

National Settlement Service and Standards Framework

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Prepared for:
National VSI Working Group IV on
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and Accountability

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The summaries of opinions and interpretations expressed in the VSI working group discussion papers are those of the working group members, either individually or collectively, and do not necessarily reflect the views of CIC, nor do we guarantee the accuracy of the information provided.

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Executive Summary

This discussion document is the result of efforts of National Voluntary Sector Initiative (VSI) Working Group IV on Settlement Standards, Professionalization, and Accountability. The Working Group's objective is to explore and further develop settlement sector standards in order to enhance services to immigrants and refugees.

This document discusses a range of significant settlement issues and presents a national settlement service and standards framework. Standards are generally agreed-upon norms that form a basis of judgement or comparison. This document divides standards into three broad categories: program standards, agency standards, and the core competencies of a settlement counsellor (job standards).

- Program standards relate to settlement services that are provided to newcomers. These are minimum acceptable quality standards that services should attain for a minimum acceptable level of service to clients, government funders or professional bodies.
- Agency (or organizational) standards concern the management and governance of settlement agencies, and also include organizational structure.
- Core competencies (or job standards) describe the knowledge, skills, personal aptitude and qualities that settlement counsellors should possess.

This document was developed through a consultation process that included a literature review, a survey of settlement agencies across Canada, and ongoing feedback from Working Group IV. Sixty-nine agencies from all provinces and one territory responded to the survey.

Section I clarifies what we mean by the terms “settlement service sector,” “settlement services” and “settlement” itself. It also looks at the values and principles that underpin our work.

Section II presents a theoretical framework for measuring settlement outcomes and includes definitions of key results-based management terminology. Current evaluation activities are also described, with an emphasis on the British Columbia model.

Section III describes the importance of having agency, or organizational standards, and lists the characteristics of competent governance and management standards. It also touches on the importance of appropriate agency structure and processes.

Section IV itemizes core competencies for settlement practitioners and settlement counsellors, and presents a code of ethics for settlement practitioners.

Section V briefly addresses the importance of having the settlement sector recognized, and explores the implications of establishing a national settlement body.

A number of practical documents are included as appendices to this document, including a model job description, a model performance appraisal and development plan, and various competency profiles.

Within the settlement sector, a dialogue on standards currently serves to create a commitment to common values and principles and a common vocabulary, and increase overall coherence. It is appropriate for standards to be adopted on a voluntary basis, or used as a tool to enhance the operations of settlement agencies, as well as to create common language and a greater consistency in the sector.

Among the concrete actions that can be undertaken by the settlement service sector in the near future are the following:

- Establish immediate, medium-term, and long-term outcome indicators of settlement, which can be measured and evaluated with the selection criteria in the document;
- Discuss the training, human resource, and financial implications of establishing minimum core competencies for settlement counsellors;
- Discuss core competencies of other key positions in the settlement sector, as categorized in Appendix C; and
- Conduct a feasibility study for the establishment of minimum service standards for settlement services across Canada, including but not limited to, human resource and financial implications, organization capacity building, case loads, time ratio to be spent in direct and administrative service, and a clients' code of rights to access settlement services.

We hope to stimulate a meaningful dialogue about settlement services and standards, and to identify common priorities, linkages, and directions for actions that will lead to increased accountability, greater recognition, and better understanding of the settlement sector and its practitioners.

Introduction

Why Develop a Settlement Service and Standards Framework?

A framework provides a rationale and philosophy affecting policy and service development. As a tool, it must be consistent with the priorities, goals and objectives of the settlement service sector. It outlines the principles and processes to be followed and is generally written for a broad audience.

The Settlement Service and Standards Framework is the result of the efforts of Working Group IV of the Voluntary Sector Initiative (VSI). The Initiative's work on Strengthening the Settlement Service Sector is the result of collaboration between the settlement service sector and governments.

Working Group IV's overall objective is to explore and further develop settlement sector standards to improve service-delivery for immigrants and refugees. This document has six specific objectives:

1. To establish national benchmarks for settlement services that are relatively easy to measure, for interpretation in the larger societal context.
2. To establish minimum organizational and program standards for settlement service providers.
3. To provide model job descriptions, core knowledge and skills requirements of settlement practitioners and establish basic standards in service, while allowing for regional variation.
4. To provide a model performance evaluation tool that will identify skills and training requirements.
5. To provide recruitment and governance guidelines for board directors in order to enhance organizational accountability and effectiveness.
6. To explore means of increasing the profile and recognition of the settlement sector among other social service providers, related professions, and the public.

This document establishes the objectives above in a broad framework and identifies areas where there is a high degree of agreement, as well as areas that will require further dialogue. There is consensus, or a high level of agreement among the settlement sector, in the following areas:

- Functional definition of settlement;
- Definition of settlement service types and service areas; and
- The usefulness of a longitudinal study of clients to determine long-term outcomes.

This framework is intended to serve as a resource or reference document for a discussion of relevant topics at the Second National Settlement Conference.

Working Group IV membership consists of representatives from Citizenship and Immigration Canada (CIC); the governments of Alberta, British Columbia, and Manitoba; as well as settlement service providers. It was co-chaired by Sherman Chan (CCR/MOSAIC) and Bonny Wong-Fortin (CIC) until the latter left in January 2003 and was succeeded by Teresa Pires (CIC).

Why Standards?

Background

Standards are generally agreed-upon norms that form a basis of judgement or comparison. The application of standards is commonly associated with the accreditation, licensing, or certification of a profession, such as social workers and teachers.

For the settlement sector, the discussion of standards needs to be placed in a historical context. Standards also need to be considered within the context of the current stage of the sector's development, and of the resources available to the sector.

Standards for settlement services have been discussed since the federal government initiated Settlement Renewal in 1995 to devolve responsibility for service delivery to other levels of government and local co-ordinating bodies.

National and provincial umbrella organizations, professional and settlement service agencies, such as CCR, OCASI, AMSSA, BCSIWA, and COSTI, have initiated work on occupational competence and standards frameworks. Some provincial governments have also developed organizational standards for funded agencies to demonstrate their capacity to deliver services.

Minimum national standards are required so that specific core services exist across the country regardless of their funding source. (OCASI, 2001)

What do we mean by standards?

Standards can be conceived of at different levels. This document divides standards into three broad categories: program standards, agency standards, and the core competencies of a settlement counsellor (job standards).

- Program standards relate to settlement services provided to newcomers. These are minimum acceptable quality standards that services should attain for a minimum acceptable level of service to clients, government funders or professional bodies.
- Agency (or organizational) standards concern the management and governance of settlement agencies, and also include organizational structure.
- Core competencies (or job standards) refer to the knowledge, skills, personal aptitude and qualities that settlement counsellors should possess.

The benefits of standards

The settlement service sector is mature enough to formalize program and agency standards to improve its accountability, organizational effectiveness, and efficiency.

The ultimate benefit of standards should be improved client services. Once established, standards will make the settlement sector more credible through quality assurance; will improve services to newcomers; and, at the same time make agencies more accountable to funders and communities. Standards will also bolster the confidence of the general public and donors in the voluntary sector.

Program and organizational standards will provide a developmental blueprint for fledgling agencies in areas such as strategic planning, management, program delivery, and general operations. Standards can also serve as a tool against which other organizations may review their operations and programs. There has been some concern in the settlement sector over potential loss of autonomy and micro-management by funders. However, because standards would reassure funders about the efficacy of services and programs, as well as about agency accountability, there would be no need for micro-management.

Finally, national standards for the core competencies of settlement practitioners will define the abilities of practitioners, and render them transferable across Canada. Clearly articulated standards will pave the way for settlement practitioners to gain recognition as specialized professionals in the social services field. Furthermore, standards will contribute to enhanced sector coherence, cross-referrals, partnerships, and greater career mobility for practitioners.

Limits to standards

While most agencies have formal processes for meeting required levels of accountability, management competency, and standards, some agencies struggle to meet all of them.

Settlement service providers and funders alike must understand precisely how and when standards will be used. Standards should not be established at the expense of agency creativity, flexibility, and responsiveness to community needs. Moreover, the comprehensiveness or degree of attainment of standards should be commensurate with the financial resources and longevity of a settlement agency. Additionally, consideration must be given to agencies in rural settings, where there may be limited community resources.

The present condition of the settlement sector makes it more appropriate for standards to be adopted on a voluntary basis, or used as a tool to enhance operations of settlement agencies, as well as to create common language and a greater consistency in the sector.

How was this Framework Developed?

Working Group IV drafted the terms of reference for this discussion document in August 2002 and work began the following October. This discussion document was developed using the following methodologies:

Existing Literature Review of relevant literature

Working Group Discussions with Working Group IV members in a face-to-face meeting, telephone interviews, and teleconferences, as well as feedback on a draft outline

Survey A questionnaire survey of settlement service agencies, most of which are funded under ISAP, Host and/or provincial governments to deliver direct settlement services (A list of settlement service agencies that responded is attached in Appendix B.)

Agency Document A review of sample documents received from settlement service agencies.

Section 1

The Settlement Service Sector

Before discussing standards, we should clarify what we mean by the terms “settlement service sector,” “settlement services” and “settlement” itself. We should also look at the values and principles that underpin our work.

Values and Guiding Principles of the Settlement Service Sector

It has been stressed in the settlement sector that values and guiding principles are critical in the formulation of national standards for settlement services. Notably, these values and principles have been outlined by Canadian Council for Refugees (2000) as well as OCASI/COSTI (1999), and may be summarized as follows:

- **Client-centred:** In the design and provision of services, the unique background of individual clients—including ethnicity, sex, language, migration experience, and specific needs—are taken into consideration, within the mandate and resources of the agency.
- **Empowering:** Services foster the independence of clients in the new environment by facilitating and supporting their learning and decision-making through provision of information, and by recognizing and mobilizing their internal resources, experiences and skills.
- **Holistic:** Services are provided in a manner that simultaneously recognizes the multi-dimensionality of client needs—physical, social, psychological, spiritual, political and other—and aspirations to avoid compartmentalization of those needs. In addition, services include community development and promoting positive changes at the societal level to create a more welcoming environment for clients.
- **Accessible:** Culturally appropriate services are available in a safe environment to all individuals who meet the service provider’s eligibility criteria, and are provided in the client’s language where necessary and feasible; service locations are accessible geographically, and wheelchair-accessible whenever possible.
- **Equitable and Respectful:** Services are provided in a manner that respects the rights and dignity of clients, and without any form of discrimination based on a client’s background.
- **Accountable:** Information is gathered on an ongoing basis so that it is accurate and current; programs and services are monitored and evaluated regularly to improve effectiveness and efficiency; accountability is also ensured by having an appropriate and transparent governance body and practices, appropriate infrastructure, responsible management, and openness to scrutiny by membership and funders.

What is the Settlement Service Sector?

The settlement service sector is a sub-sector of the social service sector. The primary providers of settlement services in Canada are community-based, not-for-profit organizations, which are designed to provide a variety of specialized services to immigrants and refugees. Independent immigrant service agencies, agencies with mandates that go beyond immigrant services, and some broader public sector institutions, such as school boards and health authorities, may help settlement service agencies provide immigrant services. Community-based agencies are also distinctive in their efforts around emerging immigrant-related issues and community development, thereby playing an active and ongoing role in strengthening civil society.

