

Settlement Working Group Recommendations to address Under-serviced Areas in Settlement and Language Training for Newcomers to Ontario

Background

When the Canada-Ontario discussions on an improved approach to integration of newcomers began three years ago, the partners recognized that there were existing gaps and overlaps in services, both in certain locations or areas of the province as well as within certain types of services. Therefore, the question of gaps in services and under servicing was raised and examined during the ensuing *Consultations on the Settlement and Language Training Services Needs of Newcomers* conducted in 2006. The consultation results affirmed the existence of under servicing and suggested the types of areas and services that merited attention. This challenge was incorporated into the recent COIA Strategy and deemed to be an important focus for implementation. Finally, the Steering Committee directed that this challenge be one of the priority topics for the SWG to address. The SWG has explored this challenge and is providing this report as its recommendation to the Steering Committee.

Summary Recommendation

The SWG has developed a framework to help identify and assess potential under-serviced areas (or types) and to then develop strategies to improve them. The framework consists of five archetype areas (each area is profiled with characteristics and potential needs and service gaps) along with selection criteria to help identify areas in need. The framework also includes potential strategies to address the under serviced areas and an outline of optional conditions under which the framework could be applied.

1. The SWG recommends this framework and approach to address the challenges of under-serviced areas and urges its application in an immediate and assertive fashion.
2. To launch its application we recommend that this framework and approach be distributed to the relevant CIC operations management with a request to:
 - a) Identify and select a set of the most urgent under-serviced areas in the province, including at least one from each of the five archetype areas.
 - b) Using the framework with its response strategies, identify one or two intervention strategies to address the most problematic shortfalls or gaps in each selected area (i.e., those for which a significant short-term affect is desirable).

Implementation plan

The SWG recommends development of an implementation plan, incorporating the results of 2a) and b) above, to be submitted to the Steering Committee for review (and the SWG for information) within 60 days.

- c) Over the next 6-12 months, design and implement these plans for an area-based approach with sufficient scope and scale to demonstrate immediate effectiveness and to provide results that can be applied more broadly.

Note: The SWG strongly recommends that a first step is to convene a community-based process in each area to determine the needs and response (consolidated municipal service managers would be a good resource to initiate this process).

3. The SWG offers to continue to provide advice to this process and in particular, to operational management and staff on the design and application of an intervention strategy in each selected archetype area.

Application of Under-serviced Area Framework

The SWG proposes that the framework with its intervention strategies could be applied in any of three situations:

1. Through the COIA implementation plan, if the partners determine that there should be a joint undertaking to address the most critical under-serviced areas within the province in the next period, then the under-serviced areas needing urgent attention would be identified using the framework with its selection criteria (as well as the SWG proposed Ontario-wide geographically mapped profile of newcomer populations/needs), and the intervention strategies would provide a source list to determine where and how investment and program initiatives should be created.
2. During the annual and recent call for proposals from service provider organizations, given the new program aspirations arising from the COIA strategy, the CIC and MCI staff could scan groups of submissions on a regional or geographical basis (using the five archetypes as area models) to identify where there was evidence of under servicing of newcomers and subsequently determine what intervention would be most helpful, using the framework of recommended strategies as a source list.
3. In future, the partners may determine that the concept of identifying and addressing under servicing will become a normal feature of regular calls for proposals from service providers and/or regional/municipal governments and/or could be generated by community based planning exercises. In this case, the framework of archetype area profiles along with the selection criteria would be publicly available to indicate the approach that would be used to guide and evaluate requests for consideration as an under-serviced area.

Recommended Strategies to Address Under-serviced Areas

The SWG recommends the following strategies and actions to address under-serviced areas. They have been grouped under themes and against each of the under-serviced archetypes in Annex C.

A. Foster Partnerships and Coordination

- Invest in partnerships among SPOs, government, private sector, community organizations and the employment sector to deliver services; provide useful, timely and relevant information; and to encourage the creation of social networks. Settlement activities could provide the catalyst for involving other partners in planning and development related to rural areas (e.g., the Healthy Cities model; McCain's partnership initiative, New Brunswick; New Brunswick-Northwest model; Tamarack).
- a. Work with trade unions, volunteers, faith-based groups and service organizations such as the Lions Club to develop services for newcomers.
- b. Work with employers to develop services for their newcomer employees. Illustrate benefits to employers of providing services to newcomers (e.g., higher retention rates).
- c. Partner on youth specific initiatives.
- d. Explore links with informal networks.
- e. Connect with colleges, school boards and local universities to work with newcomers, including foreign students (e.g., Lakehead and Laurentian).
- Ensure coordination and partnership among and between federal partners (e.g., CIC and HRSDC), provincial partners (e.g., MCI and MTCU) and local partners. Develop agreement on a set of common objectives, roles and investments in the provision of settlement services.
- Consider convening multiple partners or provide resources to outside organization(s) to convene the partners to lead integrated development
- Create and support integrated development in rural areas and small centres by convening multiple departments/governments or providing resources to a local organization to lead the effort.

B. Adopt Community Based Planning and Coordination

- Foster strong leadership within the community to support settlement services delivery, information dissemination and improved social networking.
- Address immigration and settlement in rural areas and small centres more expressly in the existing government regionalization strategy.
- Implement coordinated planning systems at the local level to support coordination, coherence and integration of settlement services.

