

Immigration Partnership Winnipeg

**A literature review of local partnerships
and welcoming community strategies.**

Settlement and Integration in Winnipeg

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List of Acronyms

CEC - Canadian Experience Class

CIC - Citizenship and Immigration Canada

IRPA - Immigration and Refugee Protection Act

PNP - Provincial Nominee Program

PSR - Privately Sponsored Refugees

SPOs - Service Provider Organizations

1. Introduction

It has been widely demonstrated that Canada's labour force needs immigrants. The combination of a low natural population increase and an aging population results in demographic challenges that put strain on the labour market. Shortages in the labour force are expected to continue. Statistics Canada estimates that without added population from immigration, Canada could reach zero annual population growth in about 20 years. However, given the effects of immigration, by 2031, Statistics Canada estimates that immigrants will account for over 80% of the country's population growth, up from a recent rate of 67% (Martel & Chagnon, 2012).

Immigrant arrivals to Canada are concentrated amongst the country's largest metropolitan centres. Montréal, Toronto, and Vancouver (and increasingly, Calgary) continue to attract the vast majority of all immigrants to Canada. Such an unbalanced distribution of immigrant arrivals led to a recent emphasis on the regionalization of immigration, whereby efforts were made to encourage the settlement of newcomers in communities outside of the major metropolitan areas. The economic, social, and cultural benefits of immigration are now recognized amongst a diverse range of smaller, non-traditional immigrant destinations, which are turning to immigrant attraction, settlement, and retention activities to fill labour shortages and contribute to community growth. Given this reality, it is imperative that the needs of newcomers are met so that they will stay in Canada, contribute to society, and participate in the labour force.

Smaller cities and non-traditional immigrant destinations like Winnipeg face unique challenges that differ from larger centres with a long history of immigration. These challenges involve establishing capacity in local service provision infrastructure and organizations, addressing the needs of diverse populations of newcomers, and ensuring that basic needs such as housing, employment, schooling, and health care are effectively met in a timely manner. In addition, immigrants arriving to such non-traditional immigrant destinations may not have access to social support networks or ethno-cultural communities. If such needs and challenges are not addressed, then smaller cities face the risk of not retaining immigrants, therefore failing to derive the full array of benefits from immigration (Pruegger & Cook, 2009). As Vaatz Laaroussi and Walton-Roberts (2005) explain, "immigrant settlement in areas outside of Canada's largest cities requires social planning and government cooperation to initiate immigration flows (as the Provincial Nominee Program does) and thereby create subsequent social networks, but long term immigrant retention depends upon positive labour market experiences and wider regional economic development" (p. 5). Retention is a challenge for smaller cities since larger centres have the established capacity to deliver economic, social, and cultural opportunities for immigrants and their families¹. Immigrant attraction, settlement, integration, and retention must be viewed together. To successfully attract and retain newcomers requires the engagement of multiple stakeholders in the receiving community as a whole. In this way, settlement and integration are positioned as processes involving both the individual immigrant or refugee *and* the receiving community in a process of mutual adjustment, adaptation, and participation. To ensure successful settlement and integration, communities require a cohesive vision of immigration that involves both short- and long-term holistic approaches.

¹ In their study on immigration to the major cities in the Prairie provinces, Pruegger and Cook (2009) found that between 1996 and 2001, Winnipeg experienced a net loss of 3.8% of its immigrant population.

Essential to this formula is the development of effective and multi-sector collaborative partnerships that will inform, shape, and direct localized immigration and settlement strategies. In addition, successful immigrant settlement rests on an active and diverse settlement service sector that has the capacity to effectively deliver supports throughout the settlement and integration process.

To conceptualize the notion of a two-way process of settlement and integration, this literature review adopts a framework informed by the concept of “welcoming communities”. This term has gained credence with policymakers and researchers in recent years since it demonstrates the role of community reception, engagement and adaptation in immigrant settlement and integration. The welcoming community framework highlights the responsibility of communities to develop capacities that will ensure the successful settlement and integration of immigrants and refugees across multiple sectors (Lund & Hira-Friesen, 2013). Esses and colleagues (2010) define a welcoming community as "a location that has the capacity to meet the needs and promote inclusion of newcomers, and the machinery in place to produce and support these capacities" (p. 9). Being welcoming is not limited to the public's perception of and attitudes toward immigration, but is extended into the ability of local institutions to ensure that immigrants and refugees are able to fully participate in society.

With that framework guiding the review, this report sought out literature that dealt with;

- What can be done to ensure that immigrants and refugees are welcomed and included in Winnipeg?
- What is successfully being done in Winnipeg to welcome newcomers and address their settlement needs?
- What examples from other similar jurisdictions in Canada can we look toward as we move forward with welcoming, settling, and retaining immigrants and refugees?

Even though Winnipeg is a large city and receives the vast share of immigrants to Manitoba, in the context of Canada the city remains a non-traditional immigrant destination, which has implications for immigrant attraction, settlement, and retention. The active and successful Provincial Nominee Program has created a unique immigration landscape characterized by regionalization, collaboration, and localized settlement practices that set the province apart from other jurisdictions and this must be considered when examining immigration in the province.

The report briefly outlines what is meant by settlement and integration, and what newcomers need as they navigate their new home. With the federal government's increasing emphasis on the important role of communities in defining their own local immigrant attraction, settlement, and retention strategies comes a need to investigate the initiatives and processes required to build welcoming and inclusive communities. The last section of this report demonstrates the contours of a welcoming community and presents promising practices for achieving success with a community supported immigrant attraction, settlement, and retention plan.

2. Research Methods

This literature review is based on an extensive web-based search of academic peer-reviewed journal articles, organizational reports, government documents, working papers, and other articles. It began with a targeted search through the *Ebscohost* database at the University of Manitoba's library and through *Google Scholar*. The following keywords, in combination were used in initial searches: Winnipeg, Manitoba, immigration, immigrant, refugee, settlement, integration, and best practices. Every attempt was made to only include articles published within the past five years, unless the document was particularly pertinent and helpful for elucidating the research topic. There are not many academic articles specifically on Winnipeg, so the search was broadened to include Manitoba and other small and mid-sized cities in Canada. Data is drawn from multiple sources, but primarily from *Manitoba Immigration Facts*, *Statistics Canada*, and *Citizenship and Immigration Canada's Facts and Figures*.

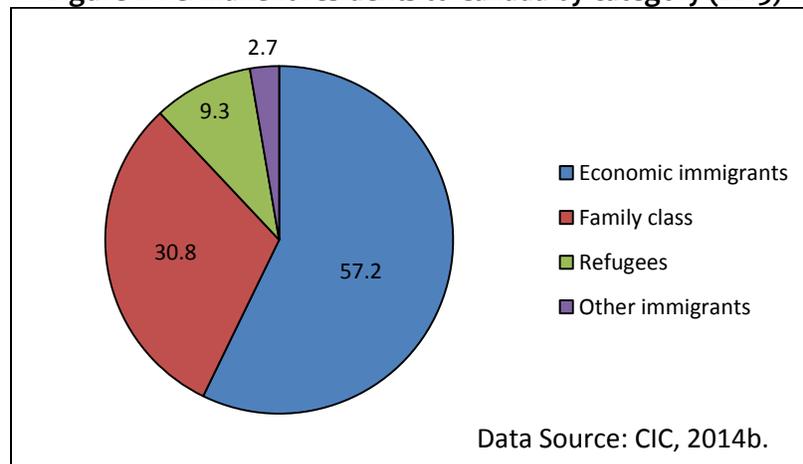
3. Background

3.1. Immigration to Canada

The central piece of legislation currently governing Canada's immigration program is the *Immigration and Refugee Protection Act (IRPA)* that was signed in 2002. Within IRPA are three categories of permanent residents, which detail Canada's immigration priorities:

- To reunify family members, permanent residents may enter through the **Family Class**
- To contribute to economic development, permanent residents may enter through the **Economic Class**. Admittance and eligibility is based upon skill level and ability to successfully contribute to the labour market. Within this category are further sub-categories of permanent residents such as skilled workers, Canadian Experience Class, Provincial Nominees, and others.
- To protect individuals and families through humanitarian efforts, Canada accepts **refugees**. There are four categories of refugees, which include government-assisted refugees, privately-sponsored refugees, refugees landed in Canada, and refugee dependents.

Figure 1: Permanent residents to Canada by category (2013)

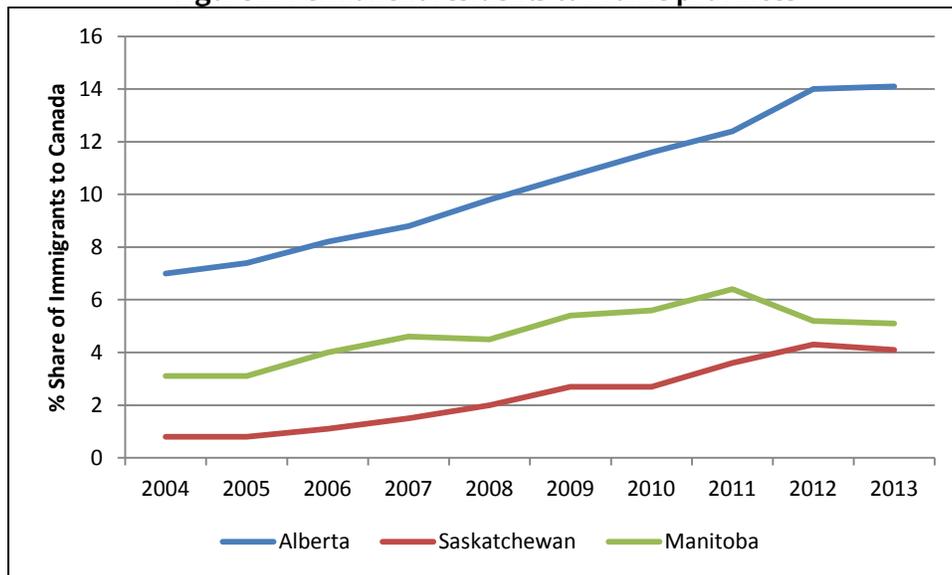


In 2013, Canada admitted 258,953 permanent residents, with the majority arriving as economic immigrants (CIC, 2014b). Figure 1 below illustrates the percentage of all permanent residents to Canada in each of the major categories.

Canada also admits temporary foreign workers and international students through various programs. Temporary foreign workers are admitted to address labour market shortages in a quick, expedient manner. Jointly managed and regulated by two federal government departments - Employment and Social Development Canada and Citizenship and Immigration Canada - the Temporary Foreign Worker Program has recently undergone significant changes after much public controversy. The entrance of temporary foreign workers continues in Canada, but stricter policies ensure that the program does not negatively impact Canadian workers and the labour market.

Immigration to Canada is largely concentrated in Ontario and Quebec, which, when combined, received over 60% of all immigrants to Canada in 2013. The regional distribution of immigrants has changed over the last ten years, though. In 2004, nearly 72% of all immigrants to Canada arrived to Ontario or Quebec, with an additional 16% arriving to British Columbia. In the past ten years, the prairie provinces have seen notable increases in their annual share of permanent resident arrivals, as demonstrated in Figure 2. Such changes in regional distribution can be attributed to a shift in labour market opportunities and provincial immigrant attraction strategies.

Figure 2: Permanent residents to Prairie provinces

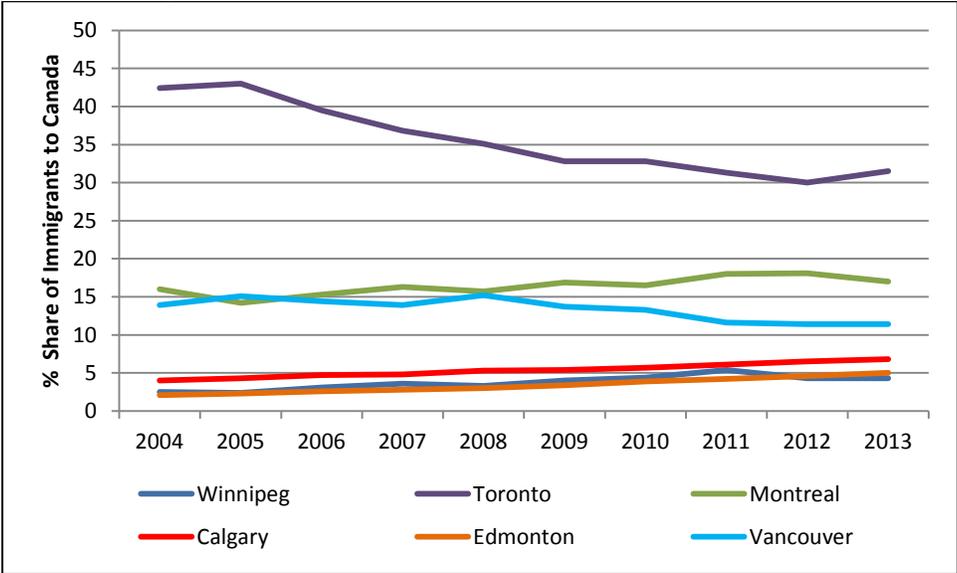


Data Source: CIC, 2014b.

This unbalanced provincial distribution is, in large part, because of the domination of Montréal, Toronto, and Vancouver as the most common immigrant destinations in the country. These metropolitan areas are favoured for their diverse employment opportunities, established service sectors, and large ethnic neighbourhoods and networks. Figure 3 illustrates the percentage distribution of permanent resident arrivals by the top six immigrant destinations in Canada. Toronto receives the vast majority of immigrants, however, their share has consistently diminished in the past ten years. Historically, smaller cities such as Winnipeg have not been popular immigrant

destinations. In 2013, Winnipeg ranked sixth amongst Canada's top immigrant destinations, and while this is a relatively high ranking it only accounts for 4.3% of all permanent residents to Canada.

Figure 3: Permanent residents by urban area in Canada



Data Source: CIC, 2014b.

3.2. Immigration to Manitoba

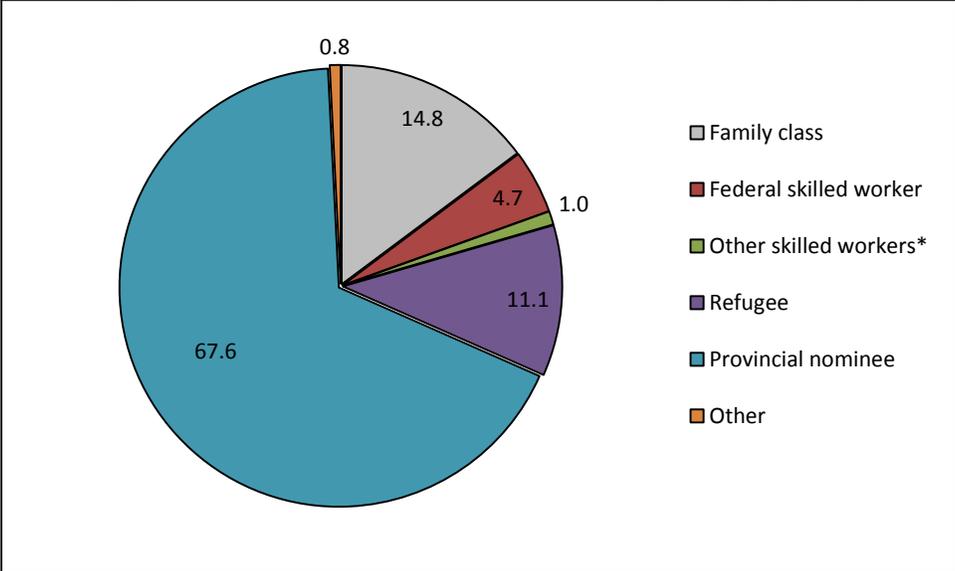
Doubling its share of immigrants to Canada between 2004 and 2011, Manitoba is often cited as a best practice example of immigrant attraction, settlement, and retention. The reasons for such accolades rest on two practices. Firstly, since Manitoba signed the *Canada-Manitoba Agreement on Immigration* in 1996, it has become one of only three jurisdictions to have responsibility over the nature of its settlement service delivery model (Clement, Carter, & Vineberg, 2013). This autonomy allowed the Province to tailor its service delivery model and address the unique needs of different regions and communities. Building on a legacy of community-based engagement, partnerships, and innovative-thinking regarding settlement and integration, the Province established a vibrant and successful model of regional settlement service delivery that facilitated ease of access for newcomers, fostered community engagement, and supported community economic development (Clement, 2002; Clement, et al., 2013; Leo & August, 2009; Silvius & Annis, 2007)². The Province, too, has historically recognized the importance of integrated and specialized immigration policymaking and programming, as evidenced by the creation of a separate division of government for immigration matters in 1990 (Leo & August, 2009).

