

# Vancouver Centre of Excellence



## Research on Immigration and Integration in the Metropolis

Commentary Series

98-03

Annual Report of the Vancouver Centre of Excellence  
for Research on Immigration and Integration in the Metropolis (RIIM)  
1<sup>st</sup> April 1997 – 31<sup>st</sup> March 1998

David Ley  
Co-Director, RIIM

April 1998

## RIIM

### Research on Immigration and Integration in the Metropolis

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- Department of the Solicitor General of Canada
- Status of Women Canada
- Canada Mortgage and Housing Corporation
- Correctional Service of Canada
- Immigration & Refugee Board

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## **I Objectives of the Vancouver Centre (RIIM), 1997-98**

During 1997-98, the second year of operation, the range of objectives of the Vancouver Centre have been engaged more fully. These objectives include the establishment of an interdisciplinary and policy-relevant research network examining the experience and impacts of immigration in the Vancouver region, in comparison with other cities in Canada and internationally. The research emphasises the four domains of the economy, education, social needs and services, and housing and neighbourhoods. The work follows a process, unusual in academic research, of close liaison with stakeholders in the public, private and community sectors, a process that includes purposeful dissemination to diverse audiences. New opportunities listed in the body of the report have moved the Centre toward a fuller engagement with its objectives than was possible in the start-up year. At the same time the unfolding of the research cycle is leading to the first harvest of policy-relevant research results. We have a sense that the Vancouver Centre is now maturing into the institution it was planned to be. The report that follows will document just how the Centre has progressed toward meeting its objectives over the past twelve months.

## **II Research Activities, 1997-98**

The activities of the Centre over the past year may be divided into research, dissemination, and partnership events. Partnership and dissemination ventures are discussed later in the report. We begin our account with a review of research conducted in each of the four clusters undertaken by the Vancouver Centre: the economic, education, social, and housing and neighbourhoods (formerly infrastructure) domains. The year has seen the beginning of research results, reflected in a steady stream of lunch-time seminars and working papers; during the reporting year there have been 18 seminar presentations at the Centre and 15 working papers have been published and posted on the web page.

### Economic domain

#### *a) Statistical summary*

Number of projects: 14

Budget: \$72,550

Number of faculty researchers: 11

Number of student research assistants: 14

Number of conference/seminar presentations: 13

Number of papers published/accepted for publication: 9

Number of additional papers submitted for publication: 3

b) *Narrative report*

The economic domain has had a highly productive year, as the results of its modelling and data base analyses have led to a significant research harvest; at the same time, the considerable number of lunch-time seminars undertaken by these researchers anticipates a continuing flow of journal submissions into the next year.

1. Sajjad Akbar (U Vic) and Don DeVoretz (SFU) *Taxes and uses of public services by immigrants in Vancouver and Victoria* (1996-2000; no SSHRC funds 1997-98)

Considerable work has been completed. The final stage of the project will involve use of the Immigrant Data Base.

2. Dominique Gross (SFU) *Macro (un)employment conditions and immigrant employment in Vancouver* (1996-98; \$14,000 grant during the reporting period)

This time-series modelling project relating immigrant unemployment to trends in the larger labour market is now completed; a seminar has been presented to the Centre reporting results, and a revised version has been published in the working paper series.

3. John Hayfron (SFU) *Norwegian language acquisition and labour market performance of immigrants in Norway* (1996-98; no SSHRC funds)

This project, considering language skills among immigrants to Norway, establishes a comparative context for reviewing the parallel situation in Canada. The work is finished. A working paper has appeared and has also been accepted for journal publication.

4. John Hayfron (SFU) *Immigration and the gender earnings gap in Norway* (1996-98; no SSHRC funds)

To what extent does being a woman as well as an immigrant exert a double penalty on earnings? This project addresses the question with data from Norway. It has been published as a working paper and has now been submitted for journal publication.

