



# The Realignment Experience in Manitoba and its Impact on Service Providers

Robert Vineberg

Workshop:

Uneasy Partnership: Examining the Relationship  
between SPO and Governments in Settlement  
Services

16<sup>th</sup> National Metropolis Conference  
Gatineau,  
March 12-15, 2014

# Overview

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# 1. Source Material

- Case Study: The Realigned System of Settlement Service Delivery in Manitoba 1999 to 2013 by Clement, Carter and Vineberg
  - Prepared for Immigration Research West
  - Funded by CIC
  - CIC-MB Immigration Steering Committee
    - *Will be posted on Immigration Research West Website*
- Focus group with heads of about 15 Manitoba SPOs in 2014 on impact of the end of realignment
  - *February 28, 2014*

## 2. Background

- Devolution Proposal originated as part of Federal 'Program Review' in the mid-90s and extensive 'Settlement Renewal' consultations.
- CIC and Manitoba signed the CMIA in 1996 and it foresaw the addition of annexes for a PNP and for settlement. Both annexes signed on June 29, 1998.
- Despite wide initial interest only Manitoba and BC concluded settlement 'realignment' agreements.
- Manitoba and BC signed agreements in 1998 and took over programs for FY1999-2000.

## 2. Background, con't

- Manitoba committed to deliver services 'roughly comparable' to CIC settlement services and CIC committed to an 'enduring Federal Role.'
- In 1999-2000, 4 FTEs transferred and budget was \$200k for administration and \$3,550K for delivery. Under 4,000 immigrants in 1999.
- In 2012-13, budget grew to over \$36M and over 30 staff. Immigration in 2011 peaked at nearly 16,000.
- In April 2012, CIC Minister Kenny announced the realignment agreement would terminate on April 1, 2013.

### 3. Provincial Approach to Administration

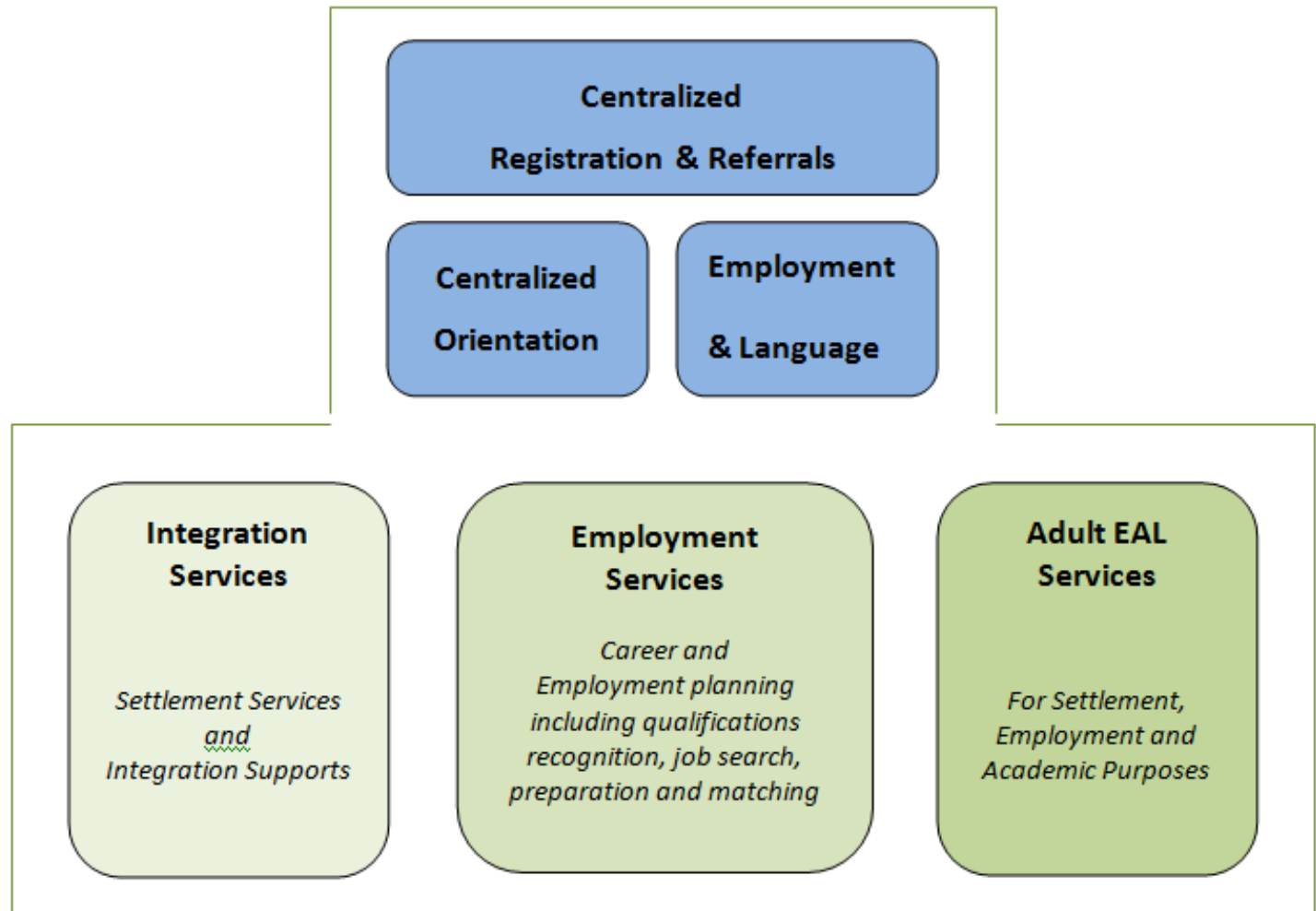
- Manitoba had an immigration office since the 1970s and had developed expertise in policy and planning and Adult EAL for the *Kanadeer*.
- Manitoba developed a vision that the PNP and settlement delivery went hand in hand.
- Manitoba adopted an evolutionary approach – not revolutionary. Won confidence of SPOs.
- Change came iteratively as immigration driven by the PNP increased and settlement funding followed.
- MB used own funds to provide services to non-permanent residents.

