

CHAPTER 1
THE DEMAND FOR SERVICES:
CHARACTERISTICS OF NEW IMMIGRANTS IN PEEL

Overview

This chapter shows that Peel is the recipient of a large number of very diverse immigrants, with distinct and diverse needs. The majority of the immigrants in Peel arrived after the mid 1970's. An average of 11,000 immigrants and refugees arrive in Peel each year; in 1996, immigrants represented 40 percent of the total Peel population.

The majority of new immigrants arriving in Peel are visible minorities or non-White persons from non-European countries. However, Peel also receives a significant number of immigrants from Eastern European countries, immigrants with little to no experience of democratic institutions and a capitalist market economy. Furthermore, the new immigrants in Peel are, on the whole, better educated than the Canadian-born population. The visible minority immigrants are better educated than the non-visible minority (White) immigrants.

Co-ordination of services for immigrants and refugees must result in services and processes that are responsive to the diversity among different types of immigrants and refugees. One size will not fit all. The challenge for human service agencies in Peel centers around how to address these complex and growing demands of new immigrants and refugees in a context of declining public spending on human services as a whole.

A. TOTAL IMMIGRANT POPULATION

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A. TOTAL IMMIGRANT POPULATION

1. Size of the Immigrant Population in Peel (1996)

Total Population of Peel:	849,305
Total Immigrant Population in Peel:	339,370
Immigrant Population as a Percentage of the Peel Population:	40%
Total Immigrant Population in Mississauga:	234,860 (43% of population)
Total Immigrant Population in Brampton:	96,115 (36%)
Total Immigrant Population in Caledon:	8,385 (21%)
Number of New Immigrants and Refugees Arriving in Peel on a yearly basis:	11,000 (on average)
Percentage of Ontario's New Immigrant Population destined for Peel:	13%
Growth of Immigrant Population In Peel between 1986 and 1996:	79%

TOTAL IMMIGRANT POPULATION IN PEEL (1986 – 1996)

	1986	1991	1996
Number of Immigrants	189,655	265,055	339,370
% of Peel's Population	32.2%	36.2%	39.8%
% Increase		39.8%	28.0%

Source: Statistics Canada, Census of Canada, 1986, 1991, and 1996; Zephyr v.2.4
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- 62.1% of the growth of the Peel population between 1991 and 1996 was due to immigration.

2. Top Ten Immigrant Groups in Peel

TOTAL IMMIGRANTS IN PEEL BY PLACE OF BIRTH Region of Peel, 1996

Place of Birth	Peel	Mississauga	Brampton	Caledon
India	39,910	23,860	15,850	190
United Kingdom	35,915	19,980	13,365	2,575
Poland	21,955	19,570	2,130	255
Italy	21,655	13,780	6,055	1,815
Portugal	21,615	13,280	8,095	235
Jamaica	19,965	11,855	8,015	95
Philippines	17,930	14,310	3,545	75
Guyana	11,760	6,940	4,720	95
Hong Kong	11,240	10,270	965	10
Trinidad and Tobago	10,295	6,455	3,695	145
Total # of Immigrants	339,370	234,860	96,115	8,385
Total Population	849,305	542,450	267,165	39,685

Source: Statistics Canada, Census of Canada. 1996.

3. A Socio-Economic Profile of the Immigrant Population in Peel (1996)

A SUMMARY PROFILE OF THE IMMIGRANT POPULATION IN PEEL (1996)

	IMMIGRANT POPULATION IN PEEL			NON-IMMIGRANT POPULATION IN PEEL		
	TOTAL	*VM POPULATION	NON-VM POPULATION	TOTAL	VM POPULATION	NON-VM POPULATION
POPULATION SIZE	<ul style="list-style-type: none"> • 346,665 persons • 41% of the total Peel population • 12% of Ontario's immigrant population. 	<ul style="list-style-type: none"> • 188,320 persons • 54% of Peel's immigrant population • 16% of Ontario's immigrant VM population 	<ul style="list-style-type: none"> • 158,310 persons • 46% of Peel's immigrant population • 10% of Ontario's immigrant non-VM population 	<ul style="list-style-type: none"> • 501,960 persons • 59% of the total Peel population • 6% of Ontario's non-immigrant population 	<ul style="list-style-type: none"> • 76,775 persons • 15% of Peel's non-immigrant population • 17% of Ontario's non-immigrant VM population 	<ul style="list-style-type: none"> • 422,845 persons • 84% of Peel's non-immigrant population • 6% of Ontario's non-immigrant non-VM population
MUNICIPALITY	<ul style="list-style-type: none"> • 240,220 (69%) live in Mississauga • 97,945 (28%) live in Brampton • 8,495 (3%) live in Caledon 	<ul style="list-style-type: none"> • 133,680 (71%) live in Mississauga • 53,860 (29%) live in Brampton • 780 (0.4%) live in Caledon 	<ul style="list-style-type: none"> • 106,540 (67%) live in Mississauga • 44,060 (28%) live in Brampton • 7,715 (5%) live in Caledon 	<ul style="list-style-type: none"> • 301,775 (60%) live in Mississauga • 169,025 (34%) live in Brampton • 31,160 (6%) live in Caledon 	<ul style="list-style-type: none"> • 50,090 (65%) live in Mississauga • 26,055 (34%) live in Brampton • 630 (1%) live in Caledon 	<ul style="list-style-type: none"> • 250,295 (59%) live in Mississauga • 142,080 (34%) live in Brampton • 30,465 (7%) live in Caledon
VISIBLE MINORITY GROUPS (% OF VISIBLE MINORITIES)		<ul style="list-style-type: none"> • 37.2% (70,025) are South Asians • 18.0% (33,945) are Blacks • 14.3% (27,005) are Chinese • 9.4% (17,740) are Filipinos • 5.1% (9,690) are Arab/West Asians • 4.3% (8,025) are Latin Americans • 4.0% (7,450) are Southeast Asians • 1.2% (2,300) are Koreans • 0.4% (810) are Japanese 			<ul style="list-style-type: none"> • 35% (26,665) are South Asians • 29% (21,895) are Blacks • 10% (7,865) are Chinese • 7% (5,495) are Filipinos • 3.1% (2,380) are Arab/West Asians • 3.1% (2,360) are Southeast Asians • 3% (2,315) are Latin Americans • 2% (1,715) are Japanese • 1% (825) are Koreans 	
GENDER	<ul style="list-style-type: none"> • 49% (169,120) are male • 51% (177,545) are female 	<ul style="list-style-type: none"> • 48% (91,105) are male • 52% (97,215) are female 	<ul style="list-style-type: none"> • 49% (78,000) are male • 51% (80,310) are female 	<ul style="list-style-type: none"> • 50.1% (251,245) are male • 49.9% (250,715) are female 	<ul style="list-style-type: none"> • 51% (39,175) are male • 49% (37,600) are female 	<ul style="list-style-type: none"> • 49.9% (210,890) are male • 50.1% (211,955) are female

*VM = Visible Minority

Non-VM = Non-Visible Minority

A SUMMARY PROFILE OF THE IMMIGRANT POPULATION IN PEEL (1996)

	IMMIGRANT POPULATION IN PEEL			NON-IMMIGRANT POPULATION IN PEEL		
	TOTAL	VM POPULATION	NON-VM POPULATION	TOTAL	VM POPULATION	NON-VM POPULATION
AGE	<ul style="list-style-type: none"> • 7% (23,605) are under age 15 • 10% (33,730) are between 15 to 24 years • 42% (144,265) are between 25 to 44 years • 32% (109,760) are between 45 to 64 years • 10% (35,305) are 65 and over 	<ul style="list-style-type: none"> • 9% (16,505) are under age 15 • 13% (23,900) are between 15 to 24 years • 47% (97,840) are between 25 to 44 years • 25% (47,345) are between 45 to 64 years • 7% (12,730) are 65 and over 	<ul style="list-style-type: none"> • 5% (7,100) are under age 15 • 6% (9,820) are between 15 to 24 years • 36% (56,410) are between 25 to 44 years • 39% (62,410) are between 45 to 64 years • 14% (22,575) are 65 and over 	<ul style="list-style-type: none"> • 34% (170,655) are under age 15 • 17% (85,415) are between 15 to 24 years • 31% (154,840) are between 25 to 44 years • 14% (67,760) are between 45 to 64 years • 5% (23,290) are 65 and over 	<ul style="list-style-type: none"> • 69% (52,815) are under age 15 • 23% (17,865) are between 15 to 24 years • 6% (4,795) are between 25 to 44 years • 1.3% (1,025) are between 45 to 64 years • 0.4% (275) are 65 and over 	<ul style="list-style-type: none"> • 28% (117,265) are under age 15 • 16% (67,110) are between 15 to 24 years • 35% (149,095) are between 25 to 44 years • 16% (66,445) are between 45 to 64 years • 5.4% (22,930) are 65 and over
MARITAL STATUS*	<ul style="list-style-type: none"> • 19% (60,120) have never married • 69% (222,715) are married • 3% (9,975) are separated • 4% (14,035) are divorced • 5% (16,215) are widowed • 5% (16,635) are lone parents 	<ul style="list-style-type: none"> • 24% (41,825) have never married • 65% (111,750) are married • 3% (5,200) are separated • 4% (5,935) are divorced • 4% (7,105) are widowed • 6% (10,030) are lone parents 	<ul style="list-style-type: none"> • 12% (18,295) have never married • 73% (110,945) are married • 3% (4,775) are separated • 5% (8,100) are divorced • 6% (9,095) are widowed • 4% (6,600) are lone parents 	<ul style="list-style-type: none"> • 40% (130,875) have never married • 48% (159,325) are married • 3% (10,970) are separated • 6% (19,805) are divorced • 3% (10,330) are widowed • 4% (13,615) are lone parents 	<ul style="list-style-type: none"> • 84% (20,185) have never married • 12% (2,955) are married • 1% (280) are separated • 2% (400) are divorced • 0.6% (145) are widowed • 3% (615) are lone parents 	<ul style="list-style-type: none"> • 36% (109,920) have never married • 51% (155,655) are married • 4% (10,600) are separated • 6% (19,265) are divorced • 3% (10,135) are widowed • 4% (12,895) are lone parents
KNOWLEDGE OF ENGLISH LANGUAGE	<ul style="list-style-type: none"> • 6% (21,700) have no knowledge of English • 40% (137,210) do not use English at home 	<ul style="list-style-type: none"> • 7% (13,065) have no knowledge of English • 44% (82,610) do not use English at home. 	<ul style="list-style-type: none"> • 6% (8,640) have no knowledge of English • 35% (54,605) do not use English at home 	<ul style="list-style-type: none"> • 1% (4,645) have no knowledge of English • 5% (24,950) do not use English at home. 	<ul style="list-style-type: none"> • 4% (3,305) have no knowledge of English • 20% (14,945) do not use English at home 	<ul style="list-style-type: none"> • 0.3% (1,335) have no knowledge of English • 2% (10,005) do not use English at home.

Asterisk (*) indicates figures are for persons age 15 and over.

A SUMMARY PROFILE OF THE IMMIGRANT POPULATION IN PEEL (1996)

	IMMIGRANT POPULATION IN PEEL			NON-IMMIGRANT POPULATION IN PEEL		
	TOTAL	VM POPULATION	NON-VM POPULATION	TOTAL	VM POPULATION	NON-VM POPULATION
EDUCATIONAL ATTAINMENT OF THE LABOUR FORCE*	<ul style="list-style-type: none"> • 13% (42,035) did not complete high school • 14% (45,850) have high school as highest education • 4% (12,905) have a trades certificate • 16% (50,820) have a university degree 	<ul style="list-style-type: none"> • 9% (15,855) did not complete high school • 14% (23,560) have high school as highest education • 3% (4,390) have a trades certificate • 20% (35,010) have a university degree 	<ul style="list-style-type: none"> • 17% (26,180) did not complete high school • 15% (22,290) have high school as highest education • 6% (8,510) have a trades certificate • 11% (15,805) have a university degree 	<ul style="list-style-type: none"> • 3% (10,495) did not complete high school • 17% (55,780) have high school as highest education • 3% (8,505) have a trades certificate • 15% (50,085) have a university degree 	<ul style="list-style-type: none"> • 2% (420) did not complete high school • 16% (3,795) have high school as highest education • 1% (205) have a trades certificate • 12% (2,860) have a university degree 	<ul style="list-style-type: none"> • 3% (9,935) did not complete high school • 17% (51,685) have high school as highest education • 3% (8,230) have a trades certificate • 15% (47,175) have a university degree
PERIOD OF IMMIGRATION	<ul style="list-style-type: none"> • 28% (94,640) immigrated < 1971 • 24% (79,985) immigrated between '71 - '80 • 27% (90,300) immigrated between '81- '90 • 22% (74,285) immigrated between '91-'96 	<ul style="list-style-type: none"> • 8% (15,125) immigrated < 1971 • 27% (49,435) immigrated between 71 - '80 • 34% (61,525) immigrated between '81- '90 • 31% (57,815) immigrated between '91-'96 	<ul style="list-style-type: none"> • 51% (79,510) immigrated < 1971 • 20% (30,540) immigrated between '71 - '80 • 19% (28,760) immigrated between '81- '90 • 11% (16,460) immigrated between '91-'96 			
LABOUR FORCE PARTICIPATION	<ul style="list-style-type: none"> • 226,290 persons in the labour force • Participation rate 70% • Unemployment rate 9% 	<ul style="list-style-type: none"> • 122,295 persons in the labour force • Participation rate 71% • Unemployment rate 12% 	<ul style="list-style-type: none"> • 103,965 persons in the labour force • Participation rate 69% • Unemployment rate 6% 	<ul style="list-style-type: none"> • 249,780 persons in the labour force • Participation rate 75% • Unemployment rate 7% 	<ul style="list-style-type: none"> • 13,720 persons in the labour force • Participation rate 57% • Unemployment rate 20% 	<ul style="list-style-type: none"> • 234,810 persons in the labour force • Participation rate 77% • Unemployment rate 6%

Asterisk (*) indicates figures are for persons age 15 and over.

A SUMMARY PROFILE OF THE IMMIGRANT POPULATION IN PEEL (1996)

	IMMIGRANT POPULATION IN PEEL			NON-IMMIGRANT POPULATION IN PEEL		
	TOTAL	VM POPULATION	NON-VM POPULATION	TOTAL	VM POPULATION*	NON-VM POPULATION
LOW INCOME FAMILIES	• 17% (50,300) of persons in economic families live on low income	• 21% (34,550) of persons in economic families live on low income	• 11% (15,745) of persons in economic families live on low income	• 7% (21,270) of persons in economic families live on low income	• 13% (2,875) of persons in economic families live on low income	• 7% (18,160) of persons in economic families live on low income
MEDIAN EMPLOYMENT INCOME	\$25,351	\$23,162	\$32,896	\$27,912	\$7,005	\$28,946
MEDIAN CENSUS FAMILY INCOME	\$51,772	\$45,037	\$58,329	\$65,491	\$50,726	\$65,782
AVERAGE EMPLOYMENT INCOME	\$29,290	\$26,135	\$32,896	\$31,522	\$14,958	\$32,552
AVERAGE FAMILY INCOME	\$57,839	\$50,667	\$65,138	\$73,443	\$55,252	\$73,977

* Note: 92% of the non-immigrant, visible minority population in Peel is under 25 years old; 23% is between ages 15 and 24.

4. Education: A Comparative Perspective

IMMIGRANTS IN PEEL: EDUCATION (1996)

Level of Education	Immigrants	Non-Immigrants
Less than grade 9	13%	3%
High School	14%	17%
Trade Certificate	4%	3%
University Degree	16%	15%

IMMIGRANTS IN PEEL: EDUCATION (1996)

	Less than Grade 9 Education	University Degree
Immigrant Non-Visible Minority Population	17%	11%
Immigrant Visible Minority Population	9%	20%
Blacks	5%	8%
South Asians	11%	23%
Chinese	13%	25%
Southeast Asians	15%	13%
Arabs/West Asians	8%	32%
Filipinos	5%	35%
Latin Americans	6%	10%
Japanese	2%	34%
Koreans	5%	30%

5. Unemployment: A Comparative Perspective

	Unemployment Rate
Non-Immigrants	7%
Immigrants	9%
Immigrant Non-Visible Minorities	11%
Immigrant Visible Minorities	21%

6. Income: A Comparative Perspective

	Non-Immigrants	Immigrants	Immigrant Non-Visible Minorities	Immigrant Visible Minorities
Average Employment Income	\$31,522	\$29,290	\$32,896	\$26,135
Average Family Income	\$73,443	\$57,839	\$65,138	\$50,667
Low Income Families	7%	17%	11%	21%

B. THE NEW IMMIGRANT POPULATION

1. General Observations
2. Top Five Major Sources of New Immigrants to Peel, by Municipality, (1986 – 1996)
3. Education of New Immigrants
4. New Immigrants' Knowledge of English
5. Selected Characteristics of New Immigrants in LINC Classes in Peel, 1999

B. THE NEW IMMIGRANT POPULATION

1. General Observations

Size:	An average of 11,000 new immigrants arrives in Peel each year.
Race:	The majority of new immigrants are visible minorities or non-White Persons.
Culture:	The majority of new immigrants are from non-European countries, mostly Asia, Africa, Latin America and the Caribbean.
Religion:	The majority of new immigrants are members of non-Christian religions.
Education:	As a group, the new immigrants tend to be more highly educated than the Canadian-born population; also, the visible minority immigrants tend to be more highly educated than the non-visible minority immigrants.

2. Top 5 Major Sources of New Immigrants to Peel, By Municipality, 1986-1996

	BRAMPTON			MISSISSAUGA			PEEL
	1986	1991	1996	1986	1991	1996	1996
1.	Caribbean-Guyana	India	India	India	Poland	India	India
2.	India	Jamaica	Jamaica	Caribbean-Guyana	India	Poland	Poland
3.	U.K.	U.K.	Trinidad/Tobago	U.K.	Philippines	Hong Kong	Philippines
4.	Vietnam	Portugal	Philippines	Poland	Hong Kong	Philippines	Hong Kong
5.	Portugal	Vietnam	Guyana	Philippines	Jamaica	Sri Lanka	Sri Lanka

- Asian and European Immigrants tend to settle more in Mississauga than in Brampton.
- Caribbean immigrants tend to settle more in Brampton than in Mississauga.

3. Education of New Immigrants

Highest Level Of Education	Year of Arrival in Canada					
	1996		1997		1997	
	#	%	#	%	#	%
0 to 9 years of schooling	33,753	19.20	29,258	17.54	23,949	17.67
10 to 12 years of schooling	45,875	26.10	39,293	23.56	27,929	20.61
13 or more years of schooling	15,239	8.67	13,962	8.37	11,397	8.41
Trade Certificate	16,784	9.55	15,593	9.35	11,886	8.77
Non-university diploma	13,761	7.83	13,635	8.17	12,138	8.96
Bachelor's degree	37,756	21.48	40,802	24.46	36,383	26.85
Master's degree	9,961	5.67	11,569	6.94	9,405	6.94
Doctorate	2,664	1.52	2,700	1.62	2,411	1.78
Total	175,793	100.00	166,812	100.00	135,498	100.00

- In 1996, 53.8% of the new immigrants coming into Peel reported having post-secondary education: 37.0 had the equivalent of a college/university education; 16.7% had post-graduate or Master's level education and above.
- With respect to location within Peel, more of the highly educated newcomers are destined to go to Mississauga than to Brampton. Brampton, during this period, also had a higher number of newcomers with limited schooling (less than nine years), than did Mississauga.

4. New Immigrants' Knowledge of English

- In 1996, 57.4% of immigrants arriving in Peel could speak English or French.
- The percentage of newcomers in Peel who cannot speak either English or French is shown below:
 - 1992: 5,820 or 41.7% of newcomers did not know how to speak English
 - 1993: 6,340 or 45%
 - 1994: 5,154 or 45%
 - 1995: 4,637 or 40%
 - 1996: 4,764 or 43%

5. Selected Characteristics of New Immigrants in LINC* Classes in Peel, 1999

Student Needs	Student Profile
<ul style="list-style-type: none"> • 50% of students taking classes “to understand/ speak with Canadians” • 32% of students taking classes “to get a job/start a career” • 14% of students taking classes “to further their education” • 4% of students taking classes for “personal/family/social reason” • students see their greatest need in: speaking (50%) writing (24%) listening (23%) reading (4%) • English for employment purposes is judged to be most important emerging language training need followed by English in the Workplace or co-op 	<ul style="list-style-type: none"> • 69% of students are women and average age is 38 • 25% of students have university degrees • However, 43% of students who arrived since 1998 have a university degree • 9% have college diplomas • 10% have some post-secondary education • 44% of all students have some post-secondary education • 17% have less than high school education •

*LINC: Language Instruction for Newcomers to Canada. (This is a federally-funded, Canada-wide language and settlement training program.)

Source: The Annual Service Plan of the Peel LINC Partnership for the year 2000.

