PROMISING PRACTICES FOR INNOVATION AND EFFECTIVE GOVERNANCE OF LOCAL IMMIGRATION PARTNERSHIPS

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EXECUTIVE SUMMARY

This report focuses on promising practices for Local Immigration Partnerships (LIPs) related to governance models, priority setting, developing local settlement strategies, and implementing action plans that are in alignment with Immigration, Refugees and Citizenship Canada’s (IRCC) policy directions on LIP activities. We begin by describing IRCC’s new policy directions in order to set the context for moving forward on immigrant settlement and integration in Canada. We then focus specifically on IRCC’s goals and directions for Local Immigration Partnerships. Next we provide some definitions of key terms often used in these discussions and present the methodology used to identify promising LIP governance and implementation practices. This provides a starting point by which to understand the set of promising practices for Local Immigration Partnerships that follows.

Promising Practices for LIPs

Governance Models
1. Sub-Committee Chairs on Central Council – Working groups have representation on central council which affords greater accountability
2. Streamlining Multiple & Sub-Council Membership – Overlapping membership on councils in order to streamline working groups, ensure greater collaboration and support, and allow greater knowledge transfer among stakeholders
3. Outside Coordinator and Shared Leadership of Multi-Stakeholder Activities – Use of outside, neutral coordinator, and distributing decision-making power for coalitions and collaborations with multiple stakeholders
4. Conflict Resolution Policies – Outlining a process for resolution when LIP members encounter disagreements

Priority Setting
1. Systems Thinking – Calgary LIP uses a holistic approach to understand broad perspectives on their priorities and to solve issues at their origins
2. Quality Improvement Approach – Peel Newcomer Strategy Group (PNSG) uses a team of LIP members and non-members to measure improvements in their activities, with the understanding that improvements to activities will occur incrementally
3. Strategic Action Plans through Results-based Accountability – Similar to a theory of change model, the Results-based Accountability model works backwards from desired outcomes to identify common goals and the actions needed to achieve these goals
4. Strategic Planning Logic Model – This model, put forward by the Renfrew & Lanark County LIP, depicts the inputs (processes and actions) that lead to the development of a strategic plan, ensuring that all decisions made are consistent with the LIP’s purpose
5. Collective Impact Approach – This approach, used by the PNSG, is based on the idea that lasting social change is achieved through the cooperation of multiple organizations and includes components that promote a collaborative process to achieve a vision
6. Theory of Change – Theory of Change models work backwards from desired outcomes to determine what actions need to be taken in order to achieve those outcomes
7. Horizontal Strategy – Comprehensive LIP strategies that are aimed at improving services across multiple sectors and work groups

Developing Local Settlement Strategies that Reflect the Local Diversity
1. Immigration Advisory Committees – Groups composed of newcomers from the area who advise, support, and participate in LIP planning and actions
2. Newcomer Representation – Ensuring representation of newcomers on LIP councils and working groups

Implementing Action Plans
1. Guidelines for Moving Planning to Action – Recommendations which outline how different groups within the LIP can ensure that they are working on common goals and mutually supporting each other
2. Aligning Work Plan Outcomes with IRCC Outcomes – Inclusion of IRCC outcomes for LIPs in a strategic action plan alongside the actions that are aimed at achieving those outcomes
3. Committee Feedback Templates – Providing LIP sub-committees with a template for members and non-members to provide their feedback on the progress of the LIP and its activities
4. Transparency around Project Completion Numbers – Documentation of the extent to which LIP actions have been completed, using specific and transparent numbers
5. Stoplight Legend to Indicate Progress on Work Plans – Using a stoplight legend in LIP work plans to indicate the status of LIP actions and projects

The Role of Research
1. Standing Evaluation Committee – A committee of LIP members with research and evaluation skills whose role is to assess LIP progress and action
2. Research Partnerships – LIP partnerships with local post-secondary institutions who are able to support the LIPs in conducting research and performance measurement
3. Partnerships with Local Data Centres – LIP partnering with local data centre to access and use information gathered on the community
4. Inter-LIP/RIF Research Collaboration – Development of a pool of performance measures for use by LIPs and RIFs to measure progress and develop a common body of knowledge
INTRODUCTION

In order to place the role of the Local Immigration Partnerships (LIPs) in the contemporary landscape of immigration in Canada, we begin this report with an overview of current and anticipated immigration policy changes that are likely to occur in the near future. We then focus specifically on Immigration, Refugees and Citizenship Canada’s (IRCC) goals and directions for Local Immigration Partnerships. Having set the context for the LIPs and their role in supporting the settlement and integration of immigrants in Canada, we next provide some key definitions to ensure clarity in the discussion of LIP promising practices that follows, and briefly describe the methodology for identifying these practices. These promising practices focus on governance models, priority setting, developing local settlement strategies, implementing action plans, and the role of research.

IRCC’s NEW POLICY DIRECTIONS

Immigration, Refugees and Citizenship Canada looks to local players to deliver a significant portion of settlement and integration services for newcomers to Canada. IRCC began funding Local Immigration Partnerships (LIPs) in 2008 as an indirect service under the Community Connections stream of their Settlement Program.

In a presentation at the Pathways to Prosperity’s 2015 National Conference, Yan (2015), IRCC’s Director of Knowledge Dissemination and External Relations, quoted Prime Minister Justin Trudeau’s mandate letter to the Minister of Immigration, Refugees and Citizenship describing the Liberal government’s intended policy changes that would align with their election platform. In this presentation, she identified the new government’s overarching goals as becoming more welcoming to immigrants and refugees, building policies that are “open, accepting and generous”, and to “‘come together to welcome newcomers who want to build a better Canada and to help those in need to strengthen our communities” (Yan, 2015).

