

Case Study:
The Realigned System of Settlement Service Delivery in Manitoba
1999 to 2013

For
Immigration Research West
(formerly, The Western Canadian Consortium on Integration, Citizenship and Cohesion)

by
Gérald Clement
Thomas Carter
Robert Vineberg

March 30, 2013

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Executive Summary

Background

- Settlement Annexes with the provinces of Manitoba and British Columbia will be cancelled, effective April 1, 2013 (for Manitoba) and April 1, 2014 (for B.C.). Accordingly, it is appropriate to examine the development and evolution of settlement program delivery in these provinces since they assumed that responsibility on April 1, 1999. The planning and delivery of the settlement program in these two provinces can provide a useful counterpoint to CIC's delivery of settlement programs in other provinces.
- Settlement 'Realignment' was offered to all provinces (except Quebec, which had been delivering settlement programs since 1991¹) as part of the Federal 'Program Review' in the mid-90s. Only Manitoba and BC eventually concluded agreements.
- In April, 2012 the Minister of Citizenship and Immigration, Jason Kenney served notice to Manitoba and British Columbia that the Federal Government was cancelling the settlement realignment agreements with those two provinces. The Manitoba agreement was subject to one year's notice by either party, so it would terminate on April 1, 2013, whereas the BC agreement had a two year notice provision so it will terminate on April 1, 2014. The Federal Government argued that immigrants need to have access to a more consistent level of services regardless of where they choose to settle in Canada.

The Agreement

- The Agreement is an Annex to the Canada-Manitoba Immigration Agreement (CMIA). The original CMIA was signed on October 22, 1996 and while it did not include a Settlement Annex, it foresaw the possibility of both a Settlement Realignment Agreement and a Provincial Nominee Agreement. The Settlement Annex was negotiated in 1997 and 1998, signed on June 29, 1998 and came into force the on April 1st of the following year.

¹ Pursuant to the *Canada–Québec Accord relating to Immigration and Temporary Admission of Aliens*.

- Notwithstanding the transfer, the Federal Government envisaged an “enduring federal role” that would include involvement in priority setting, encouragement of research on integration, and a return to offering counseling to immigrants prior to their departure for Canada. In addition, the agreement requires both Canada and Manitoba to abide by the principle that, “Settlement and integration services across the country will be flexible, responsive and reasonably comparable.”²
- While assuming primary responsibility for the design and delivery of settlement programs, Manitoba undertook to ensure comparable services to those delivered in the rest of the country. The agreement incorporated requirements for the submission of an annual ‘Service Plan’ to CIC and an Annual Report but the initial 1998 agreement did not specify in great detail what should be in the reports.
- When the CMIA was renegotiated in 2002-03, CIC requested and Manitoba agreed to a more detailed reporting regime especially for the Annual Service Plan and the Annual Report. The new agreement also provided more flexibility for financing administrative operations in support of the settlement program.

Resources

- A total budget of \$3,550,000 in settlement funding and \$200,000 in associated administrative funding, including the salaries of 4 Full Time Equivalent (FTE) positions were transferred to Manitoba. By 2012-2013, the amount had grown to over \$36,000,000 and Manitoba Settlement staff numbered about 25. The growth in funding was due both to a significant investment by the Government of Canada (roughly tripling the national settlement funding envelope over this period) and also to growth resulting from the federal allocation formula matching settlement funding to individual provinces with their landing numbers. So, as immigration to Manitoba increased dramatically, so did the settlement funding and the related funding for administration.

Provincial Administration

- Manitoba assured service providers that the transfer would be seamless and business would continue as usual. Change would come but it would be incremental. The result

² *Canada-Manitoba Immigration Agreement, Annex A Settlement Services 1.3.f.*

was that, at the time of the transfer, staff and service providers involved were generally reassured by the process and the messaging from both CIC and the Province.

- Manitoba's *Growing through Immigration Strategy* combined with the "integrated approach MB took in linking PNP with Settlement services and the positive results related to retention have been the major drivers of increased immigration to the province.
- Since realignment the number of immigrants and refugees arriving in the province has increased by 328 percent, rising from 3,725 in 1999 to 15,962 in 2011, before falling slightly to 13,391 in 2012. In addition to increasing numbers the diversity of arrivals has also increased: a growing number of nationalities and ethnic groups, increasing language diversity and differences in language capacity, a wider range of income groups, increasing cultural diversity, life styles and living preferences. Numbers alone placed significant pressure on the settlement services a system but in addition to numbers the increasing diversity of arrivals created new service needs and challenges.
- Manitoba has also been working to achieve a better regional distribution of immigrants within the province. Attracting labour and investment through immigration to grow regional centres has been a major policy objective of the Manitoba government. The figures suggest this objective has been successful albeit in some Manitoba regions more than others. The number of people settling outside Winnipeg increased rapidly from less than 1,000 in the 1999 to 2002 period to 3,610 in 2009, before falling slightly to 3,546 in 2010 then to 2,564 in 2011 and to 2,288 in 2012. The proportion settling outside of Winnipeg was close to 30% in some years and averaged approximately 23% over the period.
- Manitoba also established legislated advisory bodies such, as the Premier's Economic Advisory Council, the Manitoba Ethno-cultural Advisory and Advocacy Council and the Manitoba Immigration Council, with direct access to the Premier and the Minister to present advice and recommendations on related immigration matters.

The Settlement Experience

- The challenges for service delivery were obvious: rapidly increasing numbers of arrivals settling in an increasing number of centres scattered over a wide geographic area. Many of the centres also contain relatively few immigrants, making delivery of services difficult and costly.

- Manitoba's Integrated Service Model includes pre-arrival information, centralized registration and referrals, centralized orientation, employment and language assessment, integration services (settlement services and integration support), employment services (career and employment planning, qualifications recognition, job search, preparation and matching) and adult EAL services (for settlement, employment, and academic purposes).
- Manitoba has placed a strong emphasis on a program development approach to language training, involving not only identifying program gaps but also developing solutions in house, rather than issuing a call for proposals from service providers. It also actively supported the professional development of EAL teachers in Manitoba.
- The vast majority of users of settlement services were satisfied with their experience.
- Major new services (ENTRY, START and WELARC) were established through strategic procurement processes unique to these three agencies in order to ensure the rapid roll out of these services. (See Appendix C.)
- Still, there were some respondents who felt that more opportunities could have been provided for the settlement service sector to work with those in other provinces and to share best practices. Similarly, some respondents felt the approach was too provincially driven to really allow service providers to build capacity internally and develop a settlement service sector with its own capacity.

Analysis and Observations

- Manitoba Immigration met regularly with the service providing community and, in general, the settlement and EAL sectors were highly appreciative and supportive of the provincial administration of services although some respondents felt that there was still room for improvement.
- Manitoba has implemented a settlement system that is, in general, flexible and responsive. Its single window registration and referral service (START), its initial orientation program (ENTRY), its centralized language assessment (WELARC) and the quality of EAL teaching are best practices that ought to be retained and may serve as models for introduction in other major centres. Although, Manitoba has not been able to provide all of these services outside Winnipeg, centralized regional hubs, in coordination with Employment Manitoba, have been implemented to provide

comparable services in rural areas where a significant number of newcomers reside (i.e., Winkler, Steinbach and Brandon).

- The *Fair Registration Practises in Regulated Professions Act*, which provides for a Fairness Commissioner, as well as provincial investments in bridging programs and specialized language training to work towards better recognition of foreign qualifications, is another excellent initiative. While much more remains to be done nationally to ensure that the talents of newcomers are not squandered, Manitoba's initiatives are excellent options for all jurisdictions to consider.
- On the issue of program outcome measures, Manitoba considered the following sources: the information it received through agency monitoring and outcomes reports; direct client feedback from newcomers who participated in focus groups and interviews on the topic of settlement services; interviews and focus groups with key stakeholders such as employers, businesses representatives and municipal officials, as well as periodic third party evaluations on specific target groups critical in making key program modifications or additions. Over the years, CIC emphasized the need for national, results-based, evaluations that were a constant point of discussion at the Federal-Provincial-Territorial settlement table but consensus on how to proceed was difficult to achieve.
- The lack of specificity of reporting requirements in the original CMIA and the issue of the exchange of timely qualitative and quantitative information between Manitoba and CIC was raised, by some respondents, as an issue. The 2003 Agreement is more explicit and, in recent years, Manitoba's comprehensive annual reports have addressed, to a large extent, CIC's concerns, although client tracking and program outcomes reporting remained a challenge. The Agreement also spelled out Manitoba's responsibilities to acknowledge Federal funding. Manitoba respected the terms of the agreement and chose not to politicize this process
- There was a general concern expressed that imposition of a 'national' system by CIC may reduce flexibility and, therefore, the ability of settlement agencies to respond to the needs of immigrants to Manitoba. CIC will have to develop a better knowledge base and provide authority to Manitoba-based CIC managers to respond innovatively to evolving settlement needs.
- Many respondents felt that new coordination methods need to strengthen and build on the key qualities of the Manitoba model that focused on coordination, consultation and collaboration. Manitoba has an established and proven system of coordinating

mechanisms and, going forward, agencies have expressed a desire to strengthen what works in the province and not necessarily transplant a national strategy. Similarly, to increase the settlement sector's input in this new process, the Manitoba Immigrant and Refugee Settlement Sector Association (MIRSSA) and other sector representatives may need to be strengthened, to represent more effectively, the voices of the service providing community.

- Most respondents felt that CIC and Manitoba need to ensure continuing Federal-Provincial cooperation and a number suggested that the two levels of government consider some form of co-management arrangement so that settlement clients in Manitoba can continue to benefit from quality settlement programming based on the expertise and investments at both levels of government.

Conclusions

- The fourteen year experiment of settlement planning and delivery by the province of Manitoba has to be considered a success, at least from the viewpoint of service providers, newcomers and other stakeholders in immigration. The range and quality of service has increased dramatically over this period, making Manitoba a model of innovation in settlement services.
- The model worked very well in Manitoba, due to unique factors in the province, such as size of the province and the rapid increase in immigration from a very low level to a very high level, proportionately to the provincial population, a general consensus in the province in favour of immigration and successive governments committed to an interventionist immigration and settlement policy. This does not mean that all of Manitoba's initiatives can necessarily be adopted successfully in all other provinces.
- During the same period, services delivered by CIC in other provinces also improved. There are lessons to be learned from the Manitoba experience that could profitably be applied in other provinces, just as some of CIC's initiatives elsewhere could be incorporated into CIC's delivery of settlement services in Manitoba.

1. Introduction

With the announcement that the Settlement Annexes with the provinces of Manitoba and British Columbia will be cancelled, effective April 1, 2013 (for Manitoba) and April 1, 2014 (for B.C.), it is appropriate to examine the development and evolution of settlement program delivery in these provinces, since they assumed that responsibility on April 1, 1999. The planning and delivery of the settlement program in these two provinces can provide a useful counterpoint to CIC's delivery of settlement programs in other provinces. The Western Canadian Consortium on Integration, Citizenship and Cohesion (WCICC) in consultation with Citizenship and Immigration Canada (CIC), Manitoba Immigration and Multiculturalism (IAM) and the British Columbia government, concluded that case studies would identify best practices as well as challenges in the BC and Manitoba programs and will serve to inform ongoing policy development in settlement.

This case study provides an overview and analysis of the realigned settlement programs in Manitoba. The methodology utilized included interviews with key federal and provincial officials involved in the transfer and administration, representatives of the settlement sector and academics whose research has focused on the realigned settlement programs in Manitoba. Over 25 interviews were completed, based on the interview questions contained in Appendix D. The list of Respondents is found in Appendix C. However, respondents were assured that we would not attribute responses to individuals. The work also included an examination of public documents and evaluations of the settlement programs. The analysis has been placed in the general context of CIC management and initiatives regarding settlement in other provinces during the period 1999-2012.

It is our hope that this report will inform policy makers and practitioners about the initiatives and innovations that took place in Manitoba during the period of realigned management and serve as a record describing the impacts, positive and, sometimes, not so positive on service providers and clients. Overall, our report will indicate that during the fourteen years that Manitoba delivered settlement services, the size and scope of programs, not just in numbers but geographically as well, increased exponentially and the quality of service was as good, or better, than in other parts of the country. Nevertheless, even good programs can leave gaps and this was the case in Manitoba as well, in the view of many respondents.

We hope our readers, particularly those in the settlement world, will find this report to be interesting, informative and a valuable resource in the never ending quest to provide immigrants with the best possible chance to make a success in their newly chosen home.

The authors wish to acknowledge the financial assistance provided by CIC, through the WCICC, and to thank all the respondents who gave generously of their time and expertise. Of course any errors or omissions in the report are the sole responsibility of the authors. Similarly, any opinions expressed are those of the authors and do not, necessarily, represent the views of Citizenship and Immigration Canada nor of Manitoba Immigration and Multiculturalism.

2. Timeline

The following timeline was prepared by Manitoba Immigration and Multiculturalism (IAM) and the authors wish to thank the staff at IAM who prepared this document. All data referred to in the timeline have been provided by IAM.

| YEAR IMMIGRATION and LANDINGS | IMMIGRATION & POLICY | SETTLEMENT & EAL | | | | |
|--|------------------------|------------------|-------|-------|--|--|
| 1998 <table><tr><td>Provincial Nominees</td><td>0</td></tr><tr><td>Other</td><td>2,993</td></tr></table> | Provincial Nominees | 0 | Other | 2,993 | <ul style="list-style-type: none">On June 29, 1998, Manitoba and Canada sign agreements on the realignment of settlement services, (included as Addendum A of the Canada-Manitoba Immigration Agreement) and on provincial nominee (included as Addendum B), known as the Provincial Nominee Agreement. The objective of the Provincial Nominee addendum was to provide Manitoba with a mechanism to increase the economic benefits of immigration to Manitoba based on industrial and economic priorities and labour market conditions. The province was entitled to nominate 200 provincial nominees and their accompanying family members for 1998. | <ul style="list-style-type: none">On June 29, 1998, Manitoba and Canada sign an agreement on the realignment of settlement services, (included as Addendum A of the Canada-Manitoba Immigration Agreement). The Federal government realigned responsibility for overall settlement services, including language training, to Manitoba and transferred staff and resources. Language assessments and referral were to be conducted by the ALT Branch.The realigned Settlement Annex allowed Manitoba the flexibility to continue to develop, enhance and coordinate new programs and services in order to meet the growing and unique needs of newcomers.ALT Branch instrumental in creation of Centre for Canadian Language Benchmarks. |
| Provincial Nominees | 0 | | | | | |
| Other | 2,993 | | | | | |
| 1999 <table><tr><td>Provincial Nominees</td><td>422</td></tr><tr><td>Other</td><td>3,302</td></tr></table> | Provincial Nominees | 422 | Other | 3,302 | <ul style="list-style-type: none">On November 15, 1999, Manitoba received Canada’s concurrence to increase the proposed level of Province Nominees from 200 to 450 for the 1999 calendar year. Future levels would be determined annually by the federal government in consultation with the government of Manitoba. | <ul style="list-style-type: none">The Manitoba Immigrant Integration Program (MIIP) was implemented on April 1, 1999 with two components: Immigrant Settlement Services and Adult English as an Additional Language (EAL) services. Initial settlement services included: assessment, information provision and referrals; adjustment counselling and support; orientation information materials and delivery; interpretation and translation services; settlement and integration volunteer programs and community collaboration and bridging initiatives.Programs expand in Winkler and Steinbach and begin to grow in Brandon, as well as in other communities outside Winnipeg.In the first year Manitoba deliberately committed to support existing programs and informed all involved that changes would only be |
| Provincial Nominees | 422 | | | | | |
| Other | 3,302 | | | | | |

| YEAR IMMIGRATION and LANDINGS | IMMIGRATION & POLICY | SETTLEMENT & EAL | | | | |
|--|----------------------|--|-------|-------|---|--|
| | | introduced following consultation and evaluation of needs and system capacity. | | | | |
| 2000 <table><tr><td>Provincial Nominees</td><td>1,095</td></tr><tr><td>Other</td><td>3,540</td></tr></table> | Provincial Nominees | 1,095 | Other | 3,540 | | <ul style="list-style-type: none">First comprehensive MB Settlement Conference held with all service providers. Reports informed program development and coordination.MB begins settlement funding to the Francophone community through the MIIP to support growth objectives.Manitoba accepts invitation to sit as a formal member of Canada-Francophone Minority Communities 'Comité Directeur' to oversee the implementation of the "Strategic plan to increase official language immigration in minority communities"ALT Branch works with CIC to develop resources for the Canadian Language Benchmarks. |
| Provincial Nominees | 1,095 | | | | | |
| Other | 3,540 | | | | | |
| 2001 <table><tr><td>Provincial Nominees</td><td>973</td></tr><tr><td>Other</td><td>3,618</td></tr></table> | Provincial Nominees | 973 | Other | 3,618 | <ul style="list-style-type: none"><i>The Manitoba Ethnocultural Advisory and Advocacy Council Act</i>, was enacted on July 6, 2001 to establish a 21 member Council to provide information, advice and recommendations to the government on issues of importance to the ethnocultural community. Immigration and settlement a component of the Advisory Council's initial mandate | |
| Provincial Nominees | 973 | | | | | |
| Other | 3,618 | | | | | |
| 2002 <table><tr><td>Provincial Nominees</td><td>1,526</td></tr><tr><td>Other</td><td>3,089</td></tr></table> | Provincial Nominees | 1,526 | Other | 3,089 | <ul style="list-style-type: none">Manitoba Throne Speech sets target of 10,000 immigrants per year by 2006.First modern-era meeting of federal, provincial and territorial Ministers responsible for immigration held in Winnipeg in October 2002. Ministers agreed on the need for stronger federal-provincial-territorial partnerships on a multi-lateral and bilateral basis. These partnerships would enhance Canada's ability to compete internationally to help address critical skills shortages by attracting the skilled immigrants | <ul style="list-style-type: none">Held a "Think Tank" involving representatives from various levels of government, self-regulatory bodies, trades, educational institutions, business, sector councils, immigrant serving organizations, academics to improve qualification recognition for skilled immigrants.English Skills Centre formed (now called Enhanced English Skills for Employment) to deliver specific language skills training. |
| Provincial Nominees | 1,526 | | | | | |
| Other | 3,089 | | | | | |

| YEAR IMMIGRATION and LANDINGS | IMMIGRATION & POLICY | SETTLEMENT & EAL | | | | |
|--|---|------------------|-------|-------|--|---|
| | required to further develop the Canadian labour market and economy. | | | | | |
| 2003 <table><tr><td>Provincial Nominees</td><td>3,116</td></tr><tr><td>Other</td><td>3,387</td></tr></table> | Provincial Nominees | 3,116 | Other | 3,387 | <ul style="list-style-type: none">On June 6, 2003, the Canada Manitoba Agreement was renewed, and the province agreed to develop a multi-year immigration levels plan, including a provincial nominee plan.The Settlement and Provincial Nominee Annexes were also revised and renewed.Federal funding for Enhanced Language Training (ELT) announced. | <ul style="list-style-type: none">Development of the Manitoba Qualifications Recognition Strategy approved by Cabinet April 2003.Growing through Immigration was recognized as one of the 7 pillars for Provincial Economic Growth.Specialized EAL programming expands in Manitoba with federal Enhanced Language Training (ELT) funds to meet the needs for specific skills. |
| Provincial Nominees | 3,116 | | | | | |
| Other | 3,387 | | | | | |
| 2004 <table><tr><td>Provincial Nominees</td><td>4,048</td></tr><tr><td>Other</td><td>3,378</td></tr></table> | Provincial Nominees | 4,048 | Other | 3,378 | <ul style="list-style-type: none">On June 16, 2004, the Manitoba Legislature passed the <i>Manitoba Immigration Council Act</i> (Bill 9) to provide the Minister with information and advice regarding attracting immigrants to Manitoba, settlement services for new immigrants and other initiatives.Manitoba Immigration Council established and commences regular meetings to discuss issues of priority.Major changes introduced to the Provincial Nominee program to integrate priority streams designed to strengthen selection criteria while maintaining employability and retention factors. | <ul style="list-style-type: none">ENTRY program established and funded to provide initial orientation sessions to newcomers.ALT Branch mandated the use of Collaborative Language Portfolio Assessment (CLPA) to evaluate learner progress in MIIP-funded programs. CLPA is the model for the Portfolio-Based Language Assessment (PLBA) being implemented by CIC across Canada. |
| Provincial Nominees | 4,048 | | | | | |
| Other | 3,378 | | | | | |
| 2005 <table><tr><td>Provincial Nominees</td><td>4,619</td></tr><tr><td>Other</td><td>3,477</td></tr></table> | Provincial Nominees | 4,619 | Other | 3,477 | <ul style="list-style-type: none">Canada’s Action Plan Against Racism Introduced | <ul style="list-style-type: none">Labour Market Strategic Initiatives (LMSI) developed to help immigrants find and keep employment in their related fields of expertise. LMSI is a multi-departmental approach to addressing and strengthening labour market integration. |
| Provincial Nominees | 4,619 | | | | | |
| Other | 3,477 | | | | | |
| 2006 <table><tr><td>Provincial Nominees</td><td>6,662</td></tr><tr><td>Other</td><td>3,386</td></tr></table> | Provincial Nominees | 6,662 | Other | 3,386 | <ul style="list-style-type: none">In 2006, Manitoba achieved its target of 10,000 new arrivals that was set five years earlier and announced a new target of 20,000 newcomers by 2016.Increased federal funding through Immigration Portal, Enhanced Language Training, Action Plan Against Racism/Welcoming Communities and Francophone Minority Community initiatives. | <ul style="list-style-type: none">EAL and Settlement programming expand both regionally and in Winnipeg to serve increasing immigrant population.Consultation with service providers and independent research contracted to identify areas of service and new approaches to respond to growth.ALT Branch co-hosts national TESL Canada Conference. |
| Provincial Nominees | 6,662 | | | | | |
| Other | 3,386 | | | | | |

| YEAR IMMIGRATION and LANDINGS | IMMIGRATION & POLICY | SETTLEMENT & EAL | | | | |
|--|----------------------|------------------|-------|-------|---|--|
| 2007 <table><tr><td>Provincial Nominees</td><td>7,687</td></tr><tr><td>Other</td><td>3,267</td></tr></table> | Provincial Nominees | 7,687 | Other | 3,267 | <ul style="list-style-type: none">Manitoba Settlement Strategy implemented. | <ul style="list-style-type: none">The new Manitoba Settlement Strategy, implemented in FY 2007/2008, was the result of comprehensive planning for increased immigration, changing needs and a wider range of supports for refugees and skilled workers in Manitoba. It outlines the Key Service Areas, as well as the system supports required to effectively respond to the settlement and integration needs of newcomers in Manitoba. These include: Pre-arrival Information, Centralized Initial Information and Orientation, Centralized Assessment and Referral, Settlement and Community Supports, Employment Supports, Qualifications Recognition Supports, Specialized Programs, Field Development and Service Delivery Supports.Continued coordination through advisory and working groups in EAL, settlement, employment and regional programs.Winnipeg English Language Assessment and Referral Centre (WELARC) formed as a centralized agency to coordinate language assessment and placement for newcomers requiring EAL training.Winnipeg Technical Centre opens Adult EAL programming, eventually becoming the largest deliverer of Adult EAL programming in Manitoba.Neighbourhood-based settlement programs expanded. |
| Provincial Nominees | 7,687 | | | | | |
| Other | 3,267 | | | | | |
| 2008 <table><tr><td>Provincial Nominees</td><td>7,968</td></tr><tr><td>Other</td><td>3,250</td></tr></table> | Provincial Nominees | 7,968 | Other | 3,250 | <ul style="list-style-type: none">The Immigration and Multiculturalism Division maintains its long-standing support for francophone immigration thereby strengthening community objectives and to target recruitment, assist applicants to explore provincial benefits, facilitate the immigration process and provide pre-migration information to strengthen settlement outcomes. | <ul style="list-style-type: none">Continuous adaptation of MB's Settlement Strategy to improve orientation, regional programs, employment and EAL.<i>Regional Connections</i>, in Winkler, serves as the first point of contact for new immigrants in the Pembina Valley.Westman Immigrant Services opened a Regional Language Assessment and Referral service in 2008 and developed an ENTRY Program that provides a four week orientation program.English On-Line provides opportunity for immigrants to study from home. |
| Provincial Nominees | 7,968 | | | | | |
| Other | 3,250 | | | | | |

| YEAR IMMIGRATION and LANDINGS | IMMIGRATION & POLICY | SETTLEMENT & EAL | | | | |
|---|----------------------|---|-------|-------|---|--|
| | | <ul style="list-style-type: none">• Further development of educational, recreational, leadership and employment programming for newcomer youth as well as specialized programming to support adaptation.• Increased capacities within neighbourhood community groups to actively reach out and connect new families with settlement information and community resources such as libraries, schools and community centres.• Struck partnerships with Winnipeg Regional Health Authority to develop interpreter training.• Development of the Manitoba Growth Strategy, an Interdepartmental Initiative to increase accessibility, address service gaps and meet identified needs through a coordinated approach. Other Provincial departments to develop the knowledge on which inclusive policies and programs are based and take action to support immigrants’ integration. | | | | |
| 2009 <table><tr><td>Provincial Nominees</td><td>10,152</td></tr><tr><td>Other</td><td>3,369</td></tr></table> | Provincial Nominees | 10,152 | Other | 3,369 | <ul style="list-style-type: none">• The <i>Worker Recruitment and Protection Act (WRPA)</i> requires Manitoba employers to register with Manitoba Labour & Immigration (LIM) prior to undertaking any foreign worker recruitment activities. It was designed to protect Temporary Foreign Workers (TFWs) from unscrupulous recruiters, illegal recruitment fees, and abuse in the workplace.• <i>Fair Registration Practices in Regulated Professions Act</i> mandates the establishment of the Office of the MB Fairness Commissioner . | <ul style="list-style-type: none">• Establishment of the Office of the MB Fairness Commissioner.• In the 2009/2010 fiscal year, the Division developed and implemented a Centralized Immigrant Registration and Referral System, with five Manitoba service providers, to improve positive labour market outcomes for immigrants earlier in the arrival continuum. The service continuum begins with the PN application for the majority of newcomers to Manitoba.• MOSAIC formed as an umbrella organization to consolidate community based language programs.• University of Manitoba opens Adult EAL programming at downtown facility.• Manitoba database is developed for project management and measurement for EAL programs and settlement services. |
| Provincial Nominees | 10,152 | | | | | |
| Other | 3,369 | | | | | |

| YEAR IMMIGRATION and LANDINGS | IMMIGRATION & POLICY | SETTLEMENT & EAL | | | | |
|---|----------------------|------------------|-------|-------|---|---|
| 2010 <table><tr><td>Provincial Nominees</td><td>12,177</td></tr><tr><td>Other</td><td>3,631</td></tr></table> | Provincial Nominees | 12,177 | Other | 3,631 | <ul style="list-style-type: none">In 2010, the federal decision to limit total immigrant intake to Canada through the annual levels plan to a <i>status quo</i> range of 250 - 265,000, resulted in limiting growth in the PNPs of most jurisdictions. Manitoba depends significantly on its PNP for immigrant intake. Beginning in 2010, the Manitoba share of principal applicants was set at 5,000 in the annual levels plan. As a result, total annual landings begin to level off. .³ | <ul style="list-style-type: none">Manitoba START launched as an initiative to provide single-window early arrival immigrant intake/registration, referral, employment readiness and job matching services and labour market services for MB newcomers.Manitoba's best practices conference for settlement, EAL practitioners and regional economic development staff, with over 600 participants to facilitate the sharing of best practices, knowledge and resources; enhance and foster understanding and collaboration within the settlement and EAL sectors and build practitioner networks. |
| Provincial Nominees | 12,177 | | | | | |
| Other | 3,631 | | | | | |
| 2011 <table><tr><td>Provincial Nominees</td><td>12,342</td></tr><tr><td>Other</td><td>3,621</td></tr></table> | Provincial Nominees | 12,342 | Other | 3,621 | <ul style="list-style-type: none">5,000 principal applicants for Manitoba maintained in CIC's annual levels plan for 2011. | <ul style="list-style-type: none">A new pilot project supported by CIC's Innovation Fund was launched in 2011 to provide case management, enhanced settlement supports and service co-ordination for higher needs refugees soon after arrival. |
| Provincial Nominees | 12,342 | | | | | |
| Other | 3,621 | | | | | |
| 2012 <table><tr><td>Provincial Nominees</td><td>9,534</td></tr><tr><td>Other</td><td>3,857</td></tr></table> | Provincial Nominees | 9,534 | Other | 3,857 | <ul style="list-style-type: none">5,000 principal applicants for Manitoba maintained in CIC's annual levels plan for 2011.CIC serves notice that the Settlement Realignment Agreement will terminate on March 31, 2013. | <ul style="list-style-type: none">In April 2012, CIC announces cancellation of 1998 Agreement to realign responsibilities for Immigrant Settlement Services effective March 31, 2013.First MIRSSA - Professional Development conference for settlement practitioners. |
| Provincial Nominees | 9,534 | | | | | |
| Other | 3,857 | | | | | |

³ It should be noted that PN levels were set for all provinces with a PNP and, at 5,000/year, the Manitoba level is, proportionately, very high.

3. Background

Why did the Federal Government, through “Settlement Realignment”, offer up its immigrant settlement programs to the provinces and why did certain provinces, Manitoba being one, decide to enter into negotiations and, eventually, accept the offer? Similarly, why did the Federal Government, in 2012, serve notice to Manitoba and British Columbia that they would bring an end to the agreements that brought about settlement realignment and return to direct delivery of settlement services in these two provinces? Before we examine the nature of settlement policy and programs in a realigned environment, a brief examination of these questions is worthwhile.

Settlement Realignment was an idea that came out of the federal government’s Program Review exercise, in 1995–96, designed to address the large federal deficit that existed at that time. In Program Review, Federal Ministers had to review their own portfolios with a view as to whether the Federal Government was best placed to deliver the services provided. Government programs and activities were reviewed using six tests: public interest; need for government involvement; what the appropriate federal role should be; opportunities for public sector/private sector partnerships; opportunities to increase efficiency; and affordability.

Citizenship and Immigration, at that time, had to absorb some \$62 million in budget cuts and so proposed turning over administration of the Settlement Program to provinces that wished to take it on, the rationale being that settlement program efficiencies could be gained as provinces deliver social services and education.

CIC held two rounds of nationwide consultations on “settlement renewal” in 1995 and 1996. By the time of the second round, in 1996, the focus was on the hope of convincing as many provinces as possible to take on delivery of settlement programs – the federal government, of course, transferring its budget. However, the provinces, while welcoming the proposal, were not happy with the level of settlement funding which, except in Quebec,⁴ had remained the same for several years. As a result, the federal government increased spending outside Quebec from its base of \$118.4 million by \$62.3 million. The new funds, ironically almost exactly the same amount that CIC was expected to save from its operating budget in Program Review, were made available in 1997–98.

⁴ Pursuant to the *Canada–Québec Accord relating to Immigration and Temporary Admission of Aliens*, the Province of Quebec, since 1991, has been responsible for immigrant settlement and receives separate funding under that agreement.

The new funding persuaded Manitoba and British Columbia to enter into negotiations that led to these two provinces concluding settlement realignment agreements in 1998. Manitoba was particularly interested in delivering settlement programming because it envisaged settlement going hand-in-hand with its Provincial Nominee Program (PNP). The PNP was seen “as a way to deal with existing and impending skill shortages and as a vehicle to increase population growth – in both Winnipeg and rural areas.”⁵ Manitoba had also developed a certain degree of expertise in settlement from the 1970s onward, as it had had to re-integrate Mennonites from Mexico and South America, who had inherited Canadian Citizenship from their parents and grandparents who had left Canada earlier in the 20th Century, and were now returning to Manitoba. Adult Language Training was an important part of this activity. So, the province considered itself well positioned to take on settlement and the delivery of quality settlement services was seen as a way to improve the retention rates of immigrants selected under the PNP.

The Manitoba Settlement Annex is to be found in Annex A of the Canada-Manitoba Immigration Agreement.⁶ On April 1, 1999, both provinces began delivering settlement services.⁷ Notwithstanding the transfer, the Federal Government saw an “enduring federal role” that would include involvement in priority setting, encouragement of research on integration and a return to offering counseling to immigrants prior to their departure for Canada.⁸ In addition, the agreement required both Canada and Manitoba to abide by the principle that, “Settlement and integration services across the country will be flexible, responsive and reasonably comparable” (Annex A, 1.3.f).

⁵ Tom Carter and Benjamin Amoyaw. “Manitoba: The Struggle to Attract and Retain Immigrants.” In *Integration and Inclusion of Newcomers and Minorities across Canada*, edited by John Biles, Meyer Burstein, Jim Frideres, Erin Tolley and Robert Vineberg, 165-193. (Montreal and Kingston: McGill-Queen’s University Press, 2011), 172.

⁶ The latest version of the Immigrant Settlement Services Annex (2003) is reproduced in Appendix A of this report.

⁷ Robert Vineberg, “History of Federal-Provincial Relations in Canadian Immigration and Integration.” In *Integration and Inclusion of Newcomers and Minorities across Canada*, edited by John Biles, Meyer Burstein, Jim Frideres, Erin Tolley and Robert Vineberg, 17-43. (Montreal and Kingston: McGill-Queen’s University Press, 2011), 37.

⁸ Robert Vineberg, *Responding to Immigrants’ Settlement Needs: The Canadian Experience* (Dordrecht: Springer, 2012), 45.

