

NS LIVE CASE SERIES 2019: COLLABORATING IN CRISIS: CANADA'S SYRIAN REFUGEE INITIATIVE

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NEW SYNTHESIS OF PUBLIC ADMINISTRATION

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Dedication:

This case study is dedicated to all Canadians who showed the international community that "the world needs more Canada"¹.

Case Summary

This case describes a collective effort to welcome and resettle Syrian families across Canada, all on very tight timelines. It sheds light on a whole-of-society collaborative approach, efficient mobilization and the spirit of Canadian generosity (collective goodwill) in the face of crisis.

The case shows that the pathway to better civic and public results in the Syrian refugee resettlement initiative involved the Government of Canada and several federal departments using their authorities and resources to lever and align their efforts with other key stakeholders at home and abroad. This resulted in a collective effort, involving multiple levels of government and a wide range of actors to co-create solutions within a short timeframe.

The case notes that Canada's Refugee Resettlement Initiative, especially its private sponsorship model, has attracted international attention. Overall, the Initiative is generally seen as a historic success. However, the journey of Syrian refugees' integration into Canadian society is only beginning.

Key words: Collaboration. Crisis. Collective Goodwill. Public Purpose. Leveraging. Engaging.

“Canada’s diverse, tolerant, multicultural society is one of our great strengths and perhaps our greatest contribution to the world. And so, that’s why it’s so important that we succeed in welcoming refugees... we’re stronger when we work together”²

December 1, 2015 - By His Excellency the Right Honourable David Johnston, former Governor General of Canada.

The Context

A 2018 report by the Office of the United Nations High Commissioner for Refugees (UNHCR) stated that “the past decade has seen substantial growth in the global population of forcibly displaced people. In 2007, this population numbered 42.7 million; over the last 10 years, this figure has increased by over 50 per cent. Today, 1 out of every 110 people in the world is displaced, compared with 1 in 157 a decade ago, with much of this increase having occurred over the last five years.”³ The report noted that the Syrian conflict has contributed significantly to this increase.

The Syrian conflict, also referred to as the Syrian Civil War or Syrian Crisis,

is a multi-dimensional conflict which is now in its eighth year⁴. Comprising of internal, regional and international dynamics (including global rivalries), the conflict has often been seen as “an echo of the so-called Arab Spring”⁵ – a series of protests and uprisings in the Middle East and North Africa that challenged authoritarian regimes.

In March 2011, pro-democracy protests broke out in Syria, which has been ruled by the Assad family for more than four decades. The protests spread, violence escalated, and numerous political and armed opposition groups emerged⁶. As unrest spread, crackdowns by the government intensified, resulting in a civil war and casualties⁷.

In October 2015, the death toll in the Syrian conflict had reached more than 250,000 people including over 100,000 civilians⁸. Human Rights Watch estimated that 7.6 million people were internally displaced by the conflict, resulting in 4.2 million refugees in neighbouring countries (see appendix 1)⁹. By the end of 2015, the world had witnessed “the greatest movement of people fleeing their homes because of war and conflict since the end of the Second World War”¹⁰.

National and local news media played a critical role in raising awareness about the conflict and in shaping public attitudes¹¹. In the latter part of 2015, there had been significant media coverage of the influx of refugees and migrants to Europe, heated political debates about immigration, and coverage of migrant deaths at sea, especially the deaths of refugees and migrants crossing the Mediterranean on their way to Europe.

A key turning point in the media coverage that fuelled international calls for more action on the Syrian crisis was the lifeless image of Alan Kurdi, a three-year old Syrian refugee whose body was found “lying face down in the tide on a Turkish beach”¹². The toddler and his family (mother and five-year old brother) were intent on reaching a family member in Canada, but they drowned in the Aegean sea when their boat capsized. Alan Kurdi’s tragedy on September 2, 2015 moved the Canadian public and galvanized citizens to demand more action from the government¹³.

Canada’s Syrian Refugee Resettlement Initiative

This case describes a collective effort to welcome and resettle Syrian families across Canada, all on very tight timelines. It sheds light on a whole-of-society collaborative approach, efficient mobilization and the spirit of Canadian generosity.

In January 2015, the government of Canada, then formed by the Conserva-

tive Party, agreed to accept 10,000 Syrian refugees. However, six months later, only about 1000 had been resettled¹⁴.

In September of 2015, following Alan Kurdi's death, and in the midst of a heated federal election campaign, the Conservative government of Prime Minister Harper pledged to bring in another 10,000 Syrian refugees, distributed over four years¹⁵.

The Liberal Party argued that Canada could do more and promised to bring 25,000 Syrian refugees to Canada by December 31, 2015¹⁶.

Following the October 2015 election, a new government was formed by the Liberal Party, led by Prime Minister Justin Trudeau. The new government undertook a widely publicized initiative to resettle Syrian refugees under the slogan "Welcome Refugees." This initiative harkened back to the resettlement of 60,000 Indochinese refugees in Canada in 1979-1981, which marked the beginning of Canada's private sponsorship program¹⁷. The Initiative, framed as a "national project"¹⁸, reinforced Canada's values and identify as "compassionate, actively engaged in the international community and open to newcomers"¹⁹.

