

Retention and Integration of Immigrants in Newfoundland and Labrador – Are We Ready?

Final Report

Prepared for:

**Atlantic Canada Opportunities Agency
and
Coordinating Committee on Newcomer
Integration**

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Executive Summary

This study was commissioned by the Atlantic Canada Opportunities Agency and the Coordinating Committee on Newcomer Integration¹ in Newfoundland and Labrador. The study is intended as a foundation piece for future work in developing immigration policy and program initiatives, and more specifically a provincial immigration strategy that will contribute to population building and the economic development of the province.

The objectives for the study were to:

- set out what is known about barriers to retention and integration of immigrants across the country and how these issues play out in Newfoundland and Labrador;
- identify what is being done in various jurisdictions to support regionalization of immigration, with a focus on the lessons learned that are relevant for our province;
- identify potential future directions in policy research and development to guide the work of government and its partners in the province. Specifically, the Province of Newfoundland and Labrador is beginning its work on an immigration strategy, and this study will inform that process.

The study focused on the experiences of all classes of immigrants and international students. This report was developed from several sources, including a review of Canadian research, policy papers, and evaluations; examination of approaches in other provinces; a review of immigration statistics; consultation with immigrants, international students, and key informants from government, educational institutions, and community, employer and labour organizations.

The genesis of the study is the realization that our province is facing the prospect of a declining and aging population unless in-migration increases. Few immigrants come to the province and few stay here, which is a similar experience as most regions outside of major centres. Urbanization is a global trend and more people - immigrants included - are now moving to large cities.

The level of immigration to the province is influenced largely by skill shortages for professionals in a few sectors and our province's allocation of refugees admitted to Canada as part of humanitarian commitments. Immigration levels have remained fairly constant over the past decade. There has been an increase in the number of international students recently as a result of recruitment efforts. Immigrants are highly educated and relatively young. A significant number of immigrants (primarily male professionals) fare well in terms of economic success; in contrast, a greater proportion of women immigrants and refugees experience disparities in labour market outcomes and income.

¹ The Coordinating Committee on Newcomer Integration is comprised of federal, provincial and municipal government representatives, Memorial University of Newfoundland and the Association for New Canadians. It is a forum for discussion of immigration issues.

Newfoundland and Labrador has a number of strengths which could help attract more immigrants to the province. We offer safe and supportive communities, a relatively low cost of living, and have a well established settlement service that is readily accessed in the St. John's area. We currently have a small immigrant population that is making its mark on various aspects of our economy and society. However, this contribution is not well known and not tapped into sufficiently as a strategic asset. The greatest challenge in Newfoundland and Labrador is the reality of our labour market - many immigrants do not have access to the work they desire.

Many immigrants who do stay in the province have found appropriate opportunities for work or further education. They have integrated into the community and have developed a network of supports - family, community, religious and cultural. Some go through an extensive period of settlement and/or under-employment. Those who leave do so to seek out opportunities in occupations appropriate to their education and skills, and jobs which offer better incomes than they can find in the province. They also leave to join family and friends in more ethnically-diverse communities, where they find the cultural practices and amenities they value.

Experience demonstrates the importance of good matching of immigrants with engaged and welcoming communities. Despite the difficulties in accessing work in St. John's, most immigrants consider the city to be a good place to live. It offers a safe environment and a supportive community. The city offers, to a certain extent, the cultural diversity and amenities sought by immigrants. Rural areas are not as attractive to immigrants in that they offer fewer job opportunities and less cultural diversity. Lack of settlement services and language training outside the capital are also barriers to helping immigrants establish in smaller areas. There have been some successes in immigrants settling in rural areas for work or to establish businesses, which might inform strategies to attract others.

Some immigrants, in particular refugees, have more complex needs which create barriers to their settlement and integration. Refugee children have a range of special needs that challenge the capacity of the school system. Women immigrants face additional gender-based barriers to integration.

The Association for New Canadians offers a wide array of services funded by the federal and provincial governments. They tailor services to the needs of individuals, within program guidelines. Programming is delivered through linkages with mainstream service providers and community volunteers. However, even with this client-centred approach, the services cannot help all immigrants and refugees overcome the personal or systemic barriers they face to integration into the community and economy.

Immigration and multiculturalism have a relatively low profile in the province. There appears to be limited sustained - and funded - effort to engage the community at large in these matters. In addition, leaders in the multi-cultural community are not engaged in a meaningful way in policy and program development. The consequence is a relatively limited depth of welcome for immigrants in the wider community. This in turn has an impact on their opportunities to become part of the community, realize their potential, and achieve self-sufficiency through work.

To attract and keep more immigrants the province must:

- offer employment incentives - more jobs and better access to those that exist.; enhanced language and workplace mentoring supports which were recently introduced are examples of such incentives;
- remove barriers to employment by reviewing credential recognition processes and engaging employers and labour groups in workplace education;
- ensure culturally-sensitive and responsive services are offered by the continuum of organizations involved;
- develop broad awareness of what is required to create a more 'welcoming community' for immigrants – a community that offers a range of practical and inclusive integration supports, and which appreciates and promotes diversity.

The report provides recommendations for an approach to developing an immigration strategy. This approach would focus on:

- developing goals for success that reflect our province's realities;
- integrating immigration within a broader population and economic development strategy for the province;
- developing and implementing the strategy through the collaboration of all interested parties;
- developing an appropriate policy and administrative structure to lead the strategy, together with adequate resources;
- incorporating an accountability framework that will include baseline information, targets, and a monitoring and evaluation process;
- incorporating immigration topics in future social, economic, and labour market research;
- developing the role of communities, including consulting rural communities on their experiences with immigration and how the strategy can be most relevant to all regions of the province.

The report recommends actions tailored to specific groups that hold the most promise for increasing the numbers of immigrants coming to the province and staying:

- strategic development, resourcing and marketing of the Provincial Nominee Program as a source of immigrants for diverse sectors and new business creation;
- reviewing the current approach to recruiting, orienting and engaging internationally trained medical graduates in order to improve retention;
- increasing the number of Government Assisted Refugees and increasing joint sponsorships, while meeting the more complex needs of this group. Refugees offer the potential for an echo effect through their second generation and by attracting family members and friends.

The report also recommends actions on specific issues including:

- strategic marketing of the province and improved orientation at overseas posts to help ensure prospective immigrants make informed decisions on their destination, arrive with realistic expectations and are better prepared for settlement;
- removing barriers to employment through several means. These include strategic marketing of the comprehensive employment programming available through the Association for New Canadians, including two recent additions – enhanced language training and workplace mentoring; ensuring that mainstream services are accessible and delivered in a culturally-sensitive manner; facilitating the hiring of immigrants in government; reviewing credential recognition processes; engaging employers and labour groups in addressing barriers;
- conducting a comprehensive evaluation of the overall continuum of settlement services and integration support provided for immigrants and refugees through targeted and mainstream programs. The capacity of the Association for New Canadians and the range of programming has developed significantly over the years in response to changing client needs. However, there has never been an opportunity for a comprehensive evaluation of services. Such an evaluation was outside the scope of this study, but would be helpful in developing a baseline assessment of the support system as part of developing the immigration strategy. This evaluation would examine such topics as needs compared to program responses; linkages among organizations and with the community; ensure there are no systemic barriers or gaps in programming; examine resources in relation to needs; and assess the longer term program impacts;
- developing an innovative and practical approach to settlement services in rural areas;
- developing a provincial strategic plan for internationalization of post-secondary institutions.
- updating the provincial multi-cultural education policy, including an assessment of the capacity of the K-12 system to meet the needs of refugee children.

1.0 Overview of study

This study was commissioned by the Atlantic Canada Opportunities Agency and the Coordinating Committee on Newcomer Integration² in Newfoundland and Labrador. The study is intended as a foundation piece for future work in developing immigration policy and program initiatives that contribute to population building and the economic development of the province. This is the first comprehensive stocktaking of immigrant retention and integration in the province, and its purpose is to:

- set out what is known about barriers to retention and integration of immigrants across the country and how these issues play out in Newfoundland and Labrador;
- identify what is being done in various jurisdictions to support regionalization of immigration, with a focus on the lessons learned that are relevant for our province;
- identify potential future directions in policy research and development to guide the work of government and its partners in the province. Specifically, the Province of Newfoundland and Labrador is beginning its work on an immigration strategy, and this study will inform that process.

1.1 The Newfoundland and Labrador challenge

The genesis of this study is the realization that our province is facing the prospect of a declining and aging population unless in-migration increases. Newfoundland and Labrador is emerging from a decade of out-migration and population loss. A disproportionate number of these out-migrants were young people. Net out-migration has slowed in the past three years, but it is uncertain if this marks an actual turning point in migration trends. A slow rise in the average age and a low birthrate mean that, barring in-migration, the population of the province will slowly decline in the coming decades (Newfoundland Statistics Agency).

A consultation on future labour demand in the private sector carried out in 2003 identified shortages in some skilled occupations for which importation of workers may be needed (Human Resources, Labour and Employment). The province's difficulty in maintaining medical professionals is also well documented.

A partial answer to these issues is to increase the number of immigrants to Newfoundland and Labrador and the number who stay. Currently few immigrants come to the province and few settle here. An average of 464 immigrants came to Newfoundland and Labrador each year over the past decade. It is estimated that only 36% of recent immigrants remained in the province - the lowest retention rate of all provinces.

² The Coordinating Committee on Newcomer Integration is comprised of federal, provincial and municipal government representatives, Memorial University of Newfoundland and the Association for New Canadians. It is a forum for discussion of immigration issues.

This study was designed to examine the assumption that the relatively weak labour market in the province is a barrier to attracting and retaining immigrants, and to identify other reasons and potential solutions – either based on what has worked well in other regions of the country or based on the opinions of those involved in immigration in the province.

1.2 Research approach

The research examined the experiences of all classes of immigrants and visa holders, including:

- Economic class immigrants;
- Family class immigrants;
- Refugees;
- Foreign workers;
- International students (temporary residents) at the post-secondary level.

Information was gathered from the following sources:

Literature review: Canadian research and policy papers on immigration trends, retention, integration and regionalization were reviewed.

Statistical data: Data on immigration over the past decade was gathered from Statistics Canada and Citizenship and Immigration Canada.

Consultation with immigrants: Input was obtained from 38 immigrants to the province. Twenty-two immigrants were interviewed by telephone. Sixteen participated in two focus groups held with participants in the Language Instruction for Newcomers to Canada (LINC) program delivered by the Association for New Canadians; one group had eight female participants, the other eight male participants. Of those consulted:

- 16 were economic immigrants, including three entrepreneurs;
- 21 were refugees;
- five had left the province;
- most resided in St. John's, five lived in other communities.

Potential interviewees were identified by the Association for New Canadians and other agencies that provide services to immigrants. These organizations obtained the immigrants' permission to release their names and contact information to the consultants. Additional interviewees were identified and contacted directly by the consultants.

Consultation with international students: A focus group was held with undergraduate and graduate international students at Memorial University of Newfoundland, and another was held with students at the College of the North Atlantic in St. John's. A total of 18 students participated in these group discussions.

Key informant interviews: Forty in-person or telephone interviews were carried out with representatives of organizations with an involvement in immigration – the three levels of government, multicultural organizations, post-secondary institutions, employer and labour organizations. In some cases, several individuals with different responsibilities within an organization were interviewed. Organizations that participated in interviews are listed in Annex A.

1.3 Limitations of the research

The study was intended as a broad scan of immigrant retention and integration to set the stage for development of an approach to immigration and future research on specific issues. The following limitations should be borne in mind in reviewing the report findings:

- A limited number of immigrants were interviewed in relation to overall numbers in the province. They were not selected randomly, so their input cannot be considered statistically significant. Refugees were over-represented in those interviewed.
- The number of key informants interviewed was also limited, and focused mainly on provincial-level organizations. The findings do not provide an in-depth analysis of the community-level experience across the province.

1.4 Classes of immigration

The following are definitions of the various classes of immigration discussed in this report.

Economic immigrants: These are selected for skills or other assets that will contribute to the Canadian economy. The economic classes include skilled workers, provincial and territorial nominees, investors, entrepreneurs and self-employed persons.

Refugees: There are three classes of refugees:

- *Convention refugees abroad* (people who are outside their country and fear persecution). These may be government assisted or privately sponsored;
- *Country of asylum* (people who are outside their country and are affected by war, conflict or human rights violation. Individuals selected must be privately sponsored;
- *Source country* (meet the definition of convention refugee but are still in their country of citizenship and suffering deprivation from right of freedom of expression, dissent or engage in trade union activity). Individuals selected may be government assisted or privately sponsored.

Family class: Canadian citizens and permanent residents in Canada may sponsor close relatives or family members who desire to become permanent residents of Canada. Sponsors must commit to support relatives or family members and their accompanying family for a period of three to ten years.

Refugee claimant: A person who claims refugee protection in Canada.

International student: A temporary resident who has been approved by an immigration officer to study in Canada.

1.5 Terms used

The following are definitions of various terms used or developed by the consultants for this report.

Integration is a multi-dimensional concept, involving an acknowledgement and respect for cultural differences and a goal of ensuring that people can maintain important aspects of their own cultural heritage while participating equitably in the social, cultural political and economic spheres of Canadian life. It does not imply assimilation (Cook and Pruegger).

Retention refers to immigrants remaining in the community where they first settled on arrival in Canada. There is no fixed definition of how long an immigrant must stay to be determined to be 'retained'. The estimate we developed was calculated based on the residency of immigrants in 2001 that had arrived in Canada over the 1991-2001 period.

Secondary migration is the movement of immigrants from the community where they first settled on arrival in Canada – either within or outside of Canada.

Regionalization is the concept of attracting and integrating immigrants in regions of Canada outside the 'first tier' cities of Montreal, Toronto, and Vancouver, where the majority now settle. Most provinces and a number of municipalities are planning or engaged in regionalization strategies.

Diversity encompasses acceptance and respect. It means understanding that each individual is unique, and recognizing our individual differences. These can be along the dimensions of race, socio-economic status, age, range of abilities, sexual orientation, religious beliefs, political beliefs, or other ideologies. It is about understanding each other and moving beyond simple tolerance to embracing and celebrating the rich dimensions of diversity contained within each individual (University of Oregon).

Multiculturalism is the concept that all citizens can keep their identities, can take pride in their ancestry and have a sense of belonging. Through multiculturalism, Canada recognizes the potential of all Canadians, encouraging them to integrate into their society and take an active part in its social, cultural, economic and political affairs. The Canadian experience has shown that multiculturalism encourages racial and ethnic harmony and cross-cultural understanding, and discourages ghettoization, hatred, discrimination and violence (Canadian Heritage).

Social inclusion is the capacity and willingness of our society to keep all groups within reach of what we expect as a society – the social commitments and investments necessary to ensure that socially and economically vulnerable people are within reach of our common aspirations, common life and its common wealth (Laidlaw Foundation).

2.0 The context for regionalization

Immigration is increasingly important to the population growth of Canada. Canada ranks 5th among OECD countries in terms of the share of the population that are immigrants. Immigrants made up 18.4% of the population of Canada in 2001, compared to 10.4% of the United States population.

Immigration represents close to 70% of current national population growth, up dramatically from under 20% in 1976. It is estimated that within six years, immigration will account for all net labour force growth and in 25 years immigration will be the only source of net population growth (Citizenship and Immigration Canada, September, 2003).

Urbanization is a world wide phenomenon, and the choice of destination for immigrants to Canada is no exception. Immigrants to Canada have a much stronger preference for large cities than the Canadian-born. Approximately 80% of immigrants age 15 and older who arrived in 2001 settled in Toronto, Vancouver or Montreal, and only 4% of the new immigrant population resided outside a Census Metropolitan Area. In contrast, only 26% of the Canadian-born population resided in these three areas in 2001 (Chui).

Research has concluded that today's immigrants prefer large cities, perhaps because they come from large cities and tend to have a cosmopolitan outlook. Immigrants from western and northern Europe, the United Kingdom and the United States are much like the Canadian-born in their choice of residence. But immigrants from elsewhere, who now make up the large majority of immigrants, move to the large cities immediately upon landing or shortly after (Citizenship and Immigration Canada, 2001).

2.1 Can regionalization work?

There are varied views on whether more regional dispersion of immigrants is possible and appropriate. Some argue for regionalization to alleviate the pressure on the major centres that cannot manage rapid growth combined with extensive ethno-linguistic and racial diversity (Walton-Roberts). There have also been arguments against regionalization. From the standpoint of the foreign-born, the employment opportunities and ethno-cultural support in large cities may outweigh the argument that 'geographic concentration may inhibit the process of assimilation' (Edmonston, cited in Krhan, Derwing and Abu-Laban).

The importance of immigration to regional populations and economies has been reflected in various strategies. Immigrants bring skills for labour shortages, are contributing members of the workforce, are net contributors to public services, create jobs for Canadians, help expand export markets, enhance business innovation, and contribute to diversity (Huynh). In this current study, key informants who were interviewed highlighted the value of the skills that immigrants bring. They also cited their contribution to the global orientation of our business community and to the diversity of our society.

A number of regional immigration and population strategies focus on the issue of population decline and the shortage of workers as main drivers of action plans. Those taking the long view see potential in the echo effect of immigrants bringing families and future generations settling in the region. However the argument that population will bolster economic development only goes so far, since human resources are only an enabling factor, not a driver – there has to be economic opportunity to draw people. A population study done for Cape Breton observed that the region had learned that, while high quality human resources are important to economic growth, their presence is not a guarantee of economic progress (Dan White and Associates).

Some research and consultations have cited misconceptions about the opportunities to settle in smaller centres that, if overcome, might influence the decision of some immigrants. There is a lack of appropriate information given to immigrants before they come, biased opinions in other regions, and a need to showcase what small places offer – good settlement and education services, low crime rates, no waiting for language training, reasonable housing costs, presence of cultural groups (Citizenship and Immigration Canada, February 2003).

It has been suggested that it is not a question of size of community but of capacity to offer the supports for integration through collaboration of all stakeholders (McIssac). This capacity includes adequate public services, which have been eroded in some provinces and smaller areas. A national working group will shortly launch a regional tool kit to help communities develop their capacity to attract immigrants and help them integrate.

The readiness of the Atlantic region for regionalization was questioned in recent research. In consultations for the Cape Breton population strategy, the consultant observed hesitancy, skepticism, and at times downright hostility to regionalization. Some municipalities were more focused on how to make municipalities work with less people. Few people outside of those directly involved with immigration seemed to see the challenges coming from an aging population, and the benefits of more immigrants to the viability of communities (Denton).

In short, efforts to bring more immigrants to smaller regions and to keep them there have to be shaped through a bottom-up process. This process must be based on awareness of what regions can offer to immigrants, as well as what immigrants can offer to regions that face serious challenges to their population levels and economic viability.

2.2 Recent immigration in Newfoundland and Labrador

Immigrants have made a significant contribution to building the population of Newfoundland and Labrador since it was first established as an English colony in the 17th century. However, current day immigration forms a small component of our population. The following are highlights of the population and immigration in Newfoundland and Labrador *over the last decade*, with comparisons to immigration in Canada. The information is drawn from Census and Citizenship and Immigration Canada data. Note that the periods for which data are available vary for some data elements. Tables of the data which are presented in chart/diagram form are included in Annex B.