C. Develop Service Providers and Service Delivery

- Identify available local government and community services that are supportive of newcomers and determine the extent to which they can be linked into existing settlement services
- Improve the ability of SPOs to provide settlement services to a growing population:
 - a. Develop a strategy to structure SPOs in such a way as to account for the nature of the population, location of service nodes, availability of public transportation and other relevant factors (e.g., create a system of linked satellite offices rather than relying on a central location to provide settlement services).
 - b. Invest in SPOs to increase both their numbers and capacity, recognizing that targeted strategies will be needed for each region.
 - c. Enhance visibility and more immediate co-location presence.
- Connect with colleges, school boards and local universities to work with newcomers, including expanding job readiness programs and language training services.
- Support enhanced translation and interpretation services

D. Develop Alternative or Distance Learning Type Services

- Explore alternate funding models (e.g., limiting the use of allocation formulas) and alternate delivery models (e.g., itinerant services) to improve services in rural areas and small centres.
- Develop online (including video-conferencing) and 1-800 services to meet additional needs. Consider potential implications such as issues of liability and privacy.
 - Support the expansion of the 211 service, where it exists. Enhance awareness of this service in rural areas and small centres.
- Offer distance learning options through academic or other systems (e.g., ESL, LINC).

E. Promote Outreach

- Support the establishment of “learning sites.” (see Our Diverse Cities, page 107)
- Expand outreach services through existing SPOs, public services and other local agencies and organization

F. Invest in Innovation and Itinerant Services

- Invest in itinerant services (including mobile services, home visits, kiosks and others) as alternate methods of delivery where there is a lack of infrastructure and services. The government could take a lead role in building some structure around these types of services (e.g., by addressing transportation and insurance implications).
 - a. Determine the types of services that could most successfully be provided through itinerant service models.
- Look to other models for potential approaches and guidelines: FedNor, Industry Canada, Agriculture and Agri-food Canada have strategies on immigration and northern/remote areas that could provide additional insights. Aboriginal-related service providers and organizations may also provide helpful lessons.

Overview of SWG Approach

The SWG studied this question and determined that any policy or program intervention would require a framework to help identify and assess potential under-serviced areas (or types) and to then develop strategies to improve them. The SWG developed a framework that is organized around five archetype areas:

- Rural and Small Centres
- Northern and Remote
- Growing Boundary Area (around a metropolis)
- High Density Metropolis Neighbourhood
- Medium-sized City

Each archetype area was profiled with: a range of characteristics that define the area; an outline of the types of needs and service gaps that are likely to appear in such an area when shortfalls or under servicing occurs; and a preliminary view of emerging solutions that could address these needs/service gaps (see Annex B).

As well, a set of selection criteria were defined for each area. An area in Ontario where newcomers are receiving settlement services could be designated as ‘under-serviced’ if the area met a significant majority of the criteria to a high degree for one of the area types. In general, the criteria are based on: lack of critical mass of newcomers/newcomer groups to allow an appropriate range of services or to provide tailored services; significant newcomer settlement needs that are not being met either in scale or type of service (and which have been accepted for the provision of services); critical gaps in agreed services; significant under capacity in the delivery system to provide agreed and validated service levels; lack of access for newcomers due to availability of services; a gap in agreement among newcomers and SPOs (and possibly others) about the desired objectives/outcomes of settlement services; and limited experience/history with immigration and creating a welcoming community/environment (see Annex A).

The SWG then developed a range of strategies and actions to address each of the under-serviced area archetypes which are described below.

Under-serviced Services

The SWG also examined “under-serviced services” in particular emotional and mental health counselling and support, housing, employment and employer education. They recommend that further consideration be given to emotional and mental health counselling and support. The SWG expects to review this topic further after receiving the results of the Client Support Services Pilot project. Suggestions were provided for the other three topics which are also expected to receive later review.

Annex A

TYPES OF UNDER-SERVED AREAS CRITERIA FOR SELECTION

An area in Ontario where newcomers are receiving settlement services could be designated as 'under-served' if the area met a significant majority of the criteria to a high degree for one of the area types below. In general, the criteria are based on: lack of critical mass of newcomers/newcomer groups to allow an appropriate range of services or to provide tailored services; significant newcomer settlement needs that are not being met either in scale or type of service (and which have been accepted for the provision of services); critical gaps in agreed services; significant under capacity in the delivery system to provide agreed and validated service levels; lack of access for newcomers due to availability of services; a gap in agreement among newcomers and SPOs (and possibly others) about the desired objectives/outcomes of settlement services; and limited experience/history with immigration and creating a welcoming community/environment.

Table 1: Rural Areas and Small Centres, and Northern and Remote Areas

Rural Areas and Small Centres	Northern and Remote
<p>A rural area and/or northern and remote area in Ontario (or sections of an area) where newcomers are receiving settlement services could be designated as 'under-served' if the area met a significant majority of the following criteria to a high degree:</p> <div style="display: flex; justify-content: space-between;"> <div style="width: 48%;"> <ul style="list-style-type: none"> <input type="checkbox"/> Lack of critical mass of newcomers / newcomer groups to allow for an appropriate range of services or to provide tailored services <input type="checkbox"/> Existing settlement service provider(s) are under resourced, inexperienced <input type="checkbox"/> Lack of a service delivery system in general, in particular for government services <input type="checkbox"/> Lack of service delivery partners or established partner relationships to enable collaborative service delivery <input type="checkbox"/> Lack of access (e.g. due to prohibitive travel distances to limited fixed service points and infrequent itinerant services) <input type="checkbox"/> Lack of social networks to facilitate social integration <input type="checkbox"/> Lack of services for newcomer youth, low income families <input type="checkbox"/> Lack of services with relevant language supports to support ethnic group clusters <input type="checkbox"/> Limited experience/history with immigration and creating a welcoming community/environment <input type="checkbox"/> Funding formulas based on per capita or through-put numbers that do not work well in this area </div> <div style="width: 48%;"> <ul style="list-style-type: none"> <input type="checkbox"/> Lack of critical mass of newcomers/newcomer groups to allow an appropriate range of services or to provide tailored services <input type="checkbox"/> Existing settlement service provider(s) are under resourced, inexperienced <input type="checkbox"/> Lack of a service delivery system in general, in particular for government services <input type="checkbox"/> Lack of service delivery partners or established partner relationships to enable collaborative service delivery <input type="checkbox"/> Lack of access (e.g. due to prohibitive travel distances to limited fixed service points, infrequent itinerant services and weather extremes) <input type="checkbox"/> Lack of social networks to facilitate social integration <input type="checkbox"/> Lack of services for newcomer youth, low income families <input type="checkbox"/> Lack of services with relevant language supports to support ethnic group clusters <input type="checkbox"/> Limited experience/history with immigration and creating a welcoming community/environment <input type="checkbox"/> Funding formulas based on per capita or through-put numbers that do not work well in this area </div> </div> <p><input type="checkbox"/> <i>Note: Although the criteria for these two archetypes are similar, the conditions and impacts are generally more extreme in northern and remote areas due to greater distances, more extreme weather conditions and fewer connections with high density areas of the province.</i></p>	

