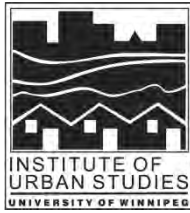


**The Pre-Evaluation Assessment of the Settlement
Component of the Immigration Program:
Executive Summary, Prepared for Program
Evaluation Branch, Strategic Policy and Planning**

1983

The Institute of Urban Studies





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THE PRE-EVALUATION ASSESSMENT OF THE SETTLEMENT COMPONENT OF THE IMMIGRATION PROGRAM: EXECUTIVE SUMMARY, PREPARED FOR PROGRAM EVALUATION BRANCH, STRATEGIC POLICY AND PLANNING

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The Institute of Urban Studies is an independent research arm of the University of Winnipeg. Since 1969, the IUS has been both an academic and an applied research centre, committed to examining urban development issues in a broad, non-partisan manner. The Institute examines inner city, environmental, Aboriginal and community development issues. In addition to its ongoing involvement in research, IUS brings in visiting scholars, hosts workshops, seminars and conferences, and acts in partnership with other organizations in the community to effect positive change.

The Pre-Evaluation Assessment of the
Settlement Component of the
Immigration Program

Executive Summary

Prepared for:
Program Evaluation Branch
Strategic Policy and Planning

Prepared by:
Institute of Urban Studies
University of Winnipeg

September, 1983

Introduction

This report is the pre-evaluation assessment of the Settlement Component of the Immigration Program. It has been prepared with the guidance of the principles set forth by the Office of the Comptroller General (OCG) (1981) as stated in Principles for the Evaluation of Programs by Federal Departments and Agencies. The purpose of the assessment is to determine means by which the several programs and services of the Settlement Component may be evaluated. To do so, a profile of the Component has been prepared and evaluation issues and questions have been derived. Evaluation approaches and options have been developed in light of the issues and questions and taking into account a variety of considerations and constraints such as cost and availability of data. A preferred option is recommended.

It should also be noted that the Immigration Program consists of three Components--Recruitment and Selection, Enforcement and Adjudication, and Settlement. Pre-evaluation assessments of the three Components have been conducted concurrently.

In conducting this assessment, a number of informational sources were used: existing documentation on policy and program operations; secondary data on immigration and evaluation; and in-person interviews with CEIC staff (in national headquarters and in five regions - British Columbia, Alberta, Manitoba, Ontario, and Quebec) and with representatives of non-governmental organizations that receive ISAP funds (also in the five regions).

Component Mandate and Objectives

Despite the federal government's long history of settlement assistance to immigrants, a statutory settlement objective was not part of immigration policy until the enactment of the 1976 Immigration Act. Section 3 reads:

to encourage and facilitate the adaptation of persons who have been granted admission as permanent residents to Canadian society by promoting co-operation between the Government of Canada and other levels of government and non-governmental agencies in Canada with respect thereto (Immigration Act, 1976, 3(d))