Implications for Service Coordination

1. Managing Diversity in a Context of Unequal Powers
2. The Need for a Wide Range of Services
3. The Need for a Wide Range of Service Delivery Methods
4. The Need for an Anti-Racist Approach to the Delivery of Services

Implications for Service Coordination

1. Managing Diversity in a Context of Unequal Powers

The major social changes in Peel, most of which were described earlier, can be summarized in the following manner:

	FROM	TO
ECONOMY:	Rural	Urban
GOVERNMENT:	County	Regional Municipality
RACE:	White	Multiracial
ETHNICITY:	European	Multi-ethnic
LANGUAGE:	English	Multilingual
RELIGION:	Judeo-Christian	Multifaith

The Issue of Power

The physical and socio-cultural characteristics of the new immigrant population in Peel make them very different from the majority of the Peel population, the local, Canadian-born population. The latter is primarily a White, European, English-speaking, Christian population. Moreover, this population is not knowledgeable about the culture and languages of non-European people. It also has relatively little recent experience in living in close proximity to people of other races.

However, it is the traditional White, European, English-speaking, Christian population that controls the Region of Peel’s business, governmental and non-governmental institutions and agencies. The challenge for this dominant ethnic group in Peel is to provide not only equal access to their services and opportunities to the new immigrants, but also culturally appropriate goods and services.

The challenge for the new immigrants is to adapt to the many demands of everyday life in the social and physical dimensions of the Canadian environment.

The challenge for Canada as a whole, especially the Canadian government, is to ensure that this two-way process of settlement and integration occurs in an effective, efficient, and harmonious manner.

These challenges to the government and people in Peel Region need to be addressed responsibly and effectively for many different reasons.

Human Rights:

New immigrants, according to Canadian law, have the right to equal access to all services and opportunities in Canada, including access to public services and institutions.

- *What mechanisms and processes are there in Peel Region to ensure that the human rights of immigrants are respected by government, business, and the public at large?*
- *How effectively are these mechanisms and processes working?*
- *What can be done to improve these mechanisms and processes?*
- *How capable are the traditional organizations and institutions in Peel of meeting the needs of diverse groups of immigrants and refugees in Peel?*

Economic Development:

New immigrants bring with them much intellectual and cultural capital. These can be maximized for the purpose of improving the economic prosperity of the immigrants and the Peel economy as a whole.

- *What mechanisms are there in Peel to support the entry and full participation of immigrants in the Peel economy?*
- *What mechanisms are there in Peel to encourage and support employers to hire, train and promote immigrants?*

Social Stability and Social Cohesion:

The new immigrants arriving in Peel are fundamentally different from the traditional population of Peel. This could result in social conflict in Peel if it is not handled responsibly. (Historically, inter-ethnic conflict has been characteristic of most human societies...)

- *What mechanisms are in place to positively value the differences represented by immigrants in Peel?*
- *What is being done in Peel to promote harmony between immigrants and non-immigrants in Peel?*
- *What is being done to promote harmony among different immigrant groups?*
- *What is being done in Peel to promote harmony between visible minorities, most of whom are immigrants, and non-visible minorities, most of whom are non-immigrants?*

2. The Need for a Wide Range of Services

The immigrant population in Peel is very diverse. There have to be services for poorly educated immigrants as well as highly educated immigrants. There should be services for the immigrant labour force as well as for the immigrant elderly, most of whom will not be in the labour force. The children of new immigrants and refugees have needs related to their immigration and settlement experiences. There should be services for them also.

3. The Need for a Wide Range of Service Delivery Methods

Given differences among immigrants with respect to their educational backgrounds and knowledge of English, service providers need to utilize different methods for delivering their services. For example, provision of information on social services via pre-packaged written information may not be effective for poorly educated immigrants, especially those lacking the ability to speak English. Similarly, it may be effective to provide information about services on the Internet for use by highly educated immigrants who are relatively fluent in English.

4. The Need for an Anti-Racist Approach to the Delivery of Services

Last, but not least, services for immigrants in Peel need to address the issue of racism. As was mentioned earlier, the majority of the immigrants in Peel are visible minorities. The dominant population of Peel consists of Canadian-born, White people. Service providers need to address the issue of racism in their own organizations. They also need to know how to deal with people who come to them with complaints of racism in society as a whole. How do they counsel victims of racism? How do they equip immigrants to deal with racism in everyday society? How do they ensure that they are providing services to immigrants from an anti-racist perspective? Do human service agencies in Peel currently have the knowledge and skills to provide services to immigrants from an anti-racist perspective?

CHAPTER 2

UNDERSTANDING THE DEMAND FOR SERVICES: THE NEEDS OF IMMIGRANTS IN PEEL

Overview

This chapter provides two kinds of information on the needs of immigrants. First, it provides some theoretical or contextual information that can be used to understand the needs of new immigrants and refugees. This includes identification of the major factors affecting the social integration of immigrants, the stages of the immigrant settlement process, the needs associated with each stage, and the different types of immigrant communities (and corresponding settlement needs). Second, the chapter provides concrete information on the types of needs experienced by new immigrants, and needs particularly related to settlement information, employment, and family well-being.

The information provided in this chapter provides many directives for the provision of services to immigrants in a co-ordinated manner:

- ◆ Service co-ordination should address meeting the emotional, political and technical needs of immigrants, especially in the areas of language training, settlement services, employment and housing.
- ◆ A wide range of services needs to be provided for different types of immigrants and refugees.
- ◆ Specific programs should be provided for refugees and other vulnerable immigrant groups.
- ◆ A wide range of service delivery methods should be utilized by agencies in order for their services to be accessible to different types of immigrants. (For example, the use of counselling as an intervention may not be culturally appropriate for some immigrants; the use of pre-packaged, written information on services and procedures may be inappropriate for immigrants with limited literacy skills; the provision of on-line services may be more suitable for highly educated immigrants with a good command of English.)
- ◆ The services that immigrants and refugees need cannot be provided only by settlement agencies. Immigrants need services provided by other kinds of agencies, especially those that specialize in employment services, housing services, and family services. Moreover, particular attention needs to be paid to the mental health of immigrants and refugees. Hence the need for much co-ordination and collaboration between settlement and non-settlement agencies.
- ◆ Consideration needs to be given to the level of social and political organization of an immigrant group when deciding what services are to be provided and by whom.

A. FACTORS AFFECTING THE SOCIAL INTEGRATION OF IMMIGRANTS

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|----|---|
| 1. | Migration-Related Factors |
| 2. | Vulnerable Groups |
| 3. | Stages of Settlement |
| 4. | Levels of Organization in Different Immigrant Communities |

A. FACTORS AFFECTING THE SOCIAL INTEGRATION OF IMMIGRANTS

1. Migration-Related Factors

The literature on the mental health of immigrants and refugees is a valuable source of information about the factors related to the social integration of newcomers to Canada. This literature does not point to immigration per se as a cause of the problems experienced by immigrants as they try to settle in their new country. Rather, it points to factors that are part of the whole migration experience:

While the experience of moving from one country and culture to settle in another is stressful, migration itself does not threaten mental health. It is the conditions under which migration occurs and the situation of the migrant which can elevate risk...

(Durbin & Sondhu, 1992)

In a review of over 1,000 publications and unpublished reports, the Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees (1988) found the following factors to be predictors of vulnerability and risk within the immigrant population:

- drop in personal socio-economic status following migration;
- inability to speak the language of the host country;
- separation from family;
- lack of friendly reception by surrounding host population;
- isolation from persons of similar cultural background;
- traumatic experience or prolonged stress prior to migration;
- adolescent or senior age at time of migration.

The Task Force noted that when one or more of the above factors are present, the critical period for the mental health of new immigrants is between three to eighteen months after arrival in the host society.

Of the above factors, one in particular pertains to the host society per se: lack of friendly reception by surrounding host population. However, that one factor is severely important. The impact of discrimination, especially racism, on the ability of new immigrants to adapt

successfully to the demands of their new country has been well documented (Durbin & Sondhu, 1992; Herberg & Herberg, 1988; Medeiros, 1991; Mukherjee, 1991).

The basis for much of the mental health problems in Canada is moderate, systemic racism throughout our society. To be sure, it is not as blatant or as extreme as in the past. Even so, the racism that lingers is still powerful enough to place visible minority people under the pressure of always being on watch for the hard edge of prejudice and discrimination. It is the individual representation of this racist plague that underlies, we think, many of the psycho-social problems immigrants and refugees manifest. (Herberg & Herberg, 1988:12)

FACTORS AFFECTING THE SOCIAL INTEGRATION OF NEW IMMIGRANTS

(with examples of vulnerable groups)

SOCIO-DEMOGRAPHIC VARIABLES	CONDITIONS OF EXODUS		VULNERABLE GROUPS
	Pre-Migration Variables	Post Migration Variables	
<ul style="list-style-type: none"> • Gender • Age • Education • Socio-cultural background: <ul style="list-style-type: none"> - Proximity to host society - Ability to speak language of host society 	<ul style="list-style-type: none"> • Pre-Migration Stress • Family Composition • Expectations of the Future 	<ul style="list-style-type: none"> • Reception by host society • Socio-economic status • Immigrant community composition • Length of stay 	<ul style="list-style-type: none"> • by Gender: <ul style="list-style-type: none"> - Women • by Age: <ul style="list-style-type: none"> - Adolescents - Elderly • by Immigrant Status <ul style="list-style-type: none"> - Refugees • by Socio-Economic Status <ul style="list-style-type: none"> - Unemployed and Under-employed Persons

Source: Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, Review of the Literature, Ottawa: Ministry of Supply and Services Canada, 1988.

2. Vulnerable Groups

Different persons and different groups adapt differently to new situations. With respect to the ability to integrate successfully into the host society, four variables are very important, sex, age, class of immigrant, and employment status (Durbin & Sondhu, 1992; The Canadian Task Force on Mental Health, 1988):

- Immigrant Women (especially those from traditional cultures)
- Unemployed and Under-employed Immigrant Men
- Immigrant Adolescents
- Immigrant Elderly
- Refugees
- Refugee Claimants

2.1 Immigrant Women

Immigrant women tend to have greater difficulty adapting to life in Canada than men. First, the majority of immigrant women in Canada arrive as dependents of their spouses. Usually, the decision to emigrate to Canada is made by their husbands. Second, less women than men know how to speak English upon arrival in Canada. Third, immigrant women have difficulty finding employment and, when they do, the jobs are usually low-paying. They are among the lowest paid group in the Canadian labour market. All of these factors increase the women's dependence on their husbands. Fourth, adapting to the changes in gender roles and family relations in Canada is stressful for immigrant women, especially those from countries where the traditional roles of women and men are institutionalized and sanctioned by both civic and religious law (the Middle East, for example). Fifth, wife abuse is a common behaviour in all societies, especially in traditional, patriarchal societies. In Canada, the additional stress on immigrant families trying to adapt to life in a new society may be a catalyst for the reinforcement of that behaviour. Kliewer and Kazanjian's study (1986) of Canadian suicide statistics revealed a higher rate of suicide among immigrant women than among immigrant men.

2.2 Unemployed and Under-employed Immigrants

In the Graham Report (1988) employment was shown to be a critical factor for the health and well-being of individuals in Canada. Unemployment, particularly for disadvantaged and vulnerable groups (like newcomers, especially those in the first stage of settlement) was a predictor of mental illness. "Employment not only provides valued economic rewards but can also contribute to a person's self-worth. Work provides opportunities for socialization and a sense of belonging" (Graham Report, 1989).

In its review of the literature on the socio-economic status of immigrants, the Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees reported the following:

- Satisfactory employment in the country of resettlement has been found to correlate more highly with emotional well-being than either pre-migration stress or family separation.
- Particularly for men, the suitability of employment by past professional status, represents a key factor in adjustment.
- A drop in men's socio-economic status may precipitate psychological symptoms and possibly suicide in the men themselves, as well as creating stress for their wives and pathology in their children.

2.3 Immigrant Elderly

The immigrant elderly have problems unique to them because of their age. First, when they arrive in Canada, they tend to lose whatever age-related status they had in their home country. This change is a product of the well-documented youth bias of North American popular culture. Second, many seniors cannot speak English or French, and rarely acquire language skills in the years that follow their arrival in Canada" (Durbin & Sondhu, 1992:12). Their limited ability in English, in addition to their often frail physical status, contributes to their isolation from the mainstream of the host society. Third, seniors tend to adapt more slowly than other immigrants to the way of life in the host society (to new values, new norms, and new traditions).

2.4 Refugees

The interests, needs, and even abilities of refugees are significantly different from those of other newcomers. First, unlike the others, they did not freely choose to come to the host society. Moreover, they cannot go back to their native country. Second, they are usually permanently separated from their families and without a personal support network. Third, many of them develop physical and mental health problems during their escape activities and prolonged stay in overcrowded and often unsanitary refugee camps. These distinct characteristics of refugees affect their motivation to learn a new language and to integrate into a society with different values and traditions from those of their own country.

Among refugees, victims of torture - whether physical or psychological - have special problems and needs. In addition to the typical problems experienced by refugees, they have to cope with physical and mental health problems, sometimes for the rest of their lives. Within this group, female victims of rape experience tremendous hardship, as they are often ashamed to go for assistance to cope with the physical and mental health effects of the crime committed against them.

3. Stages of Settlement

The literature on immigrants does not make a clear distinction between the concepts of settlement and integration. Some authors equate settlement with integration (Esguerra and Lynch, 1990), while others see it as a stage of the integration process (Kramer and Lamp, 1991). Some do make a clear distinction between the two concepts but insist that, experientially speaking, there is much overlap between the two concepts (Brooks and Tulloch, 1992).

In their report, A Step Beyond Sharing of Ideas: Peel Immigrant Needs Assessment 1988-1989, Esguerra and Lynch (1990) describe the immigrant settlement process as consisting of three distinct stages:

Stage One: need for language training, affordable accommodation, employment and educational opportunities.

Stage Two: need for access to information and services as well as need for values clarification.

Stage Three: need for integration on the part of the immigrant and accommodation on the part of long-time residents.

These three stages can be described respectively as survival, learning and integration stages. This categorization resembles the stages of growth of any organism, biological or social. The first objective of the entity in a new environment is to survive at all costs. This means that addressing the basic needs of life is the primary objective of the newcomer. Only after these basic needs have been met can the newcomer even think about integrating into his new environment. However, to do this, he needs some functional understanding of his new environment and how he can fit into it in such a way as to maximize his own interests. The three stages of the settlement process are also reminiscent of Maslow's well-known hierarchy of needs. At the base of Maslow's hierarchy are the basic needs of the individual; at the top is the goal of self-realization which, according to Maslow, involves the realization of the inseparable connection between the individual and the universe. These comments on the stages of the settlement process imply that psycho-social theories of learning and development are applicable to the provision of services for immigrant communities.

Kramer and Lamp (1991) use the term "initial settlement" to denote the first stage of immigrant integration. The other stages are short term integration and long term integration.

THE CONTINUUM OF IMMIGRANT SETTLEMENT AND IMMIGRATION

Initial Settlement	Short-term Integration	Long-Term Integration
Needs met related to shelter, clothing, food, health problems, E.S.L., income support, schooling for children (including E.S.L.)	Needs met related to employment or income support, permanent housing, adult education upgrading, advanced E.S.L., mental and physical health needs resulting from trauma, sponsorship of family member	Needs met related to family adjustments, community acceptance, access and involvement, cultural retention and sharing

Source: Kramer, Theron and LAMP Consultants. Operational Review Report. Guelph, Ontario: Guelph and District Health Council, 1991.

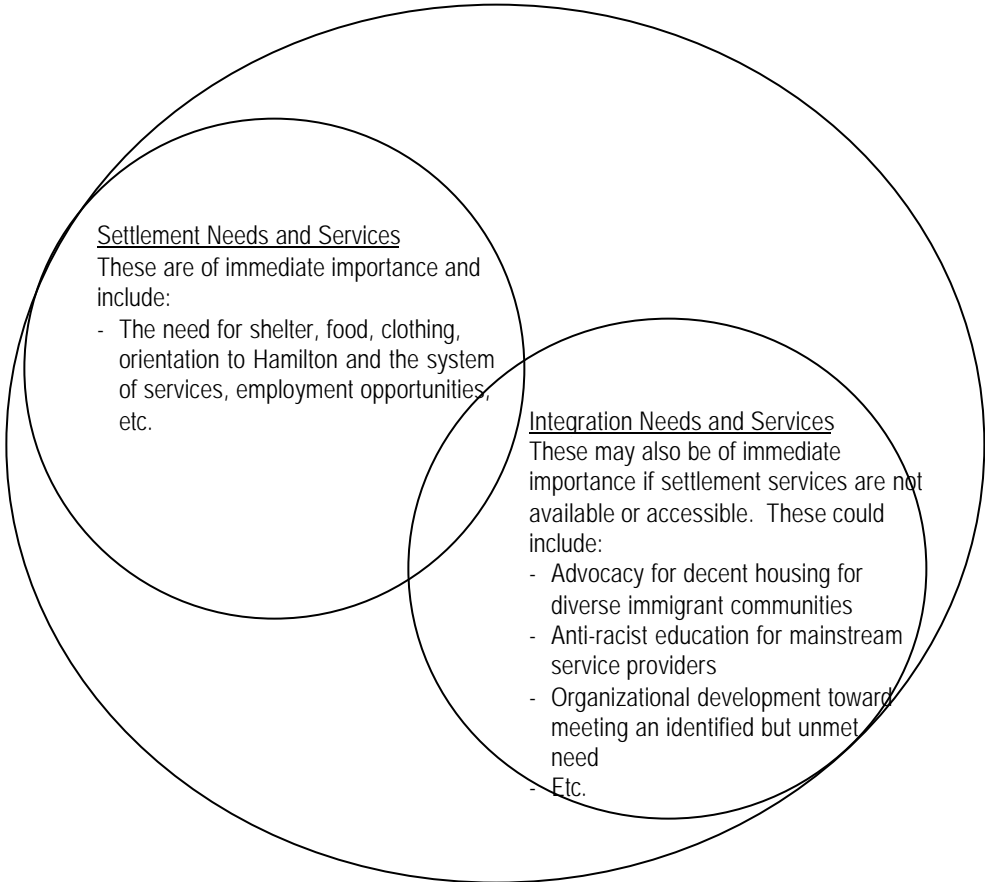
Brooks and Tulloch (1992) describe the settlement process as one characterized by the newcomers' needs for information and referral services for the purpose of accessing basic necessities of life (food, clothing, shelter, etc.) With respect to "integration," they tend to emphasize "access" to opportunities for services and social participation in "mainstream society."

**A COMMUNITY-BASED CONCEPTUALIZATION
OF THE INTEGRATION PROCESS**

An organizational perspective of settlement and integration services may be based on a continuum of distinct services which are dependent upon the criteria and terminology of different government ministries and departments.



Yet in reality, settlement and integration services are inseparable at the community level.



It is important to note that this is only one picture. Given the different interpretations that exist throughout the diverse communities, this picture could look very different. Government ministries and departments would also probably draw a different picture.

Source: Denise Brooks and Akosia Tulloch, A Community-Based Needs Assessment of Settlement and Integration Services in Hamilton Wentworth, Hamilton: Social Planning and Research Council of Hamilton-Wentworth, 1992

Of relevance to the discussion about stages of settlement and integration is Barer-Stein's model of the universal learning process. Barer-Stein posits a three-phased approach to the learner's movement from being unfamiliar with something to assuming familiarity with that thing. First the learner observes, then she becomes aware, then she interacts with the object of her awareness. Thus, conscious, wilful integration of the learner and the object of learning occurs after the learner has familiarized herself with the new object.

**MODEL OF THE UNIVERSAL LEARNING PROCESS
(EXPERIENCING THE UNFAMILIAR)**

4. Levels of Organization in Different Immigrant Communities

Complementing the idea of a three-stage settlement integration process is Durbin and Sondhu's (1992) classification of immigrant communities in Metro Toronto. In their report, Improving Mental Health Supports for Diverse Ethno/Racial Communities in Metro Toronto, Durbin and Sondhu identify three basic levels of new immigrant communities. The key variables used to distinguish one level from another were the length of time the immigrant community existed in the host community and the extent to which that community had its own social infrastructure.

DIFFERENT LEVELS OF IMMIGRANT COMMUNITIES

LEVEL I (Survival)	LEVEL II (Learning/Information)	LEVEL III (Ready for Integration)
<u>Examples</u> African - Ghanian - Somali - Eritrean - Ethiopian Latin American Middle Eastern South Asian - Tamil - Punjabi - Hindu Cambodian Vietnamese	<u>Examples</u> Polish Portuguese Black Caribbean	<u>Examples</u> Ukrainian Italian Hungarian German Chinese South Asians – Sikhs

(An adaptation of Durbin and Sondhu's model of Immigrant Communities)

Source: Janet Durbin and Remy Sondhu, Improving Mental Health Supports for Diverse Ethno/Racial Communities in Metro Toronto. Toronto: Metropolitan Toronto District Health Council, 1992.

1.1 Level One Immigrant Communities (in 2000)

These communities consist of immigrants who arrived in Canada's post-1980 period. As was pointed out earlier, the majority of these immigrants are from non-European countries. They tend to be non-white, non-European, non-English speaking, and non-Christian. They also do not have established residential communities and community services targeted for them. In addition, the mainstream service infrastructure is not knowledgeable about these communities because of the latter's recent arrival in Canada.