The Liberal government of Prime Minister Trudeau acted on its promise of resettling 25,000 Syrian refugees. Although the process took a little longer than promised by the government, by the end of February 2016, the government had resettled more than 28,000 Syrian refugees²⁰.

This was a remarkable achievement; at a period when attitudes towards refugees and immigrants became increasingly hostile across Europe, the USA and Australia²¹, Canada demonstrated the power of collaboration and collective goodwill in crisis. Through the extraordinary generosity of Canadians and unprecedented collaboration between various actors, Canada showed the international community that "the world needs more Canada"²².

Initial Challenges

A key challenge at the outset of the Initiative was its large size and short timeline. Several government and non-governmental actors expressed concerns about the prudence of processing and resettling so many refugees in such a short timeframe²³. These concerns focused on security risks and the capacity of the federal government to process and transport refugees (logistics).

The normal process for refugee resettlement in Canada takes a number

of years (minimum of 2 years and more) depending on several factors, including communications and travel infrastructure; caseload at the migration office in refugee and other business lines; location of refugee populations and types of medical needs; health screenings; individual interviews on site, receipt of exit permits from host countries; difficulty of verifying the identity and background of claimants; and processing resources available²⁴.

The government and the lead federal department for the Initiative, Immigration, Refugees and Citizenship Canada (IRCC), knew that the target was ambitious. Therefore, plans were put in place to build collaborative networks and to expedite the process. This included finding ways to accelerate the often-lengthy approval process in government.

The project's officials understood the importance of addressing citizens' security concerns and other capacity issues through effective political messaging. The officials also knew that harnessing the collective goodwill of Canadians from coast to coast to coast would be essential for the success of the Initiative (See appendix 2 for a timeline of key events). For instance:

- o On November 9, 2019 the cabinet established a subcommittee to co-ordinate government efforts. This was an ad hoc committee, comprising of nine cabinet ministers to facilitate the task. John McCallum, the Minister of Immigration, Refugees and Citizenship, highlighted that “there are many Canadians across the land who want to reach out to help us in this endeavor - from provincial governments to mayors of cities, to non-governmental organizations, to individual Canadians - as long as we do the job right, that is to say with speed but also due attention to important considerations of health and security”²⁵.
- o On 13 November 2015, following coordinated terrorist attacks in Paris, Prime Minister Trudeau stated that “the most important thing is to be able to reassure Canadians that absolutely everything is being done to keep Canadians safe and therefore ensure that [Syrian] refugees are welcomed as new Canadians, and not a cause for anxiety or division within the population...We know that we are not just resettling refugees, we are welcoming new Canadians”²⁶. The Deputy Minister for international development, Malcolm Brown, was appointed Special Adviser for the Syrian Refugee Initiative.

Although there were initial concerns from several stakeholders about the government's ambitious target, efforts were made to reassure Canadians

through effective public messaging. The government, in making the Initiative a top priority, created a shared vision of how to resettle Syrian refugees in Canada.

Articulating a Compelling Public Purpose: A ‘National Project’

On 25 November 2015, Prime Minister Trudeau spoke in London (UK) about the Syrian Refugee Initiative and the importance of diversity: “We have a responsibility, to ourselves and to the world, to show that inclusive diversity is a strength and a force that can vanquish intolerance, radicalism and hate”²⁷.

The key theme of the London speech, diversity, was consistent with the messaging around Syrian refugees during the 2015 campaign season. In the campaign, there were several references to Canadian values of acceptance, generosity, openness, “doing the right thing”, and focusing on humanitarianism.

On December 1, 2015, the Governor General of Canada organized a Forum on welcoming Syrian Refugees to Canada. A whole variety of people across the country, including the private sector, community service organizations, charities, all levels of government were invited to the Forum. The invitation and the Forum set the tone of the Initiative as a ‘national project’.

During the Forum, the Governor General proclaimed:

- o “This is the moment to reaffirm our fundamental values as Canadians. To test the depth of our commitment to diversity, inclusiveness and tolerance...this is a defining moment for Canada, a defining moment for all of us. And it’s even more than that. It’s an opportunity. An opportunity to mobilize our communities from St. John’s to Winnipeg to the Lower Mainland of British Columbia—and so many points between. To re-imagine how we take care of the most marginalized and vulnerable among us.” [emphasis added]²⁸

- o Citing former Governor General Vincent Massey, he also stated that “nations achieve character in crises... the [Syrian] refugee crisis is one such moment for our nation today”²⁹.

During the Governor General Forum, John McCallum, the Minister of Immigration, Refugees and Citizenship (IRCC) spoke about Canada’s commitment to the refugee crisis, the efforts that Canadians were making

to help facilitate the integration of Syrian refugees into Canada, and how the government would engage Canadians to contribute to the collective effort³⁰.