Table 2: Growing Boundary Areas, High Density Metropolis Neighbourhoods and Medium-sized Cities

Growing Boundary Area (around a Metropolis)	High Density Metropolis Neighbourhood	Medium-sized City
An area in Ontario (or sections of an area) where newcomers are receiving settlement services could be designated as 'under-served' if the area met a significant majority of the following criteria to a high degree:		
<ul style="list-style-type: none"> <input type="checkbox"/> Due to rapid growth in the newcomer population, there are insufficient service options available (both public and settlement-related) with the funding and capacity to address the range of newcomer needs (both general and tailored) <input type="checkbox"/> Demand for a range of services negatively impacts the SPO service delivery model <input type="checkbox"/> Lack of responsiveness in major institutions (e.g., hospitals) to shifts in newcomer populations <input type="checkbox"/> Lack of coordination, collaborative planning and working, and/or networking to enable tailored newcomer services, better navigation and efficiencies in delivery: a) among SPOs; b) between SPOs, local agencies and public services; and c) the settlement system and informal networks providing alternative, non-funded services to newcomers. <input type="checkbox"/> Lack of consensus on the desired outcomes/objectives of the provision of settlement services, and the required level of support and commitment to newcomers (i.e., between SPOs and newcomers; and among SPOs) <input type="checkbox"/> Gaps in emotional and mental health services (especially for low income) <input type="checkbox"/> Lack of services for newcomer youth <input type="checkbox"/> Lack of awareness of services among newcomers <input type="checkbox"/> Lack of access to services (e.g. due to service hours, transportation limitations) <input type="checkbox"/> Lack of employment/employability services (with 	<ul style="list-style-type: none"> <input type="checkbox"/> Due to rapid growth in the newcomer population, there are insufficient service options available (both public and settlement-related) with the funding and capacity to address the range of newcomer needs (both general and tailored) <input type="checkbox"/> Demand for a range of services negatively impacts the SPO service delivery model <input type="checkbox"/> Lack of responsiveness in major institutions (e.g., hospitals) to shifts in newcomer populations <input type="checkbox"/> Lack of coordination, collaborative planning and working, and/or networking to enable tailored newcomer services, better navigation and efficiencies in delivery: a) among SPOs; b) between SPOs, local agencies and public services; and c) the settlement system and informal networks providing alternative, non-funded services to newcomers. <input type="checkbox"/> Lack of consensus on the desired outcomes/objectives of the provision of settlement services, and the required level of support and commitment to newcomers (i.e., between SPOs and newcomers; and among SPOs) <input type="checkbox"/> Gaps in emotional and mental health services (especially for low income) <input type="checkbox"/> Lack of services for newcomer youth <input type="checkbox"/> Lack of awareness of services among newcomers <input type="checkbox"/> Lack of access to services (e.g. due to service hours, transportation limitations) <input type="checkbox"/> Lack of employment/employability services (with 	<ul style="list-style-type: none"> <input type="checkbox"/> Due to rapid growth in the newcomer population, there are insufficient service options available (both public and settlement-related) with the funding and capacity to address the range of newcomer needs (both general and tailored) <input type="checkbox"/> Demand for a range of services negatively impacts the SPO service delivery model <input type="checkbox"/> Lack of responsiveness in major institutions (e.g., hospitals) to shifts in newcomer populations <input type="checkbox"/> Lack of coordination, collaborative planning and working, and/or networking to enable tailored newcomer services, better navigation and efficiencies in delivery: a) among SPOs; b) between SPOs, local agencies and public services; and c) the settlement system and informal networks providing alternative, non-funded services to newcomers. <input type="checkbox"/> Lack of consensus on the desired outcomes/objectives of the provision of settlement services, and the required level of support and commitment to newcomers (i.e., between SPOs and newcomers; and among SPOs) <input type="checkbox"/> Gaps in emotional and mental health services (especially for low income) <input type="checkbox"/> Lack of services for newcomer youth <input type="checkbox"/> Lack of awareness of services among newcomers <input type="checkbox"/> Lack of access to services (e.g. due to service hours, transportation limitations) <input type="checkbox"/> Lack of employment/employability services (with

