



Evaluation of International Social Services Canada (ISSC)

EVALUATION DIVISION (SIE)

May 2002

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Some acronyms and explanations

DFAIT	Department of Foreign Affairs and International Trade
ISS	International Social Services (HQ to all ISS national branches)
ISSC	International Social Services Canada
JPO	DFAIT's Consular Case Management Division
Missions	Canadian Embassies and High Commissions abroad

Executive Summary

This report provides the results of an evaluation of International Social Services Canada (ISSC). The evaluation was requested by Treasury Board in connection with a DFAIT submission for increased core funding for ISSC.

ISSC is a non-profit agency that provides linkages to social service agencies world-wide. It helps to resolve individual and family problems resulting from the movement of people across national borders. ISSC works with DFAIT on 50 - 80 cases a year involving distressed Canadians abroad, and receives both core funding and per case fees for these services.

There were four evaluation objectives – determining: the relevance of ISSC to DFAIT; how efficiently DFAIT and ISSC managed cases; ISSC's overall performance; and, whether DFAIT had other more cost-effective alternatives to ISSC services.

DFAIT's consular operations are based on the Canadian government's longstanding commitment to assist Canadians abroad. In more recent times, DFAIT has committed to providing "service characterized at all times by sensitivity, empathy, courtesy, speed, accuracy and fairness".

DFAIT engages ISSC when there is a perceived requirement for services that it is not qualified or comfortable providing. There is no cap on the number of cases that DFAIT can refer to ISSC. Notwithstanding this, some DFAIT Case Managers rarely use ISSC services while others use them extensively.

Findings and Recommendations

It was determined that ISSC provides quality service, and that DFAIT gets its monies worth. ISSC provides highquality service at a cost that is less than if DFAIT provided these internally.

The study explored alternatives to ISSC services. The most realistic of these was that DFAIT take over ISSC responsibilities. It was clear that this would result in the closing of ISSC, and with that, ISSC services would no longer be available to others in Canada, and not available to foreign governments. Equally importantly, the ISS world network would not be readily available to Canada.

There was an issue of DFAIT paying considerably more than the provinces for ISSC's management of similar cases. It was determined that DFAIT in fact gets better service than the provinces, and that by keeping ISSC alive, there was a broader benefit for Canadians as a whole.

The study recommends that DFAIT: review the per-case fee in 2003; that it set criteria for referrals to ISSC and that it regularly monitor ISSC's performance.

Objectives and Methodology

This evaluation provides an in-depth operational review of the work that ISS Canada (ISSC) does on behalf of DFAIT's Consular Affairs program.

Objectives of this evaluation

The objective of this evaluation was to determine:

- the relevance of ISSC to DFAIT
- how efficiently DFAIT and ISSC manage cases
- ISSC's performance on cases
- what alternatives there exist to ISSC's services

A more detailed statement of the evaluation objectives is found in Annex A.

Evaluation Methodology

File reviews

A selection of nine DFAIT/JPO case files was reviewed. The selection was intended to represent a cross-section of posts, involve a number of Case Managers, and include a case evaluation form that JPO had started using in the second half of 2001. The nine cases are not a sample; they were designed to provide an appreciation of the range of cases dealt with and a 'feel' for the kinds of activities required.

The case files reviewed (the largest contained 120 pages of notes, the smallest 28 pages) helped explain how DFAIT and ISSC manage cases, and provided a basis for discussions both with ISSC's social workers, and with DFAIT missions abroad.

We also reviewed ISSC files that related to three of the nine DFAIT cases we had examined. ISSC files largely parallel DFAIT's with some extra ISSC notes to file, notes to other ISS branches and notes to service providers. Annex B presents summary descriptions of the nine cases.

In-person and telephone interviews

33 people were interviewed, either in person, or if outside Ottawa, by telephone.

With the aid of the JPO Director, the following interviews took place:

- a group interview with Case Managers
- individual interviews with other case managers
- interviews with relevant Canadian missions abroad
- consultation with a JPO Systems person
- interviews with local consular representatives of the UK, the US, Australia and New Zealand

With the aid of ISSC, four service provider agencies across Canada were interviewed:

- Ontario Works in Peel (Toronto)
- the Richmond Mental Health Team (Vancouver)
- Transferts inter-établissement du Centre jeunesse Montréal
- Coastal Health Authority (BC)

The local foreign consular officials (UK, USA, Australia, New Zealand) introduced us to key informants in their respective capitals. A German Foreign Ministry consular official doing exchange work in the UK provided the information on Germany. As well, the UK Foreign Office officials put us in touch with ISS UK. In addition to the telephone interviews, there was extensive e-mail correspondence with the comparator countries.

Document and literature review

The following documents were obtained and reviewed:

- documentation provided by ISSC
- information from the ISSC website
- information from the ISS Geneva website
- ISSC contract files at Public Works and Government Services Canada.

Annex C has a list of the documents reviewed.

ISS Canada: Operations

ISSC: its Status and Role

ISSC is a non-governmental, non-profit organization whose aim is to assist individuals who, as a consequence of voluntary or forced migration or other social problems of an international nature, are required to overcome personal or family difficulties, the solution to which requires coordinated action in several countries.

The framework for ISS work around the world is a series of international conventions, including:

- 1951 UN Convention relating to the Status of Refugees
- 1956 UN Convention of the Recovery Abroad of Maintenance
- 1989 UN Convention on the Right of the Child, and
- 1980/93/96 Hague Conventions relating to Child Protection

ISSC is a key partner in the handling of all manner of international liaison social work. It has worked cooperatively with the DFAIT in cases involving abandoned Canadian youth abroad, repatriation of destitute Canadians requiring medical/social services and child welfare matters including abduction, custody and access as well as family reunification and the service of court documents in associated cases.

As well as helping DFAIT, it assists a myriad of provincial departments and agencies, and foreign governments and agencies (see Annex D).

Working with other ISSC branches worldwide

ISSC is part of the larger International Social Services (ISS) network, headquartered in Geneva, which brings together ISS branches that provide assistance worldwide.

ISSC is one of 14 national branches of ISS (see Annex E). ISS updates its branches (such as ISSC), affiliated bureaux and correspondents with the latest information on contacts and works with the UN and other international bodies to ensure that ISS concerns are properly addressed.

When ISSC needs help with a DFAIT case in country x, it checks the latest ISS contact sheet for that country, ensures that the office there can provide the services sought, and usually faxes a service request to that office. A number of countries (developed and some developing) can be expected to provide services to ISSC (and these may be very extensive services) at no cost, on the basis of reciprocity. If the country is poorer, then ISSC may have both to pay for services and to cover costs. These are sometimes very nominal amounts but in at least two recent cases, they have resulted in billings to ISSC of more than the \$2000 amount that ISSC received from DFAIT. See "Network Referral" in Annex D.

The services provided by these foreign ISS operations are the same as ISSC provides generally: home assessments, social investigation reports, service of child welfare documents and inter-country placements of children.

ISSC in Ottawa

ISSC provides these services to Canada from very modest office facilities in downtown Ottawa with a small paid staff (Executive Director, one full-time social worker, one part-time social worker, one support person/receptionist) and a number of volunteers. Because of DFAIT's substantial financial support of ISSC, DFAIT gets first call on ISSC services. Provinces and others also receive ISSC services, sometimes from the volunteer social workers that ISSC is able to attract.

DFAIT provides ISSC with a contribution of \$60,000 annually (rising to \$80,000 this year) to help cover operational expenses. In addition, DFAIT maintains a service contract with ISSC at \$2000 per case (49 cases in 2001).

ISSC's services for DFAIT

Supporting DFAIT

The *DFAIT Act*, RSC 1985 outlines four basic roles for the Department, one of which is "to provide assistance to Canadians, including trade, investment, passport and consular services". The Main Estimates review the consular services in detail, noting *inter alia* that "Canadians living or travelling abroad expect access to services of high quality".

This policy provides the basis for supporting Canadians *in extremis*.

Of the 15,000 consular cases that DFAIT handled in 2001 (this number does not include citizenship application, passport service or registration of Canadians abroad), 49 were referred to ISSC.

How does this work?

- the Mission becomes aware of the "distressed" Canadian and his/her problem and works with the foreign local authorities, social service agencies, hospitals, government, etc. to try to resolve the issue. If required, ...
- the Mission notifies DFAIT/JPO Case Managers in Ottawa who work with the family and others in Canada to support the Mission in its efforts to resolve the issue. If JPO believes that the case would benefit from ISSC involvement, ...
- JPO passes pertinent case information to the ISSC social workers in Ottawa who then work with relevant social service agencies in Canada to resolve the problems.

(See Annex F for logic model description)

Cases

Annex B contains a description of the nine cases that were analysed in detail as part of this review (the descriptions have been disguised to protect the clients' privacy). These cases provide examples both of the kinds of cases DFAIT refers to ISSC and of the types of ISSC interventions.

