Engaging and (re)Framing: Multicultural Stakeholder Perspectives on Metropolis BC Research Directions for Metro Vancouver
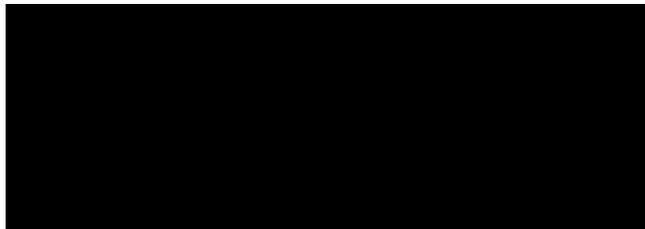
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1. Acknowledgements

2. Introduction

This report summarizes the results of a community-based knowledge transfer and research project funded by Metropolis BC. The project consisted of the development of research summaries and a series of community-based opportunities for multicultural, immigrant-serving, and settlement agencies to discuss Metropolis BC research and identify future research directions for Metropolis BC. The project was subordinated to the following three objectives:

1. Synthesize Metropolis BC research on citizenship and social, cultural and civic integration into a series of summary research sheets (see appendices);

2. Host two community-based workshops in Metro Vancouver that engage multicultural stakeholders in discussion about the practical application of the results of Metropolis BC research featured in the research summary sheets;

3. Identify new areas of inquiry for Metropolis BC Researchers for studies in the area of citizenship, as well as social, cultural and civic integration, with a focus on research that would benefit multicultural, immigrant-serving and settlement service agencies.

In the following section, the methodological approach to achieving these objectives is explained. An analysis of the major themes that emerged from the discussions of the two community-based workshops is presented in the next section. The final section is a concluding discussion. The appendices include the workshop agenda, list of organizations that participated in the workshops, as well as the three research summary sheets.

3. Methodology

The method consists of three parts. First, a set of three research summary sheets were developed. Two researchers searched the Metropolis BC website for research papers addressing the broad themes of citizenship and social, cultural and civic integration. Through a deliberative process between the project team and project advisors, seventeen research papers were selected for inclusion in the development of the research summary sheets. Three organizing theme areas were created to organize the central research findings from the chosen papers, namely: (a) Inclusion and Belonging; (b) Immigrant Community Participation; (c) Multiculturalism: Stages, Challenges and Policy Directions. Each summary sheet provides brief discussions about emerging research in the given theme area and offers definitions of key terms. Works cited are featured at the end of each research summary sheet.

The research summary sheets were developed for two purposes. First, to provide workshop participants with a brief overview of Metropolis BC research relevant to the work of multicultural, immigrant-serving and settlement organizations, with a view to facilitating use of the research in grant writing and program design activities. Second, the sheets informed a presentation to workshop participants that set the general parameters of existing Metropolis BC research in the three selected theme areas. The presentation of the Metropolis BC research provided workshop participants a frame of reference for identifying under-researched areas and future research directions that would benefit their organization.

The second part of our method consisted of two community based workshops of three hours in length, both of which were subordinated to the same objectives of engaging participants with Metropolis BC research and facilitating a process of identifying future research directions for Metropolis BC. The following three questions were used to engage participants with the content of the presentation and related summary sheets:

a) How does this research relate to the work you do?
b) Where do these research findings "miss the mark" for you?
c) What future avenues of research would be most valuable in assisting your organization to support immigrants and newcomers engage more fully in public life in Metro Vancouver, BC and Canada?

Both workshops were held in March 2010. One workshop was hosted at the South Vancouver Neighborhood House and the second was hosted at the North Vancouver City Library. The locations were selected based on input from the project advisors who felt it was important to offer a workshop on the North Shore as well as one workshop that is more centrally located in Metro Vancouver.

Nearly twenty participants attended the two workshops, including representatives from municipalities, libraries, multicultural and immigrant-serving organizations, and a range of other non-profit organizations such as the United Way of the Lower Mainland and the YWCA (see appendix B for complete list of participating organizations). Each workshop concluded with a debriefing discussion about the effectiveness of the workshop design and process.

The third stage in the project consisted of a thematic analysis of participant responses to the workshop questions and the development of a draft summary report. In order to validate the findings in the report, the draft summary report was electronically distributed to all workshop participants for review.

3.1. Methodological Limitations

Our project method involves two noteworthy limitations. First, given the brevity of the research summary sheets, it was not possible to account for all of the methodological and analytical nuances inherent in the research that was reviewed. As such, the final research summary sheets offer only a glimpse of the central findings and/or arguments in each selected research paper and should be treated as starting points for developing an understanding of the reports in question.

Second, given the limited number of workshops and the geographic locations of each workshop, it is important to note that workshop participants were representative of a small but diverse sample of the community-based organizations working for multiculturalism in Metro Vancouver. Thus, the workshop findings presented in the following section are not comprehensive in nature and should be treated as representative of a limited number of multicultural stakeholders' views on the utility of current research and future directions for Metropolis BC Researchers.

4. Analysis of Participants' Comments on Metropolis BC Research and Recommendations for Metropolis BC Research Directions

At the inception of each workshop, participants were given a presentation that summarized existing Metropolis BC research in the broad theme areas of citizenship and social, cultural and civic integration. Following this presentation, participants were asked about how the research related to their work, where the research misses the mark and what future research directions should be considered by Metropolis BC.

This section of the report consists of an analysis of workshop participant responses to the question about how Metropolis BC research relates to community-based work and the question regarding future Metropolis BC research directions.

The analysis is organized according to three themes: (a) connections between Metropolis BC research and community-based multicultural stakeholders; (b) recommendations for procedural dimensions of Metropolis BC research; (c) recommendations for future Metropolis BC research topics.

4.1. Connections between Metropolis BC Research and Community-Based Multicultural Stakeholders

Many participants noted that Metropolis BC research is most useful in developing funding proposals. The research was sometimes referred to as providing an evidence base for a proposed project, which allows service providers to defend the nature of their work to funders. However, one participant noted that in any given report there are likely only a few "quotable lines" that are useful. Participants also discussed that much of the research does not translate well into service areas.

Several participants noted an appreciation for new knowledge transfer initiatives of Metropolis BC. The *Engaging and (re)Framing* project was described by one participant as "admirable" and was noted for providing a unique opportunity to understand the scope of some of the research available from Metropolis. One participant also mentioned the recent e-symposium series developed by AMSSA and the AMSSA Research Connections (ARC) website, noting that the symposium and website provide excellent opportunities to stay current on Metropolis BC research. Participants generally found these two types of research dissemination initiatives useful for engaging the results and an important forum for discussing the implications of research for service providers.