### 3. Provincial Approach to Administration, con't

- Manitoba Settlement Strategy envisioned a continuum of services from pre-arrival, through single window post-arrival assessment, orientation and referral to employment counselling, EAL and other adaptation programs.
- Emphasis on consultation, cooperation, communication and flexible response to differing circumstances and changing conditions.
- SPOs felt they were partners in the process.
- Increase in immigration brought increases in funding - most SPOs had major budget increases.
- MB funded 'core services' so SPOs did not have to seek funding for administration.

# Manitoba Service Model

Range of Services Responsive to Newcomer Needs





# 4. Analysis and Observations

- Successes/Best Practices:
  - PNP and Settlement programs inform each other
  - Single-Window (START)
  - Initial Orientation (Entry)
  - Centralized language assessment (WELARC)
  - EAL professionalization
  - Settlement Workers in Neighbourhoods
  - Regionalization of services
  - Fairness Commissioner
  - Services for Francophones
  - Generally high satisfaction levels from clients
  - Regular meeting with the service providing community
  - Good coordination methods reducing overlapping services

## 4. Analysis and Observations, con't

- Challenges:
  - Rapid growth
  - Changing composition of immigrant movement
  - Providing equivalent levels of service in rural areas
  - 'Isolation' from developments elsewhere in Canada
  - Canada-Manitoba cooperation & coordination
    - Excellent cooperation in early years
    - Less so more recently
    - Personal leadership on both sides key to success
  - Maintaining what worked under provincial administration while benefiting from

## 4. Analysis and Observations, con't

- Realignment Worked in Manitoba because:
  - Province had an integrated approach to recruitment and retention.
  - Manitoba was the right size to experiment with innovation.
  - Increasing funding every year facilitated introduction of new programming like Entry and START.
  - Strong Fed-Prov cooperation at start and in early years in particular.

## 5. SPO Concerns at End of Realignment Experiment

- Concern that CIC would not retain what is working in Manitoba.
- Looking for CIC to focus on consistent outcomes, but to allow flexibility in programming to continue.
- Settlement has to be a Partnership:
  - Constitutional requirement
  - Multiple stakeholders: Feds, Manitoba, SPOs, municipalities etc.
  - Hoped that new agreements would reflect new circumstances
  - Never lose sight of the common goal to achieve the best possible integration of newcomers.
- How to provide services to non-permanent residents when CIC funding model does not allow for it.

# 6. The Experience of SPOs since the End of Realignment

- Positives

- Pleased with cooperative CIC-MB three-phased approach to transition:
  - Contract with CIC without CFP;
  - Contribution Agreement with MB allowing rural and certain other services to be funded by the province for another year; and,
  - CFP for new services.
- CIC efforts to meet with SPOs and smooth the adjustment process welcomed.
- Freedom to compete for new projects welcomed by most SPOs.
- CIC's 'arm-length approach is less prescriptive than was the MB approach.
- National Settlement Conference focused on SPOs and their needs was welcomed by SPOs.

# 6. The Experience of SPOs since the End of Realignment, con't

- Negatives

- CIC-funded services not available to non-PRs or to citizens.
- SPOs have scrambled to find some funding to maintain minimum services for TFW and Students in transition to PR status.
- Need to segregate activities to demonstrate that CIC funds used only for PRs.
- Need to operate two parallel data systems: iCare for CIC-funded clients and something else for others.
- Whereas MB micro-managed programs, CIC micro-manages budgets.

# 6. The Experience of SPOs since the End of Realignment, con't

- Challenges

- Adapting to CIC model of funding admin costs on basis of 15% of program costs.
- Need to seek admin costs from other funders.
- Managing cash flow with CIC hold-back of funds.
- Provincial decision to end interim agreement in November 2013 rather than at the end of March 2014.
- Adapting to CIC CFP process involves developing greater SPO capacity to analyse and propose programs.
- New CIC staff and high turnover of settlement staff at CIC Winnipeg.
- Coordination formerly provided by Province needs to come from within – e.g.
  - MIRSSA led proposal for a Winnipeg LIP
  - Executive Directors Working Group (25 organizations)

# 7. 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.
- 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.



# 7. Conclusions, con't

- SPOs have faced challenges in the transition process but both MB and CIC worked to minimise them.
- SPOs encouraged by initial CIC openness to listening and helping but also frustrated by inability to receive funding for non-permanent residents.
- Initial concerns that CIC would 'dismantle' the Manitoba Model have been allayed.
- SPOs in Manitoba cautiously optimistic about the future but realistic in identifying ongoing challenges.