The majority of immigrant-service agencies evolved from community-based volunteer groups formed in response to the perceived needs of immigrants and refugees. A voluntary board of directors typically directs a settlement service agency, with operations and services carried out by paid staff often supported by volunteers. Community-based settlement service agencies are not-for-profit organizations, and the majority are also registered charities. They are unique in providing services that are culturally sensitive, linguistically accessible and non-intimidating to immigrants and refugees. They are also flexible and responsive to client needs and are involved in sector collaboration to improve the larger environment for their clientele.

The programs and operations of settlement service agencies have become increasingly sophisticated over the past few decades as these organizations have accumulated experience and expertise. They have worked within shifting social and fiscal environments and adapted to meet the changing needs of newcomers. Settlement service agencies can now provide a wide range of services to immigrants and refugees from various backgrounds and countries of origin.

In addition, they have organized provincially, regionally, and nationally to more effectively influence policies, conduct professional development, and offer services.

The role of language and occupation-specific training in the sector

Language training and occupation-specific training are widely accepted as integral parts of the settlement service continuum. When the teaching materials of language trainers include orientation information, these trainers become providers of settlement information. “Occupation-specific training” means training that is specific to a particular occupation, such as nursing or engineering, which provides occupation-related vocabulary and orientation to the occupation in Canada. This type of training also contributes to the settlement of immigrants and refugees, especially as some programs include placement with employers, which often leads to employment.

However, further discussion with language instructors is needed, as there are both broad and narrow definitions for language training as it relates to settlement services. Language instructors have a specialized function and their own national professional association and benchmarks. However, while some work in educational institutions, others work in settlement organizations.

It may be appropriate for language instructors to affiliate with both the education and settlement sectors, since their effectiveness depends on both their educational credentials and their sensitivity to immigrant students.

*Settlement is a process that a new immigrant or refugee goes through upon arrival in a new country. It may be divided into short-term (**initial orientation**), intermediate-term (**adaptation**), and long-term (**integration**) stages. The ultimate goal of settlement is for an immigrant to be able to participate fully in, benefit equitably from, and contribute to the economic, social, cultural and political aspects of Canadian life.*

The settlement process has been divided into three general phases: adjustment, adaptation, and integration (Lam 1997, Gilroy 2000). Another factor that is important in evaluating the success of a settlement process is the subjective psychological state of immigrants regarding their quality of life during these three phases. Therefore these phases have been generalized as follows:

- **Initial orientation and adjustment:** In this phase, immigrants acclimatize to and familiarize themselves with the new environment; including the climate, cultural norms, language, systems, and rights and responsibilities so that they can meet immediate and basic necessities of living. This is usually accomplished with the assistance of service providers. During this phase, immigrants feel that life is in a state of flux, and most of their energy is focused on *knowledge acquisition and interpretation* of Canadian systems and society.
- **Adaptation:** In this phase, immigrants gain more in-depth and specific knowledge about the new environment, reassess personal goals, develop social networks, and become more independent. They usually do this with a minimum amount of help from service providers. From an immigrant's perspective, life is reasonably stable during this phase but still in transition as it moves toward the ultimate goal. The client's energy is spent mostly on improving the overall *level of functioning* in the Canadian context.
- **Integration:** In this phase, immigrants attain a stable means of livelihood and a sense of connectedness to Canada; they function independently and confidently, and participate actively as contributing members of Canadian society. This occurs when immigrants become reasonably satisfied with their *life and status* after adjusting to Canadian reality.

Settlement is a long-term and multi-faceted process whose ultimate goal is full integration. While settlement service agencies strive to assist newcomers movement toward that goal, agencies understand that individual circumstances and the external environment may cause newcomers to accomplish it with varying degrees of success.

Just as Canadian-born residents participate in, benefit from, and contribute to different dimensions of Canadian life, the sphere and pace of integration will also differ for newcomers. While readiness plays a part in the long-term integration of newcomers, along with the initial settlement service, societal and institutional factors also help determine the extent and speed of integration. Neither the newcomers nor the service agencies can control these factors. The understanding and acknowledgement of this fundamental limitation has clear implications for the realistic accountability of settlement service agencies, and for the outcomes they should be responsible for bringing about.

While 90 percent of the 69 respondents to the questionnaire agreed with the proposed definition of settlement, agencies kept coming back to the contention that it is neither realistic nor practical to reduce a complex human process into a discrete and universal time frame. Service providers believe that the ups and downs of life—the advances and regressions that people experience—make settlement a dynamic and complex process that is not necessarily linear. Settlement is not a one-way process where the immigrant struggles in a vacuum; it is a two-way process, where societal understanding, acceptance, and responses have a significant impact on the success and the rate of settlement. Furthermore, immigrants do not all progress at the same pace or move from one stage to the next automatically.

Definition of Settlement Services

Settlement services are specialized interventions or activities designed to achieve the goals of immigrant and refugee settlement through orientation, adaptation and integration.

A distinction can be made between service types, or modalities, and service areas. The main **service types** are initial assessment, orientation information, enhanced information, referral, access to services and advocacy, counselling support and crisis intervention, case management, and community development. The chart below briefly describes the **Service Types and Areas**. (Mercer, 2002)

Service Type & Description	Service Area & Illustrative Activities
<p>1) Initial Assessment</p> <ul style="list-style-type: none"> ▪ Providing an initial client assessment to determine client needs & appropriate services. ▪ Facilitating the planning process with clients to develop an initial plan and implementation strategies for settlement. 	<p>Services areas for service types 1 through 5</p> <ul style="list-style-type: none"> a) Accommodation: securing an appropriate residence, understanding tenant or homeowner rights & responsibilities. b) Banking, financial services & taxation systems.
<p>2) Orientation Information</p> <ul style="list-style-type: none"> ▪ Providing clients with introductory and/or basic information on norms, services, and systems in a variety of service areas, including agency services & role. 	<ul style="list-style-type: none"> c) Civic participation & citizenship: understanding government structures & election processes, rights and responsibilities of citizenship, becoming a citizen. d) Community participation: locating and accessing recreational, socio-cultural & religious services.

Service Type & Description	Service Area & Illustrative Activities
<p>3) Enhanced Information</p> <ul style="list-style-type: none"> ▪ Providing clients with detailed information and/or guidance to help them navigate through processes in a variety of service areas. <p>4) Referral</p> <ul style="list-style-type: none"> ▪ Researching information. ▪ Referring clients to relevant services and/or resources within the agency or broader community according to their identified need(s). <p>5) Service Access & Advocacy</p> <ul style="list-style-type: none"> ▪ Helping clients access services and community resources: <ul style="list-style-type: none"> ◦ Cross-cultural Orientation & Mediation ◦ Interpretation ◦ Translation ◦ Making appointments ◦ Clarifying information ◦ Filling out forms ◦ Writing letters ▪ Providing orientation to community service providers on the needs of client groups; working with them & others to service gaps and remove barriers in accessibility and eligibility for individual clients. 	<p>e) Education & training: locating and enrolling children and/or adults in public/private education; various adult language, post-secondary education & specialized training programs.</p> <p>f) Employment: obtaining SIN, job search, career exploration, resume writing, credential evaluation & recognition, employment standards, self-employment, starting a business, work permits for refugee claimants, workplace adjustment.</p> <p>g) Socio-cultural & family adjustment: social norms, cultural gaps, settlement process, parenting, intergenerational issues, gender issues, daycare services, and introduction to family support services.</p> <p>h) Health & well-being: medical services & insurance, mental health, trauma support, winter preparedness, etc.</p> <p>i) Household management & safety: nutrition, budgeting, identifying low-cost resources, consumer and other life skills.</p> <p>j) Immigration & family reunification: maintaining or changing existing immigration status; refugee determination; sponsorship; family reunification; applying for student, visitor & employment visas.</p> <p>k) Legal rights & responsibilities: understanding laws pertaining to marriage, child welfare, property, rental, criminality, discrimination, human rights, police & judicial systems; introduction to legal services.</p> <p>l) Social benefits: understanding and accessing various benefits such as “Child Tax Credit”, CPP, OAS, E.I. and other employment related benefits.</p> <p>m) Transportation & Travel: using public transit systems, obtaining a driver’s license & insurance, securing travel documents, such as a passport.</p>

Service Type & Description	Service Area & Illustrative Activities
<p>6) Counselling Support & Crisis Intervention</p> <ul style="list-style-type: none"> ▪ Providing para-professional counselling support to deal with various stresses resulting from migration. 	<ul style="list-style-type: none"> a) Culture shock and cross-cultural issues b) Family disputes & violence c) Parenting & child welfare issues d) Issues of racism
<p>7) Case Management</p> <ul style="list-style-type: none"> ▪ Participating in case management and conferring with other service providers. 	<ul style="list-style-type: none"> e) Workplace issues f) Mental health
<p>8) Community Development</p> <ul style="list-style-type: none"> ▪ Fostering or increasing the capacity of the larger community to meet client needs. ▪ Providing support through the creation of resources and the provision of expertise necessary to support service delivery. 	<ul style="list-style-type: none"> a) Client community leadership development, development of new community networks, and mutual support groups. b) Interagency networking & collaboration, professional development, consultation with community and governments to enhance the development of the settlement sector. c) Host community: public education and cross-cultural sensitization.

Ninety-four percent of the respondents to the questionnaire support the above descriptions of service types, and 93 percent agree with the descriptions of service areas. This indicates that these are typical situations in the vast majority of agencies.

Not all settlement agencies are expected to provide all of the listed service types. As a result of client needs in some locations, or the availability of resources in an agency or in the community, some agencies may provide only a few services or specialize in some areas.

The descriptions of service types do not include services like language and employment programs, Host and volunteer programs, or family counselling support programs.

While this discussion document focuses on individual agencies and programs, it is important not to lose sight of the larger picture. Working Group IV has also recommended the coordination of an overall strategy in service development at the policy and funding levels. While some programs may be delivered only by governments, there must be coordination in order to prevent compartmentalization of services. Furthermore, at the service delivery level, agencies may opt for an integrated model in which staff from various programs and services work jointly as a service delivery team to uphold standards and enhance agency cohesiveness.

Section 2

Program Standards

Program standards are minimum acceptable standards of quality that settlement services should attain to ensure a minimum acceptable level of service to clients, funders or professional bodies. These services should contribute to settlement outcomes for clients.

Although there are concerns among some agencies that standards may stifle creativity and flexibility, there seem to be several aspects that settlement programs across Canada may need to consider as their common minimum practice:

Regarding Clients

Program eligibility, admission procedure, client rights and responsibilities, confidentiality, and grievance, etc.

Regarding Service Delivery

Core activities of settlement service, time constraints, issues of cultural and linguistic appropriateness, case management, caseload, and follow-ups, etc.

Regarding Documentation of Service

What statistics are collected from clients with what common system; reporting system; storage of information, etc.

Regarding Program Outcomes

What level of outcomes (short-term, intermediate-term or long-term), what indicators, who should collect, and report to whom, etc.

This section deals mainly with the program-standards issues surrounding the measurement of outcomes and the methodology used for this measurement.