Yan went on to list the policies and changes that the Liberal Government would like to implement during their tenure, listed below, and highlighted the fact that this government seeks to bring a “renewed emphasis on humanity and compassion, family and people” (2015):

1. Resettle 25,000 Syrian refugees
2. Double the number of entry applications for parents and grandparents to 10,000 per year
3. Give additional points under the Express Entry system to applicants with Canadian siblings
4. Increase dependents’ age to 22 from 19
5. Proposal for permanent residency of new spouses entering Canada
6. Reduce processing times for sponsorship, citizenship and other visas
7. Fully restore the Interim Federal Health Program (IFHP)
8. Establish an expert human rights panel
9. Modify Temporary Foreign Workers program (remove IMIA fee to hire caregivers and establish regulations for caregiver hiring agencies)
10. Facilitate temporary entry of low risk travelers and lift visa requirement for Mexico
11. Repeal provisions in Citizenship Act that give the government the right to strip citizenship from dual nationals
12. Restore the credit given to international students for half of the time spent in Canada
13. Remove the requirement for new citizens to sign a declaration of intent to reside in Canada

Some of these changes have already been implemented, such as the restoration of the Interim Federal Health Program (CBC News, 2016). For those working with immigrants and refugees, there are many exciting opportunities and possibilities for growth on the local level as these changes are being implemented.

In another presentation on the same day, Burr (2015), IRCC Policy Analyst, discussed Community Connections, and in particular, turning policies into practice. In this presentation, Burr reaffirmed that IRCC would maintain many of its past approaches to settlement planning, including the acknowledgement that immigration and integration are matters of shared jurisdiction among the federal, provincial and territorial governments (2015). Further, Burr indicated that the Settlement Program will continue to reflect the understanding of a “two-way” street for integration involving mutual obligations for new immigrants and Canadian society. In addition, she noted that settlement continues to involve many actors and approaches involving pre- and post-arrival services and resources, including such examples as online resources, publications, in-person services, and referrals to community supports.

At this time, Burr confirmed that settlement and integration “[s]ervices [will be] delivered through a network of partnerships in Canada and overseas” and that these service providers will continue to be selected through national calls for proposals and funded through contribution agreements (2015). She also underlined what factors IRCC recognizes as continuing challenges in settlement, and that these barriers were acutely felt by vulnerable groups including refugees and youth:

1. Unemployment and underemployment
2. Low language and literacy skills
3. Weak social and employment networks.

Finally, Burr (2015) discussed the role of LIPs in supporting the settlement and integration of immigrants. This role includes:

1. Increase engagement of local stakeholders in newcomers’ integration process(es)
2. Support community-level research and planning, and
3. Improve coordination of services.

With the changing of the guard and the introduction of IRCC’s new government mandate, LIPs will continue to play a major role in IRCC’s activities and settlement program. To do so, it is important that the activities of LIPs are optimized and that promising practices for doing so are shared. In what follows, we provide a short overview of IRCC’s specific goals and directions for LIPs, and their intended role in supporting the settlement and integration of immigrants.
IRCC’s GOALS AND DIRECTIONS FOR LOCAL IMMIGRATION PARTNERSHIPS

Since their inception, there have been many objectives, goals (both short and long term), priorities, and outcomes (whether immediate, intermediate and long-term) for LIPs. This broad diversity has been noted by IRCC and researchers alike.

IRCC’s initial objectives for LIPs were outlined as follows:

1. Support better coordination in the planning and delivery of integration services across multiple sectors
2. Strengthen local integration capacity to foster labour market access, social inclusion, and sustainable welcoming communities
3. Provide a framework to facilitate collaboration and develop and implement community-based strategic plans
4. Achieve improved outcomes as indicated by increased economic, social, political, and civic participation by newcomers (Burr, 2011).

In 2010, researchers Bradford and Andrew identified a set of ‘good practices’ in establishing the foundation for multi-level collaborative governance. Below are the top 7 good practices identified by Bradford and Andrew (2010):

1. Client-Focused: holistic and flexible strategies that recognize the specific needs of different newcomer populations
2. Cultural Competence: identify and honour cultural differences and work with communities in ways that coincide with their cultural perceptions, practices, and institutions
3. Empowerment: foster an atmosphere that engages and enables communities to advocate for the needed services and resources that they self-identify
4. Transparency: ensure openness in participation, communication, collaboration, and decision making processes, and tap new community assets as the process evolves
5. Broad-based Leadership/Membership: ensure a wide range of perspectives and sources of knowledge
6. Communication: make certain that consultations, materials, and findings are available in multiple languages for equitable participation and feedback
7. Self-Reflection/Evaluation: regular review of practices and policies to ensure alignment with objectives, to assess strengths/weaknesses in partnerships, and make appropriate adaptations based on new inputs and understanding

Bradford and Andrew concluded their report by highlighting the gap that LIPs fill as purveyors of social innovation that is “urgently important” to the public policy field and is value-adding to local institutions.

Following the identification of LIPs as a best practice by the Standing Committee on Citizenship and Immigration’s report on Best Practices in Settlement Services (House of Commons Standing Committee
on Citizenship and Immigration, 2010) and the recommendation to expand this initiative across Canada, a number of questions remained concerning future opportunities and challenges for LIPs:

1. How can participation and momentum be sustained over time?
2. How can LIPs achieve a healthy balance between pursuing genuinely community-driven approaches and meeting the expectations of funding organizations?
3. How can accountability frameworks and suitable performance measurement indicators be developed collaboratively? Both the process (range of membership, engagement and consultation, empowerment) and outcomes (increased linkages and co-ordination across sectors, enhanced services, and reduced institutional barriers) would need to be evaluated (Burr, 2011).

These questions, among other factors, shaped the next vision of LIPs articulated by IRCC in 2013.

