

# Rural Immigration on the Avalon Peninsula: Exploring Options for Sustainability



Prepared for the Avalon Peninsula Regional Council of the Rural Secretariat

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# LIST OF ACRONYMS

AES	Advanced Education and Skills
ANC	Association for New Canadians
AXIS	Acquiring Experience Integrating Skills
CA	Census Agglomeration
CCNI	Coordinating Committee on Newcomer Integration
CCR	Canadian Council for Refugees
CIC	Citizenship and Immigration Canada
CMA	Census Metropolitan Area
CNA	College of the North Atlantic
ESL	English as a Second Language
GONL	Government of Newfoundland and Labrador
IRPA	Immigration and Refugee Protection Act
ISA	International Student Advising office, Memorial University
MRON	Mariner Resource Opportunities Network Inc
MTV	Montréal, Toronto, Vancouver
MUN	Memorial University of Newfoundland
MWONL	Multicultural Women's Organization of Newfoundland and Labrador
NAREDB	Northeast Avalon Regional Economic Development Board
NLHBA	Newfoundland and Labrador Health Board Association
NL	Newfoundland and Labrador
NB	New Brunswick
NS	Nova Scotia
OIM	Office of Immigration and Multiculturalism
PEI	Prince Edward Island
PNP	Provincial Nominees Program
PR	Permanent resident
PROMPT	Policy Roundtable Mobilizing Professions and Trades
REDB	Regional Economic Development Board
RIAC	Refugee and Immigrant Advisory Council Inc.
RS	Rural Secretariat
TFW	Temporary Foreign Worker
TR	Temporary resident

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# Executive Summary

Newfoundland and Labrador (NL) is experiencing economic prosperity due to expansion in the oil and gas and mining industries. However, demographic challenges such as an aging population, low birth rate and out-migration are negatively affecting the province's ability to meet the labour needs of this thriving economy. One potential solution for rural communities in this province is to attract newcomers, whether from other regions, provinces, or internationally. Attracting immigration and more importantly retaining immigrants and other newcomers will help to address these population challenges. It can also help to foster growth in the local economy and to strengthen the province's labour force, thus addressing concerns about labour shortages in some areas and occupations. Immigrants alone cannot solve the province's labour shortages, but they can be part of the solution.

In the fall 2012 the Avalon Peninsula Regional Council of the Rural Secretariat partnered with Memorial University to conduct a community-based research initiative on rural immigration. The initiative focused primarily on a review of existing Canadian rural immigration literature and the identification and analysis of models utilized by rural communities to attract, recruit, retain and integrate immigrants. Literature was supplemented with immigration data provided through Citizenship and Immigration Canada and the NL Office of Immigration and Multiculturalism. Further consultations were held with members of the Regional Council to gain feedback and regional interpretations. The research initiative also received valuable contributions from an Advisory Committee consisting of representatives from the Avalon Peninsula Regional Council, Rural Secretariat, Office of Immigration and Multiculturalism, and the Association for New Canadians.

Four rural immigration models were analyzed by the research team based on specified criteria such as geography and demographics that are applicable to rural and small town areas of the Avalon Peninsula region. Based on the review of these models, coupled with insights from project partners and from the literature and statistical data examined, 14 recommendations are presented below. Recommendations have been made regarding aspects of the models reviewed that may be suitable for the rural Avalon and ways to proactively address the role of immigration in the sustainability of rural communities and regions, including local labour market development, creating healthier demographic distributions and community building.

## *Key Findings*

### Immigration in Newfoundland and Labrador and on the Avalon Peninsula

- In 2012, Canada admitted 257,515 new immigrants as permanent residents, of which 0.3 percent came to NL. In the Atlantic provinces, NL's immigration rate was similar to Prince Edward Island, but 1/3 the value of New Brunswick and Nova Scotia (both 0.9 percent of the Canadian total).
- According to preliminary Citizenship and Immigration Canada (CIC) figures 751

new permanent residents and approximately 3,000 temporary residents entered the province in 2012.

- In NL only 59 percent of new permanent residents in 2012 settled in St. John's Census Metropolitan Area (CMA), while the remaining 41 percent lived in communities outside the CMA.
- The number of immigrants destined for communities outside the St. John's CMA has increased annually since 2009. Labrador communities have become an increasingly important secondary destination in NL.
- A much higher percent (over 95 percent from 2007-2012) of new permanent residents in the Avalon Peninsula region live in the St John's CMA when compared to provincial figures, although a number of Avalon communities beyond the CMA have received both permanent and temporary residents, particularly in Carbonear and Harbour Grace, Spaniard's Bay, Bay Roberts, and Clarke's Beach areas.
- The top three source countries for immigrants to NL from 2010 to 2012 were China, the Philippines, and India followed by the United Kingdom and the United States. Similarly, in 2011 China was the top origin country for immigrants arriving on the Avalon Peninsula, followed by the Philippines, Bhutan and India.
- Research suggests immigrants appreciate the safety, good quality of life, security, and low crime rate of NL. It has been suggested, however, that the communities of the Avalon Peninsula region are friendly but not necessarily welcoming.
- Previous studies have suggested weak network connections exist between immigrants looking for employment and employers needing the skills and experiences immigrants have to offer.
- Rural and smaller communities face challenges when competing with urban centers to attract and retain new immigrants. Challenges may include a lack of employment opportunities, housing, language, access to services or to individuals of the same ethnic background and geographic isolation.
- Pre-existing ethno-culturally diverse communities are particularly helpful in facilitating a smooth welcoming and retaining process for newcomers to rural areas.
- The NL Provincial Nominee Program (PNP) has become an important driver in increasing immigration levels for the province.
- The province has a suite of agencies involved in attracting, welcoming, and integrating new immigrants, with new programs being developed to reach out to newcomers beyond the St. John's CMA.
- A few communities in the Avalon Peninsula region have been active in facilitating immigration into their community, such as Bay Roberts, Carbonear and Ferryland. Local municipalities, developments associations and regional economic development boards have played active roles in these initiatives.

## Rural Immigration Models

- No single existing rural immigration model embodies the current context present in the Avalon Peninsula region, therefore none of the four models reviewed (Welcome-Integrate-Settle-Retain Model, Welcoming Communities Model, Local Immigration Partnerships, and Model of Community Engagement for Sustainable Settlement) can be applied directly in the Avalon Peninsula region without modification for local conditions. The models do, however, offer common characteristics and lessons that can be drawn from in moving forward with future rural immigration strategies.
- Successful models need to build holistic, or comprehensive, immigration strategies that involve attraction, integration and retention initiatives.
- Four common areas of focus emerged from the four models and from previous research related to welcoming communities: the importance of employment opportunities; the importance of social capital within communities and within welcoming communities networks; the need for appropriate, available, and affordable housing for new residents; and the importance of identifying and enhancing a community's 'welcomingness'.
- Six key elements emerge for consideration when constructing an appropriate rural immigration model for the Avalon Peninsula region: (i) the need to recognize that rural immigration, particularly through the Provincial Nominee Program, is a relatively new phenomenon that raises both challenges and opportunities; (ii) the need for sustained leadership and facilitation; (iii) the need to engage multiple stakeholders in planning and delivering an immigration strategy; (iv) the need for funding to facilitate the process of developing an immigration strategy and funding to implement the strategy; (v) the need to recognize rural immigration strategies require long-term investments; and (vi) the need for evaluation and measurements to understand what is working, what has been successful, and what changes are required to immigration strategies and to share these results within and beyond the region.

## *Moving Forward*

As the Avalon Peninsula Regional Council of the Rural Secretariat explores rural immigration options and models for the region there are a series of questions that should be considered. These questions emerge from the review of the models, the context of immigration in the region, and through discussions of the project's Advisory Committee. Each of these questions requires attention before proceeding to action; the outcome of any one question could alter potential actors, actions, or outcomes.

1. At what scale should rural immigration initiatives be organized?
2. 'Who' should be engaged in discussion?
3. How can information on immigration be shared?
4. How can awareness of immigration programs and policies be enhanced?
5. Where is the desire for new immigrants coming from? How does this relate to

- strategic community and regional planning?
6. How is the context of the Avalon Peninsula unique and how does this influence appropriate immigration strategies?
  7. How can we better understand how immigrant source countries influence newcomer settlement?

## *Recommendations*

Based on the review of secondary immigration data for the Avalon Peninsula and rural immigration models from across Canada a series of 14 recommendations are presented for consideration. These recommendations represent future actions towards enhancing participation in immigrant attraction, settlement, and retention within rural communities and regions.

### *Towards an Immigration Model for Rural Communities in NL*

Recommendation 1: Municipalities and community/regional organizations, employers, government, and immigration service organizations should continue to explore and work towards the development of immigration model/initiative(s) suited to the specific realities of rural Newfoundland and Labrador and its varied regions. The four models reviewed in this research initiative identify key process components: leadership, partnerships, funding, evaluation, and long-term commitment. In addition, this research identified four common focus areas of rural immigration strategies: employment, housing, social capital and welcoming community indicators. Opportunities could be explored through applied research with post-secondary institutions to facilitate developing a pilot project approach to building one or more rural immigration models appropriate for Newfoundland and Labrador. Such a model should build on existing rural immigration efforts. Existing immigrants in rural communities can play an important role in these efforts.

Recommendation 2: Municipalities and community/regional organizations, provincial and federal governments and employers are advised to link rural immigration strategies to labour market development plans and programs. Networks involving local employers, employment service providers and organized labour have an important role to play in such strategies.

Recommendation 3: Where possible, rural immigration strategies should include connections to post-secondary institutions. Memorial University, for example, represents an opportunity for community organizations and employers in the Avalon region to connect with international students. Opportunities for students to learn about employment or business succession opportunities, lifestyles, and amenities in rural communities through this connection should be supported and further developed.

### *Information Sharing*

Recommendation 4: The Avalon Regional Council of the Rural Secretariat is advised to circulate the findings from this rural immigration research initiative to key stakeholders to share information, create dialogue, and enhance the potential for joint action.



Recommendation 5: All actors involved in immigration (all levels of government, community-based organizations, immigrant settlement services, employers, labour, etc) need to explore mechanisms to enhance sharing of rural immigration information, including information on policies, programs, and practices on a regular basis and in multiple, accessible formats and venues.

## *Funding*

Recommendation 6: Both provincial and federal levels of government should make funding available for processes that bring stakeholders together to develop strategic, comprehensive, and realistic immigration strategies. Each of the four models explored demonstrate the importance of process funding to the success of their initiatives. Process funding could support activities such as a facilitator/ animator and other related expenses for collaborative planning processes.

Recommendation 7: Funding to implement rural immigration strategies is required. Expecting rural communities to self-finance rural immigration strategies is unrealistic given the financial and human resource realities present in most areas of the province. It would be shortsighted of local actors, however, to simply rely on federal and provincial governments to finance rural immigration strategies. Additional sources of financial support need to be brainstormed and considered.

## *Policy, Programs, and Practice*

Recommendation 8: Rural communities and all levels of government should target immigrants from locations that have a higher potential for enjoying the lifestyle, amenities, and culture offered by rural Newfoundland and Labrador. Consideration should be paid to factors such as existing immigrants' experiences in small communities and potential connection to similar cultural communities and linguistic groups.

Recommendation 9: Community organizations, employers, and governments are advised to recognize and act upon the opportunity to convert the growing number of temporary residents in the province into permanent residents. Temporary residents with experiences in the province may wish to explore opportunities to transition to permanent residency in rural communities. As a result, temporary residents need to be considered in all rural immigration strategies.

Recommendation 10: The rise of temporary residents in the province illustrates the need for government, employers, and organized labour to ensure appropriate protection for temporary residents is in place. Mechanisms for ensuring this protection should be further explored. An illustration from Manitoba is the *Worker Recruitment and Protection Act*.

Recommendation 11: Government departments should continue to support the Provincial Nominee Program and to review ways to maximize the benefits related to this Program. This includes reviews of components such as international students, entrepreneurs, and family class for their potential influence for rural communities.

## Research

Recommendation 12: The experiences of recent immigrants and of immigrant receiving communities need to be captured and assessed to enhance future immigration attraction, settlement, and retention activities. For example, it would be useful to document the experiences from Carbonear and the Baccalieu Trail area to facilitate learning by other communities.

Recommendation 13: Memorial University recently announced a new Public Engagement Framework, representing an opportunity for building a stronger rural immigration research focus among faculty and students. Building on initiatives such as the Coordinating Committee on Newcomer Integration, key actors in immigration (including community, employer, labour and immigrant service organizations as well as related provincial and federal government departments) should connect to researchers at post-secondary institutions to encourage additional rural immigration research in the province.

Recommendation 14: A current inventory of immigration research and initiatives, particularly relating to rural communities should be created, maintained and made widely available to the public and interested groups. The inventory could include research reports, presentations, working papers, and information about and outputs from past and current events. Organizations like the Leslie Harris Centre of Regional Policy and Development could be approached to explore this opportunity within the research community.

*Think of no one as “them”.*  
*(Levine Melinda, 2002)*

## Project Background

The potential for a large and rapid exit of retiring workers in the coming decade, natural population change (births less deaths), and out-migration have raised labour shortage concerns for the province of Newfoundland and Labrador (NL) (Akbari *et al.*, n.d). As a result, many industry associations and sector councils, including those in health care, education, construction, transportation, and manufacturing, are examining the issue of skill shortages and developing strategies to address human resource requirements. Moreover, after the restructuring of the fishing industry in the nineties, NL is experiencing a period of prosperity and labour demand due to expansion in the oil, gas and mining industries. With ongoing labour shortage concerns, one proposed solution is for immigrants to fill these vacancies.

The demographic trends of NL have changed significantly in recent decades. From 1991 to 2006, the net-population growth<sup>1</sup> of NL was negative on census five-year intervals (see Table 1). From 2006 to 2011, however, this negative growth trend reversed; the provincial population increased by 1.8 percent. While Census Metropolitan Areas (CMAs) and Census Agglomerations<sup>2</sup> (CAs) grew during this period declines continued in rural and small town NL. The province’s rural population has experienced fluctuations of growth and decline, while the urban population has nearly doubled since the 1950s (Statistics Canada Census, 1951-2006). NL still has among the highest proportions of rural residents (those living outside centres with a population of 1,000 or more) of any province in Canada, yet these residents now represent the minority. Rural communities in NL are facing various pressures leading to population decline such as attraction to urban life style, population aging and youth out-migration. Population decline is also accelerating the rate of increase on a per capita basis of the cost of public services, with increasing pressures on all levels of government and community organizations (Beshiri and He, 2009; Reimer, 2007).

Research suggests immigration can play an important role in helping to address these issues in the Atlantic region (Murphy & de Finney, 2008). It can also help to foster growth and investment in local economies and to strengthen the province’s labour force thus addressing concerns about labour shortages in some areas and occupations. Immigrants alone cannot solve the province’s labour shortages, but they can be part of the solution. One recent report indicates, for example, that while immigrants represent 13 percent of the total population in the United States, 17 percent of small business owners

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<sup>1</sup> The total amount of population change, whether positive or negative, between two periods in any given region.

<sup>2</sup> A Census Metropolitan Area is an urban area of one or more communities situated around an urban core of at least 100,000 people. A Census Agglomeration the urban core minimum is 10,000 people.

and 16 percent of the labour force are immigrants (FPI, 2012). Immigration can also help to create vibrant, culturally diverse communities.

Unfortunately, the increasing number of immigrants settling in rural communities outside Canada's three major centers is a fairly recent phenomenon that is not well researched in most provincial contexts (Gibson *et al.*, 2012; Simard, 2007; Preibisch, 2004). In particular, limited published research reports on immigration in NL (see Limitations, p. 8) are mostly urban based, yet rural areas face unique prospects and challenges. This study and others (e.g. Jackson, 2012) show that many of NL's rural communities provide both positive and negative experiences of adaptation and community building as newcomers arrive. For example, despite efforts to provide outreach services to rural areas (see Appendix D) urban areas have greater access to support services for newcomers. These challenges can make it difficult to successfully attract, integrate and retain immigrants. Yet there has been an increase in the 'rurality' of recently arrived immigrants, with increasing numbers of individuals choosing to live in non-CMA communities (Akbari *et al.*, 2007; CIC, 2013).<sup>2</sup> In fact, in 2012, 41 percent of total new immigrants to the province of NL were destined for non-CMA communities (see Table 3). Therefore, understanding the rural immigrant experience and the role of local as well as provincial and federal actors in these experiences is increasingly important.

## GOAL OF THE STUDY

In the fall 2012, the Avalon Peninsula Regional Council of the Rural Secretariat partnered with Memorial University to conduct a community-based research initiative on rural immigration. The goal of the study was to review existing Canadian rural immigration literature and to identify and analyze models utilized by rural communities to attract, recruit, retain and integrate immigrants for their applicability to rural areas in NL, and in particular in the Avalon region. Literature was supplemented with immigration data provided through Citizenship and Immigration Canada and the NL Office of Immigration and Multiculturalism. Further consultations were held with members of the Regional Council and with an Advisory Committee consisting of representatives from the Avalon Peninsula Regional Council, Rural Secretariat, Office of Immigration and Multiculturalism, and the Association for New Canadians.

To accomplish these goals, the study is guided by the following three sets of research questions:

1. What are the opportunities and barriers faced by Avalon rural communities to attract, retain and integrate immigrants?
2. What are the indicators of a welcoming community and what resources and knowledge do rural Avalon regions and communities need to successfully welcome immigrants? How can rural regions and communities learn and create opportunities for newcomers, particularly immigrants?

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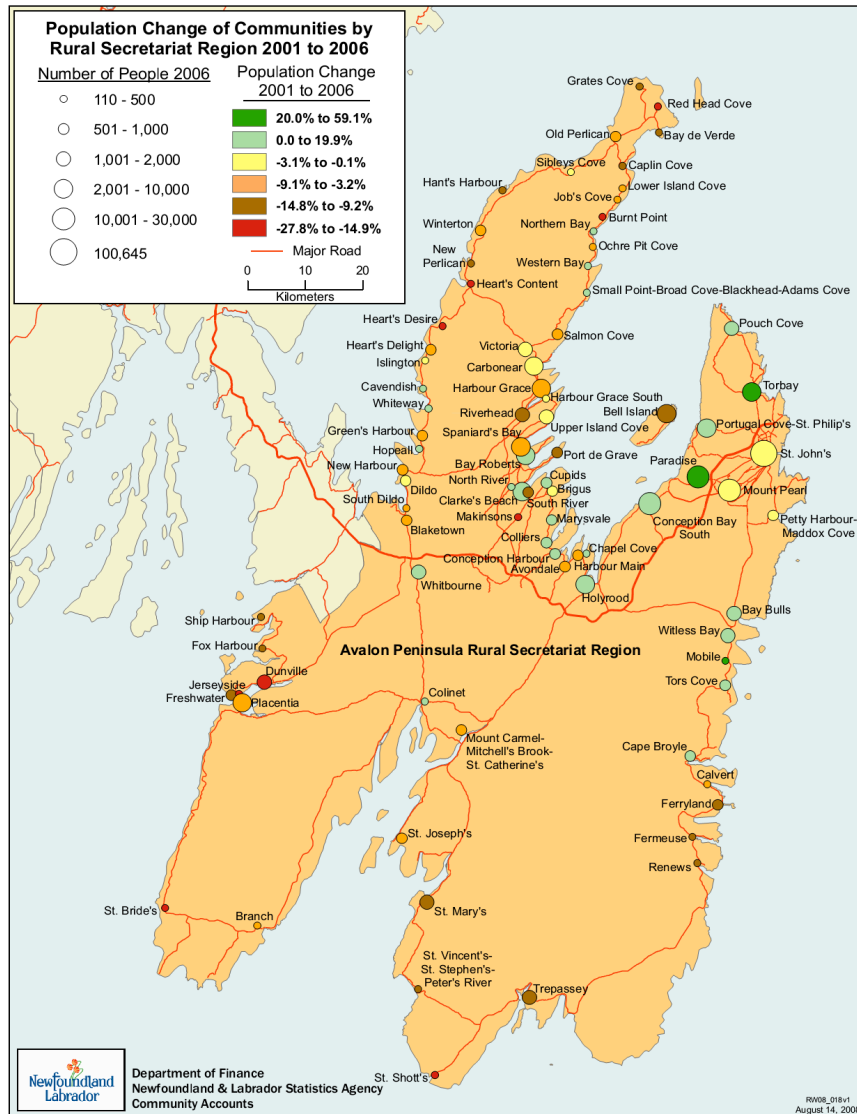
<sup>2</sup> Canada – Permanent residents by province or territory and urban region (<http://www.cic.gc.ca/english/resources/statistics/facts2012-preliminary/02.asp>)

3. What lessons have been learned in other rural communities (e.g., western Canada) and how are these applicable to the Avalon region, NL?

## THE STUDY REGION

This study focuses on the Avalon Peninsula Rural Secretariat region (see Figure 1). The population of the region was 257,662 in 2011. This included 188 communities, making it the largest Rural Secretariat region demographically in NL.<sup>4</sup>

Figure 1: Map of Avalon Peninsula – Population Change by Community



Source: Community Accounts (2012)

<sup>4</sup> [http://www.exec.gov.nl.ca/rural/regional\\_councils/avalon.html](http://www.exec.gov.nl.ca/rural/regional_councils/avalon.html)

The majority of the Avalon population lives within communities with a population of 5,000 or more (RS, 2013); 75 percent live within the St. John's CMA. The populations of the region's major communities, in particular those with more than 1,000 residents are provided in Table 1. This table illustrates the CMA grew by 8.8 percent from 2006-2011, while non-CMA communities shrank by 2.8 percent overall.