The Minister underscored the non-partisan nature of the Initiative and stressed how short-term investment would translate into long-term gains as these refugees will become productive citizens and contribute to economic growth. The Minister, framing the initiative as a ‘national project’ used the Forum as a clarion call for collective action:

o “I can tell you that this is not a partisan project as evidenced by the participation of the Governor General. This is a Canadian project, and all parties in the past or the present have brought in thousands of refugees. It is our way. It is not in the slightest bit partisan. Neither my friends, and this is obvious looking around the room, is this a federal government project...But it’s not even a governmental project. This project my friends is a national project. It is a national project that includes all of you who are not governmental and who are working very hard in other ways.



And it includes all of the millions of Canadians across this country [emphasis added]”³¹.

The Syrian refugee Initiative was framed in societal terms. This helped to overcome resistance from opposing elements and to move beyond entrenched positions. The articulation

of a compelling public purpose generated buy-in from diverse stakeholders across the country.

Public officials brought a societal perspective to the Syrian refugee resettlement Initiative through their public communication. Framing for collaboration through a societal perspective was essential for co-operation across multiple agencies, with other governments, the private sector and civil society.

The government chose public messaging that generated a collective sense of purpose. In the weeks that followed the Governor General’s Forum, “thousands of Canadians, through churches and community groups, private sponsors and corporate donors, pulled together to help bring displaced Syrians to Canada and rebuild their lives....Communities across our country continue to exemplify the very best of Canada, giving in countless ways to ensure a warm welcome and a brighter future for Syrian newcomers”³².

Leveraging the Contributions of Partners: A Whole-of-society Approach

Adopting a whole-of-society approach for the Syrian refugee resettlement Initiative would mean leveraging the contributions of individuals and numerous partners across Canada and beyond. The lead federal department for the Initiative, Immigration, Refugees and Citizenship Canada (IRCC) had its own mandate. However, top IRCC administrators stressed the need to build on the strength of others - that is, simultaneously leverage the power of multiple agents in different spheres (public, private and civic) at home and abroad. This meant proactive partnerships with other federal departments, including Global Affairs Canada (GAC), Canada Border Services Agency (CBSA), Shared Services Canada (SSC), Public Health Agency of Canada (PHAC), Department of National Defence (DND)/ Canadian Armed Forces (CAF), Public Safety Canada (PS), Royal Canadian Mounted Police (RCMP), Public Services and Procurement Canada (PSPC), Transport Canada (TC) and Employment and Social Development Canada (ESDC)³³. Beyond federal partners, IRCC leveraged the contributions of non-federal and non-governmental partners, including the United Nations High Commissioner for Refugees/UN Refugee Agency; International Organization for Migration; Provincial and territorial governments; Municipal governments; Community of settlement/resettlement service provider organizations (SPOs); Community of private sponsor organizations and private sponsors, including the Sponsorship Agreement Holder Council; Corporate private sector donors; other state governments, particularly those of Lebanon, Turkey and Jordan; and the Canadian Red Cross³⁴.

LEVERAGING THE POWER OF OTHERS

THE FEDERAL LEAD FOR THE INITIATIVE, IMMIGRATION, REFUGEES AND CITIZENSHIP CANADA (IRCC) BUILT ON THE STRENGTH OF OTHERS - PUBLIC, PRIVATE AND CIVIC SPHERES AT HOME AND ABROAD

As the lead federal department, IRCC was responsible for the following: “working with international organizations to identify Syrian refugees overseas; processing refugees for permanent

residency; performing biometric screening; conducting and assessing immigration medical exams as well as performing visual health checks prior to departure; conducting immigration interviews; reimbursing expenses related to medical care through the Interim Federal Health Program; and facilitating the settlement and integration of individuals in cooperation with provinces, territories, municipalities, settlement SPOs, civil society organizations, community level organizations and other partners”³⁵.

Top administrators from IRCC knew early on that beyond their mandate, they had to work across boundaries. This meant mapping out all the

partners at home and abroad and facilitating collaboration among diverse partners. IRCC stressed that this was a collective effort and its success or failure would be a collective one. The Initiative involved “significant collaboration among federal, provincial, territorial and municipal governments, government departments, non-governmental organizations, the private sector, advocacy groups and Canadians”³⁶. For instance:

- o Through Global Affairs Canada (GAC), Heads of mission at embassies in Lebanon, Turkey, Jordan and Egypt played central roles in coordinating the Syrian refugee initiative on the ground, through active diplomatic engagement with host governments and regional stakeholders.
- o Through Canada Border Services Agency (CBSA), “a Government of Canada multilayered security screening process, tailored for unique aspects of Syrian refugees and operational time lines, was established”³⁷.
- o Shared Services Canada (SSC) played a key enabler role by implementing “information technology infrastructure for the operation that served all departments and permitted secure communications both inter- and intra-departmentally, thereby contributing to the success and security of the initiative”³⁸.