IRCC articulated its updated goals for the LIPs in the *Local Immigration Partnerships Handbook* (2013). According to the Handbook, the *overall objective* of a LIP is to “engage groups that will coordinate and enhance the current settlement and integration service delivery network, while avoiding duplication”. The Handbook describes the *long-term vision* for LIPs as the ability to support multi-sectoral partnerships that will: (1) integrate newcomers’ needs into the community planning process; (2) identify community-specific strategic priorities; and, (3) implement the settlement strategy and action plans to improve newcomer outcomes. At the same time, the following were described as measures for success:

1. Improved outcomes for newcomers
2. Newcomer needs assessed in a coordinated manner and enhanced awareness of needs among a wider array of community actors
3. Expanded number and diversity of cross-sectoral stakeholders
4. Broad-based partnerships developed for planning and setting priorities
5. Services better coordinated at the community level and improved accessibility to (and coordination with) mainstream institutions
6. Funding leveraged from alternative (more or other than CIC) sources
7. Increased awareness of settlement services by newcomers and thereby enhanced uptake
8. Improved “host” community attitudes and receptivity to newcomers in support of the two-way street model of integration.

The Handbook goes on to outline strategies that promote engagement, including the development of a representative community vision for the purpose of instilling “ownership and commitment” among participants, and, having a diverse partnership filled with “influential and well-networked” partners and membership.

Researchers outside IRCC provide a birds-eye view of LIP practices and allow insight into the short and long-term objectives of the Canadian national settlement and integration process. Burstein, Esses, Lacassagne, & Nadeau (2012), for example, described IRCC’s *inferred strategic interests* as: (1) the promotion of longer-term integration and enhanced social, political and civic engagement; (2) the improvement of economic outcomes for newcomers; (3) the improvement of planning and coordination
to enhance service relevance and uptake; (4) the leveraging of additional support to broaden programming and share costs; and (5) the promotion of efficiency and reduction of duplication.

In an overview of Organizational Best Practices of Local Immigration Partnerships by Qayyum and Burstein (2012), the following practices were identified on the basis of empirical evidence as creating positive strategic planning outputs:

1. Broadly based and wide-reaching LIP council
2. Active participation by the city in across-the-board planning structures and activities
3. Municipal leadership in the form of the city holding the LIP agreement or being signatory to the agreement
4. Strategic plans presented to and endorsed by city council, and the city to chair or co-chair the LIP

On the whole, there are both similarities and differences found among the objectives, long-term visions, inferred strategic interests, and major goals of LIPs that help to explain the diversity found among LIPs’ governance, collaboration strategies, and various working parts. While there have been many best and promising practices proposed for the workings of LIPs, the diversity of LIPs across Canada has been identified as a strength.

In a Pathways to Prosperity report on LIPs for IRCC, the authors note that paying more attention to systematic LIP performance measurement would allow more effective alignment with IRCC’s goals and strategic priorities (Esses et al., 2014). The authors argue for a diverse, systematic program of performance measurement and for increased alignment between Local Immigration Partnerships and Réseaux en immigration francophone – Francophone immigration networks that operate in the same regions as LIPs.

According to Kurfurst (2014), from IRCC’s Research and Evaluation Branch, IRCC has scheduled an evaluation of overall settlement programming, including indirect services by LIPs, in 2016/2017. This evaluation will use the client as the unit of analysis and focus on immediate, intermediate, and ultimate client outcomes. These outcomes are typically expressed in LIP logic models and, as noted by Kurfurst, these logic models will be used as part of the IRCC assessment to determine whether the LIP settlement program outcomes are aligned with their logic models (for a more detailed overview of the alignment of LIP program design, management, and delivery with LIP activities, outputs, and various outcome levels, see Immigration, Refugees and Citizenship Canada, 2011). Kurfurst also indicated that LIP outcomes will be assessed through a list of key LIP expected outcomes including: (1) services coordinated at the community level; (2) improved accessibility of services; (3) leveraging a diversity of funding sources; and, (4) adapted programming and service delivery by non-settlement institutions, such as municipalities.
KEY TERMS

Key terms and their definitions are included here to avoid confusion concerning our use of these concepts.

**Indicators:** Indicators are measurable evidence that actions have had their desired effect. Indicators are used to measure the implementation and effectiveness of an activity. They specify who is being targeted, at what level, and over what time period (Esses & Sainani, 2015).

**Intervention:** An intervention is an action or activity that is developed to achieve specific outcomes. In a Theory of Change framework, interventions are designed after the desired outcomes are determined, and in order to meet these outcomes (Esses & Sainani, 2015).

**Logic Model:** A logic model is a graphical illustration of program components (Esses and Sainani, 2015).

**Outputs:** Outputs can be defined as the products of an activity, such as the number of clients served or the number of workshops performed. Outputs are usually quantifiable and are often counts of activities and the number of people who participate (McNamara, 2016).

**Outcomes:** Outcomes are the changes and benefits that occur as a result of an activity or intervention. They tell us what difference an activity has made (McNamara, 2016). Specifying short, intermediate and long term outcomes can be beneficial in the development of a logic model.

**Priority Setting:** Priority setting is the process of involving stakeholders in the assessment of what community needs are most important and/or should be targeted first. Priority setting ensures that important community needs are being addressed (KU Work Group for Community Health and Development [KUWGCHD], 2015).

**Promising Practices:** Promising practices are practices that show promise of producing positive outcomes, but do not necessarily have extensive empirical evidence to support their effectiveness (Burstein & Esses, 2012). The practices identified in this document are promising, not best, practices as they have yet to be fully evaluated.

**Strategic Action Plans:** Strategic action plans are detailed descriptions of how an organization will implement its strategies through actions to achieve desired outcomes (KUWGCHD, 2015).

**Theory of Change:** A theory of change is a causal model that explains why an expected outcome is expected to occur as a result of chosen interventions. The model works backwards from the desired outcomes to determine what actions are needed to achieve these goals (Esses and Sainani, 2015).
PROMISING PRACTICES FOR LOCAL IMMIGRATION PARTNERSHIPS

This report seeks to identify promising practices for Local Immigration Partnerships related to governance models, priority setting, developing local settlement strategies, implementing action plans, and the role of research so that activities and outcomes are in alignment with IRCC’s goals and policy directions for LIPs.

As such, we seek to answer the following questions:

1. What are promising practices surrounding LIP governance?
2. What promising practices exist for partnership organization?
3. How do LIPs determine and follow through on strategic priorities?
4. How do LIPs develop and follow through on local settlement strategies?
5. How do LIPs move from planning to action?
6. How do LIPs ensure that activities are consistent with strategic priorities and directions?

