



Citizenship and
Immigration Canada

Citoyenneté et
Immigration Canada

Evaluation of Government Assisted Refugees (GAR) and Resettlement Assistance Program (RAP)

Evaluation Division

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Executive summary

Purpose of the evaluation

This report highlights the key findings associated with the evaluation of the Government Assisted Refugee (GAR) program and the Resettlement Assistance Program (RAP). The evaluation addressed issues related to program relevance, design and impact, and focussed on the reference period of FY 2005/2006 to FY 2009/2010 (or annual data from 2005 to 2009). It should be noted however, that to provide context, there are also limited comparisons to refugee characteristics on the period before and after the introduction of the *Immigration and Refugee Protection Act* (IRPA) in 2002. The specific objectives of the evaluation were to:

- Assess program relevance with respect to continued need, alignment with government priorities and consistency with respect to federal roles and responsibilities; and
- Assess program performance in terms of intended outcomes, efficiency and economy.

In completing this complex evaluation of two separate, but related programs, multiple lines of evidence were utilized. In addition to an extensive analysis of program documentation and related literature, the evaluation drew on considerable primary data collection in the form of inland (Canada) case studies (10), four international case studies, a substantial number of key informant interviews, focus groups, and a large-scale telephone survey of recently arrived Government Assisted Refugees (GARs). In addition, a significant amount of data was accessed from federal government databases including Computer Assisted Immigration Processing System (CAIPS), Field Operations Support System (FOSS), the Longitudinal Immigration Database (IMDB) and Immigration Contribution Accountability Measurement System (iCAMS).

Background

As a state party to the United Nations 1951 *Convention Relating to the Status of Refugees*, Canada participates in efforts to address refugee situations worldwide. The Canadian Refugee and Humanitarian Resettlement Program operates for those seeking protection from outside Canada. Working closely with international partners, including the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM), Canada selects refugees in accordance with the *Immigration and Refugee Protection Act* (IRPA) and regulations. Refugees are processed under the Convention Refugee Abroad Class or the Source Country Class when no other durable solution is available within a reasonable period of time.

In response to international concern over Canada's immigration system, Canada enacted IRPA in 2002. IRPA changed the focus of refugee selection, placing greater emphasis on the need for protection and less on the ability of a refugee to become established in Canada. Resettled refugees are also exempt from inadmissibility to Canada for financial reasons, or for excessive demand on health or social services.

The number of refugees to be brought to Canada annually under the Government-Assisted Refugee (GAR) Program is set by the Minister of Citizenship, Immigration and Multiculturalism. To assist GARs with their integration into Canadian society, Citizenship and Immigration Canada (CIC) initially provided financial support and immediate essential services through the Adjustment Assistance Program, which was later (1998) redesigned into the Resettlement Assistance Program (RAP).

The RAP provides immediate and essential services and income support to recently arrived eligible refugees (primarily GARs). Resettlement services are generally received within the first 4 to 6 weeks of GARs' arrival in Canada. Income support is provided for up to one year or until the GAR becomes self-sufficient, whichever comes first. For high-needs GARs, income support may be extended for up to 24 months. CIC administers the income support portion of RAP.

Approximately three-quarters of Resettlement Assistance Program funds go directly to GARs in the form of income support payments, with the remaining resources used to cover costs associated with RAP services which include:

- reception services,
- temporary accommodation and assistance with permanent accommodations,
- assessments,
- initial needs assessments
- orientation on financial and non-financial information and life skills training, and
- links to mandatory federal and provincial programs as well as to other settlement programs.

Major findings and conclusions - GAR

The major findings and conclusions associated with the Government Assisted Refugee (GAR) program are detailed below.

A1. There is a continued need for Canada to assist refugees through the Government Assisted Refugee (GAR) program.

As a signatory to the United Nations 1951 *Convention Relating to the Status of Refugees*, and in recognition of the 2002 United Nations High Commissioner for Refugees (UNHCR) Agenda for Protection, Canada agreed to the importance of protection of refugees.

It should be further noted that from an international perspective, there continues to be an increase in the number of refugees worldwide. The UNHCR estimates that it registers more than 800,000 refugees per year. Canada's commitment to refugee resettlement assists in the responsibility sharing across host countries, and also offers a durable solution for refugees in protracted situations. Consistent with UNHCR guidelines, resettlement is a durable solution only when combined with appropriate and effective resettlement assistance services. In this context, the GAR program relies on the Resettlement Assistance Program (RAP) to deliver the required supports to refugees once they arrive in Canada.

A2. The GAR program is seen to be in alignment with Federal Government objectives and priorities.

Stakeholders and a review of available documentation suggest that the GAR program is closely aligned with Government of Canada objectives. For example, the GAR program is consistent with CIC's legislation, including the 2002 *Immigration and Refugee Protection Act* (IRPA) which clearly states that Canada has a commitment to provide assistance to those refugees in need of resettlement. In addition, the GAR program also clearly aligns with Government of Canada commitments to human rights and humanitarian issues as identified in the 2007 Speech from the Throne.

Furthermore, stakeholders interviewed as part of this evaluation noted that the GAR program should remain a federally-managed program, especially as the program was seen to be part of Canada's foreign policy, with linkages to other federal departments; including DFAT, CBSA and CIDA. It was noted that the issue of refugees cut across a number of sectors – including development, humanitarian policy, peace building, diplomacy and immigration – all of which are the purview of the federal government.

A3. Canada places a high importance on the UNHCR for the initial selection of GARs.

With the exception of the Source Country Designation Program, CIC works in close cooperation with other organizations (primarily the UNHCR) to select refugees to enter Canada under the GAR program. In many regions, Canada's acceptance of the UNHCR's *Prima Facie* designation means that Canadian Visa Offices Abroad (CVOAs) are not required to extensively assess GAR applicants for eligibility, but rather, will assess on the basis of admissibility. For this reason, acceptance rates of UNHCR-identified GAR applicants is very high. Canada's acceptance (or lack of acceptance) of UNHCR refugee determination also significantly affects the ease/speed at which refugees can be processed.

Canada's high acceptance rate for UNHCR referred refugees (in excess of 90% for the international case study sites visited) was viewed positively by both UNHCR and CIC stakeholders. UNHCR noted that Canada's willingness to accept a range of refugees, including urgent protection cases and those with high medical needs, was a strength of the system. Similarly, CIC staff noted that due to their "on the ground" use of CVOA-based refugee officers, Canada clearly communicates the criteria that they will use to assess refugee applications to local UNHCR staff.

A4. Use of different processing models impacts CIC's ability to process refugees.

It is clear that the different processing models used by CIC (Source Country, Single Processing, Group Processing) and acceptance of UNHCR *Prima Facie* designations for refugees have a considerable impact on the ability of CVOA to review, screen and process refugees. It became clear in the evaluation that processing refugees under the Source Country designation required considerably more time and resources than did refugees processed under other models. In addition, Canada's acceptance (or non-acceptance) of UNHCR *Prima Facie* designation also impacts efficiency in terms of refugee processing. Similarly, the group processing designation used by CIC further expedited the efficient processing of refugees, as it allows for the large-scale movement of refugees with similar socio-cultural characteristics. Group processing had advantages in both the overseas processing of GARs, as well as allowing Canadian-based Service Provider Organizations (SPOs) to develop tailored programs to meet the requirements of the identified "group" of GARs.

A5. Canada's processing of GARs is viewed positively by UNHCR/IOM stakeholders.

Stakeholders (UNHCR/IOM) who are uniquely positioned to compare Canada's selection and processing of refugees to that of other settlement countries noted several positive aspects of Canada's process which they consider to be best practices, including:

- Having "on the ground" staff with appropriate decision-making authority to approve and expedite urgent cases, high medical needs, and other special cases. Having CVOA-based refugee staff also supports close communication between the UNHCR, IOM and Canada.

- Canada generally has fewer restrictions as to the type of refugees that it will accept. Consequently, refugees referred by the UNHCR to Canada are generally accepted (acceptance rate in excess of 90%).
- Canada continues to take high numbers of refugees (second only to the United States in 2009 in terms of the number of refugees resettled).

A6. Processing of GARs could be improved with better technology/infrastructure systems.

The international case studies uncovered the development and/or use of a number of “parallel” information management systems in CVOAs due to perceived or actual limitations of CAIPS to provide timely information to CIC managers/supervisors. Further challenges identified in the international case studies were the inability to remotely access CAIPS, and the inability to seamlessly download information from the UNHCR database (PROGRESS) into CAIPS. Other issues included the lack of an online mechanism to track expenditures associated with the transportation and medical loan and the lack of a system to facilitate the sharing of medical information utilizing an Electronic Medical Records (EMR) platform. Enhancement of the technological capabilities in CVOAs would contribute to more efficient processing of GAR clients.

Major findings and conclusions - RAP

The major findings and conclusions associated with the Resettlement Assistance Program (RAP) are detailed below.

B1. The RAP Program is consistent with UNHCR guidelines on providing immediate assistance to newly arriving refugees.

The Resettlement Assistance Program is designed to provide intensive services and supports to GAR who arrive in Canada in the first four to six weeks of arrival. RAP provides the services and support deemed essential by the UNHCR to facilitate the integration of refugees in resettlement countries – namely temporary accommodation, orientation to systems and resources, assistance with access to medical care, assessment and early settlement support, interpretation and income support.

B2. Refugee needs for support services has likely increased following the introduction of IRPA.

With the enactment of IRPA in 2002, there was a change in emphasis in terms of refugee selection. Under IRPA, there was a greater emphasis placed on the need for protection and less emphasis placed on the ability of a refugee to become established in Canada. Resettled refugees are also exempt from inadmissibility to Canada for financial needs, or for excess demand on health care and social services.

This change in selection criteria has had far reaching impact in terms of the types of clients RAP service provider organizations (SPOs) provide service to as compared to the pre-IRPA GAR clients. As noted in the evaluation, GAR clients now face more “obstacles”, as demonstrated by the percentage increase in the proportion of clients (2009 compared to 2000) with no official language skills (+14%), no formal education (+26%), or those 65 years of age or older (+150%).

B3. Mixed findings were found regarding the quality of the matching.

It was noted by SPOs and CIC staff that GARs were appropriately matched to communities. In this context, GAR needs were said to be placed at the forefront of the matching process. This finding was echoed among GARs who participated in the survey, as three-quarters reported being happy with the town or city where they were destined. However, approximately one-fifth (18%) of GARs surveyed reported moving away from their destined community, which is also echoed by results from the IMDB indicating that 22% of GARs had moved away from their province of destination two years after landing. SPOs reported that relocation was generally associated with reunification of family or friends, to find work, or to access programs or services not available in the destined community.

B4. GARs report a high level of satisfaction with service provided.

GARs expressed a high level of satisfaction with the services provided under the RAP program, with generally three-quarters or more of GARs citing a high level of satisfaction with orientation services provided by SPOs. A high proportion (85%) of GARs also reported that RAP helped meet their immediate and essential needs.

Notwithstanding the high level of satisfaction GARs have with RAP services provided, service provider organization (SPO) representatives consulted identified that GARs were in need of more services than were currently provided. In particular, SPO stakeholders cited the need for more tailored programs that would be modified to meet the specific needs of GARs, the need to provide case management that would extend beyond the six weeks currently provided under RAP, and development of programs and services that target youth and/or seniors.

B5. Concerns with respect to the RAP program revolve around housing, medical needs, level of income support and flexibility in program delivery.

Evaluation findings highlight priority areas in terms of the current shortcomings of the RAP program. The key issues identified in the evaluation are as follows:

- **Accessing affordable housing** A key challenge faced by GARs is finding affordable housing. Based on an analysis of income support rates versus average housing costs, it was found that the majority of GAR income (upwards 56%) is used for housing, placing them in core housing need.
- **Medical needs** SPOs report a marked increase in the complexity of medical conditions of GARs. Although iCAMS data suggests that there has been little change in the average number of hours per GAR to attend to emergency cases, there is considerable variation in the level of service provided for emergency medical needs.
- **Income support** Stakeholders noted that the current benchmark (provincial income assistance rates) used to calculate income support levels for GARs was inappropriate. There are numerous indicators to suggest that income support levels are insufficient including the high proportion of GARs who reported using food banks (57%), the proportion who reported difficulties in repaying their CIC transportation loan (61%) and the proportion citing financial issues as the greatest difficulty in terms of resettlement (33%). It has also been calculated that CIC income support equates to less than one-half the income required to meet the Low Income Cut-Off level (LICO) in Canada.

- **Flexibility in program delivery** SPOs are under the impression that all GARs must receive the same level of service, irrespective of their particular needs or requirements. Analyses of the RAP guidelines suggest that RAP is quite “prescriptive” in terms of the types of information/services that should be provided to GARs. To allow resources to be appropriately targeted based on need, SPOs should be provided with the funding flexibility to modify individual service provision based on client need(s).

B6. Longitudinal analysis of GAR outcomes highlights the difficulties faced by GAR clients in Canada.

Analysis of survey and taxfiler (IMDB) data underscored the economic challenges faced by GARs in terms of integration into Canada. For example, the survey of GAR clients indicated that for GARs who arrived in Canada over the past five years, the unemployment rate averaged 25%. Analysis of IMDB data shows that GARs were reliant on social assistance, especially in the first years following arrival. Although most of the GARs secured employment during the first years after landing, a significant share (about 40%) were not employed after three years in Canada and for those who were employed, their earnings remained fairly low. Employment earnings averaged between \$11,700 one year after landing and \$21,700 five years after landing. Factors such as gender, country of birth, age at landing, and knowledge of official languages contributed to the explanation of the economic outcomes of GARs.

GAR – Management response

Recommendation	Response	Action	Accountability	Implementation date
<p>1. The processing of GARs needs to be streamlined</p> <p>Enhance training and orientation to Canadian Visa Office Abroad (CVOA) staff</p> <p>Adopt more efficient refugee screening and processing approaches where appropriate</p>	<p>CIC agrees with this recommendation.</p> <p>CIC acknowledges the need for visa officers to receive solid training and orientation in decision-making on refugee cases, and is continually working to enhance both formal training and informal mentoring.</p> <p>All officers receive refugee training as part of the mandatory IRPA course and the IRPA refresher course.</p> <p>CIC has firsthand experience using a group processing approach, and recognises it as a source of valuable information that could be used to assist settlement agencies in their work with refugees.</p>	<p>A specialized refugee resettlement course is offered annually to officers going on assignments where they will be assessing refugee cases, and has recently been expanded from 5 to 8 days. In addition, all officers receive on-the-job training and mentoring by experienced officers. In-house training sessions are also offered periodically at missions with refugee caseloads.</p> <p>To supplement formal training, a refugee tool kit and training guide has been developed through a consultative process and field tested at refugee processing missions. It will be sent out to missions and posted on the intranet as an online reference accessible to all officers. CIC is also encouraging officers to share best practices on the Wiki site.</p> <p>CIC will continue to work with the UNHCR and other resettlement partners to identify refugee populations that could benefit from group processing in the future. Reports from the annual meetings of the UNHCR-led Working Group on Resettlement will be shared with senior management.</p>	<p>International Region</p> <p>Refugee Affairs</p>	<p>Annual Resettlement Course: April annually</p> <p>Refugee Interview, Assessment and Decision Training Guide: March 2011</p> <p>Online Refugee Tool Kit: June 2011</p> <p>Working Group on Resettlement Reports: October of each year</p>

Recommendation	Response	Action	Accountability	Implementation date
<p>Re-examine the need to retain the source country designation</p>	<p>At present, 20% of GARs are resettled as a result of group processing. Canada is currently involved in two large scale resettlement initiatives: Canada will be resettling 1800 Iraqi GARs (plus 2500 PSRs) per year over the next 3 years and 2500 Bhutanese refugees over the next two years. Given the magnitude of these commitments, Canada is unable to commit to further group processing initiatives at this time.</p> <p>There may be latitude to expand the use of group processing in the future. However, stakeholders e.g. Canadian Council for Refugees, and partners e.g. UNHCR have voiced support for the global nature of Canada's resettlement program, which ensures that resettlement is responsive as a mechanism of individual protection.</p>	<p>CIC acknowledges the challenges associated with the Source Country Class and is moving to repeal this to focus on Convention refugees.</p>	<p>Refugee Affairs</p>	<p>Mar 19, 2011: Government announced intent to repeal. Implementation pending outcome of regulatory process.</p>

Recommendation	Response	Action	Accountability	Implementation date
<p>Consider logistical and processing constraints in planning CVOA resources</p>	<p>The International Region recognizes that refugee processing is more resource intensive in regions where refugees live in remote camps, communication infrastructure is poor, and there is a higher incidence of medical conditions requiring treatment prior to travel, and so on.</p>	<p>Periodic adjustments to the distribution of incremental staff resources are made to respond to changing workload pressures (e.g. positions added to Nairobi office in 2010). Supplemental resources are provided regularly to refugee processing missions by temporary duty officers and emergency locally-engaged support staff.</p> <ul style="list-style-type: none"> • The International Region completes an annual review exercise to plan the short- and long-term allocation of available resources. • In summer 2010, 2 Canadian officer and 7 Locally-engaged positions (LES) were added to the Nairobi visa office in recognition of regional processing pressures. • In summer 2011, 2 additional Canadian officers and 4 LES positions are planned using Bill C-11 Balanced Refugee Reform resources. An additional 2 LES positions are planned pending availability of space at missions. • Because of the posting cycle of officers to missions during the summer and time needed to prepare office infrastructure at mission, resources are supplemented in the interim, by sending officers on temporary duty (TD) assignments and providing funds to hire local staff on an emergency basis. <ul style="list-style-type: none"> ▪ In 2010-11 Q4, 6 six-week TDs have been approved to do refugee resettlement interviews in Damascus, Nairobi, and Bogota. ▪ In 2011-12 Q1, 7 six-week TDs have been approved for the same purpose in Nairobi and Islamabad. 	<p>International Region</p>	<p>Addition of Canadian Officer and LES positions: Summer 2011</p> <p>6 six-week TD assignments for Damascus, Nairobi & Bogota: Q4 2010-2011</p> <p>7 six-week TD assignments for Nairobi and Islamabad: Q1 2011-12</p>

Recommendation	Response	Action	Accountability	Implementation date
<p>2. Information sharing mechanisms should be enhanced</p> <p>Enhance information technology platforms within CVOAs</p> <p>Enhance or develop information sharing mechanisms</p>	<p>CIC agrees with this recommendation.</p>	<p>A global client and application management database, GCMS, has been rolled out throughout CIC's network, overseas and in Canada. This will improve efficiency and encourage more consistency in refugee processing, as well as assist in exploring how client information could be shared more effectively between UNHCR and visa offices. While there may not be scope for creating a direct link between the UNHCR's and CIC's databases, the new IT platform will make it possible to, for example, work with UNHCR to generate GCMS-compatible online or bar-coded referral forms to populate the database, thereby reducing duplication of work.</p> <p>Several new mechanisms have been developed to enhance information sharing with settlement service providers prior to refugees' arrival in Canada:</p> <p>A new process for transmitting health-related settlement needs information has been piloted in the three largest refugee processing missions. The process uses a form which is completed by the Designated Medical Practitioner (DMP). CIC will review the results of the pilot before deciding whether to implement the enhanced procedure globally.</p>	<p>International Region</p> <p>Health Branch/ Operational Management and Coordination / International Region</p>	<p>March 2011</p> <p>Pilot implementation: complete</p> <p>Review to determine whether to implement in other mission to begin April 2011</p>

Recommendation	Response	Action	Accountability	Implementation date
		<p>With the two largest GAR groups currently being resettled to Canada (Bhutanese and Iraqis), a new process which involves giving refugees a sealed envelope containing their medical records and instructions on how to access health care services is being implemented. The process creates a link between the point where client medical information is collected (DPMs/IOM) and end users (healthcare providers in Canada). CIC will examine lessons learned to inform the decision on whether to implement the process on a larger scale.</p> <p>Additionally, CIC recently shared a document with Canadian-based service providers that described refugee populations to be resettled to Canada in 2011.</p> <p>CIC is implementing an electronic system (eMedical) to facilitate and enhance the processing of immigration medical examinations. In future, this system may create new ways to enhance information sharing about refugees' health resettlement needs with appropriate partners and health practitioners in Canada.</p> <p>CIC will initiate a Working Group to explore data-sharing mechanisms between CIC and UNHCR.</p>	<p>Health Branch/ Operational Management and Coordination / International Region</p> <p>Operational Management and Coordination</p> <p>Health Branch</p> <p>International Region</p>	<p>December 2013</p> <p>Completed. Document shared with SPOs in February 2011</p> <p>March 2013</p> <p>Contact with UNHCR to initiate Working Group: May 2011</p>

Recommendation	Response	Action	Accountability	Implementation date
<p>3. The need for the transportation and medical loans should be re-examined</p> <p>Re-examine the need, appropriateness and functionality of the transportation and medical loans</p>	<p>CIC does not agree with the recommendation to re-examine the need for the Transportation and Medical Loans: these loans are the principal vehicle available to CIC to assist refugees in travelling to resettle to Canada.</p> <p>Even with the recipients' ability to renegotiate repayment terms and the relatively high recovery rate over time, CIC recognizes the need to examine the impact on integration outcomes of resettled refugees as a result of repaying transportation and medical loans.</p>	<p>CIC will assess the impact of the transportation loan on integration outcomes of resettled refugees as a result of repaying the loans and provide options for Senior Management.</p> <p>Guidelines for visa officers are being added to the operational manual that will assist with determining which refugees may benefit from contribution funds to pay for transportation and medical costs.</p> <p>CIC will undertake an evaluation of the Immigration Loans Program (ILP).</p>	<p>Refugee Affairs</p> <p>Guidelines: Operational Management & Coordination /International Region</p> <p>Research and Evaluation</p>	<p>Management: September 2012</p> <p>Guidelines: September 2011</p> <p>ILP planned to be evaluated in 2013/2014</p>

RAP – Management response

Recommendation	Response	Action	Accountability	Implementation date
1. Programming modifications to reflect changing needs of GAR clients	CIC agrees with the overall recommendation to make program modifications to reflect the changing profile of GAR clients and the majority of the proposed sub recommendations.	CIC will:		
Review RAP Resources to Reflect the Changing Needs of GARs Arriving in Canada	CIC recognizes that in 2002 IRPA introduced a more relaxed policy for resettlement, which opens Canada’s refugee and humanitarian resettlement program to individuals with higher needs. The emphasis on protection over integration potential means greater demands are placed on the RAP and other services delivered to GARs.	Analyse funding pressures and challenges in meeting the increased immediate and essential needs of resettled refugees, and present recommendations to Senior Management.	Refugee Affairs	September 2011
Address SPO Concerns with Program Flexibility and Service Provision	RAP is part of a continuum of services that GARs may access in Canada. Other services include those provided by the Settlement Program. CIC will work internally to improve coordination among current programs to meet the needs of resettled refugees. CIC will also work with PTs to explore ways to use service delivery networks with provinces and municipalities.	Update the RAP Service Delivery and Refugee Reception Services Handbooks to ensure that sufficient guidance on current program flexibility is provided, and that all information is current. Enhance, under the Settlement Program, the provision of needs assessment and referral services by developing policy guidelines, principles and tools for settlement officers and service providers, including the development of newcomer Settlement Plans.	Integration Program Management Branch (IPMB) Integration	December 2012 Policy guidelines and principles for settlement officers and service providers: April 2011
Consider Adopting a Case Management Approach for GAR Clients		Begin exploring a case management approach for GARs by evaluating a new settlement service model piloted with the Government of Manitoba. The pilot project will seek to enhance and tailor existing service models to respond to the special challenges of high needs refugees.	IPMB/ Integration / Refugee Affairs	March 2013

Recommendation	Response	Action	Accountability	Implementation date
<p>Consider modifications to the length of time GARs have access to RAP services</p> <p>Address gaps in RAP Service delivery</p>		<p>Improve policy and procedural linkages between RAP and the Settlement Program to ensure a seamless transition of GAR clients from resettlement to settlement services.</p> <p>Strengthen the transition from RAP to Settlement Program services with improved needs assessment.</p> <p>Seek opportunities and resources to develop and pilot RAP youth orientation services.</p> <p>Explore opportunities to address gaps in RAP services to seniors, another priority group.</p> <p>Present senior management with options.</p>	<p>IPMB/ Integration / Refugee Affairs</p> <p>Integration</p> <p>IPMB/ Refugee Affairs</p>	<p>Renewed RAP Terms and Conditions: October 2011</p> <p>Needs Assessment Guidance and Principles Framework Developed: April 2011</p> <p>March 2012</p>
<p>2. Addressing the issue of the adequacy of income and housing supports</p> <p>Address insufficiency of income support</p>	<p>CIC agrees with this recommendation as it acknowledges the importance of addressing the income and housing support needs of GARs.</p> <p>Income support is part of a continuum of services that GARs may access in Canada. Other services include those provided by the Settlement Program and social services available provincially.</p>	<p>CIC agrees to explore and present Senior Management with options related to:</p> <ul style="list-style-type: none"> ▪ Re-examining shelter/housing allowances; ▪ Reducing and/or removing the claw-back¹ for those who find employment in the first year in Canada. ▪ Providing a transportation allowance for GAR children and youth 	<p>Refugee Affairs / IPMB</p>	<p>Options to Senior Management: September 2012</p>

¹ Claw-back refers to where clients would repay income support if they have employment earnings above prescribed limits during their first year in Canada.

Recommendation	Response	Action	Accountability	Implementation date
Re-examine housing allowances	CIC works to ensure that income support is in line with provincial social assistance rates, and will work with provinces and municipalities to explore ways to meet GARs' housing needs.	With respect to income support, CIC will maintain the current benchmark of seeking to match income support to social assistance rates.		
3. Information sharing	CIC agrees with this recommendation, recognizing the important role that information sharing plays in the ability of service provider organizations to meet the needs of resettled refugees.	<p>A new process for transmitting health-related settlement needs information has been piloted in the three largest refugee processing missions. The process uses a form which is completed by the Designated Medical Practitioner (DMP). CIC will review the results of the pilot before deciding whether to implement the enhanced procedure globally.</p> <p>CIC will increase information sharing with SPOs on “best practices” by:</p> <ul style="list-style-type: none"> ▪ Consulting SPOs on how best to meet their need for more national level information sharing ▪ Maximizing the use of existing information sharing mechanisms such as the RAP WG, newsletter, and service delivery handbooks. ▪ Exploring opportunities to share information at the national level, for example through a second national RAP conference. <p>CIC is committed to develop an interactive website on best practices in settlement services. The site will facilitate information sharing across the settlement sector and create opportunities for organizations, governments and other stakeholders to leverage and learn about best practices in newcomer settlement services across Canada. SPOs delivering RAP services to GAR clients will also benefit from this online forum.</p>	<p>Health / Operational Management and Coordination / International</p> <p>IPMB</p> <p>Integration</p>	<p>Pilot implementation: complete</p> <p>Review to determine whether to implement in other mission to begin April 2011</p> <p>June 2012</p> <p>March 2012</p>

1. Background

1.1. Report Overview

This report highlights the key evaluation findings of two separate, but related, programs designed to assist Canada meet international obligations with respect to the selection, processing and resettlement of Government Assisted Refugees. In particular, this report highlights the key findings of the evaluation of the Government Assisted Refugee Program, and the Resettlement Assistance Program (RAP).

Information in this report is presented under the following headings:

- Executive Summary
- Background
- Key Findings: GAR Program
- Key Findings: RAP
- Alternative Delivery Models
- Conclusions
- Programming Considerations and Recommendations

1.2. Rationale and history of the programs

As a state party to the 1951 UN Convention on the Status of Refugees, Canada participates in efforts to address refugee situations worldwide. The Canadian Refugee and Humanitarian Resettlement Program operates for those seeking protection from outside Canada (Citizenship and Immigration Canada [CIC], 2007a). Working closely with international partners, including the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM), Canada selects refugees to ensure that they meet the *Immigration and Refugee Protection Act* (IRPA) requirements. Refugees are processed under the Convention Refugee Abroad Class or the Source Country Class when no other durable solution is available within a reasonable period of time.

In response to international concern over Canada's immigration system, Canada implemented IRPA in 2002. IRPA changed the focus of refugee selection, placing greater emphasis on the need for protection and less on the ability of a refugee to become established in Canada. Resettled refugees are also exempt from inadmissibility to Canada for financial reasons, or for excessive demand on health or social services (St. Christopher House, 2004).

Under IRPA regulations, refugees entering Canada must have sufficient resources to live independently, be privately sponsored, or receive assistance from the Government of Canada. The number of refugees to be brought to Canada annually under the Government-Assisted Refugee (GAR) Program is set by the Minister of Citizenship, Immigration and Multiculturalism.² To assist GARs with their integration into Canadian society, CIC initially provided financial

² Government-assisted refugees are individuals who qualify as Convention refugees under the *Immigration Act* or as members of a class designated pursuant to Section 6.3 of the *Act* and selected from abroad to resettle in Canada. These individuals are eligible for federal government assistance — short-term financial benefits and services — to help them settle in their new country.

support and immediate essential services through The Adjustment Assistance Program, which was later redesigned into the Resettlement Assistance Program (RAP) (CIC, 2010a).

The Adjustment Assistance Program was redesigned into RAP based on the 1994 Immigration Consultations. These consultations confirmed the continued importance of federal involvement (the “enduring federal role”) in resettling refugees selected from abroad and the importance of continued funding for immediate services to GARs (CIC, internal communication). RAP came into effect in 1998 and was gradually implemented through 1998 and 1999 (CIC, 2004a).

Implementation saw a change in the service delivery method, with a shift from direct provision of services by CIC to the use of third-party contractors who provided necessary programming (CIC, 2004a). RAP services are now delivered by Service Provider Organizations (SPOs) across Canada, although CIC still manages the income support element of the program.

IRPA’s impact has been far-reaching, influencing both the characteristics of refugees selected as well as their needs upon arrival in Canada. In response to the increased resettlement needs of GARs, CIC piloted the Life Skills Pilot Project in six Ontario communities in 2004. The pilot was intended to assist high need GARs with integration and resettlement through the provision of short-term, intensive life skills. Focused on basic daily living, instruction was provided in the refugee’s own language in their place of permanent residence. Based on recommendations of the 2005 Evaluation of the RAP Life Skills Pilot Project, Life Skills Support/Enhanced Orientation was incorporated nationally into existing RAP services in 2006 (CIC, 2007b).

In addition to the inclusion of Life Skills in RAP, CIC has worked to address the ever-changing needs of GARs through income support increases and supplements as well as through the introduction of case management. In 2006, a number of allowances were increased or introduced, including: the introduction of a monthly school allowance for children; and increases to the winter clothing, staple, household needs, newborn and maternity allowances (CIC, 2007b).

To help address disparities between income support and local rental rates, CIC also developed a rental supplement in 2006. The supplement can be added to GAR budgets to increase available funds to cover rental costs (CIC, 2010b). In 2007, allowances were further increased including the basic clothing, school and maternity allowance. More recently, CIC piloted the use of case management to provide assistance to high-needs GARs. The case management approach was supported and recommended for integration into RAP in the evaluation of the Client Support Services Program (Kappel Ramji Consulting Group, 2009). Finally, additional income support was provided in 2009, with RAP allowances increased to match social assistance rates in all provinces where RAP had fallen behind. These provinces included Prince Edward Island, Saskatchewan, New Brunswick, Manitoba, Ontario and Alberta (CIC, internal communication, September 1, 2006).

1.3. Project objectives

As a Grants and Contributions program, RAP must be evaluated every five years under Treasury Board Policy on Evaluation (Treasury Board of Canada Secretariat, 2009). RAP was last evaluated in 2004. The GAR program, although not a Grants and Contributions program, constitutes direct program spending, and has not been previously formally evaluated. The purpose of this evaluation is to assess the relevance and performance (effectiveness, efficiency and economy) of both the GAR Program and the RAP. In particular, this evaluation focuses upon the following:

1. Program relevance with respect to:
 - continued need;
 - alignment with government objectives and priorities; and,
 - consistency with respect to federal role and responsibilities.
2. Program performance in achieving:
 - effectiveness with respect to the intended outcomes of the programs, with a focus on their immediate and intermediate outcomes; and
 - efficiency and economy, comparing different design and delivery approaches of the GAR and RAP programs, as well as best practices in other jurisdictions, with a view to understanding the adequacy of these approaches and practices in meeting the needs of resettled refugees.

The evaluation issues examined for the GAR Program and RAP are defined in the Evaluation Framework, presented in Appendix A.