There is no formal guideline as to when Case Managers should seek ISSC assistance. JPO's decision to make a referral (which has a \$2000 price tag) is usually made by Case Managers (CMOs) either on their own, or in conjunction with the mission, and /or with the Director of JPO. JPO states that "the circumstances of each Consular case are unique, and the services that ISS can provide are well known to the CMOs and the Director. Each referral requires that the CMOs / the Director use his/her judgement based on these circumstances." JPO retains responsibility and management of all of its cases; a referral is a request for specialised assistance.

The decision to involve ISSC is usually prompted by the perceived need for more "social service" - type assistance than DFAIT believes it is qualified, or comfortable, providing. For cases that will involve interaction with social services agencies in Canada, Case Managers almost invariably call on ISSC because many agencies in Canada are reluctant to deal with an unknown such as DFAIT. But ISSC work extends much farther. It can range from lining up social services abroad, to helping with an abandoned Canadian child who may arrive unannounced at a Canadian mission abroad, to making arrangements for a Canadian to be met at an airport and perhaps then transferred to a shelter or hospital. Sometimes the case involves a situation where the distressed Canadian or his/her caregiver may have psychological, substance-abuse or other significant problem. The result may be that the distressed person is returned to Canada, but not always. And in some cases, the distressed person or a close caregiver on his/her behalf, resolves the "problem" on their own, notwithstanding the DFAIT and ISSC involvement.

A discussion of a case between DFAIT and ISSC does not necessarily lead to a referral. ISSC does not charge DFAIT for advice and information calls. The \$2000 charge is made only at the time of a referral being faxed to ISSC from DFAIT. ISSC's involvement in a case lasts anywhere from two days to two or three years.

ISSC Case Load

In fiscal 2000/01, ISSC reports that it had a total of 587 DFAIT and non-DFAIT cases (318 new and re-opened cases and 269 cases carried over from previous years). Some cases involved very little work, other were very complex.

DFAIT reports the following number of referrals to ISSC over the past three *fiscal* years: 1999/2000 - 42 cases; 2000/20001 - 59 cases; and 2001/2002 - 41 cases.

The figure of 49 cases that is used in this Report is based on the 49 cases that were billed to DFAIT by ISSC from January 2001 to December 2001. Following is a breakdown of the countries of origin of 47 of the 49 cases: Mexico - 9; USA - 7; Haiti - 5; Jamaica - 4; Indonesia - 3; Lebanon - 2; Dominican Republic - 2; and one each from Costa Rica, France, Peru, Venezuela, Romania, Honduras, Barbados, Ecuador, Norway, Belize, Kenya, Trinidad, UAR, Brazil and India.

The chart below contains ISSC estimate of its current caseload, allocating percentages to the volume of cases received, the professional social work time, and the volunteer social work time involved with services to the various categories. The categories are: referrals from DFAIT; referrals from provinces; and referrals from the international ISS network, most of which is work done on a reciprocal basis.

	Caseload Volume	Professional Staff Time	Volunteer Time
DFAIT	20%	45%	3%
Provinces	55%	40%	70%
International network	25%	15%	27%

Working with "Partners" in Canada

ISSC has a core network of perhaps 25 service providers across Canada from whom it obtains services for DFAIT. Those most used are in the biggest centres: Montreal, Toronto and Vancouver. Their major role is to meet distressed Canadians at airports, and ensure their transportation to a pre-arranged shelter, hospital, or foster-home facilities. Other services frequently used by ISSC involve social assessments of homes and families, with the objective of determining whether the environment is safe for returning children.

ISS Canada - Monitoring Performance

A Results-Based Management and Accountability Framework (RMAF) for ISSC was issued in April, 2001. The following statements of Results, Indicators and Data Sources were named in that framework at the Output activity level.

Results (outputs)	Indicators	Data Sources	Used by/For
<ul style="list-style-type: none"> • Cases documented • Cases referred • Contributions & Contracts 	<ul style="list-style-type: none"> • Number of cases processed • Number of cases referred • Number of contracts granted 	JPO files and case reports	Case managers To manage activity level
<ul style="list-style-type: none"> • Cases evaluated • Social agencies contacted • Responses to consular cases • Referrals to provinces & international organisations 	<ul style="list-style-type: none"> • Number of cases studied • Number of agencies contacted • Number of consular cases dealt with • Number of referrals to provinces & international organisations 	ISS case reports and statistics JPO follow-up files	Case managers To understand case complexity and prognosis

These indicators of operational performance “fit” within the set of service standards that were last enunciated as part of a 1995 submission to the Treasury Board (#823403). These standards are reproduced in Annex G. The following declarations are the sections of Annex G that most directly set standards for ISSC.

The Declaration of Quality for Consular Service points out that:

The Consular Service of the Department of Foreign Affairs and International Trade is committed to provide to all Canadians effective and efficient service throughout the world. Our commitment is for service characterized at all times by sensitivity, empathy, courtesy, speed, accuracy and fairness.

Our services are available through our headquarters in Ottawa and through our network of offices in other countries. Emergency services are available 24-hours a day, seven days a week.

Every effort will be made to obtain solutions for specific problems and to provide the required service. However, our ability to do so and our success are conditioned, in many instances, by the laws and regulations of other countries as well as the quality and level of cooperation offered by persons and organizations outside the government of Canada.

The statement of standards includes the following protection and assistance services:

Respond to an Emergency. All situations involving health, safety, security and well-being.

Assistance for Repatriation, Urgently Needed Medical or Professional Attention. Professional attention includes legal services in the event of detention or threat of detention.

Child Custody. Includes abductions. Covers the provision of advice, guidance and support to a custodial parent/guardian. Where there is evidence that the health and safety of the child is in jeopardy, then the matter should be treated as an emergency and requires immediate notification to the local authorities for appropriate action.

These standards make clear the services which are to be provided (with priority to emergencies, repatriation and child custody cases) and stress that quality service will be provided in a timely fashion. The types of cases given priority are not currently available but this can be readily measured if ISSC cases are tagged as such (as suggested below). Assessment of quality has started this year with the institution of the case evaluation form. There is currently no method for capturing time spent on a case other than manually tracing files. This too will change if ISSC cases are tagged as such. The "value-for-money" examination below finds the ISSC arrangement to be cost-effective and, as well, suggests that the details of ISSC support (level of annual contribution and fee per case) be again examined at the time of agreement renewal in 2003.

None of the indicators called for by the RMAF is available from the record storage and management systems used by JPO as direct data retrieval statistics. It is not possible to go into COSMOS/CAMANT and obtain a list of the cases with which ISSC has active involvement at any given time. Much of the useful information is, of course, available but it must be manually constructed from the monthly billings sent to JPO by ISSC.

A search of the Year 2001 JPO records for the characters "ISS" yielded 125 cases. These cases are not a listing of the cases currently in place; rather they are the cases that contain the characters "ISS". They contain much potentially useful information but will have to be first filtered to ensure that these are ISS-referrals and not merely cases on ISS mention. For example, for a given case there may be notes of the following type: Query - "Is this a case that requires ISS assistance?"; Response: "No, I think we can get by without ISS, but we should check with them how this person's family should access the reception services at Pearson." This case emerges on the unfiltered search but is clearly not an ISS referral.

Treasury Board policies require that key indicators for performance be tracked in an active monitoring program. The application of this policy to a program activity the scope and size of ISSC should be kept to a level that is commensurate with the resources devoted to this activity. This suggests that only a few key indicators are required and that information on these indicators be collected without administrative burden.

With this in mind, and in the context of the indicators first suggested by the RMAF, certain program monitoring indicators (see Recommended Indicators below) are proposed for ISSC.

To ensure reliable and consistent access to the indicator information, however, all actual ISSC cases in the COSMOS/CAMANT system will need to be "tagged" with a code. There are at least three ways of accomplishing this:

A. Introduce a new field

This is likely to be an expensive procedure and would only be done if an alternative means of accomplishing the goal was not available. What is wanted is simply a way to filter the full set of JPO cases and separate those cases for which ISSC has been requested to provide service.

B. Modify the codes / categories in an existing field:

This is likely to be a viable approach.

Option 1: One possibility is to add a second file number linked to the first. This would carry the STATUS Active ISSC. By linking the two, JPO would have the ability to provide all of the calendar information referred to in *Calendar time indicators* below.

Option 2: A second possibility is to add to the possible entries for STATUS. Currently, there are two possibilities: Active and Filed. It may be possible to add active-ISS as a category. If so, it would be necessary for the Case Manager to

replace “active” with “active - ISS” as soon as a referral of a case is made to ISS. If this approach is used, it might, at the same time, be appropriate to add other categories for other services for which JPO contracts. These could read, for instance, “active - legal” (for referrals for legal advice) and “active - medical”. Ideally, date codes would be used and the coding scheme would allow retention of history of STATUS codes. Such retention would allow for capture of all of the calendar time indicators suggested below.