Using Results-Based Management

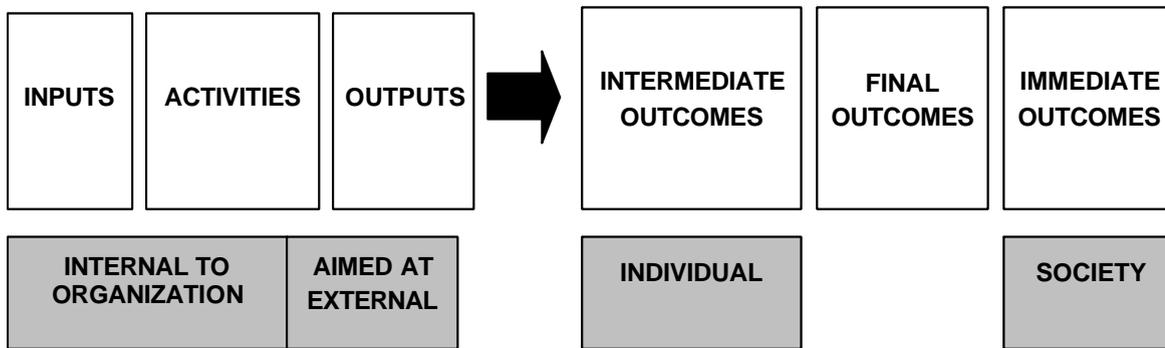
Results-Based Management is a participatory and team-based approach to management that seeks to focus on the efforts of an organization or program to achieve results. It involves defining realistic expectations, assessing risk, monitoring progress towards the achievement of results (performance measurement), integrating lessons learned into management decisions, and reporting them in simple, understandable ways. (CIC, 2003)

Program Logic Model

Governments and community-based settlement agencies have used a variety of Results-Based Management tools for planning, implementing, and monitoring, ranging from organic and experience-based tools to more formal tools. The program logic model is a formal tool used by a significant number of settlement agencies.

A program logic model is a systematic, visual way of describing a program and its planned results. In it the user describes and discusses program theory alongside program development. (Basic Guide to Outcome Based Evaluation in Non-Profit Organization)

The logic model, often referred to as the results chain, shows the casual or logical relationship between inputs, activities, outputs, and results. Although there are different possible configurations, the model can be visualized as follows:



Key Results Terminology

The terminology of Results-Based Management can be confusing, as similar terms are defined in slightly different ways. The definitions in the chart below conform to usage within the Treasury Board Secretariat of Canada.

Results Chain	Definition	Examples
Input	<ul style="list-style-type: none"> ▪ Resources required to carry out activities <ul style="list-style-type: none"> ▪ human ▪ financial ▪ material, etc. 	<ul style="list-style-type: none"> ▪ financial contributions to service providers
Activity	<ul style="list-style-type: none"> ▪ an operation or work process internal to an organization ▪ leads to outputs actions 	<ul style="list-style-type: none"> ▪ client linguistic eligibility determination ▪ client language training and support
Output	<ul style="list-style-type: none"> ▪ direct products or services stemming from activities ▪ results from a “cause and effect” relationship ▪ usually things that can be counted 	<ul style="list-style-type: none"> ▪ placement of newcomers in language classes ▪ language training programs (classroom -based, distance education, technology -assisted education, work site training and outreach programs)
Outcomes	<ul style="list-style-type: none"> ▪ a describable, measurable change ▪ external to an organization ▪ considered to be significant ▪ can be immediate (direct), intermediate (indirect), or final outcomes 	<ul style="list-style-type: none"> ▪ Immediate - improved language skills in both oral and written communication (English/French) ▪ Intermediate - increased ability of LINC clients to communicate ▪ Final - LINC clients contribute their skills and abilities to society
Reach	<ul style="list-style-type: none"> ▪ Individuals or organizations targeted and affected by a policy or program 	<ul style="list-style-type: none"> ▪ Immigrants ▪ Refugees

Measuring Settlement Outcomes

Under ideal circumstances, an agency would have mechanisms for measuring its own performance and evaluating the outcomes of its services. After selecting appropriate indicators for measurement, the agency would adopt a strategy to track progress and would develop a process for regularly and systematically assessing the outcomes and cost-effectiveness of their programs and for making program adjustments and enhancements. Such assessments should be undertaken for programs individually, as well as in comparison with other programs in an agency.

Citizenship and Immigration Canada's Contribution Accountability Framework (CAF) sees evaluation and performance measurement as two key accountability tools. CAF defines evaluation as the *periodic*, systematic collection and analysis of information on the performance of a policy, program or initiative to make judgements about relevance, progress, or success and cost-effectiveness and to inform future programming decisions about design and implementation. CAF defines performance measurement as the *on-going* collection of, and reporting on, information on program implementation to guide corporate decision-making.

The survey feedback indicates that most settlement agencies do not have the time and resource capacity required to conduct program evaluations. Nevertheless, the majority of agencies measure performance in a variety of ways and capture qualitative information about the impact of their programs.

OCASI/COSTI Partnership Project (June 1999) reports that the first human service organization in Ontario to adopt the use of standards was Family Service Ontario, an association of agencies providing counselling services through professional social workers. The association has used a voluntary accreditation system, which accredits agencies according to their compliance with standards for program delivery, governance and other areas.

The OCASI/COSTI Partnership Project (June 1999) further produced an extensive list of standards for service delivery, corresponding desired outcomes for clients and for an organization as a whole. Subsequently, using the framework, the Ottawa-Carleton Immigrant Services Organization developed standards for settlement services in all categories. The standards spell out specifically who does what, for whom, when, and why. A sample of the standards for services under the economic category is attached in *Appendix A*.

The importance of indicators

Before settlement agencies can measure the outcomes of their programs and services meaningfully, they must first define the indicators that measure the degree to which an immigrant is settled. However, it is not feasible to create a system that will measure settlement program outcomes with perfect precision.

The Auditor General of Canada's *2000 Report on the Implementing Results-Based Management. Lessons from the Literature* notes, "Over-complexity of a performance measurement system will lead to implementation problems and will simply frustrate stakeholders. The easier it is to use and apply, the more likely stakeholders will adopt and embrace the new approach." It is therefore imperative for the settlement sector to measure a few indicators and keep data collection and administration simple.

When selecting performance indicators, choose those with the following qualities: (Shacter, 2002)

- Strong causal relationships with the ultimate outcomes;
- High level of program control over the indicators being measured;
- Show meaningful changes over time;
- Low cost in obtaining data; and
- Minimum amount of time required to obtain data or ease of administration.

At the current stage in the development of the settlement sector, it appears that service providers can be responsible for measuring mainly the immediate and intermediate outcomes of settlement services. It would be difficult for them to measure service outcomes that are beyond their control, and where causal relationships are uncertain. The survey made it clear that service providers have neither the financial and human resources nor the in-house expertise to conduct a longitudinal study to measure the medium-term or long-term impact of their services on immigrants.

Such a task would require dedicated resources so that information could be gathered from a range of services such as LINC, Host, and ISAP, and the outcomes would have to be studied over a considerable period of time, taking into account such variables as socio-economic trends, immigrant and refugee characteristics, and any changes in services and resources.

Current settlement evaluation initiatives

British Columbia has developed the Program Logic Model and Outcome Evaluation Framework for Settlement Information and Support Services (BC MCAWS, June 2003) on the next page. In addition, a provincial Advisory Committee on Performance Measurement and Reporting is developing a province-wide standardized questionnaire for immigrant-service agencies to use, in whole or in part, to evaluate their outcomes in British Columbia.

Since November 2002, the Community Programs Branch of Alberta Learning has been implementing the “Outcomes Measurement for Immigrant Settlement Services” Project. It provided training and coaching services to the Integrated Service Program (ISP) funders and funded agencies to understand the language and theory of Outcomes Measurement. It is now working toward the development of logic models and indicators for the ISP programs within each of the 17 immigrant serving agencies across Alberta.

CIC will be evaluating its settlement programs in 2003–04 and 2004–05. Adopting results-based management practices as a pre-requisite for meaningful program evaluations, CIC will therefore undertake an exercise to define program results and indicators in cooperation with stakeholders before proceeding with formal evaluations of its settlement programs.

Program Logic Model

INPUT <i>Resources dedicated to or consumed by the program</i>	ACTIVITIES <i>What the program does with inputs to fulfil its mission</i>	OUTPUTS <i>The direct products of program activities</i>
Funding Staff Program and Office Space Materials and Equipment Community Partners Guest Speakers	1. Initial assessment and Action Planning Assess client needs & barriers Identify appropriate services Assist clients to set goals and priorities & develop realistic plans	number of clients who received initial assessment and developed a plan of action toward settlement
	2. Orientation Information Provide clients with an overview of Canadian services and systems, life and culture	number of clients who obtained an overview of Canadian norms, culture, services, and systems
	3. Enhanced Information and Adjustment Support Provide clients with detailed information necessary to navigate specific processes, such as obtaining citizenship, family reunification, and making family and cultural adjustments	number of clients who obtained assistance and detailed information to navigate a settlement, adjustment or immigration process
	4. Referral Introduce clients to relevant services and resources that meet their specific needs	number of clients who obtained information and referral to a specific service or resource that meets their needs
	5. Service Linking Help clients use relevant services and resources and articulate their needs through <ul style="list-style-type: none"> • appointmentmaking • form filling • interpretation/ translation • cross cultural orientation 	number of clients who were helped in finding a specific service
	6. Service Bridging Help community service providers understand and serve immigrant clients	number of service providers from the host community who obtained information or assistance from the settlement agency number and type of service partnerships with non-settlement service agencies
	7. Service Support Develop resources and expertise necessary to support service delivery <ul style="list-style-type: none"> • networking and resource development • participation in sectoral development • professional development 	number and type of new community contacts and resource materials developed number and type of service-related community or government consultations attended number and type of professional development events or initiatives attended

Program Logic Model (continued)

IMMEDIATE OUTCOMES <i>First benefits or changes in knowledge or ability resulting from program activities</i>	MEDIUM -TERM OUTCOMES <i>Changes in attitude and behaviour that result from new knowledge or ability and link immediate outcomes to longer-term outcomes</i>	LONG-TERM OUTCOMES <i>Ultimate outcomes a program desires to achieve or the most removed benefits that the program can reasonably expect to influence</i>
Clients are aware of barriers and options	<div style="border: 1px solid black; padding: 5px; text-align: center;"> Clients develop realistic goals and plans </div>	<div style="border: 1px solid black; padding: 10px; text-align: center;"> Clients maintain a sense of well-being, confidence and independence </div>
Clients understand Canadian norms and culture Clients are familiar with general services and systems	<div style="border: 1px solid black; padding: 5px; text-align: center;"> Clients adjust to Canadian life and culture and deal with issues that result from resettlement and adjustment </div>	
Clients know immigration, settlement and adjustment processes	<div style="border: 1px solid black; padding: 5px; text-align: center;"> Clients meet personal and family needs and pursue improvements </div>	
Clients know about appropriate services and resources that meet their specific needs	<div style="border: 1px solid black; padding: 5px; text-align: center;"> Clients interact with mainstream society </div>	<div style="border: 1px solid black; padding: 10px; text-align: center;"> Clients identify with and enrich Canadian culture </div>
Clients can communicate their needs to appropriate services or resources	<div style="border: 1px solid black; padding: 5px; text-align: center;"> The general service community adapts to newcomer needs </div>	
The general service community is more aware of immigrant needs	<div style="border: 1px solid black; padding: 5px; text-align: center;"> The settlement agency improves and enhances its services to meet changing needs </div>	<div style="border: 1px solid black; padding: 10px; text-align: center;"> Clients participate in and affect mainstream institutions and political processes </div>
The settlement agency has the necessary knowledge base and resources to deal with changing needs		

