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15TH ANNUAL PANEL DISCUSSION Forging Ahead in an Era of Change November 6, 2020





15th Annual Panel Discussion: Forging Ahead in an Era of Change

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Overview

Canada is a leader throughout the world in its approach to immigration and resettlement. The country's immigration and resettlement system has overcome unprecedented challenges this year with the COVID-19 pandemic. Each agency has demonstrated flexibility to adapt to the situation, which has hit newcomer communities particularly hard.

Immigration, Refugees and Citizenship Canada (IRCC) and the Ministry of Children, Community and Social Services (MCCSS) are both offering flexibility to service providers so they can continue to meet the community's needs. The situation has caused rapid innovation, and with it the opportunity to learn and move forward.

The Ministry of Labour, Training and Skills Development offers a wide range of employment-focused training programs across multiple service delivery channels.

The Ministry of Education benefited from several years of piloting hybrid delivery models, enabling a smooth pivot when pandemic restrictions were implemented. Among the most critical of its programs, prior learning assessment and recognition has the potential to reap significant rewards for adult learners and the economy of Ontario, as qualified and trained individuals can more rapidly reach a commensurate level in the workforce.

Context

Speakers representing different government entities discussed how their programs are serving Canada's immigrant population in the face of the COVID-19 pandemic and the necessary changes it has caused.

Immigration, Refugees and Citizenship Canada (IRCC)

Yves Saint-Germain discussed key elements of IRCC's settlement language program. He shared insights into how the COVID-19 pandemic has impacted the delivery of IRCC's programs and paved the way for creative ways to continue to reach learners.

Canada's settlement services, which reflect a "whole of society" approach, are flexible and evolve to meet current needs.

Canada's approach to settlement and integration is a distinguishing feature of the immigration system that is recognized internationally. Success depends on strong partnerships with settlement services providers across the country. Successful integration involves a "whole of society" approach that connects Canadians and newcomers, and helps them reach their economic and social potential.

Settlement services support newcomer success

Provinces, territories, municipalities, employers, civil society, and others provide employment, educational, health and social services, and complementary settlement services

Settlement services

- ✓ Pre-arrival services
- ✓ Needs/assets assessment and Information and Orientation
- ✓ Language Training
- ✓ Employment-related services
- ✓ Community Connections
- ✓ Indirect and Support Services
- > Formal language training
- Employment-related language training
- Language training adapted to the needs of newcomers settling in Francophone minority communities
- Informal language learning (e.g. conversation circles)



Based on the priorities established through the 2019 Settlement Program call for proposals, funding agreements are now in place for five years. These include:

- Flexible, accessible training up to CLB/NCLC level 4. This will help newcomers acquire the basic language skills needed to settle in Canada.
- Opportunities to improve employability with training up to CLB/NCLC level 8. These will focus on Canadian workplace language, culture, and practices.
- Expansion of workplace-based language training. This will enable newcomers to improve communication skills in line with employers' needs, while fostering welcoming and diverse workplaces.

IRCC launched an expression of interest process in October for new service delivery improvement projects to test innovative approaches. Several priorities for this year are:

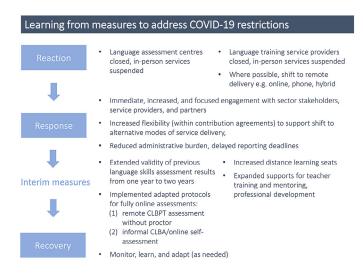
- Leveraging technology to deliver remote settlement services and to identify barriers in accessing and using services
- Increasing employee involvement to encourage employers to grow involvement of employers in the integration of newcomers
- Building the sector's capacity by partnering with organizations with expertise in social research and development to help IRCC agencies develop skills and tools to research, design, and evaluate services for newcomers

The unique circumstances of COVID-19 required innovation and flexibility.

These unusual times have compelled all stakeholders to test new approaches more quickly than planned. As service providers needed to shift to remote and hybrid delivery, IRCC supported them by providing flexibility within current agreements: changing rules and protocols and working with experts to introduce fully online assessments. Distance learning has increased, leading to expanded training and mentoring for instructors making the switch. Learners are supported in overcoming the very real technical challenges they face. All of this is subject to continuing review, learning, and adapting along the way.

An integrated national system supports the range of settlement language programming.