Growing Boundary Area (around a Metropolis)	High Density Metropolis Neighbourhood	Medium-sized City
<p>and without employers)</p> <ul style="list-style-type: none"> □ A community-based model is required as more flexible solutions possible at the neighbourhood level □ Fewer services available for low income families (e.g. subsidized child care and social housing) □ Lack of leisure and recreation facilities 	<p>and without employers)</p> <ul style="list-style-type: none"> □ A high number of vulnerable refugees and gaps in refugee services □ A community-based model is required as more flexible solutions possible at the neighbourhood level □ Concentration of ethnic groups require tailored packages of services for the groups and their special needs □ A high number of vulnerable refugees and gaps in refugee services □ Large variations in service levels depending on location of newcomers □ Lack of housing support (e.g., social housing, social housing counsellors, SPOs) complicated by rules of concentration in social housing (i.e., typical social housing units cannot accommodate newcomers' large families) □ Social isolation due to access issues or inability to leave the home (e.g., not necessarily geographic isolation) 	<p>and without employers)</p> <ul style="list-style-type: none"> □ A high number of vulnerable refugees and gaps in refugee services □ A community-based model is required as more flexible solutions possible at the neighbourhood level □ Concentration of ethnic groups require tailored packages of services for the groups and their special needs □ A high number of vulnerable refugees and gaps in refugee services □ Large variations in service levels depending on location of newcomers □ Lack of housing support (e.g., social housing, social housing counsellors, SPOs) complicated by rules of concentration in social housing (i.e., typical social housing units cannot accommodate newcomers' large families) □ Social isolation due to access issues or inability to leave the home (e.g., not necessarily geographic isolation)

Annex B

TYPES OF SERVICES AREASⁱ

Characteristics ⁱⁱ	Needs and Service Gaps	Emerging Solutions
RURAL AREAS AND SMALL CENTRES		
<p>Population Characteristics</p> <ul style="list-style-type: none"> ❑ Low numbers of newcomers, dispersed over a large geographic area ❑ Low population density ❑ Low concentration of ethnic groups, leading to cultural isolation ❑ Consistent out-migration of population, especially youth <p>Geographic Characteristics</p> <ul style="list-style-type: none"> ❑ No major city nearby; within driving distance of a small- or medium-size centre ❑ Limited public transportation <p>Economic Characteristics</p> <ul style="list-style-type: none"> ❑ Moderate to low income levels ❑ No/few employers; mostly self-employment ❑ Economic base is primarily agricultural ❑ Family farm is in decline ❑ Low municipal tax base <p>Service/Social Characteristics</p> <ul style="list-style-type: none"> ❑ Service infrastructure is limited or non-existent ❑ Limited social infrastructure and few opportunities for social networking ❑ Limited social/recreational opportunities for youth ❑ Limited experience/history with recent immigration and with the social integration of immigrants 	<ul style="list-style-type: none"> ❑ Out-migration population patterns generate a need to attract immigrants; potentially some resistance to this need. ❑ Lack of critical mass of newcomers and newcomer groups to allow an appropriate range of services or to provide tailored services, and to support social integration ❑ Lack of a service delivery system in general, for government and settlement services; significant travel is required where they exist. ❑ Existing settlement service provider(s) are under resourced, inexperienced ❑ Lack of service delivery partners or established partner relationships to enable collaborative service delivery ❑ Funding formulas are based on per capita or through-put numbers that do not work well in this area ❑ Lack of access (e.g. due to prohibitive travel distances to limited fixed service points, infrequent itinerant services) ❑ Limited employment opportunities and lack of social services makes it challenging to attract newcomers to rural areas. ❑ Further research may be required to determine newcomers' motivation for settling in rural areas. Limited recent experience/history with immigration and creating a welcoming community/environment ❑ Emotional and mental health services are inadequate (especially for low income newcomers). ❑ Lack of social networks to facilitate social integration ❑ Lack of services for newcomer youth, low income families ❑ Lack of services with relevant language supports to support ethnic group clusters 	<ol style="list-style-type: none"> 1. Invest in partnerships among SPOs, government, private sector, community organizations and the employment sector to deliver services; provide useful, timely and relevant information; and to encourage the creation of social networks. Settlement activities could provide the catalyst for involving other partners in planning and development related to rural areas (e.g., the Healthy Cities model; McCain's partnership initiative, New Brunswick; New Brunswick-Northwest model; Tamarack). <ol style="list-style-type: none"> a) Work with trade unions, volunteers, faith-based groups and service organizations such as the Lions Club to develop services for newcomers. b) Work with employers to develop services for their newcomer employees. Illustrate benefits to employers of providing services to newcomers (e.g., higher retention rates). c) Partner on youth specific initiatives. 2. Identify available local government and community services that are supportive of newcomers and determine the extent to which they can be linked into existing settlement services. 3. Foster strong leadership within the community to support settlement services delivery, information dissemination and improved social networking. 4. Create and support integrated development in rural areas and small centres by convening multiple departments/governments or providing resources to a local organization to lead the effort. 5. Explore alternate funding models (e.g., limiting the use of allocation formulas) and alternate delivery models (e.g., itinerant services) to improve services in rural areas and small centres. 6. Invest in itinerant services (including mobile services, home visits, kiosks and others) as alternate methods of delivery where there is a lack of infrastructure and services. The government could take a lead role in building some structure around these types of services (e.g., by addressing transportation and insurance implications). <ol style="list-style-type: none"> a) Determine the types of services that could most successfully be provided through itinerant service models. 7. Develop online (including video-conferencing) and 1-800 services to meet additional needs. Consider potential implications such as issues of liability and privacy. <ol style="list-style-type: none"> a) Support the expansion of the 211 service, where it exists. Enhance awareness of this service in rural areas and small centres. 8. Offer distance learning options through academic or other systems (e.g., ESL, LINC). 9. Support the establishment of "learning sites." (see Our Diverse Cities, page 107) 10. Address immigration and settlement in rural areas and small centres more expressly in the existing government regionalization strategy.