2.2.1 Population Trends

The demographics of the province reflect an aging and declining population. The population declined by 10.3% (59,948) between 1991 and 2003. Population losses since 1998 have been reduced, in concert with improvements in the economy. However, most forecasters project a continual modest decline in population over the next 15 years, due to negative natural population change and more net out-migration. Total population is projected to drop from 512,930 to roughly 500,000 in 2018. The high rate of out-migration of young people has led to rapid aging of the population (Department of Finance).

2.2.2 Profile of recent immigration

The following table includes highlights of immigration in the province and in Canada over the past decade.

Table 1 Population and immigration levels: 1994 -2004

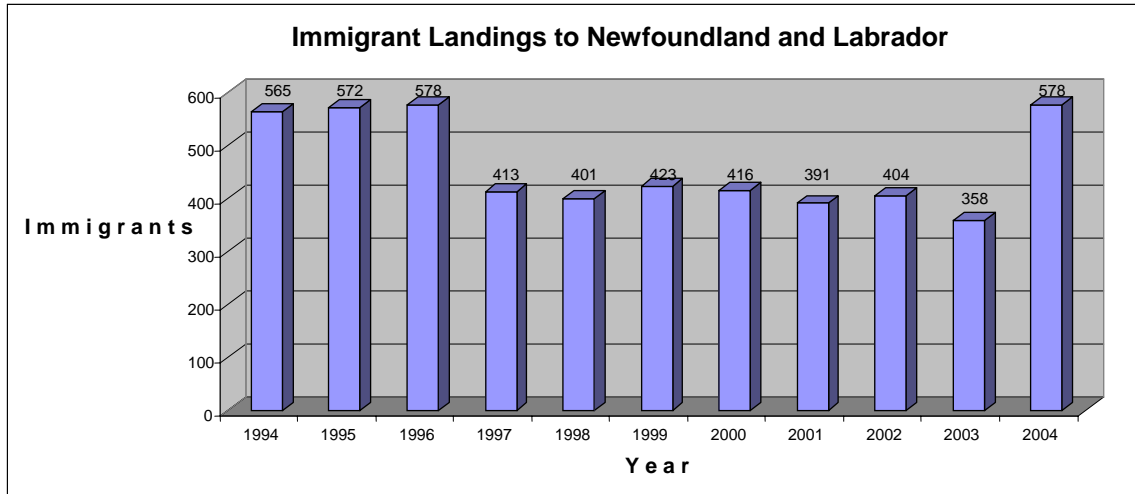
	Canada	Newfoundland and Labrador
Total population in 2001	29,639,035	512,930
% of Canada population	100%	1.7%
Immigrant population in 2001	5,448,480	8,025
% of total population	18.3%	1.7%
Number of new immigrants 1994 - 2004	2,402,231	5,099
Annual average	218,384	464
% of new immigrants to Canada	100%	0.2%

Source Census 2001 and Citizen and Immigration Canada

Two points are important in this data - immigrants make up a much smaller proportion of the province's population than they do of the overall Canadian population: 1.7% compared to 18.3%. As well, the province receives only 0.2% of immigrants to Canada, while we have 1.7% of the Canadian population.

Annual immigration levels

The following chart shows immigration levels to Newfoundland and Labrador over the past decade.



Immigration levels were higher in the 1994-1996 period, primarily due to higher numbers of refugees and skilled workers in those years. The annual arrivals then leveled off at a stable but lower number. There was an increase in 2004, which from the data appears to be due to an increase in the number arriving under the Provincial Nominee Program (which may include family members of nominees).

Classes of immigrants

In the following table, the various classes of immigrants to Canada and Newfoundland and Labrador over the past decade are shown.

Table 2 Class of immigrants – 1994-2004

Class	Canada	Annual average	%	Nfld. and Lab.	Annual average	%
Economic class						
Skilled workers	1,126,850	102,441	46.9%	2,010	182	39.4%
Entrepreneur/investors	173,085	15,735	7.2%	102	9	2.0%
Provincial/territorial nominees	15,796	1,436	0.7%	281	26	5.5%
Live in caregivers	38,992	3,544	1.6%	11	1	0.2%
<i>Total economic class</i>	<i>1,354,723</i>	<i>123,156</i>	<i>56.4%</i>	<i>2,404</i>	<i>219</i>	<i>47.1%</i>
Family class	731,835	66,530	30.5%	971	88	19.0%
Protected persons						
Government Assisted Refugees	86,838	7,894	3.6%	1,212	110	23.8%
Privately Sponsored Refugees	32,219	2,929	1.3%	44	4	0.9%
Protected persons in Canada and dependents overseas	168,559	15,323	7.0%	411	37.4	8.1%
<i>Total protected persons</i>	<i>287,616</i>	<i>26,146</i>	<i>11.9%</i>	<i>1,667</i>	<i>151.6</i>	<i>32.8%</i>
Humanitarian/other	28,057	2,550.6	1.2%	57	5.2	1.1%
Total	2,402,231	218,384	100%	5,099	463.5	100%

Source: Citizenship and Immigration Canada

The data in the above table show that over the past decade the pattern of immigration to Newfoundland and Labrador differs from that of immigration to Canada in several respects:

Economic immigrants made up 47.1% of immigrants to the province, compared to 56.4% of immigrants to Canada. Within the economic class, 5.5% of those coming to the province were provincial nominees, compared to 0.7% of those across Canada. This may reflect the relative importance of the Provincial Nominee Program in attracting investors and skilled workers to the province. Skilled workers made up the largest category of economic immigrants to the province and across Canada. They comprised a smaller proportion of total immigrants coming to the province compared to Canada as a whole (47.1% compared to 56.4%).

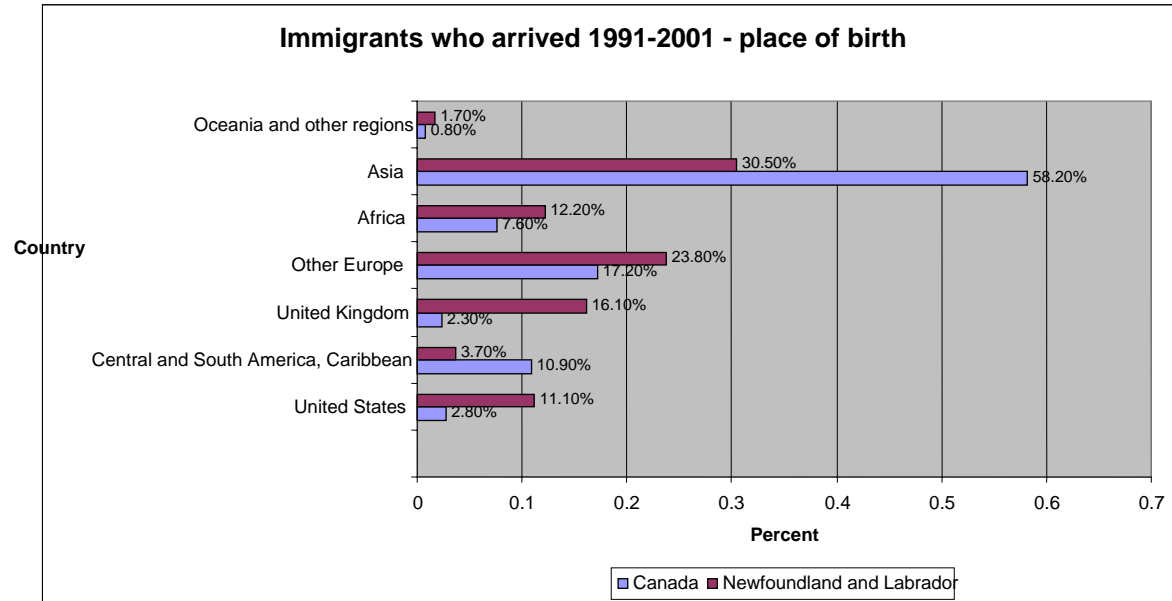
Family class immigrants made up a significantly lower proportion of those coming to the province compared to the proportion across Canada – 19.0% compared to 30.5%. This may reflect the lower retention rate of immigrants to the province, since many may not remain here long enough to sponsor family members in this lengthy process. It may also reflect the higher proportion of refugees coming to the province. They face more challenges to becoming economically self-sufficient and thus having the resources to become sponsors.

Protected persons made up 32.8% of immigrants to the province compared to 11.9% of those coming to Canada as a whole. This is largely due to Government Assisted Refugees. Citizenship and Immigration Canada, in consultation with the provincial government establishes an annual allocation of Government Assisted Refugees to the

province (now set at 155), based on our capacity to accommodate refugees and provide settlement services.

Place of birth of immigrants

The following chart shows the place of birth for recent immigrants to Canada and to the province.



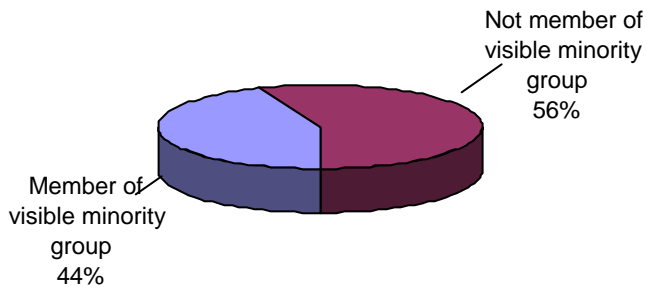
Source: Census 2001

While immigrants from Asia represent the largest single group for recent immigrants to the province, the proportion is smaller than that of Canada as a whole (30.5% compared to 58.2%). We continue to have a greater proportion of immigrants from the United States and United Kingdom than the rest of Canada. Factors affecting this difference may be our geographic location; the predominant use of English in the workplace in the province, which makes employment more accessible for those from English-speaking countries; and the North Sea being one of the prime source regions for certain skill needs in the offshore oil sector.

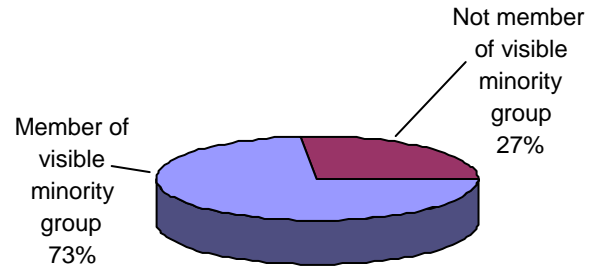
Visible minority membership

Forty-four percent of immigrants to the province from 1991-2001 were members of a visible minority, compared to 73% of the immigrants at the national level. This reflects the higher proportion coming to the province from the United Kingdom and the United States.

Newfoundland & Labrador



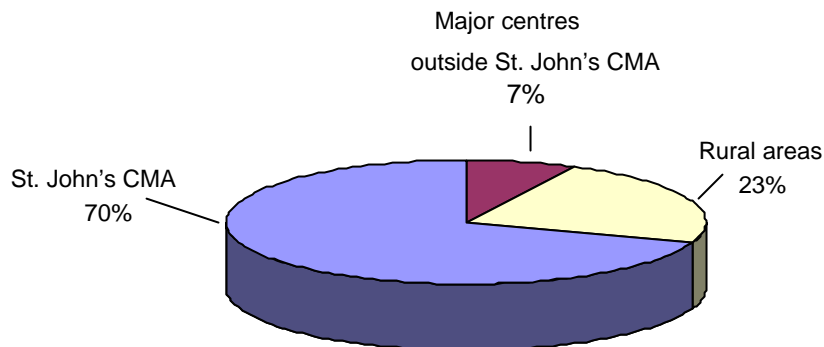
Canada



Where immigrants live

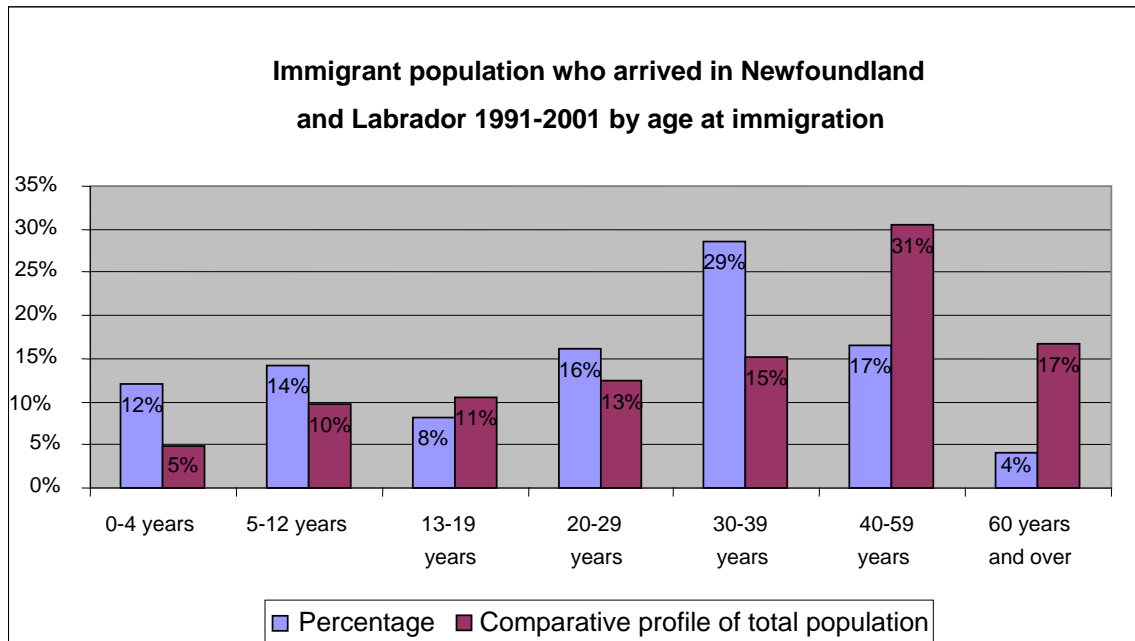
As the following diagram shows, the immigrant population in the province who arrived most recently is largely concentrated in the St. John's Census Metropolitan Area. Outside the capital, the immigrant population is widely dispersed, and largely reflects the recruitment of immigrants in medical professions in rural areas.

Immigrant population who arrived 1991-2001 - by community



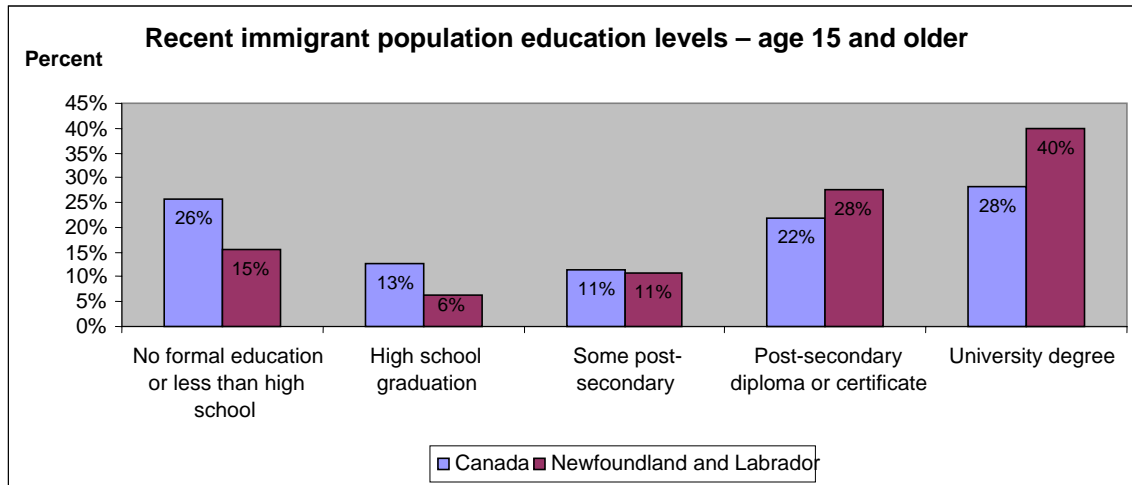
Age profile of recent immigrants

The following chart shows the age distribution of recent immigrants at the time of immigration, with comparisons to the total population of the province. New immigrants over the 1991-2001 period were younger than the general population of the province, and more were of school age and in the prime working age group. This reflects in part the propensity for younger people to migrate.



Source: Census 2001

The following chart compares the education level of immigrants (who were age 15 and older during the 2001 Census) and who had arrived in Canada during the 1991-2001 period. A larger proportion of immigrants to the province have completed post-secondary programs or hold university degrees. This reflects the larger proportion of economic immigrants to the province who come for employment in the medical, education, and petroleum sectors.



Source: Census 2001

Language

Among immigrants who arrived from 1991-2001, a higher proportion (96.8%) of those in Newfoundland and Labrador had a knowledge of at least one official language as reported in the 2001 Census. This compares to 90.6% of immigrants to Canada in this period. This again reflects our source countries.

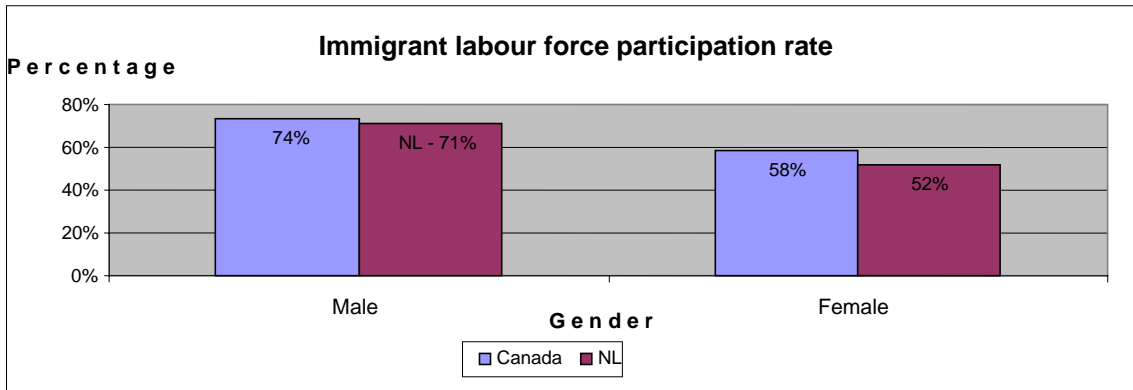
In 2004, only 16% of immigrants destined to the province spoke English as their mother tongue. A total of 48 languages were spoken as the mother tongue of the others. The largest single language group (16%) of all immigrants spoke Mandarin. This profile illustrates the rich diversity of the immigrant population in the province. It also illustrates some of the challenges to integration, since English-language fluency is important to finding employment in the province.

Immigrant labour force profile

In this section, we set out the labour force characteristics of immigrants (those age 15 and older) who arrived from 1991-2001, and who were still resident in Newfoundland and Labrador during the 2001 Census, along with the same data for this immigrant group in Canada.

