

Welcoming Cultural Diversity in London

A Community Action Plan

Prepared by: City of London, Department of Community Services
On behalf of the Welcoming Cultural Diversity in London Steering Committee

Spring, 2006

Table of Contents

Executive Summary	3
About London's Community Action Plan	4
Community Steering Committee	4
Guiding Principles	5
About Immigrants, Newcomers, and Refugees in London	6
Literature Review	18
Priority Areas for Action	19
Income	20
Neighbourhoods	21
Services & Supports for Newcomers	22
Social Inclusion – Civic Engagement	23
Systemic Change	24
Appendix A: Welcoming Cultural Diversity in London – Towards an Action Plan	25
Appendix B: Profile of Immigrants in London	26
Appendix C: Other Identified Issues Related to Supporting Newcomers in London	29

EXECUTIVE SUMMARY

The focus of this action plan is to identify and define four to six action steps , or "identified changes that will make a significant, positive difference," in London as it seeks to better support newcomers and immigrants. Although the issues related to supporting these individuals and families are complex, the action plan focuses exclusively on areas where our community can make a meaningful impact at the local level.

In doing so, the work of the Welcoming Cultural Diversity in London steering committee was intended to build on existing community work in this area. This includes building on recommendations from sector specific reports such as those related to employment/ economic development and culture.

Priority Area	Recommended Community Action
Income	Building on the recommendations of the Creative City Task Force, the Employment Sector Council of London and Middlesex (ESCLM) will sponsor a funding proposal to develop an Immigrant Employment Task Force in London. The Task Force will: <ul style="list-style-type: none"> ▪ Engage employers to secure their involvement with immigrant employment issues and opportunities; ▪ Network the agencies involved with supporting the integration of immigrants into the work environment to best coordinate information dissemination; and ▪ Convene a summit on Immigrant Employment in London and Region.
Neighborhoods	A workshop will be held that will allow London's existing network of neighborhood-based services to showcase local models of success; share ideas and empower other communities; and confirm the specific issues and opportunities within different neighborhoods/communities of need. Settlement issues will be discussed as part of this work.
Social Inclusion and Civic Engagement	The City of London will be encouraged to develop and implement a municipal plan that outlines their role as a community leader in fostering social inclusion and civic engagement of newcomers.
Services and Supports	London's Community Funders Network will work together to: examine how to sustain long-term community development versus project funding to better support neighborhood services; showcase good examples of successful culturally competent services and initiatives in London and other communities; and enhance expectations of funded service providers to provide culturally appropriate programs, demonstrated through performance measurement.
Systemic Change	A workgroup will be struck to develop a made-in-London strategy to educate Londoners about local diversity. Media and communications will play a key role in implementation.

ABOUT LONDON’S COMMUNITY ACTION PLAN

In June, 2004, the City of London and the United Way of London and Middlesex co-hosted a community session called “Painting by Numbers.” At the event, participants heard the latest research from Statistics Canada, the Federation of Canadian Municipalities, and the Canadian Council on Social Development. As part of the session, participants identified the top issues where London needs further research and action. Immigrants and newcomers to London was one of these priorities.

At that time, community stakeholders suggested some of the organizations, service providers, planners, and funders who should play a role in the planning process. An open invitation was also extended to community service providers in late 2004 to participate in a planning group to address this issue. Together, this information led to the formation of a community planning steering committee in March, 2005. The group was formed under the leadership of the City of London, Department of Community Services and the United Way of London and Middlesex.

The steering committee identified the scope of the project to be “Welcoming Cultural Diversity in London.” While the term “newcomer” represents considerable diversity (see “Definitions”, page 4), the term will be used throughout this plan to refer to immigrants (recent or otherwise), refugees, and classifications thereof.

Community Steering Committee

The steering committee represented a number of sectors including employment and labour market, community development and neighborhood resource centres, settlement services, government, and funders. Members of the steering committee were:

Name	Organization
Mimi Lo	Canadian Heritage, Multiculturalism & Aboriginal Programs
Kelly McManus	City of London, Department of Community Services (co-chair)
Raul Lobet	Community Services Coordination Network Diversity Project
Deb Mountenay	Local Training Board
Mary Williamson	London Cross Cultural Learner Centre
Jeny Wallace	London Economic Development Corporation
Ann Doumkou	London Intercommunity Health Centre
Elisabete Rodrigues	LUSO
Mohammed Al-Adeimi	South London Neighborhood Resource Centre
Tiwei Huang	Student, University of Western Ontario
Ruth Young	United Way of London and Middlesex (co-chair)
Dharshi Lacey	WIL Employment Connections

The planning process was facilitated by Social Research and Planning, City of London. Terms of reference for the steering committee are attached as Appendix A.

The focus of this action plan is to identify and define four to six action steps ~ "identified changes that will make a significant, positive difference" in London as it seeks to better support newcomers and immigrants.

Guiding Principles . . .

The following principles were defined by the Steering Committee as being important to guide the development and implementation of this community action plan:

- Supporting newcomers in London means involving, respecting, and valuing their contributions as members of our community.
- Engaging newcomers and ethnic organizations requires the effort of our entire community. Being welcoming is not simply targeting supports to those "in need."
- Advocacy efforts, including working with the media, are key to engaging all Londoners in this important issue.

What Do We Mean By "Action?"

For the purposes of this community action plan, action steps were defined as being:

- Local in scope;
- SMART - specific, measureable, achievable, realistic, and time limited;
- Efforts that build on existing community work in this area. This includes building on recommendations from sector specific reports such as those related to employment/ economic development and culture as outlined above.

Areas of Focus

The overarching "areas of focus" identified to guide the community action plan are:

- Policy development
- Community development
- Community education

**OUR KEY COMMUNITY RESOURCE:
Engaging and encouraging ethnic organizations**

Ethnic organizations exist throughout the community, acting as leaders and points of access in engaging members of their own community. These groups are trusted supports to individuals and families, a place where newcomers feel welcome. Some examples include the Somali Association and the former Vietnamese Association.

Such organizations, however, are typically stretched beyond capacity, and often lack resources to support their activities. In a limited resource environment, building capacity and sustainability must look beyond funding to share expertise, create linkages, and provide opportunities to learn from one another and from established service providers in the community.

Areas for action should include:

- Linking with leaders of these organizations;
- Providing information via these existing networks; and
- Enable them to have a voice in decision making.

ABOUT IMMIGRANTS, NEWCOMERS, AND REFUGEES IN LONDON

The following information summarizes key themes and data regarding immigrants, newcomers, and refugees in London. In order to build on local planning and needs identification efforts, special attention is given to noting priorities and issues already identified by community service providers.

Further details are available in the virtual resource binder "Welcoming Cultural Diversity in London" prepared by the City of London, Social Research and Planning team. This resource is available on-line at www.london.ca/launchpad, or by contacting us at socialresearch@london.ca or 661-5336.