² After signing the agreement in 1998, the Province began establishing a settlement service delivery model and immigration policy by forming advisory boards that included the following partners: Manitoba Immigration Council, Manitoba Ethno-cultural Advisory and Advocacy Council, the Office of the Fairness Commission, the Business Council of Manitoba, Chambers of Commerce, employers, educational institutions, immigrant service organizations, other provincial departments, and other community based agencies (Clement, et al., 2013).

The *Canada-Manitoba Agreement on Immigration* was terminated in 2013 as the federal government made sweeping changes to how settlement services are delivered in Canada. The purpose of these changes is to centralize such services and develop nation-wide benchmarks for settlement service delivery.

The second contributing factor to Manitoba's position as a best practice leader, is its proactive and aggressive use of the Manitoba Provincial Nominee Program (PNP), which was formalized in 1998. As Figure 4 illustrates, the PNP brings more immigrants to the Province than any other immigration program. Furthermore, Manitoba's PNP is one of the largest in the country. In 2013, about 22% of all provincial nominees to Canada landed in Manitoba.

Figure 4: Permanent residents to Manitoba by category (2013)



Data source: Government of Manitoba, 2014.
 *Skilled workers include live-in caregivers, CEC, & business class

The PNP is economy driven, with a number of different streams. Selection is based upon skill level, education, and potential of long-term settlement in the province. Potential Provincial Nominees must also demonstrate a minimum level of financial resources so they can support themselves as they seek employment (Carter, Morrish, & Amoyaw, 2008). A number of studies have found that the PNP is, in fact, a successful example of a provincial immigration strategy that continues to work well as it attracts diverse immigrants to an array of communities throughout Manitoba (Carter, 2009; Leo & August, 2009). Linked to the previous factor, the Manitoba PNP actively encourages communities to engage in immigration attraction and retention strategies, which some have argued is unique to the program (Carter, et al., 2008). The PNP has strengthened communities' ability to successfully retain newcomer populations and has contributed to a more diverse regional distribution of immigrants within Manitoba.

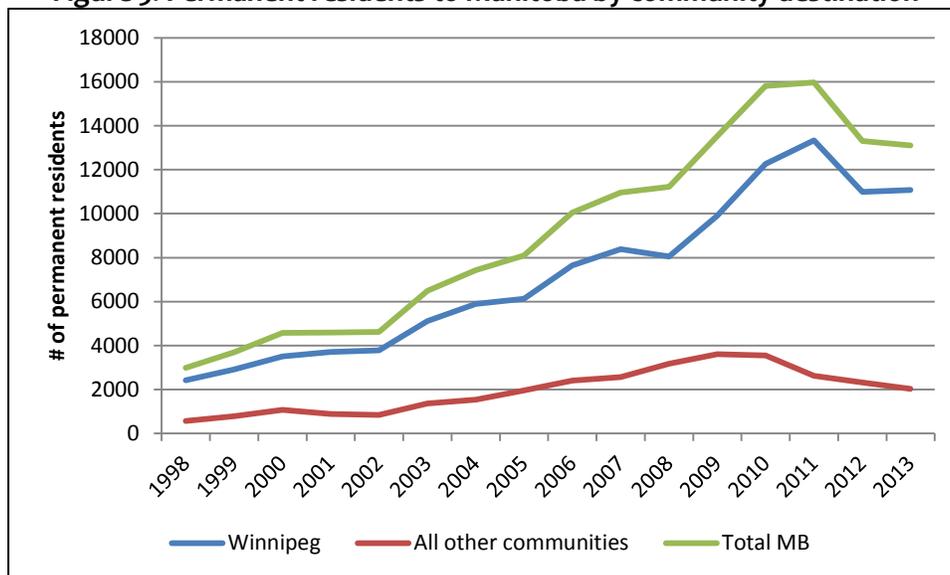
Operating the highly successful PNP and having control over settlement service delivery contributes to, as Clement and colleagues (2013) explain, "a seamless continuum of integrated services from selection to settlement" (p. 27). Viewing attraction and settlement in tandem allows governments and communities to develop holistic approaches to service delivery that emphasize

addressing needs throughout the entire immigration process, contributing to an integrated service delivery model. Add to this model a legacy of collaborative and consultative initiatives between multiple stakeholders and the results are a program that has worked well and attracted increasing numbers of newcomers to different communities.

According to *Manitoba Immigration Facts*, approximately 30,000 permanent residents have chosen to settle in over 130 regional communities since 1999 (Government of Manitoba, 2014). Even though Winnipeg has always attracted the vast majority of immigrants to the Province, the PNP has contributed to a more diverse regional distribution of newcomers, lending significantly to community economic development and population growth in places that had been depopulating.

Figure 5 illustrates that over the years, the majority of permanent residents to Manitoba have arrived in Winnipeg. However, since the implementation of the PNP, Winnipeg's total share of immigrants became less while the number arriving in other communities grew steadily until 2011.

Figure 5: Permanent residents to Manitoba by community destination



Data source: Government of Manitoba, 2014.

As Figure 4 illustrates, 11.1% of all permanent residents to the Province of Manitoba are refugees. In 2013, 1,457 refugees arrived to the province; 26.4% were government-assisted refugees and 67.2% were privately-sponsored refugees. In comparison, Manitoba settled 7% of Canada's total government-assisted refugees and 15% of Canada's total privately-sponsored refugees. Of the government-assisted refugees arriving to Manitoba in 2013, 46% came from Uganda, Kenya, Somalia, and South Africa. Of the privately-sponsored refugees arriving in 2013, 73% came from Eritrea, Somalia, and Ethiopia (Government of Manitoba, 2014). The majority of refugees to Manitoba settle in Winnipeg (Carter, 2009).

3.2.1. Temporary Residents

In addition to a vibrant flow of permanent residents into the province, Manitoba also attracts temporary foreign workers and international students. According to *Manitoba Immigrant Facts*, there has been a consistent increase in international student flows over recent years, with the

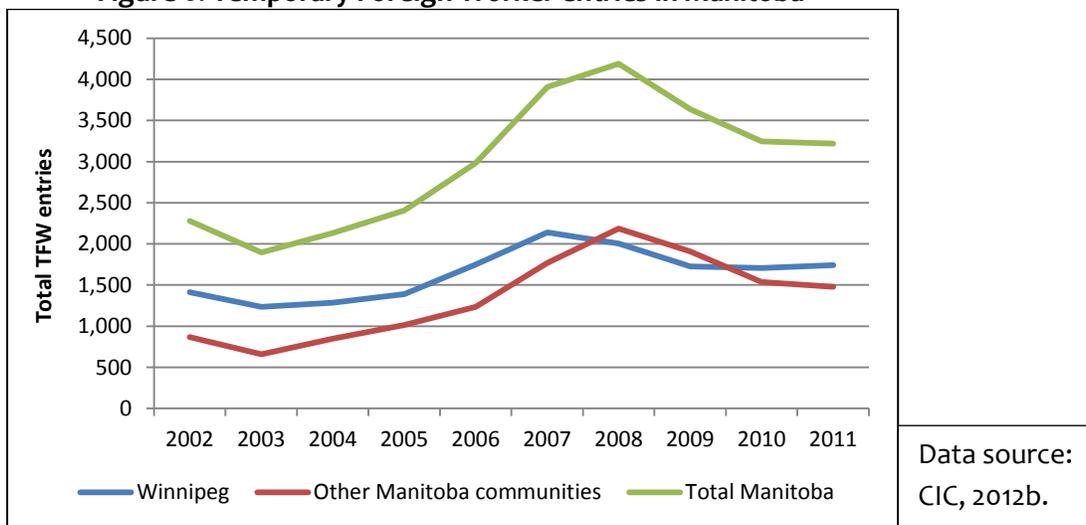
majority of students enrolling in educational institutions in Winnipeg (81%). The top source country for international students is China (30%), followed by Nigeria (7%), India (6%), and the Republic of Korea (6%) (Government of Manitoba, 2014).

Temporary foreign workers have been a central part of Manitoba's immigration landscape for over a decade. Arriving to address labour shortages in specific sectors, temporary foreign workers contribute to both economic and community development as they work in a myriad of sectors and participate in society. As will be discussed in a later section, temporary foreign workers (along with international students) are not eligible for government-funded settlement services, leading to concern for their well-being (see Hennebry, 2010 for further details about the difficulties faced by temporary foreign workers in Canada).

The province is often viewed as a best practice model for its inclusion of temporary foreign workers in both protective legislation and permanent residency options. The *Worker Recruitment and Protection Act*, which was implemented in 2009, represented the first piece of legislation in Canada that strictly monitors and regulates the recruitment of temporary foreign workers. It also put in place protections that would guard against unscrupulous recruiters and employers. Additionally, the provincial government allows temporary foreign workers of all skill levels to apply to the PNP, provided they receive a nomination from their employers, have been employed in the province for over six months, and meet language requirements. Other provinces do allow transitions to permanent residency through their PNP, but it is often limited by skill level or by maximum caps.

In 2013, Manitoba had 3,980 temporary foreign worker entries (Government of Manitoba, 2014). The majority of the temporary foreign workers arrive to work in Winnipeg (see Figure 6 below), but large numbers coming to communities such as Brandon have dramatically changed the demographics of Manitoba's regions. Across Canada, the Temporary Foreign Worker Program has become an increasingly common tool used by employers to address labour shortages, with temporary foreign worker arrivals sometimes surpassing permanent economic immigrant arrivals.

Figure 6: Temporary Foreign Worker entries in Manitoba³



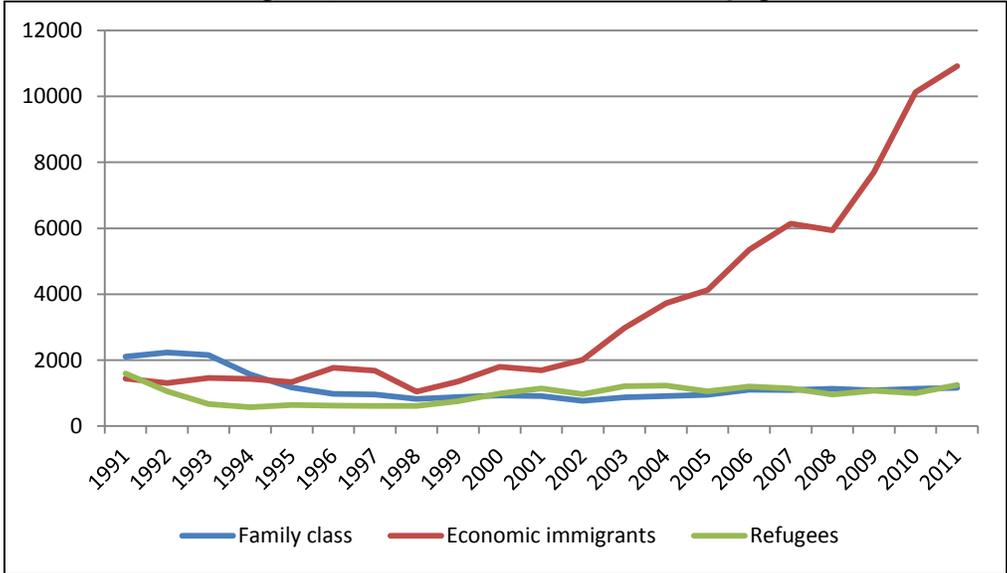
³ The 2011 CIC Facts and Figures data was used for this graph because reporting on temporary resident entries has changed dramatically since then. It is difficult to compare data longitudinally with the new reporting parameters.

3.3. Immigration and Ethno-cultural Diversity

Within Canada, Winnipeg only attracts a small fraction of all immigrants to the country. While it may not attract a large share of immigrants to Canada, it does attract the disproportionate share of newcomers to Manitoba. Almost 85% of all immigrants to Manitoba land in Winnipeg. According *Manitoba Immigration Facts*, Winnipeg received 11,073 permanent residents in 2013, down from a peak of 13,339 in 2011 (Government of Manitoba, 2014). The 2011 National Household Survey found that 21.9% of Winnipeg's total population identified as immigrants⁴. Almost one-third (31.5%) of Winnipeg's immigrant population had arrived within the past five years (between 2006 and 2011) and are therefore considered to be recent arrivals. This population is also quite young; nearly two-thirds are between the ages of 15 and 44 (Statistics Canada, 2013).

The majority of newcomers to Winnipeg arrive as economic immigrants, primarily through the PNP. Of all immigrants arriving to Winnipeg in 2011, 81.5% are economic immigrants and 76.2% are provincial nominees. Refugee arrivals account for 9.3% of all immigrants to Winnipeg and 8.7% arrive through the family class. Figure 7 illustrates the significant increase in economic immigrants to Winnipeg since 1991, which corresponds with the Province's active promotion of its PNP that began in 1998. For more detailed information on permanent residents, temporary foreign workers, and international students to Winnipeg see Appendix A.

Figure 7: Permanent residents to Winnipeg

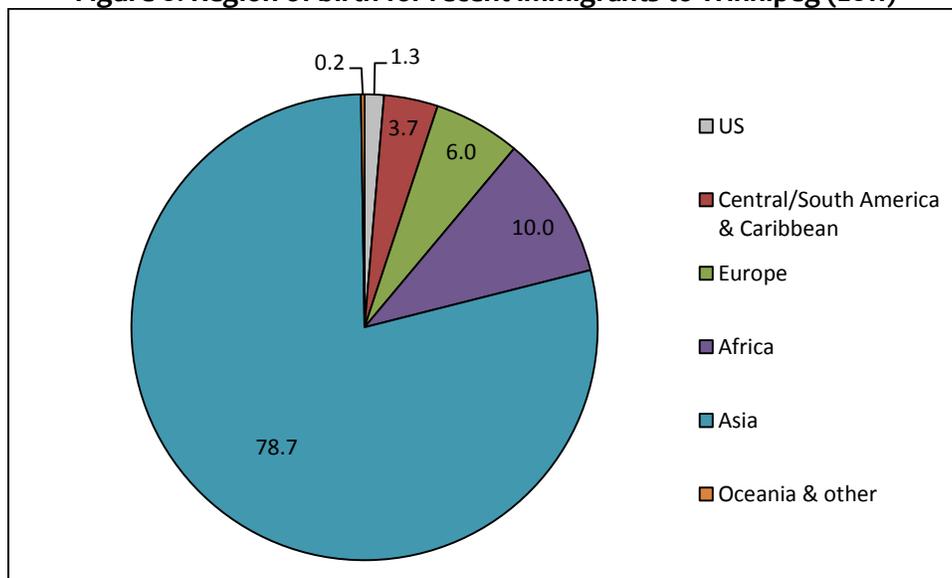


Data source: CIC, 2012b.

⁴ The National Household Survey defines immigrants as "a person who is or has ever been a landed immigrant/permanent resident. This person has been granted the right to live in Canada permanently by immigration authorities. Some immigrants have resided in Canada for a number of years, while others have arrived recently. Some immigrants are Canadian citizens, while others are not. Most immigrants are born outside Canada, but a small number are born in Canada. In the 2011 National Household Survey, "immigrants" includes immigrants who landed in Canada prior to May 10, 2011" (Statistics Canada, 2013).

Winnipeg is an ethnically and culturally diverse city. With the largest Aboriginal population of any other Canadian city, about 11% (72,335) of Winnipeg's total population identified as Aboriginal (First Nations, Inuit, Métis, multiple identities, or other Aboriginal identities) in 2011. The majority of Winnipeg's residents identified their ethnic origin as either "other North American" (113,485) or "European" (458,075). Recent immigrant arrivals contribute to the city's diversity, as newcomers arrive from all over the world. The number one source country is the Philippines, which is also the top source country of all recent immigrants to Manitoba. See Figure 8 for aggregate details on recent immigrants' region of birth. Just over 21% of the population identified as "visible minority"⁵; of those, 40.5% identified as Filipino⁶ and 16.5% identified as South Asian. The most common non-official languages spoken in the city are Tagalog, German, and Spanish. Over 27% of Winnipeg's population speaks at least one non-official language (Statistics Canada, 2013).