Some participants held the view that Metropolis BC is an effective advocate for multiculturalism in BC because it engages policy makers in discussion about its research. The majority of participants expressed support for Metropolis BC in playing this important role and noted that research dissemination at the policy level is critical to advancing the multicultural agenda.

Workshop participants acknowledged that some Metropolis BC Researchers currently use a partnership approach to conducting their research. Many participants expressed support for this approach and explained that they welcome an increase in the number of research partnerships between Researchers and service organizations. One participant also expressed support for Metropolis BC's focus on community engagement as a research practice, citing the recent Metropolis BC presentation in March 2010 by Uzo Anuncha entitled: "Community Engagement as a Methodological Practice in Research with Newcomer Communities."

4.2. Recommendations for the Procedural Dimensions of Metropolis BC Research

Workshop participants reached consensus on two recommendations for the research procedures of Metropolis BC: (a) enhance the accessibility of Metropolis BC research dissemination activities for community stakeholders; and, (b) strengthen the research partnership model for Metropolis BC researchers and community-based multicultural, immigrant-serving and settlement organizations. Below, each of these recommendations and related participant comments are presented.

4.2.1. Enhance the Accessibility of Metropolis BC Research Dissemination Activities for Community Stakeholders

Participants had two ideas regarding tactics for improving the accessibility of Metropolis BC research to the work of community based organizations. Several participants suggested that the development of research summary sheets written in plain language would make Metropolis BC research more accessible. Some participants also noted that research presentations with question and answer sessions ought to be offered in community organizations in a more regular way so community-based organizations can discuss the implications of the research for their respective work.

4.2.2. Strengthen the Research Partnership Model for Metropolis BC Researchers and Community-Based Multicultural, Immigrant-Serving and Settlement Organizations

The majority of participants expressed a strong interest in seeing an increased number of collaborative arrangements between Metropolis BC Researchers and multicultural, immigrant-serving and settlement agencies. Several participants emphasized that true partnership requires sharing of resources so both partners can participate in the research work. Representatives from service organizations expressed a willingness to assist Researchers in working with immigrant and newcomer populations. In this same vein, workshop participants indicated that they could help with the coordination of research activities, including the coordination of focus groups, interviews and other data collection activities.

The majority of participants suggested that community-based participatory action research (CBPAR) offers a useful model for organizing some of Metropolis BC research involving immigrant and newcomer populations. In such a model, Researchers team up with community service organizations from the outset of a research project. Service agencies provide input in the development of the research project design with a view to ensuring the results have a direct application to service planning for immigrants and newcomers. Several participants remarked that partnerships with service agencies can benefit Researchers because such partnerships facilitate access to immigrant and newcomer communities and provides a context in which new research directions can be easily identified through formal and informal conversations with knowledgeable professionals who are working with immigrants and newcomers.

4.3. Recommendations for Future Metropolis BC Research Topics

Alongside procedural considerations, participants suggested several areas of inquiry that they felt Metropolis BC Researchers should focus on. Although many of the suggested research directions are new to the Metropolis BC research agenda, some of the areas of research identified by participants are already areas of study for Metropolis BC.

Workshop participants reached consensus regarding two future research directions, namely best practices research in planning and programming for multiculturalism, as well as geographic and demographic-specific research. Additionally, participants had a range of other possible topics for consideration by Metropolis BC Researchers.

4.3.1. Best Practices Research in Planning and Programming for Multiculturalism

The majority of participants expressed support for the best practices research for planning and service delivery related to immigrants and newcomers. Participants called for the development of an enlarged research base in this field, citing that such research would have direct applicability to their work. According to many participants, this would contribute to innovations in organizational planning, as well as providing an evidence base for funding applications. The following types of best practice research topics were suggested by participants, each of which are discussed below: integrated service delivery models for community-based organizations; culturally and linguistically-appropriate services, particularly for agencies that are not specifically focused on serving immigrants and newcomers (i.e., municipalities, etc.); public dialogues about diversity; sensitivity and anti-racism training in the workplace.

Several participants noted that current Metropolis BC research often fails to identify best practices and therefore does not connect to the policy, planning and program development activities of community-based organizations. Participants discussed the need for a larger evidence base regarding best practices in integrated service delivery for immigrants and newcomers. In particular, they noted the need to find successful models of integration services that would help immigrants settle, adapt and integrate into Canadian society as quickly as possible.

At the organizational level, several participants commended Metropolis BC for its focus on neighbourhood house programming and expressed interest in a multi-site evaluation of the efficacy of neighbourhood house programming for immigrants and newcomers across Vancouver. Other participants expressed interest in an expanded research focus for immigrant-serving and multicultural service agencies.

Participants also expressed interest in best practice research into culturally and linguistically appropriate services, particularly for institutions that are not mandated to work specifically with immigrant and newcomer groups. Participants reflected upon the fact that many organizations with a broad public mandate, such as libraries, schools and municipalities, have had to develop culturally and linguistically-appropriate programs for immigrants in recent years. They noted a need for further research in terms of effective programming for these types of institutions in order to better plan, implement and evaluate programs, as well as develop policy.

Another topic that emerged in workshop discussions was the importance of identifying best practices in fostering a healthy public discourse about diverse values in Metro Vancouver. Participants stated that such research is important because of the rapidly changing demographics of the Metro Vancouver region. They noted that this demographic shift necessitates the identification and implementation of proven techniques for facilitating public dialogue about the healthy co-existence of diverse values in Metro Vancouver. Participants also expressed an interest in research around best practices for engaging non-immigrants in such dialogical processes. Participants noted that little best practice research exists on these related topics, making it difficult for service agencies to lead such initiatives so they are inclusive of diverse participants.

A final major topic that was discussed is best practice research into sensitivity and anti-racism training for addressing discrimination and promoting inclusion. Further, some participants noted that asset-based approaches to addressing discrimination have become a major focus for funders, yet little research exists on the topic.

