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Comparing Immigrant Services, Practices, Programs, and Policies in the City of London and the City of Toronto: The Implications for the City of London

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The Implications for the City of London

MPA Research Report

July 2005

Tiwei Huang

Abstract

The City of London has realized the importance of the creative class including immigrants to its "prosperity, development and assessment growth" (London Creative City Task Force Final Report, 2005). In the Creative City Task Force Final Report which was adopted in April 2005, London has committed to welcoming and supporting "newcomers and persons representing a broad spectrum of diversity, by assisting them to establish themselves and feel comfortable as part of the London community"(Chapter 2). In addition, an Action Plan Steering Committee which consists of stakeholders from the City Hall and various community organizations in the area of immigrant services and supports is now working on an action plan aiming to create a city that welcomes cultural diversity. The Committee has identified six key thematic areas that have been used to guide action planning process. These areas are: settlement, employment, neighbourhood, cultural competency and access to services, social inclusion and systemic change.

This study is built on these six areas. It attempts to make a comparison between the City of London and the City of Toronto in the six areas by interviewing key players from both municipal government and communities in the both cities and by collecting relevant documents and policies to augment the interviews. The purpose of the study is to identify good services, practices, programs and policies in Toronto's City Hall and community organizations; and to provide recommendations to London's City Hall and community organizations based on the identified good services, practices, programs and policies.

The study results in nine recommendations in the areas of systemic change, settlement, employment and ethnical neighbour. These recommendations can inform policy makers in the municipal government and service providers from the community in the City of London who, at the this time of writing, is jointly striving to implement the Creative City Task Force recommendations and developing an action plan to welcome cultural diversity in the City.

Acknowledgements

The completion of this report marks the end of my journey as a Master's of Public Administration student in the University of Western Ontario. The past year has been an important stage of my life that will be remembered many years later as rewarding and enriching. I would like to acknowledge several people, all of whom played a pivotal role in the course of this report writing.

Sincere thanks should be extended to Dr. Carol Agocs who served as my instructor in the course of Local Government Management and as my report supervisor for the past year. The report would not have been completed without her guidance. Thanks for her academic and emotional support all the way.

Big thanks should also be given to my Advanced Local Government course instructor Dr. Andrew Sancton, Research Method course instructor Dr. Bob Young, Strategic Planning and Management course instructor Professor Ursula Stelman and Issues in Local Government course instructor Professor Greg Levine. These courses have contributed to the methodology and literature review chapter of the report. Without these courses, the report would have been impossible.

Thanks to my full time and part-time classmates in the past 14 courses for the quality time we spent together both in and after class. Without their valuable suggestions and constructive criticism, this report would have never been the way it is.

I'd like to dedicate this thesis to my wife. But for her intellectual and emotional support in those trying times, I would never have been able to reach this goal. I'd also like to dedicate this report to my family members and my wife's family members whose confidence in me and expectations of me served as a motivator that could not have been substituted.

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Chapter 1, Introduction

The City of London has realized the importance of the creative class including immigrants to its "prosperity, development and assessment growth" (London Creative City Task Force Final Report, 2005). In the Creative City Task Force Final Report which was adopted in April 2005, London has committed to welcoming and supporting "newcomers and persons representing a broad spectrum of diversity, by assisting them to establish themselves and feel comfortable as part of the London community" (Chapter 2). In addition, an Action Plan Steering Committee which consists of stakeholders from the City Hall and various community organizations in the area of immigrant services and supports is now working on an action plan aiming to create a city that welcomes cultural diversity. The Committee has identified six key thematic areas that have been used to guide action planning process. These areas are: settlement, employment, neighbourhood, cultural competency and access to services, social inclusion and systemic change. This study is built on these six areas.

The Purposes of the Study

By making a comparison between the City of London and the City of Toronto in terms of immigrant services, the purpose of the study is to identify good services, practices, programs and policies in Toronto's City Hall and community organizations; and to provide recommendations to London's City Hall and community organizations based on the identified good services, practices, programs and policies.

Research Questions

There are two general research questions for this study:

1.   What are the similarities and differences between the City of London and the City of Toronto in terms of the six key thematic areas?

2.   What are the good services, practices, programs and policies that existed in the City of London and the City of Toronto in terms of the six key thematic areas?

The Audience of the Report

The study will inform the policy makers and services providers in the City of London of the good services, practices, programs and policies in the City of Toronto. The Action Plan Steering Committee which is stilling working on the creation of an actionable plan to welcome cultural diversity will benefit from the finding of the study too. Thus, it will help the City of London to improve their immigrant services, programs and policies and to enhance the City as an appealing place to attract immigrant entrepreneurs, internationally trained professionals, skilled workers and investors.

The other mid-sized cities such as Waterloo, Hamilton and Windsor will also benefit from the findings and recommendations of this study. Besides, since this study also identifies good services, practices, programs and policies in the City of London, policy makers and service providers in the City of Toronto can also learn from their peers in the City of London.

Overall Structure of the Report

This chapter serves as an introduction to the whole report. It introduces the research topic, presents research purposes and questions and identifies the audience. The second chapter first reviews the general literature on immigration and immigrant services. It then reviews comparative literature on immigrant services and practices at the local level. The deficiency in the literature is identified at the end of the second chapter. The third chapter describes the data collection and analysis methods. The fourth chapter presents findings from interviews and official documents in a detailed way so that readers of this report will know some details about the good services, practices, programs and policies in both cities. The fifth chapter compares the services, practices, programs and policies of the two cities by first summarizing the similarities and differences between the two cities and then displaying the similarities and differences in tabular forms. Next, it identifies good services, practices, programs and policies in Toronto that can be introduced to the City of London and provides recommendations to the City of

London policy makers and services providers. It concludes with the significances of the study, the

limitations of the study and the suggestions for future study.

Chapter 2, Literature Review

General Literature

General literature on immigration and immigrant services focused on the following themes:

rationales for immigration, categories of immigrants, settlement and integration programs, the role of

three levels of governments, the role of non-government organizations, and the economic and social

impacts of immigration.

Rationale for Immigration

Demographic arguments. Shankar and O' Neill (1990) indicated that Canada's history has

demonstrated an ongoing need to replenish its native-born population with newcomers. During the

colonial periods, people came from France, Britain and other countries to settle and domesticate the

wilderness. Later on, to build the industrial infrastructure (e.g., trans-continental railways), cheap

labourers from Ireland and China were needed and introduced into Canada. In 1990s, demographic

changes led to the need for more immigrants. They pointed out that the baby-boom generation (those 10

million Canadians born in the 20 years between 1947 and 1967) is reaching their retirement age. Thus,

younger workers will be needed to replace them when they retire. At the same time, due to the

decreasing birth rate as revealed by the recent census figures, there is a need for immigrants to maintain

the current population level.

Economic arguments. In addition to demographic arguments, economic considerations are also

an important rationale for immigration. Shankar and O' Neill (1990) offered several economic

arguments for immigration. First, immigrants stimulate the economy through increased spending, which

helps to create economies of scale. Besides, immigrants, especially business-category immigrants, may

also create additional jobs in Canada by starting new businesses. Finally, the benefits reaped from the

skills and knowledge of immigrants who have an overall higher level education than native-born

Canadians outweigh the costs of providing settlement and integration services to them.

Social argument. According to the Immigration and Refugee Protection Act (2002), one of the objectives for immigration is "to see that families are reunited in Canada" (Section 3, subsection (1) (d)). With the family reunification clauses in place, the current level of immigrant population can be stabilized because once immigrants have settled down and reunited with their immediate family members such as spouses, children and parents, they are more likely to continue to stay in Canada instead of returning to their homelands.

Humanitarian argument. Section 3(2)(b) of the Immigration and Refugee Protection Act (2002) provides that one of the objectives of immigration with respect to refugees is "to fulfill Canada's international legal obligations with respect to refugees and affirm Canada's commitment to international efforts to provide assistance to those in need of resettlement." In addition, section 3 (2) (d) provides that one of the objectives is "to offer safe haven to persons with a well-founded fear of persecution based on race, religion, nationality, political opinion or membership in a particular social group, as well as those at risk of torture or cruel and unusual treatment or punishment."

These legal obligations and commitments reflect Canada's fundamental humanitarian ideals and demonstrate Canada's respect for human rights and fundamental freedoms of all human beings. Canada, by upholding refugees' basic human rights, reinforces and strengthens its fundamental values currently existing in Canadian society and shared by citizens and residents on this vast land.

Historical arguments. Canada has a long history of immigration and regards itself as "a nation of immigrants" (Dolin & Young, 2002). Compared to those people in other countries without similar history, the Canadian people hold a more accepting attitude towards immigrants and refugees and a more positive view of the multicultural society in which they live.

Categories of Immigrants

There are three general classes of immigrants according to the Immigration and Refugee Protection Act (2002): family, economic, and refugees. As indicated above, family class aims to fulfill

the social purpose of immigration by facilitating family reunification. Refugee class intends to fulfill the humanitarian purposes by accepting and resettling refugees in Canada. The economic class serves to fulfill economic purposes by admitting skilled workers, business immigrants and provincial nominees.

Settlement and Integration Programs

Settlement and integration programs can be delivered by Citizenship and Immigration Canada (CIC) itself, by the provincial governments, or by non-government organizations at the local level. However, most programs are currently delivered by Non-government organizations, funded by the CIC (Dolin & Young, 2002). Currently, there are five major (non-Quebec) settlement programs: Language Instruction for Newcomers to Canada (LINC) program aiming to improve adult immigrants' language proficiency in one of Canada's official languages; Immigrant Settlement and Adaptation Program (ISAP) which provides funding to not-for-profit organizations and educational institutions that offer direct services to immigrants, largely refugees. Settlement workers may also apply for funds to support their professional development activities, including training and conferences; Resettlement Assistance Program (RAP) which provides immediate services, such as reception houses, and financial support to government-assisted refugees upon their arrival; the Host Program which attempts to increase immigrants and refugees' social contacts and assistance by matching them to host volunteers in their cities; and Immigrant Loans Program under which loans with interests are provided to assist sponsored refugees and other protected persons to come to Canada.