The evaluation approach utilized for this study included multiple lines of evidence with a combination of qualitative and quantitative methods. The data were collected and analyzed from primary and secondary data sources. Primary data sources included: key informant interviews; focus groups with GARs and SPOs; a survey of SPOs; a survey of GARs; inland case studies with SPOs; and international case studies with Canadian Visa Offices Abroad (CVOA)³. The secondary data sources for the evaluation included: a document review; a literature review; and statistical analysis of data found in the Computer Assisted Immigration Processing System (CAIPS), Field Operations Support System (FOSS), Immigration-Contributions Accountability Measurement System (iCAMS), and in the Longitudinal Immigration Database (IMDB). The reporting period for this evaluation is from 2005 to 2009. The current evaluation did not examine GARs destined to Quebec or any of the SPOs providing RAP in Quebec. A more detailed description of the evaluation methodology is available in Appendix B.

While the methods are described in detail in Appendix B, it is important to note two key limitations of this evaluation. One of the limitations included a self-selection bias in terms of GARs participation in the survey and focus groups. Although every attempt was made to ensure that all GARs had an opportunity to participate in the survey, it is unclear as to whether GARs who self-selected to participate would have any inherent bias as compared to GARs who did not participate. However, the population of GARs who were invited to participate in the survey were selected to be representative of the overall GAR population. It was noted that the profile of GARs that responded to the survey differed from the overall GAR profile in terms of several key characteristics. A larger share of survey respondents were: male; university educated; aged 25-44; and familiar with an official language. The degree of discrepancy ranged from a maximum of 12.7 percentage points (within the category of education, those who were university educated) to a minimum of 0.5 percentage points (within the category of source country, those from Iran).

Similarly, the evaluation team visited four (4) international CVOAs and the results of the processing model used in CVOAs is based on the results/findings associated with, in most cases, the one CVOA visited. This introduces parameters around the breadth of coverage of different processing models and impacts representativeness. Although this could be seen as a limitation to

³ Please refer to the Technical Appendix for details on the data collection instruments.

the evaluation, it should be noted that the CVOAs visited accounted for more than 80% of all GARs processed in 2009. In addition, CVOAs were selected in order to reflect the different types of refugees (source country vs convention refugees), processing models (individual and group processing, *Prima Facie* designation), refugee setting (camp versus non camp settings) and the different GAR populations across the world⁴. As a result, the selection of four CVOAs for international case studies does not impact the interpretation of the findings.

1.4. Program description

1.4.1. Government-Assisted Refugees (GAR) Program

The GAR program is one of two CIC resettlement programs, the other being the Privately Sponsored Refugees (PSR) Program. Between the years 2005 to 2009 Canada accepted between approximately 8,300 and 10,200 GARs and PSRs each year (excluding those accepted to Quebec). Of these, approximately two-thirds (63%) are government-assisted refugees (GARs) (Source: FOSS).

Government-assisted refugees are Convention Refugees Abroad and members of the Source Country Class⁵ whose initial resettlement in Canada is supported by the Government of Canada or Quebec. The GAR program includes the selection, screening and processing of applications for resettlement to ensure that they meet IRPA requirements, as well as matching of selected refugees to one of 23 Canadian designated communities. Canada relies on UNHCR referrals for the large majority of the GARs identified for resettlement to Canada. All GARs undergo a medical examination, and security and criminality checks, prior to admission.

Typical support to GARs under RAP can last up to one year from their arrival in Canada (CIC, 2010a, although income support may be extended for one additional year for GARs with special needs). In addition to the financial support they receive, GARs also receive resettlement assistance through RAP and Interim Federal Health Program (IFHP) coverage. GARs are also eligible to access settlement services offered by CIC to all newcomers to Canada (outside of the RAP program). IFHP provides temporary supplemental health care coverage for up to one year from the date of entry into Canada prior to GAR qualification for provincial/territorial health care coverage. IFHP also covers basic health care services (for example, the treatment and prevention of serious medical/dental conditions) until GARs meet provincial/territorial residency periods (up to three months) (CIC, 2011; Medavie Blue Cross, 2005). GARs may have also received a transportation loan under the Immigration Loans Program (ILP). Loans are approved to defray costs for immigration medical examinations abroad, travel documents, and transportation to Canada (CIC, 2011; CIC, internal communication).

GAR Profile

Data from an administrative database (FOSS) was used to create a profile of GARs arriving in Canada during the reference period of 2005 to 2009. GARs are processed as cases. A single case may include more than one GAR. For example a case could include the principal applicant, spouse and their children. In the reporting period, cases most commonly include a single person or two adults with children (Table 1-1). It should be emphasized that the data presented in this section excludes GARs destined for Quebec.

⁴ For further details, please refer to section 2.3 of the report and to Appendix B.

⁵ Refer to Appendix D: Background to Identification and Selection for definitions.

Table 1-1: Case composition for GARs by landing year, 2005-2009

	2005	2006	2007	2008	2009	Reporting Period
Single - Adult	39%	43%	41%	44%	46%	43%
Single - Minor	4%	3%	5%	4%	5%	4%
Single Adult with Children	12%	11%	10%	11%	9%	11%
Couple - Two adults	7%	8%	7%	8%	8%	8%
Two Adults with Children	28%	26%	28%	25%	24%	26%
More than Two Adults with Children	8%	7%	8%	6%	7%	7%
Other	2%	2%	2%	2%	2%	2%
	(n=1986)	(n=2094)	(n=2127)	(n=2127)	(n=2164)	(n=10498)

Source: FOSS

Examining the demographic characteristics of all GARs during the reference period, at landing approximately one-half of the GARs are male and one-half are female (See Table 1-3). Just over half (57%) of GARs are adults when they arrive. Across all age groupings GARs are most commonly under the age of 14 or between the ages of 25 and 44 when they arrive. Age groupings at the time of resettlement have remained relatively consistent across 2005 to 2009, although in 2009 there was a slight increase in those 65 years or older (i.e. from 1% of all GARs in 2008 to 3% in 2009).

Compared to PSRs, adult GARs more often have no education at landing (18% vs. 9%). As shown in summary Table 1-3, few adult GARs (20%) arrive in Canada with post-secondary education; most (80%) have either no education (18%) or secondary school or less (63%). Among GAR adults with secondary education or less, many have 6 years or less (18%).

Minor GARs are similarly arriving with fewer years of schooling than their age would suggest. Among children 5 to 9 years of age, over one-half have never attended school (Table 1-2). When minors have attended school, they have commonly spent less time in school than children of their age who grew up in Canada. Thus, most (75%) youth between 10 and 14 years of age have only 1 to 6 years of schooling.

Table 1-2: Minor GARs years of schooling, landing years 2005-2009

	0 years	1 to 6 years	7 to 12 years	13 or more years
Minor - 5 to 9 years	59%	41%	--	--
Minor - 10 to 14 years	15%	75%	10%	--
Minor - 15 to 17 years	14%	36%	50%	--

Source: FOSS

The majority of adult (68%) and minor (78%) GARs entering Canada self-report having no knowledge of either of Canada's official languages

Examining country of birth at landing, GARs who landed between 2005 and 2009 most commonly come from Afghanistan (13%), Iraq (9%), Myanmar (Burma) (9%), Colombia (8%), Democratic Republic of Congo (6%), Democratic Republic of Sudan (6%), Iran (6%), Thailand (6%) and Somalia (6%). However, country of birth varies by year of entry and intended destination. Thus between 2005 and 2009, Colombians made up 19% of all GARs destined to Saskatoon although they constitute only 7% of GARs overall. By country of birth, from 2005 to 2009, the highest proportion of those from Afghanistan are destined to Lethbridge (23%) and Toronto (19%), while refugees from the Congo (16%) are more commonly destined to Winnipeg.

Table 1-3: Summary demographic profile for GARs landing from 2005 to 2009

	2005	2006	2007	2008	2009	Reporting period
Adults and Minors						
<i>Minors</i>	45%	43%	43%	42%	41%	43%
<i>Adults</i>	55%	57%	57%	58%	59%	57%
Gender						
<i>Male</i>	52%	53%	52%	48%	51%	51%
<i>Female</i>	48%	47%	48%	51%	49%	49%
Age						
<i>0 to 14</i>	38%	36%	36%	36%	34%	36%
<i>15 to 24</i>	23%	23%	24%	22%	23%	23%
<i>25 to 44</i>	31%	33%	30%	32%	30%	31%
<i>45 to 64</i>	8%	8%	9%	9%	10%	9%
<i>65+</i>	1%	1%	1%	1%	3%	1%
Years of Schooling - Adult						
<i>0 years</i>	16%	16%	20%	16%	20%	18%
<i>1 to 6 years</i>	17%	19%	18%	18%	18%	18%
<i>7 to 12 years</i>	41%	46%	47%	45%	43%	45%
<i>13 or more years</i>	26%	19%	15%	21%	19%	20%
Official Language - Adults						
<i>English</i>	26%	24%	18%	23%	27%	23%
<i>French</i>	3%	4%	6%	6%	5%	5%
<i>Bilingual</i>	9%	2%	2%	2%	3%	3%
<i>None</i>	63%	71%	74%	68%	66%	68%
Official Language - Minors						
<i>English</i>	12%	10%	8%	9%	10%	17%
<i>French</i>	3%	3%	4%	4%	2%	3%
<i>Bilingual</i>	9%	0%	0%	1%	1%	2%
<i>None</i>	77%	87%	89%	86%	87%	78%
Country of Birth						
<i>Afghanistan</i>	26%	15%	12%	7%	4%	13%
<i>Iraq</i>	2%	2%	3%	16%	21%	9%
<i>Myanmar (Burma)</i>	1%	8%	15%	9%	10%	9%
<i>Colombia</i>	8%	11%	7%	11%	4%	8%
<i>Congo</i>	3%	5%	7%	7%	9%	6%
<i>Sudan</i>	13%	8%	4%	4%	1%	6%
<i>Iran</i>	4%	8%	7%	7%	5%	6%
<i>Thailand</i>	0%	6%	13%	4%	6%	6%
<i>Somalia</i>	5%	4%	6%	7%	6%	6%
<i>Ethiopia</i>	4%	5%	4%	5%	3%	4%
<i>Other</i>	34%	28%	25%	23%	31%	27%

Source: FOSS
(n=27,838)

1.4.2. Resettlement Assistance Program (RAP)

The RAP provides immediate and essential services and income support to recently arrived eligible refugees (primarily GARs). Excluding income support, services are generally received within the first 4 to 6 weeks of GARs' arrival in Canada. Income support is provided for up to one year or until the GAR becomes self-sufficient, whichever comes first. In exceptional cases for high-needs GARs, income support may be extended for up to 24 months (CIC, 2010b). CIC administers the income support portion of RAP.

For the 2009/2010 fiscal year the RAP budget was \$48.45 million (Treasury Board of Canada Secretariat, 2010). The majority (approximately 75%) of Resettlement Assistance Program funds go directly to GARs in the form of income support payments, with the remaining one-quarter used to cover costs associated with RAP services which include (CIC, 2005):

- reception services;
- temporary accommodation and assistance with permanent accommodations;
- assessments;
- orientation on financial and non-financial information and life skills training; and
- links to mandatory federal and provincial programs as well as to other settlement programs.

To facilitate the implementation of Life Skills Support the RAP funding formula was increased from a maximum of 18 hours to 30 funded hours of service per client. Discussion of these programs can be found in Section 4.5 of this report.

Service Provider Organization (SPO) profile

RAP is delivered in 23 communities located across Canada in BC, the Prairies, Ontario and the Atlantic region. Based on a survey of RAP Service Providers (n=20), it was determined that SPOs commonly have 15 full-time staff working on RAP, with four staff working exclusively on the program. Staff not working exclusively on RAP split their time between RAP and the delivery of non-RAP services provided through the SPO, including enabling services (child minding, transportation, interpretation and translation), language training, employment, recreational, health, and child and family services. Approximately two-thirds (68%) of SPOs have staff who provide both RAP and non-RAP services to GARs. The majority (75%) of SPOs also use volunteers to assist in the provision of RAP services.

All SPOs surveyed provide client needs assessment and the majority provide all other required services on site, with the exception of Port of Entry (POE) services, which are usually handled by another external agency⁶:

- Client needs assessment (100%);
- Life Skills training (95%);
- Access and link to mandatory and essential services (95%);
- Temporary accommodation (90%);
- Non-financial orientation (90%);
- Housing search to find permanent accommodation (90%); and
- Reception (84%).

In addition to the services listed above, a wide range of settlement and other services are also available to GARs through the current RAP SPOs. These services include child-minding; transportation; interpretation and translation; language training; employment services and related

⁶ POE is provided by 3 SPOs which are located in Vancouver, Calgary and Toronto. The Calgary POE also provides other RAP services. During the period of the evaluation, RAP services were delivered by 26 SPOs, of which 20 responded to the SPO survey.

services; and recreational, health care, and child and family services. Despite the wide range of available services, less than one-half of the service provider organizations (47%) providing RAP are currently co-located⁷ with other settlement services. Most (73%) SPOs currently refer GARs to other services provided by external agencies not co-located with them.

A number of trends are apparent in SPO provision of RAP services to GARs in the current (2005-2009) reporting period. iCAMS analysis showed that for temporary accommodation more single GARs are now being served, with an overall decrease in the length of stay in temporary accommodation (number of days) among married GARs (Source: iCams). In line with vacancy rates across the country, the Prairie region has seen the longest stays in temporary accommodation followed by Ontario in 2009.

Despite a decline in the number of GARs served in three orientation areas (Basic and Financial Orientation, and Information about Income Support), the total number of hours provided to GARs for all the orientation services, excluding orientation to federal and provincial programs, has increased since 2005. Assessment and referral has seen the greatest increase in service hours.

Similarly, assistance finding permanent accommodation has also shown an increase in the number of service hours between 2005 and 2009. Numbers of hours of service provided in order to obtain permanent accommodation have increased by 74% for all single GARs and 4% for married GARs. The 52% increase in the number of single GARs receiving services from SPOs has further compounded the issue. The Atlantic and Prairie regions have both shown the greatest increase in service hours to find permanent accommodation.

Table 1-4: Evolution of SPO orientation service and temporary accommodation stay, 2005-2009: Change in the number of hours and GARs served

	Hours			GARs served		
	2005	2009	Change	2005	2009	Change
Orientation Services						
Basic Orientation	20,777	22,026	+6%	4,401	4,332	-2%
Financial Orientation	12,750	13,364	+5%	4,310	4,270	-1%
Client Aware Federal/Provincial Program	18,097	17,093	-6%	4,365	4,424	+1%
Info About Income Support	12,192	13,601	+12%	4,290	4,234	-1%
Assessment and Referrals	9,398	12,768	+36%	4,182	4,262	+2%
Permanent Accommodation						
Single	3,605	6,272	+74%	681	1,043	+52%
Married	8,893	9,205	+4%	1,541	1,454	-6%

Source: iCAMS

Profile of GARs Receiving RAP Services from SPOs

From 2005 to 2009, SPOs provided services to 25,026 GARs or 89.5% of all GARs landing in Canada. The characteristics of GARs receiving services from SPOs generally align with the characteristics of GARs entering Canada. There may be small discrepancies in the profiles (percentage distributions) of GARs landing and GARs receiving services; however, overall the profiles are similar. Appendix F compares the profiles for GARs landing (FOSS data) and GARs receiving RAP services (iCAMS data).

During the reporting period, 51% of GARs receiving services were male and 49% were female.

⁷ Provided within the same organization.

With respect to marital status, the number of singles increased between 2007 and 2009, compared to the number of married GARs, which decreased between 2005 and 2009. From 2005 to 2009 the number and proportion of minors served has declined, (See Table 1-5). The change in the portion of minors can be attributed to a decrease in the number of children under the age of 11 being served. The largest proportion of adults served from 2005 to 2009, were between the ages of 18 and 35 years of age.

As highlighted in Table 1-5, few GARs over the age of 18 arrive in Canada with official language ability. From 2005 to 2009 there has been a 3% increase in the proportion of GARs with no official language capability being served by SPOs. As highlighted in Table 1-5, there has also been a marked decrease in the proportion of GARs who report being bilingual (from 9% of GARs in 2005 to 3% in 2009).

GARs seeking SPO services also have limited education. During the reporting period, only 47% of all adult GARs served had completed 10 to 14 years or more of schooling. The majority (52%) had 5 to 9 years (26%), 1 to 4 years (8%) or no formal schooling (18%).

Table 1-5: Summary demographic profile for GARs clients served from 2005 to 2009

	2005	2006	2007	2008	2009	Reporting period
Adults vs. Minors						
<i>Minors</i>	45%	41%	42%	42%	40%	42%
<i>Adults</i>	56%	59%	58%	58%	60%	58%
Age - Minors						
<i>Children (0 to 11)</i>	66%	67%	68%	67%	63%	66%
<i>Youth (12 to 17)</i>	34%	33%	32%	33%	37%	34%
Age - Adults						
<i>18 to 25</i>	32%	33%	33%	30%	30%	32%
<i>26 to 35</i>	32%	33%	31%	31%	29%	32%
<i>36 to 45</i>	23%	21%	19%	23%	21%	21%
<i>46 to 55</i>	9%	9%	10%	9%	12%	10%
<i>56 to 65</i>	2%	3%	4%	4%	4%	3%
<i>65+</i>	1%	1%	2%	2%	4%	2%
Official Language - Adults						
<i>English</i>	25%	23%	18%	23%	26%	23%
<i>French</i>	3%	4%	5%	6%	5%	5%
<i>Bilingual</i>	9%	2%	2%	2%	3%	4%
<i>None</i>	63%	72%	75%	68%	66%	69%
Years of Schooling- Adults						
<i>0</i>	16%	17%	19%	16%	20%	18%
<i>1 to 4</i>	8%	9%	9%	8%	8%	8%
<i>5 to 9</i>	23%	27%	30%	25%	27%	26%
<i>10 to 14</i>	37%	36%	35%	37%	33%	35%
<i>15 to 19</i>	15%	11%	7%	13%	11%	11%
<i>20 to 29</i>	2%	1%	1%	1%	1%	1%

Source: iCAMS

2. Key findings: GAR program

2.1. Relevance

Summary of findings - Relevance

- The Government Assisted Refugee (GAR) program is positively viewed by stakeholders, both within CIC and externally (UNHCR, IOM, other Government of Canada departments), as a key program that demonstrates Canada's support for the protection of refugees.
- Canada has been utilizing the GAR program for situations in which voluntary repatriation and local integration are not viable options.
- The GAR program also aligns well with the Government of Canada's commitment to the 1951 UN Convention on Refugees, and the 2002 Agenda for Protection, as well as departmental objectives.
- The GAR program is closely aligned with Government of Canada objectives, and should remain a federal responsibility given that the issue of refugees cuts across several sectors under federal jurisdiction including international development, humanitarian policy, peace building, diplomacy and immigration.

2.1.1. Continued need for Government-Assisted Refugee (GAR) Program

As a signatory to the United Nations 1951 *Convention Relating to the Status of Refugees*, and in recognition of the 2002 United Nations High Commissioner for Refugees (UNHCR) Agenda for Protection, Canada agreed to the importance of protection of refugees.

Through the course of the evaluation, a common theme that emerged was that the GAR program demonstrated Canada's commitment to refugees and supports the underlying principles enshrined in the 1951 Convention and the 2002 Agenda. Key informants, including individuals associated with the Government of Canada (CIC, DFAIT, CIDA) as well as external stakeholders (UNHCR, IOM), universally believed that there is a continued need to provide protection to refugees, and that the GAR program was an important tool to demonstrate Canada's commitment.

It should be further noted that key informants also believe that the problem of displaced persons/refugees is a growing one. Data from the UNHCR supports this opinion. For example, the UNHCR estimates global resettlement needs at about 805,500, with only 80,000 spaces available for resettlement in 2010. UNHCR estimates that 2010 resettlement placements represent only 46% of identical resettlement needs for 2011. In addition, the UNHCR foresees a continued increase (+10% in 2011) in the number of refugees requiring resettlement in the future (United Nations High Commissioner for Refugees, 2010a). Not only is the number of refugees increasing, but the situations in which refugees find themselves are more protracted. As of 2006, the UNHCR key informants estimate that up to 60% of refugees are in protracted situations, in that they have been in a refugee situation for an extended length of time (Betts et al., 2006a).

In two of the international case studies selected for the evaluation (i.e., processing of refugees in Thailand associated with the Singapore CVOA, and the processing of Somali refugees from Kenya – Nairobi CVOA), it was noted that Canada was processing refugees who had been registered with the UNHCR since the early 1990s, suggesting that Canada was indeed processing refugees who had been in protracted situations.

Resettlement is only one of the three options available to address refugee situations. The UNHCR defines a durable situation as:

A solution that allows refugees to “rebuild their lives in dignity and peace. There are three solutions open to refugees: voluntary repatriation; local integration; or resettlement to a third country in situations where it is impossible for a person to go back home or remain in the host country.” (UNHCR, 2011)

As part of the international case studies, key informants were asked why resettlement was seen as an important solution relative to repatriation or local integration. Analysis of the information provided by stakeholders suggests that for many of the refugee populations for which Canada utilizes the GAR program, repatriation and/or local integration are not viable options.

Repatriation

In general, repatriation was not seen as a viable option for the regions visited. For example, refugee situations for the Karen population in Thailand, the Iraqi population in Syria, and the Somali population in Kenya remain protracted in that local conditions in home countries do not currently provide these populations with the protection or security required for repatriation. The lack of stability in the refugees’ home countries and the limited likelihood that the situations would improve suggests that, for many of the refugee populations, repatriation would not be a viable option. This is not to say that repatriation cannot occur. As the UNHCR noted, with political changes taking place in Sudan⁸, individuals leaving Sudan were no longer considered to be refugees and large-scale repatriation was occurring in the southern regions of Sudan (UNHCR, 2009). The UNHCR also noted relatively limited voluntary repatriation among Iraqis living in Syria⁹ (UNHCR, 2010b).

Local integration

Local integration refers to instances in which host countries accept refugees and develop solutions to integrate such individuals to become nationals or have designated rights within the host country. During the course of the evaluation, stakeholders identified several challenges associated with the use/promotion of local integration as a durable solution for both refugees and host countries. These challenges can be summarized as follows:

- **Economic capacity** – In most instances, the host country lacks the economic capacity to support the integration of large numbers of displaced persons. Countries visited as part of the international case studies (Thailand, Syria, Kenya, Ecuador) all were reported to have over-subscribed health, social and/or educational infrastructure, and also suffered from high unemployment that would be further exacerbated if refugees were allowed to enter the job market;
- **Socio-political considerations** – Key informants also noted that the large-scale integration of refugee populations could de-stabilize the host country. For example, it was noted that local integration of the large number of predominantly Muslim refugees in Northern Kenya could lead to political unrest with a predominantly Christian South. Similarly, key informants noted that Syria was seen to be unwilling to integrate large numbers of Iraqi refugees (including Christians and Shia Muslims) in a predominantly Sunni Muslim country.

⁸ This reflects the recent decision to allow for a vote in southern Sudan that will enable Southern Sudan to cede from the country of Sudan. In the past, there were significant refugee movements from Southern Sudan due to fighting between southern region (Christians) seeking independence from the Muslim northern part of Sudan.

⁹ The UNHCR reported that it assisted 646 individuals to return to Iraq from Syria in 2009, out of a total 152,000 Iraqi refugees registered within the UNHCR in Syria.

The UNHCR reports that local integration is not an option as national laws in many countries do not permit refugees to be naturalized (United Nations High Commissioner for Refugees, 2009).

- **Resettlement** – While it is acknowledged that only a small proportion of refugees can be resettled, resettlement was seen as an important activity by key informants interviewed as part of the evaluation. In particular, key informants (CIC, UNHCR, IOM) cited several positive aspects of resettlement including:
 - A demonstration to host countries that Canada was willing to *share the responsibility* of addressing the needs of refugees. This willingness to accept refugees was often seen as an important gesture to help ensure that host countries would continue to accept refugees;
 - *Improving the conditions of individuals most at risk*, including single female head of households, and those with complex medical conditions. By resettling such individuals, it improves access to programs and services in the host country for refugees who are not resettled; and
 - *Encouraging other countries to follow Canada's example*. Stakeholders noted that Canada was the first country to resettle Rohingya refugees from Bangladesh. Following Canada's lead, other countries then also accepted Rohingya refugees as part of resettlement initiatives.

2.1.2. Alignment with federal government objectives and priorities (international commitments)

The GAR program is closely aligned with Government of Canada objectives with respect to refugees and displaced persons. For example, in the 2007 Speech from the Throne, the Government of Canada reaffirmed the need to maintain leadership on the world stage:

Rebuilding our capabilities and standing up for our sovereignty have sent a clear message to the world: Canada is back as a credible player on the international stage. Our Government believes that focus and action, rather than rhetoric and posturing, are restoring our influence in global affairs. Guided by our shared values of democracy, freedom, human rights and the rule of law, our Government will continue Canada's international leadership through concrete actions that bring results. (Government of Canada, 2007)

The GAR program is also consistent with CIC policy documents including the Annual Report to Parliament on Immigration, 2010, and aligns well with the objectives of the 2002 *Immigration and Refugee Protection Act* (IRPA) in that it assists the department to meet the following objectives, as detailed in IRPA, namely:

2(a) to recognize that the refugee program is in the first instance about saving lives and offering protection to the displaced and persecuted;

2(b) to fulfill Canada's international legal obligations with respect to refugees and affirm Canada's commitment to international efforts to provide assistance to those in need of resettlement.

It should be further noted that the GAR program is only one of several initiatives utilized by the Government of Canada to address protracted refugee situations. For example, in 2007, the Chair of the Interdepartmental Working Group on Protracted Refugee Situations noted CIC's role with respect to protracted refugee situations.

CIC facilitates and manages legal migration to Canada and is also responsible for Canada's domestic asylum system and related refugee protection issues, including resettlement. Canada has a long tradition of offering protection to refugees through asylum and resettlement and, with other states, has been exploring how resettlement can be used more strategically in the context of protracted refugee situations

(Chair of Interdepartmental Working Group on Protracted Refugee Situations, DFAIT, internal communication, 2007).

The Government of Canada website also details CIC's responsibilities with respect to the selection and processing of refugees:

CIC brings together a broad range of activities: the selection of immigrants and refugees and the issuance of temporary resident visas abroad; the facilitation and control of immigrants and foreign visitors in Canada; the settlement and integration of immigrants and refugees; and the processing of applications for Canadian citizenship and proof of citizenship (Info Source, 2009).

2.1.3. Consistency with respect to federal roles and responsibilities

Stakeholders interviewed as part of this evaluation noted that the GAR program should remain a federally-managed program, especially as the program was seen to be part of Canada's foreign policy, with linkages to other federal departments including DFAIT, CBSA and CIDA. It was noted that the issue of refugees cut across a number of sectors – including development, humanitarian policy, peace building, diplomacy and immigration – all of which are the purview of the federal government (Chair of Interdepartmental Working Group on Protracted Refugee Situations, DFAIT, internal communication, 2007). This is not to say that GAR does not have implications for the provinces, as the relocation of refugees to Canada will have impacts for provincial economic and/or social program delivery. However, with the exception of Quebec, which has specific targets for GAR clients, provincial governments are not actively involved in the selection or processing of GAR clients. In this context, there is a defined federal responsibility to manage Canada's refugee program given its relationship with issues associated with federal jurisdiction.

2.2. Identification and selection of GAR clients

Summary of Findings - Identification and Selection

- While UNHCR criteria for refugee determination is clear, the manner in which UNHCR selects those for resettlement among eligible refugees is not always transparent and varies by region. Notwithstanding the lack of "clarity" in UNHCR selection processes, GAR clients recommended for resettlement to Canada have high acceptance rates by CIC.
- Canada is positively viewed by UNHCR/IOM because of its willingness to accept urgent cases/medical cases.

With the exception of the Source Country referred program, CIC works closely with referral agencies (most commonly the UNHCR) to select individuals appropriate for resettlement to Canada. In general, the process includes CIC identifying the referral criteria for refugees to be considered for resettlement to Canada, and selection and approval of refugees referred to Canada by UNHCR/other organizations.

In some regions, Canada's acceptance of the UNHCR's *Prima Facie*¹⁰ designation means that CVOAs can concentrate on the review of GARs on the basis of admissibility (i.e. does the GAR pose a security or health risk) rather than on the basis of eligibility (is the GAR an eligible refugee under Convention definitions) for this reason, regions that operate where the *Prima Facie*

¹⁰ UNHCR defines *Prima Facie* that allows for refugee status on the basis of situations of mass influx that frequently involve groups of persons acknowledged as refugees on a group basis because of the readily apparent and objective reasons for flight and circumstances in the country of origin. Source: UNHCR Guidelines on International Protection, HCR/GIP03/03, February 10, 2003, p.7.

designation has been accepted tend to experience higher acceptance rates. Canada's acceptance (or lack of acceptance) of UNHCR refugee determination also significantly affects the ease/speed at which refugees can be processed.

The international case studies yielded several key observations with respect to the identification and selection of refugees for the GAR program. Among these are the following:

- In general, regional or local discussions between UNHCR and CVOA staff are used to help determine the general criteria for referrals that are made to Canada. While in some instances, Canada has clearly defined the parameters regarding number of persons to be referred with medical conditions (CIC, internal communication, July 2008)¹¹, most of the time CIC staff noted that no such formal agreements existed.
- UNHCR staff utilized different processes to select individuals for potential resettlement to Canada. In some regions, the UNHCR reported using a lottery system (first in, first out via the lottery); this was reported by UNHCR for the processing of refugees in Thailand and UNHCR Dadaab (Kenya). In other regions (i.e., Damascus), the UNHCR reported that it considered whether the Iraqi refugee had family, relatives or friends in Canada. In cases where the UNHCR had moved to a "lottery system", it was generally due to refugees questioning of the selection process and a greater desire for transparency in terms of how the selection process for resettlement functioned.
- A key observation found in the international case studies was the lack of information communicated back to CVOAs and/or UNHCR as to the appropriateness of referrals made to Canada. Both CIC and UNHCR staff felt that the identification and selection of GARs could be improved or modified if information was provided as to the extent to which GARs had successfully integrated in Canada. Although noted earlier that as a result of the introduction of IRPA, Canada does not screen on the ability of integration, UNHCR still noted that they could refer different types of refugees to different countries if they had a better understanding of the extent to which different types of refugees "integrated" in the various countries involved in refugee resettlement.
- In terms of selection of GARs to Canada, UNHCR representatives in Damascus and Nairobi noted that Canada was seen to have a very high acceptance rate (relative to other settlement countries), and Canada was also open to accepting individuals requiring urgent protection or those with high medical needs.

As noted previously, most refugees referred by the UNHCR to Canada for the purposes of the GAR program are accepted. Regions which benefited from acceptance of UNHCR *Prima Facie* designation (Damascus, Singapore) had slightly higher acceptance rates than did regions that did not necessarily accept UNHCR refugee *Prima Facie* designation (and, therefore, CIC staff had to establish eligibility), including Bogota and Nairobi.

¹¹ The CIC memo for Bhutanese refugees noted that no more than 15% to 20% of the total number of cases would be persons of special needs and that the initial contingent of refugees would include a minimum number who could speak English and be sign readers to help support the integration of future waves of Bhutanese refugees.

Table 2-1: GAR federal acceptance rates

CIC CVOA	CIC Approval rates GARs (2009)	GAR federal Visa issued (2009)	Accept UNHCR prima facie designation of refugees	Refugees processed under group processing directive from CIC
Bogota	87%	200	No	No
Nairobi	93%	1,251	No	No
Damascus	96%	1,096	Yes	No
Singapore	98%	1,382	Yes	Yes

Source: CIC CAIPS data

2.3. Screening and processing

Summary of Findings - Screening & Processing

- Having CVOA-based staff “on the ground” is seen by UNHCR/IOM as a best practice example to facilitate the efficient resettlement of refugees.
- Resource requirements for screening and processing vary on the basis of the “designation” of the refugees.
- There is a lack of consistent processing and quality control used across CIC offices.
- GAR processing efficiency is also affected by logistical constraints such as access to refugees (urban or camp-based refugees), security concerns, and communication challenges (email, internet access).

To aid in screening and processing of refugees, CVOAs work closely with the UNHCR and IOM. From the perspective of the international case studies, CVOAs have established effective lines of communication with these key agencies. In all international site visits, it was observed that “on the ground” refugee officers improve both communication with UNHCR/IOM and Canada’s understanding of the local screening and processing challenges. Additional benefits of having regionally-based CIC officers noted by international key informants include:

- Timely contact by UNHCR to arrange resettlement of urgent protection cases; and
- In-depth awareness of the key political/social issues facing refugees and/or host countries.