C. Introduce a set phrase (e.g., ISSC aid requested) to the comments section.

A search for this phrase, and variants that frequently occur due to keystroke errors, would select the ISSC cases.

Recommended indicators:

1. *Number of ISSC cases in progress in a given year*
 - a. The cases to be counted will be cases which are open at some point in a given year. A case number takes the form of “01-VIENN- 576438”; this example reveals a case opened in calendar year 2001 (01), for a case opened in Vienna, Austria. It has a six-digit file sequence number. Unless this numbering system is to be changed such that 01 is used for all of the 2001-2002 fiscal year, program performance will be gathered on a calendar year. This is not a disadvantage so long as the resource levels remain fairly constant from year to year.
 - i. Case counts should be divided to show:
 - (1) cases carried forward from a previous year
 - (2) cases opened in the year, and
 - (3) cases closed in the year
 - b. Number of cases of each category type.
 - i. Management might benefit from a comparison of the categories of cases that receive ISSC involvement and all other cases that do not receive such assistance.
 - c. Number of cases handled by each Case Manager.
 - i. Management might benefit from a comparison of the use of ISSC involvement by different case managers. It would be instructive to know whether use was a function of the types of case, management style, or other reasons.
2. *Calendar time indicators*
 - a. Number of weeks prior to involving ISSC
 - b. Number of weeks of ISSC involvement

- c. Number of weeks from cessation of ISSC involvement to closing of file.
- d. Total number of weeks file was active.

The set of recommended indicators will show the activity level and the type of activity. This can allow for comparisons between cases referred to and not referred to ISSC and, over time, allows management to monitor activity levels and resource requirements.

The list of recommended indicators does not include issues such as:

- numbers of agencies involved in a case
- involvement of provincial departments
- involvement of provincial agents
- involvement of international organisations.

Also not included is client satisfaction, either the Canadian citizen as client or the consular office abroad as client. Measuring the former is not recommended because, as noted below on page 14, soliciting the views of Canadian clients would not be productive. On-going measurement of the latter can cost-effectively be done by case manager assessment. Consular satisfaction with service, together with the four indicators named in the preceding paragraph, are important to the understanding of the uses being made of ISSC and its effectiveness. Validation of consular satisfaction can be sought at the time of the next results-based evaluation of ISSC.

Once performance data becomes available, it is recommended that it be reported on a quarterly basis and that the reports be distributed to all case managers for review and for discussion. Case history discussions in the light of the performance indicators will support case managers to better understand case complexity and seek the most cost-effective methods by which to assist Canadians in need abroad.

As a result of this examination of ISSC, it is concluded that the performance indicators first adopted (April, 2001) should be reviewed. The recommended replacement set is focussed on activity level and the type of activity and, as such, it makes more precise the original RMAF statement of performance indicators.

Good practice calls for the establishment of measurable service standards, managing the activity based on service standards and reporting on the basis of the performance. JPO should consider which performance indicators will best serve its management requirements, modify its RMAF to reflect these, then put in place a COSMOS/CAMANT-based measurement system, and finally combine those results with the insights and experience of case managers.

ISS Canada: Findings

DFAIT's Experience with ISSC

ISSC's performance

Of the nine files reviewed, ISSC was rated by the Case Managers as having done a good job on seven. On an eighth, the ISSC provincial service provider could not furnish the service requested, through no fault of the provider or ISSC. On the ninth file, ISSC "did not do what it was supposed to have done".

JPO Case Managers now fill out case evaluation forms for every case referred to ISSC. A review of the forms for 10 other "ISSC" cases indicated JPO's full satisfaction with eight cases. For the remaining two highly complex cases where DFAIT had clearly expended very significant resources in Canada and at the missions, ISSC's role in contributing to the resolution of the cases was marked at "Satisfactory".

Use of ISSC Services

Some Cases Managers (CMOs) use ISSC services significantly more than others. An analysis of the cases reviewed by the 17 CMOs who worked on at least one of 49 ISSC files in 2001 shows that just three CMOs handled 27 of the 49 cases. Staff turnover and summer student help might explain some, but not all, of this. Clearly, some Case Managers find ISSC to be more helpful than do others.

There are a number of reasons for this. Some CMOs:

- believe that arranging social service intervention for "psychiatric repatriations" is a waste of time. A number of these people do not bother meeting the ISSC representative at the airport or do not show up for the first meeting with the social worker. Many in fact have contacts in the city they are returning to, but have kept this information from DFAIT
- themselves manage all aspects of certain cases (child abduction for instance). They do the hands-on work believing that a referral to ISSC would not be appropriate
- believe that working through ISSC can slow things down and hinder the resolution of the case
- believe that the embassy should do at least some of the work that ISSC correspondents in foreign countries sometimes take on. The CMOs know who they

are dealing with in these cases, and may find it easier to assess the information provided (quickly) by the embassy.

Canadian Partners' Experience with ISSC

A number of key ISSC partners in Canada were consulted both as to the role they play in helping distressed Canadians and their views on ISSC's performance.

The main ISSC-related role of three of the providers, Ontario Works in Peel (Toronto), the Richmond Mental Health Team (Vancouver) and Transferts inter-établissement du Centre jeunesse Montréal, is to meet returning "distressed" Canadians at Pearson, Vancouver and Dorval Airports. They sometimes do on-the-spot assessments of the person, to ensure that the person is able to proceed to the planned accommodation. They may also bring the returning person to his/her destination, be it a hospital, shelter, foster home, senior citizens residence or other facility.

All three providers had nothing but praise for ISSC: "easy to deal with", "very business-like", "informations toujours disponible" and "très bon travail".

The fourth provider, the Coastal Health Authority (CHA) provides some client assessments and intake service for ISSC in BC. CHA has worked to place returning distressed Canadians who are either disabled, very elderly or suffering from mental illnesses. It noted ISSC's "good detective work" and "value-added".

CHA noted that because returning Canadians often become a burden to BC (and other provincial) taxpayers, without being in a position to contribute to their own care, BC and some other provinces are very careful and sometimes slow to accept them.

This "slowdown" by the Canadian service provider often means that the distressed Canadian in the foreign country is left hanging and that DFAIT and ISSC are caught in the middle. In four of the nine files reviewed, a Canadian service provider, most often a provincial agency that would have to assume sometimes major costs, was asking a lot of questions that ISSC then had to ask DFAIT etc. for answers to. This sometimes aggravated the management of the case. Perhaps some of the frustration with ISSC's periodic slowness on files is in fact the result of the Canadian service provider not moving at the speed of the others in the system.

One of the four Canadian service providers made the point that, while they were happy to be giving information to ISSC about the progress of a case, they would be reluctant to have any information about their work passed on to the service provider in the foreign country.

They felt that ISSC was better equipped to manage confidentiality than perhaps DFAIT was. This reinforced the point made by JPO that "ISSC could *push* in a way that the federal government could not and get results where the federal government would come up dry." One of the key advantages to JPO is the 'broker' role that ISSC is well suited to play.

Canadian Clients' Experience with ISSC

It proved difficult finding distressed Canadians (or their families) who would be in a position to talk to us. DFAIT was really only comfortable providing one name out of the many cases that ISSC had recently been involved in. This person, the mother of a woman jailed overseas, had been required to quickly go to the foreign country to retrieve her two "deserted" grandchildren. Her experience with a social service agency sent by ISSC to see to the security of this new home situation was not an entirely positive one. Our own review of the cases studied for this evaluation confirms the JPO view that, as a general rule, it would be inappropriate to seek and interview the distressed person of these cases and/or his/her associated others.

Value-for-Money

Does DFAIT receive value for services received? The short answer is "Yes". The cost of these services is the sum of a fixed annual contribution of \$80,000 and a variable amount calculated as \$2,000 times the number of cases assigned to ISSC.

DFAIT provides ISSC with monies in two ways: 1) an annual contribution and 2) case funding through a service contract. The annual contribution has just been raised to \$80,000 (from \$60,000), while the case funding was raised to \$2000 from \$1500 in 1998.

Whereas DFAIT provides 60% of the revenue, it receives 45% of the case work delivered by ISSC. But it has also been noted that DFAIT benefits from the work that ISSC does both for the provinces and the international network (potentially less work for DFAIT). The subjective judgement is that the ISSC utility to DFAIT is in line with the DFAIT monies.

Annex H presents ISSC's Summary of Financial Activities. The following is an analysis of information in that Annex.

DFAIT's \$80,000 annual contribution to ISSC is intended to help cover ISSC's basic operating expenditures. DFAIT started providing this core funding to ISSC after Human Resources Development Canada (HRDC) withdrew its grant to ISSC in the mid -1990's.

At that time, DFAIT deemed ISSC's services to be an essential complement to its consular operations and thus started its annual contribution.