Immigration is Increasing our Ethnic and Cultural Diversity

Immigration is in the process of dramatically altering the ethnic, linguistic and cultural personality of larger Canadian cities. An aging population and low birth rates will heighten the importance of immigration and internal migration. While Vancouver and the Greater Toronto Area (GTA) are experiencing this trend to the greatest extent, we know that immigration and diversity is an important issue impacting London today and increasingly in the future. A demographic profile of immigrants in London is attached as Appendix B.

Definitions

There is considerable diversity across immigrants, newcomers, and refugees in our community. According to Statistics Canada definitions:

- ❖ An **immigrant** as a person who is, or ever has been, a landed immigrant in Canada. According to the 2001 Census, London was home to 69,175 immigrants, making up one fifth (20.5%) of London's total population (336,680). Numbers of immigrants in London increased by 31% from 1981 to 2001, with most of the growth occurring between 1986 and 1996. Our proportion of immigrants in London has generally remained consistent over the past 20 years.
- ❖ Some of London's immigrants have been living in Canada for many years and some have arrived more recently. **Recent immigrants** are defined as immigrants who immigrated to Canada between 1991 and 2001. In 2001, 14% (9,620) of all immigrants had immigrated to London between 1996 and 2001. An additional 12.8% (8,855) of immigrants had immigrated between five and ten years ago.
- ❖ **Non-permanent residents** are persons who, at the time of the Census, held a student or employment authorization, Minister's permit or who were refugee claimants, as well as family members living with them. The number of non-permanent residents in London has doubled in the last five years increasing from 1,455 in 1996 to 3,040 in 2001.

London falls slightly below the average of immigration-led population growth for all QOLRS communities (29%), which includes large growth areas such as Vancouver and the Greater Toronto Area (GTA). The least immigration-led growth was in Quebec, Halifax, and Saskatchewan (Federation of Canadian Municipalities (FCM) Quality of Life Reporting System, 2005).

Classifications of Immigrants

Immigrants can be accepted to Canada under different classifications:

- **Economic immigrants** come to Canada as skilled workers, entrepreneurs or investors.
 - **Family-class immigrants** are joining a partner or parent who is already a permanent resident in Canada.
 - **Refugee class immigrants** are fleeing persecution in their home country and are either sponsored by the government or a group in Canada.
- The number of economic immigrants (principal applicants only) arriving in the London Census Metropolitan Area (CMA) increased until 2000 and has since plateaued.
 - The number of family class immigrants in London has grown slightly each year.
 - **In 2002, the London CMA had a higher proportion of refugees (27%) than the Provincial average (9%).** According to the London Cross Cultural Learner Centre, in the past four to five years, our community has seen refugee arrival numbers more than double. Due to recent federal policy changes, this trend has basically stopped as of 2005. The impact, however, remains.

Recent Immigrants Tend to be Younger

Recent immigrants who settled in London between 1991 and 2001 are younger than the general population. In 2001, 60% of recent immigrants in London were under 44 years of age, compared to 48% of London's general population being younger than 44 years.

Recent Immigrants are More Likely to be Economically Vulnerable

Compared with London's total population, recent immigrants have a lower average total income. The average total income of the total population is \$31,021 per year, while the average total annual income of all immigrants is close to this amount (\$29,895). Recent immigrants have an average total annual income that is 40% lower than the total population's (\$18,610).

Recent immigrants with employment earn 35% less, on average, than the total employed population. The average annual employment income of the total population is \$32,441, while recent immigrants earn \$21,075 per year.

The unemployment rate for recent immigrants in London has improved in the past decade, from 19.1% in 1991 to 14.7% in 2001. However, the recent immigrant unemployment rate remains almost double that of the general London population (6.7%) (FCM, 2004).

Success in the labour market is increasingly tied to levels of education and skill specialization. As a result, the anticipated long-term decline in the size of the labour force will become a problem for economic growth if the next generation is not equipped with adequate levels of training. Similarly, increased immigration will not adequately address labour market needs without more rapid recognition of newcomers' credentials and experience (FCM, 2005).

Note: The London CMA consists of the Cities of London and St. Thomas and the Townships of Central Elgin, Middlesex Centre, Southwold, Strathroy-Caradoc and Thames Centre.

An Increasing Need for Economic Reliance on Immigration

According to the London Economic Development Corporation's (LEDC) Workforce Development Strategy (November, 2004), London has not been able to attract as many immigrants as other cities and many who settle here are unable to gain employment or are underemployed.

Population Growth Rates (1996-2001 census)

Toronto	Hamilton	St. Catharines/ Niagara	Kitchener	London	Windsor
Total population					
9.81%	6.03%	0.98%	8.02%	8.46%	10.59%
Total visible minority population					
27.98%	31.63%	25.29%	29.44%	26.30%	42.42%
Visible Minorities as % of total population					
16.55%	24.15%	24.07%	19.83%	16.45%	28.78%

According to the LEDC report, London is in the path of “a demographic time bomb”. A declining birth rate combined with an aging workforce means that we are facing an increasing shortage of workers.

- Approximately 30% of Ontario workers will leave the workforce due to retirement by 2015;
- 50% of companies surveyed in 2003 by the Ontario Chamber of Commerce said their skilled trades workers will be retiring over the next 15 years;
- 40% of those participating in the Chamber study said they will face a skilled trades shortage in less than five years; and
- 50% of local companies surveyed by the LEDC said that they are either currently experiencing a shortage of skilled workers or that they are concerned about the issue.

Without immigration, Ontario's labour force would experience sharp declines rather than the slower rates of growth that are projected (Labour Market and Training Division, Ministry of Training, Colleges, and Universities).

Locally, the following strategies are required to tap into the skills immigrants have to offer:

- *Creating an environment that is welcoming and supports the employment of immigrants, including those who are already in London and are currently unemployed or underemployed.* Current local initiatives include the New Canadian Work Connections project which works with the employment sector to help foreign trained workers enter the Canadian workforce in positions that utilize their existing skills.
- *Targeted immigration to attract quality workers to London and programs to help immigrants gain the skills and certification they need to get them on the job quickly.* Current local initiatives include the International Skills Connections project – designed to develop partnerships with communities in other countries to tap into their oversupply of skilled workers.

Voices for Change

Local experts agree that **immigrant skills are not being used to their full potential**. Change is required from the government, regulatory bodies, employers and educational institutions in order to support immigrants' opportunities to use their skills to their full potential, contribute productively to the economy and provide for themselves and their families.

In October, 2003, "Voices for Change: Making Use of Immigrant Skills to Strengthen the City of London" was released. The aim of the report is to raise awareness about the need to use the skills of immigrants more fully and to mobilize people to call for change, and the process was guided by a diverse steering committee of community members from the business, political, immigrant, non-profit and labour sectors.