Outcomes Evaluation Framework

ACTIVITIES <i>See activities in logic model</i>	IMMEDIATE OUTCOMES <i>First benefits or changes in knowledge or ability</i>	INDICATORS <i>Observable and measurable characteristic or change that signals that an outcome has been achieved</i>	DATA SOURCE	DATA COLLECTION METHOD
1	Clients are aware of barriers and options	<ul style="list-style-type: none"> ▪ number and percentage of clients who report that they have learned of a situation (e.g. employment/labour market situation) that might affect their settlement and know of options that are open to them 	Clients	Client survey
2	Clients know Canadian norms and culture Clients know about general services and systems	<ul style="list-style-type: none"> ▪ number and percentage of clients who demonstrate knowledge of what is ordinary and socially acceptable in Canadian society ▪ number and percentage of clients who demonstrate knowledge of their legal rights and entitlements or responsibilities ▪ number and percentage of clients who demonstrate knowledge of major cultural events and holidays celebrated by the mainstream community ▪ number and percentage of clients who demonstrate knowledge of basic services or systems in the general community 	Clients	Client survey and test
3	Clients know immigration, settlement or adjustment processes	<ul style="list-style-type: none"> ▪ number and percentage of clients who report that they now know the steps required to meet specific needs, such as status, family reunification, and benefits 	Clients	Client survey
4	Clients know about appropriate services and resources that meet their specific needs	<ul style="list-style-type: none"> ▪ number and percentage of clients who report that they know how to contact a government or community service relevant to their need 	Clients	Client survey
5	Clients can communicate their needs to appropriate services or resources	<ul style="list-style-type: none"> ▪ number and percentage of clients who report that the support they receive has improved their communication with a mainstream agency 	Clients	Client survey
6	The general service community is more aware of immigrants' needs	<ul style="list-style-type: none"> ▪ number of mainstream organizations and businesses (contacted through service-bridging activity) that report a better understanding of immigrant needs 	Mainstream agencies	Interview with mainstream agencies
7	The settlement agency has the necessary knowledge base and resources to deal with changing needs	<ul style="list-style-type: none"> ▪ number and percentage of settlement practitioners who report that they have sufficient resources, training and support to do their job 	Settlement staff	Staff survey

Outcomes Evaluation Framework (continued)

MEDIUM -TERM OUTCOMES <i>Changes in attitude and behaviour that result from new knowledge or ability</i>	INDICATORS <i>Observable and measurable characteristic or changes that signal that an outcome has been achieved</i>	DATA SOURCE	DATA COLLECTION METHOD
Clients develop realistic goals and plans	<ul style="list-style-type: none"> ▪ number and percentage of clients who report that they have identified or redefined their employment plans or personal goals based on an increased awareness of barriers or options 	Clients	Client survey
Clients adjust to Canadian life and culture and deal with issues that result from resettlement and adjustment	<ul style="list-style-type: none"> ▪ number and percentage of clients who report a change in lifestyle, attitude or practice that reflect Canadian norms culture such as parenting, gender roles, social recreational activities, banking and budgeting ▪ number and percentage of clients who report that they have used appropriate services to deal with legal, interpersonal or family issues that result from resettlement or adjustment 	Clients	Client survey or focus group
Clients meet personal and family needs and pursue improvements	<ul style="list-style-type: none"> ▪ number and percentage of clients who report that they have used mainstream services and systems to meet settlement needs such as shelter, status, documentation, employment and educational counselling, day care, or to obtain basic entitlements such as social benefits and health care 	Clients Settlement staff	Client survey Service record
Clients interact with mainstream society	<ul style="list-style-type: none"> ▪ number and percentage of clients who report that they have used a service or program to improve their situation or quality of life or to attain personal goals such as recognition of credentials, or enrollment in educational or training programs ▪ number and percentage of clients who report that they participate or volunteer in community or school activities or networks 	Clients Settlement staff	Client survey Service record
The general service community adapts to newcomer needs	<ul style="list-style-type: none"> ▪ number and percentage of mainstream organizations and businesses (contacted through service bridging activity) that adapt a product, service process or programming, policy or practice to take account of immigrant needs 	Settlement agency or Mainstream agencies	Settlement agency service record or Interview with mainstream agencies
The settlement agency improves and enhances its services to meet changing needs and environment	<ul style="list-style-type: none"> ▪ Agency reports that they have aligned their service activities and approach with changing needs and environment 	Settlement agency	Agency report

Section 3

Agency Standards

The most discussed aspect of accountability in the settlement sector has been performance measurement for programs (as described above). However, it is equally important to set minimum standards for an agency as a whole, to ensure that it is accountable as well as healthy, and able to support effective programs over the long term.

Several categories of indicators are used to ensure that an agency is accountable and achieving its intended purpose. At an organizational level, there must be an appropriate, accountable governing body with sound governance policies and practices. Secondly, there must be strong management, with the necessary infrastructure and practices, and the ability to anticipate emerging service trends. Thirdly, programs and services must be designed and delivered in a professional manner that meets the needs of the target groups. These accountability and performance indicators need to be used in a balanced manner with numerical performance indicators when reviewing the overall vitality, developmental phase, and effectiveness of an organization.

These indicators should be viewed as guidelines or a checklist for agencies as they grow and mature, and should be commensurate with resources available to them. These indicators would be inappropriate as strict requirements or criteria to be enforced regardless of the size, longevity, and resources of an agency. Unique local conditions may also need to be considered when assessing organizations, as one size does not fit all across Canada.

The sustainability of existing funding practices to support organizational infrastructure is one problem area in the voluntary sector. The current method of contract funding typically covers only the incremental costs directly related to the front line service staff and program-related expenses, and some supervisory costs. (VSI Secretariat, 2002) In addition, some contributions are also made toward administrative and management costs. However, many agencies feel that there is insufficient support for organizational infrastructure and management costs, both of which are necessary parts of any healthy organization.

Vision, Mission, Goal and Objectives

In order to meet minimum standards, a settlement agency should be clear about its vision, mission, goal, and objectives. An agency's conduct, programs, and activities should be consistent with its stated mission or goals.

The vast majority of settlement organizations have planning processes, from less structured to more formal and regular strategic planning processes involving board and staff. Nevertheless, it is also imperative for organizations to remain flexible, agile, and adaptable to any sudden changes. While it is important to plan for the long term, a settlement organization needs to retain the capacity and versatility to respond to client needs.

Competent Governance

The board of directors is ultimately accountable to its community via its membership and funders. Therefore, governance is a critical and central part of an agency's accountability framework. The majority of agencies that responded to the questionnaire have, to varying degrees, paid attention to governance issues.

An organization should have a clearly stated mission and goals, which evolved in strategic planning exercises involving board and staff. There should be organizational infrastructure and processes in place to ensure accountability and effectiveness—for example, transparency in the utilization of resources to achieve stated goals.

There should be an open and fair board recruitment process, although procedures may range from simple to more elaborate processes with a nomination committee. In large organizations with mandates broader than settlement, a settlement advisory committee with meaningful decision-making powers should act as the governing body for settlement services. This committee should ideally be represented on the board of directors.

The recruitment of board members normally begins with a skills inventory and an analysis of the existing composition and the profile and skills required. Important considerations by settlement agencies include the following:

- The composition should reflect the community in terms of gender, ethno-cultural backgrounds, and experience as immigrants or refugees.
- Skills should be sought to help the agency meet its strategic objectives for the next several years, and should generally cover broad areas such as finances, agency capacity building, resource development, management, community relations, human resources, and legal expertise. Some fundamental qualities, such as an ability to work in a team and interpersonal skills, are required in all board members.
- The recruitment process must be transparent, with clearly defined criteria and ideally with a brief job description for prospective board nominees. An orientation session may be held with interested candidates so that expectations are clarified, or agency literature can be made available to them. The chair or the executive director can play an active role in supporting the recruitment efforts and orientation to the agency.

It is common for a nominating committee to be composed of respected retiring board members, in addition to active members. A nominating committee may be authorized to select a slate of nominees for ratification at the membership meeting or present a slate of candidates for the membership to elect. The appropriate approach will depend on the maturity, size, and organizational culture of the agency.

For an agency to function properly, it is crucial for it to have a clearly defined structure, as well as roles and responsibilities for the board, the executive director, management and staff. A clear line of communication between the board, management, and staff is also important.

A responsible board is ultimately accountable to both the funders and community stakeholders. A new board member should be made to feel welcome and integrated into the culture and activities of the organization.

A board orientation manual or development session is instrumental in helping new board members to become productive, and should include the following areas:

- Basic stewardship role and leadership responsibility of the board, and duties in due diligence, loyalty, and ethical behaviour;
- Orientation to the organizational mandate or mission, strategic plan, and agency services;
- Organizational structure;
- Past year's Annual Report;
- Basic guidelines for meetings and decision-making;
- Conflict of interest policy;
- Confidentiality policy; and
- Board renewal and recruitment guidelines.

Additionally, it is advisable for board members to sign a pledge to uphold the relevant policies and conduct themselves in a manner that is beneficial to the agency.

**For more information about governance,
please refer to the Institute of Governance Web site: www.iog.ca**

Competent Management

A competently managed and adequately resourced agency should demonstrate minimum standards in the following non-program areas: planning processes, legal compliance, financial and risk management, human resources management, information management, performance measurement and evaluation, and appropriate agency structure and processes for communication and community involvement.

Financial management

One of the responsibilities of a board of directors is to ensure the fiscal viability of the organization. Financial management is scrutinized frequently by settlement agencies, either based on funder requirements or internal mechanisms. While all agencies undergo annual audits by qualified external auditors, many larger organizations have policies and procedures governing financial operations, a board finance committee, and a dedicated finance manager.

Many agencies also undertake resource development projects to supplement their resources. When developing new financial resources, the board is responsible for working with senior management, but small-scale or *ad hoc* fundraising activities should be largely volunteer-based in order to be cost-effective.

In general, the financial operations of a settlement agency must follow generally accepted accounting principles. If it is a registered charity, this will ensure that its financial operations comply with legislation governing registered charities. Besides the minimum required budget, a cash flow projection is required for internal purposes, particularly for agencies with very limited financial resources. It is also a general practice to review financial status at least on a quarterly basis.

Human resource management

Settlement agencies should base their human resource management practices on provincial employment standards legislation, the Federal Labour Code, and federal and provincial human rights legislation. A majority of agencies surveyed do have a human resource policy, including such issues as work hours, hiring, probation, disciplinary, complaints resolution and grievance, termination procedures, benefits, and vacation.

Besides complying with all employment legislation, every employee should have a current job description, specifying required qualifications, and, ideally, the salary range. However, smaller or fledgling organizations do not always have professional development funds or performance appraisal tools in place, and a significant number of settlement agencies do not have the financial ability to give salary increases to reward meritorious performance.

Staff performance review is an important component of agency accountability, and it will be discussed in greater depth in a later section. A competent agency should have a written performance appraisal process and format in place. Ideally, a performance appraisal is conducted annually for every staff member, with an annual professional development plan. Employees should also be aware of the salary structure for their position, plus criteria and mechanisms for movement.

If practitioners in the settlement sector are to become professionals, the issue of salary and benefits will require further attention.

Risk management

Another important consideration for larger agencies is risk management. They need to be concerned with property insurance, liability for staff, volunteers and board, third-party liability, client safety, workplace health and safety, on-site emergency equipment, and procedures for dealing with emergency or unusual situations. At best, agencies will also have contingency operational funds in place to ensure that cash-flow problems do not impede services.

Information management

The board of directors and management should have an appropriate information management system in place so that they can make decisions, plan, and monitor agency functions. They should also keep information for assessing client needs, services trends, service efficiency, service impact, and staff workload distribution, and reviewing programs.

Information management comprises data collection, compilation, analysis and reports so that funders and settlement agencies can plan, manage, and assess accountability and performance. In collecting client data, it is imperative to comply with privacy legislation and to respect client confidentiality.