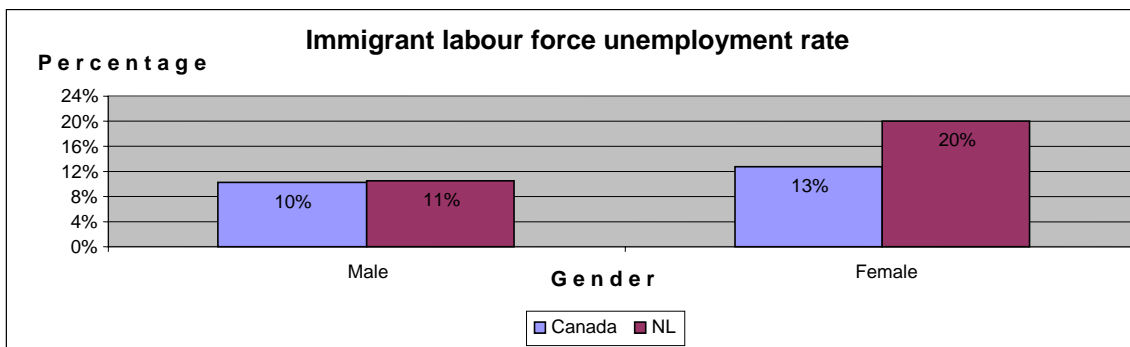
Participation and unemployment rates

Recent male immigrants in Newfoundland and Labrador have a slightly lower participation rate in the labour force than those in Canada as a whole. Female immigrants in the province have a much lower participation rate than males in the province. Female immigrants in the province also have a significantly lower participation rate (52%) than their counterparts in Canada (58%).



Source: Census 2001

Male immigrants in the province have a comparable unemployment rate to those in Canada. Female immigrants in the province have a considerably higher unemployment rate than males and than female immigrants in Canada. This may be due to female spouses in the province not having the same access to employment, particularly those in rural areas.

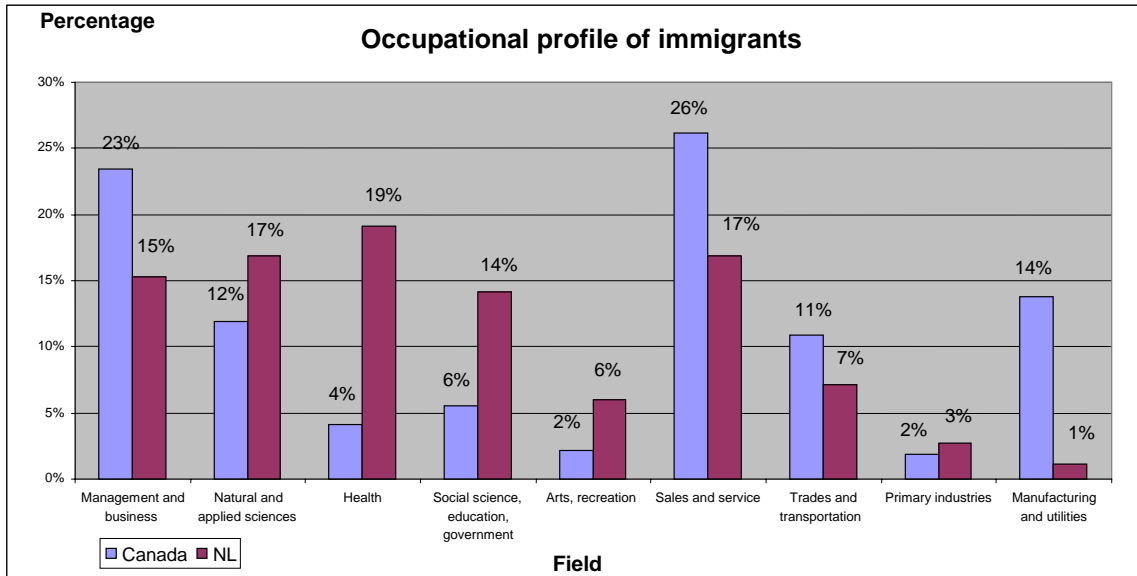


Source: Census 2001

Occupations

Immigrants who arrived from 1991-2001 who lived in the province in 2001 worked more predominantly in health, social service/education/government and natural and applied sciences occupations than do those across the country. This reflects the high proportion of immigrants who work in those sectors – particularly physicians, post-secondary educators, and engineers/engineering technologists. Less immigrants were employed in

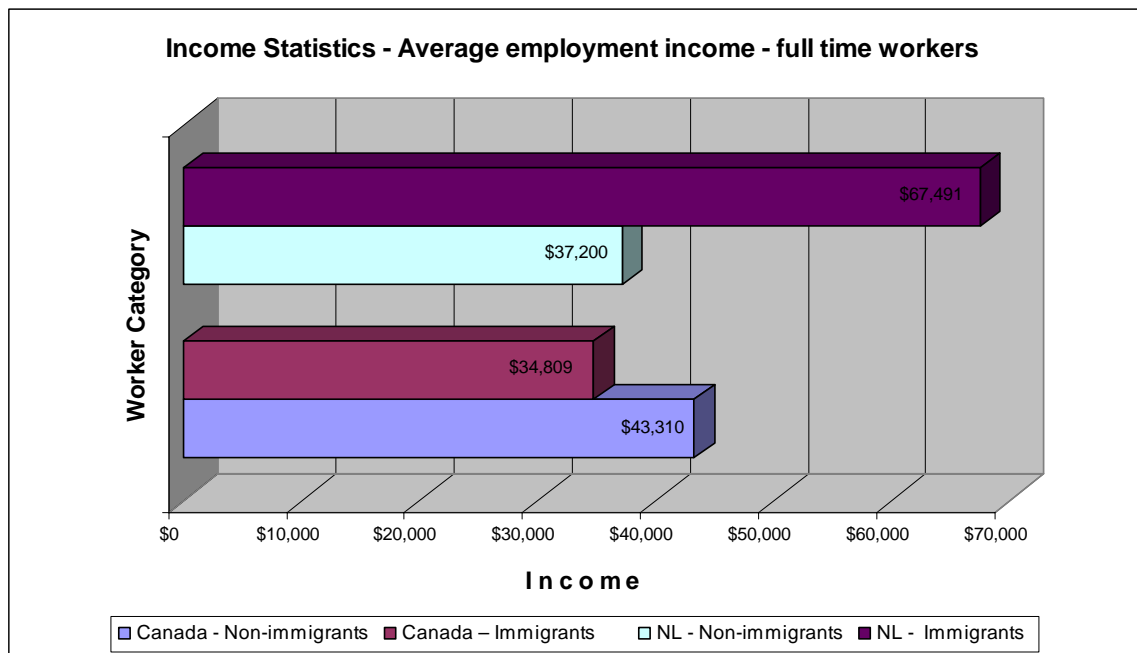
manufacturing and management/business than immigrants in Canada, reflecting the lower requirement for importing skills in those sectors in the province.



Source: Census 2001

Income Profile

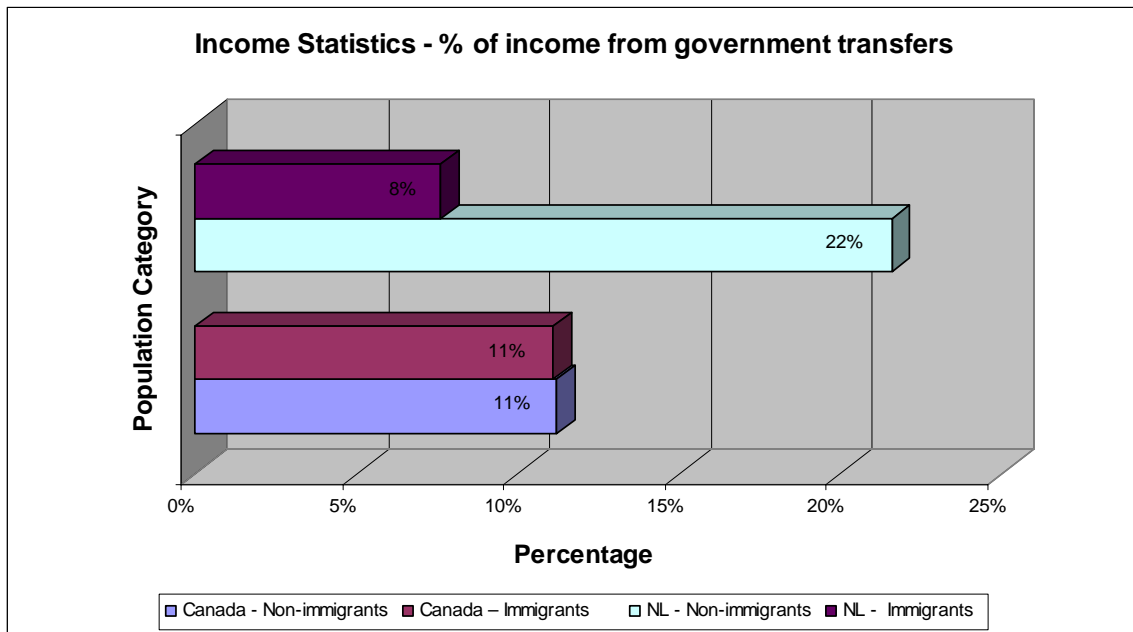
The following chart shows the income levels and sources for immigrants who arrived from 1991-2001, and who were working in Newfoundland and Labrador during the Census of 2001. Data for the non-immigrant working population of the province in 2001, along with data at the national level for immigrants and non-immigrants is also shown.



Source: Census 2001

Recent immigrants in the province who worked full-time earned higher incomes on average (\$67,491) than non-immigrants in the province (\$37,200) in 2001. They also earned more on average than recent immigrants and non-immigrants at the national level. This reflects the employment of a higher proportion of economic immigrants in professional occupations in medicine, education and engineering in the province.

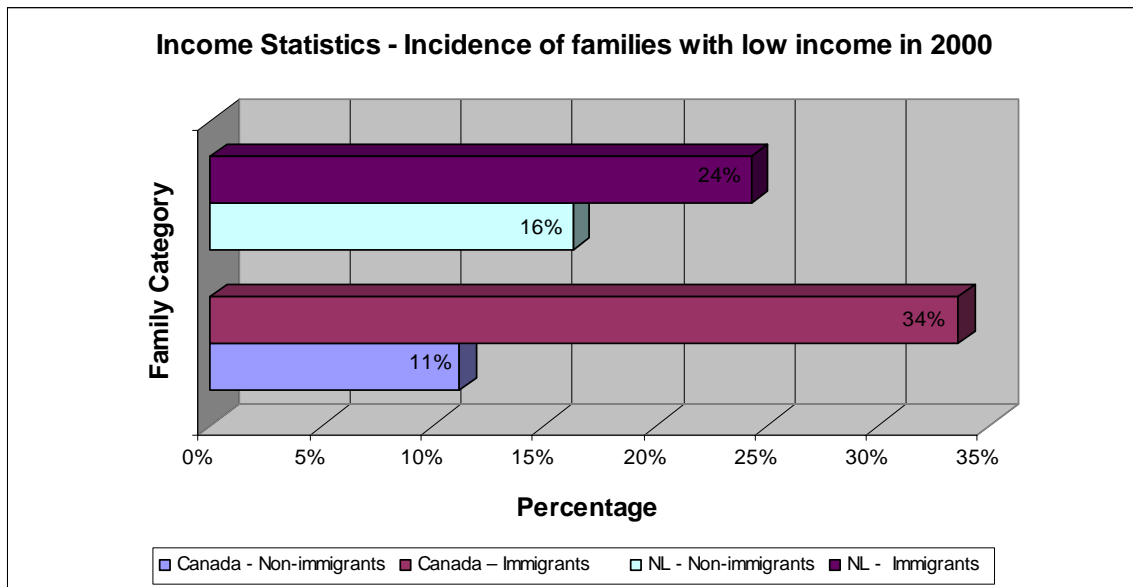
As can be seen from the following chart, recent immigrants to the province rely much less on government transfers than non-immigrants and than recent immigrants to Canada.



Source: Census 2001

As the following chart shows, a higher proportion (24%) of immigrant families who had arrived recently in the province had a lower income level in 2000 compared to non-immigrants in the province (16%).

The low income gap was greater between recent immigrants and non-immigrants at the national level (34% compared to 11%). However, there were proportionately fewer low income immigrant families in the province than in Canada as a whole (34%).



Source: Census 2001

Foreign workers

Over the 2002-2004 period, an average of 1342 work permits were issued each year. (This does not include permits issued for marine activity for port entry for a 24 hour period). The occupations for which at least 20 work permits were issued annually were:

- Various professional engineers
- Medical specialists and general practitioners
- Various technologists and technicians
- University professors and college teachers
- Post-secondary teaching or research assistants
- Specialty cooks/chefs.

In a number of cases, foreign workers come to the country on work permits for permanent positions while awaiting processing of their application for immigration. This is an approach that is being encouraged with the Provincial Nominee Program. This group represents one key source of new immigrants to the province, since they are already here and engaged in adapting to the province.

International students

The following table compares the profile of international student enrollment in the province as of the Fall semester in 2001 and 2004.

Table 3 Profile of international student enrollment by institution: Fall 2004

Institution	Level of Study	Fall 2001	Fall 2004	% change 2001-2004
College of North Atlantic	Regular programs	34	24	
	ESL	0	10	
<i>Total College of North Atlantic</i>		<i>34</i>	<i>34</i>	<i>0%</i>
Memorial University	Undergraduate	118	364	208%
	Graduate	270	294	8.9%
	Medical students	32	13	-40.9%
	Diploma programs	0	17	1700%
	ESL	0	42	4200%
<i>Total Memorial University</i>		<i>420</i>	<i>730</i>	<i>74%</i>
Private Institutions			10	
NISEP (Eastern School Board)			46	
Western School District			1	
<i>Provincial Total</i>		<i>454</i>	<i>834</i>	<i>92%</i>
Studying in China			622 ³	
College of North Atlantic – Qatar			1,456	

Source: Department of Education

In 2001, a provincial international student recruitment strategy was implemented by the Council on Higher Education, with a target of 2,000 international students by 2007. Since 2001, there has been a 92% increase in international student enrollment. However, the current enrollment is only 41% of the target.

Over 75 countries are represented in the full-time international students enrolled at Memorial University. The majority come from Asia (55.5%) with China being the largest single source country with 30.0% of current international student enrollment (Memorial University data).

³ College of the North Atlantic programs offered in China.

2.3 Immigrant retention rates

Attracting immigrants to smaller regions of the country is difficult, and keeping them is just as challenging. An approximate measure of retention is derived from combining Citizenship and Immigration data on annual landings of immigrants and Census data.⁴ In June 2001, the Census found 2015 persons living in Newfoundland and Labrador who had immigrated to Canada since 1991, compared to a total of 5522 who had immigrated to Canada from 1991 to 2001. In other words, there was an approximate net retention rate of 36% for immigrants to Newfoundland and Labrador in this period. This retention rate is noticeably lower than that of all other provinces, as shown in the following table.

Table 4 Immigrant retention rates – Immigrants who arrived from 1991-2001

Province	Immigrants from July 1991 to June 2001 95	Residents in 2001 who immigrated to Canada from 1991 to 2001	Apparent net retention rate
Newfoundland and Labrador	5,522	2,015	36%
Nova Scotia	25,493	10,290	40%
Prince Edward Island	1,557	790	51%
New Brunswick	7,097	4,400	62%
Quebec	340,385	244,905	72%
Ontario	1,212,646	1,022,370	84%
Manitoba	41,640	32,350	78%
Saskatchewan	20,013	11,365	57%
Alberta	150,669	129,920	86%
British Columbia	422,155	370,615	88%
NWT/Yukon	1,945	1,660	85%
Canada	2,235,500	1,830,680	82%

Source: Statistics Canada Annual Demographic Statistics (Cat. No 91-213) and Census 2001

2.4 Profile of leavers

Research carried out using taxfiler data (Citizenship and Immigration Canada, 2000) provides another estimate of immigrant retention. In the sixteen year period from 1980 to 1995, it was found that Canada lost only 15% of its immigrants to emigration. Among provinces, only Ontario and British Columbia experienced net gains as a result of secondary migration.

⁴ Note that this measure does not take into consideration change in numbers due to deaths, nor does it reflect if immigrants remained in the province where they first lived in Canada – i.e. account for any secondary migration within the 1991-2001 period.

In the Atlantic region, the overall retention rate was estimated at 50%. Immigrant groups that were found to experience the most out-migration from the region were:

- refugees – they made up 31% of all out-migrants;
- business class immigrants - the second largest loss for the region, with less than half the 3,503 business immigrants destined there staying;
- those with lower education - a disproportionately high number of immigrants with 0 to 12 years of schooling left, while the region better retained those with graduate degrees;
- those with no official language ability.

In Newfoundland and Labrador, there are several other indicators of the factors contributing to the low retention rate:

- 51 (35%) of the 144 refugees who arrived from January to October 2004 left the province within 10 months of arrival. Of those who left, a third did so within one month of arrival (Association for New Canadians data);
- Less than half of the immigrants who were accepted and came to Canada under the Provincial Nominee Program from 1999-2004 actually arrived or stayed. 300 certificates were issued, resulting in approximately 281 landings, including principal applicant and dependents (Citizenship and Immigration data). Only 50 to 60 nominees are considered to still reside in the province. (Innovation, Trade and Rural Development data).
- 75% of the internationally trained medical graduates who are accepted to the province under provisional licenses leave when they obtain their Canadian credentials. There is a constant turnover of 200 internationally trained medical graduates in the province, of approximately 1000 physicians in active practice at any given time (Audas et al).

2.5 Summary

Immigration to the province is influenced largely by skill shortages in a few sectors and our province's allocation of refugees admitted to Canada as part of our humanitarian efforts. Overall, there has been a very low level of immigration to the province and the immigrant retention rate is the lowest among all provinces. More recently, provincial policies aimed at attracting immigrants have influenced the number of immigrant investors coming to the province (with limited retention results to date) and a rising number of international students. Highlights of recent immigrants to the province are as follows:

Immigrants from Asia represent the largest single group for recent immigrants to the province, but we continue to have a greater proportion of immigrants from the United States and United Kingdom than the rest of Canada.

Immigrants come mainly for specific employment offers in professional occupations or they are refugees who are directed here or choose to join families in the province. These reasons for coming are reflected in various demographic and labour market characteristics.

Recent immigrants to the province are highly educated, and the majority work in professions in health, education and natural/applied science (engineering occupations in the offshore sector). They are also younger than the general population. Most live in St. John's, while the rest are widely dispersed among rural communities. This reflects the recruitment of professionals - primarily physicians.

Immigrants in Newfoundland and Labrador have a lower performance in the labour force compared to immigrants to Canada as a whole, as measured by participation and employment rates. The difference is more pronounced for female immigrants. This is likely due to the proportion of refugees in our immigrant population who lack the language and employment skills required for the Canadian labour market.

The average earnings of immigrants in the province are higher than those of immigrants in Canada, influenced by the high proportion of professionals, particularly physicians. The incidence of low income among immigrant families in the province is lower than it is among those in Canada as a whole. However, recent immigrant families in the province have a higher incidence of low income than non-immigrants. This reflects those immigrants who arrive without employment, who go through a period of settlement, and who experience unemployment or underemployment.

The number of international students in the province has increased significantly since 2001, with China being the largest source country.

3.0 Individual factors in the decision to move

Influencing where immigrants end up living in Canada is not all that easy. Many new immigrants show a strong preference for a particular destination. In the first few years they tend to be quick to move, mainly to the large metropolitan centres with a large immigrant population (Dan White and Associates). In this and the next two sections, we examine the factors that influence secondary migration of immigrants. The information presented includes both evidence from the literature review and the views of those consulted for this study.