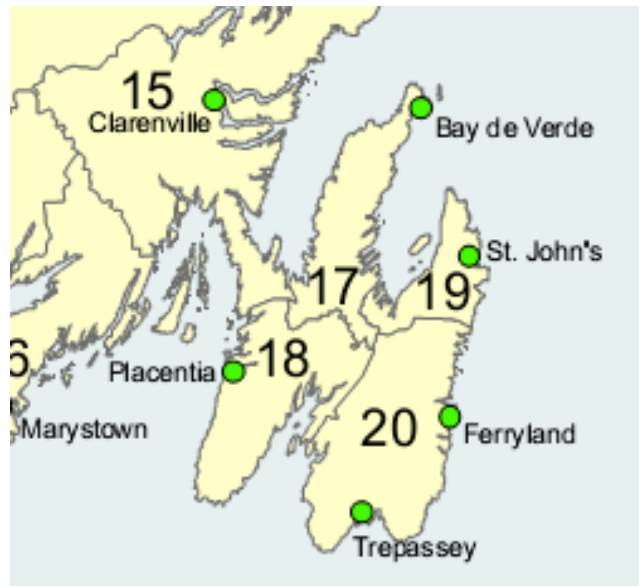
Table 1: Avalon Peninsula Region: Geographic Distribution of Population (Communities with a Population of 1,000 or more)

<b>Community</b>	<b>1996</b>	<b>2001</b>	<b>2006</b>	<b>2011</b>	<b>Population Change (%) 1996-2001</b>	<b>Population change (%) 2006-2011</b>
St. John's CMA	174,051	172,918	181,113	196,966	- 0.7	8.8
St. John's	101,936	99,182	100,646	106,172	- 2.7	5.5
Conception Bay South	19,265	19, 772	21, 966	24,848	2.6	13.1
Mount Pearl	25,531	24,964	24,671	24,284	-2.2	-1.6
Paradise	7,948	9,598	12,584	17,695	20.8	40.6
Torbay	5,230	5,474	6,281	7,397	4.7	17.8
Portugal Cove-St. Philip's	5,773	5,866	6,576	7,366	1.6	11.7
Wabana	3,136	2,679	2,418	2,346	-14.6	-3.0
Logy Bay-Middle Cove-Outer Cove	1,881	1,872	1,978	2,098	- 0.5	6.1
Holyrood	2,087	1,906	2,005	1,995	-8.7	-0.5
Bay Bulls	1,063	1,014	1,078	1,283	- 4.6	19.0
Witless Bay	1,118	1,056	1,070	1,179	-5.5	10.2
Non-CMA	71,419	64,711	67,305	65,444	-9.4	-2.8
Bay Roberts	5,472	5,237	5,414	5,818	- 4.3	7.5
Carbonear	5,168	4,759	4,723	4,739	-7.9	0.3
Placentia	5,013	4,426	3,898	3,643	- 11.7	-6.5
Harbour Grace	3,740	3,380	3,074	3,131	-9.6	1.9
Spaniard's Bay	2,771	2,694	2,540	2,622	-2.8	3.2
Upper Island Cove	2,034	1,774	1,667	1,594	-12.8	-4.4
Harbour Main-Chapel's Cove-Lakeview	1,247	1,106	1,090	1,083	-11.3	-0.6
Avalon Peninsula total	245,470	237,635	248,418	262,410	- 3.2	5.6
Newfoundland and Labrador	551,792	512,930	505,469	514,536	- 7.0	1.8

Source: Statistics Canada, Community Census Accounts and Community Profile, Population and Dwelling Counts, data from 1996, 2001, 2006 and 2011 census.

The Avalon Peninsula Rural Secretariat region is sub-divided into four economic zones (see Figure 2): Mariner/Baccalieu Trail (Economic Zone 17), Avalon Gateway (Zone 18), Northeast Avalon (Zone 19) and the Irish Loop (Zone 20).

Figure 2: Map of Avalon Peninsula by Economic Zone



Source: [http://www.stats.gov.nl.ca/Maps/pdfs/EZ\\_NL.pdf](http://www.stats.gov.nl.ca/Maps/pdfs/EZ_NL.pdf)

The Mariner/Baccalieu Trail sub-region (Zone 17) is located on the Bay de Verde Peninsula and is home to 68 communities on Trinity and Conception Bays. Regional services are concentrated in the regional service hubs of Old Perlican, Carbonear, Bay Roberts and Whitbourne (MRON, 2008). Lysenko (2012) points out that towns in the Conception Bay area, including the growing communities of Bay Roberts, Carbonear, Harbour Grace and Spaniard's Bay, enjoy better access to commercial and social services compared to the majority of towns on Trinity Bay.

The Avalon Gateway sub-region (Zone 18) on the Southwest Avalon Peninsula has the smallest population of the four Avalon Peninsula sub-regions living in 24, primarily rural communities located along the eastern shores of Placentia Bay and the west and north shores of St. Mary's Bay. Placentia (population 3,643) is the largest town (60 percent of zone population) and a regional service hub.

The Northeast Avalon sub-region (Zone 19) includes approximately 27 communities, ranging from small towns such as Harbour Main-Chapel's Cove-Lakeview (pop. 1,083) to the City of St. John's (pop. 106,172) (CCDA, 2008). The sub-region was home to an estimated 201,912 residents in 2011, which represented 39 percent of NL's population.<sup>5</sup>

Finally, the Irish Loop sub-region (Zone 20) on the southern portion of the Avalon Peninsula covers a large geographical area but has a relatively small population of 8,410

<sup>5</sup> <http://www.northeastavalonredb.ca/index.php/our-zone>

as of 2006 living in 19 coastal communities (Community Accounts, 2006). Many of these communities are located in close proximity to St. John's. Ferryland, St. Mary's and Witless Bay all serve as service hubs (Eastern Health, 2007). Ageing of the population is particularly acute in the Southern Avalon area, with the share of seniors expected to reach 30 percent of the total population by 2021 (Eastern Health, 2007).

## Methods

For the purposes of this study we define 'Rural Avalon Peninsula' as all communities outside of the St John's Census Metropolitan Area (CMA). According to Statistics Canada, a CMA is an "area consisting of one or more adjacent municipalities situated around a major urban core. To form a census metropolitan area, the urban core must have a population of at least 100,000" (Statistics Canada, 2002). The St. John's CMA includes the City of St. John's and 12 other communities: the city of Mount Pearl and the towns of Conception Bay South, Paradise, Portugal Cove-St. Philip's, Torbay, Logy Bay-Middle Cove-Outer Cove, Pouch Cove, Flatrock, Bay Bulls, Witless Bay, Petty Harbour-Maddox Cove and Bauline.<sup>6</sup> This study focuses on the remaining communities in the Avalon Peninsula region not included in the St John's CMA. (See Appendix A for list of these communities).

This study employed the following methods to answer the research questions:

- Meetings and discussion with regional stakeholders
- Statistical databases
- Academic literature review
- Grey literature review<sup>7</sup>
- Local, federal and provincial government websites
- Attending information sessions and symposiums related to immigration

### MEETINGS AND DISCUSSION WITH REGIONAL STAKEHOLDERS

To better understand current immigration and immigration practices in the Avalon Peninsula Rural Secretariat region, a number of meetings were conducted with the Regional Council members and advisory committee members during the period September 2012 to February 2013. Representatives of four key groups have served on an advisory committee to this project: Rural Secretariat staff, Avalon Regional Council, Office of Immigration and Multiculturalism, and the Association for New Canadians (see Appendix F: Advisory Committee Members List).

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<sup>6</sup> St. John's Census Metropolitan Area (CMA) with census subdivision (municipal) population breakdowns, Statistics Canada (see <https://www12.statcan.gc.ca/census-recensement/2011/as-sa/fogs-spg/Facts-cma-eng.cfm?LANG=Eng&GK=CMA&GC=001>).

<sup>7</sup> Documents "produced on all levels of government, academics, business and industry in electronic and print formats not controlled by commercial publishing i.e. where publishing is not the primary activity of the producing body" (see details <http://guides.library.utoronto.ca/content.php?pid=251475&sid=2078205>).



These discussions focused on understanding what immigration related research has already been done, what immigrant attraction, retention, and/or welcoming community activities are currently ongoing, and what needs to be done in the future to attract, welcome, integrate and retain immigrants in rural Avalon communities. In addition to Advisory Committee meetings, researchers discussed the project with eight individual Avalon Peninsula Regional Council members to better understand their interests in and objectives for the study and their knowledge of immigration in their respective communities. We are also grateful to the Leslie Harris Centre for providing information on previous related research, including a bibliography of reports about immigration in NL.<sup>8</sup>

## STATISTICAL DATA

To enhance our understanding of the current immigration context in the Avalon Peninsula region, a number of statistical databases were consulted. This data explains where, when and into which community the region's immigrant population has settled along with details regarding the general Avalon Peninsula population. These databases include:

- Citizenship and Immigration Canada - CIC ([www.cic.gc.ca/](http://www.cic.gc.ca/))
- NL Community Accounts ([www.communityaccounts.ca/](http://www.communityaccounts.ca/))
- NL Statistics Agency (<http://www.stats.gov.nl.ca/>)
- NL Office of Immigration and Multiculturalism-OIM (<http://www.aes.gov.nl.ca/department/branches/labourmarket/immigration.html>, [www.nlpnp.ca/](http://www.nlpnp.ca/))
- Statistics Canada (<http://www.statcan.gc.ca/>)

CIC datasets give a snapshot of the immigrant population of Canada and Atlantic Canada. Some data sets can also be found in the Statistics Canada and Community Accounts databases, which include the number of foreign-born residents in the specific communities, education level, religion and language ability. Further, additional detailed data unique to the Avalon Peninsula region and Provincial Nominees were provided by OIM.

## LITERATURE REVIEW

The literature review consisted of three essential components. First, academic literature relevant to immigrants and immigration, particularly in small rural communities, welcoming communities, attracting and retaining initiatives in rural communities, settlement services and evaluation was reviewed. Second, literature specifically related different models of local involvement in immigration attraction, integration and/or retention was examined to search for models that have been successfully implemented in other Canadian jurisdictions that may be relevant to the rural Avalon region. Third, additional relevant grey literature sources were reviewed, including government reports, as well as reports from organizations such as Immigrant Settlement and Integration

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<sup>8</sup> Thanks to Michael Clair who provided a bibliography list compiled by Dr. Barbara Burnaby

Services (ISIS), Toronto Region Immigrant Employment Council (TRIEC), Ontario and Atlantic Metropolis Centres.

## SESSIONS AND SYMPOSIA

Information sessions and symposia related to immigration were attended. An information session on ‘Access to Temporary Foreign Workers’ sponsored by Newfoundland and Labrador Environmental Industry Association, Canadian Manufacturers and Exporters Newfoundland and Labrador, and Diamond Global Recruitment Group Inc., reflected on the how different companies/industries can address their skilled labor shortage by recruiting Temporary Foreign Workers (TFW). Participants of the session were mainly small/midsized companies within and around St. John’s. Lessons were shared at the session regarding experiences recruiting TFW’s from abroad.

A two day long immigration research symposium entitled “Atlantic Canada: A Home Away from Home? Gender and Intersectional Perspective on Immigration” was held at Memorial University of Newfoundland in St. John’s. Also the Harris Centre organized a Synergy Session in St. John’s entitled “It Takes More than Kind Smiles and Nice Gestures: On the Integration of Muslim Immigrants,” presented by Professor Abdie Kazemipur. The symposia were great platforms for sharing differing perspectives on immigration experiences and policy in NL. Discussions took place regarding the development of welcoming communities, what various communities are doing to welcome newcomers, gaps in the process, what efforts are being made to reach out to women in particular, etc. These sessions provided valuable insights for this study.

## LIMITATIONS AND CONSTRAINTS FOR THE STUDY

Some notable limitations and constraints need to be taken into account in understanding the analysis of the data presented in this study and implications of the research.

The present study focuses on the rural communities of the Avalon Peninsula region. Data could not be utilized to its full potential due to confidentiality and sensitivity of the data. As with other forms of government data such as the census of population or labour force surveys policies and practices have been put in place to protect confidentiality (Statistic Canada, 2012). As a result, immigration data for specific communities or regions with less than ten PRs and/or TRs were not disclosed due to the possibility of identifying one or more individuals from the data. Further, although government departments may collect and have access to current information on immigrants and immigration, in some cases this was unavailable for the present research as this study is solely based on published material and material provided by the study partners. In some cases 2012 data was available at the time of this study. In other instances 2011 was the most recent available information.

Another limitation related to the reliance of this study on published information is that there have been a limited number of published research reports on immigration in NL (discussed further below). Further, several of the rural immigration models reviewed are relatively new. Additional lessons will undoubtedly arise as more experience is gained through their implementation.

Finally, statistical data is constrained by the number of newcomers who do not provide their location information (OIM is aware that they are residing in the province but their specific community of residence is unknown). The proportion of TRs for which their location is unknown is reported to be as high as 60 percent of the 5,140 TRs in the province as of December 1, 2012. Information provided about TRs on the Avalon represents only a partial picture of total TRs in the region (those for whom their location is known) due to this “location not stated” issue. This is also a concern in PR data but to a much lesser extent (with the location of approximately 8 percent of the PR population unknown).

## Overview of Immigration in Atlantic Canada and in Newfoundland and Labrador

The following section provides a brief overview of immigration trends in Canada and Atlantic Canada.

### IMMIGRATION PROCESS IN CANADA

It is important to understand the process of immigration in Canada and to define some key terms concerning immigration. The immigration pathway to NL abides by Canada’s *Immigration and Refugee Protection Act* (IRPA 2002), which determines the selection criteria for those applying to immigrate to Canada. There are several ways a foreign national can come to Canada and to NL (see Figure 3). Before one applies to enter Canada, one has to meet certain criteria for one’s chosen category. A person can enter Canada as a Temporary Resident (TR) or a Permanent Resident (PR). A TR is one who is legally in Canada on a temporary basis, such as a visitor, student, or worker or under a Temporary Resident permit.<sup>9</sup> A PR is a person who has legally immigrated to Canada but is not yet a Canadian citizen. To become a Canadian citizen, immigrants must be resident in Canada at least three years, among other requirements (Chui *et al.*, 2007). PRs have rights and privileges in Canada even though they remain citizens of their home country. In order to maintain PR status, they must fulfill specified residency obligations.<sup>10</sup>

The federal immigration system offers a number of different categories under which individuals can immigrate to Canada as a PR, each with different rules and criterion that have to be met before one can apply.<sup>11</sup> Definitions of these categories and sub-categories can be found in Appendix B. Individuals may enter Canada for purposes of: family reunification, contributions to economic development, or refugee protection. PRs under the economic category include the principal applicants (the individual on the application whose skills and qualifications are assessed) and their spouse/partner and dependents.

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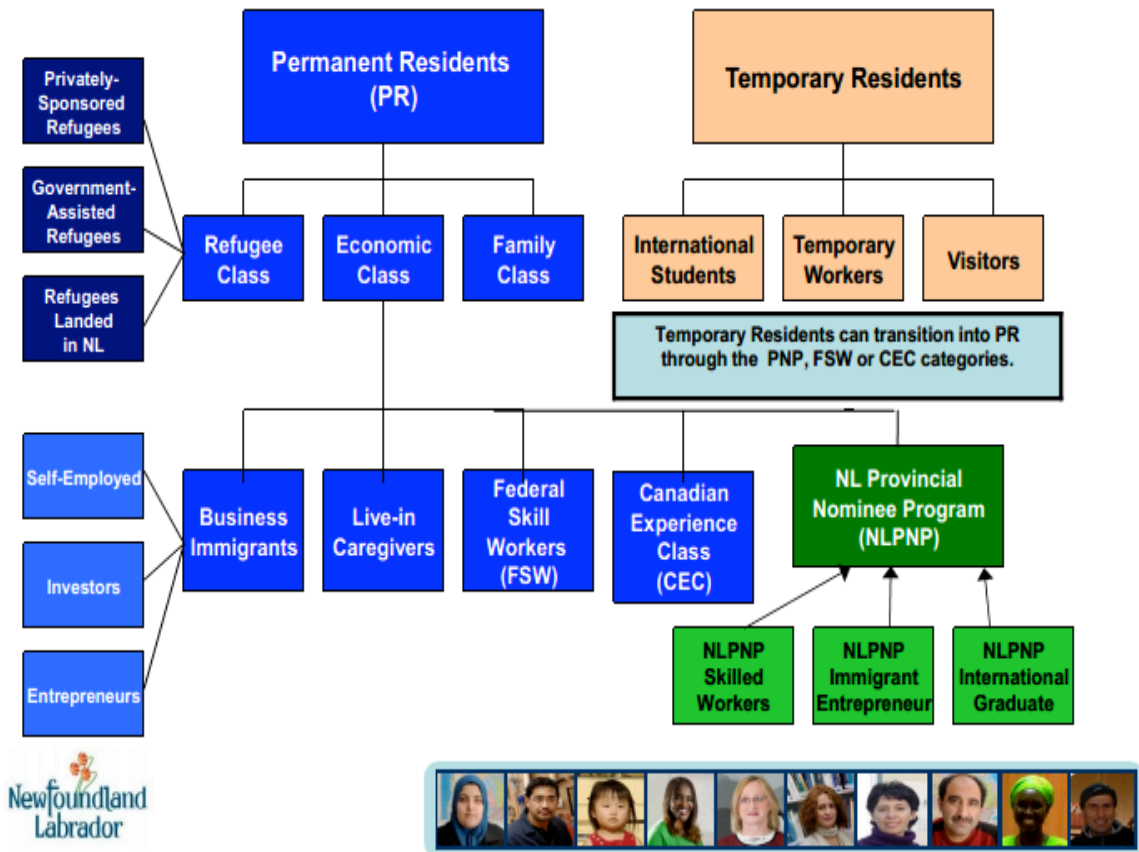
<sup>9</sup> [www.cic.gc.ca](http://www.cic.gc.ca)

<sup>10</sup> <http://www.cic.gc.ca/english/helpcentre/glossary.asp>

<sup>11</sup> <http://www.cic.gc.ca/english/immigrate/index.asp>

Figure 3: How Foreign Nationals Come to NL

## How Immigrants come to Newfoundland and Labrador



Source: OIM, 2012a

The economic category represents workers with a combination of skills, education and experience that meet the current and long-term demands of the country and economy. Within the economic category, the ‘skilled workers and professionals’ category is for skilled individuals who want to settle and work in Canada (outside of Québec). ‘Canadian Experience Class’ is for those who have recent Canadian work experience or have graduated and recently worked in Canada. Reitz (2012) highlights the importance of skill-based immigrant selection as a key feature of the Canadian immigration model.

## TOTAL IMMIGRANTS TO ATLANTIC CANADA

In 2012, Canada received approximately 257,515 immigrants through the system described above (Table 2). The census enumerated 6,186,950 foreign-born individuals in Canada in 2006. This number represents virtually one fifth of the total population, the highest proportion since 1931.<sup>12</sup> In 2012, over 74 percent of the immigrants chose to settle in either Montréal, Québec, Toronto, Ontario, or Vancouver, British Columbia (referred to as MTV).<sup>13</sup> MTV's labour pool is a crucial contributor to the prosperity of these three major urban centres.

Table 2: Overview of Canadian Immigration by Provinces and Territories, 2008-2012

	2008		2009		2010		2011		2012	
	#	%	#	%	#	%	#	%	#	%
<b>Atlantic Provinces</b>	<b>6,566</b>	<b>2.7</b>	<b>6,663</b>	<b>2.7</b>	<b>7,828</b>	<b>2.9</b>	<b>6,519</b>	<b>3</b>	<b>6,434</b>	<b>2.5</b>
<b>Newfoundland and Labrador</b>	<b>616</b>	<b>0.2</b>	<b>603</b>	<b>0.2</b>	<b>714</b>	<b>0.3</b>	<b>682</b>	<b>0.3</b>	<b>751</b>	<b>0.3</b>
Prince Edward Island	1,443	0.6	1,723	0.7	2,581	0.9	1,731	0.7	1,089	0.4
Nova Scotia	2,651	1.1	2,424	1	2,408	0.9	2,138	0.9	2,370	0.9
New Brunswick	1,856	0.8	1,913	0.8	2,125	0.8	1,968	0.8	2,224	0.9
Quebec	45,218	18.3	49,492	19.6	53,984	19.2	51,746	20.8	55,258	21.5
Ontario	110,877	44.8	106,861	42.4	118,111	42.1	99,458	40	98,826	38.4
Manitoba	11,218	4.5	13,521	5.4	15,808	5.6	15,962	6.4	13,391	5.2
Saskatchewan	4,835	2	6,890	2.7	7,615	2.7	8,955	3.6	11,182	4.3
Alberta	24,201	9.8	27,017	10.7	32,650	11.6	30,963	12.4	35,764	13.9
British Columbia	43,992	17.8	41,439	16.4	44,187	15.7	34,785	14	36,176	14.0
Yukon/ Northwest Territories/ Nunavut	287	0.1	291	0.1	506	0.1	346	0.1	458	0.2
<b>Total</b>	<b>247,246</b>	<b>100</b>	<b>252,174</b>	<b>100</b>	<b>280,691</b>	<b>100</b>	<b>248,748</b>	<b>100</b>	<b>257,515</b>	<b>100</b>

Source: CIC Facts and Figures, 2011 and CIC Preliminary tables-Permanent residents by province or territory and urban area, 2012<sup>14</sup>

Atlantic Canada accounted for 7 percent of Canada's total population in 2012 but according to CIC only 2.5 percent of all immigrants (a total of 6,434 individuals) settled in the Atlantic provinces (see Table 2). Further, while 19.8 percent of Canadians were foreign-born in 2006, the same was true for only 2.3 percent of Atlantic Canadians (see Table 4).

