Evaluation of the Community Proposal Pilot
Detailed Project Brief

The evaluation of the Community Proposal Pilot (the Pilot) will be conducted internally by the Department of Immigration and Border Protection (the department), with the assistance of an external evaluation mentor.

Evaluation mentor

The department seeks the assistance of an external evaluation mentor to:

- build capability within the department in formulating evaluation strategies, assessing methodologies and developing appropriate evaluation tools
- scope and develop an appropriate methodology and strategy for the multi-stage evaluation
- assist the team to review and, if necessary, refine the underpinning program logic and ethics framework for the Pilot
- provide guidance and advice during stage one of the evaluation (late 2013), including data collection methods and reviewing the stage one report
- lead the departmental evaluation team to design stage two of the evaluation and possibly to develop a plan including some of the instruments required to conduct stage two of the evaluation (to be conducted from July 2014)
- mentor the departmental evaluation team to design stage three of the evaluation
- assist the departmental evaluation team to conduct certain aspects of the evaluation as requested
- provide guidance and advice on the evaluation process generally, including on any issues arising during the project
- facilitate any evaluation planning workshops, and subsequent data analysis and report drafting workshops as requested, and
- critique and provide feedback on key evaluation documents, such as the evaluation plan, surveys, draft and final reports.

Community proposal scheme

A community proposal scheme within the Australian Government's Humanitarian Programme aims to draw on the goodwill that exists within the Australian community by providing an opportunity for local communities to be directly involved in the resettlement of humanitarian entrants. Under a community proposal scheme, local communities would propose a person for a humanitarian visa, provide a financial contribution towards the cost of the proposal and application process and, if the application is successful, provide financial and practical settlement support to the client.

A community proposal scheme could strengthen Australia's commitment to resettling humanitarian entrants by providing an additional resettlement pathway, reduce the overall costs to government of resettling humanitarian entrants and encourage stronger relationships between recently arrived humanitarian entrants and the Australian community.

Purpose of the Pilot

To evaluate the effectiveness of a community proposal scheme to:

- reduce the overall cost to the Australian Government of resettlement of humanitarian entrants, which may potentially provide a mechanism to increase the visa places available under the Humanitarian Programme
- harness the willingness and capacity of community organisations to provide a financial contribution towards the costs of humanitarian settlement, and to provide quality settlement support to proposed entrants after arrival, and
- provide an additional pathway for people in humanitarian situations overseas to be proposed by approved community organisations for entry to Australia under the Humanitarian Programme.

Purpose of the evaluation / draft terms of reference

The purpose of the evaluation is to develop an evidence base to inform government consideration of a potential full community proposal scheme.

The evaluation will consider whether:

- the Pilot model indicated that a fully-fledged community proposal scheme could reduce the overall cost to Government of resettlement of humanitarian entrants
- the Pilot model indicated that a fully-fledged community proposal scheme could provide an additional pathway for people in humanitarian situations offshore to enter Australia under the Humanitarian Program
- the Pilot model effectively enabled approved community organisations to play an enhanced role in proposing entrants under the Humanitarian Program
- the community was willing and able to pay the substantial costs associated with the Pilot
- community organisations were willing and able to provide settlement support to entrants after arrival that is broadly equivalent to that which is provided in Humanitarian Settlement Services (HSS), and
- the data collected on client initial settlement outcomes, up to 12 months from the date of arrival, are early indicators of successful initial settlement outcomes.

Scope and methodology

The final scope and methodology for the evaluation will be developed in consultation with the external evaluation mentor. It is also possible that the Government will decide to change the parameters of the Pilot or its evaluation prior to the expected end of the Pilot. In this case, the scope and methodology of the evaluation may need to be reviewed.

The evaluation is not a strict assessment of the efficiency and effectiveness of the Pilot model which has been implemented. The Pilot is a mechanism to test the effectiveness of a community proposal scheme. Therefore, the evaluation will draw on the operation of the Pilot to develop an evidence base to inform the possible development of a full community proposal scheme. The evaluation will not consider the implementation of the Pilot, except where this may have impacted on the effectiveness of the Pilot in achieving its objectives.

The evaluation will not make specific recommendations for the development of a full scheme.

It is expected that stage one and two of the evaluation will use existing records and data generated by the implementation of the Pilot as well as reporting by Approved Proposing Organisations and quality assurance activity. The reporting and quality assurance instruments have been designed to support the evaluation, including seeking qualitative feedback from Approved Proposing Organisations, clients and other stakeholders. The analysis of data will be both quantitative and qualitative.

Timing

It is suggested that the evaluation be conducted in three stages:

Stage 1 will be conducted by late 2013, to coincide with the first five to six months of the Pilot.

Due to the limited time and data available to conduct this stage of the evaluation, it is anticipated that stage one will be a concise evaluation. It will discuss early indicators only and will be used to inform Government consideration of the future of the Pilot. It is anticipated that the findings of stage one will recommend that the Pilot continue until further data is available to make a considered assessment of the effectiveness of a community proposal scheme.

Stage 2 will be conducted following a substantial number of visa grants under the Pilot by June 2014.

This stage will allow a more detailed review of the effectiveness of a community proposal scheme including the relationships between the parties under the Pilot, the number of applications received and visas granted under the Pilot as well as an initial review of the settlement processes and indicators for the early entrants. An assessment will be possible on the capacity of community organisations to sustain payment of the Pilot fees and provide settlement support over a number of program entrants.

Stage 3 will be conducted following the cessation of settlement services delivery under the Pilot by June 2015.

This stage of the evaluation will build on the findings of stages one and two to consider, at a strategic level, whether the concept of a community proposal scheme is able to achieve its objectives.

Stakeholders

Stakeholders who would be involved directly in the evaluation (including supplying information) include:

- the Department of Immigration and Border Protection
- the Department of Social Services
- the Department of Human Services
- the Department of Education
- Approved Proposing Organisations / Supporting Community Organisations
- Pilot clients
- refugee advocates and peak bodies dealing in humanitarian issues, and
- other community organisations.

Data sources

The Pilot will generate a wide range of data that could be used to support the evaluation including:

- departmental data
  - application and proposal forms (Forms 842, 1417, 1422)
  - departmental systems records
  - departmental files
  - ministerial and government submissions
  - complex case management records
- other Australian Government data
  - Department of Human Services client data
  - Department of Employment data
- Approved Proposing Organisations / Supporting Community Organisation reporting under the deed of agreement
  - settlement checklist
  - quarterly client outcome reports
  - quarterly deed management reporting
  - incident reports
  - ad hoc reports
  - quarterly DIBP / Approved Proposing Organisation / Supporting Community Organisation teleconferences
- feedback from non-participating community organisations
  - Records of meetings
- Risk Management and quality assurance reports

The analysis of the data will be both quantitative and qualitative.

Evaluation team

The evaluation mentor will work with an evaluation team from the program area and a research manager from the Strategic Policy, Research and Evaluation Branch. The evaluation team may include a combination of:

- two Project Directors (one from Strategic Policy, Research and Evaluation Branch and one from Humanitarian Branch)
- a Research Manager (Strategic Policy, Research and Evaluation Branch)
- a Project Officer, and
- two researchers (Humanitarian Branch).

The evaluation team has a comprehensive understanding of the Pilot. The evaluation team will not be working on the evaluation full time. Rather they will conduct the evaluation in addition to their business as usual work.

Any queries regarding the Pilot can be sent to the individual officers, but should also copy the Pilot mailbox, which is monitored by all members of the Pilot Implementation Team. The Pilot mailbox is s. 22(1)(a)(ii) @immi.gov.au.

Australian Government

Department of Immigration and Border Protection

Community Proposal Pilot

Evaluation Report — Stage One

This report has been developed by the **Community Proposal Pilot Implementation Team** of Policy and International Engagement Section, Humanitarian Branch, with oversight and assistance from Research and Evaluation Programme Management Section, Strategic Policy Evaluation and Research Branch.

Document History

Version	Date	Author(s)	Reviewer(s)	Reason for change
1.0	19 March 2014	s. 22(1)(a)(ii)	s. 22(1)(a)(ii)	
1.1	26 March 2014	s. 22(1)(a)(ii)		Amended to reflect comments from AS, SPEaR

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Executive Summary

The Community Proposal Pilot programme (the Pilot) was introduced in June 2013. The Pilot is a mechanism for community organisations to nominate a person overseas for priority processing for a humanitarian visa, and in return agreeing to pay the costs associated with the visa application and to provide settlement support to successful visa applicants. In the Pilot, up to 500 humanitarian visas (persons) may be granted until 30 June 2014, and settlement support for these entrants will be provided for their initial 12 months in Australia.

The evaluation considered the extent to which the Pilot indicated a community sponsorship programme could meet the strategic objectives of:

- **providing an additional pathway for people in humanitarian situations overseas** to be proposed by approved proposing organisations for entry to Australia in the Humanitarian Programme
- **harnessing the willingness and capacity of community organisations** to provide a financial contribution towards the cost of resettlement, and to provide quality settlement support to proposed entrants after arrival, and
- **reducing the overall cost to government** of resettlement of humanitarian entrants.

The evaluation will be conducted in three stages. This is the report on stage one of the evaluation. To assess achievement against these objectives, the stage one evaluation considered:

- the level of demand / interest in the Pilot
- the role of community organisations in the Pilot
- the willingness and ability of the community to pay fees associated with the Pilot and to provide settlement support to entrants in the Pilot
- community sponsorship as an effective additional resettlement pathway
- the potential to reduce costs to government.

Data on the initial settlement outcomes of Pilot entrants will be reviewed in stages two and three of the evaluation.

Demand for a Community Sponsorship Programme

The first evaluation criterion was to examine demand for a community sponsorship programme. The evaluation considered interest in the Pilot and the barriers to greater community engagement.

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The Role of Community Organisations

The second evaluation criterion was to assess whether the Pilot effectively enabled community organisations to play an enhanced role in proposing entrants under the Humanitarian Programme. The evaluation considered the interest in, and roles played by, APOs and Supporting Community Organisations (SCOs) in the early stages of the Pilot.

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Willingness and Ability to Pay Fees

The third evaluation criterion is to assess the willingness and ability of community organisations to pay the costs associated with a community sponsorship programme. A full assessment of whether communities are willing and able to pay the costs associated with this programme will be possible at the end of the Pilot, once the final number of applications lodged is known.

According to APO early feedback, s. 45(1) . This is supported by feedback s. 45(1) s. 47C(1)

Willingness and Ability to Provide Settlement Support

The willingness and ability of community organisations to provide settlement support to Pilot entrants after arrival in Australia is the fourth evaluation criterion. This will be assessed in stages two and three of the evaluation, as the first entrants in the Pilot are yet to arrive and it is **too early to conduct a meaningful assessment**. s. 45(1)

Effective Priority Pathway for People in Humanitarian Situations Overseas

An evaluation criterion is whether the Pilot model provides an additional pathway for people in humanitarian situations offshore to enter Australia. The evaluation considered whether applications

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Initial Settlement Outcomes

The sixth evaluation criterion is to consider whether the initial settlement outcomes indicate that Pilot clients are on positive settlement pathways. This will be **assessed in stages two and three of the evaluation**, once clients have begun to arrive in Australia.

Cost to Government

The final evaluation criterion is whether the cumulative contribution of fees and post-arrival support services by Pilot clients results in a reduced cost to government. Most costs involved in resettling humanitarian entrants emerge after the arrival of the visa holder in Australia. For this first stage of the

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Conclusion

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Background

Community Sponsorship Programme

It is Australian Government policy to introduce a community sponsorship programme as part of the Humanitarian Programme. The concept underpinning a community sponsorship programme is that the costs and responsibilities associated with resettling a humanitarian client in Australia are shared with communities.

The strategic rationale for a community sponsorship programme is to:

- benefit humanitarian entrants, humanitarian community organisations, the government and the broader Australian community
- draw on the goodwill of the community and community organisations to enhance their contribution to the resettlement of humanitarian clients
- strengthen Australia's commitment to resettling humanitarian clients by providing an additional resettlement pathway
- develop stronger relationships between recently arrived humanitarian clients and the Australian community
- potentially reduce the cost to government of resettling humanitarian entrants, which might provide a mechanism to grow the Humanitarian Programme.

Community Proposal Pilot

The Community Proposal Pilot (CPP or the Pilot) was introduced in June 2013. The Department of Immigration and Border Protection (DIBP) has authority to grant up to 500 permanent Refugee and Humanitarian (Class XB) visas to Pilot applicants in 2012–13 and 2013–14.

In the Pilot, established Australian community organisations, known as Approved Proposing Organisations (APOs), identify people in humanitarian situations overseas to propose for a humanitarian visa, support their visa application (including covering all costs associated with the application) and, if the application is successful, help them to settle in Australia. APOs may choose to work in partnership with other community groups, known as Supporting Community Organisations (SCOs), or families to identify people to propose and to provide support to successful applicants.

The Pilot is intended for individuals and families in humanitarian situations offshore who have established family or other community connections ('links') in Australia that can support the applicant in Australia. People being considered under the Pilot must meet the humanitarian visa criteria. Successful applicants are not referred for the government funded Humanitarian Settlement Services (HSS).

Visas may be granted in the Pilot until 30 June 2014, and communities must provide settlement support to successful applicants for up to 12 months after their arrival in Australia, i.e. until the first quarter of 2015–16.

Terms of Reference

The purpose of the evaluation is to consider the efficiency and effectiveness of the Community Proposal Pilot model as a basis to inform government consideration of the potential for a full and sustainable community sponsorship programme.

In particular, the evaluation will consider the extent to which the Pilot indicated a community sponsorship programme could meet the strategic objectives of:

- providing an additional pathway for people in humanitarian situations overseas to be proposed by approved proposing organisations for entry to Australia in the Humanitarian Programme
- harnessing the willingness and capacity of community organisations to provide a financial contribution towards the cost of humanitarian resettlement, and to provide quality settlement support to proposed entrants after arrival, and
- reducing the overall cost to government of resettlement of humanitarian entrants.

Additional Pathway

The evaluation will assess the effectiveness of the Pilot as an additional resettlement pathway in two senses:

- Whether the Pilot provided an opportunity for certain cohorts or individuals to apply for resettlement that are not well-represented in the broader Humanitarian Programme.
- Whether the Pilot provided an opportunity for the expedited processing of humanitarian clients that may have waited for long periods of time for a visa under the standard Humanitarian Programme.