Government officials and public administrators understood the importance of leveraging the collective capacity of actors across society. They knew that refugee resettlement was (and is) a multi-faceted issue (‘wicked problem’) and government alone could not provide all the answers. For this reason, they sought a mix of interventions from the private sector, civil society organizations, citizens and public agencies. In other words, they were aware that “building on the strength of others requires a dynamic view of the role of government, where government interventions form part of long chains of intermediate results and where the actions of multiple agents must converge”³⁹.

Government officials and administrators also recognized that “administrative systems are not immutable and must change to adapt to changing circumstances”⁴⁰. This meant finding ways to do things differently in administrative systems and ensuring strategic coherence. For example:

- IRCC, acting as a key facilitator, worked closely with GAC and Heads of missions to accelerate various processes in host countries (e.g., accelerating the processing of exit permits which typically

takes six to nine months).

- IRCC held weekly conference calls with all the key stakeholders, including service provider organizations, provincial, federal and municipal representatives. These weekly calls provided opportunities to share ideas, experiences, solutions, and to receive information regarding decision-making at the federal level (e.g., resettlement contribution agreements).
- IRCC and the Special Adviser for the Syrian Refugee Initiative worked closely with the political level, especially the Prime Minister’s Office (PMO). There were frequent meetings and technical briefings between top administrators and the political level.
- To accelerate the release of funding, IRCC worked closely with central agencies and put in place strong accountability mechanisms.

By leveraging the contributions of various partners, public administrators were able to create solutions that yielded results at a lower overall cost for society. The various partners were able to learn as one, know as one and act as one.

The Power of Engagement: Citizens as Public Value Creators

One of the key success factors in implementing this Initiative was the contributions of citizens and communities. IRCC acknowledged that “successful settlement and integration of Syrian refugees requires societal engagement”⁴¹. As the Initiative’s lead, IRCC utilized a society-centric approach in its design and implementation. This meant engaging diverse key stakeholders, including international actors, provinces, territories, municipalities and local communities. For instance, at the local level, engagement with the Federation of Canadian Municipalities (FCM) and its members, the Big City Mayors’ Caucus (BCMC), was critical for rallying citizens.

The FCM, a national umbrella organization consisting of nearly 2,000 municipalities wherein approximately 91% of Canada’s population lived, and the BCMC, a constituent sub-group of the FCM consisting of twenty-two of the largest cities in Canada, contributed significantly to mobilizing citizens⁴². Both played critical roles, including advocacy, coordination, in-kind and financial contributions. For instance, advocacy roles by mayors, councillors and their administrators included advocating for the resettlement of refugees within their respective boundaries or anywhere

else in Canada (see appendix 3). Individually and collectively, they encouraged their “respective communities to support the resettlement of refugees in various ways, including sponsoring refugees, assisting those sponsoring refugees, and contributing funds, clothing and household items. As well, they implored their respective communities to provide a warm welcome to refugees”⁴³.

These local leaders understood the on-the-ground realities because



they were close to them. As part of mobilizing citizens to take action, generating public support and soliciting contributions, these local leaders organized community forums and used the media to get their messages across.

For instance, as early as September 2015, FCM established a Task Force on the issue of Syrian refugees and used messaging that emphasized Canadian values: “By sharing municipal responses to this crisis, we hope to set the standard for creating welcoming communities and opportunities for success for all newcomers who will come to call Canadian cities and communities home”⁴⁴.

Municipalities played a key role in intergovernmental coordination and in relaying information among the partners at the sub-national level. For example, the City of Montreal established a series of committees dealing with social integration, housing, education and transportation. The City of Toronto created an internal coordination mechanism which gathered the contributions of other city departments, and also included some of the NGOs (Lifeline Syria)⁴⁵.

At the federal level, public administrators set up an information tracking process to detect early signs of problems, initiate course corrections if necessary and to monitor overall progress.

Maintaining Momentum

Beyond the participation of diverse federal, non-federal and international partners, a key cornerstone for the success of this Initiative was the participation of citizens. Simply put, “Canadians are good at finding workable solutions to complex problems”⁴⁶. Canadians demanded more action from their government, donated their money and volunteered extensively to make the Initiative a success. From November 2015 to December 31, 2018, momentum for the Initiative was significant, especially from the standpoint of private Canadian citizens (privately sponsored refugees approximately doubled). This could be seen through the

categories of refugee settlement (table 1 and table 2).