The integrated national system supports the continuum of settlement language programming, from classroom settings to fully online learning. One key component is Avenue, the new open source platform supporting the delivery of online and blended programming, offering instructors access to a digital skills course, teacher training, and live help/chat support. On Avenue, there are curriculum templates, virtual classroom tools, and other materials to use, adapt, and create online courseware.



Avenue is integrated with Tutela, the national online repository of CLB and NCLC-based resources and community of practice for ESL and FSL professionals. Tutela continues to improve, but there is no one-size-fits-all solution. The rapid shift to online classes has required many providers to find software and content. The goal is for these national tools to be helpful, and build a national community. IRCC is further supporting the development of a national curriculum framework that works in the online environment in order to improve national consistency, and the continued development of resources aligned to the PBLA.

A comprehensive program evaluation has been undertaken.

An evaluation of IRCC's settlement program language training has been completed with a comprehensive methodology using multiple lines of evidence.

The program is working well overall but are expect the evaluation to identify areas for improvement and offer evidence to continue to improve improvements for learners and instructors.

Partnerships remain critical for success.

IRCC continues to work closely with provincial and territorial partners to ensure a collaborative approach to settle newcomers in Canada. Through the Federal Provincial Territorial Language Forum, IRCC works closely with partners to improve coordination in the design and delivery of second language programming for adult newcomers. Areas of common interest include employment language training, e-learning, and literacy, and, this year, addressing COVID-19 restrictions. On the ground, we work closely with service providers and stakeholders across Canada to ensure the delivery of timely and high-quality settlement services for newcomers and build welcoming communities.



Ministry of Children, Community and Social Services (MCCSS)

Yvonne Ferrer provided an overview of newcomer services in Ontario. She reviewed the impact of COVID-19 on newcomers and language training services and shared details about MCCSS's response. She discussed issues driving change in settlement and language training services, as well as considerations for future recovery.

Ontario offers newcomers a suite of services that are complementary to the federal settlement programs.

Ontario's programs are delivered through different ministries, but are complementary, with the goal of helping newcomers settle, learn official languages, and join the labour market.

Ontario and Canada play complementary roles in supporting settlement and integration. IRCC has bilateral agreements with Ontario and other provinces. The Memorandum of Understanding on Settlement and Integration between Canada and Ontario commits the two levels of government to work together to improve coordination, joint planning, and the settlement and integration services as a whole. This includes a referral protocol of Permanent Residents to federal language training courses on a priority basis and they work together to offer Coordinated Language Assessment Services (CLARS) and on service mapping, examining digital services in Ontario.

Assessment services are down during the pandemic. One factor, the border closure, is unlikely to improve in the near term, but for the next three years the federal government has announced an increase in immigration levels that is expected to lead to a demand for language assessment services.

Finally, the different governments are exploring how to coordinate the new federal platform, Avenue, with Onyx, an online Learning Management System (LMS) funded by Ontario.

The newcomer community has felt a disproportionate impact from COVID-19.

Since the pandemic's earliest days, evidence has shown that immigrants have been significantly impacted.

- Immigrants have experienced COVID-related job losses, with employment recovering at a slower pace.
- Nationwide employment rates declined 16% for landed immigrants compared to 11% for Canadian-born.
- The impact is even more severe on those landed immigrants without post-secondary education: Ontario unemployment reached 11% by April and 20% by July.
- Immigrant women workers have suffered heavier job losses, while shouldering a heavier burden at home.

These significant economic impacts provide insights into how to approach economic recovery in the coming months and years.

- Newcomers face greater risks related to their overrepresentation in precarious work and where they are less likely to have benefits like sick leave.
- Outbreaks in the agricultural sector, meatpacking plants, and long-term care facilities have taken a toll on newcomer communities.
- Black and racialized residents represent a disproportionate portion of the COVID cases. In Toronto, for example, where they are about half the population, they account for 83% of COVID cases.

Ministry of Children, Community and Social Services (MCCSS) Ministry of Labor Training and Skills Development (MLTSD) Newcomer Settlement Adult Language Training Bridge Training Program Newcomer settlement is delivered Language training includes ESL and The Bridge Training program offers specialized training to help by a network of 100+ agencies in FSL, delivered by school boards to internationally trained immigrants find employment commensurate Ontario and reaches about 80.000 about 70,000 newcomers annually. with their qualifications, in a related field, or to obtain necessary clients annually. licensure or certification in a regulated profession. Offerings include courses at basic and advanced levels, with some employment-related courses. Language assessments and referrals are supported jointly with the federal government and offered by 15 organizations.