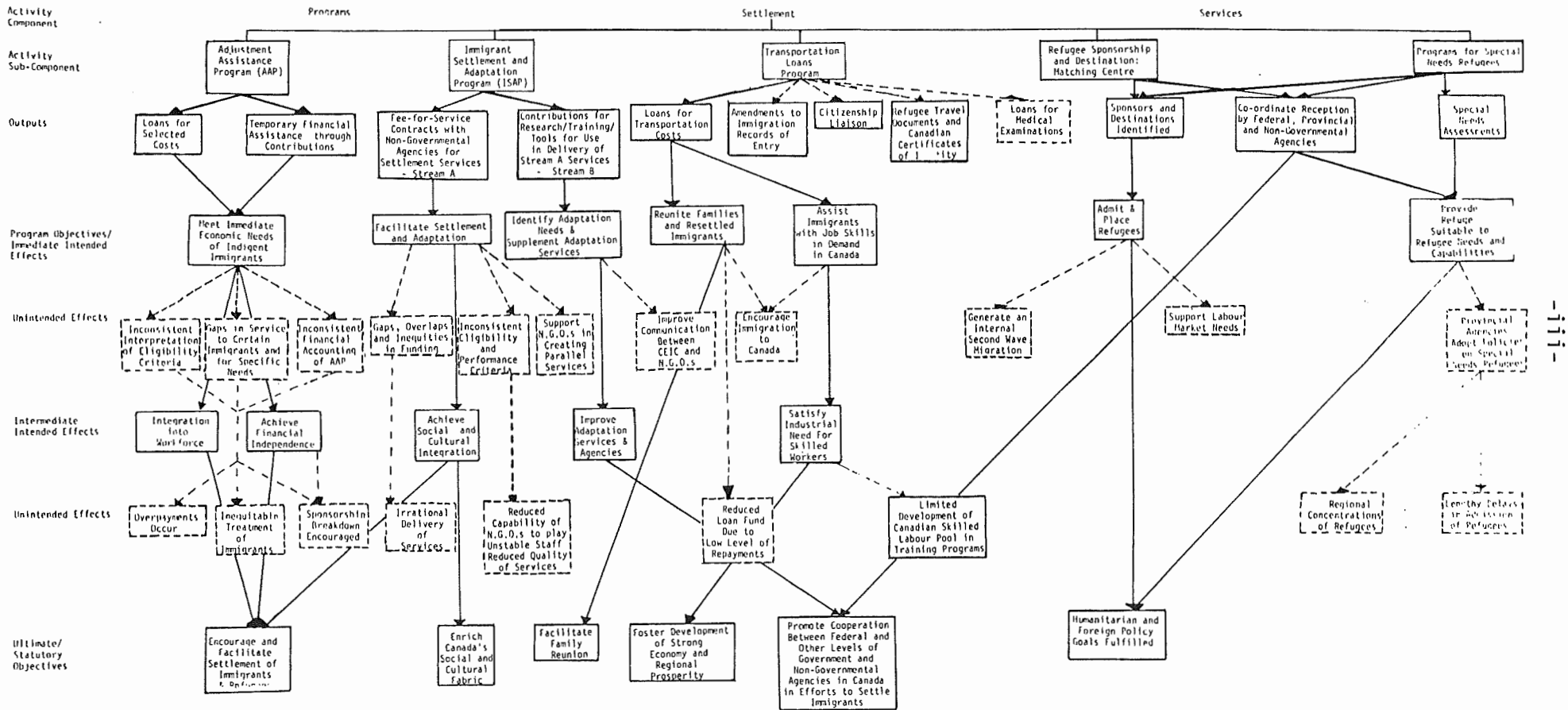
The Settlement Component, through its several programs and services, endeavours to fulfill this objective as well as to contribute towards fulfillment of a number of other statutory objectives, as shown in Chart 1.

The Settlement Component has restated its objective as "to facilitate the settlement and adaptation of recently arrived permanent residents (immigrants and refugees) so they may become fully participating members of Canadian society as quickly as possible". All immigrants are served but the greatest proportion of resources is directed to refugee settlement. Chart 2 indicates the typical flow of immigrants using the programs and services of the Settlement Component.

Charts 1 and 2 indicate that achievement of objectives and ultimately of immigrant settlement is a complex process. In addition, the delivery system creates operational problems due to its highly decentralized nature, relying upon many government and non-governmental agencies for program delivery.