<sup>12</sup> <http://www.statcan.gc.ca/pub/11-008-x/2008001/article/10556-eng.htm>

<sup>13</sup> <http://www.hungarianpresence.ca/history/census-ray.cfm>

<sup>14</sup> <http://www.cic.gc.ca/english/resources/statistics/facts2012-preliminary/02.asp>

The Atlantic provinces have, however, experienced a rise in immigrant inflows since 2008 (see Table 3). Among the four Atlantic provinces, Nova Scotia has traditionally received the largest proportion of immigrants in the region. In 2012, more than one third (37 percent) of all immigrants to Atlantic Canada (2,370 immigrants) settled in Nova Scotia, followed by 35 percent (2,224 immigrants) in New Brunswick, 17 percent in PEI and only 12 percent (751 immigrants) in NL (see Table 3). Within Atlantic Canada, almost 80 percent of immigrants settle in major urban areas like Charlottetown (PEI), Halifax (NS), Fredericton (NB), St. John's (NL), Moncton (NB) and Saint John (NB). Recently, however, increasing numbers of immigrants are also moving into outlying smaller communities and regions, as experienced in NL. In 2012, 41 percent of all PRs arriving in NL (308 immigrants) resided outside of St John's CMA. NL has the highest percentage of immigrants arriving to non-CMA communities in all Canadian provinces (Table 3).

Table 3: Immigrant (PR) Destinations for the Atlantic Provinces, 2007-2012

Urban Areas	2007	2008	2009	2010	2011	2012	
	#	#	#	#	#	#	%
St. John's	380	481	454	526	462	443	59
Other NL	166	135	149	188	220	308	41
<b>Newfoundland &amp; Labrador (NL)</b>	<b>546</b>	<b>616</b>	<b>603</b>	<b>714</b>	<b>682</b>	<b>751</b>	<b>12<sup>15</sup></b>
Charlottetown	900	1,360	1,630	2,493	1,665	981	90
Other PEI	92	83	93	88	66	108	10
<b>Prince Edward Island (PEI)</b>	<b>992</b>	<b>1,443</b>	<b>1,723</b>	<b>2,581</b>	<b>1,731</b>	<b>1,089</b>	<b>17</b>
Halifax	2,023	2,057	1,792	1,803	1,576	1,772	75
Other NS	500	594	632	605	562	598	25
<b>Nova Scotia (NS)</b>	<b>2,523</b>	<b>2,651</b>	<b>2,424</b>	<b>2,408</b>	<b>2,138</b>	<b>2,370</b>	<b>37</b>
Moncton	345	365	479	424	470	531	24
Saint John	523	560	585	655	475	695	31
Fredericton	409	544	493	563	581	629	28
Other NB	366	387	356	483	442	369	17
<b>New Brunswick (NB)</b>	<b>1,643</b>	<b>1,856</b>	<b>1,913</b>	<b>2,125</b>	<b>1,968</b>	<b>2,224</b>	<b>35</b>
<b>Atlantic Provinces</b>	<b>5,704</b>	<b>6,566</b>	<b>6,663</b>	<b>7,828</b>	<b>6,519</b>	<b>6,434</b>	<b>2.5<sup>16</sup></b>
<b>Atlantic – Non-CMA</b>	<b>1,124</b>	<b>1,199</b>	<b>1,230</b>	<b>1,364</b>	<b>1,290</b>	<b>1,383</b>	<b>0.5</b>

Source: CIC Facts and Figures, 2011 and CIC Preliminary tables – Permanent residents by province or territory and urban area, 2012<sup>17</sup>

<sup>15</sup> Percent of arrivals to Atlantic Canada

<sup>16</sup> Percent of total for Canada

<sup>17</sup> <http://www.cic.gc.ca/english/resources/statistics/facts2012-preliminary/02.asp>

## IMMIGRATION IN NEWFOUNDLAND AND LABRADOR

Newfoundland and Labrador receives less than 1 percent of all immigrants to Canada, about 0.3 percent in 2012 (see Tables 2 and 4). This percentage is increasing however, and NL is successfully attracting more immigrants (see Table 3 above). Further, its retention rate has increased, as discussed further below.

Table 4: Immigration in Canada, Atlantic Provinces vs. Newfoundland and Labrador

	<b>Canada</b>	<b>Atlantic Provinces</b>	<b>NL</b>
Total population in 2011	33,500,000	2,327,650	514,536
Percentage of Canadian population (2011)	100%	7.0%	2.0%
Rate of population growth between 2006 and 2011	5.9%	2.5%	1.8%
Total immigrant arrivals (PRs admitted) in 2012	257,515	6,434	751
<b>Percentage of total immigrant arrivals in 2012</b>	<b>100%</b>	<b>2.5%</b>	<b>0.3%</b>
Foreign born population in 2006	6,186,950	86,750	8,025
Foreign born as a percentage of the total population in 2006	19.8%	2.3%	1.7%

Source: CIC Facts and Figure, 2011, Statistics Canada, Census 2006 and 2011.

## IMMIGRANTS TO NEWFOUNDLAND BY IMMIGRATION CLASS

Canada has immigration programs at both the national and provincial levels that assist potential immigrants in becoming Canadian PRs and citizens. As shown in Figure 3, Canada admits different categories of immigrants, which include: economic immigrants (e.g., skilled workers, Canadian experience class, Entrepreneurs and Self-employed or investors), family class (e.g., spouses and partners, sons, daughter and parents), humanitarian and refugees (e.g., government-assisted refugees, privately sponsored refugees and refugees landed in Canada).

In 2011, approximately 63 percent (156,113) of immigrants to Canada (PRs) entered under the banner of economic immigrants class. Approximately 23 percent (56,442) of immigrants come to Canada as a part of the family class, which includes spouses, partners and family (e.g., dependent, parents) of people who are already in Canada. Canada also recognizes humanitarian obligations for refugees who need protection and

about 11 percent (27,871) of immigrants enter through this process. The remaining 8,305 (3 percent) enter under other immigrant categories (CIC, 2011, p.32-33).<sup>18</sup>

According to Citizenship and Immigration Canada (CIC), it is estimated that 70 percent (526) of the immigrants in 2012 immigrated to NL as PRs under the economic class, 15 percent (116) under the family class and 15 percent (109) as protected persons/humanitarian and refugee claimants (See Table 5). In 2011, 83 percent of immigrants to NL and PEI (the two provinces are combined in published CIC data) were admitted under the economic class, 7 percent under the family class and 9 percent as refugees. Economic class, therefore, represents a greater proportion of total immigration to NL and family class a lower percentage than the Canadian average (CIC, 2011. p.32). In 2011, the economic class represented at least 75 percent of new PRs in Saskatchewan (86 percent), NL and PEI (83 percent), Manitoba (both 83 percent) and New Brunswick (75 percent), while the family class category exceeded 25 percent in British Columbia and Ontario (CIC 2011, p.33).

Table 5: Permanent Residents in NL by Immigration Category, 2012

<b>Immigration Class</b>	<b>2012</b>	<b>Percentage</b>
<b>Economic Class Total</b>	<b>526</b>	<b>70</b>
Skilled workers	131	25
Provincial/territorial nominees - principal applicants	365	69
Other economic immigrants	30	6
<b>Family Class Total</b>	<b>116</b>	<b>15</b>
Spouses, partners, children and others	103	89
Parents and grandparents	13	11
<b>Protected Persons/ Humanitarian &amp; Compassionate Cases Total</b>	<b>109</b>	<b>15</b>
Federal government-assisted refugees	93	85
Other refugees/humanitarian & compassionate cases	16	15
<b>Total</b>	<b>751</b>	<b>100</b>

Source: OIM, 2013

It is important to note while they are not immigrants TRs, particularly TFWs and individuals with study permits (international students), represent potential future PRs. Therefore statistics related to both PRs and TRs are considered in this report (and in reports on citizenships and immigration in Canada).

On December 1, 2011 there were 1,804 foreign students and 1,823 TFWs present in NL. Of these individuals, 1,824 had entered the province in 2011 (as compared to 682 PR arrivals). The number of international students in the province has risen annually since 2002. Of the 1,804 students present on December 1<sup>st</sup> 2011, 489 had entered the province

<sup>18</sup> <http://www.cic.gc.ca/english/resources/statistics/facts2011/permanent/01.asp>



in that year (CIC, 2011). Preliminary figures suggest there were 2,050 international students present on December 1<sup>st</sup>, 2012, with 643 new entries in 2012.<sup>19</sup>

Annual entries of TFWs in the province have fluctuated, with 2011 numbers similar to those in 2002. The total number of TFWs in the province on December 1<sup>st</sup>, however, grew from 1,031 in 2002 to 1,823 in 2011 and 2,550 in 2012. In total 1,335 TFWs entered the province in 2011(CIC, 2011). In 2012 the number of TFW entries to NL rose to 2,285.<sup>20</sup>

## IMMIGRANT RETENTION IN NL

In the 1990s, Atlantic provinces experienced difficulties not only in attracting immigrants but also in retaining those few that came (Goss Gilroy, 2005). As of the mid-2000s, it was “estimated that only 36 % of recent immigrants remained in NL - the lowest retention rate of all provinces” (Goss Gilroy, 2005. p.1; Department of Human Resources, Labour and Employment, 2005, p.13). Recent data shows, however, that there have been improvements in the retention of immigrants in the region (see Table 6).

Table 6: Retention of All Classes of Immigrants 2001-2006

Province	Total Immigrants 2001-2006	Remaining in Province 2006	Retention rate by % 2001	Retention rate by % 2006
Newfoundland and Labrador	2,745	1,440	48	52
Prince Edward Island	1,598	855	60	54
New Brunswick	5,701	4,300	67	75
Nova Scotia	10,876	6,900	48	63
<b>Atlantic Total</b>	<b>20,920</b>	<b>13,495</b>	<b>52</b>	<b>65</b>

Source: CIC - Atlantic Facts and Figures 2006, and see also Meaney, 2008

In recent years the Provincial Nominee Program (PNP), described below, may have contributed to increased immigrant retention. According to OIM (2013), the retention rate of the PNP in NL as of 2010 is 81 percent. One probable reason for this higher rate is that majority of the nominees are skilled workers with a job offer from a local employer or are already employed, which retains them in the province as employment and income opportunities are essential in the attraction and retention of immigrants (Akbari and Sun, 2007; Zehtab-Martin and Beesely, 2007). A recent evaluation of the PNP in Canada confirms that nominees become economically established more quickly than immigrants arriving through other federal economic programs, particularly when individuals have knowledge of an official language. Nominees seldom access employment insurance

<sup>19</sup> Canada – Total entries of temporary foreign students by province or territory and urban area, 2008-2012 (<http://www.cic.gc.ca/english/resources/statistics/facts2012-preliminary/05.asp>)

<sup>20</sup> Canada – Total entries of temporary foreign workers by province or territory and urban area, 2008-2012 (<http://www.cic.gc.ca/english/resources/statistics/facts2012-preliminary/03.asp>)

and/or social assistance benefits (CIC, 2011b). This report also suggests, however, that retention rates for nominees in NL are much lower than in other provinces. Of NL nominees who landed between 2000 and 2008 the evaluation states that only 23 percent continued to reside in the province in 2008 (vs. 56 percent in the Atlantic region as a whole and over 95 percent in Alberta and British Columbia).

Discrepancies between provincial retention rates and differing data sources related to retention in NL suggest the need for further research on this topic, including research regarding factors that influence retention rates in specific regions and rural areas in particular. Further research is needed to determine why immigrants depart as well why they settle. Retaining immigrants, who have already chosen the province to be their home, should be a priority area for local immigration strategies. Though the rate of retention is improving, it still remains an area of concern.

## PROVINCIAL NOMINEE PROGRAM (PNP)

The PNP is a program that facilitates immigration through the creation of federal-provincial agreements allowing provinces and territories to nominate immigrants with particular characteristics that may contribute to the economic, social and cultural development of the province. Although the immigration process rests primarily with the federal government the *Canadian Constitution Act, 1867* indicated that immigration is a shared responsibility between the federal and provincial and territorial governments. Most provinces and territories have a PNP in place and therefore play a role through these agreements in supporting, for example, the arrival of skilled immigrants to address difficult-to-fill positions. Nomination of an individual by the provincial government through the PNP expedites the federal immigration process as nominees are treated as priorities in the processing in Economic class applications. The Government of Canada, through CIC, retains final approval over nominations and granting of permanent residency (CIC, 2011b).

Manitoba was the first province to sign a PNP agreement in 1996 and Manitoba, New Brunswick and Newfoundland and Labrador were the first to begin operating PN programs in 1999. With the exception of Quebec and Nunavut, all provinces and territories now have PNP agreements in place with the federal government (CIC, 2011b). The agreements are similar across the country but their implementation via the various categories addresses the unique needs of provinces and territories.<sup>21</sup> Nominee streams are defined by each province and territory based on unique criteria, which may include for example specific occupational sectors, job offer or language requirements (CIC, 2011b).

The PNP in the Atlantic provinces is intended to boost population growth and meet economic needs by attracting and retaining immigrants to provinces that have struggled to do so. By contrast with the other three Atlantic provinces, PEI initially accepted only an investor stream. From 2007 to 2012, NL utilized PNP with four categories of immigrants:

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<sup>21</sup> <http://www.cic.gc.ca/english/immigrate/provincial/index.asp>

1. **Skilled Workers** - an individual who may be currently employed in the province with a valid work permit or who has a guaranteed job offer that will fill a specialized or difficult-to-fill-need in the existing labor market and is deemed to have a critical impact on the operations of an employer in NL.<sup>22</sup>
2. **International Graduate** - international students who have graduated from a recognized post-secondary educational institution in Canada, have a post graduate work permit, a job in their field of study and a minimum of one-year work experience.<sup>23</sup>
3. **Immigrant Entrepreneur** – this category is under review.<sup>24</sup>
4. **Family Connection** - under this program, immigrant families living in NL could bring in certain family members that had skill sets/education and experience that could be attached to the provincial labour market.<sup>25</sup> The Family Connections category of the NLPNP was discontinued as of May 1, 2012.

Newfoundland and Labrador closed its Investor stream in 2007 (CIC, 2011b).

Table 7: PNP Utilization by Province (as of 1999-2007 and 2008-2011)

Province	Nominees as a % of Immigrants to Province 1999-2007	Province's Share of Total Nominees 1999-2007	Nominees as a % of Immigrants to Province 2008-2011	Province's share of total Nominees 2008-2011
Alberta	2.6	7.2	22.0	10.0
British Columbia	1.9	12.1	11.0	7.0
Ontario	0.2	4.6	1.0	2.0
Manitoba	49.8	55.7	75.0	17.0
Saskatchewan	20.8	7.3	72.0	8.0
New Brunswick	32.3	5.2	61.0	2.0
Newfoundland and Labrador	12.4	0.9	30.0	1.0
Nova Scotia	13.0	4.0	32.0	1.0
Prince Edward Island	56.2	3.0	90.0	3.0

Source: Pandey and Townsend, 2010. p.7 1999-2007; CIC Annual Report to Parliament on Immigration 2009-2012

Table 7 shows some interesting differences in the significance of the PN program in each province. In PEI, Saskatchewan and Manitoba PNP are the source of 90, 75 and 72 percent of the province's PRs respectively. In Saskatchewan and Manitoba PNPs are forming the backbone of a "broad-based regional immigration strategy" (Baxter, 2010, p. 19). The Manitoba PNP is widely recognized for its successes and the program is seen as a key component of overall province building (Carter *et al.*, 2008). Manitoba is the top

<sup>22</sup> <http://www.nlpnp.ca/>

<sup>23</sup> <http://www.nlpnp.ca/>

<sup>24</sup> <http://www.nlpnp.ca/entrepreneur.html>

<sup>25</sup> <http://www.nlpnp.ca/family.html>

source of provincial nominees in Canada. The city of Winnipeg, Manitoba was the destination for 29 percent of all landed PNP nominees from 2005 to 2009 (CIC, 2011b). In Alberta and British Columbia PNPs are used as a “narrower policy tool” (Baxter, 2010, p. 20) to address very specific labour shortages, accounting for 22 and 11 percent of the province’s immigrants respectively.

NL had only 0.9 percent of the total provincial nominee population in Canada and nominees represented only 12 percent of total new PRs for the time period 1999-2007. NL’s PNP numbers are improving, however. While the PNP began April 1999, the focus of the NLPNP changed in 2007 and the program has seen increases since this time. Table 8, for example, indicates that the PNP contribution to total PRs entering the province has increased from 20 to 40 percent over the last 5 years. The NL PNP continues to make an increasing contribution to NL immigration growth.

Table 8: Total PNP Nominees and PR Contribution 2007-2012

Year	Total PNP nominations including dependent (1)	No. of PNP nominees receiving PR (2)*	PR received in NL according to CIC (3)	PR received in NL excluding PNP receiving PR (4=3-2)	% PNP contribution =100*(2/3)
2007 (Apr-Dec)	105	93	546	-	-
2008	242	122	616	494	20
2009	320	186	603	417	31
2010	485	218	713	495	31
2011	526	274	682	408	40
2012 (Jan-Jun)	204	120	-	-	-

\* Note: These landed Nominees did not necessarily land in this year  
 Source: 1-2= NLPNP Fact sheet, June 2012<sup>26</sup>; 3= CIC Facts and Figures, 2011<sup>27</sup>

Increasingly through the PNP and post-secondary institutions, the province has successfully attracted skilled workers, international students, professionals, and business immigrants who are considered to have a strong likelihood of integrating and making a positive contribution to NL. According to the PNP Immigration Fact Sheet (April 1, 2007- June 30, 2012), OIM nominated 526 nominees including their dependents in 2011.<sup>28</sup> Over 60 percent of these individuals (330) entered as skilled workers (and their dependents) who were selected on the basis of possessing knowledge, skills and experience deemed to be necessary and appropriate for NL’s labour market. Family

26 <http://www.nlimmigration.ca/media/20222/june%2030%202012.pdf>

27 <http://www.cic.gc.ca/english/pdf/research-stats/facts2011.pdf>

28 <http://www.nlimmigration.ca/media/20222/june%2030%202012.pdf>

Connections and International Graduates were also nominated for labour market/ economic reasons. In 2011, 3 percent of nominees had entered through the immigrant entrepreneur category, 16 percent through family connections and 21 percent through the international graduate category.<sup>29</sup>

According to CIC (2011b), in 2009, 80 percent of PNP nominees in Newfoundland were individuals who had already been in Canada on a work permit within four years prior to landing through the PNP. This figure had risen from 56 percent in 2007. Temporary Foreign Workers (TFWs), therefore, represent an important source of potential nominees.

## WHERE DO IMMIGRANTS COME FROM?

In Canada, most immigrants come from Asia (approximately 35 percent). For example the Philippines was the source country of 13 percent (34,991), China almost 11 percent (28,696) and India 10.6 percent (24,965) of all new PRs in 2011 (CIC 2011, p.27). Immigrants come to Newfoundland from diverse countries. In 2012, according to the CIC unpublished data provided by OIM the top three source countries for immigrants to NL were also the Philippines (22 percent, 97 individuals), China (16 percent, 73 individuals) and India (16 percent, 72 individuals). These three top countries alone represented 54 percent of immigrants. The top three source countries for immigrants to NL from 2010 to 2012 were, respectively, China, the Philippines, and India followed by the United Kingdom and the United States. Iraq, Bangladesh, Pakistan, and Ethiopia were also source countries with 50 or more arrivals over the past three years. By contrast, from 1981-2005 the top source countries for immigration to NL were the UK, USA, Bulgaria and Ireland (see Akbari *et al.*, 2005). Today Asians are more dominant and African immigrants have also increased in numbers.

These changes create a more diverse population and undoubtedly have implications for Newfoundland society. Additional research is required, however, to improve our understanding of these implications within the NL context.

Table 9: Top 10 Source Countries for PRs in NL, 2012

Country of Birth	PRs	Percentage
Philippines	97	22
People's Republic of China	73	16
India	72	16
United Kingdom	58	13
United States of America	44	10
Pakistan	32	7
Egypt	23	5
Bangladesh	19	4
Libya	17	4
Iraq	16	4
<b>Total</b>	<b>451</b>	<b>100</b>

Source: OIM, 2013

<sup>29</sup> [http://www.nlimmigration.ca/news/newfoundland-and-labrador-provincial-nominee-program---immigration-fact-sheet-\(june-30-2012\).aspx](http://www.nlimmigration.ca/news/newfoundland-and-labrador-provincial-nominee-program---immigration-fact-sheet-(june-30-2012).aspx)

## AGE

The demographic trend in NL shows that the aging trend among Canadians citizens is particularly evident in the province. In terms of the age distribution of PRs in NL, the majority (56 percent) fall into the 25-44 years age group, an important age group in the labour market. If we account for only PNP nominees, most of the PNP nominated (almost 90 percent) in NL belong to the 25- 44 age group (PNP Immigration Fact Sheet, April 1, 2007 – June 30, 2012. p.1). About 17 percent of new PRs in 2012 were under 15 years and only 1 percent was more than 65 years of age (Table 10).

As the majority of new PRs are in their childbearing years, these newcomers also make their contribution to population growth through reproduction. To estimate this contribution, one needs to investigate the fertility rate of the immigrant population. This is again a subject for further research.

Table 10: Age Distribution of PRs in NL, 2012

Age Group - 15 Years	Number	Percentage
0 to 14 years of age	127	17
15 to 24 years of age	104	14
25 to 44 years of age	420	56
45 to 64 years of age	89	12
65 years of age or more	11	1
<b>Total</b>	<b>751</b>	<b>100</b>

Source: OIM, 2013

## EDUCATION, SKILL AND OCCUPATION

Reitz (2012) points out that by 2000, 45 percent of immigrants arriving to Canada had university degrees. Immigrants to NL through the PNP, in particular, tend to be highly educated. Over ninety percent of the PNP nominees have at least a post-secondary education. Among them, 47 percent have a bachelor's degree, 16 percent have a master degree and 5 percent have a PhD degree (as shown in Table 11).

The vast majority of immigrants under the PNP program are skilled, well educated workers. This is significant given that skill demands in the province are expected to continue to increase, with approximately two-thirds of all job openings from 2011 to 2020 requiring some form of post-secondary education (Department of Human Resources, Labour and Employment, 2011).