This was the state of play until early April of 2012 when the Minister of Citizenship and Immigration, Jason Kenney served notice to Manitoba and British Columbia that the Federal Government was terminating the settlement realignment agreements with those two provinces. The formal notice of cancellation came to Manitoba in a Deputy Minister to Deputy Minister teleconference on April 10, 2012. The Manitoba agreement was subject to one year's notice by either party so it would terminate on April 1, 2013 whereas the BC agreement had a two year notice provision and it will terminate on April 1, 2014.

Minister Kenney's rationale was that the Federal Government was "committed to ensuring ...that immigrants have access to a more consistent level of services regardless of where they choose to settle in Canada," and that "it is important to avoid the development of a patchwork approach to the important work of settling new Canadians."⁹ The decision was not a commentary on Manitoba's settlement policy and program, rather a belief that a coherent and consistent system was desirable under a national program managed directly by CIC, particularly in a period of massive changes to the selection systems with impact on settlement, and with a renewed Government of Canada focus on the role of settlement programs on improved outcomes and encouraging active, productive and engaged citizens.

⁹ Jason Kenney, Minister of Citizenship, Immigration and Multiculturalism, "Government of Canada to Strengthen Responsibility for Integration of Newcomers "Integration Services Are About Nation Building", says Kenney," Citizenship and Immigration Canada, News Releases, <http://www.cic.gc.ca/english/department/media/releases/2012/2012-04-12.asp> (accessed January, 21, 2013).

4. The Agreement

The agreement on settlement realignment is an Annex to the Canada-Manitoba Immigration Agreement (CMIA). The original CMIA was signed on October 22, 1996 and, while it did not include a Settlement Annex, it foresaw the possibility of both a Settlement Realignment agreement and a Provincial Nominee Agreement. The Settlement Annex was negotiated in 1997 and 1998, signed on June 29, 1998 and came into force the following year.¹⁰

The CMIA was originally for a five year term and it was extended in 2001 for a year and in 2002 for a further year, pending renegotiations and the current agreement, including the current Settlement Annex (see Appendix A) was concluded on June 6, 2003. The current agreement has no expiry date but can be terminated by either party upon notice of one year. It provides for a review of the agreement every five years and such a review had been under way for some time when the Federal Government decided to terminate the Settlement Annex.

The original Settlement Annex provided for the transfer of CIC's financial and human resources involved in the delivery of settlement services with the exception of those for the Refugee Resettlement Assistance Plan (RAP). A total budget of \$3,550,000 in settlement funding and \$200,000 in associated administrative funding¹¹, including the salaries of 4 Full Time Equivalent (FTE) positions were transferred to Manitoba. In actual fact two persons were transferred as two of the positions were vacant at the time of the transfer.

While giving Manitoba significant latitude in the design and delivery of settlement programs, Manitoba undertook to ensure roughly comparable services and comparable outcomes to those delivered in the rest of the country. The agreement incorporated requirements for the submission of an annual 'Service Plan' to CIC and an Annual Report but the agreement did not specify in great detail what should be in the reports. There was no requirement for these reports to be made public and they were not released during the life of the annex.

When the CMIA was renegotiated in 2002-03, CIC requested and Manitoba agreed to a more detailed reporting regime. Appendices A and B stipulate the required contents of both the Annual Service Plan and the Annual Report. The new agreement also provided more flexibility for financing administrative operations in support of the settlement program.

¹⁰ The Provincial Nominee Annex was signed on the same day and came into force immediately.

¹¹ While CIC allocated \$186,000 to CIC Winnipeg for administration, the negotiators offered Manitoba \$200,000, leaving CIC's Prairies and Northern Territories region to make up the \$14,000 difference!

Like the CMIA, the Settlement Annex was to remain in force indefinitely unless one of the parties served 12 months' notice that it wished to terminate the agreement. CIC exercised this option in April 2012, so the Settlement Annex will terminate on March 31, 2013 after which the funding for the Settlement Program will return to CIC and CIC will administer the program itself, as it does in most other provinces.

5. The Transfer of Resources

As noted in the previous section, a total budget of \$3,550,000 in settlement funding and \$200,000 in associated administrative funding, including the salaries of 4 Full Time Equivalent (FTE) positions, were transferred to Manitoba. Manitoba had made clear, from the beginning of negotiations, that it regarded the financial and human resources transferred to be inadequate for the effective delivery of settlement programming throughout Manitoba. Over time, Manitoba was successful in obtaining authority to use approximately 5-7% of settlement program funding on enhanced human and administrative resources. Nevertheless, as noted above, the province felt that the combined impact of the PNP and a provincially managed settlement program was essential to achieving its economic and demographic goal of recruiting and retaining far more immigrants than it had succeeded in doing prior to 1999.

Once the decision to proceed with Settlement realignment had been made, within CIC, staff needed to be advised and work undertaken to divide the CIC Winnipeg Settlement Unit into a section remaining with CIC to deliver the RAP program and a section dedicated to the Settlement program for transfer to Manitoba. Initially, among staff, there was resistance to the transfer for a number of reasons. Staff felt that CIC was doing a good job in delivering the settlement program and had a hard time understanding the rationale for transferring the program to the province, especially as a similar transfer was not general across the country. The Provincial Government was just coming out of a period of austerity during which a day of unpaid leave was imposed once in every two week period (Filmon Fridays) so there were concerns about conditions of work and job security. Staff were hearing misgivings among settlement service providers who had a 'fear of the unknown' and some indicated their preference to 'stick' with CIC.

In view of the concerns expressed above, CIC and Manitoba Immigration management worked closely to reassure staff and service providers. It helped enormously that a Manitoba Immigration official had been on an 'interchange' assignment with CIC as Acting Supervisor of the Settlement Unit. The official moved back to Manitoba Immigration with the program transfer and became Director of the Manitoba Settlement Branch, providing continuity in management that would not, otherwise, have been possible both during the National Community Consultation Process (see Chapter 2, above) and the actual program transfer.

A further advantage of the Interchange assignment was that the official was familiar with settlement service providers in Manitoba and their capabilities. In establishing the new provincial program, Manitoba opted for iterative change rather than immediate change. Unlike

in British Columbia, where the province decided to end all existing contribution agreements with service providers and issue a new call for proposals, Manitoba assured service providers that the transfer would be seamless and business would continue as usual. This involved continuing existing contribution agreements with Service Providers during the transition. Change would come but it would be incremental. The result was that at the time of the transfer staff and service providers involved were somewhat reassured by the process and the messaging from both CIC and the Province.

Over the course of the agreement, the annual resource transfer grew to over \$36,000,000 by Fiscal Year 2012-13¹² and Manitoba Settlement staff numbered about 25. The growth in funding was due to the Federal allocation systems dependence on landings numbers, so as immigration to Manitoba increased dramatically, so did the settlement funding.

¹² See Table 5.

6. Provincial Administration

For some, the signing of the Canada Manitoba Immigration Agreement (CMIA) in 1996 marked the province's entry into the shared immigration responsibility described in Section 95 of the *Canadian Constitution*. In fact, in 1979, Manitoba became one of the first provinces to enter into a bilateral agreement with Canada provided for under Section 108 (2) of the 1976 *Immigration Act*. The agreement facilitated the admission of special needs refugees (S.P.A.R.). The province also took its responsibilities seriously and responded annually and comprehensively to the Federal Immigration Minister regarding Canada's national immigration levels plan consultations. As the years passed, Manitoba took a keen interest in improving provincial services to support newcomers, by developing policies and programs to improve orientation and settlement materials, language training and labour market integration. The province also established a service centre (Immigrant Access Service) staffed with trained newcomers to assist their clients in accessing provincial and municipal services. The province also developed an Adult EAL program, largely for returning *Kanadeer* Mennonites from Central and South America, who as Canadian citizens did not qualify for Federal EAL programs.

A key function of the Immigration and Settlement Branch was advocacy and information sharing. During the decade of the 1980s, Manitoba saw a decline in its proportional share of annual immigration and associated that with proportionately less federal funding for settlement and related supports for newcomers. Branch staff actively participated in inter-departmental initiatives to provide better services to immigrants as well as taking an active role in regular inter-agency meetings in the settlement sector. In this way, provincial staff were not strangers to the settlement service community when in 1996, the second round of national consultations on settlement renewal stopped in Winnipeg. In fact, there was a broad consensus in support of CIC's recommended approach that the province be the preferred partner to administer funds and services.

Manitoba's vision of the potential benefits of immigration and settlement was much more aligned with the Canada-Quebec agreement than with any other jurisdiction in Canada. In the early 1990s, the Provincial Government undertook a comprehensive policy review aimed at asserting itself in the shared immigration jurisdiction with Canada. Manitoba was determined to take a more pro-active role in the recruitment, selection and settlement of immigrants. This led to the negotiation of the *Canada-Manitoba Immigration Agreement* (CMIA) in 1996 followed shortly thereafter, in 1998, with the *Agreement to Realign Responsibilities for Immigrant Settlement Services* and the *Immigration Agreement on Provincial Nominees*.

Section 3.1 of the 1998 Agreement defined the roles and responsibilities of Canada and Manitoba as follows:

- 3.1 a) enable Manitoba to assume primary responsibility for the design, administration and delivery of settlement and integration services with respect to immigrants and refugees in the province of Manitoba
- b) eliminate administrative overlap between federal and provincial settlement and integration services;
- c) simplify the administration of settlement and integration services;
- d) encourage community involvement in identifying local settlement and integration priorities, and;
- e) promote results based accountability to ensure settlement and integration services are efficient and effective.

On April 1st, 1999 the province assumed responsibility for delivering settlement in Manitoba and rolled out its initial version of the Manitoba Immigrant Integration Program (MIIP) designed to support, develop and administer settlement programming throughout the province. The MIIP provided the overarching funding umbrella for the English as an Additional Language programs as well as for the settlement and integration programs. While these programs were managed within distinct Branches, each area was influenced and informed by their respective activities and contribution agreements with service providers. Although separate entities for management purposes, in the organization chart of the Immigration Division, these programs were closely connected under Manitoba's overall settlement strategy.

The transitional process required the patience and trust of all parties involved, including all levels of government, the service partners and newcomers. The key to success was to rely on the vast experience of established service providers, the province's own expertise on local conditions, immediate needs and challenges and then to respond with considerable flexibility and responsiveness. Although, staff had spent the latter part of 1998 in consultation with federal government partners and with settlement and language training agencies, there were no templates or paths to guide them. No other province outside Quebec, had previously undertaken these realigned responsibilities. However Manitoba was confident in its team and had the expressed support of its partners.

Looking back over the past thirteen years, many respondents commented on how much the landscape changed and how the programs and delivery models had evolved accordingly. Through its ambitious *Growth Strategy*, in 2002, Manitoba set targets for increasing its annual immigration levels to 10,000 per year by 2006. This target was achieved, on schedule, and then Manitoba set a new annual target of 20,000 by 2016. The growth was achieved primarily

through the highly successful Provincial Nominee Program, although Manitoba has always supported and endorsed the Federal immigration programs for reunification of families and for humanitarian immigration (refugees and persons in refugee-like situations) including privately sponsored refugees as well as welcoming immigrants who choose to settle in the province under the Federal Skilled Worker and Business categories.

There are definite central policy and program administration differences between the current provincial and federal governments. Although the realignment experience was initiated in April 1999 under the then provincial Progressive Conservative administration, it has been under NDP governance ever since the provincial general election in September 1999. Manitoba's provincial government has not been hesitant to introduce laws and policy directions that regulate what organizations and citizens can or cannot do in specific areas. Labour and workplace protection laws and protection of temporary foreign workers are two examples of public policy direction where the Manitoba NDP Government acted quite differently from other provincial or federal governments.¹³ This policy direction has not hampered the capacity of the settlement sector to respond; in fact the sector responded vigorously to the significant annual increases in newcomer population. Agencies (Board and Management staff) appear to have as much autonomy to manage their programs in Manitoba as they would in provinces where realignment did not occur.

To meet the needs of this growing newcomer population, Manitoba's settlement strategy was re-designed to effect an evolution into a seamless continuum of integrated services from selection to settlement. The services were to include pre-arrival information, initial post-arrival assessment, orientation and referral services, Adult English as an additional language, and immigrant employment and social integration services. Settlement funds received from Citizenship and Immigration Canada are channelled to third party service providers through contribution agreements that outline the aims and outcomes of each initiative along with reporting and financial accountability requirements. While acknowledging the funding sources is important, a policy decision was made by the Province from the initial realignment of programs to keep program and related funding announcements administrative and out of the political arena. Federal funding is acknowledged, however, in a number of ways including: formal signage for each project acknowledging Canada and Manitoba's contribution, individual

¹³ The *Worker Recruitment and Protection Act (WRPA)* requires Manitoba employers to register with the Manitoba government prior to undertaking any foreign worker recruitment activities. It was designed to protect both temporary foreign workers (TFWs) and intending permanent from unscrupulous recruiters, illegal recruitment fees, and abuse in the workplace.

certificates to learners in EAL classes, progress reports, program brochures and related materials.

Another excellent Manitoba initiative is the *Fair Registration Practises in Regulated Professions Act* which provides for a Fairness Commissioner, as well as provincial investments in bridging programs and specialized language training to work towards better recognition of foreign qualifications. The office of the Fairness Commissioner works cooperatively with Manitoba regulators to ensure that registration practices comply with the *Act*. The goal is to ensure that internationally educated professionals can work to their fullest potential, with significant economic benefits to the province. Much more remains to be done provincially and nationally to ensure that the talents of our newcomers are not squandered but the offices of Fairness Commissioners in Manitoba (and in Ontario) are examples of best practices.

On the issue of program outcome measures, Manitoba considered the following sources: the information it received through agency monitoring and outcomes reports; direct client feedback from newcomers who participated in focus groups and interviews on the topic of settlement services; interviews and focus groups with key stakeholders such as employers, businesses representatives and municipal officials, as well as periodic third party evaluations on specific target groups critical in making key program modifications or additions. However, Manitoba does not have a practice of formal full-scale program evaluations on a fixed cycle as does the Federal Government, nor did it create a data system along the lines of the Federal iCAMS.

Due to lack of specificity of reporting requirements in the Federal-Provincial agreement, the exchange of timely qualitative and quantitative information between Manitoba and CIC was raised as an issue by some respondents. CIC, in particular, encouraged Manitoba to develop an information base in order to report more rigourously on performance measurement. Over the years, at the multilateral Federal-Provincial-Territorial Planning Table meetings, CIC emphasized the need for national results-based evaluations that were a constant point of discussion at the Federal-Provincial-Territorial (FPT) settlement table but one where consensus on how to proceed was difficult to achieve.

In recent years, Manitoba's comprehensive annual reports have addressed many of CIC's concerns. The 2003 Agreement spelled out Manitoba's responsibilities to acknowledge Federal funding. Manitoba respected the terms of the agreement and chose not to politicize this process.

Ensuring that programs are effective and achieving the desired outcomes requires an ongoing commitment to monitoring and evaluation. Developing the appropriate instrument to collect

and report on outcomes for such a wide variety of programs has been a challenge not only for Manitoba but equally for CIC in those provinces where they manage service delivery. Reporting requirements were identified in the 1998 agreements and further clarified in the 2003 renewal. The province has met its reporting requirements annually although in two years the annual reports were delivered after the date specified in the Annex. The 1999-2000 and the 2011-12 *Annual Reports*, are attached in Appendices G and H, respectively. The two reports demonstrate how reporting evolved and improved over the duration of the agreement. The 2011-2012 *Annual Report* is also an excellent source of current information on programs and results achieved.

7. The Settlement Experience in Manitoba

7.a. Challenges for Service Delivery

Key informants in this study noted that the rapidly rising numbers of arrivals and the increasing number of arrivals that live in communities outside Winnipeg created challenges for service delivery.

Since realignment the number of immigrants and refugees arriving in the province has increased by 328 percent, rising from 3,725 in 1999 to 15,962 in 2011, and then falling slightly to 13,391 in 2012. The number of arrivals more than doubled from 1999 to 2005, then doubled again by 2011. Manitoba's proportional increase in arrivals over the 1999 to 2011 period at approximately 330 percent was second only to Saskatchewan at 419 percent.¹⁴ Arrivals per capita in recent years have also been higher than most other provinces. In addition to increasing numbers the diversity of arrivals has also increased: a growing number of nationalities and ethnic groups, increasing language diversity and differences in language capacity, a wider range of income groups, increasing cultural diversity, life styles, and living preferences. Numbers alone placed significant pressure on the settlement services system but in addition to numbers the increasing diversity of arrivals created new service needs and challenges.

Since the 1998 Agreement Manitoba has also been working to achieve a better regional distribution of immigrants within the Province. Attracting labour and investment through immigration to grow regional centres has been a major policy objective of the Manitoba government. The figures suggest this objective has been successful in some areas of the province and to a more limited extent in others:

- the proportion of total arrivals destined for Winnipeg declined from 79 percent in 1999 to as low as 73 percent in 2008 but since then has climbed back to 84 percent in 2011 and 83 percent in 2012. Over the entire period approximately 77 percent of all arrivals have settled in Winnipeg (Appendix B, Table 4).
- although the proportion of people settling in Winnipeg has remained above seventy percent, the absolute number of total arrivals settling outside the Metropolitan area has increased significantly. Table 4 in Appendix B illustrates that when total immigration to the province is considered, people settling outside the Winnipeg region increased from

¹⁴ However, Saskatchewan was growing from a much lower base.

less than 1,000 in the 1999 to 2002 period rising rapidly to 3,549 in 2009, before falling slightly to 3,466 in 2010 then to 2,564 in 2011 and 2,288 in 2012.

- the increase in regional arrivals is attributable almost entirely to arrivals under the PNP program. PNP arrivals destined to areas outside Winnipeg increased from around 500 per year in the period 2000 to 2002 to 3,158 in 2009, before falling slightly to 3,074 in 2010.

Table 1

| Manitoba Immigrants and Refugees by Destination: 2003 to 2011 | | |
|--|--------|--------|
| | Total | |
| | # | % |
| Winnipeg | 76,737 | 77.10 |
| Winkler | 5,168 | 5.19 |
| Brandon | 5,154 | 5.18 |
| Steinbach | 3,365 | 3.38 |
| Morden | 1,033 | 1.04 |
| Thompson | 583 | 0.59 |
| Reinfeld | 220 | 0.22 |
| Altona | 324 | 0.33 |
| Neepawa | 377 | 0.38 |
| Portage La Prairie | 287 | 0.29 |
| | | |
| Total Top Ten | 93,248 | 93.68 |
| | | |
| Total Top Five | 91,457 | 91.89 |
| | | |
| Total Other Destinations | 6,443 | 6.48 |
| | | |
| Total Arrivals | 99,377 | 100.00 |

Source: Manitoba Immigration Facts 2003-2011, Manitoba Immigration and Multiculturalism, Province of Manitoba, Winnipeg

Further information on the extent of regionalization is evident when the destination of immigrants by centre is analyzed. For example:

- seventy-seven percent of all immigrants indicated they were destined for Winnipeg over the period 2003 to 2011.

- the second most popular destination, although with much lower numbers of arrivals, is Winkler. Just over five percent of arrivals since 2003 have listed their destination as Winkler.
- the third most popular destination is Brandon also with just over five percent of all arrivals in the 2003 to 2011 period. Although Brandon has always been a destination, numbers were small until 2007 when the figure jumped from 114 in 2006 to 582, then continued to climb reaching 1,433 in 2010, before falling again to 702 in 2011. This precipitous increase is related to the arrival of TFWs at Maple Leaf, their subsequent transfer to permanent resident status under the PNP and then the arrival of their families
- Steinbach ranks number four as a provincial destination with approximately three percent of all provincial arrivals over the period followed by Morden with less just over one percent of the provincial total over the period. After Morden, other centres experiencing significant numbers of arrivals include Thompson, Reinfeld, Altona, Neepawa, and Portage La Prairie. Of these smaller communities all but Thompson have received less than one-half of one percent of total provincial arrivals.

In summary, more people are moving outside the City of Winnipeg although the proportion has never risen above thirty percent and has been declining in recent years. Over ninety percent have settled in five communities, almost 95 percent in ten communities. Another six percent are scattered in upwards of 150 communities in the Province, although many of the other arrivals live near these major centres and in fact commute to work in the larger centres.

According to key informants, some of these smaller centres experience relatively low retention rates. Many people move on after a short (one or two years) period of time – generally to Winnipeg or sometimes one of the other larger centres, and occasionally to centres outside the province. However, the overall retention rates for the province were notably higher. For example, in 2008, there was an 82.6% retention rate of Manitoba Provincial Nominees who landed from 2000 to 2008 and filed taxes in 2010.¹⁵

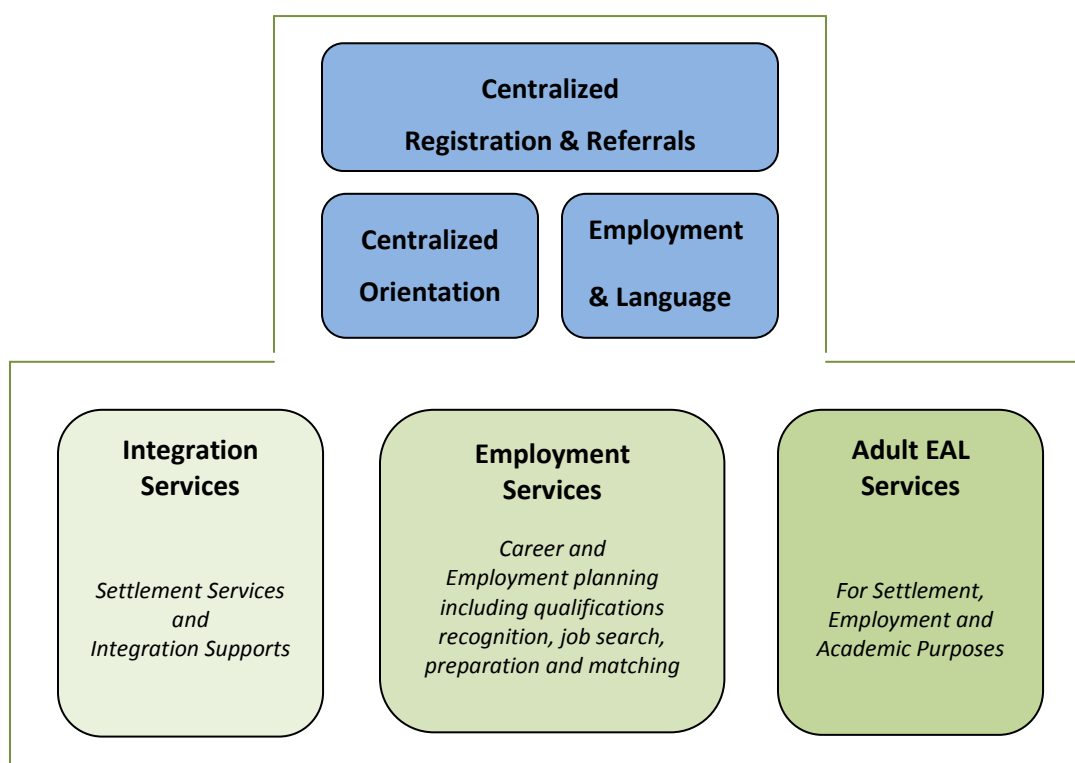
The challenges for service delivery are obvious: rapidly increasing numbers of arrivals settling in an increasing number of centres scattered over a wide geographic area. Many of the centres also contain relatively few immigrants making delivery of services difficult and costly.

¹⁵ Evaluation Division, Citizenship and Immigration Canada, *Evaluation of the Provincial Nominee Program*, September 2011, Ottawa: Citizenship and Immigration Canada, 2011, p.53, Table 4-5.

7.b. Manitoba's Integrated Service Model

Manitoba's Integrated Service Model included pre-arrival information, centralized registration and referrals, centralized orientation, employment and language assessment, integration services (settlement services and integration support), employment services (career and employment planning, qualifications recognition, job search, preparation and matching), and adult EAL services (for settlement, employment, and academic purposes). Figure 1 provides a schematic of the integrated model.

Figure 1: Range of Services Responsive to Newcomer Needs



Manitoba Immigration and Multiculturalism took the lead role in immigration planning and program and service delivery for the province. This authority was provided in the Immigrant Settlement Services Annex of the CMIA signed in 1998. The province developed immigration policy and service programs with input from advisory bodies such as the Manitoba Immigration Council, Manitoba Ethnocultural Advisory and Advocacy Council, the Office of the Fairness Commission, the Business Council of Manitoba, Chambers of Commerce throughout the

province, employers, educational institutions, immigrant service organizations, other provincial departments, and other community based agencies.¹⁶ In excess of ninety percent of funding to support immigrant service programs came from the federal government.

The province planned and delivered a service program based on the Human Capital Model of immigration that proposed that settlement supports should enhance social and economic integration, contribute to the success of immigrants in the labour force, and improve retention of immigrants in the province. Settlement services were provided by government staff and service provider agencies. These services were available to all immigrants (including those arriving under federal classifications) and refugees, but as Provincial Nominees represent about 75 percent of all arrivals to the province, they were the major service consumers.

The service model provided a continuum of services from pre-arrival to post-arrival services. The pre-arrival services included recruitment and promotional services abroad as well as information sessions, help with the application process, and in some cases, advice on credential requirements and labour force opportunities. The department was constantly enhancing web-based pre-arrival information by developing interactive planning tools connected in practical ways to labour market services and information. On-line workbooks and planning tools that are part of the application process take a settlement and career planning approach that is then reinforced by services and face-to-face consultations upon arrival.¹⁷

Prospective immigrants applying from within Manitoba (for example, International Students and TFWs) could also access assistance in completing application forms through service providers such as the Immigrant Centre in Winnipeg and Settlement Coordinators in regional offices throughout the province.¹⁸

¹⁶ Program planning to address client needs and develop appropriate responses was informed through a consistent approach with the sector. The Manitoba Adult EAL Coordinating Group and the Settlement Division both established working groups or broader coordination groups to share information, identify needs and/or gaps, and, in some cases, develop new responses within programs or across agencies. This ongoing input was supported through annual conferences in the EAL sector and three major conferences that both involved the settlement and EAL practitioners. In addition, third parties were contracted for service provider/client consultations to inform the settlement model (2006) and evaluation of settlement trends for Provincial Nominees (2010). These reports then informed annual planning and priorities for settlement funding.

¹⁷ Funding was provided in part by CIC through its web portal funding to Manitoba.

¹⁸ This service at the Immigrant Centre was discontinued on March 31, 2013 and is now offered at IAM.

When immigrants, newly-arrived in the province (or for those already in Manitoba, were accepted for permanent residency) intake and referral services were provided through Manitoba START, a single window arrival intake ensured that each individual had a clear plan to access labour market integration and orientation information. Every immigrant and refugee was informed of Manitoba START in their pre-arrival package and was directed to visit the service soon after they arrive. Each client that attended was registered in a centralized database and completed a needs assessment and if necessary a series of appointments were arranged by START staff to connect the client with services, employment information, or language training. Generally, working with START staff, the client was able to schedule a meeting with an employment service provider, arrange face-to-face counselling, or reemployment preparation workshops within two weeks of the visit to START. The client was also registered into ENTRY, an orientation program that helps familiarize newcomers with the range of settlement services available and provides key information on the community, including everything from shopping and financial services to health care, the education system, and transportation services. Once they completed the ENTRY program, newcomers were given an appointment at a language assessment centre for information and referral to EAL programming if they needed language training.

The motivation for the centralized services model was to strengthen the front end services especially as they apply to job readiness, referral and initial intake and came about as a result of feedback from the agencies and the newcomer population that valuable time was being wasted in shopping for the agency that might help with one's particular needs. Not everyone needed language training. Similarly, while orientation services are essential, not everyone needed the full four weeks but the general consensus was that Manitoba needed a structured front end with a central registry and referral service. The onus was on the province to provide organizational structure, policy direction and ongoing support. While there was not a general call for proposals, this process did not occur in a vacuum, and after much consultation and planning, the program was launched in 2010. The response from key respondents was overwhelmingly positive in regard to these initiatives. Some of the trade-offs might have been the selection of a different agency to move forward with START or not making any changes and letting the system continue as it was before, which would not have addressed the concerns raised.

The centralized database initiated by START was shared with the ENTRY program, language assessment centres, other service providers, and Immigration and Multiculturalism. The database provides an opportunity to track individuals in the service system – their activities and their outcomes. The START program also helped ensure newcomers have a better opportunity

to access the services they need so that they were less likely to fall through the cracks. The needs assessment identified what post-arrival services would help them and they were referred to these services. Although newcomers were not forced to participate, a high percentage took advantage of the opportunity with positive integration results. At the time of writing, the START program was only available in Winnipeg, although some on-line components could be accessed by pre- and post-arrival individuals in other parts of the province.

In 2010/11 the provincial department worked with over 150 service providers to deliver approximately 200 programs for newcomers. The programs ranged from pre-arrival information and services through orientation, language assessment and training, employment planning and counselling, job search, job matching, qualification assessments and help with recognition, to a variety of settlement and integration services. (For more detail, see Appendix F, *Manitoba Settlement Services Annual Report 2011-12*.)

The province also placed a strong emphasis on informal supports by family, friends, and relatives. The Family Support and General Stream built in these connections in application criteria.¹⁹ Carter et al. (2009) found that over 95 percent of newcomers received orientation and settlement services of some kind after their arrival. What was interesting, however, were the sources of this assistance. Fifty-two percent of the assistance was provided by government and/or service agencies. Family, relatives, and friends were the source of assistance on 39 percent of the occasions. Employers were the source on nine percent of the occasions. Family, friends, and relatives enhance the formal immigration service's system. Cultural connections also enhance the effectiveness of the service system as Manitoba supports ethno-cultural groups providing orientation and integration services. Key informants noted that newcomers often feel more comfortable working with service providers of their own ethno-cultural background.

¹⁹ The authority for Provincial Nominee Programs, in Section 87(1) of the *Immigration and Refugee Protection Regulations*, states: "For the purposes of subsection 12(2) of the Act, the provincial nominee class is hereby prescribed as a class of persons who may become permanent residents on the basis of their ability to become economically established in Canada." Manitoba, and some other provinces have interpreted this authority to include consideration of assistance for relatives as a factor in economic establishment.

7.c. Immigrant Services: A High level of Satisfaction amongst Stakeholders and Arrivals

Several studies have provided evaluations of various aspects of the Manitoba immigration experience. One of the first evaluations of the program was conducted by Prologica Research Inc. (2002). This was followed by work undertaken by the Rural Development Institute at Brandon University (2005), then Silvius and Annis (2007) and Carter et. al. (2009 and 2012). A study by Probe Research (2013) is still in progress. These studies focused on various aspects of immigration including the resettlement experience under the Provincial Nominee Program and various aspects of the service system. The work also included experiences in the regions as well as Winnipeg. The province chose to undertake a series of smaller, focused evaluations targeted to specific aspects of the settlement and integration system as opposed to larger, more comprehensive studies of the entire program. In addition to the several studies mentioned in this section, the province also carried out on-going consultations with service providers and settlement workers to ensure evolving issues and challenges were addressed in a timely fashion. On-going discussion with the advisory bodies mentioned in this report also provided timely and relevant evaluation material. The interviews with the key informants noted in this study suggest that the province had its “finger on the pulse” and were able to identify and respond to challenges in a collaborative and timely fashion.

Although the studies highlight some service gaps as well as other difficulties they all have one thing in common: the findings suggest a high level of satisfaction with services, in both Winnipeg and the regions, a generally positive experience amongst newcomers and high levels of satisfaction amongst the many stakeholders involved in the immigration process. Information from a few of these studies is presented below to illustrate how satisfied immigrants and refugees and other stakeholders in immigration are with the design and delivery of settlement and integration services.

Immigrant Services: A High Level of Satisfaction amongst Key Stakeholders

In the 2012 study by Carter et al., *The Manitoba Provincial Nominee Program: An Evaluation of Manitoba’s Principal Component of Immigration Policy*, the evidence was based on 110 key informant interviews and eight focus groups with eight to ten participants in each group. Key informant and focus group participants represented the three levels of government, businesses, immigrant service organizations, academics, employers of immigrants and refugees, consultants and lawyers, and people in economic development.

In the study more than eighty percent of all stakeholders expressed a high level of satisfaction with immigrant services – both the range of services and the manner in which they were delivered. Some service gaps were identified, suggesting there is still a need to improve the service base. The gaps ranged from a need for more centralized one-stop-shop service locations, particularly in rural regions, to better inter-departmental integration in service delivery, increasing awareness of services, more community involvement in delivery, more emphasis on workplace training, enhanced language training, expansion of bridging programs, interpretation services, and more culturally appropriate mental health services.

Overall there was a high level of satisfaction with the Integrated Service Model – both the range of services and how they are delivered. It was noted that:

provincial services for immigrants are, by and large, well designed to address the needs of newcomers and really help stabilize retention in various regions.

It was also noted that:

the success of the MPNP rests to a large extent on the province's ability to design and deliver services that meet newcomer needs. This was not the case prior to the province obtaining control over service design and delivery. The province is much more aware of local needs and circumstances than the federal government, hence better able to match needs with required services.

Of course, the respondent was referring to the nature and quality of CIC delivered settlement programs in 1999 and CIC programs, elsewhere in Canada, have improved and expanded greatly since then.

Despite the high level of satisfaction there were a number of opinions on service gaps that should be addressed and service delivery enhanced or changed:

- **more centralized one-stop-shop service locations:** It is important to have all services located in one area, preferably one building, including space for teaching and training. This facilitates interaction and communication between the personnel of various types of services which facilitates planning of services, makes referrals easier, and improves staff efficiency. It also makes it easier for immigrants to find and access the services. In Winnipeg some service providers felt satellite offices set up in certain areas of the City would facilitate access to basic orientation and referral services.

