery field, with a particular emphasis on ethno-specific organizations (Coyne and Kowalski, 1999). It also recommended finding ways to include the people being served in the settlement services process, in keeping with the recommendations of other reports. However, the authors also warned that smaller, ethno-specific organizations may be wary of collaborating with other agencies for fear of losing their cultural identity, both as an agency and an ethnic group. According to Phase 2 of the project report, “a few groups also spoke of how funders perceive individuals of the same geographic region (e.g., Asia, Africa, Latin America) as one, despite dramatic differences between countries and cultures” (Bartlett and McKittrick, 1999, p. 10). This, of course, raises the question of what integration into society really means and highlights the fears that some groups might have of assimilation rather than integration into Canadian society.

Linkages, whether formal or informal, among service agencies have been recommended by a number of researchers and practitioners.

“Collaboration—the partnership of social service agencies serving at-risk populations—is needed so that duplication of services can be avoided and limited services can be better appropriated” (Nisewaner, 1996, p. 1). Erickson, et al. (1995), have commented that most community “efforts have involved the linking of providers to assess service availability, to effectively utilize scarce resources, and to foster interagency collaboration.” The researchers found that in the case of the program they examined (i.e., ASSET program for homeless adult drug users), it was advantageous for providers and staff of other agencies in the same field to participate in brainstorming meetings for ASSET’s grant applications. This afforded the other agencies time and space to question ASSET’s uniqueness and develop support once they determined that the program was unique in that community. Other efforts that were used to develop

linkages included tours of the new program's facilities, regular luncheons and meetings where the new program was discussed, and telephone contacts with other agency directors. These strategies seem to be applicable to a number of social service settings, including immigrant settlement. However, the researchers found that once the new program was funded and implemented, linkages suffered. Basically, once they were busy delivering programs staff had no time to foster linkages as they once had. Suggestions were made to counter this weakening of linkages, ranging from starting out with one main link and grow it over time, to new programs (termed "new kid" agencies by the researchers) being developed as part of existing agencies.

Creese (1998), in a study of the effects of social services restructuring in Vancouver, noted that a number of agencies came together to form a legally-constituted consortium that might be a model for the future. "This initiative [marked] a new level of collaboration and co-operation among the non-profits in this sector" (p. 23). Mwarigha (1997) has recommended similar cooperative strategies between related settlement organizations. In addition to linkages with similar immigrant and refugee settlement programs, links with the wider array of social service programs in the community might also be considered a best practice. Hayden Raysmith (n.d.) in a policy analysis of social service restructuring in Australia used the example of the Victorian Local Governance Association (VLGA). This organization had, at the time, 450 individual members, 86 community organization members, and 18 local government members. It provided a forum for community-wide discussion of many social service issues such as funding, planning, and competitive tendering. The VLGA received "no . . . government funding, [and had] established working links with four universities and a broad range of other organizations concerned with citizenship, governance, and democracy."

In terms of the evaluation of service delivery practices, and a comparison of whether private or public organizations best provide settlement services to immigrants, the only studies identified in this review were the aforementioned San Diego studies (Hohm, Sargent, & Moser, 1999; Sargent, Hohm, & Moser, 1999)<sup>18</sup>. In a quantitative comparison of two groups of refugees in San Diego (Hohm, Sargent, & Moser, 1999), researchers found that those assisted by the San Diego County's Catholic Charities' Wilson Fish Demonstration Project (WF) in a period from 1992 to 1994 "achieved higher rates of employment, sooner after arrival, resulting in shorter dependency and lower levels of cash assistance" than those who were assisted by the Refugee Employment Services System (RESS), a division of the San Diego County Department of Social Services.

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<sup>18</sup> Owen (2000) has suggested that "it is sometimes tempting for governments to create agencies to support and pursue public policy objectives. However, we have seen that it is far better that they create a space for them to be established and to thrive. This is achieved through a delicate balance of financial support and respect for autonomy." No evidence was given in the article to support this claim.