Stakeholders (UNHCR/IOM) who are uniquely positioned to compare Canada’s selection and processing of refugees to that of other resettlement countries noted several positive aspects of Canada’s process which they consider to be best practices. Among these include:

- Having “on the ground” Canadian staff with appropriate decision-making authority to approve and expedite urgent cases, high medical needs and other cases. Having CVOA staff located in host countries also supported close communication between the UNHCR, IOM and Canada.
- Canada generally has fewer restrictions as to the type of refugees that it will accept¹². Consequently, refugees referred by the UNHCR to Canada are generally accepted (acceptance rate above 90%).
- Canada continues to take high numbers of refugees (second only to the United States in 2009).

¹² It was noted by UNHCR that the United States had more restrictive security requirements for refugees and Australia did not generally accept refugees with complex medical conditions.

The information collected during the international case studies also highlighted the difficulties in screening and processing GAR clients on the basis of the refugee designation (i.e. acceptance or non-acceptance of *Prima Facie* designation) and CIC processing models. A discussion of the different processing models used in the CVOAs visited during this evaluation is detailed below.

Table 2-2: Overview of GAR processing models in selected regions

CIC CVOA	Model	Description	Advantages	Disadvantages
Bogota	<ul style="list-style-type: none"> Mainly Source Country 	<ul style="list-style-type: none"> Allows individuals in the country to apply for refugee status without leaving the country Individuals from Colombia are not referred to Canada by UNHCR 	<ul style="list-style-type: none"> Individuals should have access to documentation (birth certificate, passports, etc.) 	<ul style="list-style-type: none"> CIC staff have to make determinations on both eligibility and admissibility CIC staff feel that a portion of applications are inappropriate
Nairobi	<ul style="list-style-type: none"> Mainly Convention refugees Single Processing No <i>Prima Facie</i> designation Some Group Processing done in the past under a pilot project 	<ul style="list-style-type: none"> UNHCR identifies and refers refugees to Canada for consideration under the GAR program 	<ul style="list-style-type: none"> UNHCR does pre-screening, most are deemed to be eligible refugees 	<ul style="list-style-type: none"> CIC staff still need to verify eligibility and admissibility, although few are rejected and eligibility is generally granted Processing is done on a case by case basis Matching centre attempts to send refugees to communities where there are existing co-ethics
Damascus	<ul style="list-style-type: none"> Convention refugees Single Processing Accept <i>Prima Facie</i> designation 	<ul style="list-style-type: none"> UNHCR identifies and refers refugees to Canada for consideration under the GAR program 	<ul style="list-style-type: none"> Higher approval rates, faster processing time Acceptance of <i>Prima Facie</i> designation means CIC only reviews client for admissibility criteria, as they are deemed to be refugees 	<ul style="list-style-type: none"> Files are still reviewed on a case-by-case basis Processing is done on a case by case basis

CIC CVOA	Model	Description	Advantages	Disadvantages
Singapore	<ul style="list-style-type: none"> • Convention refugees • Mainly Group Processing • Accept <i>Prima Facie</i> designation 	<ul style="list-style-type: none"> • UNHCR identifies and refers refugees to Canada for consideration under the GAR program • Individuals/families are selected from the same ethnic/cultural group 	<ul style="list-style-type: none"> • Acceptance of <i>Prima Facie</i> designation means CIC only reviews clients for admissibility criteria, as they are deemed to be refugees • Ability to quickly process related families as “groups” to come to Canada • CIC can provide group/cultural profiles for the refugees processed • SPOs in Canada can better plan for arrivals of defined ethnic/cultural groups • Higher approval rates, more efficient processing 	<ul style="list-style-type: none"> • In some instances, arrivals of a large group of refugees in a small community may tax the resources of the SPO/community organizations

Source: International case studies

As highlighted in Table 2-3 there are considerable differences in terms of the refugee processing metrics for each CVOA. Overall, given the group processing model available in Singapore, it was able to process large numbers of GARs utilizing limited staff resources. The Damascus office was also able to process relatively large numbers of refugees per staff member due to the acceptance of *Prima Facie* designation for Iraqis in Syria, and close access to urban-based refugees (the majority of whom resided in Damascus). In contrast, the efficiency of refugee processing in the Bogota and Nairobi offices did not benefit from *Prima Facie* and/or group processing designations, and the Nairobi office had to also contend with difficult access to refugees residing primarily in camp-based locations. The large number of applications that do not meet the eligibility criteria and the absence of pre-screening, given that all applications must be assessed, has produced backlogs in Bogota that compromised the ability of the source country program to provide protection to refugees in a timely manner.

The efficiency of group processing can be demonstrated when examining the resource requirements of each office. CVOAs are typically organized such that there is a section dealing with refugee processing, and staff are typically involved with both GARs and Privately Sponsored Refugees (PSRs). As detailed below, CVOAs which benefit from the acceptance of the *Prima Facie* designation (Singapore, Damascus) have more “efficient” processing metrics. It should, however, be noted that other factors affect processing – such as access to refugees (Damascus – urban refugees, no access issues; Nairobi – camp-based refugees, considerable access challenges).

Table 2-3: Key refugee processing metrics - selected CVOAs 2009 (January-December)

Office	Bogota	Singapore	Damascus	Nairobi
Refugee selection process	Mainly source country	UNHCR Referred	UNHCR Referred	UNHCR Referred
Acceptance of <i>Prima Facie</i> designation	No	Yes	Yes	No
Camp Based	No	Yes	No	Yes
Group Processing	No	Yes	No	No
Approximate Number of Refugee Staff (CBO & LES)*	3.0	1.5	4.1	4.3
Refugee Visas Issued (Persons) Federal and Quebec	1,128	1,933	3,866	2,617
GAR Visas Issued (Persons) Federal and Quebec	853	1,818	1,399	1,445
GAR approval rate Federal and Quebec	37%	98%	97%	90%
Processing time (70% of cases processed within x-months) Federal and Quebec	32 months	15 months**	8 months	25 months
Number of refugees processed/staff member (refugee visas/staff member), (GARs and PSR's)	376	1,289	943	616

Note: Refugees include GARs, PSR and refugee dependants

*Approximate FTE staffing levels, exclude use of Temporary Duty staff and other LES staff that would support refugee processing CBO- Canadian Based Officers, LES - Locally Engaged Staff

**Note that CIC Singapore often delayed processing of GARs to accommodate UNHCR/IOM and/or SPO capacity to process large numbers of refugees and weather

Other issues associated with GAR screening and processing are identified below.

Inconsistent quality control/processing approaches: The international case studies provided insight into the processes used within each CVOA to monitor GAR processing. While all CVOAs will enter data into CAIPS, several CVOAs (e.g., Singapore, Damascus) had developed Excel-based systems to better manage the administration and processing of GAR files. The development of Excel systems was often the result of CIC staff wishing to have access to better/more timely information than could be accessed through CAIPS. These systems also served to verify that the information in CAIPS was consistent with information maintained in these parallel Excel databases. The existence of such “parallel” systems suggests that CAIPS is not seen as a viable management information tool and is also seen as cumbersome with respect to generating statistics for use by CVOA staff/management. The international case studies also underscored the different quality control processes used in the various offices. Key informants noted that the level of training varied by office and there was only limited opportunity to provide training/orientation to new staff given little or no overlap of CBO staff during rotations.

Limited ability to integrate UNHCR information into Canadian systems: At the time of the international site visits, the evaluation team observed CVOA staff re-entering data from UNHCR Refugee Referral Forms (RRF) into CAIPS. Given the extensive information documented in the RRF, it would be advantageous for CIC to have some ability to electronically retrieve information from the RRF to populate CAIPS and/or other databases. The United States was reported to be developing the required systems to facilitate the download of selected data from the UNHCR system (PROGRESS) into their internal (US) systems.

Medical information: In most instances, the medical history of the refugee is limited to the information contained in Resettlement Needs Assessment Form (IMM5544-B). Information collected as part of the pre-departure medicals, such as blood tests and/or X-rays, do not typically accompany the GAR when travelling to Canada. In contrast, it was noted that other countries (e.g., the United States) provide refugees with more medical information that is provided to the refugee upon departure. Canadian CIC staff interviewed cited concerns with respect to confidentiality, potential loss of documents, and the difficulty of having the form provided to refugees as reasons why medical information was not generally shared with refugees. However, it could be possible to share medical information through the provision of copies, or providing a sealed envelope containing the medical record. Moving to electronic medical records (EMR) could further support enhanced information sharing of medical data.

Limited technology capabilities: It was noted that Canada did not have an effective platform to link field staff with central data systems (CAIPS). For example, when conducting refugee interviews, CBO's did not have the ability to access CAIPS remotely, to either retrieve information and/or to populate the database. This necessitated that the data be re-entered when the CBO's returned to the CVOA. CBO staff noted that the "mobile CAIPS" system was not practical nor used in the field.

Transportation/medical loans: A further issue identified in the international case studies was the Canadian practice of having refugees reimburse the Government of Canada for the cost of the pre-departure medical and cost associated with transportation to Canada. Given the financial challenges faced by GARs in Canada (see section 4.6), such loans represent an additional hardship for most refugees. It was noted by IOM officials that among resettlement countries, only Canada and the US recover funds from refugees, and, for the US, it is for travel costs only. IOM staff noted challenges with the administration of the Canadian system, which required direct actual costs (not estimates as per the US model) and utilizes a paper-based system (loans are manually completed), rather than an electronic or online system.

2.4. Pre-departure information

Summary of Findings - Pre-Departure Information

- Considerable delays in refugee processing often result in changes in family composition prior to departure; CIC/IOM report the number of undocumented family members increases as the length of time between approval and processing increases. Undocumented family members typically result in GARs not resettled in Canada until family composition is resolved.
- There is some scope to enhance "two-way" communication between CIC CVOA staff, Canada-based Service Provider Organizations and other stakeholders (IOM, UNHCR).
- The Canadian Orientation Abroad (COA) program is seen as an effective tool for preparing GARs for their arrival in Canada.

2.4.1. Pre-departure administration issues - GAR disclosure

In general, CIC and IOM staff noted that a common problem was changes in family composition from the time of the initial interview with CIC staff and the time that the refugees present themselves for their pre-departure medical and/or departure for Canada. While not seen as an issue of fraud, it was noted that many refugees would arrive at their pre-departure medical and/or departure with undocumented family members (these family members could include newborns but also other non-documented family members). In these situations, the family would typically not travel to Canada and resources would be required to document and/or process these

undocumented family members. Given the length of time between the initial CIC interview and actual issue of a visa (in some offices, there can be up to a two-to-three-year delay between the initial interview and the completion of pre-departure medicals), it could be expected that refugee families will gain additional members through new marriages and/or new births. It was noted that information provided to refugees at the time of the application/determination could be improved to clarify the necessity of reporting all family members and/or to provide other information as to the processes associated with their resettlement to Canada.

2.4.2. Pre-departure communication - IOM/other stakeholders

A common theme that emerged through the international case studies was the limited “information sharing” between the key stakeholders associated with the processing of GARS, namely CVOA-based CIC staff, regional UNHCR and IOM staff, and Service Provider Organizations based in Canada. For example, CIC staff noted that they received very little feedback from CIC NHQ as to the appropriateness of referrals and/or other challenges faced by GARs in Canada. Similarly, IOM staff noted that they would prefer to have more advance information as to likely GAR movements to Canada (to help secure cost-efficient transportation, as well as to arrange medicals, as required), and Canadian SPOs also requested that they receive additional information as to likely GAR movements and specific needs of the GARs destined to Canada.

2.4.3. Canadian Orientation Abroad services

In general, service providers agreed that the Canadian Orientation Abroad (COA)¹³ pre-departure information sessions adequately prepared GARs for their arrival in Canada. In focus groups conducted with SPOs, it was noted that the COA:

- Provided accurate information to counteract inaccurate information received from other refugees; and
- Helped create the correct mindset for GARs by preparing GARs for what they need to learn to live in Canada. For example, in contrast to camp-based situations where necessities are provided, GARs are provided with the knowledge that they will be required to assume responsibility to secure housing, food and other services.

It should be noted that some SPOs felt that the COA was “too generic” and should be tailored for the specific region of Canada for which the GAR was destined. While this would seem to be a plausible modification, it assumes that GARs are travelling at the same time to the same province or region. In reality, COA sessions are established based on demand and, in most cases, the GARs attending the sessions are travelling to multiple regions in Canada. This is not to say, however, that if opportunities are available (e.g., a group of GARs all travelling to the same region), that the COA should not be modified to incorporate “region-specific” modules.

¹³ CIC will be conducting an evaluation of Overseas Orientation (which includes COA) in the Fiscal year 2011-2012.

3. Key findings: RAP

3.1. Relevance

Summary of Findings - RAP Relevance

- Based on UNHCR criteria, use of resettlement as a durable solution for GARs requires that government fully support GARs. The Resettlement Assistance Program (RAP) is the mechanism through which the Government of Canada provides such support to this refugee group.
- Challenges facing refugees arriving in Canada after the introduction of IRPA have become more pronounced, indicating that the need for RAP has increased in the past 10 years.
- RAP helps address two of the three UNHCR criteria to ensure resettlement is a durable solution (economic self-sufficiency and development of social-cultural connections).

3.1.1. Continued need for RAP

In general, stakeholders interviewed as part of the evaluation strongly support the maintenance, if not expansion, of the Resettlement Assistance Program (RAP). In particular, stakeholders noted that, based on UNHCR criteria, use of resettlement as a durable solution for GARs required: permanent status, support to become economically self-sufficient, and supports to help establish social-cultural connections. RAP is consistent with UNHCR guidelines that note the importance of such services:

In the early resettlement period, resettled refugees will need to access a range of resources such as housing, employment, income support payments and health care, as well as to learn about the culture, conventions and routines of the receiving society. They are required to accomplish these tasks in an unfamiliar environment, often with limited fluency in the language of the receiving country.

Providing support at this time can help to reduce anxiety and assist resettled refugees to gain a sense of control and independence. Importantly, support providers can help to ensure that resettled refugees have equitable access to the resources they will require for their resettlement (UNHCR, 2002).

Based on UNHCR criteria, the services provided to GARs under RAP appear to be consistent with the supports deemed necessary by CIC. As detailed below, the RAP program aligns well with the resettlement services deemed important by the UNHCR.

UNHCR identified resettlement services	RAP services
Housing	<ul style="list-style-type: none"> • housing upon arrival (temporary accommodation) • help finding permanent accommodation • housing supplements provided
Employment	<ul style="list-style-type: none"> • GARs provided with limited employment counselling
Income support	<ul style="list-style-type: none"> • CIC provides income support for one year set at provincial social assistance rates • CIC also provides other allowances for one time purchases
Health care	<ul style="list-style-type: none"> • health care provided under IFHP pending access to provincial/territorial health care plans
Social orientation	<ul style="list-style-type: none"> • orientation services provided in the first 4 to 6 weeks under RAP

A key finding of the research suggests that, if anything, the challenges facing refugees arriving in Canada after the introduction of IRPA have become more pronounced, indicating that the need for appropriate settlement-related supports has, in fact, likely increased, and not decreased, in the

past ten years. As highlighted in Table 3-1, the profile of GARs arriving in Canada is considerably different from the profile of GARs who arrived prior to the introduction of IRPA. As detailed in the table, there has been a marked increase in the proportion of GARs who would be expected to have integration challenges due to lack of knowledge of an official language, limited education and age.

Table 3-1: Percentage change in the proportion of GARs resettled in Canada with barriers to integration

Barrier to Integration	Proportion in 2000	Proportion in 2009	Change
No official language skills	66%	75%	+9%
No formal education (all GARs)	25%	32%	+7%
No formal education (adults only)	7%	20%	+13%
65 years or older	1%	3%	+2%
Have more than one barrier*	20%	30%	+10%
Cases of single parents families	8%	9%	+1%

*Source: FOSS Data, *Barriers identified to derive this variable were: having no formal education, no official language skills and being 65 years of age or more at landing.*

3.1.2. Alignment with government objectives and priorities

As noted previously, with the introduction of IRPA, Canada adopted a position that the need for protection should be the main criteria for selecting refugees for resettlement. In this context, Canada has witnessed a considerable shift in the type of refugees arriving in Canada, as there has been a marked increase in the proportion of clients with barriers (see Table 3-1). In this context, it can be expected that the services required by refugees are now even greater than was the case prior to 2002.

The Resettlement Assistance Program is a key program available to the Department to assist and promote the integration of Government Assisted Refugees in Canada, and aligns with departmental strategic outcomes and priorities. As noted on the CIC website, the Government of Canada is committed to fully supporting Government Assisted Refugees as noted below:

Government-assisted refugees are Convention Refugees Abroad and members of the Source Country Class whose initial resettlement in Canada is entirely supported by the Government of Canada or Quebec. This support is delivered by CIC-supported non-governmental agencies.

Support can last up to one year from the date of arrival in Canada, or until the refugee is able to support himself or herself, whichever happens first. It may include:

- accommodation;
- clothing;
- food;
- help in finding employment and becoming self-supporting; and
- other resettlement assistance. (CIC, 2010e)

3.1.3. Consistency with respect to federal role and responsibilities

Currently the Federal Government plays an important role as the funder of the RAP program, and utilizes third-party service providers (Service Provider Organizations) to actually deliver the programs and services. In addition to providing funding to SPOs, the Federal Government also manages the payment of income support to GARs.

In general, key informants (CIC and SPOS) were supportive of the current RAP service delivery structure in which third party service providers provide the actual programs/services to GAR clients, with funding and oversight provided by CIC. Key informants cited several advantages of this model, including:

- SPOs have developed the necessary skills to work with GARs, and due to SPOs often having other contacts with provincial/other organizations, they are able to provide a wide range of services that would not typically be available if the service was provided solely through CIC RAP funding (e.g., RAP leverages other SPO supports/infrastructure);
- SPOs have a good understanding of the local community, as they are seen to be closely linked with community services; and
- CIC stakeholders also felt that SPOs could deliver the RAP programs/courses more efficiently than would be the case if CIC delivered the program internally (CIC, 2009).

It should also be noted the delivery of RAP is consistent with the use of SPOs for other CIC programs (including language programs and settlement programs). Nevertheless, key informants did provide insight into possible other federal roles with respect to the RAP program delivery. These suggestions included:

- Improving the monitoring of program outcomes;
- Establishing mechanisms to support information sharing and innovation among stakeholders; and
- Reviewing programs with a process to periodically update the program on a regular basis (e.g., funding levels, service gaps, other).

3.2. Pre-arrival information

Summary of Findings - Pre-Arrival Information

- SPOs are adequately notified of GAR arrival dates and times.
- Pre-arrival information on GARs lacks detail and quality.
- Errors and omissions in pre-arrival information compromise SPOs ability to meet the immediate and essential needs of all GARs.

During the key informant interviews, SPOs reported that Matching Centre and CIC adequately informed them of the dates and times that GARs would be arriving. Any oversights or errors, with respect to arrival times or dates, were viewed as outside the control of either CIC or Matching Centre. Overall, the majority of SPOs surveyed are satisfied that NATS (Notification of Arrival Transmission System) are timely (very 68%; somewhat 26%) and contain the necessary information to enable them to meet GAR's immediate needs (very 63%; somewhat 32%).

Despite satisfaction with information provided on arrival times, SPOs expressed concerns over the quality of the GAR information obtained prior to their arrival. During site visits, key informant interviews, and focus groups, SPOs reported that the information provided in advance of GAR arrivals is incomplete and does not enable them to adequately prepare to meet the immediate and essential needs of all GARs. In particular, medical and family information were at issue:

- Medical information was lacking, making it difficult to address any immediate or long-term medical needs (e.g., urgent medical conditions, refilling prescriptions); and
- Family composition was not always clearly indicated, sometimes forcing last minute changes to arrangements for temporary accommodations.

Local CIC officers agreed with SPOs that the lack of medical information created challenges in meeting the immediate needs of GARs. In addition to a lack of information, information quality was also a concern. SPOs noted during key informant interviews and focus groups that inaccuracies in GAR documentation prepared abroad (e.g., misspelling of names, different spelling of name on different documents, incorrect birthdays, incorrect birth years) created problems with accessing services in Canada and were challenging and time consuming to correct.

3.3. Quality of matching

Summary of Findings - Quality of Matching

- The evaluation reported mixed findings regarding the quality of the matching.
- Although SPOs and CIC reported appropriate matching, approximately one-fifth of GARs surveyed reported moving away from the community to which they have been matched.
 - Secondary migrants are most commonly seeking employment, family reunification, ethnic community or access to health or education services.
- The longer a GAR has lived in Canada the more likely they are to have moved from their matching city.

During the interviews, it was generally reported by SPOs and CIC that GARs were appropriately matched to communities. Thus, GAR needs were said to be placed at the forefront of the matching process. The GARs surveyed confirmed the opinions of SPOs, with most being satisfied with the community with which they have been matched. In the GAR Survey, the majority (85%) of GARs reported being happy with the town or city to which they had been sent. It is also important to understand that the Matching Centre has GAR targets and must work to meet GAR targets in 23 different centres. The high level of GAR satisfaction does suggest that the Matching Centre has managed to balance both GAR needs and the requirements to distribute refugees across a number of communities in Canada.

Despite the reported satisfaction, there appears to be an opportunity for improved matching as 16% of GARs are not at all or only “somewhat or a little bit” happy with matching and secondary migration is occurring for one-fifth (18%) of the GARs. When they reported having moved away from their destined community, GARs did so, on average, 11 months after arriving in the new community (39% of those who moved relocated in the first 5 months). As shown in Table 3-2, the longer they had been living in Canada the more likely GARs were to have moved away from their city of intended destination. The movement reflected a need to seek employment and/or to reunite with family/friends or find a larger ethnic community.

Table 3-2: Proportion of GARs who moved since arrival for landing years 2005-2009

Year of Entry	2005	2006	2007	2008	2009	Reporting Period
GARs Surveyed (n=443)	33%	22%	14%	12%	9%	18%

Source: GAR Survey QAT

In key informant interviews, SPOs also noted that levels of secondary migration (within the first year) had decreased in recent years. In general, SPOs cited a number of reasons for GARs leaving their original community included:

- reunification with family and/or friends;
- perceived economic opportunities;
- perception of better programs and services;
- access to ethnic community; and
- weather.

While opinions were mixed about the effectiveness of the Matching Centre’s consultations with local communities to determine capacity levels during the key informant interviews, it was noted that this process had improved over the past few years. To facilitate the matching process, the Matching Centre conducted an SPO Capacity Survey to better understand the resources of SPOs across Canada. Additionally, SPOs reported that local CIC officers appeared better positioned to relay requests and concerns to the Matching Centre about local capacity. This improved communication was felt to have improved the quality of GAR matching to appropriate communities. Despite improvements in the matching process, key informants noted that issues with matching were more pronounced among those GARs with high medical needs, GARs that were not consulted in the matching process, and GARs that were not sent to communities where family or friends resided.

An examination of the characteristics of secondary migrants supports the findings from key informants. GARs with no ability in either of Canada’s official languages are significantly less likely than GARs with official language ability to move away from their destination community. Thus, 77% of those with no official language remained, compared to 66% of those with language ability. In addition, GARs matched to small or medium-sized communities were more likely to move than those who were located in a larger urban centre (small – 30% mobility, medium – 31%, large – 14%).

In line with survey results, analysis of IMDB data on interprovincial mobility of GARs showed that GARs were more likely to move out of their province of intended destination in the first years after arrival, as 11% moved by the end of the landing year, and 22% by their second full year in Canada. However, retention varied across the country (see Table 3-3), with the highest retention rate in Alberta (89%) in 2007, followed by Ontario and British Columbia (83%). The Atlantic provinces had the lowest retention rate (between 48% and 34% depending on the province), along with Saskatchewan (46%).

Table 3-3: Summary statistics of interprovincial mobility for GARs in 2006 (2000 to 2007 cohorts)

	Intended destination	Out-migration	In-migration	Net change	Net change (%)	Turnover rate	Retention rate
Newfoundland	485	290	20	-270	-55.67	0.07	40.21%
P.E.I	225	135	15	-120	-53.33	0.11	40.00%
N.S.	675	350	70	-280	-41.48	0.20	47.76%
New Brunswick	610	400	30	-370	-60.66	0.08	34.43%
Ontario	10,715	1,800	1,710	-90	-0.84	0.95	83.20%
Manitoba	1,975	790	220	-570	-28.86	0.28	60.00%
Saskatchewan	1,550	835	160	-675	-43.55	0.19	46.13%
Alberta	3,580	400	2,520	2,120	59.22	6.30	88.83%
B.C.	3,510	590	480	-110	-3.13	0.81	83.19%

Source: IMDB

Analysis of GAR mobility obtained through the IMDB was also compared to mobility patterns of other immigrant and/or refugee groups. For example, CIC research (CIC 2010f) indicates that among all immigrants who landed in Canada between 1991 and 2006, approximately 14% had moved from their original destination province. While not directly comparable as the reference period for both analyses is different, it does suggest that GARs are slightly more mobile than other immigrant groups.

3.4. Temporary accommodation

Summary of Findings - Temporary Accommodation

- Although the number of days GARs spend in temporary accommodation varies, SPOs report that the limited time available for GARs to stay in temporary accommodation results in the selection of inappropriate housing and impacts GAR absorption of information presented during orientation

During the inland case studies, it was found that temporary accommodations vary across Canada. Some SPO sites rent hotel rooms for GARs as needed, while other sites permanently rent apartments to temporarily house GARs. Finally, some sites have a reception house that temporarily houses multiple GAR families. GARs are provided with clothing, linens, food (or a food allowance) and an incidental allowance when they arrive at temporary housing.

According to interviewees during the inland site visits, the number of days that GARs reside in temporary accommodation varies but is in part dictated by the rental market in the community of destination (Kappel Ramji Consulting Group, 2006). In 2009, average temporary accommodation stays were longer in the Prairies and Ontario (Table 3-4), in part reflecting higher rental rates in Calgary and Toronto (Source: iCams). Reflecting difficulties locating accommodation, the length of stay in temporary accommodation has increased for single GARs by 1.9% to an average of 17.8 days in 2009 from 17.5 days in 2005 (Source: iCams).

Table 3-4: Overall average: Number of days per GAR served in temporary accommodation by region

Temporary accommodation	2005 Days/GARs	2009 Days/GARs
Atlantic	9.16	11.93
Ontario	15.17	16.06
Prairies	21.36	23.25
British Columbia	19.93	13.19
Canada	17.49	17.56

Source: iCAMS

SPOs reported that the stay in temporary housing was too short and that the short length of the stay in temporary accommodations impacted both the delivery and absorption of RAP services. SPOs were required to start providing services immediately, without allowing GARs the opportunity for rest. This situation was particularly problematic for GARs who crossed multiple time zones and were jet-lagged upon arrival. GAR fatigue was noted to negatively impact their ability to absorption of the orientation information.

Currently, the RAP Policy Manual (IP 3) and the Resettlement Assistance Program Delivery Handbook do not have formal guidelines outlining the provision of temporary accommodation. Thus while temporary accommodation is mentioned, neither document outlines the type of accommodation required nor the length of stay allowed. SPOs have generally taken the lack of information to mean that they should encourage the shortest length of stay as possible. Owing to this belief, interviewed SPOs commented that they needed to rush through basic orientation and programming to ensure that GARs would be able to live safely in their own apartment. SPOs noted, however, that having GARs in a reception house eased transportation issues when providing services. As well, SPOs were pressured to find permanent housing for GARs. The time pressure could result in selection of inappropriate housing that was too expensive or too far from required services.

3.5. RAP services

Summary of Findings - RAP Services

- SPOs and GARs report that RAP met the immediate and essential needs of GARs. However, the increase in the number of GARs with “barriers” has been a growing issue which places considerable strain on SPO staff and resources.
- Unbalanced arrival patterns of GARs negatively impact service provision.
- Service timeframes and available service hours negatively impact service provision and skill uptake in GARs.
- SPOs report limited flexibility in what services are provided to clients. SPOs would like increased flexibility in numbers of hours per client, services offered and length of time over which services are offered.
- Gaps in service included childminding, youth and senior services, and employment services.
- SPOs suggest case management and a “one-stop shop” approach to service provision could improve GAR outcomes.

As detailed in the RAP Handbook, GARs are to receive a basic orientation to Canada, life skills training and financial orientation, assistance finding permanent accommodation, and referrals to other settlement programs within the first 4 to 6 weeks of their arrival in Canada (CIC, 2010b). Commonly, SPOs will complete an intake assessment or interview to determine GAR needs. This may be followed by the development of a service plan which may include assistance applying for

such things as provincial health care insurance, social insurance number, Child Tax benefit, and GST credit. Clients will also undergo a RAP orientation, in which they are provided with an orientation package.

Orientation is divided into basic orientation and financial orientation. A large portion of the orientation is provided while GARs are housed in temporary accommodation. Orientations may be provided by a single assigned RAP counsellor or by multiple counsellors. Interpreters may be used when required; however, SPOs strive to hire staff with necessary language skills. Non-financial orientation covers a wide range of topics, such as renting, leases, health care coverage and schooling. Financial orientation typically includes banking, bank machines, budgeting and paying bills.

It is during the temporary accommodation stay that the Interim Federal Health Program (IFHP) certificate is issued, the RAP agreement is reviewed, family members are identified and verified, and start-up cheques are issued. In some SPOs, other settlement programs such as settlement and adaptation services and language instruction for newcomers are available; however, at others a formal referral is made to a second agency for these services. In SPOs where all services are provided, a blended model of service provision may occur, with the same worker providing RAP and other CIC settlement services.¹⁴ A core service of RAP is assistance finding and securing permanent housing. In most SPOs, the housing search begins immediately after the GARs arrive. To facilitate the move into permanent accommodation, SPOs assist GARs with apartment viewings, signing leases, setting up utilities as required, delivering household start-up furniture, purchasing household start-up goods, and orientation to the neighbourhood. Additionally, SPOs will provide life skills training in the GAR's permanent accommodation as required. Broadly, the areas covered by Life Skills include personal health, safe and secure personal dwelling, building safety, access to community services, appointments, public transportation, money management, shopping wisely, and reinforcement of information provided during RAP orientation (Kappel Ramji Consulting Group, 2005).

In discussions with SPOs, it was noted in many instances, SPOs have continued to provide support such as guidance and counselling to GARs well past the initial 4 to 6 week period as prescribed under RAP. While RAP is designed to be a short-term program for GARs, given the development of a close relationship between the GAR and SPO, it was felt that RAP should be modified to allow SPOs to provide on-going support (referral, guidance) to GARs for a much longer period of time (12 months was identified as an approximate length of time to provide such support). Given the increase in the number of "barriered" GAR clients since the introduction of IRPA, there would be justification to extend RAP services to account for additional service needs of this client group.

3.5.1. Immediate and urgent needs

Data regarding the medical needs of GARs suggest that there is considerable fluctuation in the number of hours required by SPOs to address emergency medical situations. Although iCAMS data suggests that there has been little change in the average number of hours per GAR to attend to emergency cases, analysis of the pattern on a year by year basis suggests that there is considerable variation in the level of service provided for emergency medical needs. SPOs were of the opinion that medical conditions of GARs were becoming more pervasive (i.e. SPOs were

¹⁴ In two provinces (BC, MB) RAP is delivered by CIC while settlement services are delivered by the provincial government.

seeing more GARs with medical conditions) and that their conditions were more challenging. It should be noted that SPOs also reported seeing more cases that required specialized medical care, including victims of trauma and/or those with mental health conditions.

Table 3-5: Average number of hours per GAR assistance in emergency medical situations by region

Emergency medical assistance	2005 Hours/GAR	2009 Hours/GAR	2005-2009 Change
Atlantic	5.40	5.80	+0.40
Ontario	3.84	3.80	-0.04
Prairies	6.00	4.82	-1.18
British Columbia	4.88	4.31	-0.57
Canada	4.96	4.57	-0.39

Source: iCAMS

The majority of GARs surveyed confirmed that RAP is meeting their immediate and essential needs; 85% reported that the SPO was helpful in meeting their initial needs. The majority of GARs reported receiving food (89%), clothing (64%), and toiletries (64%) and being taken to see a doctor (72%) immediately upon their arrival. In the focus groups GARs also noted that SPOs addressed their initial needs in a comprehensive and helpful manner and that the services provided were relevant to their situation (GAR Focus Groups).

Although SPOs believe they are meeting the immediate and urgent needs of GARs, stakeholders also noted that SPO resources and staff were currently at maximum capacity. It was mentioned during the interviews that this is due to both the short time frame in which to provide services and the level of need of some GARs. More specifically, those with high medical needs, including mental health needs, require that SPOs provide considerable assistance accessing healthcare. Further, GAR arrival patterns can overburden SPOs if large numbers arrive in a short time frame.

SPOs noted that GAR arrivals are often clustered in a few months instead of consistently flowing over the course of the year. Between 2005 and 2009, GARs more frequently arrived in the months of June, July, September and November, with fewer arrivals in December and January.