One contributor to the education levels of immigrants to NL is the PNP International Graduate category. The NL PNP allows international students who have graduated from recognized educational institutions to be considered for nomination. International students also get financial incentives if they studied in the province and are living and

working in the province one year after getting PR status, which is known as the “International Graduate Retention Incentive Program” (IGRIP).<sup>30</sup> This is an important effort to attract and retain international students to become future immigrants.<sup>31</sup>

Table 11: Education Level of Immigrants through the PNP, 2007-2012

Education level	Number	Percentage
Secondary	91	9
Trade	68	7
Certificate/ Diploma	160	16
Bachelors Degree	460	47
Masters Degree	155	16
PhD	47	5
<b>Total</b>	<b>981</b>	<b>100</b>

Source: PNP Immigration Fact Sheet, (April 1, 2007 – June 30, 2012)

According to the PNP Immigration Fact Sheet (April 1, 2007 – June 30, 2012), 22 percent of nominees since April 2007 are working in the business and management sector, 19 percent in the service sector, 18 percent in trades, 15 percent in health and 10 percent in the education sector (see Table 12). Trades employment continues to grow in the province due to major construction projects, with new PRs helping to meet these employment needs. Projections indicate that this growth will peak in 2015 as planned major project developments are completed, however, the service sector (employing 19 percent of new PRs) is expected to see continued employment growth (Department of Human Resources, Labour and Employment, 2011).

Table 12: Occupation of Nominees, 2007-2012

Occupation	Number	Percentage
Business/management	218	22
Service Sector	183	19
Trades	176	18
Science/Technology	157	16
Health	151	15
Education/social services/others	95	10
<b>Total</b>	<b>980</b>	<b>100</b>

Source: PNP Immigration Fact Sheet, (April 1, 2007 – June 30, 2012)

<sup>30</sup> <http://www.nlpnp.ca/retention.html>

<sup>31</sup> <http://www.releases.gov.nl.ca/releases/2010/hrle/1221n02.htm>

Immigrants are actively recruited for the health sector in particular. As of 2006, 46 percent of the province’s physicians were foreign-born (Department of Human Resources, Labour and Employment, 2007). According to Vardy, Ryan, and Audas (2008) rural areas in particular have depended on these immigrant physicians because Canadian-trained physicians often prefer to work in urban centers. According to *Newfoundland and Labrador Labour Market: Outlook 2020*, between 2011 and 2020, sales and service and health-related occupations will account for over 90 percent of new job growth, with new opportunities also present in occupations unique to processing, manufacturing, and utilities and in management (Department of Human Resources, Labour and Employment, 2011).

### *Geographical Distribution of PRs in NL*

Toronto, Montreal, and Vancouver are the cities of choice for immigrant settlement in Canada. Similarly in NL, the gateway city of St. John’s and to a lesser extent surrounding communities such as Paradise, Mt. Pearl and Conception Bay South are the primary choice of settlement. Although NL non-CMA areas have received the highest portion of total provincial immigrants (41 percent) in the Atlantic provinces, almost 60 percent of new immigrants (PRs) in the province reside in the St. John’s CMA (Table 13).

Table 13: Permanent Residents by Geographical Areas in NL, 2012

<b>Area</b>	<b># of PRs</b>	<b>Percentages</b>
St. John’s	403	54
St. John’s CMA excluding St. John’s (North to Pouch Cove, South to Witless Bay and West to Conception Bay South)	40	5
Rest of Avalon	11	1
Eastern	26	3
Central	54	7
West	54	7
Labrador	104	14
CMA or CA not stated	59	8
<b>Total in NL</b>	<b>751</b>	<b>100</b>

Source: OIM, 2013

Urban concentration of immigrant arrivals is even greater within the Avalon region than for the province as a whole. Avalon Peninsula’s non-CMA areas received only 1 percent of total immigrants in NL in 2012. Of this 1 percent, most are destined for the Bay Roberts Census Agglomeration and surrounding communities. Immigration on the Avalon Peninsula is discussed further in the following section.

Immigration in rural NL contributes to labour force and population growth, adding



skilled and highly educated individuals to the demographic distribution of rural and small town areas. For instance, Labrador received 14 percent (104 individuals) of the overall immigrants to NL in 2012 (see Table 13). Newcomers have helped meet labour demands in mining and service sectors (i.e., restaurants and retail outlets) in these areas. CIC along with provincial and territorial governments have attempted to encourage immigrant settlement outside of the traditional immigrant destinations. The PNP is one mechanism for doing so and indeed some provinces view the program as a regional development tool (CIC, 2011b).

Finally, it should be noted that TRs, and in particular TFWs, appear to have a higher proportion of individuals living in non-CMA areas than PRs, although limitations in the data available on these individuals and their locations makes this difficult to track. Of the 1,804 international students present in the province on December 1, 2011, 746 were known to reside in St. John's CMA. Of the 1,823 TFWs present in NL on December 1, 2011, only 418 (23 percent) were known to reside within St. John's CMA. According to CIC, in 2012 2,285 TFWs entered NL among which 85 percent (1,931) were located in non-CMA areas (or unknown locations) and only 15 percent (354) were known to be living in St. John's CMA (CIC-Preliminarily Table<sup>32</sup>). Over the last three years TFW entrances almost doubled in non-CMA (or unknown) areas of NL.

Regardless of where TFWs reside in the province, the rising number of TRs, particularly TFWs, illustrates the need for government, employers, and organized labour to ensure appropriate protection for TRs is in place. Mechanisms for ensuring this protection should be further explored, such as the *Worker Recruitment and Protection Act*<sup>33</sup> of Manitoba. Welcoming communities-type initiatives can also assist in ensuring these temporary residents have access to social supports.

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32 Canada – Total entries of temporary foreign workers by province or territory and urban area, 2008-2012  
(<http://www.cic.gc.ca/english/resources/statistics/facts2012-preliminary/03.asp>)

33 <http://www.gov.mb.ca/labour/standards/wrpa.html>

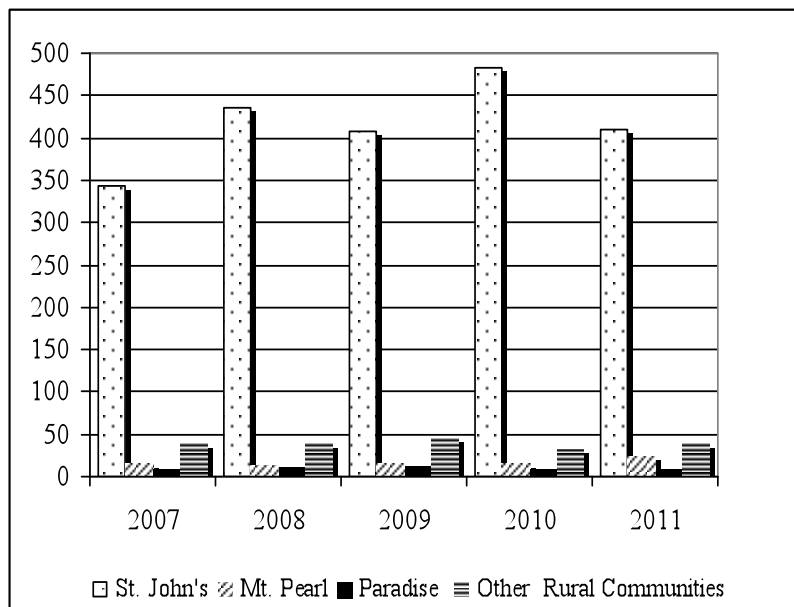
## WHAT DO WE KNOW ABOUT IMMIGRATION ON THE AVALON PENINSULA?

Input from members of the Avalon Regional Council of the Rural Secretariat confirms that rural communities in the region are receiving immigrants annually. All council members agreed their respective communities have benefited from immigrants, in particular highly skilled professionals like physicians and engineers, in their communities. The following section reviews immigration statistics related specifically to the Avalon Peninsula region.

### NUMBER OF NEWCOMERS AND THEIR DESTINATIONS IN THE AVALON REGION

St. John's, Mt. Pearl, and Paradise are the top destinations for PRs on the Avalon Peninsula (Figure 4). Among these three communities, St. John's has been the top immigration destination. From 2007 to 2012, 87 percent of all new Avalon PRs resided in the City of St. John's. More than 96 percent lived within the St. John's CMA and Bell Island<sup>34</sup>. The remaining Avalon Peninsula communities collectively received less than 4 percent of new PRs (Table 14).

Figure 4: Number of PR Arriving to the Avalon Peninsula



Source: OIM, 2012

<sup>34</sup> Bell Island is not part of the CMA but was included in the CMA statistics provided by OIM for confidentiality protection reasons.

Table 14 presents the number of PRs that have arrived in the following local areas of the Avalon Peninsula between the years 2007 to 2012. Areas that have ten or more PRs during the 2007-2012 time period are represented in Table 14. As Table 14 illustrates, beyond the St. John's CMA, Carbonear received the highest number (0.9 percent) of immigrants during this period; the second highest number was received by Harbour Grace, Spaniard's Bay, Bay Roberts, Clarke's Beach area (0.8 percent) and third highest by Placentia-St. Bride's area (0.6 percent).

Table 14: Destination of PRs During the Period 2007-2012

<b>Avalon Peninsula Region</b>	<b>Number</b>	<b>Percentage</b>
Carbonear Area	26	0.9
Harbour Grace, Spaniard's Bay, Bay Roberts, Clarke's Beach	22	0.8
Whitbourne, Heart's Delight, Winterton, North Shore of Conception Bay	13	0.5
Head of Conception Bay	15	0.5
Placentia-St. Bride's Area	16	0.6
Southern Shore, Trepassey Bay	10	0.4
Bell Island & St. John's CMA excluding St. John's	266	9.3
St. John's	2481	87.1
<b>Total</b>	<b>2849</b>	<b>100</b>

Source: OIM, 2013

In short, the rural Avalon Peninsula is attracting and receiving immigrants, but the numbers of arrivals are small when compared to the CMA urban region. Beyond the St. John's CMA the greatest number of PRs are destined for Carbonear and Bay Roberts areas (Table 14).

Keeping in mind the limitation that these numbers represent only those TRs in the province that have reported their location, from 2007-2011 the two most common destinations on the Avalon Peninsula for TRs for who had reported their locations were St. John's and Mount Pearl. Among the TRs for which location is known, as with PRs, Carbonear was the most common community of residence for TRs beyond the St. John's CMA during the 2007-2011 five year period (OIM, 2012).

## SOURCE COUNTRY OF PERMANENT AND TEMPORARY RESIDENTS

In 2011, almost half of Avalon Peninsula's PRs arrived from Asia and Pacific regions. Immigration from Africa and the Middle East had the second highest positions, followed by Europe and United Kingdom, South and Central America and the United States of America. Within the Asia and Pacific region, China is the top source of PRs in Avalon Peninsula (see Table 15). After China, the Philippines, Bhutan, India, United States and Bangladesh rank within the top five immigration source countries.

Table 15: Avalon Peninsula PR by Source Country in 2011

Country of Birth	No. of PR	Percent
Iraq	20	4
Ethiopia	18	4
Nigeria	14	3
Democratic Republic of Congo	9	2
Jordan	9	2
Egypt	8	2
Eritrea	5	1
United Arab Emirates	5	1
Palestinian Authority (Gaza/West Bank), Federal Republic of Cameroon, Iran, Morocco, Democratic Republic of Sudan, Cyprus, Ghana, Israel, Kenya, Republic of South Africa, Uganda, Saudi Arabia, Libya, Lebanon	31	6
<b>Africa and the Middle East Total</b>	<b>119</b>	<b>25</b>
People's Republic of China	74	15
Philippines	33	7
Bhutan	30	6
India	27	6
Bangladesh	22	5
Nepal	14	3
Myanmar (Burma)	6	1
Thailand, Pakistan, Socialist Republic of Vietnam, Australia, Republic of Indonesia, Japan, Republic of Korea, Malaysia, New Zealand	20	4
<b>Asia and Pacific Total</b>	<b>226</b>	<b>47</b>
United Kingdom and Colonies	14	3
Russia	12	3
Republic of Ireland	10	2
Republic of Kosovo	7	1
Denmark	5	1
France	5	1
Federal Republic of Germany, Italy, Norway, Belarus, Bosnia-Herzegovina, Croatia, Czech Republic, Estonia, Iceland, Kazakhstan, The Netherlands, Poland, Sweden, Turkmenistan, Ukraine	20	4
<b>Europe Total</b>	<b>73</b>	<b>15</b>
United States of America	<b>25</b>	<b>5</b>
Colombia	10	2
Jamaica	10	2
Brazil	5	1
Costa Rica, Cuba, Dominican Republic, Ecuador, Grenada, Peru, Venezuela	11	2
<b>South and Central America Total</b>	<b>36</b>	<b>8</b>
<b>Grand Total</b>	<b>479</b>	<b>100</b>

Source: OIM, 2012

NL, especially Avalon Peninsula, attracts a steady flow of TRs, including TFWs and international students. In 2011, 36 percent of NL's TRs arrived from Asia and Pacific region, followed by Europe (23 percent). Asia and Pacific is, therefore, the biggest source of both TRs (36 percent) and PRs (46 percent) arriving to the Avalon Peninsula region (Table 15 and Table 16). China (21 percent) ranked as the number one source country for TRs, followed by United States of America (18 percent), United Kingdom (8 percent), Norway (5 percent), Iran (4 percent) and India (4 percent).

Table 16: Avalon Peninsula TR by Source Country in 2011

Country of Birth	No. of TR	Percent
Iran	25	4
Nigeria	21	3
Zimbabwe	18	3
Saudi Arabia	13	2
Ghana	11	2
Republic of South Africa	5	1
Egypt, Kenya, Libya, Morocco, Zambia, Jordan, Kuwait, Qatar, United Republic of Tanzania, Bahrain, Namibia, Rwanda, Democratic Republic of Sudan, Tunisia, United Arab Emirates,	29	4
<b>Africa and the Middle East Total</b>	<b>122</b>	<b>17</b>
People's Republic of China	152	21
India	30	4
Bangladesh	18	3
Malaysia	8	1
Pakistan	8	1
Republic of Korea	7	1
Philippines	7	1
Sri Lanka	5	1
Australia, Singapore, Socialist Republic of Vietnam, New Zealand, Hong Kong, Republic of Indonesia, People's Republic of Mongolia, Taiwan, Thailand	17	2
<b>Asia and Pacific Total</b>	<b>252</b>	<b>36</b>
United Kingdom and Colonies	55	8
Norway	32	5
Federal Republic of Germany	16	2
France	13	2
Denmark	11	2
Russia	5	1
The Netherlands, Republic of Ireland, Poland, Portugal, Azerbaijan, Iceland, Sweden, Ukraine, Belgium, Bosnia-Herzegovina, Bulgaria, Croatia, Hungary, Italy, Serbia and Montenegro, Slovenia, Switzerland, Turkey, Union of Soviet Socialist Republics	32	5
<b>Europe and the United Kingdom Total</b>	<b>164</b>	<b>23</b>
<b>United States of America</b>	<b>130</b>	<b>18</b>
Belize	9	1
Mexico	5	1
Jamaica, Grenada, Peru, Antigua and Barbuda, The Bahama Islands, Bermuda, Brazil, Chile, Colombia, Dominican Republic, Ecuador, El Salvador, Honduras, St. Vincent and the Grenadines, Turks and Caicos Islands, Venezuela	20	3
<b>South and Central America Total</b>	<b>34</b>	<b>5</b>
<b>Unknown</b>	<b>7</b>	<b>1</b>
<b>Grand Total</b>	<b>709</b>	<b>100</b>

Source: OIM, 2012

## CATEGORY OF IMMIGRANTS RESIDING IN THE AVALON REGION

Newcomers come to the Avalon region for different purposes. For instance, some come due to economic reasons like permanent or seasonal work or starting a business, some come to study, some come to join their family members who are already settled in the community and some come on humanitarian grounds. The following table presents the different categories of PRs arriving in the Avalon Peninsula, excluding St. John's, from 2007-2012.

Avalon Peninsula received three broad classes of immigrants – independent (or economic) class, family class and refugees. Among new PRs during this period 55 percent were economic immigrants, 39 percent family class and 6 percent protected persons and others (Table 17). Comparing these results to those for the province as a whole (Table 5), a greater percentage of PRs arrive under the family class in the rural Avalon Peninsula than in other areas of NL.

Table 17: Category Distribution of PRs in Avalon Peninsula other than St. John's, 2007- 2012

PR Category	Number	Percentage
Economic Immigrants	196	55
Family Class	140	39
Protected Persons & Others	23	6
<b>Total</b>	<b>359</b>	<b>100</b>

Source: OIM, 2013

Over the past six years, more than 256 temporary foreign workers and 104 international students have entered the Avalon Peninsula destined for communities outside of the City of St. John's (Table 18); 47 percent of TRs in Avalon communities outside of St. John's were foreign workers, 34 percent visitors and humanitarian population and 19 percent foreign students. Numbers of TRs in all categories increased in the period 2010-2012 over the period 2007-2009, while PR numbers had declined slightly in all categories.

Table 18: Category Distribution of TRs in Avalon Peninsula other than St. John's, 2007 - 2012

TR Category	Number	Percentage
Foreign Workers	256	47
Foreign Students	104	19
Other (Mostly Visitors with some Humanitarian Population)	182	34
<b>Total</b>	<b>542</b>	<b>100</b>

Source: OIM, 2013

## OCCUPATION

Most PRs entering the Avalon region in 2011 did so as “new workers” (26 percent) or students (20 percent). Also common were the occupational categories of homemaker (49), and “Other non-worker” (45), followed by university professors, post-secondary teaching and research assistants (21 combined). Other occupations included computer programmers and interactive media developers, cooks, restaurant and food service managers, specialist physicians, and registered nurses (see Table 19). TRs were most likely to arrive in the Avalon region under an “Open employment authorization” (15 percent), followed by civil engineers (26). These occupation data illustrate the contributions that newcomers have made to the region’s economic and labour market development.

Table 19: Occupation of both PRs and TRs in Avalon Peninsula, 2011

Occupation	No. of PR	Occupation	No. of TR
New worker	125	Open employment authorization	105
Student	97	Civil Engineers	26
Homemaker	49	Professional Occupations in Business Services to Management	15
Other non-worker	45	Mechanical Engineering Technologists and Technicians	14
University Professors	11	Construction Managers	13
Open employment authorization	11	Mapping and Related Technologists and Technicians	9
Post-Secondary Teaching and Research Assistants	10	University Professors	8
Cooks	8	Mechanical Engineers	7
Computer Programmers, Media Developers	8	Oil/Gas Well Drillers, Servicers, Testers and Related Workers	7
Restaurant and Food Service Managers	5	Primary Production Managers (Except Agriculture)	6
Specialist Physicians	5	Petroleum Engineers	6
Registered Nurses	5	Cooks	6
Retired	5	Supervisors, Oil/Gas Drilling	6
Others	95	Geologists, Geochemists and Geophysicists	5
<b>Total</b>	<b>479</b>	Post-Secondary Teaching and Research Assistants	5
		Commercial Divers	5
		Others	134
		<b>Total</b>	<b>377</b>

Source: OIM, 2012

## Previous Studies of Immigration in NL: Opportunities and Barriers

This section reviews existing literature relevant to the present study, particularly reports completed within the past decade. While this literature provides important background on the topic of immigration in the province, the majority of these studies do not represent circumstances in the period post-immigration strategy (2007). Further, the limited number of studies on immigration that have taken place in NL have been mainly based on the province as a whole or largely on the St. John's CMA. To date, we have found no formal studies specifically related to immigration within the rural communities of the Avalon region, although Sullivan *et al.* (2009) includes several Avalon communities in their study of immigration in mid-sized towns in NL.

NL attracts and retains fewer immigrants than other Canadian provinces. In 2008, former CIC Regional Director (Atlantic) Tony Brother suggested that the federal immigration program depends on several factors, but essentially two are key: one is attracting the right people to the right place where they are needed and where they will find opportunity; the other is helping them succeed by facilitating their settlement and integration into community (Harris Centre, 2008).

Previous studies have explored the barriers to labour market integration and the low employment outcomes of immigrants have been explored by some of previous research in NL. A report by Locke and Lynch (2005), for example, found very weak network connections between immigrants looking for employment and employers needing the skills and experiences immigrants have to offer. In addition, research indicates that local employers are not interested in hiring immigrants because they believe these newcomers will only stay for a short term in the local labour market before moving to a larger urban centre in Canada. In relation to employment opportunity, "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" (Goss Gilroy, 2005, p.ii). In the 2005 report Goss Gilroy consultants not only focus on the employment barriers that immigrants face as they integrate into the labour force but also the mismatch between labour market demand and supply. More recent research is needed to investigate the impact of changing labour market conditions on these experiences.

Research suggests that immigrants appreciate the safety, good quality of life, security, and low crime rate of Newfoundland (Burke, 2008; Department of Human Resources, Labour and Employment, 2005). Studies also found the local people to be friendly, and that workplaces, faith places and other elements of a welcoming community exist in St. John's (Clark, 2009; Everts, 2008). Some research indicates that native Newfoundlanders and Labradorians are willing to extend a friendly-hand to immigrants (Department of Human Resources, Labour and Employment, 2005). However, a report by the Northeast



Avalon Regional Economic Development Board stated that NL peoples are very friendly, when encountered, but it can be very hard to break into the social circles. Moreover, people who are themselves newcomers to the province and have faced similar situations in the past are often the ones who are welcoming to the newcomers (NEAREDB, 2010 p. 10).

Clark (2009), Gien and Law (2009), Meaney (2008), ANC (2007) and others identify a number of key areas in which immigrants face barriers to successful integration and retention in NL, including: language, transportation, housing, high cost of living, low wage, lack of job opportunity, spousal isolation, loneliness, credential recognition, access to ethnic food, lack of diversity, recognition of foreign work experience, racism and discrimination, difficulty in accessing public services and settlement services.