Methodology

For this report, we sought to identify promising practices for LIPs in the area of governance models, priority setting, developing local settlement strategies, implementing action plans, and the role of research. This involved detailed analysis of publicly available documents surrounding LIPs across Canada. We examined a preliminary set of LIP documents to identify prominent, unique, and successful practices. Following a discussion to ensure consistency, the research team evaluated promising practices in LIPs across Canada, including Ontario, the Atlantic, the Prairies, and British Columbia.

The documents analyzed included, but were not limited to, terms of reference, strategic action plans, work plans, achievement reports, community capacity reports, community updates, documents associated with welcoming community initiatives, documents related to governance (meeting minutes, annual reports, and evaluation documents), and all information written on LIP websites. Documents available in the online library and designated LIP pages of the Pathways to Prosperity website were also consulted, including conference presentations and research reports.

It is important to note that because we relied on secondary resources and did not collect empirical data from each LIP and its stakeholders, the practices we have identified can be considered promising practices in that they seem to be innovative and functional.
Promising Practices

We provide here a description of promising practices for LIPs that are divided into the following subsections: governance models, priority setting, developing local settlement strategies, implementing action plans, and the role of research.

I. Governance Models
Multi-sector collaborative projects among local stakeholders require an organizational model that dictates decision-making strategies, delegation of power, as well as accountability and evaluation measures. For LIPs, there were diverse promising practices concerning governance models and organizational performance that prioritized transparent organizational and feedback structures, accountable and measurable strategies that aligned with IRCC and LIP priorities, and guidelines for effective group and interpersonal management.

1. Sub-Committee Chairs on Central Council
A common feature of LIPs in Ontario is one in which a central council provides leadership to the LIP while sub-councils or working groups focus on specific sectors, priorities, and activities. In order to ensure that this model is effective, a key component of this model is ensuring that working groups have representation and accountability to the central council. Many LIPs including London & Middlesex Local Immigration Partnership (LMLIP) and Chatham-Kent Local Immigration Partnership (CKLIP) ensure that the chairs of their sub-councils or working groups sit on their leadership council. The CKLIP action teams are led by "Champions" who are responsible for coordinating their teams and reporting progress of their group's activities to the LIP staff. LMLIP has six sub-councils that are chaired by members of the central council. The LMLIP Terms of Reference specifies that the sub-council chairs' responsibilities include reporting to the central council and bringing items to the council's attention as needed for approval or support. In LMLIP’s central council meeting minutes from January 27, 2014, the council discusses ways to improve reports from the sub-council chairs to the central council. Suggestions for improving the reporting structure included monthly progress reports to be prepared by the sub-council chairs with more detailed information provided, and a mechanism created for bringing this information to the attention of the council. Having the leadership of sub-councils or working groups represented on the LIP central council ensures that working groups’ activities will adhere to the LIP strategic plan. In addition, when guidance is needed, the sub-council chairs can seek input. This can reduce redundancy between the working groups, and ensures that when direction and support from the council is needed, it can be given in a timely manner, ensuring that the progress on action items is not slowed down. It also helps ensure that actions fit with the strategic directions set by the Central Council.

2. Streamlining Multiple & Sub-Council Membership
To help create efficiency for member availability, the St. Thomas Elgin LIP (STELIP) holds meetings that have similar focus back-to-back to help alleviate difficulties in scheduling and to improve participation. The STELIP does not have dedicated sub-committees but instead agency-led initiatives. Further, according to their 2014 annual document, Moving Forward, this initiative-focused approach “improves
the efficiency of working on the strategies and reduces meeting times” (St. Thomas Elgin Local Immigration Partnership, 2014).

The Simcoe County LIP has also shifted away from sub-councils (with the exception of Settlement and Employment) to focus on key recommendations of their overall settlement strategy. The positive impact of initiative- or project-based committees is the rotation of individuals, and their various strengths, through one project at a time. Once a project is completed, a new committee would be formed around the next initiative, with a new group of stakeholders. As new groups are forming over time however, LIPs adopting such a strategy would have to attend to issues that may arise from different individuals constantly having to learn to work together as a team for the first time.

Tri-Cities Local Immigration Partnership in BC is a new LIP still in the development phase of its strategic action plan. Its terms of reference outline plans for the formation of working groups. The Terms of Reference for these working groups specify that these groups will be created to work on specific projects, to address specific needs, and to work on particular activities. At least 2 Council members will sit on these committees to ensure that the working group is following the Council’s strategic direction. However, these groups will also include other community stakeholders, who will be invited based on their expertise on the issues at hand. After a group’s activities are complete or its priorities have been met, the group is to be disbanded and replaced by new groups with new directions.

3. Outside Coordinator and Shared Leadership of Multi-Stakeholder Activities
Although there are few specific details concerning this practice, The Thunder Bay Multicultural Association argued for the use of an outside coordinator when working with multi-stakeholder collaborations, for example, when governing diverse councils, such as the Diversity in Policing Project. This multi-year initiative sought to decrease systemic racism in policing services through a turn toward community policing. In this case, the Thunder Bay Police Service (TBPS) invited outside parties to become a part of their leadership and ‘share power’; these parties included a Validation Group, staffed by racialized, visible minorities in the Thunder Bay Area, the Aboriginal Liaison Committee filled with members from the local Fort William First Nation community, and a Project Management Team, made up of local residents of Thunder Bay and the aforementioned communities (Desmoulins, 2007). In a recent presentation at the *Multi-Stakeholder Partnerships to Support Newcomer Integration: Structure, Engagement, and Collaboration* P2P workshop, Woodbeck (2015) advocated for the use of a governance decision making tree, rules of engagement, and mediation policies as LIPs begin a committee or project. Decision making trees, for example, guide leadership teams to evaluate strategic plans and priorities by asking such questions as: Does this action keep us focused on our priorities?; Do we have adequate information to decide?; and, ‘Have we consulted appropriately with these stakeholders’? (Brinkerhoff, 2004). Such an approach would likely see benefits from more objective decision making, task orientation, and strategic output.