It is not uncommon for communities to receive a large number of GARs in a short time period. During the reference period, 2005 to 2009, all SPOs, excluding Edmonton, had received 20% or more of their annual target in a single month. This is over twice what they would have received if GAR arrivals were evenly distributed throughout the year. For 43% of SPOs, 20% or more of their annual target was received in one month every year from 2005 to 2009 (Table 3-6).

Table 3-6: Number of years SPOs received 20% or more of annual target in one month, landing years 2005-2009

Number of years 20% or more annual GAR target received in one month	Percentage of SPOs
None	4%
One	17%
Two	13%
Three	22%
Four	0%
Five	43%

Source: FOSS

Balancing GAR arrivals with overseas field requirements is challenging. For example, in some regions, movements of refugees are influenced by weather (i.e. IOM reports that they prefer to move refugees from Southeast Asia during non-monsoon periods). Similarly, in other regions, groups of refugees are moved in a large group to reflect transportation challenges (i.e. in some areas, IOM charters a plane to move large number of refugees at once). Notwithstanding these issues, SPOs report that they could improve the quality of services provided if GAR arrivals were staggered throughout the years.

3.5.2. Orientations

Overall, GARs felt that the orientations and skills taught by the SPOs were useful to them. In the GAR survey, the majority agreed that the SPO had taught them a wide range of skills and that the information provided was useful (Table 3-7).

Table 3-7: GAR agreement that SPOs taught skills and skills were useful

Knowledge or Skill	Taught Skill*	Agreement Skill Useful**
Open bank account	93%	92%
About rights and laws in Canada	85%	82%
How to find a doctor	83%	90%
Rent accommodation (Lease)	83%	83%
Use public transportation	82%	88%
Use Canadian money	79%	87%
Look for accommodation	78%	83%
Budgeting	76%	83%
Set up utilities	76%	88%
Use appliances	72%	88%

* Excludes those who said they already knew to how to complete the task

** Useful or Very Useful

Source: GAR Survey, n = 340 to 491

SPOs surveyed and interviewed also reported that RAP orientations helped GARs develop the skills they needed to live safely and independently.¹⁵ However, SPOs qualified their responses, noting that the information was preliminary or basic and that additional reinforcement or teaching would be required before some GARs would fully master these skills. It was suggested that additional programs and services were needed to build on these basic resettlement skills.

During the reporting period, SPOs spend the greatest number of hours providing basic orientation to GARs, followed by hours spent making GARs aware of Federal and Provincial government programming (Table 3-8). Overall, the number of hours for all orientation services, excluding orientation to federal and provincial programs, has increased from 2005 to 2009, probably due to the increase in high needs GARs with the introduction of IRPA. The greatest percentage change in hours spent per client is seen in the areas of assessment and referrals (+36%) and income support orientation (+12%). Regionally, SPOs located in the Prairie and Atlantic regions spend more time per GAR on basic orientation than those in other regions (2005 to 2009).

¹⁵ SPOs reported that RAP helped GARs in obtaining financial knowledge (reported by 100% of SPOs), home environment skills (91%), public transportation (92%), laws, rights and responsibilities (92%) and how to use health and social services (92%).

Table 3-8: Overall average: Number of hours per GAR in providing orientation service (by service)

Orientation service	2005 Hours/GAR	2009 Hours/GAR	2005-2009 Change
Assessment and referrals	2.25	3.00	+36%
Information about income support	2.84	3.21	+12%
Basic orientation	4.72	5.08	+6%
Client aware federal/provincial program	4.15	3.86	-6%
Financial orientation	2.96	3.10	+5%

Source: iCAMS

Despite an increase in hours, SPOs felt that the short time frame in which orientations are delivered undermines absorption of the information among GARs. SPOs stressed during the interviews that information absorption is increasingly challenged by the changing GAR profile, as more GARs arrive without any experience living in a Western country. The GAR survey confirms the lack of Western living skills among GARs. Only a small proportion of GARs surveyed reported prior knowledge of such things as household appliance use (12%), budgeting (5%), public transportation use (3%), and opening a bank account (1%).

SPO also stressed during the interviews and inland site visits that skills that were relevant and practical to the GARs were more readily absorbed from the orientations (e.g., banking, public transportation, shopping). However, more abstract material that may not be directly or immediately relevant to GARs was harder to teach, such as budgeting, navigating social services, and laws and rights in Canada.

During the inland case studies, SPOs also noted that they felt that the services provided to GARs should be better tailored to reflect the specific needs of each GAR. Rather than utilizing a “one size fits all” approach, whereby each GAR receives the same services and/or orientations, SPOs felt that the number of hours of service provided to GARs should vary based on the specific needs of the GAR. SPOs noted that the orientation/information that should be provided to an Iraqi middle class educated professional would not be the same as required by a Somali single mother who had lived her whole life in a refugee camp for example. It should be noted that the CIC Delivery Handbook, does appear to be prescriptive, as it provides a “checklist” of items/issues that workers are expected to explain to GARs. SPOs advocate that a more effective approach would be to tailor the actual level or amount of service based on the specific needs/requirements of the GAR. In this model, higher need GARs could be provided with additional service hours while GARs with lesser needs could be provided with fewer hours of service. In this context, it may be necessary to re-examine the flexibility of the Rap funding model to permit a more flexible service delivery model.

Interviewees noted gaps in the provision of orientations to GARs in three specific areas: child-minding, youth and senior services, and employment services. The lack of child-minding services was said to negatively impact service accessibility for mothers (caregivers), and, since 44% of GARs cases arrive with minors, this constitutes a significant barrier to service provision.

Lack of programming and orientations specifically for youth and seniors was also noted as a key service gap. Whenever possible, SPOs included youth in service provision; however, the skills and services required by these two groups are different from those currently offered (Kappel Ramji Consulting Group, 2007). In the reference period, 41% of GARs arriving were under the age of 18 and 2% were over the age of 65. For youth in particular, SPOs felt there was a strong need to provide further support in order to prevent poor outcomes in school and future

involvement in the criminal justice system. Rossiter & Rossiter (2009) note that resettlement requires significant effort from refugee parents, leaving them with diminished capacity to address risk factors in refugee youth, such as mental health issues, addiction and poor school integration. The provision of youth-centered programming is said to be a method by which protective factors can be introduced to support these youth at risk (Rossiter & Rossiter, 2009).

Lack of employment services was cited by GARs during the focus group as a significant gap in the services currently provided. Because their focus sometimes differed from that of the service providers, GARs expressed significant interest and desire to work and felt that an important place to begin preparing GARs to work in Canada should be during the RAP. Further, GARs with qualifications or education expressed frustration with their inability to have qualifications and previous work experience recognized. In the GAR survey, 57% of all GARs indicated that one of the greatest difficulties they have experienced since arriving in Canada has been finding employment. An additional 33% noted that their lack of Canadian education or work experience had been a significant barrier to employment. SPOs also noted that the claw-back of income support for GARs who did find employment in the first year in Canada sometimes discouraged GARs from finding employment.

3.5.3. Linkages to community services

SPOs mentioned during the inland site visits that they had good working relationships with other CIC and provincial and community services. SPOs were well-connected and able to refer GARs to needed services. Where services were available in the community and accessible, GAR focus group attendees stated that they were being referred to these services, also mentioned during the key informant interviews. The majority of GARs surveyed agreed they had been referred to language training (80%), health care services (66%) and information and orientation services (66%). In 2006, Kappel Ramji Consulting Group noted that in some RAP-SPO delivery models, other CIC settlement services are available within the same service provider or are co-located with the service provider. This finding was confirmed in the data collected from the SPO survey. In these models GARs may not identify themselves as being referred to additional services by the SPO. Despite strong linkages some challenges, associated with referral and access, were identified by key informants:

- Smaller communities noted that some services were not available (e.g., trauma counselling, specialized medical services).
- Some provincial services were only available to individuals on provincial social assistance, so GARs did not qualify for them (e.g., child care and education access).
- Some community service organizations viewed GARs as a Federal Government responsibility and were hesitant to provide services.

As well, community services may lack the capacity to meet the unique needs of GARs. During the inland site visits and interviews, SPOs noted that there were no language/interpretation resources for GARs' first languages at many community services and, in particular, health services. Insufficient understanding of the sensitivities concerning GARs (e.g., traumatizing experiences, protracted stays in refugee camps) was also said to negatively impact service provision by community providers. Lack of official language skills and knowledge of how to navigate social services therefore made many GARs reliant on the SPO to access community services.

With respect to health services, key informants identified restrictions of the IFHP limit GAR access to appropriate medical care. IFHP is designed to cover medically required, medically necessary and supplemental care for a period of up to one year prior to refugees receiving provincial/territorial health insurance coverage (Medavie Blue Cross, 2005). Gaps in coverage in the areas of mental health, dental care, prosthetics, physiotherapy, and transportation to and from health care services (in small communities) were of significant concern to stakeholders consulted for this evaluation. Key informant interviewees noted reluctance or refusal on the part of physicians and pharmacies to accept IFHP, in part due to the length of time required for IFHP to compensate for services provided, was also said to limit GAR access to health care (Wales, 2010). Limited access or inequalities in health care provision can result in treatable conditions being neglected in refugees (Wales, 2010) (Swinkels et al., 2010). Key informants stressed the need to adapt health care provision to better meet GAR needs and prevent health issues going undiagnosed or untreated.

A common theme identified in discussion with SPOs was the benefit of having almost all services available to GARs in one place – essentially a “one stop shop” for the various services or supports that GARs would require – either during the time of receiving RAP services, or for a period of time after RAP. Location of RAP program delivery in close proximity to language, employment and housing support services was seen as a best practice that should be adopted where possible to enhance GAR access and utilization of such services. Reflecting the need for interpretive services, in all regions, except B.C. there has been an increase in requests for interpretive services from GARs from 2005 to 2009: Ontario 46%; Prairies 38%; and Atlantic 21% (source: iCAMS).

3.6. Income support and housing

Summary of Findings - Income Support and Housing

- Stakeholders agree income support is insufficient to meet the basic necessities of GARs.
- The majority of GARs’ income (upwards of 56%) is used for housing, placing them in core housing need.
- Single and large GAR families are least able to find adequate housing on current income support levels.
- The transportation loan adds to GARs’ financial stress and increasingly puts them at risk for poor integration.

Administered by CIC, RAP income support is provided to the Principal Applicant (PA) and accompanying dependants for up to 12 months or until the GAR is self-sufficient whichever occurs first (CIC, 2010b). Non-accompanying dependents receive assistance 12 months from their arrival date. Extensions are rare and occur only under exceptional circumstances.

The amount delivered is based on provincial social assistance rates (CIC, 2010b), which vary by province. During the period of income support receipt, GARs are expected to work towards becoming self-sufficient and start repaying all loans (e.g., transportation loan). Income assistance is composed of a number of monthly allowances, supplements and one-time allowances. The core allowances are the Basic Allowance (covering food and incidentals) and the Shelter Allowance (covering rent and in some provinces utilities). A complete description of all allowances and one-time payments is included in Appendix E.

The majority of key informants noted that income support is insufficient to meet the basic needs of GARs. These findings are supported by current literature. In a 2007 study of RAP income support, Siggner, Atkey, & Goldberg found that RAP fell below Human Resources and Skills Development Canada's (HRSDC) Market Basket Measure (MBM) and Statistic Canada's Low Income Cut-Offs (LICOs) in 15 resettlement locations across Canada.¹⁶ Even when government benefits were factored in, such as the Canada Child Tax Benefit (CCTB), the Goods and Services Tax/Harmonized Sales Tax (GST/HST) Credit, and the Universal Child Care Benefit (UCCB), income supports still fell short of the MBM and LICO in all settlement locations studied except Halifax.

The authors concluded that RAP did not meet current measures of adequate incomes for all household types in all locations and that living in poverty may adversely impact settlement and integration (Siggner, Atkey, & Goldberg, 2007). The National Council of Welfare (2010) also concluded that welfare incomes, on which RAP is modeled, remain inadequate and are consistently far below socially accepted measures of adequacy. The situation of inadequacy was even more pronounced in single GARs whose incomes are slightly lower than those on social assistance and who have fewer resources available to them. Thus key informants stressed that utilizing social assistance benchmarks as the benchmark for RAP income support may not be appropriate given most GARs arrive with little or no assets, and have considerable costs to buy necessary items such as clothing, furniture and/or other assets (see Table 3-9).

Table 3-9: CIC RAP monthly rates compared to social assistance rates in 7 sample RAP cities in 2009 - Single person

Single person	Social assistance (including applicable allowances)			CIC RAP		
	Basic needs (food and incidentals)	Shelter	Total	Basic needs (food and incidentals)	Shelter**	Total
Sample RAP Cities						
Vancouver, BC	235	375	610	235	375	610
Calgary, AB	260	323	583	254	303	557
Regina, SK	255	459	714	255	416	671
Winnipeg, MN	207	285	492	207	285	492
Toronto, ON	216	356	572	211	349	560
Saint John, NB	338	199	537	338	199	537
St John's, NL	472	249	721	472	249	721

** Not including housing supplement up to \$75/month

Source: CIC, Internal Communication

It should be noted that numerous reports highlight the insufficiency of social assistance rates relative to low income cut-off (LICO) or other measures across Canada. For example, as highlighted in Table 3-9, examining social assistance rates, CIC assistance levels and estimated low income cut-off rates for Toronto, Calgary, and Vancouver underscores the gap in annual income between social assistance, CIC RAP and LICO requirements (see Table 3-10).

¹⁶ The 15 locations referenced in the report are: Vancouver, Calgary, Edmonton, Regina, Winnipeg, Ottawa, Hamilton, Toronto, London, Kitchener, Windsor, Halifax, St. John (NB), Charlottetown and St. John's (NL).

Table 3-10: Social assistance income, CIC RAP income support vs. low income cut-off (LICO) levels 2009 - Single employable

Single person	Social assistance (including applicable allowances)			CIC RAP			LICO	% of LICO	
	Basic social assistance	Other benefits*	Total	Basic support**	Other benefits (Non-RAP)*	Total		Social assistance	CIC RAP
Sample cities									
Toronto, ON	6,877	624	7,501	7,620	624	8,244	18,421	41%	45%
Vancouver, BC	7,320	458	7,778	8,220	458	8,678	18,421	42%	47%
Calgary, AB	6,996	245	7,241	7,584	245	7,829	18,421	39%	43%

*Other benefits include other social assistance benefits, GST credits, other provincial tax credits

**Monthly support for single (See Table 3-8), includes \$75.00 housing supplement

Source: National Council on Welfare, Welfare Incomes 2009, Appendix Table A-6, Table 2

Given that the Government of Canada is committed to the full support of government assisted refugees, it is debateable as to whether utilization of provincial social assistance rates is an appropriate measure in that it may not provide for full support.

The challenge GARs face on income support is reflected in the GAR survey. Approximately, one-third (29%) of GARs indicate their income support does not cover basic necessities (food, housing, clothing, etc.) and over one-half (57%) have used food banks to meet their basic food needs. In addition, for one-third (33%) of GARs surveyed, one of the greatest difficulties in resettlement is coping with financial constraints.

One of GARs' greatest challenges, while on income support, is finding acceptable housing. The Canada Mortgage and Housing Corporation (CMHC) defines acceptable housing as housing that is adequate in condition (no repairs required), suitable in size (enough bedrooms for household make-up), and affordable (Canada Mortgage and Housing Corporation [CMHC], 2010). Affordable housing should represent less than 30 per cent of before-tax household income. For renters, shelter costs include rent and any payments for electricity, fuel, water and other municipal services. When households are residing in accommodation that does not meet one or more of the three criteria and they would have to pay more than 30 per cent of before-tax household income to obtain such housing they are said to be in core housing need.

Key informants noted that the high cost of housing necessitates that the majority of the GAR income support be used for shelter. This places many GAR households in core housing need. GARs' susceptibility to becoming in core housing need is highlighted in the 2007 study of GAR income support. The study found that in 15 CIC resettlement locations GARs would need to spend more than 30% of their total income on shelter, and in some cases over 50%, to afford the average rent for a two bedroom apartment (Siggner, Atkey, & Goldberg, 2007). Furthermore, it has been shown that immigrants and refugees are significantly more likely to live in households with crowding (greater than one person per room) (Haan, 2010). By immigrant class, refugees in fact experience the highest rates of crowding (Hiebert, 2010).

According to CMHC, core housing need results from lack of affordability instead of poor quality housing, and most households with affordability issues are renters (CMHC, 2006). During the evaluation reference period, vacancy rates remained relatively low in Canada, although there was a slight increase in 2009 (Human Resources and Skills Development Canada, 2011). Low vacancy

rates are directly related to difficulties finding rental units and to rent increases. These trends are exacerbated in urban one-person households and in low-income households. One-person households are increasing and as more people look for shelter they are more vulnerable to the difficulties of finding acceptable housing (CMHC, 2007a) (Statistics Canada, 2007).

Key informant noted that, among GARs, singles are most negatively impacted by the costs of housing as they lack someone to share the fixed costs of housing and do not have ready access to other sources of government support (e.g., Child Tax Benefit - CTB). According to key informant interviewees, for those GARs with children, the Canada Child Tax Benefit (CTB) is used to supplement the household income and cover rental costs. Table 3-11 shows that in seven of the sites visited for the evaluation, single GARs must use 60% or more of their basic income to cover the cost of a bachelor apartment based on average market rental rates. It should be noted that the cities presented are for illustrative purposes only and represent the range in terms of the proportion of income that would be used for housing based on average rental rates for the identified communities in 2007.

Table 3-11: Sample of income support rates for a single adult and average housing costs (2007)

City	Monthly budget 2006	Average rent - Bachelor	% Income	Average rent - 1 bedroom	% Income
Vancouver	\$510.00	\$702.00	138%	\$817.00	160%
Winnipeg	\$521.00	\$421.00	81%	\$560.00	107%
Kitchener	\$548.00	\$567.00	100%	\$693.00	126%
Toronto	\$548.00	\$743.00	136%	\$897.00	164%
Edmonton	\$557.00	\$562.00	100%	\$667.00	120%
Saskatoon	\$645.00	\$395.00	61%	\$498.00	77%
St. John's	\$693.00	\$503.00	73%	\$567.00	82%
Halifax	\$784.00	\$581.00	74%	\$652.00	83%

Source: Community Profile; CMHC Housing Market Information: CHS-Rental Market Survey 2007 Report

Note: an income supplement was introduced in 2006 which allowed up to \$75 a month for singles and \$100 a month a month for families. In addition, as noted in Table 3-9, GARs could qualify for other income such as child tax benefits and GST credits.

Key informant interviewees noted that costs of housing are also problematic for large families, as they are restricted in the housing options available to them. Limited numbers of three- and four-bedroom rental units reduces larger family's access to affordable housing (CMHC, 2007b) (Carter et al., 2009). As well, the problem of insufficient access to housing for larger families is more pronounced among refugees, as the average size of refugee families is larger than other immigrant classes. Refugee families are also more likely to include single parent families (Murdie, 2010). As Table 3-12 shows in seven of the sites visited for the evaluation, large-family GARs (4 or more children) must use 56% or more of their income to cover the cost of a three-bedroom apartment. Single-parent large family GARs are in greater need as in most cases, they use 60% or more of their monthly income for a 2 bedroom apartment.

Table 3-12: Sample of income support rates for a single adult with 3 children or couple with 4 children and average housing costs (2007)

City	Monthly budget 1 adult / 3 children	Average rent - 2 bedroom	% Income	Monthly budget 2 adults / 4 children	Average rent - 3 bedroom	% Income
Vancouver	\$916.00	\$1,047.00	114%	\$1,061.00	\$1,222.00	115%
St. John's	\$1,048.00	\$651.00	62%	\$1,089.00	\$646.00	59%
Saskatoon	\$800.00	\$609.00	76%	\$1,095.00	\$636.00	58%
Edmonton	\$1,015.00	\$808.00	80%	\$1,285.00	\$906.00	71%
Winnipeg	\$1,192.00	\$712.00	60%	\$1,507.00	\$848.00	56%
Kitchener	\$1,342.00	\$830.00	62%	\$1,564.00	\$945.00	60%
Toronto	\$1,342.00	\$1,065.00	79%	\$1,564.00	\$1,259.00	80%
Halifax	\$1,346.00	\$799.00	59%	\$1,685.00	\$1,009.00	60%

Source: Community Profile; CMHC Housing Market Information: CHS-Rental Market Survey 2007 Report

The information presented in Table 3-11 and Table 3-12 is intended to highlight the considerable challenges faced by GARs in terms of finding affordable housing given the current CIC RAP housing allowances. The disparity between allocated housing allowances and actual average housing rates underscores the difficulties reported by SPOs in terms of assisting GARs to secure appropriate and affordable housing.

It was generally felt by key informants that if housing costs could be addressed, income support levels would not be as problematic. Acknowledging that there are political reasons for aligning income support with social assistance, key informants questioned the appropriateness of this noting that:

- GARs lack the support structures;
- GARs have multiple barriers to integration and employment;
- GARs lack the assets that social assistance clients may have accumulated including both physical assets as well as other non-financial assets such as their community connections; and
- Social assistance is designed to deter people from receiving it.

3.6.1. Transportation loan

Key informants noted that the fact that the transportation loan and medical costs are not calculated into the monthly budget adds to GARs' financial challenges. These items further tax GARs' incomes. The travel loan is approved to cover the cost of medical examinations abroad, travel documents and transportation to Canada (CIC, 2010d). A memorandum of understanding signed between CIC and the International Organization for Migration (IOM) allows CIC to direct funds to IOM on behalf of the loan recipient (GAR) to cover transportation services, medical services, and the IOM service fee covering administrative costs related to delivery of services to the recipient.¹⁷ The completed travel loan (IMM0500 – Immigration Loan) is provided to IOM by CIC. Loans are authorized with expectation of full repayment of principal and related interest. Accordingly, if a fixed repayment schedule is not feasible or if repayment is conditional on some future event, a loan may not be issued. Instead some other form of financial assistance, such as repayable contributions, should be considered. (Treasury Board of Canada Secretariat, 2010).

¹⁷ Amended in 2003, loans were capped at \$10,000

The operations manual (OP17) notes that certain categories of refugees selected abroad (like single parents, large refugee families, women at risk and disabled refugees), who apply for an immigration loan may have access to the contribution fund from the RAP. When issuing a loan, visa officers have to assess the potential ability to repay the loan as well as any contributing factors. Therefore, they have to assess the applicant's ability to earn income, other financial obligations he or she may have, his or her capacity to use one of the official languages, the employment skills and any need for training in order to successfully compete in the labour market, and whether the applicant's employability is restricted because of a medical condition. In addition, they can also consider other factors potentially affecting income potential such as age; level of education; employment history; receipt of social assistance; number of family members; size of loan requested and current debt load. Given the profile of recent GARs, where a significant proportion of adults report not knowing Canada's official languages (69%) and who have no education (18%) upon landing (see section 2.4.1), and that a significant proportion of GARs have difficulty securing employment in the years following resettlement to Canada (see section 4.7), it would be expected that many GARs would meet the conditions for having their loans converted to contributions.

Although the operations manual (OP17) notes that the CBO can convert a loan to a contribution for refugees in the host country who would be deemed to have difficulty repaying the loan, in practice this knowledge does not appear to be well known or utilized among CBO staff. This could reflect a lack of understanding or guidance provided to CBOs in terms of how this provision could be applied. This could also reflect limited communication to CBOs located in the CVOAs of the experiences/challenges faced by GARs in Canada. As of 1999, the contribution fund provided for a total of \$400,000 annually. The Resettlement Division estimates that this fund can reasonably accommodate between 40 to 50 refugee families per year. As available contribution dollars are limited, in reviewing each request, several options may be pursued by the Resettlement Division (SRE) before access to the fund is authorized¹⁸. The amount spent in overseas contributions fluctuated from year to year. For example in the fiscal year 2008-2009, it was estimated that \$339,611 would be spent in overseas contributions; in 2007-2008, it was estimated that \$109,126 would be spend that year.

On average, GARs entering Canada between 2005 and 2009 had a loan of \$2,809 dollars; however, the size of the loan varied by family composition. Between 2005 and 2009, the average loan was as high as \$9,030 for a family of nine, but more typically averaged \$2,821 for one person, \$3,947 for a couple, or \$5,138 for a family of three.

¹⁸ As per section 20.3 in the OP17 manual.

Table 3-13: Average loan by case size for GARs admitted to Canada between 2005-2009

Number of people in case	Percentage of cases	Mean loan amount
One	25%	\$2,845
Two	27%	\$3,964
Three	22%	\$5,150
Four	12%	\$6,008
Five	7%	\$7,195
Six	4%	\$6,959
Seven	2%	\$7,277
Eight	1%	\$6,217
Nine	Less than 1%	\$9,030

Source: Loans Database

Note: Excludes Quebec

The repayment period for the loan begins 30 days after landing in Canada and GARs have up to six years to repay a loan. Loans may remain in interest-free status for one to three years after landing. Should GARs have difficulty making payments, they may request a deferral. At that time a local CIC officer may apply to National Headquarters (NHQ) to have the loan, or a portion of the loan, converted to a contribution. Contributions are difficult to receive, with priority placed on Joint Assistance Sponsorship (JAS), GARs on RAP income support, and GARs who are within one year of leaving income support. In addition, priority is based on seniors, single parents with five or more dependents, two-parent families with seven or more dependents and those with (or who have family members with) serious long-term physical or mental illness.

Focus groups with GARs found that GARs take pride in paying off the transportation loan and will make payments on their loan at the expense of other basic necessities. While repayment of the transportation loan is a source of pride among GARS, payments add to their monthly financial stress and exacerbate the risk factors for poor integration (Access Alliance Multicultural Health and Community Services, 2009). In the GAR Survey, the majority of those surveyed (91%) had a transportation loan. Of those, 61% reported having difficulties repaying their transportation loan.

Despite difficulties with payment, over one-half (56%) of the 2005 to 2009 GAR cohorts are in the process of paying or have paid off their transportation loan and a small minority (1%) have had the loan deferred. The remaining GARs from those cohorts are either not paying (36%) or the loan has been written off (8%)¹⁹. Among those who are repaying, it was impossible to tell, from the data available, how long they had been repaying their loan, if the repayment went over the period assigned to the loan, and how long it took to fully repay loans.

The appropriateness of the transportation loan would be further assisted by an analysis of the net repayment rate for such loans. Although data were unavailable, it would be appropriate to assess the utility of the loan on the basis of the net cost/benefit of the loan. For example, there are significant costs associated with the administration of the loan (CIC internal costs were reported to be \$1.6 million per year).²⁰ If the repayment rates are calculated to be low (i.e. if the total GAR repayment rate per each dollar of loan is only 20¢ or 30¢ per dollar) maintenance of the transportation loan may actually generate a low net financial return to CIC. Given the financial

¹⁹ This is the repayment status as of December 2010. The status of loan repayment changes monthly. These results therefore reflect the status at a specific point in time.

²⁰ Source: CIC Internal Communication, received January 19, 2011

difficulties of GARs, if this net return is low the elimination of the transportation loan would be appropriate.

3.7. GAR outcomes

Summary of Findings - GAR Outcomes

- Since arrival in Canada, GARs have shown a steady increase in language acquisition, employment and earnings.
- GARs were reliant on social assistance, especially in the first years following arrival.
- Although most of the GARs were able to secure employment, a significant share (about 40%) were not employed past three years in Canada, and for those who were employed, their earnings remained fairly low.

Successful integration of refugees is said to be linked to achievement and access in a number of key domains (Ager & Strang, 2008). These domains include employment, housing, and social services like education and health. Also important is social connectedness both with their cultural community and the community at large. Integration would also encourage the attainment of permanent citizenship and an understanding of the rights and responsibilities associated with the country of resettlement.

3.7.1. Language acquisition

Mastery of a country’s official language underpins full participation in that society. Without sufficient language competency, refugees are barred from social interaction and full employment. Beiser and Hou (2000) noted the important role of language proficiency in unemployment and labour force participation in the long term. Furthermore, language competency also supports the refugee’s ability to access appropriate social and health services.

All of the GARs surveyed had taken some form of English language training. The majority of GARs surveyed in the reference period reported improved English (93%) language skills. Assessing their own mastery of English, just over one-half of all GARs surveyed indicated that they could now speak (62%), write (55%), or read (55%) very well, well or fairly well, although this improvement cannot be solely attributed to English language training.

Table 3-14: Ability to speak, read and write Canada’s official languages (self declared)

	Very Well	Well	Fairly Well	Poorly	Not At All
Speak English	8%	28%	34%	22%	7%
Write in English, even if it is just a few words	11%	25%	30%	25%	9%
Read English, even if it is just a few words	18%	31%	24%	18%	9%

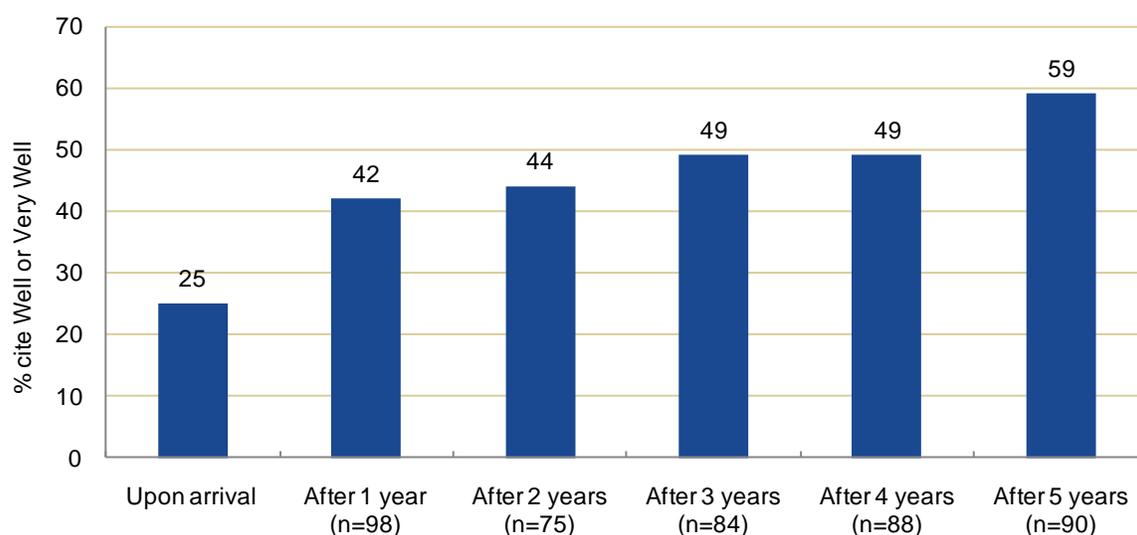
English n=436,

Source: GAR Survey

Note: Totals may not add to 100% due to rounding.

As highlighted in Figure 3-1, it appears that GAR acquisition of language skills markedly improve after landing. For example, based on FOSS data, in 2009, only 25% of GARs reported ability to function in either official language upon arrival. As highlighted in the chart, the proportion of GARs who reported that they thought that they could function well or very well (in English) increased from 42% after one year in Canada to 59% after five years in Canada.

Figure 3-1: GARs reporting official language skills (% reporting reading English well/very well)



Source: FOSS (upon arrival), GAR Survey (after 1 to 5 years)
n = 436 for GAR Survey

3.7.2. Employment and education

Employment is the most commonly measured indicator of refugee integration because employment allows the refugee to achieve economic independence and self-reliance (Ager & Strang, 2008). Given the difficulty refugees experience having previous qualifications (education, if any) and work histories recognized, any examination of employment should also factor in under-employment. Educational outcomes are equally important as education provides skills and competencies that support subsequent employment.

Analysis of the employment outcomes of GARs surveyed provides the following insights (survey results):

- 42% of GARs reported that they were employed at the time of interview;
- 21% of GARs reported that they were studying (in school);
- 14% reported that they were unemployed and looking for work;
- 7% reported that they were staying at home to care for parents/children;
- 7% reported that they were not working due to a disability; and
- 9% reported being unemployed due to other reasons (too old, not looking for work, etc.).

Highlighted in Table 3-15 is the proportion of GARs employed by year of arrival. As highlighted in the table, employment rates increased significantly after the first year in Canada, but did not change appreciably after the third year in Canada.