The Role of Governments and Non-government Organizations in Immigration

The role of senior governments. Section 95 of the Constitution Act, 1867 provides that the federal government and the provinces have concurrent legislative powers over immigration. Both federal and provincial governments can make laws regarding immigration. However, any provincial legislation or policy with respect to immigrant must not be in conflict with any Act of the Parliament of Canada.

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Section 10 (1) of the Immigration and Refugee Protection Act (2002) stipulates that when making immigration or refugee protection laws or policies, the Minister may, but not required to, consult with provinces and may, but not required to, take into consideration of the impacts of federal laws and policies on provinces. Section 10 (2) of the Act prescribes that the Minister is required to consult the provinces with regards to "the number of foreign nationals in each class who will become permanent residents each year, their distribution in Canada taking into account regional economic and demographic requirements, and the measures to be undertaken to facilitate their integration into Canadian society".

Section 8 (1) of the Act stipulates that the Minister may enter into an agreement with the government of any province for the purposes of this Act. According to Dolin and Young (2002) most provinces have entered one or more agreements with the Minister so far. They further noticed that in the mid-1990s, the federal government conducted a major review of its role in respect of settlement and launched the Settlement Renewal Initiative. Under this initiative, the responsibility for the administration of federal settlement funds should be transferred to the provinces. Thus, the provinces would play a greater role in the delivery of these services while the federal government would pay more attention to coordination and quality control.

The role of municipal governments. The senior governments play a policy and financial support role in immigration. The municipal governments, the closest level of government to the citizens, play an implementation role in immigration. Generally speaking, municipal governments do not separate immigrant services from their general services. They are responsible for providing services to the entire residents in their jurisdiction, not just to immigrants (Frisken & Wallace, 2002, p. 298). In other words, immigrants are served by municipal service agencies or departments just like their native counterparts. However, in order to meet the challenges brought about by the increasing immigrant population, municipal service agencies often adapt themselves so as to be more responsive to immigrants' needs.

Major services the municipal governments provide to immigrants as well as other citizens include social services, housing services, public transits; police; public health; public recreation; planning services; and library services (Frisken & Wallace, 2000). In addition to the general services provided directly to the immigrants, local governments may provide grants to community organizations to indirectly assist immigrants.

The role of non-government organizations. As mentioned above, most of immigrant services are provided by non-government organizations, funded by federal governments. A large number of non-government organizations on the national, provincial, and local level participate in the reception, welfare, settlement, and integration of immigrants in Canada. Multiculturalism B.C. (1996), in the Directory of Ethno-cultural, Multicultural and Immigrant Service Organizations, divided these organizations in B. C. into 11 categories: Multicultural and Immigrant Service Agencies; Community Service Agencies; Municipal Multiculturalism/Race Relations Programs or Advisory Committees; Educational institutions; Anti-racism organizations; Human Rights Organizations; Ethno-cultural organizations; Ethno-cultural (Heritage) Language schools; Ethno-cultural Business organizations; Ethno-cultural Media organizations; and Multicultural media organizations.

Alberta Career Development and Employment, in its report titled Immigration and Settlement (1990), listed the following services provided by these non-government organizations: reception; interpretation; orientation; employment; referral; counselling; leadership and volunteer development; citizenship participation; immigrant women; and status of women.

Economic and Social Impacts of Immigration

Some of the literature provided interesting theories and hypothesis about economic and social impacts of immigration. For example, Portes (1995) studied the economic sociology of immigration which forges a dynamic link between the theoretical innovations of economic sociology and the latest

empirical findings from immigration research, an area of critical concern as the problems of ethnic poverty and inequality become increasingly profound.

Hegedues and Huang (2005) looked into the economic integration of immigrants into the labour market at both national and local level and argued that the under-utilization of immigrant skills and education is very damaging for the Canadian economy.

Comparative Literature on Local Immigrant Services and Supports

In addition to the general literature mentioned above, some studies have focused on comparing the immigrant services and supports in different municipalities. For example, Weiner (1996) advanced a comparative integration-determinant hypothesis that suggested three categories of determinants regarding immigrant integration in US, UK, France, Germany, the Netherlands, and Israel. These categories are: (1) the willingness of the society to absorb the immigrants; (2) the commitment of the immigrants to their new society; (3) the structure of the labour market. Each of the six countries was then compared under each of the three categories.

The Standing Committee on Citizen and Immigration of House of Commons (2003) reported that the standards for immigrant service program vary significantly across the country. The finding was supported by the nationwide survey conducted by the British Columbia Coalition for Immigrant Integration which concluded that some regions were doing well in delivering language and settlement services, but most were given a low or failing score.

Tate and Quesnel (1995) who compared the responses to immigrant settlement between Toronto and Montreal concluded that Toronto had been much more proactive than Montreal in the way it had responded to the immigrant settlement. They concluded that factors such as the bureaucratic criteria for service eligibility, covert discriminatory practices, knowledge and value gaps between clients and workers, and the lack of cultural sensitivity, may hinder the service delivery and lead to inaccessibility or insufficiency of immigrant services in local municipalities.

Frisken and Wallace (1995) in their GTA-based (Greater Toronto Area) study compared the responses of public service agencies of seven municipalities in the Greater Toronto Area (GTA) to the challenges of immigrant settlements. They argued that within large urban regions consisted of many local jurisdictions like GTA, variations exist in the way individual local governments and their service agencies respond to the challenges posed by population growth and demographic change.

Huang (2005a) noticed the existence of variations between different municipalities on immigrant services and supports and attempted to identify factors that may determine the variations in immigrant services and supports at the local level. The review of literature identified the following three major factors as independent variables that may influence the level of immigrant services and supports as dependent variable: demographic factors, financial factors and leadership awareness factors. Demographic factors include population size, percentage of immigrants in the population, and population growth rate. Financial factors include the budget of the city government and the budget of the key departments/divisions such as Social Services. Leadership awareness factors include the awareness of city councils, municipal agency managers, and non-government agency managers, and sympathy to the service needs of increasingly diverse population.

Kuo (2004) compared the immigration settlement and integration processes between the City of London, City of Windsor, and Waterloo Region. She indicated that effective immigrant attraction and retention is necessary for economic growth. Additionally, municipal capacity to integrate immigrants into the economic and social fabric in the community is necessary to prevent the potential social and health impacts that immigration may have. Kuo's review of literature identified the following as key activities and structures necessary for immigrant attraction and retention: affordable and safe housing; availability and accessibility of education; fair access to the labour market; and presence of ethno-cultural networks. She then compared the three cities in terms of these key activities. She concluded that mid-sized cities or small cities can play important part in attracting and retaining immigrants as the

result of their role in providing financial input to social housing, educational opportunities, employment services, and ethnical community development.

Deficiency in the Literature

General literature on the immigration and immigrant services, although prolific in volume, is more focused on rationale for immigration, categories of immigrants, settlement and integration programs, the role of three levels of governments, the role of non-government organizations, and the economic and social impacts of immigration. Much fewer studies have been focused on comparing immigrant services at the local level to identify best practices, programs and policies for the purpose of improving immigrant services. No study has been found on the comparing between the City of Toronto and the City of London in the six thematic areas. The study will contribute to the filling of this gap in the current literature.

Chapter 3, Methodology

Introduction

This chapter first provides the rationale for qualitative approach. It then describes the theoretical

framework used to identify major issues that needs to be addressed in the area of immigrant services.

Next, it describes the data collection procedures, which include gaining approvals from my supervisor

and permission from participants; selecting study sites and participants; identifying data type; recording

interview data; collating data; and addressing major field issues and major ethical issues. And then, it

provides a description of data analysis procedures, which includes the reason for choosing hand analysis

of data; time to begin analysis; data-coding; and similarities-finding and differences-identifying by

using the inductive analysis method. The chapter concludes with the methods of validation.

The Rationale for Qualitative Approach

The purpose of this study is to identify good services, practices, programs and policies in the

City of Toronto to inform the City Hall and community organizations in the City of London. The

general research problem, therefore, is "What are the good services, practices, programs and policies

that exist in the City of Toronto in terms of the six key areas identified in the Action Planning Process?"

A qualitative methodology suits the research purpose and problem. Creswell (2002) stated that matching

the research problem to an approach was of primary importance. He argued that:

> Qualitative research is generally used when the inquirer is interested in exploring and
>
> understanding a central phenomenon, such as a process or an event, phenomenon, or
>
> concept. This exploration is needed because little existing research exists on the topic or
>
> because the issue is complex and its complexity needs to be better understood. (p. 62)

Qualitative methodology is the approach of choice because it helps me to explore this topic that

is complex and has not been examined before in this way.

Theoretical Framework for Major Issues Identification

London Creative City Task Force Final Report, 2005 emphasized the importance of the creative class including immigrants to its "prosperity, development and assessment growth." A Steering Committee is now working on an action plan aiming to help create a city that welcomes cultural diversity. The Steering Committee consists of key players (from both London City Hall and community organizations) in immigrant services and supports. These organizations include, but not limited to, the following organizations: London Community Development Department, WiL Employment Connections, London Cross Cultural Learner Center, United Way of London and Middlesex, London Intercommunity Health Centre, London Unemployment Service Organization, Wraparound, Local Training Board, and London Economic Development Center (LEDC). The committee used the adapted Bryson Model to create the action plan (Huang, 2005b). As a theoretical framework for strategic planning, the Bryson Model (Bryson, 1988) consists of eight steps: 1) Develop an initial agreement concerning the strategic planning effort; 2) Identify and clarify the mandate; 3) Develop and clarify the mission and values; 4) External environment assessment; 5) Internal environmental assessment; 6). Strategic issues identification; 7) Strategy development; 8) Description of organizational future. Although the Planning Process did not strictly follow the eight steps, it contains all key elements of the Bryson Model (See Table I).

The Steering Committee adapted the model so that the whole process could be flexible enough to accommodate the needs of various participants who represented different organizations and had different agenda and perspectives. For example, since the process involved around 12 participants from different organizations, the first three steps were intertwined and a formal mandate was not reached until the end of the third planning session. The facilitator had to reiterate the importance of having a city-wide perspective so as to refocus and coordinate the discussion among various stakeholders.