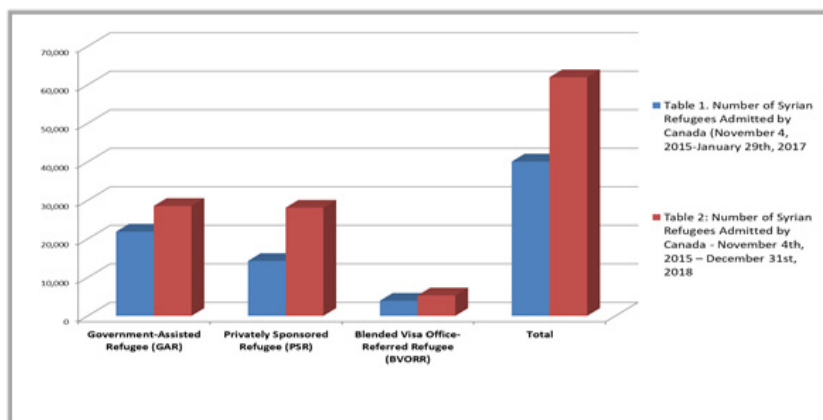
Table 1. Number of Syrian Refugees Admitted by Canada (November 4, 2015-January 29th, 2017)⁴⁷

Refugee Category	Number of Refugees
Government-Assisted Refugees (GAR)	21,876
Privately Sponsored Refugees (PSR)	14,274
Blended Visa Office-Referral Refugees (BVORR)	3,931
Total	40,081

Table 2: Number of Syrian Refugees Admitted by Canada - November 4th, 2015 - December 31st, 2018⁴⁸.

Refugee Category	Number of Refugees
Government-Assisted Refugees (GAR)	28,540
Privately Sponsored Refugees (PSR)	28,100
Blended Visa Office-Referral Refugees (BVORR)	5,320
Total	61,955

A chart of Table 1 and 2



Source: Created by the author

The Government-Assisted Refugees (GARs) program resettles individuals who have been pre-vetted by the United Nations High Commission for Refugees (UNHCR); Privately Sponsored Refugees (PSRs) program is for refugees selected by Canadians who are willing to assume the responsibility, financial and otherwise, for the refugee; and the Blended Visa-Office Referred Refugees (BVORRs) program matches UNHCR vetted refugees with Canadian sponsors⁴⁹.

Comparing Government-Assisted Refugee (GAR) and Privately Sponsored Refugee (PSR) in both tables and chart above, it is obvious that PSR lagged GAR in the earlier stages of the Initiative but caught up by December 31, 2018. This is a clear testament to the power of citizens as value contributors. Canadians rose to the occasion and continue to do so.

Private sponsorship of refugees allows “Canadian private citizens to unite as groups of five (or larger) to personally undertake sponsorship, providing financial and settlement support to sponsored individuals and families, and personally engaging in this act of creating new citizens. Private sponsors’ engagement in refugee resettlement can have direct implications for sponsors’ own sense of identity”⁵⁰. For this reason, public officials and administrators, especially local community leaders, utilized every opportunity to mobilize Canadian citizens to sponsor refugees.

Local leaders, in demonstrating the leadership of proximity (that is, being close enough to detect the issue, being committed enough to act and credible enough to secure the contribution of others⁵¹) understood that

communities and citizens are the key drivers of change. For example, as part of the engagement process, Naheed Nenshi, mayor of Calgary, challenged communities to “open [their] arms to refugees”⁵². Like federal officials, local leaders promoted the notion of shared responsibility and mutuality as key contributors to achieving public results.

Measuring Success

To assess early outcomes of the 2015-2016 Syrian Refugee Initiative, IRCC conducted a Rapid Impact Evaluation (RIE). The evaluation was targeted in nature and examined the Syrian refugees who were admitted to Canada between November 4, 2015 and March 1, 2016 and were a part of the initial 25,000 Syrian refugee commitment⁵³.

The evaluation focused on resettlement and early settlement outcomes for the Syrian population admitted to Canada, as well as lessons learned and areas to monitor in the future. The early assessments were based on the three main categories of refugee resettlement: Government-Assisted Refugee (GAR); Privately Sponsored Refugee (PSR); and the Blended Visa Office-Referred Refugee (BVORR).

Overall, IRCC noted that “both GARs and PSRs reported that they were happy with their life in Canada. With regards to meeting the immediate and essential needs of Syrian refugees, PSRs were more likely to indicate that their immediate needs were met and reported receiving more help to resettle compared to GARs. In addition, the evaluation found that due to expedited timelines of the initiative, some challenges occurred. Most notably those challenges included finding permanent housing, lack of consistency in the standards of Refugee Assistance (RAP) delivery, the adequacy of RAP income support for GARs and BVOR refugees and a lack of reporting on RAP services”⁵⁴.

At the time of the survey, “half of adult PSRs had found employment, compared to 10% of Syrian GARs. Of those who reported having a job, the most common form of employment for both GARs and PSRs were in the Sales and Service occupations. The vast majority of Syrian refugees who were not working at the time of the survey were looking for work or intended to look for work in the near future. The biggest challenge facing both GARs and PSRs in finding a job was associated with learning an official language”⁵⁵.

While the Initiative was a success in many regards, the evaluation identified a few areas that should be taken into account to help ensure successful resettlement and settlement results. Key areas identified

included the need for end-to-end planning for a major initiative; the need for accurate and complete refugee information; and provision of pre-arrival services (including orientation).