ISSC Financial Information

	<i>fiscal</i> 2001 (\$000's)	<i>fiscal</i> 2000 (\$000's)
Revenue		
DFAIT contribution	60	60
fees	118	98
Other	120	140
<u>Total</u>	<u>298</u>	<u>298</u>
DFAIT %	60%	53%
Expenditures		
Salaries/benefits	175	218
Geneva	1	8
Other	81	111
<u>Total</u>	<u>257</u>	<u>337</u>

Annual Contribution

Below, for comparative purpose, is financial information on comparable service in the US and UK:

- ISS USA receives US\$850,000 in core funding, to manage 150 - 200 cases per annum. Out of these funds (which are only for services provided in the US), ISS USA sometimes provides reimbursable travel and living advances to distressed Americans upon their arrival in the US. If ISS USA has a surplus at the end of the year, this is returned to the Department of Health and Human Services (HHS). If it has a deficit, HHS makes this up.
- The UK Foreign Office (FCO) uses ISS UK very rarely (full service charge of £400 per case). ISS UK receives \$120,000 in core funding from the UK government for other services. It also receives \$300,000 through well-established, long-standing fund-raising activities.

ii Case Fee

DFAIT pays a \$2000 “fee for service” to ISSC for each case that it refers to ISSC.

The \$2000 per case figure was arrived at by ISSC in 1998. For the five previous years, ISSC had charged \$1500 and it was felt that, in the interim, ISSC’s costs had increased enough to justify this price hike. DFAIT recommended this new amount and Public Works and Government Services Canada (PWGSC) approved it in the summer of 1998.

The PWGSC \$2000 case funding contract is for five years, to 2003. In approving the \$2000 amount in 1998, PWGSC considered information submitted to it both by DFAIT and by ISSC. The decision to approve this amount was based on the following:

- many ISSC indirect costs had increased
- DFAIT cases had to be dealt with on an immediate basis by ISSC, often resulting in personnel working nights, etc. This requirement for immediate service was felt to justify a premium fee.

Consular Affairs provided “management approval” of the increase to \$2000 to PWGSC, arguing *inter alia* that

- this increase to ISSC would allow for the “appropriate devotion of resources” to DFAIT’s cases, and “immediate, and consistent professional social assistance and repatriation services”
- ISSC confirmed that DFAIT receives a premium service: “the services provided to DFAIT require fast, efficient and intense handling”.

There is no cap on the number of cases that DFAIT can refer to ISSC, according to the Director of JPO.

Alternatives

A realistic examination of the financial implications of alternatives is difficult without some agreement on level of service. Lacking this, however, and assuming the present level of service, it would appear that:

- Without ISSC services, the resulting costs of increasing the involvement of Canadian missions abroad to undertake ISS-type services could be substantial. At some posts, services of the kind provided by other ISS national branches might have to be replicated, or paid for

- The same applies to DFAIT in Ottawa. It lacks certain in-house expertise of the type that ISSC can provide
- Distressed Canadians might go unserved as DFAIT is sometimes not present at locations where ISSC services can now be delivered

ISSC Services to the provinces and social service agencies

Quite apart from the DFAIT cases that are referred to ISSC, ISSC does a significant amount of other work in Canada. Entities other than DFAIT, such as provincial governments, municipalities, children's aid societies, etc. get help with their *own* cases from ISSC. They are charged \$700 for each case, not the \$2000 charge that DFAIT pays. The reasons ISSC gave for this difference are:

- DFAIT gets the first call on ISSC resources
- ISSC provides expert advice, counsel and judgement to DFAIT that it does not need to provide to the other agencies
- ISSC professional staff provide the services to DFAIT while a mixture of professional and volunteer staff provide services to the provinces
- The interlocutors in all the other entities are social workers with specific requests that generally require less work than does DFAIT.

Cost to ISSC of providing services

ISSC recently had a study done by one of its Board members to determine the cost of each service provided. A figure of \$1600 was arrived at. In discussions with ISSC, it was explained that this \$1600 was an underestimate (it did not put a price on volunteer services). ISSC has since informed us that the correct cost per DFAIT case is about \$2,000; ascertaining a reliable estimate of the true cost will require additional study.

The \$2000 covers all services dispensed in Canada by ISSC service providers and abroad by the ISS network of service providers around the world. While services in Canada are provided to ISSC at no cost, there are frequently charges abroad in poorer countries. These can range from contractor fees, honoraria, and transportation charges to office costs.

(DFAIT, not ISSC, provides funds to distressed Canadians and pays airfares to return them to Canada, all on the basis of a promise to repay).

Comparator Countries

How five countries manage ISSC-type cases

To put ISSC's work into a broader context, it was important to learn how other countries managed ISSC-type cases. Information was sought about five countries: Australia, Germany, New Zealand, the UK and the US. Descriptions of how they manage their ISSC-type cases are contained in Annex I.

Among the countries we interviewed, only the US appears to use the services of ISS in a way that is similar to Canada.

Take up rate

In terms of relative populations, if the US government used ISS USA at our rate, it would have between 450 and 700 cases per year (versus its 150 to 200), and the UK would have between 100 and 150 (versus its 10).

Alternatives to ISSC

DFAIT's principal alternative to using ISSC's services – Option 1 below – would be for DFAIT to take over from ISSC (as there are probably level of service implications to this option. A second – Option 2 – would be to explore with ISSC the possibility of merging ISSC with another Canadian non-governmental organization. Option 3 would be to reassess the level of service that would be needed from ISSC. This section looks closely at the first option, quickly reviews the second and third option, and then explores why none of these options are recommended.

Option 1 DFAIT takes over from ISSC

DFAIT could take on the work of ISSC, in the way that Department of Foreign Affairs (DFAT) does in Australia and the Foreign and Commonwealth Office (FCO) largely does in the UK. This would involve establishing direct working relations with those social service agencies across Canada that ISSC now works with. In discussions with DFAIT/JPO, it was estimated that perhaps two new positions would need to be created to take on this work. It was also suggested that DFAIT would need to send these new people across Canada to meet the various ISSC contacts.

If ISSC's services devolved to DFAIT (and thus DFAIT funding stopped), there would be other implications for DFAIT that are not fully known to us. The most important is that ISSC *would probably be forced to close its doors.*

What would be the implications for Canada if this were to happen?

ISSC services not available to other Canadian authorities: provincial governments and local authorities all use ISSC for a myriad of services. If ISSC were not available, how much of this ISSC work would devolve, as new work, to DFAIT in Canada, and, more importantly, to missions abroad? What would be the new costs to DFAIT?

ISSC services not available to foreign authorities: ISS branches around the world count on each other for a myriad of services. ISSC is always working on cases for other ISS offices (at no cost – there is an international understanding among developed world countries that these services are provided at no cost). A federal department or another NGO (perhaps the Red Cross) would have to provide these services in Canada. What would be the cost implications? What would be the political ramifications?

Other nations' ISS branch services not available to DFAIT: If ISSC were to close, DFAIT would have to find a way either to separately access ISS services in other countries (and pay for them?) or replicate those services as the US and UK consular services appear to do. What would be the cost implications?

Option 2 ISSC merges with another NGO in Canada

ISSC has been through at least two funding crises since 1995 when HRDC eliminated its core funding. On at least one occasion, ISSC explored (in what detail we are not aware) the possibility of merging with another NGO, to save costs. This would appear to still be an option. How realistic it is, and whether it would result in any savings, requires additional study.

Option 3 DFAIT reassesses the quality/level of ISSC services it provides to distressed Canadians

Current Canadian service levels were determined in 1995 when the Consular Program was placed on a cost-recoverable basis. Use of ISSC services, as described in this analysis, is consistent with the overall service standards for the Consular Program. ISSC services, while useful and important, represent a negligible proportion of the total cases handled every year by the DFAIT Consular Program.

While this third option is stated for the record, the analysis does not suggest a rationale or a need for a separate review of ISSC service standards.

Conclusions

Relevance

Millions of Canadians travel outside Canada each year. Most of those who get into difficulty abroad either resolve their problems without any government help or with very minimal assistance abroad. A number, approximately 15,000 (see Annex J for case details) need more than this minimal assistance. As the Annex illustrates, the assistance runs the gamut from providing information, to helping someone who has been arrested, to dealing with a Canadian caught in civil disaster, to medical assistance. Each year, 50 - 80 of these cases are of a kind to prompt DFAIT/JPO to decide to involve ISSC.

This ISSC activity involves only a very small percentage of Canadians who are outside Canada. Their distress is principally in two areas. One, child abandonment, custody and welfare, is perhaps the major area of work, often involving a child who is the offspring of new Canadians. The other involves helping distressed Canadians who either have no family in Canada or whose family is no longer willing to assist. These distressed are often mentally ill.