Besides, in the eighth step after the development of action plan, instead of depicting the future

scenarios, the steering committee emphasized the importance of consultation and communication

because they did not considered it to be final product. They began to consult and communicate the plan

in a wider community during the whole summer season. Steering committee members were assigned to

the three major themes that need to take immediate actions and will be responsible for bringing the

consulting feedback to the September full committee meeting. The complex nature of immigrant

services and supports has made it necessary for the steering committee to devote more time to

consultation process before pronouncing it as a mature product. The refined action plan will be

discussed in the September meeting. Measurement, accountability and short-term and long-term

implementation plan will be developed, too.

Table 1 Comparison between the Bryson Model and the Action Planning Process

Bryson Model	The Planning Process
1. Develop an initial agreement	1. Develop an initial agreement
2. Identify and clarify the mandate	2. Develop and clarify the mission and values
3. Develop and clarify the mission and values	3. Identify and clarify the mandate
4. External environment assessment	4. Environmental scan
5. Internal environmental assessment	5. Environmental scan
6. Strategic issues identification	6. Major themes Identification and confirmation
7. Strategy development	7. Brainstorm and prioritize action steps
8. Description of organizational future	8. Consultation and communication; measurement, accountability and implementation plan;

One of the biggest challenges in the planning process was to identify the strategic issues in

immigrant services and supports. The City of London's preliminary literature review has identified a list

of major themes which was circulated to the committee members. To make the process more

participative and accommodating, the committee members were requested to brainstorm sources and

links for environmental scan and forward all relevant reports or links to the City of London for a more

comprehensive review. The result was a comprehensive resource package that contained more than 100

pages of materials. This package was provided to the member before the planning session so that they

could read it through and prepare of the session. Considering that the members all had full-time job, the reading and preparation could be an undue burden to them. The facilitator, therefore, took this into consideration and only encouraged members to read through the whole package to be familiar with the basic ideas of the package. Besides, to facilitate the discussion, the City of London took the initiative to undertake the immense task of summarizing all these materials and then categorizing them into major themes and sub-themes. These themes and sub-themes were provided in the discussion and formed the basis for the discussion. The Steering Committee reviewed these themes and sub-themes, discussed each of them, made revisions, and finally decided upon six major themes (strategic issues) to guide the action planning process. These six themes are: settlement, employment, ethnical neighbourhood, cultural competency and access to service, social inclusion and systemic change. This study is based on these six major themes. Interview questions were designed to gather data about the good services, practices, programs and policies in the City of Toronto in each of the six areas. Relevant documents and website information were also collected and organized under the six areas.

<div align="center">Data Collection Procedure</div>

Gaining Approval and Permissions

The topic of comparing the two cities in the area of immigrant services originated from the proposal I developed for the course of Research Method (Huang, 2005a). In that proposal, I noticed the existence of variations between different municipalities in immigrant services and supports and attempted to investigate the determinants of these variations. The experience as a participative observant in London Action Planning process has helped me to further refine the study topic and narrowed it to the six study areas. In May, I submitted my proposal to my supervisor for comments. The proposal included a detailed description of my study purpose and procedure, the potential ethical concerns, and the benefits of the study to the participants. My supervisor approves my proposal and decided that it did not need to go through Ethical Review process because my study will cause no harms, physical or

mental, to interviewees. There are also no obvious ethical issues such as privacy or confidentiality involved because interviewees are requested to present factual information and to provide documents, reports and studies that are available to the public. Therefore, I could proceed to contact participants to get their consents. In an earlier study conducted to fulfill the requirement for the course of Local Government Management (Huang, 2005c), efforts had been made to interview key players and collect relevant documents in the six areas in London. Therefore, the focus after the approval of my proposal is to contact key players in the City of Toronto to interview people and collect data. In June, I began to contact Dr. Aaron Pun, Manager in Organizational Effectiveness, Human Resources Division, for potential interview candidates. He recommended several potential candidates from both the government and the community organizations for interviewing. I then began to seek permission from these candidates by sending them the Letter of Information (Appendix A) that described my study and the demands it would place on them, should they choose to participate. Based on the content of the Letter of Information, candidates could make an informed decision as to whether to participate in the study or not. If they decided to take part in the study, they are supposed to sign and return the Consent Form (Appendix B) that accompanied Letter of Information. I contacted six candidates in the City Hall and community organizations. By the middle of July, I was very fortunate to have two participants who were both willing and highly qualified to participate in the study.

Selecting Study Cities and Participants

Two cities are selected as the study sites: London and Toronto. London is selected because, by living in the city and conducting several studies about the City's immigrant services and workforce diversity management, the researcher has become familiar with the city and the immigrant services, practices, programs and policies available in the city. More importantly, by attending the Action Plan Steering Committee meetings and contributing to the whole planning process, I became committed to

the improvement of immigrant services in the City of London. This study aims to inform key players in the City of London of the good services, practices, programs and policies in Toronto.

Toronto is selected as a comparison city for several reasons. First, big cities with a large proportion of immigrant population like Toronto are politically more motivated to develop better immigrant services, programs and policies than mid-sized cities with small proportion of immigrant population. Politically speaking, as a city with more than half of the population is born outside of Canada, the Toronto City Councils have to respond to pressures from these city residents. Moreover, because some councillors are themselves immigrants or somehow related to immigrant community, they are more sympathetic or even empathetic to immigrants. These councillors, along with staff members in bureaucracy who have immigrant background or somehow related to immigrant community, are more committed to the creation of more comprehensive and favourable policies and services for immigrants. Second, the City has more financial and human resources to develop better immigrant services, programs and policies than mid-sized cities like London. With vibrant economy and a huge budget of around seven billion, the City can commit more resources to develop better services and supports. For example, more research can be done to identify immigrant needs and more diversity training can be provided to service providers to improve service quality. Third, although the practices developed to serve immigrants in the big cities may not be directly transferred to the mid-sized cities like London or Hamilton or Windsor or Waterloo-Kitchener Region, they represent the future direction of immigrant policy-making and service provision. With the increase of the percentage of the immigrants in the total population in mid-sized cities like London, Hamilton and Water-Kitchener Region, it is very likely that they will encounter the similar problems that Toronto has experienced or is experiencing now. The Toronto experience will surely provide some guidance to these cities in the future development of the immigrant policies and services. Besides, these good policies and services may serve as a model which can be adapted to accommodate the particular needs of these cities. A good example is the efforts of the

City of Waterloo to copy the practices of Toronto Region Immigrant Employment Council (TRIEC) to host the Immigrant Skills Summit meeting and create a counterpart organization called Waterloo Region Immigrant Employment Council (WRIEC) to serve as one promising and sustainable mechanism for local communities to attract and integrate immigrant skills.

I used three criteria to select the participants. The first criterion was that they should work in an organization which provides immigrant services or supports and whose target clients are Toronto residents. The second criterion was that they should be practising rather than retired managers. The assumption was that the currency of the information provided by these managers would be more meaningful and helpful to the organizations in London. The third criterion was that they should be at the level of manager or coordinator. The assumption was that the interviews with managers or coordinator rather than average staff were more likely to yield useful and meaningful information because they shoulder more responsibilities, have more knowledge in their field and know their organizations better.

Participants were selected by using Snowballing Method. Since I'm not familiar with the organizations in Toronto, I first asked my supervisor to provide a contact person in the City of Toronto. When the contact person was identified, I asked him to recommend one or two persons who are knowledgeable in this field as a starting point. Then I asked the recommended person(s) to recommend other persons who are knowledgeable in the six areas. In this way, I managed to find qualified participants in the study.

Identifying Data Type

The data were collected include transcripts of tape-recorded interviews, written responses from email interviews, relevant documents provided by interviewees and website information. I chose to collect data by using open-ended interview questions because they would provide the participants more space to elaborate on the good services, practices, programs and policies that their organizations have.

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Besides, the interviews were conducted on a one-to-one basis rather than on a focus-group basis because "one-on-one interviews are ideal for interviewing participants who are not hesitant to speak, are articulate, and who can share ideas comfortably" (Creswell, 2002, p. 206). The participants in my study are at the level of management and thus would be expected to be articulate due to the nature of their jobs.

Documents and website information were also collected to augment the interviews because a short face-to-face interview or an email interview may not be sufficient to capture all important information about good services, practices, programs and policies of an organization. The documents provided by these interviewees would help to fill the gaps and clarify the ambiguous points. It would also do justice to the hard work that these organizations have been doing to meet the needs of immigrants.

Recording Interview Data

Creswell (2002) suggested that an interview protocol be designed that contained instructions for the process of the interview, the questions to be asked, and spaces to take notes on responses from the interviewees. Thus, an interview protocol was designed to structure the interviews and take notes (See Appendix C). This interview protocol was detailed and standardized because Patton (2002) argued that a detailed and standardized interview has the following advantages:

1. The exact instrument used in the evaluation is available for inspection by those who will use the findings of the study.
2. Variation among interviewers can be minimized where a number of different interviewers must be used.
3. The interview is highly focused so that interviewee time is used efficiently.
4. Responses are easy to find and compare. (p. 346)

I could not find any qualitative interview protocol that focused on comparing the two cities in terms of the six areas. Thus, I developed an interview protocol by using the six thematic areas identified in the London Action Planning Process.

For each of the six areas, I asked interviewees to identify the good practices they know about in the City of Toronto and answer why they are good practices and what are their strengths. In addition, they were asked to provide documents or website for further study and analysis. At the end of the protocol, participants were asked to recommend other key players for further interviews.

These interviews lasted for from one hour to two hours depending on the availability of the interviewees. They took place in a quiet but public place of the participant's choosing. These interviews were recorded, with permission, to provide a detailed record of the interview. I also took notes during the interviews.

Data Collation

The complete data files consisted of transcriptions from the taped interviews, written responses from email interviews, official documents and website information. Immediately after each interview, I began to transcribe it when my memory of the interview was still fresh. When I finished each transcription, I emailed each participant a copy of his or her own transcript and asked them to verify the contents, or correct any omissions. No participants had concerns about the contents and none made any changes to their own transcripts.

To avoid the accidental loss of the data, I kept one copy of all interview transcriptions and written responses in the online storage services (hotmail email storage service). The second copy was stored in my laptop. I kept one hard copy handy for reference throughout data analysis. I used the other hard copy for writing on, and cutting and pasting. Official documents and website information were kept in a safe place too.