Other studies have found that word of mouth is very important in attracting immigrants, and that access to information is another important concern to immigrants in NL (Gien and Law, 2009). One study by Gien and Law (2009) shows that only 50 percent of newcomers to NL included in their study received information (i.e., either before arrival or after arrival) regarding how to access educational and medical services, 35-40 percent received information regarding finding housing, job, language training, accesses to services and contact immigrant agencies. Ghani (2012) suggests that lack of information for newcomers compiled in an accessible written form remains a concern.

Burnaby *et al.* (2009, p. 5) explain that, in their research, “employers are unanimously cited as essential support providers.” Employers can enhance a newcomer’s experience by providing information and access to required services, such as a lawyer to assist with the process. Their report talks about the particular challenges faced by TFWs. More recently, Levac *et al.* (2012) note that in Labrador West affordable housing is extremely limited, therefore employers have had to provide accommodation for TFWs.

The abovementioned studies are not in-depth examinations of retention and integration of immigrants. One problem, in the case of the Gilroy (2005) study for example, is its sample size (n=38) and participation mostly from the refugee category. These studies provide a foundation for beginning to understand the issue of retention and integration of immigrants to NL, however, there is a need for a more comprehensive study involving a more wide-ranging sample, including different categories of immigrants so that it reflects better understanding of different categories of immigrants and their voices. Further, new research on immigrant experiences is needed to provide insights into the effectiveness of recent efforts such as the Immigration Strategy for NL and related programs and initiatives (described below).

Rural and smaller communities face clear challenges when competing with urban centers to attract and retain new immigrants. Overcoming these challenges require comprehensive strategies for settlement, integration, welcoming and employment of immigrants in rural communities. Some studies and practices suggest, however, that smaller communities can actually offer greater economic opportunities and a more welcoming environment for immigrants (Hanson and Barber, 2011). Moreover, the population size of a small town/city is not necessarily an indicator of more successful immigrant settlement and retention (Walton-Roberts, 2004).



# Organizations involved in Attracting, Welcoming and Integrating Immigrants on the Avalon Peninsula

Several government and non-government groups, organizations and institutions across the province have different programs to attract, welcome and integrate immigrants in the community where they have chosen to settle. The following are some of the key institutions/organizations that play a vital role in attracting and welcoming immigrants in the Avalon Peninsula region.

## OFFICE OF IMMIGRATION AND MULTICULTURALISM (OIM), ADVANCED EDUCATION AND SKILLS (AES), GOVERNMENT OF NL

In 2007 the Government of NL established OIM and launched the provincial immigration strategy Diversity – ‘Opportunity and Growth’: An Immigration Strategy for NL (Department of Human Resources, Labour and Employment. 2007). The Strategy states that a ‘welcoming’ society for immigrants: “goes beyond being friendly or hospitable. It means welcoming immigrants into our communities, our workplaces, our homes, and our lives”. The strategy is intended to “promote economic development” and “to help address demographic challenges faced by the province” (Department of Human Resources, Labour and Employment. 2007, p. 3).

To accelerate the process OIM released a multiculturalism policy in 2008. The vision statement of the multiculturalism policy is that: “Newfoundland and Labrador is a dynamic and vibrant Province, with welcoming communities where the cultural diversity of all its residents is valued and enhanced in the spirit of inclusiveness and harmony, to collectively build a self-reliant, prosperous Province” (Government of Newfoundland and Labrador, 2008, p.3). In 2008, the Department of Human Resources, Labour and Employment (now AES) also developed an ‘Employer’s Guide’ for employers around the province promoting immigrants and international students as potential workers in NL. This booklet helps to recognize the increased importance of immigration as a part of the solution in addressing the province’s skill shortages and labour market challenges (Department of Human Resources, Labour and Employment, 2008).

The provincial government sponsors initiatives to enhance the ‘welcomingness’ of communities throughout the province. As such, the concept of a welcoming community is identified as a guiding principle and goal of the provincial immigration strategy (Department of Human Resources, Labour and Employment, 2007). OIM has four Settlement and Integration Consultants located in the communities of St. John’s, Grand Falls-Windsor, Corner Brook and Happy Valley-Goose Bay. Consultants work to offer support and advice for the settlement of newcomers and to foster welcoming communities by building awareness, promoting the benefits of newcomers and linking

newcomers with the services offered in their new communities. In addition, they promote the PNP to local firms in need of recruitment assistance and assist PNP applicants with the process. They also assist with family reunification.<sup>35</sup>

A key role for OIM is to support and engage with community groups, organizations, NGOs, to deliver services at a community level. The provincial immigration strategy identified the need for municipalities to play a part in promoting welcoming communities (Department of Human Resources, Labour and Employment, 2007). According to the strategy, the Province is to collaborate with municipalities to encourage their involvement in providing settlement information to immigrants (Department of Human Resources, Labour and Employment, 2007).

The provincial government website provides useful information for those thinking of immigration to NL as well as settlement, employment, and integration support for newcomers available throughout the province.<sup>36</sup> OIM also plays a key role in raising awareness in the province, for example, publishing 'Diversity' magazines (4 editions published to date) and a Newcomers Newsletter (5 editions published to date) and supporting and promoting multiculturalism events.

## ASSOCIATION FOR NEW CANADIANS (ANC)

The ANC is a full service immigrant settlement agency offering a comprehensive array of programs and services to the newcomer community throughout Newfoundland and Labrador for nearly thirty-five years. The organization's objectives include: providing settlement services to immigrants and refugees, facilitating successful integration of immigrants and refugees into Canadian life, and fostering understanding and awareness through a comprehensive array of community education and volunteer programs. With support from federal and provincial governments, the Association offers one-stop access to a variety of settlement and integration programs, such as: AXIS Employment Program, cultural awareness/public education/civic engagement activities, language training and assessment program, outreach programs (ESL Outreach, 1-800 Community Service Line, LINC Home Study, Settlement Pilot Outreach), research/development projects, Resettlement Assistance Program (RAP), Settlement Workers in the Schools (SWIS) Program, settlement - orientation and integration program, support services (daycare, transportation, translation/interpretation), volunteer connections program<sup>37</sup> (ANC, 2007; Department of Human Resources, Labour and Employment, 2005).

ANC played a lead role in the Coordinating Committee on Newcomer Integration (CCNI). Since 1998, the main goal is to build strong partnerships among the three levels of government and educational institutions. CCNI aims to promote, educate and advise key stakeholders regarding the attraction and retention of newcomers to the province. The CCNI continues to foster strong partnerships with government departments/ agencies and

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<sup>35</sup> <http://www.nlimmigration.ca/media/18656/final%20the%20newcomer%20issue%208%20page%202.pdf>

<sup>36</sup> <http://www.nlppn.ca/links.html>

<sup>37</sup> <http://www.ancnl.ca/userfiles/files/anc-annualreport%20WEB%20VERSION.pdf>

to act as an organization that responds to emerging issues in the province.<sup>38</sup> This initiative is an excellent example of collaboration and information sharing that could be emulated and applied at a more local level to address region-specific immigration challenges and efforts.

The ANC also operates AXIS Career Services, which serves approximately 450 immigrants each year. Since 1996 the division has worked to build awareness about Canadian occupational culture and opportunities to secure meaningful employment, including identification of employment gaps and connecting immigrants with local employers. Their programs for newcomer labour market attachment extend to areas outside of the St. John's region. These include the AXIS Career Services Outreach Program and e-Employment/Career Counseling, and Skills Matching Database (see Appendix D).

## REFUGEE AND IMMIGRANT ADVISORY COUNCIL INC (RIAC)

RIAC also provides settlement services to immigrants, especially refugees and the humanitarian population (RIAC, 2009). Services provided include language training, employment and job searching assistance, orientation, and social events such as multicultural dance night and educational outreach (Coalition on Richer Diversity, 2009).

## MULTICULTURAL WOMEN'S ORGANIZATION OF NEWFOUNDLAND AND LABRADOR (MWONL)

MWONL is an advocacy organization for immigrants, focusing on issues related to the well being of women and children. MWONL is an action-based organization providing programming on issues such as maternal health, computer education, spousal isolation and other cultural and social issues (MWONL, 2009). Their main goals include research on immigrant women's empowerment, mental health concerns and social programming (MWONL, 2009). The organization has also undertaken programs to increase leadership and decision-making skills and prepare immigrant women for participation in the provincial workforce and for entrepreneurship.

## REGIONAL ECONOMIC DEVELOPMENT BOARDS (REDBs)

REDBs facilitate and coordinate economic and social development for the communities in their regions. Several REDBs have taken part in attraction and welcoming initiatives as part of this mandate. Mariner Resource Opportunities Network Inc. (MRON) is one of the boards that is pro-active in attracting, welcoming and integrating immigrants into their region. MRON serves the Baccalieu Trail area, bringing agencies, organizations, businesses and residents together to work towards economic development. Working with municipalities and community organizations, MRON facilitates classes at community centers and coffee groups for women, conducts focus groups to see why people stay in the area, identifies social issues like spousal isolation, etc. MRON provides excellent

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<sup>38</sup> [http://www.ancnl.ca/?Content=Capacity\\_Building/CCNI](http://www.ancnl.ca/?Content=Capacity_Building/CCNI)

portal facilities for the region utilizing both municipal and regional websites.<sup>39</sup> MRON also helps the community by organizing “meet and greet” programs and takes initiative in diversity training for communities.

A 2010 report by the Northeast Avalon Regional Economic Development Board (NEA REDB) identified five strategic directions for welcoming communities of the northeast Avalon. These were: identification of newcomers, information, aftercare and integration, capacity building, and promotion (NEA REDB 2010). The board has launched the Newcomer Portal website, providing a broad range of resettlement information and resources for newcomers in the area (<http://www.neavalonnewcomer.ca/>), as well as a ‘Come from Away’ newsletter. OIM also funded the Irish Loop Development Board to create an immigration Task Force and Advisory Council to develop an immigration strategy for the region and both the Irish Loop and Avalon Gateway REDBs have undertaken initiatives to celebrate and foster their Irish connections, including continued immigration.<sup>40</sup>

The future of regional efforts by REDBs remains in question across the province due to funding cutbacks. In May 2012, ACOA announced its decision to eliminate funding to the REDBs, effective 2013 (CBC 2012, Gibson, 2013). Core funding from the provincial government was subsequently eliminated as well (Humber Economic Development Inc. 2012). Many of the REDBs in the province have decided to close their operations, including Avalon Gateway and Irish Loop. Northeast Avalon Regional Economic Development Board and MRON, however, continue to operate.

## MUNICIPALITIES

Several municipalities in the province have developed resources for newcomers, including websites and publications. For example, Happy Valley-Goose Bay and Corner Brook have developed newcomer guides. In addition, the OIM has provided funding support (e.g., \$10,000 per municipality) to 18 municipalities as well as several regional groups across the province to develop a portal website to help attract and retain newcomers to their communities (see Appendix C).<sup>41</sup>

The communities of Carbonear, Bay Roberts, Old Perlican and Heart’s Delight are examples of municipalities engaged in discussions and activities to make their communities more welcoming to newcomers on the Avalon Peninsula. They are considered neighbourhoods within the MRON region. The towns of Carbonear and Bay Roberts support immigrants and long-time residents alike through activities such as cooking classes, fitness classes, social gatherings, multicultural events and cultural diversity celebrations, and ongoing services for immigrants. The Town of Carbonear has a Newcomer Portal with information specifically designed to meet the information needs of immigrants provided in multiple languages.

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<sup>39</sup> <http://immigration.aroundthebay.ca/>

<sup>40</sup> <http://www.aes.gov.nl.ca/publications/NLSIPfunding.pdf>

<sup>41</sup> <http://www.nlimmigration.ca/media/9209/2008-09%20full%20gs%20and%20cs%20funding%20synopsis.pdf>

## INTERNATIONAL STUDENT ADVISING OFFICE (ISA) AT MUN

The mission of the ISA Office at Memorial University of Newfoundland (MUN) is to facilitate international student services.<sup>42</sup> These services for personal, economic and social development include: settlement and integration activities directed towards families of international students, aids to understanding Canadian immigration regulations, up-to-date immigration information, aids to study and work permit regulations assistance in obtaining, spousal off campus work permits and aids to the visa application processes etc. In addition to, these services student pickup from the airport, orientation, income tax sessions, health and dental services, coffee club and discussion groups are held once a week. ISA organizes the ‘International Bazaar’, an event that facilitates students, community, and immigrants in experiencing global variety of foods. ISA also promotes international student experiences into different local communities where they share their experiences in local schools. The office also provides students with helpful contact information for CIC, OIM, RIAC, ANC, City of St. John’s and other emergency links.<sup>43</sup> In addition to the centralized ISA offices at Memorial University St. John’s campus, some services are delivered by officers in the Marine Institute and Grenfell Campus, Corner Brook, NL.

## COLLEGE OF THE NORTH ATLANTIC (CNA)

CNA plays a pivotal role in attracting, welcoming and integrating international students and staff in the community. CNA has 18 campuses worldwide; 17 are located in the province (2 in the rural Avalon) and one is located in Qatar. The college welcomes students from “all countries and walks of life to enjoy the warm hospitality, unique culture and safe environment for which the province of NL is known worldwide”. CNA also provides a full range of the following services to International Students, including:<sup>44</sup> pre-departure information and support; arranging home stay or assistance with finding accommodations; airport reception and pick-up; international student orientation; academic and personal counseling; language and aptitude testing; personal, academic and career counseling; peer tutoring; student affairs and employment services; and events and activities such as sports, recreation and cultural diversity. The CNA website is provided in six different languages and provides links to helpful resources such as governmental job websites, and offers live chat for instant help to international students.<sup>45</sup>

## NL HEALTH BOARD ASSOCIATION (NLHBA)

In NL, the retention of health professionals, especially physicians, has been a long-term concern. Practice NL is one of the many services provided by the NLHBA to support provincial health authorities.<sup>46</sup> The Practice NL website highlights parts of the province and regional authorities so immigrants can get to know and have access to resources and advice needed to shape their decision. In NL, four regional health authorities combine to

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42 <http://www.mun.ca/student/home/>

43 [http://www.mun.ca/student/home/az\\_listing.php](http://www.mun.ca/student/home/az_listing.php)

44 <http://www.cna.nl.ca/international-students/student-services.asp>

45 <http://www.cna.nl.ca/International-Students/default.asp>

46 <http://www.practicenl.ca/>

offer residents a multi-integrated health care system. The NLHBA established a “Community Retention Toolkit”, which is not based on particular region or community but rather provides a general community strategy for the ‘Retention of Health Professionals’.<sup>47</sup> This toolkit offers guidelines on how communities can become involved in retaining the professionals they successfully recruit to their local health care system.<sup>48</sup> It is clear that a retention strategy must also include settlement and welcoming services for these newcomers and for the many other health professionals we will need to attract in the future.

The “Community Retention Toolkit” outlines five different approaches that a community may take to introduce a retention strategy:<sup>49</sup>

1. Establish the community as a welcoming community through a network of local volunteers
2. Establish a community retention committee to build the community capacity to welcome new health professionals
3. Establish a community mentoring program within a volunteer agency to support new health professionals and their families
4. Organize focus groups to engage current health professionals in discussion about what communities need to do to improve attraction and retention
5. Establish partnerships that the community can depend on to help newcomers integrate

The Province of NL also continues to actively recruit medical professionals and other immigrants to move to the province, particularly to more rural areas outside the St. John’s CMA (Everts, 2008).

In addition to the aforementioned, there are groups, associations and advocacy organizations such as the African and Canadian Association of NL, the Bangladeshi Student Association in NL, the Chinese Association of NL, the Friends of India Association, the Hebrew Congregation of NL, the Philippine Association of NL and Philippine-Newfoundland Women's Organization Inc., the Iranian Student Association of NL and the Muslim Association of NL. These organizations are based in the St. John's CMA and provide services within the area.

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<sup>47</sup> [http://www.practicenl.ca/?/community\\_retention.asp](http://www.practicenl.ca/?/community_retention.asp)

<sup>48</sup> <https://www.practicenl.ca/documents/CommunityRetentionToolkit.pdf>

<sup>49</sup> <https://www.practicenl.ca/documents/CommunityRetentionToolkit.pdf>



# Current Strategic Initiatives for Attracting, Welcoming and Integrating Immigrants on the Avalon Peninsula

According to the National Working Group on Small Centers (2007), establishing a welcoming community is key for a receiving community to attract and retain immigrants. The individuals and organizations in “welcoming communities” are helpful to newcomers, are open to new ideas and customs, and recognize the contributions that newcomers make. Some simple ways the people of Canada as well as NL welcome a newcomer to their community is by hosting welcoming events, inviting a newcomer family over for supper, establishing or joining a welcoming committee, volunteering as an English-as-second language tutor, diversifying news sources, organizing and attending cultural activities and events, challenging racist remarks, encouraging more inclusive hiring practices at workplaces and so on. This section briefly outlines the current strategic initiatives that have been taken to attract, integrate and welcome immigrants to NL.

*Exhibit # 1*  
**CARBONEAR<sup>50</sup>**

*The Town of Carbonear and surrounding areas have of a population of 5,260. According to Statistics Canada, Carbonear had 70 immigrants and 30 non-permanent residents (approximately 2 percent of the population) as of the Census 2006. Immigrants come from the United Kingdom (25), the United States (10), Germany (10) and other Asian/African countries. Carbonear has many community groups within the town. The Princess Sheila Seniors Club welcomes newcomers in the area and invites seniors to become a member. The community sponsored the Canada World Youth Exchange for two consecutive years, and have hosted a multicultural show held events to celebrate Multiculturalism Week. A workshop was held for business owners and community organizations titled ‘Safe Harbour: Respect for All is a vision in action’. The workshop created opportunities for storefront businesses, institutions, agencies, and municipalities to celebrate their differences, helping to create safer, more welcoming communities that support diversity and reject discrimination. The workshop was promoted by the ANC, in cooperation with the Town of Carbonear, and Mariner Resource Opportunities Network (M-RON). During this week Carbonear also held a welcoming session for newcomers in the community called - ‘Welcoming Community Meet and Greet’. According to one local resident, Carbonear is considered to be a friendly place with amenities, a relaxed pace of life and an ideal place to work and raise a family. Carbonear residents enjoy the community spirit, peace, safety and security of a small town, while living about an hour’s drive from St. John’s. It also boasts spectacular scenic beauty, abundant wildlife and open spaces to hike and kayak. Recently Carbonear was recognized as one of the top coastal destinations in the world (National Geographic, 2010).*

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<sup>50</sup> <http://www.carbonear.ca/welcome.htm>

## WELCOME PACKAGES OR WELCOME WAGON

A welcome package/wagon consists of information and gifts for new residents in an area. In NL, Welcome Package and/or Welcome Wagon initiatives are practiced at both provincial and community levels. There is no hard and fast rule of how a welcome package/wagon should be structured. Some welcoming packages target a specific immigrant pool. For example, the ANC developed a newcomer's guide that provides relevant information to refugees, temporary residents, permanent residents, and international students. A pocket guide of this publication is now available in five languages and also on the ANC website. MRON has created materials that help attract newcomers to the Avalon Peninsula, such as an immigration portal, and inclusive community level websites. Local businesses have also donated items for a welcome package. NEA REDB has established a 'Welcoming Kiosk' at the St. John's airport. ISA has been giving out welcoming materials for international students and their spouses. They also pick up international students from the airport and provide all kinds of information, which includes a campus map, city map, important contact numbers, housing information and Metrobus services.

## DIVERSITY AND MULTICULTURAL EVENTS

Diversity and multicultural events are initiatives undertaken by various organizations to provide opportunities for locals and immigrants to share their culture in their communities. In recent years events have been held in the communities of Carbonear, Placentia, Bay Roberts, and Ferryland. ISA organizes a multicultural food fair in the university every year. ANC offers Diversity Training Initiatives and Workshops to raise awareness about diversity to increase public awareness and multiculturalism. ANC tailors these workshops to meet the needs of each client. According to the Regional Council members, these initiatives allow the locals to better understand different cultures. Moreover, these events celebrate cultural diversity and promote racial harmony in their communities. The literature reminds us, however, that such events are effective as part of an overall strategy for welcoming newcomers and celebrating diversity.

Exhibit # 2  
**BAY ROBERTS**<sup>51</sup>

*Bay Roberts is located approximately 90 km outside of the capital city with a population of 5,325 (2011 census data). A total of 60 individuals (25 male, 35 female) classified themselves as immigrants in Bay Roberts according to Sullivan et al., (2009). These foreign born residents had come from the United Kingdom (n=35) and the United States (n=10), and the remainder from unspecified countries (n=15). In the Avalon Peninsula, Bay Roberts is one of the fastest growing towns. The community receives an increasing number of new immigrants each year. Bay Roberts is known for its festivity. In 2012, the town secured eighth position in Canada's 10 most festive Christmas cities.<sup>52</sup> Further, the town takes part in Multicultural Week to promote diversity in the town.*

## MEET AND GREET EVENTS

Exhibit # 3  
**PLACENTIA**<sup>53</sup>

*The community of Placentia is the home of an estimated 55 immigrants. The numbers of immigrants have increased since 1991, when only 25 immigrants called Placentia their home.<sup>54</sup> The community has a website about the town's history, economic growth and tourism attractions.<sup>55</sup> In 2011 the town participated in the multicultural week events to welcome diversity. Welcoming Community training was also provided to the municipality and a group of stakeholders by OIM. The municipality has received funding to develop a Newcomer Portal Website, although the site has not yet been launched.*

It is often health and educational institutions that organize ‘Meet and Greet’ events when newcomers join their community.<sup>56</sup> Some employers provide an orientation in their workplace and also offer to gather the community in a particular place. Meet and Greet events allow immigrants to get to know the local residents, colleagues and co-workers, neighbors and important members and leaders of the community. It is also an opportunity to share and learn about each other’s culture, improve language skills and feel more a part of the community. The events are useful for immigrants who come from a different cultural background to an unknown place and know no one. For example, in Carbonear when a newcomer joins the community, the locals hold a Meet and Greet event in the Community Centre where the spouse and children of the physician, for example, get a chance to be introduced to the community at this event. The locals introduce themselves and try to help newcomers as much as they can. MRON Inc. and the Town of Carbonear sponsored such an event during Multiculturalism Week 2012.<sup>57</sup> Jackson (2012) found that events like this not only help newcomers but also help the spouses to avoid isolation and build relationships with locals that will continue beyond the event. Women’s coffee groups are also organized in the Carbonear area to provide socialization opportunities for women in the community.