5. Sam Laryea and Don DeVoretz (SFU) *Immigrants and wages in the Vancouver labour market* (1996-98; \$13,000)

This project examines the effect of immigrants on the wage rates and employment opportunities of the Canadian-born, and the consequences of union intervention in this relationship. The research comprises Laryea's doctoral dissertation and was successfully defended in November 1997. A lunch-time seminar has been given, two discussion papers written, and a manuscript submitted for journal review.

6. Krishna Pendakur (SFU) *Race, immigration, human capital and income* (1996-98; \$10,000)

Several interconnected projects have continued. 'The colour of money' has been accepted for journal publication; work has begun (with Ravi Pendakur of Heritage Canada) on language knowledge as human capital in Vancouver, Toronto and Montreal. A working paper has broached the topic.

7. Daniel Hiebert and Margaret Walton-Roberts (UBC) *Indo-Canadian entrepreneurship in the Vancouver construction industry* (1996-98; no SSHRC funds 1997-98)

This project on an ethnic enclave economy is complete, based on some 30 interviews with Punjabi-origin entrepreneurs in the Vancouver construction industry. A Centre seminar is scheduled, and an article from the research has been presented at a conference.

8. Daniel Hiebert (UBC) *Ethnic segmentation in the labour market* (1996-99; this project funded under social domain, project 6)

A comparative study of ethnic segmentation in the Vancouver, Toronto and Montreal labour markets is complete, and following a Centre seminar and working paper, a journal article has been submitted. A new round of analysis derived from the 1996 Census will begin once appropriate data are released.

9. Steven Globerman (SFU) *Immigration and economic impacts on the Canadian health care system* (1997-98; funded by Health Canada)

This project is examining differentials between immigrants and Canadian-born in usage of health care services, a matter of budgetary and program significance to policy-makers. A working paper detailing progress has recently been printed. [The project is also cross-listed under the Social Domain].

10. Joseph Schaafsma and Arthur Sweetman (UVic) *Education and ethnicity in Canada* (1997-2000; \$11,250)

This project is an inter-generational study of the economic returns to education by ethnic and family status. The work has led to seminar presentations and a discussion paper to date.

11. Keith Head and John Ries (UBC) *Immigration and international trade* (1997-2000; not funded from 1997-98 budget)

This project seeks to establish whether immigration increases flows of international trade to Canadian provinces. A model has been developed and is being tested with data for 1992-95. Initial work has led to a conference presentation and a chapter in an edited volume.

12. Don DeVoretz (SFU) *Immigrant consumption functions* (1997-2000; \$12,000)

Consumption functions are being estimated for 12 major retail items in Vancouver, Toronto and Montreal to measure the impact of immigrants on spending patterns.

13. Don DeVoretz (SFU) *Wealth accumulation of the Canadian foreign-born* (1997-98; \$12,300)

The project examines immigrant wealth accumulation, including housing and other assets. A manuscript has been accepted for journal publication and also as a working paper.

14. Abul Shamsuddin (New England, Australia) *Intergenerational labour market experience of immigrants in Australia* (1997- ; no SSHRC funds)

This analysis explores the factors associated with the variable economic circumstances of immigrants in Australia.

### Education Domain

#### *(a) Statistical summary*

Number of projects: 7

Budget: \$60,880

Number of faculty researchers: 6

Number of student research assistants: 21

Number of conference/seminar presentations: 8

Number of papers published/accepted for publication: 1

Number of additional papers submitted for publication: 0

#### *(b) Narrative report*

The research projects in the Education domain are primarily qualitative and field-oriented. This methodology is invariably time-consuming, requiring time to establish permissions and access to the field site, and more time for lengthy processes of dialogue and observation to bear fruit. A number of the projects are now on the verge of reporting results. Several lunch-hour seminars are arranged for the spring and early summer of 1998 (the first has just occurred), and conference papers are planned for the June conference season. Working papers and journal submissions should follow soon after.

1. Shemina Herji and June Beynon (SFU) *Institutional adaptation and the roles of minority teachers* (1996-2002; \$6,880 during the reporting period)

This project examines the tensions faced by minority teachers in public school settings. To what extent are these teachers able to shape the school to the benefit of minority students? How may they be supported institutionally? Some two dozen teachers of Punjabi Sikh origin have been interviewed and transcription is underway. An initial conference paper has been presented.