ONTARIO'S CORE SETTLEMENT AND INTEGRATION SERVICES



Service providers have had to adapt quickly to provide ongoing language training.

School boards and instructors had to pivot to meet health and safety requirements; learners had to adapt to online instruction. Faced with this rapid change, instructors have exhibited creativity and resourcefulness to find new ways to reach learners with varying digital access and skillsets. Both instructors and learners have adapted to new software and approaches.

COV	ID-1	9 Impacts on Language Training	•	
ES	SL/FSI	L in the Pandemic Period		
	Until the new school year, most classes were virtual.			
		Instructors initially taught from home with some online technology support (where possible)		
	•	Multiple / adaptive models used to reach learners with varying access and skills with technology – phone/text, Facebook, Google classroom, ESL Library, Zoom, Padlet etc.	•	
• /	With r	re-opening of schools:		
		Many instructors were back in schools with expanded supports		
<u>e</u>	•	Return to in-person classes for some learners with lower language and digital skills. Some learners in blended in-person/online cohorts.		
		Many higher-level language learners remain online		
		Expanded access to online platforms / curriculum (as of Sept): Onyx		
	•	Expanded access to online platforms / curriculum (as of Sept): Onyx		

School boards were resilient and able to offer both synchronous and asynchronous online learning but there continue to be challenges. Learners can have trouble accessing computer equipment and getting internet access; combined with increased home responsibilities this can make learning at home harder.

Instructors adapted and moved online but faced a steep learning curve, while those offering in-person classes confronted added health and safety issues. Instructors had added responsibilities and had to adapt to new school board tracking requirements. The Ontario language assessment system also saw a significant decrease in the number of initial language assessments and assessments of written language through online means presented particular challenges.

In the face of these challenges, opportunities have emerged.

- Moving online has expanded instructor and learning digital options and training.
- Online learning is not a replacement for in-person learning but can provide some flexibility to both learners and instructors.
- Online learning removes geographic barriers to classes.
- Employment-related language training offerings have increased.

Ontario's response to the pandemic is marked by increased flexibility.

Ontario ministries like MCCSS implemented funding flexibility measures in early spring to allow organizations to adapt their operations in response to the pandemic. MCCCSS notified service providers and school boards that:

- They have flexibility to move funds between budget lines to meet critical COVID-related needs.
- The cap on administration costs (typically 15%) was removed, and reporting requirements were relaxed.
- There is flexibility to use funds, within budgets, to purchase needed technology for instructors or for loaning to learners.
- Funds can also be used to meet additional COVID expenses.

"Total expenses, including COVID-related expenses, still need to be within the maximum approved funding allocation. But there is flexibility within that allocation to be responsive." Yvonne Ferrer

Looking ahead to recovery, the distinct needs of the newcomer community must be considered.

COVID-19 has had a disproportionate impact on immigrants and has exacerbated inequities that existed pre-pandemic. Nevertheless, immigration is critical to economic recovery, as recognized in the immigration levels of the newly released plan of the federal Immigration Minister.

Newcomers represent one-third of Ontario's workforce and are critical to addressing labour shortages. A targeted employment and skills training program will be required to help newcomers in getting and keeping jobs, while newcomer women need additional support including childcare to benefit from these opportunities. Over the past three years, MCCSS undertook a comprehensive review of its newcomer settlement and language training services. The result is a current examination of opportunities for modernization to focus more on employment, within the context of the impact of COVID on immigrants and plans for recovery.



Ministry of Labour, Training and Skills Development (MLTS)

Joanne Prior offered an overview of the Employment Ontario Programs and Training Services, emphasizing the wide range.

Employment Ontario's (EO's) goal is to deliver integrated, customer-focused employment and effective training programs that further Ontario's economic advantage with a highly skilled, highly educated workforce.

EO's reach is vast. One million clients are served annually, along with businesses large and small. Clients range from unemployed, apprentices, employers, newcomers, women, indigenous people, youth, and persons with disabilities.

EO's services range from the light touch to more intensive. EO supports multiple service delivery channels. In-person will be offered when health guidelines allow, along with online/virtual and hybrid. Services are delivered both on the website platform and through phone access to agents.