Evaluation Criteria

To assist in providing a response to the terms of reference, the following aspects will be considered, and are referred to as the evaluation criteria.

The evaluation will take into account whether:

1. there is demand in the Australian community for a community sponsorship programme under the Humanitarian Programme
2. the Pilot model effectively enabled approved community organisations to play an enhanced role in proposing entrants under the Humanitarian Programme
3. community organisations were willing and able to pay the costs of a substantial visa application charge (VAC), medical assessment fees, airfares and other fees associated with the Pilot
4. community organisations were willing and able to provide settlement support to entrants after arrival that is broadly equivalent to that which is provided in HSS
5. the model provides an effective priority pathway for people in humanitarian situations offshore to enter Australia under the Humanitarian Programme
6. the initial settlement outcomes indicate that Pilot clients are on positive settlement pathways
7. the cumulative contribution of fees by Pilot clients results in a reduced cost to Government.

Acronyms and Terminology

APO	Approved Proposing Organisation
APO Administrative Funding Model	The fees charged by APOs at each stage of the APO Proposal Process
APO Proposal Process	The common process adopted by APOs to govern the proposal of a client in the Pilot
AUSCO	Australian Cultural Orientation Programme
CPP / The Pilot	Community Proposal Pilot
Case	An application or prospective application comprising the primary applicant and all dependant applicants
Cohort	A group of applicants or prospective applicants defined by a common ethnicity, religion, country of birth or location
DIBP	Department of Immigration and Border Protection
EOI	Expression of Interest
HSS	Humanitarian Settlement Services
ICSE	Integrated Client Services Environment
IMA	Illegal Maritime Arrival
IRIS	Immigration Records Information System
OHPC	Offshore Humanitarian Processing Centre
PSR	Private Sponsorship of Refugees Program (Canada)
Q3	Third quarter (1 July – 30 September)
Q4	Fourth quarter (1 October – 31 December)
RCOA	Refugee Council of Australia
SCO	Supporting Community Organisation
SHP	Special Humanitarian Programme
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief and Works Agency
VAC	Visa Application Charge

Method

Multi-Stage Evaluation

The evaluation will be conducted in three stages:

- **Evaluation stage one** coincides with the first months of operation of the Pilot and is focused on the early administrative performance indicators.
- **Evaluation stage two** will be conducted after the conclusion of all visa grants under the Pilot at the end of June 2014.
- **Evaluation stage three** will be conducted after the cessation of the delivery of settlement services under the Pilot — when visa holders have been in Australia for some months. The stage three report should be available in about September 2015.

Evaluation Stage One

Stage one of the evaluation is a preliminary assessment against the terms of reference. Much of the required data for a fuller assessment will not be available until stages two and three of the evaluation. Stage one is focused on the Pilot's early administrative performance indicators; the level of demand for a community sponsorship programme; the role of community organisations in the Pilot and the early indicators of the effectiveness of the Pilot as an additional resettlement pathway. It also considers issues that have arisen in the implementation, and early operation, of the Pilot.

The data available for stage one is largely limited to feedback from stakeholders who are engaged in the delivery of the Pilot; namely, DIBP and APO staff. Data was not collected from the broader community. This is a particular limitation of the data when measuring community awareness of and demand for a community sponsorship programme and identifying barriers to greater involvement.

This stage of the evaluation relies heavily on feedback from APOs, reflecting the conduit role that APOs have played in every aspect of the Pilot to date. Feedback was sought from all five APOs through quarterly reports (Quarterly Reports[1]) and a questionnaire (the Questionnaire[2]). Where APOs are asked to rank certain statements (for example, from one to five), their rankings have been inverted to give greatest numerical value to the highest ranked statement, collated and then represented in a radar graph.

Various administrative datasets are also used in this stage of the evaluation as a key source of quantitative data and to give context to discussions. These datasets include data pulled from DIBP's Integrated Client Services Environment (ICSE), website analytics and client registers administered by Humanitarian Branch in DIBP.

Structure of the Report

This report is arranged into chapters that correlate to the evaluation criteria. Within each chapter, sub-headings are used to highlight important topics for consideration against the corresponding evaluation criterion. Under each chapter or sub-heading, the findings of the evaluation are presented, followed by a discussion of the findings. A conclusion is provided at the end of each chapter. An evaluation opinion is provided as a conclusion to report against the terms of reference.

[1] Stage one of the evaluation considers information provided in the third and fourth quarter report of 2013.

[2] In some instances, APOs were asked to 'list' or 'rank' various options. To make the survey more intuitive, APOs were asked to rank or list the highest option as 'one' and the lowest option as 'five'. When collating this data, the APO's responses were inverted to give greatest numerical weight to the highest option.

1. Demand for a Community Sponsorship Programme

In a community sponsorship programme, the community identifies people to propose for a visa and is responsible for supporting the application and supporting successful applicants post arrival. Fundamentally, the success of a community sponsorship programme relies on demand for such a programme from the community; otherwise it will not generate visa applications and will not be viable.

The minimum benchmark for success in evaluating demand for a community sponsorship programme is that there was sufficient interest in, and engagement with, the Pilot to fill the 500 available visa places. The evaluation also considered whether there was sufficient demand to allow for the possible expansion into a full community sponsorship programme and investigated the possible barriers to greater community engagement with the programme.

1.1 Community Interest, EOIs and Applications

A key measure of demand for a community sponsorship programme is the level of community engagement with the Pilot, as measured by the number of enquiries received by APOs and the number of visa applications lodged with DIBP.

Findings

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Table 1: Number of Pilot applicants by month

Month	Number of applicants	Percentage of total applicants
June 13 – Sep. 13		
Oct. 13		
Nov. 13		
Dec. 13		
Jan. 14		
Feb. 14*		
Total		

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*Part month — to 16 February 2014, Source: **IRIS data extracted 16 February 2014**

Table 2: Interest and applications for the Pilot (to 16 February 2014)

CPP	Number
CPP website unique visitors	s. 47C(1)
EOIs (website)	
EOIs (APO reported)	s. 45(1)
Estimate of EOIs progressed by APOs (Questionnaire suggests 33%)	
CPP applications lodged cases — (number of persons)	s. 47C(1)
CPP visas granted cases — (number of persons)	

Discussion

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1.2 Barriers to Community Engagement

Greater engagement with a community sponsorship programme logically would lead to more visa applications being lodged, which in turn would enhance the effectiveness of the programme as an additional resettlement pathway. For this reason, the evaluation considered whether there were any barriers to greater community engagement with the Pilot.

It was not possible in the scope of evaluation stage one to survey the broader community to find out why people who may have been interested in a community sponsorship programme chose not to engage with the Pilot. Therefore, the evaluation considered the enquiries that were received and rejected by APOs to determine what may have been barriers to community engagement more broadly. The evaluation also considered whether the level of awareness of the Pilot had an effect on the level of community engagement.

Findings

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Figure 1: Reasons for cases not progressing beyond initial enquiry

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Source: APO Questionnaire

The evaluation considered the scope of outreach and promotional activity undertaken by DIBP and APOs. Early promotion of the Pilot occurred in the form of community briefing sessions that were hosted by DIBP and APOs in Sydney, Melbourne and Adelaide. These sessions were attended by over 100 people. Additionally, DIBP published articles in newsletters of seven different organisations, whose clientele are likely to include appropriate Pilot applicants. Key newsletters that DIBP promoted within include the Refugee Council of Australia (over 5000 recipients), the DIBP Community Placements update (over 1000 recipients) and the Settlement Council of Australia (660 recipients). Four out of five APOs also conducted additional outreach and promotional activities within their own communities.

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The evaluation also considered the amount of traffic on webpages related to the Pilot — from 19 August to 11 December 2013, there were s. 47C(1).

Data on the number of unique visitors to DIBP's Pilot-related webpages from November 2013 to January 2014 was compared to the number of unique visitors to webpages for the Special Humanitarian Programme (SHP) over the same period.

Table 3: Number of unique visitors to Pilot-related DIBP webpages compared to unique visitors to SHP-related DIBP webpages

	CPP webpages (includes unique visitors from Australia in brackets)	SHP webpages (includes unique visitors from Australia in brackets)
Nov. 13		
Dec. 13		
Jan. 14		

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Source: **DIBP Website Analytics**

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[3]Source: **APO–CPP Website Analytics**

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Conclusions

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2. The Role of Community Organisations

A greater involvement of community organisations in Australia in supporting humanitarian clients to resettle in Australia is the core component of a community sponsorship programme. For the Pilot, it was envisaged that people in humanitarian situations overseas would have their links contact SCOs, who would work with APOs to propose that person for a humanitarian visa. The intention was that SCOs would be able to reduce the burden on APOs by assisting with much of the work required to prepare a robust visa application. This model was based on Canada's Private Sponsorship of Refugees (PSR) Program. APOs could also work directly with a person's links in Australia, without input from an SCO. The evaluation considered whether this approach effectively enabled community organisations to play an enhanced role in proposing entrants under the Humanitarian Programme.

2.1 Interest from Community Organisations to be APOs

The evaluation considered the amount of interest shown by community organisations to become APOs and whether there were any barriers to organisations becoming APOs.

Findings

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Organisations that appeared to have a strong claim to become APOs in the Pilot were invited by DIBP to submit a formal application for APO status.

- s. 47C(1) organisations were invited by DIBP to become APOs in the Pilot and s. 47C(1) of these organisations submitted formal applications. s. 47C(1) organisation chose not to lodge an application — they did not advise DIBP of the reason.
  - A further s. 47C(1) community organisations were closely considered by DIBP. However they were not invited to submit formal applications.
- A DIBP Selection Panel considered that all s. 47C(1) applicants met the selection criteria, with the exception of s. 47C(1)

Discussion

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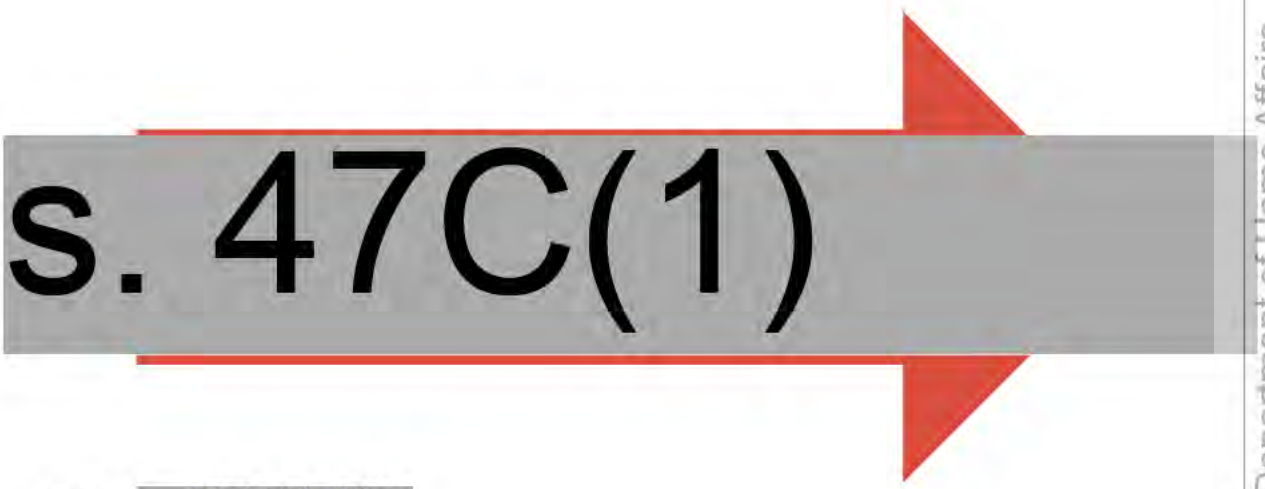
Notwithstanding this approach, DIBP has identified three key reasons why other organisations were considered unsuitable to be APOs in the Pilot.

Figure 2: APO Proposal Process



Source: s. 22(1)(a)(ii)

Findings

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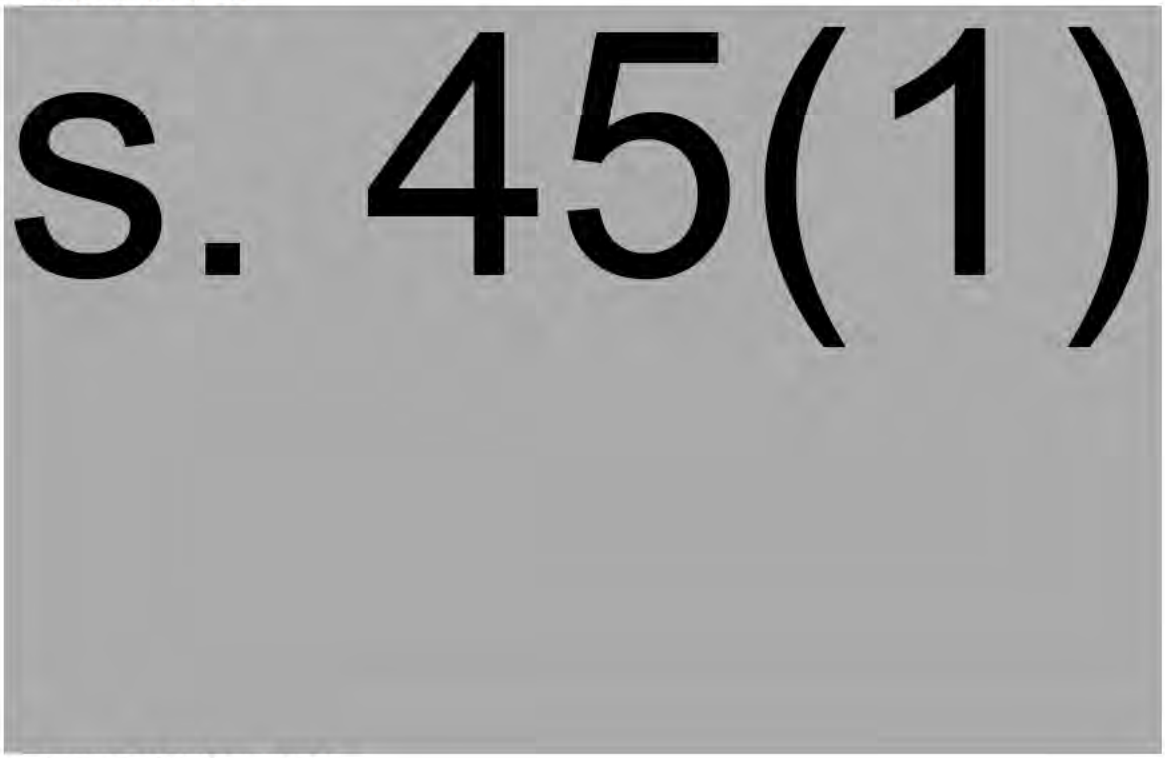
Figure 3: The biggest obstacles to APOs proposing a greater number of applicants — average across all APOs



Source: APO Questionnaire

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2.3 The Role of SCOs

The evaluation examined the level of interest shown by community organisations to become SCOs and whether, in the Pilot, they were effective in harnessing community interest in the programme.