2. June Beynon, Linda LaRocque, Kelleen Toohey and Roumania Ilieva (SFU) *A collaborative and critical examination of an ESL co-operative educational program* (1996-2002; \$6,880)

This study examines an ESL co-op program to ascertain the mix of conditions and skills that are most relevant to immigrant and minority students in establishing career paths and work experience. Focus groups have been held with five groups of stakeholders.

Preliminary policy-relevant conclusions are emerging, and have been presented at a conference. A second phase of this project broadens the analysis to a larger and ethnically diverse group of students in co-op programs.

3. Diane Dagenais (SFU) *Cultural values regarding language and literacy education among immigrant families* (1996-2000; \$6,430)

Three rounds of interviews with parents and children have been completed and audio-taping of family literacy events is underway. Initial analysis points to the manner in which immigrant parents promote multilingualism in their children by preservation of the heritage language while fostering English-French bilingualism through French Immersion. A Master's thesis has been completed, a conference paper has been given, and further dissemination is confirmed.

4. Linda LaRocque (SFU) *The changing role of school administrators in ethnically diverse schools* (1996-2002; \$12,860)

Interviews have been completed with a number of principals to establish their role in shaping educational and social relations in ethnically diverse schools. An initial conference paper is planned for the summer.

5. Kelleen Toohey (SFU) *Learning English as a second language at a Punjabi Sikh school* (1996-2002; \$6,400)

This project is finishing the second year of a six-year ethnographic study following a cohort of children as they learn English from kindergarten to grade 5 at a Sikh school. A Master's thesis has been completed and conference and journal papers are planned.

6. Marvin Wideen and Kathleen Barnard (SFU) *Immigrant children in public schools: policies, curriculum and teacher preparation* (1996-2001; \$6,430)

This multifaceted project examines the relationships between educational policy, curriculum development and school implementation. Preliminary results from interviews and policy analysis suggest significant discrepancies between the three levels. Two conference papers have been accepted for presentation this summer.

7. Charles Ungerleider and Kristin Green (UBC) *Socialisation for democratic citizenship in Canada* (1997-99; \$15,000)

This has been the first year of a project that seeks to replicate and extend the 1986 B.C. Charter Study examining the knowledge of high school students about their Charter rights and their willingness to accord those rights to others. The study will be conducted in schools in Vancouver, Toronto and Montreal. In the first year a paper has been prepared critically re-examining the literature; the next stage is to revise the instrument and secure co-operation from school jurisdictions.

## Social Domain

### (a) *Statistical summary*

Number of projects: 11



Budget: \$76,565

Number of faculty researchers: 12

Number of student research assistants: 15

Number of conference/seminar presentations: 16

Number of papers published/accepted for publication: 1

Number of additional papers submitted for publication: 2

*(b) Narrative report*

Most of the projects in this domain employ a qualitative methodology, and the remarks about the necessary time investment prior to publication, made in regards to the Education domain apply here also. A few papers have a more quantitative approach and these are the ones that have moved to the point of journal submission. The considerable number of conference presentations and a number more scheduled for the summer of 1998 anticipates a robust level of submissions for publication over the next 12 months.

1. Joan Anderson (UBC) *Negotiating organisational change to improve access to multicultural populations: a case study of health care agencies* (1996-2000; \$14,850 during the reporting period)

Using the concept of cultural safety, this project is examining how cost-driven standardisation of health care is mediated (or not) by multicultural policies of culturally-sensitive care. Work is progressing in a large institution through interviews, observation, and interpretation of policy documents. Research has led to a Centre seminar and contributed to two conference papers.

2. Gillian Creese (UBC) *Government restructuring and NGO services delivery for immigrants and refugees*. (1996-99: \$12,150)

This study involves fieldwork with the three largest immigrant/refugee NGOs in Vancouver. It examines the relations between changes in government funding and the services and priorities of the NGOs. Data collection is almost complete, a discussion paper has been circulated to the NGOs, one conference paper has been given and a second is planned.