Major Field Issues in Data Collection

Major field issues in administering data collection included locating recording equipment as well as transcribing equipment, determining the interview place and time, employing the correct interviewing skills, and preparing for the lengthy process of transcribing data.

Before the interviews, I chose high quality recording equipment by comparing the recording effects of several recording devices. I tested the recording equipment to ensure it worked. The interview place was at a quiet but public place so that the noise could be kept to minimum. I had the participants each schedule the interview at a time when the interview would not be interrupted by other school business. I sent the principals the interview questions ahead of time so that they could prepare their responses, or even consult other materials, if they so wished.

During the interviews, I paid attention to several interviewing skills. For example, I used ice-breakers to ease into my interview so that the interview would be more interesting and natural. I listened rather than talked a lot during the interviews so as to elicit maximum information from participants. I also re-focused interviewees' attention when they strayed from the questions in the interview. When asking questions, I tried to induce slower, more distinct speech by speaking calmly myself so that interviewees would respond in a like manner. When additional information was needed, I used clarifying and elaborating probes to elicit more information. When taking notes, I only jotted down important points and used short phrases followed by dash to speed up the process.

After each interview, I transcribed the audio-tapes and then sent each of the principals a copy of their own transcript so that they could verify the contents or add or delete anything that I had incorrectly or inaccurately recorded. They did not alter anything.

Major Ethical Concerns in Data Collection

Major ethical concerns in data collection include the recruitment of participants and potential harm. I took the following measures to address these ethical concerns.

Participants were recruited on a voluntary basis. Participants were given a Letter of Information so that they would know about the purpose and the procedures of the study, and the demands it would place upon them. Based on the Letter of Information, they could make an informed decision about

whether to participate in the study or not. Participants were free to decline involvement or withdraw from the study at any time, without any consequences.

Participants were informed that there were no known risks associated with this study. The expected benefits associated with their participation included their ability to influence the findings of the study, their capacity to contribute to the creation of knowledge, and their chance to share and learn from the findings of the study.

Data Analysis Procedure

Hand-Analyzing the Data

I chose to hand-analyze the data because the study was relatively small and thus I could easily keep track of files and locate text passages. Although hand-analysis was labour-intensive, it provided me with a hands-on feeling and thus allowed me to be more in control.

Time to Begin Data Analysis

Patton (2002) indicated that, unlike quantitative research, "the fluid and emergent nature of naturalistic [qualititative] inquiry makes the distinction between data gathering and analysis far less absolute" (p. 436) and sometimes "insights emerge almost serendipitously" while researchers are still in the field (p. 436). He argued that recording and tracking analytical insights that occurred during data collection were part of fieldwork and the beginning of qualitative analysis. Hence, I documented the insights that emerged in my interview before they elapsed from my mind. I would either jot down some key words to remind me of the insights that emerged during interview or would document the insights immediately after the interview if I did not have time to do it during the interview.

Coding Data

When data collection had been formally ended and all data had been collated, I first read the data as a whole several times and got a general sense of the data. Then I began the process of data-coding. The object of the data-coding process is to "make sense out of text data, divide it into text or

image segments, label the segments, examine codes for overlap and redundancy, and collapse these codes into themes" (Creswell, 2000, p.266). I first developed a classification or coding scheme. Patton (2002) suggested that the first step of analysis was to develop a manageable coding scheme. My coding scheme for interview transcripts consisted of four elements: city code, participant code, theme code, and response code. For example, London's Kelly McManus' description of the good practices in the area of settlement was coded L (London) K (Kelly) S (Settlement) P (practices) whereas Toronto's Rose Lee's response to the good practices in the area of settlement was coded as T (Toronto) R (Rose) S (Settlement) P (Practices). In this way, all interview transcripts and written responses from email interview were completely coded and indexed. Similarly, official documents and website information were coded under this scheme.

Generating Patterns and Identified Differences

The coding scheme produced a framework for organizing and describing the collected data. My next step was to find patterns by using the inductive analysis method. Patton (2002) suggested that "inductive analysis involves discovering patterns, themes, and categories in one's data" and "findings emerge out of the data through the analyst's interactions with the data" (p. 453). I tried to find patterns by comparing the services, practices, programs and policies described or mentioned by the participants in their interviews or in the documents or web site information. For example, I found that immigrant employment organizations in the two cities have similar programs such as job search workshops and job preparation programs.

However, my analysis was more focused on the identification of the differences in order to pinpoint the good services, practices, programs and policies in Toronto. Therefore, differences were then identified for each of the six areas. For example, although employment organizations in the two cities have similar programs, some programs such as the Mentoring Immigrants Program which was jointly operated by the Toronto City Hall and two community organizations (Toronto Region Immigrant

Employment Council and the Consortium of Agencies Serving Internationally Trained Persons) is an excellent program that London can learn from.

Method of Validation

I tried to validate the accuracy of the findings by member checking. Member checking is "a process where the researcher asks one or more participants to check the accuracy of the account" (Creswell, 2002, p. 280). After I finished transcribing each interview, I emailed each of the principals a copy of his or her own transcript, asking each of them to verify the responses and to add any points that they believed should be omitted. They did not make any changes to their transcript partly because, I presume, they had no major concern about their transcript and partly because their heavy workload and tight schedule left them little time to scrutinize the transcript.

Besides, official documents and web site information were collected to validate the data gathered from the face-to-face interviews and email interviews. Although interviewees were selected carefully because of their extensive knowledge in the field of immigrant services and supports, sometimes their description of the good practices and programs may be incomplete. The official documents and web site information can be used to fill the information gap and verify the information they provide.

Summary

Chapter Three provides the rationale for qualitative approach and describes the data collection procedures, data analysis procedures, and method of validation. The presentation of the methodology used in the study will justify the validity of the study and assist readers to evaluate the design of this study. The next chapter will present the data acquired from the interviews, documents and websites.

Chapter 4 Findings

Introduction

Chapter Four reports the findings from the interviews and documents. The large amount of collected data is organized according to the six major thematic areas identified in the London Action Planning Process: settlement, employment, ethnical neighbourhood, cultural competency and access to service, social inclusion and systemic change. However, since there are strong connections between cultural competency and access to service, social inclusion and systemic change and it is very hard to report one of them without referring to the others, to facilitate reporting, these three thematic areas are reported under one general thematic theme titled Systemic Change. Therefore, only four general themes are reported: Systemic Change, Settlement, Employment and Ethnical Neighbourhood. Besides, the theme of Systemic Change provides an overall policy framework to support immigrant settlement, employment and neighbourhoods; therefore, it will be reported first, followed by the other three themes. Under each general theme, I describe in detail the services, practices, programs and policies in London and then describe Toronto experiences. The description will cover both the role of City Halls and non-government organizations.

Systemic Change

(Cultural Competency, Access to Service, and Social Inclusion)

London

Good services, practices, programs and policies adopted by London City Hall and community organizations under this general theme include London Human Rights Policy; London City Hall's Race Relation Advisory Committee; London City Hall's Race Relation Award which is presented each March; the City Council's adoption of the Final Report of the London Creative City Task Force which provide 10 recommendations emphasizing the importance of creative class including immigrants; Establishing an Action Plan Steering Committee which consists of key players from City Hall and community

organizations to create an action plan to welcome newcomers; Cross Cultural Learner Center (CCLC)'s

Diversity Training Program; Community Organization's active role in advocating for positive changes,

cultural sensitive training, equitable access, community capacity building, and civic engagement.

More specifically, for example, London City Council adopted a new Strategic Vision and a new

Strategic Financial Plan in 2004. It focuses on five strategic areas: Core Infrastructure, Culture,

Economic Development, Environment, and Community Development. In the fall of 2004, London City

Council established the Creative City Task Force (CCTF) with a broad mandate to "look at the

economic and societal opportunities for this city in the emerging creative city era" (p. 11). The work of

the CCTF is related to the economic, cultural and community aspects of this strategic plan. In the spring

of 2005, City Council adopts the Final Report of CCTF which recognizes the importance of creative

industries and creative class. The report tries to change how London thinks. It states,

> Only after Londoners change can the rest of world change how they think about London... The economic prosperity of London requires changes in the way Londoners think, act and do business...Our vision of London is ... a much more diverse city that embraces the multi-cultural communities that will be attracted here by the open spirit, the fondness for new tastes and sounds and smells, and the commitment to welcoming and assisting diversity and creativity (p. 8)....London as a creative city will encourage diversity. We must value the perspectives of people from different countries, cultures and life circumstances. This will be done by creating an environment where all citizens of London feel valued, included, empowered and recognized without fear of discrimination based on race, culture, gender or sexual orientation (p. 15).

Kelly McManus (2005) said that the city government "seeks to be responsive to language and

cultural sensitivities that make up our community" by establishing human rights policies in its Human

Resources services.

The city government also establish Race Relations Advisory Committee and presents Race

Relations Recognition Award each March in celebration of the International Day for the Elimination of

Racial Discrimination. The award services a three-fold purpose,

> Acknowledging and recognizing businesses, organizations, private and public institutions or their representatives who initiate and take actions to further race relations in London and to eliminate racial discrimination in our community; heightening public

awareness of positive race relations as well as within the business community and the city government; and encouraging ongoing city-wide activities which promote/advance London as a welcoming city (London Race Relations Recognition Award Policy, http://www.london.ca/Council/Policies/Chapter01.htm#Race_Relations_Recognition_Awa rd).

On March 1, 2005, a Steering Committee that consisted of representatives from major immigrant service and supports organizations in the City of London and the staff member from the City Hall convened to initiate a strategic planning process aiming to develop an action plan that will move London closer to becoming a welcoming and inclusive community for newcomers of culturally diverse backgrounds. The whole planning process consists of three phases and will be completed in December 2005. The goal is to create realistic and actionable plans in the following six areas: settlement, employment, ethnical neighbourhood, cultural competency and access to service, social inclusion and systemic change.