4. Conflict Resolution Policies
With many stakeholders involved in the activities of LIPs, conflicts may arise over strategic plans and activities being conducted by the LIP. A conflict resolution policy can outline who the ultimate decision
makers are, while allowing for all interested parties to have a chance to collaborate and be heard. A promising example of a Conflict Resolution Policy comes from the Greater Sudbury Local Immigration Partnership (GSLIP). The policy outlines a step by step collaborative process by which parties can attempt to find a resolution, including respectful rules of conduct, open discussion, and brainstorming, which are intended to lead to an amicable resolution. In the case that a conflict cannot be resolved through this process, the GSLIP stipulates that the Management Board of the LIP will act as mediator and seek decisions based on consensus. The process of resolving conflict and specifying the ultimate authority by which resolutions can be made can serve to encourage an amicable and collaborative process.

II. Priority Setting
Local Immigration Partnerships use a variety of models or approaches to develop or revamp their strategic priorities and action plans. These models vary depending on the intended outcome of the committee. On the whole, models are important tools for LIPs to take advantage of because: (1) models can help articulate definite pathways, priorities, and outcomes; and (2) models can help initiate and discover useful approaches to change, or provide evidence of the successful planning model currently in place. Below are seven examples of models used by Local Immigration Partnerships.

1. Systems Thinking
The Calgary LIP came into existence at a time at which local settlement and integration efforts were already well articulated in Calgary. The role of the partnership council was thus defined as coordinating these existing efforts without stepping on the toes of those experts already in the field. To do so, the Calgary LIP adopted a Systems Thinking approach which uses a holistic perspective to understand how each working part contributes to and influences the whole system. According to Aronson (1996), the Systems Thinking approach helps conceptualize dynamic, complex issues by allowing practitioners to take a step back from a narrowly-defined issue, for example, newcomers are un/underemployed due to language barriers, in order to situate these issues using a broader perspective, e.g., newcomers need language training, mentorship programs, and Canadian workplace knowledge in addition to securing buy-in from local employers, and so on. By refocusing on the ways in which issues juxtapose one another, the practitioner can step away from traditional solutions, often chosen because of historical precedence, and solve for issues at their origin.

2. Quality Improvement Approach
This approach focuses on incremental quality improvements to activities, in a manner that is tailored to an activity’s unique context and which address its specific objectives, from a multi-organization or collaborative perspective. To achieve this response, the PNSG has adopted a Plan-Do-Study-Act (PDSA) methodology. This approach uses a “cross-functional team”, that is, a review group staffed by members of the committee (working on a particular project or service) as well as non-members, in order to review and discuss any issues with implementation and opportunities for improvement. Together, the team works through the following set of steps: (1) answers the following questions: what, how, and when the results will be measured (Plan); (2) implements changes (Do); (3) reviews progress against the
program’s predicted outcomes (Study); and (4) acts on perceived needs for change in either the project or process (Act). This approach allows each organization to show their measurable improvement and accountability to funders (Peel Newcomer Strategy Group, 2014), while working within a multi-stakeholder context.

3. Strategic Action Plans through Results-based Accountability
York Region used Results-Based Accountability (RBA) to create its Strategic Action Plan. This model starts with desired outcomes and works backward to identify common goals and individual actions that are expected to lead to change in the community. It then develops indicator measures to determine what actions need to occur in order to achieve these goals. These efforts are also evaluated to determine whether, and in what ways, they are successful.

Friedman, from the Fiscal Policy Studies Institute, describes the RBA as a “data-driven, decision-making process” that focuses on solving problems through taking action. He advocates that community-based organizations use this common sense framework because it is as simple, user friendly model that starts at the end (what changes do I want to see happen?) and works backwards, toward the means (how will I achieve these steps?) (Friedman, 2012). This model can be used at the broader community, organization, or programmatic level.

An example of applying this common sense model at the community level might be, (1) defining a community impact such as “newcomers are employed in their field”; (2) identifying associated indicators (measurement to determine progress) such as, “by this time next year, 50% more newcomers will receive job skills training through community providers” or, “newcomers unemployment rate will decrease by 1% each year for the next 5 years”; and, finally, (3) determining performance accountability measures which would include, for example, the number of newcomers in a training program, or the ability of trainers to explain concepts, etc. (based on the overview provided by the Fiscal Policy Studies Institute, n.d.). These performance accountability measures are determined, according to the Fiscal Policy Studies Institute (n.d.), by asking three simple questions:

1. How much did we do?
2. How well did we do it?
3. Is anyone better off?

According to the York Region LIP that use this approach, benefits from this model include encouraging multi-stakeholder feedback, working toward specific goals, and evaluation of whether these goals are actually being met. This model has similarities to the theory of change model outlined below.

4. Strategic Planning Logic Model
McNamara (2016) describes a logic model as “a top-level depiction of the flow of materials and processes to produce the results desired by the organization or program. The model can be very useful to organize planning and analysis when designing the organization and its programs or when designing outcomes-based evaluations of programs.” Renfrew & Lanark County had the following logic model
outlined in a recent presentation to the Pathways to Prosperity workshop concerning Strategic Resource-based Planning (see below).

![Renfrew & Lanark LIP Logic Model](image)

**Figure 1.** Renfrew & Lanark LIP Logic Model (Breckon, 2015)

As described by Breckon (2015) in her presentation at the P2P workshop *Multi-Stakeholder Partnerships to Support Newcomer Integration: Structure, Engagement, and Collaboration*, this logic model is based on Breckon’s ‘transformational model’ where inputs are shown transforming to outputs and surrounding purpose. Specific activities are broken down to represent qualities found in the LIP process. This process begins with research about what resources are available and required in the local community, and to identify the assets of the community. The LIP then seeks expert opinions, through a literature review or hiring a scholar, to confirm and potentially expand what the research found. Next, the relevance to the local context is addressed by bringing the local partners into play in order to ensure that any activities initiated will align and meet local priorities. The committee then brainstorms specific interventions using creativity and innovation as a means to determine possible solutions to gaps and needs identified in their local context. Finally, they develop an action plan, using the critical considerations: who needs to be involved, what time, what place, where can we exert influence, etc. This model took two years to develop and is used to highlight the crucial role that ‘purpose’ plays in each step of the decision making process at the partnership. The idea is that all decisions should relate to the greater purpose of the LIP. This model ensures attention is paid to this consistency.