Figure 8: Region of birth for recent immigrants to Winnipeg (2011)



Data source: Statistics Canada, 2013.

⁵ The National Household Survey uses a definition of "visible minority" from the *Employment Equity Act*. "Visible minority" is defined as "persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour" (Statistics Canada, 2013)

⁶ 8.7% of Winnipeg's total 2011 population identify as Filipino (Statistics Canada, 2013).

4. Considerations for Settlement and Integration

There is considerable debate around the definitions of 'settlement' and 'integration'. These terms, which are so essential to immigration policy and programming, are often used, but agreement on what constitutes them is rarely achieved. Part of the challenge in seeking consensus on what is meant by settlement and integration is that these processes can and do mean different things in different contexts, to different people, and in different times. That being said, organizations working with immigrants and refugees on settlement and integration should have a general understanding of these and a consensus on what defines success in settlement and integration.

Settlement and integration are not the same, and one does not necessarily lead to the other. However, both refer to how immigrants and refugees become a part of and fit into their new society and community (Castles & Miller, 2009). Immigrants and refugees must achieve certain things and meet specific needs as they establish a new life in a new country, which is all part of the settlement and integration process. Beyond the actions of individual immigrants, though, settlement and integration involves action on the part of governments and local organizations. Immigrants and refugees cannot successfully settle or integrate without the direct involvement, assistance, and participation of local actors. Integration is a two-way process that necessarily involves the commitment and participation of both newcomers and the receiving community (Wong & Poisson, 2008).

According to the Canadian Council for Refugees (1998), settlement is defined as a process where "newcomers make the basic adjustments to life in a new country, including finding somewhere to live, beginning to learn the local language, getting a job, and learning to find their way around an unfamiliar society" (n.p). Settlement occurs on a continuum and adaptation is an important component of the settlement process. Adding to this, CIC (2014a) defines settlement as the short-term process of adaptation undertaken by newcomers over a period of three to five years after arrival, which is funded and supported by the Government of Canada.

Integration is the ideal outcome of successful settlement and involves immigrants' and refugees' full engagement in the social, political, cultural, and economic arenas of Canada. The Canadian Council for Refugees (1998) explain that integration involves "the longer term process through which newcomers become full and equal participants in all the various dimensions of society" (n.p). Therefore, settlement is understood as the processes immigrants and refugees undertake shortly after arrival, while integration is a longer project that occurs once immediate needs and adjustments are achieved. Both processes are complex and multifaceted, with the experience and outcomes being different for every individual.

Ager and Strang (2008) develop a conceptual framework that is a useful starting point for identifying the components of successful integration. They avoid pinpointing a specific definition of the concept and instead provide general, interrelated domains in which to view the integration process. The domains cover the following broad areas of integration that immigrants encounter and experience. The list is taken directly from the article (p. 184-185):

- achievement and access across employment sectors, housing, education and health
- assumptions and practice regarding citizenship and rights
- processes of social connection within and between groups in the community

- barriers to social connection, resulting from a lack of linguistic and cultural competences and from fear and instability.

The authors argue that policy must consider each of these areas as they seek to foster success in immigrant and refugee integration. This approach broadens a framework for understanding integration beyond the commonly focused on the areas of labour market and economic integration and conceptualizes the process as one that involves interrelated factors. This framework also highlights the need to consider and address the barriers that may hinder the integration process (Wang & Poisson, 2008).

In addition to a lack of consensus on settlement and integration definitions, there are few agreed upon indicators of these processes. How do we measure success in settlement and/or integration? The difficulties in obtaining answers to such a question or finding indicators that help to measure outcomes of either process stems from the fact that successful settlement or integration is quite subjective, in fact. Success will be different for service providers and immigrants. It will also be different for refugees. Often, participation in the labour market and immigrants' earnings are compared to that of the Canadian-born population in an effort to measure successful integration. If immigrants' earnings and employment fail to align with the Canadian-born population, then successful integration is considered to not have occurred. This measure, however, blurs the myriad dimensions of integration, ignoring social and cultural factors and reducing one's experiences to labour market outcomes. The settlement and integration process is far too complex and nuanced to reduce to labour market measures.

How, then, can we understand, in a broader sense, the settlement and integration experiences of newcomers to Canada? Many studies use qualitative research methods to interview newcomers, service providers, and policymakers about settlement and integration experiences. Such methods allow for an in-depth understanding of local and regional challenges, but lack the ability to provide generalizable data. There are a few major datasets that provide statistical insight into the settlement experience by surveying immigrants and refugees in Canada. The *Longitudinal Survey of Immigrants to Canada* (LSIC) gathered information on immigrants' experiences in Canada during their first four years and expands upon demographic data gathered through the *Census* and the *Immigration Data Base* (IMDB). LSIC surveyed just over 12,000 immigrants arriving between October 2000 and September 2001. After the initial survey, the same immigrants were surveyed three other times (attrition was a problem and the total number of surveyed individuals diminished in each wave). The survey data is becoming quite dated, but it provides the only large scale longitudinal data on immigrants and their experiences with such areas as foreign qualification recognition, education, employment, and settlement.

In 2012, CIC conducted the *Pan-Canadian Settlement Survey*, which provides data on the settlement experiences of newcomers at a national and local level. The survey specifically includes variables on the settlement service use of newcomers and explores their satisfaction with accessing services. Two other settlement service use survey projects - the *Alberta Settlement Outcomes Survey* and the *Western Canada Settlement Survey* (WCSS) - provide similar information, but at a regional level. In particular, the WCSS surveyed over 2,900 immigrant and refugees across the Western Provinces between April and May 2013 (*Immigration Research West's website*, Wilkinson & Bucklaschuk, 2014).

4.1. Settlement Needs

Research has consistently found that immigrants require the most settlement support during the first few years after they move to Canada (Xue, 2007). Immigrants become more settled and integrated the longer they are in Canada as they find work, obtain housing, establish social networks, and access educational and training opportunities. That being said, the settlement process does not neatly come to an end within a specified period of time. It should be viewed as a long-term experience, lasting as long as ten years after arriving in Canada (Cappe, 2011).

Settlement needs are diverse and differ amongst immigration classes. Despite the diversity in needs, SPOs generally prioritize providing services to newcomers in the areas of employment, information and orientation, housing, health care, and language training. In research on African newcomers and settlement service providers, George (2002) found that the main settlement requirements were “affordable housing, employment, language training, information on available services, orientation to Canadian life, family counselling and community connections” (p.473). Such survival-based needs are immediate in nature and, unsurprisingly, are of utmost concern to newcomers during the earliest stages of settlement. The ability of newcomers to meet these needs is influenced by an array of factors, including financial resources, pre-arrival information, and support networks (Stewart, et al., 2008). In a preliminary report on data gathered in Western Canada, Wilkinson and Bucklaschuk (2014) found that the most important thing newcomers need to feel settled is the knowledge that their family will do well, followed by having a good place to live. Carter and colleagues (2009b) found that amongst provincial nominees in Manitoba, the most common settlement needs were orientation, language training, help with banking, assistance finding housing, and employment assistance.

The needs of newcomers throughout the settlement process are intertwined, and even though specific areas can be identified, each influences the other. For example, not having social supports will negatively influence health outcomes (Simich, et. al., 2005). As such, settlement and integration must be viewed as holistic, long-term processes. The challenges that newcomers face while meeting their settlement needs are highlighted in the following section on barriers to settlement and integration.

4.2. The Role of Immigration Categories

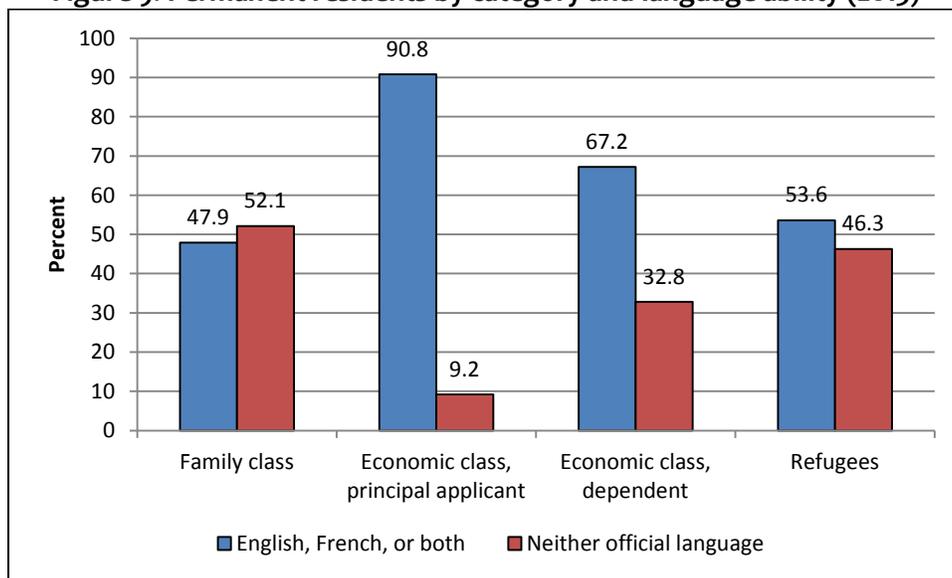
Immigrants are a heterogeneous group, coming from diverse social, cultural, political, and economic backgrounds. Subsequently, there is no simple prescriptive way to address the settlement and integration needs of all immigrants. All newcomers do not have the same settlement needs and will not access services in the same manner. Characteristics such as country of birth, gender, age, education, and language are just some of the factors that can influence immigrants' settlement needs and their integration experiences.

Immigrants to Canada enter through three main categories. Each of these categories involve different prerequisites therefore contributing to different immigrant characteristics and settlement needs.

- Economic immigrants, which is the largest category, includes principal applicants and dependents in sub-categories such as skilled workers, Canadian Experience Class (CEC), provincial nominees, live-in caregivers, and others.
- Family class immigrants constitute the second largest category and includes spouses, dependent children, parents, and grandparents.
- The third main category is refugees, which is comprised of refugees who have landed in Canada, government-assisted refugees, privately sponsored refugees, or refugee dependents.

Employment arrangements, require financial resources, skill and language levels, and social networks will differ considerably amongst all immigration categories. For example, immigrants arriving through the family class enter into an established social network of family members while refugees may arrive alone without knowing anyone in Canada. Economic immigrants and especially those entering as provincial nominees or through the CEC will already have employment options and networks while family class immigrants may not. For an example of how language levels differ amongst the three main categories, see Figure 9 below. When the language abilities differ so much between immigrant classes, it is not surprising that this variable also influences the settlement and integration processes.

Figure 9: Permanent residents by category and language ability (2013)



Data source: CIC, 2014b.

Many studies have found that refugees face more settlement challenges and require more initial supports than other immigrants (Carter, 2009). Often coming from areas of profound instability and conflict, refugees face a number of physical and mental health challenges and have extremely limited financial resources (Magoon, 2005). Migration is not something that refugees have much time to plan for, so their move is often sudden, jarring, and traumatic. They leave their homes with few possessions and require extensive assistance as they establish themselves in Canada. Often, refugees face difficulties in meeting immediate needs because they lack financial resources

and many do not have the necessary supporting documentation to find work or financial aid. Arriving to a new country without financial resources can greatly hinder ones' ability to address immediate, short-term needs. For these reasons, it is important to recognize that refugees warrant special consideration in moving toward a more inclusive and welcoming community⁷.

In recent years, Canada has welcomed record numbers of temporary residents. Entries of temporary residents have, at times, outpaced those of permanent residents, leading to concern that Canada is shifting away from immigration policies that encourage permanent settlement. While the debate and continually evolving nature of temporary migration to Canada is beyond the scope of this review, it is worthwhile noting that temporary foreign workers and international students also bring with them unique settlement needs. Temporary migrants are not eligible to receive settlement services from federally funded service providers for as long as their status remains temporary. Once deemed to be temporary, migrants in some streams of the Temporary Foreign Worker Program and eligible international students, can access opportunities to transition into permanent residency, raising concern for both their short- and long-term settlement needs (see Hennebry, 2010 for more details).

4.3. Role of Ethnicity

Immigrants to Canada are ethnically and culturally diverse, which has implications for settlement and integration. As demonstrated above, immigrants bring with them diverse mother tongues and various capacities in Canada's official languages. In addition, they bring diverse religious and cultural practices that may affect their social participation, inclusion, and ability to adapt to Canadian society. Furthermore, since the 1960s, immigrants to Canada increasingly come from non-European countries and therefore are characterized by more of an ethno-racial diversity (Reitz & Bannerjee, 2007).

Many studies have found a relationship between visibly minority status and various integration indicators in Canada (Reitz & Bannerjee, 2007)⁸. Visible minorities are, in general, more likely to live in poverty and have lower household incomes than those in European ethnic groups. In their study of 2001 Census data, Reitz and Bannerjee (2007) found that the poverty rate for racial minorities in Canada approximately doubled that of the rest of the population. One of the reasons for such poor earnings is that racial minority immigrants are more likely to encounter challenges in finding adequate employment because of employers' failure to recognize foreign credentials, systemic discrimination, and other labour market factors (Galabuzi, 2006; Reitz & Bannerjee, 2007). Preston and colleagues (2011) found that visible minority immigrant populations are over twice as likely as white populations to encounter discrimination in the workplace even when gender, education, and fluency in English or French is controlled for. This finding strongly suggests that regardless of gender, education, and ability in either of Canada's official languages, being a member

⁷ Refugees are not a homogenous group and should not be treated as such. Individual circumstances and the path that refugees take to Manitoba influence the resettlement process. Government-assisted refugees will have different settlement experiences than privately-sponsored refugees. Specific details of refugees' resettlement experiences and challenges are detailed in the sections below.

⁸ I acknowledge that there are problems and contentions with the term "visible minority". It is used here because it is still adopted in government surveys and literature to denote characteristics related to ethnicity and/or race.

of a visible minority group influences the extent to which one will encounter discrimination in the workplace.

Considering the immense diversity amongst immigrant and refugee populations in Canada, it is evident that establishing consensus on indicators and definitions of successful settlement and integration is an elusive pursuit. The myriad individual characteristics of the hundreds of thousands of immigrants make proscriptive paths to settlement and integration impossible. Being sensitive and respectful of such diversity while ensuring that individuals have the flexibility and space to define their own needs and paths are pillars of inclusivity and welcoming communities.

5. Barriers to Social Inclusion, Settlement and Integration

The settlement and integration process is not an easy one, requiring much time and energy on the part of newcomers. This process may be hampered and further complicated by a number of structural and systemic barriers such as racism and/or discrimination, language, lack of social networks, and labour market integration difficulties, including foreign qualification recognition and finding suitable employment (George, 2002; Magoon, 2005). Barriers will differ depending on the individual characteristics of newcomers and the location in which they are settling. For example, newcomers to a city such as Toronto may face fewer challenges establishing a social network than those arriving to a small city. However, in a large city newcomers may have more difficulty negotiating the labour market and quickly finding a suitable job.

The list of barriers discussed here are by no means comprehensive and there are many other social, economic, and cultural barriers that could hinder the settlement and integration process. There is also overlap between this section and the following one, which discusses factors that may limit newcomers' ability to access settlement service supports. The barriers discussed here primarily focus on the factors that can interfere with social inclusion and the settlement/integration process, rather than what prevents individuals from accessing services (however, the two are often inextricable).

5.1. Racism & Discrimination

After being given the moniker of "Canada's Most Racist City" by *MacLean's* magazine in January 2015, racism and discrimination in Winnipeg became a major public conversation. The article's focus is on the ways Aboriginal people in the city are treated, resulting in profound marginalization. On a near daily basis Aboriginal people in Winnipeg experience explicit and systemic discrimination as they are socially excluded, victimized, and criminalized. Winnipeg, and the rest of Canada for that matter, can no longer ignore racism and hide it under the umbrella of multiculturalism. People face very real challenges as they negotiate systemic racism and discrimination that limits their ability to fully participate and be included in society. While the magazine article focused on the mistreatment of the city's Aboriginal population, one cannot ignore the potential implications for immigrants and refugees.

Discrimination is defined by Edge and Newbold (2013) as "any judgments and actions that create and reinforce oppressive conditions that marginalize, and/or restrain the lives of those being discriminated against. Discrimination can be based on race, language, religion, country of origin

and/or other characteristics" (p. 141). Encountering racism and discrimination can negatively impact all spheres of life for individuals and families. It affects immigrants' and refugees' ability to settle and integrate into society as they may encounter discrimination in finding employment, accessing settlement service support, or obtaining health care (Edge & Newbold, 2013; Stewart, et al. 2008).