Toronto

Good services, practices, programs and policies adopted by London City Hall under this general theme include the City Hall's Policy on Non-Discrimination; Workplace Human Rights and Harassment Policy that supports the creation of a work environment free from harassment and discrimination for everyone; Action Plan and Recommendations on Community Access and Equity which are based on the work of the Task Force on Community Access and Equity since 1998; Vision Statement on Access, Equity and Diversity; Elimination of Hate Activity Policy; Employment Equity Policy; Employment Equity Workforce Survey; Access and Equity Grants Program; Immigration and Settlement Policy Framework; Multilingual Services Policy; Same Sex Spousal Benefits Policy; Principle of Same Sex Marriage Policy; Action Plan for the Elimination of Racism and Discrimination, Labour Force Readiness Plan which emphasizes the importance of diversity in the City's labour force; Accessibility Design Guidelines; the Employment Accommodation Policy; Implementation Profession to Profession, a pilot project to provide mentoring to foreign trained professionals; The Observance Policy to avoid

scheduling Council and Committee meetings on occasions that are of religious and cultural significance; Implementation of Public Education, Awards and Scholarship Programs; On-going Community Based Policy Development Processes such as the facilitation of Community Advisory Committees and Working Groups; City departments are integrating the needs of immigrants and refugees in their service planning and delivery and are providing services in different languages with culturally sensitive approaches. Some of the most important policies and programs are described in more detail as follows.

For example, Workplace Human Rights and Harassment Policy was developed following the amalgamation in 1998 and incorporated the best practices of former municipalities and Ontario's Human Rights Code. It protects everyone's right to be equally treated with regards to employment, services, facilities and contracts without discrimination. The policy prohibits discrimination and harassment on various grounds such as race, colour, creed, disability, ancestry, age, sex, sexual orientation, citizenship, place of origin, marital status, family status, record of offences, political affiliation, level of literacy and membership in a union or staff association. The policy applies to all employees, including elected officials, contractors, consultants, and volunteers. Members of public, visitors to City facilities, or individuals conducting business with the City, are expected to adhere to the policy. The policy offers some examples of discriminatory behaviours and prescribes procedures for addressing discriminatory behaviours. To ensure that services are accessible to all employees, departments and service recipients, a corporate Human Rights Office was established. The office can provide all employees with information about the policy, be responsible for investigations, and provide services to departments.

On March 4, 1998, following the amalgamation of seven municipalities, Toronto City Council established the Task Force on Community Access and Equity to develop an Action Plan and Final Recommendations, and to provide the policy and program framework for implementing access and

equity in the City of Toronto. The Task Force presented four guiding principles to provide a consistent

and coherent philosophy for Task Force's recommendations and three of them are relevant to this study:

1. Strengthening the Civic Society. The participation of community-based volunteer organizations in the decision-making process is integral to maintaining a strong civil society. The Task Force recommends that this participation be actively supported by allocating resources to community-based, non-profit organizations, by establishing seven city-wide community advisory committees, and by lifting age and citizenship restrictions on committee participation.
2. Civic leadership. Being the level of government that is most involved on a daily basis with the community, the municipality is uniquely positioned to hear from and act upon the concerns of the community. The Task Force recommended that the municipality take a leadership role on issues of diversity by advocating to the private sector and other levels of government, as well as by helping to shape public opinion in areas of concern.
3. Accountable, accessible and equitable governance. As an employer, as a provider of services and programs, as a purchaser of goods and services, and as a grant-giving agency, the municipality can set an example in what it does and how it acts. The Task Force recommended that the diversity of Toronto's population be reflected in the municipality's workforce (including Agencies, Boards, and Commissions) and that participation in planning, policy development, and program implementation be meaningful to all residents. The Task Force further recommended that suppliers of goods and services be required to adhere to anti-discrimination, anti-harassment and employment equity policies, and that municipality grants and financing be equitably distributed, reflecting the changing population of Toronto (Action Plan and Final Recommendations of the Task Force on Community Access and Equity, 1999).

In December 1999, Toronto City Council adopted the Action Plan based on the work of the

Task Force on Community Access and Equity. All together, ninety-seven (97) recommendations were

adopted including monitoring, evaluation and implementation plan. The ninety-seven (97)

recommendations contained within the Final Report of the Task Force are comprehensive and involve

all city Departments. According to CAO's 2003 Status Report, the implementation of many of these

recommendations had been completed by the end of 2003 and the process had been formalised through

the preparation of Departmental Action Plans submitted in 2004 and the development and

implementation of the Plan of Action for the Elimination of Racism and Discrimination adopted in April

2003. To establish accountabilities, the CAO was requested by the Council to submit a Status Report on

the implementation of the recommendations and the Auditor General was requested to review the

CAO's Status Report. In addition, the Advisory Committees were meeting with departments on an on-

going basis on specific programs and activities. As for financial resources to implement these

recommendations, the city took an integrated approach to addressing issues of access, equity and

diversity,

> All City departments were expected to integrate access, equity and diversity initiative in their regular operations, and implement the Task Force recommendations within existing budgets. Despite budgetary constraints, city departments had allocated resources to implement the recommendations of the Task Force (CAO's 2003 Status Report, p. 23).

In April 2003, City Council adopted City of Toronto Plan of Action for the Elimination of

Racism and Discrimination. The Plan furthered the City's commitment to improve access and equity

and to challenge racism and discrimination. The Action Plan reaffirms City's Motto—"Diversity Our

Strength". Seven strategic directions were proposed in the Plan: political leadership, advocacy,

economic participation, public education and awareness, service delivery, building strong communities,

and accountability.

<p align="center">*Settlement*</p>

London

According to Ontario Council of Agencies Serving Immigrants (OCASI)'s *Immigrant*

Settlement Counselling Training Guide, the settlement process can be viewed as a continuum, as

newcomers move from acclimatization, to adaptation, and to integration. Settlement generally refers to

> Acclimatization and the early stages of adaptation, when newcomers make basic adjustments to life in the new country including finding a place to live, learning the local language, finding a job, and learning to find their way in a new, and as yet unfamiliar, society. Integration is the longer-term process through which newcomers become full and equal participants in all the various dimensions of society (p. 2).

Services, supports, practices and policies in London under this theme include London City

Hall's promoting harmonious racial relations and implement recommendations in the Final Report of

the Creative Task Force to create a welcoming climate for facilitating immigrant settlement; London

City Hall's providing general services to all residents including immigrants to facilitate settlement;

London City Hall's providing grants to community organizations to support immigrant settlement

indirectly; City Hall's facilitating the community-initiated Action Planning Process to create a welcoming climate for immigrant settlement; Community organizations' role in providing primary settlement services such as orientation, language training, and referral; Wraparound Initiative aiming to support multi-barriered immigrant families better settle down in the community .

For example, according to Kelly McManus (2005), London City Hall has some role in immigrant settlement services by providing grants to non-government organizations to support immigrant settlement indirectly. Besides, she recognized that community agencies play an important and direct role in providing settlement services. As she reported in her email interview,

> Key community agencies that provide these kinds of support in London include the London Cross Cultural Centre and the London Urban Service Centre Organization (LUSO). The services they provide include: Orientation about life in Canada; Information and referrals on health-care and other matters; Referrals for education and social services; Multicultural training – assertiveness, self esteem, conflict resolution, and training in other cross cultural issues; Referral and advocacy when dealing with housing, legal services; Job search support and training; Health fair and stress management workshop. Some of the programs or activities include: Host Program; Global house (temporary place for refugees); Diversity Program; Translation services; Employment Services; and Job search techniques.
> The London Intercommunity Health Centre also provides many supports to newcomers. London's two school Boards, YMCA, YWCA, Fanshawe College, and University of Western Ontario all offer English as a second language courses in and around London area.

Toronto

Services, supports, practices and polices in City of Toronto for settlement include City Hall's various policies to create welcoming climate to facilitate immigrant settlement process; City Hall's providing general services to residents including immigrants; City Hall's providing funds to immigrant settlement organizations; City Hall's establishing a website for immigrants and settlement; and City Hall's providing information access points in public places; community organizations' providing primary settlement services such as orientation, language training and referral.

For example, Rose Lee (2005), in her interview, said that Toronto City Hall plays an important role in immigrant settlement. In partnership with the federal government (Immigrant Settlement and Adaptation Program and Language Instruction for Newcomers to Canada) and provincial government

(Ontario Newcomer Settlement Program), it funds settlement services that are often delivered by community agencies. Besides, like London, Toronto tries to provide general municipal services in a culturally sensitive way to address specific immigrant needs. To provide information necessary for smooth settlement and integration, Toronto city provide a portal for immigration and settlement on the City's website. It also built information access points in city parks and recreation, community centers, libraries, TTC and Public health.

Similar to the community organizations in London, Toronto community organizations provided immigrants settlement services and supports. For example, OCASI member agencies in Toronto provide community and social programs for immigrants and refugees to help immigrants adapt to life in Ontario. These include: advocacy, community development, language and orientation classes, individual, family and vocational counselling, interpretation and translation, information and referral, job training, legal assistance, and health services. Besides, some agencies offer special programs for women, refugees, seniors and young people. In fact, according to Amy Casipullai (2005), what makes Toronto unique in term of immigrant settlement is that the community organizations in the City not only have general settlement services but also have excellent programs to address special issues such as women and seniors.

Employment

London

Services, supports, practices and policies in London under this theme include City Hall's implementing policies and recommendation of the Creative City Task Force recommendations to facilitate immigrant employment; City's Hall's providing Ontario Work services and supports to immigrants; City Hall's providing grants to community immigrant employment organizations to support immigrant settlement indirectly; community organizations' role in providing direct employment services such as employment counselling and job preparation programs.

For example, in the spring of 2005, City Council adopts the Final Report of the Creative City

Task Force which recognizes the importance of creative industries and creative class. It adopted the

CCTF's recommendation that,

> London should aggressively support, develop and encourage creative industries so that good jobs will be available to graduating students and young entrepreneurs and encourage coop and mentoring between London businesses, unions, students and immigrants (Chapter 2).

It also adopted the recommendation that,

> London should support and celebrate London's diversity, and aggressively push for more immigration and more international investment in the city. The city will work with the LEDC, the Chamber of Commerce, TechAlliance and other organizations to promote coop, mentoring and job sharing opportunities for internationally trained professionals and skilled workers. The City will continue to support the Cross Cultural Leaner Center and other local resources to identify and resolve issues regarding work placements, establishing small businesses, promoting conversation circles in the work environment, and other innovative strategies to make immigrant workers welcome to London businesses and workplace opportunities. The City will continue to support the work of LEDC and the Workforce Development Taskforce and its many partners, to develop and implement strategies that retain and attract new Canadian workers and entrepreneurs including the facilitation of international recruitment of skilled workers; new Canadian Work Connections which aims to help foreign trained workers enter the Canadian workforce in positions that utilize their existing skills, for example, business conversation circle; a workforce development summit in 2006; improving workforce practices of London employers to be inclusive of new Canadian force (Chapter 2).