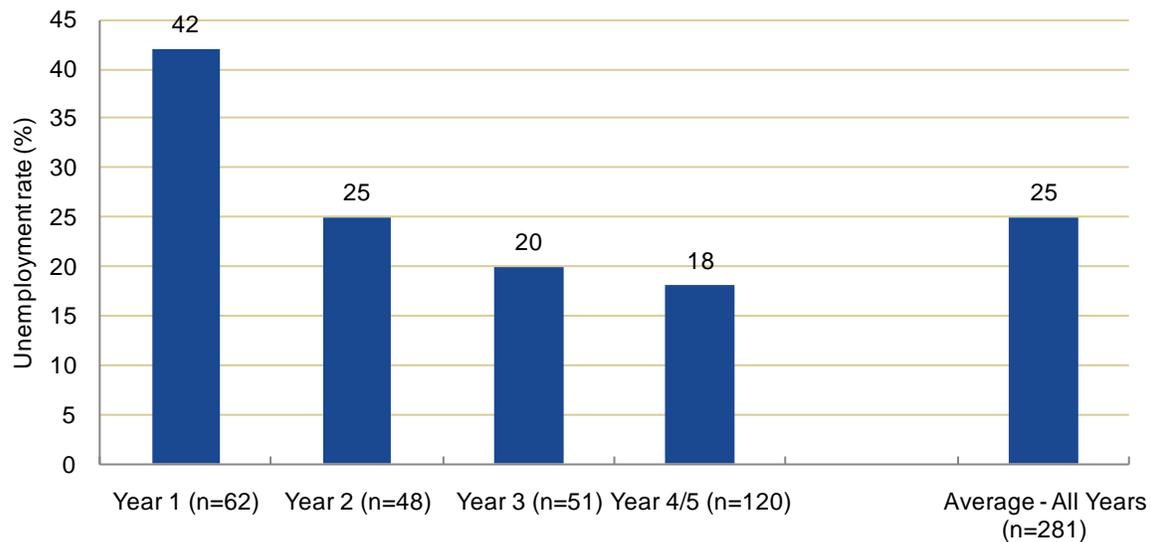
Table 3-15: Rate of employment by gender, for landing years, 2005-2009

	Years since landing					Average (All years)
	1	2	3	4	5	
Sample size	117	91	90	99	102	500
Male	39%	46%	57%	66%	56%	52%
Female	17%	28%	27%	29%	39%	29%
Total	31%	40%	46%	51%	47%	42%

Source: GAR Survey, n=500

Given that a significant proportion of GARs are not seeking employment, a more telling statistic as to the employment outcomes of GARs is to measure unemployment rate over time. Using the Labour Force definition²¹, it appears that the current unemployment rate among GAR survey respondents was calculated to be 25%. As highlighted in Figure 3-2, unemployment rates among GAR clients declined the longer that GARs were in Canada. Caution should be exercised in the interpretation of the data given the small sample sizes.

Figure 3-2: GARs unemployment rate - GARs by length of time in Canada



Source: GAR survey, n = 281

Among those who had a job, almost two-thirds (63%) worked full time (more than 30 hours a week). The remaining GARs (37%) worked less than 30 hours a week. The majority of those who work are paid hourly, and usually earn between \$10.00 and \$15.00 per hour (Table 3-16). Annual salaries are also low.

²¹ Labour Force defines the unemployment rate as # unemployed and seeking employment/(# employed + # of unemployed and seeking employment).

Source: GAR survey, n = 281.

Table 3-16: Hourly wages and annual salary of employed GARs, landing years 2005 to 2009

Hourly wages (n=180)	%	Annual salary (n=16)	%
Under \$10.00/hr	9%	Under \$10,000	6%
\$10.01 to \$15.00/hr	49%	\$10,000 to \$20,000	25%
\$15.01 to \$20.00/hr	21%	\$20,001 to \$30,000	25%
\$20.01 to \$25.00/hr	4%	\$30,001 to \$40,000	19%
\$25/hr or more	11%	\$40,001 to \$50,000	19%
Don't Know/No Response	6%	\$50,001 or more	6%

Source: GAR Survey, n=196

Current employment is usually unrelated to a GAR's previous education. Over two-thirds (68%) of GARs in the survey said that there was little or no relationship between their current employment in Canada and their previous education, suggesting that those with education are under-employed.

The findings of the GAR survey align with the analysis of employment and earning trends available from the IMDB. Table 3-17 presents the incidence rate of both employment earnings and receipt of social assistance benefit as well as the average employment earnings of GARs who landed between 2000 and 2007 by years since landing²². Results indicated that the proportion of GARs in receipt of social assistance benefits was high (around 66%) for the year of landing and first full year in Canada, which reflects the fact that most of them received RAP income support for up to a year after landing. After two years in Canada, 46% of GARs reported receipt of social assistance benefits, and the proportion who reported such benefits steadily decreased with time in Canada. As the proportion of GARs who benefit from social assistance decreased, the proportion of GARs who reported employment earnings increased. One year after landing, 45% of GARs reported employment earnings upon completion of their tax return and 59% of GARs did so three years after landing. Employment earnings²³ of GARs also increased over time. One year after landing, they earned on average \$11,700, while two years later, they earned 58% higher earnings than they did on the first year after landing.

²² A cohort analysis of the incidence rate and average employment earnings was also completed. All cohorts show similar patterns over time. For this reason, all cohorts were aggregated to show outcomes by years since landing. Detailed results by cohort can be found in Appendix G.

²³ For the purpose of the analysis, all earnings were adjusted using the Consumer Price Index (CPI) to account for inflation. This allows comparison of earnings across the different years. All earnings are therefore expressed as 2007 constant dollars.

Table 3-17: Incidence rate of employment and social assistance benefits and average employment earnings by years since landing²⁴

	Years since landing							
	0	1	2	3	4	5	6	7
Incidence rate - employment earnings (%)	14.5	44.7	53.7	58.5	60.0	60.5	60.0	61.1
Average - employment earnings (\$)	6,500	11,700	16,000	18,500	20,100	21,700	24,400	26,400
Incidence rate - social assistance benefits (%)	66.8	66.0	45.6	37.2	31.3	26.9	23.5	21.3

Source: IMDB. Earnings are in constant dollars. Base: 2007

IMDB data indicated that while GAR incomes were below that of PSRs²⁵ in the years after landing, the gap between employment earnings in the two groups declined markedly over time, such that by the 6th year in Canada GAR earnings had caught up to those of PSRs. However, even though earnings for GARs and PSRs were similar, PSRs reached this earning level considerably faster than GARs. Thus at one year post landing, 76% of PSRs declared employment earnings as compared to only 45% of GARs. While GAR incomes and the proportion of GARs who had employment earnings rose faster than that of PSRs, after 5 years in Canada, the proportion of GARs who reported employment earnings was still 8 percentage points below that of PSRs (61% vs. 69%). In addition, even though the incidence rate of social assistance decreased over the years for GARs, it remained above that of PSRs. For further details, please refer to Appendix H.

Regressions were conducted to identify the determinants of having employment earnings and the amount of employment earnings earned. Both sets of regressions looked at the employment situation for GARs at four different points in time: 1 year, 2 years, 3 years and 5 years after landing and took into account the effect of gender, age, education, knowledge of official languages, marital status, country or region of birth and province of residence. As the results were consistent over the years, only results for the third year after landing will be discussed. Full regression results are presented in Appendix I.

Logistic regression models were run to identify the factors associated with being employed. The likelihood of employment three years after landing was associated with all socio-demographic characteristics included in the regressions as well as with the province of residence. Factors that increase the likelihood of having employment earnings are gender (being male), country or region of birth (when comparing GARs to their counterparts coming from Afghanistan), knowledge of at least one of Canada's official language, any level of education (as opposed to having no education). On the other side, factors that decrease the likelihood of being employed were age (with the GARs from younger age groups performing better), marital status and province of residence.

An additional set of regressions was run to identify the factors influencing the amount earned by GARs. Similar to the factors affecting the probability of being employed, employment earnings

²⁴ Results for the landing year (year 0) have to be interpreted with Caution as immigrants might not have been in the country for a full year at the time of filling their tax return and GARs may not have filed a tax report on the year they landed.

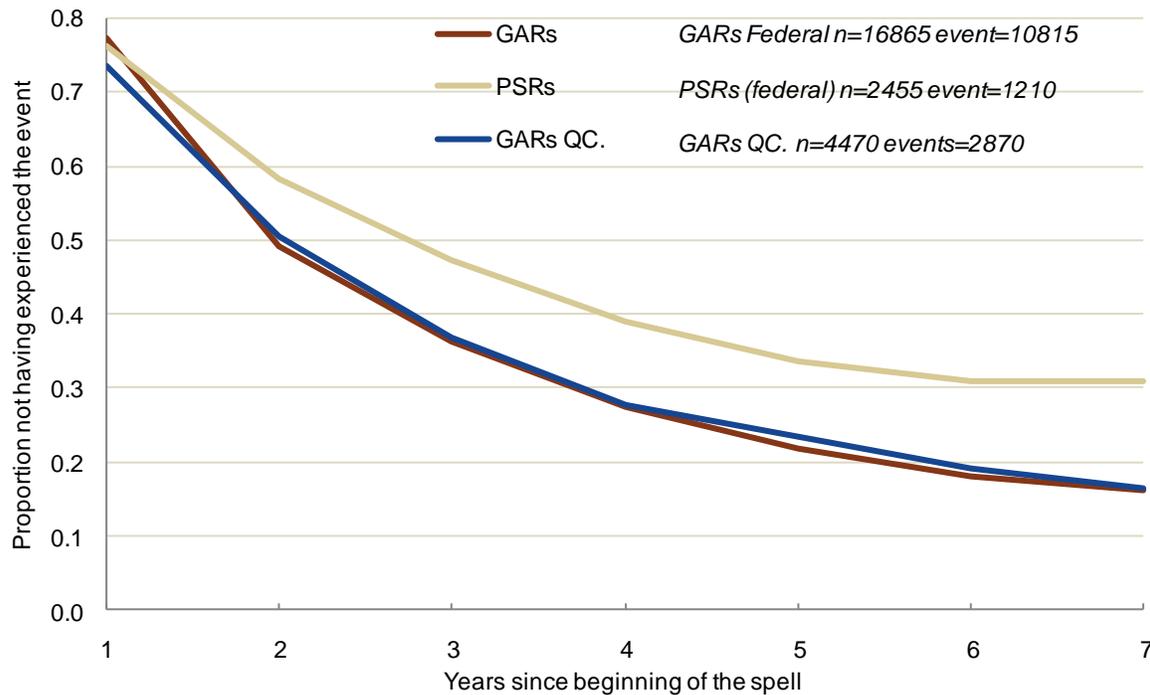
²⁵ By being privately sponsored, PSRs are supposed receive support from their sponsors following arrival. In addition by being sponsored, they may already have a network that helps their integration, which might account for some of the difference in outcomes of the two groups.

were positively associated with gender (male), the knowledge of at least one of Canada’s official languages, country or region of birth and having a formal trade certificate or apprenticeship or a non-university certificate or diploma. Province of residence negatively impacted employment earnings. As for the effect of age, GARs who were between 30 and 39 years of age when they landed had higher earnings when compared to GARs who landed at between 18 and 29 years of age; landing at 50 and above was associated with lower earnings.

Additional regressions were also done to compare the effect of the immigration category (GAR federal, PSR federal, and GAR Quebec) to see if it had an impact on employment outcomes. Once the socio-demographic characteristics of refugees, as well as province of residence were controlled for, the results indicated that PSRs were more likely to report employment earnings and, when they did, to report higher earnings than GARs (federal). GARs (federal) were also more likely to report employment earnings and to have higher earnings than GARs destined to Quebec.

Another important indicator of economic integration is the reliance on social assistance. To better understand how GARs moved towards the achievement of self-sufficiency, event history analysis was conducted to see how GARs moved out of a first continuous episode of social assistance, and what factors influenced transitions out of social assistance over time. As shown on Figure 3-3, GARs, both destined to Quebec and to the rest of Canada, had a similar rate of moving out of social assistance. Two years after the beginning of the social assistance spell, 50% of them had moved out of social assistance, and after 4 years, it is expected that about 75% will have done so. However, PSRs were slower to come out of social assistance. After two years on social assistance, 42% had stopped receiving social assistance, while 30% were still on social assistance by the seventh year.

Figure 3-3: Exit from social assistance for the first spell of social assistance



Another regression was done to compare GARs (federal) transitions out of social assistance to the transitions of PSRs (federal) and Quebec GARs. When controlling for the socio-demographic characteristics and province of residence, the differences that initially appeared were no longer significant, showing similar transition rates for all groups.

As factors associated with moving out of social assistance were similar for GARs to those found when considering all types of refugees (GARs federal, PSRs federal and GARs Quebec), and because the evaluation focuses specifically on experiences of GARs adjusting to the Canadian society, the following will concentrate on the results associated with the federal GAR population only.

The exit from the first social assistance spell experienced by GARs was most affected by age, marital status and country of origin. The following details, by order of importance, are the factors that affected transitions out of social assistance:

- **Age:** The older the GARs were when they landed, the lower chances they had to exit social assistance rapidly. When compared to GARs who were between 18 and 29 years old upon landing, GARs in other age groups all had significantly less chances to exit social assistance rapidly, with the disadvantage increasing with age.
- **Marital status:** When compared to GARs who reported being single on their tax file, GARs who were married or in a common law situation were able to move more quickly out of social assistance. However, GARs who were either divorced, widowed or separated saw their exit delayed when compared to those who were single.
- **Province of residence:** When compared to GARs living in Alberta, those who lived in Atlantic, Quebec, Ontario and Saskatchewan moved out of social assistance at a slower pace. No significant difference was found for the other provinces.
- **Country/region of birth:** When compared to GARs from Afghanistan, all GARs from countries other than Iraq and the Democratic Republic of Somalia transitioned more rapidly out of social assistance. No significant difference in the transition rates was found for Iraq and the Democratic Republic of Somalia.
- **Education:** Having education facilitated the transition out of social assistance, with the greatest impact being for GARs who had achieved schooling beyond the secondary level.
- **Gender:** Men moved more quickly towards self-sufficiency than women.
- **Knowledge of official languages:** Knowledge of at least one of Canada's official languages upon landing facilitated movement out of a first social assistance spell.

4. Alternative delivery models

This section addresses possible changes/enhancements to the current design and delivery associated with the GAR and RAP programs. It should be emphasized that the information presented in this section is based on insights provided by key informants and, to a limited extent, a review of available documentation and literature.

4.1. Refugee selection and processing (GAR)

Summary of Findings - Alternative Delivery Models (GAR)

- UNHCR/IOM feel that Canada’s model of GAR processing represents a “best practice” that should be emulated by other settlement countries.
- There are areas in which Canada could adopt some “best practices” from other jurisdictions including:
 - Linking UNHCR database (PROGRESS) to internal systems (USA);
 - Use of electronic medical records to transmit GAR medical information (Australia);
 - Provision of medical information to GARs upon departure (USA); and
 - Faster processing of GARs (Sweden).

Overall, based on interviews with UNHCR/IOM officials during the international case studies, it appears that Canada’s approach to selecting and processing GARs is seen to be a “best practice” among UNHCR/IOM officials. This is a particularly key finding given that UNHCR and IOM work with a number of resettlement countries and Canada is commonly cited by UNHCR/IOM staff as a model that other settlement countries should consider when establishing a similar resettlement program. It was noted during the key informant interviews that when Japan and New Zealand approached the UNHCR to establish a resettlement program, the UNHCR suggested that these countries examine Canada’s model for the processing of GARs.

It was felt that the Canadian practice of having dedicated refugee processing staff permanently located in CVOAs was an effective mechanism to support the resettlement of refugees. Having local CIC staff - Canadian Based Officers (CBOs) - to process refugees was deemed to have several advantages including:

- Enhanced awareness of local/regional issues and the ability to be aware of changes in refugee flows/refugee issues;
- Ability to rapidly respond to UNHCR requests for urgent protection cases (Canada noted that it could respond in 48 to 72 hours for an urgent protection case); and
- Improved access to refugees (for example, US refugee staff were delayed in completing refugee processing in Syria due to the need to obtain visas).

Canada’s utilization of group processing was also seen as a best practice, as UNHCR officials felt that this model of refugee processing allowed settlement countries to quickly and efficiently process large numbers of refugees who shared the same ethnic background.

Notwithstanding the high level of support for Canada’s model of selecting and processing GARs, there are some “best practices” from other jurisdictions that Canada could adopt with respect to the GAR program. Among these include:

- **Enhanced technological supports.** Other countries (i.e., US, Australia) have implemented systems to enhance the exchange of information between the UNHCR, IOM and the

settlement country. The US was noted in developing systems that could directly communicate with the UNHCR database (PROGRESS) and Australia utilized a system of Electronic Medical Records (EMRs) to exchange medical information. Furthermore, on-the-ground observations of the research team noted that CAIPS appeared to be a cumbersome tool for information management and several CVOAs had developed in-house systems to better track progress/status of GAR cases.

- **Provision of medical information to GARs.** IOM reported that US bound refugees were provided with extensive medical information (including X-rays) upon departure. Given the increased proportion of GARs arriving in Canada with high medical needs, it would be appropriate to increase the amount of medical information that the GAR would be able to provide to physicians upon arrival in Canada. Adopting the US approach could enhance the medical information available to physicians in Canada.
- **Faster processing of GARs.** Although UNHCR officials preferred Canada’s approach of having “on the ground” CIC staff (CBOs) to process refugees, they did note that the Canadian GAR selection/approval process was a lengthy process. While it was not possible to study the Swedish model in detail, it was noted that after the initial interview, selected refugees were processed usually within six months. In contrast, as shown previously, Canadian refugee processing times were on average much longer than six months. UNHCR staff reported that Sweden’s processing times were also faster for selected cases because they accepted a file submission or dossier approach to approve refugees (no in-person interviews required) who had limited or no admissibility risks.

4.2. Resettlement assistance

Summary of findings - Resettlement Assistance (RAP)

- Canada’s RAP program was consistent with UNHCR guidelines as to supports that should be provided to resettled refugees.
- Notwithstanding compliance with UNHCR guidelines, stakeholders noted opportunities for program enhancement, among these include:
 - More flexibility in terms of program delivery or program funding;
 - Recognition of complex medical conditions, including mental health and development of programs/services to address these specific health needs;
 - Enhancing the seamless provision of services to GARs;
 - Addressing housing needs; and
 - Examining income support levels

Overall, key informants interviewed as part of the evaluation were not in a position to identify “best practices”, but did offer suggestions for improvements and/or lessons learned. In general, stakeholders noted that RAP provides the urgent and necessary supports to refugees upon arrival in Canada. It should be noted that the UNHCR notes the importance of providing specific assistance to refugees upon arrival.

“...if resettled refugees are to have the best prospects for realizing their potential, most will require some support in the period immediately following their arrival. This is important both to redress the personal, social and economic disadvantage they have faced and to deal with the intensive demands of adjusting to a new society...” (UNHCR, 2002)

Analysis of Canada’s RAP program suggests that the RAP (and settlement) programs align well with the supports that the UNHCR feels are required to best support refugees, including

immediate accommodation, orientation to systems and resources, assessment and early settlement support, income support, language assistance and targeted language instruction (UNHCR, 2002).

Notwithstanding that Canada's RAP program addressed the core program elements as identified by the UNHCR as well as stakeholders interviewed as part of the evaluation, it was identified through the domestic case studies and information obtained through key informant interviews that the RAP program should consider alternative delivery options. These options/suggestions are detailed below:

- **Flexibility of program delivery.** SPOs are under the impression that they are required to provide the same level of service to all refugees. During the course of the evaluation, however, SPOs noted that refugee needs/requirements differed on the basis of their personal situation. In this context, SPOs were advocating for a RAP funding model that would allow service providers to tailor the level of support to better reflect the needs of the individual refugee.
- **Recognition of the complex medical conditions of GARs, including mental health issues.** Refugees arriving in Canada may have a range of medical conditions. Given that refugees have had typically only limited access to health services in the host country, the UNHCR notes that it is important to quickly connect refugees to a range of health services, and to enhance communication across health care providers to accelerate the "catch-up care" typically required by refugees. Stakeholders also noted that it would be important for GARs to arrive with additional medical information if possible. This would require that processes be established to support the transmission of medical information from the host country (where feasible) to attending physicians in Canada. Some SPOs felt that this would require CIC to establish a consent process to facilitate the release of such information. Alternatively, a process may be established that follows the US model whereby refugees are provided with medical information upon departure.

It should also be noted that GARs have a much higher likelihood of being exposed to trauma and torture, and such exposure can have manifestations with respect to mental health issues. For example, the UNHCR notes that in clinical studies, among refugees exposed to torture or trauma that (UNHCR, 2002):

- The rates of post traumatic stress disorder range between 39% to 100% (compared to 1% in the general population); and
- The rates of depression range between 47% and 72%.

Enhancing access to health services for refugees has also been identified in several Canadian studies (Pottie et al., 2010) (Kirmayer et al., 2010). These studies identify common health issues among refugees and note the need to develop "pro-active" approaches to provide health services to this population. In the context of RAP, this could include better training for SPOs to allow them to identify and be aware of mental health issues, and may also require that SPO's strengthen linkages with mental health community organizations.

- **Enhancing the seamless provision of services for refugees.** In recognition of the challenges faced by refugees in Canada, and noting that refugees develop close links with service providers, key informants felt that it would be important, where feasible, to establish a "one stop shop" for GARs whereby they could access a broad range of health, social and housing related services in one location. Consistent with this message was the concept of providing dedicated case management services for GARs. In a recent evaluation of a case

management pilot project in Ontario, Client Support Services, it was recommended that case management services be made a permanent part of RAP (Kappel Ramji Consulting Group, 2009).

- **Adoption of group processing models as appropriate.** SPOs interviewed as part of the evaluation who had experience with refugees arriving under a group designation felt that group processing offered several advantages from a resettlement perspective over single processing. These advantages included:
 - GARs arrived with more comprehensive information;
 - SPOs received a completed needs assessment of GARs;
 - GARs were able to support each other during the transition; and
 - SPOs had more information about the conditions that GARs were coming from.

If group processing continued, it was noted during the key informant interviews that RAP could potentially be strengthened by directly addressing known concerns of certain refugee population in advance of arrival, e.g., medical conditions, including mental health.

- **Housing Needs.** Housing needs of GARs was noted to be a major challenge, and that GARs seeking affordable housing were often forced to move to outlying regions that were not close to other social/economic services available in the community. Inadequate GAR housing was seen to be a major issue among service providers.
- **Income Support.** CIC currently aligns the income support provided to GARs to be consistent with provincial social assistance rates. However, it was noted that unlike Income Assistance clients, GARs may have additional requirements that are not necessarily reflected in the income support. For example, most GARs arrive with no possessions, and have to incur considerable expenses to acquire basic necessities. Furthermore, GARs do not have the social and community supports that individuals already residing in Canada will have acquired. In addition, it has been noted in numerous studies that social assistance rates have failed to keep pace with inflation or even cost of living (as measured by Low Income Cut-Off Ratio – LICO or Market Basket Measure (MBM)).

5. Conclusions and recommendations

This section presents the conclusions drawn by this evaluation and provides recommendations for the future of both GAR and RAP. The conclusions present lessons in the areas of relevance, design and delivery and program performance. These lessons present the state of the program and identify areas for improvement. Following from these conclusions, several recommendations have been identified under both the GAR and RAP programs to enhance the operations and/or outcomes associated with them.

5.1. Government assisted refugee (GAR) program conclusions

The GAR program was found to be relevant in that it underscores Canada's commitment to international obligations and is consistent with Government of Canada and departmental objectives. GAR is a key tool that Canada uses to meet international commitments with respect to the resettlement of refugees. In combination with other programs (i.e., PSR), Canada has emerged as a world leader in terms of resettlement, and resettles the second highest number of refugees in the world.

The results of the evaluation also show that GAR is performing in alignment with expectations. Canada is a leading resettlement country due to its flexibility and responsiveness (i.e., few, if any, limitations on the types of refugees accepted) and to that regard, it is viewed as a "best practice" by UNHCR/IOM stakeholders. This responsiveness allows different types of refugees to live safely and independently, as Canada is a country with resettlement criteria that are based on humanitarian, not economic, priorities.

One of the main advantages of the design of the GAR program is having "on the ground" CVOA staff. A significant benefit of Canada's program is that it facilitated the building of relationships with UNHCR/IOM staff and helped ensure CVOA staff had an in-depth understanding of country/regional issues as they impacted refugee movements. Therefore, CVOA staff members are enabled to provide better services to refugees.

Despite the positive views expressed about the design and delivery of the program, it is clear that the GAR program could be enhanced to expedite the screening, processing and resettlement of selected refugees. As noted in the evaluation, there are opportunities to streamline the processing of GARs in their host countries, and the program would also benefit from enhanced information-sharing supports and potential program or policy changes with respect to the transportation loan and provision of medical information.

The GAR program is performing appropriately and the design is functional to achieve its goal, which is to participate in efforts to resettle refugees in need of protection worldwide. Areas for improvement with respect to the design of the program were identified that would allow it to perform more efficiently and, as a result, better fulfill its mandate and continue to meet Canada's international commitments. Recommendations on how to best achieve these improvements are outlined below.

5.2. GAR-related recommendations

There are three overall recommendations associated with the Government Assisted Refugee Program:

1. Streamline the processing of GARs;
2. Enhance information sharing mechanisms; and,
3. Re-examine the need for the Transportation and Medical loan.

Recommendation 1: Streamline the processing of GARs

The first recommendation is to streamline the processing of GAR applications in order to increase efficiency and quality of service for GARs. There are four sub-recommendations which provide details on how to address this overall recommendation. They are related to: CVOA staff training, efficiency of screening and processing approaches, logistical constraints and the re-examination of the source country designation.

1.1 Enhance training and orientation to CVOA staff

The international case studies identified the considerable variance in case processing across CVOAs. The evaluation also noted considerable development of “CVOA specific” processes and quality control. CBO staff also reported limited ability to provide training/orientation to new staff as rotations typically had no “overlap” between outgoing and newly arriving CBO staff. In this context, it appears that there is scope to enhance the training provided to staff to ensure that the functions/processes are well understood by both Canadian-based officers as well as Locally Engaged staff. CIC should also build in structures to allow for training and orientation opportunities between incoming and outgoing CVOA staff as part of their rotation(s). This would allow incoming staff to be made aware of any ongoing issues or necessary context in the region and allow the outgoing staff to transfer some of their corporate memory in order to ensure that the operations of the office transition smoothly. This exchange of knowledge would thereby improve the service delivery.

1.2 Adopt more efficient refugee screening and processing approaches where appropriate

As noted in the evaluation there are a number of criteria that CVOAs use when completing refugee screening/processing. More efficient processing occurs when CIC recognizes UNHCR *Prima Facie* designation of refugees, and processing is further expedited when CIC designates certain refugee populations for group processing. As well, CIC should expand the use of group processing to include low-risk sub-groups of refugee populations.

1.3 Re-Examine the need to retain the source country designation

Several CVOA staff questioned the use of the Source Country designation in that they felt a significant proportion of applications did not meet the eligibility criteria, and the time and resources required to process refugees was considerably greater in the country examined than in other regions that did not use the Source Country program. As such, it is recommended that further examination be done on this designation.

1.4 Consider logistical and processing constraints in planning CVOA resources

The international case studies highlighted the considerable differences in the operational environments in which CBOs work to process GAR clients. It is clear, however, that CVOA abilities to process GAR clients will vary, for example, as CVOAs that deal primarily with urban-based clients (e.g., Damascus) faced fewer challenges in accessing refugees than did staff based in CVOAs that did not have ready access to refugees (e.g., Nairobi). Expecting the same number of GARs to be processed per FTE in Nairobi as in Damascus would not be appropriate. As such, it would be appropriate to examine staffing levels for CVOAs that face more complex issues in terms of access to and processing of GARs. This will account for those differing constraints to ensure that processing goals are achieved.

Recommendation 2: Enhance information sharing mechanisms

The second recommendation focuses on two key aspects of information sharing: enhancing the information technology platforms used in CVOAs and enhancing the information sharing mechanisms.

2.1 Enhance information technology platforms within CVOAs

The international case studies uncovered the development and/or use of a number of “parallel” information management systems in CVOAs due to perceived or actual limitations of CAIPS to provide timely information to CIC managers and supervisors. Further challenges identified in the international case studies were the inability to remotely access CAIPS, and the inability to seamlessly download information from the UNHCR database (PROGRESS) into CAIPS. Other issues included the lack of an online mechanism to track expenditures associated with the transportation and medical loan and the lack of a system to facilitate the sharing of medical information utilizing an Electronic Medical Records (EMR) platform. Enhancement of the technological capabilities in CVOAs would contribute to more efficient processing of GAR clients and information sharing among stakeholders.

2.2 Enhance or Develop Information Sharing Mechanisms

CVOA-based CBOs noted that they receive little or no information as to what factors or characteristics would affect the successful integration of GARs in Canada. Similarly, UNHCR and IOM officials noted that they received little information as to the appropriateness of GAR referrals to Canada. In cases where UNHCR does the initial screening and referral of refugees, this information could assist the UNHCR in terms of their screening process. CIC should establish a mechanism or process that would facilitate the two-way communication between international operations (CVOAs, UNHCR, IOM) and the experiences of GARs/SPOs in Canada. It should be further noted that given the relatively high use of Temporary Duty (TD) staff within the CVOAs, it would be important to develop a mechanism to help ensure such staff have access to appropriate information and resources. This could include:

- A “bulletin board” that could be accessed by CBOs and/or other parties (IOM/UNHCR); and
- A “wiki” site for CIC staff.

Recommendation 3: Re-Examine the Need for the Transportation and Medical Loan

The final recommendation on the GAR program is to re-examine the need, appropriateness and functionality of the transportation and medical loans issued to GARs.

3.1 Re-examine the need, appropriateness and functionality of the transportation and medical loan

Canada is one of the few countries that ask refugees to repay the cost of their medical and transportation to their resettlement country. Given that a high proportion (44%) of GARs are either not repaying or had their loan forgiven, and the considerable costs to manage the loan portfolio, Canada should re-examine the need to maintain this repayment. If this loan is to be retained, it would be advisable to examine the current functionality of the loan, including moving to an online form, and adopting the US model where costs are estimated and actual amounts are not required (transportation costs only). Given that CIC policies allow CVOA officers overseas to request that loans be converted to contributions for refugees deemed unlikely to be able to repay their loan, it may be appropriate to provide better information, guidelines and training as to what refugees should be considered for such loan conversions.

5.3. Resettlement Assistance Program (RAP) conclusions

The Resettlement Assistance Program (RAP) is a key support that CIC provides to individuals arriving in Canada as part of the Government Assisted Refugee program. With respect to program relevance, the RAP program is consistent with UNHCR guidelines that specifically state that resettled refugees should be provided with intensive supports upon arrival in their destined country. The RAP-related supports provided to GARs in their first four to six weeks in Canada are consistent with UNHCR recommendations and help to address two of the three UNHCR criteria to ensure resettlement is a durable solution. As such, RAP continues to be a relevant program and the federal government role of providing resettlement supports is appropriate.

The design of RAP also provides longer-term service to refugees through income support. As Canada has accepted the responsibility to welcome refugees into the country, it is also Canada's responsibility, reinforced through departmental policy, that Canada should "totally support" such individuals. Currently, the levels of income support provided to refugees are equivalent to provincial social assistance rates.

Analysis of the characteristics of GARs arriving in Canada since the introduction of IRPA shows that RAP SPOs are facing more challenges, not less, in terms of providing required services to refugee clients. The increase in the number and proportion of clients with "barriers" to resettlement such as no education, no ability to speak English or French, and higher age (over 65) underscores the need to maintain, if not augment, resources going toward orientation and/or other basic assistance services.

With respect to the performance of the program, numerous studies, as well as data collected through the evaluation, illustrate that the level of income support is too low – the proportion (29%) of refugees who note that their income support does not cover basic needs and the high proportion (57%) of GARs who have used food banks to meet their basic food needs shows that Canada is not providing "full support" to this group. Recommendations outlined below address the potential performance improvements that could be made to RAP.

Similar to the GAR program, the results of the evaluation identify an opportunity to enhance the delivery of RAP. While the core services provided through RAP are felt to be generally appropriate, there is a need and desire among SPOs to see a more flexible funding model whereby high-needs GARs can receive additional services. The evaluation also shows that a key challenge for refugees is finding appropriate housing; consideration should be given to extending the time available for GARs to stay in temporary accommodation and housing-related requirements should be a priority in terms of potential RAP funding adjustments.

Additionally, there is a need for improved linkages between SPOs and the overseas processing offices in order to receive necessary information about GARs prior to their arrival. Given that, under IRPA, there are increased numbers of refugees arriving in Canada with complex needs (including medical conditions that require attention), the more information SPOs can access in advance of GARs' arrival will assist SPOs in adequately preparing appropriate services such as accessible housing or help them to anticipate the necessary time required to devote to medical attention. SPOs would also benefit from better methods of connecting with Canadian service providers who are responsible for other services GARs use.