Characteristics	Needs and Service Gaps	Emerging Solutions
NORTHERN AND REMOTE (e.g., Sudbury, Deep River)		
Population Characteristics <ul style="list-style-type: none"> □ Low numbers of newcomers, dispersed over a large geographic area □ Skilled newcomers move to northern/remote areas primarily because a) they have acquired a job or b) they are attending university (and thus, leave when their degree is completed). □ Consistent out-migration of population, especially youth □ High proportion of Aboriginal population (compared to other areas on Ontario) □ Some clusters of Francophones but limited Francophone services □ Pockets of older immigrants in some centres (e.g., Italians in Sudbury). Geographic Characteristics <ul style="list-style-type: none"> □ No or few major cities □ Severe transportation limitations but main roads links are good □ Distance and weather issues restrict access and mobility Economic Characteristics <ul style="list-style-type: none"> □ Volatile economy based on natural resources (e.g., forestry, mining) □ Unique employment profile (e.g., fewer skilled positions) □ Low municipal tax base Service/Social Characteristics <ul style="list-style-type: none"> □ Residents do not identify with the rest of Ontario □ Service infrastructure is limited or non-existent □ Limited experience/history with recent immigration and with the social integration of immigrants 	<ul style="list-style-type: none"> □ Consider the size and ethnic profile of the immigrant population. There may be clusters of ethnic groups in certain areas and thus, a lack of services with appropriate language supports. □ Further research may be required to determine newcomers' motivation for settling in northern/remote areas. □ Lack of critical mass of newcomers and newcomer groups to allow an appropriate range of services or to provide tailored services, and to support social integration □ Lack of a service delivery system in general, for government services and for settlement services; significant travel is required where they exist. □ Lack of service delivery partners or established partner relationships to enable collaborative service delivery □ Funding formulas are based on per capita or through-put numbers that do not work well in this area □ Limited recent experience with immigration may or may not make it difficult for communities to accept outsiders. □ Lack of access (e.g. due to prohibitive travel distances to limited fixed service points, infrequent itinerant services) □ Limited employment opportunities and lack of social services makes it challenging to attract newcomers to northern/remote areas. □ Limited recent experience/history with immigration and creating a welcoming community/environment □ Emotional and mental health services are inadequate (especially for low income newcomers). □ Lack of social networks to facilitate social integration □ Lack of services for newcomer youth, low income families 	<ol style="list-style-type: none"> Invest in partnerships among SPOs, government, private sector, community organizations and the employment sector to deliver services; provide useful, timely and relevant information; and to encourage the creation of social networks. <ol style="list-style-type: none"> Work with trade unions, volunteers, faith-based groups, service organizations such as the Lions Club to develop services for newcomers. Work with employers to develop services for their newcomer employees. Illustrate benefits to employers of providing services to newcomers (e.g., higher retention rates). Many northern companies are familiar with such models as they historically provided additional services to employees. Partner on youth specific initiatives. Connect with colleges, school boards and local universities to work with newcomers, including foreign students (e.g., Lakehead and Laurentian). Identify available local government and community services that are supportive of newcomers and determine the extent to which they can be linked into existing settlement services. Foster strong leadership within the community to support settlement services delivery, information dissemination and improved social networking. Create and support integrated development in northern and remote areas by convening multiple departments/governments or providing resources to a local organization to lead the effort. Invest in itinerant services (including mobile services, home visits, kiosks and others) as alternate methods of delivery where there is a lack of infrastructure and services. <ol style="list-style-type: none"> The government could take a lead role in building some structure around these types of services (e.g., by addressing transportation and insurance implications). Determine the types of services that could most successfully be provided through itinerant service models. Develop online (including video-conferencing) and 1-800 services to meet additional needs. Consider potential implications such as issues of liability and privacy. <ol style="list-style-type: none"> Support the expansion of the 211 service, where it exists. Enhance awareness of this service in northern and remote areas. Offer distance learning options through academic or other systems (e.g., ESL, LINC). Look to other models for potential approaches and guidelines: FedNor, Industry Canada, Agriculture and Agri-food Canada have strategies on immigration and northern/remote areas that could provide additional insights. Aboriginal-related service providers and organizations may also provide helpful lessons. Address immigration and settlement in northern and remote areas more expressly in the existing government regionalization strategy. Explore alternate funding models (e.g., limiting the use of allocation formulas) and alternate delivery models (e.g., itinerant services) to improve services in northern and remote areas.

Characteristics	Needs and Service Gaps	Emerging Solutions
GROWING BOUNDARY AREA (AROUND A METROPOLIS) (e.g., Peel Region)		
Population Characteristics <ul style="list-style-type: none"> □ Rapid and significant population growth □ Widespread population with some high density pockets □ Ethnic community clustering □ Characterized by young families and a large youth population; thus significant number of newcomers in schools □ Profile of immigrant class (to be identified) Geographic Characteristics <ul style="list-style-type: none"> □ Often newcomers land and establish themselves in Toronto and then move to the boundary areas although this may be changing (more newcomers may be moving directly to boundary areas) □ Extensive and well-used transportation links (good roads and public transportation system) □ Heavy reliance on private transportation □ Constant traffic patterns Economic Characteristics <ul style="list-style-type: none"> □ High rate of home ownership □ Higher incomes than other service areas (i.e., rural) □ Growing employment opportunities Service/Social Characteristics <ul style="list-style-type: none"> □ Generally, a welcoming community □ Multi-generational families, and extended and co-habiting families (implications for housing, isolation, NIMBY reactions) □ Fewer services in low income areas □ Other development drivers may affect population levels (e.g. existence of water infrastructure, etc.) □ Lack of leisure and recreation facilities □ Strong faith-based networks □ Underground network of information and services for newcomers 	<ul style="list-style-type: none"> □ Fewer services are available for low income families (e.g., subsidized child care and social housing). □ There is a general lack of leisure and recreation facilities. □ Generally, more service options and variations are required in these areas along with additional service support to accommodate the growing population. Local organizations must take some responsibility to provide culturally sensitive services that can be accessed by the entire population. □ There may be access issues: newcomers may not know that services are offered and/or may not have adequate transportation to access them. □ There is a gap in agreement among newcomers and SPOs (and others) about the desired outcomes/objectives of settlement services. □ There is a lack of consensus on the required level of support and commitment to newcomers (e.g., how, when and how long should newcomers be supported). □ Informal networks have emerged, providing alternative, non-funded services to newcomers. These are not linked to, or coordinated with, the larger settlement system. □ Emotional and mental health services (especially for low income) 	<ol style="list-style-type: none"> 1. Identify available local government services that are supportive of newcomers and determine the extent to which they can be linked into existing settlement services. 2. Foster strong leadership within the community to support settlement services delivery, information dissemination and improved social networking. 3. Implement coordinated planning systems at the local level to support coordination, coherence and integration of settlement services. 4. Invest in partnerships among SPOs, government, private sector, community organizations and the employment sector to deliver services; provide useful, timely and relevant information; and to encourage the creation of social networks. <ol style="list-style-type: none"> a. Work with trade unions, volunteers, faith-based groups and service organizations such as the Lions Club to develop services for newcomers. b. Work with employers to develop services for their newcomer employees. Illustrate benefits to employers of providing services to newcomers (e.g., higher retention rates). c. Explore links with informal networks d. Partner on youth specific initiatives. 5. Ensure coordination and partnership among and between federal partners (e.g., CIC and HRSDC), provincial partners (e.g., MCI and MTCU) and local partners. Develop agreement on a set of common objectives, roles and investments in the provision of settlement services. 6. Improve the ability of SPOs to provide settlement services to a growing population: <ol style="list-style-type: none"> a. Develop a strategy to structure SPOs in such a way as to account for the nature of the population, location of service nodes, availability of public transportation and other relevant factors (e.g., create a system of linked satellite offices rather than relying on a central location to provide settlement services). b. Invest in SPOs to increase both their numbers and capacity, recognizing that targeted strategies will be needed for each region. c. Enhance visibility and more immediate co-location presence. 7. Connect with colleges, school boards and local universities to work with newcomers, including expanding job readiness programs and language training services. 8. Consider convening multiple partners or provide resources to outside organization(s) to convene the partners to lead integrated development.

