



Building a Home: Strengthening the Pathways for Newcomer Economic Integration

Commentary No. 34 | October 2019
By: Rachel Rizzuto

NORTHERN
POLICY INSTITUTE

INSTITUT DES POLITIQUES
DU NORD

Who We Are

Some of the key players in this model, and their roles, are as follows:

Board: The Board of Directors sets strategic direction for Northern Policy Institute. Directors serve on Board committees dealing with audit, fundraising and governance, and collectively the Board holds the CEO accountable for achieving our Business Plan goals. The Board's principal responsibility is to protect and promote the interests, reputation, and stature of Northern Policy Institute.

President & CEO: Recommends strategic direction, develops plans and processes, and secures and allocates resources to achieve it.

Advisory Council: A group of committed individuals interested in supporting, but not directing, the work of Northern Policy Institute. Leaders in their fields, they provide advice on potential researchers or points of contact in the wider community.

Research Advisory Board: A group of academic researchers who provide guidance and input on potential research directions, potential authors, and draft studies and commentaries. They are Northern Policy Institute's formal link to the academic community.

Peer Reviewers: Ensure specific papers are factual, relevant and publishable.

Authors and Fellows: Provide independent expertise on specific policy areas as and when needed.

Standing engagement tools (general public, government stakeholders, community stakeholders): Ensure Northern Policy Institute remains responsive to the community and reflects THEIR priorities and concerns in project selection.

President & CEO

Charles Cirtwill

Board of Directors

Pierre Bélanger (Chair)
Dr. Brian Tucker (Treasurer)
Suzanne Bélanger-Fontaine
Dave Canfield
Kevin Eshkawkogan
Florence MacLean (Vice-Chair Northwest)
Corina Moore

Dwayne Nashkawa (Secretary)
Emilio Rigato
Alan Spacek
Asima Vezina (Vice-Chair Northeast)
Charles Cirtwill (President & CEO)

Advisory Council

Michael Atkins
Kim Jo Bliss
Jean-Pierre Chabot
Dr. Michael DeGagné
Don Drummond
Audrey Gilbeau
Peter Goring

Cheryl Kennelly
Winter Dawn Lipscombe
Danielle Perras
Dr. George C. Macey
Ogimaa Duke Peltier
Bill Spinney
David Thompson

Research Advisory Board

Dr. Hugo Asselin
Dr. Gayle Broad
George Burton
Dr. Heather Hall
Dr. Livio Di Matteo
Dr. Barry Prentice

Leata Ann Rigg
Dr. David Robinson
S. Brenda Small
J.D. Snyder
Dr. Lindsay Tedds

This report was made possible through the support of our partner, Northern Ontario Heritage Fund Corporation. Northern Policy Institute expresses great appreciation for their generous support but emphasizes the following: The views expressed in this commentary are those of the author and do not necessarily reflect the opinions of the Institute, its Board of Directors or its supporters. Quotation with appropriate credit is permissible.

Author's calculations are based on data available at the time of publication and are therefore subject to change.

Edited by Mark Campbell.

© 2019 Northern Policy Institute
Published by Northern Policy Institute
874 Tungsten St.
Thunder Bay, Ontario P7B 6T6

ISBN: 978-1-989343-41-8

About the Northern Analyst Cooperative:

The Northern Analyst Cooperative, a project of Northern Policy Institute, will allow members to “time share” a professional policy analyst. By merging our collective resources we can ensure that the smallest municipality or local charity can access high-end skills at an affordable price.

About Northern Policy Institute:

Northern Policy Institute is Northern Ontario's independent think tank. We perform research, collect and disseminate evidence, and identify policy opportunities to support the growth of sustainable Northern communities. Our operations are located in Thunder Bay and Sudbury. We seek to enhance Northern Ontario's capacity to take the lead position on socio-economic policy that impacts Northern Ontario, Ontario, and Canada as a whole.

Project Partners:

Greater Sudbury Local Immigration Partnership.

The City of Greater Sudbury boasts an unparalleled combination of urban amenities and natural assets, and is also known as a “people” place that welcomes and encourages talented individuals from diverse cultural backgrounds and lifestyles. Canada and Ontario's immigration provisions are made with you in mind. We are part of a country that understands and welcomes newcomers and assists them as they integrate into our communities (see investsudbury.ca).



About the Author

Rachel Rizzuto

Rachel Rizzuto is the Research Coordinator for Northern Policy Institute. Originally from the United States, Rachel attended the University of Guelph and the University of Waterloo, earning her B.A. (Honours) and M.A. (co-op) in Political Science, respectively. Throughout her academic and professional careers, Rachel has pursued the study of community and economic development, an enthusiasm borne out of travel in rural and urban China. Through this passion, she aims to help communities thrive with the right information and tools.