3. Isabel Dyck and Jim Dunn (UBC) *Analysis of the National Population Health Survey*. (1996-98; no SSHRC grant 97-98)

Data from the NHPS were used to investigate the association between socio-economic characteristics, coping and stress indicators, immigrant characteristics and health indicators. Differences among sample sub-groups have been analysed, and a logistic regression run on health outcomes comparing the whole sample with immigrants alone. The work is complete and a seminar and conference presentation have been given. Two papers for publication are in preparation.

4. Steven Globerman (SFU) *Immigration and economic impacts on the Canadian health care system.*

For a description of this project, also using the NHPS, see the Economic Domain.

5. Jennifer Hyndman (Arizona State) *Language proficiency and socio-economic mobility of Burmese refugees in Vancouver (1996-98; \$2,250)*

This project has followed in detail the language training and occupational achievements of a non-traditional group, Burmese refugees in Vancouver, using ethnographic interviews and Language Instruction for Newcomers to Canada (LINC) records. The work is complete and a conference paper has been presented with a Centre seminar to follow. A related project (funded by CERIS) is examining similar questions among Somali refugees in Toronto. [Note: Dr. Hyndman is an Adjunct Professor at UBC; she began this work as a post-doctoral student at UBC].

6. David Ley and Dan Hiebert (UBC) *Characteristics of immigrants from traditional and non-traditional immigrant sources (1996-99; no SSHRC grant 97-98)*

This project seeks to differentiate between the social integration and economic achievement of some two dozen immigrant groups in Greater Vancouver from the 1991, and, later, the 1996 Census. Integration is measured by residential segregation, occupational segregation, and linguistic segregation, and economic achievement by personal and household income. Analysis is virtually complete for 1991; one conference paper (with an associated journal submission) has been given, and a second is planned as an invited plenary lecture at national meetings this summer.

7. David Ley and Heather Smith (UBC) *Is there an immigrant underclass in Canadian cities? (1996-98: \$3,500)*

The project involved the analysis of 1971 and 1991 Census data for Vancouver, Toronto and Montreal, and the collection of small area statistics on social housing and crime in Vancouver and Toronto. Cartographic and correlation analysis were conducted between immigrant distributions and poverty and deprivation areas. The work is now complete and has been presented in a seminar and at four conferences. A lengthy working paper has been published and has been revised and submitted to a journal.

8. Parin Dossa (SFU) *Embodied narratives on mental health: Elderly immigrant Muslims in Metropolitan Vancouver (1997-2000; \$10,100)*

Work has been conducted with Ismaili and Iranian immigrants and Afghan refugees. Participant observation and a focused interview on mental health have been the principal methods. The study is proceeding collaboratively with an NGO and using student as well as community research assistants. Two conference papers have been presented.

9. Isabel Dyck (UBC) and Arlene McLaren (SFU) *Immigrant mothers and daughters: Are schools a site of integration? (1997-2000; \$10,290)*

This project is using ethnographic interviews to examine the role of schools as sites where traditional immigrant values confront a liberal education. In particular the study considers relations between immigrant women and their adolescent daughters in the definition of appropriate educational aspirations and associated female identities. The

project is based in the tri-city suburbs, and the year has been spent establishing field contacts.

10. Robert Gordon (SFU) *Immigrant street gangs in Greater Vancouver* (1997-2000; \$9,675)

This project has been delayed by earlier commitments. Progress has been made on research design and in negotiating access to three street gangs (Los Diablos, Persian Pride, and the East Vancouver Saints). Field work will begin this summer in collaboration with the Provincial Government's Inter-Ministry Committee on Youth Violence and Crime.

11. Edwin Hui (Regent College), David Ley (UBC) and John Zimmerman (Regent College) *Immigrant churches as the site for settlement services and social integration* (1997-99; \$10,750)

In its first year this project has begun work with German, Chinese and Korean congregations in Greater Vancouver to ascertain their role in providing settlement services and aiding integration for new immigrants. A church directory has been compiled for each group and correlated with the changing residential map. Interviews are underway with leaders of 20 Chinese and 20 Korean churches; the interviews with 10 German churches are complete. The German churches serve immigrants of the 1950s and 1960s in particular, and permit examination of integration of the second generation – and integration of the churches themselves as multicultural institutions. The Chinese and Korean churches in contrast are serving large and continuing arrivals of new immigrants. A Master's thesis nears completion, and a conference paper is to be presented.