While the quantitative analysis considered cost (i.e., length of time that refugees required assistance before beginning employment), the qualitative study (Sargent, Hohm, & Moser, 1999) looked at educational attainment by both groups. Of the nine refugees serviced by WF, one received no education in the United States, four achieved a highest level of 'basic' education (ESL and cultural assistance classes), one received some vocational training toward a career, and three entered a community college. In comparison, those being dealt with by RESS fared much better, with two of eight cases taking vocational training, five entering community college, and one working on a university degree. However, the study found that several years after arriving in the USA, "there [were] no appreciable differences between the two groups in terms of pay, benefits, or prestige. Almost all of the refugees [were] working in low-paying, low-status jobs with minimal opportunity for advancement" (p. 408).

In their qualitative comparison of the two assistance organizations (1999), Hohm, Sargent, and Moser described WF as a single agency, which offered concurrent, simultaneous, personal, and flexible services (which echoes the AMSSA's 'one-stop shopping' philosophy). In comparison, the RESS comprised multiple agencies which offered consecutive and sequential services. It was bureaucratic and outcomes were restricted by the bureaucratic process. Those refugees serviced by WF found it easier to maintain effective contact with the agency than did those working with the RESS. In the qualitative study, several clients of WF pointed out that they were quickly taken to places of employment where agency workers knew the potential employer, and were able to use their community connections to assist the refugees. In comparison, RESS clients did not see that kind of connection between the public service sector and the community.

The problem with the study of the WF versus RESS settlement programs is that the authors fail to mention any connection between the two agencies. Whereas the available literature shows that the prevalent model of service delivery involves close cooperation between government agencies and NGOs, many of whom receive government funding, the WF project looks to have no ties with any government agency. This may be a model particular to the United States, where government and private enterprise stay more separated than in many other countries.

### Funding

Owen (2000) identified ongoing funding, as opposed to project specific funding, as a critical success factor in COSTI's ability to form long term relationships with community partners and develop an effective administrative infrastructure.

In a study of citizenship services in New York City, Shaw (1998) found that "fundes rewarded consortia of expert providers. Most awardees [were] teams of agencies" (p. 21) staffed by expert professionals. "All fundes required solid track records of previous work" (p. 21) in the area

of citizenship services. Shaw commented that although consortia do require extra work on the part of the lead agency, she remarked that there was a sense among funders that cooperative planning was a positive method. She also reported joint planning among funders:

city and state entities, charities and nonprofits strengthened their ties through joint planning . . . Such cooperation allocated money wisely, selected expert providers, eliminated duplication, provided a full menu of citizenship services, and filled niches to reach underserved and destitute groups (p. 21).

Relatively recent consultations in Toronto arrived at the conclusion that settlement funds should be used primarily for settlement programs and that priority should be given to programs focusing on early and intermediate stage immigrants (Mwarigha, 1997).<sup>19</sup> Mwarigha has also commented that funders should ensure that funding dollars are focused on the most important stages of settlement.

Mwarigha has also suggested that another funding best practice might be for organizations to start new ventures to generate additional revenues. Organizations might also reduce their overhead costs by sharing space with other organizations and programs.

It has also been suggested that human services agencies and programs should demonstrate cultural competence and that funding agencies should “include assessment of cultural competence in their funding criteria” (Ngo, n.d., p. 70). Assessment should include the submitted funding proposal (e.g., does it include issues of cultural diversity in its goals, objectives, and activities?) and also the governance and management of the system, agency, or profession itself.

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<sup>19</sup> In the early stage immigrants require reception or early settlement services; in the intermediate stage immigrants learn about Canadian systems, start to learn English, and upgrade their training and education; long term stage is when immigrants start to participate as individuals in Canadian society (Mwarigha, 1997).

# Interviews

## Purpose

As with the literature review, interviews focused on best practices for immigrant service systems at the municipal level in Canada. Two guiding questions were used:

1. What are the best practices for supporting immigrants and refugees along the dimensions of overcoming identified barriers such as language, employment, and cultural barriers? What are important elements of support?
2. What are the best practices for organizing and delivering services, and funding immigrant service systems?

## Results

Contact was made with:

- (a) Prairie Centre for Excellence (University of Alberta),
- (b) Mennonite Centre for Newcomers (Edmonton),
- (c) City of Edmonton,
- (d) Catholic Social Services (Edmonton),
- (e) Edmonton Social Planning Council,
- (f) City of Winnipeg,
- (g) Winnipeg United Way,
- (h) United Way (Calgary), and
- (i) City of Ottawa.