Contents

Who We Are.....2

About the Author3

Executive Summary5

Introduction5

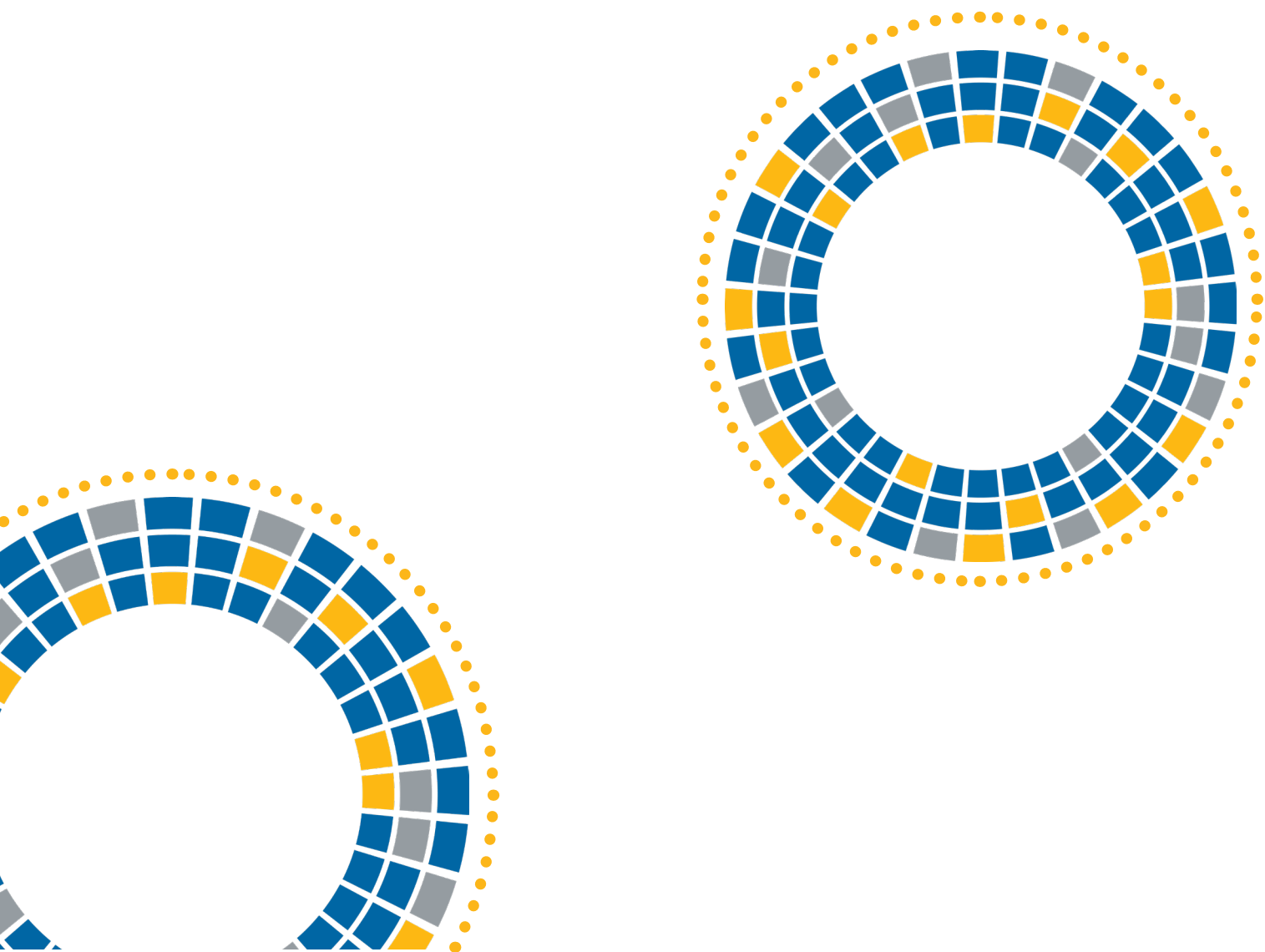
The Newcomer Vision7

Analysis of Findings.....7

Recommendations for Strategic Actions 10

Conclusion 15

Works Cited..... 16



Executive Summary

Given a slow population growth, a rising demographic dependency ratio, and the introduction of the Rural and Northern Immigration Pilot, as well as the Francophone Welcoming Communities Initiative, it is important for the City of Greater Sudbury to ask: What assets and resources can we enhance in order to effectively attract and retain newcomers? Specifically, how can the City of Greater Sudbury encourage effective and long-term newcomer economic integration?

To answer these questions, the Greater Sudbury Local Immigration Partnership held a discussion with its Economic Working Group, which was facilitated by Northern Policy Institute (NPI). Through an analysis of the comments made in this session, as well as in key informant interviews, NPI was able to provide strategic actions for the City of Greater Sudbury to take in order to successfully encourage economic integration of newcomers.

Alongside the economic integration barriers for newcomers (e.g. a lack of knowledge regarding Ontario's legislation for starting a business, language barriers, and not enough diversity training), barriers for employers and service providers were identified that can impact their ability to effectively address these obstacles for newcomers, including: lack of quality data, communication issues, and a lack of attraction efforts.

Based on these barriers, there are several actions that can be taken such as constructing an asset map so that newcomers and employers can identify and access appropriate resources, engaging employers appropriately, improving the pathway for newcomer entrepreneurs, and planning for families too – not just individual newcomers.

Through these recommended actions, the City of Greater Sudbury can strengthen supports and other economic integration pathways for newcomers. Doing so will not only ensure newcomers are appropriately integrated into the labour market but also increase the likelihood they choose to stay and help the City of Greater Sudbury continue to grow.

“People are the heart of healthy communities and sustainable economies.”

Introduction

People are the heart of healthy communities and sustainable economies. However, Northern Ontario is in short supply – and it continues to grow smaller. Since 1996, most northern communities have experienced demographic declines. Factors such as an aging population and low birth rates have contributed to this lack of growth (Zefi 2018, 5). The District of Greater Sudbury is no exception to these trends.


Although the district has experienced a steady population increase since 2001, this growth has been slow due to factors such as low rates of immigration, out-migration, an aging population, and the low fertility rates of the generations following the Second World War (Moazzami 2019, 12-14).

The aging population is a concern for Greater Sudbury because it means the demographic dependency ratio (DDR) – the ratio of working-age individuals to dependents – will become unsustainable. Typically, a balanced DDR is between 0.5 and 0.75 – in other words, one dependent for every two working persons (Zefi 2018, 9). Assuming no change is made to reverse the demographic trends, the DDR for Greater Sudbury will be 0.71 by 2036 and it will continue to steadily increase (Ibid 9). While this DDR is within the theoretically sustainable range, there could be spillover effects from the surrounding Sudbury district which is projected to have a DDR of 1.00 by 2036 (Ibid 9). For example, there may be service delivery issues for seniors or for those who are unable to travel to the city centre.

Given these projections, there are several actions the City of Greater Sudbury could take. For one, it could encourage the economic integration of the domestic population, such as Indigenous peoples and other economic groups. It could also attract and retain Anglophone, Francophone, and other newcomer groups (i.e., immigrants and secondary migrants).

Regarding newcomers, it is crucial to ask: What assets and resources can we enhance or fix in order to effectively attract and retain them? Specifically, how can the City of Greater Sudbury encourage effective and long-term economic integration of newcomers? In March 2019, the Greater Sudbury Local Immigration Partnership (LIP) attempted to answer these questions. It held a discussion for its Economic Working Group (made up of a mix of community players from different sectors), which was facilitated by Northern Policy Institute (NPI). NPI subsequently extracted and analyzed comments regarding the strengths and weaknesses of the existing economic integration process for newcomers. NPI also conducted key informant interviews to build on the insights of the session analysis.

The results of the engagement session and interviews have been compiled in this strategic plan. The goal is that the plan will complement existing literature and strategies for the City of Greater Sudbury, and provide detailed insights on steps to take to successfully integrate newcomers into Sudbury's economy.



**“Our strength is found
in our differences and
we strive to embrace
diversity in all that we do”**

– City of Greater Sudbury



The Newcomer Vision

"Our strength is found in our differences and we strive to embrace diversity in all that we do"
(City of Greater Sudbury 2019).

Indeed, it is the unique knowledge each individual possesses that leads to community learning and growth. One way to encourage and build on that diversity of expertise and perspective is to attract, support, and retain newcomers. Greater Sudbury recognizes this. In *From the Ground Up*, its 2015-2025 community economic development plan, the City has set an "Everest" goal of "10,000 net new jobs by 2025" (City of Greater Sudbury 2015, 11). To achieve this, the plan's objectives focus on creating a united and cross-sectoral front, maximizing the value its residents bring, encouraging a consistent focus on diversity and the environment, and embracing innovation and entrepreneurship (ibid 11).

One of the elements inherent in this vision is the successful economic integration of newcomers, but what does that mean?

Analyzing the economic outcomes of newcomers, such as income, employment, and unemployment rates, is one way to determine how they are faring in the Canadian labour market (Yssaad and Fields 2018; Institute for Competitiveness & Prosperity 2017, 19). However, when looking at these numbers, it is important to remember that there are other factors at play that can affect economic outcomes, such as language, whether the newcomers entered the country as a family or as individuals, education, human capital, and even when they arrived "since integration prospects will be much conditioned by the performance of the economy during this period" (Hum and Simpson 2004, 57). All these factors can affect the pace of economic integration.

Recognizing that the backgrounds of newcomers can ultimately impact the path toward, and timing of, economic integration, the proposed recommendations in this plan should be understood within this context. Future action to eliminate and/or mitigate these barriers must be comprehensive, focused on internal and external factors, and cognizant that not all newcomers arrive with the same needs and wants. Furthermore, it may require consistent monitoring of supports, who is accessing them, how appropriate they are, and the tools newcomers are using, among other things.

Analysis of Findings

The first step in analyzing the City of Greater Sudbury's strengths and weaknesses in newcomer economic integration is to assess the barriers that newcomers face. Based on the results of the Economic Working Group session and key informant interviews, five different categories were identified: Institutional, Cultural/Social, Employment/Labour Market, Funding/Assets, and Other. The variety of barriers is worth noting, specifically the fact that some reflect limitations among the newcomers themselves (e.g., a lack of familiarity with Canadian work culture or accessing capital), and some are external barriers newcomers face (e.g., visa restrictions, service provider mandates, wider community attitudes).

Equally notable is the fact that these barriers are both long and short-term in nature. For example, discrimination and other similar practices may exist as a result of generational teaching and thus may take longer to reverse. Other barriers, such as a lack of knowledge of the legislation involved in starting a business, can be addressed in the short-term by providing pre-arrival tools and immediate post-arrival support.



Barriers to Newcomer Economic Integration

Institutional

- Parameters set by Immigration, Refugees and Citizenship Canada (IRCC) on work permits/visas for international students;
- The scope of local players' mandates is not inclusive or is limited in terms of who is eligible for service;
- Newcomers may lack knowledge regarding Ontario's legislation for starting a business;
- Lack of a permanent immigration and passport office for newcomers.