Characteristics	Needs and Service Gaps	Emerging Solutions
HIGH DENSITY METROPOLIS NEIGHBOURHOOD		
<p>Population Characteristics</p> <ul style="list-style-type: none"> □ Population density varies from one neighbourhood to another □ High density areas are likely to be clustered □ May be a high number of vulnerable refugees <p>Geographic Characteristics</p> <ul style="list-style-type: none"> □ Settlement occurs across the city with some geographic clustering of newcomers □ Clusters of immigrants may encourage dependence/self-reliance within their community (and discourage integration) □ Public transportation is generally accessible except in some fringe areas <p>Economic Characteristics</p> <ul style="list-style-type: none"> □ Wide income disparity (geographic patterns emerge) □ Number of low income households is disproportionate to population compared to other areas □ High proportion of population lives in rental housing □ Employer network is large and complex <p>Service/Social Characteristics</p> <ul style="list-style-type: none"> □ General consistency between areas of low settlement services provision and low public services provision □ Individuals have high expectations that services will be close to them (both geographically and by travel time) □ Greater range of specialized services offered (e.g., in schools, community services, settlement services) □ Greater access to major institutions (e.g., hospitals) □ Significant dependence on neighbourhood institutions for social networks (e.g., schools) □ School populations have significant numbers of newcomers □ Greater range of specialized services offered (e.g., in schools, community services, settlement services) □ Community agencies, including schools, must accommodate an increasing number of newcomer 	<ul style="list-style-type: none"> □ Services cannot keep up with growth in number of newcomers; public services may be unequipped / under funded to address newcomer needs (e.g., translation of materials) □ Generally, more service options and variations are required in these areas along with additional service support to accommodate the growing population. Local organizations must take some responsibility to provide culturally sensitive services that can be accessed by the entire population. □ Concentration of ethnic groups require tailored package of services for the groups and their special needs □ High expectation of proximity to services □ There may be access issues: newcomers may not know that services are offered and/or may not have adequate transportation to access them. □ A gap in agreement among newcomers and SPOs (and others) about the desired outcomes/objectives of settlement services (in particular regarding employment) □ A lack of consensus on the required level of support and commitment to newcomers (e.g., how, when and how long should newcomers be supported). □ Informal networks have emerged, providing alternative, non-funded services to newcomers. These are not linked to, or coordinated with, the larger settlement system. □ Need to coordinate services (including SPOs, community services, schools) and cause SPOs to work collaboratively, and may need to rethink who are part of the SPO community and how to link with them 	<ol style="list-style-type: none"> 1. Identify available local government services that are supportive of newcomers and determine the extent to which they can be linked into existing settlement services. 2. Expand outreach services through existing SPOs, public services and other local agencies and organizations. 3. Implement coordinated planning systems at the local level to support coordination, coherence and integration of settlement services. 4. Foster strong leadership within the community to support settlement services delivery, information dissemination and improved social networking. 5. Support enhanced translation and interpretation services. 6. Consider convening multiple partners or provide resources to outside organization(s) to convene the partners to lead integrated development. 7. Invest in partnerships among SPOs, government, private sector, community organizations and the employment sector to deliver services; provide useful, timely and relevant information; and to encourage the creation of social networks. <ol style="list-style-type: none"> a. Work with trade unions, volunteers, faith-based groups and service organizations such as the Lions Club to develop services for newcomers. b. Work with employers to develop services for their newcomer employees. Illustrate benefits to employers of providing services to newcomers (e.g., higher retention rates). c. Explore links with informal networks d. Partner on youth specific initiatives. 9. Ensure coordination and partnership among and between federal partners (e.g., CIC and HRSDC), provincial partners (e.g., MCI and MTCU) and local partners. Develop agreement on a set of common objectives, roles and investments in the provision of settlement services. 10. Improve the ability of SPOs to provide settlement services to a growing population: <ol style="list-style-type: none"> a. Develop a strategy to structure SPOs in such a way as to account for the nature of the population, location of service nodes, availability of public transportation and other relevant factors (e.g., create a system of linked satellite offices rather than relying on a central location to provide settlement services). b. Invest in SPOs to increase both their numbers and capacity, recognizing that targeted strategies will be needed for each region. c. Enhance visibility and more immediate co-location presence. 11. Connect with colleges, school boards and local universities to work with newcomers, including expanding job readiness programs and language training services. 12. Consider convening multiple partners or provide resources to outside organization(s) to convene the partners to lead integrated development.