Other pathways for jobseekers are apprenticeships and the Ontario Job Bank.

Here is a brief description of these pathways.

- Apprenticeship is a model of learning that combines on-thejob and classroom training for employment in a skilled trade, with 85-90% of the training taking place on the job (and the rest in class training). The program typically takes two to five years to complete. Over 100 apprenticeship trades are in four sectors: construction, industrial, motive power, and service. Eligible participants are at least 16 years of age, eligible to work in Canada, meet the educational requirements, and have a sponsor in Ontario. Most sponsors are employers (or unions or trade associations) that can hire, train, and pay apprentices, and have access to the necessary facilities, people, and equipment.
- The Ontario Job Bank serves as a one-stop jobs listing website for jobseekers and employers. This federal platform—free and secure to employers and jobseekers alike provides a listing of jobs across Canada. These employers are vetted by the federal government and the ads are reviewed to ensure labour standards are met.



Employment and Training Program Overview

Employment Service (ES)	ES helps Ontarians find sustainable e and offers access to services in one		t of contact for individuals seeking resources these services.		
	Information on local employment and training opportunities				
	 Access and referrals to other EO programs and services, including coordinated benefits such as second career and literacy and basic skills 				
	Coordinated client service planning assisting clients with job retention		job placement and matching services, and		
Ontario Bridge Training Program	The Ontario Bridge Training Program helps skilled immigrants address gaps in their qualifications, either to get licences or find work in their profession. Programs may include:				
	Academic or skills assessments				
	Clinical or workplace experience				
	Skill training or targeted academic training programs				
	Preparation for a licence or certification exam				
	Workplace culture and Enhanced Language Training (ELT)				
	Job search skills				
	Programs are available in sectors suc resources, law, mining and trades, ar		shildhood education, engineering, human		
Literacy and Basic Skills	LBS services provide literacy, numeracy, digital, and other essential skills training toward employment goals. They are free to learners from different linguistic and cultural backgrounds who have been assessed as having limited literacy and other essential skills.				
	LBS learners must be sufficiently proficient to benefit fully from the LBS instruction in English or French. (Canadian Language Benchmark (CLB) level 6 for speaking and listening is the recommended minimum level of proficiency re- quired to benefit from LBS instruction. This eligibility requirement does not apply to a Deaf learner.)				
	Services are currently delivered virtual Information is at <u>www.ontario.ca/emp</u>		provided through e-channel service providers. e offered.		
Second Career	The objective of Second Career (SC) is to help laid-off, unemployed workers train for occupations in high demand in Ontario. Funding of up to \$28,000 is provided for costs such as:				
	Tuition				
	Books, manuals, etc.				
	Transportation				
	Basic living allowance (\$410/week	(max)			
	Childcare, other dependent care				
Youth Job Connection	Youth aged 15-29 who experience multiple barriers to employment receive more intensive supports, such as pre-em- ployment training, paid job placements, with placement supports for participants and hiring incentives for employers, and long-term mentorship services.				
	Youth Jobs Connection – Summer offers part time and afterschool job opportunities for high school students ages 15-18.				
SkillsAdvance Ontario	SkillsAdvance Ontario is a sector-focused workforce development pilot. Its partnerships connect employers with employment and training services to recruit and advance workers with essential, technical, and employability skills. Jobseekers receive sector-specific services and connections to the right employers.				
	Jobseekers receive sector-specific se				
	Jobseekers receive sector-specific se Examples of sectors covered: Agriculture/agritourism	ervices and connections to the right	employers.		
	Jobseekers receive sector-specific se Examples of sectors covered:	ervices and connections to the right	employers. Manufacturing/warehousing		



Ontario Ministry of Education

Pauline McNaughton discussed adult credit programs available in Ontario, underscoring the importance of prior learning assessment and recognition.

The Ontario Ministry of Education offers robust options for adult learners.

After adult learners achieve the Canadian Language Benchmark level for entry to adult credit, the Ministry of Education offers those seeking a high school diploma or prerequisite courses for postsecondary education a variety of next-step options. Adult credit programs offered by school boards serve a large volume of learners: 60,000 to 70,000 ages 18 and over; half are between the ages of 18 and 25. Most adults are looking for more sustainable employment opportunities and to develop career pathways (many are young enough to have many years of labour market participation ahead of them).