## LEARNING ENGLISH AS A SECOND LANGUAGE

Literature shows that learning English is an important part of the adaptation process of a newcomer (Jackson, 2012). MUN, CNA, and ANC in the Avalon Peninsula have services to support newcomers from a non-English background with their language skills. The vast geography and the dispersion of new residents in the province provides challenges to providing English language training. ANC provides English instruction to permanent residents (through the federal English as a Second Language Outreach Tutor Program) and provincial nominees and their families (through support from NL Office of Immigration and Multiculturalism) outside of the St John’s area. In addition, ANC delivers the LINC Home Study program in the province, which is delivered online or via correspondence.

## RECOGNITION OF INDIVIDUAL/FAMILY CONTRIBUTIONS OF IMMIGRANTS

Like any other individual or group, newcomers appreciate having their contribution to a community recognized and well received. Community organizations and government agencies can take initiatives to recognize the success of immigrants in their community as part of a welcoming community approach. The Fong family of St. John’s and Carbonear is an example of successful Chinese immigration and settlement in the Avalon Peninsula. The family is also a story of successful entrepreneurship, beginning with the arrival of Moo Sic Fong in 1897, who opened the first Chinese restaurant in Newfoundland. Moo Sic was followed by his son Davey, who opened a confectionary store/wholesale

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<sup>56</sup> <https://www.practicenl.ca/documents/CommunityRetentionToolkit.pdf>

<sup>57</sup> <http://carbonear.ca/immigrants/>

business, and later by Hayward<sup>58</sup>. The Premier of NL - Kathy Dunderdale presented the Hall of Fame Award to Hayford Fong's family in honour of his contributions to the community. Hayford Fong moved to Carbonear and became a respected and successful businessman in the community. At present his son, Arthur, runs the family business, Fong's Motel and Restaurant, the largest business of its kind in Conception Bay North.<sup>59</sup>

*Exhibit # 4*

### **CALVERT AND THE IRISH LOOP<sup>60</sup>**

*The community of Calvert (2011 census population 255) has been engaged in multicultural celebrations and activities, such as a showcase of multicultural dancing during the Canada Day celebrations. Similarly, the Irish Loop Region the Development Board initiated a discussion group around creating welcoming communities. From this group sprang the idea of holding a multicultural festival. A few members of the discussion group took the lead on this project and it has seen great success holding the festival in Ferryland for the past three years. The Southern Avalon Development Association is working with the Association of New Canadians in developing a strategy for welcoming new immigrants. The groups launched a new website in March 2013 which will be the portal for information about services in the region.<sup>61</sup> To address an absence of a structured practice in the community for welcoming newcomers, the communities are in discussion to develop a welcome wagon package for all new residents to the area.*

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58 [http://www.canl.ca/docs/David\\_Fong\\_Fong\\_Family.pdf](http://www.canl.ca/docs/David_Fong_Fong_Family.pdf)

59 [http://carbonear.ca/immigrants/?page\\_id=26](http://carbonear.ca/immigrants/?page_id=26)

60 <http://www.irishloop.nf.ca/home/calvert.htm>

61 <http://www.irishloop.nf.ca/home/calvert.htm>

Exhibit # 5

## HARBOUR MAIN-CHAPEL'S COVE-LAKEVIEW<sup>62</sup>

*Harbour Main-Chapel's Cove-Lakeview is a small community of only 1,085 people (Census 2011), among which many are retired or are of retirement age. According to one community member the communities do not have enough skilled people to fill vacant positions. Though the community is very welcoming, there is not sufficient support to provide housing and transportation to the locals. Immigration is considered one of the ways to increase the work force of the community, but there is no policy in place to attract immigrants to the community. A pro-active campaign is needed to attract more immigrants. There are a few immigrants who have been living in the community for the last 10-15 years, including some now second-generation residents. Members of the community believe that immigrants possess very good skills, are hard-workers, patient, and understanding of NL's culture. They are capable of coping with all kinds of situations and help build a wonderful multicultural community. The immigrants who have chosen Harbour Main-Chapel's Cove-Lakeview as their home are assets to the community; it is the community's responsibility to nurture them.*

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<sup>62</sup> <http://townofhmcclv.com/>

# Rural Immigration Models from Across Canada

Across Canada rural communities are identifying opportunities for build welcoming communities, particularly related to immigration. This section reviews four rural immigration models currently being utilized in Canada. Literature regarding each of the models suggests that they have been successful at attracting, retaining, integrating and settling immigrants in their particular place, community and/or region across Canada. These models emerge from experiences in British Columbia, Manitoba, Ontario, and Saskatchewan. Each of the models illustrate unique features and processes for consideration in the Avalon Peninsula region.

In presenting these models it should be understood that while these examples from other jurisdictions provide lessons and ideas that can be applied on the Avalon Peninsula and elsewhere in NL, there is no cookie cutter approach to facilitate a community or region to become welcoming or to increase attraction retention and integration. Just as each community has a unique history, economy, and future, strategies for welcoming and retaining immigrants need to be unique. Each model depends on several factors, which are outlined in the case studies. It should be noted, the models included in this report do not always label themselves as ‘models’. Rather, communities may refer to their activities as an organizational structure (such as a committee), an initiative or a process.

## MODEL 1: WELCOMING COMMUNITY

### *Introduction*

How do we define welcoming communities? What are the main elements that make immigrants and newcomers feel welcome in a community? These questions are relevant for rural communities considering attracting immigration or retaining recent immigrants. Rural communities and regions often do not have the same infrastructure, housing, transportation, language services, childcare services present in larger urban centres.

Welcoming communities is a community-based, collaborative partnership among key stakeholders to enhance the perception of their community as a desired place to live, work, and raise a family. Welcoming communities initiatives are proactive and action focused, with a desire to be a catalyst for long-term changes in the community. These initiatives recognize although immigration is a joint provincial and federal jurisdiction, it is at the community level where issues of settlement, housing, language and education are addressed. If communities wish to attract new residents, whether they are immigrants or migrants, a series of actions may be required to enhance the community’s degree of ‘welcomingness’.

There is no universal definition of what a ‘welcoming community’ entails. Key attributes described often focus on meaningful employment, ethno-cultural diversity, civic participation, and equal access to services. The welcoming community model emerges from the premise there are a series of key factors, or characteristics, contained by welcoming communities. The work of welcoming community initiatives is then to enhance these characteristics within their community. The work of welcoming communities was facilitated by a study by the National Working Group on Small Centre Strategies ([http://integration-net.ca/english/ini/wci-idca/tbo/EN\\_Toolbox.pdf](http://integration-net.ca/english/ini/wci-idca/tbo/EN_Toolbox.pdf)) and the Canadian Rural Revitalization Foundation’s National Rural Think Tank on Immigration and Rural Canada (<http://crrf.concordia.ca/news/Publications/Rdireport.pdf>). Since these pivotal studies a suite of welcoming community initiatives have taken place across Canada.

Most welcoming community studies identify 9 to 20 characteristics for measuring a welcoming community (Beattie, 2009; Esses *et al.*, 2010; National Working Group on Small Centre Strategies, 2007; Ravanera *et al.*, 2011). These factors are listed in detail in Appendix B. The common theme, regardless of location in Canada, is employment. Access to meaningful employment opportunities, for both new immigrants and their family members, is ranked as the most critical element for welcoming and attracting immigrants. Beyond employment and housing availability, the hospitality, friendliness and helping hand offered to immigrants in the new environment has an important effect on successful settlement and retention in a particular community. These factors affect immigrants and also other members of the family who may settle in the area and can result in the formation of bonds to the surrounding place, whether through work, school, home or religion. When these bonds are formed newcomer or immigrants can feel that they have been welcomed in the community.

It should be noted each community can approach a welcoming community initiative from different perspectives, depending on the current context and the desired outcome. As a result, no two welcoming community initiatives may look the same. This being said, all welcoming community initiatives are based on collaborative partnerships, proactive action, and focus on long-term outcomes.

#### *Actors Involved*

The actors can vary from welcoming community initiative to welcoming community initiative, however, common actors include:

- Municipalities
- Immigrant settlement service providers
- Community-based and nonprofit organizations (including faith based organizations)
- Recent immigrants and migrants
- Employers of new immigrants and/or employers seeking immigrants
- Labour organizations



- Provincial government representatives (particularly representatives related to immigration, rural development, and industry)
- Federal government representatives (particularly representatives focused on immigration and economic development)
- Sectoral agencies: health authority, school division, chamber of commerce/trade

In addition to these actors, many welcoming community initiatives have engaged a facilitator or animator in the beginning to bring organizations to the table and to serve as a secretariat for the initiative. In many instances post-secondary institutions have played this role. In some instances, this role phases out as the initiative gains capacity.

### *Key Features*

- Collaborative partnerships among key stakeholders. These partnerships may be either formal or informal.
- Designed to generate action-oriented results. The initiatives work with available financial and human resources to make changes in the community.
- Actions designed to respond to the community's needs, opportunities, and challenges. An example of this is the community of Innisfail, Alberta, where a "Winter Preparedness Session" is organized for newcomers who have not experienced the Alberta winter (Churchill, 2008).
- Frequently, welcoming community initiatives strive for "quick wins" – activities where action can be achieved fairly quickly to build and continue momentum.
- Ultimately, welcoming community initiatives are seeking to make long-term changes to their community.

### *Key Lessons*

- Welcoming community initiatives are only as strong as the partners that sit around the table.
- Delivering settlement and attraction services is difficult in rural communities due to missing critical mass. There is a need to be creative, which may exceed the comfort level of partners.
- Welcoming community initiatives are underpinned by trust.
- Welcoming community initiatives are time consuming endeavours. Often organizations involved do not have a direct mandate for this type of activity, yet they can see the benefits. These initiatives can be difficult due to volunteer burn out experienced in many communities.
- Coordinating among partners is a critical role.
- The model can be done in different ways, recognizing the uniqueness of community.

- Time consuming, e.g. takes a long time and social capital to build an welcoming committee
- Most communities where welcoming community initiatives have taken place are in the largest communities in their respective regions, such as Winkler, Manitoba and Innisfail, Alberta.
- Most communities where welcoming community initiatives are successful are in places have a regular stream of new immigrants arriving annually, driven by labour shortages.
- In some instances, such as Winkler, Manitoba, the welcoming community initiative has been facilitated by a commonalities in religion, language and landscape (see Exhibit # 6: City of Winkler and religion)

*Exhibit # 6*

**CITY OF WINKLER, MB<sup>63</sup>**

*One of the best examples of a welcoming community is Winkler, which has been immensely successful in attracting, retaining and settling immigrants. The City of Winkler has a population of approximately 8,500; its population grew by roughly 3,325 people between 2000 and 2006 through immigration. Welcoming initiatives and immigration contributed to the local economy as the majority of the immigrants were working in the agricultural sector. Many of the employers who provided jobs in this period made use of the PN Program, which began in Manitoba in 1998. The immigrants that arrived in Winkler were predominantly from Russia and Germany. Winkler offers the favorable conditions of German linguistic and religious linkages along with the familiar geography of Russia in the community (see Silvius & Annis, 2007). With burgeoning ties between Winkler and area and places and people overseas, particularly in Russia and Germany, interest in immigration to the area has remained high. Once settled in Winkler, prospective immigrants started pouring in as news spreads through word-of-mouth of Winkler being an attractive and desirable place to live. The community did not need to advertise themselves. To facilitate immigrant integration, the Chamber of Commerce formed an Immigration Integration Committee soon after the first group of immigrants arrived. This committee became the main community contact for immigration concerns and took a keen interest in working with the province to facilitate the arrival of immigrants and address their settlement needs. Specifically, Winkler organized settlement and language services through the South Central Settlement and Employment Services and the Pembina Valley Language Education for Adults. Additional services offered included language interpretation (Silvius, 2005).*

*Applicability to the Avalon Peninsula*

- Opportunity to use existing information to customize a model for the Avalon Peninsula.
- The welcoming communities model has typically been utilized for a single community. If the communities of the Avalon Peninsula choose to move forward as one unit consideration would need to be paid to understanding how to roll this initiative out to a regional scale (to a welcoming region)

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63 <http://www.cityofwinkler.ca/>

- Many communities in the region have reported volunteer burn out and dwindling human resources. These factors may hinder the ability to launch a welcoming community initiative. That being said, the region could look to organizations with capacity (both human and financial) to assist in kick starting the process. The initial focus may be on a few activities to start with that are a good fit with their circumstances.
- The Avalon Peninsula, through entities like REDBs, Development Associations, municipalities and the Regional Council, has a series of collaborative relationships with key stakeholders that could be (and have already been in some areas) drawn upon to facilitate welcoming community initiatives.

## MODEL 2: WISR MODEL

### *Introduction*

The WISR model is a simple construct for the complex process of immigration and settlement. This model, **W**elcome – **I**nvoke – **S**ettle – **R**etrain, was developed from a number of case studies in Manitoba by the Rural Development Institute. The model enables “rural communities to improve the ability to be welcoming within the stages of invite, settle and retain (WISR) through a collaborative engagement with multiple stakeholders” (RDI, 2011, p. 3).

WISR model has three stages and it is a long-term process. The three stages are:

1. **Invite** (awareness of welcome) to attract and recruit more immigrants to the community.
2. **Settle** (initial experiences of immigrants) stage identifies and removes barriers and seeks to meet diverse individual needs, including sensitivity to and acceptance of cultural diversity.
3. **Retain** (experiences) means integrate immigrants into the fabric of the community, which celebrates the diversity of newcomers.

Within each of these three stages the WISR model consists of a series of indicators or characteristics to help a community to welcome new immigrants. These indicators emerge from previous studies, or best practices, and from discussion among partners in the initiative.

The WISR model views immigration as a holistic process, not just focusing on welcoming or attraction. To be successful, the model articulates the need to focus on the ‘big picture’. The WISR model allows a community to develop multi-sector partnerships to effectively design and implement welcoming community strategies. Introduced in 2010, this model, similar to the others, has only a few years of experience to draw from.

### *Actors involved*

- Municipalities

- Community-based and nonprofit organizations (including faith based organizations)
- Immigrant settlement service providers
- Recent immigrants and migrants
- Employers of new immigrants and/or employers seeking immigrants
- Labour organizations
- Provincial government representatives (particularly representatives related to immigration, rural development, and industry)
- Federal government representatives (particularly representatives focused on immigration and economic development)
- Sectoral agencies: health authority, school division, chamber of commerce/trade,

#### *Key features*

- Its main strength is that it recognizes the need for a long process and timeframe to build a welcoming and vibrant community socially, culturally and economically.
- It highlights the importance of attraction and recruitment as well as welcoming and retention.
- The model recognizes different services may be required for different classes of immigrants (i.e., economic, family, TFWs and refugee) in order to understand how to better retain immigrants in the community (see Exhibit # 7: Brandon and Steinbach, MB).
- The model is built on multi-stakeholder collaboration to ensure all voices from the community are presented.

#### *Key Lessons*

- The model looks at all stages of immigration: welcoming, attraction, settlement, and integration.
- The model helps to understand the immigration process as a simple model. The danger is the model can oversimplify what is actually a series of processes that do not always occur in a linear, staged fashion.
- Employment opportunities are essential in the attraction and retention of immigrants.
- Multi-sector collaborative approach for rural immigration with limited experience with multiple community collaboration (Neepawa and surrounding communities of Minnedosa and Gladstone) and involvement of actors from outside their community in some instances in Brandon and Steinbach.
- Creation of short term and long term goals.

- A limited number of studies and experiences with the model have taken place. Most of these studies are based in rural Manitoba, where the provincial government is proactive in the use of the PN program.
- The WISR model is dependent on partnerships between community, government, and industry actors. Many communities do not have, or have strong enough, relationships for building multi-sector collaboration.

#### *Applicability to the Avalon Peninsula*

- The WISR model permits a holistic view of immigration, which has been expressed as an opportunity in the Avalon Peninsula region.
- The Avalon Peninsula already has a number of relationships between communities, government, and industry that could be used to facilitate a WISR model. Considerable time would be required to build and sustain partnerships in the region for this model.
- The model has been utilized in communities in Manitoba where employment opportunities exist and the provincial government has been proactive in utilizing the PNP to fill positions. These conditions are not identical to those present in the Avalon Peninsula but could be further examined for building a local or regional immigration strategy.

*Exhibit # 7*  
**BRANDON<sup>64</sup> AND STEINBACH<sup>65</sup>, MB**

*Best practices of the WISR model can be seen in at least 5 to 10 communities of Southwest Manitoba-, including Brandon and Steinbach. Brandon, Manitoba had a total population of 41,511 in 2006. Historically Brandon received low number of immigrants. The WISR model helped to identify local and regional stakeholders and meaningful indicators of a welcoming community's invite, settle and retain process. Not only has the community successfully addressed many issues related to housing, transportation and settlement (Annis and Ashton, 2010), in 2007 Brandon had the highest rate of immigration growth in Manitoba; 60 percent of employees are international recruits. Immigrants mainly come from Mexico, El Salvador, Ukraine, China, Columbia and Mauritius. Transportation was identified as a service weakness in the city of Brandon, as buses do not run on Sundays. Daycare was pointed out to be very expensive and there was an overall competition between service providers for funding. Not surprisingly, refugees were found to have greater service needs than their family- and economic-class counterparts (Zehtab-Martin and Beesely. 2007).*

*Similarly, Steinbach, Manitoba which had a total population of 11,000 in 2008 welcomed about 488 immigrants. This small community constantly ranks in the top four destinations in Manitoba. Mostly immigrants come through family and religious connections. The majority are come from Russia, Germany and Paraguay. This community has successfully addressed many issues related to housing, employment and settlement (Annis and Ashton, 2010).*

64 <http://www.brandon.ca/>

65 <http://www.steinbach.ca/>

## MODEL 3: LOCAL IMMIGRATION PARTNERSHIPS (LIPs)

### *Introduction*

The Local Immigration Partnerships (LIPs) model was developed by CIC in conjunction with the Ontario Ministry of Citizenship and Immigration in 2008. This model emerged from the Canada-Ontario Immigration Agreement. The federal and provincial governments worked collaboratively with Ontario municipalities to hold consultations throughout the province to understand the local needs and desires for immigration. Based on these consultations, the LIP model emerged (Association of Municipalities Ontario, 2008).

LIPs are locally based initiatives led by LIP Councils to improve engagement and awareness regarding newcomer integration, support research and strategic planning and coordinate services related to immigration (Duvieusart-Dery, 2013). Depending on local context, the activities and services provided by LIPs can vary. Generally, LIPs are a mechanism to coordinate stakeholders, enhance local services and activities, develop plans, and to increase integration (Ministry of Jobs, Tourism and Innovation, 2012). At their core, LIPs are a new multi-level governance mechanism for addressing opportunities and challenges associated with immigration (CIC, 2008). They are intended to be flexible yet systematic, allowing for adaptation to local conditions and goals (Duvieusart-Dery, 2013).

The LIP model stresses the need for collaborative and coordinated strategies between key stakeholders: local immigration service providers, municipalities, and government departments/agencies. LIPs engage stakeholders in building a locally-rooted strategic plan, focused on three elements:

1. Integrating newcomer needs into the community planning process,
2. Identifying community-specific strategic priorities, and
3. Implementing a settlement strategy and action plans to improve newcomer outcomes (CIC, 2008).

Stakeholders may be involved as members of an LIP Council, working groups or action teams (Duvieusart-Dery, 2013).

Funding for the LIPs is received from the federal and provincial governments. In 2008 – 2010, LIPs were awarded between \$56,500 - \$553,600 per annum to operate. The average LIP budget was \$226,000 per annum (CIC, 2008). The LIPs are expected to contribute local resources, however, once the LIP is started. Sustainability of the partnership after federal funding ceases is, therefore, a concern.

As of 2013, CIC was funding 35 LIPs in Ontario. The first LIP outside of Ontario was launched in Calgary in May 2012 (Duvieusart-Dery, 2013). Most LIPs involve a single

municipality (e.g., Guelph-Wellington, North Bay, Thunder Bay, Sarnia-Lambton, Sault Ste. Marie). Within Greater Toronto Area (e.g., Bathurst Finch, Black Creek Delta, Don Valley-Thorncliffe), 15 LIPs operate at the neighborhood level. In less populated parts of the province, LIPs involve multiple communities in a regional model.

#### *Actors involved*

The LIPs involve the following actors:

- Municipalities
- Employers
- Boards of trade or other employer associations
- School boards
- Health authorities and networks
- Provincial government departments
- Federal government departments
- Professional associations,
- Ethno-cultural organizations,
- Faith-based organizations,
- Community and social services sectors
- Newcomers (individuals)
- Media
- Post-secondary institutions

The Canada-Ontario Immigration Agreement explicitly refers to municipal engagement and sets the stage for strong municipal involvement in LIPs, although different types of organizations hold funding agreements with CIC for their LIPs. In some cases LIPs are co-chaired by a municipality and community organization (Duvieusart-Dery, 2013). For example, the London-Middlesex LIP is headed by the City and United Way as partners; in Ottawa, the Catholic Immigration Centre was delegated as the lead representative by executive directors of LASI (Local Agencies Serving Immigrants).