One interviewee commented that the guiding questions were “really big” and “hard to answer”. The scope of the questions might have limited the responses that we received.

## Supporting Immigrants and Refugees

Immigrants and refugees are faced with multiple barriers for integrating into Canadian society, such as language, employment, and cultural barriers. Examples of best practices for supporting immigrants and refugees to overcome barriers given by key stakeholders included:

1. Services should adopt a community development approach and include elements of capacity building and leadership development.
2. Services should reflect the way support is provided within a client’s own community (e.g., involvement of extended families and delivery of services in the client’s own language).
3. Ensure that services are available to all who need them and that outreach services involve people who are not aware of an agency’s services.

4. Offer services in an inclusive manner, respectful of, and sensitive to, diversity (e.g., cultural, religious, gender).
5. Ensure that service delivery is accountable to the communities served. Services should be developed in response to existing or anticipated community needs.
6. Agencies should be culturally competent and their staff should be culturally and linguistically diverse. This can also be encouraged at the system level by funders.
7. Base services on reliable and current information.

Important elements of support include language, employment, health services and health promotion, education, and counseling.

### **Organizing and Delivering Immigrant Services**

Best practices for organizing and delivering immigrant services at the system level include:

- **Partnerships.** An example partnership is the Multicultural Health Broker (MHB) Cooperative with the City of Edmonton. The MHBs provide service to the community. Linkages are required, for example, when developing divisions of labour to minimize duplication of services.
- **Access.** Services should be offered where immigrants can access them. This can mean locally-based services or services which can be readily accessed via municipal transportation.
- **Community-Based.** Communities should play a central role in planning and delivering of services. According to the Canadian Council on Refugees (1998) study, community-based immigrant and refugee-serving agencies “have a proven track record as cost-efficient, effective service delivery mechanisms.”
- **Holistic.** Settlement organizations should work with individuals as well as families and communities (i.e., the population approach). For example, it is important to maintain direct service provision to individuals, such as information provision, but it is equally important to address the broader needs of communities and families, provide a full range of services, and involve communities in determining solutions to identified barriers.
- **Range of Services.** Organizations should provide direct services and meet immediate (e.g., social workers, intervention) as well as long-term (e.g., community development, long-term planning) needs. Regularly identified services include ESL, social services, orientation, reception, interpretation and translation, and information services.
- **Referral.** Immigrants should be able to move between agencies (whether referral is provided centrally or by all agencies in the

system), recognizing that no one agency can meet all immigrant needs.

- **Division of Labour.** There should be a loose division of labour in the system so that labour (i.e., services) are not unnecessarily duplicated.

### **Funding Immigrant Service Systems**

- **Multiyear Contracts.** Multiyear contracts (i.e., 3 to 5 years) allow organizations and programs time to develop and grow. A related best practice might also be less frequent or more focused reporting (which means less administrative overhead for the immigrant-serving agency).
- **Cost-efficiency.** One respondent suggested that community-based services are cost-efficient.
- **Overhead.** Funders should recognize overhead (such as telephones and computers) and also fund the data gathering which is needed to complete reports to funders.
- **Flexibility.** Funders should retain an undesignated pool of funds that can be used to respond to emergent trends identified in partnership with immigrant-serving agencies and immigrant communities.
- **Value.** Money is not the only contribution that funders bring to immigrant-serving agencies. Interviewees suggested that funders also have value to immigrant-serving agencies by publishing statistics and trends and providing research and statistics assistance.

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## **Appendix 1: A List of Migration and Integration Research Themes**

This list of immigration research themes is taken from *Building Bridges: Towards Effective Means of Linking Scientific Research and Public Policy: Migrants in European Cities*, an explanatory survey of immigration policy in 10 European countries by Metropolis International for the European Commission (published February, 2000). As the list demonstrates, immigration services funding and governance are not substantial components of the research agenda in this area.