Given the kinds of clients involved, it is difficult to determine directly from the clients what their view is of the services provided by ISSC. As well, it is very difficult to isolate the work of ISSC from the work of DFAIT JPO and missions abroad. That said, the case reviews and interviews demonstrate that ISSC's work has been useful to many of the clients, and that outcomes would not have been as positive without ISSC's involvement.

ISSC provides an important service to DFAIT. It works with consular officials to help distressed Canadians abroad, providing a myriad of social services, both at home on its own and through its network of agents, and abroad, through the network of ISS national branches.

Efficiency

There are often five persons working on an ISSC -related case: 1) a service provider in the country where the distressed person is located 2) the Canadian mission in that country 3) DFAIT/JPO in Ottawa 4) ISSC in Ottawa 5) a provider in Canada. This can slow down the case and add to the cost of case resolution.

Our review indicates that in general ISSC works well on cases but not to the extent that all involved fully support the service as it exists. Some Case Managers in Ottawa and some consular officials at posts have had to nudge ISSC to get answers more quickly. About half of the Case Managers either do not use the services of ISSC, or only do so minimally.

Client focus

ISSC (and DFAIT) do put the client first. Theirs is labour-intensive and time-consuming work, involving on-going communication and sophisticated record keeping. Both ISSC and DFAIT keep very good and up-to-date files on each case.

DFAIT and ISSC appear to establish the proper priorities in dealing with cases. They both act professionally, and know their business. Clear urgencies are dealt with properly, while less urgent issues are largely handled within acceptable time frames.

There are inevitable delays, most likely caused by services providers who do not necessarily attach the same priority to the cases that DFAIT and ISSC do.

There are a number of cases which “solve themselves”. The distressed Canadian, or a relative, friend or care giver, may take the matter into their own hands, perhaps because of delays, perhaps for other reasons. They go back to Canada on their own, stay where they are and no longer communicate with the service provider or the mission, or take some other action that indicates that they no longer need DFAIT’s services.

Comparator countries including New Zealand, Germany and Australia indicated that they would do their best to avoid getting involved in some of the social investigation work that can arise in consular cases.

Communications

ISSC, like JPO, is often acting as an “expert” post-office. It moves at the same pace as its contacts in Canada and abroad. A number of these contacts, as well as ISSC, are reluctant to use e-mail to its fullest potential because of concerns around client privacy. Fax and letter communication is often used in preference to email and this would appear to considerably slow case communication.

It is not at all evident that fax or written communication is more secure than email communication. Properly managed, and keeping in mind privacy legislation, each can play a useful role.

Results achievement

The analysis of 9 ISSC cases undertaken as part of this review indicates that DFAIT and ISSC make progress with assigned cases. Adult distressed Canadians are repatriated, some to long-term care facilities, children find suitable homes (that have been vetted by ISSC - linked providers), and progress is made on settling children caught between feuding parents.

Alternatives

Use of ISSC services is consistent with the overall service standards determined for the Consular Program in 1995. ISSC provides a service satisfactory to JPO and at a dollar cost that JPO finds reasonable.

Findings and Recommendations

Findings

Case Performance ISSC is found to provide professional quality services respected by many of the Case Managers and by its Canadian partners in social service. DFAIT receives value for its money.

Service Level Considering only the cases referred to ISSC, DFAIT provides a high level of service to distressed Canadians which is consistent with the overall standards in place for the Consular Program. Given these Consular Program standards, this evaluation finds that the ISSC arrangement provides the wanted service and at a cost which is likely less than would be incurred were the Department to provide the service internally.

Service Cost DFAIT pays considerably more for ISSC services than do the provinces but receives more in return. If DFAIT wants to maintain the present level of service, the cost of replacing ISSC's work in-house would be considerably greater than the monies paid to ISSC. There is also a larger benefit for Canada and Canadians. The base provided by DFAIT means that other agencies are able to use ISSC services at a price they can afford, and assures the viability of ISSC thereby maintaining Canada's international obligations for social service support. In one sense, DFAIT is subsidizing other Canadian users. In a broader sense, it is working to ensure that Canadians have the service and protection that they expect their governments to provide.

Recommendations

Service Fee Per Case. When the current service fee of \$2000 per case is reviewed for renewal in 2003, careful consideration should be given to actual costs to ISSC. That analysis should take into account the core funding contribution that is provided and the full range of ISSC-derived benefits to Canada.

Management Response: Prior to the end date of the present contract, March 31, 2003, we will work closely with PWGSC, as we have in the past, to review the fee per case to ensure that we continue to receive value for money.

Case Referrals JPO should establish formal criteria or guidelines for referrals to ISSC. While each consular case is unique, and Case Managers must use their judgement, some basic criteria would help place the decision on a more business-like footing.

Management Response: Guidelines have been prepared and appropriately distributed throughout the Bureau.

Service Standards. Review the indicators of the April 2001 RMAF and either confirm these as appropriate for program management or modify them in line with the suggestions for specific indicators of timeliness, quality and case priority. Once confirmed, ensure that a COSMOS/CAMANT-based measurement system can provide information that can be combined with other sources of intelligence including the case evaluation form (used by DFAIT for cases involving ISSC) and case manager review.

Management Response: We will call upon the expertise of SIX to aid us in the review and modification of the April 2001 RMAF so that we have an improved yet still cost effective tool for performance measurement.

Performance Measurement. A number of indicators were recommended for use in performance management by the April, 2001, Results-Based Management and Accountability Framework (RMAF) for ISSC. Management should review these and decide upon a set of indicators for use in performance management.

The service standards proposed in this report are:

- ▶ Indicators potentially available from COSMOS/CAMANT
 - Numbers of cases
 - Types of cases
 - Calendar year indicators

- ▶ Indicators potentially available manually
 - Assessment of quality, ISSC case assistance
 - Consular satisfaction with case performance.

A procedure for economically identifying ISSC cases as such has not yet been established. Until that is accomplished, the on-going measurement of performance indicators is not likely to be done. Such measurement (quarterly or bi-annually or annually, depending upon the indicator) is a necessary condition if active monitoring is to take place. Discussing the findings with Case Managers will provide a mechanism for continual process and results improvement.

Management Response: We will call upon the expertise of SIX to aid us in the review and modification of the April 2001 RMAF so that we have an improved yet still cost effective tool for performance measurement.

Communication Those ISSC communications that involve DFAIT cases appear to take longer than is necessary. Perhaps more extensive use of email for case management with ISSC would provide faster and more complete communication. This should lessen some of the paper burden and inefficiencies that are now evident in the ways that ISSC communicates and help contribute to resolving cases in a more timely fashion.

Management Response: We have advised ISSC of our desire to make more and better use of modern communication facilities. They are working with their informatics supplier to enhance the security of their systems. The target date for implementation of the change is August 01, 2002.

Annex A: Evaluation Objectives

The objective was to undertake a study of ISSC taking into account the following:

Relevance - the extent to which:

- ISSC continued to serve the interests of DFAIT and fulfil its mandate to the satisfaction of its beneficiaries.
- the program constituted value-added for beneficiaries

Efficiency - the extent to which:

- ISSC effectively managed the assigned cases
- JPO effectively managed DFAIT's response to Canadians having personal or family difficulties
- the most in-need individuals received priority actions/response
- the Results Management & Accountability Framework developed in 2000-01 has been operationalized

Results Achievement - the extent to which:

- the program made reasonable progress with the assigned cases and served the needs of Canadians having personal or family difficulties as a consequence of voluntary or forced migration or other social problems of an international nature.

Alternatives - the extent to which:

- there were other more cost-effective methods for achieving the desired results and objectives, and how feasible these methods were (one alternative is the creation of an in-house social services unit within the Consular Services Bureau).
- processes employed by other countries had been found to be more effective avenues for the delivery of comparable services.

(This evaluation of ISSC is in response to the condition imposed by Treasury Board for the approval of ISSC funding starting in fiscal 2002/03.)

Annex B: DFAIT/JPO Cases in which ISSC was involved

This annex describes the nine cases that were analysed in detail as part of this review (the descriptions have been disguised to protect the clients' privacy). These cases provide examples both of the kinds of cases DFAIT refers to ISSC and of the types of ISSC interventions.

An elderly Canadian, who had been living illegally in the US for 30 years but now needed on-going care, was found by the police in a large US city, sleeping in his car. In early stages of dementia, he had forgotten that he had an apartment. ISSC, working with a provincial government, helped find suitable social housing in Canada.

A Canadian child living in Europe is caught between his feuding parents (a Canadian mother who wants sole-custody, and a non-Canadian father who has in fact been given sole custody by a foreign court). This unusual situation was of particular concern to DFAIT because of the decision to give the non-Canadian father sole custody. ISSC's role was mostly to take steps to engage the foreign ISS branch in assisting the Canadian mother. Joint custody is eventually agreed upon.