Not surprisingly,

In addition to experiencing the same range of serious mental health problems as members of other communities...people in Level 1 communities often are addressing stresses related to settlement problems, inability to speak English, family separation, pre-migration trauma, unemployment, and racism.

(Durbin and Sondhu, 1992:16)

The following are some of the characteristics of Level One immigrants:

- new to Canada and lack appropriate services for many of their basic needs;
- confronted with racial, linguistic, and cultural barriers which limit their ability to access needed services from mainstream society;
- do not yet have adequate power to do responsive advocacy through self-representation to government structures;
- the majority of their time and energy is dedicated to meeting settlement needs such as housing, financial assistance, immigration issues, and employment.

1.2 Level Two Immigrant Communities (in 2000)

These communities consist of immigrants, many of whom arrived in the late 1960's and early 1970's. The majority of these immigrants are from Eastern and Southern Europe. Newcomers in these communities, therefore, have access to members of their own ethno-specific groups for assistance in the settlement process. While these communities are not well established in terms of community services and political power, they do have, as a whole, information about life in Canada, Canadian values and norms, and some general idea about accessing mainstream services for themselves. Generally speaking, these communities have passed through the survival stage of the settlement process.

1.3 Level Three Immigrant Communities (in 2000)

Unlike their Level One and Level Two counterparts, these are well integrated immigrant communities. They consist of immigrants, the majority of whom arrived in Canada before and just after WWII. These are mostly European and Japanese immigrants who are well established in Canada. They tend to have their own community support

infrastructure, economic stability, and political power. They also know how to access the services and opportunities in mainstream Canadian society. As a group, they are well integrated into Canadian society. New immigrants in these communities, therefore, have access not only to others of their own ethno-specific groups who have been in Canada for a long time, but also to established cultural and social services created for them by the established immigrants of those groups.

Awareness of these three types of immigrant communities is of importance to funders and providers of settlement services for new immigrants. For example, an immigrant from a Level One community probably needs more social and emotional support from the language teacher than a new immigrant from a Level Three community. Too many newcomers from a Level One community in one language class may place enormous intellectual and emotional pressure on the language teacher. On the other hand, a newcomer from a Level Three community may want the same teacher to focus more on linguistic competence because he or she already has access to many sources of information and training in his own immigrant community to help him socially integrate into Canadian society.

Hence, with respect to a language training program aimed at facilitating communicative competence for social integration, planners need to be knowledgeable about what support there is for the social integration of the newcomers in the latter's own ethno-specific community. That support is likely to affect the "meaning" that the newcomer brings to the "text" of the language class and the "meaning" that he or she takes from that "text."

When used in combination, information about the stages of the settlement process and the different levels of immigrant communities can enable providers of language training programs to develop not only relevant curriculum and teaching materials but also appropriate support or ancillary services for newcomers. For example, a newcomer from a Level One community who is at Stage One of the settlement process may be lonely, unemployed, and unsure about where to go for assistance.

NEEDS OF NEWCOMERS BY STAGE OF SETTLEMENT AND LEVEL OF IMMIGRANT COMMUNITY

STAGE OF SETTLEMENT	LEVEL I COMMUNITY	LEVEL II COMMUNITY	LEVEL III COMMUNITY
<p align="center">I SURVIVAL</p>	<ul style="list-style-type: none"> • Basic information and services • Social and emotional support • Acceptance 	<p>Connection with ethno-specific organizations in community.</p>	<p>Accessing mainstream agencies in their own community.</p>
<p align="center">II LEARNING</p>	<ul style="list-style-type: none"> • Assistance in accessing mainstream organizations 	<p>Request for culturally sensitive services from mainstream agencies.</p>	<p>Participation in mainstream agencies and institutions as volunteers, workers.</p>
<p align="center">III INTEGRATION</p>	<p>Creation of their own community organizations</p> <p>- Integrating into their ethno-specific community</p>	<p>Linkages between their organizations and mainstream organizations.</p>	<p>Participation in mainstream <u>politics, economics</u>.</p>

This model should be used with caution, as practices and policies of the host society and variables such as education, race, culture, language, and attitudes may help or hinder the settlement/integration process of newcomers.

B. BASIC TYPES OF SETTLEMENT NEEDS OF NEW IMMIGRANTS

B. BASIC TYPES OF SETTLEMENT NEEDS OF NEW IMMIGRANTS

General Comments

A review of the literature on the needs of immigrants and refugees indicates three basic categories of needs experienced by the latter groups:

- Language Training
- Settlement Support
- Social Integration

Within each of these three areas, the needs of immigrants can be described as needs for emotional, political, and technical support. The following matrix illustrates this point.

DIMENSIONS OF NEED

Types of Needs	Emotional Support	Political Support	Technical Support
Language Training	<ul style="list-style-type: none"> • Patience and respect from teachers 	<ul style="list-style-type: none"> • Equal access to all language training services 	<ul style="list-style-type: none"> • Language training to learn English • Language training for employment • Language training for specific trades and professions • Language training for accent reduction/removal
Settlement Support	<ul style="list-style-type: none"> • Empathy/Compassion (from members of host society) • Respect (from members of host society) 	<ul style="list-style-type: none"> • Advocacy (at personal and societal levels) • Supportive public policies for immigrants 	<ul style="list-style-type: none"> • Information (about life in Canada, civil rights, services, etc.)
Social Integration	<ul style="list-style-type: none"> • Respect for their need to access public services in new home country • Patience from the host society as immigrants try to navigate their way through the Canadian service sectors • Access to service providers who are able to communicate in the languages of the immigrants and who understand the diverse cultural backgrounds of immigrants 	<ul style="list-style-type: none"> • Equal opportunity and access in all areas of host society 	<ul style="list-style-type: none"> • Accreditation of immigrants' foreign educational and professional education by the host country. • Access to and use of services for: <ul style="list-style-type: none"> - Housing - Employment - Transportation - Health Care - Child Care - Etc.

The major needs of new immigrants are for empathy, respect, equal opportunity, information about services in Canada and how to go about basic functions for everyday living, affordable housing, recognition of foreign credentials and experience, employment, childcare, transportation, and counselling for personal and family well-being.

While the above needs are common among most immigrants, it is important to acknowledge that different types of immigrants have different types of needs. There are poorly educated immigrants and highly educated immigrants. There are young, working age immigrants and elderly immigrants. There are immigrants who, upon arriving in Canada, can speak English well and those that cannot. There are immigrants who are familiar with social and political practices of democracy and those who are not. There are immigrants familiar with the culture of competition that pervades the Canadian economy and those that are not. There are distinct differences between male and female immigrants, especially when it comes to knowledge of English and achievement of a university degree. Last, but not least, there is the intersection of gender, race, class and culture that gives rise to a complex demand for services and the need for highly customized services for different types of immigrants.

Refugees, while having similar needs to “landed” immigrants, have needs that are unique to their status as refugees. Many refugees are victims of torture or witnesses of torture and other traumatic events. Many refugees come to Canada without family members because the latter are all dead or cannot be found by the refugees. Issues pertaining to mental health and personal and social isolation are major issues for refugees.

These differences among immigrants point to the demand for a wide range of services and service delivery methods. One size will not fit all.

Peel-specific data on the needs of new immigrants and refugees was collected for the purposes of this report. Face-to-face interviews with a total of 31 agencies (settlement and non-settlement agencies) were conducted. The following responses were given to the question: *What are the major needs of immigrants in Peel?*

The most frequent responses given by respondents were, in order of importance:

Employment	16
Language Training	15
Settlement and Integration	14
Housing	12
Counselling	6
Education of Children (assistance to parents in dealing with schools)	5

Focus groups (4) with immigrants in Peel supported these findings.

Employment: Both service providers and immigrants mentioned prejudicial evaluation of foreign credentials and experience, discrimination in hiring practices and lack of Canadian experience as major employment issues. The focus group with visible minority immigrants also mentioned inequitable wages for equal work and barriers to job advancement. Information gathered during the interviews suggested that immigrants were being forced to take menial jobs to survive which they got locked into because they did not have a chance to improve their English.

Transportation was mentioned often in the focus groups as being of importance to immigrants for getting to English classes, finding employment, and going to work. Emphasis was placed on the high cost of public transportation as well as the lack of buses for certain routes, especially those leading to industrial complexes in remote parts of Mississauga and Brampton. Equal emphasis was placed on the need to have one's own car, given the enormous size of Peel Region and the need to look for work in neighbouring Toronto, Oakville, and Hamilton. Service providers identified transportation as being one of the important factors in making their services accessible to their clientele. One service provider reported a case of a new immigrant who bought a car with a subsidy the government was giving him. The subsidy was taken away because it was not supposed to be used to buy “luxuries.”

C. EMPLOYMENT NEEDS OF NEW IMMIGRANTS

1. Needs of New Immigrants and Visible Minorities in Peel
2. Needs of Established Immigrant Groups in Peel

C. EMPLOYMENT NEEDS OF NEW IMMIGRANTS

1. Needs of New Immigrants and Visible Minorities in Peel

1.1 Barriers Faced by Immigrants

The information provided by focus group participants points to considerable problems for immigrants, particularly those who are Visible Minorities, regarding employment. These problems can be organized into three main areas:

Issues that are faced by everyone – particularly the problem that it is hard to get a job without the experience, and one cannot gain the experience without the job. This is an issue faced by everyone, but probably most challenging to people from other countries without Canadian work experience, and for those who find it difficult to find work due to discrimination.

Issues that apply particularly to Immigrants and Visible Minorities, but which are not necessarily a product of discrimination. Language issues are an example of this - while strong English skills may not be needed for some factory work, near-perfect skills in spoken and written English are required to hold a job in an office.

Genuine discriminatory practices - Individuals who want to discriminate against immigrants and Visible Minorities may use the previous two kinds of issues as an excuse - holding to the requirement of Canadian job experience, for example, or rejecting an applicant whose English is less than perfect. There are many cases of this non-blatant, but very real, discrimination. There are also cases of overt racism described in the focus group results.

These three sets of issues can be further categorized into two broad categories: internal barriers and external barriers. These latter two kinds of barriers are described below. (Internal barriers pertain more directly to the individual, while external barriers are more directly related to society as a whole.)

1.1.1. Internal Barriers (The Individual's Barriers)

Internal barriers pertain directly to the immigrant person as a private individual. They are characteristics of the individual or situations over which he or she has some control. Relatedly, it is possible to address these barriers by providing the individual with information and training that he or she can use to reduce or eliminate the barriers.

a) Limited Ability to Speak English

- Limited facility in the English Language
- Strong foreign accent prevents many immigrants from being understood and sometimes causes them to be stereotyped as poorly educated persons
- Limited knowledge of English for specific trades, professions, and other highly specialized fields of work

b) Having to Learn About Canadian Culture and Look for Employment at the Same Time

- Limited knowledge of general, everyday Canadian culture
- Immigrants experience a high level of stress because of these two things - learning to settle in Canadian society and looking for a job - happening simultaneously.

c) Lack of Canadian Experience

d) Lack of Information about:

- Canadian Labour Law
- Unemployment Insurance System
- Human Rights Legislation
- Health and Safety Standards/Legislation for Industry
- Employment Services
- Employment Training Programs
- Community/Social Service Programs
- Dealing with Racism Inside and Outside the Workplace

e) Limited Skills

- Networking (for professional and social purposes)
- Computers (fear of; don't have enough money to have one at home; never used one before coming to Canada, etc.)*
- Use of the Internet*
- Resume preparation (Canadian style/appropriate for the Canadian labour market; understanding the importance of the resume ...)
- Interviewing skills

* Participants said that their limitations in the use of information technology were further compounded by the fact that Human Resources Development Canada was using computers and the Internet to provide “automated employment assistance services.” Very often, immigrants cannot take advantage of accessing the virtual job banks and the opportunities therein. Furthermore, using the computers in the “Unemployment Office” requires a very good understanding of English. This is a major problem for new immigrants.

f) Transportation

- Difficult to travel around Peel without a car; cost of public transportation is high for unemployed people
- No public bus route to many of the industrial parks where jobs are, mostly low-paying jobs
- Lack of a driver's licence

g) Not Enough Money to Enroll in Some Training Programs

- The cost of some training programs, especially those in the high-technology fields is high.
- The policy of HRDC that recipients of EI should pay for a portion of their training fees is a major stumbling block for many immigrants.

h) Family Problems

- Child care
- Domestic Violence (mostly against women)
- Cultural pressures on family (especially on husband and wife relations, and between parents and children)
- Lack of family support (Many immigrants do not have their extended families in Canada and have difficulty dealing with their personal and social problems by themselves, with no one close to turn to.)

i) High Level of Stress

This is the case for the individual as well as for the family as a whole, especially when one or both parents are unemployed, and especially when the male is unemployed.

j) Low Self-Esteem

Not being able to find a job, being broke, feeling exploited and discriminated against, being highly-educated and under-employed, etc.; all of these things contribute to the immigrant person feeling despondent and losing faith in himself/herself.

1.1.2 External Barriers (Social or Societal Barriers)

External barriers are characteristics of people, organizations, the society at large, etc. that prevent the individual from achieving his or her goals. They are things or events over which the individual has no immediate or direct control. External barriers are sometimes called systemic barriers. (An example of an external barrier is racism among the dominant group in a society. Another example is that of a public policy or regulation that discriminates against certain groups of people intentionally or unintentionally. For example: to be a member of X profession, one must be male, six feet tall, and weigh 200 pounds.)

a) Racial Discrimination in all Parts of the Labour Market/Employment System

This is compounded by sexism and ageism in the hiring process and on the job, and when the Visible Minority immigrant is seeking employer-paid training, a promotion, etc.

- Lower salaries paid to Visible Minorities in comparison to non-Visible Minorities doing similar work
- Inequitable allocation of work duties by employers: Visible Minorities tend to be given harder and more difficult jobs, “the dirty jobs”
- Resumes of Visible Minorities “flagged” or “tagged” by white employees and employers
- Visible Minorities tend to be “passed over” for promotions more than White people
- Very little sensitivity on the part of White employers for pregnant Visible Minority women on the job
- Visible Minorities are often forced to work in unacceptable work environments and accept low wages because of their desperate financial situations
- Not being taken seriously by White employees and employers
- On-the-job harassment: verbal abuse, psychological abuse, physical abuse
- Not enough notification of lay-offs given to Visible Minorities; this makes it difficult for them to find a new job before being laid off.

b) Employers not Being Formally/Officially Accountable to the Government and the Community at Large for Providing Equal Opportunity in the Workplace

The removal of employment equity legislation by the Ontario government has seriously undermined the ability of non-White people to get equal access to employment and training opportunities. “No one is holding the employers accountable.” (*This point was emphasized mostly by service providers in agencies providing employment and training services.*)

c) Limited to No Recognition or Acceptance of Work Experience Outside Canada
(“Not enough Canadian experience”)

d) Difficulty Getting Accreditation for Trades Certificates and University Degrees Earned Outside Canada

(This barrier is linked to the well known fact that highly educated immigrants are often unemployed, under-employed, and not able to find paid work in their area of professional/trade specialization.)

e) Not enough Language Training Programs Available

- Not enough English language training programs available
- Not enough training in English is being provided in pre-employment training programs
- Not enough training in English for people in the skilled trades and professions
- Not enough on the job-training in the use of English, especially English that’s relevant to a particular job and workplace
- There should be “accent-reduction” training programs (hardly any available)

f) Insufficient Training Programs for Job Search and Job Preparation

Many of the participants felt that they could not easily find help for such things as resume preparation, how to be successful in a job interview, how to find out what their rights are in the workplace, etc.

g) Hardly any Training on how to Deal with Racism and Sexism in the Employment System, Especially in the Workplace

Very often, Visible Minority immigrants do not know how to deal with racism in the workplace; they do not know what their legal rights are, where to turn to for help, etc.

h) Not Being Eligible for any Employment or Training Assistance Because of Ineligibility for Both Employment Insurance and Social Assistance or Welfare

i) Insufficient Number of Spaces in Childcare Centres, Including Low Numbers of Subsidized Childcare Spaces

Many participants said that they did not know where to go for information about childcare facilities and subsidies for childcare.

j) Exploitation of Immigrants by Some Immigration Consultants, Lawyers, and for-Profit Employment Agencies, Especially Those Providing Temporary Employment

k) Very Few Employment Counsellors and Trainers Who Speak Non-English Languages Spoken by Many Visible Minorities

A recent study of immigrants and visible minorities in Peel focused on the employment and related needs of the latter population (Social Planning Council of Peel, 1999). The study identified internal and external barriers to employment and provided recommendations in three areas: employment readiness and preparation; vocational training and practical experience, and improvement of employment and related services.

2. Needs of Established Immigrant Groups in Peel

A new phenomenon is appearing in the immigrant population in Peel. Many immigrants who came to Peel a long time ago and are fairly well-established and integrated in the Peel community, are facing challenges that force them to seek help from human service agencies. The major sources of these challenges are changes in the economy and the aging of the population.

Unemployed Older Immigrants: The Need for Training in English, especially English for the Workplace; The Need for Employment Training and Re-Training

In Ontario, and in the Greater Toronto Area, especially, some industries are known to be dominated by particular ethnic groups. Two examples of these are the construction industry dominated by Italians, and the janitorial/cleaning services industry dominated by the Portuguese. Many Italian and Portuguese immigrants, immigrants who emigrated to Canada in great numbers shortly after World War II and are well established in Canada, went to work in the Italian dominated construction industry and the Portuguese dominated janitorial services industry. These immigrants were able to speak their mother tongues of Italian and Portuguese both in the workplace and at home, often at the detriment of their ability to speak English and to participate in mainstream, Canadian society.

Technological developments are making many of the semi-skilled and unskilled jobs in such industries as construction, janitorial services, and dry-cleaning services, obsolete. Relatedly, the new jobs in these industries require a higher level of literacy than was required before and knowledge of computer technology.

These changes are problematic for those immigrants who worked in industries where one ethnic group was dominant, and where the dominant language at work was not English, but the language of the dominant group in the industry. These immigrants now need to improve their English and to develop social and professional networks outside of their specific ethnic groups.

D. FAMILY WELL-BEING NEEDS OF NEW IMMIGRANTS

1. Needs of New Immigrants
2. Needs of Established Immigrants

One of the most vulnerable areas of new immigrants' lives is that of the family. The stresses and strains of settlement experienced in the "outside" world are brought into the family home. The home of the new immigrant is supposed to be a place of comfort and refuge; however, the people in the home are often very stressed because of their inability to speak English, to find a job, etc. Their ability to assist each other is severely weakened.

1. Needs of New Immigrants and Visible Minorities

The following is a synopsis of the major types of needs experienced by new immigrant families:

FAMILY RELATIONS (ISSUES AND NEEDS)

(Family Breakdown and Family Violence)

- Gender relations
 - Domestic violence
 - Sexual assault
- Intergenerational problems
 - Parent/child
 - Parent/grandparent
 - Child/grandparent
 - Elder abuse
- Mental health problems
- Loneliness and lack of family support
- Sponsorship breakdown
- High level of stress
- Low self esteem

2. Needs of Established Immigrant Groups

Elderly Immigrant Widows: Social Isolation and the Need to Learn English

Another group of established immigrants whose needs are now coming to the fore is the group of widowed immigrants, especially female widowed immigrants. Many of these widows did not participate in the labour force, but stayed at home and did not learn to speak English well. When their spouses died and their children had grown up and left home, these elderly persons were faced with two major challenges: personal loneliness compounded by their inability to speak English and participate effectively in the larger society. These people often do not know where to go for assistance and are often unaware of their civil rights.

Compounding the above problem is the fact that many of the established elderly immigrants do not know how to navigate Canada's governmental and human services sector because they rarely had a need to do so in the past. This is further complicated by the fact that they often cannot communicate effectively in English.

Implications for Service Coordination

The information provided in this chapter provides many directives for the provision of services to immigrants in a coordinated manner:

- ◆ Major Needs to be Met Through Service Coordination: Language training, information about Canadian laws and everyday social procedures, employment, housing, family well-being, and overall mental health.
- ◆ Major Focus of Service Coordination/Collaboration: Language training services, settlement services, and mainstream Services. More specifically, language training services, settlement services, employment services, housing services, family counselling services and mental health services.
- ◆ Major Emphasis of Service Coordination/Collaboration: The emotional, political and technical dimensions of the needs of immigrants and refugees.
- ◆ A wide range of services needs to be provided for different types of immigrants and refugees.
- ◆ Specific Programs Should be Provided for:
Vulnerable Immigrant Groups: women, unemployed and under-employed men, the elderly, the illiterate, refugees, etc.
- ◆ Attention needs to be paid to racism and an anti-racist approach to the provision of all services needs to be taken.
- ◆ A wide range of service delivery methods should be utilized by agencies in order for their services to be accessible to different types of immigrants. (For example, the use of counselling as an intervention may not be culturally appropriate for some immigrants; the use of pre-packaged, written information on services and procedures may be inappropriate for immigrants with limited literacy skills; the provision of on-line services may be more suitable for highly educated immigrants with a good command of English.)
- ◆ The services that immigrants and refugees need cannot be provided only by settlement agencies. Immigrants need services provided by other kinds of agencies, especially those that specialize in employment services, housing services, and family services.
- ◆ Particular attention needs to be paid to the mental health of immigrants and refugees. Hence the need for much coordination and collaboration with settlement and non-settlement agencies.
- ◆ Consideration needs to be given to the level of social and political organization of an immigrant group when deciding what services are to be provided and by whom.