1. *Theories of migration*

- 1.1 Theories of migration processes
- 1.2 Theories of integration

2. *Migration processes and patterns*

- 2.1 Immigration trends
- 2.2 Migration types and typologies
- 2.3 Migration networks
- 2.4 Forced migration
- 2.5 Gender and migration
- 2.6 Undocumented migration
- 2.7 Return migration and development
- 2.8 Demographic trends in migrant populations and host populations

3. *Issues of settlement*

- 3.1 Areas of settlement
- 3.2 Urban concentration
- 3.3 Indicators of segregation
- 3.4 Language acquisition

4. *Economic integration*

- 4.1 Labour market segmentation and patterns of income inequality
- 4.2 Skills mismatch and economic restructuring
- 4.3 Ethnic entrepreneurship
- 4.4 The employment of undocumented workers
- 4.5 Migrants and organized labour
- 4.6 Fiscal impacts of immigration

5. *Political and legal integration*

- 5.1 Patterns of immigration control
- 5.2 Models of multiculturalism/assimilation
- 5.3 Acquisition of citizenship
- 5.4 Anti-discrimination legislation
- 5.5 Voting behaviour
- 5.6 Political mobilization and political organizations

6. *Social integration*

- 6.1 Measures of social integration
- 6.2 Family, household, and community organization
- 6.3 Housing type and quality
- 6.4 Educational aspirations
- 6.5 Educational achievement

- 6.6 Social mobility among migrants
- 6.7 Migrants and health issues
- 6.8 Migrants and the criminal justice system

7. *Majority responses*

- 7.1 Prejudice and attitudes toward immigrants/immigration
- 7.2 Patterns of discrimination
- 7.3 Nationalism and xenophobia
- 7.4 Racial violence
- 7.5 Political extremism

8. *Social and cultural identity*

- 8.1 Ethnic and racial identities
- 8.2 Ethnic stereotypes

## **Appendix 2: Literature Search**

The resources that were used in the literature search included the following bibliographic databases:

- (a) Sociological Abstracts,
- (b) Academic Search Elite,
- (c) Canadian Business and Current Affairs,
- (d) Annotated Bibliography of Canadian Demography,
- (e) Canadian Research Index,
- (f) Expanded Academic ASAP, and
- (g) PAIS (Public Affairs Information Service) International.

Of these databases, most of the relevant retrievals were from Sociological Abstracts, Academic Search ELITE, and Expanded Academic ASAP.

Internet search engines and sites that were used to identify web-accessible "grey" literature included:

- (a) Northern Light (<http://www.northernlight.com>),
- (b) Google (<http://www.google.com>),
- (c) University of Oxford's Refugee Studies Center (<http://www.qeh.ox.ac.uk/rsp/>),
- (d) CERIS Toronto (<http://www.ceris.metropolis.net>), and
- (e) Australia's Council of Social Services (ACOSS) database (<http://www.coss.net.au>).

The ACOSS database was searched in an attempt to locate Australian policy and program evaluation documents. This database was searched using the advanced search capacity (<http://www.coss.net.au/search.html>) for the terms: immigrant or immigrants or immigration or refugee or refugees. This database provides program contact information as well as information about reports and policy documents. Some potentially relevant items were identified in the ACOSS search that may require special arrangements or requests to access. These are listed in Appendix 3.