- ***more emphasis on increasing immigrant awareness of services:*** Despite one of the best service models in the country (according to informants from other parts of Canada) and the introduction of the Manitoba START and ENTRY Programs, there are people who are not aware of the services available. The information is not reaching everyone. Language skills could be part of the problem, but fragmentation amongst scattered service providers may also contribute to lack of knowledge. Better intergovernmental communication might also help. More community involvement and stronger partnerships at the community level to deliver services with greater municipal involvement was also considered necessary.
- ***enhanced language training, particularly in the work place, for stay at home spouses and in rural centres:*** There was a consensus, among respondents, that Manitoba has one of the best, if not the best, language programs in Canada. The need for better language skills was often tied to work place safety, particularly for TFWs. There was some concern that arrivals did not have enough English to understand signs and safety features in workplace environments. Poor language skills also reduced efficiency and productivity in the early stages of the work placement. Another area of concern focused on language training for women, particularly those who are often isolated in the home. Their lack of language skills and often limited opportunity to obtain language training left many women isolated, reducing their potential for social networking, particularly outside their own ethno-cultural group, and their ability to access services in the community. More language training is a particular need in smaller rural communities. However, it was acknowledged that getting enough people to support the cost of a class was difficult in some of the rural areas. Generally, it was acknowledged that Manitoba Immigration was doing the best they could, given the resources available.

Other suggestions included:

- *expansion and enhancement of bridging programs;*
- *expanded interpretation services and language banks, particularly in areas outside of Winnipeg; and,*
- *mental health services with cross-cultural understanding and adaptability.*

Some of these suggestions were, as noted, more important and applicable to regions outside Winnipeg. It is also important to acknowledge that numbers, again particularly in rural areas, are small, making it hard to justify and deliver services. Finally, regardless of how good a service model is, there will always be some people, who for whatever reason, will not access the services. As one key informant put it, *“you can lead a horse to water but you can’t make the horse drink; sometimes you can’t even lead the horse to water; sometimes you can’t find the*

horse or the water.” There is considerable truth in this statement when it comes to service delivery.

Overall, key informants expressed a high level of satisfaction with the range of services available to PNP arrivals and the manner in which they are delivered.

Immigrant Services: A High Level of Satisfaction amongst PNP Arrivals

In a 2009 study entitled, *An Evaluation of the Manitoba Provincial Nominee Program*, Carter et. al. conducted an evaluation of the integration and settlement experience of arrivals under the PNP. Interviews were conducted with 100 principal applicants and fifty spouses (not necessarily of the principal applicants).

Principal Applicants

A survey of arrivals under the PNP (2009) discovered a very positive attitude to the role settlement services played in assisting them in the resettlement and integration process. Ninety-eight percent of principal applicants received some orientation or settlement assistance after they arrived, not including the ENTRY Program.

Participants were asked what assistance they received and who provided it: an agency (government or service sector), employer, or family and friends. Also they were asked to rate how helpful this assistance was for them and their family on a scale of **one** (not helpful at all) to **five** (very helpful).

The services received by the highest proportion of PNPs included community orientation, language training, help finding a job, help finding housing, and help with the banking system. Approximately seventy percent or more of the arrivals received such services. Help with job training, translation, children’s schooling, and health problems were received by between one-third and one-half of the respondents. Lower proportions had help with shopping, getting loans or credit, legal matters, and personal problems.

Government and settlement sector agencies were the source of most assistance in orientation, language, and occupational and job training. Approximately half the assistance in translation and interpretation, and help with children’s school issues was also from agencies. Family, friends, relatives, and sometimes people in the community played the lead role in providing assistance with finding a job, finding housing, help with health problems, shopping, banking,

getting loans or credit, and with legal matters and personal problems. Employers played a very modest role and appear as only modestly important with respect to occupational and job training.

When all cases of assistance were considered 52 percent of the assistance was provided by agencies, 39 percent from family, relatives, and friends of the arrivals in the community, and only nine percent from employers.

The level of satisfaction was very high for most types of services (Table 2). Ninety percent or better found the assistance they had received with language training, occupational or job training, translation and interpretation, finding a job, finding housing, children's schooling, health problems, and the banking system to be very helpful.

Slightly lower, but still positive ratings were received for orientation (77%), help with shopping (85%), getting loans or credit (88%), help with legal matters (73%), and help with personal problems (88%).

Virtually no one characterized the services they received as not at all helpful (see Table 2 on the following page).

The ENTRY Program received special mention and a strong endorsement. Although it was not in place when some of the participants in this study arrived, fifty percent of the principal applicants attended the Program when they arrived. Two-thirds found it very helpful, and for one-quarter it was somewhat helpful. Only two percent thought it was unhelpful. Many participants commented that the program should be expanded and made more readily and conveniently available throughout the Province.

Not everyone has friends and family they can reach out to for assistance but the structure and criteria of the PNP with the Family Support and General Streams and application points for having family, relatives, and friends already in the province adds strength to the service base as the importance of family and relatives is obvious. The role of family and friends is certainly a major contributor to the services new arrivals need in the resettlement and integration process.

Table 2

| Satisfaction Levels with Support Services Principal Applicants | | | | | |
|---|--------------------------------------|------|------|------|------|
| Assistance or Services | How helpful?* (% of valid responses) | | | | |
| | 1 | 2 | 3 | 4 | 5 |
| Orientation (<i>learning about the community</i>) | 2.9 | 1.4 | 11.6 | 7.2 | 76.8 |
| Language training | 1.3 | 0.0 | 3.9 | 5.2 | 89.6 |
| Occupational / job training | 2.0 | 2.0 | 0.0 | 2.0 | 94.0 |
| Help with translation / interpreting | 0.0 | 0.0 | 0.0 | 2.7 | 97.3 |
| Help finding a job | 0.0 | 0.0 | 4.3 | 4.3 | 91.3 |
| Help finding housing | 0.0 | 0.0 | 1.4 | 2.8 | 95.8 |
| Help with children's schools | 0.0 | 0.0 | 2.6 | 2.6 | 94.7 |
| Help with health problems | 0.0 | 0.0 | 0.0 | 5.8 | 94.2 |
| Help with shopping | 0.0 | 0.0 | 0.0 | 15.0 | 85.0 |
| Help with banking system | 0.0 | 1.4 | 0.0 | 4.2 | 94.4 |
| Getting loans or credit from banks/credit unions | 0.0 | 0.0 | 0.0 | 12.0 | 88.0 |
| Help with legal matters | 0.0 | 0.0 | 18.2 | 9.1 | 72.7 |
| Help with personal problems | 0.0 | 12.5 | .0 | 0.0 | 87.5 |
| * 1 – Not Helpful at all; 2 – A little bit Helpful; 3 – Somewhat Helpful; 4 – Helpful; 5 – Very Helpful | | | | | |

Source: Study Sample

Spouses

Although a lower proportion of spouses used or accessed services than was the case for principal applicants those that did receive assistance also expressed high levels of satisfaction. More than ninety percent of those who accessed occupational and job training, translation and interpretation, help finding a job, help finding housing, help with children's school, health problems, banking, and loans or credit found the experience very helpful (Table 3). As with principal applicants very few spouses found the experience not at all helpful or only a little bit helpful. Twenty-eight of the fifty spouses interviewed attended the ENTRY Program when they arrived and the Program received generally positive reviews.

Table 3

| Satisfaction with Support Services – Spouses | | | | | | | |
|---|---------------------|----|---------------------------------------|-----|------|------|------|
| Assistance or Services | Assistance received | | How helpful?* (% of valid responses) | | | | |
| | # | % | 1 | 2 | 3 | 4 | 5 |
| Orientation (<i>learning about the community</i>) | 30 | 60 | 6.7 | 6.7 | 13.3 | 3.3 | 70.0 |
| Language training | 43 | 86 | 0.0 | 2.7 | 8.1 | 2.7 | 86.5 |
| Occupational/job training | 20 | 40 | 0.0 | 5.0 | 0.0 | 0.0 | 95.0 |
| Help with translation/ interpreting | 22 | 44 | 0.0 | 0.0 | 4.5 | 0.0 | 95.5 |
| Help finding a job | 29 | 58 | 0.0 | 0.0 | 0.0 | 3.6 | 96.4 |
| Help finding housing | 33 | 66 | 0.0 | 0.0 | 3.1 | 0.0 | 96.9 |
| Help with children's schools | 27 | 54 | 0.0 | 0.0 | 0.0 | 3.8 | 96.2 |
| Help with health problems | 31 | 62 | 0.0 | 0.0 | 0.0 | 3.4 | 96.6 |
| Help with shopping | 9 | 18 | 0.0 | 0.0 | 12.5 | 12.5 | 75.0 |
| Help with banking system | 35 | 70 | 0.0 | 3.0 | 0.0 | 3.0 | 93.9 |
| Getting loans or credit from banks/credit unions | 12 | 24 | 0.0 | 0.0 | 0.0 | 9.1 | 90.9 |
| Help with legal matters | 8 | 16 | 0.0 | 0.0 | 14.3 | 0.0 | 85.7 |
| Help with personal problems | 6 | 12 | 0.0 | 0.0 | 16.7 | 0.0 | 83.3 |
| * 1 – Not Helpful at all; 2 – A little bit Helpful; 3 – Somewhat Helpful; 4 – Helpful; 5 – Very Helpful | | | | | | | |

Source: Study Sample

Overall, amongst PNP arrivals there was a high level of satisfaction with the type, nature, and quality of services available and the competent way staff deliver these services. The positive assessment of services is common throughout the province and relatively few “service gaps” were identified, although gaps tended to be more common in rural areas. The high level of support arrivals have received from friends, relatives, and family in the resettlement and integration process is also a noteworthy characteristic of the PNP.

Immigrant Services: More Mixed Reviews from Refugees

Several studies have also examined the settlement and integration experience of refugees including Carter et.al (2009), *The Private Sponsorship of Refugees Program*, Carter et. al.(2009) *The Resettlement Experiences of Privately Sponsored Refugees* (2009), and Koop and Carter (2011) *A Scan of Refugee Mental Health Issues in Winnipeg, Manitoba*. These studies focused on various aspects of the settlement and integration experience of refugees. Seventy-five refugee households were interviewed, focus groups were held with various sectors of the refugee population and representatives from more than fifty agencies and key informants working with refugees were also interviewed during these studies.

Refugees, like immigrants, often receive a great deal of assistance from friends and families. Those that arrive under the Private Sponsorship Program also receive assistance from sponsors.

Although the studies in question did not focus on all the various services, most respondents offered comments on the service system as a whole. Most often the discussion referred to settlement supports provided through the Immigrant Centre, Welcome Place, and other service organizations.

The counsellor at [settlement agency] is SO busy, too busy. He’s a good person. He tries to help when he can.

Counsellors are very busy and don’t have time to answer all your questions. Newcomers have so many questions because everything is different. Sometimes they need answers right away and counsellors can’t call back for a couple of days. They are very helpful people but they need to hire more counsellors.

Our settlement counsellor was calling us when we moved in to make sure we were OK and that our place was good.

When you come here and everything is new, they have to show people how to integrate in this society, understand other people. Have to explain the context to newcomers. Tell you how to react, who to ask for help. Know the laws and appropriate behaviour. The people we met with have been very helpful.

Respondents who mentioned the ENTRY Program as a source of support indicated it was a very good program that helps familiarize newcomers with Canadian life, housing, as well as the psychological process of adjustment:

The ENTRY Program is very good. They talk about all laws, behaviours, etc. This is very good work.

One of the greatest concerns expressed by refugees and those who work with refugees was the lack of adequate and culturally appropriate mental health services. Work by Koop and Carter (2011) found that:

Comprehensive, holistic approaches to psychosocial or mental health support initiatives for refugees are necessary in order to promote wellness and improve quality of life. The greatest need (gap) in psychosocial or mental health support services for refugees appears to be related to the affects of complex trauma from violence.

While the service providers identified a number of issues/concerns regarding the current array of psychosocial or mental health supports, they also emphasized numerous positive developments. The recent collaboration between sectors, funders and service providers in developing and funding new psychosocial or mental health supports for newcomers was highlighted as a very positive development. For example; Family Centre – Enhanced Settlement Services for High Needs Refugees; Mount Carmel Clinic – Component of Multicultural Wellness Program funded by LIM; and the BridgeCare Clinic

Although service satisfaction levels were not as high amongst refugees their conditions prior to arrival and the many social, psychological and physical health problems they face, plus generally more limited skills make the situation even more difficult for refugee arrivals. Still, the majority of refugees expressed overall satisfaction with the help they received in their difficult settlement and integration process.

8. Analysis and Observations

8.a. Implementation

This first sub-section deals with the implementation of the realigned settlement services as seen through the eyes of key informants who were selected to share their experiences, their comments and opinions of settlement realignment as implemented in Manitoba. As noted earlier, they represent a broad section of society with representatives from all levels of the public sector, academics whose field of expertise is immigration, current and former front line service providers or managers in the area of language training and general settlement services in Winnipeg and rural Manitoba as well as other individuals with close ties to regional economic development and to the private sector.

Overview

While none of the comments are attributed to any one individual, there is a common thread that runs through the multiple pages of notes collected from the interview process. The province established itself immediately as the natural partner to guide the changes resulting from realignment. Leadership both from the political as well as administrative perspectives was clear, determined and yet sensitive to the potential uneasiness that comes with such significant changes. The political direction was not tied to a particular administration as the immigration file maintained its course despite the change of Provincial Government in the fall of 1999. The Federal Government was equally supportive of Manitoba's new directions and successive federal Immigration Ministers made Winnipeg a must stop on their cross Canada trips, due to Manitoba's proactive approach to both the settlement and the provincial nominee programs. It was not through happenstance that Manitoba and Canada co-hosted the first modern-era federal-provincial-territorial meeting of Ministers responsible for immigration in October 2002.

Manitoba strategically established its governance model before introducing wholesale changes to programs and services. Key informants credit Manitoba's collaborative, flexible and responsive decision-making as a significant positive attribute. Although the province had been involved in policy and program development in the area of immigration for over twenty years, it was seen as a strategic partner advocating for change within the provincial bureaucracy and another voice with CIC officials regionally and in Ottawa. The Canada-Manitoba Immigration Agreement (CMIA) changed that role giving primary responsibility to the province for settlement services and allocating federal funding destined for supporting Manitoba's newcomer community.

Manitoba's vision of immigration was not only developing and funding quality support services but it saw the opportunity to change the demographic landscape by building on the ability to nominate individuals wishing to settle permanently in the province. In that regard, the Manitoba government received the full endorsement of the Winnipeg and Manitoba Chambers of Commerce, urban and rural economic development agencies and the Business Council of Manitoba, representing Manitoba's fifty top private sector employers. Manitoba's aggressive economic growth strategy included immigration as a key pillar and at a 2002 'State of the Province' venue the Premier chose to unveil his government's target of 10,000 annual landings by 2006. The objective was real and the resources were committed to achieving that goal. Most respondents point to Manitoba's Provincial Nominee Program as the main driver in increasing the need to revise the settlement service model to address the needs of new Manitobans in Winnipeg and in rural communities.

Despite significant growth in immigration and increased demands for services, Labour and Immigration staff were consistently described as knowledgeable, open, conscientious and caring. Programs and services are lifelines to a newcomer's successful integration and the department's motto was "it takes all of us" to achieve our goals. Communication is the key to ensure that messages are conveyed and received appropriately. Manitoba was sensitive to this essential quality from the beginning by ensuring an "open door" philosophy from program staff, to supervisors to the senior officials of the Department. Manitoba also established legislated advisory bodies such as the Premier's Economic Advisory Council, Manitoba Ethno-cultural Advisory and Advocacy Council and the Manitoba Immigration Council with direct access to the Premier and Minister to present advice and recommendations on related immigration matters.

The Councils, whose members are appointed by Government, represent a broad cross-section of society including representatives from business, ethno-cultural communities, service providers, regional representatives, academics and members from the official language minority community. Secretariat and research support is provided by the Department of Immigration and Multiculturalism. The Councils are often asked to provide advice on specific subjects identified by the Minister, who meets with them, at minimum, once a year. Over the past decade, these Councils have provided insights on and recommendations for programs impacting on immigration and settlement.

An area of critical importance was the provincial support for the official language minority community in Manitoba. Through the CMIA, Manitoba endorsed and supported initiatives to

increase and retain the annual number of francophone immigrants to Manitoba. The commitment was expressed in funding support for services through the Société franco-manitobaine and its direct service entity, l'Accueil francophone. The Department led Manitoba's delegation to immigration fairs in France, Belgium and Tunis. Manitoba also assisted l'Université de Saint-Boniface in promoting its international student recruitment initiative in the Maghreb and French speaking West Africa. These activities have been very successful and have changed the culture and vitality of this institution. The impacts are now being felt across the community with support from health and education sectors. The refugees from Central Africa continue to flow to Manitoba and the institutions have come together to ensure that the additional supports for schools, language training and labour market integration are available. Two innovative housing projects have also been developed in response to transitional and long term housing needs in the heart of Winnipeg's francophone community.

Settlement programs have evolved significantly since 1999. A modest yet structured delivery system has gone through timely changes driven by significant increases in demand. One of the realities was the type of immigrants Manitoba received compared to other jurisdictions. As one respondent described, "We were getting people from areas of the world where there were no communities present in Manitoba; we also had the largest proportion of immigrants who spoke neither official language; we had a larger proportion of refugees because of the private sponsors work." This provided the motivation to invest the time, effort and resources to ensure that newcomers remain in Manitoba, with good jobs making full use of their education, skills and prior learning. Manitoba Labour and Immigration also enlisted the collaboration of other provincial ministries to consider housing options, appropriate school programs, accessible health services with special attention to language and, most of all, safe communities to live in. Retention statistics bear out that Manitoba succeeded in this regard.²⁰

Language Training

There is general consensus that Manitoba's language training programs were second to none. They had been developed from a student-centered perspective: from assessment, to placement, to completion; the learner is matched with a program that suits their needs. On completion of any program, students were provided with a unique report or "portfolio" that tracked their language learning experience. The availability of program options is much greater in Winnipeg than in rural areas, which has been noted as a concern. Assessment services are

²⁰ According to CIC's Evaluation of the Provincial Nominee Program, the Manitoba Retention rate of PN's landed between 2000 and 2008 and residing in the province in 2008 was 82.6%. (Evaluation Division. CIC, *Evaluation of the Provincial Nominee Program*. Ottawa: CIC, 2011. p.53)

centralized in Winnipeg and a systems data bank facilitates the placement process, thereby reducing wait-times. While regional language training options are limited due to supply and demand factors, Manitoba monitors the waiting lists on an ongoing basis and responds with timely course additions whenever possible.

Winnipeg versus Rural Manitoba

Settlement in rural areas has a mixed history. For some communities, especially those with a strong employment base, proactive employers and strong municipal governments the process was progressive and responsive. There have been case studies on the factors which facilitate immigrant attraction and retention and several Manitoba communities fit that mold. Other rural communities have expressed the desire to emulate the successes of their rural counterparts but the challenges have gone beyond the lack of settlement services. In some cases, it has been the lack of an economic champion, or limited housing options, limited primary or secondary services like schools or healthcare facilities. A 'welcoming community' strategy and tool kit had been developed, in cooperation with CIC, to support interested communities.

Observations

From an administrative perspective, Manitoba appropriately assumed and carried out its fiduciary responsibilities. Over the course of the realignment history, Manitoba developed guidelines and an accountability framework that provided guidance to funded agencies and in turn met related requirements of the provincial Ministry of Finance. Agencies generally appreciated dealing with the provincial civil service and usually felt that their terms and conditions promoted better governance without creating an undue administrative burden.

In general, respondents have emphasized the need for ongoing collaborative partnerships between federal and provincial governments and the service community in general.

Inter-agency associations in the settlement (MIRSSA) and language training sectors (MEALO²¹) have been established to provide a more unified and central voice for these agencies in future negotiations and a sharing mechanism to exchange information.

²¹ Manitoba English as an Additional Language Organizations

There was a general concern expressed that imposition of a 'national' system by CIC will reduce flexibility and, therefore, the ability of settlement agencies to respond to the needs of immigrants to Manitoba. CIC will have to develop a better knowledge base and provide authority to Manitoba-based CIC managers to respond innovatively to evolving settlement needs.

Manitoba's service procurement was intended to reduce administrative burdens, to strengthen continuity and development of core services on an annual basis, as well as to respond to growth in immigration and specific needs within the immigrant and refugee population. Using consultations and collaborative planning approaches, Manitoba worked with service providers to foster best practices in settlement as in the development of ENTRY, WELARC and Manitoba START. These models were supported through strategic procurement with service providers selected to: continue development of the initiatives to meet identified needs; develop capacities to provide innovative and high quality services; and, maintain sector support to coordinate client service responses. (See Appendix C for a more detailed description.)

Conversely, some respondents observed that the strong central management of settlement programs may have inhibited the development of a similar capacity within the settlement sector. It was also noted that without call for proposals, some service providers, who would have been interested in moving into new areas, did not have the opportunity to make proposals to do so.

Finally, while reporting requirements were outlined in the 2003 CMIA, greater attention needs to focus on the nature of the information being collected and shared. There appears to be consensus for more detailed description of settlement outcomes as opposed to only outputs.

8.b. Impact on Clients

The design and delivery of programs to facilitate the settlement and integration of immigrants and refugees affect a wide range of clients and stakeholders in the province. First and foremost are the major users of such services: the immigrants and refugees landing in the province. Also affected are employers and businesses looking for labour. Communities that are destinations can experience both positive and negative impacts. Immigrant and community service organizations who are involved in planning and delivery are also very much affected by design and delivery circumstances that are put in place by the province. The following discussion looks at the impact of the service design and delivery process since realignment from the perspective

of the various clients. The information provided is based on the key informant interviews and other studies done during the period of realignment.

Overview

Key informants, regardless of the sector they represent or their connection to immigrant services, had positive comments on the role of the province in design and delivery of services. The province, it was suggested, took the necessary steps to ensure that the design of services benefitted the entire province. There was also a consensus that the service model and delivery approach took a holistic view of newcomer needs that facilitated both settlement and integration. Provincial staff was considered responsive, well-coordinated in their approach, innovative and inclusive. They presented a welcoming environment with an *“it takes all of us”* attitude. Provincial staff, it was suggested, had their finger on the pulse and a good understanding of the “big picture” and provided good leadership that addressed the many facets of immigration. They strived to be transparent in their dealings and worked to build trust with all sectors involved. Communication was one of their strengths and they had time for face-to-face meetings and were quick to respond to client needs. Strong program leadership went a long way towards creating positive impacts. Key informants pointed out that people make it work and leadership is everything. The staff had the necessary skills and knowledge. Longevity of the staff also helped as did their understanding that immigration and integration must go hand in hand and services must be designed to facilitate both. However, without realignment, leadership alone would not have been enough. Realignment was the trigger that allowed Manitoba to staff a unit with talented, committed individuals who managed a positive collaborative settlement system.

In the context of this section, it is important to note that for Manitoba, ‘clients’ represented a broader group than for CIC. Under the CIC Settlement Programs Terms and Conditions, only permanent residents are eligible. That is to say, temporary residents and citizens are not eligible. However, as Manitoba amalgamated both federal and provincial funds in many programs, this allowed service providers to offer settlement services to persons considered by Manitoba to be ‘transitional foreign workers’ and their families as well as new citizens who continued to require services such as higher level language training. Many respondents noted that it only made sense to intervene with settlement services as early as possible if a person is likely to become a permanent resident. It was also noted that it seemed unfair for the Federal Government to encourage permanent residents to become citizens only to cut them off from needed services.

Immigrants, refugees and temporary foreign workers

The holistic view of newcomer needs that was used as a basis or premise for the design and delivery of services had positive implications for all arrivals. Special service models for Francophone, refugees and special needs groups also facilitated the settlement and integration of people with unique needs and challenges. The passing of the *Worker Recruitment and Protection Act (WRAPA)* helped protect newcomers from abuse by immigration consultants and companies working to bring newcomers to the province. A growing emphasis on pre-arrival orientation and information through visits to countries of origin and enhanced web-based information helped begin the integration process before arrival and reduce false expectations on arrival. Once in the province the single window registration (one-stop shop) and referral to a continuum of services provided a clear road map for immigrants and refugees. The introduction of neighbourhood settlement workers in Winnipeg strengthened this roadmap and facilitated newcomer access to services. The ENTRY and START programs which were the front end of the continuum after arrival resulted in more consistency of information available to immigrants, facilitating referrals to other services they needed. The continuum of services provided meant that newcomers were no longer so person dependent, including privately sponsored refugees, on getting the help they needed to settle and integrate into the community. The continuum of services both facilitated initial settlement and enhanced eventual integration. Although services, particularly like the START and ENTRY programs, were not as readily available in rural centres the range of services the province delivered in the regions, despite some gaps, was key to more successful retention according to key informants. The focus the province placed on lower skilled workers, refugees and the support provided for TFWs and returning citizens were all regarded as positive features. The quality of EAL provided in Manitoba was seen, by respondents, to be as good as, or better, than any place in Canada with the emphasis placed on improving instruction practices, curriculum, and language assessment services. Newcomers were able to enhance their language skills, which improved their labour force potential. The instructions provided to TFWs improved their potential to become permanent residents, to their benefit as well as benefitting their employers.

Services, based as they were on a holistic approach, facilitated the entry, settlement and integration of newcomers to Manitoba. The satisfaction newcomers have expressed with services is noted in Section 7.c and relatively high retention rates²² speak to the success of these services in facilitating settlement and integration.

²² See footnote 15 on page 47.

Communities

The emphasis on community based programming and work with local organizations to build community capacity was regarded as a positive feature of service design and delivery. The province, it was noted, had a good understanding of communities and they developed trust and respect in communities through personal connections. They were there to help but not to dictate. The province developed a good local knowledge base which facilitated identification of unique needs and were generally flexible and innovative enough to respond to these needs. Provincial staff was willing to learn from community experience. The province sponsored case studies of different communities to learn from community experiences and to ensure lessons learned, approaches, failures, and successes were available to other communities receiving newcomers for the first time. Provincial support for the Community Tool Box and Welcoming Communities initiatives was well received by communities and helped many communities provide a more welcoming environment for new arrivals. The considerable effort to expand services to rural communities enhanced the ability of communities to attract and retain immigrants.

Centres that have been immigrant destinations experienced significant changes. Some of the community impacts as the result of the arrival of immigrants are positive, some are negative, and some, although initially negative, become positive over a period of years – “short term pain for long term gain.”

On the positive side, arriving immigrants meant investment in housing and increased property tax revenue. Businesses sell more products, new businesses are started and immigrants fill and create jobs. Areas of towns and cities are renewed and farms have younger owners and managers. Diversity is introduced and cultural shifts occur. Growth occurs, population aging is reversed and communities have a new sense of vitality and longer term sustainability.

On the negative side, initially there is generally a shortage of affordable housing and stress on infrastructure as sewer and water systems have to be expanded and upgraded, land developed, and transportation systems expanded. Health care, education, recreation, policing, and a range of other services all come under considerable stress. The initial catch up period is frustrating, expensive, and a real challenge, especially for communities that lack capacity, expertise, and funding to deal quickly with these issues.

Although immigrants are generally well received by the majority of people in communities, the researchers encountered some instances of negative backlash in a few communities. This negativism does disappear with time but can reduce retention rates in the first few years and

disrupt development of services to address the population growth and, of course, undermines the desired welcoming community atmosphere.

The absence of long term growth strategies and sustainable planning and development strategies in centres and regions may have the most significant long term impact. The question few communities and government departments appear to be asking is, “in our efforts to accommodate growth are we building communities today that will be sustainable and cost effective tomorrow?” Better inter-departmental co-ordination and planning could help alleviate some of the stress that communities face and provide better infrastructural support for accommodating the population increases associated with the arrivals of newcomers.

Business and Employers

Key informants noted that the increase in the number of newcomers helped address the labour shortages facing businesses and employers throughout the province. The positive connections and consultation with business and employees in the initial stages of realignment actually helped with the design and development of services. Although this connection has weakened in recent years labour market services have been noted as a positive outcome of realignment. The limited services provided to TFWs help increase their efficiency in the workplace and the decision to allow TFWs to apply for permanent residency status through the PNP has facilitated work place planning and development for employers such as Maple Leaf in Brandon and Hylife in Neepawa as well as many other employers throughout the province. Bridging programs to help address credential recognition problems, pre-arrival information on labour force opportunities, and credential requirements, funding of workplace training and safety requirements were all noted as positive features of general labour market services. Key informants noted, however, that improvements were still needed in helping newcomers address credential recognition issues. Perhaps more initiatives along the lines of the current bridging programs are required.

Language Training

As noted earlier, Manitoba has had long experience in Adult English Language training, dating back to the 1970s. From the introduction of CIC’s Language Instruction for Newcomers (LINC) program, in 1992, the Manitoba Adult Language Training (ALT) Branch worked closely with CIC to coordinate, support and monitor language training programs. With the introduction of the Canadian Language Benchmarks (CLB), in 1996, the ALT Branch was instrumental in the establishment of the Centre for Canadian Language Benchmarks, in 1998, and Manitoba experts and teachers contributed to the publication of the benchmarks in 2000 and funded the development of associated resources including CLB posters and *Canadian Language*

Benchmarks 2000: ESL for Literacy Learners. In 2004, the province introduced Collaborative Language Portfolio Assessment (CLPA) to evaluate learner progress in MIIP-funded programs. The CLPA is the model for the Portfolio Based Language Assessment (PBLA) being developed by CIC for implementation nationally.

The ALT Branch has placed a strong emphasis on a program development approach involving not only identifying program gaps but also developing solutions in house, rather than issuing a call for proposals from service providers. It supported the professional development of EAL teachers in Manitoba and it formed a province-wide EAL Committee that met 2 to 3 times per year, which allowed feedback from the field on curriculum and teaching techniques. For several years, it has held an annual ALT Conference to which all AEL teachers in the province have been invited. The conference has allowed the Branch to respond to input from the field, including teaching priorities, curriculum content and provide training on development on new resources and techniques. A key component of the EAL program in Manitoba is that it distinguishes between EAL training and EAL *literacy* training. Distinct teaching techniques have been developed for EAL literacy training which is designed for persons who are not literate in any language and, therefore, have great trouble learning in the context of regular EAL classes in which literacy in at least one other language is assumed. The 'English at Work' program is another example of the Branch working, this time with industry, to expand opportunities for language training.

A weakness of the program, common across Canada, is that despite the increasing professionalization of EAL teachers, the wages paid are well below that of comparable teachers in other areas and little or no time for preparation is allowed for in setting the pay scales.

The administration of language training was centralized with pedagogical experts on staff at the ALT Branch and among their duties was the responsibility to visit classes and ensure teaching competencies. They also served as a resource for teachers in the field. The Manitoba EAL system is highly regarded across the country but some respondents noted that is among the most expensive as well. Respondents suggested that the high costs are attributable both to the lack of economies of scale compared to provinces with larger immigrant movements and to the cost of administration.

Service Providers and Community Organizations

We heard from key informants that realignment was viewed positively by the many service providers and community organizations that worked with and provided services to newcomers. They spoke positively of the flexibility of provincial staff and their encouragement on innovation and creativity in the service sector. The personal connections service providers had with

provincial staff helped foster trust and led to solutions that matched local needs as opposed to an approach that blanketed regions and communities with the same program options and requirements. The emphasis placed on professional development for service providers, although still a challenge in some of the rural regions, has helped build capacity in the service sector leading to the growing competence and effectiveness of the sector. Core funding of administrative costs left agencies in a better position to focus their efforts on delivery to the benefit of newcomers. The willingness to work with regional offices to solve problems and challenges and the engagement with service providers in the planning, design and delivery of services led to positive outcomes. Still, there were some who felt there were not enough opportunities provided for people in the service sector to work with those in other provinces, to share best practices and go to conferences and seminars. Some felt the approach was too provincially driven and controlled to really allow service providers to build capacity internally and develop a settlement service sector with its own capacity. Also, major new services (ENTRY, START and WELARC) were established without a competitive process that would have allowed other established service providers to make proposals for those new services.

Overall, key informants felt realignment led to positive impacts and outcomes for the many clients and stakeholders of immigration. Many felt that the outcomes under federally controlled and delivered services would not have been as positive as communities and regions would have been blanketed with the same program criteria and structures which might not have recognized the unique needs of different areas of the province. Many rural respondents also feared that a lack of local knowledge and the personal connections would result in less consultation, co-ordination, trust, innovation, and creativeness than has characterized the provincial system since realignment. In contrast, other respondents noted that the centralized system, operated by Manitoba, may have inhibited opportunities for service providers to apply to move into emerging areas of settlement services. Also, some respondents are not fully aware of recent changes to CIC-delivered programs and may not be well placed to compare the two systems. Nevertheless, the authors noted a clear consensus that the client experience since 1999 had been overwhelmingly positive.

8.c. Intergovernmental Considerations

Any federal-provincial agreement, by its nature, will only succeed with the goodwill of both contracting parties. An agreement as complex as the settlement realignment agreement with Manitoba required not only the goodwill but the active support of leaders at the political,

deputy ministerial and regional levels. As one respondent noted, “Without the leadership and commitment, from both partners, the results and successes could not have been achieved.

Both Canada and Manitoba, at both the political and senior officials’ level were enthusiastic proponents of the agreement in 1998. However, it was important, from the very beginning that leaders, at the regional level, particularly, the Manitoba ADM, Immigration and Multiculturalism and CIC’s Regional Director General, were seen to be working together and in the best interests of both organizations, consistent with the policy intentions of the agreement. In these early stages, the provincial ADM and the CIC Director General needed to meet frequently and communicated the message that regardless of the personal opinions of federal and provincial staff, service providers and other stakeholders, Ministers had made a decision and it was the job of both bureaucracies to make sure that it worked and that resulted in enhanced services if at all possible.²³ John Nycek, Director, CIC Winnipeg and Ximena Muñoz, Director, Settlement for Manitoba also worked extremely well together. It was very fortunate that Ms. Muñoz had worked as the CIC Winnipeg Settlement Supervisor prior to realignment, so an excellent working relationship was already in place.