A main goal of RAP is to ensure that GARs are able to live safely and independently after resettling in Canada. Programming should provide the necessary resources to accommodate this. The evaluation shows that the current design of the program does not fully meet this goal, in that it does not reflect the changing needs of the GAR population and does not allow the flexibility or resources to fully meet those needs. In addition, the current housing market and costs of living add a constraint to the program that impacts its ability to provide adequate housing and income supports. As such, the program needs to explore options on how to ensure that the program design allows GARs to live safely and independently.

5.4. RAP-related recommendations

There are three overall recommendations associated with the Resettlement Assistance Program. It should be noted that in some instances the recommendations will address joint GAR-RAP program delivery issues.

The overall recommendations are as follows:

1. Modify programming to reflect changing needs of GAR clients
2. Examine the adequacy of income and housing supports
3. Enhance information sharing

Recommendation 1: Modify programming to reflect changing needs of GAR clients

The first recommendation related to the RAP concerns programming modifications to reflect the changing needs of GARs, such as arriving with no language ability or education, or with medical needs. There are five sub-recommendations that provide more detail about how to address this overarching recommendation. They are related to: adequacy of program resourcing; establishment of a system to provide longer term support to GARs after their immediate needs have been met; and, current service gaps.

1.1 Review RAP resources to reflect the changing needs of GARs arriving in Canada

Key stakeholders, CIC staff and internal documentation all note that the profile of GARs arriving in Canada has changed since the introduction of IRPA and that Canada is now receiving many GARs that require additional supports to facilitate their integration into Canadian society. In particular, SPOs noted that GARs with complex medical needs required considerable support that was beyond the current level provided. SPOs also noted that they were increasingly being asked to provide translation and interpretive services; as such services were not generally available in the community. CIC should undertake an analysis of current RAP service delivery to establish the adequacy of funding given the profile of GARs that are currently entering Canada. This analysis would allow the program to determine the options available to best serve the GAR population given their changing needs and the mandate of RAP.

1.2 Address SPO concerns with program flexibility and service provision

As noted in the evaluation, SPOs generally operate under the impression that all GARs must be provided with the equivalent level of service, irrespective of the specific needs or requirements of individual GARs. Notwithstanding that RAP can be adjusted to better meet the needs of identified sub-groups (see RAP recommendation 1.5), there is a need to communicate or formalize policy with respect to program flexibility. For example, the Resettlement Assistance Handbook is prescriptive in what sources/information must be provided to clients, and does not appear to emphasize that SPOs have flexibility to tailor service provision depending on the personal characteristics of the immigrant. In this context, providing SPOs with such flexibility (or communicating such flexibility through a policy/program directive), could help ensure that SPO resources are appropriately targeted to GARs who have higher needs.

1.3 Consider adopting a case management approach for GAR clients

Key stakeholders and the evaluation of a case management pilot project identified that GARs could benefit from an active case management approach. SPOs report that in many instances they continue to provide support and/or counselling advice to GARs well after the initial six week period. As GARs develop a close bond with SPO staff, it was felt that the integration of refugees in Canada could be expedited by access to a case manager who could continue to provide direction and advice to GARs during their first year in Canada. If a decision is made to move towards case management services by SPOs (e.g., specified number of hours per month) for up to one year after resettlement in Canada, the program should undertake analysis to determine the options available to support this.

1.4 Consider modifications to the length of time GARs have access to RAP services

The current program guidelines indicate that resettlement and transition services are to be provided for the first four to six weeks in Canada, during and after which refugees are expected to access services through settlement services available to all newcomers to Canada. SPOs report that, for many GARs, additional support/assistance should be provided that extends beyond the initial six weeks. CIC should consider exemptions that would enable SPOs to provide resettlement/transition services for a period greater than six weeks for identified high needs GAR clients. Changes in the funding model may be required to accommodate this extended service delivery.

1.5 Address gaps in RAP service delivery

SPOs report that there are specific GAR sub-groups that are not well-served under current RAP guidelines. Among these are youth, seniors and those with high medical needs. It was noted that RAP services should be modified to include specific supports/orientation/services to these sub-groups and program or service modules be developed for SPOs to provide comprehensive services to such individuals.

Based on the desire to be a “one stop shop” for GARs, consideration should also be given to expanding the service offerings available from SPOs to possibly include child-minding, employment and housing support services.

Recommendation 2: Examine the adequacy of income and housing supports

The following recommendations provide details about how to address RAP delivery of income support and housing; two key areas under which RAP is designed to support GARs.

2.1 Address insufficiency of income support

The results of the evaluation suggests that GARs arriving in Canada are having difficulties in meeting basic needs based on current income support levels provided through the RAP program. RAP did not meet current minimum requirements using either Market Basket Measure (MBM) or Low Income Cut-Off (LICO) measures. A more telling statistic is that more than one-half (57%) of GARs reported using food banks to meet their basic food needs and that one-third (29%) reported that their income support did not cover basic necessities (food, shelter, clothing). Much of the issue of insufficient income is based on CIC’s use of provincial social assistance rates as the level of income support provided to GARs.

It is recommended that CIC review a range of options to address the insufficiency of income support which could include one or all of the following:

- Elimination of the transportation loan;
- Re-basing income support to a different benchmark;
- Re-examining shelter/housing allowances; and
- Other (e.g., reducing or removing the claw-back²⁶ for those who find employment in the first year in Canada).

2.2 Re-examine housing allowances

SPOs report that a major challenge for GARs is finding appropriate and affordable housing. CIC should review current housing allowances and consider the development of housing allowances that reflect local market rental rates. Policy should be developed whereby housing allowances are adjusted to ensure that the RAP allowances will enable GARs to rent an “average” rental unit without using more than a prescribed limit of income (i.e., 30% or 40%) on housing. In order to achieve the goals of GARs living safely and independently, the program should conduct analysis to determine options on how to best balance the achievement of these goals and keep up with the evolving housing market.

²⁶ Claw-back refers to instances where clients would repay income support if they have employment earnings above prescribed limits during their first year in Canada.

Recommendation 3: Enhance information sharing

The final recommendation addresses the need for better linkages between RAP SPOs and both international region offices and other Canadian service providers.

3.1 Provide enhanced opportunities for information sharing

SPOs reported limited information as to the probable medical or other complex needs of refugee arrivals as well as limited information as to the specific needs of GAR arrivals. In addition, SPOs also noted that they had limited information as to “best practices” among Canadian service providers. In this context, it is recommended that CIC identify processes that could improve the information flow from regions to SPOs, as well as explore mechanisms that would support information sharing across service providers such as a bulletin board, “wiki” or other mechanism(s).

Appendix A: Evaluation framework

Evaluation questions	Indicators	Methods/Data sources	Location
Profile²⁷			
	<ul style="list-style-type: none"> • Number and profile of GAR arrivals, including UPP, international appeals for protection (groups), JAS and blended cases, and trends over time • Profile of the needs of GARs arriving in Canada (pre- and post-IRPA) • Profile of RAP funding used on income support (averages by family size and P/T), service delivery, capacity building, loans forgiveness and other • Profile of RAP income support levels in comparison to P/T social assistance rates across Canada • Profile of RAP service delivery approaches across SPOs and development of a RAP typology, incl. aspects such as size of SPO, geographic location, life skills training, enabling services, co-location with settlement services, client-focuses approaches, health support, blended approaches, etc. 	<ul style="list-style-type: none"> • Document review (Program documentation, research/documentation on refugee needs, stakeholder reports, cultural profiles from IOM, health profiles from HMB, Bhutanese needs assessments, client-centred pilot information) • Facts and Figures • Analysis of IMDB data and provincial statistics on social assistance rates • Analysis of financial data • Key informant interviews (Refugees Branch, OMC Branch, HMB, International and Intergovernmental Relations, IR, Regions/Local offices, UNHCR, DFAIT, CIDA, CCR, Amnesty International, other stakeholders) SPO survey/interviews 	<p>Section 2.3.1 GARs profile</p> <p>Section 2.3.2: GARs: SPOs clients</p> <p>Section 4.5 RAP services</p> <p>Section 4.6 Income support</p> <p>Section 4.6.1 Loans</p>
Relevance			
<p>1a) Is there a continued need to provide protection to refugees?</p> <p>1b) Is there a continued need for RAP?</p>	<ul style="list-style-type: none"> • Number of refugees world-wide identified for resettlement • Number/percentage of refugees world-wide assisted through resettlement by other countries • Proportion of identified refugees (GARs and PSRs) assisted through resettlement in Canada and trends over time • Perceptions of CIC and partners (UNHCR, DFAIT, CIDA, PHAC, HRSDC and SPOs) on need for refugee protection and RAP • Profile of the needs of GARs arriving in Canada (pre- and post-IRPA) • Stakeholder perceptions regarding the use of resettlement as a durable solution 	<ul style="list-style-type: none"> • Document review (UNHCR statistics and reports, program documentation, research/documentation on refugee needs, speeches from the Minister, UNHCR Global Report on Resettlement, Medium Term Planning documents, program analysis on RAP, UNHCR news releases) • Facts and Figures • Key informant interviews (Refugees Branch, OMC Branch, International and Intergovernmental Relations, IR, Regions/Local offices, UNHCR, DFAIT, CIDA, PHAC, HRSDC, CCR, Amnesty International, other stakeholders) • SPO survey/interviews 	<p>GAR: Section 3.1.1</p> <p>RAP: Section 4.1.1</p>

²⁷ When possible, client outcomes will be assessed by level of need, age, gender, language, country of origin and region of destination.

Evaluation questions	Indicators	Methods/Data sources	Location
2) Are RAP and the GAR program consistent with departmental, government-wide and international protection priorities and commitments?	<ul style="list-style-type: none"> • Alignment with CIC population priorities, targets, commitments • Alignment with the priorities and commitments of the Government of Canada and partner federal departments (DFAIT and CIDA) on the promotion of humanitarian objectives, peace and good governance • Alignment with priorities and commitments in the Agenda for Protection • Alignment with commitments in relevant international Conventions/Declarations/Agreements 	<ul style="list-style-type: none"> • Document review (IRPA, Agenda for Protection, UNHCR international appeals for protection, international Conventions/Declarations/Agreements, SFT, Budget, RPP, DPR, DFAIT and CIDA documentation related to priorities and commitments, CRC, CEDAW, Canadian Protection Statements at UNHCR ExCOM) • Key informant interviews (Refugees Branch, Strategic Policy and Priorities Branch, International and Intergovernmental Relations, UNHCR, DFAIT, CIDA) 	
3) Are RAP and the GAR program consistent with federal roles and responsibilities?	<ul style="list-style-type: none"> • Alignment with legislative and federal obligations • Comparison of federal program to Quebec program • Perceptions of CIC and other stakeholders • Comparison of RAP to PSR assistance 	<ul style="list-style-type: none"> • Document review (IRPA, Constitution, Agenda for Protection and international Conventions/Declarations/Agreements, program documentation, documentation on Quebec program as available) • Key informant interviews (Refugees Branch, OMC Branch, International and Intergovernmental Relations, Regions, Provinces/Territories) • SPO survey/interviews 	GAR: Section 3.1.2 RAP: Section 4.1.2
Design and delivery			
4) Are GAR selection, matching and processing efficient and effective? <ul style="list-style-type: none"> ▪ Is CIC using the right design to select, match and process GARs? ▪ Do SPOs have sufficient information to meet GAR needs upon arrival? 	<ul style="list-style-type: none"> • Comparison of GAR and PSR application acceptance and refusal rates by visa office and overall (and reasons, if available) • GAR application processing times (and inventories) by visa office and overall • Cost per GAR application processed • Evidence of quality assurance in GAR application processing • Evidence of coordination within CIC and with IOM • Profile and comparison of different selection and processing approaches (e.g. individual versus group, targeting specific geographic regions, Quebec approach) • Comparison of arrival patterns across SPOs and refugee's level of need over time 	<ul style="list-style-type: none"> • Document review (Program documentation, quality assurance reports, audits/reviews as available, HMB) • IR and OMC statistics • Analysis of IMDB, financial and iCAMS data (RAP/FOSS cube) • Key informant interviews (Refugees Branch, OMC Branch, Regions/Local offices, IR, CIC visa offices, SPOs, IOM, P/Ts) • GAR survey/focus groups • Analysis of HMB data (as available) • SPO survey/interviews 	Sections: 3.2 3.3 3.4.1 3.4.2 4.2 4.3 4.5

Evaluation questions	Indicators	Methods/Data sources	Location
<ul style="list-style-type: none"> ▪ Are arrival patterns coordinated? ▪ Are GARs being matched to communities appropriately? ▪ Do GAR population priorities and targets consider settlement capacities at home? 	<ul style="list-style-type: none"> • Reliability of information on arrival times (i.e. NATs) • Extent/quality/appropriateness of information provided to SPOs (incl. Supplemental Medical Form) • Gaps in information provided to SPOs • Perceptions of SPOs and P/Ts on coordination of GAR arrivals and capacity to meet their needs • Perceptions of GARs on quality of matching, arrival experience, and if applicable, reasons for secondary migration • Incidence of secondary migration 		
<p>5) Is RAP appropriate and sufficient for the needs of the GAR population arriving in Canada?</p> <ul style="list-style-type: none"> ▪ Are RAP income support levels appropriate and sufficient? ▪ Does RAP offer the right services to GARs? ▪ Are there any gaps in RAP service delivery? ▪ Does RAP achieve comparable outcomes across Canada? 	<ul style="list-style-type: none"> • Profile of RAP spending breakdown • Profile of the needs of GARs arriving in Canada (pre- and post-IRPA) • Profile of RAP income support levels in comparison to P/T social assistance rates across Canada • Quantity and quality of RAP services provided to GARs • Perceptions of CIC, SPOs, P/Ts and GARs on appropriateness of resettlement assistance provided (incl. timeliness, accessibility, usefulness and client focus) • Evidence of gaps in resettlement service delivery • Perceptions of GARs that their immediate and essential (financial and service) needs have been met through RAP • Comparison of immediate outcomes of RAP recipients across Canada in relation to RAP service delivery and P/T income support profiles • Earnings, employment and social assistance rates among GARs 	<ul style="list-style-type: none"> • Document review (Program documentation, research/documentation on refugee needs, stakeholder reports, cultural profiles from IOM, health profiles from HMB, Bhutanese needs assessments, other research reports and policy analysis, UNHCR statistics and reports, Metropolis) • Analysis of IMDB data and provincial statistics on social assistance rates • Key informant interviews (Refugees Branch, OMC Branch, Regions/Local offices, P/Ts, HRSDC, CMHC, National Council of Welfare) • SPO survey/interviews • GAR survey/focus groups • Comparative analysis of outcomes of RAP recipients by RAP service delivery approach and income support profile 	<p>Sections:</p> <p>4.4</p> <p>4.5</p> <p>4.6</p>
<p>6) Is resettlement policy and program development for GARs evidence-based, consultative and responsive to the diverse needs of refugees and communities?</p>	<ul style="list-style-type: none"> • Extent/appropriateness of stakeholder consultation • Evidence of using and addressing findings of consultation, research, performance measurement and evaluation in policy and program development • Partners' and stakeholders' perceptions on responsiveness/flexibility of policies and programs in meeting the diverse needs of refugees and communities 	<ul style="list-style-type: none"> • Document review (Program documentation) • Key informant interviews (Refugees Branch, OMC Branch, International and Intergovernmental Relations, HMB, IR and Regions/Local offices, P/Ts, RAP WG, UNHCR-Geneva, DFAIT, CIDA, CCR, Amnesty International, other stakeholders) • SPO survey/interviews 	<p>Section 6.2</p> <p>6.2.1</p>

Evaluation questions	Indicators	Methods/Data sources	Location
Performance (effectiveness)			
<p>7) Are the immediate and essential needs of RAP recipients met through RAP?</p>	<ul style="list-style-type: none"> • Number/percentage of RAP recipients receiving RAP services: <ul style="list-style-type: none"> ▪ Reception ▪ Temporary housing ▪ Support with urgent/emergent health needs • Perceptions of GARs on extent to which basic needs (e.g., food and weather-appropriate clothing) have been met • Perceptions of GARs, SPOs, and CIC on the appropriateness of resettlement assistance provided in meeting the immediate and essential financial and service needs of RAP recipients 	<ul style="list-style-type: none"> • Analysis of iCAMS data (RAP/FOSS cube) • Key informant interviews (Refugees Branch, OMC Branch, HMB, Regions/Local offices) • SPO survey/interviews • GAR survey/focus groups 	<p>Section 4.4: Temporary housing</p> <p>Section 4.5.1: Immediate and urgent needs</p>
<p>8a) Do GARs have the necessary knowledge, skills and means to live safely and independently?</p> <p>8b) Are they linked to services they need to address issues as they emerge?</p>	<ul style="list-style-type: none"> • Income support level of GARs (incl. start-up and allowances) • Perceptions of GARs and SPOs on extent to which RAP has changed the level of knowledge and skills of GARs, incl.: <ul style="list-style-type: none"> ▪ Financial knowledge and banking skills ▪ Non-financial knowledge and life skills related to transportation, shopping, rights and responsibilities in Canada, cooking/appliances and using health and social services • Perceptions of GARs, SPOs and CIC on adequacy of RAP income support • Perceptions of GARs, SPOs and CIC on adequacy of permanent housing (do they have it, how long to find it and its quality, such as crowdedness) • Adequacy of food/use of food banks (food security) and use of charities/in-kind support • Evidence of links to mandatory services (support with completing applications for SIN card, health card, NCB and registering children in school) • Extent/appropriateness of links to other services (incl. IFH, child care, municipal housing, mental health, etc.) based on client need • Satisfaction/experience of GARs regarding links to services • Evidence of overseas orientation or language training 	<ul style="list-style-type: none"> • Document review (Income Support Study, Housing paper, Evaluation of COA program) • Analysis of financial and iCAMS data (RAP/FOSS cube) • Analysis of iCAMS (RAP/FOSS cube) and IMDB data • Key informant interviews (Refugees Branch, OMC Branch, Regions/Local offices, National Council of Welfare, CMHC) • SPO survey/interviews • GAR survey/focus groups 	<p>Section 4.5.2</p> <p>Section 4.5.3</p> <p>Section: 4.6: Income support, housing, food banks</p> <p>Section:3.4.3: COA</p>

Evaluation questions	Indicators	Methods/Data sources	Location
9) Do GARs obtain and benefit from CIC settlement services? If not, why?	<ul style="list-style-type: none"> • Use of settlement services (ISAP, Host and LINC) • Time lag between use of resettlement and settlement services (as available) • Comparison of GARs using settlement services to overall GAR profile • Extent to which GARs feel that they have benefited from settlement services • Settlement outcomes of GARs (as available) • Perceptions of GARs, SPOs and CIC regarding success factors and barriers to using settlement services • Earnings, employment and social assistance rates among GARs • Level of integration among GARs (LSIC) 	<ul style="list-style-type: none"> • Literature review (Metropolis, etc.) • Analysis of IMDB, LSIC and iCAMS data (LINC, ISAP and Host data as available) • Key informant interviews (Refugees Branch, OMC Branch, Regions/Local offices) • SPO survey/interviews • GAR survey/focus groups • Findings from Settlement Evaluations as available 	<p>Section 4.8</p> <p>4.8.1: Language acquisition</p> <p>4.8.2: Employment and education</p>
<p>10a) To what extent does CIC influence international protection policies through resettlement?</p> <p>10b) Does CIC's resettlement program leverage benefits for both selected refugees and those not resettled?</p>	<ul style="list-style-type: none"> • Extent of CIC's international engagement related to resettlement • Other states' and NGO perceptions of Canada's influence related to resettlement • Evidence of CIC positions regarding resettlement reflected in international protection policies and in UNHCR Executive Committee Conclusions • Number of GARs protected (arrivals) • Evidence of leveraged benefits for other refugees 	<ul style="list-style-type: none"> • Document review (UNHCR statistics and reports, program documentation, Executive Committee protection statements, Canada's statements at Executive Committee, Canada's report on the Agenda for Protection, Mexico Resettlement Solidarity Plan of Action, UNHCR Global Appeal) • Facts and Figures • Key informant interviews (Refugees Branch, International and Intergovernmental Relations, WG on Resettlement, UNHCR, DFAIT, CIDA, CCR, Amnesty International, other stakeholders) 	<p>Section: 3.1.1</p>
Performance (efficiency and economy)			
11) Are there alternative RAP design and delivery options that would better facilitate the achievement of improved outcomes for GARs?	<ul style="list-style-type: none"> • Best practices identified for resettlement programs in Quebec and other countries • Best practices identified through comparative analysis of RAP service delivery approaches 	<ul style="list-style-type: none"> • Literature review • Comparative analysis of GAR outcomes by RAP service delivery approach/case studies 	<p>Section 5.2</p>

Evaluation questions	Indicators	Methods/Data sources	Location
<p>12) Are there approaches to GAR selection and processing that could lead to a more coordinated and efficient process?</p>	<ul style="list-style-type: none"> • Cost per GAR application processed (e.g. individual versus group, in specific geographic regions) • Best practices identified for selection and processing in other countries • Profile and comparison of different selection and processing approaches (e.g. individual versus group, targeting specific geographic regions, Quebec approach) • Perceptions of referral organizations on efficiency of GAR application processing and coordination of GAR departures (comparison of individual, UPP, group) • Perceptions of SPOs & P/Ts on coordination of GAR arrivals • Perception of GARs on quality of matching/arrival experiences 	<ul style="list-style-type: none"> • Literature review • Document review (UNHCR statistics and reports, program documentation, Welcome to Europe book) • Analysis of financial data • Key informant interviews (Refugees Branch, OMC Branch, IR, Matching Centre, UNHCR, Hebrew Immigrant Aid Society, visa offices, P/Ts) • SPO survey/interviews • GAR survey/focus groups • Case study of group processing 	<p>Section 5.1</p>

Appendix B: Evaluation methodology

The current evaluation utilized a hybrid model to conduct research activities. Both CIC and the Consultant actively participated in all phases of the evaluation. Using the hybrid model a joint evaluation was conducted of the GAR and RAP programs. By examining both programs simultaneously the evaluation investigated the refugee experience from the stage of selection and processing overseas to the settlement stage in Canada.

In keeping with Treasury Board requirements the evaluation assessed the:

1. Relevance of the GAR and RAP programs in terms of continued need, federal role and alignment with government objectives and priorities.
2. Performance of both programs in terms of effectiveness, efficiency and economy.

The Evaluation focused on the previous five fiscal years: 2005/06 to 2009/10 and examined outcomes for GARs from the landing years 2005 to 2009. A series of questions related to design and delivery for both programs were utilized for the evaluation.

Relevance	<ul style="list-style-type: none">• Is there a continued need to provide protection to refugees?• Is there a continued need for RAP?• Are RAP and the GAR program consistent with departmental, government-wide and international protection priorities and commitments?• Are RAP and the GAR program consistent with federal roles and responsibilities?
Design and delivery	<ul style="list-style-type: none">• Are GAR selection, matching and processing efficient and effective?• Is RAP appropriate and sufficient for the needs of the GAR population arriving in Canada?• Is resettlement policy and program development for GARs evidence-based, consultative and responsive to the diverse needs of refugees and communities?
Performance (effectiveness)	<ul style="list-style-type: none">• Are the immediate and essential needs of RAP recipients met through RAP?• Do GARs have the necessary knowledge, skills and means to live safely and independently?• Are they linked to services they need to address issues as they emerge?• Do GARs obtain and benefit from CIC settlement services? If not, why?• To what extent does CIC influence international protection policies through resettlement?• Does CIC's resettlement program leverage benefits for both selected refugees and those not resettled?
Performance (efficiency and economy)	<ul style="list-style-type: none">• Are there alternative RAP design and delivery options that would better facilitate the achievement of improved outcomes for GARs?• Are there approaches to GAR selection and processing that could lead to a more coordinated and efficient process?

Multiple lines of evidence were collected during the evaluation. Data was collected and analyzed from a variety of primary and secondary data sources. The multiple lines of evidence were triangulated during reporting.

Primary data sources

The primary data sources used for the evaluation included key informant interviews, focus groups, case studies, and surveys. Each of the data collection methods are described in more detail below:

- **Interviews with key informants.** The key informant interviews were designed to address the evaluation questions related to relevance, program design and delivery, effectiveness, and

performance in terms of efficiency and economy. These interviews were completed with stakeholders that have a larger view of refugee issues and the role that the GAR and RAP programs play to address them. As indicated in the table below, 98 interviews were completed with 197 representatives of CIC National Headquarters; CIC Regional Program Advisors; local CIC offices; executive directors of SPOs that provide RAP; RAP managers and counsellors; stakeholders within local community services; international and national stakeholders, and provincial representatives.

Table B-1: Number of interviews and interviewees by informant type

Type of Stakeholder	Number of Interviews	Number of Interviewees
CIC - National Headquarters	14	18
CIC - Regional Program Advisors	4	4
CIC - Local Officers	9	25
Other Federal Departments	1	1
Provinces	5	7
SPO - Executive Directors	12	13
SPO - Managers	11	17
SPO - Staff	10	61
Local Stakeholders	24	43
Other Stakeholders	8	8
Total	98	197

Eight (8) interview guides were developed to gather the perceptions, opinions, knowledge and experience of these various stakeholder groups. The Consultant and the CIC evaluation team worked together to determine the appropriate interviewees and to recruit these individuals for interviews. The approved interview guides were distributed to each stakeholder upon the confirmation of the interview time to assist in their preparation. The Consultant completed these sessions either in English or French, dependent on the preference of the individual being interviewed. All interviews were administered by telephone.

- Case studies.** The case studies consisted of field visits to four (4) Canadian Visa Offices Abroad (CVOA): Bogota, Colombia; Singapore, Singapore; Nairobi, Kenya; and Damascus, Syria. These visits were designed to provide a better understanding of GAR selection and processing, and were selected to provide a perspective of different types of refugees and processing models used across CIC (source country vs. convention, individual vs. group processing), as well as refugee settings (sites that worked with camp-based vs. urban refugees). Furthermore, the sites were selected to provide a good representation of the different world areas and thus of the various refugee populations. Finally, the international sites were selected based on the high number of refugees associated with these locations. International case studies consisted of interviews with Visa Officers and CVOA staff, local UNHCR and IOM staff (the Consultant developed two (2) separate interview guides, one for each stakeholder group); review of program and output documentation; and where possible, visits were conducted to refugee camps or settlements. Furthermore, case studies were completed within ten (10) Canadian communities: Vancouver, Edmonton, Lethbridge, Saskatoon, Winnipeg, Kitchener, Toronto, Moncton, Halifax and St. John's. As part of these visits, interviews were conducted with SPO directors and staff; local CIC officers in all locations except Toronto, and with local stakeholders/partners of SPOs. In addition, the

Consultant completed program documentation review, toured local SPOs facilities, and, where possible, observed service delivery/intake interviews. These sites were selected to reflect each of the regions across Canada, to provide a representative overview of large urban and smaller regional sites, as well as different target ranges for refugees in each city. The sites were also selected to reflect the different SPO sizes, the different models of working with clients, the different modes for temporary accommodation, the array of community services available, and the range of refugee groups that each site worked with.

- **SPOs representatives' surveys.** Surveys were conducted with 500 participants of GAR and 20 representatives of the SPOs. For the SPO survey, the Consultant designed the survey instrument that assessed the extent to which SPO programs operate as intended and contribute to achieving desired outcomes. Although the survey was available in multiple modes (telephone, online, hardcopy), it was initially distributed to each SPO in physical hardcopy format. This action intended to maximize input from SPO staff members by allowing SPOs to solicit input from a broad range of staff, while still providing only one completed survey submission. Prior to full survey administration, a communiqué was sent to each SPO by the CIC evaluation team detailing the evaluation and requesting participation. The Consultant further completed invitational phone calls to recruit SPO members.

The survey with SPOs commenced on September 29, 2010, and continued until October 29, 2010. The Consultant sent out a reminder email on October 22, 2010 to all participants who had not completed the survey at that point. Of the 26 SPOs invited to participate in the survey (i.e. all SPOs that provided services between 2005 and 2009), 20 provided a response, resulting in an 80% response rate.

- **GAR participants' surveys.** For the survey of GAR participants, the Consultant developed a survey instrument designed to collect data on the GARs' perceptions of Canadian refugee process and the supports provided. To address potential language issues, the survey was available in both official languages, English and French, as well as translated into the top six (6) languages spoken by GARs who landed in Canada between 2005 and 2009: Spanish; Burmese; Arabic; Dari; Farsi; and Somali. Given the vulnerable nature of this population, recruitment and participation in the survey occurred through a multi-stage process.

The survey targeted GARs who arrived in Canada between 2005 and 2009, who were not destined to Quebec, and who were between 18 years old and 65 years old when they landed. There were 15,334 GARs who met these criteria. However, the decision was made to target only one person per case, as many of the survey questions were designed to address experiences of the household. So, of the 15,334 GARs who fell in the population targeted for the survey, CIC randomly sampled one individual per case, which resulted in the mailing of 9703 consent form letters to GARs.

Prior to being contacted by the Consultant, the GARs received a communiqué from CIC. This communiqué provided them with information about the evaluation and solicited their involvement in the project. The letter was pre-populated with their basic personal information (i.e., name, address) and included a unique identifier. This identifier linked the potential respondent to the CIC databases, with an intent that it would help reduce the survey demands made on GARs. Through the use of the unique identifier it was possible for CIC to extract demographics and background information, and some GAR outcomes, from their files rather than asking that information on the survey. The GARs were asked to review and correct any wrong information on the communiqué and to consent to participate in the

evaluation. By completing and returning the enclosed form to CIC, they authorized the release of their information to the Consultant for further involvement in the evaluation.

In addition, the Consultant created communication materials, such as posters and frequently asked questions (FAQ) brochures that were distributed to the SPOs to encourage GARs to complete and return the consent form in a timely manner. The Consultant worked with the SPO representatives, to ensure that staff were adequately aware of the evaluation and its purpose and able to assist GARs in the completion of consent forms.

These consent forms were returned to the CIC via a postage-paid envelope. In turn, CIC forwarded the envelopes to the Consultant on weekly basis. By processing the consent forms, the Consultant generated a database of 1,234 potential participants, which was used to recruit GARs for further research activities (i.e., survey).

GARs who had consented to being involved in the evaluation were contacted by the Consultant through mail. A cover letter, prepared on CIC letterhead, and a hardcopy of the survey were sent to the address provided by GARs. The cover letter introduced the Consultant and explained the purpose of the survey and the various options the individual had for completing the questionnaire (i.e. hardcopy, online, telephone). The cover letter also informed the GARs that they would receive a telephone call from the Consultant to discuss their participation in the survey. These measures were taken to enhance the perceived legitimacy of the survey and increase the participant response rate.

The GAR survey administration began on November 9, 2010, and concluded on November 25, 2010, reaching the intended target of 500 completions with 501 survey responses, representing a gross response rate of 41%. As highlighted in Table B-2, the profile of GARs who participated in the GAR survey generally approximates the total profile of the sample of GARs who were selected in each case for the mail-out of informed consent. However, some differences can be noted in terms of their key characteristics. A larger share of survey respondents were male, between 25 and 64 years old, had university education, had knowledge of the official languages, and were from countries such as Afghanistan, Iraq, Colombia and Iran.