4.3.2. Smaller Geographies and a Focus on Seniors, Youth and Temporary Foreign Workers (TFW)

Another set of developmental directions repeatedly discussed at both workshops involved geographic and demographic research considerations. Many participants noted that the geographic scope of Metropolis BC research is often too far reaching to apply to the planning and service design needs of practitioners. Participants suggested that Metropolis BC Researchers could supplement their existing research agenda by developing data sets for smaller geographies. Participants noted that the development of a neighbourhood, postal code and/or municipal-level data strategy in partnership with community-based agencies would be very useful in planning multi-cultural, immigrant-serving and settlement services across the region.

Additionally, participants felt that senior and youth issues were under-researched. Participants suggested a number of immigrant youth-related research topics including: youth and identity formation; youth and employment strategies; youth and gang belonging; and youth attitudes toward diversity and discrimination. Seniors' issues were also perceived as an important research focus, with suggested topics including: the role of immigrant seniors in caring for children; elder abuse; and research into best practices for integrating newcomer seniors.

Participants also expressed an interest in research studies regarding the roles of settlement and service agencies in supporting temporary foreign workers (TFWs).[1] Some participants remarked that while service agencies are not supposed to serve TFWs, many agencies often do because TFWs have few other options. Participants encouraged Metropolis BC Researchers to undertake comparative research on service agency practices for TFWs with a view to identifying promising approaches for consideration in Metro Vancouver.

4.3.3. Miscellaneous Research Topics

In addition to the aforementioned research directions, there were several other topics that some participants felt were important considerations for future research directions for Metropolis BC. In particular, one participant cited a dearth of attitudinal research with regard to diversity issues in Metro Vancouver. Of particular interest to this participant was further research into non-immigrant attitudes toward immigration policies and immigrants/newcomers themselves. In a similar vein, another participant expressed the need for research into attitudinal changes among diverse immigrant population groups at key junctures in the settlement process.

Another participant expressed interest in how Metropolis research can examine the existence of racism in Metro Vancouver and the impact of anti-racism activities in the region. It was suggested that this research could be pursued through survey methods and at a range of scales (e.g., neighbourhood, municipality and region).

Some participants also suggested that Metropolis BC Researchers should study domestic abuse in newcomer and immigrant families and best practices for addressing related issues. One participant also noted that service needs of immigrants and newcomers with a disability and/or a mental health issue is an under-researched topic.

Some participants also encouraged the development of critical analyses of existing Metropolis BC research, in particular the practice of aggregating data according to ethnic groups. The use of concepts such as 'European' and 'non-European', or 'traditional' and

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[1] It is important to note that Metropolis BC has recently released a paper that includes a focus on TFW. See: Bramadat, P.& Fisher, S. (2010) *Religious Organizations and the Integration of Immigrants, Refugees, and Temporary Foreign Workers: An Annotated Bibliography and List of Community Organizations*. Vancouver: Metropolis BC: Centre for Excellence for Research on Immigration and Diversity.

'non-traditional'[2] was deemed to be an outdated analytical practice by some participants who held the opinion that such concepts are often not reflective of the people who they are designed to account for and therefore can facilitate misleading research findings. While they acknowledged the need for some kind of conceptual tool for conducting research, they felt particularly uncomfortable with these sets of concepts and called for more nuanced articulations of ethnic categories in future research. However, no alternative set of concepts was provided by participants.

A future research topic identified by some workshop participants related to critical responses to the methodologies and findings presented in Metropolis BC research. While it was recognized that the academic nature of much of Metropolis BC research means the methodologies are rigorous, participants expressed hesitation around using some of the research concepts and findings in its funding proposals because they were uncertain about how the scholarship had been received by academic peers. To this end, it was suggested that a research program be developed to track critical analyses of Metropolis BC research within the academy. One participant provided the example of tracking how often Metropolis research is cited by other researchers and policy makers, and identifying whether the citation is reinforcing of the research findings or offers a critical assessment of the work.

Two other research topics include: research into how funders make decisions about their funding focus; and, research on effective employment strategies to improve immigrant integration and factors of success.

While participants recognized that this range of research topics does overlap with some of the existing Metropolis BC research priorities, participants stressed the importance of approaching the proposed topics through a community-based, participatory action model wherever appropriate. As noted in section 4.1, practitioners primarily use Metropolis BC research as an evidence base in program design and planning, as well as for the purpose of developing external grant applications. With an enhanced focus on partnership based research with multicultural, immigrant-serving and settlement organizations, Metropolis BC's future research outputs could become significant contributing factors to innovation and success in service provision for immigrants and newcomers in Metro Vancouver.

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[2] See: Hiebert, D. & D. Ley. (2001) *Assimilation, Cultural Pluralism and Social Exclusion among Ethno-Cultural Groups in Vancouver.* RIIM Working Paper No. 01-08. Vancouver: Research on Immigration and Integration in the Metropolis.

5. Conclusion

Over the course of both community-based workshops, participants acknowledged Metropolis BC as an important leader in producing high quality knowledge relevant to the multicultural agenda in Metro Vancouver, BC and Canada more generally. However, at the same time, workshop participants identified a series of research directions that could enhance Metropolis BC's contribution to community-based multiculturalism work in Metro Vancouver.

At both workshops, an emerging consensus developed among participants regarding future directions for the procedural dimensions of Metropolis BC research, as well as a set of recommended future research topics for Metropolis BC. With regard to the procedural dimensions of Metropolis BC's research work, participants suggested two developmental directions: (a) enhance the accessibility of Metropolis BC research dissemination activities for community stakeholders; and, (b) strengthen the research partnership model for Metropolis BC Researchers and community-based organizations.

In addition to these procedural considerations, workshop participants recommended that Metropolis BC Researchers focus future efforts in two thematic areas: (a) best practices research in planning and programming for multiculturalism; and (b) smaller geographies and a focus on seniors, youth and temporary foreign workers (TFW). Taken together, these recommendations express the interest of some of Metro Vancouver's multicultural stakeholders in seeing Metropolis BC compliment its existing research mandate with a stronger focus on community-based research that includes an applied component and is undertaken in collaboration with multicultural stakeholders.

Through *Engaging and (re)Framing*, the tasks of disseminating Metropolis BC research and engaging multicultural stakeholders in the practice of identifying new research directions have been combined with a view to supporting community-based multiculturalism work in Metro Vancouver. What we have learned is that multicultural stakeholders in Metro Vancouver support the work of Metropolis BC and that they are interested in continuing to work and learn with the institute to ensure its research outputs are relevant to community-based organizations in Metro Vancouver and therefore contribute to the advancement of multiculturalism in the region.