5. Collective Impact Approach
The Peel Newcomer Strategy Group (PNSG) uses a specific evaluation and measurement model entitled, the *Collective Impact Approach*. This approach is described as, “the commitment of a group of actors from different sectors to a common agenda for solving a complex social problem and a shift from the social sector’s current paradigm of ‘isolated impact’. No single organization can create large-scale, lasting social change alone” (Kramer & Kania, 2011, as cited in Peel Newcomer Strategy Group, 2013). This approach includes five components, namely: (1) *common vision*: developing a common vision to
solve problems together; (2) shared measurement: collecting data across groups to ensure efforts are aligned and participants are accountable to one another; (3) mutually reinforcing activities: identifying mutually reinforcing plan of action to guides activities that are differentiated yet coordinated; (4) continuous communication: consistent and open communication to “build trust, assure mutual objectives and appreciate common motivation”; (5) backbone support: backbone support is provided for the entire initiative to create, manage, and coordinate collective impact (Peel Newcomer Strategy Group, 2013). The PNSG has embedded this model into its Community Plan and has worked to make this complex model accessible by adding resources on the website for interested readers. It also use symbols in documents for quick identification of which step(s) are being addressed in the activity or process.

According to this same report,

Having a small but comprehensive set of indicators establishes a common language that supports the action framework, measures progress along the common agenda, enables greater alignment among the goals of different organizations, encourages more collaborative problem-solving, and becomes the platform for an ongoing learning community that gradually increases the effectiveness of all participants (Hanleybrown, Kania, & Kramer, 2012, as cited in Peel Newcomer Strategy Group, 2013).

Such an approach aligns well with IRCC’s goal for LIPs to have well-articulated measurement and evaluation frameworks, and allows for the possibility of systemic change.

6. Theory of Change

In the IRCC (2013) Handbook for Local Immigration Partnerships, under the heading Key Components of a Strategic Plan, the authors advocate using a Theory of Change (TOC) model when preparing a strategic plan. This call to use the TOC model has recently been renewed by Esses and Sainani at the 2015 Pathways to Prosperity Workshop on Multi-Stakeholder Partnerships to Support Newcomer Integration: Structure, Engagement, and Collaboration. Important to this call is the identification of short, intermediate, and long-term goals that answer the question of how a partnership’s logic model (also a best practice identified in the IRCC 2013 Handbook) aligns with LIP general working processes and produce their expected outcomes.

At the workshop, Esses and Sainani explained how the London and Middlesex Local Immigration Partnership (LMLIP) is using a theory of change model to create the LMLIP's new strategic action plan. A theory of change is a causal framework that maps out or describes the processes through which desired changes occur. The framework works backwards from desired outcomes to determine the interventions needed to achieve these outcomes. This framework was recently used by the London and Middlesex Local Immigration Partnership (LMLIP) to create its 2016-2019 Strategic Plan. To create a Theory of Change framework, one must start by deciding on the long-term outcomes that are desired. Next, one must consider how these outcomes will come about, what preconditions (or short-term outcomes) are needed to achieve these outcomes. Next, one must thoroughly consider what actions or interventions are needed to create the changes needed, in other words, how the preconditions will be met. In this step, one should determine both what actions need to be taken and who should be responsible for
carrying them out. Interventions should be also justifiable; a rationale should be considered for why these interventions are expected to bring about the changes desired (Esses & Sainani, 2015). Two other considerations in the creation of a theory of change are assumptions and indicators. Assumptions are beliefs about conditions that are believed to already exist in the community, and are critical to the theory of change being created. If these assumptions are not correct, these should instead be considered preconditions and interventions should be developed to achieve these conditions if needed. A rationale also needs to be thoroughly considered and developed, in other words the justifications for why particular preconditions and actions lead to the desired outcomes. In the formation of the model, specific indicators are important to identify as evidence of success that can be used when implementing the framework; indicators should be measurable and specific. The advantage of using a theory of change framework is that it outlines not just the specific outcomes desired but all changes and interventions needed to achieve these outcomes. That is, actions are strongly tied to desired outcomes. The process by which desired outcomes are achieved is explicit. Using indicators means that success can be measured and demonstrated to the community.

7. Horizontal Strategy
A horizontal strategy is a portion of the strategic plan that outlines priorities which are important across multiple sectors in the LIP. The Ottawa Local Immigration Partnership (OLIP) developed two types of horizontal strategies for its strategic plan. The first horizontal strategy is a ‘targeting priority’. The targeting priorities are groups that OLIP identified as being underserved in their strategic plan. These groups (specifically newcomer youth and Francophone newcomers in this example) can be targeted for programming across the unique sectors to improve cohesiveness across the sectors and work toward the OLIP’s common goals.

OLIP identified ‘cross-cutting priorities’ as its second horizontal strategy. Cross-cutting priorities are aimed at improving OLIP’s capacity to support multiple sectors. For example, OLIP’s cross-cutting priorities included improving cooperation across sectors, and building partnerships with area stakeholders and organizations. Cross-cutting horizontal strategies can be used to improve LIP cohesiveness, sustainability, and productiveness by ensuring that separate sectors are supportive of each other and working toward the same goals.