Nationally, it has been found that immigrants with a greater likelihood of moving include those in the prime working ages of 25-44 years and those with higher education levels (Citizenship and Immigration Canada, 2000, 2001).

Two surveys conducted by the Newfoundland and Labrador Statistics Agency on in-migration and out-migration show that this is also the case in this province. The Agency contacts families who move to or from the province once they enroll in a government health plan, and continually update the data as questionnaires are returned. Since 1995, 750 (4.3%) of the respondents to the out-migration survey, and 470 (19%) of the respondents to the in-migration survey were people who were born outside Canada (immigrants). There are limitations in the surveys that must be borne in mind in using the results.⁵ However the research sheds some light on those who move to and from the province and why.

⁵ Inferences and comparisons between the in/out surveys cannot be made as they are two different surveys administered at different times. The lists from which the survey population were drawn do not provide complete coverage of the in- and out- migrant populations. Also, Quebec and PEI are not included in the out-migration survey. It is not known how reflective the respondents are of the total immigrant population in the period covered.

The following table sets out the responses of the *immigrant respondents* to the two surveys to date.

Table 5 Survey of In-Migrants – Newfoundland and Labrador: Immigrant respondents

Characteristic	In-Migrants
Age 25-44	55.4%
Post-secondary certificate/diploma	10.3%
University diploma/degree	63.7%
Plan to stay in present community	67.9%
<i>Main reason for moving to/from NL:</i>	
Job transfer/accept new job	58.3%
To look for work	2.1%
Family/personal reasons	18.8%
Better services/lifestyle	3.4%
<i>Labour force activity prior to move:</i>	
Employed	77.1%
Unemployed	5.6%
Not in labour force	12.6%
<i>Labour force activity after move:</i>	
Employed	69.2%
Unemployed	8.5%
Not in labour force	15.4%
First time moving from NL	

Source: Newfoundland and Labrador Statistics Agency

The in-migration survey data show that those born outside Canada who move to the province are highly educated. As well, just over half of those moving to the province are in the 25-44 age group.

Table 6 Survey of Out-Migrants – Newfoundland and Labrador: Immigrant respondents

Characteristic	Out-Migrants
Age 25-44	55.1%
Post-secondary certificate/diploma	9.7%
University diploma/degree	48.4%
Plan to stay in present community	N/A
<i>Main reason for moving to/from NL:</i>	
Job transfer/accept new job	33.4%
To look for work	26.5%
Family/personal reasons	22.0%
Better services/lifestyle	3.4%
<i>Labour force activity prior to move:</i>	
Employed	39.3%
Unemployed	18.7%
Not in labour force	40.6%
<i>Labour force activity after move:</i>	
Employed	59.8%
Unemployed	12.7%
Not in labour force	14.7%
First time moving from NL	87.0% - yes 9.7% - no

Source: Newfoundland and Labrador Statistics Agency

The out-migrant survey data show that those born outside Canada who move from the province are also highly educated and a high proportion are in the 25-44 age group. (Note that this group has a comparable education level to that of all out-migrant respondents.)

Other data from the surveys are discussed in the next chapter.

4.0 Influence of employment on decision to move

Employment is the key factor in decisions on secondary migration. In this section we examine the various aspects of this issue.

4.1 Economic/employment opportunities

Finding and keeping meaningful jobs with adequate earnings has been found to be *the* key factor in successful settlement and in decisions on secondary migration (Rao, Dan White and Associates, Khrahn et al). Those who come without a specific job offer will generally go to places where the job market offers a range of opportunities, and they are less likely to go to smaller places without a job contract (Citizenship and immigration Canada, 2001).

A longitudinal survey of immigrants now being conducted by Statistics Canada found that the vast majority of immigrants had planned to work in Canada, and that employment was a particularly important consideration for economic class immigrants settling in smaller areas. One third of these immigrants cited jobs as the most important reason to move to these areas, and one-fifth moved to smaller areas to join family or friends (Chui).

4.1.1 Provincial situation

Immigrants and key informants interviewed for this current study confirmed that work is the single most important factor in influencing immigrants' decision to stay in the province or leave. If jobs were available that were consistent with immigrants' education and experience, most would remain here.

From the Newfoundland and Labrador Statistics Agency *in-migration survey* data (see chapter 3), it is evident that employment (particularly an actual job offer) was the main reason for moving to the province. Most immigrant respondents to this survey (58.3%) had a job offer before coming to the province, and only 2.1% came to the province to look for work. A majority (77.1%) were working before coming to the province, whereas 69.2% were working here.

The results of the Newfoundland and Labrador Statistics Agency *out-migration survey* indicate that a third of non-Canadian respondents moved for a pre-arranged job, while 26.5% left to seek work. Respondents fared better in terms of employment status after they left the province. 39.3% were working in the province, whereas 59.8% were working after the move.

A large proportion (40.6%) of the immigrant respondents to the out-migration survey were not in the labour force while in the province, while relatively few (14.7%) were not in the labour force after they moved. These results may be affected by spousal employment for immigrants with dependants. An issue raised in the interviews conducted for this report was the overall limited job market in the province, and lack of access to employment for spouses of immigrants, particularly in rural areas. Overall the

out-migration survey results indicate that immigrants who leave the province have better employment outcomes than they do while here in the province.

4.2 Employment barriers lead to poorer economic performance

Recent immigrants are not performing as well in the labour market as Canadian-born workers or as previous cohorts of immigrants. Recognition of foreign credentials, skills mismatch, lack of proficiency in Canada's official languages, institutional barriers and rising domestic supply of highly skilled workers are among the reasons identified (Human Resources and Skills Development, undated-a). A Statistics Canada study found that during the 1990s, university-educated immigrants were twice as likely as their Canadian-born counterparts to hold jobs that fell short of their level of education.

The difficulty in obtaining university-level jobs is not necessarily a short term phenomenon. Even after more than 10 years in Canada, at least 21% of employed, university-educated immigrants who arrived between 1985 and 1989 had a low-education job in 2001. Advanced skills and employability skills could erode over the long run, creating additional barriers for individual workers as well as labour market inefficiencies (Galameau and Morissette).

The Statistics Canada longitudinal survey found that immigrants' country of birth and official language skills appear to have influenced whether immigrants find work in the same field they worked in before coming to Canada. A majority of immigrants from the United States, Australia and New Zealand worked in the same occupational groups and a minority of immigrants from Asia, the Middle East, and those from Central and South America worked in the same occupational group (Chui).

4.2.1 Provincial situation

Those interviewed for this study confirmed that immigrants coming to the province without pre-arranged employment experience some or all of the employment barriers cited above. Given the labour market conditions and fierce competition for jobs, employers appear to favour those who are from the province or who have Canadian experience. For example, we interviewed some professionals in the skilled worker category who had joined family here, only to face several years before finding work. Others who had completed further post-secondary programs for which there have been jobs advertised have not even gotten interviews. Key informants expressed concerns about a number of immigrants who face long periods of under-employment in low-level service sector work.

As well, the earning power of some immigrants is impacted by the relatively low wages paid in the province. This does not permit some to enjoy the standard of living they were accustomed to in their home country, and is a factor in their decision to move to other provinces. For others, low earnings do not allow them to send support money back home or to get established in Canada. Another issue leading to out-migration is when both spouses cannot find work in their fields.

If we could both work in the province we would be back. There is a certain stress to living in the big city compared to St. John's. (Immigrant couple who left province)

Access to informal networks helps newcomers make connections with opportunities that are not advertised. One immigrant we interviewed had volunteered with the professional association for her occupation, and this led to a job offer with a member of the organization. In another province, employers are being engaged as mentors in the federal Host program as a means of building these informal networks. There is a need to ensure that immigrants are aware of these networks and made to feel welcome.

4.3 Skill needs in the province

The following is a summary of occupations in the province for which immigrants are now or may be needed in future in response to skill shortages. The information is not an exhaustive listing, and forecasts are subject to change for many reasons. The provincial government conducted a review of private sector labour market demand in 2003, and is now preparing for another study to update this information.

Physicians: A human resource study on physician requirements is currently being led by Health and Community Services. Currently, the province, along with Saskatchewan, has the highest reliance of all provinces on internationally trained medical graduates (IMGs). There is a 60-70% turnover rate. The Newfoundland and Labrador Health Boards Association has implemented a dual strategy of assisting in recruitment of physicians and supporting students and residents at the Memorial University Medical School, with the objective of encouraging them to stay in the province to practice. The focus of the strategy is to recruit in the province first, Canada second and internationally third (Newfoundland and Labrador Health Boards Association interview). This approach appears to be working, as 60-70% of those trained in the province now stay (interview with Health and Community Services).

Other health care professions: A study on human resource needs over the 2003-2007 period (Newfoundland and Labrador Health Boards Association) forecasted skill shortages for nurses, social workers, and a number of allied health professionals, such as physiotherapists, audiologists, occupational therapists (the numbers are low within each of the allied health occupations). The report commented that an underlying difficulty in forecasting is the manner in which the system reacts to changing circumstances. For example, the current reorganization of health care boards and location of services, along with changes in skill mix may reduce projected longer-term shortages for nurses.

University professors: Memorial University has approximately 900 faculty, and is forecasting 300 retirements of full-time faculty and librarians by 2012. This increased demand due to retirements is a country-wide issue - Canadian universities are projecting needing 30,000 to 40,000 new faculty by 2011. While Canada graduates approximately 4,000 PhD's a year, only 40% of those want to work in academia (interview with Memorial University official).

Private sector: The most recent provincial consultation on future labour demand in the private sector was carried out by the Department of Human Resources, Labour and Employment in 2003. The report identified only a few occupations for which there might be a need to import workers, including marine transportation (specific occupations not

identified) and professional and technical occupations in the petroleum sector. There is already a relatively high level of immigration in these two sectors. The report concluded that not enough workers were being trained for a number of trades in construction and industry – millwright, machinist, electricians, plumbers, and refrigeration mechanics. Immigration was not specifically identified as a potential source to fill these gaps (Human Resources, Labour and Employment). The report also identified a need to develop the capacity for export sales and marketing, an occupation for which some immigrants might be well suited.

Provincial Nominee Program: A Strategic Sector List for use in determining eligibility of immigrants has been developed for this program (see section 7.3.1 for a description of this program). There are currently eight sectors on the list, which indicate the potential for diverse employment and business development opportunities for immigrants:

- knowledge-based industries (biotechnology, environmental industries, aerospace, information technology, research and development, science and technology);
- manufacturing;
- natural resources (oil and gas, mining);
- agricultural and agrifoods (value-added enterprises, expansions);
- healthcare;
- tourism (winter/adventure and eco-tourism operations);
- creative and cultural industries;
- fisheries (value-added enterprises, aquaculture).

4.4 Foreign credential recognition - a complex barrier

One of the most striking immigration trends at the national level is the rising concentration of immigrants in highly skilled occupations. The number intending to enter regulated professions has increased significantly from less than 10,000 in the 1980s to over 25,000 in 2000 (Citizenship and Immigration Canada, September 2003). The foreign credentials recognition process is seen as a major challenge in Canada's labour market, and a contributor to labour market barriers and under-employment among recent immigrants (Citizenship and Immigration Canada, 2004). Research has shown that this is a complex issue, which goes beyond the narrow definition of academic credentials. It is interwoven with other labour market issues, including official language proficiency, age at time of immigration, and the capacity of the labour market to accommodate newcomers (Human Resources and Skills Development Canada, undated-a). As well, only 15% of occupations on a national basis are regulated, and the issue really extends to recognition of qualifications and foreign work experience for non-regulated occupations.

The means by which foreign qualifications are recognized vary, depending on whether the occupation is regulated, if it is a trade, and on the province or territory of residence. The issue has been studied in a number of provinces. For example, the Province of Manitoba has developed a provincial Qualifications Recognition Action Strategy. Their work highlights the complexity of the issue and the numerous barriers in the process, including access to information before and after migration, qualifications assessment and recognition practices and authorities, and attitudes and approaches (Government of Manitoba, undated-a). Ontario, Quebec and British Columbia have also undertaken

initiatives to address challenges in the system, and Nova Scotia has addressed this issue in their recently released Immigration Strategy.

Nationally, the federal government is assisting a number of professions (for example, physicians, engineers and nurses) to streamline and harmonize processes. The issue is also on the agenda of the Standing Committee of the House of Commons on Immigration and Citizenship and cross Canada hearings are now being held.

The key lesson from other jurisdictions is that a provincial level effort is needed to address this complex issue. The approach must involve collaboration of all stakeholders and a long-term commitment to change. Credential recognition processes that work involve a balance of due diligence and removal of barriers.

4.4.1 Provincial situation

In Newfoundland and Labrador, there are approximately 33 regulated occupations (House of Assembly) and 51 occupations designated for apprenticeship (Department of Education). Physicians, engineers, various health professionals, and university professors are occupations which involve immigration of workers most frequently. There is a regulatory process in place for each of these occupations.

The Newfoundland Medical Board provides an opportunity for IMGs to practice by issuing a provisional license for two years to those who meet the criteria for exams, language, training, and practice experience. If the IMG does not meet all these criteria there is a second option for entry. If the IMG is assessed through the Clinical Skills Assessment Program as being able to do so in a period not greater than six months of clinical skills training, they would become eligible for a provisional license on successful completion of this program. Other provinces, including Manitoba and Ontario have also implemented programs to expedite the entry of IMGs (Canadian Medical Association).

As discussed earlier, retention of IMGs is low here as it is in other rural areas of the country (Audas et al). Key informants identified a number of areas that need to be examined in relation to physicians, including the approach to selection, matching with communities, orientation to rural practice and recognizing credentials from non-traditional source countries. Contentment of both physicians and spouses has been found to be crucial to recruitment and retention (Mayo and Mathews), which emphasizes the need for good matching of IMGs with communities.

The Association of Registered Nurses of Newfoundland and Labrador, and the Association of Professional Engineers and Geoscientists are involved in hiring immigrants to a lesser extent than the medical profession. About 10-15 foreign trained nurses come here annually, mostly from the United Kingdom. In both professions there are national initiatives underway to address the need for new approaches to practical assessment, opportunities for entry to employment and harmonization of processes across the country. The processes of both professions bear examination. Those we consulted felt that there is a clear process in place for nurses that works well, while a number of key informants and immigrants cited problems with the process for engineers.

There do not appear to be any problems in regard to credential recognition for university professors. All come to the province with pre-arranged employment and hold doctorate level degrees that are recognized.

An issue raised (and which is found in national research) is that immigrants are not being adequately informed about the Canadian credential requirements before coming here. Some feel 'tricked' when they get here. There is a need to start the integration process overseas, through provision of information and testing, and to find some means to ensure immigrants understand the implications of the information. This would help them form reasonable expectations of their opportunities in the province and to understand what is expected of them.

4.4.2 The impacts

Problems with credential recognition for regulated occupations, as well as recognition of foreign work experience in a wide variety of professional and non-professional occupations, were mentioned most frequently by key informants and immigrants interviewed for this study. Many noted that it is not simply a question of academic qualifications, but that language and cultural difficulties are also factors in integration into professions.

Several people were of the opinion that the credential recognition 'system' has not adapted to the countries where many recent immigrants come from (not the former "British ruled" countries), and this works against these immigrants in getting a fair review.

I want to be in the circle but I get no help from government or the (professional association) about re-training for Canadian systems. I am willing to do this. (Immigrant professional who is unemployed)

One outcome of this barrier is under-employment. Some immigrants are forced to lead a second life (e.g. operating corner store) and to focus instead on ensuring opportunities for their children. One key informant commented professionals also bring financial resources that they might otherwise invest in the economy, if not for this under-employment.

The Association for New Canadians has developed working relationships with some regulatory boards in having credentials reviewed and finding ways to work within the system to facilitate the process. Their view is that the process works reasonably well here, due to the relationships that have been nurtured over time. One key informant likened the staff at the Association for New Canadians to an "inch worm" for their tenacity. However, concerns were raised consistently by others (immigrants as well as other organizations who assist them) about the lengthy and complex processes that do not always appear to be fair and inclusive.

Overall, the concerns raised on credential recognition point to the need for a more comprehensive look at the issue and development of a plan of action, similar to that being done in other provinces.

4.5 Employers as gatekeepers

The Public Policy Forum undertook a multi-phase national study in 2004 to bring employers into the immigration debate. They determined that employers have a positive attitude towards immigrants and welcome being part of any strategies to promote workplace integration. However, they found that employers often overlook immigrants in their human resource planning. In areas where immigrants are not concentrated, employers do not feel there are enough to hire or do not see immigration as a realistic long-term strategy because of settlement and retention challenges. Others do not hire immigrants at the level at which they were trained, and face challenges integrating recent immigrants into their workforce. Half of the survey respondents said that Canadian experience is a requirement or that foreign work experience is not necessarily considered equal to Canadian experience (Public Policy Forum).

4.5.1 Provincial situation

Key informants for this current study felt that there is a need for much more education among employers - and indeed the community at large - about immigrants and workplace diversity. In the opinion of some key informants, employers may feel that immigrants present problems in terms of integration into the workplace, the need for accommodation of cultural differences, and the potential loss of customers who may have prejudices. It was noted that despite this general hesitancy to hire immigrants, those employers who do are impressed with their dedication and value to the businesses. As well, all key informants, including employer and labour representatives expressed an interest in taking part in any education processes that might be developed.

A number suggested that there is not much awareness among businesses of the pending labour market shortages due to our province's demographics. Work needs to be done by government, employers and labour organizations to prepare workplaces for the diversity that will likely occur in the future. Both employer and labour organizations consulted expressed an interest in any such initiative.

There is some indication of a limited but growing awareness of the need for an immigration strategy to address skill gaps from recent provincial consultations (Department of Human Resources, Labour and Employment; The Leslie Harris Centre).

4.6 Access to education

Access to education for re-training or upgrading of skills to meet Canadian requirements is important to immigrants. A national study found that about two-thirds of recent newcomers plan to further their education or training, with refugees expressing the most interest. Most immigrants planned to study university courses, followed by language or job-related courses. Half of all immigrants who had acquired a university degree prior to immigration were among those planning to take further training. Of concern, only a quarter of those with high school planned to continue their education. Language barriers and difficulties with financing were cited by about 40% of immigrants who had tried to obtain training (Chui).

4.6.1 Provincial situation

In this province, lack of facility in the English language is a key barrier for many recent refugees and some immigrants. We have relatively strong language programming. The LINC school operated by the Association for New Canadians is able to accommodate those needing training with no waiting time, unlike programs in some larger centres. Government funding for LINC participants is provided for up to three years, and the program is offered to higher benchmark standards than those in some other provinces. The Association for New Canadians recently introduced an enhanced language training initiative which includes a work-bridging component and occupation-specific language training.

Some immigrants are not able to take full advantage of this comprehensive language programming. A number (particularly refugees) face financial pressures and have a desperate need for work and income. As a result, some do not attend the program regularly, or leave before they are well-prepared for the labour market. Incentives (perhaps financial) are needed to help these participants stay in the program. The recent advanced language training enhancements may be an incentive to retain those who are close to being job ready.