A Canadian teenager living with her mother in a European city is abandoned by the mother who leaves for another country. ISSC and the foreign branch in the European city both intervene to attempt to find the appropriate placement for the child, either in the European city, or back in Canada. Child is eventually placed in a foster home in Canada, with the help of ISSC and its local service provider

An elderly Canadian living with a sister in a major US city, but with no status in the US, must return to Canada for medical care. ISSC works with the relevant provincial authorities to try to place the man. There are delays and the man's family sends him back to Canada, without the assistance of DFAIT or ISSC.

A Canadian child visiting with family in the Caribbean is left with his non-Canadian father by his Canadian mother who returns to Canada. The father wants child to return to Canada. ISSC works with the appropriate provincial authorities in Canada to reintegrate the child into the mother's home.

A mentally unstable Canadian working/travelling in Europe seeks a Canadian Embassy's help to establish himself in that city. His attempts to ground himself fail and DFAIT, with ISSC's help, repatriate him, have him met at a Canadian airport, have him assessed and given temporary basic shelter.

A Canadian teenager travelling in the US with her mother is sent by plane alone to her birth country in the Caribbean (the mother can no longer “cope” with her). A relative approaches the Canadian mission in this country, seeking help in sending the teenager back to Canada. ISSC works with a reluctant provincial agency to explore foster care options. During the extended interval, the teenagers returns to her mother in the US.

A troubled Canadian travelling in Central America misses his plane back to Canada. He is unable to cope (it becomes clear to the Canadian mission that he has major drug-related mental problems) and clearly must be repatriated. ISSC is engaged to ensure that, once back in Canada, social services are lined up to help him with his first days.

Another troubled Canadian living in Central America is hospitalized there with physical injuries and, as he can no longer work, must be repatriated. Among ISSC’s interventions, it arranges for provincial authorities to meet him, and bring him to a shelter.

Annex C: Documents reviewed

ISSC fact sheets

- affiliations
 - international projects
 - programs
 - history
 - clients
 - accessing services
 - case examples,
- ISSC Report on the Annual General Meeting November 23, 2001

ISS

- Statutes
- By-laws

DFAIT

- Canada in the World
- Departmental Performance Report 2000-01
- Estimates 2001-02

Annex D: ISSC: Case Illustrations

Provincial Referrals

A Children's Aid Society (CAS) takes a child into protective care due to abuse by the father. Mother lives in Greece. CAS requests ISS Canada to arrange for mother to be interviewed regarding the situation of her child and officially served with child welfare court documents. As child cannot be safely returned to the care of the father, CAS makes request for home study on mother in Greece. Further services are requested to assist in the arrangements for child to be returned to care of mother and for follow up support services. A final report on child's adjustment with mother is provided to CAS for conclusion of service.

Twins, age 1 ½, born in Canada, are taken into protective care by competent authority as mother was detained prior to her deportation to Grenada. Agency requested assessment on children's father in Grenada to ensure children would be in a safe environment and also, social service and police reports to know circumstances of death of older half-sibling in Grenada. Positive report on father obtained from ISS Correspondent in Grenada. Mother and children met on arrival in Grenada by social worker and children's father. Follow up services arranged.

Network Referral

Two Congolese children, ages 14 & 17, refugees in France. ISS France requests an assessment of brother in Canada to determine suitability for sponsorship and placement. Referral made by ISS Canada to local child welfare authority for home assessment. Brother is not suitable to sponsor, however, children's mother whom children believed was deceased, arrives in Canada. ISS France requests assessment be completed on mother when she obtains status and able to sponsor.

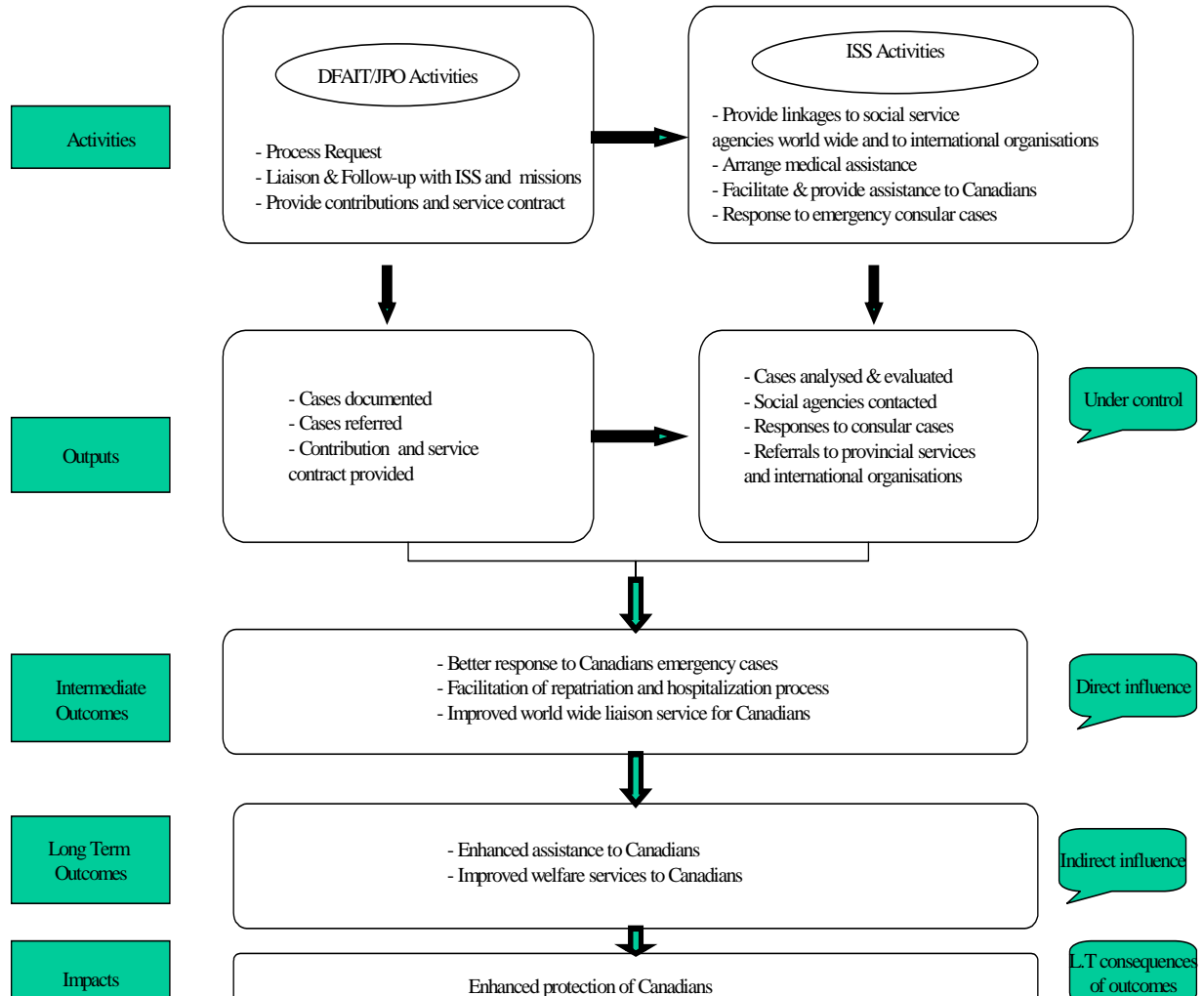
Annex E: List of ISS links around the world

BRANCHES	AFFILIATED BUREAUX
France Germany Greece Italy Netherlands Switzerland United Kingdom	Finland Portugal Spain
Australia Hong Kong Japan	New Zealand Israel
Argentina Canada United States Venezuela	

104 other countries on all the continents, have “correspondents”.

Annex F: Logic Model Description

The Results-Based Management and Accountability Framework (April 20th, 2001) provided this logic model.



We present two specific cases to show in real terms the flow of the logic model

Case A

Mentally-ill Canadian in Mexico

ACTIVITIES

The Mission in Cancun receives a call from a local hotel, saying that a middle-aged Canadian is not acting coherently, is not eating properly and is not paying his hotel bill. Our consular staff call in a local doctor to join them in visiting the Canadian (client) at the hotel. It is quickly determined that he has no funds or friends in Cancun to provide assistance. The doctor agrees that, with temporary additional assistance, the client can be stabilized, but then he should be flown back to Canada for proper follow-up. The hotel agrees to provide this assistance, but only for two days.

OUTPUTS

The distressed Canadian provides the names of two people in Canada who may be able to help. The consular staff phone JPO who quickly contact both people. One is the elderly mother who is in no position to help her son financially (her pension goes in part payment for her provincially-supported senior citizen's residence) and who has little more energy to help him in other ways as he often suffers mental relapses due to drug overuse when he was younger. There is no other family. The other person contacted by JPO is a former 'drinking buddy' who would "help if he could".

Given this, JPO and the mission decide that the client must be repatriated asap. Because the Canadian is clearly not well, it is decided to ask ISSC to arrange for him to be met at Pearson, to assess him on the spot if necessary, and then bring him to appropriate lodging.