As in many agreements involving the transfer of money, funding was often an issue. As the Manitoba immigration program grew exponentially in the first years of the century, funding, based on a three year rolling average of immigrant arrivals, was always lagging. Furthermore, the federal allocations were limited to a 10% increase per year and this became a serious problem for Manitoba and it coloured the working relationship until the 10% cap was lifted. In the latter part of the first decade, as settlement funding increased quickly, the very presence of adequate funding helped relationships.

The agreement specified that certain reports, an Annual Service Plan and an Annual Report were to be prepared by Manitoba Immigration. The Annual Report was to be delivered by July 15 for the previous fiscal year. This deadline proved hard to meet as often the necessary data for the report only reached Manitoba Immigration well after the end of the fiscal year on March 31. However, CIC required this input for its planning process and, as a result, the delivery date of the Annual Report became an occasional irritant. CIC also wanted more frequent full program evaluations as Federal policy requires such evaluations every five years but the agreement was not explicit in this area so Manitoba preferred following its own approach to evaluations.

²³ Note that two of the authors, Gerald Clement and Robert Vineberg were, respectively, the provincial ADM and the CIC Regional Director General at the time referred to.

The agreement also required that Manitoba Settlement programming be generally aligned with programs delivered nationally by CIC. It was a consistent concern at CIC that there be alignment but as time progressed, CIC saw Manitoba's program as something of a model to be emulated elsewhere. It was felt by both Manitoba and CIC officials that Manitoba's settlement program was not only aligned with federal programs but went further in providing services in several areas and a recent internal study on policy-program alignment concluded that this was the case.²⁴

Immigration is an 'all of government' issue and many provincial ministries (housing, health, economic development, education, etc.) all play an important role in immigrant settlement and integration. Respondents felt that Manitoba Immigration had more leverage with other provincial ministries than CIC could obtain and, for that reason, the integration of planning and delivery of services, provided by other provincial departments, that are needed by newcomers has improved noticeably over the realignment period. However, the level of 'buy-in' by other ministries has not been consistent, especially in smaller regional and rural offices where staff are often torn between competing priorities. Ongoing CIC/Manitoba Immigration collaboration will be needed to ensure the continuing involvement and commitment of other provincial departments.

Many respondents observed that the degree of cooperation peaked in the early years of realignment while Manitoba's initiatives attracted interest and admiration across the country. However, from 2005 onwards, when other provinces, particularly Ontario, became more involved and more demanding, the attention of key officials at CIC headquarters turned away from Manitoba. Federal-Provincial relations, throughout government, are affected by the general ebb and flow inherent in a federal system and this has been evident with respect to settlement realignment in Manitoba.

Several respondents observed that the realignment agreement, itself, could have been more explicit in terms of mechanisms for cooperation but, like all such agreements, the people implementing it are key to a cooperative effort. As a respondent observed, "in retrospect it is surprising how different personalities reacting with each other can influence the outcomes. In the initial days of the Manitoba experience collaborating personalities really made the program a success. [I am] not so sure this has continued in more recent years."

At the 'on the ground' level, many respondents recommended new coordination methods need to strengthen and build on the key qualities of the Manitoba model that focused on coordination, consultation and collaboration. Manitoba has an established and proven system

²⁴ Qualtrica Report, 2006

of coordinating mechanisms and going forward agencies have expressed a desire to strengthen what works in the province and not necessarily transplanting a national strategy. The early establishment of Local Immigration Partnerships, building upon existing coordination mechanisms and adapted to local needs, both in the greater Winnipeg area and in the regions in order to establish the necessary new coordination mechanisms was seen as important by several respondents. Similarly, the Manitoba Immigration and Refugee Settlement Sector Association (MIRSSA) may need to be strengthened to represent, more effectively, the voice of the service providing community.

The nature of federalism is that both the national and the local level of government may involve themselves in concurrent areas of jurisdiction. Inherent in this arrangement is that apparently duplicate administration costs may occur at both levels. One respondent drew this issue to the authors' attention.

Respondents were almost unanimous in stating that the Province of Manitoba must play an important role in any future coordination mechanisms and this goal should be reflected in any future Canada-Manitoba immigration agreement.

8.d Key Decision Points

A useful way to summarize the period of settlement realignment in Manitoba is to examine the key turning points in the period and identify both the motivation for the changes and the outcomes obtained. Chart 1 (following page) outlines the Key Decision Points in the provincial administration of settlement services:

Chart 1 - Key Decision Points

| <u>Year</u> | <u>Initiative</u> | <u>Driving Force</u> | <u>Outcomes</u> |
|--------------------|--|---|---|
| 1996 | Canada-Manitoba Immigration Agreement (CMIA) | Manitoba's desire to play a larger role in immigration, especially in selection and settlement. | Settlement Annex and the Provincial Nominee Annex in 1998. |
| 1998 | Settlement Annex to the CMIA | Settlement Renewal | Agreement to Transfer Funding and Delivery of Settlement Services to Manitoba in 1999. |
| 2000 | Settlement Sector Conference | To develop a made-in-Manitoba settlement strategy | Input and recommendations from the MB settlement community motivated change. |
| 2003 | Provincial budget announces the <i>Action Strategy for Economic Growth</i> . | Provincial government wanted to articulate immigration as a key component of economic growth. | Requirement of all provincial departments to allow for immigration in program planning. |
| 2003 | CMIA renegotiated | Term limit on original CMIA | Ongoing agreement symbolized Manitoba's long-term commitment to growth through immigration |
| 2004 | ENTRY Program established | Desire to coordinate services for the initial settlement process | Beginning of Manitoba's efforts to develop a distinctive settlement program with centralized services. |
| 2007 | New Manitoba Settlement Strategy | Continuing high immigration levels and the change in composition to a higher proportion of skilled workers (70%) and more regionalization (30%) | The continuum model with single-window registration and assessment. Establishment of WELARC in 2007 and, eventually, START. |
| 2009 | Sector-wide Conference | 10 th anniversary of settlement realignment and establishment of PNP – Examination of past successes and challenges going forward, | Broad sector input and recommendations for the next decade. |
| 2010 | START established | New Settlement Strategy | 'Settlement Campus' opened on Portage Ave., consisting of START, ENTRY and WELARC |
| 2012 | CIC serves notice that Settlement Annex to end as of March, 31, 2013 | Federal desire for more consistency and accountability across Canada | April 1, 2013, CIC reassumes responsibility for delivering federally funded settlement services in Manitoba. |

9. Conclusions

The fourteen year experiment of settlement planning and delivery by the province of Manitoba has to be considered a success, at least from the viewpoint of service providers and newcomers. The range and quality of service has increased dramatically over this period, making Manitoba a model of innovation in settlement services.

Manitoba has implemented a settlement system that is, in general, flexible and responsive. Its single window registration and referral service (START), its initial orientation program (ENTRY), its centralized language assessment (WELARC) and the quality of EAL teaching are best practices that ought to be retained may serve as models for introduction in other major centres. Also, the Settlement Workers in Neighbourhoods program and strong support of settlement services for francophone immigrants are further examples of innovation and flexibility in implementation. Unfortunately, Manitoba has not been able to provide all of these services outside Winnipeg due to issues of cost and scale. The *Fair Registration Practises in Regulated Professions Act* which provided for a Fairness Commissioner, as well as provincial investments in bridging programs and specialized language training to work towards better recognition of foreign qualifications is another excellent initiative.

It is beyond the mandate of this study but it should be noted that during the period of realignment, services delivered by CIC in other provinces also improved. There are lessons to be learned from the Manitoba experience that could profitably be applied in other provinces, just as some of CIC's initiatives elsewhere can be incorporated into CIC's delivery of settlement services in Manitoba. The 'Manitoba Model' has worked very well in Manitoba, due to unique factors in the province, such as size of the province and the rapid increase in immigration from a very low level to a very high level, proportionately to the provincial population, a general consensus in the province in favour of immigration and successive governments committed to a proactive strategic coordination role. However, this does not necessarily mean that all of Manitoba's initiatives can be adopted successfully in all other provinces. All new programs need to be adapted to the specific needs of the local population.

Respondents also noted concerns about the trade-offs between the centralized coordination of settlement programs and the development of more planning capacity within the settlement sector in Manitoba; the difficulties involved in maintaining transparent accountability with two quite different performance measurement and evaluations systems; the lack of opportunities for service providers to compete for new initiatives through open calls for proposals; and, the expense incurred in funding both federal and provincial administrations.

Clearly, there is much to be learned from the experiment of settlement realignment in Manitoba and this report, by its general nature, has only been able to touch on the many aspects of the settlement realignment era in Manitoba.

Finally, regardless of the ways governments wish to organise immigrant settlement programs, respondents were almost unanimous in stating that CIC and Manitoba need to ensure continuing Federal-Provincial cooperation so that settlement clients in Manitoba can continue to benefit from quality settlement programming based on the expertise at both levels of government. High levels of immigration to Manitoba are likely to continue well into the future and it is in the best interests of all levels of government and of the Canadian public that newcomers are afforded the best chance to succeed in their new home.

Appendices

- A. The Canada-Manitoba Immigration Agreement Settlement Annex
- B. Immigration and Settlement Data
- C. Procurement Process for ENTRY, WELARC and START
- D. List of Respondents
- E. Questions for Respondents
- F. Key Reference Documents
- G. Manitoba Annual Report on Settlement 1999-2000
- H. Manitoba Annual Report on Settlement 2011-2012
- I. About the Authors

Appendix A. The Canada-Manitoba Immigration Agreement Settlement Annex

June 6, 2003

Annex A: Immigrant Settlement Services

1.0 Shared Principles

1.1 This Agreement is an Annex to the Canada-Manitoba Immigration Agreement, and is entered into pursuant to subsection 4.4 of that Agreement.

1.2 Canada and Manitoba recognize the importance of facilitating immigrant and refugee settlement and integration and acknowledge that both levels of government have a role in that process.

1.3 Canada and Manitoba agree to abide by and uphold the following shared principles:

Integration is a two way process, which involves commitment on the part of newcomers to adapt to life in Canada and on the part of Canadians to welcome and adapt to new people and cultures;

The ability of newcomers to communicate in one of Canada's official languages is key to integration;

Newcomers contributions to the economic and social fabric of Canada are valued: it is important for newcomers to become economically self-sufficient and to be able to participate in the social dimensions of life in Canada; and it is important for individuals and communities in Canada to assist in ensuring that newcomers have opportunities to participate in and contribute to the economic and social life of Canada;

It is important to share with newcomers the principles, traditions and values that are inherent in Canadian society such as freedom, equality and participatory democracy;

Settlement and integration services will be directed towards helping newcomers become self-sufficient as soon as possible. Priority will be given to those facing significant barriers to integration, and who are deemed by Manitoba to be most in need within the community;

Settlement and integration services across the country will be flexible, responsive and reasonably comparable; and

Settlement and Integration services will develop shared capacities to respond in the interests of urgent protection, vulnerable and special needs refugees.

2.0 Definitions

2.1 For the purposes of this Annex:

“fiscal year” means the period commencing on April 1 in one calendar year and ending on March 31 in the next calendar year;

“general provisions” means the Canada-Manitoba Immigration Agreement executed by the parties;

“immigrants and refugees” means permanent residents, protected persons and Convention refugees, as defined in the IRPA;

“settlement and integration services” are understood to encompass activities that are specifically designed to facilitate the economic and social integration of newcomers to Canada as soon as possible. As examples, these services could include orientation, adult language training, settlement counselling, qualifications recognition activities, labour market preparation, temporary or one time interventions to facilitate adaptation of mainstream public services to meet the needs of newcomers, and activities which help to develop a more informed and welcoming environment for newcomers to Canada. They do not include services to the general public that normally fall within the mandate of provincial governments, such as health and education services;

“specified humanitarian groups resettled from abroad” include refugees selected by Canada abroad and identified as persons requiring government assistance, and groups who are admitted to Canada through initiatives such as the Joint Assistance Program or other initiatives where Canada and the private sector or non-governmental sponsoring groups share in resettlement assistance;

except where otherwise provided in this Annex, words used in this Annex which are defined in the IRPA or in the IRPR have the same meaning as in that Act or those Regulations;

a reference to the *IRPA* or the *IRPR* is a reference to that Act or those Regulations as amended or replaced from time to time;

“vulnerable persons” means any person or persons in greater need of protection than other refugees due to a heightened risk to their physical safety;

“special needs persons” means that a person has a greater need of settlement assistance than other applicants for protection abroad owing to personal circumstances including: a large number of family members; trauma resulting from violence or torture; medical disabilities; and/or, the effects of systemic discrimination;

“persons in urgent need of protection” means any person or persons facing an immediate threat of being killed, subjected to violence, torture, sexual assault or arbitrary imprisonment, or returned to their country of nationality or their former habitual residence.

3.0 Purpose and Scope

3.1 The purpose of this Annex is to maintain and develop the roles and responsibilities of Canada and Manitoba in order to:

maintain Manitoba's primary responsibility for the design, administration, delivery and evaluation of settlement and integration services with respect to immigrants and refugees in the province of Manitoba;

encourage community involvement in identifying local settlement and integration priorities; and

promote results based accountability to ensure settlement and integration services are efficient and effective.

4.0 Canada's Roles and Responsibilities

4.1 Canada will play a continuing role by allocating to Manitoba a share of funding available for settlement and integration services based upon an allocation determined by a model developed in consultation with Manitoba. The model is based upon factors including the following:

recent share of landings of immigrants and refugees within provinces and territories;

the volatility and predictability of funding under the model; and

immigrant and refugee needs and minimum funding levels.

4.2 Canada will ensure that services for specified humanitarian groups resettled from abroad are provided including:

income support during their initial period in Canada; and

immediate essential services such as port of entry reception, onward destining, reception at final point of destination, temporary accommodation, linkage to income support, initial counselling, referral to specialized counselling or services, and linkages to regular settlement and other human services.

4.3 Canada will ensure settlement and integration services at the national level, including:

port of entry "welcome to Canada" information services for all immigrants and refugees;

information and consultation to assist Manitoba in planning and delivery of settlement and integration services on matters such as immigration trends, research findings, and relevant federal policies;

facilitation of the exchange of information among partners and service providers, including Manitoba, on best practices and research related to integration; and

orientation overseas where it is determined to be effective and cost efficient.

5.0 Manitoba's Roles and Responsibilities

5.1 Subject to sections 8.0 and 10.0, Manitoba will continue to design, administer and deliver and evaluate settlement and integration services with respect to immigrants and refugees residing in Manitoba in accordance with the shared principles in section 1.0 of this Annex and Manitoba's Guiding Principles.

5.2 Manitoba's Guiding Principles are:

to provide a "seamless", fully integrated and cost-effective continuum of settlement and integration services in order to continuously improve client service;

to provide access and linkages to settlement and integration services which are appropriate, relevant and responsive to the needs of Manitoba's newcomers;

to foster partnerships with communities, ethnic organizations and service providers and encourage local-level participation in planning and delivery of settlement and integration services consistent with a province-wide framework reflective of Manitoba's social, humanitarian, economic, and labour market goals; and

to foster self-reliance and personal commitment by individuals to achieve effective integration into the Manitoba community.

5.3 Manitoba will work regularly and cooperatively with other parties concerned such as municipal governments, education, health and human service sectors, settlement and immigrant serving agencies, religious and ethnic organizations, labour and business groups, as well as individuals, to facilitate the identification of existing and emerging settlement and integration needs and priorities through a process that:

balances settlement and mainstream service provider and client perspectives;

takes into account information about immigration and integration trends, best practices, and research results; and

avoids overlap and duplication.

5.4 Manitoba will administer the funds provided by Canada under this Annex in a way that will:

be responsive to evolving settlement and integration needs taking into consideration input received from the community as described in section 5.3;

be at arms length from community involvement as described in section 5.3 in order to ensure that actual or perceived conflict of interest situations with respect to funding decisions are avoided;

ensure a streamlined application and reporting process for service providers;

ensure that a broad range of service providers are eligible for funding, with service quality and cost effectiveness as key considerations; and

acknowledge federal funding contributions.

5.5 Manitoba will ensure that availability of assistance under settlement and integration services for which it has responsibility is in either official language where there is significant demand for assistance in that language. In delivering its provincial settlement and integration services, Manitoba will actively offer its services in either official language in accordance with its French Language Services Policy.

5.6 Manitoba will consult Canada and, taking into consideration Canada's *Official Languages Act* and Manitoba's French Language Service Policy, will determine what constitutes "significant demand" for communications with, and services to, persons requiring settlement services.

5.7 Manitoba will consult with representatives of minority official language communities and other organizations to plan and provide for settlement and integration services in Manitoba to meet the needs of immigrants and refugees in either official language.

6.0 Shared Roles and Responsibilities

6.1 Canada and Manitoba agree to work together both bilaterally and multilaterally with other provincial and territorial governments to:

define what constitutes reasonably comparable settlement and integration services;

establish and implement common measures and indicators of results to serve accountability and evaluation needs;

enable the availability of effective orientation abroad for potential immigrants and refugees on settlement and integration challenges in Canada and Manitoba;

develop and distribute orientation materials in partnership with stakeholders;

improve Canadians understanding of the benefits and impact of immigration, and promote an understanding of integration as embodied in the shared principles in section 1.0 of this Annex;

define and pursue, with other stakeholders, appropriate research and evaluation projects that will improve understanding of the settlement and integration process and help people make informed decisions on the best use of public funds to facilitate the process;

to collaborate in the development and implementation of strategies to address barriers to qualification recognition and integration of immigrants into the labour market; and

to promote and support acquisition of citizenship for eligible immigrants.

6.2 Canada and Manitoba will ensure that there are linkages between federally and provincially administered services offered to specified humanitarian groups resettled from abroad; and will work together on ways to ensure that the unique or urgent service needs of these groups may be met.

6.3 Canada and Manitoba, to the extent possible, shall provide reasonable advance notice and opportunity for discussion of any policy, program or legislative change which could have a material effect (financial or otherwise) on the provision of settlement and integration services to immigrants and refugees.

7.0 Information Sharing

7.1 All agreements between the parties will provide for the exchange or sharing of information in accordance with:

the *Privacy Act* and supporting guidelines on Privacy and Data Protection and the Government of Canada Security Policy and supporting operating directives and guidelines covering the administrative, technical and physical safeguarding of any Personal Information (the said supporting guidelines, policies and directives hereinafter referred to as the “Supporting Guidelines”); provided that Manitoba is provided with prior written notice of the Supporting Guidelines and any changes made from time to time to those Supporting Guidelines; or

The Freedom of Information and Protection of Privacy Act of the Province of Manitoba and related directives and guidelines governing the administrative, technical and physical safeguarding of the Personal Information;

whichever shall apply.

8.0 Financial Arrangements

8.1 Funding provided by Canada to Manitoba under this Annex will be based on the Settlement Allocation Model described in Section 4.1 of this Annex.

8.2 Canada and Manitoba agree to review the annual administrative funding to Manitoba for settlement service programs, to maintain a stable infrastructure, administration and staffing:

Canada and Manitoba agree to complete the first round of negotiations under this section in order to implement a new administrative funding arrangement no later than the start of the fiscal year 2004/2005; and

The current funding arrangement continues in the interim.

8.3 Canada will inform Manitoba by April 1 of each year of the amount of funding planned to be available nationally for the subsequent three fiscal years, subject to appropriations by Parliament.

8.4 Canada will inform Manitoba by November 1 of each year of its share of recent immigration for the purposes of calculating Manitoba’s allocation for the next fiscal year.

8.5 Canada will make payments to Manitoba for the fiscal year allocation in accordance with standard federal practices for the amount and type of payment.

8.6 Funds provided under this Annex may not be used for purposes other than those described in sections 5.0, 6.0 and 8.0 and for the design, administration, delivery and evaluation of those settlement and integration services in accordance with this Annex.

9.0 Accountability and Reporting

9.1 Manitoba will provide Canada with an annual service plan for the coming fiscal year, as per Appendix A to this Annex.

9.2 Manitoba will provide Canada with an annual report for the period covered by the previous fiscal year, for the funds provided by Canada as per Appendix B to this Annex, by July 15 of each year.

9.3 Manitoba will develop an accountability framework for the purposes of reporting to Manitobans on the outcomes of the settlement programs it delivers. Manitoba is committed to including in that framework comparable indicators developed in collaboration with Canada.

9.4 Manitoba will inform Canada in writing of any reductions in its level of spending on settlement and integration services.

9.5 Manitoba will follow its normal audit practices to ensure probity. Manitoba will make results of audits it undertakes available to Canada.

10.0 General

10.1 Canada and Manitoba agree that the Joint Working Group established under section 7.3 of the General Provisions will serve as a forum between Canada and Manitoba for discussing and resolving issues related to Immigrant Settlement Services. These issues include:

ensuring that federal and provincial immigration and settlement programs are coordinated; and

maintaining a forum that will allow for productive exchange of ideas and information on issues related to immigrant settlement and integration in Manitoba and Canada.

10.2 This Annex will take effect when the General Provisions of the Canada-Manitoba Immigration Agreement are signed by both parties.

10.3 Subject to sections 10.4 and 10.5, this Annex will remain in effect indefinitely and survives the expiration or termination of the General Provisions of the Canada-Manitoba Immigration Agreement.

10.4 This Annex may be amended by written agreement by the parties.

10.5 Either party may terminate this Annex at any time by providing at least 12 months notice in writing to the other party.

10.6 In the event that either party wishes to terminate this Annex both parties shall take reasonable steps to reduce the costs attributable to the termination and agree that they will work together to ensure that services to clients will not be unduly affected or interrupted by the termination.

10.7 Canada and Manitoba will from time to time, and not less than every five years, review this Annex and negotiate potential amendments pursuant to section 10.3, taking into consideration the different needs and changing circumstances of both parties as determined by the Joint Coordinating Committee.

APPENDIX A

Annual Service Plan

Part A: Objectives and Priorities

Overview: Manitoba Immigrant Integration Program

Priorities of the Manitoba Immigrant Integration Program

Description of how services are consistent with the Shared Principles

Part B: Planning Process: Information & Community Input

Planning Process

Part C: Proposed Allocation and Use of Funds

Proposed Allocation

Regional Programming

Official Languages

Special Initiatives

Part D: Monitoring and Evaluation

Overview of the processes in place for monitoring

Program Evaluation

APPENDIX B

Annual Report

Part A: Objectives and Priorities

Overview: Manitoba Immigrant Integration Program

Priorities of the Manitoba Immigrant Integration Program

Part B: Report on Use of Funds

Overall financial summaries

Acknowledgement of Federal Funding

Financial Audit

Part C: Results Achieved

Overall Results Achieved

Regional Programming

Language Assessment Centre

Official Languages

Special Initiatives

Part D: Planning Process: Information & Community Input

Part E: Monitoring and Evaluation

Overview of the processes in place for monitoring

Program Evaluation

Appendix B. Immigration and Settlement Data

Immigration:

Table 4

| Year | Canada | Manitoba | Share of National Total | Winnipeg | Regions of Manitoba | Regional Share in Manitoba |
|-------------|---------------|-----------------|--|-----------------|------------------------------------|---|
| 1999 | 189,954 | 3,725 | 2.0% | 2,995 | 730 | 19.6% |
| 2000 | 227,458 | 4,635 | 2.0% | 3,709 | 926 | 19.9% |
| 2001 | 250,639 | 4,591 | 1.8% | 3,755 | 836 | 18.2% |
| 2002 | 229,048 | 4,615 | 2.0% | 3,803 | 812 | 17.6% |
| 2003 | 221,349 | 6,503 | 2.9% | 5,143 | 1,360 | 20.9% |
| 2004 | 235,823 | 7,426 | 3.1% | 5,909 | 1,517 | 20.4% |
| 2005 | 262,242 | 8,096 | 3.1% | 6,185 | 1,911 | 23.6% |
| 2006 | 251,640 | 10,048 | 4.0% | 7,715 | 2,333 | 23.2% |
| 2007 | 236,753 | 10,954 | 4.6% | 8,480 | 2,474 | 22.6% |
| 2008 | 247,246 | 11,218 | 4.5% | 8,140 | 3,078 | 27.4% |
| 2009 | 252,174 | 13,521 | 5.4% | 9,972 | 3,549 | 26.2% |
| 2010 | 280,691 | 15,808 | 5.6% | 12,342 | 3,466 | 21.9% |
| 2011 | 248,748 | 15,962 | 6.4% | 13,398 | 2,564 | 16.1% |
| 2012 | 257,515 | 13,391 | 5.2% | 11,130 | 2,288 | 17.1% |

*Sources: 1999-2001: CIC, Facts and Figures 2008; 2002-2011: CIC, Facts and Figures 2011
2012: CIC, Facts and Figures 2012 (preliminary)*

Settlement Funding

Table 5

| Year | Canada** (excluding Quebec) | Manitoba | Share of National* Total | Settlement Funding National | Per Capita Funding National* | Settlement Funding Manitoba | Share of National* Funding | Per Capita Funding Manitoba |
|-----------|-----------------------------------|----------|--------------------------------|-----------------------------------|---------------------------------------|-----------------------------------|----------------------------------|--------------------------------------|
| 1999-2000 | 160,804 | 3,725 | 2.3% | \$181,000,000 | \$1,126 | \$3,555,000 | 2.0% | \$954 |
| 2000-2001 | 194,959 | 4,635 | 2.4% | \$181,000,000 | \$928 | \$4,387,083 | 2.4% | \$947 |
| 2001-2002 | 213,042 | 4,591 | 2.2% | \$181,000,000 | \$850 | \$4,680,967 | 2.6% | \$1,020 |
| 2002-2003 | 191,467 | 4,615 | 2.4% | \$181,000,000 | \$945 | \$5,328,408 | 2.9% | \$1,155 |
| 2003-2004 | 181,794 | 6,503 | 3.6% | \$181,000,000 | \$996 | \$ 6,007,017 | 3.3% | \$924 |
| 2004-2005 | 191,578 | 7,426 | 3.9% | \$181,000,000 | \$945 | \$6,607,719 | 3.7% | \$890 |
| 2005-2006 | 218,927 | 8,096 | 3.7% | \$231,000,000 | \$1,060 | \$8,819,850 | 3.8% | \$1,089 |
| 2006-2007 | 206,958 | 10,048 | 4.9% | \$326,000,000 | \$1,575 | \$13,101,588 | 4.0% | \$1,304 |
| 2007-2008 | 191,553 | 10,954 | 5.7% | \$428,000,000 | \$2,234 | \$14,952,888 | 3.5% | \$1,365 |
| 2008-2009 | 202,028 | 11,218 | 5.6% | \$555,000,000 | \$2,747 | \$21,900,364 | 3.9% | \$1,952 |
| 2009-2010 | 202,682 | 13,521 | 6.7% | \$660,000,000 | \$3,256 | \$27,941,126 | 4.2% | \$2,067 |
| 2010-2011 | 226,707 | 15,808 | 7.0% | \$652,000,000 | \$2,876 | \$29,429,097 | 4.5% | \$1,862 |
| 2011-2012 | 197,002 | 15,962 | 8.1% | \$583,000,000 | \$2,959 | \$32,027,618 | 5.5% | \$2,006 |
| 2012-2013 | 202,257 | 13,391 | 6.6% | \$577,000,000 | \$2,853 | \$36,539,512 | 6.3% | \$2,729 |

* excludes Quebec

**Calendar Year

Sources: Permanent Residents data from *CIC Facts and Figures* (2008 to 2012)

Manitoba Immigration: 1999-2000 to 2004-2005

CIC Backgrounders on Settlement Funding Allocations:

2006 <http://www.cic.gc.ca/english/department/media/backgrounders/2006/2006-11-10.asp>

2007 <http://www.cic.gc.ca/english/department/media/backgrounders/2007/2007-12-17.asp>

2008 <http://www.cic.gc.ca/english/department/media/backgrounders/2008/2008-12-22.asp>

2009 <http://www.cic.gc.ca/english/department/media/backgrounders/2009/2009-12-22.asp>

2010 <http://www.cic.gc.ca/english/department/media/backgrounders/2010/2010-12-07.asp>

2011 <http://www.cic.gc.ca/english/department/media/backgrounders/2011/2011-11-25.asp>

Notes: 1) Total settlement figures have been rounded to the nearest million. In some years, the backgrounders omitted Ontario figures. Therefore total spending in some years has been estimated by adding the amounts specified in the Canada-Ontario Immigration Agreement (COIA) to the pre-COIA funding of \$110M/year.

2) Allocation of settlement funding is derived by using a formula based the average immigration in the three previous years. Therefore the share of immigration and the share of settlement funding in the same year are not directly comparable.

Appendix C. Procurement Process for ENTRY, WELARC and START

Manitoba's service procurement was intended to reduce administrative burdens, to strengthen continuity and development of core services on an annual basis, as well as to respond to growth in immigration and specific needs within the immigrant and refugee population. In the following examples, Manitoba facilitated consultations and collaborative planning approaches to address specific client needs, reduce service overlap, improve coordination and maximum use of resources. These models were supported through strategic procurement with service providers selected to: continue development of the initiatives to meet identified needs; develop capacities to provide innovative and high quality services; and maintain sector support to coordinate client service responses.

ENTRY

The ENTRY Program was developed in stages, originating in 2004-05 with the group processing pilot of Sudanese refugees. This provided an opportunity to develop an innovative approach to group based orientation that was combined with language learning. The pilot project combined basic orientation to living in Manitoba with language learning using a modular approach. Also at that time, with immigration to Manitoba increasing at an unprecedented rate, combined with a need to provide language training over the summer months and the need for a more systematic approach to providing basic orientation, the province recognized an opportunity to further develop this model of delivering group based orientation and language learning and piloted a summer program in 2005 for all newcomers. Strategic procurement was used to work with a service provider with the capacities to integrate language learning and orientation curriculum for multilevel learners and a dynamic, responsive program delivery model. Based on the success of this pilot, the model was further refined and expanded to become an integral part of the settlement service landscape. In 2012, the program provided orientation to 5,900 newcomers.

WELARC

The EAL language assessment capacity was developed within the coordinating and program design/delivery role of the Settlement Agreement under the CMIA. It provided the foundation for the development of standards in EAL programming, as well as for professionalization and curriculum development. With immigration growth, the decision was made to position

language assessment with service providers. The Division put out a call for Expressions of Interest with criteria including that an assessment centre be set up and run in a way that would respect the security and accuracy of the assessment, care for the needs of the newcomers, and partner with ALT Branch and EAL programs. The Expressions of Interest that we received did not meet those criteria, and none of the EAL programs were interested. Therefore, the Province used a strategic procurement approach to work with a proponent who met the criteria and who would work in partnership to establish the service. Waverley EAL Consulting, Inc. was incorporated, and the business name Winnipeg English Language Assessment and Referral Centre (WELARC) was reserved. The Province then worked in collaboration with WELARC to set up the assessment process modelled on the system that was already in place within the Province. Employment was offered to four assessors who were at that time working on contract with the province. Within four months, WELARC had doubled the number of assessors on staff. To help through the transition from government to SPO, the WELARC Advisory Committee was formed (consisting of EAL school directors and coordinators) to inform each other and the assessment centre and to share ideas regarding trends and observations in the sector. WELARC officially opened in May 2007.

Manitoba START

In 2008, Manitoba's system of employment services for immigrants was facing operational challenges, as the number of immigrants arriving in the province had more than tripled in less than a decade – and was projected to continue to grow.

The independent agencies contracted by Manitoba Labour and Immigration to provide settlement services to support newcomers in their search for housing, language learning and, ultimately, employment, were, in some cases, operating as silos within the larger system. There was duplication of some administrative tasks and certain gaps in service delivery, caused by disconnected data systems, made a big-picture understanding by service providers difficult. It was challenging to accurately track, monitor and measure one immigrant's journey through the system.

The Manitoba government relies upon a network of publicly funded but independently operated agencies to provide many of the important services that support immigrants on their path toward successful integration into Manitoba's workforce and economy. Over time, a network of immigrant employment agencies had come into existence that individually offered quality, immigrant-focused programs but which operated, in some cases, as silos within the larger system. Processes were fragmented and no clear path existed along which a newcomer

could find their way through the web of necessary services. Client information was scattered across agencies with no systematized communication between them.

In 2008 it was determined by the Province that the model needed updating if it was to meet the mandated objective of shortening the time between arrival and employment for new immigrants, at the expected numbers. Before the 2009 launch of the IRAES project, the methods, tools and processes used to help new immigrants settle into life and work in Manitoba were neither consistent nor shared among the service agencies. Protegra was contracted to assist in service provider consultations and development of a solution to address the following issues identified:

- Orientation classes were offered by the ENTRY program. Intended as the first stop for settlement information, ENTRY had no formal means to ensure that their clients were connected to the appropriate employment supports.
- WELARC (Winnipeg English Language and Assessment and Referral Centre) provided the necessary language assessment, information and referral for an immigrant to be placed into an appropriate adult language class, but WELARC didn't have a connection with the immigrant employment services to support immigrant career planning.
- Three employment service providers (Employment Solutions for Immigrant Youth , Success Skills Centre, and Employment Projects of Winnipeg) all worked to support immigrants along their path to finding a job, but there was no defined process for newcomers to determine which organizations would best meet their needs. This lack of coordination among employment agencies led to confusion and duplication for newcomers.