Agencies can manage information more efficiently by taking greater advantage of technology. They should have a basic competency in using information technology for the management of information.

Appropriate Agency Structure and Processes

Competent management needs to address the issue of organizational structure. This includes having a board and committee structure prepared to carry out necessary functions, empowering supervisors or managers, establishing effective internal communication, delegating appropriate authority, and distributing workloads.

To maintain effective services, the agency needs to build broad networks and communicate with stakeholders and other service providers. These activities may include service development, non-partisan political advocacy, policy development, and other incident-based activities. Not-for profit agencies should hold annual general meetings to inform their members about the activities, finances, and accomplishments of the past year. Some larger organizations have newsletters that are sent regularly to update members and other interested stakeholders.

In addition, a healthy agency should link with other social service agencies, and link or collaborate with other sectors. It would also be beneficial to participate in sector-wide activities and engage in joint advocacy efforts to enhance services or act as the change agent to render the larger environment more conducive to settlement.

Section 4

Settlement Practitioners Core Competencies

The settlement sector has generally agreed that it would be beneficial for all settlement practitioners to share a set of foundational core competencies. This discussion document defines **settlement practitioner** broadly, to include settlement counsellors, program managers, Host program coordinators, employment counsellors, and other positions listed and categorized in Appendix C. There are specific competencies related to each position. As was mentioned in Section 1, further discussion is needed to determine whether these core competencies should apply to language instructors.

Minimum Core Competencies for a Settlement Counsellor

The implications of establishing minimum core competencies for settlement counsellors need to be considered. Currently, a significant number of settlement agencies do not have annual salary increments for their staff, and it is unclear what proportion of agencies have professional development funds. If minimum standards are established, they may lead to expectations for a minimum salary levels as well. In addition, resources might have to be allocated for skills upgrading or training in specific areas over an established timeframe.

Some work has been done in defining foundational knowledge or core competencies required for settlement practitioners in general. Holmes and Kingwell (2002) have outlined the minimum skills and personal qualities that practitioners must add to their foundational knowledge:

Settlement Practitioner

1. Knowledge

- Understand the essential concepts relating to: settlement, culture, Canadian social organization, multiculturalism, human rights, anti-racism, as well as relevant legislation and policies; and
- Knowledgeable about or capable of learning about community context and resources.

2. Skills

- Able to communicate effectively, in a non-official language where necessary;
- Able to build and maintain effective professional relationships;
- Able to maintain professional boundaries;
- Able to think critically and analyze information;
- Able to work independently as well as collaboratively; and
- Able to solve problems.

3. Personal Attitude and Qualities

- Aware of own biases and limitations;
- Flexible;
- Demonstrates cultural sensitivity and respect for clients from diverse backgrounds; and
- Subscribes to professional ethics.

Settlement Counsellor

Since settlement counsellors are central to the services provided to immigrants, and since they hope to gain greater recognition as professionals, it is important to outline their core competencies. The following list of competencies is adapted from *Settlement Counsellor Competency Profile* (Manitoba Labour Citizenship and Multiculturalism Division, 2000):

1. Knowledge

- Knowledge of Canadian social systems: immigration, health, legal, education, financial, social organization, housing, and employment; and familiarity with essential concepts of human rights and anti-racism;
- *Specialized knowledge*: ability to apply knowledge of the refugee/immigrant experience, of the impact of migration and its socio-political reality, and of the resettlement and cultural adjustment process; ability to research relevant community resources.

2. Skills

- *Professional*: ability to comply with work code of ethics, maintain healthy boundaries and confidentiality, manage and prioritize tasks and time, identify and solve ethical dilemmas, evaluate services to clients, inform clients of reporting obligations and report as required by law, and engage in ongoing professional development;
- *Communication skills in cross-cultural settings*: ability to communicate in a culturally sensitive way and in client's language where necessary; use language appropriate to the situation; understand and use appropriate body language and good listening skills; check perceptions and accuracy of information; read, write, and speak in operating languages; seek clarification where necessary; and make presentations and facilitate workshops;
- *Cross-cultural sensitivity*: ability to interpret cultural differences and use cross-cultural approach in service delivery;
- *Helping skills*: ability to establish rapport with clients and create a safe environment based on trust;
- *Counselling skills*: ability to understand client experience, assess and prioritize needs with clients, contract and offer supportive counselling;
- *Critical thinking and analysis skills*: ability to understand complex legislation and policies, select information for orientation, and assess community resources and options with clients;
- *Translation and interpretation skills*;

- *Advocacy, problem-solving and mediation skills:* ability to help clients present claims and seek fair treatment, to negotiate between clients and other parties, and to facilitate understanding and agreement;
- *Networking skills:* ability to help clients connect with faith and ethnic groups, to organize leisure and social activities for clients, to recruit host families and volunteers and match clients with hosts, to link and consult with community and other agencies, and to make appropriate referrals;
- *Office skills:* ability to apply computer skills, when necessary in information research, record services and updating case notes and files, e-mail, as well as skill in the operation of office equipment and systems; and
- *Collaborative skills:* willingness to work as a team member, consulting and sharing information with colleagues.

3. Personal Attitude and Qualities

- Awareness of own biases and limitations;
- Flexibility;
- Cultural sensitivity and respect for clients from diverse backgrounds; and
- Acceptance of professional ethics and agency mission.

The core competencies of employment facilitator and interpreter/translator have also been defined in Manitoba, and these two competency profiles are included in Appendix A. Interpretation and translation services are carried out for some settlement service agencies by a specialized team of trained and accredited interpreters and translators.

Some consistency in job description would contribute as much to the professionalization of settlement counsellors as a definition of core competencies. A generic job description can be found in Appendix A.

The appendix also provides a model performance appraisal and professional development planning tool to help the significant number of agency respondents to the survey who do not have a formal performance appraisal tool.

Code of Ethics

Along with the core competencies, settlement practitioners should abide by the following suggested code of ethics, which is consistent with those of the Canadian (1994) and United States (1980) Social Work Associations, and OCISO (2001). The code of ethics is presented with the understanding that specific conduct will be further guided by professional judgement and circumstances.

	<ol style="list-style-type: none">1. A settlement practitioner's primary responsibility is to the client, and the practitioner must therefore avoid or declare any conflict of interest.2. A settlement practitioner shall respect the privacy of clients and hold in confidence all information obtained in the course of service provision, unless explicitly and appropriately authorized to do otherwise.3. A settlement practitioner shall make every effort to foster maximum self-determination on the part of the client.4. A settlement practitioner shall not exploit the relationship with a client for personal benefit, gain, or gratification.5. A settlement practitioner shall carry out their professional duties and obligations with integrity and objectivity.6. A settlement practitioner shall maintain competence and promote excellence in the provision of settlement services to a client.7. A settlement practitioner shall advocate change in the best interest of the client and for the overall benefit of society.8. A settlement practitioner shall model and promote an inclusive society that is free of racism and all forms of discrimination.9. A settlement practitioner shall uphold the vision, goal and objectives of the employing organization.	
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Section 5

Settlement Service Sector Profile and Recognition

The agencies surveyed generally feel that the profile and recognition of the settlement sector is not as high as it can and ought to be. There has been some discussion about the establishment of a national umbrella body for the settlement sector. While a slight majority of respondents to the questionnaire are satisfied with the current level of outreach to new immigrants and refugees to inform them about settlement services, more than half of the respondents are dissatisfied with the current level of collaboration with other sectors.

The majority of respondents feel that the settlement sector needs to do more advocacy with politicians and various levels of government to gain legitimacy and funding support. The establishment of standards would contribute to the sector's credibility so that it could gain recognition in the social service sector.

The main purposes of increasing the profile and recognition of the settlement sector are as follows:

1. To legitimize it and institutionalize it in the same way as social work or other social services;
2. To inform the average Canadian of the huge impact of the sector on Canadian society and the benefits of having well-adjusted immigrants;
3. To demonstrate benefits of immigration to Canada;
4. To increase awareness and acceptance of the settlement sector among Canadians, and to increase voluntarism in the sector;
5. To enhance communication among the settlement sector and other social service providers, as well as with related professions;
6. To increase government perception (at all levels, and among immigration policy-makers in particular) of the importance of settlement practitioners in the adaptation and integration of newcomers; and
7. To attract highly qualified professionals so that their skills and abilities can benefit the settlement sector.

The key targets for increasing the visibility of the sector are as follows:

1. Social service providers, anti-racism organizations, and social justice organizations;
2. Labour organizations, employers, and employers' associations;
3. Government at all levels, members of Parliament, and provincial legislatures;
4. Health care sector, educators, lawyers, police services, etc.; and
5. The general public through such means as the mass media.

While the majority of respondents agree with the necessity for a national body dedicated to settlement issues in order to raise the profile of, and support for, the settlement sector, those in agreement also raise a significant number of concerns. They include added bureaucracy, potential duplication of the role of the Canadian Council for Refugees and provincial umbrella groups, as well as draining of limited resources away from direct services. Questions were also raised about the mandate, power, and nature of such a body, its inclusiveness, and usefulness to smaller centres. Others expressed the need for a professional association of settlement workers. Evidently, further dialogue needs to occur around the fundamental concept and parameters of such a national body.

Above and beyond the creation of a new structure, the settlement sector could also explore other effective means to increase the profile and recognition of the settlement sector. Some organizations are already using newsletters, Web sites, mass media and other practical means to raise awareness about settlement agencies and issues in the local community. Fine-tuning the use of the existing tools to connect with specific sectors or groups, and project collaboration with other sectors may be viable alternatives. However, in order to raise the profile and recognition of the settlement sector significantly, the settlement sector must develop a clear vision and strategy with concerted and sustained efforts.

Conclusion

At the current stage in the development of the settlement sector, a dialogue on standards is helping to create a commitment to common values and principles, a common vocabulary, and overall greater coherence in the sector. It appears appropriate for standards to be adopted on a voluntary basis, or used as a tool to enhance the operations of settlement agencies, as well as to create common language and a greater consistency in the sector.

A number of concrete actions can be undertaken in the near future by the settlement service sector, such as the following:

- Establish immediate, medium-term, and long-term outcome indicators of settlement to be measured and evaluated, using the selection criteria in the document;
- Discuss training, human resource, and financial implications of establishing minimum core competencies for settlement counsellors;
- Discuss core competencies for other key positions in the settlement sector, as categorized in Appendix C;
- Conduct a feasibility study for the establishment of minimum service standards for settlement services across Canada, including, but not limited to, human resource and financial implications, organization capacity building, case loads, time ratio to be spent in direct and administrative service, and clients' code of rights to access settlement services.

There are agencies prepared to pilot the process and determine the level of resources and time required to implement core competencies for staff, as well as minimum program and organizational standards. Such a pilot would demonstrate the feasibility, as well as resources required to implement the framework for accountability and standards in the settlement service sector.

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APPENDIX A

Model Documents

1) A Model Job Description of a Settlement Counsellor

The position functions below are taken from Occupational Competencies Framework, Immigrant & Multicultural Services, Final Report by BC Multilateral Task Force on Training, Career Pathing and Labour Mobility, June, 1998.