Crisis and Collective Goodwill: Pathways to a Better Future

The Syrian Refugee Resettlement Initiative in Canada demonstrates the interaction of key principles that are essential for leading public transformation. The case demonstrates the convergence of the following:

A SYNTHESIS OF COLLABORATING IN CRISIS

TO CREATE PATHWAYS TO A BETTER FUTURE FOR SYRIAN REFUGEES, THE RESETTLEMENT INITIATIVE MERGED PUBLIC PURPOSE, SOCIETAL IMPACT, CITIZENS AS PUBLIC VALUE CREATORS AND THE AUTHORITY OF THE STATE.

a compelling public purpose; a focus on societal impact; utilizing the authority of the state; and the role of citizens as public value creators.

The pathway to better public results in the Syrian refugee resettlement

involved the Government of Canada and several federal departments using their authorities and resources to lever and align their efforts with other key stakeholders at home and abroad. This resulted in a collective effort, involving multiple levels of government and engaging a wide range of actors in society to co-labour and co-create inventive solutions within a short timeframe.

The various partners in the Syrian Refugee Resettlement Initiative were able to learn as one, know as one and act as one. The partners shared ideas, experiences and solutions among themselves and learnt to adapt as they were implementing the Initiative. This improved the capacity for timely adjustments and course corrections.

Elected and non-elected public officials used narratives that inspired Canadians to take action. The Prime Minister, the Minister of IRCC, The Governor General, and local leaders rallied Canadians with positive narratives through their public messaging. Canadians were inspired to contribute as there was a collective sense of purpose through the ‘national project’ framing, which was tied to Canadian values such as openness, diversity, and generosity. Within two years, the numbers for Privately Sponsored Refugees (PSRs) approximately doubled and caught up to Government-Assisted Refugee (GARs). This was a remarkable achievement that speaks to the power of compassion and collaboration in times of crisis.

Globally, only a tiny proportion of those who are displaced find permanent solutions: “only 765,500 out of 22.5 million refugees in 2016 (or 3.5%)

achieved a permanent solution, of whom only 189,300 were offered resettlement. It is therefore important to examine the conditions under which a greater number of permanent solutions are made possible, as models that could be taken up more broadly. Canada's initiative to permanently resettle a relatively large number of Syrian refugees is one such example, with Canada's unique private sponsorship model being of particular interest internationally as a way of increasing resettlement opportunities".

Even though Canada's Refugee Resettlement Initiative is generally seen as a historic success, and the private sponsorship model has attracted international attention, the journey of integration itself is only beginning. It is important to maintain momentum as the years go by. Perhaps, these words may help us to do so: "For all those whose cares have been our concern, the work [must go] on, the cause [must] endure, the hope [must] still live, and the dream [must] never die"⁵⁶.

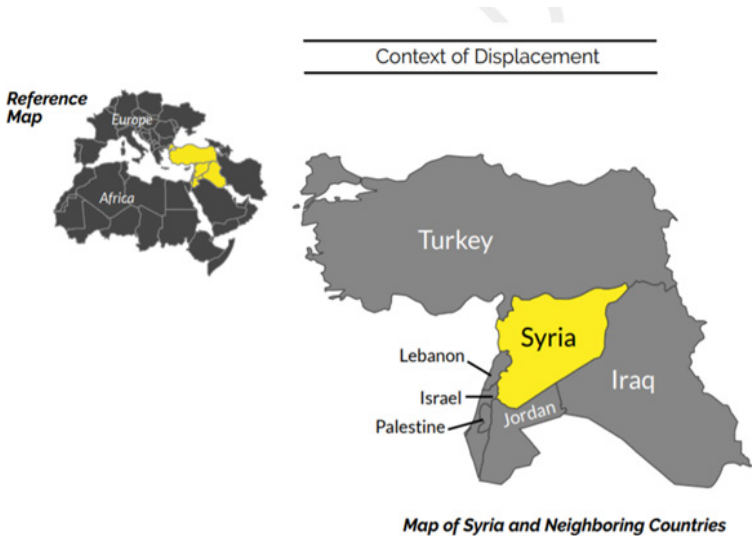
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APPENDICES

Appendix 1 - Map of Syria and Neighbouring Countries



Source: Brenna Foley, Pablo Bose, & Lucas Grigri. 2018. "Syrian Refugee Resettlement in Canada" RRSC- PR9. Accessed at <http://spatializingmigration.net/>