Cultural/Social

- There is discriminatory behaviour in areas of the community, as well as a lack of acceptance and/or awareness;
- Cultural supports/assets are needed for all newcomers, including international students, such as the availability of ethnic food, places of worship, etc.;
- There is a language struggle for newcomers.

Employment/Labour Market

- Language of the workplace;
- Culture of work;
- There is not enough diversity training within the community. Some effort is done in town, but there needs to be more;
- "Disconnect" between job seekers and employers;
- Employers are reluctant to hire someone they feel will not stay;
- Ontario's labour market webpage is not linked to local services;
- There are issues regarding recognition of credentials¹;
- Employers don't want people to know when they are selling their business – therefore newcomers don't know what's available;
- In terms of setting up a business, there are already established business networks, so there may be competition in some sectors;

- There is a communication gap between post-secondary institutions (PSIs) and the labour market in terms of training people appropriately.

Funding/Assets

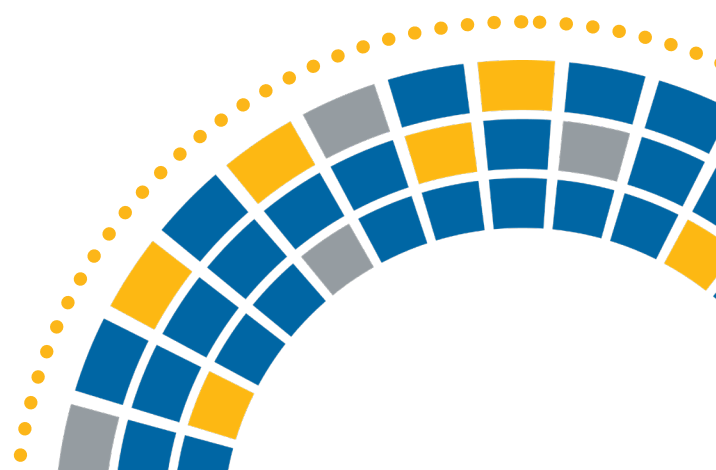
- Difficulty accessing capital;
- An individual's net worth can run out quickly as it is expensive to start a business and keep up with general living expenses.

Other

- Increase awareness of the Greater Sudbury community to potential newcomers;
- Support for international students;
- The spouse and dependents need to be considered as well, otherwise the family may not stay in the community.

In analyzing these challenges, it is necessary to ask if services and resources are available to help resolve these barriers. This is where service providers and employers come into the picture. Service providers can range from a city's multicultural association to the YMCA, and they typically offer services and/or resources such as language classes, advice on accessing health care, employment information and so on (Ontario 2019). Employers can also assist newcomers in integration through a variety of initiatives, such as introducing them to the Canadian workplace culture or creating a space for them in the community (Drolet et al. 2014, 17-18).

While there are supports available that do address some of the issues identified in this plan, service providers and employers face several challenges that can impact their ability to address these issues appropriately. The following is a summary of the challenges identified.



¹ The recognition of qualifications can also be a product of set regulations by both governments. As such, it is also an institutional barrier.

Scope of Mandates

Every organization has a mandate that determines how it functions. It was clear, based on participant feedback, that service providers had limits in terms of who they can serve, the availability of their services, and capacity. Available funding may limit the services these providers are able to offer. As a result, there may be instances where newcomers fall through the cracks, resulting in lost economic potential for the community.

Problems with Resource Accessibility

There are limited resources available and issues with some of these resources. For example, Ontario's labour market webpage does not link to any local services. It displays information about the labour market, but that may not help someone find the necessary assistance or resources to prepare a submission for a job listed on that page. Therefore, the current setup creates the potential for a disconnect between a newcomer and service providers.

As for employers, participants noted a similar problem: they do not have the resources available to navigate the newcomer process and they are unaware of the supports that are available. As a result, an employer looking to hire international talent may not be aware of all the related requirements to do so, such as the forms they must submit or the candidate qualifications that must be fulfilled. Equally of concern is the fact that those who are aware of those requirements may not necessarily have the time to meet them.

Lack of Attraction Efforts

As noted in Zefi (2019b, 9), there is an imbalance between retention and attraction efforts in Northern Ontario. Indeed, participants highlighted the need to raise awareness about Greater Sudbury given that it is competing with centres such as Toronto, Montreal, and Vancouver, all of which have attracted many newcomers. According to a 2017 report prepared by the Demosim Team, projections are that geographic distribution in 2036 will be similar to that in 2011, with immigrants residing primarily in those three major centres (Minister of Industry 2017, 7).

Furthermore, that gap can affect employers too. If businesses are unable to fill jobs locally, they must attract qualified talent to ensure they are operating at full capacity.

“There is an imbalance between retention and attraction efforts in Northern Ontario”

Relationship with Employers

This specific challenge raises several different issues. First is the lack of appropriate communication between service providers and employers, in particular regarding what employers need and what service providers can offer them. Second, there is a reluctance among employers to recruit employees who do not currently live in Northern Ontario due to concerns people will not stay. That is significant because employers can play a key role in the attraction and retention process, as noted earlier. Of course, the inherent caveat to this is that employers are actively invested.

Third, employers are not keen on letting others know when they are planning for business succession. Even though education efforts are occurring on how business succession works, employers feel that potential competition could snag the business. The result of not knowing what is available is that newcomer entrepreneurs who are looking to buy a previously owned business in Greater Sudbury have difficulty doing so. Fourth, participants cited the employer quest for the “ideal” candidate as an issue. It sets a standard that could make it difficult for newcomers to land a job, or complicate the efforts of the community players that are helping to fill labour market gaps and/or assisting newcomers in the hiring process.

Data and the Northern Context

Gathering data, and quality data at that, is crucial for effective, appropriate, and evidence-driven decision-making. As such, participants noted that the federal government's Job Bank platform, which connects job seekers to employers, does not provide an accurate representation of Northern Ontario's needs (Government of Canada 2019). Based on conversations with players across the North, the reason is that few employers use Job Bank and thus there is an underrepresentation of vacancies. As well, some employers may find it difficult to navigate the platform.

This creates additional issues. For one, IRCC uses that data to create policies and other related programs. Moreover, as noted by participants, it means that funding decisions are being made without a full understanding of Northern Ontario's economy.

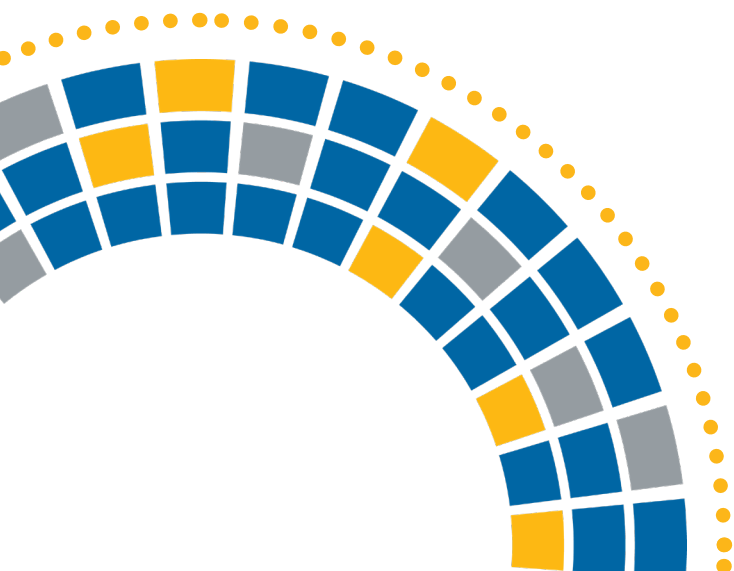
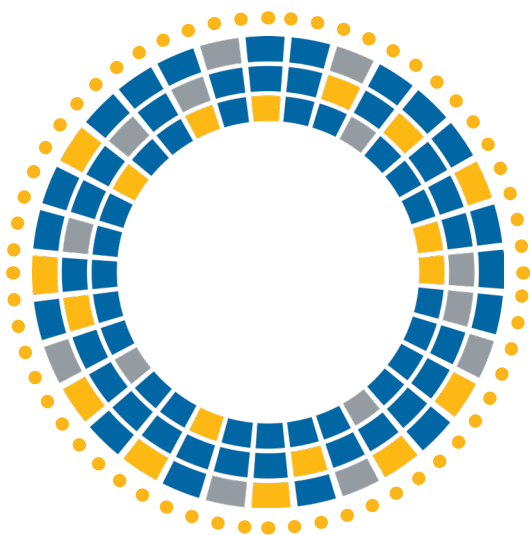
Finally, participants pointed out that there is a lack of follow-up to assess how newcomers are faring in the community. Given that the process of economic integration can vary from person to person, follow-ups with individuals and families can give a sense not just of how they are doing but also whether they are facing any obstacles or if their outcomes have worsened. These data can be used to inform any program and/or policy changes.