Ideally, no one in society should experience racism and/or discrimination. However, the ideal is not the case. Carter and colleagues (2009b) found that newcomers arriving through the PNP who identified as visible minorities in Winnipeg experience more discrimination than those living outside of the city. Carter (2009) also found that one-third of the privately sponsored refugees he interviewed had experienced discrimination or harassment in a variety of settings, while three-quarters felt that they were always treated equally to Canadians when accessing services. In a study on immigrants living in Western Canada, Wilkinson and Bucklaschuk's (2014) preliminary results indicate that 69% of survey respondents report never having experienced discrimination or been treated unfairly because they are an immigrant. Even though that percentage is quite high, it is disappointing that nearly 7% of respondents report that they always (or very often) encounter discrimination. There are differences in who experiences such negative treatment, with refugees being most likely to report that they always (or very often) experience discrimination or unfair treatment (10.2%). Newcomers arriving through the family class are least likely to experience such treatment. A necessary step in ensuring the successful settlement and full integration of all newcomers is to eradicate racism and discrimination, giving immigrants and refugees equal opportunities and full inclusion in society.

5.2. Language

Language difficulties are commonly cited as barriers to settlement since language incapacity limits the ways in which interaction and communication takes place, hindering how needs are understood and represented (Stewart, et al., 2008). Indeed, language mediates nearly every part of the settlement and integration process. Obtaining employment is often hindered by language barriers since many workplaces lack the capacity to engage and function in multiple languages (Derwing & Waugh, 2012). In fact, research has shown that immigrants with lower levels of language proficiency (levels 1 and 2) earn lower hourly wages and have higher levels of unemployment than those with higher language levels (Kelly, et al., 2010). In addition, language also limits social integration and participation. For example, immigrants and refugees may be reluctant to access supports through formal institutions if they are unable to engage in the language they are most comfortable using. While language learning supports are essential components of most settlement service programs, newcomers with the lowest levels of language proficiency have been found to be the least likely to use such services (Kelly, et al., 2010). The inability to communicate in either English or French has wide ranging implications and impacts the extent to which newcomers can fully participate in Canadian society.

5.3. Housing

For immigrants and refugees, finding suitable housing is one of the first and most essential tasks needed to immediately settle in a new place (Carter, Polevychok, & Osborne, 2009a; Lo, et al., 2010). The inability to find housing negatively influences newcomers' ability to find work, establish

security, and live healthy lives. Finding housing is primarily related to affordability, but challenges can also be related to a lack of employment, low English language levels, education, and immigration status (Shier, et al., 2014). Obtaining affordable and suitable housing in Canada's cities is becoming increasingly difficult for many as prices soar and available stock does not keep up with demand. Since affordability is paramount for newly arrived immigrants and refugees, obtaining housing is made all the more difficult as they seek employment and function on limited financial resources.

Housing challenges persist in all major cities in Canada and Winnipeg is no exception. Even though housing in Winnipeg is cheaper than many other major cities, availability is quite low and people struggle to secure appropriate living situations. In particular, refugees face numerable challenges obtaining housing upon arrival as they struggle to find employment and consistently earn less than the general population (Carter, et al., 2009a). When they do obtain housing there may be issues with over-crowding and safety. In Winnipeg, many refugees settle in inner city neighbourhoods that experience high rates of crime and poverty because they cannot afford to live elsewhere. Furthermore, in such neighbourhoods, refugees must compete with other marginalized groups (i.e. Aboriginals moving from reserves) for housing, putting strain on the availability of affordable accommodations (Carter & Osborne, 2009). According to Carter and Osborne's (2009) study, there are high rates of mobility amongst the refugee population as they search for affordable housing in safer areas, preferably not in the inner city. A positive finding from their study is that housing challenges for refugees in Winnipeg do ease over time in Canada.

5.4. Lack of Social Networks

Essential to the well-being of newcomers is involvement and inclusion in a community. Much research has found that without engagement in a community, individuals face greater social and economic challenges (Lai & Hynie, 2010). Recent immigrants often struggle to establish social networks and relationships in their new home because of language and cultural barriers, and social isolation. Having limited social networks exacerbates the barriers that immigrants encounter in accessing formal settlement services and finding employment, further hindering the integration process (Stewart, et. al., 2008). As they negotiate the settlement process, immigrants and refugees require much informal assistance and there are many social needs that can only be met through culturally-appropriate social support systems.

5.5. Employment & Economic Factors

Significant research has demonstrated that immigrants to Canada are not doing as well in their new society as they may have hoped. On a number of economic indicators, immigrants are not catching up to Canadian born counterparts within ten-years after arriving (Cappe, 2011; Kelly, et al., 2010; Picot & Sweetman, 2012). Immigrants experience higher unemployment and underemployment rates than the Canadian-born and poverty levels for all immigrants are increasing, despite immigrants' high levels of educations (Kukushkin & Watt, 2009; Omidvar & Richmond, 2005). Even when considering groups with similar education levels, immigrants continue to earn less than similarly educated Canadian workers, particularly amongst males (Picot & Sweetman, 2012). This trend of disproportionate earnings has occurred for cohorts of immigrants arriving since the 1990s and there is little consensus on the explanations for its occurrence. These trends are of great

concern since they demonstrate that regardless of Canada's stringent emphasis on skills and education in the immigrant selection process, newcomers are not successfully participating in the labour force.

Part of the explanation for lower earnings is the mismatch between immigrants' education level and their current employment (Bucklaschuk & Wilkinson, 2011). Being unable to find jobs in their field of expertise is one of the most commonly reported frustrations faced by immigrants in Canada. Indeed, the recognition of previous work experience, training, and education continues to be of great concern as it is a significant barrier to employment and earnings. Oftentimes, the lack of credential recognition results in highly skilled immigrants taking jobs that rank well below their skill level so as to avoid unemployment (Galarneau & Morissette, 2008). The source of such challenges is complex and diverse. Some research has attributed the difficulties with foreign qualification recognition to systemic discrimination toward foreign education, based on the extent to which employers anticipate language barriers and/or espouse outright racism (Oreopoulos, 2011). Other studies have looked at the role that immigration class plays, finding that refugees are most likely to face challenges in having their credentials recognized because they may lack the required documentation or they do not have the financial resources to engage in the credential recognition process (Ager & Strang, 2008; Carter, 2009; Zikic, et al., 2010).

In a report on LSIC data, Xue (2007) found that immigrants to the prairie provinces encounter fewer challenges in participating in the labour market than immigrants to any other province. While this finding is positive, immigrants and refugees in the region still encounter frustrations and difficulties. Immigrants and refugees in Winnipeg become frustrated when they come to Canada and realize that employers or educational institutions do not acknowledge their previous education and training (Magro & Ghorayshi, 2011). In a study by Carter and colleagues (2009b), provincial nominees cited foreign qualification recognition and a lack of Canadian work experience as the primary barriers to finding work, even though they are admitted based upon their anticipated contributions to specific labour market needs. Furthermore, the study found that newcomers are very frustrated with the lack of information they have received around foreign qualification recognition, both pre- and post-arrival. Newcomers wish for a more realistic presentation of the challenges they will face when having their previous training, skills, education, and work experience recognized in the Manitoban labour market.

6. Accessing Settlement Service Supports

Despite the benefits of accessing social supports, newcomers are not accessing settlement services at high rates. It has been estimated that approximately one-third of immigrants' access settlement services (Lo, et al., 2010; Wilkinson & Bucklaschuk, 2014). Regional differences in service usage do occur. A preliminary report by Wilkinson and Bucklaschuk (2014) on the settlement experiences of immigrants and refugees in Western Canada, found that immigrants in Winnipeg are more likely to use services than in any other urban area in the region; 42.3% of those immigrants and refugees surveyed in Winnipeg have used settlement services from a formal organization. Amongst principal applicant provincial nominees, though, Carter and colleagues (2009b) found very different results; nearly all reported accessing some form of settlement assistance such as orientation

information. The discrepancy here could be related to how the survey questions are asked, with Carter and colleagues (2009b) possibly asking a broader question on receiving settlement assistance that is inclusive of informal supports, which would include family and friends. In fact, when considering the different sources of assistance, Carter and colleagues (2009b) found that 52% of respondents accessed assistance through an agency. Also focusing on Winnipeg, Magoon (2005) found that immigrants and refugees access health care services at much lower rates than the citizen population.

Service provider organizations (SPOs) and other stakeholders will debate such low rates of service use, but the finding has been closely replicated in multiple studies. It is possible that one-third is an underestimate, based on misinformation, reporting issues, and misunderstanding, but, nevertheless this number at least gives an indication of the rate at which newcomers access settlement services. We can conclude from these estimates that not all newcomers access settlement services, in fact, not even the majority of immigrants and refugees access the services that are available to them. Such low rates of service use could hinder successful settlement and integration since newcomers are not using an array of professionally developed supports and linking with the opportunities provided by SPOs.

Often, the explanation for such low rates of service use is directly linked to the barriers that are discussed in the preceding section. However, accessing formal settlement services can also be linked to a lack of awareness of services, the inability to physically get to service organizations, and the tendency of immigrants to go to social networks (friends and family) for assistance (Guo, 2006; Lai & Hynie, 2010; Lo, et al., 2010; Simich, et al., 2005). In the last instance, newcomers still receive information and supports, but they are doing so through informal sources. Increasingly, eligibility requirements are causing challenges for newcomers and settlement service providers as ineligibility limits the extent to which all immigrants and refugees can access the social service supports they require. Additionally, many newcomers also face information gaps and may not be aware of the services that are available in their community. Lastly, SPOs face significant challenges as they are chronically underfunded and stretched beyond their organizational capacity, threatening their ability to effectively meet the needs of those who are accessing their services.

6.1. Ineligibility

A challenge currently plaguing settlement service providers and newcomers is the issue of eligibility for services. Only newcomers with a permanent residency card or documentation proving that it is on the way are eligible to receive settlement services from government-funded settlement service provider organizations. Temporary residents, international students, and immigrants who have become citizens cannot access settlement services, even though they may need such supports and assistance. Service providers must turn away those who are ineligible or find other funding sources to ensure that those who require services do receive them. In a report of the *Standing Committee on Citizenship and Immigration*, it is noted that settlement service providers have had to find their own resources to provide ineligible clients with the settlement and integration supports they require (Tilson, 2010).

If we accept that integration is a long-term process without easily definable timelines, then there is a very real possibility that an immigrant who receives citizenship after three years of being in

Canada (the minimum length of time) could still require settlement and integration supports. In the early stages of the settlement process, immigrant parents may spend much of their time, efforts, and energy on settling their children and ensuring their basic needs are met. They may accept survival jobs that underutilize their skills and exploit their labour (through overtime hours) in order to earn enough to live. An immigrant who receives citizenship has not necessarily completely integrated or may still need settlement supports (Tilson, 2010). They may still struggle with language and finding suitable employment, for example.

In addition, with increasing pathways for temporary foreign workers and international students to become permanent residents there is concern around the lacuna of supports they receive while holding temporary resident status. A temporary foreign worker could be in Canada for over two years, during which time they are ineligible for settlement service supports and reliant upon social networks and their employer for information and orientation resources. If they become a permanent resident through the Live-In Caregiver Program, the CEC⁹, or through a Provincial Nominee Program they can become eligible for government-funded supports, years after they have arrived in Canada. Such individuals require the same assistance as any immigrant does, but their extended exclusion from settlement service supports may result in marginalization and vulnerability.

As was demonstrated in the recent Manitoba Nunavut Settlement and Integration Summit meeting held in Winnipeg in November 2014, eligibility of clients is a growing concern for SPOs in Manitoba as they are faced with the challenge of turning people away who need services (see the final report from the Summit at; http://www.mirssa.org/my_folders/documents/Manitoba_Nunavut_Settlement_and_Integration_Report_Final.pdf). How to address the settlement needs of ineligible non-permanent immigrants should continue to be a concern for government and service providers into the future since the implications for settlement and integration are vast.

6.2. Lack of Awareness and Information

If one is to access services, they must be aware that such supports exist and where to obtain them. Many newcomers are unaware of available services and information (Caidi & Allard, 2005; Lo., et al., 2010). In their study on the role that information resources play in immigrant settlement, Caidi and Allard (2005) argue that inadequate access to information can lead to social exclusion and marginalization. In addition, those who are socially excluded often face challenges in accessing information. To ensure a welcoming and inclusive community, newcomers must know how and where to get assistance. Such information needs to be accessible and delivered in a culturally sensitive and linguistically appropriate manner so that immigrants do not feel intimidated, overwhelmed, or stigmatized as they seek help. A myriad of orientation and settlement information exists, but the process of accessing such resources may not be simple, straightforward and clear. Many newcomers face challenges navigating the support system and do not know where to go to receive certain services (Simich, et al., 2005). When individuals are overwhelmed with information

⁹Recent changes have been made to these immigration classes and the CEC is now within the Express Entry system.

and choices they may become too intimidated to follow through with their need for assistance and then not access the services they require.

6.3. Public Transportation and Accessibility Challenges

Accessing settlement services from a formal organization can be hampered by physical barriers, inadequate public infrastructure, and time constraints (Cappe, 2011; Lo, et al., 2010). If public transportation is unreliable or non-existent then it may be impossible for a newly arrived individual, presumably without the means to obtain their own transportation, to get from their residence to an organization. Low-income groups, in particular, face challenges using public transportation. Furthermore, an organizations' hours of operation will influence accessibility and may limit working individuals' ability to find time to use resources and seek assistance. In addition, newly arrived immigrants and refugees have much they need to do upon moving to a new country and perhaps obtaining settlement assistance is at the bottom of a long list that includes daunting tasks such as setting up a bank account, finding work, and obtaining suitable housing. If newcomers are overwhelmed, finding the time and energy to access settlement services may only add stress and anxiety.

6.4. Informal Settlement Supports

Social networks are often the primary source of information for newly arrived immigrants and refugees. Wilkinson and Bucklaschuk (2014) found that family and friends are reported as the most common source of settlement information for newly arrived immigrants and refugees. Even though it is positive that newcomers receive settlement information from somewhere, accessing such resources through family and friends has limitations. Social networks and support from family and friends does have limitations in meeting a plethora of settlement needs. For instance, relying on family members for all settlement needs can be burdensome or misleading (Stewart, et al. 2008). Family members may not have the most accurate and current information or they may be unable to address all settlement needs.

6.5. Capacity Issues

The successful delivery of settlement services is highly contingent upon SPOs' organizational capacity and available funding to achieve their goals. Bureaucratic challenges and systemic barriers can limit service providers' abilities to address the settlement support needs of immigrants, affecting the extent to which newcomers feel that such services are worthwhile (Stewart, et al. 2008). Simich and colleagues (2005) identify three structural barriers that limit service providers' ability to adequately address the needs of immigrants and refugees: limited financial resources, lack of integration policies and programs, and narrow organizational mandates. In particular, smaller SPOs face very serious challenges in establishing the capacity necessary to deliver services (Tilson, 2010). Even though smaller organizations may have adequate funding for the population they serve, they may lack the specialized human resources and time to conduct rigorous evaluations and monitoring that can be used to justify funds and measure outcomes (Tilson, 2010). Organizations' ability to

deliver services and secure necessary funding is essential to the settlement process and can greatly impact immigrants and refugees.

Capacity issues extend to those individuals and organizations who sponsor refugees. Carter (2009) studied the resettlement experiences of privately-sponsored refugees (PSRs) in Winnipeg to evaluate their satisfaction with sponsor responsibilities and found that most are satisfied with the support they have received from sponsors. However, 30% of those surveyed encountered problems or complete failure in receiving supports. In some cases, PSRs will have little to no contact or assistance with their sponsor, leading to challenges in finding the resources necessary to resettle in the city. One of the cornerstones of successful resettlement experiences for PSRs in Winnipeg, Carter (2009) suggests, is having support from multiple organizations and people, instead of relying entirely on the sponsor. Ensuring that multiple actors are accountable for PSRs limits those instances where the sponsor lacks the capacity or ability to carry out all of their obligations and responsibilities (for more information on refugees see the section below).