Findings

The key findings are:

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In the quarterly report, APOs rated, from one to five, the level of support that they are provided by SCOs, with 'one' being a very low level of support and 'five' being a very high level of support.

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Discussion

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[4] Source: **DIBP Client Services Register**, accessed 6/02/13

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Conclusions

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3. Willingness and Ability to Pay Fees

In a community sponsorship programme, the community is responsible for paying the costs associated with lodging and processing a humanitarian visa application. If the community is unwilling or unable to do so, then there will not be enough applications to make a community sponsorship programme viable.

Findings

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Discussion

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"Many participants were of the view that these fees were excessive, to the point that the Pilot was simply not an option for their communities or clients…Considerable concern was expressed that the program would benefit communities with more financial resources and greater fundraising capacity while new and emerging communities would be likely to miss out. A service provider from New South Wales reported that, among its clients, 'most of the people that were interested [in the Pilot] were from Middle Eastern backgrounds … because they had more resources behind them… It wasn't available to other less supported [communities] who had less resources.'"

Conclusions

The data available for stage one of the evaluation is limited to feedback provided by APOs from their engagement with the community and with prospective clients who have already approached them to

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4. Willingness and Ability to Provide Settlement Support

In a community sponsorship programme, the community is responsible for providing settlement support to successful visa applicants when they arrive in Australia. The willingness and ability of the community to deliver this support is central to a community sponsorship programme achieving its strategic objectives.

Findings

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Discussion

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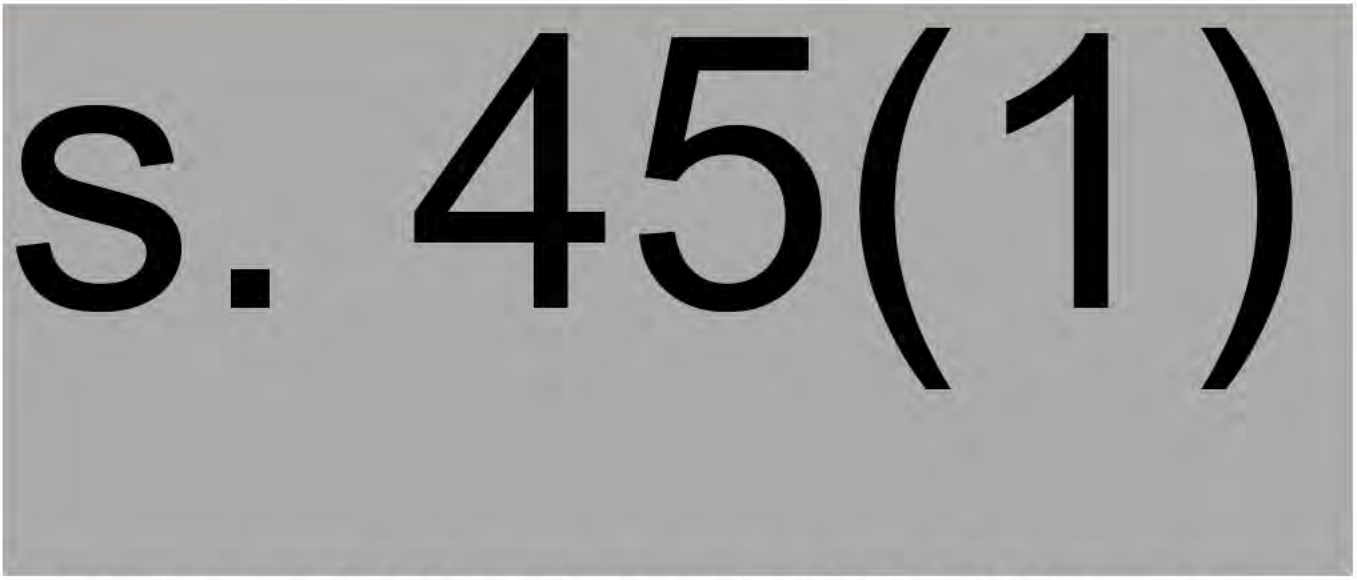

To grant a visa under the Pilot, the decision maker must be satisfied that the APO has capacity to provide for the permanent settlement of the applicant in Australia s. 47C(1)

Conclusions

A full assessment of the community's ability to provide settlement support will be possible at the end of the Pilot, once visa holders have arrived in Australia.

5. Effective Priority Pathway for People in Humanitarian Situations Overseas

A strategic rationale for the introduction of a community sponsorship programme is that it could strengthen Australia's commitment to resettling humanitarian entrants by providing an additional resettlement pathway. For the programme to be a successful resettlement pathway, applications must be assessed with priority. The evaluation also considered the profile of applications being lodged in the Pilot, and how this compared with the standard Humanitarian Programme. Finally, the evaluation s. 47C(1)

5.1 Visa Processing

Priority processing is the incentive for communities to propose people through a community sponsorship pathway over the standard Humanitarian Programme. The evaluation compared the time taken to process Pilot applications with the time taken to process SHP applications. The evaluation also considered whether there were any issues that were slowing the assessment of Pilot applications.

Findings

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In an interview with DIBP's Melbourne Offshore Humanitarian Processing Centre (OHPC), staff were asked how the processing time for Pilot applications compared to the processing times for standard SHP applications.

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5.2 Profile of Pilot Applications

In assessing the effectiveness of community sponsorship as an additional resettlement pathway, the evaluation compared the communities that were most active in the Pilot with the communities that were most present in the SHP Programme.

Findings

Table 4: Communities that have shown the most interest in participating in the Pilot compared with communities that have lodged most applications in the Pilot

	Communities that have shown most interest	Communities* that have lodged CPP applications (and number of applicants on hand)	Communities* that have lodged SHP applications (and number of applications on hand)**
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Discussion

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Findings

It is a legislative requirement in the Pilot that an application cannot be lodged *on behalf of* an IMA. That is, IMAs cannot currently use the Pilot to propose their family members overseas for a visa. The policy rationale behind this criterion is to prevent the Pilot from becoming a pathway for IMAs to reunite with their family in Australia and from being seen to offer an advantage to IMAs over other humanitarian clients. This supports the government's broader policy narrative of supporting lawful entry to Australia and discouraging people from embarking on dangerous boat journeys to Australia. To date, no applications have been refused on the basis of this criterion.

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s. 47C(1)

6. Initial Settlement Outcomes

A successful community sponsorship programme would defray the cost to government of resettling humanitarian entrants, without degrading the settlement experience of humanitarian entrants under the programme. The evaluation will consider in stages two and three whether humanitarian arrivals under the Pilot exhibit positive settlement indicators that would suggest that they are on a positive settlement pathway. The benchmark of success for the Pilot in this context will be whether the settlement indicators of Pilot clients are at least equivalent to the settlement indicators of similar humanitarian clients who arrive under the broader Humanitarian Programme. s. 47C(1)

7. Cost to Government

A key strategic rationale for a community sponsorship programme is that it could provide an additional pathway to resettle humanitarian entrants at a reduced cost to government. There are a number of factors which contribute to humanitarian entrants in the Pilot having a reduced cost to the government than entrants in the broader Humanitarian Programme. Specifically, humanitarian entrants in a community sponsorship programme pay a substantial VAC, pay some of the costs associated with their visa application, do not receive HSS, and may be less reliant on government social security payments. A further reduction of costs might emerge because successful Pilot applicants will be less likely to attend the Australian Cultural Orientation Programme (AUSCO).

The evaluation will consider these factors in stages two and three as part of a holistic assessment as to whether humanitarian entrants could be resettled through a community sponsorship programme at a reduced cost to government in comparison to the resettlement of humanitarian entrants through the broader Humanitarian Programme.

At this stage, the evaluation can only look at the level of VAC paid by clients under the Pilot. At 16 February 2014, s. 47C(1)

Evaluation Opinion

There is insufficient data to make a detailed assessment of the effectiveness of the Pilot and whether a community sponsorship programme could meet all its strategic objectives. There are early indicators that certain aspects of the Pilot are operating well and contribute to realising the strategic objectives of a community sponsorship programme. However the evaluation has also identified aspects of the Pilot that require further review should the Pilot continue or a future community sponsorship programme be developed.

In assessing whether the Pilot indicated that a community sponsorship programme could provide an additional pathway for people in humanitarian situations overseas to be proposed by approved community organisations for entry to Australia under the Humanitarian programme, the evaluation

S. 47C(1)

Finally, it is too early to determine whether, and to what extent, a community sponsorship programme could reduce the overall cost to government of resettlement of humanitarian entrants.

Department of Immigration and Border Protection

MINUTE TO THE DEPUTY SECRETARY

To:	**Wendy Southern PSM** **Michael Manthorpe PSM**	**Deadline for response:**	**17 April 2014**
Through FAS:	Alison Larkins, RHIP ~~AL~~ AL 8/4	Contact Officer:	s. 22(1)(a)(ii)
From AS:	Daniel Boyer, DB 1/4 Humanitarian Branch Janice Wykes, JW 1/4 Strategic Policy Evaluation & Research Branch	Phone:	
Date:	April 2014	File:	ADF2013/12860

COMMUNITY PROPOSAL PILOT — EVALUATION STAGE ONE REPORT

Purpose

The purpose of this minute is to present you with the report on the first stage of the Community Proposal Pilot (CPP or 'the Pilot') evaluation (the report) and to seek your approval to circulate the report among other relevant government agencies for their information and comment.

The report on stage one of the evaluation of the Pilot is at **Attachment A**.

Timing

Please respond by 17 April 2014 to allow the report to be circulated to relevant government agencies before Inter-Departmental Committee meetings (IDCs) are held to discuss the development of a full community sponsorship programme.

Background

Community Sponsorship

In 2012, the Australian Government decided to introduce a community sponsorship programme as part of the Humanitarian Programme. In a community sponsorship programme the community proposes people in humanitarian situations overseas for a Humanitarian visa, and in return should contribute to the cost of resettling successful applicants.

s. 47C(1)

The Community Proposal Pilot Programme

The Pilot was introduced in June 2013 and the department has authority to grant up to 500 visas during the course of the Pilot until 30 June 2014. A fact sheet with further information on the Pilot is at **Attachment B**.

In the Pilot, community organisations known as Approved Proposing Organisations (APOs) are responsible for proposing people for a visa and overseeing payment of the necessary costs and the provision of settlement support to successful applicants. APOs do not receive any government funding to participate in the Pilot.

APOs may choose to work in partnership with other community groups, known as Supporting Community Organisations (SCOs), or directly with the family members in Australia or people in humanitarian situations overseas.

s. 47C(1)

s. 47C(1) The Pilot has APOs based in New South Wales (Liverpool Migrant Resource Centre and Illawarra Multicultural Services), Victoria (AMES and the Brotherhood of St Laurence) and South Australia (the Migrant Resource Centre of South Australia).

The Evaluation of the Pilot

The purpose of the evaluation was to consider the extent to which the Pilot indicated that a community sponsorship programme could meet its strategic objectives of:

- providing an additional pathway for people in humanitarian situations overseas to be proposed by approved proposing organisations for entry to Australia in the Humanitarian Programme
- harnessing the willingness and capacity of community organisations to provide a financial contribution towards the cost of humanitarian resettlement, and to provide quality settlement support to proposed entrants after arrival, and
- reducing the overall cost to government of resettlement of humanitarian entrants.

The evaluation will be conducted in three stages:

- **Stage one** coincides with the first months of operation of the Pilot and is focused on the early administrative performance indicators; the level of demand for a community sponsorship programme; the role of community organisations and the early indicators of the effectiveness of the Pilot as an additional resettlement pathway. It also considers issues that have arisen in the implementation, and early operation, of the Pilot.
- **Stage two** will be conducted after the conclusion of all visa grants under the Pilot at the end of June 2014.
- **Stage three** will be conducted after the cessation of the delivery of settlement services in the Pilot — when visa holders have been in Australia for some months. The stage three report should be available in about September 2015.

Stage One of the Evaluation

Stage one of the evaluation, and the corresponding evaluation report, was developed by the Community Proposal Pilot Implementation Team in Policy Implementation and Engagement Section, Humanitarian Branch, with oversight and assistance from Strategic Policy Evaluation and Research (SPEaR) Branch.

The project was selected for support under the SPEaR annual research and evaluation programme for 2013–14.

Stage one of the evaluation is a preliminary assessment against the terms of reference. Much of the data required for a fuller assessment will not be available until stages two and three of the evaluation.

Issues

The key findings of stage one of the evaluation are that:

s. 47C(1)

s. 47C(1)

s. 47C(1)

There has been considerable interest from other government agencies in the evaluation of the CPP, particularly from the departments of Prime Minister & Cabinet, Social Services, Human Services and the Treasury.

- In April 2014 we anticipate hosting IDCs for relevant government agencies to discuss the development of a full community sponsorship programme.
    - **We would like to provide these agencies with the report on stage one of the evaluation for their consideration before they attend the IDCs.**

The report will not be made public. However, **to preserve strong relationships with APOs**, whose support is vital to the ongoing success of the CPP and the development of a full community sponsorship programme, **we intend to verbally brief them on the evaluation's key findings**.

Consultation

In developing the report, the evaluation team consulted with the department's Melbourne Offshore Humanitarian Processing Centre (OHPC) and externally with APOs and s. 47F(1) , an evaluation mentor with ARTD Consultants, who was contracted by the department (SPEaR) to provide training and advice to the evaluation team.