CHAPTER 3
THE SUPPLY OF SERVICES:
THE RESPONSE OF PEEL’S HUMAN SERVICES SECTOR
TO THE NEEDS OF NEW IMMIGRANTS

Overview

The previous two chapters provided detailed descriptions of the changing immigrant population of Peel in terms of the latter's socio-economic characteristics and their service needs for settlement and integration into Canadian society.

This chapter focuses on the response of Peel's human services sector to the influx of a large and growing population of immigrants, most of whom are from non-European countries. Two aspects of the service response are described: the initial response and the current response.

The initial response was one of failure or inability of the traditional “mainstream” agencies to meet the needs of the new, mostly non-European immigrants. This was quickly followed by the establishment of ethno-specific agencies. The current response is one of agency-expansion, competition, “creaming,” and many gaps in services for immigrants and refugees.

A. THE INITIAL RESPONSE

1. Use of Existing Culturally Homogenous, Service-Specific Human Service Agencies
2. The Establishment of Ethno-Specific Agencies for the Immigrant Population
3. Specific Responses to the Needs of Immigrants for Language Training, Settlement Support, and Social Integration

A. THE INITIAL RESPONSE

1. Use of Existing Culturally Homogenous, Service-Specific Human Service Agencies

Peel's human services sector came into being at a time when the majority of the population was a relatively homogenous one: White, European, Christian, English-speaking. This was around the early 1960's. The size of the immigrant population in Peel in 1961 was 38,915.

In 1974, the Regional Municipality of Peel was formally established. In 1975, the Regional Government of Peel, through its Social Services Department, developed its first Social Services Plan for the Region. The needs of the Peel population during that period were linked primarily to the transition of Peel from a mainly rural community to an urban community.

Services were needed for:

- Public transportation
- Daycare for women going into the work force
- Counselling services for families undergoing breakdown
- Care for the elderly
- Juvenile Delinquence
- Urban Crime

At this stage in Peel's social development, human service workers and their organizations were developing their expertise in planning social programs and services. The service planners did not have to worry or learn about the culture and language of the population they had to serve. They knew that already. They were just like the homogenous population they had to serve. Hence, they were free to focus on service development.

Based on planning for a relatively homogenous population, many service-specific agencies were established. (Children's Aid Society, the hospitals in Peel, Old Age Homes, Community Living Mississauga for people with disabilities, community legal clinics, etc.)

**RESPONSE OF THE HUMAN SERVICES SECTOR TO THE NEEDS OF IMMIGRANTS
PEEL (1960 - 2000)**

AREA OF SERVICE	INITIAL RESPONSE (1960 to 1980's)	EMERGING/ADDITIONAL RESPONSE (1980's to 2000)
Language Training	Educational Institutions →	Settlement Agencies
Settlement Services	Settlement Agencies – ethno-specific → – multi-ethnic	Neighbourhood Information Centres
“Regular” Services	Mainstream Agencies & Institutions → - service specific - Neighbourhood Information Centres	Settlement Agencies & Neighbourhood Information Centres

2. The Establishment of Ethno-Specific Agencies for the Immigrant Population

In the late 1970's, when immigration to Canada increased significantly, a gap appeared in Peel's human services sector. The immigrants arriving in Peel were diverse in terms of race, religion, culture, and language. Furthermore, many of the immigrants were coming from agrarian societies or at least societies less urbanized than Peel.

Unfortunately, however, the established human service agencies in Peel that were created to respond to the problems of urbanization experienced by a mainly White, European, Christian and English-speaking population, did not have the expertise to provide services to a diverse immigrant population.

- They did not have the language skills required to communicate with the new immigrants and refugees.
- They did not have knowledge of the immigration and settlement experience.
- They did not know how to provide their services in a manner that was culturally appropriate for the different immigrant groups.

To fill the gap left by Peel's "mainstream" service-specific human service agencies, there emerged the existence of "ethno-specific" agencies, agencies specializing in the provision of settlement services to specific immigrant groups. Most of the ethno-specific agencies in Peel were established in the 1980's.

These ethno-specific settlement agencies were supported by Canada's official policy of Multiculturalism (1975) which encouraged immigrant groups to retain their cultural heritage while integrating into Canadian society. Money for ethno-specific groups, especially from the federal government of Canada, flowed from this policy.

An inventory of services for immigrants and Visible Minorities in Peel, undertaken in 1999, showed that there were at least 56 ethno-specific organizations in Peel. Fifteen (15) of these were formal human service agencies; the remaining 41 were mostly socio-cultural groups, offering mostly cultural, sports, and entertainment activities and events.

Ethno-Specific Groups and Service Agencies in Peel (1999)

	Total	Social Service Agencies	Socio-Cultural Groups
South Asians	20	5	15
Blacks	12	4	8
Arabs/West Asians	7	2	5
Chinese	6	2	4
Filipinos	3	-	3
Latin Americans	2	-	2
Southeast Asians	2	1	1
Polish	2	2	-
Portuguese	2	-	2
Other	*		
Total	56	15	41

* Undetermined at time of publication.

Source: An Inventory of Agencies and Services for Immigrants and Visible Minorities in Peel Region.
The Social Planning Council of Peel, July 2000.

3. Specific Responses to the Needs of Immigrants for Language Training, Settlement Support, and Social Integration

a) Language Training: how to speak English

This need was initially addressed by the large educational institutions in Peel (Boards of Education, Colleges and Universities). These institutions had gained their experience in teaching English as a Second Language shortly after World War II when a large number of immigrants from different European countries emigrated to Canada.

b) Settlement Support: information about how to go about everyday life in Canada (how to apply for a job, how to apply for a rental apartment; knowing your basic human and civil rights, etc.)

The need for settlement services was met by the emergence of ethno-specific agencies. The ethno-specific agencies have expertise in language, culture, and the settlement experience.

c) Regular Services: Employment training, housing, education, health care, family counselling, etc.

The need of immigrants for “regular” services was left to the service-specific or specialist “mainstream” agencies. However, while the traditional, mainstream agencies in Peel have the mandate to provide these services, they do not have the cultural knowledge and skills necessary for providing these services to the immigrant population.

Common sense says that settlement and “mainstream” agencies should work together to maximize each other's strengths and minimize each other's weaknesses. Unfortunately, as the next section of this report will show, this is not happening. The agencies are pursuing a strategy of exclusive expansion, a strategy that is leading to intensive competition and “creaming.” Compounding this situation is the fact that little leadership and support are coming from the local and provincial levels of government; the latter are engaged in a conflict with each other and the federal government about who is responsible for the provision of funding to services for immigrants.

B. THE CURRENT RESPONSE

1. Diversity of Service Providers
2. Expansion of Agencies, Services and Markets
3. Competition
4. “Creaming”
5. Increased Demand for Governmental Funding

B. THE CURRENT RESPONSE

The non-profit human services sector of Peel has responded to the growth of immigration in Peel through the strategy of expansion. This has resulted in competition between the mainstream and settlement agencies as well as “creaming” by the large educational institutions and businesses in the for-profit sector.

TYPES OF AGENCIES PROVIDING SERVICES TO IMMIGRANTS IN PEEL

	Mainstream Agencies	Ethno-Specific Agencies	Neighbourhood Centres
Traditional Focus & Expertise	SPECIFIC Programs/Services	SPECIFIC Immigrant Groups/Settlement Needs	GENERAL Information and Referral about Community Services
Focus of Current Development	EXISTING Program Focus <i>plus</i> Development of Multicultural Clientele	EXISTING Settlement Focus <i>plus</i> Development of Multiple Services for Specific Immigrant Groups	EXISTING Information Services <i>plus</i> Provision of Settlement Services and Other Services to a Multicultural Clientele

TYPES AND NUMBER OF AGENCIES PROVIDING SETTLEMENT, EMPLOYMENT AND FAMILY COUNSELLING SERVICES TO NEW IMMIGRANTS IN PEEL

Type of Agency	Number of Agencies		
	Settlement	Employment	Family Counselling
Ethno-Specific Settlement Agencies (n=10)	10	5	3
Multi-Ethnic Settlement Agencies (n=5)	5	2	3
Neighbourhood Information Centres (n=6)	5	6	4
Mainstream/Social Service Agencies (n=43)	0	9	34
TOTAL	20	22	44

1. Diversity of Service Providers

Educational Institutions :	<ul style="list-style-type: none"> • Boards of Education (2) • Community College (1) • University (1)
Mainstream Organizations:	<ul style="list-style-type: none"> • Service Specific Agencies (hundreds) • Neighbourhood Community Information Centres (6)
Settlement Agencies:	<ul style="list-style-type: none"> • Ethno-specific agencies (15) • Multi-ethnic agencies (5)

2. Expansion of Agencies, Services and Markets

- **The creation of a parallel system of services for new immigrants: settlement agencies.**
- **The expansion of settlement agencies to provide more than settlement services**
Settlement agencies provide settlement services and language training services, employment services, family counselling services, services for women, youth, the elderly, etc.
- **The expansion of existing “mainstream” service-specific agencies to provide services to different immigrant groups (to serve a multicultural clientele).**
Mainstream, service-specific agencies are providing their services to non-English-speaking clients. They are using the services of cultural interpreters, hiring multilingual staff, and providing cross-cultural and anti-racism training to their Boards, staff, and volunteers.
- **The expansion of mainstream, neighbourhood community information centres to provide a wide range of social services to different immigrant groups .**
These agencies are providing information about services to the public at large. However, they are also providing language training services to immigrants, settlement services, employment services, family counselling services, services for women, youth, the elderly, etc. to both the Canadian-born and immigrant populations. Like their service-specific, mainstream cousins, they too are hiring multilingual staff, working with cultural interpreters, and providing cross-cultural and anti-racism training to people working in their agencies.

3. Competition

Competition is a major characteristic of the relationship between settlement agencies and mainstream agencies. On the one hand, ethno-specific settlement agencies are trying to provide a wide range of programs to specific ethnic immigrant groups. On the other hand, mainstream, service-specific agencies are trying to provide specific services to a wide range of immigrant groups. Mainstream, neighbourhood information centres are trying to provide a wide range of services to different immigrant groups and the community as a whole.

Competition is also to be found between non-profit and for-profit organizations, especially in the area of employment training. The for-profit sector in Peel is catering primarily to those immigrant individuals and families who can afford to pay for settlement services. They are also targeting the highly educated immigrants, especially those with skills of relevance to the high-tech industry. These immigrants want language training and settlement services of relevance to their particular professional backgrounds and social class. Relatedly, the for-profit sector is providing services to businesses who hire new immigrants. These services include language training, real estate services, helping families to select schools for their children, to find family doctors and dentists, etc.

4. “Creaming”

“Creaming” refers to the process of taking the “best” of the client pool or market in order to profitably provide services. The “best” usually refers to those people who are “easy” to serve, often educated and highly skilled people who can learn quickly. These people help agencies to demonstrate high success or service satisfaction rates, a good thing for funders of services to see.

Creaming is being done mostly by the educational institutions in Peel and the for-profit sector. The language training and employment services offered by the educational institutions are geared mostly to the well-educated immigrant or the immigrant who already knows English and wants to improve his English-speaking skills for professional reasons. The same can be said for the for-profit sector (mentioned earlier).

The result of creaming for the settlement agencies and neighbourhood centres is that they are left with the "hard-to-serve" population, a population that is more costly - in terms of time and money - to serve. Furthermore, it is more difficult to demonstrate high success rates with this group of clients.

5. Increased Demand for Governmental Funding

The agencies' increasing demand for more funds is occurring in a context of declining government support for social services all across Canada. This context is also characterized by conflict among the three levels of government in Canada about who is responsible for providing services to new immigrants and refugees.

A strategy of expansion requires both effective use of existing resources and an influx of new and sometimes, different kinds of resources. The settlement agencies are seeking additional resources for services beyond their traditional settlement services. They are seeking funds for language training, employment training, family counselling, and other types of services. Unfortunately for the settlement agencies, their major funder, Citizenship and Immigration Canada, does not provide funds for the provision of "mainstream" services like family counselling and employment training to new immigrants.

The educational institutions and mainstream agencies are seeking funds for the hiring of multilingual and multicultural workers. They also need money to provide cross-cultural training to their Boards, staff, and volunteers. In addition, they need money to do outreach and marketing to different immigrant groups in the community at large. They also need funds to manage and coordinate the expansion that is taking place in their individual agencies. Unfortunately, Citizenship and Immigration Canada does not provide funds to mainstream agencies to specifically provide services to new immigrants.

Both settlement agencies and mainstream agencies also need funds to allow them to network more effectively with each other, to coordinate their services, and to collaborate with each other when necessary. Unfortunately for both of these types of agencies, funders in Canada rarely provide dollars to human service agencies for administrative costs, especially those pertaining to intra-agency and inter-agency coordination.

Compounding the lack of funds for the provision of culturally appropriate services to new immigrants is the conflict among government funders in Peel Region. At the Municipal level of government, the response has been one of deferral to the federal level of government, with a few exceptions. However, one notable exception is the Region of Peel's Ontario Works Program. The Region purchases the services of cultural interpreters in order to provide services to its highly diverse immigrant clientele.

Both Regional and City governments in Peel provide very little financial support to agencies for the settlement and integration of newcomers in Peel. They publicly state that immigration is a federal responsibility and that the Federal government should take primary responsibility for the provision of services to new immigrants. The Federal Government's response to this "re-delegation" of responsibility for support to immigrants is a legalistic one: all governments in Canada have to adhere to Canada's Charter of Rights and Freedoms. The Charter states that everyone in Canada has the right to equal access to all public services and opportunities in Canada. Hence, it is the role of all governments in Canada to ensure that their services are accessible to immigrants and that their policies and practices do not discriminate unfairly against immigrants. The response of the provincial and municipal governments to this "legal" admonition is that they want more money from the Federal Government of Canada.

Programs/Services for Specific New Immigrant Groups in Peel Offered By Ethno-Specific Agencies and Social Groups in Peel (December 1999)

Immigrant Group	Total # of Agencies	PROGRAMS										TOTAL # of Programs
		Employment	Settlement Services	Counselling	Social Cultural Events	Women	Youth	Seniors	English Language Training	Heritage Language Classes	*Other	
Blacks	12	7	1	0	6	8	4	2	0	1	1	30
Chinese	6	0	1	1	3	0	0	3	2	0	3	13
South Asians	18	6	2	2	7	2	0	7	2	5	6	39
Southeast Asians	2	1	0	0	1	0	0	0	1	0	2	5
Arab/West Asians	7	1	1	2	5	1	0	0	2	2	1	15
Filipinos	3	0	0	0	0	0	0	3	0	0	0	3
Latin Americans	2	0	0	0	2	0	0	0	0	0	0	2
Polish	2	1	1	1	1	0	2	0	2	0	1	9
Portuguese	2	0	0	0	2	0	0	1	1	1	0	5
TOTAL	56	16	6	6	27	11	6	16	10	9	14	121

Source: Peel Information Systems Group - Community Information Database, March 1999

***Other programs include, for example:** Housing support programs, Referral services, Advocacy and Education programs.

**Programs/Services in Different Languages For New Immigrant Groups Offered by Specific Neighbourhood Centres in Peel
(December 1999)**

	Total Number of Programs									
	Employment (8)	Settlement (5)	Counselling (1)	Cultural/ Social (0)	Women (1)	Youth (5)	Seniors (3)	Language Training (4)	*Other (14)	TOTAL 41
Language										
Arabic	4	3	0	0	1	3	0	2	3	16
Bengali	1	1	0	0	0	0	0	0	1	3
Bosnian	1	1	0	0	0	0	0	0	1	3
Cantones	3	2	0	0	1	3	0	2	2	13
Dari	1	1	0	0	0	0	0	0	1	3
English	6	4	1	0	1	5	1	4	8	30
Farsi	1	1	0	0	0	0	0	0	1	3
French	0	0	0	0	0	0	0	0	0	0
Gujarati	0	0	0	0	0	0	1	0	0	1
Hindi	6	4	1	0	1	5	1	3	8	38
Italian	1	0	1	0	0	2	0	1	5	19
Mandarin	1	1	0	0	0	0	0	0	0	2
Polish	1	1	0	0	0	0	1	0	0	11
Portugues	0	0	0	0	0	0	0	0	0	8
Punjabi	4	4	0	0	1	3	1	2	3	27
Serbian	4	2	0	0	0	2	0	1	1	10
Spanish	3	2	1	0	0	4	0	2	7	27
Swahili	1	1	0	0	0	0	0	0	1	3
Tamil	2	2	1	0	0	2	1	1	6	16
Urdu	2	2	1	0	1	3	1	2	7	20
Vietnamese	1	2	0	0	1	1	0	1	1	7

Source: Peel Information Systems Group - Community Information Database, March 1999

***Other programs include, for example:** Housing support programs, Referral services, Advocacy and Education programs

Comparison of Services for New Immigrants in Peel Offered by Ethno-Specific Agencies and Groups, Multi-Ethnic Agencies, and Neighbourhood Centres (December 1999)

	Ethno-Specific Agencies & Groups		Multi-Ethnic Agencies		Neighbourhood Community Centres		TOTAL	
Total Number of Agencies	54		4		6		64	
Total Number of Programs	121		15		41		177	
Types of Programs	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Social/Cultural	27	22.3%	0	0%	0	0%	27	15.3%
Employment	16	13.2%	1	6.7%	8	19.5%	25	14.1%
Seniors	16	13.2%	3	20.0%	3	7.3%	22	12.4%
English Language Training	10	8.3%	2	13.3%	4	9.8%	16	9.0%
Women	11	9.0%	2	13.3%	1	2.4%	14	8.0%
Settlement	6	5.0%	2	13.3%	5	12.2%	13	7.3%
Youth	6	5.0%	0	0%	5	12.2%	11	6.2%
Heritage Language Training	9	7.4%	0	0%	0	0%	9	5.1%
Counselling	6	5.0%	1	6.7%	1	2.4%	8	4.5%
*Other	14	11.6%	4	26.7%	14	34.2%	32	18.1%
TOTAL	121	100.0%	15	100.0%	41	100.0%	177	100.0%

Source: Peel Information Systems Group - Community Information Database, March 1999

***Other programs include for example:** Housing support programs, Referral services, Advocacy and Education programs

C. GAPS IN SERVICE

1. Language Training Services
2. Settlement Services
3. Mainstream Social Integration Services
4. Training

C. GAPS IN SERVICE

1. Language Training Services

a) Language Training for the Highly Educated Immigrant

Most of the language training provided by settlement agencies is geared towards the immigrant who has little to no knowledge of English. The immigrant who has a university degree and professional work experience is very literate, albeit in his mother tongue, and wants language training appropriate for his level of education.

b) Language Training for Employment

Most of the language training provided by settlement agencies is designed primarily to teach people how to speak English for use in everyday life. Language training for employment purposes is not a specific focus of the settlement agencies. They are rarely funded to provide that kind of language training program.

c) Language Training for Accent Reduction

Many immigrants in the focus groups spoke about the difficulties they experience as a result of their accent. They saw their accent, when “heavy,” as a barrier to employment opportunities.

2. Settlement Services

a) Settlement Services for Highly Educated and Professional Immigrants

As was mentioned in Chapter 2, the immigrants arriving in Peel in the 1990’s are much better educated than those who arrived in the past. This is problematic for the settlement services sector in Peel because that sector was not initially designed and equipped to provide services to highly educated, professional immigrants. The funding provided to settlement agencies reflect this reality. The wages paid by the settlement agencies are among the lowest paid in any human service agency in Peel, and do not serve to attract highly educated social service professionals to those agencies. Furthermore, there is often a class difference between the settlement worker and the newly arrived, educated, professional immigrant seeking assistance from the settlement worker.

b) Specialized Settlement Services for Refugees

The needs of refugees for basic settlement information is accompanied by the many psychological problems associated with loss of family, experience of torture, witnessing of traumatic events, etc. Refugees often need both settlement information and mental health counselling. Settlement agencies were not designed to provide any kind of clinical counselling to immigrants and refugees. The same can be said for mainstream, mental health and family counselling agencies in Peel.

c) The Provision of Settlement Services via the Internet

Most of the settlement agencies in Peel do not have a website on the Internet, and do not provide services on-line.

Other Gaps in Services:

- d) Specialized services for Immigrant Children.
- e) Services for the Immigrant Elderly (see p. 53).
- f) Services for Gay and Lesbian Immigrants.
- g) Services for the Vietnamese (see pp. 68 and 69).
- h) Services for the Latin Americans (see p. 71).