Characteristics	Needs and Service Gaps	Emerging Solutions
HIGH DENSITY METROPOLIS NEIGHBOURHOOD		
<div>clients</div> <div><div><div></div></div><div>Demand for a range of services impacts the SPO service delivery model</div><div><div></div></div><div>Inherited, historical service delivery inertia exists (e.g., services are being delivered in a certain way because they have been delivered that way for many years)</div></div>	<div><div><div></div></div><div>Greater range of agencies (funded and non-funded) involved with newcomer service delivery; they may not easily able, or have appropriate infrastructure, to work with newcomers</div><div><div></div></div><div>A community-based model is required as more flexible solutions possible when relevant stakeholders are involved</div><div><div></div></div><div>Lack of responsiveness in major institutions to shifts in newcomer populations</div><div><div></div></div><div>Gap in emotional and mental health services (especially for low income)</div><div><div></div></div><div>Gap in services to refugee claimants and refugees</div><div><div></div></div><div>Lack of housing support (e.g., social housing, social housing counsellors, SPOs) complicated by rules of concentration in social housing (i.e., typical social housing units cannot accommodate newcomers' large families)</div><div><div></div></div><div>Lack of employment/employability services (with and without employers)</div><div><div></div></div><div>High stresses/pressures on newcomer families affect successful settlement</div></div>	

Characteristics	Needs and Service Gaps	Emerging Solutions
MEDIUM-SIZED CITY (e.g., Hamilton, Ottawa)		
Population Characteristics <ul style="list-style-type: none"> Sections of rapid and significant population growth Population density varies (from low to high) ; includes some rural areas and small centres (e.g. where a recent Ontario municipal amalgamation has included rural sections) High density areas are likely to be clustered High density areas are characterized by young families and a large youth population; thus schools have significant numbers of newcomers Clusters of immigrants may encourage dependence/self-reliance within their community (and discourage integration) May be a high number of vulnerable refugees Geographic Characteristics <ul style="list-style-type: none"> Extensive and well-used transportation links (good roads and public transportation system) Public transportation is generally accessible except in some fringe areas Heavy reliance on private transportation Growing number of employment opportunities Variation in income (geographic patterns emerge) High proportion of population lives in rental housing Service/Social Characteristics <ul style="list-style-type: none"> Individuals have high expectations that services will be close to them (both geographically and by travel time) Greater range of specialized services offered (e.g., in schools, community services, settlement services) General consistency between areas of low settlement services provision and low public services provision 	<ul style="list-style-type: none"> Generally, more service options and variations are required in these areas along with additional service support to accommodate the growing population. Local organizations must take some responsibility to provide culturally sensitive services that can be accessed by the entire population. Concentration of ethnic groups require tailored package of services for the groups and their special needs There may be access issues: newcomers may not know that services are offered and/or may not have adequate transportation to access them. A gap in agreement among newcomers and SPOs (and others) about the desired outcomes/objectives of settlement services (in particular regarding employment) A lack of consensus on the required level of support and commitment to newcomers (e.g., how, when and how long should newcomers be supported). Informal networks have emerged, providing alternative, non-funded services to newcomers. These are not linked to, or coordinated with, the larger settlement system. Lack of leisure and recreation facilities in selected sections. High expectation of proximity to services Services cannot keep up with growth in number of newcomers; public services may be unequipped / under funded to address newcomer needs (e.g., translation of materials) Need to coordinate services (including SPOs, community services, schools) and cause SPOs to 	<ol style="list-style-type: none"> Identify available local government services that are supportive of newcomers and determine the extent to which they can be linked into existing settlement services. Expand outreach services through existing SPOs, public services and other local agencies and organizations. Implement coordinated planning systems at the local level to support coordination, coherence and integration of settlement services. Foster strong leadership within the community to support settlement services delivery, information dissemination and improved social networking. Support enhanced translation and interpretation services. Consider convening multiple partners or provide resources to outside organization(s) to convene the partners to lead integrated development. Invest in partnerships among SPOs, government, private sector, community organizations and the employment sector to deliver services; provide useful, timely and relevant information; and to encourage the creation of social networks. <ol style="list-style-type: none"> Work with trade unions, volunteers, faith-based groups and service organizations such as the Lions Club to develop services for newcomers. Work with employers to develop services for their newcomer employees. Illustrate benefits to employers of providing services to newcomers (e.g., higher retention rates). Explore links with informal networks Partner on youth specific initiatives. Ensure coordination and partnership among and between federal partners (e.g., CIC and HRSDC), provincial partners (e.g., MCI and MTCU) and local partners. Develop agreement on a set of common objectives, roles and investments in the provision of settlement services. Improve the ability of SPOs to provide settlement services to a growing population: <ol style="list-style-type: none"> Develop a strategy to structure SPOs in such a way as to account for the nature of the population, location of service nodes, availability of public transportation and other relevant factors (e.g., create a system of linked satellite offices rather than relying on a central location to provide settlement services). Invest in SPOs to increase both their numbers and capacity, recognizing that targeted strategies will be needed for each region. Enhance visibility and more immediate co-location presence. Connect with colleges, school boards and local universities to work with newcomers, including expanding job readiness programs and language training services. Consider convening multiple partners or provide resources to outside organization(s) to convene the partners to lead integrated development.