Intra- and Inter-communication Issues

The final issue that emerged during discussions and interviews was communication, particularly the lack of it. Participants indicated that service providers tend to work in silos, with each focused on specific parts of the newcomer process. This situation is common throughout Northern Ontario as well (Zefi 2019b, 10). The result is a fragmented system that is difficult to navigate and can

create a challenge for referrals. Much like a primary care doctor, service providers should be able to refer individuals to the most appropriate service or tool available in instances when they are unable to assist.

In addition to addressing inter-communication issues between service providers, there is a need to communicate services to the wider community, including newcomers and employers. Newcomers are typically not aware of the services that are available and may not know where to start, given that services and resources are scattered throughout the region. As for employers, there is little awareness of available services that can help them. Furthermore, as noted earlier, employers have limited time in their day to navigate these resources, so any communication should be delivered in an easily accessible manner.



Recommendations for Strategic Actions



In light of the economic integration and entrepreneurship barriers newcomers face, and the gaps and obstacles identified for service providers and employers, the following are recommended actions for the City of Greater Sudbury and LIP based off of the comments from participants and wider literature.

Construct an Asset Map

To tackle issues such as the inter- and intra-communication challenges, and the difficulty of identifying available resources and appropriate services, the development of an asset map is recommended. An asset map is, essentially, an inventory of a given community or organization's strengths and weaknesses, and/or resources (University of California Los Angeles 2012). Constructing such a resource requires engaging with primary (e.g., informal groups, individuals, or in this context, newcomers) and secondary (e.g., formal institutions such as postsecondary institutions or local organizations) actors in the community. This will lead to greater insights regarding the City of Greater Sudbury's assets and where they are located (Williment 2012). As a result, newcomers and employers will be able to access services and resources more readily and more in keeping with the nature of their needs.

There are several examples of asset mapping initiatives that the City of Greater Sudbury can draw on for guidance in its own efforts. One was undertaken by the Halifax Public Libraries to better understand and meet the needs of immigrants in the context of library services (Williment 2012). Another example is the asset map created by the Richmond Community Collaboration Table, which aimed to "identify places and spaces important to Richmond residents as well as their levels of engagement with community institutions" (Richmond Community Collaboration Table 2015-2016, 11). Finally, the Manitoba Association of Newcomer Serving Organizations created a simple, interactive map that illustrates various service categories that all newcomers and refugees can access (Manitoba Association of Newcomer Serving Organizations 2016). The map includes "Pre-arrival services," "Language Assessment & Referral," "Transitional Housing," and more (ibid 2016). Additionally, it is constructed like a puzzle to illustrate the connections between different services (ibid 2016). The Manitoba example provides an excellent reminder that newcomers who come here for work may require more than job-related services. They may need to find out about language courses, how to connect their family to the school system, and the like. As such, an asset map illustrating these connections would be invaluable.

Finally, as part of this asset mapping exercise, the Ontario 211 system, an online platform that people can use to connect to the services they need, should be updated.



Strengthen Culture and Diversity Throughout the Community

Similar to the economic integration barriers that newcomers face in the City of Greater Sudbury, obstacles related to culture and diversity not only touch upon the direct experiences of newcomers (e.g., language struggles) but also the broader community and employers as well. As such, targeted strategies are recommended.

In particular, participants noted that when discussing the wider community in this context, more engagement and education is needed in order to encourage acceptance, mitigate discrimination, and promote understanding of newcomers. The participants also noted that this cultural inclusivity must be applied to other groups in the community, such as Indigenous peoples and the disabled population, as their experiences may be similar to those of newcomers. As such, newcomer-related messaging from the City, service providers, employers, etc., should be consistent and reflect openness and acceptance. Given that reversing discrimination and encouraging acceptance may be a long-term process, the message campaign must be ongoing.

Other community-oriented strategies suggested by participants include the development of an immigration week, encouraging diversity on community players' committees, and sharing success stories. Regarding the first two strategies, events and other like-minded group interactions can be helpful in creating and nurturing relationships between newcomers and the wider community. Additionally, these suggested strategies can complement current cultural events and initiatives, such as National Francophone Immigration Week, Le French Fest, Atikameksheng Anishnawbek's Annual Traditional Pow-Wow, and Afrofest.

In addition to hosting events and other like-minded initiatives, there are other practices that can make the City of Greater Sudbury a more welcoming community. One includes continually encouraging individuals to report incidents of racism, which can be done on the Lakehead Social Planning Council's website, for example.

As for employers, suggested strategies included incentives for those who demonstrate active diversity in the workplace, as well as showcasing employers committed to diversity. In terms of diversity training, participants suggested gathering best practices from sources such as Pathways to Prosperity, which is a diverse group of actors that encourage welcoming communities (Pathways to Prosperity 2019). Its website offers reference tools such as "Promising Practices Corner," and "Find an Expert." Furthermore, it was noted that the Greater Sudbury Chamber of Commerce and/or the Sudbury

Area Mining Supply and Service Association could provide diversity training, which could include practices on how to deal with culture shock for newcomer employees. These suggestions can complement current initiatives being undertaken in Sudbury, such as the training services offered by New Day Wellness.

Some newcomers may experience a language barrier, and there are ways the City of Greater Sudbury can help. One is to provide key documents in the mother tongue of newcomers. For example, school enrollment documents that detail how the school operates, what kids will learn, report cards, etc., in the languages of newcomers could help avoid misunderstandings and ensure parents know what is happening with their child(ren).

Workplaces also have a vital role to play in addressing and eliminating language barriers. In the spirit of the cultural and diversity training recommendations made earlier in this plan, employers could learn how to provide instructions or job descriptions that newcomers can easily understand, and how to anticipate and deal with language difficulties in general. For example, an employer could establish guidelines for verbal and written communications such as emails or reports "using plain language, ensuring instructions are clear, and avoiding extensive use of slang, jargon, idioms, and acronyms" (County of Simcoe Immigration 2019). Finally, connecting newcomers to appropriate language services in Greater Sudbury is another strategy. An asset map much like the one created in Manitoba would establish a clear path for newcomers to access these services.

“Workplaces also have a vital role to play in addressing and eliminating language barriers”

Develop a Strong, Unified Newcomer Attraction Strategy

Given the diversity of opinions on possible content, actions, and focus for an attraction strategy, the City of Greater Sudbury should conduct preliminary ground work, such as asset mapping and researching best practices, to create a strategy that is tailored for the community in terms of its strengths, its strategic priorities as found in *From the Ground Up*, and its labour market needs. Newcomers need to be able to get a clear and realistic picture of what the community is like.

As well, it is vital to know the audience. Tailoring an attraction strategy to newcomers is just as important as showcasing a community's assets. Finding the sweet spot that marries the two can aid the City in attracting newcomers that can appropriately fill labour market gaps and grow roots in the community. Furthermore, different aspects of the strategy can target different newcomer groups.