6. Appendices

Appendix A: Workshop agenda

Engaging and (re)Framing: Connecting Metropolis Research with Multicultural Stakeholders

By participating in this workshop you will:

- Learn about emerging Metropolis research on immigration, multiculturalism and diversity issues
- Identify new research directions for Metropolis BC researchers

AGENDA

1:00   Introductions and overview of workshop agenda

1:10   Presentation on Metropolis BC research

1:40   How does this research relate to the work you do?

2:10   Nutrition break

2:20   Where do these research findings "miss the mark" for you?

3:10   What future avenues of research would be most valuable in assisting your organization to support immigrants and newcomers engage more fully in public life in Metro Vancouver, BC and Canada?

3:50   Summary, evaluation and next steps

This workshop is hosted by the Social Planning and Research Council of BC (SPARC BC) with a grant from Metropolis British Columbia: Center of Excellence for Research on Immigration and Diversity.

Appendix B: List of Participating Organizations

1. Burnaby Community Connections
2. City of Burnaby
3. City of North Vancouver
4. City of Vancouver
5. North Shore Multicultural Society
6. Peers Employment & Educational Resources
7. South Vancouver Neighborhood House
8. United Way of the Lower Mainland
9. Vancouver and Lower Mainland Multicultural Family Support Services
10. West Vancouver Memorial Library
11. YWCA

Appendix C: Research Summary Sheet no. 1: Inclusion and Belonging

1. Introduction

This research summary sheet is one of three such sheets produced by the Social Planning and Research Council of British Columbia (SPARC BC) through a knowledge dissemination and research grant from *Metropolis British Columbia: Center of Excellence for Research on Immigration and Diversity.*

These sheets summarize research findings and key concepts produced by Metropolis BC Researchers. As such, the content of these research summary sheets are reflective of some of the diverse perspectives of Metropolis BC Researchers and do not necessarily reflect the views of SPARC BC.

The purpose of the research summary sheets is to:

1. Raise awareness among representatives of multicultural, immigrant-serving and settlement organizations with regard to emerging research on the themes of citizenship and social, cultural and civic integration that has been recently produced by Metropolis BC Researchers;

2. Inform two research workshops with multicultural stakeholders who are interested in: (a) understanding the current scope of Metropolis BC research on citizenship and social, cultural and civic integration; and, (b) identifying new research directions for Metropolis BC Researchers in these research theme areas.

There are three research summary sheets in total:

1. Research Summary Sheet no. 1: Inclusion and Belonging
2. Research Summary Sheet no. 2: Immigrant Community Participation
3. Research Summary Sheet no. 3: Multiculturalism: Stages, Challenges and Policy Directions

In research summary sheet no. 1, the importance of participation of immigrants in voluntary associations and recreational and cultural activities is discussed. There are three sections in this research summary sheet:

- Discussion of Emerging Research Themes
- Definitions of Key Terms
- Sources Cited

2. Discussion of Emerging Research Themes

2.1. What are some important facts about belonging and inclusion in BC?

Canada's official policy of multiculturalism exists to empower cultural pluralism and ensure that people of diverse cultural heritages have equal opportunity in Canadian society. However, despite the policy framework developed around multiculturalism since the 1980s, researchers have found significantly different socio-economic outcomes of traditional (European) and non-traditional (non-European) immigrants to Canada (Hiebert and Ley, 2001). Hiebert and Ley (2001) researched twelve traditional and nine non-traditional immigrant groups to Vancouver. Their findings reveal that traditional immigrants are much more likely to assimilate into Vancouver's existing culture:

- Although both European and non-European groups begin with similar levels of residential concentration and occupational segmentation, European-origin levels of residential concentration decline rapidly and after ten years are below the whole population of Vancouver, while for non-European immigrants there is only a small decline for both indicators.
- After the first generation, significant levels of ethnic in-marriage remain in both groups, though European-origin immigrants experience much lower levels of ethnic in-marriage than non-European immigrants.
- Among non-Europeans over half of residents settled for more than a decade still use neither French nor English at home (Hiebert and Ley, 2001).

These indicators of assimilation are linked to some important economic outcomes:

- Both European and non-European immigrant groups show significant improvement in economic outcomes after a decade in Canada
- However, personal incomes for non-European immigrants do not reach the level of metropolitan average, remaining 8% below it
- Personal incomes for European immigrants with the same length of residence exceed the metropolitan average by 10%

This research therefore suggests that cultural retention inhibits positive economic outcomes in non-European immigrants. However, the authors note that while a blanket charge of racism is not persuasive, as there are examples of ethnic minorities achieving economic success, the question of discrimination nonetheless remains open (Hiebert and Ley, 2001).

According to some, this question of discrimination remains central to the issue of belonging in Canadian society. Creese (2005) shows that while Canadian society imagines community "through narratives of a pluralist immigrant society," it nonetheless remains discriminatory against immigrants of colour. Her findings show that for immigrant women of colour, this results in an ambiguous sense of belonging in Canadian society. Many of her research participants reflect upon the state of being "*among but not in* the imagined community of Canada" (Creese 2005).

2.2. How can inclusive citizenship be developed?

The findings of both articles noted above reflect upon the challenges faced by non-European immigrants and reveal that much work needs to be done to establish a truly inclusive form of cultural pluralism. So long as assimilation to Euro-centric values and culture produces greater economic success for immigrants, Canada's approach to multiculturalism remains a situation where "immigrants bear most of the burden of cultural change" (Hiebert and Ley, 2001).

However, agencies in the public and voluntary sector are working to change this situation. Guo (2005) argues that "granting equal individual rights alone was not sufficient to achieve inclusive citizenship." Instead, he advocates for differential citizenship, whereby immigrants are provided the resources needed to succeed in Canadian society. Guo's case study, SUCCESS, provides some key characteristics of how organizations can advocate successfully on behalf of new immigrants. These characteristics address both economic barriers to economic integration, but also the need for community, networks and a sense of social belonging. Guo (2005) suggests that the following types of activities contribute to the development of inclusive citizenship:

- Providing culturally- and linguistically-appropriate services
- Acting as a mediator between individual immigrants and the state to access resources
- Helping immigrants ease the process of settlement, adaptation and integration
- Building a citizenship learning community through community development events and activities and working with mainstream organizations
- Creating a safety network and community for new immigrants

An inclusive notion of citizenship is a key component of our concept of multiculturalism in Canada. However, the experiences of various immigrant communities differ greatly. The barriers faced by non-traditional, that is non-European, immigrants mean that long-term socio-economic outcomes for these groups are significantly lower than socio-economic outcomes for traditional immigrant groups. However, the notion of inclusive citizenship can do much to address these barriers. Inclusive citizenship goes beyond granting equal individual rights to providing the resources that specific immigrant groups need to succeed in Canadian society. This notion of inclusive citizenship can better help us better work toward the ideals of multiculturalism.