Chart 1

Logic Model of Settlement Component of Immigration Program



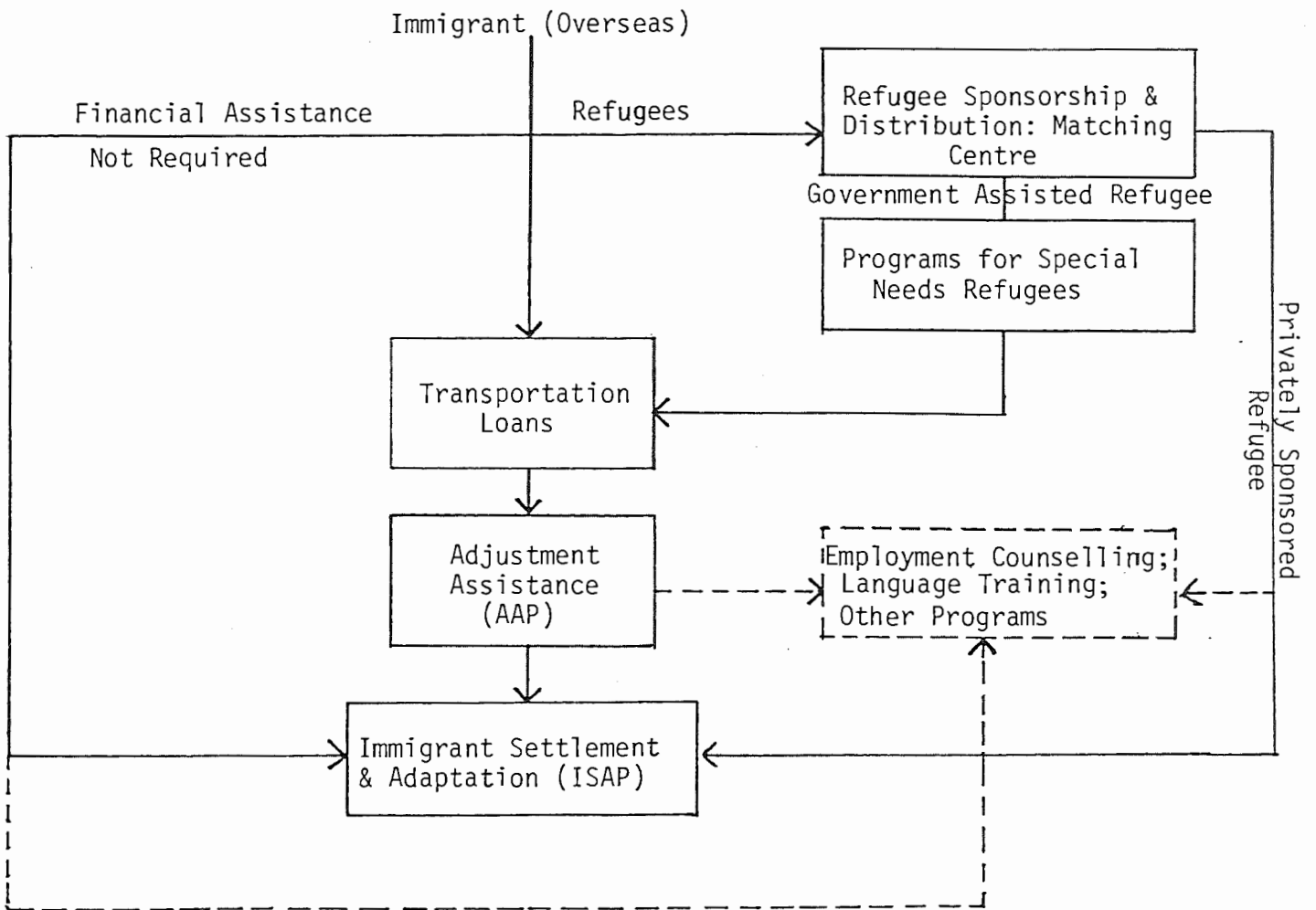
..... Unintended Effects

Note: As of June, 1983

Note: The Refugee Sponsorship Destination: Matching Centre and Programs for Special Needs Refugees are one operational function which is located in the Settlement Branch (NHQ).