Position Description
<p>Position Title: Settlement Counsellor</p> <p>Reports to: Settlement Program Director</p> <p>Salary Range if available:</p> <p>Date position last revised:</p> <p>Position Summary: To facilitate and promote the settlement of immigrants through the provision of various services, including individual assistance as well as group activities, and mobilizing relevant community resources.</p>
Position Functions
<ol style="list-style-type: none">1. Support clients to adjust to life in Canada<ol style="list-style-type: none">a. Support newcomer families, individuals and communities in their orientationb. Assist clients to understand Canadian society and lawsc. Support clients in managing significant change, culture shock and crises2. Provide specialized services to clients<ol style="list-style-type: none">a. Facilitate access to appropriate servicesb. Provide culturally sensitive services and counsellingc. Provide culturally responsive programs or services3. Support the physical, social and emotional well-being of clients<ol style="list-style-type: none">a. Support clients in overcoming the effect of racism, discrimination, and oppressionb. Assist clients in identifying and assessing their needsc. Assist clients to develop and sustain healthy lifestylesd. Plan and support opportunities for intercultural exchange

Position Functions

4. Facilitate the entry of immigrants and refugees into the Canadian workforce

- a. Assist the client to develop and implement a vocational/career plan
- b. Advocate for individual hiring with employers

5. Advocate for individual and collective social justice (for people of all backgrounds)

- a. Provide opportunities for community development and empowerment through programs and activities
- b. Promote multicultural organizational change
- c. Facilitate multicultural organizational change
- d. Support client groups to develop self-reliance
- e. Facilitate public education about multiculturalism, immigration, anti-racism and human rights issues

6. Contribute to organizational effectiveness and to a welcoming environment for all practitioners and clients

- a. Provide useful and accessible information for clients
- b. Maintain appropriate records
- c. Work effectively with volunteers
- d. Maintain confidentiality and security of documents and information
- e. Participate in organizational planning and evaluation
- f. Maintain a positive and culturally sensitive working environment

7. Engage in ongoing personal and professional development

- a. Identify needs for and set priorities in personal and professional development
- b. Plan and implement personal and professional development to improve current performance and respond to change
- c. Share experience/expertise with colleagues and others
- d. Continuously expand knowledge and analysis of policies, practices and structures relevant to immigrant, multicultural, human rights and anti-racism issues

2) A Model Performance Appraisal and Development Plan Document

This model performance appraisal and development plan document is adapted from one provided by Dixie Bloor Neighborhood Centre, Toronto, Ontario.

Confidential When Completed	
Employee Name:	Review Date:
Position Title:	Main Site:
Worked in Position Since:	Job Classes:
Supervisor's Name & Title:	Current Salary:
Type of Review: Performance Appraisal	Last Review Date: N/A
<input type="checkbox"/> Annual ___ <input type="checkbox"/> New employee probation ___ <input type="checkbox"/> Existing employee probation ___	

Performance Review Ratings	
Outstanding Performance.....4	Consistently exceeds the requirements of the job and demonstrates initiative, innovation and commitment to agency development.
Quality Performance.....3	Regularly meets the requirements of the job and occasionally exceeds some or misses one.
Marginal Performance.....2	Meets the minimum requirements of the job and occasionally misses some or exceeds one.
Performance Needing Improvement...1	Missed some important job requirements either occasionally or regularly and needs to make significant improvements.
Not Applicable.....0	N/A Criteria not applicable to the position.

Section 1 - Review of Objectives						
Objectives Set List major objectives set during last review period	Results Achieved					Comments
	Rating					
	N/A	4	3	2	1	

Section 2 - Review of Skill Factors						
Skill Factors	N/A	4	3	2	1	Comments/ Demonstrative Examples
Working with Others						
- develops and maintains positive working relationships						
- provides assistance willingly to supervisor, peers (and subordinates)						
- promotes a positive and productive environment						
- works effectively as a team member						
Programming						
- produces accurate, quality work (e.g. translation)						
- keeps abreast of pertinent information, analyzes & uses them critically						
- being responsive & helpful to clients within professional boundaries						
- meets programme objectives identified by supervisor						
- carries a fair share of workload						
Work Habits						
- is punctual for work, meetings etc.						
- shows organization and planning skills (e.g. keeps appropriate records)						
- manages time and prioritizes objectives (e.g. meets deadlines)						
Public and Interpersonal Relations						
- presents a positive image of the Centre						
- makes appropriate linkages & advocacy on behalf of clients						
- demonstrates tact, diplomacy and keeps confidentiality						
- able to manage stress effectively						
Communication						
- keeps supervisor, peers and subordinates informed						
- expresses ideas and concerns clearly both verbally and in written form						
- responds appropriately to both verbal and written instruction						
Job Knowledge / Learning						
- technical/professional knowledge is up to date and applicable to the job						
- is able to adapt to change and learns new skills						
Problem Solving / Innovation						
- identifies and analyzes problems						
- develops appropriate solutions to problems						
- develops innovative approaches to programming or other duties						

Section 4 – Goals for the Next Review Period

- 1. Objectives
(e.g. key or special projects or changes in duties)
- 2. Performance Expectations *(areas requiring improvements with timeframes)*
- 3. Specific areas that require training/professional development (This may be a response to a need for improved performance or job description change, or an employee's desire to learn a relevant new skill for mobility within the agency. These goals should be discussed and mutually agreed upon by employee and supervisor.)

Comments:

Supervisor's Signature

Employee's Feedback:

I confirm the interview has taken place on the stated date and I agree with the assessment and developmental plan.

Employee's signature

Date

I confirm the interview has taken place on the stated date but I disagree with the assessment and/or the developmental plan.

Employee's signature

Date

Executive Director's Signature

Date

3) Employment Facilitator of Immigrant Clients – Competency Profile

The following is adapted from Competency Profile for Interpreters/Translators, Manitoba Labour Citizenship and Multiculturalism Division.

1. **Recruitment of Clients:** Network with and provide information to other agencies and government departments; advertise and promote services to target groups.
2. **Client Orientation:** Provide information about agency services; listen to client requests, concerns, and needs; conduct intakes; engender trust; clarify expectations; invite feedback from clients throughout the process.
3. **Client Assessment:** Identify and assess client needs and interests, identify and make clients aware of personal and professional strengths and barriers to employment, identify transferable skills, provide job and career options, develop an action plan, develop strategies with clients, connect clients with resources, refer clients to appropriate workshops.
4. **Resources and Referrals for Clients:** Provide information about funding sources (such as student loans, grants, and E.I.); refer clients for wage subsidy assessment; refer clients to professional associations and licensing bodies for credentials recognition; refer clients for educational and vocational training and for ESL placement; provide information about support services (daycare, settlement, social); provide information about personal and family counselling services.
5. **Job Search Tools:** Teach skills for the preparation of resumes and cover letters, or prepare them; teach portfolio preparation and technology for job search (computer, phone, internet, job bank, voicemail); help clients fill out applications; provide labour market information; enable clients to find and use labour market information.
6. **Self-Marketing Tools:** Mediate misunderstandings between clients and employees or agencies, teach cold-calling and networking, teach purpose of informational interviews and how to conduct them, refer clients to volunteer work, orient clients for interview preparation and conduct mock interviews.
7. **Job Search Assistance:** Provide job leads, interpret and translate for clients and employers, tell clients about the needs of employers, escort clients to employers and agencies, arrange job shadowing, highlight advantages of volunteer work and set up unpaid work experience, monitor client progress, evaluate work experience, and amend action plan as necessary.
8. **Life Skills:** Build client confidence and self-esteem, plus communication and inter-personal skills, and stress their importance to the client; provide cultural orientation; encourage assertive behaviour and use of stress management; help clients fill out forms.
9. **Placement:** Match employer and client needs, persuade/convince employers, present options to employers and clients, educate employers and clients about workplace expectations and ethics, arrange wage subsidies, help clients fill out employment-related forms, and help employers modify work sites.
10. **Job Maintenance:** Create awareness of roles, structures, cultures, and language in the workplace; interact with employers and colleagues of clients; orient clients in matters related to the taxation system, workplace health and safety, labour standards, and human rights.

11. **Post-Placement Follow-Up:** Telephone and visit clients and employers, and invite feedback from employers and clients.
12. **Administration and Management:** Co-ordinate employment projects, design and implement recording techniques, document client progress, compile statistics, write proposals to funders and monthly reports, attend meetings, work in multidisciplinary teams, attend peer case conferences, and receive and expedite job orders.
13. **Public Relations:** Prepare public relations packages, brochures, Web sites and media announcements; participate in media events; publicize programs and workshops; conduct community outreach; cold-call employers; identify employer needs; create awareness of client base, client credentials, and barriers faced by immigrant clients; tell employers about wage subsidies and support programs; and establish, promote, and maintain partnerships and relationships.
14. **Interpersonal Skills:** Show empathy for clients going through cultural adaptation process; demonstrate cross-cultural awareness, appropriate communication skills, teamwork, flexibility, and adaptability; recognize individual and group dynamics and personal biases (cultural, religious, professional, etc.); respect individual differences; deal with own stress; provide emotional support; empower clients; advocate; negotiate.
15. **Professional Skills:** Develop programs, workshops, and written materials; prepare and conduct workshops; adapt language and communication style to client needs; seek out resources to meet client needs; troubleshoot and solve problems; use computer skills; manage caseload; revise translated texts and translate resources; provide interpretation and translation; network to market clients and services; organize multi-task environment; facilitate life skills; develop professionally; mentor and train co-workers, and share resources with them.

4) Competency Profile for Interpreters/Translators

The following is adapted from Competency Profile for Interpreters/Translators, Manitoba Labour Citizenship and Multiculturalism Division.

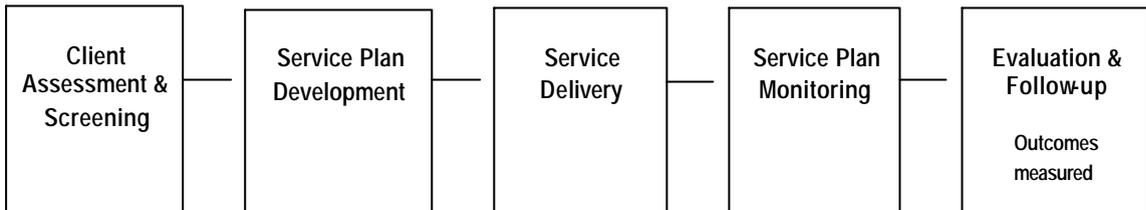
1. **Professionalism:** Show composure and demonstrate confidence, make client aware of the role of the interpreter/translator, manage problem situations, show diplomacy and tact, use judgement regarding degree of openness with client, be punctual, dress appropriately, maintain appropriate emotional distance, communicate well with people.
2. **Ethics:** Act with integrity, know own limitations, maintain confidentiality and objectivity, establish relationship of trust with client, uphold professional code of ethics.
3. **Fluency in Working Languages:** Be fluent in at least two languages; recognize linguistic needs of target audience; recognize linguistic, cultural, and regional nuances; use appropriate level of formality; use neutral language that is appropriately gender-specific.
4. **Research and Preparation:** Identify resources, do necessary research, ask clients for materials, prepare and maintain terminology records, prepare lexicons and glossaries, keep abreast of terminology, stay current on socio-linguistic changes and world events, analyse demographic trends.
5. **Interpretation:** Understand proper role for the context, recognize cultural needs of target audience, incorporate awareness of cultural nuances in attentiveness to source language and body language, process message, recognize when source language has not been understood, interpret spirit and intent of message, produce equivalent interpretation most appropriate to audience in target language, articulate language clearly and audibly, focus and concentrate, do note-taking, mask non-grammatical facial expressions (ASL).
 - **Whisper:** Determine appropriate placement and respond immediately.
 - **Simultaneous:** Operate SI equipment and function in two languages simultaneously.
 - **Sight Translation:** Read and process quickly.
 - **Consecutive:** Determine appropriate placement, be assertive, interject, and retain information.
 - **Escort:** Accompany clients and ensure understanding between parties.
6. **Translation:** operate computer, do terminological research, apply good writing skills, be aware of cultural needs of target language, localize the target text, produce equivalent message in target language, revise own and other's texts, proofread, evaluate revisions and handle problem situations.
 - A. **Translation from Signed or Spoken to Written Language:** listen; record message in written form; ask for clarification; reproduce message in source language; incorporate feedback; develop and use a variety of communication tools, including tele-conferencing, E-mail, and Internet aides.
 - B. **Translation from Written to Written Language:** read or scan; contact client for clarification or information; do focus- or field-testing; take criticism, be open to suggestions and criticism; verify grammatical correctness and appropriate formatting of text; be competent in word-processing; make use of on-line assistance.