3. **Definitions of Key Terms**

The participation of immigrants in community activities across Canada is a key component of immigrant integration. In order to help us understand the nature of community participation by immigrants, a glossary of terms used in the academic research is featured below.

- **Assimilation:** "The degree to which an immigrant group moves toward the characteristics of the native-born population" (Hiebert and Ley, 2001).

- **Belonging**: "Belonging implies recognizing spaces in which one knows one does not belong . . . [and] is negotiated in everyday material practices and cultural imaginations, bordered diasporic spaces where 'otherness' and difference is often simultaneously transcended and recreated" (Creese, 2005).

- **Cultural pluralism:** A policy or approach "intended to acknowledge the contribution made by non-British and non-French immigrants and their descendents to Canada, and to enable these groups to retain their cultural practices and sensibilities" (Hiebert and Ley, 2001).

- **Inclusive citizenship:** Citizenship based not only on "granting equal rights," but also on recognizing the different needs of various citizens (Guo, 2005).

- **Occupational segmentation:** The clustering of particular ethnic groups in a limited range of jobs (Hiebert and Ley, 2001).

- **Residential concentration:** The clustering of particular ethnic groups geographically, particularly referring to groups that live in close proximity (Hiebert and Ley, 2001).

- **Social exclusion**: "Marginalization in terms of economic and educational achievement" (Hiebert and Ley, 2001).

4. Sources Cited

Creese, G. 2005. *Negotiating Belonging: Bordered Spaces and Imagined Communities in Vancouver, Canada*. RIIM Working Paper No. 05-06. Vancouver: Research on Immigration and Integration in the Metropolis.

Guo, S. 2005. *Toward Minority Group Rights and Inclusive Citizenship for Immigrants: The Role of a Voluntary Organization in Vancouver*. RIIM Working Paper No. 05-25. Vancouver: Research on Immigration and Integration in the Metropolis.

Hiebert, D. and David, L.. 2001. *Assimilation, Cultural Pluralism and Social Exclusion Among Ethno-Cultural Groups in Vancouver*. RIIM Working Paper No. 01-08. Vancouver: Research on Immigration and Integration in the Metropolis.

Appendix D: Research Summary Sheet no.2: Immigrant Community Participation

1. Introduction

This research summary sheet is one of three such sheets produced by the Social Planning and Research Council of British Columbia (SPARC BC) through a knowledge dissemination and research grant from *Metropolis British Columbia: Center of Excellence for Research on Immigration and Diversity.*

These sheets summarize research findings and key concepts produced by Metropolis BC Researchers. As such, the content of these research summary sheets are reflective of some of the diverse perspectives of Metropolis BC Researchers and do not necessarily reflect the views of SPARC BC.

The purpose of the research summary sheets is to:

3. Raise awareness among representatives of multicultural, immigrant-serving and settlement organizations with regard to emerging research on the themes of citizenship and social, cultural and civic integration that has been recently produced by Metropolis BC Researchers;

4. Inform two research workshops with multicultural stakeholders who are interested in: (a) understanding the current scope of Metropolis BC research on citizenship and social, cultural and civic integration; and, (b) identifying new research directions for Metropolis BC Researchers in these research theme areas.

There are three research summary sheets in total:

1. Research Summary Sheet no. 1: Inclusion and Belonging
2. Research Summary Sheet no. 2: Immigrant Community Participation
3. Research Summary Sheet no. 3: Multiculturalism: Stages, Challenges and Policy Directions

In research summary sheet no. 2, the concept of immigrant community participation is presented, including a focus on barriers to participation and systemic discrimination. This sheet also includes a brief discussion of some traits of effective engagement strategies for increasing immigrant community participation. There are three sections in this research summary sheet:

- Discussion of Emerging Research Themes
- Definitions of Key Terms
- Sources Cited

2. Discussion of Emerging Research Themes

Research demonstrates positive outcomes of community participation for immigrants. Community participation can have several benefits, leading to:

- greater interaction rates with a broader cross-section of the community
- greater sense of commitment to the larger community in which immigrants have settled (Baer, 2008; Lauer and Yan, 2007).

Additionally, research shows that strong network diversity is an important aspect of immigrant participation in community life. Strong network diversity means knowing a range of individuals across, spanning ethnicity, nationality and even the length of time they have been in their host country. The benefits of strong network diversity are many, and have been shown to:

- increase immigrants' sense of belonging
- improve commitment to their community or city and long-term settlement therein
- improve the likelihood of gaining legal or citizenship status (Lauer and Yan, 2007)

Not surprisingly, time in host countries or communities and the age at which immigration took place have been found to significantly impact the strength of network diversity. While weaker network diversity can have short-term benefits to immigrant groups, allowing them to build community without linguistic or cultural barriers, over the long-term stronger network diversity allows for greater community integration (Lauer and Yan, 2007).

2.1. What are Some Facts on Recreation Participation Rates in Canada?

- Overall, minority populations are almost as likely to participate in recreational activities as majority populations: while minority populations have a 47% recreational participation rate, the majority population has a participation rate of 48%.

- A significant driver of participation related to immigration is language: recreational participation rates are significantly lower (37%) among populations that do not use one of Canada's official languages in the home, compared with those that do (49%).

- Despite this, the most significant drivers of recreational participation are not related specifically to immigrant issues, but to one's socio-demographic status: people with a university degree are 2.7 times more likely to participate [in recreation activities] in Canada

- Research suggests that age, education, employment status and religious attendance are the factors most likely to determine rates of recreational participation among a range of communities. (All facts from Aizlewood, Bevelander and Pendakur, 2005)

2.2. What are Some Barriers to Community Participation?

Generally, immigrant participation rates in voluntary associations and recreation activities in Canada are lower than participation rates of non-immigrants. While immigrants face the same barriers as the broader population in recreational, voluntary and community participation, there are also a number of barriers specific to their minority status and adjustments to a new environment (Dickout, 2004; Aizlewood, Bevelander and Pendakur, 2005; Lauer and Yan, 2007; Brock, 2007). Researchers have documented a range of barriers to community participation in immigrant groups:

- Social status, particularly in terms of wealth and income, plays a major role in community participation: because many immigrants tend to have lower social status, there is a consequent lower rate of participation in civic and community activities than is generally seen in the Canadian-born population (Baer, 2008).