Access to university has been a problem for some immigrants to the province. Finances are difficult as they must take out student loans. A number spoke of difficulties in getting credit for courses studied outside of Canada, including a lack of clear advice and answers from Memorial University about their case. Articulation of credit transfer between the College of the North Atlantic and Memorial University was cited as an issue in a 2003 study (Atlantic Evaluation and Research Consultants). We conclude from interviews for this study that this issue has not yet been resolved for all programs.

5.0 Influence of community on retention

Other aspects of the community that have been found to influence integration and retention are access to appropriate services, the presence of an established ethnic/cultural community, and the welcoming community. These are discussed in this chapter, citing again what is known from the literature and the input from this study.

5.1 Access to services

Support services such as language training, housing, transportation, counseling, childcare services, and interpretation services are essential to integration for some immigrants, in particular refugees. Appropriate services are important in ensuring that they are not placed under increased strain while trying to secure their economic self-sufficiency.

Refugees face specific integration challenges. They are a captive audience but there may be a lack of already settled communities and associated resources which affects integration. The processes occurring elsewhere (some may still have family in difficult situations in refugee camps or their home countries) also impact settlement dynamics. Their needs are greater and the challenges more complex.

A study of Sudanese settlement in Ontario described the complexity of their settlement needs, including the diversity within the population, the assistance required in accessing a range of public services and becoming oriented to life in Canada (Association of Sudanese Women in Research). Many of the same issues are faced here in the province by the Sudanese refugees who have arrived in recent years.

5.1.1 The provincial situation

Our New-Found Land, a study of the experiences of immigrants and refugees in the province carried out in 2003, identified many of the challenges to employment and social integration faced by immigrants due to their backgrounds, the adjustment required when coming to the province, and gaps in services to address their needs (Multicultural Women's Organization of Newfoundland and Labrador). The report sets out a number of specific recommendations for enhanced services and supports.

Key informants for this current study observed that some refugees coming to this province experience extreme culture shock resulting in almost overwhelming anxiety. For some there are concerns around safety and security, the ability to "make ends meet", and the trauma they have experienced before coming. This all leads to the need for access to mental health services, which they are reluctant to seek for cultural reasons. Immigrants interviewed cited in obtaining interpreters when needed. A key informant confirmed that this is a barrier to obtaining health and counselling services in particular (funding for translation for health services is a provincial responsibility). With the changing profile of refugees and more coming with no official language skills, interpretation services is an area where demand exceeds system capability.

Providing services is hampered by lack of information on refugees from overseas posts. Better advance information about their needs and health could help with planning for their arrival. It is not unusual for the Association for New Canadians to have only the name and country of origin of the refugees before they greet them at the airport.

5.1.2 Needs of children and youth

The successful integration of the children of immigrant families in the school system is another important aspect of settlement. A provincial education multicultural policy was developed in 1992. The Department of Education has identified that it is in need of updating. The *Our New-Found Land* study identified the diverse educational and social needs of immigrant and refugee children and youth and the limitations of English as a Second Language and other learning supports provided in the K-12 system.

Key informants from the Eastern School Board confirmed these needs and identified a number of gaps in ESL programming and in supports provided within regular programming. Funding for ESL contract teachers has been provided consistent with student-teacher ratios, but the approval of allocations by the Department of Education is often received after the start of the school year. This leads to contract teacher turnover and is a source of stress for families and children seeking continuity of services.

Appropriate housing is also an issue that affects schooling. Due to the lack of subsidized housing in the area zoned for McDonald Drive School (where the majority of immigrant students at the elementary level are enrolled), there has been some movement of students into other schools. This presents challenges and adjustments to provide ESL to a more dispersed student population.

Overall, a gradual process of building the policy and operational capacity to respond to the evolving needs of immigrant students is underway, but complex and changing needs exceed the resources and capacity of the system to keep up with all the issues effectively.

5.1.3 Barriers faced by women

Women immigrants face additional gender-based challenges to integration. These include the need for supports to enable them to participate in English language and skills training while raising a family as well as overall support for raising their families in a new culture. They also face difficulties in family relationships in the face of unemployment and loss of self-esteem by them or their partners. Immigrant women often have limited opportunities for creating networks to provide informal support (Gibson and Fletcher).

Women immigrants with dependents also experience greater wage disparities than male immigrants and are likely to experience delays in credential recognition as they take time out to raise families on arrival in Canada (Citizenship and Immigration Canada, 2004). In this province, an issue identified by key informants and immigrants is lack of employment in rural areas for spouses (predominantly women who may be professionals) who move to rural areas with an employed spouse. This is one of the reasons immigrant physicians leave the province.

Key informants observed that, as women become more aware of the Canadian regulatory framework around the “treatment” they should be afforded, it can set up conflict within families. The fact that violence is not tolerated and men are to be held accountable often makes the males “nervous” and may result in them trying to isolate female family members.

5.2 The presence of an established ethnic/cultural community

For many immigrants, the presence of family or friends from their own country or culture creates an important comfort zone. Immigrants are generally attracted to cities with friends and family, and are willing to trade off higher earnings for the comfort of less linguistic stress and a lower cost of living, with family helping with child care and expenses (Citizenship and Immigration Canada, 2003). The majority of immigrants studied in the Statistics Canada longitudinal survey chose their destination area because they had a spouse, partner or other family member or friends living there (Chui).

The concept of push and pull factors in inter-provincial migration has been examined in a study of refugees destined to second- and third-tier cities in Alberta. It was found that among those who had moved from their destined community, pull factors (employment/education opportunities for self or children and desire to be close to family and/or friends) outweighed push factors (e.g. dissatisfaction with the destined community for being too small, not welcoming, housing cost and availability and climate). A large majority of refugees who had moved were satisfied with their decision to leave their first host community (Krahan, Dewling and Abu-Laban).

5.2.1 Provincial situation

The influence of the ethnic/cultural community as a retention factor in this province is interesting. The diversity of the community does bring some immigrants to the province and is a reason for some leaving. However, other supports provided in the community may be as important.

The Newfoundland and Labrador Statistics Agency surveys of in-migrants and out-migrants (see chapter 3) indicate that family and personal reasons were a primary factor influencing the move of about 20% of immigrant respondents. Interestingly, services and lifestyle were not a primary reason for the move for either survey group. A number of immigrants interviewed for this study had heard about the province from friends and family or came here to join them. A number are hoping to bring family members here, something they feel would help with their settlement, even though in reality this is a lengthy process.

Many immigrants leave to join family and friends in larger centres. However, some of those who leave and who keep in touch say they would like to come back to the province if they could. They may not have had the presence of a large ethnic community here, but they miss the supports provided by the community.

It's ok here, my husband is working but I do not feel safe. If money for a ticket and a job were available we would come back anytime. I feel Newfoundland is my home (Immigrant woman who left province).

Some key informants felt that ethnic enclaves are not beneficial as they can cause friction within the immigrant group and isolate immigrants from the larger community. It was also noted that there are small numbers of refugees settling in the province who do not have a large circle of family and friends here – they may be the beginnings of new ethnic communities. For some of those interviewed, particularly students, the province was attractive because we do not have many immigrants – it is a good place to be immersed in English and to experience a different culture. However, the lack of diversity and amenities in rural areas continues to lead to low retention of immigrants.

Over the years the various multicultural organizations in the province have played a role in helping with the integration of newcomers. Several key informants observed that Memorial University as a “community within the community” plays a key role in attracting and integrating immigrants as staff and faculty and international students. The University has much to offer to any broader initiative to develop a welcoming community. For example, the Multicultural Women’s Organization had its beginnings at Memorial.

We should look at how the university has gone about becoming so multicultural and open to people from around the world as students and employees – they have lessons to share with the broader community. (Key informant)

5.3 The welcoming community

- The concept of a welcoming community has been identified as being the key to successful retention of immigrants (Dan White and Associates). Elements of a welcoming community include:
 - prospect of employment that is acceptable, suitable and offers opportunity;
 - suitable and affordable housing;
 - family or ethnic connections, or failing these, an actively hospitable community;
 - good educational facilities;
 - proficient immigrant settlement agency;
 - open and tolerant community that offers easy networking opportunities;
 - health, wellness, and other services of a good standard;
 - cultural and faith institutions appropriate to the newcomer.

The lesson from elsewhere is that attracting and retaining immigrants has to be based on community level consensus and action: developing awareness and attitudes that are evidenced in a range of services delivered at the grassroots level.

5.3.1 The provincial situation

In the opinion of immigrants and key informants interviewed for this study, the city and province are welcoming – to a point. We offer many of the elements included above. However, many also observed that the broader community is not all that aware of immigration or connected with immigrants. This impacts on the level of integration and belonging that immigrants experience. It is not seen as a question of good will, but more a question of opportunities for education and awareness to generate a depth of welcome.

I'm involved in community theatre now – here the groups advertise that all ethnicities are encouraged to be involved. I never felt this was open to me in St. John's. (Immigrant who left the province)

There are examples of important but specific initiatives that help develop this welcoming community. Last year the annual Doors Open event was expanded beyond Newfoundland and Labrador heritage sites to include the Hindu Temple, Beth El Synagogue, the Mosque/Islamic Centre and the Sikh Gurdwara, resulting in a high level of visitors to these sites. The annual Sharing Our Cultures Fair in St. John's has representation from 25 cultures in the city and aims to educate children and the general public. The federal Host Program, delivered by the Association for New Canadians, currently matches 100 immigrants with volunteers who help them settle into life here, with most also doing tutoring in English. Post-secondary institutions also do similar peer matching. At Memorial University, a recent initiative engages Alumni in welcoming international students into their homes during Thanksgiving and Christmas. These and other initiatives could form the foundation for further work.

However, to this point there has generally been a low key approach to promoting awareness of immigration and multiculturalism in the province and of forging linkages among cultures. The Association for New Canadians has quietly and effectively established working relationships with a wide variety of organizations to help them in their settlement services. There is some limited financial support for multicultural education projects through Canadian Heritage, but none for ongoing operational funding for organizations. There has been no comprehensive examination of attitudes towards immigration and multiculturalism in the province. "Mainstream" arts and cultural events in the province have a limited multicultural presence. Multicultural organizations and leaders are engaged whenever specific individual issues arise, but they are not engaged at senior levels in policy and program development.

It is our conclusion that this low key approach does not go far enough in building an appreciation in the broader community of the contribution of immigration and multiculturalism to the province from all perspectives - economic, social and cultural. The time is right for a more active and visible approach to building a welcoming community that includes all the practical elements set out above – to go beyond settlement to integration.

6.0 What works in regionalization strategies?

A number of studies have identified the actions that provinces and communities outside the major centres need to take to attract and retain more immigrants. This section documents the approaches in other provinces and what they have learned.

6.1 Manitoba

Manitoba has a multi-faceted regionalization strategy that leads the country in terms of collaboration, initiatives and results. Their work is part of Manitoba's Action Strategy for Economic Growth. With less than half the population of Atlantic Canada, the province has more than double the immigrants and will soon be triple (Denton). While specific plans are in place for all categories of immigration, their focus is on the Provincial Nominee Program (PNP). They require that immigrants bring the skills needed in the province, and that they also have a job offer, relatives in the province or formal community support. The strategy also emphasizes attracting immigrants from countries and cultures that are already well-established in the province, in order to facilitate integration. There are guidelines in place for communities to follow in becoming involved. They also staffed their immigration department, with 47 working there now, a budget of \$11.1 million (including a \$6.1 million federal contribution). Resources are seen as key to actual implementation of government's intent. The City of Winnipeg is involved in many initiatives, and a number of smaller communities are active participants in the strategy.

Over the past five years, the percentage of immigration to rural areas has been fairly consistent at 20% of total provincial immigration. The change has been in the percentage of provincial nominees choosing rural destinations – now at 73.5%. (Manitoba Labour and Immigration data, January 2005). PNP numbers have gone from 200 in 1998 to 3081 in 2003. An evaluation of the program found that it was successful, most immigrants appeared to be adjusting, and the community initiatives were successful in enhancing integration and settlement. The majority of immigrants (90%) continued to live in Manitoba and 77% planned to stay in the same community for the next five years. Lack of appropriate qualifications and recognition of credentials were cited as important issues. The province has initiated a nine-point action plan on qualifications recognition and work on all elements is underway (Government of Manitoba, undated-a).

Future directions will focus on supporting increased levels, qualifications recognition and strengthened outcomes for newcomers and retention. In an interview with the program manager, their success was attributed to significant commitment by all parties, and being proactive in all areas of immigration policy – language, settlement, a locally designed PNP and community engagement. In terms of marketing the province, they have nurtured contacts with overseas posts, and delivered on their commitments in processing PNPs. They have done a lot to enhance their presence on the internet and this is reflected in website activity. Retention is still an issue, but out-migration has declined.

An underlying driver of their efforts has been the need for workers in a variety of occupations (not all highly skilled) and in smaller communities. This has to be taken into

consideration in adapting lessons from their experience, but the work done to build and nurture community consensus and direct involvement through the PNP is important to note.

6.2 British Columbia

BC has implemented a Regional Immigration Initiative, to create awareness of immigration as a tool for socio-economic development in smaller communities and to increase the capacity of communities and regions to attract and retain immigrants. This is part of a comprehensive approach to community economic development. The initiative is community-driven and involves multiple partners. They have learned that partnerships are essential, there is a need to leverage resources (time, money and expertise), and a high level of engagement is needed from community organizations and all three levels of government. It has also been learned that approaches must be flexible and that this is a long term process that needs continuing commitment (Zehr).

Several studies have informed their work. Research on the integration of immigrants concluded that low levels of retention are associated with low levels of community engagement. The settlement dynamics are worked out in everyday processes on the ground, and public attitudes and behaviors are critical in defining a sense of welcoming – civic participation is important to results (Hiebert).

It has also been learned through a study of government sponsored refugees that the strategy of settling extended families is an important one that may shape the likelihood of staying in a small- or medium-sized city. The study also highlighted the importance of prospects of employment and access to language training, but did not find that smaller centres facilitated faster integration (Sherrell, Hyndman, and Preniqi).

6.3 Alberta

The focus in Alberta has also been at the community level, with an emphasis on recruitment and retention in second-tier cities. In a study done in Calgary, it was observed that municipalities have focused on provision of economic opportunity but that more is needed, including affordable housing, community safety, providing cultural and leisure opportunities, funding for ethnic communities to foster their development, and ensuring representation on various community associations and parent councils. It was learned that communities also have a role in promoting coordinated services that are beyond their mandate, such as adequate immigrant settlement services (Cook and Prugger).

6.4 Saskatchewan

Since 2000, Saskatchewan has held three province-wide consultations on immigration. The Premier commissioned a legislative consultative process in 2003, leading to an *Open Up Saskatchewan!* report that set out 52 recommendations focused on increasing the population through immigration and in-migration.

The focus of the follow up work has been on an expansion of the Saskatchewan Immigrant Nominee Program. Most nominees are skilled workers and tradespeople. A farm owner-operator category has been added, and there is a pilot of semi- and low-skilled occupations underway, focused on long haul truckers from the United Kingdom to meet a shortage identified by the sector. The program was recently changed to include any skilled worker with a job offer. The Immigration Branch of Government Relations has 13 staff, seven of whom are advisors on the Saskatchewan Immigrant Nominee Program.

Municipalities are just starting to get involved and the province asks employers to take the initiative to work with the community to ensure that supports are provided. The requirement for community committees are less formal than those in Manitoba, in keeping with the capacity of smaller communities. There are four settlement agencies serving four communities, and a provincial settlement and integration planning council has been established to advise on issues at the provincial level (Saskatchewan).

6.5 Quebec

The most recent Quebec Action Plan – *Shared Values, Common Interests* was issued in May 2004. This sets out several pillars of the province's immigration policy, including reception and integration, learning French, diversity, and immigration as an aspect of regional development.

Over the past decade, the province has tried to regionalize immigration as a means of seeking geographic balance in immigrant populations. However, the goal of doubling the number of immigrants settling in the regions has not been met. The new approach is intended to build on past successes – with municipalities that have immigrant communities serving to attract new immigrants. The plan also focuses on making immigration a major component of regional development, with regions taking charge of their own strategies (Quebec).

6.6 New Brunswick

The focus in New Brunswick is on students and community level action for immigrants. Saint John and Fredericton recently conducted readiness studies and are now working on action plans. In Fredericton, the Jewish Council is assisting the provincial government in identifying and integrating provincial nominees, an approach that stemmed from the Council's concerns about their declining population. (A similar concern was raised by the Newfoundland Jewish community in this current study, and they were interested in this initiative.) Woodstock, a rural community, has been active in recruitment due to the need for skilled workers (e.g. information technology, accounting) at a local food processing plant.

The province is one of several testing off-campus employment for post-secondary students and extensions of work permits for two years after graduation. The program manager at University of New Brunswick at Saint John (UNB-SJ) indicated that uptake has been limited, and most participants have been in their senior years of study. This is seen as a positive outcome – it proves that international students are here to learn, and

the ones who want to work are those who want to stay in the province. Only 15% have found work, and there have been some issues with Citizenship and Immigration Canada in determining what is career-related employment. UNB-SJ has actively recruited international students in the face of severely declining enrollments. Nine hundred (30%) of a campus enrollment of 3,000 are international students.

Woodstock offers an interesting example of the rural experience. There are now 300 immigrants representing 28 nationalities in this community of 30,000. Settlement support is provided through a volunteer group comprised of locals and immigrants. The local manager of the enterprise board which spearheaded this group indicated there has been a steep learning curve for the community and various multi-ethnic groups in learning about each other, developing community capacity, engaging immigrants to take a leadership role with the support group, and developing realistic plans to tackle issues through a volunteer organization.

6.7 Nova Scotia

Nova Scotia released a five-year immigration strategy in January 2005, which followed an extensive provincial consultation process. The focus is on meeting long-term population, economic and labour force needs. The strategy sets a 70% retention rate target over the period to 2011 (compared to the current estimated rate of 40%), and a target of 3,600 annual immigrant arrivals, more than double the current level. An Immigration Office has been established. The strategy focuses on support for service-providing organizations, language training, labour market attachment and qualification assessment and recognition. The plan is to eventually have a total complement of 12 staff, including three for the Provincial Nominee Program.

6.8 Prince Edward Island

PEI developed a Population Strategy in 2000 and recently initiated The People Project, which focuses on retention and repatriation of islanders and attracting and retaining immigrants. This policy framework includes a plan to market PEI to prospective immigrants from countries and cultures which are established in the province and that have shown a tendency to stay. Additional provincial funding has also been allocated for settlement services.

There are currently five staff focused on immigration, including four for the Provincial Nominee Program. The plan is to increase to a total of eight staff.

6.9 Resources

As indicated above, most provinces have allocated staff and financial resources for immigration policy and programming. The following table provides information gathered from selected provincial governments. These are considered to provide the most relevant context for comparing the Newfoundland and Labrador provincial government staffing level.

Table 7 Provincial government immigration staff resources

Province	Full-time equivalent immigration positions
Newfoundland and Labrador	2., including 1.5 for PNP
Nova Scotia	Plan to staff 12 positions, including 3 for PNP
Prince Edward Island	Currently 5 and plan to staff 8 positions, including 4 for PNP
New Brunswick	Not available
Manitoba	47, including 16.5 for immigration promotion and recruitment
Saskatchewan	13, including 7 for PNP

The summary shows that Newfoundland and Labrador staffing levels are well below those in other provinces that have more advanced immigration strategies.