Finally, the attraction strategy could highlight success stories. Showcasing the experiences of employers and newcomers can provide newcomers with something they can relate to. As well, given that smaller communities in Northern Ontario may not have the social networks that larger cities have implemented to attract people, success stories that demonstrate diversity in experiences and cultures can aid the City in building similar networks (Zefi 2019c, 5).

Engaging Employers Appropriately

As noted previously, employers are pressed for time and may not know where to look for resources to help them engage newcomers as employees. Educating employers about what is available and how the newcomer process (e.g., what forms need to be submitted) operates should be conducted in a manner that accommodates their work schedules. For example, offering videotaped workshops that can be viewed at any time. Furthermore, participants noted that there is room for improvement both in existing outreach efforts and in building partnerships. Nurturing these relationships could have a positive impact both on employers communicating their needs and the tools and services that service providers can provide.

In addition to education efforts, participants suggested employers could be engaged in the newcomer process through incentives. In this vein, it was noted that when it comes to precarious work, which is best defined as non-standard employment² (i.e., part-time or temporary

employment), employers could be encouraged to provide meaningful or less precarious work to individuals looking to relocate to the North (Fong 2018, 5). This could help retain newcomers and perhaps mitigate employer concerns that the individuals they hire won't stay.

Another strategy is encouraging mentorship links between international students and employers. Given that international students are already acclimated to Canadian culture, and are already in the community, employers can take advantage of this potential labour source. Yet, as documented in Workforce Planning for Sudbury & Manitoulin's 2014-2017 EmployerOne Survey report, employers typically do not provide training opportunities to high school or post-secondary students (Workforce Planning for Sudbury & Manitoulin 2018, 12). Identifying the reasons why can bolster efforts to strengthen the link between student talent and employers³.

Additionally, engagement with employers does not always have to be with the employers themselves. It could be with local job developers and other related organizations that collaborate and work with employers, such as the local workforce planning board.

The final recommended strategy is the implementation of the Connector program. Recognizing the time crunch most employers face, the Connector program asks very little time of local Connectors who participate. The basic premise is that Connectees (newcomers) are referred to the program by local organizations that aid newcomers (National Connector Program N.D.). Then, the Connectees are put in touch with Connectors in their same career field, who then refer the Connectees to three more people in the Connector's career network (Ibid N.D.; Halifax Partnership 2019). A system such as this helps newcomers develop professional networks and opens the door to potential employment opportunities they would not otherwise have been aware of. It also gives employers an opportunity to meet with jobseekers and perhaps even shatter the illusion of an "ideal" candidate by demonstrating that people are more than the content of their resumes.

Collect and Utilize Data to Fill Needs and Improve Efficiency

In order to appropriately measure success and identify opportunities in filling needs and improving efficiency, collecting and analyzing newcomer data is crucial. Furthermore, it can provide insight into the needs and goals of newcomer groups such as international students, families, or entrepreneurs. Indeed, there are several

² Precarious employment is notably hard to define as the nature of work situations varies and the current data that are used to illustrate precarious work discuss the jobs, not their aspects. To illustrate, "volatility in hours worked or income" are aspects of a job, but current data may only cover average hours worked or employment types (i.e., permanent, full time, part-time, contract, etc.) (Fong 2018, 5).

³ It should be noted that eligibility to work off-campus may vary for international students.

sources of data on immigrants that are used, including (Government of Canada 2017; Community Data Program 2019; Statistics Canada 2018):

- iCARE (Immigration Contribution Agreement Reporting Environment): Service provider organizations use this platform to track information on clients that they serve;
- Community Data Program: a source led by the Canadian Council on Social Development that provides members with access to analytical tools and data. As such, they can provide target group profiles on select demographic groups, such as immigrants;
- Longitudinal Immigration Database: a Statistics Canada-delivered survey that has been collecting administrative and taxfiler data on immigrants since the early 1980s.

In addition to these sources, other initiatives have been undertaken to understand the needs and characteristics of the newcomer population (Kobayashi 2013; Calgary Local Immigration Partnership 2018; Fundy YMCA 2014; Windsor Essex Local Immigration Partnership 2010; Adamopoulos and Agunbiade 2018).

Based on the above, there are three questions that the City of Greater Sudbury should explore:



To answer these questions, an internal asset map should be created to determine who, what, and is there sharing? If the answer to the third question is yes, then the follow-up question is "with whom?" If the answer is no, then the follow-up questions could explore why not.

Once the City understands where the gaps are, it could collect data that complement those that are currently gathered – within the limitations of privacy, of course. For example, although there are cases of other organizations conducting surveys, such as the Calgary Local Immigration Partnership survey of 1,638 individuals born outside of Canada, newcomers may not feel comfortable providing detailed information about themselves to an organization that intends to store that data (Calgary Local Immigration Partnership 2018, i). Thus, the City of Greater Sudbury could conduct focus groups to gather data as that setting may provide a sense of peer support. These complementary data will result in a broad range of relevant information that ensures a better understanding of and assistance for newcomers. For example, more data could lead to more insights regarding needs and thus policy and/or program changes that address barriers related to cultural and other supports for newcomer groups, such as international students. Additionally, it could give the City more insight as to the degree of any given need.

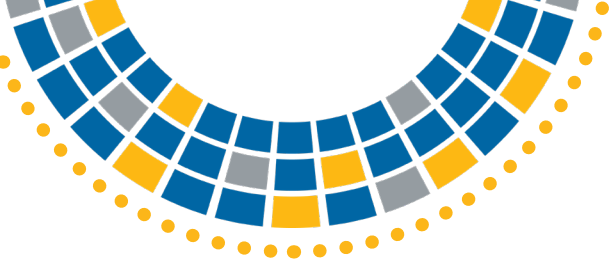
Through these data collecting and mapping exercises, the City can gain more up-to-date insights not only about newcomer characteristics but also about their needs compared to census data provided by Statistics Canada. Moreover, a system of information sharing will aid organizations in terms of appropriate program and service delivery. Finally, it could also result in a better picture of what is happening on the ground in the labour market given the limits of the Job Bank outlined in this plan.

Improve the Pathway for Newcomer Entrepreneurs

Participants noted that breaking into Sudbury's business environment was a barrier for newcomers. As such, there are several solutions and strategies that the City of Greater Sudbury can implement to remove this obstacle. The first is to create a platform that enables businesses to anonymously post that they are for sale. This could decrease employer hesitation regarding business succession as it can mitigate the chance that competitors find out. Alternatively, the City could encourage employers to use sites that require registration, which participants noted tends to be successful.

Of course, populating an anonymous platform or using sites that require registration is only one piece of the puzzle. Continuous business succession education efforts can help employers understand why this process is beneficial. Furthermore, talking to the local real estate board, and other organizations connected with employers, about businesses that are for sale is another strategy that can help newcomers seize opportunities.

Another strategy the City should consider is helping newcomer entrepreneurs create business plans. Hosting



education sessions on how to start a business in Canada can make it easier for them to learn about legislation, required business plan language/terms, effective allocation of capital, accessing startup capital, and the Sudbury labour market. Such sessions can empower newcomers with essential knowledge about services and resources they need to access prior to and upon arrival.

In addition to this support, it is important to ensure that these entrepreneurs are able to identify and communicate with key players that can assist them, such as the Regional Business Centre, Workforce Planning for Sudbury & Manitoulin, the YMCA, and the Sudbury LIP. The asset mapping strategy outlined earlier in this report is an opportunity to highlight these connections.

Aid International Students in Job-Readiness

Ontario's current legislative environment is not particularly flexible for international students compared with other provinces (Zefi 2019). Indeed, this was highlighted in discussions about limitations regarding work visas and similar permits for international students. However, there are still ways forward. One example is Nova Scotia's Study and Stay program, which is run by EduNova (Government of Canada 2018). In this program, students take part in workshops, employability events, mentorship programs, and other professional learning opportunities over the course of their studies. As a result, when they graduate, they are more connected to the needs of the labour market and familiar with the culture and demands of the Canadian workplace (ibid 2018). Such a program can also help address the disconnect issues noted in this plan between job seekers, PSIs, and employers.