- Low social capital in immigrant countries of origin can contribute to participation rates in Canada; in these cases only when strong ethnic communities are in place is there enough critical mass to contribute to higher rates of community participation (Baer, 2008).

- The significant shifts in living environments associated with immigration can contribute to low community participation rates by immigrant groups: English language difficulties, family and inter-generational conflicts, shifting cultural norms, and economic and other pressures for women, youth, elders and working parents have all been cited as barriers to participation (Dickout, 2004).

- Weak network diversity can lead to lower participation rates: more homogenous networks amongst groups and individuals tend to lead to less involvement in community activities (Lauer and Yan, 2007).

- Finally, issues of systemic discrimination contribute to poor community participation by immigrants: while surface-level notions of multiculturalism support "pretend pluralism," there exists no "fundamental redistribution of power in order to include immigrants in Canadian society" (Brock, 2007).

While immigrant populations face many of the same barriers with regards to community participation as the Canadian-born population (e.g. social status), the additional strains of a new environment, including linguistic, cultural, economic and familial pressures, all contribute to lower community participation rates in immigrant groups. Additionally, the tendency to seek that which is familiar means that many immigrant groups have a low network diversity, further limiting community participation. While it is important to minimize the pressures placed on immigrant populations through strong settlement and integration programming, it is equally important that systemic discrimination be meaningfully addressed by emphasizing the role of the host society in adapting to and including newcomers and fostering deep multiculturalism that aims for broad social inclusion and community participation.

2.3. What are Community-Based Approaches for Promoting Community Participation?

There has been significant theoretical consideration of the barriers to community participation amongst immigrant populations. As such, some work has been done to evaluate strategies used to successfully increase community participation, including:

- *Provide neighbourhood services to address basic needs.* Community-based organizations, ranging from immigrant serving agencies, to neighbourhood houses, to seniors' centres, to community recreation centres, neighbourhood organizations play a significant role in combating isolation and disconnectedness in newcomers, as well as providing a socially inclusive place to seek settlement and integration services (Hiebert et al., 2007). Through services provision, such as language and employment training, these organizations help integrate immigrants, culturally and economically (Lauer and Yan, 2007). This in turn contributes to improved community participation rates (Baer, 2008).

- *Community organizations can strengthen network diversity.* Associations and centres that bridge social differences and integrate local communities through a multi-service model will often help individuals and groups strengthen their network diversity. While they offer a range of programs, the most effective at strengthening network ties are targeted programs that are instrumental, fulfilling a specific goal beyond the group itself (e.g. ESL courses, tutorial groups and employment counseling). In these types of programs, cross-cultural ties are most likely to be formed, as participants work toward specific common goals (e.g. improved facility with English). (Lauer and Yan, 2007).

- *Provide avenues for addressing systemic discrimination.* For example, the City of Vancouver offers comprehensive training addressing areas of diversity and equity in the workplace through The Hasting Institute. Staff training for government and service organizations can help foster an inclusive and diverse environment, thereby helping address, at least somewhat, issues of institutional discrimination (Brock, 2007).

Integration is increasingly acknowledged as a two-way street: while it is important to provide education and employment opportunities to newcomers, it is equally important that host-country born individuals and institutions actively welcome and include these newcomers. It is becoming increasingly evident that neighbourhood and community organizations are on the front lines with regards to welcoming immigrants to Canada and BC. As such, programming at these agencies and organizations can be leveraged to ensure that services are offered that will not only help meet basic settlement and integration needs, but also help promote community participation from immigrant groups.

In sum, newcomers to Canada are expected to fully participate in community and civic life and while multiculturalism is expressed as a core Canadian value, participation is a complex issue. Newcomers to Canada often face a range of barriers related to settlement and integration that limit full participation (Sandercock et al., 2004). Institutional

discrimination also plays a role in excluding immigrants groups from full engagement. However, community organizations are increasingly addressing the issues of participation and inclusion through effective settlement and community-engagement programs. These programs, coupled with effective discrimination training in government institutions at all levels, could help increase community participation rates of newcomers, easing integration and benefitting host communities.

3. Definitions of Key Terms

- **Expressive programs**: Programs that focus on personal development and socializing within the group (Massey et al., 1993).

- **Homophily Principle**: The notion that contact between similar people occurs at a higher rate than among dissimilar people, thus posing a challenge to integration of diverse groups of people in a multicultural or voluntary setting (Massey et al., 1993).

- **Instrumental programs**: Programs that have goals beyond the group itself; examples include programs that reach into the community (Massey et al., 1993).

- **Network Diversity**: "interpersonal ties that connect migrants, former migrants and immigrants through ties of kinship, friendship, and shared nationality" (Massey et al., 1993).

- **Recreation**: Recreation is defined as participation is an individual's formal and informal activities during his/her leisure time; formal or informal. These can include registered sports or clubs, or less organized meetings, such as youth groups, book clubs, etc. (Aizlewood, Bevelander and Pendakur, 2005).

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Appendix E: Research Summary Sheet no. 3: Multiculturalism: Stages, Challenges and Policy Directions

1. Introduction

This research summary sheet is one of three such sheets produced by the Social Planning and Research Council of British Columbia (SPARC BC) through a knowledge dissemination and research grant from *Metropolis British Columbia: Center of Excellence for Research on Immigration and Diversity.*

These sheets summarize research findings and key concepts produced by Metropolis BC Researchers. As such, the content of these research summary sheets are reflective of some of the diverse perspectives of Metropolis BC Researchers and do not necessarily reflect the views of SPARC BC.

The purpose of the research summary sheets is to:

1. Raise awareness among representatives of multicultural, immigrant-serving and settlement organizations with regard to emerging research on the themes of citizenship and social, cultural and civic integration that has been recently produced by Metropolis BC Researchers;

2. Inform two research workshops with multicultural stakeholders who are interested in: (a) understanding the current scope of Metropolis BC research on citizenship and social, cultural and civic integration; and, (b) identifying new research directions for Metropolis BC Researchers in these research theme areas.