7. **Teamwork:** Give constructive feedback to colleagues negotiate tasks (active/passive), take notes.
8. **Evaluation:** Monitor and correct self, evaluate performance of self and others, offer and receive constructive criticism, consider suggestions.
9. **Professional Development:** Take responsibility for professional development, mentor colleagues, perform diagnostic assessments, maintain professional affiliation.
10. **Culture:** Demonstrate cultural sensitivity; do cultural bridging; recognize linguistic, cultural, and regional nuances.
11. **Public Education:** Advocate for professionalism in the field, respond to questions about the field, establish and follow standards and expectations for interpreters and translators.
12. **Administrative Procedures:** Keep statistics and records; prepare quotes, contracts and invoices for service; educate consumers; operate computer for Internet research and use word-processing functions to format documents in appropriate style.
13. **Self-Care:** Recognize impact of the job; maintain own social, emotional, physical, and spiritual well-being; debrief, network and consult with colleagues to reduce isolation.

5) A Service Delivery Model

Some agencies utilize a formal approach in their service planning, delivery and management. Calgary Immigrant Aid of Alberta provided such an example in their client case management as follows, describing the first four stages.

The Stages of Client Case Management:



Assessment and Screening:

In assessment, the counsellor must identify:

- the problems faced by the client that must be overcome;
- the resources that may be useful to the client in resolving the problems;
- the barriers keeping the client from using the resources.¹

It is during the assessment and screening stage that the counsellor establishes a relationship with the client and develops the information that will be used for subsequent service planning. The client at this time can learn more about the services offered by the agency and determine whether they can meet present needs.

It is important to take the time to build trust with the client and clarify what is expected of both parties. It is also important to anticipate any negative feelings clients may have about asking for help.

Service Plan Development:

A service plan is based on the information obtained in the assessment and spells out the steps and issues involved in service delivery, monitoring, and evaluation. Because resource identification should be an integral part of service planning, the counsellor needs to know what existing services help meet a client's needs.

¹ Ballew, J.R. & Mink, G. (1996) Case management in social work: Developing the professional skills needed for work with multiproblem clients. 2nd Ed. Springfield, Illinois: Charles C Thomas Publisher, Ltd.

Service plans should include the following:

- Clearly defined priority areas for needed services;

Example: Finding housing for a homeless client would take priority over helping them find a job.

- Short- and long-term objectives, which can be used to evaluate the client's progress;

Example: A short-term objective could be to get their children enrolled in school, a long-term objective could be to get involved in a variety of community resources.

- Specific actions which must be taken to reach these objectives;

Example: Short-term could be to help the family enroll their children in the neighbourhood school, long-term could be to provide a list of community resources and help the family connect with these services.

- Contact with agencies to which the client will be referred and, if possible, with specific individuals within those agencies;
- Realistic time frames for completing activities; and
- Identification of potential barriers to service utilization and delivery, and proposed solutions to these problems.²

Example: Clients unable to speak English may have difficulty integrating into their new Canadian community. Enrolling in English classes can be one step toward removing this barrier.

Service Plan Delivery:

The needs of the client may dictate including one or more of the following:

- Crisis intervention;
- Emotional support;
- Mediation;
- Referral to appropriate resources in the community;
- Workshops;
- Interpretation/translation services

² Weil, M., Karls, J.M. & Assoc. (1985). Case management in human service practice: A systematic approach to mobilizing resources for clients. San Francisco: Jossey-Bass Publishers.

Service Plan Monitoring:

After the connections are made, the counsellor is responsible for knowing whether the help is available and being used effectively by the client. Sometimes other helping professionals fail to follow through on their commitments, or the motivation of the client diminishes.

Counsellors may need to provide support to keep clients connected with the resource. Continued support is particularly important in case management because many of the most vulnerable clients have not had fair access to services, have been assumed to be unsuitable for services, or have been poorly served in both policy and programs.

To keep clients motivated, counsellors may also need to use contracting to clarify and specify the responsibilities of both client and counsellor in achieving a goal. These agreements are effective only when the goal is clear and the client is motivated to achieve it.³

³ Ballew, J.R. & Mink, G. (1996). Case management in social work: Developing the professional skills needed for work with multiproblem clients. Springfield, Illinois: Charles C Thomas Publisher, Ltd.

6) A Model of Service Standards

Ottawa Carleton Immigrant Services Organization used the model developed in the 1999 COSTI/OCASI Partnership Project to set standards for its primary settlement services. The following is an example of the specific service standards for the economic category.

- To outline the different forms of money (cash, cheques, credit cards) in Canada;
- To explain why a bank account is useful, how to open a bank account, basic bank transactions, use of bank machine, etc.;
- To explain income taxation and government financial aid programs;
- To introduce tips on shopping in Ontario;
- To provide a list of inexpensive stores in the community;
- To establish whether the client's level of income is secure and sufficient for meeting such basic needs as food, housing, and transportation. If necessary, to explore solutions that will help the client obtain basic necessities;
- To outline how to shop on a limited budget;
- To work on a sample budget, including items such as housing expenses, heating, hydro, phone, food expenses, transportation, household goods, and clothing;
- To explain the basics of the Canadian economic system.

Standards Pertaining to Service Delivery	Client Outcomes
The usefulness of a bank account, the different forms that money can take, how to open a bank account and use a bank machine are explained to the newcomer client.	The client is able to open a bank account, understands different types of money and is able to use a bank machine for transactions.
Income taxation is explained to the client. The client is informed about resources in the community to help fill out forms.	The client is able to understand taxation concept and submit income tax forms.
The client is informed about financial aid programs and how to gain access to them. Possible barriers to access are acknowledged.	The client is able to reach financial aid institutions and receive financial help.
The client is oriented to shopping practices, is aware of tips for shopping on a limited budget, and understands the components of a household budget.	The client is able to manage a monthly budget.

Standards Pertaining to Service Delivery	Client Outcomes
The client is informed about inexpensive stores in the neighbourhood, and told about the choices available.	The client has a list of stores and is able to purchase goods on a limited budget.
The client's financial situation is assessed to see whether basic needs are being met; to inform the client on ways to secure basic necessities.	The client is aware of financial and basic needs and is able to acquire basic necessities.
The client is informed about the Canadian economic system.	The client understands the basic elements of the Canadian market economy.

APPENDIX B

List of Participating Agencies

British Columbia	<i>Affiliation of Multicultural Societies and Service Agencies Campbell River and Area Multicultural and Immigrant Services Association Chilliwack Community Services Comox Valley Family Services Society Immigrant Services Society of BC (ISS) Jewish Family Service Agency Mennonite Central Committee BC Multilingual Orientation Service Association for Immigrant Communities (MOSAIC) Penticton & District Multicultural Society (PDMS) Richmond Multicultural Concerns Society South Vancouver Neighbourhood House (SVNH) Surrey Delta Immigrant Services Society (SDISS) United Chinese Community Enrichment Services Society (SUCCESS) Vancouver Association for the Survivors of Torture (VAST) Vernon & District Immigrant Services Society</i>
Alberta	<i>ASSIST Community Services Centre Calgary Catholic Immigration Society Calgary Immigrant Aid Society Calgary Immigrant Educational Society Catholic Social Services (Immigration and Settlement Service) Central Alberta Refugee Effort (CARE) Committee Changing Together: A Centre for Immigrant Women Edmonton Immigrant Services Association Edmonton Mennonite Centre for Newcomers Indo-Canadian Women's Association Lethbridge Family Services New Home Immigration and Settlement Centre SAAMIS Immigration Services Society The Reading Network</i>
Saskatchewan	<i>Moose Jaw Multicultural Council Prince Albert Multicultural Centre Regina Open Door Society</i>
Manitoba	<i>Citizenship Council of Manitoba Inc., International Centre Manitoba Interfaith Immigration Council, Welcome Place Victor Mager Parents' Association WESLS- Settlement Services</i>

Ontario	<p> <i>Barrie YMCA Immigrant Services Department</i> <i>Brampton Multicultural Community Centre</i> <i>Canadian Centre for Victims of Torture (CCVT)</i> <i>Canadian Ukrainian Immigrant Aid Society</i> <i>Catholic Community Services of York Region (CCSYR)</i> <i>Catholic Cross-Cultural Services (Administration Office)</i> <i>Catholic Immigration Centre – Ottawa</i> <i>Centre for Information & Community Services of Ontario</i> <i>Centre for Spanish Speaking Peoples (CSSP)</i> <i>COSTI</i> <i>Dixie Bloor Neighbourhood Centre</i> <i>Folk Arts Council of St. Catharines Multicultural Centre</i> <i>Guelph & District Multicultural Centre</i> <i>Jewish Immigrant Aid Services, Toronto</i> <i>Malton Neighbourhood Services</i> <i>Mennonite Central Committee of Ontario, Kitchener</i> <i>Multicultural Council of Windsor and Essex County</i> <i>New Canadians Centre Peterborough</i> <i>Ontario Council of Agencies Serving Immigrants (OCASI)</i> <i>Thornccliffe Neighbourhood Office</i> <i>Thunder Bay Multicultural Association</i> <i>Toronto Chinese Community Services Association</i> <i>Windsor Essex County Family YMCA - New Canadians' Centre</i> <i>Woodgreen Community Centre of Toronto</i> <i>YMCA of Cambridge Settlement and Integration Services</i> </p>
Quebec	<p> <i>Canadian Council for Refugees</i> <i>Association multi-ethnique pour l'intégration des personnes handicapées</i> </p>
Newfoundland & Labrador	<p> <i>Association for New Canadians</i> </p>
New Brunswick	<p> <i>YMCA-YWCA St. John</i> <i>Multicultural Association of Greater Moncton</i> </p>
Nova Scotia	<p> <i>Halifax Immigrant Learning Centre</i> </p>
P.E.I.	<p> <i>P.E.I. Association for Newcomers to Canada</i> </p>
Yukon	<p> <i>Yukon Learn</i> </p>

APPENDIX C

Summary of Responses to Questionnaire on National Settlement Framework and Standards

Conducted between December 2002 and April 2003

Total number of valid responses: 69

Response Rate: 42% outside of Quebec and 2 responses from organizations based in Quebec

A summary of the feedback is provided below with selected comments in italics.

Definition of Settlement

Settlement may be divided into short-term (**initial orientation**), intermediate term (**adaptation**), and long-term (**integration**) processes. The ultimate goal of settlement is for an immigrant to be **able*** to participate fully in, and contribute to the economic, social, cultural and political aspects of Canadian life.