While arrangements are made to fly him from Cancun to Toronto (the client signs an agreement to repay the air ticket purchased by the Embassy), ISSC works with one of its contact groups in Toronto to make the above arrangements. JPO gives ISSC the flight coordinates and the client is met in Toronto. He is assessed as being able to stay in a shelter and is brought there. Local welfare authorities take over.

The case file is closed by DFAIT and ISSC.

Case B

Abandoned Teenager in London

ACTIVITIES

A British-Jamaican woman calls the Canadian High Commission in London, to say that her 16 year old niece has just arrived from Paris, sent unannounced by her Canadian mother in Paris who is "fed up with her". The London aunt really does not want the child; the child wants to return to Montreal. The mother in Paris cannot be reached.

OUTPUTS

The High Commission and JPO discuss the case, and decide that both the aunt in London and housing options in Montreal should be evaluated to help determine the best available options for placing the child. JPO asks ISSC to take this on. ISSC contacts the service provider in Montreal to look at options for the teenager for the 15 months until she turns 18. One is a foster home, the other a group home. ISSC also contacts its affiliate

branch in London, and asks for an assessment of the girl and her aunt. As the assessments start on both sides of the Atlantic, the teenager gets on a plane and is reunited with her mother.

The case file is closed by DFAIT and ISSC.

Annex G: Service Standards

The following extracts from DFAIT public statements of its standards are provided in this Annex. Those sections of particular relevance to standards for ISSC are placed in italics.

Consular Service - A Declaration of Quality

The Consular Service of the Department of Foreign Affairs and International Trade is committed to provide to all Canadians effective and efficient service throughout the world. Our commitment is for service characterized at all times by sensitivity, empathy, courtesy, speed, accuracy and fairness.

Our services are available through our headquarters in Ottawa and through our network of offices in other countries. Emergency services are available 24-hours a day, seven days a week.

Every effort will be made to obtain solutions for specific problems and to provide the required service. However, our ability to do so and our success are conditioned, in many instances, by the laws and regulations of other countries as well as the quality and level of cooperation offered by persons and organizations outside the government of Canada.

Consular Service Standards - Services

A. Protection and Assistance

1. *Respond to an Emergency. All situations involving health, safety, security and well-being.*
2. Communications with Family &/or Friends in the Event of an Emergency. The 12-hour standard covers the period after the necessary information becomes available to consular personnel. It is further defined as reasonable efforts to contact the designated persons based on the information provided. It does require consular personnel to be actively involved in obtaining the necessary information and to be creative in using the information provided.
3. *Assistance for Repatriation, Urgently Needed Medical or Professional Attention. Professional attention includes legal services in the event of detention or threat of detention.*
4. Notification of Next-of-kin in the Event of Death or Life-Threatening Illness or Injury. Similar to item A.2. It does require mission staff to immediately notify headquarters in the event of a death of a Canadian even if contact information is not available. Mission personnel should not contact next-of-kin directly, as notifications in such situations are made through local police forces.

5. Contact with Arrested or Detained Persons. Depending on specific circumstances, contact can be in person, in writing, by telephone or through appropriate intermediaries. The objective is to ensure that the arrested or detained person is aware of the services that could be made available to assist.
6. Search for Missing Persons. The 12-hour standard covers the period in which information on the missing person is provided to the appropriate authorities in the concerned country.
7. Financial Transfers. The 48-hour standard is 'normal business hours' and covers the period after the funds transfer is registered in the mission financial management system. It is then the period in which the money is available to the client.
8. *Child Custody. Includes abductions. Covers the provision of advice, guidance and support to a custodial parent/guardian. Where there is evidence that the health and safety of the child is in jeopardy, then the matter should be treated as an emergency and requires immediate notification to the local authorities for appropriate action.*
9. Kidnapping. Covers forcible restrictions on the freedom of movement of all persons. All such situations should be reported to Consular Operations immediately.

B. Prisoners

Contact with Prisoners. The objective of this service is to ensure that Canadians who have been convicted and sentenced in foreign jurisdictions understand their rights and the services that can be provided by the government of Canada. Equally important is for the mission to be aware of prison conditions and whether or not it may be necessary to intervene with the appropriate authorities.

The time standards that have been established are tied to geographic regions and missions are permitted some discretion in their application. However, missions should ensure that they maintain an accurate listing of prisoners and identify ones that may require special attention.

- a. Prisoners are defined as persons who have been tried, convicted and sentenced.
- b. Contact is defined as in person, in writing, by telephone or through appropriate intermediaries.

C. Passports and Citizenship

1. Passports. The standards for passport services are the same as they are for passport offices in Canada. The times are applicable once all of the necessary documentation has been provided and outstanding issues settled.
2. Citizenship. The time standards are the first for these services. As these services, in the main, are not critical to the safety and well-being of Canadians abroad we have selected times that should provide missions with sufficient flexibility so that this work should not interfere with more pressing matters. Should these assumptions

not apply to a particular case then missions should act accordingly and assign a higher priority.

3. An important element for missions is to maintain appropriate records (ie. using CAMANT) in order to manage these cases. Cases that are prolonged beyond the standards of the Citizenship Branch should require appropriate follow-up.

D. Information - Canada/Third Countries

Requests for Information and Advice. Missions are expected to maintain an up-to-date supply of information on subjects for which there are frequent requests. To the extent possible, these requests should be managed by the provision of written information. In such circumstances, it should be possible to respond to the requests as they are made. In instances when the request for information cannot be serviced through the provision of available written information, then the 5-day service standard would apply. The 5-days refers to normal business days.

E. Information - Local

Requests for Information and Advice. Missions are expected to maintain an up-to-date supply of information materials on subjects for which there are frequent requests. To the extent possible, these requests should be managed by the provision of written information. In such circumstances, it should be possible to respond to the requests as they are made. In instances when the request for information cannot be serviced through the provision of available written information, then the 2-day service standard would apply. The 2-days refers to normal business days.

F. Legal & Notarial

1. Emergency Notary Service. Frequently, this service is required as part of a larger issue (ie issuance of a regular passport for an urgent reason) and, as such, it should be governed by the standards applicable to the other service.
2. Assistance Under the Canada Evidence Act. The 2-day standard commences with the arrival of all necessary information/documents and covers the carrying out of the required action.
3. Letters to Foreign Authorities. Missions should maintain a supply of form letters covering areas for which there are frequent requests. For uncomplicated cases, requests for such letters should be handled within the same working day. for more complicated requests, the 3-day standard commences with the supply of all necessary information/documents.
4. Formal Transmission of Documents in Private Legal Matters. The 3-day standard commences with the supply of all necessary information/documents.
5. Claims Against Foreign States by Canadians. The 3-day standard commences with the supply of all necessary information/documents.

6. Service and Legalization of Documents. The 3-day standard commences with the supply of all necessary information/documents.
7. Act as a Commissioner of a Canadian Court. Normally, this service can be organized so as not to interfere with the other work. In responding to requests for this service, missions should ensure that other services are not unduly disrupted.
8. Reciprocal Enforcement of Judgements. The 5-day standard commences with the supply of all necessary information/documents.
9. Translation of Legal Documents. The 5-day standard commences with the supply of all necessary information/documents.
10. Assistance in Extradition Matters.
11. Assistance under the Hague Convention. There is no provision for missions to become formally involved in child custody cases being handled under the Hague Convention. In such cases, the respective Central Authorities communicate directly. However, experience demonstrates that missions must be involved as part of the process of assisting the custodial parent/guardian and in assisting Canadian Central Authorities in their dealings with the local Central Authority. In such circumstances, missions should only act upon specific instructions from headquarters so as to ensure that any action taken is consistent with Canadian practice in such cases and is coordinated with the appropriate Canadian Central Authorities.
12. Assistance under Prisoner Transfer Treaties. No specific standard is established for this service. However, missions should act promptly and expeditiously so as to promote applications for transfer at the earliest possible time and to ensure that they take place in the shortest time possible after approval.
13. Support for Rogatory Commissions. Normally, this service can be organized so as not to interfere with the other work. In responding to requests for this service, missions should ensure that other services are not unduly disrupted.
14. Property & Estate Management. The 5-day standard commences with the supply of all necessary information/documents.
15. Trust Account Management. The 5-day standard commences with the supply of all necessary information/documents.
16. Assistance under Part 1 of the Canadian Shipping Act. The 5-day standard commences with the supply of all necessary information/documents.