The funding is about \$70 million annually, with an additional \$2.5 million to support prior learning assessment for mature students (PLAR).

Many school boards bundle secondary school credits with pre-employment or pre-apprenticeship programs to enable learners to more quickly acquire practical skills for the workplace. For example, immigrants from the healthcare sector can enter in the personal support worker program and depending on their goals, ladder into other health-related career programs. Other popular options include hair styling, culinary arts, basic military training, custodial services, and childcare assistant.

The adult credit programs have benefited during the pandemic from several years of experimentation with hybrid delivery models.

For several years, adult credit programs have piloted hybrid delivery, engaging in professional development to offer it as an option to adult learners. While initiated to accommodate learners' busy lives, this flexibility has proven critical in COVID. Accordingly, most school boards offering adult credit programs were able to pivot quickly to support learners in online delivery, with strong readiness on the part of teachers and students. Adult credit delivery is marked by numerous delivery options.

In-Person

- A network of service delivery sites across Ontario including:
- Over 300 employment service sites
- Over 280 Literacy sites
 Over 100

 apprenticeship
- apprenticeship training delivery sites
 35 ministry local
- 35 ministry local offices across Ontario



- Employment Ontario Website and Employment Ontario Live Chat
- Employment Ontario Self-Service: pre-screening for program eligibility and
- matching with provider Ontario Job Bank
- Online applications (e.g. Canada-Ontario Job Grant)
- e-Channel (Literacy and Basic Skills)
- Employment Ontario Contact
- Centre

 Ministry local offices
 Ontario Job Bank: A job posting service

for employers

Dual credit and TVO (the Independent Learning Centre) round out additional, flexible options for adult learners.

Dual credit has been offered since about 2006. Recently, it has been jointly funded with MLTSD (\$1M apiece with the Ministry of Education) to make it available to more adult learners, growing participation by more than 20%. Dual credits are especially significant to those just a few credits shy of high school completion. With a dual credit they can earn college credit and secondary level credit simultaneously. This further helps their post-secondary path because they will have some college experience and credit.

Other options offered through TVO, the Independent Learning Centre, are longstanding but modernized. They now are offered primarily online where learners can access the courses directly. The TVO traditionally offers GED high school equivalency testing, but these assessments have been halted during COVID because the testing has been paper based. The Ministry has worked with TVO to transition to computer-based testing in a socially distanced environment and hope that GED testing will resume in the coming weeks.

Prior learning assessment and recognition (PLAR) is critical to recognizing existing knowledge and skills.

PLAR is a process, at no cost to learners, whereby knowledge and skills acquired either formally or informally outside secondary school can be recognized for credit. Sources of the skills could be job training, work experience, or even parenting. In this process, the adult learner can do equivalency assessments, providing documentation of what the adult knows and any evidence of learning that might be eligible for credit. All adult learners and ESL and FSL students should be aware of PLAR and how they can advocate for themselves to avoid unnecessary credits and more quickly reach employment goals.

CASE STUDY

The story of Katina shows how PLAR is win-win for adult learners and society

Katina was a 42-year-old Russian immigrant, a former teacher without documentation. She was assessed at the school board and placed into a grade 9/10 course. Over four years, she completed 15 of the 30 courses required for an OSSD, about 3,520 hours, \$12,00 taxpayer dollars, all to obtain a high school diploma which she plainly had exceeded in her experience.

In contrast, if she had been offered PLAR she could have accomplished what she needed in just 550 hours over 2 to 3 years, at a drastically lower taxpayer cost of \$2,200.



"If there is one takeaway from the whole presentation, it would be making sure that students that are interested in pursuing an Ontario secondary school diploma are well armed with knowledge about PLAR and how they can gain credit for a lot of the training and learning that they have already acquired throughout their lifetimes." Pauline McNaughton

Discussion

After the presentations, participants raised questions and points of discussion to be addressed by Ms. Ferrer, Ms. McNaughton, Ms. Prior, and Mr. Saint-Germain.