Kelly McManus (2005) stated that the Ontario provincial government provided social services

and employment services through Ontario Works. The London Government implemented and delivered

the Ontario Works services at the local level and provided the Ontario Works services and supports to

immigrants directly. She said,

> The City of London's Department of Community Services delivers the Ontario Works program (social assistance). In providing income support, our services include language translation (with Across Languages) and seek to be responsive to the needs of newcomers.

Key employment services providers in London include the WIL Employment Connections and

The London Economic Development Corporation (LEDC). The WIL Employment Connections,

according to Dharshi Lacey (2005), provides employment counselling and employment preparation

programs. Employment counselling is a service provided to immigrants on one-on-one basis with an aim to identify their interests, job areas, skills, qualifications, and knowledge, and to understand the local labour markets and their prospect of finding a job. The employment preparation programs are job search programs which last for two weeks or six weeks in length. The six-week programs cover basic steps in job search process such as resume, cover letter, and interview preparation. They also cover work place culture and skills to get and keep jobs in Canada. Participants can access its computer lab to type up their resumes, research jobs in London or across the country. Programs may cover basic training in MS office, word, excel, and email if needed. The six-week program has language component which helps participants improve their language efficiency. One of the key features of the six-week programs is that after participants finish the program, they will have opportunities to work as volunteer for eight weeks so that they can have some Canadian working experience and Canadian references. The two-week programs cover the basic job search steps including resume, cover letter and interview prep. Usually, these programs are for participants who have fairly good foundation and background and just need to have some adjustments in their resume writing or interview skills.

The London Economic Development Corporation (LEDC), according to its website, is a partnership between the City of London and the private sector. Its goal is to retain current investments and attract new investments in the community. In order to address the issues of an aging workforce and a declining birth rate, it develops programs and incentives to increase immigration and develop more effective methods to assess and train immigrant so that they can be integrated into local workforce more smoothly.

Toronto

City Hall. Services, supports, practices and policies in Toronto for employment include the City's access, equity and human rights policies and programs that foster a welcoming and accepting climate to immigrants; the Immigration and Settlement Policy Framework that provides strategic

directions to address the settlement and integration of immigrants and refugees into local workforce; the city's commitment to providing 10 internship positions through Career Bridge in 2005; the Social Service Division's service agreements with a number of community agencies that provide skills sharing and employment planning and preparation programs; the mentoring program called Profession to Profession provided by the Human Resources Division in conjunction with the Chief Administrative Officer's staff aiming to facilitate Internationally Trained Professionals (ITPs); the co-op program provided by the Technical Service Division, in collaboration with adult learning centers and adult day schools, to internationally trained engineers; the annual Internationally Educated Professionals Conference co-sponsored by the Economic Development Division; Toronto Labour Force Readiness Plan developed by the Economic Development Division to examine labour force supply and demand at the city and region level; the Employment Revitalization Program developed by the Economic Development Division, through its in partnership with the federal government, to target communities impacted by declining employment and under-utilization of local resources and assist communities to develop and implement a revitalization strategy that can meet the needs of that neighbourhood, to address imbalances between supply and demand (unfilled jobs and high unemployment), gaps and barriers in recruiting, hiring or retaining employees, and to assist with labour force adjustment, job skills training, mentoring and accreditation; the grant programs of the City of Toronto to support the community-based service sector; specific outreach methods used by Departments/Divisions to reach culturally and linguistically diverse groups of applicants; and Toronto public health's practices to hire staff who have valuable knowledge and experience of the cultures and integration issues of immigrants.

For example, according to Toronto Mayor David Miller's Brief to the House of Commons Standing Committee on Citizenship and Immigration titled The Recognition of International Experience and Credentials of Immigrants (April, 2005),

> The Social Service Division has service agreements with a number of community agencies that provide skills sharing and employment planning and preparation programs.

Some of these agreements have been developed to address the need of the Internationally Educated Professionals who are Ontario Works clients. Through the employment placement program, Social Services is able to offer financial incentives to employers to provide placement to Ontario Works clients, including those who do not have Canadian experience. Through Social Services, clients can access funds to have their credentials assessed. Social Services is also implementing new innovation programs for multi-barriered clients through community participation. Some of these programs offer specialized support to newcomers and internationally educated professionals who are Ontario Works clients to enhance employment planning and preparation (p. 3).

Besides, the Human Resources Division in conjunction with the Chief Administrative Officer's staff has explored resources and partnership regarding the mentoring program. The result is the development of a mentoring program called Profession to Profession: Mentoring immigrants Program. This program is a joint initiative between City of Toronto, the Consortium of Agencies serving Internationally Trained Persons (CASIP) and the Mentoring Partnership at Toronto Region Immigrant Employment Council (TRIEC). As a partner in this project, City of Toronto encourages City of Toronto employees to participate as mentors to Internationally Trained Persons (ITPs). In this program, mentor and mentees will meet primarily through face-to-face contact in the mentors' working places, to be complemented by telephone and email correspondence. The result of the mentoring program in 2004 was very positive: over 60 percent of the ITP found employment in their fields. The project aims to match 50 employees as mentor with 50 ITP as mentees in 2005, involve departments or divisions such as engineering, accounting/finance, information technology, human resources, purchasing and facility management, and achieve at least 75% employment outcomes within three months following the four-six month mentoring period with half or more being in the mentee's occupational field.

To provide municipal services in a culturally sensitive way, Departments or Divisions use specific outreach methods to reach culturally and linguistically diverse groups of applicants. For example, According to Toronto Mayor David Miller's Brief (2005),

Works and Emergency services Department and Economic Development, Culture and Tourism Department use ethno-specific media. Community and Neighbourhood Services and Economic Development Department hold open house in various communities. Human Resources staff attend community events and make presentations on the city's hiring process.

The city's Multilingual Services Policy guides departments in reaching culturally and linguistically diverse groups through the use of various languages in their communication and outreach initiatives.

Toronto public health has hired staff who have valuable knowledge and experience of the cultures and integration issues of immigrants. Staff speak approximately 30 languages to serve immigrants in program such as the Peer Nutrition Program, Healthy Babies Healthy Children Family Home Visitor Program, Dental and Oral Health Program and the TB Prevention and Control Program (p. 29).

Community organizations. Similar to London's counterparts, Toronto community organizations provide employment counselling, job preparation workshop services funded by Federal Government. Besides, Toronto community organizations have also established various forms of partnership with City Hall. A good example is the above-mentioned Mentoring Program jointly operated by City Hall, the Consortium of Agencies serving Internationally Trained Persons (CASIP) and the Mentoring Partnership at Toronto Region Immigrant Employment Council (TRIEC).

Ethnical Neighbourhoods

London

Services, supports, practices and policies in London under this theme include City Hall's providing grants to community ethnical organizations to build community capacities; Community Arts Investment Program provided grants to multicultural festivals to celebrate diversity; and community organizations play a major role in strengthening neighbourhood (e.g., the United Way provides grants to build ethnical organization's capacities).

For example, as Kelly McManus said in her interview,

The City of London also provides community grants to organizations that work with newcomers and immigrants. For example, we fund neighbourhood resource centers (including LUSO, the Northwest London Resource Centre, the Glen Cairn Community Resource Centre, the Crouch Neighbourhood Resource Centre, and the South London Neighbourhood Resource Centre). These organizations typically provide outreach and culturally-sensitive services unique to the cultural groups living in those areas of the city.

Toronto

Similar to London, Toronto City Hall also provides grants to community groups to build their capacity. The Status Report (2005) states that the City's grants programs, procurement policy and community and economic development initiatives help immigrant communities build their capacities to participate in society. The City also provides grants to community organizations or multicultural events to celebrate diversity.

Another good policy is the Policy on City-Owned Space Provided at Below-Market Rent. Council has requested the Commissioner of Community and Neighbourhood Services and appropriate staff to establish standard criteria to determine the eligibility of community organizations to access city space at below market value. Through the Urban Development Service Department, the City is also working with the Toronto District School Board to coordinate lists of groups seeking affordable space. This initiative is to appropriately accommodate as many groups as possible within public owned space.

Similar to London, Toronto community organizations play an important role in advocating for support for community capacity building and celebrate cultural diversities.

Chapter 5, Discussions and Conclusion

Introduction

Chapter Five first summarizes the findings presented in the chapter four in order to "impose order on an unruly but surely patterned world" (Patton, 2002, p. 481) by identifying similarities and differences between these two cities in each theme. Next, it identifies good practices in Toronto that can possibly be adopted by London and presents some recommendations based on these identified practices, programs and policies. After this, it presents the overall significance of the study. The chapter concludes with the limitations of the study and suggestions for the future research.

The Summary of the Findings

This section provides a summary of the findings that are presented in Chapter Four. To better illustrate the differences and similarities, a table is prepared for each of the four general themes.

Summary for Systemic Change Theme

In terms of systemic changes (See Table 2), both cities have developed policies or policy framework to create a welcoming atmosphere for newcomers. Toronto City Hall, however, has developed more policies and programs which are not only richer in content but also contains monitoring and accountability provisions. The City Hall's great efforts to implement these policies are very impressive. Non-government organizations in both cities have played an advocacy role and help to change the overall thinking about the value of immigrant populations to the economy and culture of the cities.