Implementing new programs that address legislative restrictions is only one solution. Current programs that provide similar supports for international students should also be assessed for weaknesses and strengthened so there is a strong and sustainable connection between PSIs and labour market needs.

Consider Re-establishing a Permanent Immigration and Passport Office

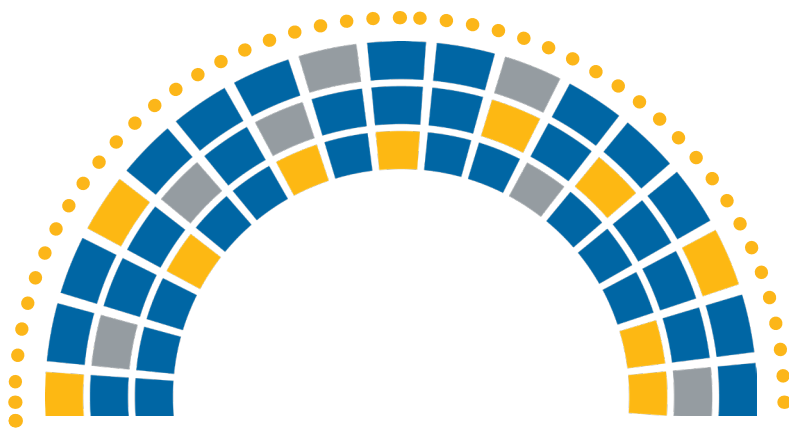
Participants also highlighted the City's lack of a permanent immigration and passport office for newcomers as a barrier. Greater Sudbury used to have a Citizenship and Immigration Canada office (now referred to as IRCC), but it was closed in 2012

due to federal government cuts⁴. Although IRCC hosts temporary offices across Canada, they are just that, temporary (Government of Canada 2013). Given that the City of Greater Sudbury is the pilot site for both the Rural and Northern Immigration Pilot and the Welcoming Francophone Communities Initiative⁵, more permanent solutions should be considered, such as re-establishing an immigration office. Although there is a wealth of information online for newcomers, some services may require a physical presence.

Guide Newcomers and Employers to Foreign Credential Recognition Resources

Participants cited recognition of foreign credentials as a concern. This could be addressed through the asset map or online/physical ads, which can point newcomers to local or online services that help them achieve recognition. Another option is to create a portal similar to the one launched in Milton, Ontario, for the Canadian Welding Bureau Group (Employment and Social Development Canada 2019). With funding from the federal government, the Newcomer Welding Professional Credential Assessment Portal gives internationally trained welding professionals access to resources that help them achieve credential recognition in Canada (ibid 2019). Such a portal could play a key role in filling specific labour demands in the City of Greater Sudbury and complement existing programs in the community.

Much like the communication and education strategy outlined in this plan, these resources should also be geared to employers, giving them access to information when they need it and helping them understand credential equivalencies. However, these resources, whether it is a portal, a "guide" document, or a list of service providers that can aid in understanding foreign credentials, should be communicated in a manner that makes it easy for employers to both understand and ask questions on their own time. Employer schedules are a frequently noted factor in discussions about newcomers and the labour



⁴ "Federal cuts closing Sudbury immigration office." Sudbury.com (article), April 12, 2012. Accessed July 10, 2019. <https://www.sudbury.com/local-news/federal-cuts-closing-sudbury-immigration-office-240182>.

⁵ The Rural and Northern Immigration Pilot aims to encourage economic immigration to smaller sized communities across Canada while the Welcoming Francophone Communities Initiative seeks to welcome and integrate French-speaking newcomers through the development of programs and other similar activities (Canada 2019b; Canada 2019d).

market because employers do not have time or perhaps the capacity to search through hefty guidebooks or various websites. Once again, an asset map can help point the City of Greater Sudbury to resources and their locations, and then provide that information to employers.

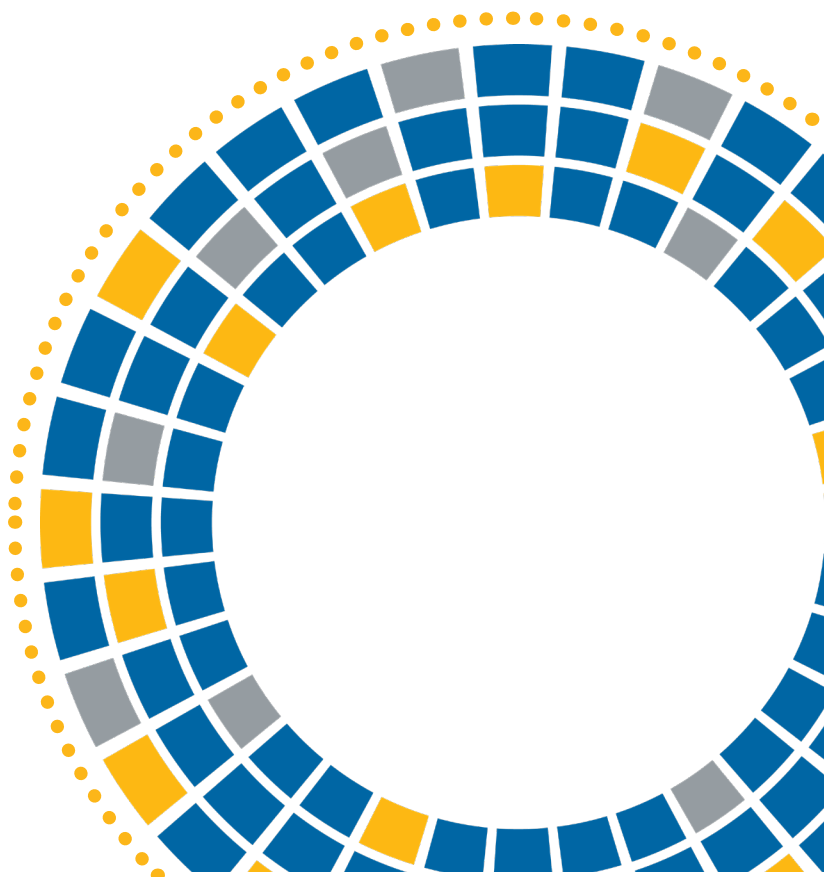
When Planning, Plan for Families too

As stated in some of the above strategies, there are different types of newcomer groups. Not all newcomers arrive as individuals. Some may bring their families with them. For those with families, participants noted that spouses must be taken into consideration, otherwise a family may not be inclined to stay in the community. Indeed, as a part of IRCC's Rural and Northern Immigration Pilot, families are incorporated into the model alongside the primary candidate (Government of Canada 2019c). As such, it is recommended that socio-economic supports and child-focused supports are easily accessible, and that spouses are given information about the job pathways available to them.

Conclusion

Given that the City of Greater Sudbury was chosen as the pilot site for two federal programs focused on increasing immigration to Canada's communities, it is crucial that the City analyze its assets, strengths, and weaknesses so that newcomers are welcomed with the right supports. These programs can certainly complement the City's efforts to reach their Everest goal of 10,000 net new jobs.

As this plan has demonstrated, strengthening supports and other pathways requires a variety of strategies that target different players in the newcomer attraction and retention process. Doing so will not only ensure newcomers are appropriately integrated into the labour market but also increase the likelihood they choose to stay and help the City of Greater Sudbury continue to grow.