III. Developing Local Settlement Strategies that Reflect the Local Diversity
When investigating the question of how LIPs develop settlement strategies that are representative of their local community, there were many initiatives that sought to identify and engage with the diversity found in the community. Often, the coordinating or managing council sought out representative ethnic and cultural diversity within its community, in addition to engaging with stakeholders from various political, religious, and economic realms. Below are two unique initiatives to integrating diversity throughout the decision making, planning and implementation, and evaluation processes.
1. Immigrant Advisory Committees
On more than one occasion, LIPs from across the country have included stand-alone committees staffed only by immigrants. These committees serve various functions, from strategic planning input to endorsement, but are often placed above working groups, in line with or next to Partnership Councils. Their role includes: provide feedback on strategic action plans, advise on strategy, evaluate outcomes, champion the vision of the LIP in their community, and provide diverse perspectives. They have been labelled: Immigrant Advisory Table (Calgary LIP), Immigrant Advisory Group (Bow Valley Immigration Partnership), the Toronto East Quadrant Immigrant Council (TEQ LIP), Immigrant Advisory Board (Burnaby Intercultural Planning Table), Immigrant Advisory Council (North Shore Immigrant Inclusion Partnership), Immigrant Advisory Roundtable (Surrey LIP) and the Newcomers Advisory Committee (Vancouver Immigration Partnership). Importantly, the creation of this immigrant-only council does not exclude immigrants from other councils or working groups. Instead, these advisory committees are seen as a supplementary step to listen, hear, and take under-represented voices into account throughout the planning and implementation process. These committees often work with leadership by providing feedback and advice and also can reach out on behalf of the LIP to the cultural communities of which they are a part. Members of these committees can be recruited to include individuals with lived immigration experience from diverse countries of origin and a wide range of length of time in Canada to represent the diversity of newcomers in the area.

2. Newcomer Representation
Including individuals with lived immigration experience is also important on councils to ensure that newcomer input is being received and taken into consideration. LIPs are intended to improve the outcomes of this population and their feedback on LIP activities and supports is vital to ensuring that LIP priorities are in line with the actual needs of newcomers. To ensure LIPs have newcomer representation, several LIPs ensure that they are recruiting members with lived immigrant experience to sit on councils and working groups. For example, the London and Middlesex Local Immigration Partnership (LMLIP) Terms of Reference specify that at least four of the eight members-at-large sitting on the Central Council must have lived immigration experience, ensuring that newcomers have representation in the leadership of the LMLIP.

IV. Implementation
Implementation and a system for tracking progress on LIP projects is important for at least two reasons: (1) to remain accountable to the community and funding partners (including IRCC); (2) to continue to draw new membership and support from the local community through the demonstration of measurable progress as seen in the community and by the membership. LIPs’ implementation strategies are often solidified in annual reports that measure how well the partnership and its stakeholders have executed their action/work plans. How a LIP assesses its progress has changed, however, to incorporate not just whether or not a plan has been implemented, but how well it has been implemented for the targeted population, and whether this intervention has demonstrated success. Implementation
strategies and measurement will become increasingly important in the feedback and measurement strategies of the new IRCC approach.

1. Guidelines for Moving Planning to Action
Outlining guidelines for sectors on how to implement their strategic plans can be useful in ensuring multiple sectors are working toward common goals and implementing mutually supportive actions. For example, the Ottawa Local Immigration Partnership’s (OLIP) strategic plan specifies guidelines on how to ensure intra-sectoral and inter-sectoral coherence of action. Intra-sectoral coherence (coherence within a sector) was aimed for in OLIP’s plan by outlining specific medium-term goals for the sectors and identifying milestones by which to measure success. These serve to coordinate actions taken by different stakeholders within the sector. Inter-sectoral coherence in the OLIP example was implemented by the OLIP Secretariat (LIP staff) communicating with different sectors and ensuring that actions taken were not in opposition to each other and were supportive of the OLIP’s strategic priorities.

2. Aligning Work Plan Outcomes with IRCC Outcomes
The London & Middlesex LIP includes IRCC Outcomes in its Strategic Plans. After stating the intended outcome (e.g., “the reduction of systemic barriers...” below), the LMLIP lists its priorities and gaps, activities or strategies to address each priority or gap, timelines, and the IRCC Outcomes to which each is relevant. While it is important to note that this is a strategic plan document and not a work plan overview, which typically includes progress to date, aligning outcomes with IRCC objectives on work plans could help prioritize initiatives and create more transparency and indicator-goal alignment. These outcomes could align with immediate, intermediate or long term IRCC outcomes.

<table>
<thead>
<tr>
<th>Priority/Gap</th>
<th>Activity/Strategy</th>
<th>Timelines</th>
<th>CIC Outcome(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advocacy/Systemic Change: Reduction of systemic barriers that impede immigrants' ability to successfully engage in the community</td>
<td>Respond to local emerging issues specific to immigrant parents and students</td>
<td>Ongoing</td>
<td>Canadians provide a welcoming community to facilitate the full participation of newcomers into Canadian society</td>
</tr>
<tr>
<td>Education and Information</td>
<td>Educate and inform on the value of increased bridging programs that will enhance employability of immigrants</td>
<td>Ongoing</td>
<td>Community partners are aware of newcomer needs and contributions, and are engaged in newcomer settlement</td>
</tr>
</tbody>
</table>

Figure 2. London and Middlesex LIP Strategic Plan 2013-2016 (2013)
3. Committee Feedback Templates
This promising practice is quite self-explanatory. The Edmonton LIP created a standardized template for all their sub-committees in an attempt to embed consistent and transparent feedback in all LIP councils and projects. Importantly, this approach would help efforts to measure progress in a manner that is reader-friendly and systematic. These forms identified immediate, intermediate, and long term outcomes for prioritizing goals.

4. Transparency around Project Completion Numbers
Promising practices for achieving implementation involve documentation that tracks the level of completeness of projects in order to understand how these projects fit with the LIP’s targeted outcomes. The York Region LIP Reports use quantifiable measurements, in the form of percentages of completeness, to discuss progress over a three year period. Specifically, in their Leading Change, Building Community: York Region Immigration Settlement Strategy Final Report (2015), the LIP provided specific numbers as to when and how much of its activities were complete; for example, in 2013, 20% of their projects, goals and initiatives were complete; in 2014, they were 80% complete; and in 2015, the strategic plan was 100% complete. There is some ambiguity in these numbers as it is unknown if 100% of all projects were complete or whether, perhaps, these numbers do not include those projects that were abandoned due to lack of resources or which lost priority. To include specific numbers with regard to the completeness of a particular project, or overall strategy, helps with measuring performance, tracing accountability for funders and constituents, maintaining transparency, and aligning council and sub-council indicators with outcomes.