Local data shows that a high number of immigrants living in London are educated in trades required to meet local labour market needs, most notably nurses, teachers, physicians and engineers. For example: 139 professional engineers, 76 medical professionals and 54 teachers were new clients of the Cross Cultural Learners' Centre between April 2002 and March 2003. A total of 245 medical professionals have been clients of the Cross Cultural Learner's Centre between 1999 and 2003. Many of these clients were educated in the top ten professions needed by London.

- A local inventory of over 1,678 immigrant professionals and skilled trade workers found that, while almost all (99%) respondents were of prime working age (20 – 49 years), were generally well educated, and almost all (99%) were looking for work:
 - 40% were unemployed;
 - 76% of those employed were working in fields other than their profession or trade;
 - Men were much more likely (60%) to be unemployed than women (17%);
 - Of the immigrants with professions identified as being the top 10 in demand in London: 62 engineers, 38 teachers and 14 nurses were unemployed.
 - Top perceived barriers to employment included: a lack of Canadian experience (38%), a lack of Canadian certificate (28%); lack of references and networks (13%) and difficulties with English (7%).

(Silveira-Wojtowicz, E., March 1999, Sponsored by The Coalition of Canadian Immigrants and WIL Counseling and Training for Employment. Funded by the Ministry of Education and Training).

- Between 1997 – 2003, 18 nurses, 38 teachers, and 15 physicians arrived in London, according to Citizenship and Immigration Canada data.
- In Ontario, the unemployment rate of internationally educated professionals is over three times as high as that of other Ontarians, according to a recent study on immigrant professionals in regulated fields (Ministry of Training, Colleges and Universities, 2003).
- 6 in 10 immigrants already working did not work in the same occupational field as they did before coming to Canada (Statistics Canada's Longitudinal Survey of Immigrants to Canada, 2003).
- It now takes more than 10 years before the unemployment rate among immigrants drops to the level of native-born Canadians. This is double the time it took 20 years earlier (Canadian Labour and Business Centre, 2003).

Increasing Opportunities for Visible and Racial Minorities to Gain Employment

In April, 2003, the Elgin, Middlesex, Oxford Local Training Board (EMOLTB) gathered regional representatives from different visible/racial (V/R) minority groups to generate strategies to increase the opportunities for V/R minorities to gain employment. The session included an analysis of strengths, weaknesses, opportunities and threats related to local employment barriers and opportunities facing visible/racial (V/R) minorities.

OPPORTUNITIES

- ❖ Working in the school system
- ❖ Working within community organizations
- ❖ Recognition/acceptance of foreign qualifications/experience
- ❖ The legal profession – working with immigrants and within human rights realm
- ❖ All levels of politics
- ❖ Entrepreneurial opportunities (small businesses)

THREATS

- ❖ Prejudice and racism
- ❖ Economic conditions (i.e. unemployment, competition for jobs, etc.)
- ❖ Racial profiling leading to lack of access for loans
- ❖ Changing government policies

STRENGTHS OF THE LONDON COMMUNITY

- ❖ Presence of several active community organizations
- ❖ Institutions for education and higher learning present and active
- ❖ Active planning groups to coordinate and streamline specific group activities
- ❖ Several large employers and proximity to major business centers
- ❖ Health and research industry

WEAKNESSES OF THE LONDON COMMUNITY

- ❖ Shortage of resources: funding, training, H.R., technology
- ❖ Environmental perception of V/R minorities and reluctance to change
- ❖ Personal fear and self-isolation. Perception of “not being able to...”
- ❖ Policies, initiatives to support, promote access to opportunities (lack of)
- ❖ Lack of V/R minorities in visible leadership positions in all areas (government, business, etc.)

At the session, the group also identified the top ten strategies that, if addressed, could have the greatest impact on V/R minorities gaining employment. These strategies were as follows:

Strategies to Increase the Opportunities for Employment of V/R Minorities

1. Work toward acceptance in all industries/levels to accept foreign qualifications/experience
2. Utilize established individuals/businesses as resources to newcomers
3. Political initiative to support, promote access to opportunities
4. Strengthen the presence of active community organizations to decrease the threat of prejudice and racism
5. Fully use Internationally Trained Professional Programs
6. Use community organizations to assist people in overcoming personal fears
7. UWO/Fanshawe to provide research that demonstrates the benefits of hiring V/R minorities
8. Develop strategies to work with local employers to increase employment of V/R minorities
9. Increase V/R minorities in leadership positions
10. Increase loans for V/R minorities

A priority-setting exercise in March, 2004, identified the top three strategies that would have the greatest impact on increasing the opportunities for V/R minorities to gain employment:

- ❖ Develop strategies to work with local employers to increase employment of V/R minorities;
- ❖ Develop political initiatives to support and promote access to opportunities; and
- ❖ Work toward all industries/levels accepting foreign qualifications/experience.

The Creative Cities Task Force Report

City Council established the Creative Cities Task Force in the fall of 2004, with a broad mandate to look at the economic opportunities for London in the emerging 'Creative Cities' era. The Task Force and the supporting Working Group were made up of over thirty community leaders who represented a broad cross section of the London community. London City Council approved the Creative Cities Task Force Report in June 2005. It contains 87 recommendations which are currently being implemented, many of which relate specifically to the attraction and retention of immigrants, website diversity and multiple language links development, hosting a Diversity Conference with the London Cross Cultural Learner Centre and changing how London thinks about itself.

The Report's *Strategic Goal Number 2* recognizes the importance of ensuring London is a welcoming place for immigrants and newcomers and supports cultural diversity:

"The City of London commits sufficient resources to assist in enhancing London as an appealing business location for creative and immigrant entrepreneurs, internationally trained professionals, skilled workers and investors, and commits to realizing the full economic potential of the creative sector and its importance to London's prosperity, development and assessment growth. London welcomes and supports newcomers and persons representing a broad spectrum of diversity, by assisting them to establish themselves and feel comfortable as part of the London community" (page 19).

Creative Cities indicates the need for our community to support and celebrate London's diversity and aggressively push for more immigration and more international investment in our city. Among its recommendations, the Task Force emphasizes the need to promote business through diversity:

- ❖ The City will continue to support the Cross Cultural Learners Centre 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 work-place opportunities (recommendation 16); and
- ❖ The City will continue to support the work of the 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 (recommendation 7):
 - 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 (i.e., business conversation circles);
 - A workforce development summit in 2006; and
 - Improving workforce practices of London employers to be inclusive of new Canadian workers.

At-Risk Ethno-Cultural Communities in London

Consultation with key stakeholders¹ as part of the Wraparound Cultural Diversity project (2004) has identified the following as currently being some of London's most at-risk ethno-racial communities.

By naming these specific communities, it is important not to create new stereotypes, but to recognize the unique – and shared – challenges between these communities.