Other challenges included the following:

- There was no consistent flow of information across agency boundaries, and each agency had its own means of storing client data. For example: To register at appointments with a different agency, clients were required to always have their paperwork in hand, and data had to be re-entered.
- Without system integration, no opportunity existed to track an individual's movement through the service stream, which made it difficult for individual service providers to see the big picture.
- Some service duplication between different agencies occurred: One individual might occupy three spots at three different agencies.

- The siloed approach to work increased the risk of miscommunication between clients and service providers (language and cultural barriers are realities in immigration-related work).

Results from this initiative streamlined service referrals. In the client's first visit, Manitoba START employees can schedule other appointments for them to begin orientation classes at Entry and for language assessment at WELARC. The client leaves that first appointment with information about employment training options and a referral to an employment service provider. With a defined pathway, the newcomer can build upon their plan with each successive service provider. Duplicate data entry has been eliminated, because each agency enters only incremental details relevant to their specialty of service into a comprehensive client file pulled from the central Correlate database. Access to the client file allows each agency to participate in reinforcing the client's agreed-upon plan. The risks of misunderstanding and miscommunication are reduced because each agency can see all relevant information for each new person, without the burden of having to contact other service providers for background information or details.

For the agencies (and by extension, their funders) the early results indicate that much more client service can be delivered with the same resources:

- The shared database of information has reduced administrative work and freed up time for more face-to-face contact with clients.
- Silo work has diminished, as each agency can more easily see how its work fits into the larger picture of immigrant service delivery in Manitoba.
- Effectiveness can be more systematically measured and analyzed: One set of data allows the interpretation of demographics and outcomes, from both a big picture and an individual immigrant perspective.
- The settlement process is now less about the individual agency and more about the immigrant's settlement process as a whole – from arrival to finding employment.
- A job-seeker meeting their employment coach for the first time no longer needs to spend valuable time repeating an extensive registration process. Instead, they are greeted by a support worker who will have had a chance to review their relevant data prior to the appointment. That valuable time can now be spent engaged in establishing the rapport that can be so important in moving toward positive employment goals.

Manitoba used a strategic procurement approach to work with a service provider with the capacities and program responsiveness to develop the MB Start model.

Source: Manitoba Immigration and Multiculturalism, based on Technology Platform support Service Transformation 2011 Protegra report. *(Paper was developed from interview data gathered from Manitoba Labour and Immigration and service agencies' staff.)*

Appendix D. List of Respondents

From Citizenship and Immigration Canada:

John Biles, Special Advisor to the DG Integration

Robert Cullum, former Director, Programs, Prairies and Northern Territories Region

John Nycek, former Director, CIC Winnipeg

Deborah Tunis, Director General, Integration

Robert Vineberg, former Director General, Prairies and Northern Territories Region

From Manitoba Immigration and Multiculturalism:

Gerald Clement, former Assistant Deputy Minister

Dale Klassen – English at work for EIC and province

Margot Morrish, Director, Strategic Policy and Program Support

Ximena Munoz – Manitoba Fairness Commissioner (former Director, Settlement)

Joanne Pettis – Specialist, Adult EAL/ESL Curriculum and Teaching
(formerly with the Adult Language Training Branch, Coordinator,
Adult EAL Curriculum Development and Implementation)

Ben Rempel, Assistant Deputy Minister, Immigration

Elizabeth Robinson, Director, Integration Services

From Settlement Service Providers:

Audrey Bonham –former Director of EAL at Red River College

Daniel Boucher, President and CEO, Société franco-manitobaine

Sandra Carballo, Settlement Coordination, Brandon Manitoba

Tom Denton, Executive Director, Hospitality House Refugee Ministry

Marty Dolin – former Executive Director, Welcome Place (refugee reception centre)

Grace Eidse, Executive Director, ENTRY Program

Linda Johanson – former Department Head for Adult EAL at Winnipeg School Division #1

Linda Lalande, Executive Director, Immigrant Centre of Manitoba

Shannon McFarlane – CEO, Winnipeg English Language Assessment and Referral Centre

Sandy Trudel –Economic Development Officer, City of Brandon

Laurie Sawatsky– EAL in Winkler to 2004;
(after 2004 worked with Manitoba Immigration)

Kim Shukla – Immigration Consultant, Steinbach

Fatima Soares – Executive Director, Manitoba Start

From the Academic Sector:

Robert Annis, former Director, Rural Development Institute, Brandon University

Thomas Carter, Senior Scholar, University of Winnipeg

Appendix E. Questions for Respondents

1. What is your overall impression of settlement programs and delivery in Manitoba since settlement realignment in 1999?
2. How did the program evolve over this period? What were the key decision points and drivers for change?
3. In your view, what are the strengths of provincial delivery of settlement services?
4. In your view, what are the challenges of provincial delivery of settlement services?
5. What are the lessons learned from the realignment of settlement services to Manitoba:
 - a) The provincial experience, in particular respecting the 'course adjustments' taken over the years; and,
 - b) The impact on other provincial activities (education, health, housing, etc.) due to settlement delivery being a provincial responsibility?
6. What are the best practices that ought to be retained from the experience of settlement delivery by the Manitoba Government (focusing on the aspects of programming, not the "brand" per se – e.g. universal orientation versus "ENTRY")?
7. Do you have any other comments or suggestions that would be useful for this study?

Appendix F: Key Reference Documents

Primary Sources

Agreements:

Canada-Manitoba Immigration Agreement, October 22, 1996.

Canada-Manitoba Agreement to Realign Responsibilities for Immigrant Settlement Services and Amendment to the Canada-Manitoba Immigration Agreement, June 29, 1998.

Canada-Manitoba Immigration Agreement, June 6, 2003.

Draft for Negotiation of new Canada-Manitoba Immigration Agreement.

Annual Reports of Manitoba to CIC pursuant to the Canada-Manitoba Immigration Agreement.

Evaluations of the Manitoba Immigrant Integration Program and/or elements of the program.

History, Milestones and Drivers Document , Manitoba Immigration and Multiculturalism.

Press Release:

Kenney, Jason, Minister of Citizenship, Immigration and Multiculturalism. "Government of Canada to Strengthen Responsibility for Integration of Newcomers 'Integration Services Are About Nation Building', says Kenney," Citizenship and Immigration Canada, News Releases, <http://www.cic.gc.ca/english/departement/media/releases/2012/2012-04-12.asp> (accessed January, 21, 2013).

Secondary Sources

Carter, T. and S. Geisbrecht, and S. Zell. *The Manitoba Provincial Nominee Program: An Evaluation of Manitoba's Principal Component of Immigration Policy*, Manitoba Department of Immigration and Multiculturalism, 2012.

Carter, Tom and Benjamin Amoyaw. "Manitoba: The Struggle to Attract and Retain Immigrants." In *Integration and Inclusion of Newcomers and Minorities across Canada*, edited by John Biles, Meyer Burstein, Jim Frideres, Erin Tolley and Robert Vineberg, 165-193. Montreal and Kingston: McGill-Queen's University Press, 2011.

Carter, T. and C. Polevychok, J. Osborne, M. Adler, and A. Friesen. *An Evaluation of the Manitoba Provincial Nominee Program*, Manitoba Department of Labour and Immigration, 2009.

Carter, T. and C. Polevychok, J. Osborne, and A. Friesen. *The Private Sponsorship of Refugees Program*, Manitoba Department of Labour and Immigration, 2009.

Carter, T. and C. Polevychok, J. Osborne, and A. Friesen. *The Resettlement Experience of Privately Sponsored Refugees*, Manitoba Department of Labour and Immigration, 2009.

Koop, N. and T. Carter. *A Scan of Refugee Mental Health Issues in Winnipeg, Manitoba*. Public Health Agency of Canada. Ottawa: 2011 (unpublished).

Probe Research Inc. *An Evaluation of Settlement Services in Manitoba*. Immigration and Multiculturalism. 2013. (forthcoming).

Prologica Research Inc. *Manitoba Provincial Nominee Program Evaluation*. Manitoba Department of Labour and Immigration. Winnipeg: 2002.

Rural Development Institute. *Immigration and Rural Canada: Research and Practice*. Rural Development Institute.. Brandon: Brandon University, 2005.

Silvius, Ray, and Robert Annis. "Reflections on the Rural Immigration Experience in Manitoba's Diverse Rural Communities" In *Our Diverse Cities* No.3. Metropolis. Ottawa: 2007.

Vineberg, Robert. "History of Federal-Provincial Relations in Canadian Immigration and Integration." In *Integration and Inclusion of Newcomers and Minorities across Canada*, edited by John Biles, Meyer Burstein, Jim Frideres, Erin Tolley and Robert Vineberg, 17-43. Montreal and Kingston: McGill-Queen's University Press, 2011.

Vineberg, Robert. *Responding to Immigrants' Settlement Needs: The Canadian Experience*, Dordrecht: Springer, 2012.

Appendix G. Manitoba Annual Report on Settlement 1999-2000

The authors feel that it is worthwhile to append the first Annual Report on Settlement by Manitoba Immigration and Multiculturalism, as well as the most recent Annual Report (See Appendix H) so the reader will have a better understanding of how the nature and scope of the annual report prepared by Manitoba in compliance with the requirements in Appendix B of the Settlement Annex evolved over time.

MANITOBA IMMIGRANT INTEGRATION PROGRAM 1999-2000

ADULT ENGLISH AS A SECOND LANGUAGE TRAINING PROGRAM OVERVIEW as of March 31, 2000

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|---|---------------------------------|-------------------------------|--|
| A) <u>ADULT ESL SCHOOLS</u> | | | |
| Winnipeg School Division #1 – Adult ESL Centre | April, 1999 - March, 2000 | \$1,761,806.00 | <ul style="list-style-type: none"> ▪ 38 full and part-time classes for 1,000 learners <ul style="list-style-type: none"> -14 ESL/ Literacy classes -24 ESL classes ▪ Adult ESL services that meet the settlement and integration needs of immigrants to Manitoba ▪ continuous intake Adult ESL training facilities to respond to the immediate needs of arriving immigrants ▪ Adult ESL classes on a continuum of levels from beginner to advanced for effective instruction and learning, and facilitate movement through the training system as students' language capabilities increase ▪ morning, afternoon, evening, weekend, and summer classes available ▪ instruction focussed on skill areas of Listening/Speaking, Reading, and Writing as described by the Canadian Language Benchmarks (CLB) ▪ counselling, referral, and volunteer support services |
| Red River College Language Training Centre | April, 1999 - March, 2000 | \$608,237.81 | <ul style="list-style-type: none"> ▪ 11 full-time classes ▪ 158 learners in term 1, 183 learners in term 2 <p style="margin-left: 40px;">6 classes x 2 terms– Intensive Adult ESL for Settlement Purposes</p> <p style="margin-left: 40px;">2 classes x 2 terms – English for Academic Purposes</p> <p style="margin-left: 40px;">2 classes x 2 terms – English for Business Purposes</p> <p style="margin-left: 40px;">1 class – Academic English Program for University and College Entrance</p> <ul style="list-style-type: none"> ▪ Adult ESL services that meet the settlement, |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|----------------------------|---------------------------------|----------------------------|---|
| | | | <p>employment and educational needs of immigrants to Manitoba</p> <ul style="list-style-type: none"> ▪ relevant work experience preparation and placement ▪ Canadian Language Benchmark determinations to describe the language skills learners must possess in order to succeed in college programs ▪ initial delivery and materials preparation for Academic English Program for University and College Entrance (AEPUCE) - this and CLB program determinations will eventually replace the requirement for Test of English as a Foreign Language (TOEFL) classes ▪ occupational / professional / educational counselling and referral to services ▪ provision of computer and pronunciation laboratories on evenings and weekends ▪ CLB alignment of occupational preparation courses ▪ English for Nursing Purposes Program ▪ Language Assessment of Aerospace Mechanic Engineer (A.M.E.) Program ▪ initial development of computerized Language Lab |
| Applied Linguistics Centre | April, 1999 - March, 2000 | \$ 429,800.32 | <ul style="list-style-type: none"> ▪ 7 full-time Adult ESL classes, year round delivery: <ul style="list-style-type: none"> - 6 ESL classes offered at beginner to advanced levels - 1 Computer and English class for learners at intermediate to advanced levels ▪ 105 learners ▪ A/ESL services that meet the settlement and integration needs of immigrants to Manitoba ▪ continuous intake Adult ESL training facilities to respond to the immediate needs of arriving immigrants/ refugees ▪ full-time classes with a maximum number of training hours to speed the integration process for government assisted refugees ▪ Adult ESL classes on a continuum of levels from beginner to advanced for effective instruction and learning, and facilitate movement through the training system as students' language capabilities increase ▪ English and Computer training for learners as they prepare for job entry ▪ instruction focussed on skill areas of |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|----------------------------------|---------------------------------|----------------------------|---|
| | | | Listening/Speaking, Reading, and Writing as described by the Canadian Language Benchmarks |
| St. Vital School Division | Sept.,1999 - March, 2000 | \$6,527.45 | <ul style="list-style-type: none"> to provide evening Adult ESL classes for immigrants in the St. Vital region unable to attend the Victor Mager daytime program 3 Adult ESL classes at Victor Mager School, 7:00 – 9:30pm, Monday and Wednesday evenings. students at CLBA levels 1-6 |
| <u>B) COMMUNITY BASED</u> | | | |
| Catholic Women's League | Sept.,1999 - March, 2000 | \$26,192.12 | <ul style="list-style-type: none"> 2 classes for 29 women, childminding for 15 children provide isolated immigrant women in the Fort Garry area the language training they require for settlement purposes, including communication with mainstream service providers (school, medical, housing, financial, etc.), daily interaction with Canadian society, and communication with younger family members build the confidence of immigrant women to participate in the Canadian community childminding will be provided as needed instruction focussed on skill areas identified by learners through needs assessments information also provided to learners on topics of family, health, school and neighbourhood resources |
| College Housing Co-op | April, 1999 - March, 2000 | \$33,780.16 | <ul style="list-style-type: none"> 2 classes x 2.5 hours x 3 days/week – spring class April-June, 28 learners; winter class Sept-March, 31 learners to provide immigrant women in the Fort Garry area the language training they require for integration purposes, including communication with mainstream service providers, daily interaction with Canadian society, and communication with younger family members instruction focussed on initial occupational goals and language skill areas identified by learner in needs assessments information also provided to learners on topics of family, health, school, finances, housing and neighbourhood resources available in the community to facilitate their settlement and integration process childminding and transportation to classes as necessary |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|-------------------------------|---------------------------------|----------------------------|---|
| Free Vietnamese Association | Sept.,1999 - March, 2000 | \$15,942.51 | <ul style="list-style-type: none"> ▪ provide child care support for immigrant women attending A/ESL training at the Adult ESL evening school ▪ provide English language support to A/ESL immigrant childminders attending Early Childhood Educator credit classes ▪ provide English for Childminder classes ▪ instruction focussed on skill areas identified by learners through needs assessments ▪ a total of 10 hours instruction/support per week will be provided for 28 women |
| Holy Trinity Anglican Church | Nov.,1999 - March, 2000 | \$17,434.76 | <ul style="list-style-type: none"> • To provide Adult ESL for Kosovar immigrant women including two classes and childminding. • provide isolated immigrant women the language training they require for settlement purposes, including communication with mainstream service providers (school, medical, housing, financial, etc.), daily interaction with Canadian society, and communication with younger family members via the "For the Love of Reading" pilot initiative with Centennial Public Library • build the confidence of immigrant women to participate in the Canadian community • childminding will be provided as needed • flexible scheduling is required to facilitate learners attendance |
| Indochina Chinese Association | April, 1999 - March, 2000 | \$ 27,863.14 | <ul style="list-style-type: none"> ▪ 2 classes @ 2.5 hours x 2 days/week for 21 weeks ▪ provide language training for settlement purposes to 26 isolated immigrant women in the Indochina Chinese community and surrounding area, ▪ include communication with mainstream service providers (school, medical, housing, financial, etc.), daily interaction with Canadian society, and communication with younger family members ▪ instruction focussed on content and skill areas identified by learners through needs assessments ▪ information also provided to learners on topics of health, parenting and neighbourhood resources available to facilitate the integration process ▪ childminding and transportation to classes as necessary |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|---|-----------------------------------|---|--|
| Immigrant and Refugee Community Organization of MB. (IRCOM) | April, 1999 - June, 2000 | \$3,609.05 | <ul style="list-style-type: none"> ▪ transitional CBLT program in conjunction with Adult ESL Centre for 8 learners ▪ provide transportation and child care for immigrant women living at IRCOM – 95 Ellen, to attend A/ESL training at the Adult ESL Centre of Winnipeg - 700 Elgin for 3 hours x 5 days week ▪ language training is required for settlement purposes, including communication with mainstream service providers from schools, medical, housing, financial services and for daily interaction with Canadian society |
| IRCOM St. James Class | October, 1999 - March, 2000 | \$17,896.82 | <ul style="list-style-type: none"> • To provide ESL and other support for recently arrived Kosovars with special focus on isolated women in St. James area. • Activities include ESL classes, transportation, and child care support. • one ESL class for 14 Kosovar and Middle East women and one child minding site located at Silver Heights Church (Morning class Monday Tuesday and Thursday) • instruction focussed on skill areas identified by learners through needs assessments • information also provided to learners on topics of family, health, school and neighbourhood resources available in the community to facilitate their integration process |
| Immigrant Women's Association of Manitoba (IWAM) | April, 1999 - March, 2000 | \$53,268.00 * * includes \$6,000.00 Settlement funds | <ul style="list-style-type: none"> ▪ 2 classes for 39 women @ 2 hours x 3 days in fall/winter, plus a spring class for 26 women, including 1 part-time English and Computer class ▪ provide language training for settlement purposes, including communication with mainstream service providers (school, medical, housing, financial, etc.), daily interaction with Canadian society, and communication with younger family members ▪ build the confidence of immigrant women for participation in the Canadian community ▪ childminding & transportation to classes as necessary ▪ instruction focussed on content and language skill areas identified by learners through needs assessments ▪ information also provided to learners on topics of parenting, health, and community resources available to facilitate the integration process ▪ provision of computer equipment for staff settlement workers |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|--------------------------------------|----------------------------------|----------------------------|---|
| Victor Mager Parents' Association | April , 1999 - March, 2000 | \$ 66,545.14 | <ul style="list-style-type: none"> ▪ 3 classes @ 2.5 hours x 5 days/week for 44 weeks - 2 classes at Victor Mager School, 1 class at St. Vital School Division office ▪ one additional class offered in February and March at St. George School in St. Vital for 15-20 participants from Kosovo, Bosnia, Afghanistan, and other countries to provide English language training while students prepare for job re-entry ▪ total of 65 learners ▪ instruction focussed on communicative competence, as described in the Canadian Language Benchmarks, according to the expressed needs of learners ▪ language instruction designed to enhance participants' employability – including job search, job related language skills, and computer training ▪ childminding and transportation to classes as necessary |
| Laura Coogan Consulting | Dec.,1999 - March, 2000 | \$2,475.00 | <ul style="list-style-type: none"> • to address concerns of Kosovars in community based ESL programs who require support • to assist community coordinators, teachers and childminders • to provide information on early childhood and parenting issues |
| <u>C) ENGLISH FOR SENIORS</u> | | | |
| Age and Opportunity, Inc. | April, 1999 - March, 2000 | \$212,000.00 | <ul style="list-style-type: none"> ▪ 21 classes for 341 learners (age 55 or over) ▪ provides isolated immigrant seniors the language training they require for settlement purposes, including communication with mainstream service providers (medical, legal, financial, etc.), daily interaction with Canadian society, and communication with younger family members ▪ builds confidence in immigrant seniors to participate in the Canadian community ▪ childminding and transportation to classes, as required ▪ flexible scheduling to facilitate attendance ▪ morning, afternoon, evening and weekend classes available ▪ instruction focussed on skill areas identified by learners through needs assessments ▪ information also provided to learners on topics of health and independence through the ageing process |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|--|--------------------------------|----------------------------|---|
| | | | <ul style="list-style-type: none"> community liaison workers ensure linkage to ethnocultural communities, and provide opportunities for learners to participate in the activities of neighbourhood seniors centres i.e. Age and Opportunity, Inc. |
| <u>D) WORKPLACE BASED</u> | | | |
| Acrylon Plastics | Oct., 1999 - March, 2000 | \$3,610.00 | <ul style="list-style-type: none"> Workplace Language Training for 12 immigrant employees 2 part-time Workplace Language Training classes delivered on-site at Acrylon Plastics 2 hour classes, two sessions per week, 20 weeks – total of 80 hours of instruction in each class one class for day shift workers, one class for evening shift workers content of class determined by needs assessments with participants and supervisors |
| Association of Foreign Medical Graduates of Manitoba | June, 1999 - March, 2000 | \$9,000.00 | <ul style="list-style-type: none"> Delivery of 1 part-time and 1 full-time English for Medical Professionals class for up to 30 learners using Red River College Language Training Centre facility during off-hours 100 hours of instruction for each class focussed on language skill areas identified by learners and other stakeholders through needs assessments Research and development of instructional material Participant and instructor feedback for English for Medical Professionals |
| Azon Canada, Inc. | Sept.,1999 - March, 2000 | \$10,453.83 | <ul style="list-style-type: none"> To provide English language training to support the successful study of skill related courses for immigrant engineers, technologists and technicians To provide participants with training in workplace intercultural communication strategies To assist participants in finding employment in fields related to their skills and abilities To provide participants with skills in AutoCAD Release 14 2 classes delivered at Azon Central Graphics, 500 Hargrave Street for 18 participants participants at CLBA levels 4-7 will receive additional “English and Computers” training participants above CLBA 7 will enter training at “Pre- |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|-------------------------------|--------------------------------|----------------------------|---|
| | | | <p>AutoCAD”</p> <ul style="list-style-type: none"> ▪ English and Computers (75 hours, CLBA 4-7 only) ▪ Pre-AutoCAD (24 hours each class) ▪ AutoCAD R14 (40 hours each class) ▪ AutoCAD R14 Project (20 hours each class) ▪ Job search (individual work search plan for each participant) |
| Bird, Anna | Feb., 2000 - March, 2000 | \$4,000.00 | <ul style="list-style-type: none"> • research the job market, certifications and professional organizations for the field of pharmacy in Manitoba • determine the needs of immigrant pharmacists who wish to practice in Manitoba, including help they will need to acquire the correct certification, and the language and skills they will need to work successfully as pharmacists • research the possibility of volunteer practicums in pharmacy • pilot delivery of sector specific English training for one pharmacist currently attempting to certify and work as a pharmacist • develop resources for future pharmacist language training programs |
| CancerCare Manitoba | Nov.,1999 - March, 2000 | \$1,000.00 | <ul style="list-style-type: none"> • Workplace Language Training for one immigrant employee • 1 part-time Workplace Language Training class delivered on-site at CancerCare Manitoba • 2 hour classes, two sessions per week, 20 weeks – total of 80 hours of instruction • 1 employee receiving training, with particular attention to English listening/ speaking skills required for job duties • content of class determined by needs assessments with participant and supervisor |
| Canpay Computer Software Ltd. | August, 1999 | \$600.00 | <ul style="list-style-type: none"> ▪ part-time Workplace Language Training classes held at Canpay Computer Software Ltd. for one software programmer ▪ 30 hours of training provided in total, class times to be arranged on a flexible basis |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|-------------------------------|--------------------------------|--|--|
| | | | <ul style="list-style-type: none"> instruction focussed on language skill areas identified by learners through needs assessments |
| College of Health and Family | May, 1999 - March, 2000 | \$15,920.00 | <ul style="list-style-type: none"> 3 part-time Health Care Aide Language Training classes for 40 learners facilitate successful Health Care Aide certification examinations by immigrant applicants instruction focussed on language skill areas identified by learners and other stakeholders through needs assessments research and development of instructional material to ensure that materials are prepared and collected for effective future use |
| College of Midwives | May, 1999 - March, 2000 | \$ 10,000.00 ((\$5,000 recovered from MB Health)) | <ul style="list-style-type: none"> 1 part-time Midwifery Language Training class for 8 learners facilitate success for immigrant Midwifery applicants on Midwifery licensing examinations research and development of instructional material instruction focussed on language skill areas, identified by immigrant midwives and other stakeholders needs assessments final preparation of instructional materials in a manner that allows for effective future use (MB Health funding this activity) |
| Dorge, Leanne | Oct., 1999 - March, 2000 | \$4,965.00 | <ul style="list-style-type: none"> pronunciation and listening communication instruction for advanced ESL learners currently employed or seeking employment 2 part-time class delivered at Red River College Language Training Centre facility during off-hours 2 hour classes, two evenings per week, 13 weeks – total of 50 hours of instruction content of class determined by needs assessments with participants, with topics to include: pronunciation, stress and intonation, listening comprehension, culture, accent reduction, linking |
| Employment Projects for Women | June, 1999 - March, 2000 | \$15,000.00 | <ul style="list-style-type: none"> to deliver part-time English for specific purposes language training for employment preparation and improved employability 2 x English for Professionally and Technically Trained Immigrants – 192 hours each 2 x English for Business Communication – 52 hours each |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|---|---------------------------------|-----------------------------------|--|
| G&R Languages | April, 1999 - March, 2000 | \$13,490.00 | <ul style="list-style-type: none"> ▪ part-time tutorial classes to provide diagnostic and remedial workplace language training for up to 10 at risk employees from different companies and work sites ▪ 350 hours of training, class times to be arranged on a flexible basis according to learner availability ▪ improve the specific speaking, listening, reading and/ or writing language skills required by the learner ▪ responds to employees requesting Workplace Language Training but not sponsored by the employer |
| Health Science Centre Career Transition Program | April, 1999 - May, 1999 | \$1,200.00 | <ul style="list-style-type: none"> ▪ 1 part-time class held at Health Sciences Centre for 3 Central Linen Supply Services employees ▪ 80 hours of training provided in total ▪ improve the specific speaking, listening, reading and/ or writing language skills required by the learner and the employer as identified by needs assessment |
| Jewish Child and Family Services | Aug., 1999 - March, 2000 | \$1,000.00 | <ul style="list-style-type: none"> • to increase the English language skills of one re-settlement worker • 75 hours of Workplace Language Training relevant and specific to the needs of the worker and Jewish Child and Family Services |
| King's Park Daycare | June, 1999 - Oct., 1999 | \$1,640.00 | <ul style="list-style-type: none"> ▪ part-time Workplace Language Training classes held at King's Park Day Care to provide language training support for child day care workers ▪ improve the language skills of the employee for job-specific tasks, with the goal of improved employee performance and security ▪ to improve the specific speaking, listening, reading and/ or writing language skills required by the learner as identified by needs assessment |
| Manta Industries | Oct., 1999 - March, 2000 | \$5,537.50 | <ul style="list-style-type: none"> • workplace specific language training for garment worker employees who speak English as a second language • 1 part-time class for 16 learners • 80 hours of instruction • 2 hour classes twice per week • content of class determined by needs assessment with learners and employer |
| Manitoba Health-Human Resource Services | May, 1999 | \$500.00 | <ul style="list-style-type: none"> ▪ to provide workplace language training for one MB Health, Human Resource Services receptionist ▪ training is required to provide the language skills she needs to take greater responsibilities in her office, and to apply for positions of greater responsibility as they |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|-------------------------------|--------------------------------|-----------------------------------|---|
| | | | become available |
| Maxim Transportation Services | Jan., 2000 - March, 2000 | \$2,000.00 | <ul style="list-style-type: none"> • Workplace Language Training for one job placement employee requiring improved business communication in the workplace • 1 part-time class delivered on-site at Maxim Transportation Services, Inc. - 80 hours of instruction • content of class determined by needs assessments with participant, management and work placement supervisor |
| National Research Council | Feb., 2000 - March, 2000 | \$1,000.00 | <ul style="list-style-type: none"> • specific vocabulary, accurate pronunciation and the precise technical writing skills required by either current or future employers in order for the participants to succeed in their chosen professions in Canada, and other language skills identified by participants • one part-time class, 80 hours of instruction in total • research and development of instructional material |
| New Flyer Industries | Nov., 1999 - March, 2000 | \$2,340.00 | <ul style="list-style-type: none"> • 1 part-time Workplace Language Training class delivered on-site at New Flyer Industries for 12 employees • 2 hour classes, two sessions per week, 20 weeks – total of 80 hours of instruction • content of class determined by needs assessments with participants and supervisors |
| North Garden Restaurant | May, 1999 - July, 2000 | \$1,600.00 | <ul style="list-style-type: none"> ▪ part-time Workplace Language Training for restaurant employees at North Garden Restaurant – total of 80 hours of instruction ▪ instruction focussed on occupational specific language skill areas identified by learners through needs assessments |
| Palliser Furniture | Dec., 1999 - March, 2000 | \$480.00 | <ul style="list-style-type: none"> • Workplace Language Training class for one employee delivered on-site at Palliser Furniture • 24 hours of instruction • content of class determined by needs assessment with participant and supervisor |
| St. James School Division | May 1999 - Dec., 1999 | \$2,440.00 | <ul style="list-style-type: none"> ▪ 2 part-time Taxicab Driver language training programs for 20 learners ▪ training is required to provide the taxicab licensing applicants with the language skills they need to pass the Manitoba Taxicab Board examination, and to improve their skill, safety and courtesy as taxicab |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|----------------------------------|--------------------------------|--|---|
| | | | drivers |
| Slivinski, Elizabeth | Oct., 1999 - March, 2000 | \$4,200.00 (to be recovered from MB Health) | <ul style="list-style-type: none"> English as a Second Language instruction for Residential Care Home facility employees 1 part-time class on Saturday mornings, 80 hours of instruction, content of class determined by needs assessments with participants, Residential Care Licensing Branch, and Association of Residential Care Homes, Inc. English instruction designed to meet the communication skills policy requirements of the Residential Care Licensing Branch contracted via MIIP, costs recovered from Manitoba Health |
| UFCW Training Centre | Oct., 1999 - March, 2000 | \$2,805.00 | <ul style="list-style-type: none"> English language training for garment worker employees related to their workplace, union, and everyday lives 1 part-time class for 12-15 beginner level learners of Chinese and Vietnamese background 3 hour classes on Saturday afternoons – total of 54 hours of instruction content of class determined by needs assessment with learners and employer childminding for participants at training site |
| UNITE Learning Experience Centre | July, 1999 - March, 2000 | \$12,815.00 | <ul style="list-style-type: none"> to increase the English language skills of garment workers to increase the opportunities and remove the barriers for garment workers to take language training courses 1 class delivered at UNITE Learning Experience Centre on Saturday afternoons (93 hours delivered) 1 class delivered at Winnipeg Chinatown Non-profit Housing Corporation on evenings and/or weekends (80 hours delivered) 1 volunteer program, including a minimum of 4 home tutorial pilot projects (196 hours volunteer program development, training, and coordination, minimum of 160 hours of pilot delivery) |
| Weiss, Paulette | May 1999 - June, 2000 | \$1,600.00 | <ul style="list-style-type: none"> one part-time Workplace Language Training class for AAA Alarms language training support for one immigrant on a job-placement to ensure a successful training period for a permanent job |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|---|--------------------------------|----------------------------|---|
| | | | <ul style="list-style-type: none"> instruction focussed on language skill areas identified by learner and employer |
| Wear Wolf Apparel | Dec.,1999 - March, 2000 | \$5,100.00 | <ul style="list-style-type: none"> part-time Workplace Language Training for 15 employees requiring improved English language communication delivered on-site at Wear Wolf Apparel 2 hour classes, two sessions per week, 20 weeks – total of 80 hours of instruction content of class determined by needs assessments with participants, management and supervisors |
| Western Glove Works | Oct., 1999 - March, 2000 | \$8,920.00 | <ul style="list-style-type: none"> English language training for employees that is specific to the workplace settlement needs of the participants 3 part-time classes delivered at Western Glove Works for 30 employees, to be delivered in partnership with Workplace Education Manitoba, UFCW, and UNITE 2 hour classes, twice per week, 20 weeks classes held at 3 plant locations (Logan, Princess, Notre Dame) content of class determined by needs assessments with participants, employer and union |
| Zack, Stephanie | Oct., 1999 - March, 2000 | \$1,800.00 | <ul style="list-style-type: none"> part-time English as a Second Language writing instruction for employed immigrant professionals, or seeking employment class delivered at Red River College Language Training Centre– total of 50 hours of instruction content of class determined by needs assessments with participants- topics include: report writing, business letters, e-mail / memos, grammar and spelling, tone and style appropriate to Canadian culture |
| Regional Workplace Language Training | | | |
| Loewen Windows | Oct., 1999 - March, 2000 | \$3,600.00 | <ul style="list-style-type: none"> workplace specific language training for employees who speak English as a second language 2 part-time classes for 20 learners from Kanadier and German background, focus on pronunciation and communication strategies as well as workplace |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|--|--------------------------------|----------------------------|---|
| | | | vocabulary (family members of newcomers are also invited to attend classes) |
| Lode-King Industries | Oct., 1999 - March, 2000 | \$2,150.00 | <ul style="list-style-type: none"> English language training for employees that is specific to workplace and settlement needs of the participants 1 part-time class delivered at Lode King Division of Triple E Canada for 10-13 students (1 Bosnian, 2 German, 8-10 Kanadier) 2 hour classes, twice per week, 20 weeks content of class determined by needs assessments with participants and employer to be delivered in conjunction with Workplace Education training (2 classes for 25-30 employees) |
| Pembina Valley Workplace Language Training | Jan., 2000 - March, 2000 | \$10,000.00 | <ul style="list-style-type: none"> part-time ESL preparation class for Health Care field development and design of support course for Health Care Aide module monitor and evaluate current Workplace Language Training programs in the Pembina Valley negotiations with industries in Pembina Valley region regarding Workplace Language Training needs |
| Southern Manitoba Potato Company | Nov., 1999 - March, 2000 | \$1,300.00 | <ul style="list-style-type: none"> Workplace Language Training for Kanadier employees requiring improved English language communication in the workplace 1 part-time Workplace Language Training class delivered on-site at Southern Manitoba Potato Company for 2 employees 2 hour classes, two sessions per week, 15 weeks – total of 60 hours of instruction content of class determined by needs assessments with participants and supervisors |
| Lints, Ellice | April, 1999 - July, 1999 | \$1,200.00 | <ul style="list-style-type: none"> part-time classes held at T&D Restaurant, Hamiota, for owner /operators 48 hours of training provided in total, class times to be arranged on a flexible basis to improve the specific workplace speaking, listening, reading and/or writing language skills required by the learners as identified by needs assessment |
| <u>E) REGIONAL ESL</u> | | | |
| Central Manitoba Literacy Association | Nov., 1999 - March, 2000 | \$2,740.00 | <ul style="list-style-type: none"> Development and delivery of Adult ESL services in Central Manitoba (Portage la Prairie and region) needs assessment in the region to determine the ESL needs of the community |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|---|--------------------------------|--|---|
| | | | <ul style="list-style-type: none"> • Adult ESL instruction that meets the language needs of immigrants in Central Manitoba • one part-time class for 10 learners, 96 hours of delivery • purchase of appropriate Adult ESL materials and resources, in consultation with the Adult Language Training Branch • Adult ESL training for instructor and volunteers |
| Interlake Adult Learning Association (IALA) | Sept.,1999 - March, 2000 | \$7,950.00 * * (\$4,650 required - \$3,300.00 overpayment re-assigned to Red River College) | <ul style="list-style-type: none"> • community and workplace adult language and literacy programming in the Manitoba Interlake region • one language and literacy program for 10 Kanadier women in Okno • one workplace focussed program in Arborg for 6 Kanadier and newcomer arrivals from Germany |
| Pembina Valley Language/ Education for Adults (PVLEA) | July, 1999 - March, 2000 | \$40,000.00 | <ul style="list-style-type: none"> ▪ language training support for newcomers in the Pembina Valley region that will assist them in finding employment and adapting to a new community ▪ 17 part-time community based classes for 200 learners and 1 English for Health Care Aides class ▪ classes in Winkler, Morden, Altona, and Lowe Farm ▪ learners primarily Kanadier from South America and recent arrivals from Germany ▪ instruction focussed on language skill areas identified by learners and community stakeholders through needs assessments ▪ development of instructional material ▪ childcare and transportation provided as necessary ▪ |
| Providence College and Seminary | July, 1999 | \$1,512.50 | <ul style="list-style-type: none"> ▪ to equip Kosovo refugees temporarily housed at Providence College and Seminary with basic language skills in preparation for future job opportunities ▪ 2 three hour classes, 5 days/ week, from July 28, 1999 to August 20,1999 ▪ classes held at Providence College and Seminary in Otterburne, Manitoba ▪ content of classes will include beginner level English writing, reading, listening and speaking instruction, according to the needs of the learners |
| Southeast Area Language and | Sept.,1999 - | \$23,500.00 | <ul style="list-style-type: none"> • community based language and literacy programming for adults in Southeast Manitoba |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|---|--------------------------------|----------------------------|---|
| Literacy Services for Adults (SALLSA) | March, 2000 | | <ul style="list-style-type: none"> • 11 part-time language and literacy classes for 120 adult learners, primarily of Kanadier Mennonite background and recent German newcomers • content of instruction focussed on settlement needs, increasing in social and economic integration goals at more advanced levels • classes delivered in Steinbach, Kleeferd, and Grunthal |
| Thompson Citizenship Council | July, 1999 - March, 2000 | \$5,148.00 | <ul style="list-style-type: none"> ▪ part-time class totalling 94.5 hours for 6 Kosovo refugees and 4 landed immigrants in Thompson ▪ community based learner centred training to facilitate the social, economic and political integration of newcomers to Canada towards becoming contributing members of the Thompson community ▪ development of basic conversational skill, vocabulary development, basic reading and writing skill development |
| Westman English as a Second Language Services (WESLS) | Oct., 1999 - March, 2000 | \$23,584.85 | <ul style="list-style-type: none"> • Development and delivery of Adult ESL services in Western Manitoba • Adult ESL instruction that meets the language needs of new Canadians in the following centres: Roblin/ Russel, Hamiota, Boissevain, Brandon ▪ Coordination and development of A/ESL services in the Westman area to provide monitoring, support and coordination for Adult ESL teachers and volunteer and paid tutors in the Westman region. |
| <i>F) OTHER</i> | | | |
| Bell, Dr. Jill | Feb., 2000 - March, 2000 | \$1,000.00 | <ul style="list-style-type: none"> • Manitoba has undertaken the revision of the ESL Literacy section of the <i>Canadian Language Benchmarks</i> as a contribution to a national project and the Centre for Canadian Language Benchmarks. An essential aspect of this process is review of the draft material by a recognized expert/academic in the field. • academic review of Canadian Language Benchmark ESL/Literacy descriptors • provide oral and written feedback to Manitoba Labour project officer(s) and the development team |
| Bertram, Chris | Feb., 2000 - | \$1,000.00 | <ul style="list-style-type: none"> • Manitoba has developed a resource for Adult ESL teachers to use to assess their learners' writing. • to ensure its validity before its final printing, a field test |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|--|--------------------------------|----------------------------|--|
| | March, 2000 | | <ul style="list-style-type: none"> is necessary. develop and administer a field test plan collect data from Adult ESL teachers and learners revise and proof-read writing tasks |
| Fugler, Bill | Dec.,1999 - March, 2000 | \$2,500.00 | <ul style="list-style-type: none"> ESL for Taxi Drivers material development - revisions to the existing curriculum to align it with current Taxi Cab Board policy and regulations, and to support the development of language skills and information related to taxi driving in Manitoba |
| Literacy Partners of Manitoba | Nov.,1999 - March, 2000 | \$5,000.00 | <ul style="list-style-type: none"> to respond to Adult ESL learner needs via the Literacy LEARN telephone line with referral of learners, sponsors, hosts, employers, K-12 teachers, to appropriate classes or assessment venues to provide information to potential volunteers in service organizations about opportunities to volunteer in the Adult ESL field |
| Open Learning Agency | June, 1999 - March, 2000 | \$2,500.00 | <ul style="list-style-type: none"> contribution to production of "Walk a Mile; the Immigrant Experience in Canada" video |
| Society for Manitobans with Disabilities | July, 1999 - March, 2000 | \$12,000.00 | <ul style="list-style-type: none"> To provide English language and literacy training and settlement information to Deaf immigrants to Manitoba Delivery includes: 2 classes for 5 learners - 5 hours/ day, 5 days/ week, 42 weeks / year Course content will focus on providing learners the written English language skills and settlement information they require for integrating into the Deaf community and the larger Canadian community English language and literacy will be taught in an integrated manner with American Sign Language (ASL) Individual learner feedback, progress reports and final evaluations as well as feedback from learners' families In-class monitoring of instruction and formal evaluation of teachers by program head |
| Volunteer Centre of Winnipeg | May, 1999 - March, 2000 | \$3,100.00 | <ul style="list-style-type: none"> to assist non-profit organizations to become more responsive to immigrants in Manitoba assist in the introduction and integration of A/ESL learners into work experiences and jobs with non-profit organizations up to 4 workshops at the Volunteer Centre up to 2 workshops at Lyons Housing co-ordination and delivery of a volunteer appreciation |