Ninety percent of the respondents agreed with this definition of settlement. Many observed that the settlement process is neither neat and discrete nor a one-directional progression; rather, that it takes place in a complex societal context and is not necessarily accomplished in a prescribed time frame.

- *Settlement is a long-term, dynamic, two-way process through which, ideally, immigrants would achieve full equality and freedom of participation in society, and society would gain access to the full human resource potential in its immigrant communities.*
- *Settlement is a continuum, with people entering and exiting at different points.*

Definition of Settlement Services

Settlement services are interventions (or activities) designed to achieve the goals of immigrant and refugee settlement. Different service types/modalities covering a range of service areas commonly provided have been summarized and proposed as follows: (Table as in Chapter 2)

Ninety-four percent of the respondents agreed with this definition of settlement services and found that the range of settlement services their agencies provide are included in the service types. Ninety-three percent of the respondents found that the service areas named reflect services provided by their agencies. Some of the service areas are felt to be unnecessary for agencies in rural areas.

- *The 14 service areas are specific. The data collected and categorized is very general. The nature of settlement work is vast in description. The captured data does not entirely represent the essence of the work.*

The common positions that specialize in specific services may be categorized as follows:

1. Employment-related:
 - a) Employment counsellors, job-search workshop facilitators, job-search workshop liaison workers
 - b) Employment consultants for foreign trained professionals
 - c) Job developers (make employer contacts for local job leads; create opportunities for job placements and volunteer work experience for clients)
 - d) Technical career facilitators in pre-employment programs (help with resumes and basic computer skills)
2. Housing-program workers [eviction prevention workers] (define barriers to securing and maintaining housing, and help clients overcome them; negotiate with landlords; work in conjunction with placement programs)
3. Social workers, family resource workers, case managers, seniors workers, youth workers, and pastoral workers in family support programs, peer support programs with trained community members in first language or ESL format, or domestic violence treatment programs
4. Adult education officers in citizenship preparation programs, ESL/LINC programs coordinators and instructors, CLBA assessors, and child-care workers
5. Volunteer coordinators, coordinators of community-bridging or volunteer programs, qualified professional volunteers for psychological therapy related to trauma
6. Anti-racism and cultural diversity trainers in programs and services related to multicultural health, gambling, leadership development, mentoring, recreation, or race relations.

Indicators and Benchmarks of Settlement

While 92 percent of respondents believed it would be helpful to conduct a longitudinal study of clients to study service impact after three or six months, and at intervals of one to three years, such a study appears highly infeasible for settlement agencies. An overwhelming number of respondents cite the lack of financial and human resources and expertise for a longitudinal study. Other practical considerations cited are high mobility of the client population, lack of clear indicators, client concern about privacy, language barrier, and difficulty in attributing client changes to the services of the receiving agency. The evaluation methods commonly adopted by settlement agencies are logic model, outcomes model, informal consultation or focus groups, anecdotal information from clients, client referral or complaints, client satisfaction survey, performance-based outcomes, goal-attainment scaling, annual client evaluation forms or surveys, and analysis of quantitative statistical information on demographics, number of services and clients. Some agencies have generously shared their relevant documents; some have been mentioned or appended in this document. Other agencies are prepared to share documents in a workshop setting.

Factors preventing longitudinal studies from being conducted:

- *There are many variables affecting the settlement of an immigrant. The lack of coordination in the service systems of HRDC and CIC keep the supports for social and economic integration from being delivered in a holistic way, and thus stand in the way of the development of an outcome measurement of true settlement. As well, there is a lack of resources to track outcomes.*
- *Development of tools; language barriers; staff time/financial resources; privacy issues and possible misunderstanding of intent.*

Agency Accountability Through Competent Board Governance

Seventy-four percent of the responding agencies have benefited from discussion or information on board recruitment, composition and succession guidelines compared to 16 percent that have not. Sometimes the board's nomination committee will review the skills set required, or implement recruitment plans. Some agencies provide development or training for their board and a board manual that discusses rotation and succession. Some agencies have their own resources, while others access community resources such as local bodies or provincial umbrella bodies. However, in smaller communities these may not be as readily available.

- *Our by-laws call for rotation of board members and a nomination committee to recruit candidates.*
- *Our board of directors has an active governance committee that organizes and implements a board training program that includes internal and external information exchange and use of outside consultants.*

Seventy-seven percent of the agencies have had discussions or information sessions on board roles and responsibilities versus management roles and responsibilities, while half have done the same for governance practices.

Agency Accountability Through Competent Management

Nearly 80 percent of the agencies have benefited from information sessions or discussions on strategic planning know-how to develop vision, a mission, and measurable objectives, compared to 10 percent that have not; 10 percent did not answer. The varying responses reflect the range of agencies across Canada: from small or young agencies that have never discussed these items to those that conduct planning annually, biennially, or every three or five years. Some use external consultants while others attend workshops provided by provincial bodies.

- *The area of measurable objectives is fairly new. Efforts to provide some agency training and resources for staff and board members would be beneficial to expand knowledge in this area.*

Eighty-three percent of the agencies have had discussions or information about policy development in various areas such as human resources, confidentiality, anti-discrimination, volunteer management, and conflict of interest, while 9 percent have not.

In terms of financial planning, monitoring and reporting, 80 percent have had information or discussions about the subject, and only 12 percent have not. Most agencies have their financial planning monitored by board committees and an external auditor as well as by funders.

- *We have a finance manual developed by our accountant.*

Program Standards

Agencies use a variety of approaches to settlement services, but the comments largely reflect a client-centered approach and attempts to set parameters while remaining flexible. Most respondents checked off more than one response. Forty-two percent provide services as long as their clients require them, and make up for the shortfall in funding through voluntary or fundraising efforts. Thirty-two percent provide services within funder-imposed limits, 15 percent provide services within agency-imposed limits, and 9 percent provide services that the settlement staff decide to be appropriate.

- *The settlement staff use their discretion and are guided primarily by the needs of clients.*
- *For us, we have to take 3 factors into consideration: 1) community need; 2) staff capacity, and agency capacity; 3) risk factor to the organization and staff.*

In terms of program planning and delivery, 54 percent of the agencies adopt an organic and informal approach, often seizing an opportunity, while 24 percent adopt a more formal and involved planning process, often linked to a strategic planning process. A significant number (23 percent) did not indicate whether their agencies have standard procedures or guidelines for program planning and delivery. Delivery in some agencies is based on funders' guidelines, and a few larger agencies have written service delivery protocols.

- *We have a formal annual planning process that culminates in a service plan and budget for the following year. This process involves analysis of service trends and data, identification of gaps, review of performance of existing programs, review of budget trends and performance, client feedback, and the priorities of funders.*

Core Competencies of Settlement Practitioners

Among the respondents, 59 percent of the agencies have a standard performance evaluation tool or procedure for settlement service workers, while 28 percent do not; 13 percent did not respond. Again, a wide range is found among agencies, from no tool to performance management that is based on outcome or worker competency profile, annual priorities and other values. Besides the conventional supervisor evaluation, other methods of evaluation in one agency also include peer evaluation, self evaluation, video evaluation, and client evaluation.

- *The performance management system is outcome based, depending on annual guidelines and priorities (60 percent). The other component is based on values, such as initiative and dependability (40 percent). All are discussed and agreed upon by staff and supervisor.*

When asked if they have a pay/salary scale for settlement staff and perform annual salary reviews, 60 percent responded in the affirmative while 35 percent responded negatively and 5 percent abstained. The process for reviewing salaries varies widely. The salaries at some agencies, mostly in Alberta, have been frozen for several years. There are also agencies with no pay scale but ad hoc salary increases, and some with a systematic way of dealing with salary increases, including collective bargaining.

- *We have a salary administration system where staff dependent on their position is assigned a salary grade. Six incremental step increases are made over a 10-year period based on the employee's length of service.*

The median length of stay is more than four years for seventy-four percent of settlement staff, compared with 49 percent with a median length of stay of over six years. Nineteen percent have been there between two and three years, while only 1 percent has been on staff for less than a year. Five percent did not respond.

- *It varies from one year to 11 years. It depends on the program stability and pay. A number of the staff moves on to other agencies due to higher pay and stability of programs. It is difficult to provide individuals an increase in wages or stability without core or multiyear funding.*

In terms of qualifications, 77 percent of settlement staff have language skills that allow them to relate to client groups, along with social service work experience; 71 percent also have college diplomas or bachelor degrees in a related field, and a further 25 percent hold masters degrees or a PhD. This means that 96 percent of staff is highly educated in a related field. Staff also claim competence in a number of other important skills, including cultural sensitivity, knowledge of community services and resources, and sensitivity to and knowledge of immigrant and refugee issues. Five percent abstained from answering the question.

Increasing the Profile & Recognition of the Settlement Sector

Over half of the respondents were somewhat satisfied with the current level of outreach to make newly arrived immigrants and refugees aware of settlement services, but only 7 percent were very satisfied. At the other end of the spectrum, one-quarter were somewhat dissatisfied and over 10 percent were strongly dissatisfied with the current level of outreach. Three percent abstained from responding. There is a significant level of concern over the role of CIC in delegating outreach authority to a single agency and over the fact that many immigrants are still unaware of settlement services upon landing, sometimes for a prolonged period of time.

- *Pamphlets at the airport are effective but are not available to all immigrants. CIC should invest in advertising in the ethnic media.*
- *Some CIC information (such as information to family-class immigrants) has actually informed some immigrants that they are not entitled to services.*

Among the responding agencies, 44 percent are strongly or somewhat satisfied with the current level of collaboration with other sectors, such as linkages with employers or education sector. Fifty-four percent are not satisfied, and 3 percent did not answer.

- *Linkage with employers as a core activity of settlement service should be part and parcel of the funding so that clients receive a continuum of services with employment being the first need considered in the initial to intermediate phase of settlement process.*
- *Whereas other agencies, health care, social assistance, educational agencies are helpful and easy to access, it is a big challenge to find cooperation from the professional bodies and employers.*

Seventy-eight percent of respondents disagree, including 57 percent that strongly disagree, that the settlement sector has reached the maximum level of advocacy with various politicians and levels of government to gain legitimacy and funding support, and the sector is under-funded, with underpaid highly skilled workers. Multi-year funding is also advocated. It is felt that the long-term benefits to our society of integrating newcomers have been under-recognized.

- *We also need to encourage the creation of professional associations across the country to enhance the profession, monitor standards, and promote professional development opportunities on a provincial and/or national basis.*
- *The lack of awareness and support among politicians and levels of government about the settlement sector and the needs of immigrants is appalling. The fact that Citizenship & Immigration Canada has increased its immigration targets but has not increased its budget for settlement services indicates that there is inadequate support, from the top down.*

A remarkable 78 percent either strongly or somewhat agreed that a national body dedicated to settlement issues would be critical to raising the profile of and support for the settlement sector, while nearly one in five were either strongly or somewhat against the idea. However, the comments reveal a significant number of qualifications behind the support, with concerns about another layer of bureaucracy, limited funds directed away from direct services, duplication with existing national and provincial bodies, and the effectiveness of a national body in addressing local and regional issues. Many respondents also indicated that achieving the goals would require the strengthening of existing local, provincial and national bodies.

- *The time is long overdue for providing resources to help the development of a Settlement Workers Professional Association.*
- *Depends upon things such as representation, funding, and mandate.*
- *It is important to have a dialogue, undertake a feasibility study and environmental scan to determine the viability but the dialogue needs to occur.*
- *The CCR already has a settlement working group which could provide the focus and foundation for a national body. In the private sponsorship sector we have RSTP and the NGO-Government Committee.*