There are three research summary sheets in total:

1. Research Summary Sheet no. 1: Inclusion and Belonging
2. Research Summary Sheet no. 2: Immigrant Community Participation
3. Research Summary Sheet no. 3: Multiculturalism: Stages, Challenges and Policy Directions

In this research summary sheet, the concept of multiculturalism is explored. There are three sections in this sheet:

- Discussion of Emerging Research Themes
- Definitions of Key Terms
- Sources Cited

2. Discussion of Emerging Research Themes

This section briefly discusses the following aspects of multiculturalism research and policy in Canada.

1. Stages of multiculturalism in Canada (Ley 2007);
2. Value of multiculturalism (Ley 2007);
3. Challenges to multiculturalism (Eberle 2007; Ley 2007).
4. L. Sandercock's (2003) multicultural perspective; and,
5. Policy directions for multiculturalism in Canada (Edgington and Huntington, 2002; Sandercock 2003).

2.1. What are the stages of multiculturalism in Canada?

There have been three stages of multiculturalism in Canada**:** The first stage was *demographic multiculturalism*, which was an acknowledgement that the national society's charter groups in Canada, the two English and French charter groups, were no longer the only major cultural groups in Canada. This occurred when groups lobbied Canada's Bilingualism and Biculturalism Commission to include references to cultural pluralism (as opposed to biculturalism) within the Commission's report.

The second stage was *symbolic multiculturalism*, which was the period that followed Trudeau's official declaration of multiculturalism in 1971. Symbolic multiculturalism was based on the premise that accepting and supporting cultural pluralism, and respecting different cultures as having equal status, was important to ensuring Canadian unity. Under this approach a variety of heritage cultures were celebrated and supported through funding for events, programs and cultural centres. Cultural diversity was both promoted and preserved through music, art, dance, and pioneer histories.

The third and current stage is *structural multiculturalism,* which is focused on advancing human rights as protected in the Canadian Charter of Rights and Freedoms. This includes a focus on issues such as anti-racism, employment equity, equal treatment before the law, education and immigration policy, and redress for past group discrimination. The intent is to encourage inclusion and social integration through policies and approaches that provide groups with equal opportunities and treatment (Ley 2007).

2.2.What is the value of multiculturalism?

The objective of Canadian multicultural policy has always been to integrate newcomers and ethno-cultural minority groups into Canada's mainstream society and to recognize cultural pluralism as being key to our national identity (Ley 2007). The intent is to create an open society that is welcoming for persons from a diverse set of ethnic and cultural backgrounds, and one where all groups have access to the same social and economic opportunities. As a result of multiculturalism, newcomers and minority rights are protected by human rights legislation, and policies that promote employment equity, and equality before the law in policing, education and immigration (Ley 2007).

2.3. What challenges face multiculturalism?

While many cultural and immigrant groups identify multiculturalism policy as supportive of their cultural identity and citizenship rights, there have been some critiques of multiculturalism. Some critics claim that multiculturalism prevents the creation of a unifying, homogenous Canadian identity. Other critics suggest that instead of supporting cultural diversity, multiculturalism arbitrarily divides a nation into different cultural groups and emphasizes and reproduces difference. Critics also point to the fact that the 'Anglo-Celtic' elite are generally the ones who classify different ethnic identities, as opposed to the minority groups themselves, which results in the "ethnic caging of immigrant identities" (Ley 2007). Critics also suggest that multiculturalism implies that cultural identities are static and easily categorized. Cultural identity is much more complex than that because culture is continually evolving, and immigrant and native-born ethnic minorities often have "multiple affiliations" to different ethno-cultural groups due to intermarriage and the "fracturing" of formerly distinct ethno-cultural groups (Eberle 2007).

Despite these critiques, the majority of Metropolis contributors view multiculturalism to be a useful approach in addressing discrimination and isolation if implemented effectively. It is suggested that multicultural ideals have only been partially implemented in Canadian society, and there is a need to more fully implement multiculturalism (Eberle 2007).

2.4. What is a multicultural perspective?

In recognition of both the value and current limitations of multiculturalism, L. Sandercock (2003) has developed a multicultural perspective. Her multicultural perspective recognizes some of the strengths of multiculturalism, such as the right to cultural difference and the importance of equal opportunities for social, economic and political participation. However, it also addresses some of the critiques of multiculturalism by acknowledging that cultural identities are not static, and that it is necessary for the dominant local, national identity to evolve in response to intercultural interaction.

L. Sandercock's (2003) multicultural perspective assumes the following:

- "The cultural embeddedness of humans is inescapable. We grow up in a culturally structured world, are deeply shaped by it, and necessarily view the world from within a specific culture. We are capable of critically evaluating our own culture's beliefs and practices, and of understanding and appreciating it as well as criticizing those of other cultures. But some form of cultural identity and belonging seems unavoidable" (p. 22).

- "Culture cannot be understood as static, eternally given, or essentialist. It is always evolving, dynamic and a hybrid of necessity. All cultures, even allegedly conservative or traditional ones, contain multiple differences within themselves that are continually being renegotiated" (Ibid, p. 23).

- "Cultural diversity is positive and intercultural dialogue is a necessary element of culturally diverse societies. No culture is perfect or can be perfected, but all cultures have something to learn from one another. Cultures grow through the everyday practices of social interaction" (Ibid).

- "The political contestation of multiculturalism is inevitable. Among other things, it is symptomatic of an unresolved postcolonial condition in the West, an unfinished decolonization project" (Ibid).

- "At the core of multiculturalism as a daily political practice are two rights: the right to difference and the right to the city. The right to difference means recognizing the legitimacy and specific needs of minority or subaltern cultures. The right to the city is the right to presence, to occupy public space and to participate as an equal in public affairs" (Ibid).

- "The 'right to difference' at the heart of multiculturalism must be perpetually contested against other rights (for example, human rights) and redefined according to new formulations and considerations" (Ibid).

- "The notion of the perpetual contestation of multiculturalism implies an agonistic democratic politics that demands active citizenship and daily negotiations of difference in all of the banal sites of intercultural interaction" (Ibid).

- "A sense of belonging in a multicultural society cannot be based on race, religion, or ethnicity but needs to be based on a shared commitment to political community. Such a commitment requires an empowered citizenry" (Ibid).