Unique Communities

- ❖ **Sudanese:** The Sudanese community is, in itself, very diverse based on factors that include: geography (North and South), ethnicity (Arab and African), and religion (Muslim and Christian). Service delivery becomes complicated given the number of languages in the population. For the purposes of service delivery, knowledge and appreciation of diversity in the Sudanese population is a necessary starting point to provide effective, accessible services.
- ❖ **Somali:** The Limberlost Resource Centre (it is estimated that approximately 60 families live in the Limberlost complex²) provides programming for women and children but none for men. A Somali Men's Group is leading further gathering of cultural information related to gaps in services.
- ❖ **Vietnamese:** Establishing a solid relationship with this group is challenging as interviews are conducted with the help of an interpreter and the information obtained is very fragmented. This may be due to reasons such as fear of authority, reluctance to disclose personal information, or difficulty in articulating their thoughts. It is speculated that most of this group has had unspeakable experiences related to war and torture. The main barriers to access to service continue to be poverty, language, transportation³, social isolation, and culture.
- ❖ **Cambodian:** As with the Vietnamese, the Cambodian community of North East London is very under-served. Most Cambodians have come to London as refugees with the trauma and consequent mental health problems of having experienced years of civil war and government repression. Many of the Cambodian parents are illiterate both in their own language, Khmer, and in English. Within this community, there has not been a tradition of reading, telling stories and singing together. The result is, on a preliminary observation basis, a social dislocation and family breakdown where the children quickly learn English and become acculturated to Canada while the parents are focused on basic survival that leaves them behind. The literacy factor and the lack of access to information and health services limit their betterment in life. Most of them are in a "survival mode."

¹ Participants included the Thames Valley District School Board, the London Cross Cultural Learner Centre, the London Inter-Community Health Centre, and Across Languages.

²Source: Somali Association of London

³The North East area of London is under serviced, with not many doctors, entertainment, shopping malls and grocery stores. The area has only one line of buses, which makes moving around London difficult and costly for a community already under duress. Efforts are being undertaken to enhance access to services in this part of our community.

- ❖ **El Salvadoran:** El Salvadorans live throughout London and do not have an association or club where they meet. Exploratory research with key informants and service providers suggests that close to 80% of El Salvadorians do not have adequate education levels compared to Canadian standards. Most are illiterate in their mother tongue. Many are on social assistance or work in low-paying jobs. This population is especially at risk, as this is one of the most numerous groups (other than Colombians).

Shared Challenges

According to the London Cross Cultural Learner Centre, these communities share common root factors that place them at-risk. These include:

- All are refugee populations who have experienced severe trauma prior to coming to Canada;
- Most had a very high percentages of non-English speakers in the adult population when they arrived in Canada;
- All are visible minority groups and may experience racism/discrimination;
- All have large populations who are living in poverty;
- Those in poverty do not qualify for retraining programs because of their long-term lack of employment;
- Many of these communities have been in Canada for many years and arrived when there were factory jobs where they worked with primarily their own language group and lost their English abilities while employed. They were left more vulnerable after the factory closures (they were Canadian citizens and did not qualify for many programs available to other immigrants);
- All have or had their own community organizations and community leaders who were very capable and effective at bridging with community and expressing their own needs. In many cases, these organizations have become inactive or ineffective because there is no funding to keep them going. As a result, resentment may build that makes it more difficult for "mainstream" service providers who try to come in after the fact and help out ("why do you have the resources and we don't?").

The following table outlines a number of barriers and/or gaps in services that appear to be common to all the groups:

Common Barriers and Gaps in Service Experienced by At-Risk Ethno-Racial Communities

- Fear of authority: Often experienced when dealing with community organizations (i.e., the Children's Aid Society, Ontario Works and Ontario Disabilities Support Programs). Advocacy plays an important role. Some work may be necessary in the service sector to further promote an understanding of these communities (i.e., diversity training for staff, establishment of partnerships with leaders of these communities).
- Adequate affordable housing: Subsidized housing in London might not be totally adequate as some families pay 65% of their income in rent. In some cases, large Somali families, for example, have more than six children living in dwellings with not enough room in them.
- Unemployment: For professionals this is a constant source of stress and resentment as getting accredited has been very challenging at best and next to impossible at worst. Retraining is very costly for some professions (i.e., medicine and engineering), especially for those on social assistance. Many immigrants with a professional background end up working in low paying jobs generating a feeling of hopelessness. Many others, where language is a critical factor, have been unable to find jobs.
- Poverty: Most people in these groups are on social assistance or work in low paying jobs. This becomes a "vicious circle" of poverty where individuals can't study/train to improve their marketability because they are working to survive. This vicious circle involves the children's' future, because they can't afford university or college studies, and so the cycle continues.
- Transportation: Many people on Ontario Works can barely afford public transportation for doctor visits and other appointments.
- Service delivery: In some instances the delivery of service may not be culturally specific.
- Racism and discrimination: Some residents at the Limberlost Housing Complex, for example, expressed that they are stigmatized for living there and for being of African heritage.
- Lack of family doctors: This factor is particularly difficult to deal with in under serviced areas such as the North East and Glen Cairn, with very important concentration of immigrants and refugees.
- Mental health concerns: Mental health concerns such as depression, post traumatic stress disorder and low self-esteem may be extended problems within these populations as a result of individuals coming from war torn countries, where they were tortured and persecuted. Some of these concerns have not been addressed due to lack of resources or language barriers.
- Changing roles of parent and children: Many parents rely on their children for support in all kinds of situations where communicating in English is necessary, thus affecting the parent-child hierarchy.

Source: Wraparound Cultural Diversity Project (2004, 2005). Further details are available from the Community Service Coordination Network.

Settlement Issues

Access to Information about the Settlement Process

The Settlement process must begin prior to arrival. We must acknowledge and address the importance of making available to prospective immigrants and refugees accurate information about life in Canada. This information should include references to settlement services, so that newcomers know that they can turn to specialized organizations. It is also important that information be given that allow prospective immigrants to develop realistic expectations of life in Canada, since reports indicate some newcomers to Canada are bitterly disappointed with their experiences here when they find their hopes are not matched by the realities.