Table B-2: Characteristics of GAR survey sample vs. profile of GARs targeted for the survey

		GAR population targeted for survey (%)	Sample for mail-out (%)	Positive consents (%)	Survey respondents (%)
Landings	2005	19.6	19.2	17.1	20.4
	2006	20.3	20.5	19.1	20.0
	2007	20.8	20.2	18.8	18.0
	2008	19.6	20.2	18.5	18.4
	2009	19.7	19.9	26.5	23.4
Gender	Male	50.3	52.3	55.7	58.7
	Female	49.7	47.7	44.3	41.3
Age	15-24 years old	29.1	28.9	8.8	6.2
	25-44 years old	56.6	58.9	65.6	69.1
	45-64 years old	14.3	12.2	25.5	24.8
Education	None	16.4	15.3	16.1	11.0
	Secondary or less	64.9	65.0	57.4	53.7
	Formal Trade Cert. or Apprenticeship	3.1	3.2	4.1	3.8
	Non-University Certificate or Diploma	5.0	5.1	6.4	8.0
	Some University - No Degree, Bachelor's Degree, Some Post-Grad. Education - No Degree, Master's Degree or Doctorate	10.9	11.3	15.9	23.6
Knowledge of official languages	English	23.7	24.8	27.7	34.3
	French	4.9	5.0	6.0	5.8
	English and French	3.4	3.5	4.9	6.6
	Neither	68.0	66.7	61.3	53.3
Marital status	Single	38.2	45.5	37.0	40.5
	Married or common law	53.6	44.0	49.7	46.1
	Divorced, widowed, separated	8.2	10.5	13.2	13.4
Country of birth	Afghanistan	15.5	15.1	13.3	22.2
	Myanmar (Burma)	11.8	11.2	14.7	3.6
	Iraq	9.6	9.6	13.0	14.0
	Colombia	8.1	7.7	7.1	10.2
	Iran	7.5	7.5	5.0	8.0
	Somalia (democratic republic of)	7.1	7.4	5.8	5.8
	Sudan (democratic republic of)	6.5	7.1	5.7	4.4
	Congo (democratic republic of)	5.7	6.0	7.1	6.4
	Ethiopia	4.9	5.3	5.3	4.4
	Eritrea	3.6	4.3	2.7	2.0
	Other	19.7	18.8	20.3	19.0
		n=15334	n=9703	n=1234	n=501

**It is expected that the sample selected for the mail-out is somewhat different from the overall GAR population, as only one person per case was selected. Thus the marital status and gender composition are variables that are the most affected by the sampling method. The sample represents the population of cases.*

- **Focus groups.** Seventeen (17) focus groups were completed by the Consultant. These included one (1) group with RAP Working Group; three (3) groups with representatives from SPOs; and thirteen (13) groups with GAR participants. A focus group guide was developed to reflect the issues/concerns and/or experiences of each group.

A preliminary focus group was conducted in Winnipeg with the RAP Working Group. This group contained representatives from CIC National Headquarters, Operations Management and Coordination and Resettlement Services; regional program advisors; and a SPO representative from each of the four regions (i.e., Atlantic, Ontario, Prairies and British Columbia). The focus group allowed participants to provide input into the methodological approach of the evaluation, including the potential challenges and solutions, honing the terms of reference, and detailing the context in which RAP is provided.

The focus groups with GAR participants were conducted in Vancouver (2); Edmonton (1); Lethbridge (2); Saskatoon (1); Winnipeg (1); Kitchener (1); Toronto (1); Moncton (2); Halifax (1); and St. John's (1). All groups were completed in English, except for one Moncton session, which was conducted in French. These focus groups were broken down to address each of the key themes explored by the evaluation. As such, GAR participants, in addition to reflecting the community setting in which they had been resettled, were also selected based on gender, age group, the refugee type and the processing method used by CIC to select them. Participants were recruited with help from SPOs. Each participant was paid \$25.00 to help defray the cost of attending these sessions (i.e. travel, parking, child care expenses). Groups were held in appropriate facilities with refreshments provided. In total, 107 participants attended GAR focus groups.

The focus groups with representatives from SPOs were conducted via tele-conference. For one (1) of the groups, the Consultant worked with the CIC evaluation team to secure CIC facilities through major Canadian centres with the video-conference capabilities. This allowed several SPO representatives to attend the session in a centrally located venue.

In addition, the Consultant completed two (2) groups using a Skype video-conferencing application. These sessions were held with SPO representatives in locations that were outside the proximity of CIC local offices with formal video-conferencing capabilities. In preparation for these groups, the Consultant communicated with the potential participants to determine if they had the required system (PC) capabilities and hardware (i.e., webcam with a microphone). The Consultant mailed out webcams to those participants not equipped with the essential equipment. Each participant also received a confirmation letter prior to the commencement of the session, and an instruction/help manual to download and install the Skype video-conferencing application and webcam, if required. In addition, the Consultant facilitated the use of a tele-conference line for those participants that did not have access to speakers, or in case a technical issue with the application occurred.

The participants of all three SPO focus groups were provided with a \$25.00 Tim Horton's gift card and invited to purchase refreshments for their enjoyment during the session.

Secondary data sources

The secondary data sources used for the evaluation included the analysis of administrative data and document/literature review. Each of the secondary data collection methods are described in more detail below.

- **Document/literature review.** A document review was undertaken to enhance the understanding of the context, activities, objectives, and mandates of the GAR and RAP programs. The review included:
 - Legislative documents and Government of Canada policy documents;
 - CIC and other government department documents related to priorities and commitments;
 - Documentation on refugee needs;
 - Resettlement program documents such as CVOA directives, policies, priorities (including selection approach protocols), briefing notes, financial reports, statistical reports, research documents, partnership agreements, and reports for the UNHCR, operational manuals, etc.;
 - Contribution agreements, SPO reports and other related documents, including operational profiles, needs assessments, process and procedure documents, annual reports, products from their research (including analysis of pre/post assessments), and special projects and documentation related to their service delivery approach;
 - Relevant stakeholder reports, including UNHCR reports and statistics and the Agenda for Protection; and
 - Relevant Conventions, Declarations, Agreements, etc.

The results of the document review were used in the development of research instruments such as key informant interview guides, survey questionnaires, focus group guides and case study protocols.

The literature review was completed to help place the results of the evaluation within the context of global efforts to address the refugee issues. The literature review examined existing research on government-assisted refugee outcomes; best practices in resettlement program design and delivery from Québec and other countries; and GAR selection and processing in other countries. In particular, the review focused on the link between GAR and RAP programming, including the impact that GAR selection and processing have on the provision of RAP services and the role that RAP (and other settlement programs) have on GAR outcomes.

- **Analysis of administrative data.** The evaluation included an analysis of the Field Operations Support System (FOSS), the immigration-Contributions Accountability Measurement System (iCAMS), the longitudinal Immigration Database (IMDB), and the database for the Immigration Loans Program. As FOSS is the main Immigration database for CIC, it contains information related to temporary and permanent residents who have entered Canada. Demographic data from FOSS (such as immigration category, date of birth, gender, country of birth, etc) was used to draw a profile of GARs who landed during the period reviewed by the evaluation. iCAMS captures detailed information on the resettlement assistance services provided to clients by service providers. Demographic data from FOSS were also downloaded into iCAMS and linked to each client receiving resettlement and

settlement services. iCAMS data allowed evaluators to draw a profile of clients served and services received under RAP. The IMDB maintains linked immigration records from FOSS and tax files from the Canada Revenue Agency for landed immigrants in Canada since 1980 who have filed at least one tax return. This database is managed by Statistics Canada on behalf of a federal-provincial consortium led by CIC and provides information on the economic performance of landed immigrants in order to help understand the impact of Canada's Immigration Program. IMDB data was used to look at the economic integration of GARs as well as their mobility across Canada

The analysis of these databases were conducted to help assess a number of evaluation issues related to the programs' impacts such as: the effectiveness of the selection process (i.e. is GAR selection and processing efficient and effective); the appropriateness and adequacy of the RAP for the needs of the GAR population arriving in Canada; and whether the GARs obtain, and benefit from, CIC settlement services.

Methodology strengths and limitations

- **Strengths.** The key strength of the evaluation approach included the collaborative working relationship between the Consultant and Citizenship and Immigration Canada on the evaluation of the Government Assisted Refugees (GAR) and the Resettlement Assistance Programs (RAP). This evaluation used a hybrid model and conducted international and domestic case studies to follow the experiences of GARs from selection and processing abroad to resettlement and integration in Canada. Under a hybrid model, both the Client and Consultant supplied evaluators as part of the team. The joint efforts of CIC and the Consultant were essential to engage stakeholder participation as well as understand the context of the programs to carry out the case studies. The case studies allowed the evaluators to observe the issues impacting the programs and the population served firsthand. In addition, the evaluation relied on different methodologies, both quantitative and qualitative, which were triangulated to ensure robust findings.
- **Challenges and limitations.** One of the limitations of the evaluation methodology included a self-selection bias in terms of GARs participation in the survey and focus groups. Although every attempt was made to ensure that all GARs had an opportunity to participate in the survey, it is unclear as to whether GARs who self-selected to participate would have any inherent bias as compared to GARs who did not participate. Similarly, it should be noted that the evaluation team visited four (4) international CVOAs and that the results of the processing model used in CVOAs is based on the results/findings associated with, in most cases, the one CVOA visited. It should be noted, however, that the CVOAs visited were the ones that accounted for more than 80% of GARs processed in 2009.

Appendix C: List of terms

AWR	Women at Risk
CA	Contribution Agreement
CAIPS	Computer Assisted Immigration Processing System
CBO	Canadian Based Officers
CBSA	Canadian Border Services Agency
CBT	Child Tax Benefit
CCR	Canadian Council for Refugees
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CFPs	Call For Proposals
CIC	Citizenship and Immigration Canada
CIDA	Canadian International Development Agency
CMHC	Canada Mortgage & Housing Corporation
CNIB	Canadian National Institute for the Blind
COA	Canadian Orientation Abroad
CRC	Cost Recovery Clerk
CSS	Client Support Services
CVOA	Canadian Visa Offices Abroad
DFAIT	Department of Foreign Affairs and International Trade
DMP	Designated Medical Physician
DMR	Destination Matching Request
DPR	Departmental Performance Report
DRC	Danish Refugee Council
ER	Enhanced Registration
ExCOM	Executive Committee
F/P	Federal/Provincial
FOSS	Field Operational Support System
FTE	Full-time Equivalent
GAR	Government Assisted Refugees
HMB	Health Management Branch
HRSDC	Human Resources and Skills Development Canada
iCAMS	Immigration Contribution Accountability Measurement System
IDP	Internally Displaced Person
IFHP	Interim Federal Health Program
IMDB	Longitudinal Immigrant Database
IMM008	Refugee Application for Permanent Residence
IMM5544	Resettlement Needs Assessment Form
IOM	International Organization for Migration
IPM	Immigration Program Manager
IR	International Region
IRPA	Immigration and Refugee Protection Act
ISAP	Immigration Settlement and Adaptation Program
JAS	Joint Assistance Sponsorship

LES	Locally Engaged Staff
LINC	Language Instruction for Newcomers to Canada
LPN	Legal and Protection Need
LSIC	Longitudinal Survey of Immigrants to Canada
LSP	Life Skills Program
NAT	Notification of Arrival Transmission
NCB	Non-Computer Based
NHQ	National Headquarters
OHIP	Ontario Health Insurance Plan
OMC	Operational Management and Coordination Branch
P/T	Provinces and Territories
PDMS	Pre-Departure Medical Screening Form
PHAC	Public Health Agency of Canada
PIL	Primary Inspection Line
POE	Port of Entry
PR	Permanent Resident
PROGRESS	UNHCR Comprehensive Online Database
PSR	Private Sponsorship of Refugees
QA	Quality Assurance
QC	Quality Control
RAP	Resettlement Assistance Program
RF	Refugee Form
RLI	Refugees without Local Integration Prospects
RPP	Report on Plans and Priorities
RRF	Refugee Referral Form
SAH	Sponsorship Agreement Holder
SFT	Salary Forecasting Tool
SGBV	Sexual and Gender Based Violence
SIN	Social Insurance Number
SPO	Service Provider Organization
SVT	Survivors of Violence and Torture
SWIS	Settlement Workers in Schools
TB	Tuberculosis
TD	Temporary Duty
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UPP	Urgent Protection Program
VO	Visa Officer
YMCA	Young Men's Christian Association

Appendix D: Background to identification and selection

Background to refugee identification and selection

- **Article 1 convention amended by 1967 protocol refugee definition:** “A person owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unable or, owing to such a fear, is unwilling to avail himself of the protection of that country.”
- **Durable solution:** “A solution that allows refugees to rebuild their lives in dignity and peace. There are three solutions open to refugees: voluntary repatriation; local integration; or resettlement to a third country in situations where it is impossible for a person to go back home or remain in the host country.”

Canadian refugee classes:

- **Convention refugees abroad:** Persons qualifying under the United Nations Convention with no reasonable prospect within a reasonable period of time, of a durable solution
- **Humanitarian-protected persons abroad**
 - **Country of asylum class:** People in refugee like situations who do not qualify as Convention refugees but are outside their country of nationality or habitual residence, have no reasonable prospect within a reasonable period of time, of a durable solution and:
 - have received private sponsorship; or
 - have sufficient financial resources to provide for themselves and family members; or
 - have been, and continue to be “seriously and personally affected” by civil or armed conflict or a massive violation of human rights in their country of nationality or habitual residence.
 - **Source country class:** People whose country of nationality or habitual residence is Colombia, Democratic Republic of the Congo, El Salvador, Guatemala, Sierra Leone or Sudan. The person must be living in the country of at the time of application for protection and the country still must be considered a source country by Canada when their application is approved. The person must be:
 - Seriously and personally affected by civil or armed conflict in the country; and
 - Must be or have been detained or imprisoned in that country; or
 - Subject to some other recurring form of punishment as a direct result of acts which, if committed in Canada, would be considered legitimate expressions of free thought or legitimate exercise of civil right pertaining to dissent or trade union activity; or
 - Must meet Convention refugee definition with the exception that they are living in their country of nationality or habitual residence; and
 - There must be no reasonable prospect, within a reasonable period of time, of a durable solution.

Identification Methods:

- **Source Country**
- **UNHCR identified and referred refugee**

- ***Prima Facie* eligibility:** Group determination of refugee status whereby each member of the population in question is regarded *Prima Facie* (in the absence of evidence or evidence to the contrary) as a refugee Associated with the need to provide protection urgently.
- **Criteria for determining resettlement as the appropriate solution:** UNHCR utilizes eight criteria for determining resettlement as the appropriate solution for refugees: Legal and Physical Protection Needs, Survivors of Violence and Torture, Medical Needs, Women-at-Risk, Family Reunification, Children and Adolescents, Older Refugees, Refugees without Local Integration Prospects.

Processing Methods:

- **Group processing:** Utilization of the UNHCR *Prima Facie* definition of refugees to allow processing of a large number of a specific group of refugees at the same time
- **Individual processing:** processing of refugees one person or family at a time

Refugee Source:

- **Refugee camp:** Temporary settlement built to meet basic needs and receive refugees for a limited time period
- **Urban:** Refugees residing in an urban setting at the time of their application. May have access to UNHCR refugee resources.

Appendix E: RAP income support description

The RAP income support is comprised of the following basic, supplemental and one time allowances.

Basic allowance

- Basic Allowance (food and incidentals); and
- Shelter Allowance (rent and in some provinces utilities).

Supplemental allowances

- Transportation Allowance (current cost of public transportation);
- Maternal Food Allowance (upon doctors confirmation of pregnancy \$75/month);
- Dietary Allowance (with physician's letter outlining diet requirement due to health condition);
- Monthly School Allowance (\$20/month per school age child including in summer for activities); and
- Housing Supplement (national entitlement to cover rent and utilities above the provincial shelter rate, single up to \$75/month and family up to \$100.month).

One-time allowances

- Staple Allowance (one-time to set up household with basic food/cleaning supplies, single \$175 and \$75 for each additional family member);
- Basic Household Needs Allowance (one-time basic needs for furniture, single \$1,330 couple and one dependant \$2455);
- Utility Installation Allowance (one-time to connect telephone and potentially utilities);
- Clothing Allowance (Initial \$328/adult; Winter \$175/adult; Replacement – in exceptional cases);
- Maternity Clothing Allowance (one-time \$200);
- Newborn Allowance (upon doctors confirmation of due date one-time \$750 for baby items);
- Children Under 6 Years Allowance (\$50/month per child); and
- School Start-up Allowance (one-time \$150/per school aged child/youth).

Appendix F: GAR profile - comparison of FOSS to iCAMS and IMDB

Table F-1: GARs Profile: Comparison of FOSS and iCAMS

	FOSS*		iCAMS**		Coverage (%)	
	n	%	n	%		
Cohort	2005	5,579	20.0%	5,185	20.7%	92.9%
	2006	5,576	19.9%	4,956	19.8%	88.9%
	2007	5,837	20.9%	4,893	19.6%	83.8%
	2008	5,417	19.4%	5,002	20.0%	92.3%
	2009	5,544	19.8%	5,036	20.1%	90.8%
	Total (unique)	27,953	100.0%	25,026	100.0%	89.5%
Gender	Male	14,260	51.0%	12,823	51.2%	89.9%
	Female	13,693	49.0%	12,203	48.8%	89.1%
Age	0-11 years old	7,894	28.2%	6,911	27.6%	87.5%
	12-17 years old	4,071	14.6%	3,598	14.4%	88.4%
	18-25 years old	5,042	18.0%	4,596	18.4%	91.2%
	26-35 years old	4,994	17.9%	4,518	18.1%	90.5%
	36-45 years old	3,411	12.2%	3,105	12.4%	91.0%
	46-55 years old	1,607	5.7%	1,449	5.8%	90.2%
	56-65 years old	572	2.0%	503	2.0%	87.9%
	66 years old or more	362	1.3%	334	1.3%	92.3%
	Adult	15,988	57.2%	14,505	58.0%	90.7%
Minor	11,965	42.8%	10,509	42.0%	87.8%	
Education	0 year of schooling	8,621	30.8%	7,661	30.6%	88.9%
	1-4 years of schooling	4,794	17.2%	4,269	17.1%	89.0%
	5-9 years of schooling	6,643	23.8%	5,981	23.9%	90.0%
	10-14 years of schooling	5,910	21.1%	5,316	21.2%	89.9%
	15-19 years of schooling	1,808	6.5%	1,626	6.5%	89.9%
	20-24 years of schooling	163	0.6%	153	0.6%	93.9%
	25-29 years of schooling	14	0.1%	11	0.0%	78.6%
Knowledge of official languages	English	4,906	17.6%	4,325	17.3%	88.2%
	French	1,126	4.0%	1,005	4.0%	89.3%
	English and French	801	2.9%	758	3.0%	94.6%
	Neither	21,120	75.6%	18,929	75.6%	89.6%
Marital status	Single	17,846	63.8%	15,273	61.1%	85.6%
	Married or common law	8,589	30.7%	8,396	33.6%	97.8%
	Divorced, widowed, separated	1,518	5.4%	1,328	5.3%	87.5%
Country of birth	Afghanistan	3,527	12.6%	3,162	12.6%	89.7%
	Iraq	2,437	8.7%	2,161	8.6%	88.7%
	Myanmar (Burma)	2,366	8.5%	2,140	8.5%	90.4%
	Colombia	2,279	8.2%	2,017	8.1%	88.5%
	Iran	1,717	6.1%	1,522	6.1%	88.6%
	Congo	1,724	6.2%	1,547	6.2%	89.7%
	Sudan	1,647	5.9%	1,532	6.1%	93.0%
	Thailand	1,583	5.7%	1,433	5.6%	90.5%
	Somalia	1,569	5.6%	1,423	5.7%	90.7%
	Ethiopia	1,133	4.1%	1,024	4.1%	90.4%
	Other	7,970	28.5%	7,065	28.2%	88.6%

Source :FOSS & iCAMS

*Note : The numbers from FOSS presented here may not exactly match those presented in the FOSS profile for the evaluation. The criteria to identify and exclude Quebec cases were slightly different in both. For iCAMS, it was only possible to identify Quebec cases from the province of intended destination. Therefore the FOSS numbers presented here exclude GAR cases who mentioned Quebec as their province of intended destination. For the FOSS profile analysis prepared for the evaluation, an additional criteria was used in addition to the province of intended destination, which is having a CSQ (Certificat de selection du Québec). FOSS data is a profile of all Gars who arrived in Canada during the reference period, whereas iCAMS data is data submitted by SPOs for clients served. As noted in the table, the FOSS and iCAMS profiles are almost identical.

**Excludes POE services

GARs Profile: Comparison of FOSS and IMDB

		FOSS		IMDB		Coverage
		n	%	n	%	(%)
Landings	2000	5,170	18.1%	4,865	19.5%	94.1%
	2001	3,944	13.8%	3,665	14.7%	92.9%
	2002	3,569	12.5%	3,235	13.0%	90.6%
	2003	3,204	11.2%	2,960	11.9%	92.4%
	2004	3,155	11.0%	2,970	11.9%	94.1%
	2005	3,064	10.7%	2,555	10.2%	83.4%
	2006	3,192	11.2%	2,480	9.9%	77.7%
	2007	3,309	11.6%	2,230	8.9%	67.4%
	Total	28,607	100.0%	24,960	100.0%	87.3%
Gender	Male	14,260	51.0%	12,823	51.2%	89.9%
	Female	13,693	49.0%	12,203	48.8%	89.1%
Age	15-24 years old	7,924	27.7%	6,700	26.8%	84.6%
	25-44 years old	16,206	56.7%	14,360	57.5%	88.6%
	45-64 years old	3,992	14.0%	3,490	14.0%	87.4%
	65 years old or more	485	1.7%	410	1.6%	84.5%
Education	None	4,123	14.4%	3,405	13.6%	82.6%
	Secondary or less	17,584	61.5%	15,310	61.3%	87.1%
	Formal Trade Cert. or Apprenticeship	1,524	5.3%	1,380	5.5%	90.6%
	Non-University Certificate or Diploma	1,359	4.8%	1,210	4.8%	89.0%
	Some University - No Degree	1,217	4.3%	1,100	4.4%	90.4%
	Bachelor's Degree	2,274	7.9%	2,085	8.4%	91.7%
	Some Post-Grad. Education - No Degree	110	0.4%	105	0.4%	95.5%
	Master's Degree	341	1.2%	300	1.2%	88.0%
Doctorate	75	0.3%	65	0.3%	86.7%	
Knowledge of official languages	English	7,704	26.9%	6,785	27.2%	88.1%
	French	696	2.4%	570	2.3%	81.9%
	English and French	1,222	4.3%	1,080	4.3%	88.4%
	Neither	18,985	66.4%	16,505	66.2%	86.9%
CVOA	Nairobi	4,081	14.3%	3,090	12.4%	75.7%
	Ankara	3,066	10.7%	2,640	10.6%	86.1%
	Cairo	2,779	9.7%	2,570	10.3%	92.5%
	Damascus	2,749	9.6%	2,535	10.2%	92.2%
	CPC Vegreville	2,636	9.2%	2,425	9.7%	92.0%
	Moscow	2,353	8.2%	1,960	7.9%	83.3%
	New Delhi	1,714	6.0%	1,655	6.6%	96.6%
	Vienna	1,694	5.9%	1,620	6.5%	95.6%
	Singapore	1,552	5.4%	1,145	4.6%	73.8%
	Bogota	1,519	5.3%	1,310	5.3%	86.2%
	Islamabad	1,496	5.2%	1,395	5.6%	93.2%
	Other	2,968	10.4%	2,590	10.4%	87.3%
	Country of birth	Afghanistan	5,838	20.4%	5,265	21.1%
Sudan (Democratic Republic of)		4,290	15.0%	3,790	15.2%	88.3%
Yugoslavia		3,570	12.5%	3,395	13.6%	95.1%
Iran		2,686	9.4%	2,370	9.5%	88.2%
Colombia		1,627	5.7%	1,365	5.5%	83.9%
Iraq		1,557	5.4%	1,425	5.7%	91.5%
Myanmar (Burma)		1,395	4.9%	1,070	4.3%	76.7%
Somalia (Democratic Republic of)		1,109	3.9%	740	3.0%	66.7%
Ethiopia		925	3.2%	710	2.8%	76.8%
Congo (Democratic Republic of)		765	2.7%	625	2.5%	81.7%
Other		4,845	16.9%	4,220	16.9%	87.1%

Appendix G: GAR outcomes by cohort

Figure G-1: Incidence rate of reporting employment earnings per cohort - GARs (federal)

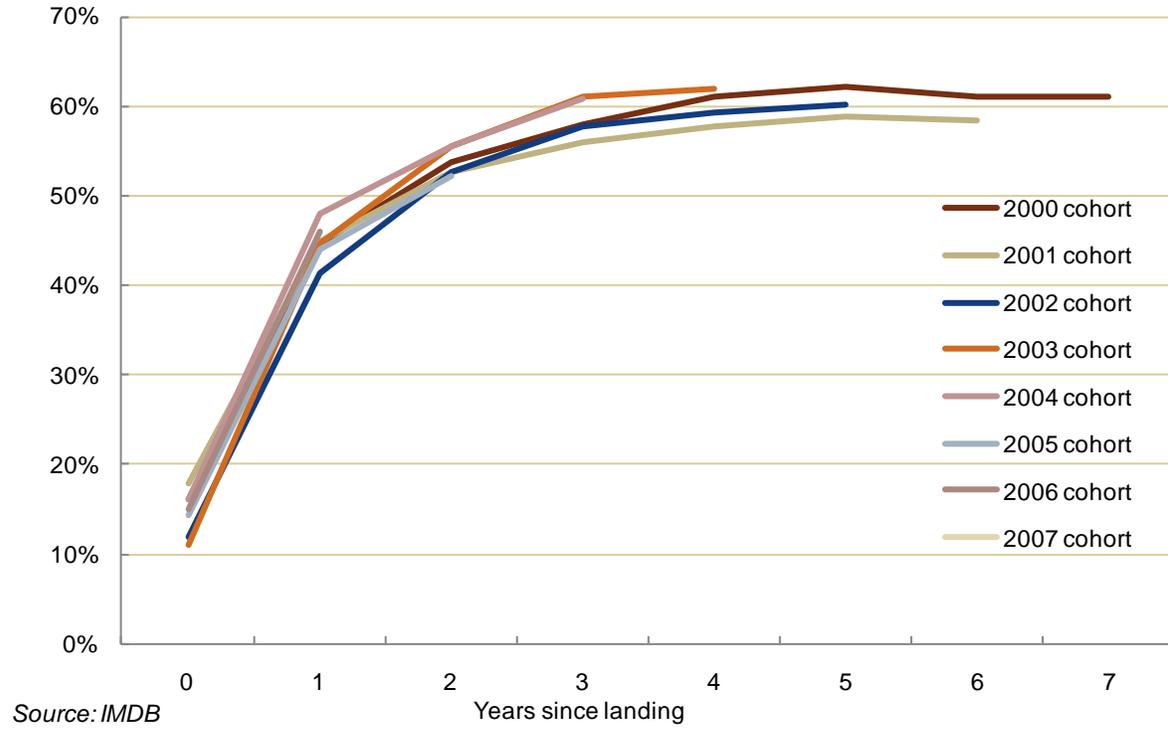
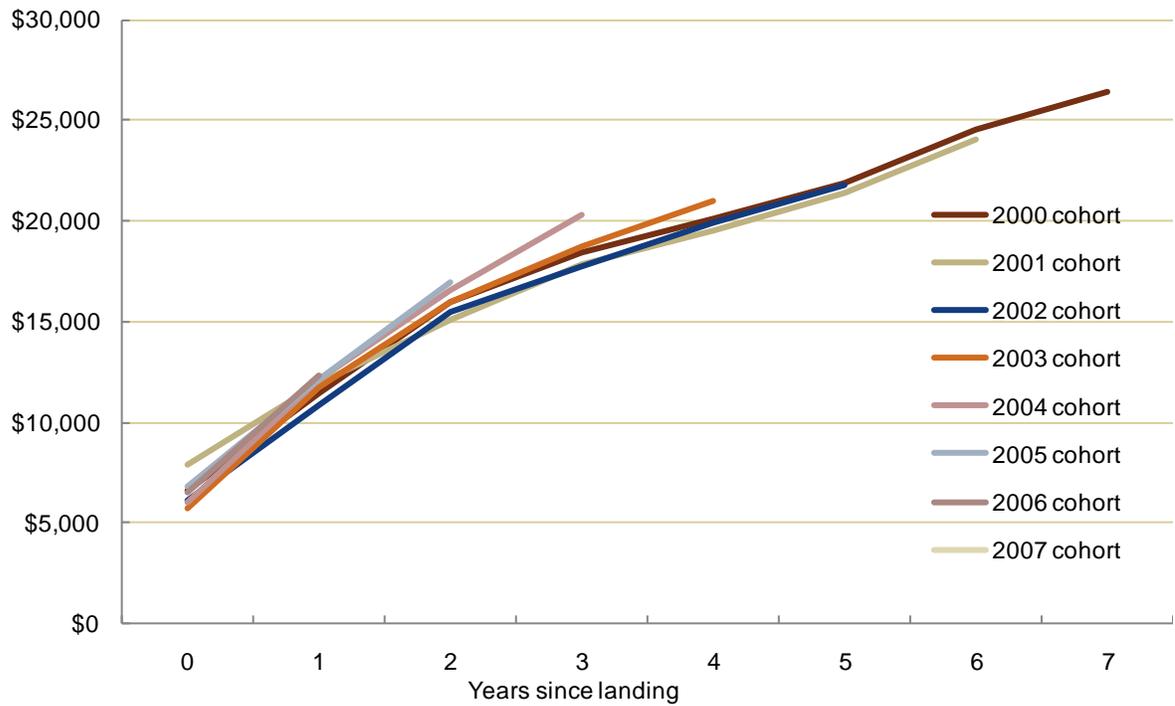
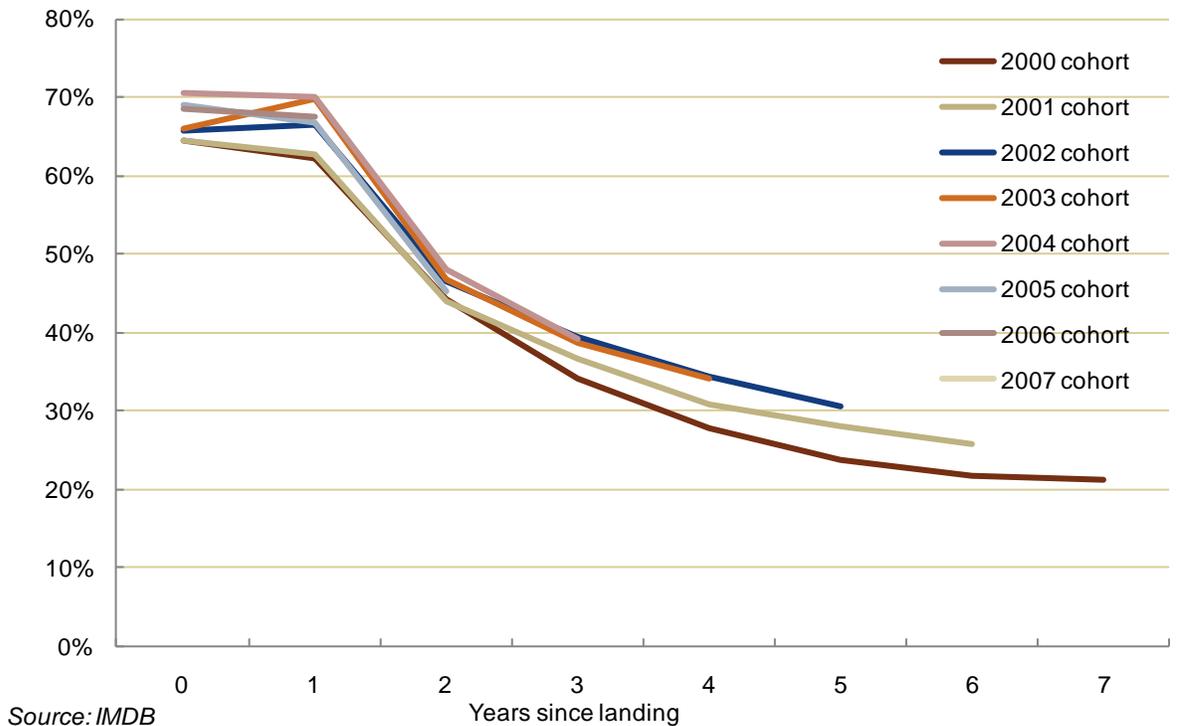


Figure G-2: Average employment earnings per cohort - GARs (federal)



Source: IMDB Earnings are in constant dollars. Base: 2007

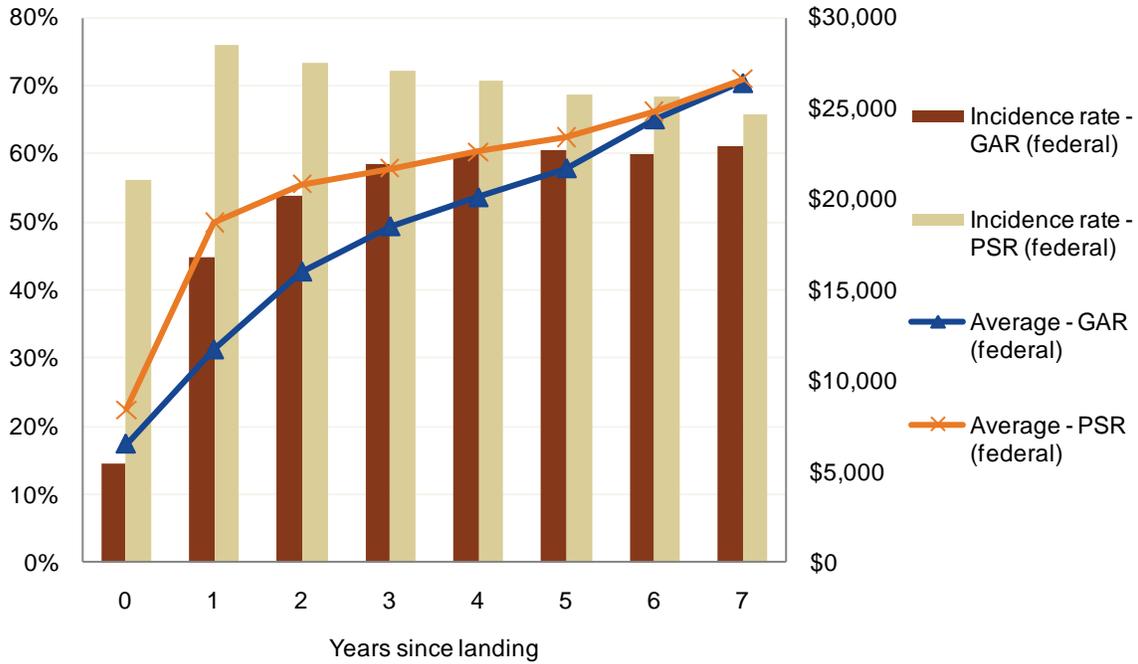
Figure G-3: Incidence rate of reporting welfare benefits per cohort - GARs (federal)



Source: IMDB

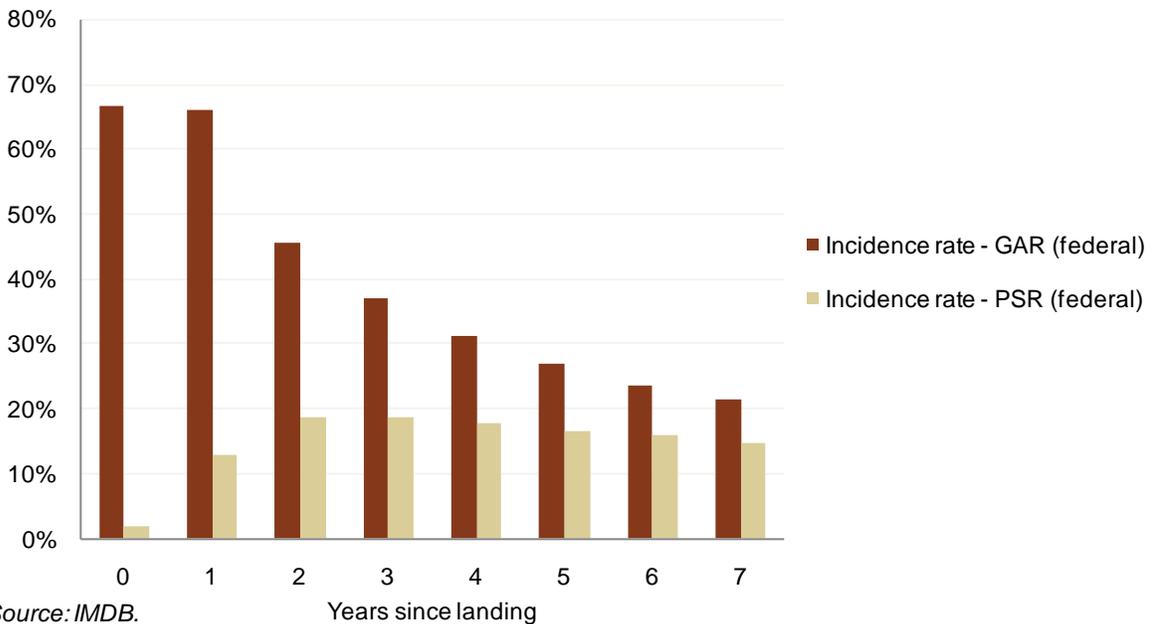
Appendix H: GAR and PSR outcomes by years since landing

Figure H-1: Incidence rate and average employment earnings by years since landing



Source: IMDB. Earnings are in constant dollars. Base: 2007

Figure H-2: Incidence rate of reporting social assistance benefits by years since landing



Source: IMDB.