Comments on Ethno-Specific Programs for Immigrants

- It is important to look at services from a number of viewpoints regarding immigrants: recency of arrival, size of group, entering characteristics, eg. English language ability and education.
- The Arabs/West Asians who are amongst the best educated and those with one of the strongest cultural religious traditions, have one of the highest proportions of programs. Interestingly, 50% of Arabs/West Asian immigrants in Peel speak English at home.
- The Filipinos, who are also extremely highly educated, have a mainstream religion (Roman Catholicism) and have 70% of themselves speaking English at home, have one of the smallest number of programs.
- The Southeast Asians, one of the immigrant groups in greatest need, have one of the lowest number of programs (5). This, in spite of the fact that they have the highest percentage of people with less than Grade Nine education (14%) and the highest percentage of those who have not finished high school (29%). Compared to other immigrant groups in Peel, they have the lowest percentage of people with English as a mother tongue (19%) and the highest percentage of people (along with Koreans, Latin Americans and Chinese) who do not speak English at home (79%). Their unemployment rate is the highest of any immigrant group (15%). Compounding this situation is the fact that many Southeast Asians, in particular the Vietnamese, are refugees.
- A somewhat similar situation faces the Latin Americans in the sense that many of them have experienced torture as refugees or have close relatives who have been tortured. They fall into normal patterns of education except in the area of university education where they have the lowest percentage in this category next to the Blacks (8.8%). Their group also has one of the fewest persons with English as a mother tongue, 20%. Yet, the Latin Americans have the fewest agency-sponsored programs in Peel.
- Although there are four formal human service agencies (ethno-specific) providing services to the Black community, not one of them receives any funding from the Federal Government to provide settlement services to immigrants from the Caribbean, Africa, and other parts of the world. This is problematic when one considers that Black immigrants (like other visible minority immigrants) face not only problems related to settlement but also the problem of racism.

3. Mainstream Social Integration Services

a) Access to "Mainstream" Services by Immigrants Who Cannot Speak English

Services for integration, such as employment training, housing support services, family counselling, mental health services, services for the elderly, etc. are available in Peel. However, new immigrants and refugees often cannot access these "mainstream" services because they do not know how to speak English and the staff of the agencies do not know how to speak non-English languages. This situation can be alleviated through the use of multilingual and multicultural workers, (knowledgeable about both the settlement experience and the specific service being requested by the new immigrant,) or through the use of cultural interpreters.

b) Provision of Clinical and Other Human Services in Culturally Appropriate Ways

Services for integration, such as employment training, housing support services, family counselling, mental health services, services for the elderly, etc. are available in Peel. However, because they were initially designed for use by a homogenous, Anglo-Celtic, Christian, English-speaking population, they are often not appropriate or adequate for immigrants from Asia, Africa and the Caribbean. The assumptions and values underlying the services and the ways in which they are delivered are often at odds with the values and customs of the new immigrant groups. This situation often forces the new immigrant to return to the ethno-specific agency for assistance. However, the latter agency does not have the mandate or the capacity to provide professional health and clinical counselling services.

The need of immigrants for "regular" services is a challenge for both mainstream agencies (the experts on these services) and the ethno-specific agencies (the experts on the immigrants requiring those services). The mainstream agencies have the mandate to provide these services but they do not have the cultural knowledge and skills necessary for providing these services to the immigrant population. The ethno-specific agencies have the language and cultural skills of relevance to the provision of "regular" services to the immigrant population but do not have the mandate to provide those services, nor do they have the technical/clinical expertise required to provide those services.

c) Multilingual and Multicultural Workers in “Mainstream” Human Service Agencies

The work force in the "mainstream" agencies in Peel is primarily a White, Western European, Christian, English-speaking workforce. These workers, by themselves, cannot adequately address the needs of immigrants from Asia, Africa, the Caribbean and Eastern Europe.

4. Training

a) Cross-Cultural Training for The Provision of Human Services

The labour force in Peel's human services sector needs to acquire knowledge, skills and attitudes of relevance to the provision of services to a multilingual, multicultural and multifaith population.

b) Cross-Cultural Training for the Marketing of Human Services

This kind of training combines cross-cultural training with training in marketing of services and community outreach. This training is essential for informing immigrants about the services available to them and motivating them to use those services.

c) Anti-Racism Training for Human Service Workers

The majority of the workers in Peel's human services sector are White. The majority of the immigrants in Peel are non-White. The human services sector in Peel was designed primarily for Whites. This reality demands that awareness of racism and how not to let it affect the provision of services is an essential area of training for human service workers in Peel.

d) Anti-Racism Training for New Immigrants

New immigrants in Peel need training in anti-racism from two perspectives. First, they have to be informed that racism in Canada is against the law and that they should not be racist towards other groups, regardless of what their culture and religion dictate. Many of the immigrants arriving in Peel are coming from highly stratified societies where racism is openly practised. Immigrants from Eastern Europe have had very little exposure to non-White peoples. Secondly, immigrants, especially visible minority immigrants, have to learn appropriate ways of responding to racism when they are victims of it. They need to know about their rights under Canadian law, how to lodge a complaint about racism (and so on). They need knowledge and skills for dealing with racism in Canada.

e) Anti-Sexist Training for New Immigrants

Many of the immigrants arriving from Asia, Africa, the Caribbean and Eastern Europe are coming from societies where the rights of women are not as fully protected as they are in Canada. These immigrants need to be made aware of the laws governing gender relations in Canada, especially gender relations in the workplace. Women, from Asia and Africa in particular, need to be informed about their rights in Canada.

Implications for Service Coordination

Human service agencies in Peel have the knowledge and skills required to provide effective services to Peel's immigrant and refugee population. The educational institutions have expertise in training, especially language training. The "mainstream" agencies have expertise in specific areas of services, as well as in service planning and management. The settlement agencies have knowledge of different languages and cultures, and expertise in providing settlement services to immigrants and refugees. If all of these different kinds of expertise were to be coordinated and integrated in an effective and efficient manner, the immigrants and refugees in Peel could be well-served and able to improve their ability to settle and integrate successfully in Canadian society.

This much needed service coordination and collaboration among agencies is easier said than done because the expert knowledge and skills are in different, self-governing organizations. The challenge is to motivate these individual agencies to work together without losing their identity and organizational autonomy.

(The next chapter looks at existing approaches to service coordination and collaboration in Peel.)

CHAPTER 4
THE SUPPLY OF SERVICES:
EXISTING APPROACHES TO SERVICE COORDINATION IN PEEL

Overview

Human service agencies in Peel have a history, albeit a relatively recent one, of developing service coordination/collaboration mechanisms and processes. Some efforts at service coordination and collaboration have already taken place among settlement service agencies and between settlement service agencies and mainstream agencies.

Agencies in Peel have expressed interest and willingness to engage in a process geared toward coordination/collaboration of services for immigrants. However, they have major concerns about the feasibility of achieving that objective. Chief among their concerns are a lack of trust and respect among agencies, especially between settlement agencies and mainstream agencies; the need for substantive resources for them to engage in service coordination activities; and competition among agencies.

The major implications of this chapter for coordination/collaboration of services for immigrants and refugees is that models for such coordination/collaboration should not be developed by academics and researchers with input from the agencies in Peel. Rather, a community development approach, involving a wide range of stakeholders and paying a lot of attention to relationships and trust-building, should be taken to the coordination of services for immigrants in Peel (*The last chapter provides recommendations for a community development approach to the coordination of services for immigrants in Peel Region.*)

**A. AN INVENTORY OF SERVICE COORDINATION/COLLABORATION IN PEEL,
1977 - 2000**

Service coordination/collaboration can take many forms:

- Coordination Within a Specific Service Sector
(Example: among agencies providing addiction treatment services)

- Coordination Between Two or More Service Sectors
(Example: between addiction services and housing services)

- Coordination Around a Particular Service Program
(Example: around a pre-school program)

- Coordination Around a Particular Social Problem
(Example: around alcoholism)

- Coordination Among Organizational Functions
(Example: around client intake, service delivery, marketing, etc.)

- Coordination Around Services for a Specific Client Group
(Example: around services for children with disabilities)

All of these types of coordination are present in Peel. However, the most common type of coordination is that of inter-agency coordination around specific service programs or social services.

AN INVENTORY OF SERVICE COORDINATION/COLLABORATION IN PEEL 1977 - 2000

Coordination Within the Settlement Services Sector		
1999	Job Search Workshop	A training program for immigrants provided collaboratively by four settlement agencies, with one of the agencies acting as the program coordinator.
1992	Peel LINC Partnership (PLP)	This is a formal inter-agency network for the planning and delivery of the LINC Program in Peel
1985	Multicultural Inter-Agency Group (MIAG)	This is a formal agency that focuses on providing training support to settlement workers and settlement agencies.
1977	Peel Multicultural Council (PMC)	This is a formal agency that focuses on advocacy for immigrants and racial minorities.
Coordination Between the Settlement Services Sector and Mainstream Agencies		
1989-1991	The Multicultural Bridging Initiative	A pilot project on collaboration between settlement agencies, family counselling agencies, and the (then) welfare services department of the Region of Peel.
Coordination Around Particular Service Programs		
1999	Job Search Workshop	(described above)
1992	Peel LINC Partnership	(described above)
1996	Havenwood Place	(a pre-school program)
Coordination Around Particular Social Problems		
1996	Peel Committee Against Poverty	
1997	Peel Committee Against Homelessness	
1989	Peel Committee Against Sexual Assault	
1984	Peel Committee Against Woman Abuse	
Coordination for Advocacy Around Funding		
1989	The Peel Fair Share Task Force	This is an inter-agency network of agencies that advocates for Peel's fair share of provincial government funding services for families, children, and adults with disabilities. It has no staff or funds for its purpose.
Coordination Around Common Functions of Agencies		
Providing Services to Victims of Violence		
1995	The Region of Peel's Woman Abuse Protocol	A protocol for service planning, delivery, outreach, data collection, etc.

B. CHARACTERISTICS OF SERVICE COORDINATION IN PEEL

- The majority of the formal service coordination initiatives/mechanisms in Peel were initiated in the 1990's.
- Most of the service coordination/collaboration initiatives in Peel were initiated by funders through the provision of start-up funding.
- The majority of the service coordination/collaboration initiatives in Peel are focused on specific programs or social issues.
- There are few service coordination/collaborative initiatives between two or more distinct service sectors. (For example: coordination of health services with housing services.)
- Service coordination in the settlement services sector in Peel is limited to coordination around programs. While there are two settlement agencies in Peel providing some service coordination, training and advocacy support to settlement agencies, these same agencies are engaged in providing direct services to immigrants, a factor that limits their capacity to provide coordination support to settlement agencies, and to be perceived as a “neutral” coordinator..
- Most of the current coordination/collaboration initiatives/ventures in Peel are funded, some with full-time management and administrative staff.
- Coordination projects which lost funding, collapsed.

C. SIX CASE STUDIES OF SERVICE COORDINATION/COLLABORATION IN PEEL

The following case studies were prepared and written by the staff of the collaborative groups themselves.

Coordination Around Particular Service Programs

Settlement Programs:

- Peel LINC Partnership
- Job Search Workshop for Newcomers

Pre-School Program:

- HavenWood Place

Coordination Around Specific Social Problems

- Peel Committee Against Woman Abuse
- Peel Committee Against Sexual Abuse

**INTER-AGENCY COORDINATION/COLLABORATION AROUND A
SETTLEMENT PROGRAM**

Name	Peel LINC Partnership (PLP)
Description	PLP is a formal network of LINC provider agencies and other agencies whose services are of relevance to LINC clients
Year Founded	1992
Purpose/Mandate	To facilitate a community-driven LINC Program in Peel through participation in the Peel LINC Partnership: <ul style="list-style-type: none"> - to identify LINC related needs within the community - to recommend the best method for delivery of LINC - to facilitate communication and networking among the members of the Partnership - to advise policy-makers and funders about the LINC Program and related issues - to address major environmental issues affecting the PLP
Funding	Citizenship & Immigration Canada
Staff Support	<ul style="list-style-type: none"> - Peel LINC Partnership Coordinator (full time) - Curriculum Facilitator (full time) - Marketing Coordinator (full time) - Manager English Testing Centre (full time) - Administrative Assistant (part time)
A Sample of Community Partners	<ul style="list-style-type: none"> - ISAP agencies - Non-ISAP agencies funded to provide LINC classes - Multicultural Interagency Group of Peel (MIAG) - Social Planning Council of Peel (SPCP) - Halton LINC Partnership - Citizenship & Immigration Canada - Census Canada - Regional Government of Peel - Region of Peel: Ontario Works - Peel Regional Police - Peel Health Department - Sheridan College - Peel Board of Education - Peel/Dufferin Roman Catholic Separate Board of Education - Ontario Council of Agencies Serving Immigrants(OCASI) - Teachers of English as a Second Language (TESL) - Canadian Language Benchmarks (CLB) - Powers Analysis - Centre of Excellence in Research on Immigration and Settlement (CERIS)

<p>Products of Collaboration</p>	<ul style="list-style-type: none"> - Annual Service Plan for the LINC Program in Peel - Coordination of intake, assessment, and referrals among LINC providers - Professional development for LINC staff (instructors, childcare workers, supervisory staff, coordinators) - Professional development for LINC clients - Recruitment of guest speakers/trainers from Peel Regional Police Services, and Peel Health Department for the education of LINC students - Production of demographic information and service statistics on LINC clients through the Automated Reservation System to assist: <ul style="list-style-type: none"> i. LINC agencies in planning their services ii. Funders (CIC, HRDC, MET) iii. Region of Peel (especially for Ontario Works Program) iv. Peel Regional Police Services v. Peel Health Department
<p>Strengths</p>	<ul style="list-style-type: none"> - Strong collaborative body - Ability to meet client needs through timely information-sharing - Can refer clients to appropriate learning sites as requested, at time of assessment - Provide standardized programs across the Region - Maintain high quality of program delivery through ongoing professional development for LINC staff - Advocate on broader issues as a collaborative body of settlement providing agencies (e.g. wrote to the Minister of HRDC re: barriers clients face in accessing training programs) - Shares information to enable cooperation and collaboration between ISAP-funded and non ISAP-funded agencies
<p>Areas for improvement</p>	<ul style="list-style-type: none"> - More meaningful participation in the PLP by the smaller, ethno-specific agencies - More participation in the PLP by representatives of Regional and City governments in Peel

**INTER-AGENCY COORDINATION AROUND
AN EMPLOYMENT PROGRAM FOR IMMIGRANTS**

Name	Job Search Workshop: Multicultural Inter Agency Group (MIAG) Partnership
Description	Offers short-term pre-employment workshops designed especially for recent immigrants, in the Region of Peel and Halton.
Year Started	1999
Purpose	To increase the employability of newcomers through offering a comprehensive employment preparation program.
Services Offered	<ul style="list-style-type: none"> - Preparation of a professional resume - Understanding the Canadian labour market - Access to employment resources - Use of your existing skills and resources - Internet access and training
Funding Structure	JSW is a COSTI - OCASI program funded by Citizenship and Immigration Canada.
Partners	<ul style="list-style-type: none"> - African Community Services - Brampton Neighbourhood Resource Centre - Halton Multicultural Council - Malton Neighbourhood Services - Multicultural Inter-Agency Group of Peel (coordinator of workshop)

INTER-AGENCY COORDINATION AROUND A PRE-SCHOOL PROGRAM

Name	Havenwood Place
Description	A collaborative venture in the Dixie Bloor Neighbourhood for the healthy development of children (ages 0-6) and their families. The program is a pre-school program for children and their parents.
Year Started	1996
Background	<p>In 1996, a group of representatives from Community Health service agencies and Children's Mental Health agencies met to discuss how to better meet the needs of preschool children and their families in Peel. There was a sense that services were not being used to their full potential. Services seemed poorly connected with others, and there was no way of ensuring access to services by the people who needed them most. In some cases access to services was contingent upon many variables i.e., funding mandates rather than need.</p> <p>This led to an invitation being sent to community service agencies to discuss ways of collaborating that would lead to a more integrated service system in Peel. An organizing meeting was held in June of 1997 where a broad vision was confirmed and six working committees were established to address key issues in reaching a broader vision.</p>
Purpose/Mandate	<ul style="list-style-type: none"> - To enhance parent-child interaction and increase positive parenting - To reduce child abuse and neglect - To reduce the risk of low birth weight and improve the health of pregnant women - To increase child preparedness for successful school entry - To increase the accessibility and availability of community resources, services, and health care - To increase the early identification of children who are at risk - To engage families and caregivers in identifying needs and developing services for their neighbourhood
Services Offered	<ul style="list-style-type: none"> - Linkage to appropriate services including specialized services. - Access to and reaching out to provide supports for children and families at risk. - A child care resource centre accessible at convenient hours which provides information, support and enriching programs for preschoolers and their families and caregivers.
Funding Structure	Region of Peel (70% of coordinators' salary)
Staff Structure	Coordinator, Program Assistants, Consultants and Family Support Workers, Research Consultants
Partners	A broad range of community services which provide support to families including treatment, child care, education and family service agencies: Peel Children's Centre, Family Services of Peel, Mississauga Parent Child Centres, Peel Preschool Speech & Language, etc., and Ontario Institute for Studies in Education (Evaluation researchers).

INTER-AGENCY COORDINATION AROUND DOMESTIC VIOLENCE

Name	Peel Committee Against Woman Abuse (PCAWA)
Description	PCAWA consists of forty-three member agencies in Peel that are directly involved, or concerned with, the issue of woman abuse.
Founded	1984
Purpose/ Mandate	To promote a comprehensive and effective response to woman abuse in the Region of Peel.
Funding Structure	Trillium Foundation, Ministry of Community & Social Services, project funding from United Way of Peel, Canadian Women’s Foundation, Ontario Women’s Directorate, Ministry of Citizenship, Culture and Recreation.
Staff Structure	1 Full-time Coordinator and part-time administrative assistant
Areas of Collaboration	<ul style="list-style-type: none"> - Violence prevention - Fundraising - Protocol Development - Community Training - Resource Development - Public education - Advocacy - Community Outreach - Coordination of Service Delivery - Domestic Violence Court in Brampton
Products of Collaboration	<ul style="list-style-type: none"> - Assisted in the establishment of woman abuse protocols in hospitals, facilitated police training and workshops for service providers, enhanced community education and awareness, developed a Safety Plan for woman abuse survivors; developed a Woman Abuse Protocol. - Developed the Silent Voices Exhibit (a mobile public education tool) with youth from Peel high schools. A documentary of the Silent Voices Exhibit was developed in collaboration with Rogers Cable 10 and was launched across the Ontario network and implemented in the school program. - Assisted in the establishment and monitoring of the Domestic Violence Court in Brampton. - Trained several hundred community support people on handling disclosures from survivors of violence. - Worked with 4 ethno-specific communities in the Region to deliver training to their communities. - Developed “Sentencing in Sexual Assault Cases in Peel: A Project for Change” to track comments put forth by judges and to track trends in sentencing. - Received an Accessibility Award from the Canadian Hearing Society in 1992-1993. - Influenced the judicial system's procedure of women having to serve restraining orders to their abusive partner; women no longer have to do this. - Organized advanced training for service providers in Peel.