In sum, the barriers that immigrants and refugees encounter during their settlement and integration process hinder the extent to which they can receive the supports and services necessary to fully participate in society. Understanding integration as a two-way process involving both newcomers and the receiving community creates opportunities for communities to become more welcoming through localized strategies and practices that enhance inclusiveness and address systemic barriers.

7. Best Practices and Building Welcoming Communities

Evaluating and determining what may be included as a best practice is challenging since there are few resources stating what constitutes a ‘best’ practice. Bendixsen and de Guchteneire (2003) explain that best practices are innovative, make a difference, have sustainable effects, and are able to be replicated in multiple locations. The authors argue that best practices in international migration provide a useful link between research and policymaking. More specific to immigrant settlement and service provision, the Canadian Council for Refugees' (1998) often cited list of twelve guidelines for best practices in the settlement service sector remains relevant today as it is one of few tools to evaluate best practices in settlement service provision. The guidelines assist organizations and communities to evaluate their strategies and approaches to providing settlement and integration support for newcomers. Details of the guidelines are provided in Appendix B and summarized here as centring on the following principles:

- Accessibility of services
- Inclusiveness and respectful of diversity
- Empowering for clients
- User-defined needs and services
- Holistic approach
- Respectfulness
- Cultural sensitivity
- Ensure newcomers' participation in a welcoming community
- Collaboration

- Accountability
- Promote positive change in newcomers' lives and in society
- Reliability in information exchange

These principles outline the important features of settlement and integration practices, demonstrating the importance of holistic approaches that involve both the individual immigrant or refugee and the community. Best practices in immigrant settlement and integration, then, are those that are innovative and empowering to newcomers as they operate within a community-based framework that seeks to have a positive influence on individuals and communities.

To successfully welcome newcomers, settlement and integration must be viewed as involving two essential actors - immigrants/refugees **and** the receiving community. This is not a process that newcomers experience or can successfully navigate on their own, as it must also involve the adaptation, adjustment and participation of multiple actors in the receiving community. Best practices in immigrant settlement and integration strategies must therefore "**support** new immigrants as they adapt to a different context and **engage** receiving communities in the settlement process of newcomers" (p. 5), as explained by Wong and Poisson (2008). The following discussion of best practices in welcoming newcomers is based upon an understanding of the mutual responsibility of settlement and integration.

After consulting the literature and focusing primarily on pieces that explore immigrant attraction, settlement, and retention strategies in small and mid-sized communities, a number of promising examples for achieving success for newcomers and communities have been found. What is included in this review as best practices - or promising initiatives - increases local capacity, enhances community engagement, and fosters partnerships amongst multiple sectors. These initiatives improve the coordination of and access to immigrant and refugee settlement and integration support services, address labour market integration challenges and improve outcomes, and enhance community awareness and capacity to welcome immigrants and refugees. In some way, they take into consideration the principles listed by the Canadian Council for Refugees and generally demonstrate proactive initiatives in meeting the current and long-term needs of immigrants and refugees.

A number of key thematic areas necessary for achieving a welcoming community have been derived from the literature review (Esses, et al., 2010; Lund & Hira-Friesen, 2013). To successfully welcome, settle, and retain newcomers, communities must engage in the following important areas:

- Foster social inclusion and participation;
- Establish municipal consensus and involvement in immigrant attraction, settlement, and retention strategies;
- Develop language resources;
- Improve accessibility to information;
- Enhance labour market opportunities; and
- Improve health care access and supports.

This list is by no means exhaustive since there are many ways in which communities can work toward becoming more welcoming and addressing the settlement needs of newcomers. The list will

differ depending on the provincial and local context of immigration and it will differ depending upon the nature of a community's existing settlement service support infrastructure¹⁰. Furthermore, these thematic areas are not mutually exclusive and there will be much overlap between them. The areas should be seen as integrated into a general framework for partnership and collaboration on strategies to welcome, settle, and integrate newcomers.

Under each thematic area are examples of initiatives currently operating in Winnipeg, in other Manitoban communities, or throughout Canada. The list is not derived from a comprehensive environment scan so therefore it represents only examples of promising initiatives

To be included in this review, the initiatives must demonstrate a collaborative component whereby partnerships with other organizations and institutions are essential to their development and/or functioning. Many studies have highlighted the importance of community collaboration and multi-stakeholder engagement in successful welcoming community initiatives and settlement service delivery models. All of the examples provided can be assumed to be collaborative in nature, either in their current operations or borne of collaborative endeavours. Generally, they have emerged from identified needs and service gaps within communities and are therefore innovative, proactive, and forward-thinking. In a variety of ways, these examples work toward creating a more inclusive and welcoming community by addressing the needs of newcomers.

Given that Manitoba's immigration and settlement policies and strategies are often identified as exemplary across the country, it is entirely justifiable to look to examples within the province, and within Winnipeg, as best practices. Efforts have been made to provide examples that demonstrate strong partnerships. So, within a province that has, for many years, encouraged community-based collaborative partnerships in immigration plans and priorities, it is common to find Manitoba-based exemplary models of multi-sector partnership initiatives. The integrated model of immigration and settlement service delivery in Manitoba operates in a flexible manner that prioritizes the diverse needs of local communities and takes into consideration the concerns of multiple stakeholders. From the early stages of Manitoba's immigration priority planning, active partnerships were established with a variety of involved actors and this has continued, contributing to a successful settlement service delivery model.

7.1. Social Inclusion and Community Participation

One of the hallmarks of a welcoming community is inclusiveness. Ensuring that newcomers feel - and are - welcomed into the social fabric of a community is one of the most basic steps in ensuring successful settlement, integration, and, ultimately, retention. Social exclusion of newcomers is a grave concern that will hinder settlement and marginalize immigrants and refugees (Omidvar & Richmond, 2005). There are many ways that communities can work toward social inclusion, starting with developing anti-racism and anti-discrimination initiatives, fostering inter-cultural dialogue, and encouraging active ethno-cultural organizations.

¹⁰ For a more comprehensive list on the characteristics of and ways to achieve a welcoming community see Appendices C and D.

Promising Initiative: *The Maple Bamboo Initiative, Vancouver, British Columbia*

The Maple Bamboo Initiative is designed to assist newcomers with civic engagement and participation. It trains volunteers in civic participation to ensure inclusion in public processes, which can be intimidating for newcomers who are unfamiliar with the cultural and social intricacies of public engagement. Volunteers are from the following growing communities in Vancouver: Filipino, Bangladeshi, Chinese, Vietnamese, Korean, African, and Latin American.

Empowerment is a direct outcome of this initiative as it encourages immigrants to engage in their community through such activities as volunteering on boards, writing letters to Members of Parliament, and creating community-based groups. After a training workshop, volunteers are placed in host organizations for a few hours a month to practice what they have learned and gain confidence in public engagement.

The Initiative was launched as a pilot project in 2007 and continues to operate within the *Multicultural Helping House Society*, which is an organization that provides orientation information, referrals for basic settlement services, employment supports, legal assistance, tax information, internet and computer access, and supports for youth and parents for immigrants in Vancouver.

The Maple Bamboo Initiative is driven by community partnerships and involves City representatives, academics, service providers, and non-government organizations. It also requires host organizations that are willing to include volunteers in their operations. The Initiative has benefits for both immigrants and the receiving community. It instils confidence and public engagement skills in immigrants and encourages public institutions (host organizations) to consider the diverse values of ethno-cultural communities as it builds relationships.

7.1.1. Anti-Discrimination and Anti-Racism Initiatives

Discrimination limits immigrants' and refugees' ability to be fully included in society. By recognizing that immigrants and refugees experience discrimination as they settle, find housing, obtain employment, and engage in the community, we as a community can look at ways to address the problem. Acknowledging discrimination and exclusion in a community points remedial action towards a multi-actor process, not confined to the actions of newcomers alone.

Promising Initiative: *Canadian Coalition of Municipalities Against Racism and Discrimination*

The CCMARD is part of the *United Nations Educational, Scientific, and Cultural Organization* (UNESCO) *International Coalition* that shares experiences of and information on policies that fight racism and discrimination. It focuses on developing partnerships with all levels of government, civil society organizations, and other community partners to increase awareness and promotion of human rights while fostering social inclusion. Municipalities sign on to the Initiative and put into place action plans that follow the ten central principles of the CCMARD and strive to combat racism and discrimination. A toolkit designed by the organization is used to guide municipalities as they implement their action plans.

Currently the CCMARD has well over a dozen partners, including human right organizations, universities, municipality organizations, all levels of government, and many other local stakeholders. There are 62 municipalities in ten provinces and one territory that have signed onto the CCMARD.

For a list of best practices regarding anti-racism and anti-discrimination initiatives in municipalities that have signed onto the CCMARD see the following document:
<http://unesco.ca/~media/unesco/sciences%20sociale/section%208%20ccmard%20toolkit%20web-en1.pdf?mw=1382>

The City of Winnipeg joined the CCMARD in 2007 through the *Citizens Equity Committee*. Now the *Winnipeg Coalition of Municipalities Against Racism and Discrimination* is a working group that reports directly to the *Citizens Equity Committee* as it strives to eliminate racism and discrimination while promoting human rights through shared responsibility amongst all levels of government, community agencies, and other stakeholders.

7.1.2. Intercultural Dialogue & Communication

Despite Canada's official multiculturalism policies, racism, discrimination, and exclusion along ethnic and racial lines continue. In light of this, Ghorayshi (2010) suggests we shift toward thinking about interculturalism, rather than multiculturalism, as a way to conceptualize the necessary cross-cultural dialogue that is required to bridge differences and enhance understanding. Focusing on instances of intercultural dialogue in Winnipeg, Ghorayshi is concerned with the implications of misunderstandings and conflicts between newcomer and Aboriginal populations in Winnipeg's inner city neighbourhoods, suggesting that policies are needed to encourage communication and promote social inclusion. In their study of the adult education experiences of immigrants and refugees in Winnipeg, Magro and Ghorayshi (2011) found that storytelling in adult learning classrooms can be used to bridge cultural divides, empowering students and fostering intercultural dialogue. There is great potential in enhancing and encouraging intercultural communication as a way to make communities, neighbourhoods, and cities more welcoming and inclusive.

Promising Initiative 1: Ka Ni Kanichihk Inc., Winnipeg

Ka Ni Kanichihk Inc. is an Aboriginal organization in Winnipeg that supports the integration needs of indigenous families and which strives to foster intercultural conversations and understanding between Aboriginals and immigrants. Gyepi-Garbrah, Walker, and Garcea (2014) explain that the organization's goals are to build awareness and cultural exchange between Aboriginals and newcomers to Winnipeg through their United Against Racism and Aboriginal Youth Circle initiatives. The organization collaborates with a number of immigrant settlement organizations and other community organizations to establish intercultural relationships and conversation. Since Aboriginal, visible minority, immigrant, and refugee populations are likely to live in proximity to one another in inner city neighbourhoods in Winnipeg, there is a need to address potential misunderstandings between such groups and encourage cross-cultural interactions. Reception for Ka Ni Kanichihk's initiatives in inner city

neighbourhoods has been positive as it has bridged social distance between newcomer and Aboriginal groups.

Promising Initiative 2: *Intercultural Association of Greater Victoria , Victoria, BC*

The ICA is a rich and diverse organization that fosters cross-cultural understanding through various community-based initiatives. It leads a community partnership network of over 150 local agencies, businesses, and institutions that strive to build a welcoming and inclusive community in Victoria. They also host an immigrant welcome centre and provide employment assistance for newcomers. Their mandate is to establish cross-cultural connections, support newcomers build a welcoming and inclusive community, and engage local organizations through community partnerships.

A noteworthy and creative initiative of the ICA is their Intercultural Arts program. The central purpose of the program is to encourage participants to learn through innovative artistic expression. It hosts a number of events that are built on partnerships with other community organizations and institutions in Victoria. For example, the initiative has put on a series of shadow theatre performances for immigrant seniors, which involves the participation of Chinese cultural associations and community recreation centres. They also have conducted theatre performances, in partnership with the Greater Victoria Public Library, that depict stories of immigrants' experiences, detailing their challenges as they settle in a new country.

Through their Intercultural Arts program, the ICA continues their commitment to building on community partnerships and foster intercultural dialogue. Immigrants' direct participation in the nature of such performances strengths cross-cultural understandings and empowers newcomers. The ICA is an exemplary model of an integrated and holistic organization that assists newcomers in many ways. In addition to meeting many of the typical settlement needs of immigrants, ICA goes beyond being a settlement service organization by engaging in inter-cultural communication and dialogue. The Intercultural Arts program represents an innovative approach to building cross-cultural understanding.

For more information see: <http://www.icavictoria.org/arts>

7.1.3. Ethno-cultural Organizations

One of the many ways to encourage newcomers to participate in society is to ensure vibrant and active ethno-cultural organizations. Such organizations are a source of cultural celebration and can help newcomers diversify their social networks through new connections and relationships. In addition, ethno-cultural organizations can bridge gaps in social supports and service provision as they help ease settlement and integration challenges both in the short- and long-term.

Newcomers need culturally-appropriate support services and the lack thereof can be a barrier to settlement and integration (Stewart, et al., 2008). Guo (2006) argues that mainstream social support organizations are not meeting the needs of ethnic minority populations. There is a need for ethno-racial and ethno-cultural organizations in the landscape of social support services as they bridge gaps that exist for diverse newcomers. Ethno-cultural organizations act as interlocutors during the early settlement period, providing a touchstone for newcomers with assistance offered in

a familiar language and culture (Chekki, 2006). Individuals benefit from receiving services, supports, and resources in a culturally-appropriate and sensitive manner, which cannot always be provided by mainstream organizations and institutions. In addition, ethno-cultural organizations may act to facilitate immigration through recruitment and sponsorship. Therefore, ethno-cultural organizations serve an important role in the immigration, settlement, and integration experiences of immigrants and refugees.

Ethno-cultural organizations are rooted in the voluntary sector and often emerge as a response to barriers faced by newcomers as they unsuccessfully access mainstream support systems and organizations (Guo, 2006). They can be particularly important in communities without an established immigrant service provision sector or where widespread service gaps exist (Bucklaschuk and Sormova, 2011). Even though such organizations often emerge organically within a community, they require assistance in navigating bureaucratic processes and funding to become established. Ethno-cultural organizations can be strengthened by encouraging communication and collaboration with funding partners, immigrant and refugee SPOs, and all levels of government (Couton, 2014).

There are many diverse ethno-cultural organizations operating in Manitoba. The ENTRY program's website lists 52 ethno-cultural organizations. Some are quite formal in nature, while others do not have a working website and remain in the beginning stages of formation. The services and programs offered by Winnipeg's ethno-cultural organizations vary and include such resources as language classes, ethnic newspapers, immigration supports, tax return assistance, and cultural celebration workshops such as cooking and traditional crafts. All organizations are mandated to support members of the community and celebrate cultural diversity.

The provincial government in Manitoba recognizes the importance of supporting ethno-cultural organizations and encouraging ethno-cultural diversity in two direct ways. Firstly, in the Province's spirit of collaborative, partnership driven mechanisms in immigration and multiculturalism policies and programs, the *Manitoba Ethno-cultural Advisory and Advocacy Council (MEAAC)* was established in 2001. This 21 member council consists of representation from ethno-cultural communities, industry, multiple levels of government, and community organizations. The council is mandated to advise on issues pertaining to, but not limited to, ethno-cultural diversity, immigration, settlement, human rights, and anti-racism.

Secondly, the MEAAC and the Multiculturalism Secretariat also support and manage the *Ethno-cultural Community Support Program (ECSP)*, which has been directly supporting organization in Manitoba since 2001. The ECSP provides financial support to foster cultural celebrations, preserve cultural heritage, and encourage partnerships amongst community organizations¹¹. Recently, the Manitoba government announced \$200,000 in funding to further support ethno-cultural organizations.

Promising Initiative 1: Jewish Federation of Winnipeg

The Jewish Federation of Winnipeg is a large and well-developed ethno-cultural organization that partners with and funds other initiatives and organizations in the Jewish community.

¹¹For application and program information see: <http://www.gov.mb.ca/mal/multiculturalism/ecsp.html>

The organization has 19 different partners that are located in Winnipeg and beyond. Their partners range from religious schools, to youth programs, and community centres. The Federation is active in promoting immigration to Winnipeg, engaging in the recruitment of ex-patriots and new families, and ensuring the retention of youth. One of their partner organizations, Jewish Child and Family Service (JCFS), has an extended array of settlement, employment, and integration services for newcomers as well as employer and community outreach resources. The newcomer services provided by JCFS are funded by CIC, while the organization as whole is funded by the United Way, the Jewish Federation of Winnipeg, and the provincial government.