Works Cited

- Adamopoulos, Tina, and Cellie Agunbiade. 2018. "How UTSC is teaming up with community groups to bring services to Scarborough's newcomers." University of Toronto Scarborough. Accessed July 6, 2019. Available online at <https://utsc.utoronto.ca/news-events/news/how-utsc-teaming-community-groups-bring-better-services-scarboroughs-newcomers>.
- Calgary Local Immigration Partnership. 2018. "CLIP Survey of Newcomers: Fall 2017 – Summary Report." Available online at https://shawglobalnews.files.wordpress.com/2019/04/072e4-clipsurveyofnewcomers_summaryrept_final_2018-02-12_sms.pdf.
- City of Greater Sudbury. 2015. "From the Ground Up." City of Greater Sudbury: Greater Sudbury. Available online at <https://investsudbury.ca/investsudbury/assets/File/ftgu.pdf>.
- City of Greater Sudbury. 2019. "Diversity Policy." Available online at <https://www.greatersudbury.ca/city-hall/reports-studies-policies-and-plans/diversity-policy/>.
- Community Data Program. 2019. "The Program." Available online at <https://communitydata.ca/about/the-program>.
- County of Simcoe Immigration. 2019. "Improve Language Skills in the Workplace." County of Simcoe Immigration. Available online at <https://immigration.simcoe.ca/employer-resources/after-you-hire/improve-language-skills-in-the-workplace>.
- Drolet, Julie, Tiffany Sampson, Meyer Burstein, Brenda Smith, Allysa Gredling, and Romana Pasca. 2014. "The Role of Employers in Bridging Newcomers' Absorption and Integration in the Canadian Labour Market." Available online at <http://p2pcanada.ca/wp-content/uploads/2014/03/The-Role-of-Employers-in-Bridging-Newcomers-Absorption-and-Integration-in-the-Canadian-Labour-Market-A-Knowledge-Synthesis-Project.pdf>.
- Employment and Social Development Canada. "Government of Canada helps hundreds of internationally trained newcomers in Milton get their skills credentials recognized in Canada." May 23, 2019. Accessed July 6. Available online at <https://www.newswire.ca/news-releases/government-of-canada-helps-hundreds-of-internationally-trained-newcomers-in-milton-get-their-skills-credentials-recognized-in-canada-873215701.html>.
- Fong, Francis. 2018. "Navigating Precarious Employment in Canada: Who is Really at Risk?" CPA Canada. Available online at <https://www.cpacanada.ca/en/the-cpa-profession/about-cpa-canada/key-activities/public-policy-government-relations/economic-policy-research/rise-precarious-employment>.
- Fundy YMCA. 2014. "Y REACH." Last modified August 23, 2018. Available online at <https://fundyymca.com/y-reach/>.
- Government of Canada. 2013. "Find our temporary offices." Immigration, Refugees and Citizenship Canada. Last modified July 19, 2019. Available online at <https://www.canada.ca/en/immigration-refugees-citizenship/corporate/contact-ircc/offices/find-temporary-offices.html>.
- Government of Canada. 2017. "Evaluation of the Settlement Program." Refugees and Citizenship Canada. Available online at <https://www.canada.ca/content/dam/ircc/documents/pdf/english/evaluation/e2-2016-settlement-en.pdf>.
- Government of Canada. 2018 "Study and Stay Program." Last modified February 20, 2018. Available online at https://www.canada.ca/en/atlantic-canada-opportunities/news/2018/02/study_and_stay_program.html.
- Government of Canada. 2019. "Introduction." Last modified May 13, 2019. Available online at <https://www.jobbank.gc.ca/intro#video>.
- Government of Canada. 2019b. "Rural and Northern Immigration Pilot: About the process." Last modified June 14, 2019. Available online at <https://www.canada.ca/en/immigration-refugees-citizenship/services/immigrate-canada/rural-northern-immigration-pilot/about.html>.
- Government of Canada. 2019c. "Rural and Northern Immigration Pilot Step-by-Step Guide to Permanent Residence." Immigration, Refugees and Citizenship Canada. Available online at <https://www.canada.ca/content/dam/ircc/documents/pdf/english/services/immigrate-canada/rural-northern-immigration-pilot/mip-process-map-english.pdf>.
- Government of Canada. 2019d. "Sudbury selected as a Welcoming Francophone Community." Last modified May 24, 2019. Available online at <https://www.canada.ca/en/immigration-refugees-citizenship/news/2019/05/sudbury-selected-as-a-welcoming-francophone-community.html>.
- Government of Ontario. 2017 "Services for newcomers and refugees." Last Modified June 17, 2019. Available online at <https://www.ontario.ca/page/services-newcomers-and-refugees#section-1>.
- Halifax Partnership. 2019. "How it Works." Last modified July 12. Available online at <http://www.halifaxpartnership.com/en/home/get-connected/connector-program/how-it-works.aspx>.

- Hum, Derek, and Wayne Simpson. 2004. "Economic Integration of Immigrants to Canada: A Short Survey." *Canadian Journal of Urban Research* 13, issue 1 (2004): 46-61.
- Institute for Competitiveness & Prosperity. 2017. "Immigration in Ontario. Achieving best outcomes for newcomers and the economy." Working Paper no. 28. Available online at https://www.competeprosper.ca/uploads/2017_Immigration_in_Ontario_Achieving_best_outcomes_Full_report.pdf.
- Kobayashi, Audrey. 2013. "Making Ontario Home: A study of settlement and integration services for immigrants and refugees." Queens University. Available online at <http://p2pcanada.ca/files/2013/11/Audrey-Kobayashi-Making-Ontario-Home.pdf>.
- Lakehead Social Planning Council. "Incident Reporting." Available online at <https://www.lspc.ca/incidentreport/>.
- Williment, Kenneth. 2012. "Asset Mapping at Halifax Public Libraries: A Tool for Beginning to Discover the Library's Role with the Immigrant Community in Halifax." Accessed May 1, 2019. Available online at <http://www.techsoupforlibraries.org/blog/immigrant-asset-mapping-at-halifax-public-libraries>.
- Manitoba Association of Newcomer Serving Organizations. 2016. "Settlement Service Map – Manitoba." Available online at <https://mansomanitoba.ca/wp-content/uploads/2016/05/MANSO-Settlement-Service-Map.pdf>.
- Morency, Jean-Dominique, Éric Caron Malenfant and Samuel MacIsaac. 2017. "Immigration and Diversity: Population Projections for Canada and its Regions, 2011 to 2036." Minister of Industry. Last modified June 16, 2017. Available online at <https://www150.statcan.gc.ca/n1/en/pub/91-551-x/91-551-x2017001-eng.pdf?st=Sq-Zhpw2>.
- Moazzami, Bahktiar. 2019. "Northern Projections: Greater Sudbury Human Capital Series." Northern Policy Institute. Available online at https://www.northernpolicy.ca/upload/documents/publications/reports-new/hcs_greater-sudbury_2019.pdf.
- National Connector Program. "National Connector Program." Available online at <https://connectorprogram.ca/>.
- New Day Wellness. "Corporate Wellness Workshops." Accessed July 6, 2019. Available online at <https://newdaywellness.ca/services/corporate-wellness-workshops>.
- Pathways to Prosperity. "The Project." Accessed July 6, 2019. Available online at <http://p2pcanada.ca/the-project/>.
- Richmond Community Collaboration Table. 2016. "Richmond Community Collaboration Table Research Report." Available online at <https://drive.google.com/file/d/0B4eAjzTNIUVt3dFaFBuaVFuQVE/view>.
- Statistics Canada. "Longitudinal Immigration Database (IMBD)." Last Modified December 7, 2018. Available online at <http://www23.statcan.gc.ca/imdb/p2SV.pl?Function=getSurvey&SDDS=5057>.
- University of California Los Angeles Center for Health Policy Research. 2012. "Section 1: Asset Mapping." Available online at https://healthpolicy.ucla.edu/programs/health-data/trainings/Documents/tw_cba20.pdf.
- Windsor Essex Local Immigration Partnership. 2010. "A Community Plan to Promote the Settlement and Integration of Immigrants in Windsor and Essex County." Available online at <https://www.citywindsor.ca/residents/socialservices-/Social-Services-Overview/Documents/A%20Community%20Plan%20-%20English.pdf>.
- Workforce Planning for Sudbury & Manitoulin. 2018. "2014-2017 EmployerOne Survey Summary Report." Available online at <http://planningourworkforce.ca/wp-content/uploads/2018/09/2014-2017-employerone-survey-%E2%80%93-summary-report-1-2.pdf>.
- Yssaad, Lahouaria, and Andrew Fields. 2018. "The Canadian Immigrant Labour Market: Recent Trends from 2006 to 2017." Last modified December 24, 2018. Available online at <https://www150.statcan.gc.ca/n1/pub/71-606-x/71-606-x2018001-eng.htm>.
- Zefi, Christina. 2018. "The Northern Attraction Series: Exploring the Need for a Northern Newcomer Strategy." Northern Policy Institute. Available online at https://www.northernpolicy.ca/upload/documents/publications/commentaries-new/zefi_northern-attraction-1-en-18.10.09.pdf.
- Zefi, Christina. 2019. "The Northern Attraction Series. Evaluating the Suitability of Provincial and Federal Immigration Programs for Northern Ontario." Northern Policy Institute. Available online at https://www.northernpolicy.ca/upload/documents/publications/commentaries-new/commentary-zefi_newcomers-3-en-19.02.13.pdf.
- Zefi, Christina. 2019b. "The Northern Attraction Series. Identifying Northern Ontario's Strengths and Weaknesses in the Attraction and Retention of Newcomers." Northern Policy Institute. Available online at https://www.northernpolicy.ca/upload/documents/publications/commentaries-new/commentary-zefi_newcomers-2-en.pdf.
- Zefi, Christina. 2019c. "The Northern Attraction Series. Thinking Local: Best Practices and Solutions for Northern Ontario Communities." Northern Policy Institute. Available online at https://www.northernpolicy.ca/upload/documents/publications/commentaries-new/commentary-zefi_newcomers-4-en001.pdf.