Recommendation

That you:

1. note the report on the first stage of the CPP evaluation, and

Noted / Please Discuss

2. agree to the department circulating the report on the first stage of the CPP evaluation among other relevant government agencies

Agreed / Not Agreed / Please Discuss

s. 22(1)(a)(ii)

Wendy Southern PSM
Deputy Secretary
Policy and Programme Management
9 / 04 / 2014

s. 22(1)(a)(ii)

Michael Manthorpe PSM
Deputy Secretary
Portfolio Coordination and Innovation
16 / 04 / 2014

Copy to:
Global Manager, Refugee and Humanitarian Visas

Australian Government
Department of Immigration and Border Protection

Evaluation of the Community Proposal Pilot

Evaluation Report — Stage Two

Table of Contents

Document Control

Version	Date	Author(s)	Reviewers	Reason for change
V0.1	9/09/14	s. 22(1)(a)	s. 22(1)(a)(ii)	Document created
V0.2	30/10/14	s. 22(1)(a)	s. 22(1)(a)(ii) OHPC, ARTD, RED, Research Program Mgmt.	Comments actioned

This report has been developed by Humanitarian Offshore Policy Section, Humanitarian Policy Branch, with oversight and assistance from Research Programme Management Section, Policy Research and Statistics Branch.

Acronyms and Terminology

AMEP	Adult Migrant English Program
APO	Approved Proposing Organisation
APO administrative funding model	The fees charged by APOs at each stage of the APO proposal process
APO proposal process	The common process adopted by APOs to govern the proposal of a client in the Pilot
AUSCO	Australian Cultural Orientation Programme
CPP / The Pilot	Community Proposal Pilot
Case	An application or prospective application comprising the primary applicant and all dependant applicants
Cohort	A group of applicants or prospective applicants defined by a common ethnicity, religion, country of birth or location
DIBP	Department of Immigration and Border Protection
EOI	Expression of Interest
HSS	Humanitarian Settlement Services
ICSE	Integrated Client Services Environment (DIBP database)
ISLPR	International Second Language Proficiency Rating
IMA	Illegal Maritime Arrival
IRIS	Immigration Records Information System (DIBP database)
OHPC	Offshore Humanitarian Processing Centre
Pilot (phase one)	Initial Pilot period from 30 June 2013 to 30 June 2014
Pilot (phase two)	Subsequent Pilot years after 30 June 2014
PSRP	Private Sponsorship of Refugees Programme (Canada)
Q1, Q2, Q3, Q4	Programme year quarters (1 January – 30 March; 1 April – 30 June; 1 July – 30 September; 1 October – 31 December)
RCOA	Refugee Council of Australia
RED	Research and Evaluation Database
SCO	Supporting Community Organisation
SHP	Special Humanitarian Programme
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief and Works Agency
VAC	Visa Application Charge

Executive Summary

The Community Proposal Pilot (the Pilot) was introduced in June 2013. The Pilot is a mechanism for community organisations, known as Approved Proposing Organisations (APOs) to identify and nominate a person or family overseas for a humanitarian visa, support their application (including paying costs associated with their application) and, if their application is successful, help them to settle in Australia. By comparison, in the standard Humanitarian Programme the government covers all costs associated with application assessment and resettlement. APOs may work with smaller community groups, known as Supporting Community Organisations (SCOs) or directly with families in Australia to identify and support applicants. Up to 500 humanitarian visas were available to be granted in the Pilot until 30 June 2014.

The evaluation considered the extent to which the Pilot indicated a full community support programme could meet the strategic objectives of:

- **providing an additional pathway for people in humanitarian situations overseas** to be proposed for entry to Australia
- **harnessing the willingness and capacity of community organisations** to provide a financial contribution towards the cost of resettlement, and to provide quality settlement support to proposed entrants after arrival, and
- **providing a lower cost option to government** for humanitarian resettlement.

The evaluation is being conducted in three stages. This is the report on stage two of the evaluation. To assess the Pilot against the strategic objectives of a community support programme, the evaluation considered six evaluation criteria.

Demand for a Community Sponsorship Programme

The first evaluation criterion was to examine demand for a community sponsorship programme and to identify any barriers to greater community engagement.

S. 47C(1)

The Role of Community Organisations

The evaluation assessed whether the Pilot enabled community organisations to play an enhanced role in proposing entrants under the Humanitarian Programme.

s. 47C(1) Five organisations became APOs to make the Pilot viable, and a number of other potentially suitable organisations also expressed interest in becoming APOs.

s. 47C(1)

Additional Priority Pathway for People in Humanitarian Situations

The evaluation assessed whether the Pilot provides an additional resettlement pathway for people in humanitarian situations. It considered if Pilot applications were being assessed with priority and whether the Pilot provides a resettlement option for individuals or cohorts that are not well represented in the standard Humanitarian Programme.

s. 47C(1)

Willingness and Ability to Provide Settlement Support

The willingness and ability of community organisations to provide settlement support to Pilot entrants after arrival in Australia is the fourth evaluation criterion.

s. 47C(1)

Initial Settlement Outcomes

The fifth evaluation criterion is whether initial settlement outcomes indicate that Pilot entrants are on positive settlement pathways. At this stage of the evaluation, relatively few Pilot entrants had arrived in Australia, and most of those were recent arrivals. More detailed consideration of initial settlement outcomes of Pilot entrants will be available in stage three.

s. 47C(1)

Cost to Government

The final evaluation criterion is whether the community support model reduces costs to government, through the application process and/or post-arrival.

s. 47C(1)

It is too early to draw conclusions on any potential reduction in government costs from Pilot entrants' reduced use of income support payments in Australia. s. 47C(1) This will be further explored in stage three.

Conclusion

It is too early to fully appraise the extent to which the experience of the Pilot suggests that a full community support programme could meet its strategic objectives. A detailed assessment of the settlement aspects of the Pilot — including the provision of services, entrants' settlement indicators, and potential post-arrival reduction in costs — will not be possible until a greater number of applicants have arrived and been onshore for a longer period of time.

s. 47C(1)

The settlement aspects of the Pilot in particular — but also ongoing demand, the supply of services by APOs and SCOs, and demographics of the Pilot caseload — are all relevant to the feasibility of a full programme. s. 47C(1) These factors will continue to be monitored and evaluated as part of the third and final stage of the evaluation.

Background

Community Support Programme

The concept underpinning a community support programme is to provide an additional resettlement pathway for people in humanitarian situations overseas with family or community links to Australia — while reducing or defraying government expenditure by sharing the costs and responsibilities associated with resettling a humanitarian client with the community.

The strategic rationale for a community support programme is to:

- benefit humanitarian entrants, humanitarian community organisations, the government and the broader Australian community
- draw on the goodwill of the community and community organisations to enhance their contribution to the resettlement of humanitarian clients
- strengthen Australia's commitment to resettling humanitarian clients by providing an additional resettlement pathway
- develop stronger relationships between recently arrived humanitarian clients and the Australian community, and
- potentially reduce the cost to government of resettling humanitarian entrants, which might provide a mechanism to grow the Humanitarian Programme.

Community Proposal Pilot

The Community Proposal Pilot (CPP or the Pilot) was introduced in June 2013 and was allocated up to 500 permanent Refugee and Humanitarian visas to the end of 2013–14.

In the Pilot, established Australian community organisations, known as Approved Proposing Organisations (APOs), identify people in humanitarian situations overseas to propose for a humanitarian visa, support their visa application (including covering all costs associated with the application) and, if the application is successful, help them to settle in Australia. APOs may choose to work in partnership with other community groups, known as Supporting Community Organisations (SCOs), or families to identify people to propose and to provide support to successful applicants. Proposers must provide settlement support to successful applicants for up to 12 months after their arrival in Australia. This compares to standard humanitarian entrants, for whom the government generally covers all assessment costs and provides most settlement support.

The Pilot is intended for individuals and families in humanitarian situations offshore who have established family or other community connections ('links') in Australia that can support the applicant in Australia. People being considered under the Pilot must meet the humanitarian visa criteria. Successful applicants are not referred for the government funded Humanitarian Settlement Services (HSS).

The initial Pilot period concluded on 30 June 2014 with 245 visas granted. However, the Pilot has since been extended to allow up to a further 500 visa places until 30 June 2015. The initial Pilot period is referred to as the Pilot (phase one). Subsequent years of the Pilot are referred to as the Pilot (phase two).

Terms of Reference

The purpose of the evaluation is to consider the efficiency and effectiveness of the Pilot model as a basis to inform government consideration of the potential for a fully-fledged community support programme.

In particular, the evaluation will consider the extent to which the Pilot indicated a community support programme could meet the strategic objectives of:

- providing an additional pathway for people in humanitarian situations overseas to be proposed by APOs for entry to Australia in the Humanitarian Programme
- harnessing the willingness and capacity of community organisations to provide a financial contribution towards the cost of humanitarian resettlement, and to provide quality settlement support to proposed entrants after arrival, and
- providing a lower cost option to government for humanitarian resettlement.

Evaluation Criteria

To assist in providing a response to the terms of reference, the following aspects will be considered, and are referred to as the evaluation criteria. The evaluation will take into account whether:

1. there is demand in the Australian community for a community support programme under the Humanitarian Programme
2. the Pilot model effectively enabled approved community organisations to play an enhanced role in proposing entrants under the Humanitarian Programme
3. the model provides an alternative priority pathway for people in humanitarian situations offshore to enter Australia under the Humanitarian Programme
4. community organisations were willing and able to provide settlement support to entrants after arrival that is broadly equivalent to that which is provided in HSS
5. the initial settlement outcomes indicate that Pilot clients are on positive settlement pathways
6. the cumulative contribution of fees by Pilot clients results in a reduced cost to government.

Method

Multi-Stage Evaluation

The evaluation is being conducted in three stages. Stage one coincided with the first months of the Pilot and was completed in April 2014. Stage two is being conducted following the conclusion of all visa grants under the Pilot at the end of June 2014. Stage three will be conducted after the cessation of the delivery of settlement services under the Pilot. The stage three report is expected to be available in the second half of 2015.

Evaluation Stage Two

Evaluation stage two is being conducted following visa grants in phase one of the Pilot, and once visa holders have begun to arrive in Australia. This allows for a more detailed assessment against the terms of reference than the stage one evaluation, particularly as they relate to the front-end of the Pilot.

Stage two predominantly uses data and feedback provided by stakeholders who are engaged in the delivery of the Pilot; namely, Department of Immigration and Border Protection (DIBP) and APO staff. s. 47C(1) [redacted]

Quantitative data that allows for comparison of initial settlement outcomes of Pilot entrants compared to a cohort of similar entrants under the SHP (see section below) is sourced from the Department of Employment's Research and Evaluation Database (RED), and the Department of Industry's Adult Migrant English Programme (AMEP) database.

Qualitative data was drawn from APOs, reflecting the conduit role they play in the Pilot. All five APOs provided input through quarterly reports, client outcomes reports, and a survey.

Comparison with SHP Data

To provide greater context and understanding, in some instances the evaluation compares data on Pilot entrants with data on a broadly similar cohort of entrants under the SHP.

The SHP has a number of similarities to the Pilot model. It is a programme for people or communities in Australia to sponsor people overseas for a humanitarian visa. The proposer is expected to cover the travel costs of successful visa applicants and to provide some settlement support. The SHP comparison cohort was adjusted to further mirror the Pilot cohort by only including people granted visas over a similar period, excluding lower priority groups — which are more likely to have been proposed by an illegal maritime arrival (IMA) — and excluding people whose country of birth was not present in the Pilot cohort.

The refined SHP cohort represents a viable comparison group for the Pilot cohort, which allows assessment of whether findings should be attributed to the particular nature of the Pilot model or the specific demographics of the Pilot cohort.

The total cohort of Pilot entrants considered at this stage of the evaluation consisted of 121 persons. The total cohort of SHP entrants considered at this stage of the evaluation consisted on 1229 persons.

Structure of the Report

This report is arranged into chapters that correlate to the evaluation criteria. Within each chapter, sub-headings are used to highlight important topics for consideration against the corresponding evaluation criterion. Under each chapter or sub-heading, the findings of the evaluation are presented, followed by a discussion of the findings and related material. A conclusion is provided at the end of each chapter. An evaluation opinion is provided as a conclusion against the terms of reference.

1. Demand for a Community Support Programme

In a community support programme, the community identifies people to propose for a visa and is responsible for supporting clients post arrival. A successful community support programme requires community interest, demand, and engagement — otherwise it will not generate sufficient applications to be a viable alternative resettlement pathway.

The minimum benchmark for success in evaluating demand for a community support programme is that there was sufficient engagement with the Pilot to fill the 500 available visa places. The evaluation considered whether there is sufficient demand to potentially expand the programme, and also considered any barriers to greater engagement with the Pilot.

1.1 Community Interest, EOIs and Applications

Demand for a community support programme can be measured by the number of expressions of interest (EOIs) received by APOs and applications submitted to DIBP.

Findings

s. 47C(1)

Table 1: Number of Pilot applicants by month (2013–14)

Month	Jun 13 – Sep 13	Oct 13	Nov 13	Dec 13	Jan 14	Feb 14	Mar 14	Apr 14	May 14	Jun 14	Total
No. of applicants (persons)											
% of total applicants											

s. 47C(1)

Table 2: Interest and applications for the Pilot (2013–14)

Measure of interest	Evaluation stage one (to 16 Feb 14)	Evaluation stage two
APO website unique visitors		
EOIs (APO website)		
EOIs (APO reported)		
Pilot applications lodged		
Pilot applications granted		

s. 47C(1)

Discussion

s. 47C(1)

s. 47C(1)

1.2 Barriers to Community Engagement

The evaluation also considered whether there were any barriers to community engagement which might adversely affect the apparent level of demand for a community support scheme. The evaluation considered enquiries received and rejected by APOs as a means to identify any barriers to broader community engagement.

Findings

s. 47C(1)

Figure 1: Reasons for enquiries not progressing

s. 47C(1)

s. 47C(1), s. 45(1)

s. 47C(1)

The evaluation also considered feedback provided by the Refugee Council of Australia (RCOA) on the Pilot in the context of their submission to the 2014–15 Humanitarian Programme. In relation to the fees, RCOA noted:

"Many participants were of the view that these fees were excessive, to the point that the Pilot was simply not an option for their communities or clients…Considerable concern was expressed that the program would benefit communities with more financial resources and greater fundraising capacity while new and emerging communities would be likely to miss out."

s. 47C(1)

Conclusions

s. 47C(1)

2. The Role of Community Organisations

A greater involvement of community organisations in supporting humanitarian entrants to resettle in Australia is the core component of a community support programme. For the Pilot, it was envisaged that people in humanitarian situations overseas could have their links in Australia contact Supporting Community Organisations (SCOs), who could work with APOs to propose that person for a visa. SCOs could reduce the burden on APOs by assisting to prepare visa applications and provide settlement assistance. This model was based on Canada's Private Sponsorship of Refugees (PSR) Program. However, APOs could also work directly with a person's links in Australia without SCO involvement.