<p>Strengths</p>	<ul style="list-style-type: none"> - Diverse membership - Cross-sector membership - Inclusive philosophy - Achievements have been far-reaching - The PCAWA has created a forum for collaboration on important anti-violence initiatives - The PCAWA has brought together expertise from many areas which is shared amongst its members and drawn upon for many initiatives developed by PCAWA. - PCAWA has initiated other collaborative projects (i.e. Child Witness Group for Mothers and their Children) - PCAWA addressed gaps and needs in the community - PCAWA is highly respected by funders, media and community members - The PCAWA provides an opportunity for service providers to network, share information and communicate about issues related to woman abuse and the service system on a monthly basis - The PCAWA focuses on initiatives/projects that have been identified as gaps/needs. This has an economic impact, as it reduces the duplication of services, etc. - The PCAWA initiatives has an impact on women and their families, and is helping towards building safer communities - The PCAWA has a strong advocacy voice - The PCAWA has survived and achieved a great deal, on very limited resources (i.e. one and 1/2 staff, limited funding, etc.) - The PCAWA is viewed as a model by other regions. - The PCAWA initiatives are contributing to a long term violence prevention plan
<p>Areas for improvement</p>	<ul style="list-style-type: none"> - The PCAWA needs to continue to build relationships with sectors not represented at PCAWA - The PCAWA needs to build relationships with other regional coordinating committees to create a provincial and national voice on violence issues - The PCAWA needs to build relationships with the corporate sector, which it has recently begun to do - The PCAWA needs to continue to raise its profile in the media and the community - The PCAWA needs to enhance its advocacy voice on violence related issues - The PCAWA needs to continue to improve its working relationship with all of its members and work to remove the barriers that may exist and prevent full participation at all of the committee levels. - The PCAWA needs to develop a strategy to sustain itself financially - The PCAWA needs greater resources (i.e. funding, more staff and volunteers) in order to take on larger initiatives and achieve more in the anti-violence movement - The PCAWA needs to create and maintain interest and full participation of its membership

**INTER-AGENCY COORDINATION AROUND
A PROCESS FOR DOMESTIC VIOLENCE PREVENTION**

Name	The Region of Peel Woman Abuse Protocol
Description	The Woman Abuse Protocol establishes a continuum of specialized services designed specifically for abused women in the community. The Protocol ensures access to Crisis Support Services for all women within 48 hours of their contact. Women are connected to First Stage and Second Stage Counselling Services over time, when the community resources become available and in accordance with each woman’s needs.
Background	The development of the Woman Abuse Protocol was initiated in September 1995 and funded by the Ministry of Community and Social Services. It was piloted in 1997 by twelve agencies also funded by the Ministry of Community and Social Services. The launch was held in 1999.
Purpose/ Mandate	<ul style="list-style-type: none"> - To reduce the likelihood of woman abuse survivors falling between the cracks of the social service system. - To improve the consistency and quality of the delivery of Woman Abuse Services in Peel.
Components	<ul style="list-style-type: none"> - Common intake tool - Coordinated referral process - Consistent guidelines and principles - Client profile information
Services	<ul style="list-style-type: none"> - Crisis Support - First Stage Counselling - Second Stage Counselling

INTER-AGENCY COORDINATION AROUND SEXUAL VIOLENCE

Name	Peel Committee on Sexual Assault (PCSA)
Description	PCSA is a group of concerned service providers working collaboratively to establish a comprehensive and effective community response to end sexual violence.
Founded	1989
Purpose/ Mandate	To establish a comprehensive and effective community response to end sexual violence
Funding Structure	<ul style="list-style-type: none"> - Ministry of Health - Project grants from various sources
Staff Structure	1 Full-time Community Coordinator and administrative staff (part- time)
Areas of Collaboration	<ul style="list-style-type: none"> - Violence prevention - Advocacy - Fundraising - Public education - Service coordination - Community training
Products of Collaboration	<ul style="list-style-type: none"> - Establishment of the Sexual Assault Rape Crisis Centre - Development of Sexual Assault Emergency Response Protocol - Training in enhanced sexual assault counselling with Sexual Assault Counsellors in Brampton - Co-ordination of annual-wide public education strategy for Sexual Assault Prevention Month - Region-wide publication “Sexual Violence: A Handbook for Survivors and Their Supports.” - Coordination of advocacy activities - Creation of a mobile public education tool “Silent Voices” - Coordination of annual Region-wide media violence awareness campaign - Creation of community anti-violence service cards - Region-wide publication “Sexual Violence: Information for Male Survivors”
Strengths	Strong connections with Peel Committee Against Women Abuse
Areas for improvement	Enhance collaboration with ethno-specific organizations

D. AGENCIES' PERSPECTIVES ON COORDINATION OF SERVICES FOR IMMIGRANTS IN PEEL REGION

The information presented in this section was obtained through interviews with senior managers of 31 non-profit agencies* in Peel Region and 4 focus groups with immigrants and service providers. (* Settlement Agencies: 15; Family Counselling/Related Agencies: 12; Employment Agencies: 4)

**CURRENT APPROACHES TO SERVICE COORDINATION AND COLLABORATION BY NON-PROFIT AGENCIES IN PEEL REGION
(From the perspective of service providers)**

Current Approaches To Coordination	Helpful Factors
<ul style="list-style-type: none"> • Participation in meetings • Agency memberships • Referrals • Project partnerships • Networking • Joint staff training/development • Advocacy • Information exchange • Satellite services 	<ul style="list-style-type: none"> • Networking • Attending meetings • Being active participants in partnerships
Hindrances/Problems	
<ul style="list-style-type: none"> • Competition: fighting for the same piece of pie • Lack of trust • Agencies have long waiting lists for their services • Agencies don't provide services in a variety of languages • Difficult referral process • Agencies don't value each other's work • Agencies that lack a collaborative/team work spirit • An agency with a variety of language capabilities refused to assist us with a client • Mainstream agencies don't value our work (<i>settlement agencies</i>) • Mainstream agencies don't know what we do (<i>settlement agencies</i>) • Large agencies have more clout and appear to want to swallow us (<i>settlement agencies</i>) up • Inter-agency meetings focus on the purpose of the mainstream agencies • Agencies claim to deliver a service that they don't • Agencies unable to assist with referrals • All talk, no action • Client not put first • No communication between Boards of agencies 	

1. How does your agency currently work (collaborate/coordinate) with other agencies in order to address the needs of new immigrant and refugee clients?

Respondents currently approach collaboration in the following ways:

APPROACHES TO COORDINATION	#	%
Participate in meetings (committees, inter-agency groups, coalitions and boards)	21	68
Referrals	13	42
Project partnerships	10	32
Networking	7	23
Joint Staff training/development	6	19
Advocacy	3	10
Information exchange	2	6
Satellite services	2	6

2. Does your agency coordinate its services with those in settlement, family counselling and employment agencies?

Agencies coordinate:	#
Within Their Own Sector	0
With All Sectors	24
Settlement & Employment only	3
Settlement & Family Counselling only	3
Employment & Family Counselling only	1

3. What have you done that helps the coordination to work?

TOP 3 EFFORTS THAT HELP THE COORDINATION TO WORK

- Networking
- Attending meetings
- Becoming active participants in partnerships

Other Comments Worth Noting:

- Individual contacts with workers in other agencies are the best way of coordinating services.
- One agency mentioned that the Operations Committee of the Peel LINC Partnership was very effective because the members of the Committee were all equal and there were no powerful people there. People put their issues on the table and they were dealt with. There were no bosses and it was very productive. *(This is a very important issue. Who/what is being co-ordinated? Who should be at the table? If there is a huge disparity in power of agencies what can be done to level the playing field? Perhaps a prior question is: coordination for what and by whom?)*

4. What problems have you experienced working with agencies in settlement, employment and family counselling agencies?

Responses from all agencies interviewed:

PROBLEMS	# of Responses
Lack of resources	12
Waiting lists	5
Language barriers	4
Lack of teamwork	4
Lack of trust	3
Funders expectations/requirements	3
Competition	2
Lack of knowledge about what other agencies do (vice versa)	2
Different perceptions of collaboration	1
Difficult process	1
Agency claims to deliver a service that they don't	1
Lack of contacts with other agencies	1
Mainstream agencies' lack of recognition and knowledge about settlement services	1
Large agencies swallow up smaller ones	1
Meetings don't meet our needs	1
Meetings don't focus on purpose	1
Large agencies reluctant to share information	1
Coordinating meeting times	1
Agencies trying to do everything	1
Lack of knowledge about clients' needs	1
Lack of communication	1
None	1

What problems have you experienced working with settlement, employment and family counselling agencies?

Responses from specific types of agencies interviewed:

Top 5 Problems	Settlement Agencies	Family Counselling Agencies	Employment Agencies
Lack of resources	4	5	2
Lack of trust	3	2	2
Lack of teamwork	3	2	3
Funders expectations/requirements	2		3
Different perceptions of collaboration	2		
Time commitment		3	
Agency claims to deliver a service that they don't		2	
Waiting lists			2

- ◆ Lack of trust is mentioned as a problem for coordination. (Funding for any collaborative process for improving services to immigrants needs to address this critical factor.)

Is your agency interested in coordinating or further coordinating with these 3 sectors (settlement, family counselling, employment training)? Yes___ No___, If not, why not?

Yes	91%
No	3%
Don't know	6%

- ◆ An extremely high percentage (91%) of respondents expressed interest in coordinating or further coordinating with those in settlement, family counselling and employment sectors. Of the 31 agencies interviewed, only 3% would not be interested in coordinating, and the remaining 6% were of the opinion that they could not answer the question at the present time.
- ◆ Two of the agencies were not interested in collaborating with the three sectors as their mandates and programs were geared toward a specific social service issue. A third agency, not interested in collaborating with the three sectors, shared that it never thought of doing this before, nor did it have the resources (staff, time, and money).

How would you rank your agencies' capacity for coordination with settlement, employment and family counselling agencies?

Excellent	32%
Good	42%
Fair	16%
Poor	0%
Unable to answer	10%

- ◆ The responses provided reflect the agencies' confidence and optimism to build on their existing strengths.

What does your agency need in order to effectively coordinate its services with those in the three sectors (settlement, family counselling, and employment counselling)?

Responses from all agencies interviewed:

COORDINATION NEEDS	# of Responses
Resources	25
Clear vision, mandate, roles	3
Staff training	3
Build on existing strengths and skills	2
Information about what other agencies do	2
More services targeted at our clients	2
More partnering opportunity	2
Staff sensitivity to the needs and experience of newcomers	2
Focus on youth	1
Easy access to other services	1
Fun	1
Cooperation and collaboration of agencies	1
Innovation	1
Information-sharing	1
Networking opportunities	1
More proactive and preventive approaches	1
Agencies with similar mandates to partner with	1
Recognition of the importance of referrals	1
Effective model	1
Support of the diverse communities to help with outreach in their communities	1
Buy-in of staff and board	1
Employment training for newcomers	1
Supportive funders	1

What does the agency need in order to effectively coordinate its services with those in the three sectors (settlement, family counselling, employment training)?

Responses from specific types of agencies interviewed:

Top 3 Coordination Needs	Settlement Agencies	Family Counselling Agencies	Employment Agencies
Resources	13	16	8
Staff sensitivity to clients' needs	3		2
Training	2	2	
Clear vision, mandate, roles		3	2

What does your agency need in order to effectively coordinate its services with those in other sectors?

Responses from focus groups with service providers:

- Resources (staff, money, time, technology)
- Networking opportunities
- Information about roles and expectations
- Opportunities for innovation and creative thinking
- Culturally specific programs and coordination opportunities
- Effective model and appropriate infrastructure
- Education and understanding about the needs of newcomers
- Cultural diversity training for our staff
- Increased services that meet the needs of our target group
- Philosophical buy-in of staff and board, that collaboration is a service and an integral part of service delivery

- Agencies providing settlement and employment services emphasized that staff need to be sensitive to clients' needs.
- Family counselling and employment agencies emphasized that they need a clear vision of agencies' mandates and roles in order to coordinate/collaborate.

- *Is this difference among the agencies one of technical process versus compassion? There were other comments by agencies that seemed to indicate a clear lack of respect and trust among the agencies. ("They don't offer the services they claim to offer." "They hang on to clients they don't have the ability to serve.")*
- *There seems to be an underlying tension between ethno-specific agencies and family counselling agencies; nonetheless, both see the need for training, which may be positive. One side sees the need for counsellors trained in family counselling; the other side sees the need for family counsellors to be more sensitive to ethno-cultural issues and the impact of racism on the clients' feelings of safety with White counsellors. If training were provided in both instances, greater mutual understanding and respect may develop.*
- *The non-profit sector in Peel needs to walk its talk. More multi-ethnic staff need to be hired, and the issue of credentials from other countries needs to be addressed so that trained people can be assessed and their skills used. If tension truly does exist, it is good that it is noted here because: 1) action can be taken to address the tension, and 2) such tensions, if ignored, would hinder any coordination/collaboration process the agencies wish to undertake.*

What will hinder the agency from coordinating its services with those in other agencies?

Responses from all agencies interviewed:

HINDRANCES TO COORDINATION	#	%
Lack of resources	25	83
Funders restrictions	5	17
Lack of clear vision, roles, expectations	2	7
Lack of similar vision/mandate among agencies	2	7
Competition	2	7
Lack of cooperation from partnering agencies	1	3
Lack of support from agencies in the community	1	3
Inability/Reluctance of partnering agencies to take risks	1	3
Lack of autonomy	1	3
Lack of staff training	1	3
Settlement agencies that attempt to be specialists in everything without the necessary training	1	3
Collective threat of change	1	3
Lack of innovation	1	3

What will hinder the agency from coordinating its services with those in other agencies?

Responses from specific types of agencies interviewed:

- ◆ Only settlement agencies said lack of staffing would hinder coordination/collaboration.
- ◆ Family counselling agencies seemed to be the most "stretched" for resources according to the statistics - 90% indicated that lack of resources will hinder coordination/collaboration.

Top 3 Hindrances to Coordination	Settlement Agencies	Family Counselling Agencies	Employment Agencies
Lack of resources	11	19	9
Lack of cooperation and support from agencies		2	2
Lack of staff training	2		
Lack of vision, mandate, role definition	2	5	2

Other Comments Worth Noting.

About Funders

- The way funders structure grants creates competition rather than collaboration.
- Funders put restrictions on what agencies can do and the way that they can provide services which do not match with the needs the agencies see.
- Research should be done on the funders and their terms and conditions for funding agencies.
- Some agencies go to the meetings of the Peel LINC Partnership (PLP) just to find out what others have and to try and get it for themselves.
- Funders do not like to pay for non-direct services like inter-agency service coordination. However, they keep demanding that agencies coordinate among themselves.
- Available resources to have the time to co-ordinate and develop protocols is a major problem for many agencies.

About Family Counselling Agencies

- There are long waiting lists to get help from family counselling agencies. One of our clients had to pay to get the family counselling and could not afford to do so.
- Another problem with family counselling services is that they are not available in all languages. *(Is this a problem in staffing or in accreditation or both?)*
- Cultural sensitivity is a problem with family counselling agencies.
- Family counselling agencies don't do a good job of reaching out to immigrant communities.

About Employment Services Agencies

A difficulty with employment agencies is that they do not always have people who can speak the language of the client; this makes it frustrating for all involved.

About Settlement Agencies

- Settlement agencies attempt to be specialists in everything without having the necessary training.
- Small settlement agencies hold on to clients when they do not have the capacity to serve them.
- Settlement agencies are not valued or appreciated for what they do and are not listened to by the larger agencies.

About Service Coordination

- Different partnerships have different rules and protocols and this makes coordination confusing.
- The nature of an agency's work may not permit it to get very involved in long-term coordination efforts. For example, shelters offering limited periods of stay to victims of violence need assistance from other agencies almost immediately. They cannot afford to wait for assistance. The nature of their work is also very crisis-oriented, a reality that does not leave them much time for internal administration work much less outside administration work like inter-agency coordination meetings.
- One agency stresses timeliness and another doesn't, and the clients are the victims in this situation.
- The Region of Peel's Social Services Department needs to be included in the process of coordinating services for immigrants.
- Whenever agencies are stretched, they become insular. Agencies are very stretched for funds right now and funders are asking them to take time out to coordinate. Coordination takes time and money.

What should the researchers pay attention to when developing models of service coordination/collaboration?

Top Five Responses from all Agencies Interviewed:

Building on existing strengths and collaborative work	12 (39%)
Agencies' limited resources	11 (35%)
Needs of immigrants	9 (29%)
Have clear purpose, roles outcomes	5 (16%)
Shared values/vision of partnering agencies	4 (13%)

What should the researchers pay attention to when developing models for coordination among settlement, employment and family counselling?

RESPONSES FROM SPECIFIC TYPES OF AGENCIES

Top 5 Areas	Settlement Agencies	Family Counselling Agencies	Employment Agencies
Needs of newcomers/clients	7	8	4
Funders requirements/expectations	3		3
Clear purpose of model and outcome for target group	4		
Shared values/vision of partnering agencies		5	3
Build on existing collaborative work	2	4	3
Agencies limited resources		3	
Additional resources for agencies that partner		3	3
Buy-in from community	2		

- Settlement agencies, more than family counselling and employment agencies seem to be more directly focussed on their clients and their needs. They are the only group that mentioned "Clear purpose of model and outcomes for the target group. (25%).
- (Different focus or emphases among different types of agencies may be one area that could be explored more in depth to uncover the pressures and tensions within and between agencies. The differences among agencies also need to be addressed openly and in a positive environment.)

Other Comments Worth Noting

- Lack of fair funding
- Need to change indicators of outcomes
- Inclusiveness of small agencies
- Model should strive to give agencies an equal voice
- Provide time for more discussion
- There is a need to develop an accepted phone protocol
- There is a need for an agency for educated people where the staff are highly educated. This will prevent these immigrants from wasting their time sweeping floors and prevent Canada from losing out by not being able to use the skills of these immigrants.
- There is a need for an up-to-date directory of services so that the agency does not waste time calling for services that are no longer available.

Implications for Service Coordination

Some of the issues raised during the interviews can be assessed in terms of what influences a good collaboration. Clearly, lack of resources and lack of mutual trust, respect and understanding are major factors detrimental to developing an effective collaboration. One aspect of the lack of trust is the imbalance of power; another is focus of interest. Funders' restrictions also could cause problems regarding the needed flexibility for a major collaboration. Thus any effort to improve services for immigrants in Peel should perhaps have a plan to address each of these issues on the road to coordination/collaboration.

Given the agencies' concerns about what they need for a successful approach to coordination of services for immigrants and the hindrances to such an approach, it would seem that a process approach as opposed to a research approach should be taken to the development of models for the coordination of services for immigrants in Peel. This implies a labour-intensive and time-intensive, community-based process.

Another implication of this chapter is that coordination of services for immigrants in Peel should not be approached from a technical or re-engineering perspective, but from a community development perspective. The latter places emphasis on building trust, respect, the capacity for achieving consensus and managing conflict. It also recognizes and respects the need for technical expertise in the development of services and systems.

This suggests that in the community-based process for achieving service coordination, there should be at least two types of facilitators or community convenors. One should be people-oriented, and the other should be technically-oriented.

CHAPTER 5

A FRAMEWORK FOR PROVIDING SERVICES TO IMMIGRANTS AND REFUGEES IN PEEL

Overview

This chapter is different from the preceding ones in terms of intention and style. The intention behind the previous chapters was to describe the current situation of services for immigrants in Peel. The intention underlying this present chapter is to offer, for discussion only, not as a prescription or recommendation, some suggestions for improving services for immigrants in Peel. With respect to style, the reader should note that instead of descriptions or arguments, definitive statements are made.

In the human services systems of most Canadian communities, it is a common practice to issue statements of vision and principles, at the beginning of any change process. Usually, these statements are developed and proclaimed collectively. Similarly, in most democratic change processes, work is done on collectively identifying the goals, objectives, and strategies to be used to bring about the desired end results.

This chapter provides a “jumpstart” to the process of developing a coordinated approach to the provision of services to immigrants and refugees in Peel Region. It provides suggestions for a vision for the process, principles, goals, objectives, strategies, and even for a service plan.

Two major sources for the ideas presented in this chapter are: a document recently published by the Ontario Substance Abuse Bureau: Setting the Course: A Framework for Integrating Addiction Treatment Services in Ontario (1999) and a community consultation on the coordination of services for immigrants in Peel (held by The Social Planning Council of Peel on March 22, 2000).

A. VISION

- Immigrants and refugees in Peel settle and integrate into the Peel community quickly and with a relatively small amount of stress on themselves, their families, and community at large.
- All immigrants and refugees in Peel have access to an integrated, client-focused system of evidence-based, cost-effective services designed to meet their diverse needs.
- The system exists to meet the needs of immigrants and refugees. The system will continually evolve and adapt, to reflect new knowledge, changing client needs, and changes in the broader settlement and human service systems, and society as a whole.

B. PRINCIPLES

A coordinated approach to the provision of services to immigrants and refugees in Peel can be based on the following principles:

1. For Immigrants and Refugees

- Immigrants and refugees in Peel have a right to receive effective, efficient services.
- Immigrants will have access to a range of programs, philosophies and approaches, which reflect their diverse needs.
- Immigrants and refugees will be actively involved in determining their needs and the best mode of providing services to meet those needs.
- Immigrants and refugees will be assessed respectfully, effectively, and efficiently.
- Immigrants and refugees will be able to access service as close as possible to their homes or easily via public transit.

2. For Settlement Service Agencies

- Settlement services in Peel will be based on the best available knowledge and research.
- Settlement services in Peel will be innovative.
- The settlement services in a community will offer a range of approaches and give clients a choice of options that best suit them and their life experiences. The relationships among programs and agencies will be based on mutual respect for different approaches and philosophies.
- Settlement services are accountable to their clients, their communities and government for the quality of the service they provide and for the efficient, effective use of their resources.
- Settlement agencies will have a clearly defined role in the settlement service system and will be accountable to the broader human services system for fulfilling their defined role.
- Settlement services are part of the broader human services system and will develop effective working partnerships with other sectors whose services could benefit their clients.

3. For the Human Service System in Peel as a Whole

- The system exists to meet the needs of people, who are clients of the system rather than clients of individual agencies.
- “Mainstream” (or social integration service) agencies are to be valued for their knowledge, skills, and experience in specific areas of services and for their broad public mandate to provide services to any one, regardless of their ethnic background or immigration status.
- Settlement agencies and their workers are to be valued for their knowledge of the immigrant settlement process and for their knowledge of various languages and cultures
- The system will build on the strengths of Peel's settlement and mainstream agencies, including their knowledge, skills, and experience of collaboration in Peel.
- The system will promote and support coordination between settlement and mainstream human service agencies.
- The system will be flexible enough to meet the needs of the large numbers of people living in large numbers in large urban centres as well as the needs of smaller numbers of people living in rural and less populated parts of the Region.
- The system will develop specialized programs to meet the needs of under-served immigrant populations and to fill gaps in service.
- The system will be developed by using existing resources more effectively.