Chart 2

Typical Flow of Immigrants
Using Component Sub-Activities
of Settlement Branch



--- not Settlement programs

Evaluation Issues and Questions

Four issues and thirty-two associated questions concerning the Settlement Component of the Immigration Program emerged from the Component profile. They are:

A. Settlement Needs: A Definition of Settlement

1. Is there an appropriate balance between the concern for employability and economic self-sufficiency of immigrants and the concern with their broader social needs?
2. What is the basis for expenditures under the Transportation Program, AAP, and ISAP, and is it appropriate?
3. Is the basis for destination matching appropriate and is sufficient data available to allow optimum placements?
4. What have the settlement experiences of Canadian immigrants been, and how are these experiences related to their personal characteristics and the social, economic and cultural milieu from which they have come?
5. How is immigrant settlement to be defined in operational or observable terms and what level of programming is required to achieve a reasonable assurance of success?
6. What factors must be considered in establishing a settlement definition?
7. What budgetary planning process is currently in use, and what changes are needed in order to base budgets on a needs assessment approach? What information systems are required to support budget planning and control processes?

B. Program Effectiveness

8. How have ultimate objectives been set?
 - (a) Do they address recognized and previously unfulfilled needs?
 - (b) Are they closely tied to those of other agencies and thus require co-ordination?
 - (c) Do they contribute to a broader set of governmental objectives?

9. Do immediate and intermediate objectives logically progress to the attainment of the ultimate objectives?
10. Are the objectives measurable? Can attainment be perceived and visually identified?
11. What are the objectives and scope of ISAP and how should these be translated into a set of program activities and procedures?
12. Is the Transportation Program an appropriate activity for the Settlement Component?
13. What is the appropriate balance between broader societal objectives and the satisfaction of the personal settlement needs of immigrants?
14. What is the policy position with regard to the extension of special programs for immigrants?
15. Should the scope of language training activities be broadened and should such broadening be provided as part of the Settlement Component's activities?
16. What is the distinction in mandates between CEIC and Secretary of State? How can policy be co-ordinated to improve the effectiveness of programs and to achieve broader objectives?

C. Program Structure and Delivery

17. Is the present delivery system for settlement activities an efficient means of achieving program objectives?
 - (a) Can the present organizational arrangements provide a comprehensive response to settlement needs without duplication of effort?
 - (b) Is it possible to simplify the delivery system without limiting objectives achievement?
18. What is the efficiency of the various delivery agents?
19. Is it more efficient to provide necessary services to immigrants through settlement programs or through mainstream agencies?
20. What formal and informal procedures for joint planning and ongoing communications now exist between Settlement officials and other Immigration and CEIC officials, representatives of other government agencies, and non-governmental organizations?
21. Are joint planning procedures adequate from the standpoint of achieving Settlement objectives?

22. (a) Are sufficient data being collected and transmitted by the overseas offices to allow an optimum placement to be made by the Matching Centre?
- (b) Is the review process by immigration staff in Canada sufficient to allow an optimum placement to be made?
23. Should CEIC provide organizational support to N.G.O.s?
24. What effect does multi-jurisdictional activities have on program efficiency?
25. Are federal/provincial agreements for intake and settlement services co-ordinated with program delivery?

D. Financial Control and Administrative Consistency

26. What reporting procedures are required to allow for effective monitoring of performance and improved productivity of Settlement programs?
27. (a) Are transportation and AAP loans being properly issued?
- (b) Are recipients properly informed of their financial responsibilities?
- (c) Are loan repayments being sought in an efficient and sensitive manner?
28. Are AAP funds being properly disbursed?
29. How should AAP be regulated to provide for administrative consistency, while adequately meeting the special needs of immigrants arriving in Canada?
30. What is the current skill level of CEIC officials responsible for providing services to immigrants, particularly with respect to cross-cultural sensitivity?
31. What is the employee recruitment and selection policy of CEIC in this regard?
32. What are the present provisions for training the staff of non-governmental organizations funded under ISAP?

To facilitate the development of evaluation options, the issues and questions were assigned priorities. This was done on the basis of the five activity sub-components and by considering the coverage

Settlement- specific issues and questions gave the general issue areas identified by the OCG (1981). Table 1 indicates the assigned priorities.