The evaluation considered whether this model effectively enabled community organisations to play an enhanced role in proposing entrants under the Humanitarian Programme.

2.1 Interest from Community Organisations to be APOs

Evaluation stage one examined the interest from community organisations to become APOs and the barriers to organisations becoming APOs. Five community organisations became APOs in the Pilot, these are: Illawarra Multicultural Services and the Liverpool Migrant Resource Centre in New South Wales; AMES and the Brotherhood of St Laurence in Victoria; and the Migrants Resource Centre of South Australia. For the purposes of the Pilot,

s. 47C(1)

2.2 The Role of APOs

The evaluation considered the role that APOs perform in the Pilot, to determine whether the Pilot model can effectively harness community interest in the programme and whether the role is sustainable, so that APOs are willing and able to propose and support humanitarian visa applicants in a full community support programme.

Findings

s. 47C(1), s. 45(1)

Discussion

s. 47C(1)

2.3 The Role of SCOs

The evaluation examined interest from community organisations in becoming SCOs and their role in the Pilot.

Findings

s. 45(1)

Figure 2 shows the reasons APOs provided for not engaging a greater number of SCOs.

Figure 2: Reasons for APOs not engaging a greater number of SCOs

s. 47C(1), s. 45(1)

APOs ranked — from '1' (not at all) to '6' (very often) — the extent to which the SCOs that they had engaged assisted with the following:

- Preparing applications — s. 47C(1)
- Providing settlement assistance — s. 47C(1) e
- Paying fees — s. 47C(1)

Discussion

S. 47C(1)

S. 47C(1)

3. Additional Priority Pathway for People in Humanitarian Situations Overseas

A strategic rationale for the introduction of a community support programme is that it could strengthen Australia's commitment to resettling humanitarian entrants by providing an additional resettlement pathway. The evaluation will assess:

- whether the Pilot provided an opportunity for non-standard cohorts or individuals to apply for resettlement, and
- whether the Pilot provided an opportunity for the expedited processing of humanitarian applicants that may have waited for long periods of time for a visa under the standard Humanitarian Programme.

3.1 Priority Visa Processing

Priority processing is the incentive for communities to propose people through a community support pathway over the standard Humanitarian Programme. The evaluation compared the time taken to process Pilot applications with the time taken to process SHP applications.

Findings

In phase one of the Pilot, of all Pilot applications that were referred by the Offshore Humanitarian Processing Centre (OHPC) to overseas posts for further processing:

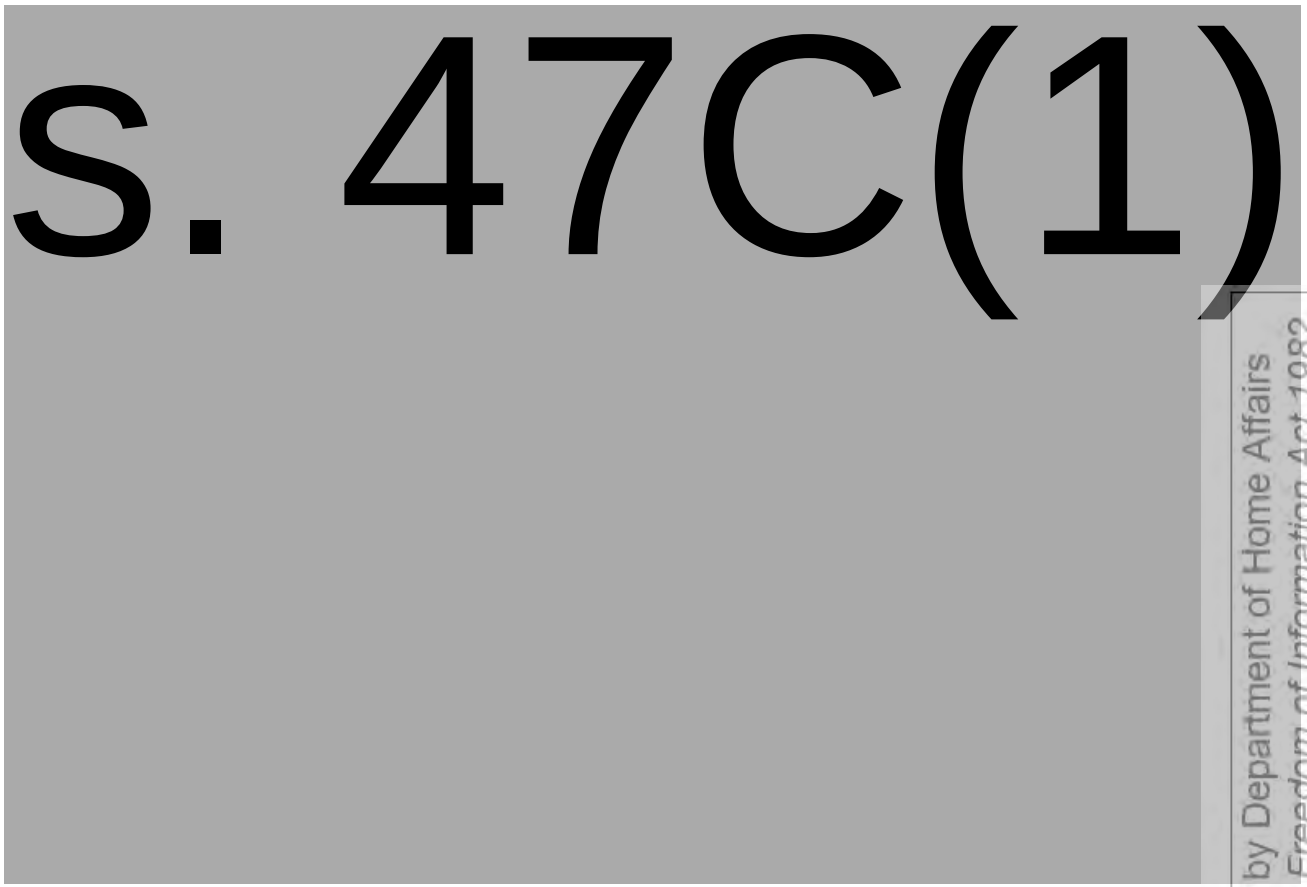
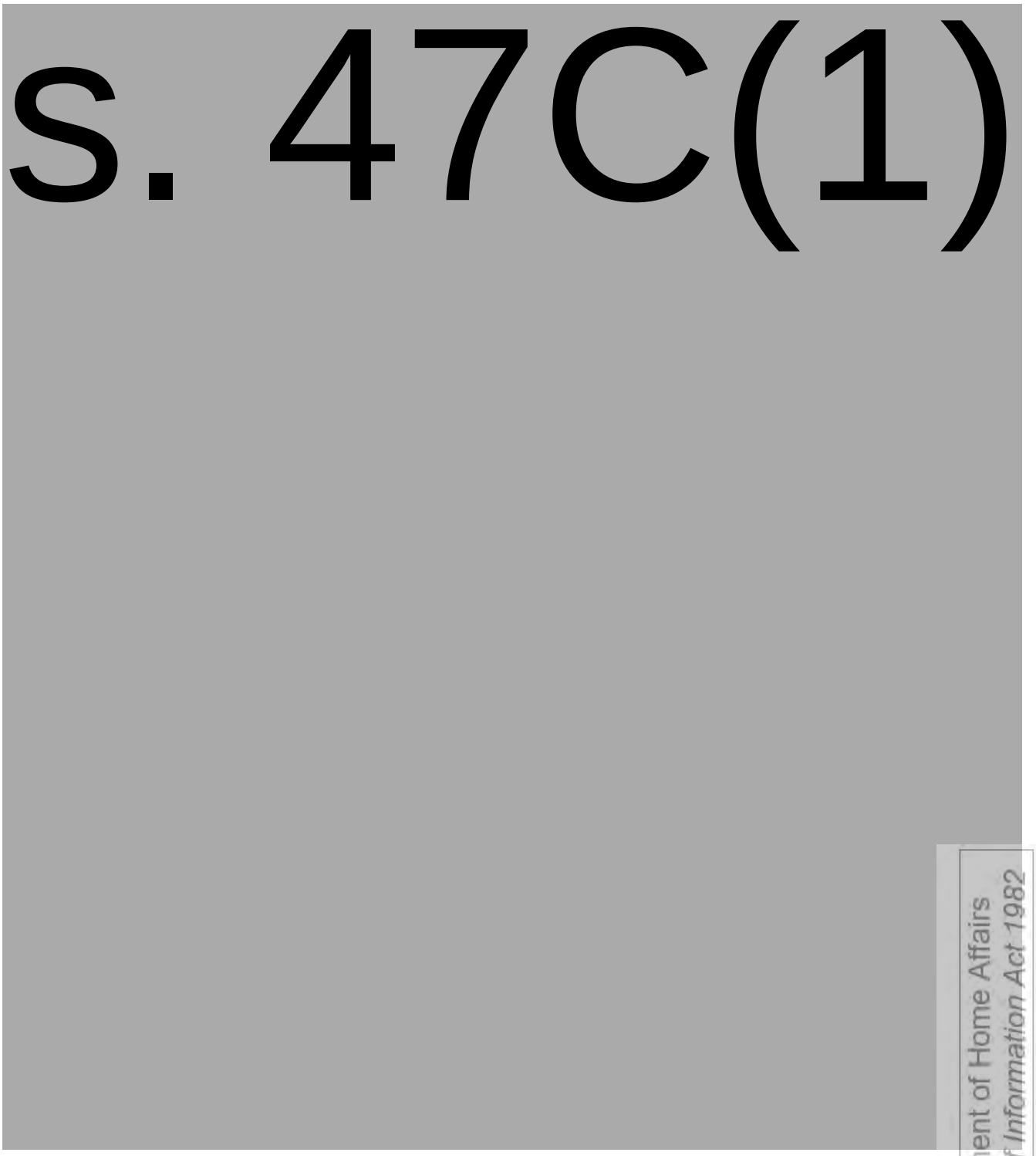


Figure 4: Processing times for Pilot* and SHP applications**



3.2 Pilot Caseload Profile

It was envisaged that the Pilot might provide an opportunity for the resettlement of a more diverse range of humanitarian cohorts. In assessing the effectiveness of a community support programme as an additional resettlement pathway, the evaluation considered the profile of the Pilot caseload compared to the SHP.

Findings

Table 3 shows the communities most interested and engaged with the Pilot according to APOs, and the communities with the most applications and grants in the Pilot compared to the communities with most grants in the SHP.

Table 3: Community engagement with the Pilot compared to the SHP (2013–14)

	Communities showing most interest*	COB** Pilot applications	COB Pilot grants	COB SHP grants
1.		s. 47C(1), s. 45(1)		
2.				
3.				
4.				
5.				

*Source: APO Survey **Country of birth Pilot n = 245 SHP n = 1229

- Other successful Pilot applicants include people listing their country of birth as s. 47C(1), s. 45(1)

Discussion

s. 47C(1), s. 45(1)

S. 47C(1)

4. Willingness and Ability to Provide Settlement Support

The willingness and ability of the community to deliver settlement support is central to a community support programme achieving its strategic objectives.

In the Pilot, the community is expected to provide the following settlement support:

- meeting entrants at the airport
- providing clothing, basic household goods, food and accommodation
- referring children to school
- referring entrants to services such as Medicare, Centrelink and a bank
- registering entrants for a general health assessment
- referring entrants for English language training
- helping entrants to find employment and permanent housing
- connecting entrants to other suitable community and government programmes
- community orientation, and
- education about the rights and responsibilities of newly arrived permanent residents.

The evaluation considered whether the community was willing and able to effectively deliver a suite of services which is broadly modelled on that offered under the HSS programme. However, at this stage of the evaluation, only 121 Pilot applicants had arrived in Australia and most of these entrants had only been in Australia for a short period of time. Therefore, further consideration of this evaluation criterion is required in evaluation stage three.

Findings

s. 47C(1), s. 45(1)

Table 4: Provision of settlement support to Pilot entrants

Settlement service	Proportion that received this service
Initial arrival services	s. 47C(1), s. 45(1)
Appropriate short-term accommodation	
Essential registrations *Including Centrelink, Medicare and banking*	
Orientation services	
Assisted to register children with school or childcare	
General health assessment *Within four weeks of arrival*	
Appropriate long-term accommodation	
Referred to Adult Migrant English Programme	
Assisted to find employment	
On-arrival emergency medical assistance	

s. 47C(1), s. 45(1)

Discussion

s. 47C(1), s. 45(1)

Further discussion of Pilot entrants' access and use of English language classes is at chapter 5 *Initial Settlement Outcomes*.

s. 47C(1), s. 45(1)

5. Initial Settlement Outcomes

A successful community support programme would defray the cost to government of resettling humanitarian entrants without degrading the settlement experience of entrants. The evaluation examined the following settlement aspects:

- English language course participation rate
- provision of suitable and stable accommodation
- access of income support payments
- employment and education indicators
- physical and mental health checks
- provision of community orientation

At this stage of the evaluation, only 121 Pilot applicants had arrived in Australia and most of these entrants had only been in Australia for a short period of time. Therefore, further consideration of this evaluation criterion is required in evaluation stage three.

Access of income support payments is discussed in chapter *6.2 Access of income support*. The provision of accommodation, mental and physical health checks, and community orientation is explored in chapter 4 *Willingness and Ability to Provide Settlement Support*.

Findings

English language course participation

- Of all Pilot entrants (at August 2014 s. 47C(1), s. 45(1) cent had registered for AMEP.
- Of all 2013–14 SHP entrants (at August 2014, s. 47C(1), s. 45(1) had registered for AMEP.

AMEP offers eligible new migrants to Australia access to up to 510 hours of English language tuition. In assessing Pilot entrants' English language course participation rate, the evaluation compared Pilot and SHP entrants' use of AMEP hours (Figure 5).

When clients register for their AMEP entitlement, their English language capability is assessed by the service provider as this will determine their AMEP entry level and which classes they will participate in. Those with an International Second Language Proficiency Rating (ISLPR) of zero have no or very limited English capability; those with a rating of 1- or 1 are able to manage with every day, predictable language needs, and those with a rating of 1+ or 2 are able to satisfy every day transactional needs and basic social needs.

The characteristics of the initial English language capability of AMEP registered Pilot entrants and AMEP registered SHP entrants are outlined in Table 5.