The following areas are key supports necessary for newcomers to achieve full participation in Canadian society:

- Language
- Access to Employment
- Access to affordable and adequate housing
- Cultural orientation
- Recognition of qualifications and experience
- Racism/Discrimination
- Family reunification
- Immigration status
- Building communities

Source: Cross Cultural Learner Centre

Settlement Services

Settlement services, provided by community-based organizations, play a vital role in assisting refugees and immigrants in these challenges, as well as in sensitizing the wider society to the adjustments it needs to make in order to welcome newcomers. Unfortunately, settlement services are often poorly understood outside the sector and are in some ways marginalized in the same way that newcomers themselves are often marginalized. There is inadequate funding to respond to the needs; the nature and limits of the services mean that some newcomers' needs cannot be met, and organizations often lack the resources to ensure that the services provided are of the quality that newcomers and Canada deserve. [The level of investment in settlement services must be raised with a view to achieving a level comparable to other support services.](#)

One of the particular challenges facing newcomers to Canada, and in consequence also facing providers of settlement services, is access to services. Many services in Canada, including settlement services themselves, are restricted to those eligible based on status in Canada. As a result, many immigrants in need of services too often find themselves barred, either because the rules make them ineligible or because they cannot prove that they are eligible. [Eligibility for settlement services must be broadened to include all those in need of these services, including immigrants and refugees who have been more than three years in Canada and refugee claimants.](#)

Host Community

It is important to recognize that these challenges need to be addressed not only by newcomers, but also by the host society. Integration is a two-way street. While everyone takes for granted that newcomers will have to make adaptations in order to settle into their new home, it is more often forgotten that the host society also needs to adapt itself to accommodate its new members. Despite official policies favouring diversity and laws outlawing discrimination, racism and xenophobia continue to have wide-ranging impacts on newcomers in Canada – particularly in light of “9/11.” The impacts include the pain and alienation caused by racist comments and the barriers to full participation created by systemic racism.

Engaging Newcomers in our Community

Volunteering

Volunteering is often identified as one way for new Canadians to access the labour market and to build social networks (Mc Clintock, N. "Understanding Canadian Volunteers NSGVP". Canadian Center for Philanthropy. 2004. July 2004: 20). According to a recent London study examining the volunteering experiences for recent immigrants, new Canadians believe who volunteered did so to improve their English skills, meet people, give back to society and help others, learn new skills and improve job opportunities (Daya, S. The First Decade of Volunteering. Pillar Voluntary Sector Network, October, 2004).

Despite these benefits, recent immigrants are less likely to volunteer than established immigrants and Canadians. A national survey on giving and volunteering found that the likelihood of volunteering and the number of hours volunteered decreased as the number of years in Canada decreased.

According to these two studies, the main reasons for not volunteering among newcomers include not knowing how to become involved, and concerns about associated financial costs (such as transportation and child care) (Daya, 2004; McClintock, 2004). Additionally, 18% of recent immigrants surveyed in London said they tried to volunteer but could not find a place to take them (Daya, 2004).

Hate Crime and Bias Activity

The *Hate Crime and Bias Activity in the City of London Final Report and Action Plan* was submitted to the Hate Crime and Bias Activity Steering Committee by the Centre for Research and Education in Human Services in October, 2001. The Action Plan was developed with a participatory approach and involved key stakeholders from the community. Feedback was provided to community participants.

Key findings from the Action Plan are as follows:

- Hate crime is believed to be increasing;
- It is believed that the more different a person looks, the more likely they will be a target of hate crime;
- Institutional policies are seen as being barriers to inclusion to major public institutions;
- Increased immigration is seen as one of the causes of the growth in hate crimes;
- Tensions between minority groups, usually because of political and cultural conflicts occurring elsewhere in the world, are another cause of the growth in hate crimes; and
- Denial of the problem and lack of education were also identified as causing hate crimes.

Identified Community Action Required:

- Public institutions should take leadership in addressing legislative, political and enforcement issues;
- An educational strategy and curriculum that includes a wide range of media and stakeholders is a key strategy for the prevention of problems; and
- A cross-stakeholder community network and coordinating group is needed to carry forward the work of the Hate Crime and Bias Activity Steering Committee.

LITERATURE REVIEW

The City of London, Social Research and Planning team conducted a literature review to identify key themes and sub-themes related to immigrants, newcomers, and refugees. Supplementing local information highlighted in the previous section of this Action Plan, the literature review highlights needs and related supports to address these issues.

The full literature review is available as part of the virtual binder (see page 4 for more information on how to access this separate document).

Key Themes

The following emerged from the literature review as key themes for consideration related to immigrants and newcomers:

Theme	Sub-Themes (if applicable)
Economic Status	<ul style="list-style-type: none"> ▪ Low income/ Low wage employment ▪ Local economy ▪ Employment ▪ Accreditation and certification – foreign trained professionals ▪ Education ▪ Access to education and employment ▪ Literacy
Housing and Neighbourhoods	<ul style="list-style-type: none"> ▪ Transportation ▪ Adequacy and affordability of housing ▪ Neighbourhoods
Social Inclusion/ Civic Engagement	<ul style="list-style-type: none"> ▪ Social networks and community life ▪ Volunteering ▪ Engaging newcomers in planning ▪ Racism
Families	<ul style="list-style-type: none"> ▪ Barriers to integration on families ▪ Woman abuse ▪ Children
Settlement	<ul style="list-style-type: none"> ▪ Urbanization of immigrants ▪ Community cohesion

The themes from the literature review and local data highlights were used to guide the planning process adopted by the Community Steering Committee. Following a comprehensive review of background material, priority areas were confirmed and key action steps were recommended.

Priority Areas for Action

The following have been identified as priority areas for community action:

- Income
- Neighborhoods (and Clusters)
- Social Inclusion and Civic Engagement
- Services and Supports
- Systemic Change

For each priority area, the community action plan outlines key assumptions, issues for newcomers, recommended action steps, and potential stakeholders.

SUMMARY

Priority Area	Recommended Community Action
Income	Building on the recommendations of the Creative City Task Force, the Employment Sector Council of London and Middlesex (ESCLM) will sponsor a funding proposal to develop an Immigrant Employment Task Force in London. The Task Force will: <ul style="list-style-type: none"> ▪ Engage employers to secure their involvement with immigrant employment issues and opportunities; ▪ Network the agencies involved with supporting the integration of immigrants into the work environment to best coordinate information dissemination; and ▪ Convene a summit on Immigrant Employment in London and Region.
Neighborhoods	A workshop will be held that will allow London's existing network of neighborhood-based services to showcase local models of success; share ideas and empower other communities; and confirm the specific issues and opportunities within different neighborhoods/communities of need. Settlement issues will be discussed as part of this work.
Social Inclusion and Civic Engagement	The City of London will be encouraged to develop and implement a municipal plan that outlines their role as a community leader in fostering social inclusion and civic engagement of newcomers.
Services and Supports	London's Community Funders Network will work together to: examine how to sustain long-term community development versus project funding to better support neighborhood services; showcase good examples of successful culturally competent services and initiatives in London and other communities; and enhance expectations of funded service providers to provide culturally appropriate programs, demonstrated through performance measurement.
Systemic Change	A workgroup will be struck to develop a made-in-London strategy to educate Londoners about local diversity. Media and communications will play a key role in implementation.

INCOME

Adequate and appropriate income and employment are the most primary needs for newcomers.

Key Issues for Newcomers...