Characteristics	Needs and Service Gaps	Emerging Solutions
MEDIUM-SIZED CITY (e.g., Hamilton, Ottawa)		
<ul style="list-style-type: none"> <input type="checkbox"/> School populations have significant numbers of newcomers <input type="checkbox"/> Community agencies, including schools, must accommodate an increasing number of newcomer clients <input type="checkbox"/> Greater access to major institutions (e.g., hospitals) <input type="checkbox"/> Significant amount of faith-based infrastructure <input type="checkbox"/> Multi-generational families and extended and co-habiting families (implications for housing, isolation, NIMBY reactions) <input type="checkbox"/> Underground network of information and services for newcomers <input type="checkbox"/> Significant dependence on neighbourhood institutions for social networks (e.g., schools) <input type="checkbox"/> Demand for range of services impacts the SPO service delivery model <input type="checkbox"/> Inherited, historical service delivery inertia exists (e.g., services are being delivered in a certain way because they have been delivered that way for many years) 	<p>work collaboratively, and may need to rethink who are part of the SPO community and how to link with them</p> <ul style="list-style-type: none"> <input type="checkbox"/> A community-based model is required as more flexible solutions possible when relevant stakeholders are involved <input type="checkbox"/> Lack of responsiveness in major institutions to shifts in newcomer populations <input type="checkbox"/> Gaps in emotional and mental health services (especially for low income) <input type="checkbox"/> Gap in services to refugee claimants and refugees <input type="checkbox"/> Lack of housing support (e.g., social housing, social housing counsellors, SPOs) complicated by rules of concentration in social housing (i.e., typical social housing units cannot accommodate newcomers' large families) <input type="checkbox"/> High stresses/pressures on newcomer families affect successful settlement 	

Annex C

Strategies to address under-serviced areas grouped against area types

Solutions for All Under-serviced Areas

1. Invest in partnerships among SPOs, government, private sector, community organizations and the employment sector to deliver services; provide useful, timely and relevant information; and to encourage the creation of social networks. Settlement activities could provide the catalyst for involving other partners in planning and development related to rural areas (e.g., the Healthy Cities model; McCain's partnership initiative, New Brunswick; New Brunswick-Northwest model; Tamarack).
 - a) Work with trade unions, volunteers, faith-based groups and service organizations such as the Lions Club to develop services for newcomers.
 - b) Work with employers to develop services for their newcomer employees. Illustrate benefits to employers of providing services to newcomers (e.g., higher retention rates).
 - c) Partner on youth specific initiatives.
 - d) Explore links with informal networks.
2. Identify available local government and community services that are supportive of newcomers and determine the extent to which they can be linked into existing settlement services.
3. Foster strong leadership within the community to support settlement services delivery, information dissemination and improved social networking.

Solutions that apply to Rural and Remote only

1. Explore alternate funding models (e.g., limiting the use of allocation formulas) and alternate delivery models (e.g., itinerant services) to improve services in rural areas and small centres. AREAS Rural, Remote
2. Invest in itinerant services (including mobile services, home visits, kiosks and others) as alternate methods of delivery where there is a lack of infrastructure and services. The government could take a lead role in building some structure around these types of services (e.g., by addressing transportation and insurance implications).
 - a. Determine the types of services that could most successfully be provided through itinerant service models.
3. Develop online (including video-conferencing) and 1-800 services to meet additional needs. Consider potential implications such as issues of liability and privacy.
 - a. Support the expansion of the 211 service, where it exists. Enhance awareness of this service in rural areas and small centres.
4. Offer distance learning options through academic or other systems (e.g., ESL, LINC).
5. Address immigration and settlement in rural areas and small centres more expressly in the existing government regionalization strategy.
6. Create and support integrated development in rural areas and small centres and remote by convening multiple departments/governments or providing resources to a local organization to lead the effort.

Solutions that apply to Rural only

1. Support the establishment of "learning sites." (see Our Diverse Cities, page 107)

Solutions that apply to Remote only

1. Look to other models for potential approaches and guidelines: FedNor, Industry Canada, Agriculture and Agri-food Canada have strategies on immigration and northern/remote areas that could provide additional insights. Aboriginal-related service providers and organizations may also provide helpful lessons.

Solutions that apply to Boundary, Metropolis and Medium-Size Cities

1. Implement coordinated planning systems at the local level to support coordination, coherence and integration of settlement services.
2. Ensure coordination and partnership among and between federal partners (e.g., CIC and HRSDC), provincial partners (e.g., MCI and MTCU) and local partners. Develop agreement on a set of common objectives, roles and investments in the provision of settlement services.
3. Improve the ability of SPOs to provide settlement services to a growing population:
 - a. Develop a strategy to structure SPOs in such a way as to account for the nature of the population, location of service nodes, availability of public transportation and other relevant factors (e.g., create a system of linked satellite offices rather than relying on a central location to provide settlement services).
 - b. Invest in SPOs to increase both their numbers and capacity, recognizing that targeted strategies will be needed for each region.
 - c. Enhance visibility and more immediate co-location presence. Boundary Metropolis Medium Cities
4. Connect with colleges, school boards and local universities to work with newcomers, including expanding job readiness programs and language training services. Boundary Metropolis Medium Cities
5. Consider convening multiple partners or provide resources to outside organization(s) to convene the partners to lead integrated development. Boundary Metropolis Medium Cities
6. Expand outreach services through existing SPOs, public services and other local agencies and organizations.
7. Support enhanced translation and interpretation services.

^{i i} Some areas may fall into more than one category (e.g., The City of Ottawa encompasses significant urban and rural populations within its boundaries. Thus parts of the City may fit within the Rural Areas and Small Centres archetype while others fit the Medium-sized City service area more closely.).

ⁱⁱ The characteristics, needs/gaps and emerging solutions are listed in no particular order of importance.