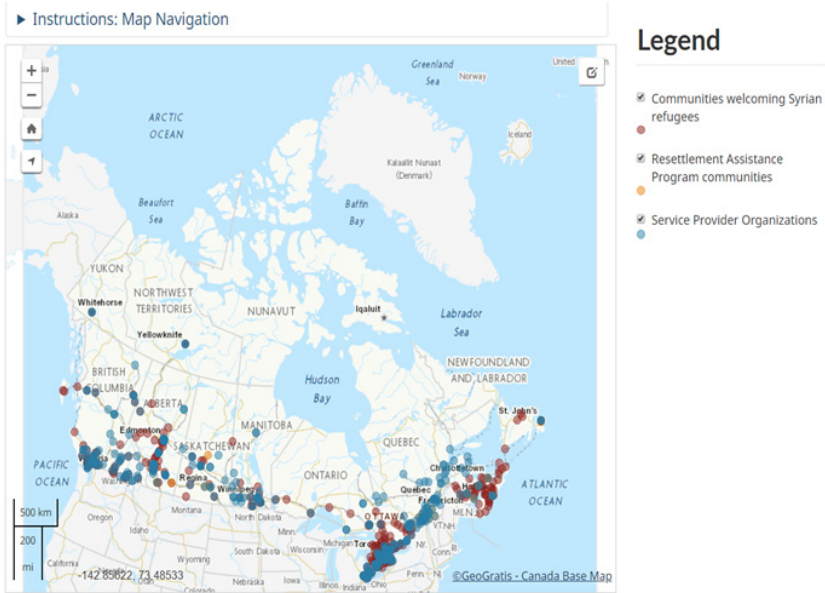
Appendix 2 -A timeline of Key Dates: 2 September 2015 to 29 February 2016.

Date	Event
2 Sep. 2015	The picture of three-year-old Syrian refugee Alan Kurdi's lifeless body on the Turkish seashore made international headlines.
5 Sep. 2015	During the federal election campaign, Justin Trudeau (Liberal Party) committed to accept 25,000 Syrian refugees into Canada and to invest at least \$100 million in 2015-16 to increase refugee processing, as well as sponsorship and settlement services capacity in Canada. He also committed to providing UNHCR with an immediate \$100 million new contribution to support relief activities in Syria and the surrounding area.
19 Sep. 2015	The Government of Canada (GOC) announced a temporary public policy to facilitate the sponsorship of Syrian and Iraqi refugees by Groups of Five and Community Sponsors. A number of mostly administrative changes were also announced to speed up the arrival time of Syrian and Iraqi refugees.
4 Nov. 2015	Start date for the government's commitment to resettle 25,000 Syrian refugees.

9 Nov. 2015	The Minister of Immigration, Refugees and Citizenship Canada (IRCC) announced the creation of a new Cabinet ad hoc committee to help bring Syrian refugees to Canada and announced that it would fully restore the Interim Federal Health Program that provides limited and temporary health benefits to refugees and refugee claimants.
24 Nov. 2015	The GOC announced its five-phase action plan to resettle Syrian refugees to Canada: identifying, processing, transportation, welcoming and settlement. The objective was to identify 25,000 refugees to come to Canada by 31 Dec. 2015. Of those, 10,000 would be resettled by the end of that year, with the remainder to be resettled by the end of Feb. 2016.
26 Nov. 2015	The Government of Canada confirmed that it would waive the cost of transportation and medical exams for Syrian refugees that arrived between 4 November 2015 and 29 February 2016
9 Dec. 2015	The Minister of IRCC announced that the Government of Canada would provide more funding for resettlement and settlement service providers by extending current contribution agreements and providing new funding where and when it would be needed. The increased funding included: \$3.6 million for Resettlement Assistant Program service providers and \$355 million over a four year period for settlement and resettlement services, both in Canada and abroad. \$94.5 million of this sum would be used for income support for refugees.
10 Dec. 2015	The first full plane of government-assisted Syrian refugees arrived in Toronto by military plane.
12 Jan. 2016	The 10,000th Syrian refugee arrived in Canada.
26 Jan. 2016	The Government of Canada launched the Syrian Family Links initiative, which was a partnership between Immigration, Refugees and Citizenship Canada and Catholic Crosscultural Services. The aim of the initiative was to link former Syrian refugees who were willing to sponsor their family members, but did not have the means to do so, with Canadians who wanted to sponsor a refugee, but had not identified a specific refugee to sponsor.
5 Feb. 2016	The Government of Canada invited communities outside the traditional network of cities and towns that welcome government-assisted refugees, but are interested in doing so, to apply to develop a Community Partnership Settlement Plan for the ‘Welcoming Communities’ initiative, to demonstrate that they are able to provide the necessary services to help refugees settle and integrate.
18 Feb. 2016	The Government of Canada announced that, as of 1 April 2016, all refugees and asylum claimants would receive full healthcare coverage through a restored Interim Federal Health Program similar to what the provinces and territories provide to Canadians who receive social assistance. It also announced that, by April 2017, the program would be expanded to cover certain services for refugees who have been identified for resettlement before they come to Canada.
29 Feb. 2016	The Government of Canada announced that it had reached its objective to welcome 25,000 refugees by the end of February 2016.