Table 2 Comparing Systemic Change in London and Toronto

London	Toronto
London Human Rights Policy	Policy on Non-Discrimination
London City Hall's establishing the Race Relation Advisory Committee;	Workplace Human Rights and Harassment Policy that supports the creation of a work environment free from harassment and discrimination for everyone
London City Hall's presenting Race Relation Award	Vision Statement on Access, Equity and

each March	Diversity
London City Council's Adopting the Final Report of The Creative Task Force which provide 10 recommendations emphasizing the importance of creative class including immigrants	Action Plan and Recommendations on Community Access and Equity which are based on the work of the Task Force on Community Access and Equity since 1998
Establishing an Action Planning Steering Committee which consists of key players from City Hall and community organizations to create an action plan to welcome newcomers	City of Toronto Plan of Action for the Elimination of Racism and Discrimination
CCLC's Diversity Training Program	Elimination of Hate Activity Policy
N/A	Employment Equity Policy; Employment Equity Workforce Survey
N/A	Access and Equity Grants Program
N/A	Immigration and Settlement Policy Framework
N/A	Multilingual Services Policy
N/A	Action Plan for the Elimination of Racism and Discrimination, Labour Force Readiness Plan which emphasizes the importance of diversity in the City's labour force
N/A	The Observance Policy to avoid scheduling Council and Committee meetings on occasions that are of religious and cultural significance
N/A	Implementation of Public Education, Awards and Scholarship Programs
N/A	The Employment Accommodation Policy
N/A	On-going Community Based Policy Development Processes such as the facilitation of Community Advisory Committees and Working Groups
Community Organization Playing an Active Role in advocacy for positive changes, cultural sensitive training, equitable access, community capacity building, and civic engagement	Community Organization Playing an Active Role in advocacy for positive changes, cultural sensitive training, equitable access, community capacity building, and civic engagement

Summary for Settlement Theme

In terms of immigrant settlement services and supports (See Table 3), both City Halls provide general services directly to all residents in the cities including newcomers. They also provide grants to non-profit community organizations to support immigrant settlement indirectly. However, Toronto city hall has some good practices and policies such as the Policy Framework for Immigration and Settlement,

a portal for immigration and settlement and information access points in various easily accessible public places. Non-government organizations in both cities are funded by all levels of governments and provide primary settlement services directly to immigrants. However, non-government organizations in Toronto have some good programs to address special issues involving women and seniors.

Table 3 Comparing Settlement Services in London and Toronto

London	Toronto
London City Hall's promoting harmonious racial relations and implement recommendations in the Final Report of the Creative Task Force to create a welcoming climate for facilitating immigrant settlement	City Hall's various policies to facilitate immigrant settlement such as Immigration and Settlement Policy Framework
London City Hall's providing grants to community organizations to support immigrant settlement indirectly	City Hall's providing general services to residents including immigrants
City Hall's facilitating the community-initiated Action Planning Process to create a welcoming climate for immigrant settlement	City Hall's providing funds to immigrant settlement organizations;
N/A	City Hall's establishing a website for immigrants and settlement
N/A	City Hall's providing information access points in public places
Community organizations' role in providing primary settlement services such as orientation, language training, and referral	community organizations' providing primary settlement services such as orientation, language training and referral
N/A	Community organizations' providing specialized program to deal with issues related to women and seniors.

Summary for Employment Theme

In terms of Employment Services (See Table 4), City Hall for both cities provides Ontario Works services to newcomers. However, Toronto City Hall has more and better developed policies and policy framework to create good workplace climate for newcomers. In addition, the departments in Toronto City Hall have more good practices to facilitate the integration of immigrants into local workforce. Both cities have done a good job in establishing partnership with non-government

organizations (London Economic Development Corporation and Toronto's Joint initiative—Mentoring

Partnership Program).

Table 4 Comparing Employment Services between London and Toronto

London	Toronto
City Hall's implementing policies and recommendation of the Creative Task Force recommendations to facilitate immigrant employment	City Hall's various policies to facilitate immigrant employment such as Immigration and Settlement Policy Framework
City's Hall's providing Ontario Work services and supports to immigrants; City Hall's providing grants to community immigrant employment organizations to support immigrant settlement indirectly	City's Hall's providing Ontario Work services and supports to immigrants; City Hall's providing grants to community immigrant employment organizations to support immigrant settlement indirectly
N/A	Implementing Employment Equity Policy to ensure the workforce of the City Hall and its agencies boards and commissions represent the proportion of the population
N/A	The city has committed to providing 10 internship positions through Career Bridge in 2005
N/A	the Social Service Division has service agreements with a number of community agencies
N/A	the Human Resources Division in conjunction with the Chief Administrative Officer's staff has developed a mentoring program called Profession to Profession to facilitate Internationally Trained Professionals
N/A	the Technical Service Division, in collaboration with adult learning centers and adult day schools, provide co-op program to internationally trained engineers
N/A	Economic Development Division co-sponsors an annual Internationally Educated Professionals Conference; Economic Development Division has developed a Toronto Labour Force Readiness Plan to examine labour force supply and demand at he city region level
N/A	the City of Toronto has been supporting the community-based service sector through its grant programs;
N/A	Departments/Divisions use specific outreach methods to reach culturally and linguistically diverse groups of applicants;
N/A	and Toronto public health has hired staff who

	have valuable knowledge and experience of the cultures and integration issues of immigrants.
Community organizations' role in providing primary employment services such as employment counselling and job preparation programs	Community organizations' role in providing primary employment services such as employment counselling and job preparation programs
Community organizations have developed various partnership with City Hall (e.g., LEDC)	Community organizations have developed various partnership with City Hall (e.g., Mentoring program)

Summary for Neighbourhood Theme

Both City Halls have committed to providing grants to support ethnical neighbour capacity building and to celebrate cultural diversity (See Table 5). Community organizations in both cities play an important role in advocating for support for community capacity building and celebrate cultural diversities. Toronto, however, has a City-Owned Space Provided at Below-Market Rent Policy and a partnership with School Board to offer affordable space for community organizations.

Table 5 Comparing Neighbourhood Services and Supports in London and Toronto

London	Toronto
City Hall's providing grants to community ethnical organizations to build community capacities	Toronto City Hall provides grants to community groups to build their capacity
Community Arts Investment Program provided grants to multicultural festivals to celebrate diversity	The City also provides grants to community organizations or multicultural events to celebrate diversity
N/A	Policy on City-Owned Space Provided at Below-Market Rent
N/A	The City works with the Toronto District School Board to coordinate lists of groups seeking affordable space
Community organizations play a major role in strengthening neighbourhood (e.g., the United Way provides grants to build ethnical organization's capacities).	Toronto community organizations play an important role in advocating for the support for community capacity building and celebrate cultural diversities

Good Services, Practices, Programs and Policies in Toronto and Recommendations

Based on the summary of the similarities and differences between the two cities, some good services, practices, programs and policies in Toronto can be identified and recommendations are provided and displayed in Table 6.

For systemic change theme, good services, practices, programs and policies in Toronto include Action Plan and Recommendations on Community Access and Equity which are based on the work of the Task Force on Community Access and Equity since 1998; City of Toronto Plan of Action for the Elimination of Racism and Discrimination Immigration; and Settlement Policy Framework. These policies create a comprehensive framework to guide the City Hall and communities in dealing with equity and diversity issues. Besides, these policies have strong implementation, measurement, evaluation, budgetary and accountability components, which reflected the City Council's strong commitment to bring about meaningful and visible changes in creating welcoming climate for diversified residents including immigrant population. City Council's commitment is also evidenced by its request for CAO to prepare status reports about the implementation of these policies in various departments (2003 Status Report and 2005 Status Report) and its continuous development of new policies to further address the equity and diversity issues (these policies, along with other policies listed in Table 1, are developed in a chronological order and each builds on another).

Therefore, it is recommended that the City of London, building on the work of the Creative City Task Force recommendations, develop a comprehensive policy framework to promote access, equity and diversity in the City Hall and the communities. It is also recommended that the policy framework contain strong implementation, measurement, evaluation, budgetary and accountability components to create meaningful systemic changes in the City.

For the Settlement Theme, the good services, practices, programs and policies include City Hall's various policies to facilitate immigrant settlement such as Immigration and Settlement Policy

Framework; City Hall's establishing a portal for immigrants and settlement; City Hall's providing information access points in public places; Community organizations' providing specialized program to deal with issues related to women and seniors.

Therefore, it is recommended that the City of London, building on the work of Action Plan Steering Committee to welcome cultural diversity, create a comprehensive framework for immigration and settlement to guide the City Hall's supports for immigrant settlement including acclimation and adaptation stage. It is also recommended that the City of London, establish a portal for immigration and settlement on the City's official website and create information access points in public places such as libraries, parks and recreation centers, public transit and hospitals to provide information necessary for successful settlement and adaptation. In addition, It is recommended that the community organizations, building on the current general settlement services, seeks after financial supports from all orders of governments including London City Hall to create specialized programs to deal with immigrant women and seniors issues.

For the employment theme, good services, practices, programs and policies include implementing Employment Equity Policy to ensure the workforce of the City Hall and its agencies boards and commissions represent the proportion of the population; partnering with community organizations to provide internship and co-op positions and implement mentoring programs for internationally trained professionals so that they can be integrated into the workforce more quickly and smoothly.

Therefore, it is recommended that the City of London develop and implement workforce equity policy to ensure its workforce represent the proportion of the city population. It is also recommended that the City of London, building on the current partnerships with the London Employment Sector Council (ESC), London Economic Development Corporation (LEDC), Chamber of Commerce,

TechAlliances and WiL Employment Connections, provide internship and co-op positions and implement mentoring programs for internationally trained professionals.

For the Ethnical Neighbourhood theme, good services, practices, programs and polices includes providing grants to support community capacity building and celebrating cultural diversity; establishing and implementing City-Owned Space Provided at Below-Market Rent Policy and working with Toronto's District School Board to coordinate lists of groups seeking affordable space.

Therefore, it is recommended that the City of London provide more grants to support community capacity building and celebrating cultural diversity. It is also recommended that the City of London establish and implement City-Owned Space Provided at Below-Market Rent Policy and work with London's District School Boards to coordinate lists of groups seeking affordable space to provide affordable space for community organizations.