Appendix I: Regression analysis

Table I-1 : Logistic regressions for reporting employment earnings (GARs)

	1			2			3			5		
	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2
Intercept	-0.551	***		0.066			0.6161	***		1.213	***	
Cohorts			10.79			23.22***			11.52*			11.44**
2000	0.126		3.44	0.215	***	10.96***	0.1427	*	4.95*	0.115		3.58
2001	0.149	*	4.84*	0.196	**	8.92**	0.0646		1.01	-0.067		1.22
2002	0.030		0.19	0.266	***	16.23***	0.1965	**	9.35**	ref.	ref.	ref.
2003	0.000		0.00	0.186	**	7.78**	0.1140		3.04	-	-	-
2004	0.007		0.01	0.048		0.54	ref.	ref.	ref.	-	-	-
2005	-0.011		0.03	ref.	ref.	ref.	-	-	-	-	-	-
2006	ref.	ref.	ref.	-	-	-	-	-	-	-	-	-
2007	-	-	-	-	-	-	-	-	-	-	-	-
Gender (Ref. Women)	1.227	***	1255.18***	1.064	***	885.92***	0.986	***	657.68***	0.667	***	203.94***
Age at landing (Ref. 18-29 years old)			468.04***			668.21***			642.88***			530.26***
30-39 years old	-0.243	***	34.90***	-0.395	***	86.32***	-0.335	***	53.70***	-0.318	***	32.63***
40-49 years old	-0.590	***	133.28***	-0.707	***	189.58***	-0.659	***	147.67***	-0.671	***	107.97***
50 years old and over	-1.653	***	420.10***	-1.955	***	616.39***	-1.981	***	609.65***	-2.180	***	505.46***
Education (Ref. None)			98.62***			106.62***			86.20***			86.57***
Secondary or less	0.446	***	65.27***	0.413	***	51.92***	0.331	***	28.81***	0.361	***	17.56***
Formal trade Cert. Or Apprenticeship, or Non-University Certificat or Diploma	0.692	***	90.52***	0.761	***	102.25***	0.697	***	75.41***	0.778	***	57.24***
Some University - No Degree, or Bachelor's Degree or Some Post-Grad. Education - No Degree or Master's Degree or Doctorate	0.533	***	59.48***	0.530	***	56.49***	0.527	***	48.42***	0.723	***	51.02***
Knowledge of official languages (Ref. Neither English nor French)	0.444	***	133.15***	0.322	***	64.49***	0.250	***	33.54***	0.130	*	6.03*
Marital Status (Ref. Single)			357.67***			261.57***			261.81***			123.74***
Married or common law	-0.743	***	355.02***	-0.647	***	238.85***	-0.680	***	214.39***	-0.607	***	103.65***
Divorced, widowed, separated	-0.614	***	85.69***	-0.746	***	128.80***	-0.915	***	177.05***	-0.811	***	85.19***

	1			2			3			5		
	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2
Country/region of birth (Ref. Afghanistan)			1058.68***			738.75***			526.30***			302.74***
Central America / Caribbean & Bermuda / South America	0.516	***	42.78***	0.641	***	57.54***	0.801	***	67.51***	0.579	***	16.72***
Northern, western, eastern and southern Europe (excluding Yugoslavia)	0.856	***	83.91***	0.745	***	62.41***	0.870	***	73.12***	0.631	***	31.66***
Western, Eastern, Central and Southern Africa (excluding: Ethiopia, Democratic republic of Somalia and Democratic Republic of Congo)	1.495	***	436.87***	1.398	***	305.86***	1.027	***	126.55***	0.951	***	47.33***
Northern Africa / West Central Asia and Middle East (excluding: Democratic Republic of Sudan, Iran, Iraq and Afghanistan)	0.154		1.74	0.257	*	4.70*	-0.069		0.21	-1.099	***	23.74***
Eastern, South-East and South Asia (Excluding: Myanmar)	0.954	***	68.96***	0.332	**	6.98**	0.325	*	4.94*	0.212		0.41
Democratic Republic of Sudan	1.312	***	517.96***	1.033	***	300.26***	0.840	***	166.09***	0.566	***	42.07***
Yugoslavia	0.834	***	181.70***	0.571	***	90.04***	0.398	***	41.78***	0.122		3.26
Iran	0.120		3.07	0.064		0.90	0.091		1.68	0.003		0.00
Iraq	-0.114		2.00	-0.215	**	7.58**	-0.386	***	23.60***	-0.738	***	63.67***
Myanmar	1.212	***	134.99***	1.562	***	99.71***	1.687	***	76.03***	0.833	*	4.11*
Democratic Republic of Somalia	0.908	***	76.49***	0.492	***	20.45***	0.239		3.82	0.013		0.00
Ethiopia	1.465	***	199.76***	1.194	***	102.84***	0.999	***	56.59***	0.589	**	10.08**
Democartic Republic of Congo	1.050	***	83.66***	1.004	***	57.21***	1.041	***	45.26***	0.893	***	15.30***
Province of residence (Ref. Alberta)			1031.67***			730.56***			634.25***			473.75***
Atlantic	-0.397	***	23.92***	-0.438	***	22.27***	-0.647	***	39.03***	-0.933	***	47.21***
Quebec	-1.788	***	111.53***	-1.518	***	100.11***	-1.436	***	92.12***	-1.491	***	79.24***
Ontario	-1.392	***	930.63***	-1.221	***	660.44***	-1.227	***	558.43***	-1.284	***	381.75***
Manitoba	-0.686	***	92.41***	-0.596	***	57.40***	-0.480	***	29.23***	-0.326	**	7.48**
Saskatchewan	-0.639	***	57.14***	-0.463	***	22.46***	-0.380	***	11.67***	-0.172		1.08
British Colombia	-0.966	***	281.78***	-0.831	***	187.83***	-0.696	***	109.34***	-0.638	***	56.85***
n	21,145			18,855			16,385			10,770		
df	35			34			33			31		
Pseudo-r2	0.2308			0.2081			0.1973			0.1777		
LL	-11,184.499			-10,307.788			-8,921.928			-5,940.500		
Chi-2	6,710.74	***		5,416.41	***		4,385.18	***		2,566.77	***	

* p<0.05

** p<0.01

***p<0.001

Table I-2: Linear regression on the log of employment earnings (GARs)

	1			2			3			5		
	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2
Intercept	8.489	***		8.955	***		9.1319	***		9.407	***	
Cohorts			3.09**			2.33*			4.82***			3.82*
2000	-0.116	**	10.03**	-0.077	*	5.24*	-0.1032	***	11.11***	-0.070	*	5.83*
2001	-0.047		1.700	-0.113	***	11.14***	-0.1312	***	17.95***	-0.073	*	6.33*
2002	-0.109	**	8.77**	-0.067	*	3.96*	-0.0639	*	4.34*	ref.	ref.	ref.
2003	-0.077	*	4.58*	-0.047		2.00	-0.0544		3.20	-	-	-
2004	-0.068		3.76	-0.048		2.14	ref.	ref.	ref.	-	-	-
2005	-0.009		0.06	ref.	ref.	ref.	-	-	-	-	-	-
2006	ref.	ref.	ref.	-	-	-	-	-	-	-	-	-
2007	-	-	-	-	-	-	-	-	-	-	-	-
Gender (Ref. Women)	0.465	***	571.49***	0.486	***	680.03***	0.482	***	647.02***	0.449	***	398.65***
Age at landing (Ref. 18-29 years old)			6.82***			8.24***			9.06***			10.66***
30-39 years old	0.005		0.05	0.070	**	10.32**	0.046	*	4.31*	0.081	**	9.58**
40-49 years old	-0.038		1.60	0.035		1.47	-0.032		1.23	0.031		0.85
50 years old and over	-0.243	***	18.30***	-0.168	**	9.26**	-0.218	***	15.94***	-0.268	***	16.39***
Education (Ref. None)			1.84			7.87***			3.76*			8.82***
Secondary or less	0.066	*	4.30*	0.052		2.84	0.049		2.40	0.080		3.32
Formal trade Cert. Or Apprenticeship, or Non-University Certificat or Diploma	0.091	*	5.02*	0.120	**	9.22**	0.118	**	8.76**	0.219	***	18.77***
Some University - No Degree, or Bachelor's Degree or Some Post-Grad. Education - No Degree or Master's Degree or Doctorate	0.065		2.77	-0.032		0.72	0.023		0.36	0.135	**	7.28**
Knowledge of official languages (Ref. Neither English nor French)	0.125	***	38.00***	0.095	***	22.61***	0.070	***	11.99***	0.007		0.07
Marital Status (Ref. Single)			1.29			6.25**			0.83			5.00**
Married or common law	-0.033		2.58	-0.060	**	8.79**	0.015		0.55	-0.018		0.49
Divorced, widowed, separated	-0.018		0.23	-0.105	**	8.19**	-0.025		0.48	-0.135	**	9.60**

	1			2			3			5		
	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2
Country/region of birth (Ref. Afghanistan)			30.40***			19.90***			20.79***			11.38***
Central America / Caribbean & Bermuda / South America	0.089		3.50	-0.013		0.08	0.062		1.78	0.181	**	8.72**
Northern, western, eastern and southern Europe (excluding Yugoslavia)	0.212	***	14.24***	0.287	***	30.25***	0.324	***	42.04***	0.302	***	34.20***
Western, Eastern, Central and Southern Africa (excluding: Ethiopia, Democratic republic of Somalia and Democratic Republic of Congo)	0.439	***	145.02***	0.292	***	65.52***	0.364	***	84.23***	0.256	***	23.44***
Northern Africa / West Central Asia and Middle East (excluding: Democratic Republic of Sudan, Iran, Iraq and Afghanistan)	0.218	**	8.48**	-0.026		0.13	0.127		2.15	0.013		0.01
Eastern, South-East and South Asia (Excluding: Myanmar)	0.198	**	9.98**	0.161	*	5.33*	0.132		3.31	0.310	*	4.14*
Democratic Republic of Sudan	0.422	***	182.93***	0.220	***	55.10***	0.163	***	28.81***	0.044		1.32
Yugoslavia	0.398	***	121.47***	0.262	***	61.84***	0.300	***	84.40***	0.210	***	36.59***
Iran	0.006		0.02	-0.068		2.76	-0.087	*	4.85*	-0.084		3.36
Iraq	-0.031		0.35	-0.077		2.54	-0.101	*	4.55*	-0.202	***	13.92***
Myanmar	0.098		3.10	0.459	***	50.77***	0.382	***	32.09***	0.207		2.00
Democratic Republic of Somalia	0.443	***	63.26***	0.314	***	31.11***	0.202	***	11.11***	0.021		0.04
Ethiopia	0.491	***	95.71***	0.343	***	43.20***	0.359	***	43.99***	0.226	**	9.42**
Democartic Republic of Congo	0.245	***	17.49***	0.036		0.35	0.029		0.20	0.281	**	10.03**
Province of residence (Ref. Alberta)			15.96***			14.27***			20.28***			19.55***
Atlantic	-0.262	***	45.05***	-0.186	***	19.74***	-0.296	***	40.39***	-0.237	***	13.31***
Quebec	-0.244	*	4.92*	-0.241	**	6.90**	-0.251	**	9.00**	-0.479	***	27.42***
Ontario	-0.151	***	44.33***	-0.168	***	56.26***	-0.185	***	65.06***	-0.258	***	88.32***
Manitoba	-0.152	***	19.50***	-0.041		1.35	-0.156	***	17.61***	-0.210	***	19.94***
Saskatchewan	-0.259	***	35.55***	-0.231	***	25.24***	-0.202	***	17.76***	-0.333	***	26.62***
British Colombia	-0.031		1.05	-0.028		0.85	0.017		0.33	-0.110	**	9.09**
n	9,455			10,135			9,595			6,525		
df	35			34			33			31		
F	38.97	***		37.61	***		36.73	***		24.81	***	
r2	0.1265			0.1124			0.1125			0.1059		

* $p < 0,05$

** $p < 0,01$

*** $p < 0,001$

Table I-3: Logistic regressions for reporting employment earnings (GARs, PSRs and GAR Quebec)

	1			2			3			5		
	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2
Intercept	-0.571	***		-0.011			0.5422	***		0.983	***	
Cohorts			19.06**			22.55***			9.99*			8.04*
2000	0.141	**	7.25**	0.178	***	13.39***	0.1062	*	5.00*	0.070		2.32
2001	0.131	*	6.34*	0.113	*	5.43*	0.0461		0.95	-0.047		1.06
2002	0.009		0.03	0.190	***	14.57***	0.1342	**	7.88**	ref.	ref.	ref.
2003	0.048		0.85	0.176	***	12.56***	0.0620		1.68	-	-	-
2004	0.035		0.45	0.076		2.35	ref.	ref.	ref.	-	-	-
2005	-0.034		0.39	ref.	ref.	ref.	-	-	-	-	-	-
2006	ref.	ref.	ref.	-	-	-	-	-	-	-	-	-
2007	-	-	-	-	-	-	-	-	-	-	-	-
Category (ref. GAR fed.)			2689.39***			1033.86***			470.94***			137.02***
PSR federal	1.795	***	2613.95***	1.10	***	988.67***	0.79	***	446.39***	0.497	***	113.84***
GAR QC.	-0.224	**	8.79**	-0.186	**	7.16**	-0.134		3.64	-0.249	**	9.81**
Gender (Ref. Women)	1.256	***	2141.38***	1.066	***	1527.76***	0.972	***	1119.57***	0.705	***	394.80***
Age at landing (Ref. 18-29 years old)			1044.56***			1217.97***			1162.48***			902.68***
30-39 years old	-0.231	***	50.18***	-0.400	***	147.97***	-0.352	***	100.86***	-0.324	***	57.45***
40-49 years old	-0.570	***	205.22***	-0.659	***	278.76***	-0.667	***	259.70***	-0.688	***	192.06***
50 years old and over	-1.861	***	990.31***	-1.960	***	1172.60***	-1.967	***	1112.70***	-2.120	***	858.72***
Education (Ref. None)			125.68***			141.48***			106.47***			110.35***
Secondary or less	0.373	***	75.67***	0.351	***	65.77***	0.273	***	35.42***	0.282	***	20.39***
Formal trade Cert. Or Apprenticeship, or Non-University Certificat or Diploma	0.579	***	109.54***	0.639	***	131.74***	0.565	***	92.47***	0.634	***	71.73***
Some University - No Degree, or Bachelor's Degree or Some Post-Grad. Education - No Degree or Master's Degree or Doctorate	0.498	***	88.01***	0.478	***	81.39***	0.437	***	60.99***	0.600	***	65.69***
Knowledge of official languages (Ref. Neither English nor French)	0.411	***	173.24***	0.330	***	106.06***	0.274	***	62.84***	0.212	***	24.99***
Marital Status (Ref. Single)			494.39***			360.70***			347.27***			181.87***
Married or common law	-0.688	***	491.41***	-0.580	***	326.63***	-0.576	***	269.76***	-0.565	***	154.11***
Divorced, widowed, separated	-0.574	***	118.82***	-0.689	***	182.19***	-0.839	***	247.12***	-0.756	***	120.99***

	1			2			3			5		
	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2
Country/region of birth (Ref. Afghanistan)			1398.82***			1082.76***			801.89***			432.28***
Central America / Caribbean & Bermuda / South America	0.776	***	201.59***	0.977	***	311.02***	0.893	***	226.07***	0.952	***	140.18***
Northern, western, eastern and southern Europe (excluding Yugoslavia)	0.911	***	151.32***	0.822	***	125.07***	0.858	***	124.17***	0.735	***	78.81***
Western, Eastern, Central and Southern Africa (excluding: Ethiopia, Democratic republic of Somalia and Democratic Republic of Congo)	1.309	***	585.66***	1.151	***	416.08***	1.023	***	257.43***	0.964	***	118.88***
Northern Africa / West Central Asia and Middle East (excluding: Democratic Republic of Sudan, Iran, Iraq and Afghanistan)	0.236	*	5.69*	0.313	**	9.82**	0.049		0.17	-0.275		2.84
Eastern, South-East and South Asia (Excluding: Myanmar)	1.035	***	128.27***	0.632	***	42.38***	0.688	***	38.53***	0.839	***	23.44***
Democratic Republic of Sudan	1.219	***	583.67***	1.042	***	393.74***	0.864	***	226.68***	0.698	***	82.39***
Yugoslavia	0.852	***	275.22***	0.677	***	186.16***	0.465	***	85.12***	0.283	***	26.96***
Iran	0.163	**	7.74**	0.100		3.02	0.085		2.00	0.089		1.44
Iraq	0.297	***	33.68***	0.229	***	20.01***	0.011		0.04	-0.196	**	9.64**
Myanmar	1.218	***	164.50***	1.527	***	121.03***	1.627	***	95.41***	0.954	***	11.73***
Democratic Republic of Somalia	0.560	***	43.60***	0.324	***	13.46***	0.087		0.79	-0.025		0.03
Ethiopia	1.668	***	535.50***	1.338	***	328.38***	1.127	***	197.95***	0.806	***	54.39***
Democartic Republic of Congo	0.954	***	145.67***	0.881	***	111.44***	0.765	***	68.53***	0.612	***	23.90***
Province of residence (Ref. Alberta)			1269.82***			916.98***			765.70***			543.27***
Atlantic	-0.405	***	27.99***	-0.418	***	23.46***	-0.639	***	44.76***	-0.874	***	48.20***
Quebec	-1.597	***	365.17***	-1.330	***	291.64***	-1.286	***	260.16***	-1.034	***	122.81***
Ontario	-1.298	***	1097.33***	-1.130	***	789.93***	-1.125	***	662.63***	-1.149	***	439.81***
Manitoba	-0.664	***	123.71***	-0.473	***	54.51***	-0.468	***	43.58***	-0.322	***	11.68***
Saskatchewan	-0.613	***	64.81***	-0.416	***	22.58***	-0.353	***	12.30***	-0.132		0.78
British Colombia	-1.088	***	455.08***	-0.865	***	267.56***	-0.721	***	157.04***	-0.549	***	56.67***
n	37,555			33,425			28,805			18,315		
df	37			36			35			33		
Pseudo-r2	0.2930			0.2281			0.2017			0.1709		
LL	-18,384.124			-17,557.372			-15,359.004			-10,098.682		
Chi-2	15,236.00	***		10,374.48	***		7,760.79	***		4,164.47	***	

* $p < 0.05$

** $p < 0.01$

*** $p < 0.001$

Table I-4: Linear regressions for the log of employment earnings (GARs, PSRs and GAR Quebec)

	1			2			3			5		
	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2
Intercept	8.646	***		9.022	***		9.1305	***		9.370	***	
Cohorts			11.70***			8.52***			7.78***			8.05***
2000	-0.131	***	33.53***	-0.108	***	22.97***	-0.0981	***	20.69***	-0.078	***	13.45***
2001	-0.119	***	28.45***	-0.127	***	32.13***	-0.1022	***	23.03***	-0.073	***	11.95***
2002	-0.155	***	45.62***	-0.107	***	22.22***	-0.0698	**	10.58**	ref.	ref.	ref.
2003	-0.120	***	29.70***	-0.060	**	7.38**	-0.0319		2.33	-	-	-
2004	-0.086	***	15.56***	-0.045	*	4.25*	ref.	ref.	ref.	-	-	-
2005	-0.029		1.68	ref.	ref.	ref.	-	-	-	-	-	-
2006	ref.	ref.	ref.	-	-	-	-	-	-	-	-	-
2007	-	-	-	-	-	-	-	-	-	-	-	-
Category (ref. GAR fed.)			981.91***			273.63***			135.12***			41.02***
PSR federal	0.606	***	1905.91***	0.34	***	516.11***	0.24	***	227.11***	0.170	***	64.89***
GAR QC.	-0.069		2.69	-0.087	*	5.35*	-0.156	***	18.21***	-0.123	**	8.26**
Gender (Ref. Women)	0.463	***	1443.47***	0.455	***	1286.33***	0.441	***	1082.40***	0.417	***	623.74***
Age at landing (Ref. 18-29 years old)			24.92***			17.97***			15.64***			13.28***
30-39 years old	0.055	***	15.49***	0.081	***	29.11***	0.044	**	7.92**	0.057	**	8.49**
40-49 years old	-0.014		0.50	0.028		1.94	-0.008		0.14	0.008		0.09
50 years old and over	-0.228	***	42.48***	-0.135	***	13.72***	-0.207	***	29.79***	-0.235	***	24.21***
Education (Ref. None)			3.40*			9.06***			4.59**			11.52***
Secondary or less	0.058	**	7.66**	0.055	*	6.38*	0.050	*	4.80*	0.070	*	4.91*
Formal trade Cert. Or Apprenticeship, or Non-University Certificat or Diploma	0.081	**	9.62**	0.102	***	14.29***	0.101	***	12.88***	0.182	***	24.56***
Some University - No Degree, or Bachelor's Degree or Some Post-Grad. Education - No Degree or Master's Degree or Doctorate	0.062	*	5.80*	-0.003		0.01	0.041		2.29	0.130	***	12.68***
Knowledge of official languages (Ref. Neither English nor French)	0.055	***	17.94***	0.025		3.11	0.048	**	10.04**	0.021		1.17
Marital Status (Ref. Single)			0.33			2.81			1.00			4.29*
Married or common law	0.005		0.15	-0.014		0.97	0.010		0.47	-0.005		0
Divorced, widowed, separated	0.019		0.65	-0.059	*	5.59*	-0.024		0.82	-0.093	**	7.72**

	1			2			3			5		
	Coeff.	Sig	Chi-2									
Country/region of birth (Ref. Afghanistan)			42.45***			29.78***			31.23***			19.54***
Central America / Caribbean & Bermuda / South America	0.039		1.82	0.050		3.08	0.192	***	42.98***	0.265	***	49.73***
Northern, western, eastern and southern Europe (excluding Yugoslavia)	0.190	***	25.64***	0.300	***	64.50***	0.353	***	92.17***	0.395	***	103.22***
Western, Eastern, Central and Southern Africa (excluding: Ethiopia, Democratic republic of Somalia and Democratic Republic of Congo)	0.305	***	182.08***	0.263	***	118.39***	0.332	***	156.66***	0.263	***	55.97***
Northern Africa / West Central Asia and Middle East (excluding: Democratic Republic of Sudan, Iran, Iraq and Afghanistan)	0.157	**	8.29**	0.001		0.00	0.231	***	12.26***	0.273	**	9.07**
Eastern, South-East and South Asia (Excluding: Myanmar)	0.195	***	22.78***	0.177	***	14.29***	0.216	***	18.51***	0.133		3.13
Democratic Republic of Sudan	0.287	***	169.57***	0.174	***	56.80***	0.178	***	52.96***	0.090	**	7.93**
Yugoslavia	0.325	***	158.31***	0.271	***	112.80***	0.352	***	188.20***	0.265	***	90.65***
Iran	-0.117	***	12.81***	-0.111	***	11.55***	-0.069	*	4.35*	-0.053		1.79
Iraq	0.148	***	34.70***	0.096	***	13.08***	0.114	***	16.16***	-0.030		0.77
Myanmar	-0.003		0	0.326	***	39.86***	0.322	***	34.78***	0.237	*	5.53*
Democratic Republic of Somalia	0.235	***	40.63***	0.183	***	19.49***	0.181	***	15.71***	-0.036		0.27
Ethiopia	0.367	***	274.02***	0.314	***	161.82***	0.296	***	120.05***	0.186	***	24.22***
Democartic Republic of Congo	0.194	***	25.84***	0.067		2.86	0.113	**	6.91**	0.186	**	10.22**
Province of residence (Ref. Alberta)			52.62***			31.95***			31.31***			26.55***
Atlantic	-0.365	***	128.58***	-0.251	***	48.02***	-0.307	***	56.35***	-0.231	***	15.44***
Quebec	-0.375	***	70.78***	-0.361	***	80.05***	-0.317	***	64.56***	-0.437	***	88.99***
Ontario	-0.189	***	151.40***	-0.171	***	107.80***	-0.176	***	101.31***	-0.214	***	94.02***
Manitoba	-0.215	***	108.23***	-0.139	***	36.88***	-0.164	***	41.79***	-0.195	***	32.63***
Saskatchewan	-0.334	***	101.96***	-0.274	***	53.20***	-0.217	***	27.64***	-0.288	***	24.84***
British Columbia	-0.144	***	39.90***	-0.101	***	18.04***	-0.035		1.98	-0.104	***	11.40***
n	19,535			19,370			17,625			11,315		
df	37			36			35			33		
F	171.73	***		99.43	***		74.93	***		41.65	***	
r2	0.2458			0.1562			0.1298			0.1086		

* $p < 0.05$

** $p < 0.01$

*** $p < 0.001$

Table I-5: Survival regression for exiting a first social assistance episode

	GARs			All categories		
	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2
Cohorts			7.24			6.81
2000	0.116		3.07	0.106		3.38
2001	0.107		2.600	0.096		2.76
2002	0.110		2.71	0.118	*	4.13*
2003	0.139	*	4.39*	0.125	*	4.65*
2004	0.124		3.46	0.100		2.93
2005	0.172	*	6.08*	0	*	5.45*
2006	ref.	ref.	ref.	ref.	ref.	ref.
2007	-	-	-	-	-	-
Category (ref. GAR fed.)						0.66
PSR federal				-0.01		0.07
GAR QC.				-0.029		0.62
Gender (Ref. Women)	0.082	***	14.39***	0.037	*	4.12*
Age at landing (Ref. 18-29 years old)			807.92***			1005.75***
30-39 years old	-0.298	***	159.31***	-0.267	***	176.42***
40-49 years old	-0.543	***	324.58***	-0.483	***	364.60***
50 years old and over	-1.271	***	636.68***	-1.201	***	836.70***
Education (Ref. None)			35.10***			40.52***
Secondary or less	0.116	**	10.49**	0.097	**	10.58**
Formal trade Cert. Or Apprenticeship, or Non-University Certificat or Diploma	0.217	***	24.06***	0.196	***	28.56***
Some University - No Degree, or Bachelor's Degree or Some Post-Grad. Education - No Degree or Master's Degree or Doctorate	0.215	***	25.86***	0.183	***	27.54***
Knowledge of official languages (Ref. Neither English nor French)	0.084	***	13.91***	0.100	***	25.03***
Marital Status (Ref. Single)			546.11***			910.30***
Married or common law	0.354	***	229.06***	0.421	***	435.31***
Divorced, widowed, separated	-0.440	***	116.94***	-0.407	***	139.64***

	GARs			All categories		
	Coeff.	Sig	Chi-2	Coeff.	Sig	Chi-2
Country/region of birth (Ref. Afghanistan)			168.09***			265.58***
Central America / Caribbean & Bermuda / South America	0.234	***	22.17***	0.362	***	112.60***
Northern, western, eastern and southern Europe (excluding Yugoslavia)	0.360	***	42.84***	0.336	***	51.81***
Western, Eastern, Central and Southern Africa (excluding: Ethiopia, Democratic republic of Somalia and Democratic Republic of Congo)	0.323	***	59.66***	0.353	***	106.95***
Northern Africa / West Central Asia and Middle East (excluding: Democratic Republic of Sudan, Iran, Iraq and Afghanistan)	0.258	**	10.72**	0.288	***	17.29***
Eastern, South-East and South Asia (Excluding: Myanmar)	0.315	***	18.14***	0.356	***	25.90***
Democratic Republic of Sudan	0.167	***	24.30***	0.212	***	45.53***
Yugoslavia	0.201	***	31.84***	0.198	***	39.56***
Iran	0.231	***	33.93***	0.238	***	42.96***
Iraq	-0.073		2.42	-0.029		0.54
Myanmar	0.403	***	30.21***	0.424	***	36.19***
Democratic Republic of Somalia	0.117		3.19	0.090		2.38
Ethiopia	0.399	***	44.00***	0.405	***	65.83***
Democartic Republic of Congo	0.153	*	4.46*	0.240	***	24.87***
Province of residence (Ref. Alberta)			222.36***			245.94***
Atlantic	-0.179	**	9.82**	-0.180	**	10.55**
Quebec	-0.246	**	10.38**	-0.230	***	32.01***
Ontario	-0.322	***	170.68***	-0.310	***	190.00***
Manitoba	0.015		0.13	0.021		0.30
Saskatchewan	-0.217	***	13.12***	-0.202	***	12.83***
British Colombia	-0.048		2.14	-0.052		2.92
n	16,820			23,700		
events	10,795			14,845		
LL	-97,614.975			-139,472.960		
Chi-2	2,567.43	***		3,547.17	***	

* $p < 0,05$

** $p < 0,01$

*** $p < 0,001$

Appendix J: Data collection instruments

For data collection instruments, please refer to the technical appendix – separate from the report – available on request.

Appendix K: Technical report on the IMDB analysis.

For the technical report on the IMDB analysis, please refer to the technical appendix – separate from the report – available on request.

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