Source: Author’s compilation from the Senate of Canada’s 2016 report, “Finding Refuge in Canada: A Syrian Resettlement Story.” Report of the Standing Senate Committee on Human Rights. Accessed at https://sencanada.ca/content/sen/committee/421/RIDR/Reports/RIDR_RPT_SyrianResettlement_FINAL_E.pdf

Appendix 3 - Map of destination communities and service provider organizations



Source: Government of Canada. 2017. Accessed at <https://www.canada.ca/en/immigration-refugees-citizenship/services/refugees/welcome-syrian-refugees/destination-communities-map.html>

The New Synthesis Initiative

The New Synthesis (NS) Initiative was launched with the explicit purpose of exploring the *new frontiers* of public administration to provide *practitioners* with a mental map that would better equip them to face the challenges of serving in the 21st century.

Public administration has been lacking a *New Synthesis* to integrate past practices of enduring value with new ones better aligned to the challenges of serving in a global, hyper-connected world and in the midst of a technological revolution. A *different mental map* and a *different way of thinking* are needed to invent solutions to the increasingly complex problems government are facing in practice.

The NS Initiative is a *collaborative international research initiative*. It was developed in partnership with distinguished academics from a variety of disciplines and senior public sector leaders from countries with different governing systems operating in very different contexts, cultures and circumstances.

Government, public institutions and organisations are called upon to serve in a context characterised by complexity, high uncertainty, hyper-connectivity and an increasingly fragile biosphere. These factors and others are transforming the economic, social, technological, environmental and political spheres of life in society.

Governments are called upon to steer their society through an unprecedented process of change. They must build the capacity of society to adapt to a fast-changing landscape and prosper in yet unforeseen circumstances.

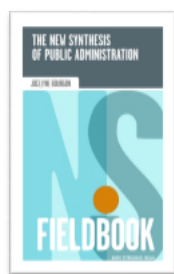
The NS Initiative has proposed a conceptual framework that brings together the role of government, citizens and society in a dynamic and interactive system. The NS Framework

- Expands the range of options open to government.
- Improves the likelihood of success of government actions and interventions.
- Brings special attention to enhance society's resilience and adaptive capacity.
- Encourages system thinking and collective problem solving.

The NS initiative has been underway for the past ten years because of the interest of country partners and collaborators in exploring the *New Frontiers of Public Administration*.

The New Synthesis Exploratory Cycle

The New Synthesis (NS) exploratory cycle is the result of a large number of NS workshops conducted between 2011 and 2016 in Canada, Malaysia, Singapore, Finland, Denmark, Estonia, etc. More than 1,000 public sector leaders participated in this work. The results have been published in *The New Synthesis of Public Administration Fieldbook*, 2017. The NS Fieldbook documents what was learned from practice. At the heart of this work was the question: “*What do we need to do to ensure that the capacity of government to invent solutions to the problems facing society keeps pace with the increasing complexity of the world we live in?*”



The NS Exploratory Cycle is a *systematic* and *deliberate* approach to *public innovation* and to improving the likelihood of success of government interventions. The process is *systematic* because it brings together in a comprehensive way several phases to inventing solutions. It is *dynamic* because it considers how various elements are interacting and influencing one another. It is *iterative* because people leading public transformation are likely to go through the various phases several times as the exploration progresses, and more people come on board. The NS exploratory cycle is framed around four main phases:

- 1. The Power of a Broader Mental Map (Positioning):** This phase helps public sector leaders to frame the issues they are facing in societal terms. What societal results do they aspire to generate? What would success look like? It explores the interrelationship between agency level activities in the broader context of the desired system-wide, government-wide and societal results to gain an appreciation of the effects of possible government interventions, and their impacts on the public, private and civic spheres.
- 2. The Power of Others (Leveraging):** This phase explores how to use the authority of the State as a lever to harness the collective power of society in order to generate the desired public results. The key finding is that there are always enough resources around to make progress if we are smart enough to pool existing knowledge, know-how and capabilities across government and across sectors.
- 3. The Power of Citizens as Public Value Creators (Engaging):** This phase explores how a different sharing of responsibility between government, citizens, families and communities may yield better public results, and at a lower overall cost for society. It searches for ways to transform the relationship between the public sector and citizens from one of dependency to one of mutuality and shared responsibility.
- 4. The Power to Lead Public Transformation (Synthesising):** At the end of the day, everything must fit together. This phase is a *search for balance* between compliance, performance, emergence and resilience functions. Too much reliance on government may stifle innovation, not enough may disperse a lot of energy without much progress.

Overall, the NS exploratory cycle is designed as a *systematic approach* to shape a trajectory leading to better public and civic results. It helps practitioners weave together the many strands needed to lead society through a process of change. It provides a way to *do systematically* what some leaders are doing instinctively, that is, discover a **pathway to a better future**.



The New Synthesis (NS) Initiative is an international collaboration aimed at giving public service practitioners a conceptual framework of public administration that can guide their actions and decisions, and invent solutions fit for the times. It has been used in countries including Australia, Canada, Denmark, Finland, Malaysia, Singapore and some EU member states. Public Governance International (PGI) is the host of the New Synthesis Initiative, more information can be found at <http://www.pgionline.com>

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