6.10 Summary of lessons learned

The key lessons from other jurisdictions are that:

- each has developed approaches to attracting and retaining immigrants tailored to their realities;
- most strategies are linked with broader population and economic development approaches;
- several provinces target prospective immigrants from countries and cultures which are established in the province and that have shown a tendency to stay;
- current employment opportunities, pending skill shortages, and the need to tackle labour market barriers are key drivers of strategies;
- the focus on collaboration and community-level efforts and tailoring these to the capacity of the community are most important;
- provincial resources are allocated for immigration policy and program staff and community initiatives, including some federal help with regionalization pilots;
- the Provincial Nominee Program has developed in different ways reflecting provincial circumstances and goals;
- some provinces have tracked results through research and evaluation to inform future actions.

7.0 The Newfoundland and Labrador immigration experience

In this section, we provide a description of the immigration experience in the province. This section starts with a description of the policy framework, programs for various groups, and the community organizations involved in immigration and multiculturalism. This is followed by the summary of the results of consultations with immigrants and key informants.

7.1 Organizations

There are a number of federal and provincial departments, educational institutions, and communities involved in delivering programs and services for immigrants and international students. Annex A lists those organizations consulted as part of this study.

Programs and services include those focused on settlement, education, employment, health, and cultural inclusion. Programs and services include those specifically for immigrants and/or international students, as well as those for the general population where culturally-sensitive (inclusive) delivery is important to successful integration and retention.

The Coordinating Committee on Newcomer Integration serves as a forum for discussion of immigration issues. Members include the three levels of government, Memorial University, and the Association for New Canadians (as the only service provider organization funded by government to deliver settlement services). There is also a committee in place to oversee international student recruitment efforts.

There are a broad range of other organizations that will need to be part of any immigration strategy, including municipalities, employer and labour organizations, as well as government and community-based organizations that deliver mainstream social and employment-related programs. An expanded forum for collaboration will be needed, perhaps through adding additional members to the Coordinating Committee on Newcomer Integration with sub-committees for specific issues (e.g. credential recognition review), or through a new structure.

7.2 Immigration policy and program framework

The federal *Immigration and Refugee Protection Act* replaced the former *Immigration Act* in 2002. The new act is designed to modernize immigration policy, by providing new tools to attract workers with flexible skills, speeding up family reunification, and being tough on those who pose a threat to national security while providing safe haven for people in need of protection (Citizen and Immigration Canada website).

7.2.1 Programs

Programs for all immigrants

Citizenship and Immigration Canada assists all immigrants with settlement and integration through the following programs.

Immigrant Settlement and Adaptation Program which provides reception and orientation, translation and interpretation services, referrals to community agencies and counselling.

Host Program which matches immigrants and immigrant families with local volunteers who help them navigate the community. Volunteers also provide language tutoring.

Language Instruction for Newcomers which provides up to three years of instruction in one of the two official languages.

Note that income assistance is not provided as part of the above programs, but is provided for specific groups through the programs described below.

Programs for refugees

The Resettlement Assistance Program of Citizenship and Immigration Canada provides Government Assisted Refugees with income support at approximately the equivalent of local provincial income support levels for up to 12 months after their arrival in Canada or until they become self-sufficient, whichever comes first. The program assists with temporary accommodation, help with basic household items, help with finding permanent accommodation and counselling. The program also provides links to mandatory federal-provincial programs and services (i.e. Income Tax, Medical Care Program, Child Tax Credit, Social Insurance Number).

The Immigration Loans Program provides assistance to refugees to cover the cost of traveling to Canada, some settlement costs, and some employment preparation costs. Loans are approved according to each applicant's needs and ability to repay.

There are two refugee sponsorship programs which lever community support:

Under the *Private Sponsorship of Refugees Program*, a sponsor or sponsoring group from the community commits to receiving refugees and providing them with lodging, care (equivalent to provincial income support rates), settlement assistance and support. The sponsorship continues for up to 12 months or until the sponsored refugees become self-sufficient. In exceptional cases, the 12 month period can be extended for up to 36 months with the sponsor's agreement. Sponsored refugees are not entitled to provincial income support until after 12 months.

The *Joint Assistance Sponsorship Program* is designed to assist refugees who have special needs, and who are expected to need an extended resettlement period beyond 12 months, and assistance over and above that provided through either government assistance or regular private sponsorship. Government provides income support for the period of the sponsorship and private sponsors provide moral and emotional support,

guidance and assistance with settlement needs. Government assistance may be provided through the *Resettlement Assistance Program* for up to 24 months. In exceptional cases this may be extended up to 36 months or until the refugee becomes self-sufficient, whichever comes first.

Assistance for refugee claimants

Refugee claimants are not eligible for programs funded by Citizenship and Immigration Canada. They and their families may be permitted by Citizenship and Immigration Canada to work or study in Canada, providing they meet certain security and medical conditions.

Refugee claimants may be eligible for provincial income assistance. The Association for New Canadians receives funding from the provincial government to provide settlement services for refugee claimants. These services include volunteer-led language training and employment and career services.

Employment assistance and skill training

Immigrants and refugees may access federal and provincial employment assistance services.

Funding for skill training is provided to immigrants and refugees who meet the eligibility criteria for regular federal and provincial programs.

7.2.2 Service delivery

The Association for New Canadians is the only federally-funded immigrant service provider organization in the province, and it delivers the above federal programs. They have been operating for 26 years, with a mandate to empower immigrants with the skills, knowledge and information necessary to become independent contributing members of the community. In its early years, the Association responded to the arrival of Vietnamese boat people. From 1988-1992, their infrastructure and programming was significantly enhanced in response to a high level of refugee claimants (up to 3,000 a year) defecting at Gander airport from such countries as Bulgaria, the former USSR and Cuba. (This flow continued until visa requirements were put in place.) Since then, the Association has continued to develop their resources and infrastructure, and the array of supports provided to the immigrant population.

The Association's main office and settlement services are located on Military Road. They have a Reception House which provides temporary accommodation and settlement assistance for newly-arrived Government Assisted Refugees. A Language Instruction for Newcomers (LINC) Program and the AXIS Employment and Career Services Program are located on Smithville Crescent.

Staffing levels fluctuate; there are currently 38 staff members, of whom approximately 25% are immigrants. The Association has an established network with a wide variety of other service providers in the community who assist their clients. Involvement of the community at large has been a key to the Association's work. Currently, 100 volunteers also assist with program delivery.

There are several indicators of the need for service:

- the Association currently assists up to 300 immigrants and refugees at any one time, and state they have the capacity to assist more;
- the proportion of refugees and immigrants varies by program; about 70% of overall clients are refugees;
- upwards of 200 clients are assisted through the AXIS program annually;
- there are currently eight participants in the enhanced language training initiative, which is a work-bridging tool. Participation is expected to expand as this program as the number of Provincial Nominees increases.

From the point of arrival, the staff and volunteers offer an array of services funded through the federal Resettlement Assistance Program; Immigrant Settlement and Adaptation program; the Host Program; Language Instruction for Newcomers to Canada Program; and the Language Eligibility Determination.

They have developed a number of other specific programs to facilitate integration including:

- an extensive range of services tailored to individual needs in the AXIS program;
- an Enhanced Language Training Initiative, which includes work-bridging features;
- Youth Support Programs – several programs to help with homework, tutoring, summer recreation/ESL. They also partner with a variety of youth organizations to facilitate integration;
- Health and Mental Health Programs, including therapeutic activity groups for children and youth, health and wellness sessions held periodically for adults;
- Connections Women’s Program, which provides ESL support in an informal setting while addressing relevant family and settlement issues;
- Men’s Group, with a similar focus as the Women’s program;
- Regular social and recreational activities.

Being the only federally-funded service provider organization in the province, the Association participates in many national immigration settlement initiatives, which helps them keep current with program developments. They have also increased their research capacity, with funding from a variety of federal and provincial programs. Their work in assisting immigrants has been recognized with a Citation for Canadian Citizenship.

The presence of this well-established service provider also generates labour market opportunities for those who work there and some economic benefits to the community, as well as more general awareness of multiculturalism and immigration in the community.

Outside the city, there is no service provider or ESL programming. The Association for New Canadians provides advice and assistance to church groups outside the city who privately sponsor refugees, for example in organizing tutors in ESL. There are currently only a few private sponsorships active outside St. John’s.

This above description of the Association and its programs illustrates the diverse settlement needs they address and the importance of community involvement. This study did not include an evaluation of the actual impacts of the continuum of settlement

services provided by the Association for New Canadians and other mainstream organizations. Given the importance of these services to successful integration, it would be helpful to conduct such a comprehensive review as part of developing the provincial immigration strategy.

7.3 Specific immigrant groups

In this section, we discuss some of key characteristics of specific immigrant groups that come to the province, the issues that affect their retention, and the programs and services in place to assist them.

7.3.1 Economic immigrants

Economic immigrants are selected for skills or other assets (i.e. resources for business development) they will contribute to the Canadian economy. On average, 219 arrive per year in the province. The focus under the Act has shifted from an occupation-based model to one that focuses more on choosing skilled workers with the transferable skills required for a fast-changing and knowledge-based economy, in an effort to come to grips with anticipated skill shortages across the country. Economic immigrants to Canada must achieve 67 points on a scale that assesses education, job potential and employability/adaptability factors.

Most destined to Newfoundland and Labrador have specific job offers. A number come on work permits while awaiting processing of their application for permanent resident status. For others without specific job offers, the presence of family or friends in the province is a factor in choosing the province. Interviews with a number of skilled worker immigrants who came without job offers show that at least some have experienced problems in finding work suitable to their qualifications.

There has been no study of the reasons for the high out-migration of internationally trained medical graduates from rural areas. Key informants and immigrants interviewed suggest a number of factors: the isolation and lack of diversity in rural areas; relative income levels compared to other provinces; restrictions on setting up practice; and lack of employment for spouses. Key informants suggested better matching and screening of applicants, including opportunities to job shadow in rural areas before coming for work, as means of improving on retention. A number of rural communities have been involved in recruiting physicians. In a previous study, some expressed concerns that their welcoming committees may 'burnout' as they continue in the face of poor retention rates (Audas).

Provincial Nominee Program

The Provincial Nominee Program, administered by the Department of Innovation, Trade, and Rural Development is the main policy lever of the province in influencing the inflow of newcomers. The program allows the province to nominate economic immigrants who offer occupational or entrepreneurial skills that will help the economic development of the province. (The federal government remains responsible for determining whether the immigrant meets federal admissibility requirements, such as those related to health and security.)

In 1999, a five-year federal-provincial agreement was signed to admit 300 immigrants to Canada as nominees of the province. In 2004, an additional 400 units were granted to the province followed by a one year extension of the Provincial Nominee Agreement, which will expire in December 2005. The new program has a target of 70% retention. A staff of 1.5 people administers the program, along with other duties. The program is at an early stage of implementation and promotion.

The program makes immigration more accessible in two ways: it shortens the visa processing time for applicants; and applicants may be considered for the PNP if they achieve 50 out of 100 points on the Citizenship and Immigration Canada point system. (Economic immigrants to the province and Canada who are not nominated under the PNP must achieve 67 points).

The previous program attracted mainly passive investors in the tourism sector, and most of the immigrants approved did not actually come to or stay in the province – key informants note that it was used mainly as a means of entry to the country. Several program features have been introduced to enhance retention:

- there are three categories – skilled worker, immigrant entrepreneur, and immigrant partner;
- preference is given to immigrants in strategic sectors (see section 4.5);
- the focus is on a good match of the nominee with the community and the job (of note, most now are destined to rural areas);
- there is an emphasis on those already in the province on work permits;
- enhanced screening and periodic interviews over the first two years the nominee is in the province are conducted;
- entrepreneurs and partners are required to move to the province and make a \$25,000 good faith deposit to guarantee their intention to settle and establish a business here. This deposit is refundable after a one-year period if the prescribed conditions are met.

The program includes some effective practices of other provinces. A comparative study of the PNP in the four western provinces found the following helped with retention: those who come on temporary work permits first, proper assessment, family reunification (in Manitoba adult dependents are allowed to come with the provincial nominee), and inclusion of an international student category (Huynh).

7.3.2 Refugees

Almost all recent refugees to the province are Government Assisted Refugees destined for St. John's. Last year the province had a target of 155 and 144 arrived. Despite the problems in many countries, key informants note that there is a world wide shortage of refugees moving to other countries, with humanitarian efforts now focused on re-establishing displaced persons in nearby safe regions.

The *Immigration and Refugee Protection Act* places greater emphasis on refugees' need for protection and less on the ability to resettle in Canada. This and other factors have led to a change in the profile of refugees. Source countries of refugees have changed over the years depending on world conflicts. In this province, we are now receiving more refugees from Sudan and Columbia. Many refugees have come from very traumatic

conditions, have been victims of violence, and/or have experienced the loss of religious, cultural and political freedoms. A greater proportion of recent refugees have not had formal education and have limited English language skills. They face more complex challenges in adjusting to life in Canada. The settlement services and mainstream organizations that support them must continually adapt to meet their needs in a culturally-sensitive manner.

There are several church groups that privately sponsor refugees, but there are few such sponsorships (an average of four per year). Sponsors expressed concerns about the delay of several years between the time when a group is approved and when the family actually arrives, due to Citizenship and Immigration Canada overseas processing backlogs. It was noted that joint sponsorship, whereby government provides funding and the sponsor group provides continuity in help works best, but is not a commonly used approach in this province. There is some potential to do more joint sponsorships but there are limited federal resources to promote the option.

7.3.3 *Refugee claimants*

This group was identified by some key informants as facing particular challenges due to the lengthy claims process. The number of refugee claimants arriving each year varies. Approximately 119 claimants arrived in the province in 2003, and 37 arrived in 2004. Those who make claims in Canada may take up to five years to be processed. Key informants cited a number of cases where the decision to refuse the claim was difficult to understand, and which came after too long a time to be considered “humane”. The lengthy process is an issue across the country.

7.4 International students

International students are seen as important to the future of the education system, particularly at the post-secondary level, given the declining population in the K-12 system. The demand for English as a Second Language is also increasing significantly. In the wake of September 11th, the number of international students in the United States has dropped significantly. This presents an opportunity for other countries to increase their recruitment.

The United Kingdom and Australia are strong competitors for this market. In both these countries, education is a federal responsibility and they have well-resourced national recruitment campaigns. In Canada, the provinces have the mandate for education, and international recruitment is the responsibility of the provinces and individual institutions. Key informants stated that it is difficult to resource a provincial or institutional recruitment campaign that compares with that of the United Kingdom and Australia. One key informant noted that the federal government, through the Department of Foreign Affairs and International Trade, is now more involved in some committees on the topic.

Efforts to develop a strategic approach to recruiting international students at the secondary and post-secondary levels have been underway since around 2001, when the Council on Higher Education identified this as a priority. The Council established a target of 2,000 international students in the province by 2007. Twelve hundred (1,200) of this target is assigned to Memorial University.

Institutions have been developing their capacity to recruit and to provide a good learning experience for international students. However, progress in developing a coordinated approach has been slow. The Atlantic Canada Opportunities Agency and the provincial government recently provided funding to assist in these efforts.

There are approximately 834 international student enrolled now in institutions across the province. Keys to the retention of students are the provision of quality programming and a variety of support services. Services include those designed specifically for international students (e.g. language training, advising on a range of integration needs) and culturally-sensitive delivery of mainstream programs (e.g. academic and career support).

For post-secondary graduates, a key to retention is access to work. Until changes to immigration policy on April 18, 2005, international students could only work on campus and for one year post-graduation. International students at all public post-secondary institutions in Canada are now permitted to work off-campus while studying. They are also permitted to work for two years after graduation. This latter policy change applies outside Montreal, Toronto and Vancouver to help spread the benefits of immigration to more regions. (Citizenship and Immigration, 2005).

The Eastern School Board delivers K-12 and ESL to international students, and provides services to help integrate the children of immigrants into the school system. The Humber Education Alliance is an incorporated agency formed in 2002 by the College of the North Atlantic, Memorial University, Academy Canada and the Western School District. They recruit students for the west coast region and provide student support services – homestay program and networking. ESL, high school and post-secondary programs are marketed.

7.4.1 Studies on international readiness at Memorial University

There have been several studies done on recruitment of, and services for, international students at Memorial University. A 2001 study on international activities (Blake) recommended that internationalization be treated as a core activity, and that there be appropriate identification and allocation of resources to meet a three-fold increase in student numbers. A 2002 study identified a number of inadequacies in recruitment, admission and registration processes, academic advising, student settlement and language services, as well as the lack of a central plan for internationalization of the university (Burnaby). A subsequent report in 2003 found progress had been made on all the issues identified in that report, but concluded that there was still a ways to go to achieve either a coherent approach to services or a capability to cope with a significant increase in international enrollment (Atlantic Evaluation and Research Consultants).

Representatives of several academic and service departments of Memorial University were interviewed for this study. They indicate that the recruitment effort is being developed and a range of initiatives to help with housing, reception and integration have been put in place. Students interviewed for this study felt that settlement and advising services have improved in the past few years. A formal strategy to coordinate the many mainstream services that need to be tuned into the needs of international students is not

yet in place, nor is there a funded plan for capacity building. However, there have been recent meetings of various departments to develop an approach to utilizing the federal/provincial funding recently approved. This effort will also involve collaboration with other institutions. In our interviews with various officials at the university, it was evident that a coordinated effort to identify, resource and develop the various supports for international students is not yet in place.

We were not made aware of any other studies on institutional capacity. We are recommending development of a provincial strategic plan for internationalization of institutions, which should include assessment of capacity at each institution. At the K-12 level, there is a need to update the multi-cultural policy and we would recommend this process include an assessment of current capacity to meet the needs of refugee children.

8.0 Perceptions of immigration in the province

In this chapter, we present in more detail the input of those consulted for this study.

8.1 Key informants regarding immigration

8.1.1 Importance

Key informants all considered immigration as being very important to the province. Immigrants will be needed for projected skill shortages, they can help the province develop a global orientation, and make a contribution in diversifying our culture and society.

Most felt that our weak economy is a constraint to any immigration strategy. Many of the jobs that are available in the province do not offer the income levels sought by many immigrants. On the other hand, some key informants observed that immigrants offer the full spectrum of skills needed in the province, so there should be room for more at all levels of the labour market.

A number of key informants felt that we are 'missing the boat' - we have the capacity to attract and integrate many more immigrants to the province. Doing so is dependent on our learning curve in developing an understanding of immigration within plans for population and economic development of the province, and in developing collaborative approaches to implementing such plans.

It was suggested that any strategy should target larger communities in the province, as there is greater potential for integration in those areas. There is a need to ensure a good match of the community with immigrants' expectations for life style and employment.

8.1.2 Strengths and challenges

Key informants identified a number of features of the province that are seen as strengths or challenges to attracting and retaining immigrants. Our strengths are now largely concentrated in the St. John's area, due to the relative lack of employment opportunities, diversity in the population, and settlement services in rural areas of the province.