Table 6 Recommendations for the City of London

Systemic Change	1. It is recommended that the City of London, built on the work of the Creative Task Force recommendations, develop a comprehensive policy framework to promote access, equity and diversity in the City Hall and the communities.
	2. It is recommended that the policy framework contain strong implementation, measurement, evaluation, budgetary and accountability component to create meaningful systemic changes in the City.
Settlement	3. It is recommended that the City of London, building on the work of Action Plan Steering Committee to welcome cultural diversity, create a comprehensive framework for immigration and settlement to guide the City Hall's supports for immigrant settlement including acclimation and adaptation stage.
	4. It is recommended that the City of London, establish a website for immigration and settlement on the City's official website and create information access points in public places such as libraries, parks and recreation centers, and hospitals to provide information necessary for successful settlement and adaptation.
	5. It is recommended that the community organizations, building on the current general settlement services, seeks after financial supports from all orders of governments including London City Hall to create specialized programs to deal with immigrant women and seniors issues.
Employment	6. It is recommended that the City of London develop and implement workforce equity policy to ensure its workforce represent the proportion of

		the city population.
	7.	It is recommended that the City of London, building on the current partnerships with Employment Sector Council (ESC), London Economic Development Corporation (LEDC), Chamber of Commerce, TechAlliances and WiL Employment Connections, provide internship and co-op positions and implement mentoring programs for internationally trained professionals.
Neighbourhood	8.	It is recommended that the City of London provide more grants to support community capacity building and celebrating cultural diversity.
	9.	It is recommended that the City of London establish and implement City-Owned Space Provided at Below-Market Rent Policy and work with London's District School Boards to coordinate lists of groups seeking affordable space to provide affordable space for community organizations.

Overall Significance of the Study

To achieve the Strategic Visions and position the City of London in the top rank of mid-sized cities in Canada, London needs to attract and retain immigrants to fill in the gap of labour force, to attract international investment from immigrant entrepreneurs and to encourage the creativities of the immigrant professionals. This study compares immigrant services, practices, programs and policies in the City of London and the City of Toronto with a purpose to identify good services, practices, programs and policies in the City of Toronto and to inform policy makers and service providers in the municipal government and community organizations in the City of London who, at the this time of writing, is striving to implement the Creative City Task Force recommendations and develop an action plan to welcome cultural diversity in the City.

The study will also inform policy makers and service providers in the area of immigrant services in other mid-sized cities such as Hamilton, Windsor and Waterloo. Theses cities experience similar problems and issues in terms of immigrant settlement, employment, neighbour and systemic change. Therefore, the recommendations from this study will also be applicable to these cities.

The study may also inform policy makers and service providers in the City of Toronto. By identifying good practices and policies in the City of London, Toronto may benefit from London experiences.

Limitation of the Study and Suggestions for Future Studies

There are two major limitations for this study. First limitation is that this comparative study is conducted between a mid-sized city with a population of about 330,000 and a huge city with a population of about 25,000,000. As a result, good practices and policies in Toronto may not necessarily be directly applicable in London because they are designed for the big city with a half of the population as immigrants. Besides, it is likely that immigrant issues may not have entered the political agenda and become strategic priorities in London and thus the recommendations may lack sufficient political and public supports for implementation. The future study may add some other mid-sized cities into the study so that the recommendations can be more applicable because of the similar population size. Besides, the applicability of the Toronto practices and policies in the City of London can be validated if the other cities have successfully adopted or adapted them in their jurisdictions.

Second limitation is that the study has covered a whole picture of immigrant services including settlement, employment, neighbourhood and systemic changes and taken both government and non-government organizations into considerations. Although it has an advantage of laying a general ground work for future study by familiarizing me with the major players and issues involved in the provision of immigrant services, the study lacks the in-depth analysis of each of the key players and key areas. Future study will build on this study and explore more deeply to gain more intimate understanding of the issues and provide more realistic recommendations.

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Appendices

Appendix A Letter of Information

I, Tiwei Huang, a Master's of Public Administration student in the Local Government Program, the Department of Political Science, the University of Western Ontario, under the supervision of Dr. Carol Agocs, intend to carry out a comparative study of the immigrant services, practices, programs and policies in the City of London and the City of Toronto. I am inviting you to participate in research. The University of Western Ontario and the Department of Political Science have approved this study.

The general purpose of this study is to compare London and Toronto in terms of immigrant services and supports and then identify good practices that London can learn from and act on. The study will help the City of London to improve their immigrant services and supports and to enhance the City as an appealing place to attract immigrant entrepreneurs, internationally trained professionals, skilled workers and investors. The other mid-sized cities will also benefit from this study.

To do this, a comprehensive literature review will be done on immigrant services and supports in both cities in terms of the six areas identified in an Action Planning Process aiming to welcome cultural diversity in the City (See Appendix B). To augment the literature review, key players in both cities will be interviewed. You will be asked to describe immigrant services and supports available in their own city in the six areas. You will also be asked to provide any documents, reports, and studies that can be used for further study. Finally, you will be asked to recommend other key players in these six areas for follow-up interviews. The interview will be tape-recorded with your permission to document the information as accurately as possible.

I am inviting you to participate in one of these interviews, if you meet the criteria. To meet the criteria, you should work in an organization which provides immigrant services or supports and whose target clients are London or Toronto residents. The second criterion was that you should be practising rather than retired managers or coordinators. The third criterion was that you should be at the level of manager or coordinator. These interviews, called one-on-one interviews, will consist of only one participant and me. The interview will be conducted at a time and a place of your choice. It will last for about an hour. You will be given interview questions ahead of time in order to help prepare for the session. The interview will be tape-recorded and the taped interview will be transcribed. I intend to take notes during the interview to make a written record of the sequence of questions and answers. I will write up these notes and keep them in a computer file. Then I will send the transcripts and notes to you in an email so that you will be able to verify the contents for accuracy.

I intend to collect both the responses and the official documents from the interviewees. Then I will report the findings aggregately. The findings will result in my MPA research report and perhaps other publications, such as an article in a referred publication, or a presentation at an educational conference.

There are no obvious confidentiality and privacy issues involved in the interview because you are requested to provide factual information about the services, practices, programs and policies. Your personal opinions will not be reported in the report.

I do not foresee any unusual risks involved in the participation of the study. Your participation is entirely voluntary. If you do not choose to participate, there are no consequences to you. If you choose to participate, you are not obliged to answer any questions that you find objectionable, and you are

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assured that no information collected will be reported to anyone who is in authority over you. You are free to withdraw from the study without reasons at any point, and there are no consequences to you. You may request removal of part or all of your data.

If you have any questions about this study, please contact me, Tiwei Huang, at 519-619-0768, or email me at thuang8@uwo.ca. You can also contact my supervisor Dr. Carol Agocs, Director of the Local Government Program, the Department of Political Science, the University of Western Ontario, either by phone (661-2111 x84929) or by email (cagocs@uwo.ca).

Yours sincerely,

Tiwei Huang

Appendix B Consent Form

Title: Comparing Immigrant Services, Practices, Programs, and Policies in the City of London and the City of Toronto: The Implications for the City of London

I have read and retained a copy of the letter of information concerning the research entitled *"Comparing Immigrant Services, Practices, Programs, and Policies in the City of London and the City of Toronto: The Implications for the City of London."*

All my questions have been sufficiently answered. I am aware of the purpose and procedures of this study. I know that I will be interviewed and the interview will be tape-recorded. I am aware that the interview will take approximately one hour, but that I will be given the interview questions ahead of time in order to help prepare for that session. I know that I will verify the transcript sometime after the interview has occurred.

I have been notified that my participation is voluntary and that I may withdraw at any point during the study without any consequences to myself. I am aware that the participants' responses to each of the questions asked in the interview will be reported aggregately. I understand that the findings will result in the interviewer's MPA report and perhaps other publications or conference presentations. I have been told that there is no obvious confidentiality and privacy issues involved in the study because I will only be asked to provide factual information about immigrant services, practices, programs and policies in my city. I have been provided with the appropriate contact information in case of questions, concerns, or complaints about participation in this study.

If I have questions, I will contact Tiwei Huang at 519-619-0768, or email him at thuang8@uwo.ca. I can also contact his supervisor Dr. Carol Agocs, Director of the Local Government Program, the Department of Political Science, the University of Western Ontario, either by phone (661-2111 x84929) or by email (cagocs@uwo.ca).

I agree to participate in the interview under the terms specified in the Letter of Information.

Name: _____

Email: _____

Signature of Participant: _____

Date: _____

Please keep one copy of the consent form. Sign and return the second copy to me at the following address by May 30th, 2004: 10F, 244 Sir John A. Macdonald Blvd., Kingston, ON., Canada K7M5W9

Check here if you would like a copy of the summary of the findings. Yes____   No____

Title: Comparing Immigrant Services, Practices, Programs, and Policies in the City of London and the City of Toronto: The Implications for the City of London

Time of Interview:
Date:
Place:
Interviewer:
Interviewee:
Position of Interviewee:

[Turn on the tape recorder and test it.]

Questions:

[Ice-breakers] [Ask interviewees how long they have been in the Toronto City Hall]
Probes: How do you like your job?
           What do you especially like your job?

The following interview questions will be used to interview key players in the area of immigrant services and supports in the City of Toronto and the City of London.

1. What immigrant services and supports are available in the City of Toronto, including those provided by both government agencies and non-profit organizations in the following 6 thematic areas?
    *   Settlement (key issues include: settlement service gaps; settlement information gaps; settlement needs of high-need groups such as refugees; settlement needs of immigrants at different stages, e.g., newly arrived immigrants or those who have been here for a long time but still have settlement needs); (governments' role and community organizations' role)
    *   Income/employment (key issues include: Canadian education and working experience; Accreditation/certification; employer awareness/aversion; underemployment; low-income/poverty status); (governments' role; community organizations' role)
    *   Ethnical neighbourhood (key issues include: ghettoization; isolation; physical planning; capacities within neighbourhoods; celebrating diversity); (governments' role; community organizations' role)
    *   Cultural competency and access to services (key issues include: cultural competency of service providers; access to services such as health, mental health, housing, transportation, child care, and interpretation); (governments' role; community organizations' role)
    *   Social inclusion (key issues include: social networks; volunteering; engaging newcomers in planning; access to information; racism/discrimination); (governments' role; ethnical organizations' role)
    *   Systemic change (key issues include: changing the "deficit-based" way of thinking about newcomers (what they lack, what they need) and begin to recognize and celebrate the value added by newcomers); (governments' role; community organizations' role)

2. What documents and studies can you provide in immigrant services and supports within the City of Toronto in terms of the six areas?

3. Can you recommend some other key players in immigrant services and supports in the City of Toronto, including government agencies and non-government organizations, in terms of the six areas? How can I get in touch with them to know more details about their roles and their practices?

[Thank the participants for their cooperation and participation in this interview. Inform them of the follow-up verification of the accuracy of the transcripts].