Promising Initiative 2: S.U.C.C.E.S.S, Vancouver, BC

The United Chinese Community Enrichment Services Society, which was established in 1973, began as an ethno-cultural organization for Chinese immigrants in Vancouver. It started when members of the Chinese immigrant community realized that cultural and language barriers to accessing mainstream support organizations were insurmountable. Members of the community formed S.U.C.C.E.S.S to act as a social support and advocacy group for the Chinese community in Vancouver. The organization adopted a community development focus and works to eradicate racism and discrimination. It has grown to be one of the largest social service agencies in BC and provides services to both Chinese and non-Chinese immigrants to the province. S.U.C.C.E.S.S is now comprised of three registered charities and one social enterprise, has over 20 locations, with a staff of over 400 people, and a volunteer base of about 2000.

Within the organization are many programs and services, designed to foster integration and welcome newcomers. They offer pre-settlement, orientation, language, settlement, and employment services, in addition to family and youth counselling. They partner with other community organizations to facilitate a wide-range of services and supports.

One of the hallmarks of S.U.C.C.E.S.S is their ability to continually adapt to changing immigration policies and accommodate increasingly needs of newcomer populations. Their approach to providing services is holistic, treating settlement, adaptation, and integration as an intertwined process with interrelated needs and services.

For a complete discussion of S.U.C.C.E.S.S's history and current scope, see Guo (2006).

7.2. Municipal Involvement and Community Consensus

Municipalities are not often involved in matters related to the implementation, regulation, and management of immigration policies and programs despite their intimate participation in settlement and integration. As the most essential locality in immigrants' and refugees' settlement experiences, and the first point of contact for new arrivals, municipalities ought to have a central role in planning and strategizing for immigration. With recent federal changes to settlement funding and increasing emphasis on local partnerships in immigration initiatives, the Federation of Canadian Municipalities views now as an opportune time for federal and provincial government to more

directly involve municipalities in immigration planning, despite the fact that they have not typically been mandated to do so (Cappe, 2011; Pruegger & Cook, 2009).

Neighbourhoods and communities are the first to experience both the positive and challenging effects of immigration. As more and more people arrive to a community, increased pressure is placed on local services and municipal infrastructure, resulting in a need to enhance local capacities. If a municipality cannot adapt and react to meet the needs of its residents they face the possibility of individuals and families leaving to seek opportunity elsewhere (Krahn, Derwing, & Abu-Laban, 2005). The benefits of immigration and associated cultural diversity will be lost if newcomers leave, so municipal governments must develop plans and strategies to retain newcomers and their families over the long-term, in addition to recognizing the benefits of immigration (Leo & August, 2009). To establish community immigration plans in smaller centres, the National Working Group on Small Centre Strategies (2007) states, "there must be a consensus among opinion leaders and decision makers that the need [for immigration] is there—and significant public support backing the initiative" (p. 21)¹². Community immigration and settlement strategies do not work without cooperation from others and a belief in the benefits of population growth.

There are myriad factors to consider when establishing immigration strategies and plans in communities, and these will differ considerably depending on the particular community. As such, communities must identify what success in immigrant attraction, settlement, and integration means to them (National Working Group on Small Centre Strategies, 2007). By involving multiple local stakeholders, answers to the following questions assist municipalities and guide them through the development and implementation of immigration plans:

- What indicators demonstrate success in settlement and integration?
- Is success related to long-term retention?
- Is large-scale attraction important?
- Is success determined by labour market participation, language learning or by family reunification?
- What can the community do to ensure success? What are its current capacities? What areas need to be developed further?

Establishing community consensus on the answers to such questions represents a first step toward establishing local immigration strategies. In addition, discussion around such questions will lead to priority setting while identifying gaps and potential challenges.

There is also a need to establish information sharing networks within a community. For example, employers engaging in large-scale recruitment and hiring efforts need to communicate their intentions with local planners and stakeholders. All levels of government can share information regarding policy and funding with municipalities and SPOs (Cappe, 2011; Carter, et al., 2008). Immigration involves representatives of multiple sectors and from involved institutions, who must communicate current realities and future intentions with one another as they develop an integrated system for welcoming and retaining newcomers.

¹² Winnipeg may not be a "small centre", but many of the insights in the document are useful to any community looking to become more welcoming.

An important element in successfully implementing an immigration and settlement strategy in smaller centres is to have both community consensus and strong leadership (Pruegger & Cook, 2009). A lack of resources, capacities, and consensus may result in municipalities remaining reluctant to take on associated responsibilities, so there needs to be a local institution responsible for such matters which can act as a champion for immigrant attraction, settlement, and retention. The National Working Group on Small Centre Strategies (2007) suggests that community economic development and population growth strategies should be viewed together. Therefore, having municipalities develop immigration-related capacities in their economic development department would link economic growth with community development and demographic growth.

Promising Initiative 1: City of Brandon, Department of Economic Development, MB

A successful example of municipal involvement in immigration strategies, and particularly the involvement of the economic development branch of municipal government, can be found in Brandon, Manitoba. The current Director of Economic Development has been in the position since the City began welcoming large numbers of temporary foreign workers to work in the hog processing industry in 2002. She has been a leading figure in numerous collaborative initiatives to ensure that Brandon, as a community, does not succumb to the challenges associated with fast and unprecedented population growth. The Director of Economic Development is a public champion for Brandon's increasing diversity and cultural changes, having presented at conferences and to the Citizenship and Immigration Committee of Parliament.

To address the needs of newcomers to the City and to ensure their successful settlement and integration, proactive planning and coordination has been required, facilitated through multi-stakeholder and inter-sectoral committees and working groups that include employers and immigrants¹³. Employer involvement has been vital as labour practices and hiring data is shared with City officials and service providers. Such discussions and information sharing have been instrumental for ensuring that the settlement and service infrastructure is in place and that newcomers are welcomed.

Promising Initiative 2: City of Edmonton, AB

The City of Edmonton is motivated to attract, settle, and retain newcomers as part of their business and economic development plan. In 2005, the municipal government undertook research projects with the *Prairie Metropolis Centre* at the *University of Alberta* to gather data on immigrants' reasons for moving to Edmonton, their challenges, and settlement experiences (Derwing & Krahn, 2006). Multi-stakeholder discussion groups and consultations were held to provide suggestions on how to successfully attract and retain immigrants, with input from ethno-cultural organizations, settlement service providers, educational institutions and multiple levels of government.

¹³ For more information on collaborative efforts amongst stakeholders in Brandon, see https://www.brandonu.ca/rdi/files/2011/08/RDI_DiscussionPaper1.pdf.

Now, the City of Edmonton has a number of initiatives designed to foster immigrant integration and ensure that the city is welcoming. The municipal government has established a *Diversity and Inclusion* branch with a mandate that supports inclusivity in the workforce and community. The branch works with employers to ensure that their workplace reflects the diversity of Edmonton, to identify barriers and challenges, and to help attract and retain employees. The *Citizens and New Arrival Information Centre* is housed within City Hall and offers services in over 150 languages. If representatives cannot help clients they will refer them to the appropriate place. The City's website also includes a 28-page newcomer resource guide, translated into multiple languages (available online: http://www.edmonton.ca/programs_services/for_new_residents/newcomers-guide.aspx)

The City has implemented a ten-year strategic plan to ensure that Edmonton is inclusive and welcoming to all residents. *The Way We Live: Edmonton's People Plan* puts forth six goals that are designed to improve quality of life for everyone through inclusivity, sustainability, safety, and affordability. This plan is integrated into a larger municipal government strategic plan. As part of *The Way We Live*, the City established the *Emerging Immigrant and Refugee Community Grant Program* in 2015. This grant is designed to assist newly arrived immigrants and refugees as they settle and integrate, primarily through an emphasis on community organization. Funds can be used to rent spaces, host community events, strengthen cultural identity and pride, and partner and collaborate with other community not-for-profit organizations to address gaps in programs and services (taken from their website: http://www.edmonton.ca/programs_services/funding_grants/grant-emerging-immigrant-refugee-communities.aspx).

The municipal government in Edmonton is actively involved in immigration attraction, settlement and retention strategies, in addition to proactively creating a welcoming and inclusive community for all. Their efforts must be commended and the City's initiatives represent an exemplary model for other second-tier cities.

Promising Initiative 3: City of Saskatoon, SK

The City of Saskatoon has increasingly recognized the advantages of attracting and retaining immigrants. Prior to 2000, the City had focused on developing policies and programs related to cultural diversity and race relations. However, in the last ten years or so, they have shifted their focus to developing strategies to attract, settle, integrate, and retain immigrants and refugees.

Building on previous initiatives, the City has built the *Cultural Diversity and Race Relations Committee*, which advises city council on matters relating to policies around cultural diversity and race relations. The Committee consists of 18 members, including a broad mix of community stakeholders and elected officials. To ensure inclusiveness, 50% of the Committee members must represent visible minority groups. The mandate of the Committee is to work in partnership with businesses, community organizations, all levels of government, and other key stakeholders to foster a welcoming and inclusive community.

With funding from government, the City of Saskatoon conducted community consultations to develop a report on immigration, settlement, and integration. The report - *Building Saskatoon to Become a Global City: A Framework for an Action Plan* - is over two-hundred pages and demonstrates the importance of municipal government involvement in leading and coordinating immigration strategies. Moving forward, the City conducted a gap analysis and a planning conference to involve the perspectives of multiple sectors in developing an action plan based on consensus and collaboration. They have also conducted multiple sector-based forums for stakeholders to share information and engage in dialogue with government and non-government organizations.

To read more about how the City of Saskatchewan has taken a leadership role in establishing community-wide and multi-sector collaborative partnerships to move forward with an immigration action plan see Garcea and Garg (2009), and Pontikes and Garcea (2006).

As the above examples demonstrate, having the commitment of municipal governments and local stakeholders is an essential part of welcoming community initiatives. Furthermore, innovative approaches to community collaborations and partnerships are needed to ensure that the needs of immigrants and refugees are being met. Municipalities require a champion or a group of individuals to spearhead initiatives and solidify their longevity since such endeavours require commitment over the long-term if newcomer populations are to be retained and successfully settled into the community. Successful municipal initiatives prioritize partnerships with multiple sectors and acknowledge that settlement and integration must be met with holistic approach. For more information on municipal involvement in immigrant attraction, settlement, and integration see: <http://citiesofmigration.ca/good-ideas-in-integration/municipal/>

Winnipeg has yet to establish a municipal immigration strategy or plan, but the seeds have been planted with the City's *Economic Development Strategy, 2013 to 2017*. The Strategy has a strong emphasis on the role that immigration will play in addressing anticipated labour market shortages. It makes several recommendations on ways that the City of Winnipeg can partner with multiple stakeholders to ensure the long-term economic and community benefits of attracting immigrants. One of the objectives of the Strategy is to "work collaboratively to develop new programming and training focused on attracting, retaining, and integrating new immigrants and their families." In addition, it is recommended that the City "develop strategies to reduce barriers for new immigrants seeking skill development and employment" and develop partnerships that will "make Winnipeg a centre of excellence in immigrant engagement and community integration" (City of Winnipeg, 2012, p. 76). There is clearly a desire in the City to develop comprehensive plans that involve multiple partners in welcoming and retaining immigrants, but there remains little evidence of how or if such objectives are being met.

Moreover, the City acknowledges the importance of celebrating cultural diversity and ensuring equity. The *Citizen Equity Committee (CEC)* was established in 2001 to advise and make recommendations on equity and diversity issues as they relate to City policies and practices. The CEC emerged out of the March 2001 report, *The Mayor's Task Force on Diversity*. In the final report from the Task Force some attention is given to the role that immigrants play in enhancing the diversity of the City, including a recommendation to implement a City of Winnipeg immigration policy that works

in partnership with provincial and federal governments. The report was presented 14 years ago and there remains no evidence of a municipal immigration strategy yet¹⁴. The CEC has also developed two editions of *Knowing Your Multicultural Neighbours*, which is a compendium of characteristics and demographics of countries that are represented in Winnipeg's population, including information detailing the nature of these communities in the city and links to their ethno-cultural organizations, if available¹⁵.

7.3. Language Services, Resources, & Assistance

Since language is one of the most significant barriers in the settlement and integration process for immigrants and refugees, it is important for any community hoping to attract, settle, and retain newcomers to consider the ways in which they can alleviate this challenge.

In Winnipeg, many organizations have reacted to the widespread need for services in a diverse range of languages by offering fee-for-service translation and interpretation services. These organizations demonstrate initiative in addressing a very real need in the community and fill a service gap. Both immigrants and the community benefit from having available - and affordable - translation and interpretation services in the community. For immigrants, information and services are exchanged in a clearer and more appropriate manner, limiting confusion and misinformation. For both immigrants and the larger community, using translation and interpretation services leads to enhanced cross-cultural communication opportunities whereby both parties can learn from and about one another.

Promising Initiative 1: *Brandon Community Language Centre, Brandon, MB*

The BCLC is an interpretation service housed in the local SPO, *Westman Immigrant Services*. It offers community wide interpretation and message relay services in 11 different languages, through set hourly rates. All interpreters are trained and tested, and operate within a code of ethics and standards of practice.

BCLC emerged as the City continued to welcome newcomers from diverse language groups, into a community that had little established infrastructure to meet the needs of an increasingly diverse population. Prior to the creation of BCLC, concerns within the community grew as people struggled to communicate in a variety of settings, including medical offices, banks, and schools. Translation and interpretation services were often addressed by friends, colleagues, or family members, which raised issues of confidentiality and quality. A small working group of people representing different community sectors were concerned about the implications that the gap in language services in Brandon would have for service providers, individuals, and employers. The group worked toward establishing a community-based, inclusive, and easy to access interpretation resource. Now, the BCLC provides a professional and confidential service for people to access for

¹⁴ For the whole report see: http://www.citizenequity.org/docs/task_force_on_diversity_final_report.pdf

¹⁵ For the second edition of the report see: <http://www.citizenequity.org/wcm-docs/docs/Knowing%20Your%20Multicultural%20Neighbours.pdf>

appointments, meetings, and services. It is client-driven and interpreters respond to needs in any setting.

BCLC's success is hinged upon the community's involvement as it is a collaborative effort that generates employment opportunities and provides trustworthy, professional services. Initial partners and supporters include the Brandon Regional Health Authority, Manitoba Labour and Immigration, the City of Brandon, the United Way of Brandon and District, Westman Immigrant Services, Westman Immigrant Services Program Advisory Committee, and the Winnipeg Regional Health Authority. From its formation, these partners and supporters have been involved in the project to ensure the success of the BCLC.

For a brief discussion of the BCLC's history, see Bucklaschuk and Sormova (2011).

Promising Initiative 2: *Mosaic - Newcomer Family Resources Network, Winnipeg*

Mosaic is a community-based language learning program and family resource network for newcomers. The program offers English language learning classes and free childcare for parents. It also provides information and resources on parenting practices in Canada. Most classes are provided in the Mosaic office or in partnering churches or elementary schools in neighbourhoods that have high concentrations of immigrants and refugees. They also partner with other organizations in the city to offer family programming and services for newcomers. The combination of childcare and language classes eases the burden on parents and increases the likelihood of full participation. Locating classes in appropriate neighbourhoods limits mobility challenges and makes the program more accessible.

7.4. Improving Access to Information and Resources

In a study on immigrants' access to settlement services in the York region of Ontario, Lo and colleagues (2010) found that the majority of newcomers are unaware of the social supports that do exist. Immigrants and refugees may face barriers in accessing settlement service supports, but they may also be unaware of what information and supports exist to serve them. The settlement process is overwhelming and there is much to do, so learning about the resources that do exist may not be at the top of newcomers' to-do list. Furthermore, Lo and colleagues (2010) recommend that "extra efforts be made to reach out to recent immigrants in a culturally sensitive way beyond the information packages they are given upon landing" (p. 29). Approximately 85% of respondents to their survey indicate that it is important for settlement services to be delivered in their mother tongue. Newcomers must be aware of the services that are available and those services must ensure they are accessible, in a number of ways, to their clients.