For newcomers to have opportunities for active engagement in our labour market, there are systemic and policy changes required to better support them. As a community, we need to consider:

- Ways to connect newcomers to the local economy;
- Promoting employer awareness of the benefits of hiring newcomers, and addressing their possible aversion to doing so;
- Advocating for federal and provincial accreditation/certification policies that take advantage of the skills of foreign trained workers in our community who are underemployed;
- Promoting access to education, employment opportunities, and Canadian work experience, and addressing differences in literacy and language; and
- Ensuring that Ontario Works supports for newcomers are culturally-appropriate and delivered in a culturally-sensitive manner.

Newcomers, immigrants, and refugees are at significant risk of low-income and poverty. Challenges in the above areas are contributors to this issue.

MOVING FORWARD...Action!

In 2005, Kitchener-Waterloo hosted an Immigrant Skills Summit to bring stakeholders together as a follow-up from the *Voices for Change* report. The Summit was an opportunity to continue to drive the report recommendations forward and mobilize the community to work together on the issues identified in the report.

The Employment Sector Council of London and Middlesex (ESCLM) is a coalition of service providers, consumers, community organizations, educators, funders, private sector organizations and labour representatives that are stakeholders within the London- Middlesex area.

The ESCLM will sponsor a funding proposal to resource the development of an Immigrant Employment Task Force that will seek to connect immigrants to work, and address issues including accreditation, mentoring, and other supports. The Task Force will be charged with:

- Engaging employers to secure their involvement with immigrant employment issues and opportunities;
- Networking the agencies involved with supporting the integration of immigrants into the work environment to best coordinate information dissemination; and
- Convening a summit on Immigrant Employment in London and Region.

Identified Stakeholders:

- ESCLM partner organizations
- Agencies serving newcomers
- Funders
- Employers

NEIGHBORHOODS

Neighborhoods (i.e., geographical), clusters of newcomers (i.e., housing complexes), and communities of need (i.e., other issues of importance) experience unique and complex issues and needs. It is important to identify and respond to how these groups of newcomers are defining themselves and their needs.

Appreciating and supporting the ongoing process of settlement is also important for working with newcomers where they live. Settlement and becoming "settled" represents a shared responsibility between the newcomer and our community. Being settled is about newcomers being empowered and able to access and benefit from available services and supports.

Key Issues for Newcomers...

In London, we need to ensure that physical planning is culturally-sensitive and supports integration of diversity throughout London. This strategy of inclusion should work to eliminate ghettoization, isolation, discrimination and labeling in our community.

Neighborhoods are central to building and appreciating the strengths and capacities of the diverse cultures that make up London. Neighborhood-based events and services allow us to celebrate our community's diversity and ensure that all Londoners access resources close to home.

MOVING FORWARD...Action!

There are currently different types and degrees of services for newcomers in our community, many delivered at the neighborhood level.

London will host a workshop that will allow London's existing network of neighborhood-based services to:

- Showcase local models of success;
- Share ideas and empower other communities; and
- Confirm the specific issues and opportunities within different neighborhoods/communities of need, considering: needs for increased outreach, needs for language supports, assets, opportunities to better cooperate and integrate services, opportunities to engage newcomers, challenges, and support to settlement.

Service providers will be challenged to address areas for action in three major areas: resources, services, and activities.

Identified Stakeholders:

▪ Agencies serving newcomers (including settlement)	▪ Youth
▪ Funders	▪ Neighborhood resource centres
▪ City of London (including recreation)	▪ Tenant associations
▪ Churches/chaplaincy	▪ Community developers in housing complexes
▪ Schools	▪ Ethno-racial groups
▪ Middlesex London Health Unit	

SERVICES & SUPPORTS FOR NEWCOMERS

Services and supports for newcomers are about more than just access. There must be sensitivity to unique cultural needs and capacities within communities and within families (i.e., generational issues). When delivering service, we need to appreciate how the newcomer experiences the service (i.e., interpretation alone may make the service delivery disjointed).

Key Issues for Newcomers...

Like all Londoners, newcomers will benefit from enhanced services and supports in areas including health, mental health, housing, transportation, child care, and other social services. Services that support ongoing settlement are also key (see "neighborhoods/clusters/integration").

Newcomers' ability to access services in London is not simply about providing translation and interpretation (although language is a key barrier!). Together, London service providers need to continue to build our cultural competency in how we provide services and supports for newcomers.

MOVING FORWARD...Action!

By virtue of their relationship with community service providers in London, local funders (including the United Way of London and Middlesex, the City of London, the London Community Foundation, the Trillium Foundation, and others) play a key leadership role in promoting the need for cultural competency in local service delivery.

As part of their efforts to coordinate amongst municipal-, provincial-, and federal-level funding bodies in London, the Community Funders Network will work together to:

- Examine how to sustain long-term community development versus project funding to better support neighborhood services;
- Showcase good examples of successful culturally competent services and initiatives in London and other communities; and
- Enhance expectations of funded service providers to provide culturally appropriate programs, demonstrated through performance measurement.

This includes the need to advocate and encourage organizational change such that:

- Organizations be expected to develop a comprehensive diversity plan that will include hiring practices, organizational policies, representation on Boards of Directors, and other strategies to be more welcoming of newcomers;
- Cultural competency training be made available for service providers; and
- A checklist or other tool be created for organizations to use regarding key areas of sensitivity in service delivery. Organizational change tools being developed by the United Way of London and Middlesex will be made available to service providers.

SOCIAL INCLUSION - CIVIC ENGAGEMENT

We need to build on the strengths of newcomers to empower them to actively participate in community life.

Key Issues for Newcomers...

There are a number of ways we can better promote the social inclusion and civic engagement of newcomers in our community. These include:

- Supporting strong social networks based on recreation and leisure, multi-cultural and inter-generational activities, and other areas of interest;
- Promoting volunteer opportunities and recognizing cultural differences in volunteer expectations;
- Engaging newcomers in municipal and social planning activities;
- Ensuring access to information about community issues, events, and activities; and
- Taking steps as a community to stop racism and discrimination.

MOVING FORWARD...Action!

Municipal government will be encouraged to act as a community leader in fostering social inclusion and civic engagement of newcomers. The City of London (including its Boards and Commissions) will be asked to develop and report back on strategies to support newcomers.

The City of London's Diversity and Race Relations Advisory Committee (LDRRAC) will be a key stakeholder in guiding this work.

It is recommended that this should include consideration of:

- Formal ways to involve and consider newcomers in municipal planning and decision making;
- Ensuring cultural competency training for municipal staff and promoting diversity in municipal recruitment;
- Implementing recommendations related to newcomers outlined in London's Creative Cities Task Force Report; and
- Ensuring that municipal policies consider and reflect local diversity.

SYSTEMIC CHANGE

Our community has a shared responsibility to change its thinking about diversity.

Key Issues for Newcomers...

As a community, we need to shift away from a "deficit-based" way of thinking about newcomers (i.e., what they lack, what they need) and begin to recognize and celebrate the value added by newcomers. The media is a key tool for ensuring that this message reaches all Londoners.

MOVING FORWARD...Action!