| Organization | Period of Activity | Total ESL \$ (\$3,472,000) | Description of Activities and Deliverables |
|-------------------------|--------------------|----------------------------|--|
| | | | event for Adult ESL volunteers |
| Word Wise International | March, 2000 | \$5,089.06 | <ul style="list-style-type: none"> • 3 day introductory training session in “Accelerated Learning for Language Teachers” for 20 participants • Adult ESL “Accelerated Learning” methodology has the potential to increase the speed with which learners become communicatively competent. This training session demonstrated to A/ESL instructors and program coordinators “Accelerated Learning” methodology, which in turn will be shared with other A/ESL professionals in Manitoba |

Total ESL Expenditures: \$3,567,469.02

MIIP ESL allocation: \$3,472,000.00

ALT ESL operating: \$ 35,000.00

Additional federal Kosovar funds: \$ 43,000.00

Divisional Trust account: \$ 12,000.00

Total ESL Funds: \$3,562,000.00

Variance: - \$5,469.02

Appendix H. Manitoba Annual Report on Settlement 2011-2012

The authors feel that it is worthwhile to append a large part of the most recent Annual Report on Settlement by Manitoba Immigration and Multiculturalism, so the reader will have a better understanding of the nature and scope of the annual report prepared by Manitoba in compliance with the requirements in Appendix B of the Settlement Annex (see Appendix B, above).

This Appendix Consists of the pages 2-42 and 123-135 of the Manitoba Annual Report on Settlement 2011-12 submitted to CIC pursuant to the Settlement Annex of the Canada-Manitoba Immigration Agreement. These pages include all the key global information on the Manitoba Settlement Program and narrative descriptions of each program area. The remaining pages of the report are contract-specific descriptions, containing corporate and/or personal information and, as this information is very recent, it is, therefore, not appropriate to be appended to this report.

Please note that financial information in the Annual Report may not always correspond exactly to figures in our report as Manitoba also reported on other federal programs such as the Web Portal and Welcoming Communities, funded separately.

Page numbers in the lower right correspond to page numbers in the original Annual Report.

Manitoba Settlement Services Annual Report 2011-12

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Executive Summary

In 2011, immigration to Manitoba increased 1.0% over 2010, reaching 15,962 permanent residents, the highest number of new Manitobans since the start of modern record keeping in 1946. Manitoba Provincial Nominees (PN) (12,342) accounted for 77.3% of total Manitoba immigration; Federal Skilled Workers accounted for 3.9%; Family Class for 8.9%; and Refugees for 8.2%.

In January 2012, the Immigration Division became a stand-alone provincial ministry. Responsibility for Multiculturalism was transferred from the Department of Culture, Heritage and Tourism to the newly-formed Department of Immigration and Multiculturalism. This document will use the terms “department” and “departmental” to refer to the division/department throughout, though it should be noted that from April 2011 to early January 2012, these terms refer to the former Immigration Division of the Department of Labour and Immigration.

Settlement programming strengthens settlement and integration outcomes for all newcomers to Manitoba. This report outlines accomplishments of three funding programs: Manitoba Immigrant Integration Program, Manitoba Immigration Portal, and Welcoming Communities Manitoba.

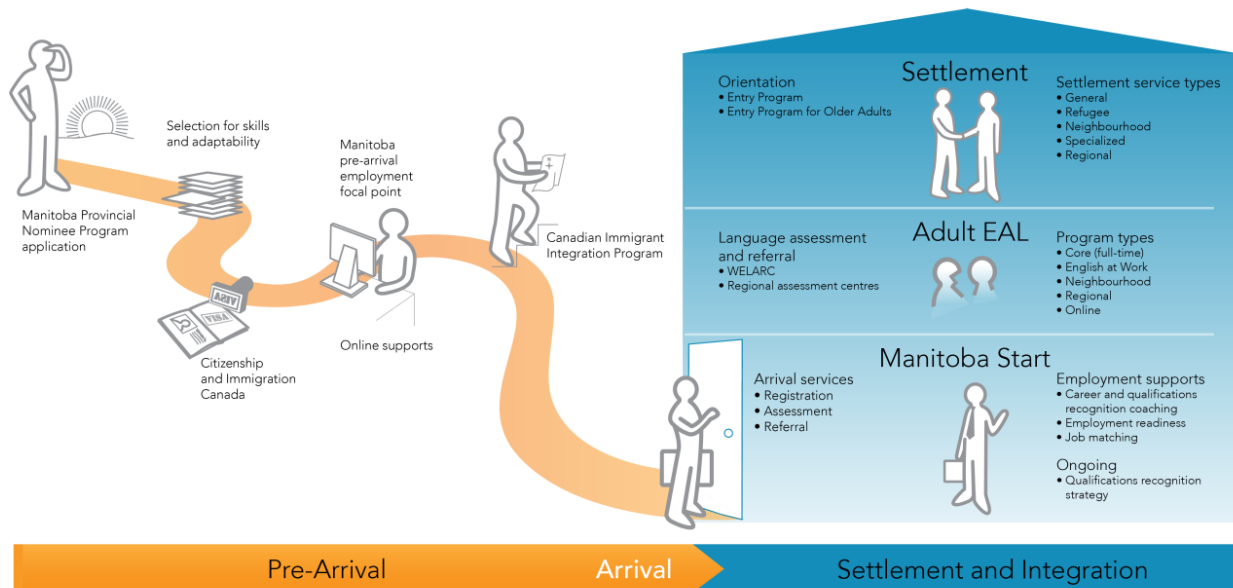
Highlights from 2011-12 fiscal year include the following:

Manitoba Start functions as a single window registration point into MIIP-funded employment services, orientation to living in Manitoba and language training. For a small number of clients, the organization is also a point of communication in the pre-arrival stage. Manitoba Start provides the Department with a clear understanding of the needs and profiles of newcomers and ensured that each client embarked on a clearly articulated service pathway.

The immigrant-specific employment services targeted front-end career support for newly arrived immigrants within their first one to three years of landing. The service goal is to empower clients by bridging information, knowledge and skill gaps to ensure the client is able to compete for a job.

Through a cross-cultural career counselling lens, the immigrant-specific services support newly-arrived immigrants in understanding Manitoba’s labour market, improving their labour market related communication, essential, and employability skills, creating long-term and short-term career plans and obtaining their first career-related job. With this support, clients should successfully obtain their first job, and have an articulated pathway to reach their career goal. The expectation is that they have the skills to pursue their goals independently or be ready to engage with main-stream employment services.

Manitoba Immigration Service Continuum



Service Continuum – from application to successful labour market attachment

The service continuum begins with the PN application for the majority of newcomers to Manitoba. Supports are provided at different stages of the immigrant's overall immigration experiences. The staged supports are guided by consistent and standardized career planning/coaching principles, processes and resources. Each stage of support is built upon the previous step's work, so the services are interconnected and allow each immigrant the opportunity to get the support needed without having to repeat steps.

Citizenship Study Materials for Newcomers to Manitoba was developed as a joint initiative with two branches. This plain language version of the 2011 CIC Discover Canada Study guide also includes activities and suggestions for facilitated group study sessions. It meets the needs of EAL learners who require language support in order to pass the citizenship test. A training video for volunteer facilitators was produced for online sharing through settlement service providers.

The Department launched *Taking Teaching to Task: A Training Video Resource for Adult EAL Educators* as well as *My Home is Manitoba: Diversity Awareness for Newcomers to Manitoba*.

The orientation program (*ENTRY*) served approximately 6000 newcomers and the feedback collected indicated that the participants found the program useful. Valuable first friendships were made and the newcomers felt equipped to access community resources and services including using public transportation, and health, education, and employment services.

Language Assessment and Referral Centres in Manitoba worked with approximately 10,000 individual students and referred each to the most appropriate program available to meet their language learning needs.

Adult EAL /ELT programs had over 18,000 course enrolments, and almost 13,000 unique students throughout the year. The programs reported that the majority of students improved in developing communicative competence in English and felt that the program enabled them to move towards achieving their personal goals of community access, labour market integration, and academic success.

Development of the Neighbourhood Immigrant Settlement Program model continues with the Neighbourhood Immigrant Settlement Coordinator position becoming full time. This position offered greater support for the Neighbourhood Immigrant Settlement Workers (NISWs), assisted with the development of standardized instruments for service delivery, coordination of NISW meetings and collaboration with other service providers, as well as, professional development activities.

As part of the Enhanced Settlement Supports pilot project, 10 training sessions were delivered to 120 participants from 8 service organizations. These training sessions targeted front-line service providers, managers and policy makers. The training is designed to build cross-cultural awareness, provide an overview of refugee experiences, their paths and processes of settlement in Manitoba and how service providers might further hone skills and capacities for work with refugees.

Building on their Strengthening Families model, a new approach to working with refugee newcomers was developed by the Multi-Cultural Wellness Program at Mount Carmel Clinic.

Community-based educators provide various introductory workshops in first language followed by education groups to address cultural adaptation, parenting, financial literacy, and mental health first aid. This is being done in collaboration with refugee-serving agencies.

The Manitoba Immigration Portal continues to deliver client centered information and online services to newcomers at various stages in their immigration and settlement experience. Over 1,125,342 visits were recorded with significant developments such as an interactive pre-arrival planning guide for Manitoba destined newcomers to support individual research, planning and preparation for settlement and employment upon arrival as well as the creation of a YouTube Channel resulting in a much more engaging Manitoba portal.

Welcoming Communities Manitoba provided financial support to 20 anti-racism/diversity projects in 2011-12, reaching more than 6,700 people. Projects promoted multiculturalism and the benefits of diversity in Manitoba. The administration of the program was transferred back to the Department of Immigration and Multiculturalism in January 2012. Previously, the program was administered by Manitoba Culture, Heritage and Tourism under the Multiculturalism Secretariat.

PART 1: Objectives and Priorities

Overview of Manitoba's Settlement and Integration Program Areas

The Department of Immigration and Multiculturalism administers funding to support settlement and integration programs through the Manitoba Immigrant Integration Program (MIIP) and the Manitoba Immigration Portal (Portal). These programs are designed to facilitate the economic and social integration of immigrants and refugees in Manitoba with the ultimate goal of participatory citizenship and long-term residency in the province. The programs provide funding, coordination and staff support for services delivered through partnerships with service providers throughout the province. The Department supported the administration of Welcoming Communities Manitoba (WCM), which was managed by the Department of Culture, Heritage and Tourism. As of January 2012, the administration of WCM was transferred to the Department. A consistent approach to program administration, monitoring and evaluation is taken with all funding programs to ensure effective use of funds, quality program delivery and success in achieving program outcomes.

(A) Manitoba Immigrant Integration Program

The Manitoba Immigrant Integration Program (MIIP) reflects the realignment and consolidation of federal and provincial language and settlement programs as a result of the Canada-Manitoba Agreement to Realign Responsibilities for Immigrant Settlement Services signed on June 29, 1998 and renewed in June 2003.

The main goal of the MIIP is to assist newcomers in becoming self-sufficient. The program:

- provides for a seamless, fully integrated and cost-effective continuum of services;
- fosters partnerships with communities and service providers;
- provides training, development and support for adult EAL services and strengthens effective settlement and integration practices;
- facilitates adaptation of mainstream public services to meet the needs of immigrants and refugees;
- encourages and supports the development of an inclusive and welcoming society; and
- ensures the ongoing examination and evaluation of Manitoba settlement, integration and adult EAL training issues, which will inform future funding priorities and approaches to service delivery.

MIIP supports newcomer settlement and integration through the following components:

- Orientation, Assessment and Referral Services;
- Adult English as an Additional Language (EAL) Services including Enhanced Language Training (ELT);
- Labour Market Services; and
- Integration Services.

The objectives of the **Adult EAL Services** component are:

- 1) the provision of a continuum of adult EAL services that meet the needs of adult immigrants; and
- 2) supplementary support to adult EAL instruction in schools, workplaces and communities.

The objective of the **Enhanced Language Training Services** component is to:

- 1) expedite successful and sustainable immigrant labour market attachment by working with partners to provide sufficient and appropriate language training for immigrants in the following areas:

- occupation specific language training;
- labour market integration initiatives; and
- employer-initiated projects to ensure fair hiring practises regarding language proficiency and orientation to Manitoba workplaces to ensure success.

The objectives of the **Orientation, Labour Market and Referral Services; and Integration Services** components are:

- 1) the provision of direct delivery of settlement services; and
- 2) supplementary services to enhance the effectiveness of settlement services delivery.

(B) Manitoba Immigration Portal

The Manitoba Immigration Portal provides online information and services for target audiences including prospective immigrants, Provincial nominees, landed newcomers as well as service providers in settlement, English as an additional language and employment. Demand is increasing to provide more accessible and self-directed information that complements Manitoba's immigration and integration priorities. Manitoba's immigration portal is based on a dynamic XML database architecture, navigated by audience and timeline, and features interactive database-driven tools at www.immigraitemanitoba.com. Annual planning incorporates identified audience communication objectives to:

- 1) Connect newcomers sooner to services;
- 2) Increase access to career planning resources and preparation for employment;
- 3) Increase newcomers' access to use of information, resources and online services to immigrate, settle and work in Manitoba; and
- 4) Increase awareness of life in Manitoba.

(C) Welcoming Communities Manitoba

Welcoming Communities Manitoba (WCM) receives its funding from Citizenship and Immigration Canada (CIC). It began as part of the Government of Canada's Action Plan against Racism and continues under CIC's Community Connections Stream of the Department's modernized Settlement program. This funding program was administered through the Multiculturalism Secretariat with the Department of Culture, Heritage and Tourism (CHT). In January 2012, responsibility for WCM was transferred to the newly-created Department of Immigration and Multiculturalism.

The program's goals are to promote the strengthened participation of new immigrants in civil society; increase awareness of multiculturalism and the benefits of diversity; and foster more inclusive and welcoming communities.

PART 2: Report on Use of Funds for Fiscal Year 2011-12

The following charts outline the provincial and federal revenue contributions for settlement programming in Manitoba. They also outline the proposed expenditures for the 2011-12 fiscal year, along with actual expenditures for the period.

REVENUE CONTRIBUTIONS

| | |
|------------------------------------|-------------------|
| Settlement Programming | \$31,569.9 |
| Federal* | 28,655.9 |
| Provincial | 1,206.6 |
| Accrued Liability | 1,709.5 |
| Administration Costs | \$1,703.3 |
| Federal | 1,703.3 |
| Enhanced Language Training | \$3,634.6 |
| Federal | 3,628.3 |
| Accrued Liability | 6.3 |
| Welcoming Communities Manitoba | \$200.5 |
| Federal | 200.5 |
| Manitoba Immigration Portal | \$577.7 |
| Federal | 402.7 |
| Unearned Revenue | 175.0 |
| Total Revenue Contributions | \$37,686.0 |

PROPOSED EXPENDITURES

| | |
|--|-------------------|
| Settlement Programming | \$31,559.7 |
| Orientation, Labour Market and Referral Services | 6,202.2 |
| Adult EAL | 13,569.9 |
| Enhanced Language Training | 3,634.6 |
| Integration Services | 8,153.0 |
| Administration Costs | \$4,488.4 |
| Welcoming Communities Manitoba | \$200.5 |
| Manitoba Immigration Portal | \$577.7 |
| Innovation Fund* | \$859.7 |
| Total Proposed Expenditures | \$37,686.0 |

ACTUAL EXPENDITURES

| | |
|--|-------------------|
| Settlement Programming | \$30,226.1 |
| Orientation, Labour Market and Referral Services | 6,152.0 |
| Adult EAL | 13,098.4 |
| Enhanced Language Training | 3,183.4 |
| Integration Services | 7,792.3 |
| Welcoming Communities Manitoba | \$190.0 |
| Manitoba Immigration Portal | \$307.7 |
| Administration | \$4,307.3 |
| Accrued Liability | \$1,514.7 |
| Unearned Revenue | \$280.5 |
| Innovation Fund* | \$859.7 |
| Total Expenditures | \$37,686.0 |

* \$859.7 (3% of basic settlement funding for the Innovation Fund) is included as revenue, proposed expenditure and actual expenditure.

Acknowledgement of Federal Funding

Federal funding of Settlement programs in Manitoba is acknowledged in a number of ways:

- The contribution agreements include the following section: (9.03) *The Service Provider shall clearly and prominently acknowledge Manitoba's and the Government of Canada's contribution to the Project in all publicity, publications and promotional material related to the Project, in a manner acceptable to Manitoba.*
- The MIIP signage produced by the Province for each project acknowledges the sources of funding support.
- Certificates given to learners in recognition of their participation in community - based EAL classes identify the sources of funding of the program.
- Progress Reports used in Manitoba Immigrant Integration Program adult EAL programs include both the provincial and federal funders.
- Funding Program brochures as well as the application form recognize federal funds spent on settlement programs in Manitoba.
- In addition, when staff speaks about programs in Manitoba, at public and/or service provider events, reference is made to the CMIA agreement.
- Projects officers include observations of the acknowledgement of funds during their on-site monitoring visits.
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Part 3: Manitoba Service Areas and Priorities - Results Achieved

Overall Results, Progress and Achievements

This section provides an overview of accomplishments for 2011-12 by funding program and their components. Priority areas and activities of MIIP, Manitoba Immigration Portal, and Welcoming Communities Manitoba are described. MIIP is further broken down by its key programming components (Orientation, Assessment and Referral Services; Adult English as an Additional Language (EAL) Services including Enhanced Language Training (ELT); Labour Market Services; and Integration Services). Each component contains an *Overall Results* section that provides a summary of results achieved through programming delivered and services provided by service providers. A *Progress and Achievements* segment highlights departmental accomplishments in each program area.

(A) Manitoba Immigrant Integration Program

(I) Orientation, Labour Market and Referral Services

Priority Areas:

- Centralized Registration and Orientation
- Newcomer Employment Supports
- Assessment and Referral

Program Activities:

- Newcomers are registered once into a shared database to access the continuum of language and employment services.
- ENTRY Program - Language instruction is integrated with the orientation topics of getting around, banking, shopping, and working in Canada, health, law, and family services.
- Coordination, development and support for employment programming for newcomers including:
 - Registration, Initial Needs Assessment and Referral
 - Employment Readiness
 - Assessment
 - Employability Workshops
 - Self Marketing Skills Development
 - Career Coaching and Planning
 - Qualification Recognition Advice and Guidance
 - Educational Advice
- Job Matching
- Canadian Language Benchmarks Placement Test (CLBPT) is used for referral to English as an additional language classes. There are four English Language Assessment and Referral Centres in Manitoba.
- Employment readiness assessment is conducted and appropriate support provided.
- Pre arrival information is available online.

Overall Results

Orientation

In 2011-12, 6,018 newcomers participated in the Manitoba ENTRY Program in Winnipeg. The participant outcomes included:

- Participants were satisfied with the program and indicated that it helped them learn about daily life including available community resources and services.
- Participants learned to use public transportation and maps to access health, education, and employment services.
- Participants were introduced to important laws in Manitoba and what services are available to protect themselves and their families.
- Participants developed some initial strategies to find work in Canada, and gained an understanding of workplace safety and health, taxes and insurance, responsibilities of employees and employers, and Canadian workplace culture.
- Participants practised essential Canadian English communication skills for everyday living as well as EAL self-study strategies.
- Participants felt welcomed and developed supportive social networks through classroom friendships.

Labour Market Services

- The Winnipeg based immigrant employment service providers each specialize their services for a distinct profile of adult newcomers.
- Effective funding partnerships were maintained among provincial government departments to support participants and programs.
- Manitoba START, a newcomer registration, assessment and referral centre, was opened in November by the Premier and provides the first point of contact for newcomers to Manitoba. Information, registration and referrals are systematically carried out at Manitoba START.
- A total of 6,266 newly arrived immigrants within 1 to 3 years of landing received an initial needs assessment, service pathway planning and referrals since November, when the new database was implemented.
- A total of 4,378 immigrants received job finding and career development support through MIIP funded Immigrant Employment Services.
- 60% of the participants completed programming with a successful job match.
- Participant feedback shows that the programs had a positive impact.
- Participant and employer feedback indicates that the services were of high quality.
- Success was measured not only in terms of training completed and employment secured but also in terms of personal growth and barriers overcome.
- Program participants left programs with A Career and Training Plan, Marketing Tools: Resume, Cover Letter, References, and enhanced skills to increase their job-readiness and confidence.

Assessment and Referral Services

CLB Assessment and Referral Centres in Winnipeg and in some regions were funded and supported to provide CLB placement assessment and referral to adult EAL programs.

- In Winnipeg, 5,556 students were assessed. An additional 3,807 referrals were also completed (cases where assessments were not needed for the referral).
- In Brandon, 746 students were assessed.
- In Steinbach, 217 students were assessed.
- Not all Manitoba adult EAL students receive a formal placement assessment, as class options may be limited in their community or workplace.

In addition to providing the assessment and referral services the ALT Branch coordinated and supported CLBPT assessors in Manitoba by:

- maintaining records of current CLBPT assessors in Manitoba;
- providing professional development opportunities for Manitoba assessors;
- delivering calibration sessions and calibration via observations followed by discussion and feedback;
- participating in the Pan-Canadian CLB assessment training community; and
- providing new assessor training for assessment centres to expand or fill vacant positions.

Progress and Achievements

- A broad and comprehensive model of a continuum of services and support for successful immigrant labour market attachment in Manitoba was developed and shared with stakeholders. The Service Continuum is comprised of different aspects of the work in the department and different points of contacts with newcomers. Under this model, the department is increasingly linking PNP process, pre-arrival services, Manitoba intake and post-arrival services to form a seamless series of supports to expedite the process of securing employment commensurate with skills and experiences attained abroad.
- The department focused on the development and improvement of a client-centred Immigrant Specific Employment Supports system targeting front-end career support for newly arrived immigrants within their first one to three years of landing.
- In partnership with a third party contractor, and participating service agencies:
 - a. Manitoba Start entered its second year of providing a centralized immigrant registration, assessment and referral service. Upon arrival, newcomers receive an initial needs assessment and their profile information is inputted to a database shared by 5 major agencies all targeted at clients' initial needs post-arrival including Settlement Orientation, Language Assessment and Referral and Employment Services. Based on clients' needs and availability, clients receive an appropriate service pathways plan and service appointments.

- b. Continued consultations with appropriate Government led to delineating the complementary roles between immigrant specific employment services model and other Departments who have employment support mandates.
- c. A work plan for the implementation of a single window immigrant employment service model has been further developed and implemented.
- d. Employment services were enhanced to reach more diverse groups as well as to standardize and professionalise the delivery of immigrant employment services with one core service provider.

- The department has partnered with the Canadian Immigration Integration Program (CIIP) to develop a pre-arrival orientation and labour market service for Manitoba Provincial Nominees. This new service, using a new Manitoba curriculum, is provided in China, the Philippines, India and the UK.

- Manitoba plays a strong role in coordination of the development and delivery of cross departmental qualification recognition related programs. Linkages to information on regulated professions occur with the Office of the Manitoba Fairness Commissioner. Development of bridge and gap training programming is coordinated with Manitoba Health, Advanced Education and Literacy and the Office of the Manitoba Fairness Commissioner. Developments in qualifications recognition for skilled trades occur with Apprenticeship Manitoba.

- Space at the ENTRY program has been refigured and enhanced to allow for more classrooms as well as a large teacher preparation area.

- The Director of the ENTRY programs is active in the Manitoba settlement community and provides her staff with current information to ensure the program remains vital and up to date.

- WELARC's advisory committee continued to meet regularly throughout the year to ensure coordination, efficient student referrals and waitlist updates.

(II) Adult EAL Services (including Regional and Official Languages)

Priority Areas:

- Core Programs – English for Settlement and Employment
- Community and Neighbourhood based Adult EAL Training
- English at Work
- Regional Adult EAL Programs
- Capacity Building, Resource Development and Program Support

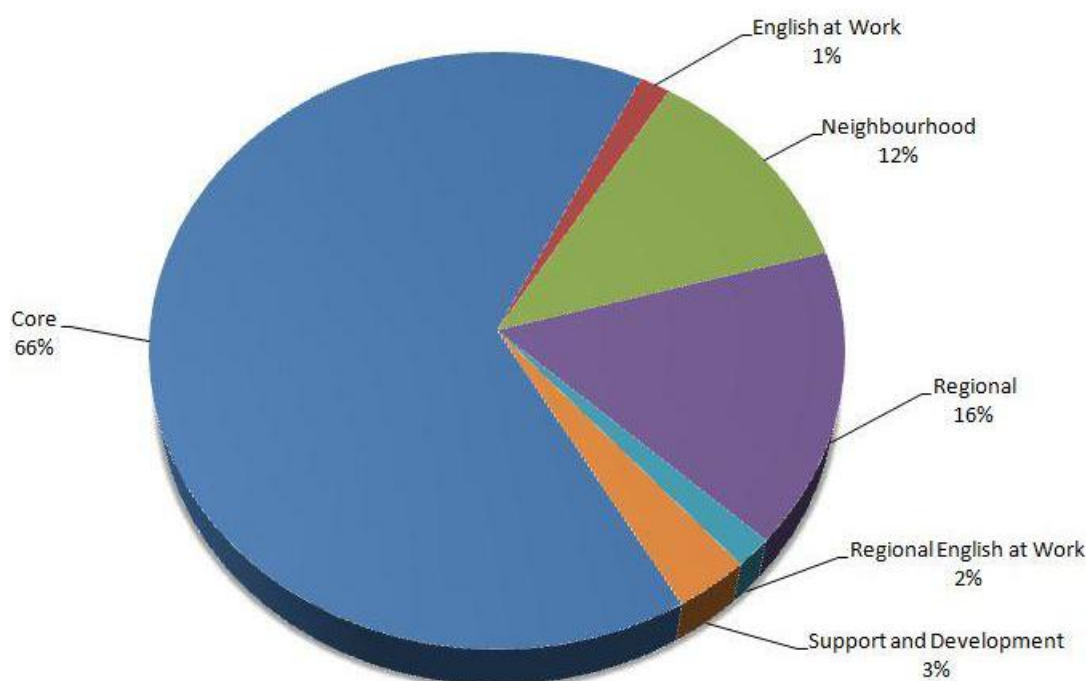
Program Activities:

Coordination, development and support for Adult English as an Additional Language (EAL) services and programs including:

- coordinated system of placement assessments and referrals;
- provision of full and part time, day and evening adult EAL classes (EAL and EAL Literacy);

- defined protocols for conducting needs assessments to focus on the language learning needs of the students (settlement, employment or academic);
- professional guidance and support through Branch staff and Manitoba Adult EAL Curriculum framework;
- coordination of a province wide English at Work program;
- development of English for Specific Purposes programs as feasible to support labour market success; and
- leadership in designing and supporting teacher professional development.