In Winnipeg, the ENTRY program serves the function of improving access to information and resources. The program provides a first point of contact for newcomers and offers settlement orientation resources. Newcomers must initially register with Manitoba Start and are then referred to the ENTRY program. It offers immigrants and refugees information on employment, places to go for specific services, laws, and health services. Individuals learn such things as how to find a doctor, where to go to shop, driving laws, and where to find job-specific training.

Promising Initiative 1: Oakville Public Library, Oakville, ON.

Public libraries can be an essential source of information for community members. Recognizing their role as a central community resource, the Oakville Public Library has established initiatives designed to assist newcomers. They partner with other community organizations to extend English language conversation groups and settlement service supports. They also provide information sessions on obtaining citizenship, filing taxes, and other immigration related topics.

Their website has a page devoted to newcomer information resources and it contains everything from practice citizenship tests, to community resource databases, to listings of books, magazines, and movies in a variety of languages.

Promising Initiative 2: Welcome to Regina Immigration Portal, Regina, SK

In consultation and partnership with immigrants, SPOs, and other partners, the City of Regina recently launched an online resource for newcomers. The website was launched in February 2015 and represents one of the first community-wide initiatives in the City to welcome newcomers (<http://www.welcometoregina.ca/>). In addition, the provincial government in Saskatchewan is funding initiatives in partnership with the City of Regina to further develop plans and strategies around immigrant settlement and integration. Enhancing awareness of services and resources in the city was but an initial step in a longer-term immigration strategy.

7.5. Labour Market Integration

Obtaining employment is one of the most frustrating parts of the settlement process for newcomers. Immigrants and refugees encounter discrimination when they apply for jobs and struggle to have their foreign qualifications recognized by Canadian employers. Even when they obtain employment, immigrants and refugees often earn less than their Canadian counterparts or work in jobs that fall below their level of skills, training, and education. Integrating into the labour force is one of the most essential steps for successful settlement, but yet is often profoundly frustrating and challenging. Employment-related services are some of the most essential supports required by newcomers.

In Manitoba, there are a number of resources to ease some of the challenges encountered by newcomers. The provincial government's immigration website - www.immigratemanitoba.com - provides job search and credential recognition resources to immigrants and refugees that can be useful pre- and post-arrival. Amongst newcomers interviewed in his study, Carter and colleagues (2009b) found that 95% felt that the *Immigrate Manitoba* website is very helpful. Another website that provides a plethora of employment and settlement resources for immigrants and refugees is www.immigranttoolbox.ca. This initiative is funded by *Western Economic Diversification Canada* and provides resources for Winnipeg and other Manitoba communities. The website is an easy to follow resource for newcomers, providing links to information on qualification recognition, language training, work opportunities, education and training information, and general settlement resources. It is unclear, however, when or if the website has been updated. A third online resource in Manitoba,

Career Destinations: Manitoba (www.immigrantsandcareers.mb.ca), is a non-profit community-based initiative that uses story-telling and first-person accounts of employment experiences to provide pre-arrival information. It is linked to employment, industry, and education websites throughout Manitoba to direct immigrants and refugees to information about obtaining employment and settling in Manitoba, as told by 'real' immigrants.

Immigrants are strongly encouraged to visit Manitoba Start, which is a resource centre for newcomers that has been in operation since 2010 and hosted by *Employment Solutions for Immigrants*. Start's mandate is to make employment connections between immigrants and employers. The organization places newcomers in age or sector appropriate workshops that are designed to enhance their employment potential by providing details on credential recognition, job search tools, and additional training options.

Beyond ensuring adequate employment-related resources are available to immigrants and refugees, communities also need to provide diverse employment opportunities. One of the biggest challenges small to medium sized cities face is retaining immigrants and their families over the long-term, often because of insufficient employment (Krahn, et al., 2005). If people cannot find work, they are likely to leave for large centres that offer a range of employment options. As Krahn and colleagues (2005) suggest, "a viable economic plan should be in place in regions in need of population growth if newcomers are to be expected to stay" (p. 890). Without sufficient employment opportunities for both Canadian and immigrant populations, communities cannot expect to retain residents.

Promising Initiative 1: Toronto Region Immigrant Employment Council, Toronto, ON

TRIEC is a multiple stakeholder council led by the private sector and designed to improve the ways immigrants' skills and education are used in the workplace. It also enhances immigrants' access to employment opportunities in Toronto. The Council is comprised of over 70 partners representing the following sectors: employers, labour, occupational regulatory bodies, post-secondary institutions, assessment service providers, community organizations, and all levels of government. Their objectives are to empower immigrants and change employer culture.

A number of initiatives have been undertaken by TRIEC to facilitate the integration of immigrants into Toronto's labour force. For example, the Career Bridge program offers newcomers their first job in Canada in their field through four-month paid internships with employers. TRIEC also engages in awareness raising initiatives through working groups that discuss the contributions of immigrants to the labour force and the challenges they face in finding adequate employment. Through a partnership with the Maytree Foundation, TRIEC also has a loan program for immigrants and refugees to support short-term training and skills upgrading pursuits. Importantly, they also provide numerous resources for employers who are looking to hire immigrants and refugees, connecting them with relevant programs and resources.

Promising Initiative 2: *Internationally Educated Engineers Qualification Program, Winnipeg, MB*

IEEQ is a twelve-month bridging program based at the University of Manitoba and designed to have internationally trained engineers meet the necessary requirements for practicing in Manitoba according to the *Association of Professional Engineers and Geoscientists of Manitoba*. After an initial assessment, an internationally trained and educated engineer may not be certified to practice in Manitoba; an option to become qualified is to register in the IEEQ, which includes course work, a paid internship, and English language supports. The City of Winnipeg partners with IEEQ and offers paid employment opportunities for people in the program.

Promising Initiative 3: *Recognition Counts, SEED Winnipeg, MB*

SEED Winnipeg is a not-for-profit agency whose mandate is to reduce poverty and enhance the capacity of individuals and communities to improve social and economic conditions. Amongst their many initiatives is *Recognition Counts*, which provides financial counselling and loans to skilled immigrants who are pursuing foreign qualification recognition and employment. The organization provides up to \$10,000 in loans that will help newcomers build a credit history. Immigrants must be referred to the program by other agencies, including Start, Employment Manitoba, and others within and outside Winnipeg. The program was designed by SEED Winnipeg and Assiniboine Credit Union in collaboration with the Manitoba government and they receive some funding from Economic and Social Development Canada. In addition to providing newcomers with information and resources on finances, the program assists with labour market integration by providing skilled immigrants with the financial resources required to pursue skills and training. There are a number of other programs for newcomers through SEED that are discussed in the following section on services for refugees.

The above initiatives extend opportunities to immigrants so they can integrate into the labour market. However, employers also need to be encouraged to include immigrants into their labour force. Since integration is a two-way process, labour market integration must also involve action and adaptation from the host society. The Conference Board of Canada has developed a report that encourages immigrant-friendly practices in businesses and calls for employers to establish ways to attract, integrate, and retain immigrants (Kukushkin & Watt, 2009). It highlights the benefits of immigrants for workplaces and outlines strategies for employers to attract and retain international talent. Some of these retention initiatives could include establishing in-house language, skills training, and mentoring programs and promoting cultural awareness. Businesses have a central role to play in the labour market integration process as they can ease the transition of immigrant workers into the labour force, offer more opportunities for work experience and training, and create more inclusive work environments.

7.6. Health Care Access and Supports

Good health is a fundamental part of being able to fully participate and be included in society. Despite the importance of health for well-being and social inclusion, immigrants and refugees have been found to under-utilize health care services (Asanin & Wilson, 2008; Edge & Newbold, 2013; Magoon, 2005). Immigrants and refugees experience challenges in accessing health care supports, which stem from cultural and linguistic barriers, accessibility issues, discrimination, and structural conditions such as long wait times.

Studies by Edge and Newbold (2013) and Asanin and Wilson (2008) make a number of policy recommendations to alleviate the barriers immigrants and refugees experience when accessing health care services in Canada. First, culturally appropriate and linguistically diverse services are needed. Translating health documents and having interpretation services can alleviate the challenges associated with accessing services in another language. Second, it is recommended that health care services seek ways to alleviate structural barriers. Establishing a transportation service to health care centres or bringing health care services to communities are just some suggestions for ensuring immigrants and refugees have access to health care. Ultimately, it is important to consider the needs of newcomer populations by including their opinions and experiences in health care access programs and policies.

Promising Initiative 1: *Sexuality Education Resource Centre (SERC), Winnipeg and Brandon, MB*

SERC is active in pursuing community-based strategies to increase awareness of the health care needs of immigrants and refugees in Winnipeg. The organization is currently raising awareness of HIV prevention, treatment, and testing specifically amongst African newcomers and engaging in Hepatitis C prevention and education projects. Such projects are characterized by an emphasis on education through community-based workshops and engaging informal leaders within newcomer communities. Between 2007 and 2012, SERC also headed *The Improving Access Project*, which facilitates information sharing on HIV services in Winnipeg. Activities of the project included settlement service provider training and information sharing, community leader education and engagement, an environmental scan and needs assessment, and other capacity building strategies. Their work stresses the importance of developing culturally appropriate resources, which are translated into multiple languages and easily accessible to those most affected by HIV and Hepatitis C. They also provide translation services for health care access.

Information on SERC's projects can be found at: <http://www.serc.mb.ca/projects/hiv-and-hepatitis-c-prevention-newcomer-communities>

For more information on the health resources provided by SERC see: <http://www.serc.mb.ca/immigrants-and-refugees>

Promising Initiative 2: *Med Gateway Program, Memorial University, St. John's, NL*

The MUN Med Gateway Program is an innovative initiative designed to enhance the medical care of refugees in the St. John's area. It has the dual purpose of also providing new medical student volunteers with the opportunity to learn about the health needs of refugees and

train in cross-cultural medicine. Refugee participants conduct interviews and physical screenings with student volunteers, which develops a medical history that can then be shared with participants' family doctor. The Program also helps refugee participants with finding a family doctor, conduct research on the health needs of refugees, and engage in other initiatives to assist refugees with medical care.

The Gateway Program was founded by students at Memorial University in 2006 and it continues to be a student-led, community-based initiative. It is supported through a partnership between *Memorial University's Faculty of Medicine* (including the divisions of *Family Medicine, Community Health and Humanities, and Undergraduate Medical Education*), the *Association for New Canadians*, and *Eastern Health*. The program continues to grow; in 2013-2014, 83 medical students volunteered with the program, which provided services to 95 refugees from all over world.

7.7. Spotlight on Refugees

Refugees encounter specific settlement challenges and face many unique barriers to accessing social and employment supports. Experiences of trauma pre-arrival factor into refugees' settlement experiences, contributing to poor health outcomes (i.e., mental health disorders) and challenges with the resettlement process (Carter, et al., 2009a). In Winnipeg, research on refugee resettlement has primarily focused on their housing outcomes, since many refugees have limited financial resources and face difficulties finding suitable, affordable accommodations. Local initiatives through the *Immigrant and Refugee Community Organization of Manitoba (IRCOM)* [IRCOM House] and *Manitoba Interfaith Immigration Council Inc. (MIIC)* [Welcome Place Residence] provide temporary housing for recently arrived refugees and their families. MIIC also partners with *SEED Winnipeg* to bring *SEED's Access to Benefits Program* to refugees, which provides free tax return preparation, financial literacy education, and information on tax benefits. *SEED Winnipeg* also partners with *Mount Carmel Clinic* to assist with the economic and social integration of newcomer families affected by war. Through workshops led by trained community-based educators from war-affected places, the initiative enhances financial literacy by delivering information in newcomers' first language in a context that is culturally safe. In one year, the initiative delivered 128 workshops to 623 community members in 11 different languages.

Winnipeg has become one of the largest destinations of privately sponsored refugees in Canada. Denton (2009) details how this has come to be, and explains the evolution of the settlement sector in the city as it relates to refugees. Starting in 1993, a group of individuals interested in sponsoring refugees began meeting and sharing information, eventually evolving into the Manitoba Refugee Sponsors. The group was essential in convincing the City of Winnipeg, under former Mayor Glen Murray, to launch the *Winnipeg Private Refugee Sponsorship Assurance Program*, which helps sponsor refugees when the original sponsor cannot meet their obligations and is now housed in Welcome Place. The Program is unprecedented in Canada since it involves three levels of government in an initiative that provides direct support for PSRs and their family members, as it encourages the continued sponsorship of individuals and families.

Many of the promising initiatives discussed throughout this report are inclusive of refugees, with some focusing specifically on their unique settlement needs. Refugees do require particular attention and consideration in community-based initiatives so that they may receive the supports and assistance they require.

7.8. Spotlight on Immigrant Women and Youth

Studies have found that immigrant women are more likely to be unemployed and receive lower earnings than both immigrant men and their Canadian-born counterparts (Tastsoglou & Preston, 2005). Women are more likely than men to arrive through the family class or as dependents, which are categories that often experience social isolation and lower levels of language proficiency. Furthermore, if they are sponsored by men, women often perceive that their status in Canada is contingent upon the relationship, creating a power imbalance between the principal applicant and the dependent. Such factors lead to the increased vulnerability and marginalization of immigrant women, sometimes leading to experiences of violence (see the Canadian Council for Refugee's website at <http://ccrweb.ca/en/how-immigration-status-can-affect-women-situations-violence>). Given their often isolated and precarious positions in Canada, immigrant women face challenges accessing information, using services, and exercising rights, which only compounds their vulnerability (Oxman-Martinez, et al., 2005).

Similarly, immigrant youth are often dependent and seen as a vulnerable group. They also have particular settlement needs and face unique challenges. Experiences of discrimination and social exclusion can have negative impacts on children's development and mental health. It can also compromise their education outcomes, which has long-term impacts on their economic and social integration. A Manitoban study on refugee youth from African countries found amongst 40 participants that psychological stresses experienced before and during migration and settlement challenges negatively affect refugee students' schooling outcomes (Kanu, 2009). Increased financial supports and resources are needed for schools to develop programs and capacities to address the particular challenges of refugee youth. However, ensuring that the needs of refugee youth are met does not only involve the schools. There is a need for more integrated and coordinated support services in schools and in the community to help youth and their families adapt to their new lives and navigate a new culture. Teachers and school administrators require training and professional development to improve their ability to effectively and appropriately engage refugee students. They also need to work with the larger student body to eliminate discrimination and negative attitudes and provide education so that the situations of refugee students are empathetically understood (Kanu, 2009).

Initiatives for immigrant women and youth must be sensitive to their often vulnerable and dependent position while encouraging participation in a larger community and empowerment through active involvement. The initiatives highlighted below stress social engagement and are focused on community development and intercultural dialogue.

Promising Initiative 1: West Central Women's Resource Centre, Winnipeg, MB

The WCWRC works with the Immigrant Centre and their Neighbourhood Immigrant Settlement Program to bring neighbourhood-based settlement services to newcomer

women. The organization focuses on empowering women, families, and community. They act as an information and social resource for newcomers to the West Central neighbourhood while supporting community participation and social inclusion. For example, every Wednesday afternoon the Centre hosts a free sewing circle that is a popular social gathering for women.

Promising Initiative 2: *Ambassador Program, Winnipeg, MB*

An initiative of Manitoba Interfaith Immigration Council, the Ambassador Program operates in Winnipeg schools to establish links between ‘established’ students (non-newcomers) and newcomer students through "Welcome Groups". The program helps to welcome new students while facilitating intercultural dialogue and respect for difference amongst students. It is designed to ease the social and emotional transition for newcomer students as it creates an environment that is welcoming and celebrates diversity. The program operates with the assistance of teachers or guidance counsellors in schools. A manual has also been created to assist teachers as they teach about cultural diversity, the harmful effects of stereotyping and racism, and the experiences of Aboriginals, refugees, and immigrants.

Promising Initiative 3: *Story Time Program, Pacific Immigrant Resource Society, Vancouver, BC*

Designed as a way for immigrant women to develop language skills, the Story Time Program focuses on learning rhymes, stories, and songs for their children. In addition to promoting language skills for both parent and child, the Program is designed to be held in a relaxing environment and encourages relationship development between parents and children. The program is hosted by the *Pacific Immigrant Resource Society*, but is held in participating elementary schools. Funding and in-kind support of this popular program is provided by various community organizations (Wong & Poisson, 2008).