A workgroup will be struck to develop a made-in-London strategy to educate Londoners about local diversity. Media and communications will be key tools in moving this forward.

Some key messages should include:

- Promoting how we are already celebrating diversity as a community;
- Profiling events, celebrations, religious holidays;
- Profiling restaurants and other ways for Londoners to experience different cultures;
- Suggesting roles that we all can play in creating a welcoming community;
- Using the business pages to profile newcomer employment issues and employers who are making a difference (not just human interest stories);
- Engaging with Tourism London;
- Linking to the Creative Cities Task Force Report recommendations;
- Getting to know our community (the "changing face of London"); and
- Promoting the benefits of diversity to the community.

Identified Stakeholders:

- Service providers
- Government
- Funders
- Race Relations committee
- Ethnic organizations
- Communications staff (Association of Business Communication)

WELCOMING CULTURAL DIVERSITY IN LONDON – TOWARDS AN ACTION PLAN

Steering Committee Terms of Reference

Purpose/Mandate: To ensure the development of an Action Plan that will move London closer to becoming a welcoming and inclusive community for newcomers and immigrants of diverse cultural backgrounds

Responsibilities:

Situation Analysis

- Outline four to six specific action areas where identified changes will make a significant positive difference in the lives of London's immigrant populations
- Identify the outcomes to be achieved and benchmarks that will establish the progress that is being made in the above action areas

Consultation and Communication

- Identify and consult with groups and organizations that will help drive the action plan once it is in place
- Identify the target audience(s) for the Action Plan; e.g. City Council and Administration, Funders, Business Groups, community agencies and organizations
- Develop a communications plan for releasing the Action Plan to the community

Implementation, Measurement and Accountability

- Develop an accountability framework for the Action Plan
- Identify who will be responsible for producing an annual report card on the Action Plan
- Build a continuous review and updating mechanism into the Action Plan

Timeframe: The Action Plan will be completed by December, 2005.

Membership: 10 – 12 members including, but not limited to:

- Members of London's diverse communities
- Service providers
- Funders
- Business community representatives
- Advocates

A Profile of Immigrants in London

Prepared by: **Social Research and Planning**
Community Programs and Strategies Division
 Spring, 2005



About this Profile

This fact sheet provides a general profile of immigrants in London. It is based on Statistics Canada census data as well as annual immigration data from Citizenship and Immigration Canada¹. The profile is intended as a starting point for discussion.

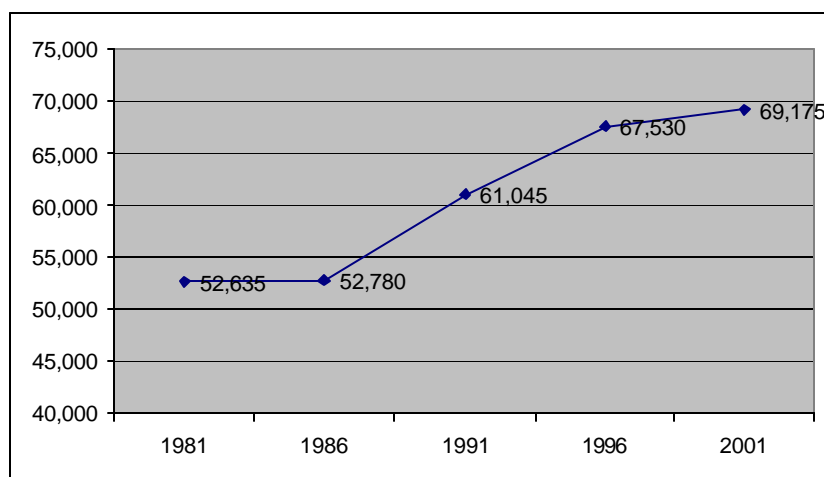
Access the City of London's Research and Community Building Launch Pad for more local data and information.
www.london.ca/launchpad

Numbers of Immigrants in London²

Statistics Canada defines an immigrant as a person who is, or ever has been, a landed immigrant in Canada.

- According to the 2001 Census, London was home to 69,175 immigrants.
- Immigrants make up one fifth (20.5%) of London's total population (336,680).
- Numbers of immigrants in London increased by 31% from 1981 to 2001, with most of the growth occurring between 1986 and 1996 (see Figure 1).
- Growth in the number of immigrants from 1991 to 2001 contributed 24% to London's population growth.
- The proportion of immigrants in London has remained consistent over the past 20 years.
- London's population has relatively fewer immigrants (20.5%) compared to comparable municipalities including Windsor (27%), Hamilton (24%), Halton (22%) and Waterloo (21%).³

Figure 1: Total Immigrants in London



Period of Immigration

Some of London's immigrants have been living in Canada for many years and some have arrived more recently. Recent immigrants are defined by Statistics Canada as immigrants who immigrated to Canada between 1991 and 2001. In 2001:

- 14% (9,620) of all immigrants had immigrated to London between 1996 and 2001.
- An additional 12.8% (8,855) of immigrants had immigrated between five and ten years ago.

Profile of Immigrants in London

Countries of Origin

Immigrants in London come from a wide variety of countries. The top five countries of birth include:

- United Kingdom (17.7%);
- Poland (7.7%);
- Portugal (5.4%);
- United States (4.9%); and
- Italy and the Netherlands (4.1% each).

Over the past ten years, the countries of origins of recent immigrants have changed. Tables 1 and 2 highlight the top countries of origin for recent immigrants by period of immigration.

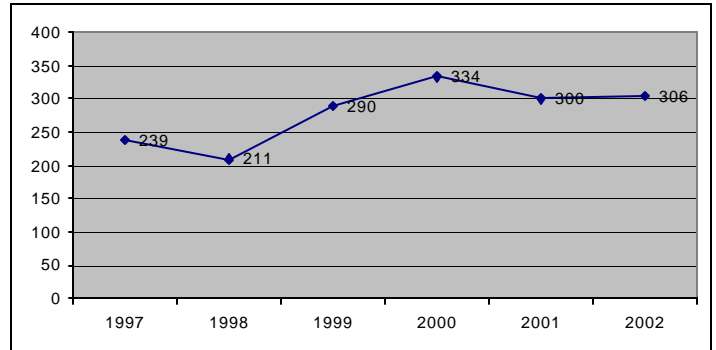
Table 1: Country of Origin (immigration period 1991-1995)	# of new immigrants
Total recent immigrants	8,855
Poland	1,390
Vietnam	580
Iraq	460
United States	420
Lebanon	380
Iran	325
Bosnia and Herzegovina	300
People's Republic of China	290
Yugoslavia	225
India	200

Table 2: Country of Origin (immigration period 1996-2001)	# of new immigrants
Total recent immigrants	9,620
People's Republic of China,	870
Yugoslavia	735
Bosnia and Herzegovina	655
India	385
Iraq	370
Korea, South	350
United States	340
Iran	295
Romania	270
Poland	265

Categories of Immigrants³

Immigrants can be accepted to Canada under different categories. **Economic immigrants** come to Canada as skilled workers, entrepreneurs or investors. The number of economic immigrants (principal applicants only) arriving in the London Census Metropolitan Area (CMA)⁴ increased until 2000 and has since plateaued (see Figure 2).