Strengths

Safety: The fact that we are a safe and peaceful province was mentioned most often. This was also mentioned as a positive by refugees, particularly those who had come from traumatic circumstances in their home countries.

Size: We are small enough to offer quick access to a full range of settlement services. The relatively small size of the immigrant population also creates more opportunity for immersion in language and the culture of the province.

Supportive community: The support offered in the community is a plus – there is no overt racism and there is good will among the population. A number of rural communities have

experience in recruiting physicians and creating welcoming communities, and this experience could be tapped.

Immigrants already established here: While we have a small immigrant population, those who are here have brought a rich mix of skills and diversity that can help us attract others. They have made their mark in a variety of fields – academic, health, business, research, the arts, and global marketing to name a few. This contribution should be highlighted and tapped into in attracting others.

Post-secondary education: The quality of post-secondary programs offered is a drawing feature both for international students and immigrants. For example, Memorial University is one of the first places visited by Provincial Nominee Program applicants with children.

Cost of living: The cost of living is lower than in many of the large centres where immigrants tend to settle.

Natural environment: The province's natural beauty and ecology is attractive to many newcomers.

Challenges

Lack of economic opportunities: The limited employment/entrepreneurial opportunities compared to other parts of the country is seen as the major barrier. Projected skill shortages for which immigrants could be a source are not widely recognized, and immigrants are not generally seen as a source.

Federal support for immigration: The regional resources for Citizenship and Immigration Canada have been reduced over the years, diminishing the departmental presence. There is also limited funding for multiculturalism programming through Canadian Heritage. Both are seen as signals of the relative value placed on immigration at the regional level. Limited resources constrain the capacity to do tangible and sustained work in such areas as multicultural education, education on workplace diversity, developing areas of immigration that are relatively untapped (e.g. joint sponsorships of refugees).

Provincial resources: The limited resources assigned for immigration at the provincial level are also a constraint to developing and implementing an immigration strategy. Future staff, program and research resources will be needed to move this policy area forward.

Level of services/supports: Some refugees require a level of ongoing help with integration that cannot always be provided by the Association for New Canadians through their various funded programs. Even though they receive more personal and timely services than those provided elsewhere, key informants felt that some refugees are not being helped sufficiently along a continuum towards integration. The level of financial support provided to refugees was also cited by several of those consulted as being inadequate for the start-up and ongoing costs they face.

Rural areas: There are a number of challenges to retaining immigrants in rural areas including the lack of ESL programming, lack of support for counseling and job placement, lack of cultural diversity, lack of employment for spouses of immigrant

workers. Most of these issues will require innovative solutions that make cost-effective use of mainstream resources, services through distance technology, and targeting of regions where there is an opportunity for increased immigration. Most importantly, rural communities must be engaged in a meaningful way in developing the provincial immigration strategy.

Lack of diversity: This is seen as a deterrent to being a welcoming community. We do not offer the cultural amenities many immigrants seek – clothing stores, restaurants etc. which create a sense of inclusion and assist with transition. There is an opportunity to develop this diversity, through engaging the community; supporting immigrant entrepreneurs; educating existing businesses on market opportunities and on how immigrant staff can help them serve these emerging markets.

8.1.3 Areas to develop

Inclusive processes: Efforts are needed to engage the multi-cultural community on a more systematic basis in all aspects of our society. For example, the Lieutenant Governor invited minority church leaders to a reception for church leaders at Government House, and he invited them to the opening of the House of Assembly. These were seen as important signals of inclusiveness to the broader community.

The Coordinating Committee on Newcomer Integration was not seen as being inclusive. The Association for New Canadians, which initiated the committee, is the only community representative and a number of key informants noted that the Association does not represent all aspects of immigration and immigrants. A forum for broader collaboration is needed.

Engaging immigrants: Many immigrants to the province are professionals who are willing to engage in policy development and who would make an important contribution to the development of an immigration strategy. It was suggested that effective collaboration among multicultural and mainstream organizations, as well as the openness of individual immigrants to become part of the community, are important to the success of any effort to engage immigrants with the larger community.

Community engagement: The potential role of municipalities in immigration is not clear at this point. The City of St. John's is starting to examine how they can best be involved in immigration issues. While immigration policies and programs may be at the provincial and federal levels, it has been shown in other jurisdictions that community level action which involves municipalities is key to recruitment and retention strategies.

Employers: A significant effort is needed to engage employers in creating opportunities for immigrants to gain work experience and in educating them on diversity.

8.2 Immigrants' perceptions

A majority of the 38 immigrants who provided input to the study were in professional occupations in their home countries, in diverse sectors including education, medicine, science, business. (As stated earlier, those interviewed were not a random sample of all immigrants to the province.) Of the group:

- 8 were working in their field – almost all came for specific jobs;
- 2 were working in jobs unrelated to their previous experience;
- 3 owned their own businesses;
- 4 were studying post-secondary programs;
- 16 were studying English at the LINC school;
- 5 had left the province – 4 of these were working.

8.2.1 Getting here

Immigrants' reasons for choosing the province varied – some found out about work opportunities through the Internet or university contacts, some learned about the province while elsewhere in Canada. No one mentioned that the province had been suggested by an Embassy. They were told it was a small place, with few jobs, it was easier to learn English here, and we have “one day of summer”. Refugees either learned about the province through friends or were destined here by Citizenship and Immigration.

Most said it was relatively easy to find the information they needed. Those seeking information on credential certification felt more could be done by government, professional organizations/boards, and the university in getting pertinent information to immigrants before they arrive. Also the details on the province and on immigration rules were not always clearly communicated. For example, one person on a work permit did not know his spouse could not work here. One immigrant who lives in a rural community did not understand there would be a lack of transportation; he would have prepared by getting a driver's license before coming.

Some skilled workers said that information on the province was lacking:

When I asked about jobs in the oil industry I was referred to Alberta only. (Immigrant who is unemployed in the province)

8.2.2 Integration

Most found it easy to adjust to life here, with the support of local residents being instrumental. The majority felt that the city is welcoming –the people are very friendly, there is help provided by the Association for New Canadians, and easier access to ESL than in bigger centres. Comments from refugees interviewed include:

*It's a good place to start in Canada.
I never lived in a city where people smiled and said 'hello'.
When we arrived the ANC was at the airport and told us not to worry. Then they found a house and school for us.*

Those interviewed had experienced a broad range of difficulties in integration. These included access to jobs, language barriers, lack of a network with residents, difficulties their children face in integrating into the school system, the need for better access to translators, and the limited services and amenities here. Most either dealt with these issues themselves or with family support. Several men commented on the difficulties in bringing other family members here – if they were here it would be easier to settle. Most

would prefer to live near family and friends, but a few felt that it was important to co-locate with Canadians to help with integration.

Women in the focus group said they were not expecting the lack of children in the playgrounds, and they missed the bustle they were used to in large cities. They had difficulties understanding Newfoundlanders' rapid speech, and getting used to the unpredictable schedule of Metrobus, and the unpredictable weather.

A number noted that while orientation and settlement services are good, they need more personal and ongoing attention than can be provided now. A mentoring approach rather than orientation might be more appropriate for some. For instance, one business person would have liked someone to show him the ropes of dealing with the business regulations in the province.

Because we have few immigrants it was noted that "friendly does not easily translate into friendships" – there is a hesitancy due to cultural and language differences. Some felt this was because residents are not able to understand or accept immigrants' cultural practices. Several stated that there have been conflicts with social workers who do not understand the cultural difference in child rearing, particularly in relation to discipline. They recognized that people's range of rights is different here, but there are certain practices that are culturally driven or as one said "it is within".

8.2.3 Employment

Barriers to credential recognition and lack of clear information from the university on the courses to take for entry into specific professions was a common concern of those at the LINC school. There are also costs associated with certification exams that they must bear. Some said that they cannot get the experience needed to enter their profession. This group was evidence of the issues that arise when people come without a clear understanding of the credential requirements in Canada, and then face barriers in getting clear answers on what they need to do to become recognized in terms of training. Some suggested that being able to learn English while working or training would help them establish faster. All wanted to see programs to help immigrants link up with employers to job shadow or for paid work placements.

8.2.4 Finances

The level of financial support provided for those in the settlement process was considered too low for their needs. (This issue was also raised by some key informants.) Student loans are problematic considering the financial resources of some immigrants (one noted that Quebec provides bursaries, not loans). Also, public housing was considered to be a good option but they do not have a lot of choice over where they live.

We felt welcome in Newfoundland, but had a cold and wet basement that made me sick, so we left. A relative encouraged us to join them. (Immigrant family who had left province)

Others commented that car insurance is prohibitive as they are considered new drivers when they come here. One entrepreneur said that loans and even credit cards were hard to get as a self-employed person.

8.2.5 Retention

Half of those interviewed intended to stay here before they came, the other half did not. Most now plan to stay here, either because their family is here or they are now working. Those who are not sure about staying say it depends on the work situation or being accepted to school. Most realize that opportunities for work are better in other provinces, but prefer to stay here – larger cities are considered to be too big and impersonal and the cost of living is higher than in the province. Several who are here on foreign worker permits while awaiting processing of their permanent resident applications expressed concern about the delays and the difficulties this might create for their longer term employment. Most of those interviewed would come to the province if they had to make the decision again.

Those interviewed had ideas on how to attract more immigrants including developing a more competitive economy and good work opportunities with reasonable salaries; help for entrepreneurs with credit and business start up information; encouraging more entrepreneurs and international students to come. Some noted that the province is not well known, and they try to spread the word about this place themselves as 'ambassadors'. One person felt that to keep people interested in the province we have to preserve the beauty and ecology – there is danger of losing this asset.

8.3 Key informants regarding international students

8.3.1 Importance

International students are seen as being important to the education system due to the declining population in the province. To a lesser extent they are considered a potential source of workers for the province following studies. A few key informants also identified their importance to the cultural diversity of our educational institutions.

Graduate students are seen as being more likely to stay in the province following studies, since they are more mature and ready to settle if the right opportunity is presented. Some get involved in establishing businesses related to their research while still at university. There are now only 350 international students at the graduate level at Memorial University out of 2,200 – a comparatively low ratio. There is a plan to increase the graduate student enrollment to 4,000, and part of the strategy will involve targeting international students, including new source countries.

International students are also consumers of all kinds of services and products, including ethnic foods and goods. Key informants observed that there is a need for more liaison with the business community to make them aware of this market opportunity.

8.3.2 Services

If numbers increase, one issue will be where to put all the international students in terms of research space, classrooms and housing. There is already a shortage of housing for students in the city and this is one of the many capacity issues to be addressed to handle increased international enrollment.

As discussed earlier, internationalization of educational institutions involves every facet of programs and services and marketing is only one component. It is evident that institutions are on a steep learning curve in all these areas.

8.3.3 Access to employment

Key informants felt that interest in employment during and after studies varies among international students: graduate students are not as interested as most are funded; some undergraduates are also most focused on their studies and are relatively well-off; others need income or want to establish links with employers as they intend to stay in Canada following studies. The Career Centre at Memorial has placed only a few international students in employment following graduation, two of whom were placed through a wage subsidy program. They indicate that employers are somewhat hesitant to hire those who they perceive as having language difficulties.

Most students at the College of the North Atlantic are self-funded and they need work – opportunities on campus are limited. One approach being used is placing those with good education in mathematics and sciences as peer tutors. This also provides a chance to practice their English.

Few international students make connections in the community, which is also a barrier to finding work and integration. As noted earlier, Memorial University is now linking alumni up with students as a means of providing at least some contact with the broader community. The recent changes to employment regulations may open up more work opportunities but will require more job search assistance and efforts to engage employers.

8.4 International students' perceptions

Two focus groups with post-secondary students were arranged – one at Memorial University, and one at the College of the North Atlantic.

8.4.1 Choosing the province

International students generally learned about schools here via the Internet, through the international staff at the institutions, relatives already here, or colleges in their home country. Access to adequate information in a user-friendly way can make the difference in their coming – one participant said that the various websites in the province make for confusing information – better linkages or consolidation of information would help. Participants noted problems with the slow speed of service and availability of information at Canadian embassies. Their views confirm the importance of technology to reach a wider market.

Factors that influence the choice of institution vary. For graduate students, the research program, financial support from the supervisor, and the reputation of the supervisor are the deciding factors. For undergraduates, the availability and reputation of programs, the chance to experience a different culture, and our low tuition fees are influencers. College of North Atlantic students felt that the province's reputation as being a peaceful place was important.

8.4.2 Reception

Both groups cited the importance of the support from the institutions' international offices. Services at Memorial have improved in recent years, and now include reception at the airport and a greater range of supports. While staff there said the most pressing need of students is for appropriate housing close to or on campus, no one in the focus group mentioned this as an issue, perhaps because they have now settled in at this point in the year.

The community was generally seen as welcoming, but students are sometimes denied services – such as access to credit cards because they are not Canadian. Students at the College of the North Atlantic felt there is a need for an international students' organization to help with integration.

Students felt the homestay program at the College of the North Atlantic, which arranges accommodation for students with local families, was helpful to integration. However, some noted that the lack of flexibility and choice in the program can cause problems if there is not a good match with the host family – care in selecting homes and monitoring are important.

8.4.3 Programming

Most College of the North Atlantic students plan on further studies at Memorial University, so transferability of credits is important to them. They felt there is a need for more harmonization of programs with those of Memorial University - ESL program requirements and transfer of academic credits were both mentioned. They also observed that it takes longer than expected to complete their programs as the College does not have an adequate variety and pool of programs to select from each semester.

8.4.4 Integration

Difficulties include adjusting to the culture, weather, and technological advancement here. Some had difficulty with the social scene and experience peer pressure to socialize in settings where there is dancing and drinking – this can lead to isolation. Undergraduates reported that the lack of interaction with their peers leads to some academic problems, as they do not have an informal support network to go to for help. Most liked the more informal nature of classes at Memorial University and the relationship with their professors.

8.4.5 Retention

Most said they would consider staying in the province after graduation if there were career-related jobs available. Those who plan to leave cited employment opportunities but also the lack of diversity as drawbacks to staying in the province. Most noted that access to jobs off campus and after graduation would be important to helping them establish the contacts to stay in the longer term. The number who actually do apply for work permits to stay after graduation is not known but is likely small. There are now two international MBA graduates in the Graduate Transition to Employment Program, a wage subsidy to employers. This number may increase with recent changes to employment regulations.

9.0 Conclusions and recommendations for action

In this section we set out the overall conclusions of the study and recommendations for actions to be taken by all three levels of government, together with partner organizations.

9.1 Conclusions

Why immigrants to the province chose to stay or leave

Many immigrants who choose to stay have found opportunities for work or further education. They have integrated into the community and have developed a network of supports - family, community, religious and cultural. Some go through an extensive period of settlement and under-employment.

The immigrant groups most likely to leave the province are refugees and economic immigrants without work. Among immigrants that are employed, internationally trained medical graduates do not tend to stay in the province. Immigrants leave to seek out opportunities in occupations appropriate to their education and skills and which offer better incomes than they can find in the province. They also leave to join family and friends in more ethnically-diverse communities, where they find the social supports, cultural practices, and amenities they value.

Despite the difficulties in accessing work in St. John's, most immigrants consider the city to be a good place to live. It offers a safe environment, a low cost of living, and a supportive community. The city offers, to a certain extent, the cultural diversity and amenities sought by immigrants. Rural areas are not as attractive to immigrants in that they offer fewer job opportunities and less cultural diversity. Lack of settlement services and language training outside the capital are also barriers to helping immigrants and refugees establish in smaller areas. There have been some successes in immigrants settling in rural areas for work or to establish businesses. These might inform strategies to attract others.

Barriers to integration and retention

Orientation and matching before immigrating: Immigrants are often not provided with accurate information on the province and the communities where they are destined, either by family and friends, at overseas posts or through other immigration-related agencies. They may arrive ill-prepared for settlement or with unrealistic expectations of their destination community. Some move on to other provinces. Refugees often leave soon after arrival to join friends and family in other provinces. Experience demonstrates the importance of good matching of immigrants with engaged and welcoming communities.

Work: Lack of access to work is the key barrier faced by those immigrants who come to the province without job offers. Factors affecting immigrants' competitiveness in this relatively weak labour market include their language capabilities, lack of Canadian work experience, difficulties in getting foreign credentials recognized, lack of access to

informal networks, and employers' attitudes. Again, some come without information on the province's labour market and have unrealistic expectations. Access to education is an issue for some immigrants. Barriers include difficulty with transfer of credits to Memorial University and/or limited sources of financing.

The Association for New Canadians offers a wide array of settlement and employment programs and services funded by the federal and provincial governments. They tailor services to the needs of individuals, within program guidelines. Programming is delivered through linkages with mainstream service providers and community volunteers. However, even with this client-centred approach, the current array of services cannot help all immigrants and refugees overcome the personal and/or systemic barriers they face to obtaining work.

Services: Refugees and some economic immigrants need a wide range of supports in getting established. Their needs are generally well met by current settlement programs. However, the continuum of supports provided across all social, educational and labour market programs are not adequate for those with more complex needs. For example, those who have experienced traumatic circumstances before arrival often require culturally-sensitive mental health services; refugee children have a range of special needs that challenge the capacity of the school system; and women immigrants face additional gender-based barriers to integration.

Social inclusion: Immigration and multiculturalism have a relatively low profile in the province. The erosion of staffing and program resources in federal departments contributes to this low key approach. On result of this erosion is the limited sustained and funded effort to engage the community at large in these matters. This situation is seen as a signal of the relatively low priority placed on regionalization of immigration. Further, leaders in the multi-cultural community are not engaged in a meaningful way in policy and program development. The consequence is a relatively limited depth of welcome for immigrants in the wider community. This in turn has an impact on their opportunities to become integrated into the community, realize their potential, and achieve self-sufficiency through work.

Profile of immigrants to the province

Immigrants make up a small component (1.7%) of the province' population. Most (70%) live in St. John's and the rest are widely scattered. Each year only 0.2% of immigrants to Canada come to Newfoundland and Labrador. Only 36% of recent immigrants to the province stayed.

Immigrants from Asia represent the largest single group for recent immigrants to the province, but we continue to have a greater proportion of immigrants from the United States and United Kingdom than the rest of Canada. This is likely influenced by our geographic location and predominant use of English.

Newcomers arrive mainly as economic immigrants or refugees. Most economic immigrants come for specific employment offers in professional occupations, particularly in the health, education, and petroleum sectors. Refugees are usually directed to the province; some come by choice, mainly to join families here.

Immigrants are typically more educated than the general population. Their labour market performance is influenced by the fact that most come for work in professions. Male immigrants do relatively well in the labour force, most being in higher end occupations. Female immigrants do not fare as well in the labour market. This may be due to disparities in education, employment skills, and the limited employment opportunities in rural areas for spouses of professionals. A relatively high proportion of immigrant families experience low income. This reflects those who come without employment, and who require a period of settlement and preparation to meet Canadian requirements.

Profile of international students in the province

The number of international students in the province has almost doubled since 2001, with China being the largest source country. Most are at Memorial University with smaller but growing numbers at the College of the North Atlantic and some high schools. There is an increased effort underway to recruit international students and to provide integration services. However, there is no comprehensive strategic plan for internationalization of institutions in place.