Humanitarian entrants may also be able to access up to an additional 400 hours of English language tuition under the Special Preparatory Programme (SPP) — which is offered to eligible humanitarian clients in recognition of their special needs arising from difficult pre-migration experiences, such as torture or trauma, and/or limited prior education. SPP usage by Pilot and SHP entrants' is at Figure 6.

Settlement milestones

s. 47C(1), s. 45(1)

s. 47C(1), s. 45(1)

Discussion

s. 47C(1), s. 45(1)

6. Cost to Government

A key strategic rationale for a community support scheme is that it could provide a lower cost option to government for the resettlement of humanitarian entrants.

A number of factors contribute to humanitarian entrants in the Pilot reducing the costs of their resettlement. The evaluation considered the funds generated in relation to the application process, and Pilot entrants' access of income support compared to the access of income support by other humanitarian entrants.

6.1 Application associated fees

Pilot applicants and entrants generate fees through the payment of a substantial two stage visa application charge. They are also required to pay some of the costs associated with their application — principally the cost of medical checks and any travel to Australia. The evaluation assessed whether these charges had the potential to reduce government costs.

Findings

s. 47C(1), s. 45(1)

Finally, successful Pilot applicants are not eligible for government funded settlement support through the HSS Programme. Instead, an equivalent suite of services is to be provided by the community. HSS is tailored to the particular needs of the humanitarian entrant. Therefore the cost of providing these services varies. However, logically the restriction of

s. 47C(1), s. 45(1)

S. 47C(1)

Evaluation Opinion

It is too early to fully determine whether the experience of the Pilot suggests that a community support programme could meet its strategic objectives. A complete assessment of the Pilot, particularly encapsulating its settlement aspects, will not be possible until a greater number of Pilot applicants have arrived in Australia and have been onshore for

s. 47C(1), s. 45(1)

Department of Immigration and Border Protection

MINUTE

To:	s. 22(1)(a)(ii) **Policy and Planning Division**	**Deadline for response:**	**16 January 2015**
Through:	s. 22(1)(a)(ii) A/g AS Policy Research and Statistics Branch s. 22(1)(a)(ii), A/g AS Humanitarian Policy Branch	Contact Officer:	s. 22(1)(a)(ii) Humanitarian Offshore Policy
From:	s. 22(1)(a)(ii) Humanitarian Offshore Policy Section	Phone:	s. 22(1)(a)(ii)
Date:	6 January 2015	File:	ADF2013/12860

EVALUATION OF THE COMMUNITY PROPOSAL PILOT — STAGE TWO REPORT

Purpose

The purpose of this minute is to present you with the report on the second stage of the evaluation of the Community Proposal Pilot (the Pilot), and to brief you on how the findings will be used.

Timing

Please respond by 16 January 2015, s. 47C(1)

Background

The Community Proposal Pilot

The Pilot was introduced in June 2013. The Pilot is a mechanism for community organisations, known as Approved Proposing Organisations (APOs), to identify and nominate a person or family overseas for a humanitarian visa. The APO works with the applicant's family and community members in Australia to support their application (including paying associated costs) and, if their application is successful, help them to settle in Australia. This compares with the standard Humanitarian Programme where almost all application and settlement-related costs are covered by government.

Authority was provided to grant up to 500 visas in the Pilot in 2013–14, and up to a further 500 visas in 2014–15. These visas are drawn from within the overall Humanitarian Programme.

The evaluation

The Pilot is being evaluated by Humanitarian Policy Branch, with assistance and oversight from Research Programme Management Section, Policy Research and Statistics Branch. The evaluation also harnesses the experience of an external evaluation mentor (ARTD — s. 47F(1)).

The Pilot is being evaluated in three stages to consider the extent to which it indicates that a community support programme could:

- provide an additional pathway for people in humanitarian situations overseas to be proposed by communities for entry to Australia
- harness the willingness and capacity of community organisations to provide a financial contribution towards the cost of resettlement, and to provide quality settlement support to proposed entrants after arrival, and
- provide a lower cost option to government for humanitarian resettlement.

Stage one of the evaluation was a preliminary assessment of the first months of the Pilot. It was conducted in early 2014, and the report on stage one was finalised in April 2014 (Community Proposal Pilot — Evaluation Stage One Report refers, at Attachment A).

Stage two of the evaluation builds on the findings of stage one to provide a more detailed assessment of the Pilot over the first year of its operation.

Stage three will provide a more comprehensive review of the Pilot after entrants have been in Australia for a period of time. This stage of the evaluation is expected to be conducted in mid–2015.

Issues

The report on stage two of the evaluation of the Pilot is at Attachment B.

Evaluation findings

The report concludes that it is too early to fully determine whether the experience of the Pilot suggests that a community support programme could meet its strategic objectives. A complete assessment of the Pilot, particularly of its settlement features, will not be possible until a greater number of Pilot applicants have arrived in Australia and have been onshore for longer.

The key findings of the report are the following:

S. 47C(1)

s. 47C(1)

How the findings are being used

The findings from the report are being used to inform the development of a public discussion paper on a possible fully-fledged programme. s. 47C(1)

The evaluation findings are also informing discussions with other government agencies on the development of a fully-fledged programme, and improvements to existing Pilot policy.

Consultation

The report incorporates comments from Policy Research and Statistics Branch, the Department of Employment's Research and Evaluation Database Team, the Department of Social Services, the Melbourne Offshore Humanitarian Processing Centre, and an external evaluation mentor.

Recommendation

That you:

1. note the report on the second stage of the evaluation of the Community Proposal Pilot, and

Please Discuss / Noted

2. s. 47C(1)

Please Discuss / Noted

s. 22(1)(a)(ii)
/ / 2015

Copy to: Global Manager, Refugee and Humanitarian Visas

Australian Government
Department of Immigration and Border Protection

Community Proposal Pilot Settlement Outcomes Analysis

Background

Since June 2013, the Department has been operating a trial community support programme (CSP) — known as the Community Proposal Pilot (CPP) — as part of Australia's Humanitarian Programme. Up to 500 visas have been allocated to the Pilot in each of the past programme years.

Purpose

An evaluation of the pilot was conducted in 2015 to determine the feasibility of a private sponsorship model in the resettlement of humanitarian entrants to Australia.

The evaluation analysed the initial key settlement outcomes of a small number of entrants under the programme, and noted that it was too early and there was insufficient data to gain a full picture of the settlement outcomes of the limited number of entrants who had exited the programme at the time of evaluation. The evaluation was therefore unable to gain a substantive insight into the key settlement outcomes of entrants participating in the pilot in areas such as employment, education and housing.

The purpose of this report is to provide further analysis of key settlement outcomes of humanitarian entrants under the CPP; including employment, education, accommodation and financial stability of entrants upon their exit from the Approved Proposing Organisation (APO)[1] oversighted settlement process. This report is also used to gain an insight into the settlement performance of APOs in the programme, and provides recommendations for policy design consideration for a future CSP. This report complements the previously completed evaluation to inform policy development of settlement indicators in a future CSP.

Method

This report undertook an analysis of exit reports provided to the department by the five APOs. APOs are required to provide quarterly settlement checklists and reports as to the settlement progress of entrants, as per the deed of agreement with the Department. APOs typically oversee the settlement of humanitarian entrants for 12 months or until services are no longer required, and provide an exit report for each family at the conclusion of settlement. The standard APO settlement report is included at **Attachment A.** Demographic data including visa type, grant date, age, gender and country of birth has been obtained from departmental systems. Non demographic information regarding settlement outcomes has been obtained from APO exit reports.

[1] The five Approved Proposing Organisations are AMES Australia, Illawarra Multicultural Services (IMS), Liverpool Multicultural Research Centre LMRC) Brotherhood of St Laurence (BSL) and Migrant Resource Centre South Australia (MRCSA)

This report analyses information from the 128 exit reports provided to the Department by APOs, from the commencement of the programme in June 2013 up until December 31st 2016. One report is completed for each visa application, comprising 416 individual applicants in 128 households. The 416 applicants in this report represent **34%** of the total 1210 applicants granted under the CPP during this period. Exit reports have not been provided for the remaining clients for reasons including: applicants having not yet arrived in Australia, having not yet completed settlement periods, and APO reports not being provided.

Limitations

- Several questions in the settlement checklist are qualitative in nature and are not immediately suitable for quantitative data collection. Interpretations of long form answers to some questions were subjectively interpreted and categorized for the purposes of this analysis.
- The analysis conducted in this report provides an insight into quantitatively measurable settlement outcomes. Several qualitative aspects of humanitarian settlement have not been taken into account, including environmental factors and the complex and varying settlement requirements of entrants in the Humanitarian Programme.
- This analysis has been conducted on a relatively small number of exit reports provided by the APOs. Several reports from this period have either not been provided or contain insufficiently complete information for reporting purposes, and the sample size is therefore limited.

Key Figures

s. 45(1), s. 47C(1)

Key Information

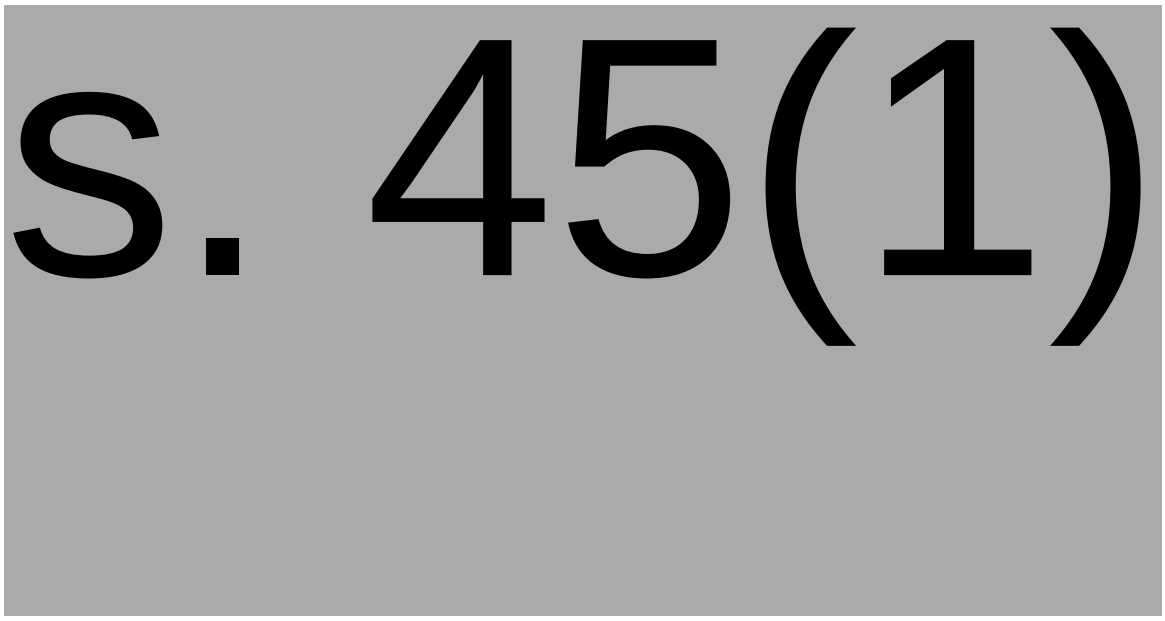
Item 1 – Application Profiles

Application composition

- The exit reports provided contain information for s. 45(1)

s. 45(1) applications were granted under the Special Humanitarian stream, s. 45(1) granted under the Refugee stream.

- The majority of applicants were born in s. 45(1)
    - Note the majority of applicants in the broader CPP



Household composition

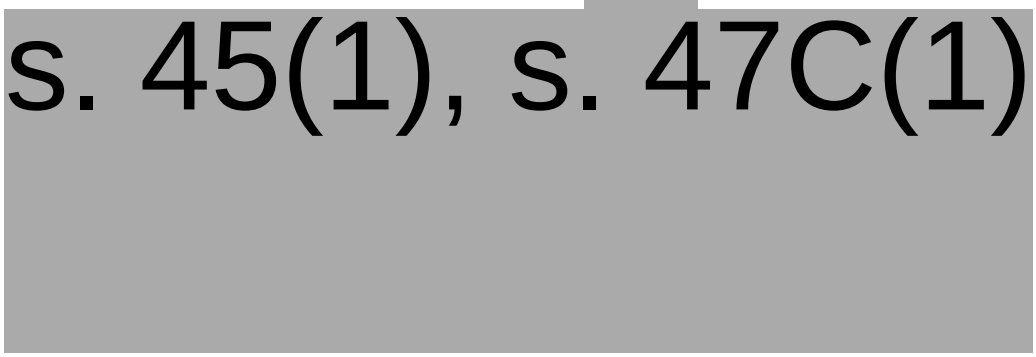
- The average family size of applications wa s. 22(1)(a)(ii), s. 45(1)

s. 45(1) applications were multiple person households that contained at least one dependent. s. 45(1) applications were single applicant households that did not have dependents.

Adult applicants

s. 45(1) f the adult applicants are considered to be of primary working age[2]. s. 45(1) of the adult applicants were over 45 and not considered primary working age, s. 45(1) **%)** who were over the age of s. 45(1)

- The average age of all adult applicants wa s. 45(1)



[2] Primary working age is defined as males and females between the ages of 18-45.

[3] Adult is defined as males and females 18 years and older. This does not take into account the actual number of adults that participate in the labour force

Primary applicants

s. 45(1) f primary applicants are considered to be of primary working age s. 45(1) were over the age of 45 and not considered working age.

- The average age of primary applicants wa s. 45(1)

s. 45(1)

Comparison to entire CPP

- Demographic comparison to all applicants granted in the CPP were broadly consistent with the exit report sample[4].

s. 45(1) all CPP entrants were born in s. 45(1)

  - The median age of all applicants was s. 45(1)
  - s. 45(1)

Item 2 – APO outcomes

s. 45(1)

Exit Quarter

s. 45(1)

[4] Community Proposal Pilot Composition Analysis, 2016. Data from commencement of CPP to 30th September 2016.

s. 45(1), s. 47C(1)

APO	s. 45(1), s. 47C(1)
Number of applications	
Percentage of applications exited prior to 12 months	
Percentage of primary working age (18-45) in employment	
Percentage of adults in education	
Percentage of applicants in secure long term accommodation	

Item 3 – Employment Outcomes

s. 45(1), s. 47C(1)

[5] Employment is defined to include those in full time, part time, casual, paid training and unpaid employment.