#### *Key features*

- LIPs support a new form of local place based collaboration among multiple stakeholders.
- They enable a community to develop strategic plans to address the opportunities and challenges associated with fostering economic and inclusive environments.
- The value of community level planning is progressively being recognized. As Bradford (2009, p. 14) states, “policy interventions must increasingly work from

- the ground up to generate solutions rooted in the particular concerns of local communities, attuned to the specific needs and capacities of residents”.
- Well funded program, averaging \$226,000 per annum in operating expenses.

### *Key Lessons*

- Engage all levels of government in a partnership to achieve more comprehensive planning on immigration and settlement.
- Strong government involvement – provides access to human and financial resources.
- Influence municipalities and communities to play a larger role in planning for immigration and settlement.
- Facilitate the sharing of knowledge and information.
- Integrate newcomer needs into the community planning process.
- Identify community-specific strategic priorities.
- Challenges include the determination of membership, especially in those communities with a large number of service providers (CIC, 2010).
- Membership decisions need to balance tensions between efficiency and representation.
- A partnership that seeks to include all service providers can become too large to operate effectively.

### *Application to the Avalon Peninsula*

- To replicate the LIP model the federal and provincial governments would need to provide appropriate financial and human resources. Currently in NL there is no similar program, in terms of either design or funding commitment.
- LIPs would generate community-based responses to opportunities and challenges related to immigration.
- LIPs would encourage sharing immigration settlement and retention information between communities, avoiding duplication of efforts. Regional models such as the London-Middlesex LIP warrant further investigation.
- LIP model offers flexibility to suit local conditions.



## MODEL 4: MODEL OF COMMUNITY ENGAGEMENT FOR SUSTAINABLE SETTLEMENT

### *Introduction*

The Model of Community Engagement for Sustainable Settlement emerged for rural and smaller urban centres in Ontario. The model was developed by the Policy Roundtable Mobilizing Professions and Trades (PROMPT). At the core of the Model of Community Engagement for Sustainable Settlement is the notion immigrants contribute to the building sustainable communities. To this end, the model “work to nurture local commitment to long term settlement of immigrants in the community” (Triple S Community Building, 2005, p. 19).

This model suggests that a sustainable community building and inclusive economic development outcomes depend on moving beyond “welcoming communities” to “the full spectrum of enabling and empowering community connections and access to local social, political, and economic institutions” (Triple S. Community-building, 2005. p. 22). This proposed Triple S model for ‘sustainable settlement in smaller communities’ could be achieved if cities and towns work closely with immigrant communities and provide an environment for newcomers’ needs to be addressed beyond their initial arrival. Additionally, cities/municipalities must play a proactive leadership role in involving immigrants in community building initiatives.

There are five key components to the Model of Community Engagement for Sustainable Settlement:

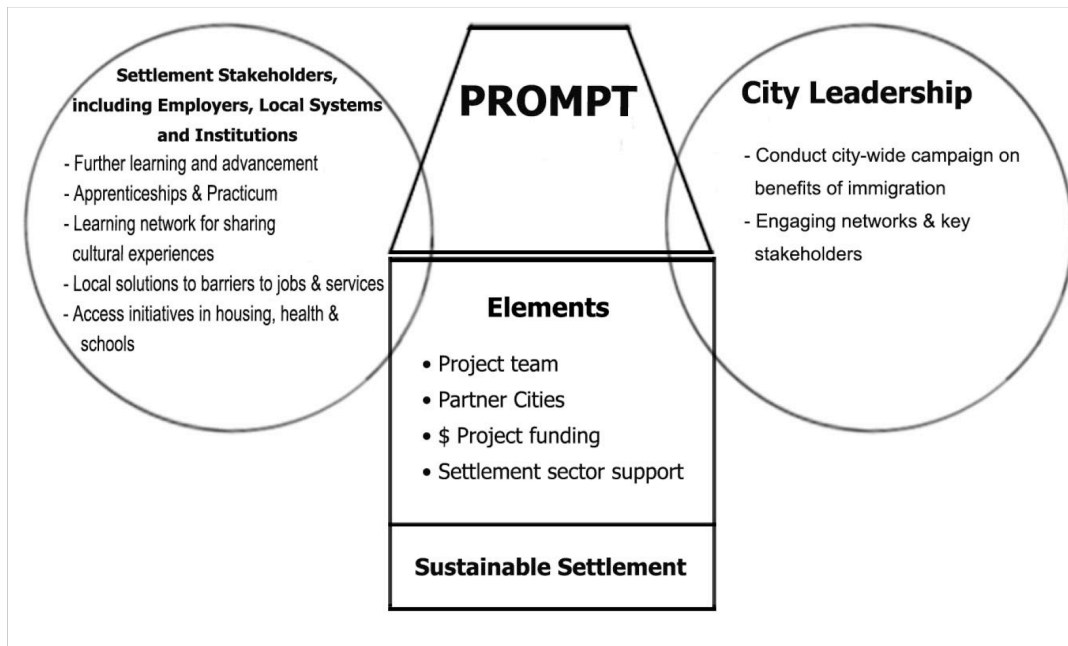
- Leadership: The model requires a champion to build connection among municipal leaders, the business community, and community-based/nonprofit organizations.
- Partner cities: A partner community needs to be located. The partner community needs to have embraced immigration, active in open dialogue(s) around immigration settlement, and willing to share information.
- Support of settlement stakeholders: Implementation of the model requires the support of key immigrant settlement providers in the community, including language training centres, employment centres, settlement service providers, and municipal leaders. Support from these partners is required to implement the Model of Community Engagement and Sustainable Settlement.
- Funding investment: Substantial financial and human resources are required for the model. Funding should be committed by all partners and stakeholders.
- Accountability for outcomes: A program needs to be developed to monitor and measure the outputs and outcomes achieved through the model. Benefits could occur for new immigrants, the receiving community, the business community, or all three.

In developing this model, PROMPT proposed they could be the central proponent in the model (see diagram below). As a facilitator, PROMPT would connect settlement stakeholders to municipal leaders with the purpose of achieving enhanced immigrant settlement sustainability.

*Actors involved*

The Model of Community Engagement for Sustainable Settlements proposes the involvement of the following actors:

- Immigrant settlement service providers in the community or region
- Municipal leaders and staff
- Community partner(s)
- Central facilitator



Source: Triple S Community Building, 2005

*Key features*

- The model is based on local leadership e.g., a champion such as the mayor.
- Local systems/institutions are key players because they can create opportunities in public places and through events for positive encounters between immigrants and receiving communities
- Unique in the engagement of a partner community that could share lessons learned and pearls of wisdom.

- The role of a central facilitator is critical to bridge the connection between immigrant settlement services and municipal leaders.
- The model places considerably emphasis on designing and implementing an output and outcome measurement. This is an important action to demonstrate benefits accruing due to the model.

### *Key Lessons*

- It is important to place immigration with an overall sustainable community and community planning context.
- The model focuses on horizontal relationships between immigrants and local communities – as distinction to vertical relationships between employers and immigrants, and between host communities and immigrants.
- It is a model of community building rather than attracting and retaining immigrants as employment opportunity.
- To understanding these horizontal relationships, the model presumes that immigrants and host community will play a direct role in shaping their place within the community.
- The key to a sustainable smart settlement model is to ensure that immigrants - and other marginalized populations - have access to a local or regional infrastructure for learning and advancement of human capital.

### *Applicability to the Avalon Peninsula*

- Emphasize community building with the help of local human capital
- Town/municipal mayor or local politician must view immigration as a long term process and there must be political support for it.
- The model presumes immigrant settlement service providers are located in the community. This is not the case for most communities in the Avalon Peninsula.
- The model was designed for rural and small urban communities; however, much of the work completed has focused on only urban communities of over 50,000 population.
- Estimates for the model's implication were not provided, however there is a considerable financial requirement associated with this model due to its service, planning and administrative requirements. Municipalities and immigration serving organizations in NL would be hard pressed to locate appropriate funding for this model, meaning either or both levels of government would be required to actively participate as a funder.

# Moving Forward

The final section of the report provides a review of the four rural immigration models presented, their strengths, and relevance to the Avalon Peninsula region. In reviewing the models, a series of nine critical elements of a successful rural immigration initiative have been distilled. Finally, we outline seven key questions to consider in deciding if and how to move forward with future recommendations or initiatives related to rural immigration on the Avalon Peninsula. Each of these questions emerged from the review of the models, taking into consideration the current context of the Avalon Peninsula.

Finally, a series of recommendations are made for consideration by the Avalon Peninsula Regional Council of the Rural Secretariat, the Government of NL and other partners in moving forward to better develop, mobilize, and advocate for immigration strategies and programs in the rural Avalon region.

## KEY ELEMENTS OF RURAL IMMIGRATION MODELS

In reviewing the four models of rural immigration from across Canada it quickly became apparent no single model can be applied directly to the Avalon Peninsula region. The simple adoption of a single model developed elsewhere in the country would not adequately serve the communities of the region. In particular, no single model embodies the current context presenting the Avalon Peninsula region. The models do, however, offer common characteristics and lessons that can be drawn from in moving forward with future rural immigration strategies. Further, models such as LIPs offer considerable flexibility in their design.

In building a rural immigration strategy it is important to recognize the uniqueness of the Avalon Peninsula region, particularly from the perspectives of immigrant arrival statistics, characteristics of the region and its communities as well as provincial policy. Immigration to the Avalon Peninsula is dominated by the presence of the St John's CMA. The majority of new immigrants to the Avalon Peninsula region take up residence in the capital city region. The number of communities in the region outside the St John's CMA regularly receiving immigrants is relatively low and these destinations are primarily larger sub-regional centres such as Carbonear, Bay Roberts and Placentia. Proximity to St. John's is a unique feature of the region, which brings challenges but also advantages such as access to St. John's-based services and post-secondary institutions. The second uniqueness relates to the provincial policy and program context in NL. Throughout Canada the provincial immigration picture can be quite varied. Immigration is an issue jointly managed by the federal and provincial governments. The provincial policy and program context of each model adds an important milieu to the discussions. When reviewing the four models and when devising a regionally appropriate model for rural immigration these unique qualities need to be considered.

Although we suggest that none of the four rural immigration models is a perfect fit for the Avalon Peninsula region, the models offer considerable insights for the region. Individually, each model provides a quasi-‘recipe’ of what activities and measures were successful in their respective community(ies). These activities and measures need to be considered with the current context in the Avalon Peninsula region and already existing initiatives in mind. The first three rural immigration models provide the most promise for the Avalon Peninsula region: the Welcoming Communities model, the WISR model, and the LIP model. The locations where these three models were implemented most resemble communities in the Avalon Peninsula region (at least in some instances). Each of these models offers some beneficial elements. Depending on the desired long-term outcomes, elements from each of these three models could be utilized in a rural immigration strategy for the Avalon Peninsula region. In fact, at least two of these models (Welcoming Communities and LIP) are already being drawn upon by organizations in the region.

When exploring common themes from across the four models, nine elements emerge. Each of these elements is articulated as critical for generating successful programs in the four models. Each of these nine elements is briefly described below.

### *Rural Immigration Models a New Phenomenon*

As noted earlier in the report, the attention on rural immigration has been a recent phenomenon, particularly facilitated through the emergence of the PN programs. Rural communities throughout the country are exploring and implementing a series of programs and activities to attract, retain, and welcome new immigrants and migrants. Given the recent newness of these activities many of the rural immigrant models are too recent to have a robust understanding of outcomes. Organizations such as the Avalon Peninsula Regional Council of the Rural Secretariat find themselves in a situation familiar to many rural communities and organizations in Canada – seeking to locate models to encourage and support immigration. Unfortunately, most of the models focused on rural immigration are too recent to have definitive evidence of their impact, therefore ongoing monitoring of these initiatives and learning and communication networks are critical.

### *Sustained Leadership and Facilitators*

Each of the models noted the importance of having sustained leadership. The key actors involved in sustaining rural immigration leadership varied across the models from local partners in the LIP model, to academic institutions in the Welcoming Communities model, to private consultants in the Community Engagement and Sustainable Settlement model. Regardless of who provides this function, rural immigration models require a strong and continuous leader to achieve their desired goals.

In each of the models a facilitator was engaged. The facilitators were responsible for serving a secretariat function to the partnership, convening and guiding discussions among partners, and assisting to implement actions. In two models, Welcoming Communities and WISR, a post-secondary institution played the facilitator role. In the LIP model the facilitator was engaged locally through funds received from the government and the final model engaged a consultant to perform this function. In all

instances, the facilitator was responsible to the multi-stakeholder partnership; not to funders.

### *Multi-Stakeholder Partnerships*

The value and importance of multi-stakeholder partnerships to facilitate rural immigration models was listed as a significant element in each of models. The first three models employed a vast number of partners including: municipal leaders/staff, community-based organizations, nonprofit organizations, immigrant service organizations, provincial government, federal government, academia, and employers/industry representatives. The Community Engagement and Sustainable Settlement model also employed a multi-stakeholder partnership, however, a more limited number of partners: municipal leaders/staff, immigrant service agencies, and a partner municipality. Partnerships were described as an opportunity to share key information, to build a collective ownership, and to build trust and relationships between partners.

### *Funding Support is Critical*

Each of the rural immigration models presented was facilitated by financial support from an agency or department located outside the community or region. This financial support was often matched by either in-kind or monetary contributions from local partners. Funding was utilized in the models to support the multi-stakeholder process (such as organizing meetings, discussions, encouraging partners to come to the table), conducting assessments of current practices, evaluation, and sharing information. The Welcoming Communities and the WISR models were facilitated by a combination of academic research grants and federal government funding through the Rural Secretariat, Agriculture and Agri-Food Canada. The LIPs model was funded through the Canada-Ontario Immigration Agreement, administered through CIC. The Community Engagement and Sustainable Settlement model utilized funding from federal and provincial governments. Attempting to undertake rural immigration model without financial contributions to support key activities, such as process, information sharing, and evaluation, places a considerable burden on local partners. Throughout NL many rural communities note challenges around volunteerism: attracting and retaining volunteers. This context hinders the ability of local partners to self-fund this process.

### *Models are Long-Term Investments*

A core element represented across the four models is a recognition immigration planning and strategies are long-term process and require long-term investments. Local partners need to have a clear understanding of the desired changes related to immigration attraction, retention, welcoming, and societal behaviours will not take place over night. Without this understanding, partners can become frustrated with the lack of immediate changes. This core message is also important for funding partners as short-term, project specific funding is inferior to holistic funding strategies.

## *Common Areas of Focus*

In reviewing the rural immigration models four themes, or areas of common focus, emerged: employment, housing, social capital and welcoming community indicators. Each of the four models emphasized the importance of employment opportunities for attracting, settling, and welcoming new immigrants. By far, employment was seen as the most important consideration. Given the critical importance of employment opportunities for newcomers ongoing assessment and forecasting of labour markets and local labour market development initiatives have an important role to play in immigration strategies. Pilot projects for immigration initiatives are likely to be most successful in areas where employment opportunities are available.

Also important was the need for “social capital”, including building and sustaining relationship among organizations that play some role in immigrant attraction and retention but also an openness and willingness of community members to embrace new residents. Affordable and appropriate housing for new immigrants and their families has also proven to be a key factor. It is important to remember the definitions of ‘affordable’ and ‘appropriate’ housing may differ among long-term community residents and newcomers. Welcoming community indicators, although termed differently in each model, appear to be common through the four models. Each model has set out a series of elements identified for change in their community, such as increasing awareness of the immigration programs/policies and making their community more tolerant to diversity. It should be noted that employment, social capital and housing are three critical elements of a welcoming community.

## *Evaluation and Measurement*

Evaluation, measurements, and learning were viewed as an important role of rural immigration models. Building on the notion changes related to rural immigration are long-term processes, each model set out a unique plan to capture and measure this change. The notion of locally constructed evaluation strategies was common across all four models. In this situation, the local multi-stakeholder partnership collectively developed a set of indicators to measure change in a variety of areas. Illustrative evaluation indicators include: asking residents if they believe their community is welcoming, asking new immigrants what elements of settling and integrating in the community were the most challenging, and what resources would be useful to create for new residents. Regardless of evaluation model constructed, each of the four rural immigration models stresses the importance of evaluation and measurement.

## KEY QUESTIONS FOR MOVING FORWARD

As the Avalon Peninsula Regional Council of the Rural Secretariat explores rural immigration options and models for the region there are a series of questions that should be considered. These questions emerge from the review of the models, the context of immigration in the region, and through discussions of the project’s Advisory Committee.

Each of these questions requires attention before proceeding to action; the outcome of any one question could alter potential actors, actions, or outcomes.

### *At What Scale Should Rural Immigration Initiatives be Organized?*

Should rural immigration initiatives take place at the community level, a sub-regional level, or at the scale of the entire region? The four models presented each operate primarily at either the single community scale or a small collection of two to four neighbouring communities. Actors involved need to address what is the most appropriate size of a region for rural immigration?

### *'Who' Should be Engaged in Discussion?*

Each model encourages a multi-stakeholder partnership approach to rural immigration initiatives. In the first three models the composition of the stakeholder partnership is described as key organizations involved in immigration. This description is quite broad. The Regional Council and other groups who may be involved will need to consider 'who' should be engaged in any rural immigration initiatives. Decisions regarding which organizations, departments of government, and service providing organizations are key assessments. There may also be additional stakeholders relevant to the Avalon Peninsula region that should participate in discussions around rural immigration. Due diligence needs to take place regarding decisions about who should be engaged as well as processes and terms of engagement.

### *How can Information on Immigration be Shared?*

Information sharing is a critical action to ensure relevant, accurate information is available to all partners involved in immigration. Two key elements regarding information sharing need to be explored.

Collecting and Connecting Local Stories: Throughout the process of building this report a series of local initiatives were identified. These initiatives are taking place at the community to build cultural awareness, enhance diversity, increase employer-community-immigrant relationships. The existence of these initiatives is a great story – unfortunately limited information has been documented on these initiatives. It is difficult to obtain information about the initiatives short of calling the lead organizers. It would behoove everyone to not capture these stories for what has worked well and what has not worked well. In collecting these stories opportunities to showcase innovative immigration activities taking place in the region should be explored. Illustrations such as the work of the CCNI, MRON, community welcome guides, and municipal websites could all be highlighted.

Need for a Forum to Share Information: It has become clear in conversation with Advisory Committee partners and Regional Council members there is a need for a forum in this province to share immigration information. Some forums for this discussion exist in the province, however, not all groups noted they are connected. The forum would be an opportunity for communities, government, researchers, and industry/employers to share information about what initiatives are working well, shared updated statistics on



immigration to the province, and to discuss upcoming changes to immigration programs and policies.

### *Where is the Desire for New Immigrants Coming From? How Does this Relate to Strategic Community and Regional Planning?*

In building any rural immigration strategy it will be important to clarify what are the long-term benefits desired by the communities involved? There is the possibility to have differing of opinions on the purpose of immigration among communities and organizations. Are communities viewing immigration solely as a mechanism to fill current labour shortages? Or, are communities viewing immigration as an opportunity to grow (or stabilization) their populations? To create more diversity? By no means are these purposes exhaustive or exclusive. What is important is that the Regional Council and others understand what is the driving force behind the interest in attracting immigrants as this will influence what elements of the four rural immigration models are the most appropriate.

In addition to understanding the desire for immigration it will also be important to examine how local assets could be utilized to facilitation strategic planning on immigration attraction, retention, and welcoming. What human resources, financial resources, buildings, and organizations are present in the community (or region) to aid rural immigration?

### *How is the Context of the Avalon Peninsula Unique and How Does this Influence Appropriate Immigration Strategies?*

As noted earlier in this section, the context of rural communities on the Avalon Peninsula is unique when compared to other jurisdictions in Canada. To compound this uniqueness, the provincial immigration context is also distinctive. One key element of the Avalon Peninsula region's uniqueness is the close proximity to the St John's CMA, which influences the location of new immigrants and services as the service centre for immigration settlement services for much of the region. The high proportion of immigrants arriving and settling in St John's CMA means only small numbers of immigrants are destined to rural communities in the Avalon Peninsula region. Not all communities in the region receive new immigrants. There appears to be a high degree of concentration of immigrants in rural communities in the Avalon Peninsula region. Consideration needs to be paid to understand the influence of close proximity of the St John's CMA for any rural immigration strategy.

### *How can Awareness of Immigration Programs and Policies be Enhanced?*

Knowledge of immigration programs and policies is a tremendous challenge across Canada, in both rural and urban settings, including challenges associated with misinformation, lack of information, or partial information has on planning, funding, and perceptions. The Regional Council may wish to explore mechanisms to enhance the

awareness of immigration programs and policies among municipalities, community-based organizations, nonprofits, immigrant service agencies, government departments, academia, and industries/employers. One key group of individuals requiring accurate and up to date information on immigration programs and policies are ‘frontline’ provincial government workers in rural communities. These government representatives are often the first point of contact for local residents, municipalities, and local businesses. Over the past couple of years illustrations of this training have taken place, such as Diversity Initiative and the Settlement Information Support Line organized by ANC. More of these initiatives are encouraged to enhance the capacity and knowledge of front-line workers.

### *How can We Better Understand How Immigrant Source Country Influences their Settlement?*

The Regional Council should take into consideration the ethnic, religious, and cultural make-up of the rural communities throughout the region as it pertains to facilitating new immigrants. The rural immigration models suggest new immigrants who share similar attributes to their host communities, such as language, religion, or heritage, will integrate faster. This was clearly the experience among faith-based communities in Winkler, Manitoba. Similarly in NL, communities of Irish heritage have welcomed new Irish immigrants. A clear understanding of how the source country of immigrants connects to receiving communities will allow immigration strategies to be tailored.