5. Stoplight Legend to Indicate Progress on Work Plans
A unique initiative from Waterloo Region’s LIP comes from their Steering Group Progress Update documents. In each of these documents, the committee responsible for the activity signals its progress by using what we have labelled as the stoplight legend. Found below, this stoplight legend is quite self-explanatory:

<table>
<thead>
<tr>
<th>Legend</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>⬤</td>
<td>on target</td>
</tr>
<tr>
<td>⬤</td>
<td>some delays, but cautiously optimistic</td>
</tr>
<tr>
<td>⬤</td>
<td>serious concerns won’t be completed</td>
</tr>
</tbody>
</table>

An example of this promising practice can be seen pictured below:

![Figure 3. Waterloo Region LIP’s ‘Settle’ Steering Group Progress Update (2015a)](image)

The benefits of using such a legend are easy comprehension of project progress and updates across councils and working groups, thus creating efficiencies during meetings. There are however small
changes that could increase its effectiveness. For example, it is not clear whether there is discussion surrounding what happens if a particular project has a yellow or red designation for a significant amount of time. Such a standard could be set. For example, a LIP could set a standard that if a project stands in yellow status for more than 3 or 4 months, re-evaluation or action takes place. Importantly, at the Waterloo Region LIP, the yellow designations included lengthy descriptions as to why a particular project was delayed. Furthermore, across all Steering Group Progress Update documents, there were no instances of red designations. While it is plausible that the Waterloo Region LIP did not encounter any serious concerns with progress, a LIP could mitigate concerns about using a red designation by crafting policies surrounding the use of red designations in order to allow its working groups the freedom to designate projects of concern without pressure to continuously demonstrate positive outcomes and growth.

V. Role of Research
Since the inception of LIPs, research has played a significant role in the development of priorities, settlement strategies, and implementation that is representative of the local context. As many Ontario LIPs have now completed their first three- or five-year action plans and are transitioning to – or are already working through – their second, the role of research has changed focus to incorporate facets of sustainable programming, finding new ways to strike a balance between community priorities and meeting funder expectations, and tracking accountability through measurement of processes and outcomes. As noted below, the role of research has become, for some LIPs, an internal process that reviews aspects of the LIP’s activities and outcomes.

1. Standing Evaluation Committee
In light of the strategic planning work and outcome measurement that must be completed to receive funding and manage the Partnership, the Waterloo Region LIP entertained the idea of instituting a standing evaluation committee (September 2015b). Having a standing evaluation committee, staffed with individuals knowledgeable about metrics and models for measurement, would ensure that LIPs are systematically and consistently assessing their outcomes and working toward IRCC goals. Further, having a standing committee would create a sustainable assessment process whereby members with working knowledge of past and potential future operations could create a working body of knowledge about the progress of LIPs over time.

2. Research Partnerships
In a related role, the LIPs of London & Middlesex and Peel Region have developed partnerships for ongoing research. The London and Middlesex Local Immigration Partnership (LMLIP) includes a research liaison from Western University who sits on the central council. In addition, Western University graduate and post-graduate students are on several sub-councils and are able to participate and conduct research and assessments for the LMLIP. Students from Western University’s Centre for Research on Migration and Ethnic Relations completed a community assessment for the LMLIP in 2010, again in 2013, and are in the process of creating a new report for 2016. The report assesses service organisations within the London community as well as perceptions of LMLIP in the community.
3. Partnerships with Local Data Centres
According to the Peel Newcomer Strategy Group’s (PNSG) Service Delivery Network Neighbourhood Report (2015), the PNSG has partnered with a local data centre, the Peel Data Centre (PDC), in order to “support service planning and delivery” and provide service providers “with data that is relevant to the local geographies they serve”. This partnership helps establish a broader understanding of Peel’s demographic base, and affords it better insight into numerous facets of the projects and programs they are and will coordinate.

In addition to the evaluation and measurement aspects of this partnership, the PNSG will train service providers on the features of the PDC tool, thus empowering service providers to conduct research for their populations themselves.

4. Inter-LIP/RIF Research Collaboration
In a recent report by the Pathways to Prosperity Partnership (Esses et al., 2014), entitled Local Immigration Partnerships and the Réseaux en immigration Francophone: Strategies for Increasing Alignment and Collaboration and for Developing Performance Measurement Tools, the authors sought to identify promising practices for LIP performance measurement, among other goals; these practices were expected to take into account broad IRCC objectives and local community-driven mandates. The researchers found that LIPs struggle to find performance measures that meet their needs, and few LIPs or Réseaux en immigration francophone (RIFs) share their performance measurement tools with one another.

The authors argued that LIPs and RIFs should develop a common pool of measures, while allowing some flexibility to LIPs and RIFs, in order to provide a degree of consistency for purposes of comparison and, importantly, for measuring progress over time and developing a cumulative body of knowledge about the outcomes of the LIPs and RIFs. At present, the variety of measures that are utilized does not optimize comparisons, collaborations across partnerships, learning from other partnerships, nor the accumulation of evidence to support knowledge of the outcomes potentially attributable to the LIPs and RIFs, which is essential for IRCC’s efforts to assess progress and success (Esses et al., 2014). A listing of a large variety of potential measures that can be utilized is included in the report.

CONCLUSION

The political landscape surrounding Local Immigration Partnerships is changing under the new federal leadership and the revamping of Immigration, Refugees and Citizenship Canada’s (IRCC) goals and directions. Through an investigation of LIP policies and practices from across Canada, we have identified those unique and promising practices concerning governance models, priority setting, developing local settlement strategies, implementing action plans, and the role of research, which can all be used to optimize the effectiveness of Local Immigration Partnerships in the years to come.
REFERENCES