Annex H: ISSC: Summary of Financial Activities
April 1, 2000 to March 31, 2001
Income and Expenditure for the year ended March 31, 2001

REVENUE

Contributions	2001	2000
Foreign Affairs & International Trade	60,000	60,000
Provincial	3,150	1,350
Fees		
Foreign Affairs & International Trade	118,000	98,000
Provincial	93,000	80,200
Other Fees	-	2,000
Projects - Adoption	1,660	12,972
- Home Children	16,146	30,142
Membership Dues, Interest & Miscellaneous	4,575	6,060
Private & Corporate Donations	1,805	2,110
Youth International Internship Project (YII)	-	5,657
	\$298,336	\$298,491

EXPENDITURE

Salaries and Benefits	174,675	218,378
Travel and Meetings	5,875	22,681
Office Costs	59,055	66,290
International Support	647	8,000
Direct Project costs - Adoption	7,460	5,594
- Home Children	9,421	10,544
Youth International Internship Project (YII)	-	5,657
	\$257,133	\$337,144
Balance – Beginning of Year	55,370	89,500
Net Revenue (Expense) for the Year	41,203	(38,653)
Transfer from Appropriated net assets	-	4,523
Balance – End of Year	<u>\$ 96,573</u>	<u>\$ 55,370</u>

Annex I: Comparator Countries

To put ISSC's work into a broader context, it was important to learn how other countries managed ISSC-type cases. The information in the following paragraphs was sought about five countries: Australia, Germany, New Zealand, the UK and the US.

Australia: The Australian Department of Foreign Affairs and Trade (DFAT) does not use the services of ISS Australia. Australia does its best not to get involved in the types of cases where ISSC assists Canada abroad (ie. evaluating a home situation). In Australia, DFAT "goes to great lengths" to get family or friends to raise money for airfare or meet a distressed Australian at the airport. If this is not possible, it works with hospitals, ambulance services, the Salvation Army, etc. Important difference with Canada: DFAT has regional offices in state capitals which can and do assist on occasion.

Germany: The German Ministry of Foreign Affairs' (MFA) consular operations are driven by legislation which appears to encourage distressed Germans abroad to cope as much as possible without MFA assistance. Consulates do help, working directly with local authorities in Germany, not through Berlin. If no other sources of funds are available, under certain circumstances, monies can be lent to help with repatriation (interesting that 80% of these funds are repaid, in part because of the threat of legal action). Unlike DFAIT in Ottawa, MFA Berlin does not have a Case Management section and does not track how cases are managed. Another point: the MFA seems to work to keep aged foreign-resident Germans in distress in the country of their foreign residency, and can generate extra funds to keep them abroad rather than repatriating them back to Germany.

The German MFA does not use ISS at home or abroad even though there is an ISS Branch in Germany.

New Zealand: The New Zealand Ministry of Foreign Affairs does not appear to use the services of ISS although there is an ISS "affiliated bureau" in Wellington. New Zealand would appear to deal with difficult consular cases in a very matter of fact way: repatriate if needs be and if this is done at government expense, try to recover the funds. But the attitude of the Consular Office appears to be one of encouraging distressed New Zealanders overseas to find their own solutions to their problems.

United Kingdom: The UK Foreign and Commonwealth Office (FCO) manages with minimal use of the services of ISS UK (ISS UK indicated that the FCO may use its

services 10 times a year, at \$1000 per case). UK missions abroad and the FCO work directly on cases where a British National is distressed overseas. Missions operate via London. If the client returns to the UK, or the case has always taken place in the UK, then the Home Office or domestic social services would be the departments who would deal with ISS UK (interestingly, FCO Consular Operations in London are not necessarily kept informed as to the progress of a case).

If FCO staff can do the work that ISS would normally undertake for a fee, then this is what happens. This helps keep costs down and better ensures accountability. Also, other NGO's such as 'Reunite' (which deals with international child abduction cases) are engaged when very specific cases need to be dealt with. 'Reunite' may refer cases to the FCO or vice versa.

United States: The American government has a relationship with ISS USA that is somewhat similar to Canada's and invites close review. And while it is the Department of State (DOS) that is responsible for consular cases abroad, all consular issues requiring follow-up in the US become the responsibility of the Department of Health and Human Services (HHS). That said, DOS refers cases directly to ISS USA which acts as the agent for HHS.

Unlike Canada, ISS USA is not called on to provide DOS with any assistance abroad (perhaps in 2/5ths of DFAIT's cases where ISSC is brought on board, ISSC will get involved abroad, either directly or, more often, through the ISS world network). That means that the US consular service abroad, like the UK's, will get involved in sometimes complex social service issues for which DFAIT seeks the help of ISSC's world network. (On request, ISS USA does, however, provide advice to DOS on issues generally involving minor children).

Between 150 and 200 cases a year are referred to ISS USA by DOS (versus 50 - 80 in Canada's case)

HHS has a "cooperative agreement" with ISS USA. The relationship between the two is much closer than that between ISSC and DFAIT. For instance, ISS USA returns case files to HHS when ready for US Archives.

ISS USA receives \$850,00 per annum for the next five years - that is designed to cover all of their costs. If their costs are higher, than HHS will supply the extra monies, if lower, then the extra will be put into the next years ISS budget by HHS. ISS USA is required to provide up to 90 days of financial support to those distressed individuals who are in need of financial support. These funds are reimbursable to HHS.

ISS USA helps distressed repatriates apply for other welfare programs if the individual qualifies. By doing this, the repatriate can sometimes avoid the need for the ISS USA loan.

Both federal governments (Canada and the US) are faced with provincial/state governments that are often resistant to accepting distressed individuals who will become a financial burden on the province / state. It would appear that the US federal government / ISS USA provide initial financial assistance to local authorities in some cases. The Canadian federal government / ISS Canada do not provide any such assistance.

HHS's role appears to be restricted to funding ISS USA and acting as a case forwarding service. It does not keep any case files. The Department of State does.

BACKGROUND: It was only 1995 that HHS established this relationship with ISS USA. This move was made as a cost-saving measure (compare to the UK which believes that using in-house services rather than ISS UK helps keep costs down). ISS USA is also viewed as being able to "turn on a dime" – it can get some things done very quickly.

Annex J: DFAIT Consular Cases - 2001

CASE CATEGORY	All CASES	%	JPO* CASES	%
Accident, Transportation	173	0.11%	173	1.24%
Adoption	32	0.02%	32	0.23%
Arrest/Detention	1712	1.11%	1712	12.26%
Assault	140	0.09%	140	1.00%
Assistance, Communications	325	0.21%	325	2.33%
Assistance, Info. (local)	558	0.36%	558	4.00%
Assistance, Information (Can.)	230	0.15%	230	1.65%
Assistance, Loss/Theft	2921	1.89%	2921	20.92%
Assistance, Mail	31	0.02%	31	0.22%
Assistance, Travel	1154	0.75%	1154	8.26%
Child Abduction into Cda	68	0.04%	68	0.49%
Child Abduction out of Cda	1	0.00%	1	0.01%
Child Custody	102	0.07%	102	0.73%
Child Welfare	82	0.05%	82	0.59%
Citizenship Application	17037	11.04%		
Citizenship Inquiry	117	0.08%	117	0.84%
Death, Accidental	120	0.08%	120	0.86%
Death, Murder	40	0.03%	40	0.29%
Death, Natural	410	0.27%	410	2.94%
Death, Suicide	28	0.02%	28	0.20%
Disaster, Civil	70	0.05%	70	0.50%
Disaster, Natural	25	0.02%	25	0.18%
Evacuation	7	0.00%	7	0.05%
Extradition	66	0.04%	66	0.47%
Extraterritorial Offences	2	0.00%	2	0.01%
Family Distress	152	0.10%	152	1.09%
Financial Assistance (Public)	579	0.38%	579	4.15%
Financial Transfer (Private)	171	0.11%	171	1.22%
Hijacking	4	0.00%	4	0.03%
Immigration Service, Non-Cdn.	788	0.51%	788	5.64%
Kidnapping	20	0.01%	20	0.14%
Legal Service	244	0.16%	244	1.75%
Medical Assistance	598	0.39%	598	4.28%
Notary Service	720	0.47%	720	5.16%
Other	249	0.16%	249	1.78%
Passport Fraud	197	0.13%	197	1.41%
Passport Inquiry	376	0.24%	376	2.69%

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Evaluation Of ISS Canada

CASE CATEGORY	All CASES	%	JPO* CASES	%
Passport Service	104143	67.49%		
Pension	50	0.03%	50	0.36%
Registration, Birth	242	0.16%	242	1.73%
Registration, ROCA	19159	12.42%		
Repatriation, Medical	46	0.03%	46	0.33%
Repatriation, Non-medical	33	0.02%	33	0.24%
Service Complaints	39	0.03%	39	0.28%
Service Compliments	10	0.01%	10	0.07%
Transboundary Issues-USA	12	0.01%	12	0.09%
Vessel Registration	2	0.00%	2	0.01%
Visa Service (Cdn)	233	0.15%	233	1.67%
Well-being/Whereabouts	787	0.51%	787	5.64%
TOTAL	154305	100.00	13966	100.00%

* JPO cases in this instance means all of the above cases minus Citizenship Application, Passport Service, and Registration of Canadians Abroad (ROCA)