C. GOALS

1. Availability of Services

- To ensure that a wide range of services are offered to immigrants.
- To ensure that services are available for all types of immigrants: professionals and non-professionals, women, men, youth, refugees, the elderly, the non-literate, etc.
- To ensure that immigrants can move easily from one part of the service system to another.

2. Accessibility of Services

- To ensure that a diversity of delivery methods are used to meet the needs of different types of immigrants.
- To ensure that human services are accessible in any language required by immigrants.
- To ensure that services for immigrants are located in different and strategic locations across Peel Region.

3. Adequacy and Appropriateness of Services

- To ensure that all services offered to immigrants are provided in a culturally appropriate manner.
- To ensure that an anti-racism approach is employed in Peel's human services system.

4. Administration

- To develop an integrated system of services that functions effectively and efficiently for immigrants and refugees.
- To encourage individual service agencies to work as part of an integrated, client-focused system and develop a multifunctional approach to the services they provide and the clients they serve.
- To clearly identify the roles and responsibilities of settlement and non-settlement agencies for the provision of services to immigrants and refugees.
- To ensure that research knowledge is transferred into practice and used to shape programs.
- To make the most effective use of the resources available for settlement purposes.

D. OBJECTIVES FOR IMPROVING SERVICES FOR IMMIGRANTS

1. Using Evidence-Based Practices
2. Using An Anti-Racism Approach
3. Making it Faster and Easier for People to Get Services
4. Helping Clients Move Easily Through the System
5. Giving Clients More Choices
6. Establishing Roles and Responsibilities for Settlement and Mainstream Agencies
7. Reshaping Settlement Services to Serve Different Types of Immigrants
8. Reshaping "Mainstream" Services to Serve the Multicultural Immigrant Population
9. Making Services More Flexible
10. Responding to Changing Client Needs

E. STRATEGIES

1. Macro-Strategies

To achieve the goals and realize the vision, all those involved in the provision of services to immigrants can pursue the following six strategies:

- Improve how we deliver services to immigrants and refugees
- Improve how we monitor and evaluate services
- Improve how we structure, plan and organize settlement services
- Improve our communication, respect, trust, and understanding of one another
- Improve how we provide assistance to one another
- Use an anti-racism approach

2. Strategies for Achieving Coordination of Services

2.1 Use of Existing Agencies: Inter-Agency Planning and Collaboration

- a) **By Immigrant Group:** Ethno-specific settlement agencies collaborate with mainstream agencies to serve specific immigrant groups. (Example: Service providers offering different services working with agencies who specialize in serving Vietnamese immigrants.)
- b) **By Specific Service/Program:** Mainstream agencies collaborate with settlement agencies to provide specific services to immigrants. (Example: service providers offering same service, say, employment services, working with settlement agencies.)
- c) **By Organizational Function :** Mainstream and settlement agencies work together to do certain functions jointly, in a consistent manner, in a coordinated manner.

- Marketing/Community Outreach
- Intake and Assessment
- Referral
- Service Intervention
- Service Delivery
- Evaluation
- Research and Development
- Training
- Advocacy
- Funding

2.2 Establishment of New Organizations

(These could be established as pilot projects over a three to five year period.)

(The following are examples only.)

- a) **The Hub Model - Settlement Information and Referral Centres for New Immigrants:** These can be highly visible and accessible sites for the provision of settlement information to immigrants, assessment of individual immigrant's needs, and referrals to other agencies and services.

- b) **Consortium Model of Coordination/Collaboration:** One-stop-shopping for new immigrants; a wide range of services in one site/location; there could be a few of these across Peel. Example: provision of settlement services, language training, employment training, housing support services, legal services, and family counselling services in one agency.

- c) **Divestment Model of Coordination/Collaboration:** Assign or give up non-direct service agencies to a separate organization: cross-cultural training, management/professional development, research and planning on settlement and integration, and public advocacy.

F. ELEMENTS OF A PLAN FOR COORDINATION OF SERVICES FOR IMMIGRANTS AND REFUGEES

Peel's plan for a coordinated system of services for immigrants should:

- describe the system of programs that will be available in Peel, including the mix and range of services, and the roles and responsibilities of different agencies and programs
- indicate how the capacity of the system will be increased
- describe how agencies will improve their links with other sectors, and how the different sectors will work together to meet client needs
- describe how client access to services has been made easier and more accessible
- describe how clients will enter the system, how assessment information will be shared between agencies and programs to avoid duplication, and how client needs will be managed
- consider how agencies could physically locate counselling staff in other agencies, such as seniors' centres, to improve service delivery, access and linkages with other sectors
- describe how Peel will implement standard assessment protocols and how this will change current practices; identify the agencies that will provide assessment services
- describe the needs of special populations in the Region (i.e., youth, older adults, women, refugees, educated people, under-educated people) and explain how the service system will shift resources to meet those needs
- indicate which agencies will take responsibility for providing services for special populations and how they will link with other resources in the community
- identify any opportunities for joint programming
- specify the service agreements required among agencies - either to provide services or to share management services and other administrative and support functions
- identify if there are opportunities to merge or amalgamate services and move to a multifunctional approach
- describe cost savings and include proposals outlining how these savings could be re-invested
- indicate the training required for agencies to make the necessary changes in services and organizational structures
- describe how services will be evaluated to ensure that they achieve their goals and to assess client satisfaction

Implications for Service Coordination

The ideas presented in this chapter can be used as a catalyst for a preliminary or exploratory discussion about how to achieve a coordinated system of effective services for immigrants and refugees in Peel.

CHAPTER 6

DIFFERENT PERSPECTIVES ON THE PROVISION OF SERVICES TO IMMIGRANTS

Overview

This chapter provides information on three different but complementary perspectives on the provision of services to new immigrants. Coordination of services for immigrants, to be effective, should accommodate diverse perspectives on the way to help immigrants settle and integrate in Canada. This accommodative approach respects the values of choice and diversity in a democratic society. *The personal perspective* of services for immigrants puts emphasis on the new immigrant as a consumer of goods and services. As such, the role of the marketplace, broadly speaking, is to cater to those needs. *The civic perspective* emphasizes the need of immigrants for equal opportunity and access to services and opportunities. Hence, the need for advocacy services for immigrants as well as government services to monitor and enforce equal treatment for immigrants. *The ecological perspective* emphasizes the importance of settlement and integration services for the purpose of social cohesion and social harmony. Here, services for immigrants are seen as a social necessity for the society as a whole. These three perspectives are not mutually exclusive but complementary.

A. THE PERSONAL PERSPECTIVE (A market-oriented perspective)

The primary value is the immigrant as a private individual. This is in keeping with the liberal democratic political culture of Canada and its capitalist economy. The emphasis on the importance of the individual, immigrant or otherwise, is also reinforced by the daily exposure of the new immigrant to the mass media with its emphasis on the individual and product consumption.

The main focus is on the needs of the immigrant. These needs are not limited to the area of settlement and integration. On the settlement side, there are the needs for accurate information about everyday life in Canada, language training, housing, employment, daycare as he or she looks for employment, access to public services, and personal counselling. Then there are the needs of the immigrant individual himself. For example, the need to wear the traditional clothes of his home country, to eat his traditional ethnic foods, to practise his religious and cultural beliefs in his everyday life (for example, praying three times a day), and so on.

Problems are defined not in terms of the needs of the immigrant but in terms of the ability of the service sector to meet the needs of the immigrant. The host society is evaluated both by itself and the immigrant in terms of its ability to provide social services and opportunities through which the immigrant can meet his self-defined and culturally-defined needs. Typical criticism of the host society cites the large number of social workers and bureaucrats who cannot speak the languages of new immigrants and who do not understand the latter's diverse cultural backgrounds. To address this situation, the Canadian Government even pays immigrant groups and academic researchers to study the inadequacies of Canada as a host society vis-a-vis providing social services to immigrants and refugees.

The major consequences of this approach include:

- the establishment of ethno-specific agencies as social service providers;
- the development of a new occupation: settlement worker;
- the emergence of a new professional elite, professional ethnics, people who specialize in the area of settlement and integration of immigrants.

The questions raised by advocates of this perspective pertain to:

- principles and standards of service provision,
- qualifications of settlement workers, professional social workers, and other service providers,
- the right of the individual immigrant to identify his needs and determine how he wants those needs to be addressed.

A major criticism of this perspective is that since it does not question the needs of the individual, it encourages the creation of an infinite demand for services for immigrants, thereby increasing the need for funds to provide those services. Moreover, some of the immigrants' demands may conflict with Canada's need for the peaceful integration of diverse groups into Canadian society as a whole.

B. THE CIVIC PERSPECTIVE (A legalistic perspective)

The primary value is the rights of the immigrant as resident and citizen, especially the right to equal opportunity. Also valued is the right of groups to advocate to the Government for their interests. This is supported by the corporatist political tradition of Canada in which citizens are allowed to organize themselves into interest groups and participate in the public policy-making process. Among the recent laws and policies of Canada supporting this tradition are:

- The Canadian Charter of Rights and Freedom
- Human Rights Legislation
- The Multiculturalism Act
- Provincial Multiculturalism Policies
- Anti-racism Policies
- Employment Equity Legislation
- Pay Equity Legislation

The main focus is on the government's ability to ensure equal opportunity for all immigrants in society, regardless of their ethnic backgrounds. The object of equal opportunity is access to resources and opportunities in society. Access to resources and opportunities for settlement purposes is only one area of access. All other areas, including those for personal, economic and political development are of importance also.

Problems are defined in terms of barriers to access, especially in the public sphere. While attention is paid to barriers at the level of the individual, for example, racial prejudice, the real issue of concern is "systemic" barriers. Preferred solutions are those that are politically and legally sanctioned, like Employment Equity.

A major consequence of the civic perspective is the entrenchment of ethno-specific organizations as special interest groups in the political sphere of Canadian society. Whereas the personal perspective gave rise to ethno-specific agencies that provide services to distinct ethnic groups, the civic perspective now encourages those agencies and others to become political advocates on the basis of ethnicity. **Differences among ethnic groups are emphasized.**

Questions raised by advocates of this perspective pertain to:

- representation of ethnic groups in all areas of Canadian society
- the role of the government in helping new immigrants to participate in the policy-making process
- the role of the government in funding ethnically-based advocacy organizations

Criticism of this perspective centers around three (3) unintended consequences of the perspective:

- peripheral status of minority ethnic groups in the political sphere of Canadian society,
- ethnicity as a basis for competition,
- ethnic pluralism with its potential for social unrest, if not outright violence.

In the peripheral case (mentioned above), the English and French remain the two power elites, while the other ethnic groups compete among themselves for access to these two elites and the resources they control. In the case of ethnic pluralism, competition for access to resources and opportunities in society is organized around characteristics such as race, language, and ancestral homeland, characteristics which have historically been the basis for war and violence against humanity, including genocide.

C. THE ECOLOGICAL PERSPECTIVE (A social stability perspective)

The primary value is the need of Canadian society for equilibrium or social stability. This value is supported (perhaps reluctantly and begrudgingly) by the economic and political elite of Canada, since social stability is essential for economic and political stability. Social stability is a systemic value; it is not an immediate or primary value of the individual, especially the new immigrant or new immigrant groups struggling for survival in a new country.

The focus is on peaceful and efficient integration of all ethnic groups into society as a whole. This means that emphasis has to be placed on the similarities among ethnic groups and the complementarity of the differences among them. It also means allowing groups to participate equally in all areas of Canadian society on the basis of what they have in common and how they complement each other. This is a price, however, which the economic and political elite are reluctant to pay for the benefit of social stability.

Problems are defined in terms of how well individuals, groups, businesses, and the Government are promoting this kind of social integration. Any emphasis on differences as a basis for negotiation or special privilege is seen as undermining the social cohesion of Canada.

Questions raised by advocates of the ecological perspective pertain to:

- the role of government in promoting integration,
- the responsibility and competence of mainstream agencies in a multicultural society,
- the consequences of ethno-specific agencies as service providers and advocates.

Consequences of the ecological perspective include:

- increased demand for mainstream organizations to change themselves in order to meet the needs of people in a multicultural society.
- Decreased support for ethno-specific agencies as a mechanism for the social integration of immigrants into society as a whole,
- A decline in public support for government involvement in the creation and maintenance of ethno-specific agencies, especially those involved in political advocacy.

Criticism of the ecological perspective centers around its impracticability in a capitalist democratic society, and its failure to see how ethno-specific agencies and groups function to accommodate the political elite of the ethnic minorities and their demands of the Canadian Government.

- A focus on differences among people can be and is the basis for increasing markets. Differences can be and are commodified and sold for profit.
- Politicians need to constantly recruit new supporters, and immigrant groups with their baggage of needs and rights are dependent on the politicians who promise them policies and funds.

Ethno-specific agencies, especially those involved in political advocacy, provide an autonomous social and economic space for members of ethnic groups who cannot find work in, or who are systematically excluded from, mainstream organizations. In these agencies, they are free to develop themselves personally, socially, economically and politically. Over time, they are able to sell their ethnic expertise to both private business and the government. Over time, they also become highly skilled and competent in Canadian politics and are ready for the ultimate social integration: political integration. *Ethno-specific agencies and groups are the peripheral training grounds for integration into the political mainstream of Canadian society. The critical question is, however: Are they entering the political mainstream as members of particular ethnic interest groups or are they entering as Canadians?*

Implications for Service Coordination.

- A wide range of services should be available for different types of immigrants (the personal perspective).
- Mechanisms and policies should be in place to ensure that immigrants have equal access and equal opportunity to services and opportunities in Peel Region (the civic perspective).
- There should be social policies and programs that overtly and actively promote the integration of immigrants into Canadian society in a peaceful manner. Such programs should also promote inter-cultural harmony, valuing of ethnic diversity, etc. (the ecological perspective).

CHAPTER 7

DIFFERENT PERSPECTIVES AND MODELS OF CHANGE IN HUMAN SERVICE SYSTEMS

Overview

There is no one best way to go about improving services for immigrants and refugees in Peel Region. Just as there are different approaches to the provision of services for immigrants (see previous chapter), so too are there different approaches to improving those services. The challenge is to take the best of each approach and apply it to the task at hand. This chapter presents the reader with contrasting approaches to improving services for immigrants. Each approach has its own unique strengths and weaknesses. There is tension between the transformative approach and the adaptive approach. The former questions the status quo and advocates for alternatives to it. The adaptive approach accepts or at least does not vigorously challenge the status quo; instead it emphasizes adapting to the status quo in order to survive and thrive. Another pair of contrasting approaches is the multiculturalism approach and the anti-racism approach. The multiculturalism approach emphasizes responding to diversity with appropriately trained staff, multilingual workers, workers from different cultural backgrounds, etc. The anti-racism approach emphasizes the importance of re-dressing power differences among people based on racial discrimination and ethnocentrism.

What this chapter also offers for the task of improving services for immigrants in Peel are definitions and models of cooperation, coordination, and collaboration. This is information that can be used to educate stakeholders in a process for an integrated system of services for immigrants. Complementing this somewhat theoretical information is primary data on how human service agencies in Peel feel about coordination and collaboration among themselves. They see the need for coordination and collaboration and want to pursue such objectives; however, they are very cautious, if not skeptical about the feasibility of such a pursuit. There is much tension and conflict between settlement agencies and "non-settlement" agencies. This issue, plus another mentioned by the agencies, namely lack of resources from funders for coordination initiatives, need to be addressed before any formal process of service coordination for immigrants can effectively take place.

A. DIFFERENT APPROACHES TO SOCIAL SERVICE RE-ORGANIZATION

1. The Adaptive Approach
2. The Transformative Approach
3. The Multiculturalism Approach
4. The Anti-Racism Approach

A. DIFFERENT APPROACHES TO SOCIAL SERVICE RE-ORGANIZATION

1. The Adaptive Approach

Most practices or examples of collaboration in human service systems across Canada are based on the adaptive or "survival" approach to change. This approach accepts, as given, the practices of privatization, globalization, and re-structuring of public services, including devolution, by the power elites in society. The basic motivation of groups employing the adaptive approach to organizational change or service system change is to survive, to adapt, to change and, if necessary, to compete or collaborate as the situation dictates. The basic goals of adaptive models of change processes are: productivity and competitiveness, efficiency, and waste elimination. The strategies of the adaptive approach emphasize such practices as sector management at the macro level, or case management at the micro level; downsizing, sub-contracting, diversification (of funds and services, and clientele), joint projects/joint programming, relocation or co-location, and even corporate partnerships.

The basic question asked in the adaptive approach to improvement of human services and human service organizations is: how do we survive and maintain our role? A more "communitarian" form of this question is: How can we improve the services we provide the community and, at the same time, ensure that we are sustainable as a distinct organization? Three distinct kinds of responses are given to this question:

- Compete against others
- Collaborate with others
- Compete and Collaborate (compete where you can and where you can win;
collaborate where you can and where you can benefit)

Left unquestioned, is the environment in which the organization or service system is located. The values underlying that environment, the practices upheld, the structures, etc, are not critically examined for their impact on individuals, organizations, marginalized groups, societies, or the planet as a whole.

The basic strategies of the “survival models” can be classified under the following categories:

a) Re-engineering and re-structuring

(redesigning the sector, redesigning the organization, re-designing how the organization works with other organizations)

These adaptive strategies are applied to achieve improvements in all areas of the organization or system of organizations (from planning to service delivery/customer satisfaction, etc.) They aim to reduce elimination and waste, heighten productivity, and generally “do more with less.” Re-engineering does address the question of goals and mission of the organization. However, as a strategy inspired by the value of competitiveness and profitability, quality of service is more a function of the bottom line.

b) Contracting out or Outsourcing

This strategy is the offspring of the value of cost-efficiency. It recommends that an organization identify its primary products and primary customers and focus exclusively on them. Support functions for the organization, whether it be marketing or research or janitorial services, should be outsourced to organizations for whom those functions are primary. The latter organizations would have the expertise and the efficiency that the former would not have.

c) Strategic Partnerships (Joint efforts, from task forces to mergers or amalgamation)

The aim is to bring several resources together whenever there is some kind of shared interest: common geography, client group, service, funding base, etc. In the process, clients are better served and duplication is minimized or avoided.

2. The Transformative Approach

At the opposite end of the spectrum from the adaptive approach to change is the “transformative” approach. The transformative approach is one that questions the fundamental characteristics and practices of the status quo and seeks to create alternatives to the status quo. The transformative approach enables a person to see the broader picture: it is not just immigrant settlement services that are at stake; it is the whole social and economic system that is in need of being “reformed” (in a different direction and for a different purpose altogether).

The transformative approach to change in human service systems aims to “transform” the very nature or quality of the relationship among individuals and groups in the community, and among different kinds of organizations. It is not concerned primarily with improvement of services and meeting needs of people through service coordination and collaboration. Such objectives, while worthwhile, are necessary but not sufficient for achieving social justice for people and balance in the ecology of the planet. Proponents of the transformative approach begin with a critique of the power relations between people and organizations in the human services system. They do not take, as given, the assumptions behind globalization and its concomitant trends of privatization and de-regulation; and they do not uncritically utilize tools of rationalization, downsizing, and re-structuring.

When applied to services for immigrants and refugees, the transformative approach is, by and large, inspired by goals of access, equity, and participation by newcomer communities in the broader society. While this approach shares some concepts such as accountability with the “adaptive” approach, it has a different starting point: accountability not primarily to the funders (who are supposed to represent taxpayers, granted), but to the “community”, which does include funders, among others. One of the major issues raised by this approach is “the power relationship” among service organizations and between funders and the organizations they fund. It pays attention to power differences between settlement agencies and "mainstream" agencies. It looks at how funders of human services treat settlement service agencies and the ethno-specific agencies, compared to how they treat mainstream agencies. It makes explicit, the systemic and

historical barriers to participation faced by newcomers, and addresses the pitfalls of “partnerships” that simply reproduce the already existing inequitable power structure.

The major strategies of the transformative approach to change are: popular participation, citizen engagement, civil society, and development of critical consciousness within individuals and organizations.

Applied to services for immigrants, the transformative approach would focus on helping immigrants and their organizations to understand and critically reflect on the social and political contexts in which they are located. It would also question the concepts, values and practices associated with settlement services and other services for immigrants. Based on that consciousness of the status quo, action would then be taken, not to adapt to the status quo but to change it to meet the needs of both immigrants and non-immigrants in a socially just manner.

A summary of the basic features of the adaptive and transformative approaches to social change is shown on the next page.