Evaluation Options

A number of evaluation approaches have been developed which will to varying degrees and with varying reliability address the identified issues and questions. (See Tables 2 and 3) These approaches have been grouped into options which reflect the priority of issues and questions; the availability of data and time constraints imposed by lack of data; opportunities for cost savings due to the combining of issues under similar approaches; and the comprehensiveness and reliability of evaluation results. Option One provides a minimum recommended evaluation plan (See Table 4) while Option Three, which encompasses all of the approaches at a cost of \$319,850, provides a maximum plan.

The recommended plan is Option Two which addresses 26 evaluation questions from the four issue areas and provides a reliable examination within a time frame and at a cost considered acceptable. Tables 5 and 6 outline the option and present the proposed staging of the work. Table 7 summarizes the three evaluation options.

Table 1

Priority of Settlement Issues and Questions

(Question No.)

Issue Priority	Question Priority		
<u>High</u>	<u>High</u>	<u>Medium</u>	<u>Low</u>
Settlement Needs	5, 7,	1, 2, 4, 6	3
<u>Medium</u>			
Program Effectiveness	11,	9, 10, 12, 14,	8, 13
Program Structure and Delivery	17, 20, 21	15, 16 18, 19, 22, 25	23, 24
<u>Low</u>			
Financial Control and Administrative Consistency	26, 29	27, 28	30, 31, 32

Table 2 Methodological Approaches and Estimated Costs

<u>Issue Area</u>	<u>Methodological Approach</u>	<u>Estimated Cost</u>
A. Settlement Needs: Definition of Settlement	1) Correlation of program and client data	\$44,550
	2) Interviews with immigrants using ISAP files	
	a) cross-sectional	\$33,925
	b) longitudinal option	\$75,800
	3) Interviews with immigrants drawn from Census areas	
	a) cross-sectional	\$37,275
b) longitudinal option	\$79,800	
B. Program Effectiveness	4) Total population control group surveys	
	a) existing data, and	
	b) special questions added	\$4,800
	5) Interviews with 'experts'	\$17,050
	6) Analysis of existing secondary data	\$7,400
	C. Program Structure and Delivery	1) Analysis of Component and program objectives in reference to settlement definition (see above)
a) review documentation, and		
b) interviews with 'experts', as part of A.5)		\$5,600
C. Program Structure and Delivery	1) Evaluation of efficiency	
	a) review documentation, and	
	b) interviews with 'experts'	\$39,900
C. Program Structure and Delivery	2) Evaluation of communications - included above	
	3) Pre-feasibility study of alternative delivery systems	\$27,500
	D. Financial Control and Administrative Consistency	1) Feasibility study of computerizing AAP accounts
2) Audit of administrative procedures for financial control (internal audit staff)		\$8,250
3) Interviews with 'experts' on operational procedures		
a) as part of C.1)		\$3,600
b) independent project	\$17,050	
D. Financial Control and Administrative Consistency	4) Evaluation of staffing	
	a) review of documentation, and	
	b) interviews with 'experts'	
D. Financial Control and Administrative Consistency	(i) as part of C.1)	\$5,600
	(ii) independent project	\$19,050

Table 3 Evaluation Approaches and Issues and Questions

Issues ¹ and Methodological Approaches	Questions Addressed by Priority ²		
	High	Medium	Low
A. Settlement Needs: Definition of Settlement			
1) Correlation of program and client data	5, 7	2, 4, 6	
2) Interviews with immigrants using ISAP files a) cross-sectional, or b) longitudinal option	5, 7	1, 2, 4, 6	3
3) Interviews with immigrants drawn from Census areas a) cross-sectional, or b) longitudinal option	5, 7	1, 2, 4, 6	3
4) Total population control group surveys a) existing data, and b) special questions added	5	6	
5) Interviews with 'experts'	5, 7	1, 2, 4, 6	3
6) Analysis of existing secondary data	5	1, 4, 6	
B. Program Effectiveness			
1) Analysis of Component and program objectives in reference to settlement definition (see above) a) review documentation, and b) interviews with 'experts', as part of A. 5)	11	9, 10, 12, 14, 15, 16	8, 13
C. Program Structure and Delivery			
1) Evaluation of efficiency a) review documentation, and b) interviews with 'experts'	17	22	24
2) Evaluation of communications - included above	20, 21	25	
3) Pre-feasibility study of alternative delivery systems		18, 19	23
D. Financial Control and Administrative Consistency			
1) Feasibility study of computerizing AAP accounts	26, 29	27, 28	
2) Audit of administrative procedures for financial control (internal audit staff)	29	27, 28	
3) Interviews with 'experts' on operational procedures a) as part of C. 1) b) independent project	26, 29	27, 28	
4) Evaluation of staffing a) review of documentation, and b) interviews with 'experts' (i) as part of C.1) (ii) independent project			30, 31, 32