- "Reducing fear and intolerance can only be achieved by addressing the material as well as the cultural dimensions of recognition. This means addressing the prevailing inequalities of political and economic power as well as developing new stories about and symbols of national and local identity and belonging" (Ibid).

2.5. What are potential policy directions for integrating immigrants and ethno-cultural minorities into Canadian society?

In a subsequent Metropolis working paper, L. Sandercock (2003) identified seven policy responses which can assist cities, city governments and city-building professions in integrating migrants at the local level. These are conditions that need to be in place for the city to be welcoming for new immigrants and ethno-cultural minorities. Her policy directions suggest it is necessary for there:

1. To be a "commitment from political parties, especially at the local level (city and neighborhood), to develop integration initiatives as a central part of their mission. This can only be done cooperatively, involving a breadth of organizations in civil society" (p. 26). For example, Edgington and Huntington (2002) suggest that

local governments need to make local services accessible and equitable by: providing interpreting and translation services; distributing city policies to a range of organizations and sites frequented by newcomers; providing consultation and community engagement opportunities that are targeted at non-English speaking minority groups; and frequently connecting with local cultural groups and immigrant resource centres.

2. To be "multi-tiered political and policy support systems, from national through to provincial, city and local levels" that support intercultural approaches (Sandercock 2003 p. 26).

3. To be a commitment to addressing "the culture and practices of local workers such as police, teachers, judges, planners and service providers. Most bureaucracies need to undergo sensitivity training on gender issues in order to transform historic patterns of discrimination and domination. Now it is urgent that they address cultural difference and cultivate the qualities necessary to overcome discrimination and marginalization" (Ibid p.26).

4. To be "reform and innovation in the realm of social policy from the most obvious –language assistance – to the creation of new institutions such as Neighborhood Houses, supporting immigrant organizations, officially recognizing immigrant rituals and naming rights, and provision of culturally sensitive social services, including culturally appropriate food and recognition rituals at official functions" (Ibid pp. 26-27)

5. To be "a better understanding of how urban policies can and should address cultural difference. This includes issues of design, location, and process. For example, if different cultures use public and recreational space differently, then new kinds of public spaces may have to be designed, or old ones re-designed, to accommodate the difference. Space also needs to be made available for the different worshipping practices of different immigrant cultures: the building of mosques and temples, for example, has become a source of conflict in many cities. And when cultural conflicts arise over different uses of land and buildings, of private as well as public spaces, planners need to find more communicative, less adversarial ways of resolving these conflicts, through participatory mechanisms which give a voice to all those with a stake in the outcome. This in turn requires new skills for planners and architects in cross-cultural communication" (Ibid p. 27)

6. To be an exploration of "new notions of citizenship—multicultural and urban— that are more responsive to newcomers' claims of rights to the city and more encouraging of their political participation at the local level. This involves nothing less than openness on the part of the host societies to being redefined in the process of migrant integration and to new notions of a common identity emerging through an always contested notion of the common good and shared destiny of all residents" (Ibid p. 27)

7. To be "an understanding of and preparedness to work with the emotions that drive these conflicts over integration: emotions of fear, and attachment to history and memory, as well as the status quo, on the part of the host societies; and the (possibly ambivalent) desire for belonging, and fear of exclusion on the part of migrants. Not to acknowledge and deal with these emotions is a recipe for failure in the longer-term project of intercultural co-existence" (Ibid 27).

L. Sandercock suggests that it is necessary for citizens, city governments and city-building professions to "work collaboratively" with regard to these policy directions. If implemented, these policies work towards creating "socially sustainable" multicultural cities.

In sum, multicultural policy has played a key role in enhancing social, economic, and political integration opportunities for new immigrants and minority ethno-cultural groups within Canada. There have been three different stages of multiculturalism in Canada. The first was demographic multiculturalism, followed by symbolic multiculturalism, followed by the current stage—structural multiculturalism. While the overall objective of multiculturalism policy has always been to integrate newcomers and ethno-cultural minority groups into Canada's mainstream society and to recognize cultural pluralism as being key to our national identity, there are a number of critiques of multiculturalism. Namely the critics suggest that multiculturalism: prevents the creation of a unifying Canadian identify; arbitrarily divides the nation into different ethno-cultural groups; ignores the evolving nature of cultural affiliations and identities; and reinforces the dominance of the Anglo-Celtic elite.

Nevertheless, most Metropolis contributors view multiculturalism to be a useful approach to preventing discrimination and isolation (if implemented effectively). L. Sandercock has developed a multicultural perspective, which recognizes some of the strengths of multiculturalism such as the right to cultural difference and the importance of equal opportunities for social, economic and political participation, while at the same time addressing some of the critiques of multiculturalism. L. Sandercock also presents seven policy directions to be undertaken by cities, city governments and city-building professions to create welcoming cities and neighborhoods that encourage the full integration of new immigrants and ethno-cultural minorities. Edgington and Huntington (2002) also identify some actions which make local municipal services more accessible and equitable for a variety of ethno-cultural groups.

3. Definitions of Key Terms

A glossary of terms regarding multiculturalism is featured below.

- Multiculturalism**:** There is no one commonly agreed upon definition of multiculturalism due to the range of academic and everyday uses for the term. According to Eberle (2007) multiculturalism in the Canadian context refers to a series of policies related to diversity management, ethnic group participation and access, anti-racism initiatives, governance issues, and demographic change.

- **Multiculturalism Act** (1988): A Federal Act which gave the Federal government a legal and constitutional responsibility to support multiculturalism policy in Canada.

- **Biculturalism:** A policy where only two official cultures are formally recognized in a country. For example, Canada's Royal Commission on Bilingualism and Biculturalism was formed in 1961 to foster an equal partnership between the two

founding cultural and linguistic groups (the English and French) in the Canadian Federation.

- **Cultural Pluralism:** A policy or approach "intended to acknowledge the contribution made by non-British and non-French immigrants and their descendents to Canada, and to enable these groups to retain their cultural practices and sensibilities" (Hiebert and Ley, 2001).

- **Ethnic group:** A group that shares a common and distinctive culture, religion, language, or place of origin.

- **Cultural group:** A self-defined group of people who share a common cultural experience. Cultural groups may be defined by many types of commonality including ethnicity, religion, or physical commonality.

- **Newcomer:** A person who has moved to Canada within the past three years from another country. This term captures new immigrants, refugees, permanent residents, foreign workers and international students.

- **New immigrant:** A person who has immigrated to Canada within the past three years.

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