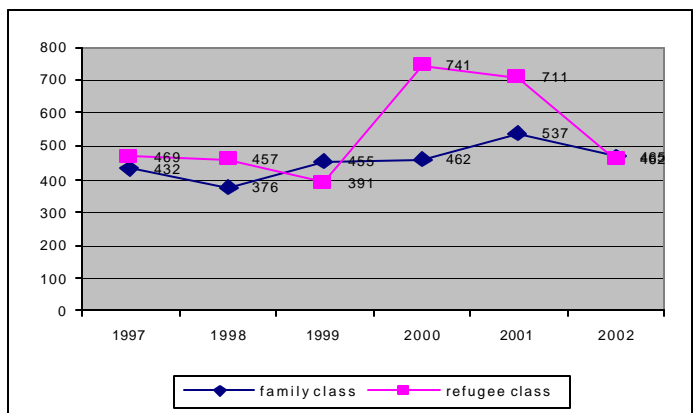
Figure 2. Economic Immigrants



Family-class immigrants are joining a partner or parent who is already a permanent resident in Canada. **Refugee class immigrants** are fleeing persecution in their home country and are either sponsored by the government or a group in Canada. Numbers of family class and refugee class immigrants arriving in the London CMA include both principal applicants and dependents (see Figure 3).

- The number of family class immigrants has grown slightly each year.
- The number of refugee class immigrants increased dramatically from 1999 to 2000 but has declined since then.
- In 2002, the London CMA had a higher proportion of refugees (27%) than the Provincial average (9%).

Figure 3. Family Class and Refugee Class Immigrants



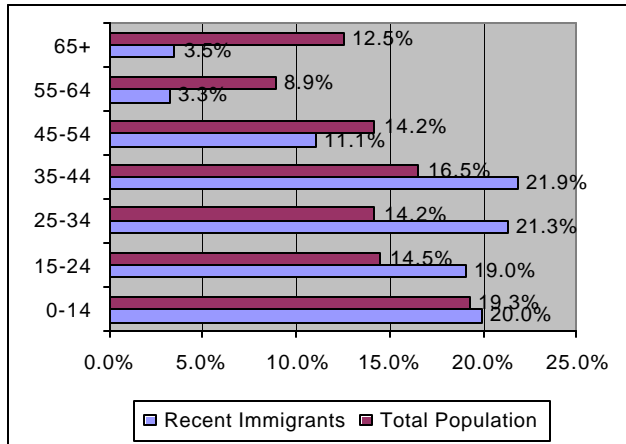
Profile of Immigrants in London

Age

Recent immigrants who settled in London between 1991 and 2001 are younger than the general population (see Figure 4). In 2001:

- 60% of recent immigrants in London were under 44 years of age.
- 48% of London's general population was under the age of 44 years.

Figure 4: Age of Recent Immigrants



Income

Compared with London's total population, recent immigrants have a lower average total income:

- The average total income of the total population is \$31,021 per year.
- The average total annual income of all immigrants is close to this amount (\$29,895).
- Recent immigrants have an average total annual income that is 40% lower than the total population's (\$18,610).

Recent immigrants with employment earn 35% less, on average, than the total employed population:

- The average annual employment income of the total population is \$32,441.
- Employed immigrants earn \$33,541 per year.
- Recent immigrants earn \$21,075 per year.

Labour Participation and Unemployment

In 2001, immigrants were less present in the labour market than the total population (age 15 and over) with higher unemployment rates and lower employment and participation rates. (see Table 3).

Table 3: Labour Force Participation

	Recent Immigrant	London Population
Unemployment Rate	14.7%	7.0%
Employment Rate	51.3%	62.1%
Participation Rate	60.1%	66.8%

Non-Permanent Residents

Non-permanent residents are defined by Statistics Canada as persons who, at the time of the Census, held a student or employment authorization, Minister's permit or who were refugee claimants, as well as family members living with them.

- The number of non-permanent residents in London has doubled in the last five years increasing from 1,455 in 1996 to 3,040 in 2001.
- As a proportion of the total population, non-permanent residents in London have increased from 0.5% in 1996 to 1% in 2001.

Sources and notes

¹Unless otherwise indicated as Citizenship & Immigration Canada (CIC) annual arrival counts, all data is from the 2001 Census by Statistics Canada as reported in the Federation of Canadian Municipalities Quality of Life Reporting System. <http://www.fcm.ca>.

²Unless otherwise indicated, all figures are for the City of London.

³Citizenship and Immigration Canada (CIC). Facts and Figures 2002. Annual Arrival Counts. Annual arrival figures reflect the number of immigrants who reported the London CMA as their destination. It does not necessarily reflect the actual number that settled in the London CMA.

⁴London CMA consists of the Cities of London and St. Thomas and the Townships of Central Elgin, Middlesex Centre, Southwold, Strathroy-Caradoc and Thames Centre.

OTHER IDENTIFIED ISSUES RELATED TO SUPPORTING NEWCOMERS IN LONDON

INCOME

Other action opportunities include:

- Social enterprise development
- Advocacy to employers
- Expand PATT - similar model for different trades (Preparation for Apprenticeship in Trades and Technology)
- Implement Skills International
- Advocate to/partner with Ontario Works (i.e., legislation; training needs for caseworkers; impact of HRSDC funding cuts on newcomers)
- Information and awareness of programs and services (i.e., promote the new child care fee subsidy program to eligible newcomers; develop a handbook regarding newcomer issues for employers and for the newcomer worker - similar to the LEDC "Experience Works" initiative for older workers)
- Develop a volunteer opportunities database

SOCIAL INCLUSION - ENGAGEMENT

- Implement recommendations from the Pillar report on newcomer volunteering

SYSTEMIC CHANGE

- Promote and make accessible training in cultural and diversity competency (Service providers, Citizens, Government, Funders)
- Review of policies (municipal, provincial, federal)
 - Review of implementation
 - Education (boards, colleges, universities)
 - Organizational policies
- Engaging immigrants and ethnic organizations

SETTLEMENT

- How do we best work with newcomers who have experienced the settlement process to learn about their experiences and how these lessons can inform and improve our current services
- The process of settlement includes issues such as the service delivery environment, attitude of service providers, and supports such as education and employment.
- There is a disconnection between formal settlement services and the ability to fully meet the needs of newcomers. This includes:
 - Gaps in service/disjointed services;
 - Information gaps;
 - The need to respect that newcomers will have different needs depending on where they are at in their journey (not a generic model); and
 - High needs are individuals without other supports and complex issues of refugees.