1. Issues in order of priority (high to low)
2. Derived from Table 14, Chapter 3

Table 4 - Option One

<u>Approach</u>	<u>Cost</u>
A. Settlement Needs: Definition of Settlement	
3) Interviews with immigrants drawn from Census areas	
a) cross-sectional *	\$ 37,275.
4) Total population control group surveys	
a) existing data only	2,500.
5) Interviews with 'experts'	17,050.
6) Analysis of existing secondary data	7,400.
B. Program Effectiveness	
1) Analysis of Component and program objectives in reference to settlement definition (see above)	5,600.
a) review documentation, and	
b) interviews with 'experts', as part of A.5)	
C. Program Structure and Delivery	
1) Evaluation of efficiency	
a) review documentation, and	39,900.
b) interviews with 'experts'	
2) Evaluation of communications - included above	
D. Financial Control and Administrative Consistency	
3) Interviews with 'experts' on operational procedures	3,600.
a) as part of C.1)	
Total Cost *	\$113,325.

* A sample of 5000 may be warranted and will increase costs to \$67,550 for approach A.3a) and to \$143,600 for the total cost.

Table 5 - Option Two

<u>Approach</u>	<u>Cost</u>
A. Settlement Needs: Definition of Settlement	
1) Correlation of program and client data	\$ 44,550.
2) Interviews with immigrants using ISAP files	33,925.
a) cross-sectional	
3) Interviews with immigrants drawn from Census areas	37,275.
a) cross-sectional	
4) Total population control group surveys	4,800.
a) existing data, and	
b) special questions added	
5) Interviews with 'experts'	17,050.
6) Analysis of existing secondary data	7,400.
B. Program Effectiveness	
1) Analysis of Component and program objectives in reference to settlement definition (see above)	5,600.
a) review documentation, and	
b) interviews with 'experts' as part of A.5)	
C. Program Structure and Delivery	
1) Evaluation of efficiency	39,900.
a) review documentation, and	
b) interviews with 'experts'	
2) Evaluation of communications - included above	
D. Financial Control and Administrative Consistency	
1) Feasibility study of computerizing AAP accounts	-
2) Audit of administrative procedures for financial control (internal audit staff)	8,250.
3) Interviews with 'experts' on operational procedures	3,600.
a) as part of C.1)	
Total Cost *	\$202,350.

* A cost has not been projected for the feasibility study of computerizing AAP which is presently underway.

Table 6
Proposed Staging of Work
for Option Two

<u>Order</u>	<u>Time Frame to Complete Work</u>	<u>Approaches/Contract Packages</u>
1	4 months	D.1) (underway) C.), C.2), D.3a)
2	2 months	D.2) (internal staff used)
3	8 months	A.2), A.3), A.4), A.6)
4	4 months	A.1)
5	3 months	A.5), B.1)

Table 7
Summary of Evaluation Options

<u>Option</u>	<u>Scope of Evaluation</u>	<u>Estimated Cost</u>	<u>Estimated Time Frame (months)</u>
One	<u>Minimum</u> - surface examination at acceptable levels of reliability only; addresses 26 evaluation questions from four issue areas	\$113,325.	12
Two	<u>Medium</u> - a comprehensive and reliable examination of 26 questions from the four issue areas	\$202,350.	21
Three	<u>Maximum</u> - a detailed examination of all issues and questions (32)	\$319,850.	24 plus longitudinal study over three years