- Adult language training is modernizing as a result of the program review but does not include a CFP in the near term. Examining the results of the program review and the impact of COVID on learner needs is informing the modernization plan as well as the recovery plan. Program modernization means updating the program to address what is not working and to build on what is working well, with new tools rolled out in the coming years. Over time, in 2021, as the situation evolves, a new CFP is likely but not before the modernization work is underway.
- COVID-19 has altered how to think about delivering language programs to adult newcomers. Even when it is safe to return to face-to-face teaching, many will prefer the blended features in the programming. They will learn to optimize online where it is most effective, and in person where it is best. At some point, it will make sense to do an assessment of the lessons learned from this year. It is likely there will be more robust separate streams for online teaching and learning. In the coming years expect the pieces to be in place for a national infrastructure of electronic PBLA and electronic curriculum.

- IRCC and MCCSS will seek to minimize the possible burden that Avenue and Onyx place on providers. School boards that offer both ESL and LINC may be challenged by dual platforms. IRCC and MCCSS collaborate closely and will endeavor to mitigate the administrative burden on providers to support two systems for similar services, recognizing that online access is critical. The technical teams are talking. In addition, it would benefit school boards if they had the flexibility to access both, so that they could best meet the needs of both ESL and LINC learners.
- Access to affordable WiFi and technology is outside the scope of these programs. Although the technology needs of both instructors and learners are critical, improving broadband access and other technology support is beyond the ESL and FSL programs. The question was raised in the context of challenges faced during the pandemic with online instruction.



Biographies

Yves Saint-Germain

Director, Language and Francophone Policies, Immigration, Refugees and Citizenship Canada

Yves Saint-Germain is the Director, Language and Francophone Policy in the Settlement and Integration Policy Branch of Immigration, Refugees and Citizenship Canada (IRCC). He is responsible for establishing directions for IRCC's Settlement Program in the areas of language policy, implementing the Francophone Integration Pathway as part of Canada's Action Plan for Official Languages 2018-2023. He leads IRCC's efforts to advance a Francophone Immigration Strategy and fulfill obligations under Part VII of the Official Languages Act. Yves holds an M.A. in Political Science from Laval University and a B.A. from the University of Ottawa.

Yvonne Ferrer

Director of Program Management and Evaluation, Citizenship & Immigration Division, Ministry of Children, Community and Social Services

Yvonne Ferrer is the Director of Programs in the Citizenship and Immigration Division and the Office of Women's Issues, at the Ministry of Children, Community and Social Services. Yvonne has over 15 years of experience with the Ontario Public Service (OPS) leading the design and delivery of programs and services that respond to the needs of vulnerable populations. Yvonne is responsible for establishing directions for the design, development and implementation of newcomer settlement and language training programs and women's violence prevention and economic empowerment programs and services. Yvonne has held a variety of managerial positions in the former Ministry of Immigration and the Ministry of the Attorney General. Before joining the OPS, Yvonne spent 10 years at the Ontario Trillium Foundation leading programs and initiatives that advanced priorities in the environmental, social, arts and culture, recreation sectors.

Joanne Prior

Service Delivery Manager, Ministry of Labour, Training and Skills Development

Joanne Prior is a Bilingual Service Delivery Manager with the Ministry of Labour Training and Skills Development's Employment and Training Division – Central Region, Toronto. Joanne has 15 plus years' experience working in Adult Education in both the private and school board sectors. Prior to joining the Ministry in 2011, Joanne held different positions at the Simcoe County District School Board: Night School ESL Instructor, Day School Literacy and Basic Skills Instructor and Literacy Basic Skills Instructor at Central North Correctional Centre in Penetanguishene, Ontario for 4 years. Since joining the Ministry in 2011, Joanne has worked as a Bilingual Employment and Training Consultant in Barrie, Ontario, a Program Delivery Coordinator for Central Region as a Subject Matter Expert for Literacy and Basic Skills and Labour Market Programs and recently started her new role as a Service Delivery Manager in Toronto in October 2019.

Pauline McNaughton

Director, Skills Development and Apprenticeship Branch, Student Achievement Division, Ontario Ministry of Education

Pauline McNaughton is interim Director of the Skills Development and Apprenticeship Branch in the Ministry of Education, collaborating closely with the Ministries of Training, Colleges and Universities and Children, Community and Social Services to deliver policies, strategies and programs to support engagement, transitions and pathways for all learners from Kindergarten to Adult. Previous to her past 12 years with the Ontario Government, Pauline previously worked in the adult education sector, serving in various capacities at the Centre for Canadian Language Benchmarks, AlphaPlus Centre, Continuing Education department of the Ottawa-Carleton District School Board as well as with Arctic College on Baffin Island.



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