Household composition and employment

- s. 45(1) applications had at least one member of the household in employment, a significant settlement outcome. Levels of employment were marginally higher for larger households:
- Of the s. 45(1) holds with one or more dependents, s. 45(1)) had at least one member of the household employed
- Of the s. 45(1) applicant households, s. 45(1) employed at exit.

Primary working age applicants (18-45)

- There were s. 45(1) of primary working age in this study, comprising both primary and dependent applicants. s. 45(1)) primary working age adults were in some form of employment at exit, s. 45(1)
    - Primary working age applicants who were not in employment recorded high participation rates in study, and of s. 45(1) ng age applicants who were **not** in employment, s. 45(1) were engaged in study.
- There were s. 45(1) working age applicants who were not working or studying, comprising s. 45(1) of the primary working age population. s. 45(1)

Country of Birth

- Applicants from the s. 45(1) reported s. 45(1) than the average. Of the three countries of birth most represented in this study: s. 45(1) employed at exit. In contrast, just s. 45(1) were employed.

Employment status

s. 47C(1), s. 45(1)

Item 4 – Education and English Outcomes

s. 45(1) adult applicants were undertaking some form of study at exit.

s. 45(1) primary working age adult applicants were undertaking some form of study at exit.

English Ability

s. 45(1), s. 47C(1)

Course of Study

s. 47C(1), s. 45(1)

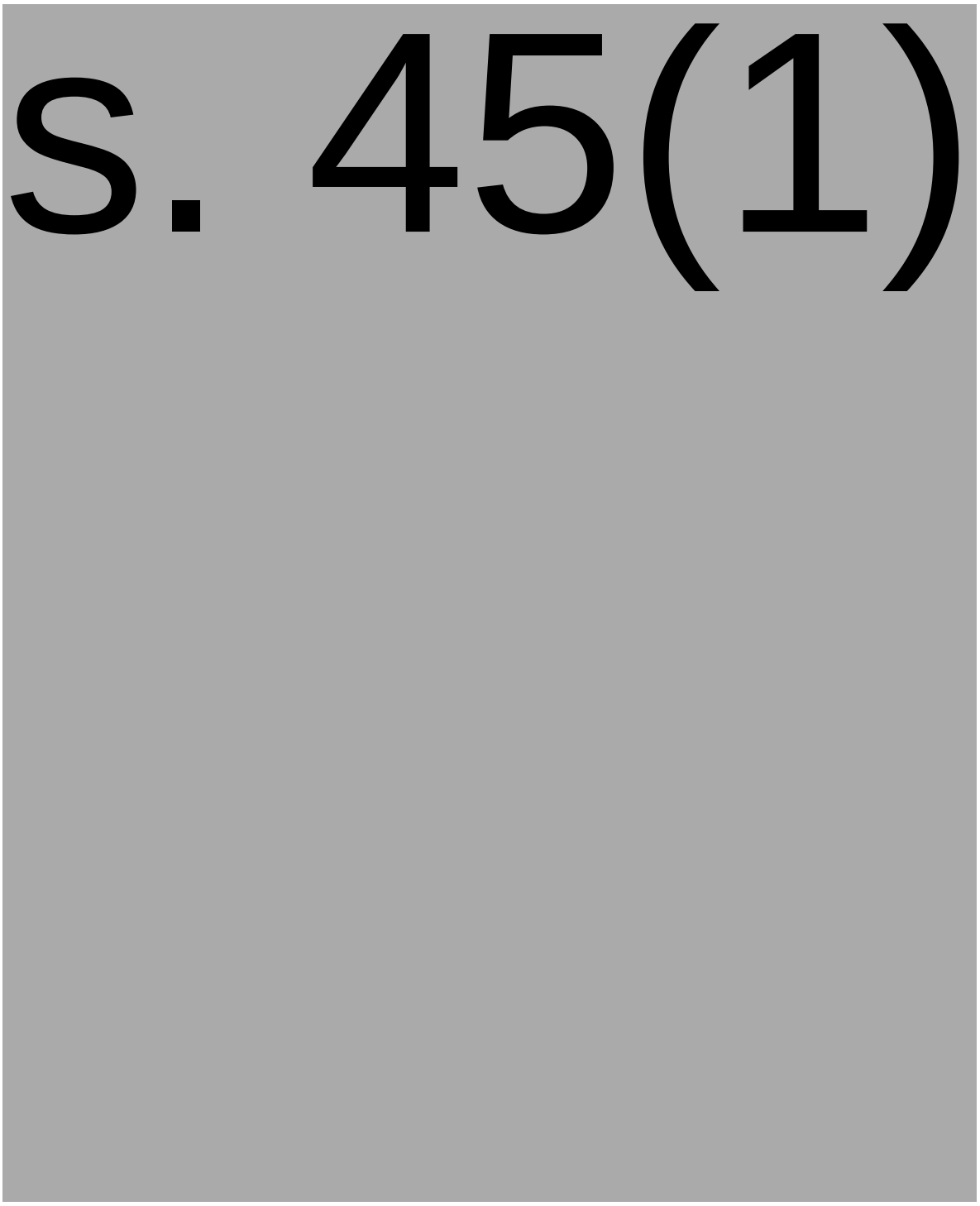
Item 5 – Other Settlement Outcomes

s. 45(1), s. 47C(1)

s. 45(1), s. 47C(1)

Attachments

Attachment A – Exit Survey



S. 45(1)

S. 45(1)

Australian Government
Department of Immigration and Border Protection

Evaluation of the Community Proposal Pilot

Stage Three Evaluation Report

Table of Contents

Document Control

Version	Date	Author(s)	Reviewers	Notes
V1	15/06/15	s. 22(1)(a)	s. 22(1)(a)(ii)	Document created
V2	25/08/15	s. 22(1)(a)	s. 22(1)(a)(ii)	Edits
V3	10/11/15	s. 22(1)(a)	Humanitarian Programme Management, Policy Research and Statistics Branch, Department of Employment	

This report has been developed by Humanitarian Policy Section, Immigration and Citizenship Policy Division, Policy Group.

Acronyms and Terminology

AMEP	Adult Migrant English Program
APO	Approved Proposing Organisation
APO administrative funding model	The fees charged by APOs at each stage of the APO proposal process
APO proposal process	The common process adopted by APOs to govern the proposal of a client in the Pilot
AUSCO	Australian Cultural Orientation Programme
CPP / The Pilot	Community Proposal Pilot
Case	An application or prospective application comprising the primary applicant and all dependant applicants
Cohort	A group of applicants or prospective applicants defined by a common ethnicity, religion, country of birth or location
DIBP	Department of Immigration and Border Protection
EOI	Expression of Interest
HSS	Humanitarian Settlement Services
ICSE	Integrated Client Services Environment (DIBP database)
ISLPR	International Second Language Proficiency Rating
IMA	Illegal Maritime Arrival
IRIS	Immigration Records Information System (DIBP database)
OHPC	Offshore Humanitarian Processing Centre
Pilot (phase one)	Initial Pilot period from 30 June 2013 to 30 June 2014
Pilot (phase two)	Subsequent Pilot years after 30 June 2014
PSRP	Private Sponsorship of Refugees Programme (Canada)
Q1, Q2, Q3, Q4	Programme year quarters (1 January – 30 March; 1 April – 30 June; 1 July – 30 September; 1 October – 31 December)
RCOA	Refugee Council of Australia
RED	Research and Evaluation Database
SCO	Supporting Community Organisation
SHP	Special Humanitarian Programme
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief and Works Agency
VAC	Visa Application Charge

Executive Summary

A community support programme is designed to provide an additional resettlement pathway for people in humanitarian situations overseas with family or community links to Australia. It also allows Australian communities to be more involved in identifying people overseas to propose for resettlement and then financially and socially supporting their resettlement to Australia, thereby potentially reducing the costs to the Australian Government of humanitarian resettlement.

A trial community support programme — the Community Proposal Pilot (the Pilot) — has been operating since June 2013. The Pilot allows community organisations, known as Approved Proposing Organisations (APOs), to work with communities to identify people overseas for a humanitarian visa, support their application (including paying associated costs) and help successful applicants to settle in Australia. APOs may work with smaller community groups, known as Supporting Community Organisations (SCOs), or directly with families in Australia to identify and support applicants.

The evaluation considered the extent to which the Pilot indicated a community support programme could meet the strategic objectives of:

- providing an additional pathway for people in humanitarian situations overseas to be proposed by communities for entry to Australia in the Humanitarian Programme
- harnessing the willingness and capacity of community organisations to provide a financial contribution towards the cost of humanitarian resettlement, and to provide settlement support to proposed entrants after arrival, and
- providing a lower cost option to Government for humanitarian resettlement.

The evaluation was conducted over three stages. This is the report on the third and final stage of the evaluation. To assess the Pilot against the strategic objectives of a community support programme, the evaluation considered six evaluation criteria.

1. Demand for a Community Sponsorship Programme

The first evaluation criterion was to examine demand for a community support programme.

s. 47C(1)

2. The Role of Community Organisations

The evaluation assessed whether the Pilot enabled community organisations and groups to play an enhanced role in proposing entrants under the Humanitarian Programme.

s. 47C(1)

s. 47C(1)

3. Additional Pathway for People in Humanitarian Situations

The evaluation assessed whether the Pilot provides an additional resettlement pathway for people in humanitarian situations.

s. 47C(1)

4. Willingness and Ability to Provide Settlement Support

The willingness and ability of community organisations to provide settlement support to Pilot entrants after arrival in Australia is the fourth evaluation criterion.

s. 47C(1

5. Initial Settlement Outcomes

The fifth evaluation criterion is whether initial settlement indicators are that Pilot entrants are on positive settlement pathways. **It is too early to fully consider the settlement journey of Pilot entrants**. However, some initial settlement trends are apparent.

S. 47C(1)

Background

In response to increasing demand on Australia's Humanitarian Programme, alternative resettlement mechanisms are being considered for people in humanitarian situations overseas. A community support programme was recognised as a model that could provide Australian communities an opportunity to be more heavily involved in identifying and assisting people in humanitarian need overseas to resettle in Australia.

Community Proposal Pilot

A trial community support programme known as the Community Proposal Pilot (CPP or the Pilot) was introduced in June 2013. It was allocated up to 500 permanent Refugee and Humanitarian visas in 2013–14 and up to a further 500 visas in 2014–15 and 2015–16.

The Pilot allows established Australian community organisations, known as Approved Proposing Organisations (APOs), to work with local communities in identifying people in humanitarian situations overseas to propose and support their humanitarian visa applications. Applicants in the Pilot must have established family or other community links in Australia that can support their application, and must also meet legislative humanitarian criteria to be granted a visa. In developing the Pilot it was envisaged that people in humanitarian situations overseas could have their links in Australia contact smaller ethnic or church-based community groups, known as Supporting Community Organisations (SCOs), who could work with APOs to propose that person for a visa. SCOs could reduce the burden on APOs by assisting to prepare visa applications and provide settlement assistance. However, APOs could also work directly with a person's links in Australia without SCO involvement.

Unlike the standard Humanitarian Programme, participation in the Pilot requires Australian communities to provide a substantial financial contribution to the resettlement process including the payment of a visa application charge (VAC)[1], APO administrative fees, the cost of immigration medical checks, and the cost of travel to Australia for successful applicants. Also unlike in the standard Humanitarian Programme — where the Australian Government generally covers the assessment and settlement costs of applicants and provides a formal Humanitarian Settlement Support (HSS) programme — in the Pilot proposing communities must also provide social support to help entrants settle in Australia for up to 12 months after arrival.

Terms of Reference

The purpose of the evaluation was to consider the efficiency and effectiveness of the Pilot model to inform Government consideration of a potential fully-fledged community support programme.

[1] The VAC consists of an initial payment of $2680 per application, and a second payment of $16,444 for the primary applicant, plus AUD$2680 for every dependant in the application, required at the time of grant.

In particular, the evaluation considered the extent to which the Pilot indicated a community support programme could meet the strategic objectives of:

- providing an additional pathway for people in humanitarian situations overseas to be proposed by communities for entry to Australia in the Humanitarian Programme
- harnessing the willingness and capacity of community organisations to provide a financial contribution towards the cost of humanitarian resettlement and to provide settlement support to proposed entrants after arrival, and
- providing a lower cost option to Government for humanitarian resettlement.

Evaluation Criteria

The following evaluation criteria were identified as key indicators to measure the success of the Pilot in meeting the strategic objectives:

1. The level of demand in the Australian community for a community support programme under the Humanitarian Programme.
2. The extent to which the Pilot model effectively enables community organisations to play an enhanced role in proposing entrants under the Humanitarian Programme.
3. The extent to which the Pilot model provides an alternative pathway for people in humanitarian situations offshore to enter Australia under the Humanitarian Programme.
4. The extent to which community organisations were willing and able to provide settlement support to entrants after arrival that is broadly equivalent to that provided in HSS.
5. The extent to which the initial settlement outcomes indicate that Pilot clients are on positive settlement pathways.
6. Whether the cumulative contribution of fees by Pilot clients results in a reduced cost to Government.

Method

A multi-stage evaluation was undertaken in order to assess the progress of the Pilot at three key stages with the first two stages having been complete in April 2014 and December 2014 respectively. Stage one coincided with the first months of the Pilot and stage two coincided with the conclusion of all visa grants under the first year of the Pilot.

As the final component of the Pilot evaluation, the purpose of stage three was to build on the findings of the first two stages to provide a comprehensive overview of the Pilot against the evaluation criteria and the strategic objectives.

Evaluation Stage Three

Stage three of the evaluation was conducted one year after the conclusion of grants in the first year of the Pilot. This allowed time for people granted visas in the first year of the Pilot to have arrived in Australia and commenced settlement.

Data used to inform the evaluation was gathered from the Department of Employment[2] and from all five APOs in the form of quarterly reports, client settlement reports, and a survey. Data was

s. 47C(1)

[2] Research and Evaluation Database (RED) and the Adult Migrant English Programme (AMEP) database

S. 47C(1)

Results

1: Demand for a Community Support Programme

A community support programme requires both community interest and willingness to engage with the scheme to generate sufficient applications in order for it to be a viable resettlement pathway. The indicator for success in evaluating demand the Pilot was whether there was sufficient interest received to meet the 500 visa places each programme year of the Pilot to date, and whether there was sufficient demand to potentially expand the programme. The evaluation also considered any barriers to greater engagement with the Pilot.