The bibliographic database with the highest recall (i.e., greatest number of relevant records) was Sociological Abstracts. The search strategy that was ultimately employed in this database (and modified as necessary for subsequent searches of other databases and search engines) was:<sup>20</sup>

```
#1 (immigrant* or migrant* or refugee* or immigrat*)
    and english in la
#2 program* or service* or organization* or agenc*
#3 (governance or funding or funded or (delivery near
    system*) or (interorganizational near network*) or
    (#2 near coordinat*) or (organizational
    effectiveness) or (resource management) or bridging
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<sup>20</sup> Note: the search strategy is reproduced here exactly as it was input into SilverPlatter's Sociological Abstracts database. Asterisks are truncation symbols.

#4 nonprofit\* or communit\* or social or settlement or  
resettlement or integrat\* or nongovernmental or  
NGO\*  
#5 #1 and #3 and (#4 near #2)

## **Appendix 3: Selected Documents from ACOSS Database**

This list of resources was extracted from the Australia's Council of Social Services publications database (<http://www.coss.net.au/>). It is included here as an example of the information that is available on Australia's social services and immigrant settlement system. Most of these reports will likely require special arrangements (e.g., contact with the primary author or interlibrary loan) to obtain.

1. The National integrated settlement strategy ... the way ahead for settlement planning committees and other agencies. Author: Australia. Dept. of Immigration and Ethnic Affairs. Publisher: Unpubl. Publication date: 1994. Physical description: 19p.
2. Understanding Australian settlement services. Author: Cox, David. La Trobe University. Australia. Dept. of Immigration and Multicultural Affairs. Publisher: AGPS. Place of publication: Canberra. Publication date: 1996. Physical description: vi, 56p., biblio. ISBN/ISSN: 0 644 47355 X.
3. Planning criteria for the provision of immigrant services in new areas: based on research in Munno Para, South Australia. Author: Hazebroek, Angela. Australia. Bureau of Immigration and Population Research. Publisher: AGPS. Place of publication: Canberra. Publication date: 1994. Physical description: xvii, 89p., biblio. ISBN/ISSN: 0 644 33198 4.
4. Immigration and local government budgets. Author: Cutts, Llois. Australia. Bureau of Immigration Research. Publisher: AGPS. Place of publication: Canberra. Publication date: 1992. Physical description: xii, 99p., biblio., index. ISBN/ISSN: 0 644 25450 5
5. The Migrant access project scheme: an evaluation. Author(s): Weller, Sally. Morehead, Alison. Series: ACOSS Research Reports no 7.
6. Coping with contracting: a resource pack for non-government community service organisations. Author: WACOSS. Funding Information Network. Publisher: WACOSS. Place of publication: Perth. Publication date: 1995. Physical description: 36p., biblio.
7. "Scaling the peaks": a policy framework for the public funding of statewide non-government organisations in the community services industry: summary. Author: Hamilton, Carole. Barwick, Neville. South Australian Serving Communities Implementation Task Force. Publisher: the Task Force. Place of publication: Adelaide. Publication date: 1993. Physical description: 9p.

8. Competitive tendering and contracting by public sector agencies: overview. Author : Australia. Industry Commission. Publisher : the Commission. Place of publication : Melbourne. Publication date : 1995. Physical description : 49p.
9. Papers - Common cause: relationships and reforms in community services: a joint paper ... Author(s) : WACOSS, VCOSS, TASCROSS, SACOSS, QCOSS, NTCOSS, NCOSS, ACTCOSS, ACOSS, Moore, Cathy, Rogan, Lyla. Series : ACOSS paper 102.
10. A Rather Inhumane Arrangement: Southeast Asian Settlement Assistance Initiatives in Melbourne. Publication Date : [9808]. Author(s) : Majka, Lorraine. Due to its specific historical context and unique sociopolitical milieu, Australia has developed a relatively distinctive Southeast Asian settlement assistance model. This article explores the adequacy of the pattern of service delivery that has evolved in Melbourne in response to the settlement needs of the Southeast Asian community. The research finds that the Australian Indochinese aid initiative is high in principle and rhetoric and low on practical solutions. Despite compassionate public pronouncements, assistance institutions increasingly operate in a harsh social, economic, and political context wherein there are few forced migrant-specific provisions. A devolution policy has also engendered an inefficient patchwork service set-up rather than a benevolent resettlement arrangement. Without a more genuine official orientation and a more appropriate overall approach, many Australian Southeast Asians are destined to continue a protracted struggle against disadvantage and neglect.
11. Reforms in government service provision: case studies. Author : Steering Committee for the Review of Commonwealth/State Service Provision. Australia. Productivity Commission. Australia. Industry Commission. Publisher : the Committee. Place of publication : Melbourne. Publication date : 1997. Physical description : vii, 149p., biblio. ISBN/ISSN : 0 642 27164 X.

## **Appendix 4: Services Provided by Three Multiservice Centres**

This list was taken from Chow (1999, p. 73). Not all services were provided by each of the three centres included in the study. Please refer to the article to determine which services were provided by which centre. The list is included here as an example of the wide range of services that may be provided by immigrant-serving organizations. Note: this list is not mutually exclusive and some cross-listing does occur.

1. Bilingual information and referral
2. Case management, advocacy, and networking services
  - a. Community education and outreach
  - b. Health education services outreach