COMPARISON OF THE ADAPTIVE AND TRANSFORMATIVE APPROACHES TO CHANGE

KEY FEATURES	THE ADAPTIVE APPROACH	THE TRANSFORMATIVE APPROACH
Approach to basic assumptions about globalization/ economic restructuring and core values of capitalist society	<ul style="list-style-type: none"> • Re-structuring, like it or not, is a given; we have to live with it • There is no fundamental clash of values between re-structuring and our core values/mission 	<ul style="list-style-type: none"> • Re-structuring by power elites <i>will</i> bring problems to our sector and our communities; we need to constantly challenge it and be critical of its influence; we need to seek alternatives • We need to question re-structuring by elites in the light of our values.
Goals	<ul style="list-style-type: none"> • Organizational survival • Improved Service • Partnership based on viability of organization • Organizational/sectoral adaptation 	<ul style="list-style-type: none"> • Community survival • Accessible services • Partnership based on values • Solidarity with the broader movement for change • Structural and cultural change
Key strategies/approach in response to re-structuring	<ul style="list-style-type: none"> • Rationalization • Re-engineering • Productivity improvement • Mergers and joint projects • Diversification of funds and services • Consolidation around organizational core mission 	<ul style="list-style-type: none"> • Coalition building • Citizen engagement/civic participation • Advocacy and political mobilization through popular movements • Joint projects based on common interests • Consolidation/review of sectoral goals; inter-agency networking
Primary Values	<ul style="list-style-type: none"> • Competitiveness • Efficiency 	<ul style="list-style-type: none"> • Equity and access • Interdependence.
Problems/pitfalls	<ul style="list-style-type: none"> • Being short-sighted • .Being coopted by power elites 	<ul style="list-style-type: none"> • No practical response to immediate threat of cost-cutting and de-funding at organizational level

3. The Multiculturalism Approach

The multiculturalism approach focuses on valuing and managing cultural diversity. It emphasizes the importance of providing services to all people, regardless of their cultural backgrounds. It goes even further than this by promoting the planning and delivery of services from a cross-cultural approach. Such an approach would lead to the provision of culturally appropriate services for different cultural groups. It would also lead to the elimination of cultural bias, usually in favour of the dominant ethno-cultural group, in the planning, funding, delivery and evaluation of services to immigrants.

In terms of change strategies for the improvement of services to immigrants, the multiculturalism approach focuses on internal organizational change and inter-organizational relations. Internally, it encourages organizations to become organizations that have the capacity to value and manage diversity. It also places value on the provision of cross-cultural training to service providers. All groups are represented among the staff. The multiculturalism approach also places value on partnerships between ethno-specific agencies and the more generic or mainstream services geared to the public at large.

With respect to partnerships, there is an inherent tension in the relationship between “ethno-generic” or “mainstream” service organizations and “ethno-specific” ones. Mainstream organizations value, in principle, all ethnic groups and strive to serve all of them. In contrast, ethno-specific organizations are exclusive in their service focus. Another tension in partnerships between mainstream agencies and ethno-specific agencies is one of focus. Mainstream or ethno-generic or non-ethnic organizations focus, in principle, on the interest of the whole (the whole population). In contrast, ethno-specific agencies focus on the part (one specific population group). Mainstream organizations advocate for change to be based on the rights of all people regardless of their ethnic background. Ethno-specific organizations advocate for change based on people’s ethnic backgrounds. Are these two mutually exclusive types of approaches? Can they both be accommodated in a process to coordinate services for immigrants and to encourage collaboration among service providers?

4. The Anti-Racism Approach

Whereas the multiculturalism approach focuses on responding to diversity in culturally appropriate ways, the anti-racism approach focuses on dealing with barriers to services caused by racial and cultural discrimination. Chief among those barriers for anti-racist activists is the issue of the power of the dominant racial group over other groups. Equally important is racism within immigrant groups and among immigrant groups. For anti-racism activists, the multiculturalism approach ignores the reality of racial discrimination in society and does not seek to empower historically disadvantaged groups in society. The strategies of the anti-racism approach range from a call for anti-racism training for organizations to changes in public policies. With respect to partnerships among service organizations, the anti-racism approach addresses systemic barriers to equity and access in participation and decision making, not only within the agencies but also within the partnership relationship itself.

Support for the anti-racism approach differs from that provided to the multiculturalism approach. Support for the multiculturalism approach to services for immigrants is usually strongest among members of the non-immigrant population and the dominant cultural groups. Support for the anti-racism approach is usually strongest within the immigrant population and non-White groups.

B. THE KIND OF APPROACH BEING USED IN PEEL REGION

An Adaptive, Multicultural Approach

By focusing on coordination of services for immigrants, the present Peel project is primarily concerned not with questioning the social status quo and reforming it (the transformative approach) but with re-engineering of the human services sector of Peel (the adaptive or survival approach).

Another feature of Peel's approach to settlement and integration of immigrants is its emphasis on the provision of services to all immigrant and cultural groups in culturally appropriate ways. This "multiculturalism" approach was very prominent in the community consultation with service providers that was undertaken for the purposes of the research in question. Hardly any mention was made of racism and the need for an anti-racism approach to the provision of services to immigrants.

To appreciate Peel's approach to improving services for immigrants, one needs to appreciate the relative "youth" of Peel's human services system and the relative underfunding of that system. The Regional Municipality of Peel was formally established in 1974. The majority of human service agencies in Peel were created after 1975. The majority of the settlement agencies in Peel were created after 1985. Compounding the "youth" factor in Peel's human services system is the relative underfunding of human services in Peel Region (relative to Toronto and Ontario as a whole.) According to the Fair Share Task Force of Peel, Peel experiences a shortfall of \$90 million dollars per year for its services for families, children and adults with disabilities. Add to this the continual decline of government funding for human services in general (all across Canada).

If one uses the well-known Maslowian hierarchy of needs, it could be said that Peel is at the survival stage of development. It is trying to meet basic needs of the Peel population. It cannot yet afford to offer highly customized services to different segments of the population. The relative youthfulness of Peel's human services system can also be related to the very practical discussions of human services among service providers at various forums. Very often, the service providers are advocating for basic services and for money to provide those services.

They are more concerned about the three “A’s” of service delivery than about the three “R’s” of social reform:

THE THREE A’s OF SERVICE PROVISION
vs
THE THREE R’s OF SOCIAL REFORM

• Availability	• Reflection
• Accessibility	• Reform
• Adequacy	• Reintegration

The focus on coordination of services for immigrants in Peel can, therefore, be seen as a practical and immediate attempt to improve the quantity and quality of services for them.

REASONS FOR COLLABORATION AMONG SERVICE AGENCIES
Enhancement/Improvement of Services

Availability	Accessibility	Adequacy	Affordability
<ul style="list-style-type: none"> • Quantity of Services • Types of Services • Range/Scope of Services 	<ul style="list-style-type: none"> • Space/Location • Time • Information • Language • Money • Points of Access • Processes • Policies 	<ul style="list-style-type: none"> • Appropriateness <ul style="list-style-type: none"> - cultural - political - social • Effectiveness • Relevance 	<ul style="list-style-type: none"> • Efficiency (\$) • Cost/Benefit ratio • Risk/liability

C. RELEVANT CONCEPTS AND MODELS FOR PEEL REGION

1. Definitions of Cooperation, Coordination and Collaboration
2. Models of Service Coordination/Collaboration
3. Factors Influencing the Success of Collaboration

C. RELEVANT CONCEPTS AND MODELS FOR PEEL REGION

1. Definitions of Cooperation, Coordination and Collaboration

Service coordination has connotations not only of coordination but also cooperation and collaboration among service agencies and individual service providers. The rationale for this observation is that service coordination is not likely to be effective if individuals do not cooperate with each other and if agencies don't agree to cooperate and collaborate with each other also. It is important to note, however, that while cooperation, coordination and collaboration are functionally related, they are quite different and distinct from each other.

Cooperation is characterized by informal relationships that exist without any commonly defined mission, structure or planning effort. Information is shared as needed, and authority is retained by each organization, so that there is virtually no risk to the parties involved. Resources are separately owned as are rewards.

Coordination is characterized by more formal relationships and understanding of compatible missions. Some planning and division of roles are required, and communication channels are established. Authority still rests with the individual organizations, but there is some increased risk to all participants. Resources are available to participants and rewards are mutually acknowledged.

Collaboration refers to a more durable and pervasive relationship than those related to cooperation and coordination. Collaborations bring previously separated organizations into a new structure with full commitment to a common mission. Such relationships require comprehensive planning and well-defined communication channels operating on many levels. Authority is determined by the collaborative structure. Risk is much greater because each member of the collaborative contributes its own resources and reputation. Resources are pooled or jointly secured, and the products are shared.

Collaboration is a mutually beneficial and well-defined relationship entered into by two (2) or more organizations to achieve common goals. The relationship includes: a commitment to: mutual relationships and goals; a jointly developed structure and shared responsibility; mutual authority and accountability for success; and sharing of resources and rewards.

Understanding the Differences Between Cooperation, Coordination, & Collaboration

Essential Elements	Cooperation	Coordination	Collaboration
Vision and Relationships	<ul style="list-style-type: none"> • Basis for cooperation is usually between individuals but may be mandated by a third party. • Organizational missions and goals are not taken into account. • interaction is on an as needed basis, may last indefinitely. 	<ul style="list-style-type: none"> • Individual relationships are supported by the organizations they represent. • Missions and goals of the individual organizations are reviewed for compatibility. • Interaction is usually around one specific project or task of definable length. 	<ul style="list-style-type: none"> • Commitment of the organizations and their leaders is fully behind their representatives. • Common, new mission and goals are created. • One or more projects are undertaken for longer term results.
Structure, Responsibilities & Communication	<ul style="list-style-type: none"> • Relationships are informal; each organizations functions separately. • No joint planning is required. • Information is conveyed as needed. 	<ul style="list-style-type: none"> • Organizations involved take on needed roles, but function independently of each other. • Some project-specific planning is required. • Communication roles are established and definite channels are created for interaction. 	<ul style="list-style-type: none"> • New organizational structure and/or clearly defined and interrelated roles that constitute a formal division of labour are created. • More comprehensive planning is required that includes developing joint strategies and measuring success in terms of impact on the needs of those served. • Beyond communication roles and channels for interaction, many 'levels' of communication are created, as clear information is a keystone of success.
Authority & Accountability	<ul style="list-style-type: none"> • Authority rests solely with individual organizations. • Leadership is unilateral and control is central. • All authority rests with the individual organization which acts independently. 	<ul style="list-style-type: none"> • Authority rests with the individual organizations but there is coordination among participants. • Some sharing of leadership and control. • There is some shared risk but most of the authority and accountability falls to the individual organizations. 	<ul style="list-style-type: none"> • Authority is determined by the collaborative to balance ownership by the individual organizations with expediency to accomplish purpose. • Leadership is dispersed, and control is shared and mutual. • Equal risk is shared by all organizations in the collaboration.
Resources and Rewards	<ul style="list-style-type: none"> • Resources (staff time, dollars and capabilities) are separate, serving the individual organization's needs. 	<ul style="list-style-type: none"> • Resources are acknowledged and can be made available to others for a specific project. • Rewards are mutually acknowledged. 	<ul style="list-style-type: none"> • Resources are pooled or jointly secured for a longer-term effort that is managed by the collaborative structure. • Organizations share in the products; more is accomplished jointly than could have been individually.

2. Models of Service Coordination/Collaboration

a) Planning and Networking

The planning and networking model involves a range of activities: from informal information sharing groups and referral mechanisms to advisory committees, task forces and coordinating groups. This model is characterized mainly by coordination and community organization activity. Stakeholders come together to plan and network in response to mutually identified gaps in service.

b) Formalized Resources Sharing

The formalized resource sharing model involves collaboration at a more formal level, most often with contractual agreements in writing. The collaborative effort is project-specific with the role boundaries of each project stakeholder clearly laid out in the contract. The model consists of a pooling or sharing of resources between collaborative partners. Any project sponsored by one group, but implemented through shared resources of two or more groups is categorized as a formalized resource-sharing situation.

c) Joint Service Delivery

Agencies participating in a joint service delivery effort are providing a service in full cooperation with one (or more) other group(s). This model calls for not only a sharing of resources, but also a mutually owned and co-sponsored program. There is never one owner or sponsor of a project in the model as defined here; rather two or more stakeholders fully take part in the comprehensive delivery of support.

d) Divestment

Divestment occurs when an agency gives up all ownership over a program by facilitating a shift in governance and coordination from the agency to an independent stakeholder group or agency in the community.

e) Consortium

A consortium is a collaborative strategy that is defined here in the same way as joint service delivery, with one major difference: mutually owned and co-sponsored programs are delivered to the community *under one roof*. Consortium endeavours can be referred to as "one-stop-access" models of service delivery. Joint service usually involves cooperative delivery of one program, whereas a consortium entails the pooling together of various programs and services into one physical location.

f) Amalgamation

Like a consortium, an amalgamated service model provides one-stop access through streamlining the resources of two or more stakeholders into one centralized system. However, an amalgamation involves the collapse of services, rather than transfer of service from one location to another.

3. Factors Influencing the Success of Collaboration

A. Factors Related to THE ENVIRONMENT

- History of collaboration or cooperation in the community
- Collaborative group seen as a leader in the community
- Political/social climate favorable

B. Factors Related to MEMBERSHIP CHARACTERISTICS

- Mutual respect, understanding, and trust
- Appropriate cross-section of members
- Members see collaboration as being in their self-interest
- Ability of participants to compromise

C. Factors Related to PROCESS/STRUCTURE

- Members share a stake in both process and outcome
- Multiple layers of decision-making
- Flexibility
- Development of clear roles and policy guidelines
- Adaptability

D. Factors Related to COMMUNICATION

- Open and frequent communication
- Established informal and formal communication links

E. Factors Related to PURPOSE

- Concrete, attainable goals and objectives
- Shared vision
- Unique purpose

F. Factors Related to RESOURCES

- Sufficient funds
- Skilled convener

Source: Mattessich, Paul W. and Barbara R. Monsey. (1992). Collaboration: What Makes it Work: A Review of Research Literature.

Implications for Service Coordination

Organizationally and developmentally speaking, Peel is not ready for the transformative approach to the provision of services for immigrants and refugees. An adaptive or survival approach should be used, with emphasis on maximizing the use of existing resources and creating new types of services or agencies in Peel where there are definite and immediate gaps in services.

CHAPTER 8: PREPARING THE WAY

Overview

This chapter identifies the kind of approach that should be used to coordinate services for immigrants in Peel Region. A community development approach is recommended, in contrast to a research-based approach. Also provided is information on the dimensions of the coordination process that should be addressed, the steps of that process, and the time required for preliminary accomplishment of the service coordination.

Altogether, this chapter shows that coordination of services for immigrants in Peel is a labour-intensive process that will take several years to accomplish. That accomplishment will only be successful if attention is paid not only to the technical issues but also to the political and emotional issues.

A. USE OF A COMMUNITY DEVELOPMENT PROCESS

In Peel, a community development approach, as opposed to a research approach, should be used to bring about effective coordination of services for immigrants and refugees. This recommendation is being made because of the relatively high degree of organizational diversity, competition, and conflict among the service providers in Peel.

The earlier analysis of the supply of services for immigrants in Peel, the existing approaches to coordination in Peel, and the agencies' perceptions and concerns about the coordination of services for immigrants suggested that models for service coordination should not be developed by researchers with input from the agencies. This is not the route to go in Peel for the coordination of services for immigrants. To repeat the main ideas of Chapters 3 and 4, there are many social and organizational differences between settlement agencies and mainstream agencies, competition among settlement agencies, and competition between settlement agencies and mainstream agencies. These differences and competition are most pronounced among settlement agencies and mainstream family counselling and employment service agencies.

A research approach is not good for a conflict-laden situation because that approach focuses primarily on describing “what is” and making recommendations for improvement of “what is”. It places emphasis on system design and relies heavily on the expertise of the researchers while requesting input from stakeholders. Only secondarily does it pay attention to management of diversity and conflict among the people who will be affected by the service coordination. With respect to the latter focus, the research approach is better for describing the diversity and conflict than for actually dealing with it in reality. Furthermore, in the research approach, the strategies and models for service coordination belong less to the service providers and more to the researchers.

In the research approach to service coordination, community development workers are used mainly for the purpose of bringing the stakeholders together to provide information to the researchers. Building trust among the project participants is a means for achieving this end.

Serious attention needs to be paid to the development of trust and respect among the agencies. Furthermore, the different types of competing agencies have to be convinced that their involvement in any process to coordinate services will benefit both the immigrant communities and their own service agencies. Researchers are not, strictly speaking, knowledgeable and skilled in the hands-on, practical management of people and their differences. Community developers are.

The most useful approach to developing a coordinated system of services for immigrants in Peel is a community development approach. A community development approach to service coordination is an approach that:

- addresses the needs and concerns of the people as well as the technical issues involved in actually coordinating services;
- is both people-oriented and task-oriented;
- addresses people's and agencies' emotional and political issues in a focused and intensive manner at the beginning of the process and continues to pay attention to these issues throughout the life of the process;
- values and effectively manages the diversity among the stakeholders in the process;
- is participatory;
- develops a sense of ownership of the process and project among the stakeholders involved.

If a community development approach is used, the diverse stakeholders in the process will actually design the process and develop the strategies for achieving coordination of services for immigrants in Peel Region. This situation, if achieved, becomes a major resource for implementation of strategies and models for the coordination of services for immigrants.

(Speaking of resources), in the community development approach to service coordination, researchers and planners become highly valued technical resource persons for the stakeholders working towards the desired service coordination. The researchers provide information on request to the people involved in the service coordination project.

B. DIMENSIONS OF THE COMMUNITY DEVELOPMENT PROCESS

<p>The Emotional (managing differences in feelings)</p>	<p>The Political (managing differences in power and participation)</p>	<p>The Technical (providing information, project management and financial support)</p>
<p><u>Skill Set Required:</u> Psychotherapy and Community Psychology Skills</p>	<p><u>Skill Set Required:</u> Facilitation and Negotiation Skills</p>	<p><u>Skill Set Required:</u> Research, Planning, and Project Management Skills</p>
<ul style="list-style-type: none"> • Building trust and respect among the stakeholders • Encouraging open communication • Building and strengthening relationships • Development of a sense of inclusion • Development of a sense of ownership 	<ul style="list-style-type: none"> • Leadership (appropriate in terms of knowledge, skills, personal reputation and integrity, organizational reputation and integrity) • Membership (involvement of wide range of relevant stakeholders) • Strategic support from various areas of the community (funders, politicians, influential agencies and client groups, etc.) • Development of a shared vision • Development of shared principles • Development of shared goals • Development of consensus • Management of conflict • Management of diversity 	<ul style="list-style-type: none"> • Research (whatever is requested by stakeholders; for example: gaps in services, cost-benefit analysis of particular models of coordination/collaboration, etc.) • Planning (development of an integrated service plan, models of coordination/collaboration, implementation strategies) • Management of implementation process • Management/Coordination (project management, people management; process management; task management) • Funding (financial planning, application for funding, financial management and reporting) • Communication (strategy, tools, materials) • Evaluation of Process/Project (on-going and at the end)

C. PHASES AND ACTIVITIES IN THE PROCESS

PHASE I: PREPARATION	
1.	Identify stakeholders
2.	Identify kinds of political support needed for project
3.	Develop preliminary plan and budget for project
4.	Acquire resources for Phases II to V of project (see below)
PHASE II: BUILDING TRUST AND RELATIONSHIPS	
1.	Develop strategy for building trust, respect and relationships among stakeholders
2.	Acquire political support for project (funders, politicians, key agencies, groups, etc.)
3.	Convene meeting of stakeholders to introduce them to the project and each other
4.	Implement strategies for building trust and relationships
5.	Evaluate progress/outcomes of strategy for building trust, respect and relationships
PHASE III: EDUCATION AND MOTIVATION FOR THE PROJECT	
1.	Develop education program for stakeholders (knowledge and skills needed for effective participation in the project). For example, information about services for immigrants in Peel, how to manage conflict effectively.
2.	Implement education program
3.	Evaluate progress/outcomes of education program
PHASE IV: PLANNING	
1.	Facilitate development of vision
2.	Facilitate development of principles
3.	Facilitate development of goals and objectives
4.	Facilitate development of list of activities to be undertaken with timelines
5.	Facilitate identification of resources needed to undertake activities
6.	Acquire resources to undertake activities
7.	Establish necessary committees/working groups, etc.
8.	Conduct necessary research
9.	Develop detailed plan for coordination of services for immigrants in Peel
PHASE V: FINANCIAL PLANNING AND ACQUISITION OF RESOURCES FOR IMPLEMENTATION OF SERVICE PLAN	
1.	Develop detailed budget for implementation of service plan
2.	Acquire funds for implementation of service plan
PHASE VI: IMPLEMENTATION	
PHASE VII: EVALUATION	

D. TIME REQUIREMENTS

Phases I to V:	at least one (1) year
Phase VI:	at least two (2) years
Phase VII:	at least six (6) months

E. IMMEDIATE NEXT STEPS

1. Distribute this report to funder of the present project and to all of the stakeholders in Peel Region, especially those who participated in the interviews and community consultation.
2. Undertake tasks 1, 2, and 3 of Phase I above.
3. Discuss feasibility of proposed process with potential funders and key agencies in Peel

Implications for Service Coordination

Coordination of services for immigrants should be seen as more than just a technical challenge for professionals to accomplish. Attention should be paid to the issue of trust between the immigrant-oriented agencies and the so-called mainstream agencies. This, in turn, requires a careful management of the emotional and political issues involved in the service coordination process.

Community planners and funders need to see service coordination for immigrants and refugees as a social objective that cannot be achieved overnight. Such coordination will take several years to be accomplished.