About Northern Policy Institute

Northern Policy Institute is Northern Ontario's independent think tank. We perform research, collect and disseminate evidence, and identify policy opportunities to support the growth of sustainable Northern Communities. Our operations are located in Thunder Bay and Sudbury. We seek to enhance Northern Ontario's capacity to take the lead position on socio-economic policy that impacts Northern Ontario, Ontario, and Canada as a whole.

Related Research

The Northern Attraction Series

Christina Zefi

Northern Projections: Human Capital Series

Dr. Bakhtiar Moazzami

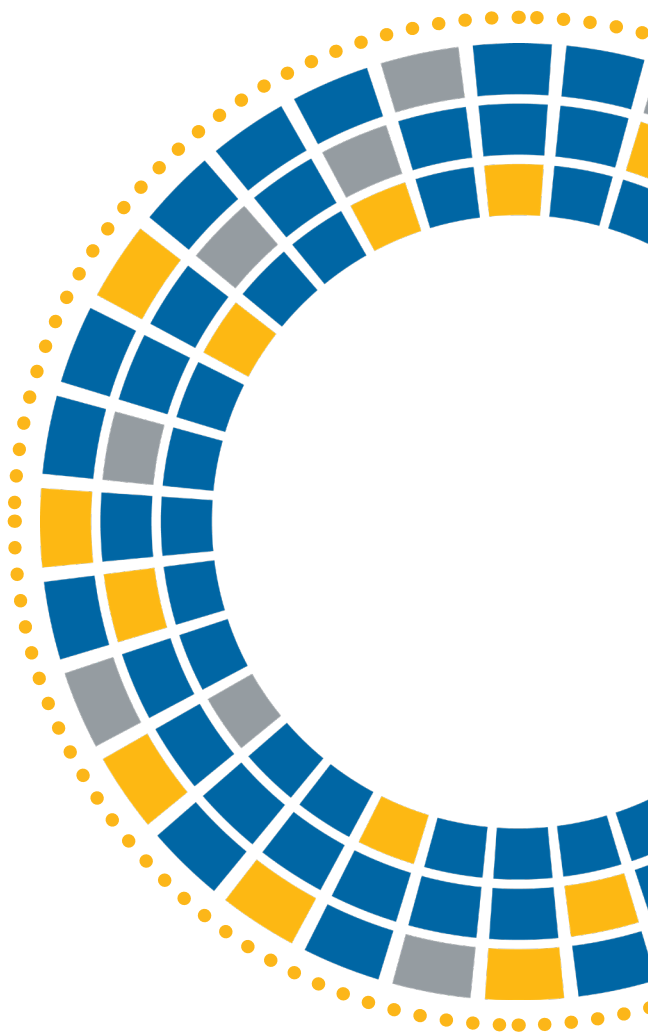
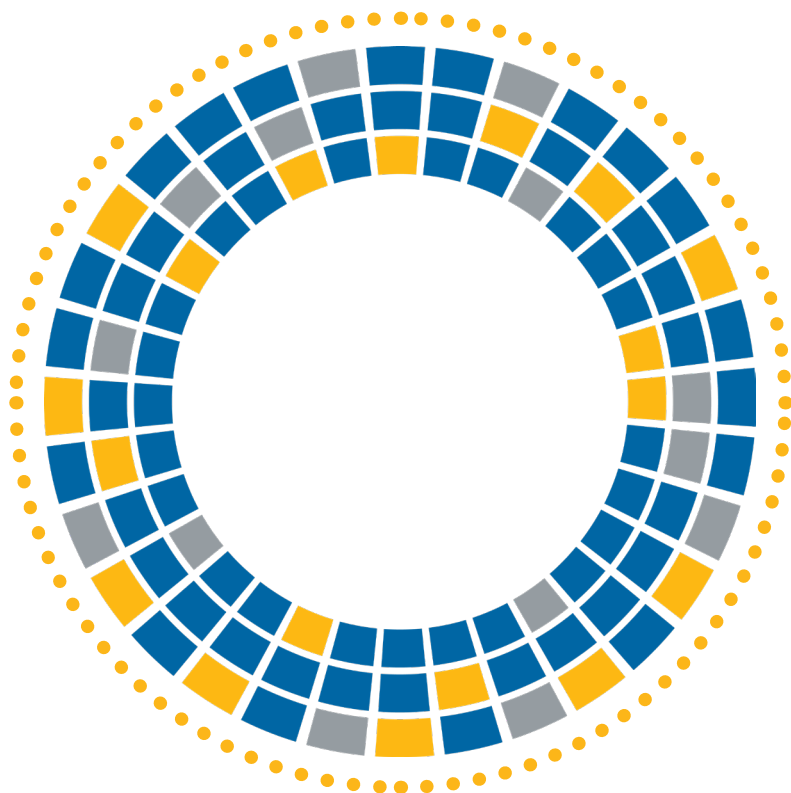
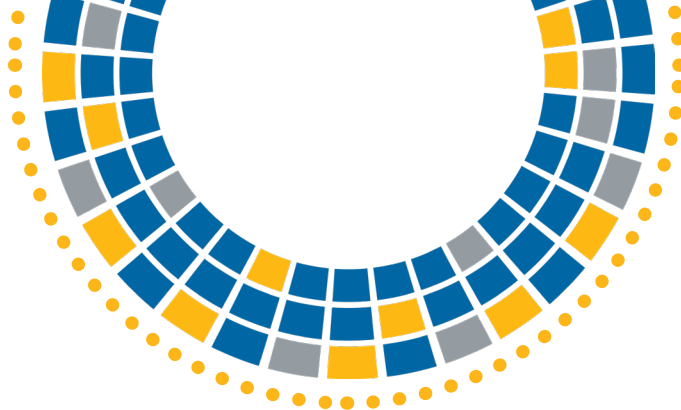
Places to Grow: Best Practices for Community-based Regional Economic Development in Ontario's North

Jamie McIntyre

To stay connected or get involved, please contact us at:

1 (807) 343-8956 **info@northernpolicy.ca** **www.northernpolicy.ca**





NORTHERN
POLICY INSTITUTE

INSTITUT DES POLITIQUES
DU NORD

northernpolicy.ca