## *Recommendations*

Based on the review of secondary immigration data for the Avalon Peninsula and rural immigration models from across Canada, coupled with insights from previous studies and project partners, a series of 14 recommendations are presented for consideration. These recommendations represent future actions towards enhancing participation in immigration attraction, settlement, and retention and proactively addressing the role of immigration in the sustainability of rural communities and regions, including local labour market development, creating healthier demographic distributions and community building.

### *Towards an Immigration Model for Rural Communities in NL*

Recommendation 1: Municipalities and community/regional organizations, employers, government, and immigration service organizations should continue to explore and work towards the development of immigration model/initiative(s) suited to the specific realities of rural Newfoundland and Labrador and its varied regions. The four models reviewed in this research initiative identify key process components: leadership, partnerships, funding, evaluation, and long-term commitment. In addition, this research identified four common focus areas of rural immigration strategies: employment, social capital, housing, and welcoming community indicators. Opportunities could be explored through applied research with post-secondary institutions to facilitate developing a pilot project approach

to building one or more rural immigration models appropriate for Newfoundland and Labrador. Such a model should build on existing rural immigration efforts.

- In building rural immigration strategies, existing immigrants in rural communities should be considered an important partner. Recent immigrants can provide their experiences in attraction, settlement, and integration.
- Rural ‘realities’ need to be key factors in building rural immigration strategies. Issues such as access to transportation, distance, housing, and service availability will influence potential strategies. It should be noted that all rural communities are not at the same level of ‘readiness’ and as a result different supports may be required to assist in building rural immigration strategies.
- Communities need to focus on attraction, settlement, and integration activities as part of rural immigration strategies and to link immigration strategies to overall community planning efforts. Isolation of immigrants after they arrive in rural communities should be a concern, with activities and programs considered to ensure both physical and social isolation does not arise.

Recommendation 2: Municipalities and community/regional organizations, provincial and federal governments and employers are advised to link rural immigration strategies to labour market development plans and programs. Networks involving local employers, employment service providers and organized labour have an important role to play in such strategies.

Recommendation 3: Where possible, rural immigration strategies should include connections to post-secondary institutions. Memorial University, for example, represents an opportunity for community organizations and employers in the Avalon region to connect with international students. Opportunities for students to learn about employment or business succession opportunities, lifestyles, and amenities in rural communities through this connection should be supported and further developed.

### *Information Sharing*

Recommendation 4: The Avalon Regional Council of the Rural Secretariat is advised to circulate the findings from this rural immigration research initiative to key stakeholders to share information, create dialogue, and potential for joint action.

Recommendation 5: All actors involved in immigration (all levels of government, community-based organizations, immigrant settlement services, employers, labour, etc) need to explore mechanisms to enhance sharing of rural immigration information, including information on policies, programs, and practices on a regular basis and in multiple, accessible formats and venues.

### *Funding*

Recommendation 6: Both provincial and federal levels of government should make funding available for processes that bring stakeholders together to develop strategic, comprehensive, and realistic immigration strategies. Each of the four models explored demonstrate the importance of process funding to the success of their initiatives. Process

funding could support activities such as a facilitator/animator and other related expenses for collaborative planning processes.

Recommendation 7: Funding to implement rural immigration strategies is required. Expecting rural communities to self-finance rural immigration strategies is unrealistic given the financial and human resource reality present in most areas of the province. It would be shortsighted of local actors, however, to simply rely on federal and provincial governments to finance rural immigration strategies. Additional sources of financial support need to be brainstormed and considered.

### *Policy, Programs, and Practice*

Recommendation 8: Rural communities and all levels of government should target immigrants from location that have a higher potential for enjoying the lifestyle, amenities, and culture offered by rural Newfoundland and Labrador. Consideration should be paid to factors such as existing immigrants' experiences in small communities and potential connection to similar cultural communities and linguistic groups.

Recommendation 9: Community organizations, employers, and governments are advised to recognize and act upon the opportunity to convert the growing number of temporary residents in the province into permanent residents. Temporary residents with experiences in the provinces may wish to explore opportunities to transition to permanent residency in rural communities. As a result, temporary residents need to be considered in all rural immigration strategies.

Recommendation 10: The rise of temporary residents in the province illustrates the need for government, employers, and organized labour to ensure appropriate protection for temporary residents is in place. Mechanisms for ensuring this protection should be further explored. An illustration from Manitoba is the *Worker Recruitment and Protection Act*.

Recommendation 11: Government departments should continue to support the Provincial Nominee Program and to review ways to maximize the benefits related to this Program. This includes reviews of components such as international students, entrepreneurs, and family class for their potential influence for rural communities.

### *Research*

Recommendation 12: The experiences of recent immigrants and of immigrant receiving communities need to be captured and assessed to enhance future immigration attraction, settlement, and retention activities. For example, it would be useful to document the experiences from Carbonear and the Baccalieu Trail area to facilitate learning by other communities.

Recommendation 13: Memorial University recently announced a new Public Engagement Framework, representing an opportunity for building a stronger rural immigration research focus among faculty and students. Building on initiatives such as the Coordinating Committee on Newcomer Integration, key actors in immigration (including community, employer, labour and immigrant service organizations as well as related provincial and federal government departments) should connect to researchers at post-secondary institutions to encourage additional rural immigration research in the province.

Recommendation 14: A current inventory of immigration research and initiatives, particularly relating to rural communities should be created, maintained and made widely available to the public and interested groups. The inventory could include research reports, presentations, working papers, and information about and outputs from past and current events. Organizations like the Leslie Harris Centre of Regional Policy and Development could be approached to explore this opportunity within the research community.

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# Appendix A

## Avalon Peninsula Region's Community List

### **Carbonear Area**

Includes Carbonear, Freshwater, Kingston, Perry's Cove, Salmon Cove and Victoria.

### **Harbour Grace Area**

Includes Bryant's Cove, Harbour Grace and Upper Island Cove.

### **Spaniard's Bay Area**

Includes Bishop's Cove and Spaniard's Bay.

### **Bay Roberts Area**

Includes Bay Roberts, Shearstown, Coleys Point South.

### **Clarke's Beach Area**

Includes Bareneed, Brigus, Clarke's Beach, Cupids, Hibbs Cove, Makinsons, North River, Port de Grave, Roaches Line, South River and The Dock.

### **Whitbourne Area**

Includes Blaketown, Markland, Old Shop, South Dildo and Whitbourne.

### **Heart's Delight Area**

Includes Broad Cove, Cavendish, Dildo, Green's Harbour, Heart's Delight-Islington, Heart's Desire, Hopeall, New Harbour and Whiteway.

### **New Perlican-Winterton Area**

Includes Hant's Harbour, Heart's Content, New Chelsea, New Melbourne, New Perlican, Sibleys Cove, Turks Cove and Winterton.

### **North Shore of Conception Bay**

Includes Bay de Verde, Burnt Point, Caplin Cove, Daniel's Cove, Grates Cove, Job's Cove, Low Point, Lower Island Cove, Northern Bay, Ochre Pit Cove, Old Perlican, Red Head Cove, Small Point-Broad Cove-Blackhead-Adams Cove and Western Bay.

### **Head of Conception Bay**

Includes Avondale, Brigus Junction, Colliers, Conception Harbour, Georgetown, Harbour Main-Chapel Cove-Lakeview, Holyrood, Marysvale and Salmonier Line.

**Placentia-St. Bride's Area**

Includes Angels Cove, Branch, Cuslett, Fox Harbour, Great Barasway, Patrick's Cove, Placentia, Point Lance, Point Verde, Ship Cove, Ship Harbour and St. Bride's.

**Southern Shore**

Includes Admiral's Cove, Aquaforte, Bauline East, Brigus South, Burnt Cove, Calvert, Cape Broyle, Fermeuse, Ferryland, La Manche, Mobile, Port Kirwan, Renews-Cappahayden and Tors Cove.

**Trepassey Bay**

Includes Biscay Bay, Portugal Cove South, St. Shott's and Trepassey.

**St. Mary's Bay**

Includes North Harbour to St. Vincent's-St. Stephens-Peter's River.

**Bell Island**

Includes Freshwater, Lance Cove and Wabana.

**St. John's Area**

Includes Bauline, Bay Bulls, Conception Bay South, Flatrock, Logy Bay-Middle Cove-Outer Cove, Mount Pearl, Paradise, Petty Harbour-Maddox Cove, Portugal Cove-St. Phillips, Pouch Cove, St. John's, Torbay and Witless Bay.

Source: Rural Secretariat, Government of Newfoundland and Labrador. Retrieved from [http://www.exec.gov.nl.ca/rural/regional\\_councils/community\\_list.html#ap](http://www.exec.gov.nl.ca/rural/regional_councils/community_list.html#ap)

## Appendix B

# Glossary of Key Immigration Terms

**Canadian Citizen:** A person described as a citizen under the Citizenship Act. This means a person who: is Canadian by birth (either born in Canada or born outside Canada to a Canadian citizen who was themselves either born in Canada or granted citizenship) or has applied for a grant of citizenship and has received Canadian citizenship.

**Dependent:** A spouse, common-law partner or dependent child of a permanent resident or principal applicant.

**Economic Class or Economic Immigrant:** A category of immigrants selected for their skills and ability to contribute to Canada's economy. Economic Class immigrants include skilled workers, provincial and territorial nominees, business immigrants, Quebec skilled workers and Canadian Experience Class members, and their spouses and dependents.

**English as a Second Language (ESL):** A program used to teach English to non-native speakers.

**Entrepreneur:** An immigrant admitted to Canada who: has business experience, and has a legally obtained net worth of at least C\$300,000. As a condition of maintaining permanent resident status as an entrepreneur, the person also agrees to: control at least one-third of the equity in a qualifying Canadian business, actively manage the business, and create at least one full-time job for a Canadian citizen or permanent resident.

**Family Class:** An immigration category that includes any family members sponsored to come to Canada by a Canadian citizen or permanent resident.

**Federal Skilled Worker:** An immigrant selected as a permanent resident based on their education, work experience, knowledge of English and/or French, and other criteria that have been shown to help people succeed in the Canadian labour market. Spouses and children are included on the application.

**Foreign Student or International Student:** A temporary resident who is legally authorized to study in Canada on a temporary basis. With a few exceptions, foreign students must get a study permit if they are taking a course of studies that will last for more than six months.

**Foreign-born population** (also known as the **immigrant population**) is defined in the 2006 Census as persons who are, or who have been, landed immigrants in Canada. In this analysis, the foreign-born population does not include non-permanent residents, who are persons in Canada on employment or student authorizations, or are refugee claimants. The foreign-born population also excludes persons born outside Canada who are



Canadian citizens by birth. The latter are considered part of the Canadian-born or non-immigrant population (from Statistics Canada, 2007).

**Open Work Permit:** Under Canada immigration regulations, spouses and common-law partners of temporary foreign workers and foreign students, who themselves want to work in Canada, will need an Open Work Permit. Open Work Permits are also available through the Post-Graduation Work Permit Program for international students. An Open Work Permit is not job-specific.

**Permanent Resident (PR):** A person who has legally immigrated to Canada but is not yet a Canadian citizen. Permanent residents have rights and privileges in Canada even though they remain citizens of their home country. In order to maintain permanent resident status, they must fulfill specified residency obligations. A person in Canada temporarily, such as an international student or a temporary foreign worker, is not a permanent resident.

**Principal Applicant:** When a family applies together, one member must be the main or “principal” applicant. For example, a mother applying for permanent residence with her three children would be the principal applicant. When parents are included in an application, dependent children cannot be principal applicants.

**Protected Person or Refugee Claimant:** A person who has been determined to be a Convention refugee (as defined by the United Nations High Commission on Refugees) or person in similar circumstances by a Canadian visa officer outside Canada, a person whom the Immigration and Refugee Board of Canada has determined to be a Convention refugee or in need of protection in Canada, or a person who has had a positive pre-removal risk assessment (in most cases). Refugees and persons in need of protection are people within or outside Canada who fear persecution and going back to their home country. However, people who make refugee claims in Canada (either at a port of entry or a CIC office) are not permanent residents.

**Provincial Nominee Program:** A program that allows provinces and territories to nominate candidates for immigration to Canada.

**Provincial or Territorial Nominee:** Someone who is nominated for immigration to Canada by a provincial or territorial government that has a Provincial Nominee Program. Nominees have the skills, education and work experience needed to make an immediate economic contribution to the province or territory that nominates them.

**Refugee and Humanitarian Resettlement Program:** The Government of Canada’s program under which refugees from abroad, who meet Canada’s refugee resettlement criteria, are selected and admitted to Canada.

**Sponsor:** A Canadian citizen or permanent resident who is 18 years of age or older, and who legally supports a member of the Family Class to become a permanent resident of Canada.

**Spouse:** A legal marriage partner. This term includes both opposite- and same-sex relationships but does not include common-law partnerships.

**Study Permit:** A document issued by CIC that authorizes a foreign national to study at an educational institution in Canada for the duration of the program of study. It sets out conditions for the student such as: whether their travel within Canada is restricted and when they have to leave.

**Temporary Foreign Worker (TFW):** A temporary resident who is legally allowed to work in Canada on a temporary basis.

**Temporary Resident (TR):** Status of a foreign national who is in Canada legally for a short period. Temporary residents include students, temporary foreign workers and visitors, such as tourists.

**Work Permit:** A document issued by CIC that authorizes a person to work legally in Canada. It sets out conditions for the worker such as: the type of work they can do, the employer they can work for, where they can work, and how long they can work.

**Welcoming Community:** There is no universal definition of what a ‘welcoming community’, however, it often includes discussions related to ethno cultural diversity, civic participation, equal access to services, and meaningful employment. The term represents the proclivity of a given city’s population to welcome and accept new immigrants (Hiebert, 2003; Reitz, 1998). The emphasis on ‘welcoming communities’ exemplifies the value placed on immigrant settlement and highlights that the responsibility for successful settlement does not rest solely on newcomers’ shoulders, but also on the communities that “host” them. The initiative suits smaller communities since it focuses on how a place can create a more welcoming community, and not exclusively on the existing features and services. What makes for a welcoming community includes appropriate housing, availability of initial accommodation, medical services, social services, education (language and general) for all ages and skill levels, access to arts, cultural, recreational and leisure programs, cross-cultural and anti-racism resources and voluntary support programs (CIC, 2003).

Source: CIC Retrieved from <http://www.cic.gc.ca/english/helpcentre/glossary.asp>

# Appendix C

## List of Valuable Websites/Portals on Immigration and Services

[www.cic.gc.ca](http://www.cic.gc.ca)

Citizenship and Immigration Canada's programs help build a community of citizens respected throughout the world.

<http://www.cic.gc.ca/english/resources/publications/welcome/index.asp>

Welcome to Canada: What you should know

### **Provincial Governments**

<http://www.nlimmigration.ca/>

Provincial information about immigration in Newfoundland and Labrador

<http://www.nlpnp.ca/index.html>

Newfoundland and Labrador Provincial Nominee Program (PNP)

### **Supporting Services**

<http://www.ancnl.ca/>

The Association for New Canadians (ANC) is a non-profit, community based organization dedicated to the provision of settlement and integration services for immigrants and refugees in Newfoundland and Labrador.

<http://www.axiscareers.net/home/>

Career services for internationally educated professionals

<http://www.lmiworks.nl.ca/Immigration/Default.aspx>

<http://www.riac.ca/>

The Refugee and Immigrant Advisory Council offers the Bridging the Gap cross-cultural training workshop for service providers and a range of services for immigrants and refugees in Newfoundland.

## Local Immigration Portals

### Avalon Peninsula

City of St. John's: <http://www.stjohns.ca/living-st-johns/newcomers>)

City of Mount Pearl: [http://www.mountpearl.ca/?Content=Residents/New\\_Canadians\\_-\\_Welcome\\_to\\_Mount\\_Pearl-01](http://www.mountpearl.ca/?Content=Residents/New_Canadians_-_Welcome_to_Mount_Pearl-01))

Town of Conception Bay South:  
<http://www.conceptionbaysouth.ca/living/newcomers/>)

Town of Carbonear: <http://carbonear.ca/immigrants/>

Baccalieu Trail: <http://baccalieustrailnewcomers.ca/> (regional website)

Capital Region/Northeast Avalon: <http://www.neavalonnewcomer.ca/> (regional website)

### Burin Peninsula

Town of Marystown: <http://townofmarystown.com/index.php?id=33>

### Bonavista Peninsula

Town of Bonavista: <http://www.townofbonavista.com/immigration.php>

Town of Clarenville: [http://www.clarenville.net/?page=content&id=22&menu\\_id=2](http://www.clarenville.net/?page=content&id=22&menu_id=2)

### Central Newfoundland

Town of Gander:  
[http://www.gandercanada.com/index.php?option=com\\_content&view=article&id=103&Itemid=143](http://www.gandercanada.com/index.php?option=com_content&view=article&id=103&Itemid=143)

Town of Grand Falls-Windsor: <http://townofgrandfallswindsor.com/relocate/people-and-culture>

### Baie Verte Peninsula

Town of Springdale: <http://townofspringdale.ca/newImmigrants.html>

### Western Newfoundland

City of Corner Brook: <http://www.cornerbrook.com/default.asp?mn=1.24>

Town of Deer Lake: <http://www.town.deerlake.nf.ca/immigration/index.html>

Town of Stephenville: <http://www.townofstephenville.com/visitors/immigration/>

Town of Channel-Port aux Basques: <http://www.portauxbasques.ca/portal/>

Town of St. Anthony: <http://www.town.stanthony.nf.ca/portal.php>

The Great Northern Peninsula : <http://www.northernpeninsula.ca/home/> (regional website)

## **Labrador**

Town of Happy Valley- Goose Bay (<http://www.happyvalley-goosebay.com/home/>)

For Newcomers' Guide (<http://www.happyvalley-goosebay.com/newcomers/>)

Towns of Labrador City and Wabush:

<http://www.labradorwest.com/default.php?display=cid1423&mid=759>)

Southern Labrador: <http://www.southernlabrador.ca/home/> (regional website)

Source: <http://www.nimmigration.ca/about-newfoundland-and-labrador/communities.aspx>

## Appendix D

### ANC Programs Accessible in Rural NL

**AXIS Career Services Outreach Program.** *e-Employment/Career Counselling Program* has been active since 2010, and it links immigrants across NL to employment opportunities, Internship Placement Program, credential recognition information, occupational language training, TOEFL workshops, Entrepreneurial program, and much more. The e-counselling made it possible through Skype and other online connections for newcomers living as far as Labrador to have the same benefits from employment readiness programs as the ones on site. Prior to this, AXIS Career Services, through a partnership with Health Canada, had already been providing a variety of outreach services and networking opportunities with the agency and the community members to *International Medical Graduates (IMGs)* and their families settling throughout the province since 2005.

**ANC Outreach Tutor Program.** In order to provide increased access to English as Second Language training across the province, the Association delivers the Outreach Tutor Program, funded by the OIM. The program provides 50 hours of one-on-one ESL training to eligible newcomers and their families residing outside the St. John's CMA. This program well received by participants. In 2009-10, the Outreach Tutor Program provided tutoring services to fourteen clients, from the Burin Peninsula to Western Labrador.

**Online Recruitment Tool for NL.** Another important service AXIS provides that is available and accessible to all newcomers in the provinces is **the Skills Matching Database**, [axiscareers.net](http://axiscareers.net). It is an online recruitment tool, launched in 2009 as part of the Foreign Credential Recognition Program that connects ready-to-work, immigrant job seekers and local employers looking for workers. There are 200+ employers from across the province registered with the database, and more than a thousand job seekers. [www.axiscareers.net](http://www.axiscareers.net)

#### **CARE: The Integration of Immigrants into the Newfoundland and Labrador Workforce**

The above mentioned programs, and several more Bridge-to-Work programs, have been developed as a result of the research study (and the recommendations) presented by AXIS in 2007.

Source: AXIS Career Services

# Appendix E

## Welcoming Community Characteristics

Esses *et al.* (2010) identified the following 17 rank-ordered characteristics of welcoming communities:

1. Employment Opportunities
2. Fostering of Social Capital
3. Affordable and Suitable Housing
4. Positive Attitudes toward Immigrants, Cultural Diversity, and the Presence of Newcomers in the Community
5. Presence of Newcomer-Serving Agencies that Can Successfully Meet the Needs of Newcomers
6. Links between Main Actors Working toward Welcoming Communities
7. Municipal Features and Services Sensitive to the Presence and Needs of Newcomers
8. Educational Opportunities
9. Accessible and Suitable Health Care
10. Available and Accessible Public Transit
11. Presence of Diverse Religious Organizations
12. Social Engagement Opportunities
13. Political Participation Opportunities
14. Positive Relationships with the Police and the Justice System
15. Safety
16. Opportunities for Use of Public Space and Recreation Facilities
17. Favourable Media Coverage and Representation

Source:

[http://www.welcomebc.ca/local/wbc/docs/characteristics\\_welcoming\\_community.pdf](http://www.welcomebc.ca/local/wbc/docs/characteristics_welcoming_community.pdf)

## **Welcoming Community Characteristics**

Ravanera *et al.* (2011) identify 9 characteristics of welcoming communities. These are:

1. Employment opportunities
2. Affordable and suitable housing
3. Educational opportunities
4. Fostering social capital
5. Positive attitudes toward immigrants, cultural diversity, and the presence of newcomers in the community
6. Municipal features and services sensitive to the presence and needs of newcomers
7. Accessible and suitable healthcare
8. Presence of newcomer-serving agencies that can meet the needs of newcomers
9. Available and accessible public transit



# Appendix F

## Advisory Committee Members List

Lorelie Dean, Regional Council member

Jamilee Fitzpatrick, Regional Planner, Rural Secretariat

Jay McGrath, Regional Council member

Sheldon O'Neill, Office of Immigration and Multiculturalism

Debbie Sheppard, Office of Immigration and Multiculturalism

Aleksandra Stefanovic-Chafe, Association for New Canadians

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