Future need for immigrants

Future needs for immigrants will likely continue to be concentrated in the professions for which they now come here – health, education, and engineering. Actual numbers required will depend on recruitment and training strategies. (For example, there is now an increased focus on retaining medical graduates from Memorial University, which could reduce the requirement for internationally trained medical graduates.)

Skill shortages identified in the private sector are largely in occupations for which immigration is now a source - marine transportation, and professional and technical occupations in the petroleum sector. Memorial University, similar to other universities across the country, is anticipating a significant demand for professors in the face of increased retirements.

The Provincial Nominee Program is targeting skilled immigrant workers and entrepreneurs in a wide variety of strategic sectors. This might change somewhat the occupational profile of future immigrants to the province.

What we can do to improve on integration and retention of immigrants

Orientation and matching: Better orientation for immigrants before coming to the province is the first step in ensuring they will make an informed decision and be better prepared to settle here. Refugees who have family and friends in the province should be destined here if they so choose. Consideration should be given to the approach used in other provinces of marketing to countries and ethnic groups which already have an established population in the province.

Opportunities for work: More jobs and better access to those that exist are key to improved retention. Employer education is needed to break down barriers and to create opportunities. High profile champions in the private sector might help engage employers.

Services: Ensure that the full range of settlement and mainstream employment and social programs are providing a continuum of support and that they address the more complex needs of some immigrants and refugees.

Inclusiveness: A collaborative approach is needed to develop a more 'welcoming community' for immigrants – a community that offers a range of practical and inclusive integration supports, and which appreciates and promotes diversity.

Lessons from elsewhere

Most provinces are now implementing or developing approaches to attracting and retaining immigrants tailored to their realities. Manitoba is a leader in developing a comprehensive, multi-faceted approach to regionalization that involves communities and deals with barriers to integration with strategic and practical action.

Most strategies are appropriately linked with broader population and economic development approaches. Extensive collaboration and community-level efforts have proven to be important in establishing immigration strategies and achieving results. Appropriate staff and program resources at the provincial level are key to achieving results.

The Provincial Nominee Program is used by provinces as the main tool to attract immigrants who match well with the available opportunities. The program is strategically tailored to reflect provincial and community opportunities and goals, based on consultation and collaboration with communities and other groups, including existing immigrant populations. Provinces are also allocating resources for the program to ensure effective selection and efficient processing of applicants. They nurture their credibility and relationships with overseas posts, which are an important link with the program.

Several provinces have adopted a targeted approach to attracting immigrants from countries or ethnic groups that are already well integrated in the province. This helps ensure immigrants come to welcoming communities that provide the social and cultural supports they value.

Communities that are successful in attracting and keeping immigrants are well administered and conversant with immigration policies. They share a common vision and collaborate to develop services that lead to inclusion and realization of human potential. Successful welcoming communities are largely accepting and tolerant, and offer a non-discriminatory environment.

In general, a strategy to attract and retain immigrants may be informed by others but must be home grown to reflect the local realities.

Summary

Newfoundland and Labrador has a number of strengths that could help attract more immigrants to the province. We offer safe and supportive communities, a relatively low cost of living, and have a well established settlement service that is readily accessed in the St. John's area. We currently have a small immigrant population that is making its mark on various aspects of our economy and society. This contribution is not well known and not tapped into sufficiently as a strategic asset. The greatest challenge in

Newfoundland and Labrador is the reality of our labour market - many immigrants do not have access to the work they desire.

9.2 Recommendations

In this concluding section, we set out recommendations for action based on the findings from this study. These are intended to provide a broad framework to guide a process of collaboration, planning and action. This process should be led by government, and involve all other stakeholders that have an interest in attracting immigrants and ensuring they have meaningful opportunities to make a contribution to the development of the province.

1. First, define success.

The concept of a welcoming community described earlier defines what the province and individual communities must offer to attract and keep immigrants:

- prospect of employment that is acceptable, suitable and offers opportunity;
- suitable and affordable housing;
- family or ethnic connections, or failing these, an actively hospitable community;
- good educational facilities;
- proficient immigrant settlement agency;
- open and tolerant community that offers easy networking opportunities;
- health, wellness, and other services of a good standard;
- cultural and faith institutions appropriate to the newcomer.

This provides a sound framework to develop an immigration strategy and measure its success.

Another important measure of success is how well we prepare those who come here for life in Canada. Our immigration niche may well be as a welcoming 'first stop' for newcomers to Canada. For example, we can provide ready access to language training and help with employability skills, in a safe and supportive community. By doing this well, a larger proportion of immigrants may stay, and over time create the critical mass to attract others.

The realities of our provincial economy, population levels, and pattern of immigration must also shape our definition of success. Improved selection and integration of immigrants, coincident with any plans to improve economic opportunities, should change the numbers coming here and staying over time. However, we will likely always have a high number of immigrants (who are largely young and better educated) leaving to seek better economic prospects as long as young, educated Newfoundlanders and Labradorians are doing the same.

An immigration strategy entails a long term effort that will likely not show results quickly. In part this is due to the long delays caused by workload at overseas posts. As well, time will be needed to develop incentives to attract and retain immigrants.

2. Develop an immigration strategy based on our realities.

We offer the following recommendations for the provincial immigration strategy:

Integrated approach: There are specific challenges to be tackled with immigration but close linkages (and in some cases integration) with economic, labour market, health, social and population strategies are needed. For example, the work related to employment issues should be carried out in collaboration with the work being done on an Innovation Strategy for the province.

Collaboration: There first needs to be collaboration on how to go about developing a strategy. In taking the lead, the provincial government should consult with all interested stakeholders for their input on how a wider consultation process should be carried out. These include federal and provincial government departments and programs, educational institutions, service providers, and multicultural organizations. The process and resulting strategy must also be gender-inclusive.

Informed approach: Any actions taken must reflect our reality. We should learn from what has happened in other provinces and build on this. We recommend that representatives from Manitoba, which has moved ahead on many fronts, be invited to come to the province to share their experiences with the various organizations that will play a role in developing the Newfoundland and Labrador immigration strategy.

Resources: The strategy must have an appropriate policy and administrative structure and be adequately resourced. Most importantly, it must have strong leadership at the senior level of government to achieve the horizontal policy development and integration that is needed.

Accountability: The strategy must build in baseline data, targets and milestones, and adopt a continual self-monitoring/accountability process, including reporting to the community. Official immigration data should be used to develop a baseline and track progress. Provincial-level data from two such sources should be obtained on an ongoing basis – the Longitudinal Survey of Immigrants to Canada, and the Longitudinal Immigration Database (IMDB).

Program administrative data from settlement and mainstream programs should also capture relevant information and be shared for purposes of tracking progress. Future government-funded research on social, economic and demographic issues in the province should incorporate relevant immigration topics.

The strategy should include an evaluation framework to assess the implementation process and outcomes.

3. Develop the role of local governments.

The integration and retention of immigrants is influenced by federal and provincial policies in the areas of health, education, labour market and income support. However, it is at the local level that social inclusion is achieved through the interactions of many groups and individuals. Local governments, in particular the City of St. John's, need to consider their role in immigration and how they can facilitate interactions between newcomers and residents. Examples of areas to consider are economic development,

housing, transportation, linkages with the business community, engaging the immigrant community as ambassadors for the city to prospective immigrants, promoting awareness of the cultural diversity of the city, and working with other levels of government to ensure the settlement supports provided are appropriate.

In communities outside St. John's, there is a need for dialogue with community leaders, churches and other community organizations, and immigrants on their experience. This consultation should identify how the immigration strategy can best help them become more welcoming communities. For example, a number of rural communities have been involved with recruitment of physicians and they may have advice to share.

4. Target approaches for specific immigrant groups.

The following are recommended actions related to specific immigrant groups.

Provincial Nominees: The new program offers significant potential to attract immigrants who will integrate well and bring important skills and resources. The program should be implemented and marketed in collaboration with the other government programs and organizations involved in economic development. One group to target as nominees are foreign workers now in the province. The program should be resourced to reflect best practices in other provinces.

Professionals: There should be a review of the current approach to recruiting, orienting and engaging internationally trained medical graduates to identify the reasons for the low retention rate and how this can be improved. Similarly, the experiences of other professional groups should be examined.

Refugees: Refugees who stay in the province build a base for an echo effect through their second generation and by attracting family members and friends. They add to the cultural diversity of the community, another factor in retention.

There is potential to increase the number of refugees coming to the province. The Province should again request an increase in the annual number of Government Assisted Refugees destined to Newfoundland and Labrador. (A previous request from the province was made for up to 225 refugees per year.) More joint sponsorships should also be developed for Government Assisted Refugees to complement the federal government's financial support with the in-kind support of the community.

5. Market the province as a destination.

There is a need to strategically market the province, and to provide improved orientation at overseas posts. This will help ensure that prospective immigrants and international students make informed decisions on their destination, arrive with realistic expectations, and are better prepared to integrate. There is also a need to educate those who have first contact with prospective immigrants and international students about the province (e.g. overseas posts, recruitment agencies). This must be done on a personal level, and in a systematic way.

Suggestions for getting the message out include:

- basing the approach on marketing principles;
- engaging all service providers who now have contact with embassies and other contact points to share their experiences and plan an approach to marketing that is practical and targeted to reach the most relevant countries;
- providing orientation specific to the destination - not Canada in general. This should include information on education and employment opportunities, social conditions, and the incentives we offer for settling here (e.g. the help we will provide to help immigrants prepare for and find work);
- reviewing marketing materials on the province and key communities that are relevant to immigration (websites, newsletters). Making any changes needed to ensure the information provided is accessible and useful;
- establishing linkages with key personnel in overseas posts to orient them and foster their cooperation in using the information in their interactions with immigrants and international students;
- engaging other resources in getting the message out. For example, including immigrants who have settled here and citizens who are now overseas (or who have returned) as sources of advice and as 'ambassadors' for the province.

6. Remove employment barriers.

Assistance: Meaningful help with finding and keeping employment appropriate to immigrants' interests, experience and skills is a key incentive to bring immigrants to the province. Two recent additions to the array of services offered by the Association for Canadians may provide this additional incentive. The mentoring link service and the enhanced language training should be monitored to determine their impacts and to promote awareness of the results among immigrants and prospective employers. The mentoring link service could also benefit by having high profile champions in the business community involved in promotion.

There is a need to ensure the overall continuum of settlement services and integration support provided through targeted and mainstream programs are meeting the needs of immigrants and refugees. An evaluation of services was outside the scope of this study. Given the importance of these services to successful integration, it would be helpful to conduct such a comprehensive review as part of developing the provincial immigration strategy.

This evaluation would examine service linkages; ensure there are no systemic barriers or gaps in programming; examine resources in relation to needs; and assess the longer term program impacts.

Successful programs for other groups should be examined for best practices. Examples include Women in Successful Employment (WISE) and Partners for Workplace Inclusion, a program for persons with disabilities.

Opportunities: Government and other organizations that provide services to newcomers should hire more immigrants in policy and program areas to ensure immigrants' perspectives are included. These appointments would also provide role models for other organizations and immigrants. The experiences of employers such as the university and oil companies that have immigrants on staff should be tapped into for best practices.

Review credential recognition processes: Work is needed to examine credential recognition processes in the province, in order to clearly identify issues and develop a plan for solutions. This examination should build on what is now being done nationally and in other jurisdictions (e.g. Manitoba, Ontario) but must be tailored to the situation in our province. The process should begin with the provincial government leading a dialogue with the various regulatory bodies, industry associations, immigrant/multicultural organizations, and the individuals who experience barriers to develop a process to fully assess the issues in the province. The review should identify processes that work well, and the actions needed here to complement those that are underway at the national level. The process should begin with the big picture and move to small group work to address specific sectors and issues as needed.

Engaging employers and labour groups: Along with the findings from this study, the results of other recent research should be considered. This includes the provincial survey of employers, consultations on the Innovation Strategy, and the study funded by Atlantic Metropolis on the experiences of recent immigrant women.

This research should then be used as a backdrop to start a collaborative process with employers and labour organizations to develop actions on the specific issues identified. Actions could include:

- employer education on anticipated skill shortage areas;
- employer/workplace education on diversity;
- strategic marketing of assistance that is available now for workplace accommodation, including language/work bridging approaches and mentoring;
- encouraging employers to accept immigrants as volunteers in order to gain Canadian experience;
- subsidies for employment opportunities.

Employment for international students: Enhanced programming is needed to encourage more international students to remain here following graduation to take advantage of the two year work permit. Examples include culturally-sensitive counselling, funding for co-op work term placements, education of employers, and additional funding for the graduate employment program.

7. Conduct a comprehensive review of settlement and integration support.

A review of the overall approach to settlement and integration support for immigrants and refugees should be undertaken. Previous evaluations of services in the province have only been done as part of national evaluations of specific programs funded by Citizenship and Immigration Canada. It would be helpful to review the full range of supports provided by the Association for New Canadians and those delivered through government, government agencies, educational institutions, and community-based organizations. The review should also include language training, employment and entrepreneurship assistance. Such a review would provide a more comprehensive assessment of the overall impacts of the continuum of supports and their longer-term impacts, and provide a baseline for longer term assessment of the proposed immigration strategy.

8. Develop settlement services in rural areas.

An innovative and practical approach is needed to improve access to settlement services, including language training, in communities outside of St. John's. The approach should be developed as part of the consultations for the immigration strategy.

9. Develop a provincial strategic plan for internationalization of post-secondary institutions.

The Department of Education, Memorial University and the College of the North Atlantic, along with other organizations with an interest in international students, should collaborate on developing a strategic plan for a provincial approach to attracting and meeting the needs of international students. This plan should address (at a minimum) the following:

- appropriate organization and resourcing of various student support services. This includes those specifically for international students and mainstream services;
- the various recommendations made in previous readiness studies at Memorial University;
- housing needs;
- articulation/transfer of credits among institutions;
- an approach to coordination of activities;
- a monitoring and evaluation plan.

10. Update the provincial multicultural education policy

At the K-12 level, there is a need to update the multi-cultural education policy which was issued in 1992. This process should include an assessment of current capacity to meet the needs of refugee children.

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Annex A: Organizations consulted for study

Organizations consulted for study

Multi-cultural organizations:

Canadian Council for Refugees
Friends of India Association
Hebrew Congregation of Newfoundland and Labrador
Multicultural Women's Organization of Newfoundland and Labrador
Muslim Association of Newfoundland and Labrador
Newfoundland Sikh Society
Philippine Association
Dr. Cho (of former Ethno-cultural Association)
Refugee and Immigrant Advisory Council

Sponsorship Agreement Holders:

Pentecostal Assemblies of Newfoundland
Anglican Diocese of Central Newfoundland

Sector and Labour Organizations:

Newfoundland and Labrador Employers' Council
Newfoundland Medical Board
Newfoundland and Labrador Health Boards Association
Newfoundland and Labrador Federation of Labour
Connaigre Peninsula Health Centre
Northern Family Medicine Program (NorFam) – Happy Valley - Goose Bay
Association of Registered Nurses of Newfoundland and Labrador
Professional Engineers and Geoscientists of Newfoundland and Labrador

Service Provider Organization:

Association for New Canadians

Government:

Premier's Office
Education
Health and Community Services
Human Resources Labour and Employment
Innovation Trade and Rural Development
Canadian Heritage
Citizenship and Immigration Canada
Human Resources and Skills Development Canada
City of St. John's

Education system:

Memorial University of Newfoundland
College of North Atlantic
Humber Education Alliance
Eastern School Board

Outside Province:

Citizenship and Immigration Canada – Metropolis
University of New Brunswick – Saint John Campus
Enterprise Carleton Region, NB
Manitoba Immigration & Multiculturalism Division
Saskatchewan Immigration Branch
Prince Edward Island Population Secretariat
Fredericton Jewish community, New Brunswick

Annex B: Profile of Immigration - Tables

Place of birth of immigrants who arrived 1991-2001

Country	Canada	Newfoundland and Labrador
Total immigrants	867,355	2015
United States	2.8%	11.1%
Central and South America, Caribbean	10.9%	3.7%
United Kingdom	2.3%	16.1%
Other Europe	17.2%	23.8%
Africa	7.6%	12.2%
Asia	58.2%	30.5%
Oceania and other regions	.8%	1.7%
Total	100.0%	100.0%

Source: Census 2001

Immigrant Population who arrived 1991-2001 - by community

Community	Number	Percentage
Newfoundland and Labrador	2015	100.0%
St. John's	1395	69.4%
Corner Brook	70	3.5%
Gander	40	2.0%
Grand Falls – Windsor	20	1.0%
Labrador City	20	1.0%
Other	470	23.1%

Source: Census 2001

Immigrant population In Newfoundland and Labrador who arrived 1991-2001 by age at immigration

Age at immigration	Number	Percentage	Comparative profile of total population
Total population	2015		512,930
0-4 years	245	12.1%	4.8%
5-12 years	285	14.1%	9.7%
13-19 years	165	8.2%	10.5%
20-29 years	325	16.1%	12.5%
30-39 years	575	28.5%	15.1%
40-59 years	335	16.6%	30.5%
60 years and over	80	4.0%	16.7%

Source: Census 2001

Selected statistics – Immigrants who arrived from 1991–2001: Profile in 2001

Characteristic	Canada	Newfoundland and Labrador
Number of immigrants	1830680	2015
Male	873400	1045
Female	957280	965
<i>Official language skills:</i>		
Knowledge of at least one official language	90.6%	96.8%
Knowledge of neither English nor French	9.4%	3.2%
Member of visible minority group	73.4%	43.9%
Immigrants age 15 and older		
No formal education or less than high school	25.7%	15.4%
High school graduation	12.7%	6.3%
Some post-secondary	11.3%	10.9%
Post-secondary diploma or certificate	22.0%	27.6%
University degree	28.3%	39.8%

Source Census 2001

Immigrants who arrived from 1991-2001: Labour force profile in 2001

Characteristic	Canada	Newfoundland and Labrador
Participation rate		
Male	73.6%	71.1%
Female	58.3%	51.7%
Employment rate		
Male	66.0%	63.0%
Female	50.9%	40.7%
Unemployment rate		
Male	10.2%	10.6%
Female	12.7%	20.0%
Self-employment rate (all)	11.7%	11.1%
Occupation		
Management and business	23.4%	15.3%
Natural and applied sciences	11.9%	16.9%
Health	4.1%	19.1%
Social science, education, government	5.5%	14.2%
Arts, recreation	2.2%	6.0%
Sales and service	26.2%	16.9%
Trades and transportation	10.9%	7.1%
Primary industries	1.9%	2.7%
Manufacturing and utilities	13.8%	1.1%

Source: Census 2001

Selected income statistics – Non-immigrant population and immigrants who arrived from 1991–2001 age 15 and older: Newfoundland and Labrador Profile in 2001

	Non-immigrant population	Immigrants
Average employment income – full time workers	\$37,200	\$67,491
Average employment income – part-time workers	\$14,377	\$17,509
% Income from employment	69.0	89.2
% Income from government transfers	21.6	7.6
% Income from other sources	9.4%	3.4%
% individuals with total income \$60,000 and over	4.7%	13.5%
Incidence of families with low income in 2000	16.3%	24.3%
Incidence of single persons with low income in 2000	47%	44.1%

Source: Census 2001