  - c. Domestic violence community education
  - d. Substance abuse community education
3. Counseling and treatment services
  - a. Adjustment counseling and mental health counseling
  - b. Counseling to domestic violence victims and perpetrators
4. Health services
  - a. Community health program
  - b. Health clinic and health education outreach services
  - c. HIV education and prevention; home attendant program; health clinic in housing development
5. Drug abuse services
  - a. Substance abuse and early intervention services for youths; substance abuse community education
6. Protective services
  - a. Child abuse/neglect prevention and treatment services; domestic violence victims' services; parenting support groups, education and workshops
  - b. Domestic violence awareness services and community education; foster care prevention
7. Vocational rehabilitation services
  - a. Services to parents of people with disabilities; housing for people with disabilities
8. Youth services
  - a. Drop-in centres
  - b. Youth outreach
  - c. School-based/-linked services and programs; summer youth employment; job placement
  - d. Prevention/intervention/education programs; academic and vocational services; empowerment training
9. Housing
  - a. Housing component under social services program
  - b. Hong Ning senior apartment building and Everlasting Pine/Chung Pak (mixed use housing)
10. Employment services

- a. Employment training and placement
  - b. Internships
  - c. Youth career exploration, summer employment
  - d. Senior part-time work program
11. Immigration and legal services
- a. Legal aid/notary public
  - b. Translation and interpretation
  - c. Citizenship class and examination
12. Senior services
- a. Homemaker and chore services; senior drop-in centre; employment; counseling
  - b. Senior home services
  - c. Senior citizen services; part-time employment; Hong Ning apartment building; homebound meals and home attendant program; counseling
13. Families and children
- a. Day care centre
  - b. Child education and development services; family learning and resource centre
  - c. Family planning; support groups
  - d. Family services; counseling

**Appendix 5: Glossary**

## **Best Practice**

The European Council on Refugees and Exiles has suggested that best practice has “the potential to be transferred in whole or in part to other national contexts” (1999, p. 8). Also, best practice should be “innovative, interesting and inspiring” (p. 8).

Owen (2000) has commented that

from the perspective of an immigrant receiving country, what is meant by best [practice] will, to a large extent, depend on and be influenced by our own values and our understanding of settlement and integration. These will vary from country to country. Secondly, these values and understanding may be quite different from those of the source countries of immigrants intending to settle and integrate, Thirdly, settlement and integration happen within, and are defined by, the changing dynamic that occurs between immigrants and the host society.

Best practices, according to Owen, are “the common elements of successful programs including the broader societal frameworks within which good settlement and integration flourishes.” He has also suggested that the concept of “best practice” can be problematic and might be more appropriately termed “promising practice” or “good practice” (as is the case with the European Council on Refugees and Exiles).

## **Bridging**

Alberta Community Development (1995) has defined bridging as

the approach, programme, or services which span the physical, cultural and psychological distances between mainstream organizations and the individual or group from outside the organization's dominant culture. Bridging is an interactive process along a two-way street between service providers and service recipients of diverse backgrounds (page reference to be added).

## **Integration**

The United Nations Economic and Social Council have defined integration as a “gradual process by which new residents become active participants in the economic, social, civic, cultural and spiritual affairs of a new homeland. It is a dynamic process in which values are enriched through mutual acquaintance, accommodation and understanding. It is a process in which both the migrants and their compatriots find an opportunity to make their own distinctive contributions” (cited in Canadian Council for Refugees, 1998).

The European Council on Refugees and Exiles has defined integration as

A process of change that is:

- a) *dynamic and two-way*: it places demands on both receiving societies and the individuals and/or the communities concerned. From a refugee perspective, integration requires a preparedness to adapt to the lifestyle of the host society without having to lose one's own cultural identity. From the point of view of the host society, it requires a willingness to adapt public institutions to changes in the population profile, accept refugees as part of the national community, and take action to facilitate access to resources and decision-making processes.
- b) *long-term*: from a psychological perspective, it often starts at the time of arrival in the country of final destination and is concluded when a refugee becomes an *active* member of that society from a legal, social, economic, educational and cultural perspective.
- c) *multi-dimensional*: it relates both to the conditions for and actual participation in all aspects of the economic, social, cultural, civil and political life of the country of durable asylum as well as to refugees' own perception of and acceptance by and membership in the host society (1999a, p. 29).

### **Cultural Competence**

Cultural competency is defined as "a set of congruent behaviors, attitudes and policies that come together in a system, agency or profession that enables that system, agency or profession to achieve cultural diversity and to work effectively in cross-cultural situations" (Chung, 1992, cited in Ngo, n.d.).