S. 47C(1

s. 47C(1), s. 45(1)

Table 1: Average level of interest in the Pilot by quarter, reported by APOs
Source: APO Quarterly Reports

Reporting quarter	Q3 (13)	Q4 (13)	Q1 (14)	Q2 (14)	Q3 (14)	Q4 (14)	Q1 (15)
Avg. APO interest	s. 47C(1), s. 45(1)						

Table 2: Interest, applications, and grants in the Pilot (2013–14 and 2014–15)
Source: APO website data, IRIS data

Measure of interest	Eval. stage one (to 16 Feb 14)	Eval. stage two (to Dec 14)	Eval. stage three (to end 2014–15)
APO website unique visitors	s. 47C(1), s. 45(1)		
EOIs (APO website)			
Enquiries (APO reported)			
TOTAL applications lodged			
TOTAL applications granted			

*Data is August 2014 to end June 2015

**EOIs have been closed since evaluation stage two. EOIs were reopened from 1 July 2015 in preparation for the 2015–16 programme year. Data represents EOIs received from 1 July 2015 to 7 July 2015.

Discussion

s. 47C(1), s. 45(1)

s. 45(1), s. 47C(1)

1.2 Barriers to participation in the Pilot

The evaluation considered if there were barriers to community engagement which might adversely affect the level of demand for a community support programme. The evaluation drew on reports from the APOs regarding enquiries and feedback from communities. Particular attention was given to whether the fees associated with the Pilot had an impact on communities' capacity and wiliness to be involved, as well as any apparent misinformation on the Pilot.

Findings

s. 47C(1), s. 45(1)

s. 47C(1), s. 45(1)

s. 47C(1)

2: The Role of Community Organisations

A greater involvement of communities in supporting humanitarian entrants resettle in Australia is the core component of a community support programme. The evaluation considered the extent to which the Pilot model enabled communities to play an enhanced role in proposing entrants under the Humanitarian Programme. In doing so, it considered interest from community groups in becoming APOs and SCOs and the appropriateness and sustainability of the roles and relationships between these groups, so that community groups remain willing and able to propose and support clients in a full programme.

2.1 Interest in becoming an APO

s. 47C(1) organisations passed an application and assessment process (which involved consideration of their insurance and indemnity policies, governance structures, and their charter and experience working with humanitarian entrants), entered into negotiations with DIBP and ultimately signed Deeds of Agreement to become APOs. They are:

s. 47C(1)

2.2 The Role of APOs

s. 47C(1), s. 45(1)

2.3 The Role of SCOs

The evaluation examined interest from community groups in becoming SCOs, and their role in the Pilot, to determine whether they effectively contributed to the operation of the scheme.

Findings

Table 3: Number of SCOs interested in, and engaged by APOs in the Pilot, number of informal arrangements between APOs and other community groups
Source: APO Survey, evaluation two and evaluation three

Evaluation period	SCO enquiries	SCO agreements	Informal arrangements

Evaluation period	SCO enquiries	SCO agreements	Informal arrangements

s. 47C(1), s. 45(1)

Discussion

s. 47C(1), s. 45(1)

s. 47C(1), s. 45(1)

s. 47C(1)

3: Additional Pathway for People in Humanitarian Situations Overseas

A community support programme could enhance Australia's commitment to the system of international protection by providing another mechanism for resettling people in humanitarian situations overseas. The simple determinate of success in this regard is the number of people subject to persecution or substantial discrimination in their home country who were able to be resettled through the scheme. However, the evaluation also considered whether the Pilot offered an opportunity for non-standard humanitarian cohorts to be resettled to Australia and whether the Pilot offered an opportunity for the priority assessment of humanitarian applicants that may have waited for long periods of time to be considered in the standard Humanitarian Programme.

s. 47C(1)

Findings

In 2013–14, of all Pilot applications referred by the Offshore Humanitarian Processing Centre (OHPC) to overseas posts for further processing:

S. 47C(1)

s. 47C(1)

3.2 Pilot Caseload Profile

It was envisaged that the Pilot might provide an opportunity for the resettlement of a more diverse range of humanitarian cohorts. In assessing the effectiveness of the Pilot as an additional resettlement pathway, the evaluation compared the Pilot and SHP humanitarian caseload profiles.

Findings

s. 47C(1), s. 45(1)

s. 47C(1)

s. 47C(1)

4: Willingness and Ability to Provide Settlement Support

The provision of settlement support from community organisations is one of the key aspects that differentiate the Pilot from the SHP. As such, the willingness and ability of the community to deliver this support is central to gauging the success of the Pilot. The evaluation considered the willingness and ability of the community to effectively deliver a suite of services which is broadly modelled on that offered under the HSS programme.

The evaluation was based on data received from APOs on the provision of settlement support to 144 cases from across the first two years of the Pilot. The duration these entrants had spent in Australia at the time of the evaluation varied. Further monitoring and evaluation is required to review the provision of services over a longer period of time and to a larger number of cases.

Settlement Support in the Pilot

The community was expected to provide the following settlement support to humanitarian entrants under the Pilot:

- meeting clients at the airport
- providing clothing, basic household goods, food and accommodation
- referring children to school
- referring entrants to services such as Medicare, Centrelink and a bank
- registering entrants for a general health assessment
- referring entrants for English language training
- helping entrants to find employment and permanent housing
- connecting entrants to other suitable community and government programmes
- community orientation, and
- education about the rights and responsibilities of newly arrived permanent residents.

Findings

Figure 5: Extent to which families and SCOs or other groups are aware of settlement support required for new entrants and are able to provide this support (APOs de-identified)
Scale '1' (no awareness/no ability) to '6' (comprehensive awareness/very capable)
Source: APO survey

s. 47C(1), s. 45(1)

Settlement Service	Proportion of entrants that received
Assisted to register children with childcare	s. 47C(1), s. 45(1)
Assisted to find employment	

Discussion

s. 47C(1), s. 45(1)

s. 47C(1), s. 45(1)

5: Initial Settlement Outcomes

A successful community support programme would engage communities in the resettlement process and would not compromise the settlement experience of humanitarian entrants under the scheme. The evaluation examined the following early indicators of successful settlement:

- English language course participation rate
- employment and education
- suitable and stable accommodation, and
- settlement milestones (such as self-sufficiency and adjustment to life in Australia) .

Settlement is a complex and lengthy experience for humanitarian entrants, and it is inaccurate to suggest that data on the initial months of settlement is indicative of a particular settlement 'pathway' or 'outcome'. Given the short life of the Pilot to date, evidence in this evaluation can only broadly speculate as to how the initial settlement experience of Pilot entrants compare to those of SHP entrants. Data for the evaluation has been drawn from 175 entrants who were granted visas in the first year of the Pilot (2013–14). This means a sufficient period of time has passed to allow for early assessments of these clients' settlement experience.

Data on English language ability and engagement with English language courses was sourced from the Department of Education's Adult Migrant English Programme (AMEP). AMEP offers eligible new migrants to Australia access to up to 510 hours of English language tuition. When clients register for their AMEP entitlement, their English language capability is assessed by the service provider to determine their AMEP entry level and which classes they will participate in. Those with an International Second Language Proficiency Rating (ISLPR) of zero have no or very limited English capability; those with a rating of 1- or 1 are able to manage with every day, predictable language needs, and those with a rating of 1+ or 2 are able to satisfy every day transactional needs and basic social needs.

Findings

s. 47C(1)

Table 6: Pilot and SHP entrants' initial level of English capability
Source: AMEP data

ISLPR score	Spoken		Listening		Reading		Writing	
	Pilot	SHP	Pilot	SHP	Pilot	SHP	Pilot	SHP
0 or 0+	s. 47C(1)							
1- or above								
NULL or NS[4]								

[3] Humanitarian entrants may also be able to access up to an additional 400 hours of English language tuition under the Special Preparatory Programme (SPP) — which is offered to eligible humanitarian clients in recognition of their special needs arising from difficult pre-migration experiences

s. 47C(1), s. 45(1)

s. 45(1)

Table 7: Pilot and SHP entrants' engagement and outcomes through *jobactive* and JSA*
Source: Department of Employment

	CPP entrants	SHP entrants
Total clients matched		
Clients not identified (without Job Seeker ID)		
Percentage of clients who commenced with JSA or *jobactive* — 1/7/09 to 22/9/15		
Percentage of clients on the *jobactive* caseload — at 22/9/15		
Job placements as percentage of clients who commenced in JSA or *jobactive* — 1/7/09 to 22/9/15		

s. 45(1)

*Data has been matched using a combination of Surname, First Name, Gender and Date of Birth. There will be cases where individuals do exist in the Department of Employment's systems, but may have a different name or date of birth etc.

Suitable and stable accommodation

s. 45(1)

Settlement milestones

The evaluation considered the settlement milestones achieved by Pilot cases that were granted in the first year of the Pilot (2013–14) as reported by APOs (n = 67).

s. 47C(1), s. 45(1)

S. 47C(1)

Pilot settlement model

S. 47C(1)

Conclusions

S. 47C(1)

6: Cost to Government

A key strategic rationale for a community support scheme is that it could provide a lower cost option to Government for the resettlement of humanitarian entrants. A number of factors contribute to humanitarian entrants in the Pilot reducing the immediate costs of their resettlement. The evaluation considered the funds generated in relation to the application process, and Pilot entrants' access of income support compared to the access of income support by other humanitarian entrants.

6.1 Application Associated Fees

There were three main costs associated with the application process. These were a substantial two stage visa application charge, the cost of medical checks, and the cost of travel to Australia for successful applicants. The evaluation assessed whether these charges had the potential to reduce Government costs.

s. 47C(1), s. 45(1)

6.2 Access of Income Support

One of the biggest costs to Government in resettling humanitarian entrants is the provision of income support. It was envisaged that in a community support programme, the additional support available from family and community links in Australia, might make entrants less reliant on income support and encourage a quicker progression to employment. Pilot entrants could access Government income support, subject to standard eligibility requirements. To gauge the level of access of income support, the evaluation compared data for Pilot entrants against a SHP cohort.

Findings

s. 47C(1), s. 45(1)

All humanitarian entrants can access income support payments on arrival, and linking newly-arrived humanitarian entrants with Centrelink is encouraged as a key component of initial settlement support in both the Pilot and the HSS programme. s. 47C(1)

Conclusions

s. 47C(1)

Evaluation Opinion

S. 47C(1)

Appendix A: Pilot Caseload Age Profile

s. 45(1), s. 47C(1)

Australian Government
Department of Immigration and Border Protection

For Official Use Only

MINUTE

To: **A/g Deputy Secretary, Policy**

Cc: FAS Strategic Policy and Planning
AS Policy Research and Statistics

EVALUATION OF THE COMMUNITY PROPOSAL PILOT — FINAL REPORT

Timing:

s. 47C(1)

Purpose

1. To present you with the final report on the evaluation of the Community Proposal Pilot.

Background:

The Community Proposal Pilot (the Pilot)

2. In the regular Humanitarian Programme, most application and settlement-related costs are covered by the Australian Government, and entrants are settled in Australia by professional settlement service providers under the Department of Social Service's Humanitarian Settlement Service Programme (HSS).
3. The Pilot was introduced to trial an additional resettlement model which provides Australian communities with greater access to the Humanitarian Programme in return for them making a greater social and financial investment in the resettlement process.
4. In the Pilot, Australian communities nominate people overseas for a humanitarian visa, support their application (and pay associated costs), and provide successful applicants with settlement services that would normally be provided by Government under HSS. Entrants under the Pilot still had access to legislated Government services, including Medicare and income support, subject to standard eligibility requirements.
5. The Government has given authority to grant up to 500 humanitarian visas in the Pilot in each programme year from 2013–14 to 2015–16. These numbers are drawn from within the overall 13,750-place standard Humanitarian Programme.

The evaluation of the Pilot

6. The Pilot was evaluated by Humanitarian Policy Section, with assistance and oversight from Policy Research and Statistics Branch and an external evaluation mentor (ARTD Consultants).
7. The Pilot was evaluated in three stages:
   - Stage one was a preliminary assessment of the first months of the Pilot. It was conducted in early 2014, and the report on stage one was finalised in April 2014.
   - Stage two built on the findings of stage one to provide a more detailed assessment of the Pilot over the first year of its operation. It was completed in December 2014.
   - Stage three provided a more comprehensive assessment of the Pilot after the first Pilot entrants had spent up to 12 months in Australia.

Issues:

8. An overview of the key findings of the third and final stage of the evaluation is at Attachment A.
9. The full report on the evaluation is at Attachment B.
10. The evaluation found that the experience of the Pilot suggests a community support programme meets its strategic objectives, though some refinements to the scheme may better realise these objectives, and some challenges to the community support model were identified.

s. 47C(1)

Next steps:

s. 47C(1)

Consultation:

13. The draft evaluation report has been circulated for comment to the departments of Employment, Social Services, Human Services and Education and internally to Policy Research and Statistics Branch and Refugee and Humanitarian Programme Branch.

Recommendation

It is recommended that you note the final report on the evaluation of the Community Proposal Pilot.

s. 22(1)(a)(ii)

David Wilden

First Assistant Secretary

Immigration and Citizenship Policy Division

s. 22(1)(a)(ii)

10 / 12 / 2015

Noted / Please Discuss

s. 22(1)(a)(ii)

Linda Geddes

A/g Deputy Secretary Policy

8 / 12 / 2015

Contact Officer: s. 22(1)(a)(ii) Phone: s. 22(1)(a)(ii)

Attachment:

A. Evaluation of the Community Proposal Pilot — Key Findings
B. Evaluation of the Community Proposal Pilot — Stage Three Evaluation Report

Evaluation of the Community Proposal Pilot
Key Findings

The evaluation considered the extent to which the Community Proposal Pilot (the Pilot) indicated a community support programme could meet the strategic objectives of:

- providing an additional pathway for people in humanitarian situations overseas to be proposed by communities for entry to Australia in the Humanitarian Programme
- harnessing the willingness and capacity of community organisations to provide a financial contribution towards the cost of humanitarian resettlement, and to provide settlement support to proposed entrants after arrival, and
- providing a lower cost option to Government for humanitarian resettlement.

The experience of the Pilot suggests **a community support programme could meet its strategic objectives,** although some refinements to the scheme may better realise these objectives, and some challenges to the community support model were identified.

Demand for a Community Support Programme

S. 47C(1)

The Role of Community Organisations

S. 47C(1)

Additional Pathway for People in Humanitarian Situations

S. 47C(1)

Willingness and Ability to Provide Settlement Support

s. 47C(1)

Initial Settlement Outcomes

s. 47C(1)

Cost to Government

s. 47C(1)