Adult Language Training - Funding by Priority Area



Overall Results

- 75 adult EAL projects were funded through MIIP for a total spending of \$16,302,874.93 in adult EAL services.
- More than 50% of the funds were spent on core programs.
- 12,938 adult immigrants enrolled in the programs (18,070 course enrolments).
- Approximately 320 adult EAL teachers were employed in full or part-time MIIP adult EAL programs.
- English at Work programs benefited 35 Manitoba businesses in Winnipeg, Pembina Valley, Steinbach,

- One French as an additional language program was offered for 130 students who knew English and needed French to enhance their employment opportunities.

Core Programs

- Core adult EAL programs offer students an intensive learning experience because of level delineation possible due to the size of the programs resulting in homogenous classes. Also, the number of hours of contact time with an instructor enhances learning. The programs are delivered in Winnipeg by institutions with expertise in the delivery of adult EAL and follow the Manitoba Adult EAL Curriculum Framework.

Community- and Neighbourhood-based Adult EAL Training

- Community and neighbourhood programs provide language training for certain groups by offering accessible part-time adult EAL programming (sometimes with child minding) in geographical locations close to home. Some programs address special needs such as the program for deaf immigrants and the program for multi-barriered women facing employment challenges.
- In 2011-12 Mosaic celebrated the third year of providing high quality English language classes with child care and parenting and family literacy groups for newcomers to Canada. EAL classes expanded in the winter to meet the increasing needs of newcomer parents, and the child care program continued to be enhanced. This year child care workers completed a free Red River College Child Care Assistant program. Two special highlights this year, include: The Grand Friends project, an initiative that brought together newcomers and seniors, and a Sharing and Giving project, a gathering between a group of rural Manitoban women and program participants.

English at Work

- English at Work supports immigrants and employers. All classes are voluntary but employers encourage participation and allow employees release time to attend training. Training is designed to meet employers' needs re: production schedules and length of the course. The model allows for flexibility in the number of participants as well as content of the course.

Capacity Building, Resource Development and Program Supports

- **Capacity Building**
 - Continued support to the pool of intercultural specialists. Thirty workshops were developed and delivered for Manitoba businesses and organizations. The University of Manitoba will offer the Manitoba developed Diversity and Intercultural Specialist Train the Trainer Program for certification.

- The Communities of Practice pilot received positive support from the community and in 2011-12 the initiative was opened to the community for proposals on expanding the reach, particularly to regional teachers. English Online was successful in their proposal and launched the Teacher Exchange Network as an online focal point for communities of practice. In order to support teachers, English Online's newly developed Teacher Exchange Network (TEN) recruited teachers across Manitoba. This online social network, as a collaborative community of practice, brings together teachers to increase the breadth of their mutual learning activities, resources, and professional knowledge. English Online has travelled across Western Manitoba and in Winnipeg to promote the TEN which has resulted in the registration of over 130 Adult EAL Educators in this professional learning network. Four professional development e-Newsletters were created and sent to the EAL professional community. The coordinator visited several regional programs, resulting in an increase in TEN members and a greater learner registration rate.
- Volunteer training was conducted at the Access English Centre for volunteers working with teachers in classrooms and for those working as standalone conversation circle facilitators.
- The TEAM Teachers mentoring program continues to allow for newer teachers to get guidance and support, throughout their teaching year, by an experienced professional.

- **Resource Development**

- Adult EAL content was migrated from a Teachers section on the www.immigratemanitoba.com website to a dedicated website called the Manitoba Adult EAL Hub (or the Hub) located at www.ealmb.ca. The Hub provides a flexible platform for sharing resources and communicating with Manitoba adult EAL teachers and program coordinators funded under MIIP. Some sections are open to the public while others are only accessible after logging into the site (registration is not open to the public; accounts are created for teachers and coordinators by ALT Branch). In addition to providing access to Manitoba-specific resources and professional development opportunities, it also connects Manitoba EAL professionals to other sites, including Tutela.ca and the Teacher Exchange Network, in order to reinforce use of key resources and avoid duplication of services.
- Citizenship Study Materials for Newcomers to Manitoba continue to be refined and enhanced with the development of accompanying videos.
- iEnglish is a unique English learning resource that is not focused on teaching English directly. Rather, it teaches people how to learn English on their own, outside the classroom, minimizing dependence on a teacher. Early development and field-testing of the materials began in 2010. iEnglish, in its face-to-face delivery, is modeled after group-based accountability structures. There is a weekly "check in" session (10 weeks in total), where participants receive strategy training, peer support and time to plan their activities for the week. The session lasts 3 hours. However, most of the work is done outside

that session. We encourage participants to do at least 10 hours of work on their own. We also ask participants to meet in smaller groups, one other time in the week. During the 2011-12 fiscal year, we piloted iEnglish in 4 Stage II language programs.

Also in 2011-2012, we entered into full production mode to put the entire iEnglish program on the internet, opening up access to learners everywhere. The primary medium for presenting the content is online video (potentially, 17 videos). Each video has 3 levels of activities attached to it. The first level is called “see it”. Level two is “try it” and level three is “use it”. When a learner moves through these levels, he or she is going from directed to semi-directed to self-directed. These levels are based on the sound pedagogical framework of Bloom’s Taxonomy. Brent Delaine was contracted to create the framework for the activities of 9 videos. (approx. 30,000 words - 120 pages of content in total)

As of summer of 2012, 9 videos will be complete. More funding will be needed to carry the project forward, producing 8 more videos and accompanying activities. The web version of iEnglish may include an eNotebook, a digital web-based version of our print-based Notebook pages (PDFs). We’d also like to leverage the innovation of social media to give our online learners the experience of “community” that is such a crucial component of the success of our face2face delivery model.

You can get a glimpse of some of the iEnglish videos and activities by clicking this link to the Hub website at www.ealmb.ca/course/view.php?id=13.

Program Supports

- ALT Branch sponsored a February conference for more than 350 Adult EAL teachers and coordinators in the province of Manitoba. The theme of the conference was “Assessment,” and, in addition to the key note speaker, more than 50 presenters shared their insights on this important topic in more than 30 workshops.
- The online iEnglish materials were utilized in a province-wide event called English Trek held in February of 2012. While Manitoba adult EAL teachers and coordinators attended the ALT Branch sponsored conference in February, all adult EAL learners were encouraged to go out into the community to use English in real situations. They prepared for this day by using iEnglish’s approach to planning language learning – the iLEAP cycle. Plans are underway to hold English Trek Day again in coordination with the 2012-13 ALT Branch sponsored conference.
- EAL Specialist Ms. Lisa Petit, along with four EAL practitioners from Manitoba programs, participated in the validation study for the new Canadian Language Benchmarks conducted by the CCLB.

Regional Adult EAL Programs (outside of Winnipeg)

- In 2011-12, 18% of the adult EAL budget was allocated to regional programs. (16% classroom-based EAL programs and 2.0% regional English at Work programs, the same proportional spending as 2010-11).
- There were programs with 23 different adult EAL service providers.
- 15 classroom-based EAL programs; and 3 regional English at Work centres, consisting of 8 workplaces in the Pembina Valley region, 4 in the Eastman region, and 1 in the Westman region.
- Adult EAL classes were provided in 38 towns and cities outside of Winnipeg.
- 2,384 adult EAL students received classroom instruction in EAL programs outside of Winnipeg (3,593 total enrolments).
 - 1,185 students (2,775 enrolments) received English language training in a classroom based community program in the geographical location close to where they live.
 - 526 newcomer employees (818 enrolments) received job specific language training at their worksite or in a union training centre.
- The majority of students indicated that the language training:
 - furthered their goals of improved English for daily life;
 - was relevant to their lives and helped them improve the language needed at work or in their job search;
 - introduced them to on line language learning;
 - increased their confidence in speaking English; and
 - provided settlement and cultural information for community integration.
- Larger regional centers are working together to provide centralized client intake to better identify settlement needs, including required language training.
- Video-conferencing technology continues to be an adult EAL training option for two communities and to bring advisory and training supports to regional service providers.
- Six specific professional development workshops for adult EAL teachers, as well as Immigration Department staff participation at community coordinating and advisory committee meetings in each region, helped build capacity for enhanced service delivery as well as community awareness of needs of newcomers.
- There were successful partnerships with local organizations for shared costs, collocation of services and community coordination.
- The larger centres have their own assessment and referral centres and English at Work coordination.
- EAL services within rural and northern Manitoba are offered 'as needed'. Some immigrants in smaller communities' access English Online or have volunteer programming to support English language acquisition.

Progress and Achievements

- Project officers provided ongoing monitoring and support to programs to not only ensure financial accountability and program outcomes and outputs, but also to develop and maintain collaborative partnerships, facilitate on-going dialogue, identify and resolve emerging issues, support and develop staff expertise, and ensure that services are consistent with established curriculum expectations, standards, and principles.
- ALT staff delivered 25 professional development workshops for service providers that included the following topics:
 - instructional techniques for teaching learning strategies
 - classroom assessment and evening programs
 - using the revised student progress reports
 - lesson planning
 - portfolio assessment
- ALT Staff developed the annual Information Handbook for Adult EAL Teachers in Manitoba.
- Adult EAL teachers in the Province of Manitoba have continued to use and enhance the Adult EAL Module Bank. Modules identify interrelated language tasks and contain a thorough analysis of the competencies to be addressed in the unit. This year, new modules included lesson plans and materials designed to facilitate their incorporation in the EAL classroom.
- A section of the Manitoba Adult EAL Hub is now dedicated to contributions from teachers in MIIP-funded programs (<http://www.ealmb.ca/course/view.php?id=2>).
- Manitoba has continued to refine the Adult EAL and EAL Literacy student progress reports based on their initial use by programs at the end of the January reporting period. The modifications enable programs to submit their student reports electronically and the data to be collected in a database for analysis and reporting purposes. Standardized comment banks were developed to expedite report writing and ensure appropriateness of comments about student proficiency. These documents have been posted on the Manitoba EAL Hub and an online version is available on Tutela, the National Repository.
- Coordination was enhanced through Branch staff presentations and information sessions about the Manitoba adult EAL system.
- Branch staff participated in coordinating, advisory, and steering committee meetings in regions and for specific projects and sectors, such as regulators and funding partners.
- The Branch continued to facilitate the Manitoba Adult EAL Coordinating Group with representatives from adult EAL service provider organizations, other government departments, and stakeholders coming together throughout the year to provide recommendations to the Branch, identify needs and gaps in the service continuum, offer insights and input into program directions and priorities, and strengthen coordination.

- The Learning English section of www.immigratemanitoba.com was moved to and enhanced on the Manitoba Adult EAL Hub. At the end of FY 2010-11, the Hub was averaging over 700 visits per week. The following sections are now available online:

- MIIP Core EAL Resources
- Professional Development
- iEnglish
- English Trek
- Resources and Modules from Teachers
- Resources from ALT Branch
- Resources for Program Coordinators
- Essential Skills
- English at Work
- Using Moodle (Moodle is the platform on which the Hub is built)

- The adult EAL resource collection for adult EAL teachers in MIIP funded programs was maintained.

- “Communities of Practice” as a new Manitoba model for adult EAL professional development was introduced to adult EAL teachers in funded programs at project sites as an innovative way to share and expand professional knowledge.

English Online increased the number of students enrolled in programming. To meet this demand, in addition to one eFacilitator, and the Lead of Learner Services who also performs efacilitating functions, English Online added three part-time contractors to provide efacilitating services. They delivered virtual classes, developed extension activities for the online self-directed modules, designed Weekly Tips, performed learner outreach activities, and delivered orientation classes. There were also significant increases in the numbers of learners from rural regions and from abroad. More than 111 learners from outside of Winnipeg have registered. In total, 1,899 learners registered for English Online, representing more than 21,000 logins from March 1, 2011 to February 29, 2012, for a total of 109,778 hours in program.

English Online has increased the functionality of its Online Learning Platform (OLP) through the creation of the eCLPA (electronic Collaborative Language Portfolio Assessment). This tool, which is learning management system software, integrates content-related teacher-learner interaction with online communications. As a result, learners are not only able to complete self-assessments but can now set their own SMART goals which is key to adult educational success. In addition, the eCLPA’s function as a repository of aggregate teacher-learner interactions enables an individual learner to interact with multiple teachers who now all have access to the learner’s legacy learning activities and outcomes with English Online. Consequently, EAL learners, regardless of their schedule, will now have unrestricted access to all teachers and will not have to rely on an individual teacher for e-facilitation.

- The Access English Centre (AEC) opened in the spring of 2010, and provided adult EAL conversation practice sessions facilitated by trained volunteers. The program supports:

- newcomers to Manitoba waiting to enter a formal EAL class;

- newcomers who want to supplement their learning by practicing English informally;
- other adult EAL learners who are not currently attending Manitoba's adult EAL programs because of their learning pace, style, circumstances, and/or goals.
- In the 2011-12 fiscal year, the Access English Centre at the Immigrant Centre offered an average of 25 conversation groups each term. In the summer of 2010, the AEC registered its highest number of clients, and a total of 45 conversation groups were offered. In the 2011-2012 fiscal year, 1,800 English language learners participated in conversation circles at the AEC. The AEC EAL Specialist has also worked to develop activities suitable for the volunteers to use in this program. These activities have been uploaded to the AEC website for use across the province.

(III) Enhanced Language Training

Priority Area:

- Labour Market Integration

Program Activities:

- English for Specific Purposes (ESP) programming supports newcomers' successful labour market attachment. Enhanced language training projects focus on expediting labour market attachment for skilled immigrants through a combination of occupation specific language training, workplace cultural awareness and linkages to employers and other supports.

Overall Results

- 10 Enhanced Language Training (ELT) projects were delivered in 2011-12 for approximately 4,327 participants (6,161 enrolments).
- Participants expressed in their feedback forms that:
 - they were satisfied with the language training they received;
 - they improved in their English proficiency; and
 - the program helped them to meet their career goals by supporting their entry to further education, certification, and/or employment.

Progress and Achievements

- The coalition of banks and the coalition of credit unions continued to support the effective labour market orientation and entry model that consists of 5 weeks of classroom learning followed by a 3 month paid internship.
- E-facilitators at English Online tailored offerings to meet specific employment needs of participants by offering language learning opportunities in occupation specific contexts as well as holding virtual classrooms with homogenous groups.
- Best practices, information and program priorities were shared through a community of practise group that was developed with support of the Branch.
- Coordination was enhanced through ongoing presentations and information sessions with appropriate partners and other service providers. The ESP programs are linked to bridging and gap courses as well as the field.

(IV) Integration Services (including Regional and Official Languages)

Priority Areas:

- General Settlement Services
- Neighbourhood Programs
- Regional Settlement Programs
- Youth Supports
- Family and Specialized Services
- Capacity Building, Resource Development, Program Support

Program Activities:

Coordination, development and support for post-arrival settlement and integration programs including:

- Settlement information, orientation and referral to community services and supports;
- Specialized settlement programs for immigrants and refugees; including youth and families, with an emphasis on integration;
- Development and distribution of settlement information materials; and
- Resource and field development and capacity building.

Overall Results

- 48 Integration Services projects were funded through MIIP for a total spending of \$7,792,283.29 in Integration Services.
- Spending for general settlement programming in 27 projects (including core immigrant and refugee services in Winnipeg, as well as, neighbourhood, regional and francophone settlement services) totaled \$5,611,718.75, which is 72% of total spending for Integration Services.
- Youth Supports account for 16% of Integration Services spending, at \$1,247,236.64. More than 1,900 clients accessed Youth Supports through the 7 programs.
- Family and Specialized Services received \$857,756.82 in funding, which is 11% of Integration Service's spending for 2010-11. More than 3,700 clients were served in a variety of capacities, such as family counseling, community education sessions and family support in 10 projects.
- In the Capacity Building, Resource Development and Program Support priority area, 1% of the Integration Service's budget (\$75,571.08) supported activities related to interpreter training, professional development for the settlement sector, research and program development.

General Settlement and Neighbourhood Programs

- Core settlement services and Neighbourhood programs continue to offer a continuum of settlement support to newcomers and linkages to community resources. The sharing of best practices and strengthening of coordination and development of these projects continues.

Youth Supports

- Youth Supports programming provides services to support integration. Programs are focused on children and youth, such as the INTRO orientation program for refugee children and youth, after schools program, tutoring, computer access, work experience, liaising with school, summer program activities, and extracurricular classes.
- Increased youth focused prevention programs and activities encouraging positive behaviours and interaction for newcomer youth continue, especially in high risk neighbourhoods.

Family and Specialized Services

- Specialized and Family Services are aimed at meeting the specific needs of immigrant/refugee groups such as women, youth, the disabled, and other vulnerable populations. This includes a range of programs that address psycho-social needs related to adaptation, family violence, intergenerational communication, parenting, youth development, and crime prevention. A large proportion of the funding for programs is directed at supporting immigrants and refugees with special needs, particularly those from war affected countries, to successfully integrate into schools, workplaces, and neighborhoods.
- Social enterprise and organization capacity development was supported.

Capacity Building/Resource and Field Development

- Capacity building, resource development and program support, supports field development and enhanced program and service delivery. New development, training and coordination to increase the skills and expertise needed for program and activities in settlement are included.

Regional Settlement Programming

- Regional settlement services provide a continuum of direct settlement and support services that meet identified needs and establish links between immigrants and communities in areas outside of Winnipeg. Community stakeholders continue to be closely engaged in planning.
- The regional settlement offices work to ensure that their settlement into their new community is a positive experience by being a conduit between the newcomers and the community and organizing welcoming and community events.
- Regional Settlement Projects are funded 80%-100% by MIIP. This is core funding. Other funders include Community Development Orgs; Chambers of Commerce; Employment Manitoba

Other

Project officers provided ongoing monitoring and support to programs to not only ensure financial accountability and program outcomes and outputs, but also to develop and maintain collaborative partnerships, facilitate on-going dialogue, identify and resolve emerging issues, support and develop staff expertise, and ensure service quality.

Progress and Achievements

- Development of the Neighbourhood Immigrant Settlement Program model continue with the Neighbourhood Immigrant Settlement Coordinator position becoming full time to allow greater support for the Neighbourhood Immigrant Settlement Workers (NISWs) through activities such as the development of standardized instruments for service delivery, coordination of NISW meetings and professional development activities, and collaboration with other service providers.
- Neighbourhood Immigrant Settlement Workers participated in a one-day workshop, specifically developed for NISWs, regarding the helping relationship in the settlement context. Areas covered include helping skills in the cross cultural context; dependency versus empowerment; and different helping approaches in the settlement profession.
- The Sexuality Education and Resource Centre hosted the Newcomer Youth & Sexuality Roundtable which brought together 32 youth service providers as well as newcomer youth to examine the sexuality related issues that newcomer youth face. As a result of this event, a working group was put in place to develop and enhance services to newcomer youth to address pressing issues related to sexuality. A key part of this working group is to build on resources and programming that already exist.
- The Multi-Cultural Wellness Program at Mount Carmel Clinic focused on developing a new approach working with refugee newcomers, in collaboration with the Strengthening Families component of the program. The Strengthening Families program trains community based educators to provide various introductory workshops in first language. Building on these first contact points with individual communities, education groups were offered to address cultural adaptation, parenting, financial literacy, and mental health first aid. Therapeutic group support was then offered for issues related to cultural adaptation, healthy relationships or trauma. Additional individual counseling was available depending on client need. Prevention focused, this approach has been very successful and allows for more opportunities to proactively connect communities with counseling services and respond to identified needs.
- A workplace health and safety video in Amharic was produced and launched for members of the Ethiopian community. The video will be used as a tool for the Occupational Health Centre's pool of community trainers to educate members of their community about their rights regarding health, safety, workers' compensation and more.
- Integration Services continued to work to increase the capacity of trained interpreter services in both Winnipeg and Brandon, with training sessions delivered in each centre.

- An interpreter training session for current settlement staff that often provide interpretation for their clients was delivered in February. This session also included a train the trainer session to increase the number of interpreter trainers available to deliver the curriculum.
- Newcomer settlement is strengthened by collaboration among local stakeholders through the establishment of community advisory committees in regions outside Winnipeg. Representatives typically include health, school boards, police, family services, town/city councillors, ministerial services, English as an Additional Language, newcomers, Aboriginal community members, local employers, Chambers of Commerce and economic development services. These committees share both the impact of immigration on their respective services and suggestions for improved coordination of services and future programming to address identified needs.
- Manitoba supports community based planning in immigration and integration that contributes to rural economic development. Immigration and Multiculturalism works with Manitoba Agriculture Food and Rural Initiatives (MAFRI) by identifying and assisting rural communities that are either considering immigration as a possible economic growth strategy or are already receiving immigrants. MAFRI also works in partnership with IM to support the establishment of settlement services and coordination of service delivery, expand immigration and integration capacity and address identified issues.
- The IM's regional coordinator continues to support the coordination of services by regularly visiting regional projects and offering regular GoTo meetings that bring all regional settlement services coordinators together to discuss concerns and share best practices. Regional settlement services are also encouraged to consult with one another, further building networks among regional service providers.
- In March 2012, a one day professional development session for regional staff was delivered. This event followed a new format, allowing for facilitated group discussions on the following 6 topics:
 - Service promotion and attracting clients
 - Successful community partnerships
 - Secondary settlement issues
 - Unique program offerings
 - Office procedures
 - Addressing housing issues
- Immigration and Multiculturalism collaborates with Rural Team Manitoba and the Rural Development Institute to support sustainable rural and northern communities and conduct research and receive input on meeting the needs of communities to attract, retain and welcome immigrants to communities throughout Manitoba. In 2011-12 research focused on engaging regional stakeholders from three different types of rural communities (undergoing rapid growth due to immigration; slow/stable growth; and declining growth) to learn more about their community planning approaches as well as opportunities and challenges. Development of web-based tools and guides to assist regional communities in their future planning related to immigration will be enhanced by this work.

- Project officers participated in the implementation and carry-out of more stringent financial monitoring processes in conjunction with Immigration and Multiculturalism's Financial Management Supports Unit. Expanded capacity to conduct more in-depth financial monitoring has strengthened MIIP's commitment to financial responsibility.
- Integration Services co-chairs an interdepartmental working group on Newcomer Children, Youth and Families with Healthy Child Manitoba. This group is working across departments to develop a prevention and early intervention strategy that meets the needs of at-risk newcomer families, children, and youth and is connected to the overall goals of the Healthy Child Manitoba strategy (i.e., Manitoba's children and youth will be (a) physically and emotionally healthy; (b) safe and secure; (c) successful at learning; and (d) socially engaged and responsible.
- To enhance communication with and among service providers funded by the Integration Services, the Branch held a half-day meeting with its funded service providers to: share information; identify emerging needs, trends and service priorities; inform program development and planning; and enhance service coordination and collaboration. More than twenty service providers had representatives at the meeting. In addition to the in-person meeting, a GoTo meeting was hosted for the regional service providers with the same agenda. At the meeting, service providers broke into groups and brainstormed answers to two questions: What are the key service needs? What needs to be done to address them?
- Manitoba Immigration and Multiculturalism initiated an Interdepartmental Interpreter Services Working Group. This group will work across department to explore options for approach(es) to delivering interpreter services, determine the most viable options for delivery of interpreter services, develop a report based on the discoveries and provide recommendations to the Deputy Ministers of the departments involved.
- Integration Services Branch participated on the Provincial Advisory Committee on Child Abuse - Newcomer Subcommittee, and played an integral role in coordinating a one day education event "Introduction to working with New Canadians" for PACCA members.
- Branch staff are involved with NOWAN, Network of Organizations for War-Affected Newcomers, regularly attending monthly meetings; participating in information sharing; and networking with the organizations involved
- As part of the Provincial Mental Health Strategic Plan, Integration Services Branch has participated on two cross-sectoral working groups to ensure that a newcomer perspective and newcomer needs are considered in planning. The two working groups are:
 - (I) Mental Health and Wellbeing: Focus on mental health and wellbeing promotion, and mental illness prevention
 - (II) Access to Services: Focus on enhancing access to, and strengthening the range of, mental health services in a manner consistent with the principles of mental health recovery and the social determinants of health.

- The Enhanced Settlement Supports pilot project provided intensive wrap-around case management service to 36 high needs refugee cases; which may have included families, couples, or individuals. The support provided involved referrals and service coordination with up to 202 collateral partners monthly, and 1,426 total collateral contacts over the year. Accompaniment to appointments, home visits, advocacy and support, cultural brokering, supportive counselling, and paraprofessional in-home support and education were also provided.
- As part of the Enhanced Settlement Supports pilot project, training designed to build cross-cultural awareness, provide an overview of refugee experiences, their paths and processes of settlement in Manitoba and how service providers might further hone skills and capacities for work with refugees was delivered to 120 participants from 8 service organizations over ten 4-part sessions. These training sessions targeted direct service providers and policy makers whose day to day tasks may involve contact or work with refugees in Manitoba.

(B) Manitoba Immigration Portal

Priority Areas:

- Pre-arrival client services
- Newcomer arrival, EAL, employment and qualifications recognition(QR) services
- Integration services
- Stakeholder and public awareness – content development
- Website Design and Function

Program activities:

- Research and development of content, improvement to website design and functionality to enhance engagement and conversion, for English and French audiences
- Creation and development of dynamic, interactive online resources to assist immigrants along the continuum of immigration and integration experiences
- Increase awareness of among stakeholders and the public of the departmental immigration mandate and programming
- Improve integration, to mutual benefit, of online presence and program activities
- Online resources to support service providers and language teachers

Overall Results and Achievements

(I) Pre-arrival client services

Interactive Workbook

The department allocated funds for a design prototype of the current planning guide as an interactive website – with the goal of increasing its use by clients and improving its utility in the Immigration Service Continuum by ensuring that client-driven planning work is passed on to Manitoba Start, which provides pre-arrival assistance in concert with post-arrival employment services.

Provincial Nominee Program On-line Application – Enhancements

This project performed required enhancements to the PNP Online and PNP Assessment Tool developed with Portal funding in 2010-11 to improve ease of use for clients and internal staff. The primary purpose was to ensure that clients can only submit completed applications (with required supporting documentation) that meet the current eligibility criteria of the PNP program. Other enhancements included improving internal reports, designing a documents review page to allow officers to efficiently verify multiple documents, and search improvements.

Google Search Optimization

A high level analysis of immigratemanitoba.com was completed by an expert in search engine optimization (SEO). SEO is about doing everything possible to get one's website to appear in the first page or two of results – a point in the results where people stand a chance of coming to your website – by managing what language is used, where and how often. Recommendations for formatting our website to maintain a high level of effectiveness with internet search engines were provided.

(II) Newcomer arrival, EAL, employment and QR services

iEnglish

iEnglish is an approach to teach strategies and provide tools for learning English anytime, anywhere. i-English empowers English learners to take control of their learning, organize and plan their learning, and evaluate their own progress. During the 2011-2012 FY, iEnglish content was tested in 4 Stage II language programs. The iEnglish materials were also utilized in a province-wide event called English Trek held in February of 2012. All adult EAL learners were encouraged to go out into the community to use English in real situations. The day was so successful that plans are underway to host the event for a second year.

Nine videos were completed in 2011-12 FY (17 videos in total are planned, ranging 3-10 minutes each). Each video has 3 levels of activities attached to it. The first level is called “see it”. Level two is “try it” and level three is “use it”. When a learner moves through these levels, he or she is going from directed to semi-directed to self-directed learning strategies.

Workplace Safety & Health video

We began production on an awareness-raising online video introducing Immigrants to important information pertaining to workplace safety & health rights and services.

Settlement information website copywriting

A web copywriter was contracted to produce a plain language document with content for 10 settlement categories for the immigratemanitoba.com website: housing, education, finances, culture & people, government & law, health, media & communications, recreation & entertainment, transportation and weather. The contractor used the Settlement Information Renewal Exercise (SIRE) content as a primary source.

(III) Integration Services

English Online video & user guides

English Online Inc. has over 350 learners logging in every month. For many learners navigating in an online and self-directed learning environment is new way of learning. Orienting learners to the variety of learning options available through English Online Inc. is vital to a learner's success. With an expected increase in pre-arrival and regional learners, an orientation video and interactive user guides were produced to enhance learners' understanding of how to accomplish their language learning goals with English Online.

(IV) Stakeholder and public awareness – content development

Third Party Network Website development and hosting

Website development and 12 months of hosting support, along with an affordable email option, for service providers funded under MIIP was provided. The user-friendly website update tool enables regular service provider support staff to maintain a basic website for communicating their services with clients and the public without needing help from an IT specialist. In addition to maintaining the website server and hosting the sites, the service provider also supported the development of a new third party website for Thompson Newcomer Settlement Services (www.thompsonsettlement.ca) and a yet-to-be-launched site for Neighbourhood Immigrant Settlement Workers. Manlab also assisted Manitoba with the migration of the ImmigrateManitoba.com website from a Manlab server and platform to one supported directly by Manitoba. In total we supported the maintenance of 38 service provider sites.

Division newsletter

This quarterly communication with approximately 500 Adult English as an additional language and settlement practitioners provided regular updates on immigration developments and departmental programs and initiatives. It also conveyed important information about events, sessions, resources and professional development and learning opportunities.

Annual statistical report

The annual statistical report was produced in an online-only format released on Immigratemanitoba.com and contained Manitoba immigration statistical trends.

Ethnicity Series

Based on socio-demographic characteristics selected from the 2001 and 2006 Canadian census, the Ethnicity series portrays Manitoba's diverse regions as well as Winnipeg's community areas. The second and third volumes of demographic information on Manitoba's population called *The Ethnicity Series - a Demographic Portrait of Manitoba*, were completed as PDFs and delivered online. Volume 2, Population by Mother Tongue, presents the mother tongues of Manitobans, regardless of immigrant status. It focuses on the non-official foreign languages in Manitoba's regions. Volume 3, Population Groups and Ethnic Origins, consists of two parts. The first presents Manitoba's population groups according to visible and non-visible minority self-identification, regardless of immigrant status. It presents, in detail, the various visible minority groups in Manitoba. The second part shows the census responses of Manitobans – regardless of their immigrant status or ethnic origins.

Research

A research project with Brandon University's Rural Development Institute, entitled *Immigration and Rural Communities: People, Plans and Actions* was completed. The primary goal of the project was to support regional community approaches to manage future population growth by immigrants. Rural Development Institute undertook a needs analysis for regional community planning as it relates to immigration and economic development. The project focused on fast growth communities, steady growth communities and slow / declining growth communities. Neepawa, Winkler and Swan River, respectively, were studied. The project identifies planning challenges, and approaches to make key decisions related to provision of services, such as schools or other development initiatives such as housing projects. Resource materials have been produced as a result of this project that will assist communities in their future planning. These materials will be incorporated into information for regional communities on the Immigration and Multiculturalism website.

MADLaT Conference

Manitoba supported the Manitoba Association of Distance Learning and Training (MADLaT) annual conference with a contribution and with attendance to the conference. This event connects participants on topics around better serving distance learning, an important area when deciding how best to support newcomers outside of larger towns and cities in Manitoba.

(V) Website design and function

Webtrends

This annual subscription to Webtrends Analytics makes it possible for us to measure how our website is used: what pages are being looked at, what resources are being consumed and geographically, where the viewers are from. This is an essential tool to verify that one's website is getting to the desired audience.

The annual subscription to Webtrends educational resources supports the professional development of the department's web coordinator in his work of measuring the efficacy of immigratemanitoba.com.

The experience of online promotions for MPNP recruitment missions to Germany and France illustrates the critical need for -- and benefit gained from -- sophisticated web analytical software. The communications generated high web traffic which, on its face, could be measured as positive. However, analytics showed visitors were coming from Eastern Europe rather than the target markets. In response, we created promotional information in German, French and Russian to, in effect, discourage visits (from markets out of scope of each mission), and took steps to adjust promotional programming to leverage the growing interest in Eastern Europe.

On-line materials translation

Translation into French of the on-line Provincial Nominee Program application and portions of MB web portal.

Progress and Achievements

The core purpose of Manitoba Immigration's online information, resources and tools is to attract and encourage applications from qualified candidates to Manitoba Provincial Nominee Program (MPNP), then empower nominees to take charge of planning their successful community and labour market integration while still in their home country and, upon arrival, to connect in-person with our English and French welcome points for orientation and referral to employment, language and settlement services to help them develop and achieve plans made at pre-arrival.

Accordingly, success is measured not in numbers of web visits or hits. Our web sites, tools and communication outreach are not a separate line of business but instead are integral parts of programming and service delivery that both inform and advance Manitoba Immigration's mandate and mission.

In 2011-12, our online initiatives were successful in improving our effectiveness at achieving our core purpose. Key activities during the year were focused on improved promotion, processing and preparation of Manitoba-destined immigrant by developing sustained relationships with clients throughout the Manitoba Immigration Service Continuum.

1. Our English and French international client websites were redeveloped in a new, independent hosting environment that enables better insight into, and the flexibility to better inform and engage, our target markets.

2. An online application tool for the MPNP was launched, both to improve the process for clients and ultimately to increase program efficiency and efficacy.

3. MPNP communications with clients upon nomination were improved to encourage them to revisit our website, with clearer instructions and referral to online and other pre-arrival resources, with the goal of making themselves better prepared to take advantage of the arrival points, Manitoba Start and Accueil francophone.