Promising Initiative 4: *Malalay Afghan Women's Sewing & Crafts Co-operative, Burnaby, BC*

The Malalay Co-operative is a community-based initiative designed to promote equality, empowerment, and economic security for Afghan immigrant and refugee women in the Burnaby area through sewing and craft activities. It seeks to diminish social isolation in the Afghan community and build bridges with the wider community. Members of the Co-operative govern and manage the enterprise, offering opportunities to work and learn together. The Co-operative operates with the support of multiple community members, government, business groups, social agencies and others.

In 2004, the *Immigrant Services Society of BC* provided initial support for the initiative through the Afghans Together program with the purpose of community capacity building. Community economic development ideas were integrated into the initiative, leading to a partnership with the *Canadian Economic Development Network*, which extended coordination and implementation support so that members could eventually run the Co-operative autonomously. Recently, the Co-operative launched an online website so they may sell their goods to a larger market.

7.9. Spotlight on Rural Communities

The settlement and integration experience for immigrants and refugees differ depending upon the characteristics of the receiving community. Immigrants may settle in non-traditional destinations such as rural areas, which often do not have the service infrastructure necessary to address settlement needs. Furthermore, in non-traditional immigrant destination communities do not have established ethno-cultural groups to go to for social supports.

However, rural communities are increasingly attracting newcomers because of the lifestyle they offer and through their own attraction initiatives. Facing decreasing populations, rural areas are recognizing the benefits of immigration and view it as part of a community economic development strategy (Silvius & Annis, 2007). If these communities wish to attract newcomers, they must also ensure these individuals stay and settle with their families. Therefore, non-traditional immigrant destinations are in a position to develop innovative strategies to attract and retain newcomers through local initiatives.

Of course, Winnipeg is not a rural community and it is the most common destination for immigrants and refugees in Manitoba. It has a well-established settlement service infrastructure and diverse ethno-cultural communities. However, it is worthwhile for the City to look at initiatives in rural communities for inspiration in establishing local partnerships, community consensus, and municipal involvement in welcoming community strategies. These initiatives have been established relatively recently and provide templates that are applicable in today's immigration context. These examples represent exemplary practices within a community that showcase collaboration, consensus, and long-term vision. They are holistic in their approach and integrate various sectors in plans to attract, settle, and retain newcomer populations.

Promising Initiative 1: Steinbach, MB (population: 13,500)

Featured in a May 2012 article in *The Globe and Mail*, Steinbach is often viewed as an exemplary model for immigration. Through a process initiated by local employers who approached the provincial government for assistance in meeting labour needs and immigration consultants who were engaged in recruitment efforts in Germany, the town has grown and benefited from attracting and retaining immigrants (Silvius & Annis, 2007). While there have been inevitable challenges in meeting the needs of newcomers, on the whole, Steinbach's experiences with immigration can be viewed as a success.

A large part of Steinbach's success is attributed to the community-based, collaborative approach to immigrant settlement that has been adopted and businesses' extensive use of the PNP. The local SPO is a program supported and funded by the *Steinbach Chamber of Commerce*. The City Council and the Chamber of Commerce initiated the settlement program by outlining the programs and services required to meet the needs of newcomers and developing strategies to adapt school curricula, implement workplace language classes, and provide training in specific industry sectors (Cappe, 2011). Such strong leadership and cooperation from various partners in the community have led to an integrated service delivery model that ensures service providers have the capacity to meet the needs of newcomers.

Promising Initiative 2: Innisfail, Alberta (population: 7,800)

In reaction to critical labour shortages, the *Central Alberta Economic Partnership Ltd.* developed a *Welcoming Communities Steering Committee* in the town of Innisfail to plan for ensuring and encouraging immigrant attraction and settlement. The committee includes representatives from the municipal government, educational institutions, immigrant service providers, industry, and the public library. Their first initiative was to write and distribute a toolkit for employers and newcomers that provides information on services and programs in the community.

The Committee has worked with many sectors in the community to ensure that the needs of newcomers are being met. The public library has purchased a laptop computer so foreign workers can communicate with their family members at no charge. Partnerships have been established with immigrant and refugee serving organizations in the region to enhance support networks. The school division, health sector, and other essential services now translate documents into Spanish and Tagalog. An English as a Second Language sub-committee has been formed to ensure that newcomers are able to access the language services and training they require to settle and integrate.

One of the central goals of the Initiative has been to focus on immediate services and programs that can be implemented to ensure newcomers' needs are met. These are often quick-fix type steps that require little government funding and are easily attainable, such as diversity training for employers, the translation of documents, or the distribution of free library cards to newcomers. In communities with little pre-established infrastructure to attract, settle, and retain newcomer populations, quick and efficient programs and resources are often the best way to meet needs in the short-term, while also building a long-term vision of how to sustain a welcoming, vibrant, and inclusive community.

For Innisfail's Welcoming Community Toolbox see:

http://centralalberta.ab.ca/assets/documents/CAEP_Toolbox_Sm.pdf

8. Discussion and Conclusion

There are many initiatives taking place within Winnipeg, Manitoba and across Canada that demonstrate the importance of partnerships in addressing the settlement and integration needs of newcomers as they work toward building welcoming and inclusive communities. To be successful, it is important to ensure that immigration plans, policies, and initiatives adopt a holistic approach to settlement service provision with a long-term focus (Simich, et al., 2005). Given the disparate paths to settlement and integration newcomers can, and do, take, service providers, policymakers, and other involved actors must be flexible in adapting to evolving needs as they collaborate with one another in information and resource sharing networks. The most successful initiatives are innovative and proactive, involving the early identification of opportunities or challenges. Through collaborative and cooperative processes, such initiatives work toward finding ways to address potential problems before they arise and leverage opportunities to benefit newcomers and communities. In their work on building relationships between non-profit organizations and governments, Evans and Shields

(2014) aptly explain, "the best and most successful relationships [...] have been constructed upon the foundations of consultation and consensus building rather than competition and conflict" (p. 119).

Within local immigration partnerships it is important to include two central actors that are oftentimes neglected. First, the involvement of immigrants in planning and priority setting consultations will capture the needs of individuals from the perspective of those who have experienced settlement and integration. According to Chekki (2006), "government programs could be most effective in promoting community level social capital when they view immigrants as participants, rather than clients, and develop a facilitative, participatory structure" (p. 5). Immigrants and refugees are best positioned to identify the service gaps in a community and indicate what is needed by particular groups to successfully settle and integrate. Their perspective and knowledge is invaluable. Second, employers and representatives from the business sector need to be included in such consultative processes since they are often directly involved in immigrant attraction processes and have a significant impact on the integration process. Without an array of suitable employment options, and appropriate workplace practices, newcomers may leave a community in search of such opportunity elsewhere. Employers must engage in local immigration planning so they are aware of settlement and integration needs while they share recruitment and hiring plans with other stakeholders. The involvement of immigrants and employers in community-based partnerships and collaborative processes builds a holistic and integrated approach to welcoming newcomers.

This literature review provides an abundant amount of information on the ways in which communities can welcome, settle, and retain immigrants and refugees. It also explains the nature of immigration to Winnipeg and Manitoba so that planning and priority setting is well-informed and based on evidence. What cannot be reiterated enough, though, is that settlement and integration are not endeavours to be undertaken solely by newcomers, as effective integration is a two-way process that must involve the active engagement and adaption of the community that stands to benefit from immigration. While this report has presented many exciting examples of innovative practices, it is meant to inspire the community of Winnipeg to invent, develop, and implement initiatives that best suit the local context.

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Appendix A - Permanent and Temporary Residents to Winnipeg, 2011

All data is derived from Citizenship and Immigration Canada's 2011 Facts and Figures Digital Library (CIC, 2012a).

Permanent residents, by category

	2011	
	Total entries	Percent of total
Family class	1,162	8.7
Skilled workers - principal applicants	194	1.5
Skilled workers - spouses & dependents	339	2.5
Provincial nominees	10,215	76.2
Live-in caregivers	107	0.8
Other	58	0.4
Total economic immigrants	10,913	81.5
Government-assisted refugees	440	3.3
Privately sponsored refugees	751	5.6
Refugees landed in Canada & dependents	59	0.4
Total refugees	1,250	9.3
Other	73	0.5
Total	13,398	100

Total entries of temporary residents, by yearly sub-status¹⁶

	2011	
	Total entries	Percent of total
Workers - international arrangements	520	10.6
Workers - Canadian interests	778	15.9
Other workers without LMO¹⁷	11	0.2
Seasonal agricultural worker program	32	0.7
Low skill pilot program	103	2.14
Other work permits with LMO	299	6.1
Workers with LMO	434	8.9
Total foreign workers	1,743	35.6
Students with work permits	48	1.0
Students without work permits	1,505	30.7
Total foreign students	1,553	31.7
Total humanitarian population	62	1.3
Other¹⁸	1,539	31.4
Total	4,897	100

¹⁶ These categories have changed with the 2014 overhaul to the Temporary Foreign Worker Program.

¹⁷ LMO refers to a labour market opinion, which is now referred to as an LMIA (labour market impact assessment). The purpose of an LMIA (or LMO) is to assess the characteristics of the labour market to ensure there are no Canadian workers able to fill particular jobs.

¹⁸ Includes visitors and temporary resident permit holders.



Appendix B: Best practices guideline

From: Canadian Council for Refugees. (1998). *Best settlement practices: Settlement services for refugees and immigrants in Canada*. Accessed on February 25, 2015 from <http://ccrweb.ca/sites/ccrweb.ca/files/static-files/bpfinar1.htm>

1. Services are accessible to all who need them.

Access is assured by:

- providing a welcoming environment
- offering services in the client's own language, where possible and appropriate
- offering culturally appropriate services
- undertaking outreach, so that services are known to those who might benefit
- communicating effectively about the organization and its services
- where possible, offering services irrespective of immigration status or eligibility
- providing an environment where women feel comfortable
- offering childcare, where appropriate
- having a geographically accessible site and/or addressing clients' need for transportation
- having a physically accessible site
- listening to and responding to concerns about accessibility

2. Services are offered in an inclusive manner, respectful of, and sensitive to, diversity.

Inclusion is assured by:

- recognizing a diversity of needs and experiences (young, old, educated, single, families, etc.)
- offering anti-racist services
- providing a non-sexist environment
- enforcing a policy of non-discrimination
- offering non-judgmental services
- respecting different perspectives within newcomer communities

3. Clients are empowered by services.

Client empowerment is assured by:

- fostering independence in clients
- meaningful membership and participation of clients in the Board
- encouraging client involvement in all areas of the organization
- involving clients as volunteers
- recognizing, affirming and building on the resources, experiences, skills and wisdom of newcomers
- providing information and education to allow clients to make their own informed decisions
- offering programs and services leading to employment and career advancement
- offering a supportive environment (especially to those who are traumatized)
- supporting the clients' right to choose from among service providers the approach that best meets their needs

4. Services respond to needs as defined by users.

User-defined services are assured by:

- individual assessment for each client of needs, expectations, goals and priorities
- assessment of the needs and priorities of newcomer communities and the host society

- involving newcomers in needs assessments
- ongoing assessment of whether services continue to meet needs
- listening to clients and communities served
- responding to the particular needs of refugees (recognition of differences, changing needs)
- offering flexibility in services
- incorporating flexibility into programs, in order to allow them to adapt to changing needs
- involving users in the planning, implementation and evaluation of services
- offering users maximum control over programs

5. Services take account of the complex, multifaceted, interrelated dimensions of settlement and integration.

A holistic approach is assured by:

- recognizing an individual's diverse needs (physical, social, psychological, political, spiritual)
- responding wherever possible to a variety of needs at once
- providing a range of services in one location ("one-stop")
- recognizing that integration is a long-term process
- avoiding compartmentalization
- taking into account the effects of policy decisions on individuals and communities and responding through advocacy
- recognizing the importance of the family in the lives of individuals
- providing opportunities for relaxation and fun

6. Services are delivered in a manner that fully respects the rights and dignity of the individual.

Respect for the individual is assured by:

- confidentiality
- services free of racism, sexism and other forms of discrimination
- respecting the fundamental rights of each participant
- compliance with a Code of Ethics
- offering a professional quality of services
- recognizing the uniqueness of each person
- giving full and accurate information
- making human contact
- good monitoring, selection and training of volunteers

7. Services are delivered in a manner that is culturally sensitive.

Culturally sensitive services are assured by:

- having staff and volunteers from the same background as the clients served
- ensuring that service providers are knowledgeable about the culture of those being served
- offering services in a culturally appropriate manner
- developing and implementing policies on cultural competency and anti-racism
- showing respect for different cultures

8. Services promote the development of newcomer communities and newcomer participation in the wider community, and develop communities that are welcoming of newcomers.

Community development is assured by:

- giving priority to community building

- investing in the development of newcomer communities
- developing community leadership
- building bridges between communities
- eliminating barriers to newcomer participation in the community
- familiarity with the resources in the local community
- working towards changes in public attitude towards newcomers
- working through the organizations of newcomer communities
- involving volunteers in services delivered

9. Services are delivered in a spirit of collaboration.

Collaboration is assured by:

- promoting partnerships between organizations that build on strengths of each
- good working relationships
- team-building
- communicating regularly with others and sharing information
- referral services
- coalition-building
- providing opportunities for community problem-solving
- taking account of available resources and experiences

10. Service delivery is made accountable to the communities served.

Accountability is assured by:

- the organization's Board
- evaluation, involving the participants
- ongoing monitoring
- performance appraisals
- policy and procedure manuals (for financial management, administration and personnel)
- close connection with immigrant and refugee communities
- fiscal responsibility
- development of goals and specific measurable, realistic outcomes

11. Services are oriented towards promoting positive change in the lives of newcomer and in the capacity of society to offer equality of opportunity for all.

An orientation towards positive change is assured by:

- advocating for improvements in policy
- recognizing and building on the possibility of change in the lives of newcomers and in society
- developing new programs and new service models
- improving services through training and research
- celebrating successes

12. Services are based on reliable, up-to-date information.

Reliability is assured by:

- keeping information up-to-date
- using social research
- exchanging information

Appendix C- Characteristics of a Welcoming Community

The following are points taken from *Characteristics of a Welcoming Community*, written by Esses and colleagues (2010) for Citizenship and Immigration Canada. The lists are derived from an extensive literature review on what constitutes a welcoming community with the purpose of developing measurable indicators. The report provides lists of best practices that achieve specific outcomes related to welcoming communities.

Characteristics of a Welcoming Community (rank-ordered) (p. 11):

1. Employment opportunities
2. Fostering of social capital
3. Affordable and suitable housing
4. Positive attitudes toward immigrants, cultural diversity, and the presence of newcomers in the community
5. Presence of newcomer-serving agencies that can successfully meet newcomers' needs
6. Links between main actors working toward welcoming communities
7. Municipal features and services are sensitive to the presence and needs of newcomers
8. Educational opportunities
9. Accessible and suitable health care
10. Available and accessible public transit
11. Presence of diverse religious organizations
12. Social engagement opportunities
13. Political participation opportunities
14. Positive relationships with the police and the justice system
15. Safety
16. Opportunities for use of public space and recreation facilities
17. Favourable media coverage and representation

Steps toward achieving a welcoming community (p. 93):

1. Assessment of the current state of the community at a global and specific level.
2. Creation of short-term and long-term goals.
3. Implementation or adjustment of policies and programs that are designed to target gaps and weaknesses and work toward these goals.
4. Systematic research to evaluate the effectiveness of these policies and programs.
5. Ongoing assessment of community outcomes and feedback to stage two.

Appendix D - What can local governments do to welcome immigrants and refugees?

The following is a list of concrete activities that may be undertaken by local governments to develop a welcoming and inclusive community. While there are a number of available checklists and toolboxes indicating the steps needed to achieve a welcoming community, I include the following list from the Canadian Federation of Municipalities because it takes into consideration the central role of municipal governments in fostering social inclusion, labour market integration, and enhanced access to information and resources. Many of the promising initiatives discussed below demonstrate how such activities can be put into place. The list is taken from Cappe's (2011) report:

- Create municipal websites such as portals for newcomers or prospective newcomers
- Develop and distribute newcomer guides
- Make loans for education to upgrade credentials available to newcomers
- Create and implement awareness campaigns on the importance of immigration and target specifically to businesses
- Designate days devoted to multicultural celebrations
- Establish joint municipal government, economic development, and chamber of commerce recruitment programs
- Co-locate and coordinate settlement agencies for ease of access
- Provide grants to ethno-cultural organizations

When taken as a whole, the implementation of each activity on the list will create a more welcoming environment of immigrants and refugees.