4. The Working in Manitoba Tool, with its Manitoba-specific qualifications and labour market information critical to immigrants at all stages of the Service Continuum, was better integrated into the client website, the online application (and its Settlement Plan), the Pre-arrival Career Planning Guide, and continues to be used by our employment service provider, Manitoba Start.

immigratemanitoba.com/immigreraumanitoba.com

Both international sites were redeveloped with the goals of attracting visitors from target markets and better informing prospective immigrants of MPNP criteria, to encourage applications from candidates who have the requisite qualifications for successful immigration as well as discourage applications from unqualified candidates.

The site takes a more holistic, client-centred approach to information delivery. The issues of immigration, settlement, employment and language development are considered together at all stages of the Immigration Service Continuum.

Content was refocused toward "conversion," specifically, having qualified candidates proceed to log in to the MPNP Online Application.

Content intended for other audiences -- service providers, employers, general public, ethnocultural and regional communities -- was redeployed to sites within the government web environment, manitoba.ca/immigration.

The new site also encourages clients to market the MPNP by sharing information with other qualified and interested potential candidates through established social networks. A prime example of success in such social marketing is the strong MPNP brand recognition in Russian-language markets, where social sharing of links results in "viral lift" of as high as 38,000 per cent (that is, every one Russian visitor to immigratemanitoba.com who shares a link prompts 380 people from that market to also visit our site.) Currently, 70% of traffic on the international site is from outside of Canada (note that the site also contains content for in-Canada supporters). Bounce rates average around 30%.

While annual traffic to our international website increased (visits totalled 1.1 million, April 1, 2011 - March 31, 2012, an 10 per cent increase over the previous year), the relocation to a new server and the separation of immigrant and stakeholders content to separate sites in actually means our international sites receive fewer, but better "quality" visitors; that is, visitors with the intention of finding out how to immigrate to Manitoba. (As an example, daily visits during March 2012 were about 1,500, compared to about 2,800 in the same month of the previous year; it should be noted that the old site, in place for about six years, had a well-established presence on the web, and the relocation means a period of re-establishment.)

However, the relocation has enabled us to make the site dramatically more effective in achieving our core purposes. The installation of Webtrends analytical software (not possible in our previous environment) allows us to be both proactive in promotional programming and more responsive to the needs of visitors interested in immigrating to Manitoba. We are more aware of who is visiting our site, from where and for what purpose. Whereas our site previously was a static and separate product, analytical software allows our online presence to work in concert with program delivery. Web traffic is analyzed on a daily (sometimes hourly) basis, and helps inform not only communication practices but strategic decision-making.

For example: tracking an increase in online visits from the United States led to the rapid deployment of a campaign inviting MPNP applications from that market. Similarly, identifying low visitorship from markets targeted by the MPNP resulted in the production of a promotional section to improve search engine results in markets that use a language other than English; China is a case in point. And noting the high traffic to our International Students page from outside Manitoba prompted us to fine-tune our messaging to prevent the receipt of applications from ineligible candidates. Analytical software allows us to gauge the effectiveness of FPT initiatives, such as CIC's Coming to Canada Tool and national service provider map.

Comprehensive web analytical software has also enabled us to be proactive to meet the technical needs of clients in overseas markets. Case in point: witnessing the growing use of mobile devices, we built a mobile version of immigratemanitoba.com.

The year also brought focus on additional areas:

- improved monitoring to ensure the currency and accuracy of Manitoba-specific content and links on CIC.gc.ca -- on the dedicated provincial page, the national service providers list and map, and throughout the main federal site and the site of the Foreign Credentials Referral Office, as well as improved monitoring of visitor referrals from these sites.
- improvements in content for the French-speaking overseas audience, customizing unique content to meet the particular pre and post-arrival needs of this clientele, which made direct translation of English content insufficient, as well as the production of promotional information to support the MPNP's participation in federal francophone immigration initiatives including Destination Canada (The year also brought vast improvements in the delivery of content *en français* for non-immigrant audiences, now served by a separate site with better translation support.)

MPNP Online Application

The online application for MPNP clients was launched in July 2011 in an effort to streamline the application process for clients and utilize MPNP resources with increased efficiency and efficacy over the more cumbersome (for clients and for staff) mail-in application process. During the first year, some 2,200 applications were submitted online (and a key function of the online app is to prevent the submission of incomplete, ineligible or undocumented applications). While applications are still accepted by mail, and initial deployment of the online app has revealed areas for improvement, the transition to a digital system has been successful, and is paving the way for further integration of the Manitoba Immigration Service Continuum as both clients and service providers follow a defined and traceable route from application through pre-arrival preparation to arrival. Content in the online application was carefully meshed with information on our main website to ensure continuity in messaging, with our website being the central source of authoritative information.

An ongoing survey of users of the online application indicates an overall positive user experience. More importantly, the feedback is used in improving the tool.

Manitoba Immigration continues to refine its Settlement Plan, which asks applicants to do guided research (using the Working in Manitoba Tool) into their intended destination community and occupation and plan for their success. As well as a tool to assess the potential for labour market success and retention at the time of application, this client-driven information helps post-arrival service providers better meet the needs of clients with the goal of achieving gainful employment soon after arrival.

Pre-arrival tools

After nomination by the MPNP clients are directed to return to our site for instructions on preparing to move; continuing their settlement planning by using our interactive pre-arrival planning guide, which also uses as its core content the information in the Working in Manitoba Tool. The client-developed and using the guide to inform their interactions with pre-departure orientation services and, after arrival, with our immigrant employment service, Manitoba Start.

For the year, there were 5,000 downloads of the planning guide (plus 650 of the French workbook). This indicates an excellent conversion rate relative to Manitoba's annual provincial nomination level of 5,000. The workbook is the cornerstone of the Manitoba Immigration Service Continuum intent to empower clients early on in the process to take charge of planning their personal community and labour market integration. While actual usage of the workbook cannot be measured, Manitoba Immigration took steps to improve client uptake and utilization of this critical tool, having prototyped a more functional platform and interface.

Working in Manitoba (WiM) tool

Manitoba Immigration focuses efforts on maintaining the usefulness and currency of the information on this site, produced in partnership with HRSDC Working in Canada, because it informs clients throughout our Immigration Service Continuum.

The integration of WiM into our online products and services resulted in use in a doubling of usage; visits for the year totalled 79,000, compared to 39,000 the previous year. This indicates a strong conversion rate, as clients at all stages of the Continuum respond to direction to use their tool.

Having clients use WiM also provides intelligence into the needs of applicants and nominees. The year's Top 5 occupations searched using WiM were nurses (and aides), teachers (and assistants, and college/vocational instructors), accountants (and office clerks, and administrative officers), software engineers, and pharmacists.

Note that the grouping of regulated with non-regulated occupations in the Top 5 (ex: accountants, clerks, admin staff) indicates effective conversion in that clients are following instructions (in both the Settlement Plan and Pre-arrival Planning Guide) to make an action plan toward employment in not only their intended occupation but a non-regulated alternative as well.

Other audiences

The separation of content and resources for non-immigrant audiences to a primary separate site has enabled Manitoba Immigration to better serve those audiences – general public, employers, service providers, ethnocultural and regional communities – with the addition of improved (bilingual English-French) content and tools on manitoba.ca/immigration. Tools such as publications, maps and other such information were difficult to promote on a shared site because it was information not intended for our international audiences of potential immigrants. (Note: in addition to our main domestic site, English as an Additional Language teachers who work with Manitoba Immigration are also served by their own interactive, content-rich “blog.”) Beginning in December 2011, Manitoba separated the adult EAL teacher content from the ImmigrateManitoba.com website onto a wholly separate website, the Manitoba Adult EAL Hub (ealmb.ca). The move reduces the chances of newcomer and immigration-related traffic mistakenly accessing adult EAL resources and information, as well as providing a focal point for Manitoba connecting with MIIP-funded adult EAL teachers and program coordinators. The site was developed with the department and resides on a partition of the same server as ImmigrateManitoba.com; as such, it does not incur separate costs other than staff time. Manitoba also uses the site to inform visitors of Manitoba-supported initiatives, including Tutela.ca and the Teacher Exchange Network. Weekly traffic at the end of the reporting period was 797 visitors per week (week of March 25, 2012). As a direct result of this work, Manitoba-funded adult EAL teachers and coordinators have timely, useful and accurate information needed to support adult language training and programming.

(C) Welcoming Communities Manitoba

Priorities:

- Building relationships between diverse faith communities
- Promoting understanding of intersecting identities to one's cultural, ethnic, or racial identity
- Promoting awareness of multiculturalism and the benefits of diversity with underserved groups such as youth and rural communities

Program Activities:

- Creating and supporting projects and resources that address discrimination, provide intercultural training and foster inclusive organizations (including the settlement sector);
- Creating and supporting projects and resources within communities that dispel stereotypes and foster intercultural communication and connections; and
- Developing media projects to increase the public's knowledge of the economic and social benefits of immigration and diversity.

Overall Results

- Provided financial support to 20 anti-racism/diversity projects with a total of \$190,034.75 of financial support. These 20 projects reached more than 6,700 people.
- Projects worked to build capacity to address discrimination; support community-based social inclusion initiatives; and increase public education and awareness of diversity and immigration.

Progress and Achievements

- Arts program delivered 40 days of diversity themed workshops for more than 540 participants
- 36 people, including newcomers, members from the First Nation Community and locals from Brandon, attended sessions around Establishing a Culture of Equality.
- Seven workshops on how to become a Farmer's Market vendor in Winnipeg and in the region were delivered and reached out more than 30 newcomers.
 - 243 participants attended a forum between the Jewish and Muslim communities through the Building Bridges of Understanding, Cooperation and Collaboration Project.
 - In collaboration with Forks North Portage, Centre Venture and Welcoming Communities, a kick off for the opening of Central Park Market was held on Canada day. Live music, food and vendors were all present for the event and the event brought 8 vendors and between 100 to 150 attendance.

- Approximately 1,000 Manitobans from a variety of different cultural, faith and community groups and ages participated in the Human Rights Film Festival.
- A 38 minute DVD (Leap in Faith) featuring introductions to eight faith traditions in Manitoba (First Nations Spirituality, Judaism, Christianity, Islam, Hinduism, Jainism, Buddhism, Sikhism) has been view by more than 500 youth and adults.
- Attended by more than 550 people, the Souris Glenwood Multicultural Festival showcased the diverse cultures in the community. Newcomers were afforded the opportunity to meet with other community members, develop a better understanding of the cultural milieu they are settling and cultivate social networks, all of which have facilitated their integration process
- The Winnipeg Adult Education Centre hosted opening ceremonies for the Medicine Wheel Teaching Garden. Over 100 people participated in the Circle Garden Speaker Series which hosted 4 separate 1 hour speakers. Seventy five students attended speaking event by local media personality and member of the Aboriginal community, Wab Kinew and over 125 participants took part in Circle Garden Speakers Series 2, a two day event consisting of 8 speakers.

Part 4: Planning Process – Information and Community Input

Overview of Outcomes of Consultation and Planning Process

Planning processes begin within the department led by the Assistant Deputy Minister referencing the department's strategic direction.

Directors and staff gather information from service providers and other stakeholders to identify and articulate needs, opportunities to maximize resources, and gaps in services.

(A) Manitoba Immigrant Integration Program

During fiscal year 2011-12, consultation and community input included:

Manitoba Adult EAL Coordinating Group

Manitoba Adult EAL Coordinating Group with representatives from adult EAL service provider organizations, other government departments, and stakeholders meets throughout the year to provide recommendations to the Branch, identify needs and gaps in service continuum, offer insights and input into program directions and priorities and strengthen coordination.

The Adult Language Training Branch contracted with a trained facilitator to solicit from Adult EAL Service Providers their comments and recommendations for delivery of services in 2012-13. In December of 2011, Ms. Angela Chotka met with all service providers to discuss program goals and issues of funding so that service providers have an opportunity to better understand newcomer EAL needs being met by others in the system and how the system can best meet these needs. This feedback from service providers was invaluable to ALT Branch in setting policy and distributing available funds in 2012-13.

Integration Services Service Provider Meetings

Integration Services Branch implemented service provider meetings to enhance communication with and among service providers funded by the Integration Services. The objectives are to: share information; identify emerging needs, trends and service priorities; inform program development and planning; and enhance service coordination and collaboration.

Staff involvement in service provider networks

Project officers and other departmental staff participate in numerous service provider networks as a way of gathering input and feedback on programming directions and staying connected to communities of practice.

Program advisory committees in neighbourhoods and regions

Advisory committees meet throughout the fiscal year to provide feedback on existing services and to recommend directions for future programming.

Project officer visits, monitoring and capacity development

Strong connections are maintained by project officers with all funded projects. Projects are visited throughout the fiscal year and formal monitoring sessions are conducted twice during each project. These efforts support continuous improvement of services and help to ensure current needs of newcomers are met.

Professional development activities

PD opportunities are developed and delivered by staff as well as supported with programming dollars. Service providers are encouraged to participate in new professional development activities every fiscal year. Field development is part of the Departmental commitment to continuous improvement of services for newcomers.

Qualifications Recognition activities

The Department continued to work closely with the Office of the Manitoba Fairness Commissioner, post secondary institutions, employers and government in the development of projects to facilitate and fast-track the recognition and labour market integration of internationally educated and trained individuals. Manitoba is also the co-chair on the implementation of the pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications. Information and analysis of target occupations (Architects, Engineers, Accountants, RNs, Med Lab Technologists, Physiotherapists, Occupational Therapists, and Pharmacists) were incorporated into Manitoba planning.

Information sharing

The departmental E-newsletter is circulated to the staff of service provider organizations and allows for information sharing across a broad network of providers throughout Manitoba.

Online feedback gathering

The Adult Language Training Branch utilized online survey tools to collect student feedback as well as to assess the needs of volunteers and teachers to develop resources and training events.

Participation in Federal Provincial Territorial initiatives

Manitoba participated on the Federal Provincial Territorial (FPT) Settlement Working Group. The focus of the work is on the development of a National Settlement Outcomes Framework. The purpose of the framework is to establish a cohesive, national approach to measuring settlement outcomes across Canada that will guide FPT collaboration on improving results, supporting the Joint FPT Vision for Immigration to Canada: *“Welcoming and supporting newcomers to join in building vibrant communities and a prosperous Canada”* A settlement survey project has been initiated and Manitoba is active on the steering committee, reference group, and the language experts sub-committee for the survey project.

Manitoba also sits on the Federal Provincial Territorial Language Training Forum. The forum allows for information sharing across jurisdictions. This year Manitoba has supported the development of Tutela: a national repository of English resources for the field.

Manitoba Immigration and Multiculturalism fully participated in federal efforts around program evaluation of provincial nominee programs. Manitoba also developed a full Manitoba Provincial Nominee Program (MPNP) Logic Model and Evaluation Matrix which will lead to a full evaluation of the MPNP to be completed in 2011-12. This evaluation will supplement the Federal evaluation currently underway and add to the evaluation information already collected by the Province in previous studies.

Research

Manitoba Immigration and Multiculturalism participated in the Steering Committee for a project with the Public Health Agency of Canada, Citizenship and Immigration Canada, and Healthy Child Manitoba to complete a Scan of Refugee Mental Health Issues. The scan included interviews with a number of MIIP funded projects. This report will be released in 2011/12.

The following priority initiatives involved significant stakeholder planning to strengthen settlement and integration service delivery:

Centralized Registration, Assessment, Referral and Employment Supports Model

The model of MIIP funded *Immigrant Specific Employment Supports* target front-end career support for newly arrived immigrants within their first one to three years of landing. The service goal is to empower clients by bridging information, knowledge and skill gaps to ensure the client is able to compete for a job with other Manitoban job seekers.

Enhanced Refugee Service Model

To enhance the settlement experiences of refugees with high needs, a project to develop an enhanced settlement service delivery model for refugees was continued. The first phase of the project was to undertake an environmental scan of services and models in other jurisdictions in and outside Canada and to initiate a consultation process for the development of a Manitoba model. A second component of the project includes delivery of training to government and non government service providers to better understand the multiple issues affecting settlement and integration of refugees. Planning for a needs assessment and consultation was initiated to determine a training plan. Innovation Fund dollars were secured for this project at the end of 2010/11. Consultations in regards to development of the service took place all year, and intake of clients began in April 2011.

Francophone Strategy

Manitoba Immigration and Multiculturalism continues to work with a number of stakeholders in the francophone community to build the service continuum for francophone newcomers in Manitoba.

Manitoba Growth Strategy

The Growth Strategy is a government-wide interdepartmental initiative to identify strategic actions that support immigrants' integration. Growth Strategy initiatives will increase accessibility, address service gaps and meet identified needs through a coordinated approach. Extensive work was done with Manitoba Agriculture, Food and Rural Initiatives and Entrepreneurship, Training and Trade on areas of shared responsibility and with the Office of the Manitoba Fairness Commissioner on qualification recognition initiatives.

The Growth Strategy focuses on three priorities, including:

- Employment and Training Supports provide effective, coordinated employment and qualifications recognition, information, referral and programming supports for immigrants to participate in the labour market in areas where they have training and experience;
- Settlement Service Coordination, Children and Youth at Risk and Neighbourhood/Community Supports will develop services to support immigrants at risk including refugees, strengthened school and family connections, increase access to resources for newcomer families and ensure broader coordination with settlement services; and
- Collaboration and Development will support policy/program development to achieve effective outcomes, build capacities and share information in the implementation of strategic priorities.

(B) Manitoba Immigration Portal

Planning occurs through the Departmental Portal and Communications Team and project groups with input from the Central Government Communications and Information Technology Services.

2011-12 planning focused on further enhancing the continuum of client services with relevant online information and services based on defined audience segments, information objectives and alignment with broader Departmental programming. It also targeted the creation and enhancement of online resources for newcomers and newcomer service providers to improve accurate access to services. Participation in the FPT portal working group complemented our web development plans and enhanced our participation in broader pan-Canadian resource developments.

(C) Welcoming Communities Manitoba

An Expression of Interest process is used to fund activities that meet the WCM objectives:

- facilitate the building of relationships between diverse faith communities, and seek to promote understanding of intersecting identities to one's cultural, ethnic, or racial identity;
- create links for and a better understanding of newcomers and their families within communities;
- develop tools for communities that break down racial barriers, build capacity, and increase awareness of multiculturalism and the benefits of diversity;
- create opportunities for intercultural communication and understanding; and
- foster more inclusive and welcoming communities.

Part 5: Monitoring and Evaluation

Monitoring Results

Increasing immigration and demands for services necessitate a settlement service delivery model that is focused, efficient and specialized. Funded service providers must be able to effectively deliver programming and meet standards for acceptable practice. Service partners work collaboratively, build upon best practice, and are dedicated to continuous improvement of service delivery. Funded programs must fit within Manitoba's service priorities and assist newcomers towards achieving the following outcomes. The Department developed these outcomes in 2009-10 to provide a framework for ongoing improvements on the analysis and integration of measures and data so that in future years we can better report on client outcomes. The Department also works in collaboration with FPT initiatives to establish a framework and shared high level outcomes and will continue to collaborate to ensure comparability in settlement outcomes reporting.

Immediate Outcomes:

- Clients, service providers, and Manitoba are aware of newcomer settlement needs.
- Referrals and personalized settlement plans are based on assessed settlement needs.
- Quality of service delivery is proactively gauged in order to ensure accountability;
- Target population is aware of Manitoba settlement services. Clients obtain the Manitoba settlement services they need to deal with settlement issues as they emerge.

Intermediate Outcomes:

- Newcomers have timely, useful, and accurate information needed to make informed settlement decisions.
- Newcomers understand life in Manitoba, including laws, rights, responsibilities, and how to access community resources.
- Newcomers develop communicative competence in English to reach their personal and employment goals.
- Newcomers have the knowledge necessary to access the Manitoba work environment.
- Newcomers have the knowledge and skills to find and apply for employment in Manitoba.
- Newcomers are connected to access broader community and social networks.
- Program partners are aware of newcomers' needs and contributions and are engaged in newcomer settlement activities.

Long-term/Ulimate Outcomes:

- Newcomers find employment commensurate with their skills and experience.
- Newcomers understand their rights and act on their responsibilities in Manitoban society.
- Manitobans provide a welcoming community to facilitate the full participation of newcomers into Manitoban society.
- Newcomers contribute to the economic, social, and cultural development of Manitoba.
- Successful integration of newcomers into society and the promotion of Canadian Citizenship.

Departmental Role in Project Monitoring

A close relationship with service delivery partners, as well as continuous monitoring and evaluation of funded services and newcomer needs, help to inform funding priorities and approaches to service delivery and the promotion of best practices with the goal of realizing identified settlement outcomes.

Throughout the fiscal year, project officers completed both activity and financial monitoring of funded projects. **Activity monitoring**, is both a qualitative and quantitative assessment of the project's success in achieving its objectives and anticipated outcomes. Included in adult EAL project monitoring are teacher observations, which provide pertinent feedback to teachers and help to ensure the quality of delivered programming and that needs are addressed in a timely manner. **Financial monitoring** is a review of bookkeeping systems and accounting practices to ensure that funds are being spent appropriately and managed carefully according to the agreement's terms and conditions. This year project officers participated in the implementation and carry-out of more stringent financial monitoring processes in conjunction with Immigration and Multiculturalism's Financial Management Supports Unit. Expanded capacity to conduct more in-depth financial monitoring has strengthened MIIP's commitment to financial responsibility. Project officers completed this monitoring by visiting year round projects a minimum of three times during the fiscal year and by reviewing monthly claims, activity reports and other required documentation. They prepared initial, interim and year-end reports on each project for review by the area directors and they ensured follow-up occurred throughout the fiscal year where it was identified as necessary.

The year-end monitoring reports completed by project officers included follow-up notes on all outstanding matters from previous monitoring reports and a reconciliation of all the expenditures claimed by the service provider. The final reports assessed the service provider's ability to fulfill the obligations of an MIIP agreement and to administer a project effectively. They documented whether objectives were met and if there was an ongoing need for a service. Project officers commented on the effectiveness of the delivered service and they indicated whether they would recommend funding a similar project and/or another agreement with the provider. Rationale for this was provided. The final report helps determine whether the Province should enter into any further agreements with an organization.

Monitoring is a key activity that provides control and support. It provides the opportunity to work with service providers and program participants to resolve any problems and to improve activities, if necessary, to achieve the best results possible.

The hands-on, supportive nature of the project officer's role lends itself to less formal project monitoring throughout each project as well. Throughout the fiscal year, project officers worked with service providers to ensure projects were delivered effectively and to support their success by:

- evaluating service delivery and completing teacher observations;
- ensuring the adherence to Provincial standards in the delivery of the service;

- supporting hiring processes;
- consulting on evaluation methods and ongoing client needs assessments;
- exploring and approving necessary changes to project activities/budgets;
- collaborating to address issues as they arise;
- attending and supporting project events;
- sharing relevant information, resources, etc.;
- coordinating/developing/delivering/recommending professional development; and
- authorizing payments.

Role of the Service Provider in Project Monitoring

Among other duties, service providers are responsible for participating in monitoring visits conducted by project officers and financial staff, preparing, and submitting required activity and project-end reports that includes collecting feedback from participants and staff for the purpose of program evaluation.

Adult EAL Services

Service providers delivering Adult EAL Classes must share results of these programs through the following report formats:

- Report I - The Individual Student Data Report; or Student Progress Reports (required for all students, withdrawn or completing a course, for the fiscal year)
- Report II - Program and Class Information Report
- Report III - Program Narrative Report

Report I - Individual Student Data Report

The Individual Student Data Report is an exit report provided by the service provider that documents and tracks participant progress in language development as measured by the Canadian Language Benchmarks, hours of attendance, and program(s) attended. It also captures the length of time an individual spends in the system and the reasons individuals withdraw from a program. Service providers submit this report in a standard electronic format for roll up into a database internal to Manitoba.

With the introduction of the new student progress reports, Report I is now obsolete for most programs. The student progress reports provide data on enrolment, evaluation date, withdrawal status, current and previous CLB levels, and length of time in the course. While the reports do not capture the withdrawal reason (this data is still captured at the course level in Report II), this data is monitored by service providers as it is most relevant for their operations. The data collected is also readily imported into the same database as the previous Report I.

Report II - Program and Class Information Report

This report is divided into three sections. The first section requests program information including total number of courses and classes funded, class schedule, start and end dates, and data on student registration and consultation. The second section is similar to the first but contains components unique to Online programs. The third section includes program-level information on the number of instructors employed, TESL certificate, and volunteers, language coaches, and interpreters supporting the program.

Report III - Program Narrative Report

This report includes information that cannot be captured by the numbers only. Report III describes any inconsistencies and/or highlights in the statistical data submitted, the student population – their backgrounds, goals, and learning styles, number of students who progressed in their English communicative competence, as well as the content of the training. It also includes a summary of classroom activities, resources used, and evaluation methods with reference to teachers' use of the Manitoba Curriculum Framework. It describes portfolio use, how feedback was collected from students and staff; results, successes, and lessons learned, or new models. Budgetary and staffing issues are also highlighted in this report. Any difficulties or challenges that must be considered in the planning process for ongoing programming must also be explored.

Service providers varied in the ability to meet the goals of the reporting framework by the end of the year and most completed required reports by school year end. The data collection continues to be partly manual and partly electronic.

Other Program Areas

Activity Reports

Activity reports were submitted by service providers over the duration of each project. Frequency of reporting is determined by project officers in discussion with their projects. Typically, however, activity reports are required on a monthly basis. At a minimum, an activity report includes a summary of activities for the report period along with a description of clients served; accomplishments, concerns/challenges, and trends; as well as participation levels and project outcomes.

Final or Project-End Report

Service providers are required to submit a detailed summative report within ten days of project completion. Ten percent (10%) of the last month's payment is held back until such time as the project is complete and the final claim for service, reconciling project costs, is submitted.

EAL Evaluation Results

Generally speaking, the programs are being delivered according to the standards that Manitoba has set. The area that saw the most improvement was financial monitoring which may be attributed to the implementation for the Project Funding System Database and training provided to the SPOs. Although there are only five core programs, they account for the majority of the students and funds. The results regarding workplace or training readiness is disappointing for both the core and regional programs. In the core programs area, one particular service provider influenced the average and in the region there are many new teachers that may not have skills to incorporate workplace themes into their lessons.

Manitoba Immigration Portal

The department has participated in CIC's current, formal portal evaluation initiative by supplying web traffic statistics for immigratemanitoba, Working in Manitoba, Canada Tool, our network of third-party websites, as well as a brief report on some of the successes immigratemanitoba has achieved over recent years, and other information requested by CIC Evaluation.

Welcoming Communities Initiative

The evaluation process for activities funded in this area follows the MIIP evaluation model as outlined above in project monitoring.

Financial Audit Results

In 2011, at the request of our former department, Labour and Immigration (LIM), Internal Audit and Consulting Services reviewed all five grant funding programs administered by the department, including MIIP, to ensure the adequacy of management systems, controls and practices. Below is a synopsis of the results of the audit that pertain to MIIP.

The review focused on the processes, procedures and controls around the grant accountability relationship between LIM and the grant recipients, and the grant management lifecycle including grant application/request, grant appraisal, grant approval, and monitoring and reporting. The review was generally based on the grant accountability expectations in the Provincial Grant and Other Funding Accountability Guide.

The objectives and associated criteria of the review were as follows:

- **Grant Accountability** – to determine whether grant accountability processes and controls are in place for the grant funding provided by LIM.
- **Accountability Relationship** – an accountability relationship between LIM and the grant recipient has been established and is formally communicated as appropriate through legislation, agreements, memorandums of understanding, and/or letters of intent.
- **Grant Application/Request** – a grant application/request process is in place and is supported by documented application forms for new applicants and current applicant information for repeat applicants.
- **Appraisal** – an appraisal process is in place for evaluating applications/requests for grant funding prior to approving the grant funding to applicants.
- **Grant Authority/Approval** – all grants are appropriately authorized and payments are approved by individuals with assigned delegation of authority.
- **Reporting and Monitoring** – recipient reporting requirements and grant monitoring processes are in place to ensure that grant funding is utilized by grant recipients for the intended purposes.

The review focused on the accountability processes and was not intended to specifically validate how grant recipients utilized the grant funding provided; however, auditors indicated if they had noted issues regarding the utilization of funds they would have reported on them. The review also included consideration of whether the “CCMI Metrics for Consistent Tracking of Grants, Transfers and Contracts across Manitoba Government Departments” as pronounced by the Provincial Comptroller were being addressed in LIM’s grant management practices.

The review procedures included:

- A review of the grant accountability relationships and the processes and controls related to all phases of the grant management lifecycle;

- Testing and review of a sample of grant files and related documentation pertaining to LIM 2010/11 grants; and
- Enquiry, interviews, and discussions, review of pertinent documents, and other such tests and procedures that were considered necessary.

The auditors acknowledged the department's efforts to improve processes, procedures and controls by updating MIIP Guidelines, developing a Project Funding System (PFS) and increasing its financial monitoring capacity through the creation of a new unit to address increased expectations for monitoring and reporting.

In general terms, the audit found that provincial standards for administering grants had been met. The audit team recommended that:

- alternative methods for sending signed applications, such as faxing and emailing, be investigated and that project officers ensure copies are filed in the MIIP hard copy file.
 - *Current practice: applications for funding, including program budgets, are submitted electronically by service providers and signed hard copies are mailed/couriered.*
- project officers follow-up to ensure requested documentation from service providers, such as information on insurance coverage, is received.
 - *Current practice: project officers conduct thorough Orientation Sessions with service providers at the start of each contract year. They ask to see evidence of insurance coverage and other requirements of the contribution agreement and this is documented in their Initial Reports. Insurance policy numbers are required on funding applications and PO's ensure service providers are made aware of their obligations on their Agreements.*
- modifications be made to the departmental website to make it easier for users to navigate the site in order to identify the types of grants being offered, the grant eligibility criteria, and how to apply for a specific grant.
 - *Project officers meet personally with interested service providers regarding their project ideas. They make available a Handbook for MIIP Service Providers that, among other things, explains the application process. For service providers completing the electronic application, instructions and an FAQ are supplied.*

Auditors also recommended that:

- management consider having the Financial Officer provide a secondary signatory review of the grant calculation prior to processing a payment. This, they said, could be less vigorous when the calculation errors in the PFS, currently changed manually, are corrected by the developers.

- until such time as the PFS issues reminders, meetings and checklists be used to help ensure monitoring reports are completed on time by project officers.
- LIM develop a template that specifically outlines the procedures to be performed while conducting annual financial monitoring.
- the financial officer focus on performing more annual reviews either with project officers or on her own. If this does not provide adequate coverage, that project officers receive further training for performing financial monitoring.
- formalised feedback processes be developed to solicit and document feedback from a sample of service providers and program participants.

Management is following up on the above recommendations and is continuously initiating enhancements to the administration of MIIP.

Appendix I. About the Authors

Thomas Carter

Tom Carter recently retired as Professor of Geography at the University of Winnipeg. He has also recently completed a seven year term as Canada Research Chair in Urban Change and Adaptation. He continues his research activities as a Senior Scholar in the Geography Department and as President of Carter Research Associates Inc. Prior to becoming the Research Chair, Dr Carter was Director of Urban and Regional Research at the University's Institute of Urban Studies. Before joining the University in 1985 Tom was Executive Director of the Research and Policy Development Division with the Saskatchewan Housing Corporation. He held various positions in research and program delivery with the Housing Corporation in the period 1974 to 1985. Tom's research experience covers a wide range of topics including housing and urban revitalization and development issues, immigration policy and housing policies and programs for immigrants and refugees. He is also an active researcher and program evaluator on poverty alleviation and social policy issues specifically related to Aboriginals and other marginalized populations.

Gérald Clement

Gerry Clement is a graduate of the University of Winnipeg with a BA in Administrative studies. In 2007, Gerry retired from the Department of Labour and Immigration after serving thirty-two years in the federal and provincial public service. As Assistant Deputy Minister, from 1997 to 2007, Gerry led the Immigration Division of his Department through one of the most vibrant and exciting chapters of its provincial immigration and settlement history. Prior to these duties, Gerry served as Executive Director in the Departments of Family Services, Employment Services and Economic Security and was Manitoba's Director of the Immigration and Settlement Branch in the mid to late 1980's. Prior to that, Gerry initiated his public service career with the federal Employment and Immigration Commission where he worked in immigration program delivery in Canada and as a visa officer abroad.

Gerry served as a Governor on the Metropolis Prairie Centre Board of Governors. He is currently involved in volunteer agency activity as the President of Abri Marguerite, a housing initiative for francophone refugees and newcomers; Président of the Centre culturel franco-manitobain; and President of the Verve Taché Condominium Corporation.

In 2007, Gerry launched a private consulting practice (GLC Consulting) specializing in policy and program evaluation primarily in the immigration and settlement sector.

Robert Vineberg

Robert Vineberg has a BA in History from the University of Toronto as well as an MA in Canadian History and a Graduate Diploma in Public Administration, both from Carleton University, in Ottawa. His career in the Canadian Federal Public Service spanned over 35 years, of which 28 were with the immigration program, serving abroad, in policy positions at national headquarters and, more recently, as Director General of Citizenship and Immigration Canada's Prairies and Northern Territories Region, based in Winnipeg. In the course of his career, he also worked in the Security and Intelligence Secretariat of the federal Privy Council Office and in the Police and Security Branch of the federal Ministry of the Solicitor General (now Public Security Canada). He retired from the public service in 2008. He is currently a Senior Fellow with the Canada West Foundation. Mr. Vineberg has written and published several peer reviewed articles on immigration history and on military history. His book, *Responding to Immigrant's Settlement Needs: The Canadian Experience* (Springer), was published in 2012. He co-edited and contributed two chapters to *Integration and Inclusion of Newcomers and Minorities Across Canada* (McGill Queen's University Press), published in 2011.