#### Housing and Neighbourhoods domain (formerly Infrastructure domain)

Work in this domain has continued from the base established in 1996-97. Three main thrusts are underway: considerable analysis and mapping of census data from 1971 to 1996 have been undertaken; two projects on housing and development are being conducted; and five district studies are being pursued. These district studies represent a significant research agenda, lasting for six years, and synthesising immigrant experiences and impacts over a range of labour, housing, educational and family dimensions. They are closely collaborative and researchers meet at least monthly to discuss conceptualisation and methodology. A number of community research assistants with language skills have been employed. Like the social domain, with which it is closely linked, the qualitative studies in this domain promise a set of conference papers and journal submissions in the next 12 months.

#### *(a) Statistical summary*

Number of projects: 9

Budget: \$42,350

Number of faculty researchers: 11

Number of student research assistants: 10

Number of conference/seminar presentations: 5

Number of papers published/accepted for publication: 5

Number of additional papers submitted for publication: 0

*(b) Narrative report*

1. Dan Hiebert and David Ley (UBC) *Analysis and mapping of metropolitan census data* (1996-2000; \$5,250 in this reporting period)

Most of the cross-tabulations and data lists have been completed from the 1991 Census, and work continues on mapping a continuous record of immigration and ethnicity variables at the enumeration area scale from 1971 to 1996. The analysis and mapping are being employed in other projects, and particularly the five district studies reported below. One conference paper has been given, with another to follow in June.

2. Kris Olds (Singapore) *Immigration and trans-Pacific property markets* (1996-98; \$900)

Interviews for this project with developers, real estate agents, and municipal planners have now been completed. Analysis of company reports and business publications nears completion. The work has emphasised the large downtown projects of Coal Harbour and Pacific Place, and has traced the development of the proposal for the Asian Centre, a large mall planned in suburban Surrey. Two conference papers have been presented, and three manuscripts accepted for journal publication. Further writing is underway.

[Note: Dr. Olds is an adjunct professor at UBC; he began this research as a UBC post-doctoral student].

3. Faranak Miraftab (Griffith University, Queensland) *Housing access of low-income immigrants and refugees* (1996-98; no SSHRC funds)

Using cross-tabulations from 1991 census data, analysis nears completion of relations between immigrant and ethnic households and a series of housing variables for Vancouver, Toronto and Canada. A conference paper has been presented and we anticipate receipt of a working paper in the next month. [Note this project was begun when Dr. Miraftab was a post-doctoral student at UBC; no funding for this project has been awarded since her move to Australia]

4. Gillian Creese and Dan Hiebert (UBC) *Immigration and integration on Vancouver's eastside: settlement in a traditional reception district* (1996-2002; \$8,540)

This district study examines the traditional immigrant and refugee reception area of East Vancouver, a region with considerable immigrant diversity, but a common experience of low incomes. Research this year has included three focus groups with immigrants, immigrant women, and service agencies, and the beginning of household interviews. A

Centre seminar based on the focus groups and in association with the other district studies is planned for May. Papers will follow.

5. Tom Hutton (UBC) and Audrey Kobayashi (Queen's) *Immigration and integration in Richmond: Managing rapid ethno-cultural change* (1996-2002; \$5,890)

Richmond is a middle-class suburb adjacent to the Vancouver International Airport which has undergone a very rapid transition with the immigration of Hong Kong and Taiwanese families over the past decade. In the past year, three focus groups have been carried out with service agencies, new immigrants and the second generation. A Centre seminar is planned for May. In addition a graduate thesis nears completion that has investigated the response of Canadian-born residents to growth and cultural change in Richmond over the past decade.

6. Geraldine Pratt (UBC) *Immigration and integration in North Surrey: an Indo-Canadian suburban enclave in the making* (1996-2002; \$4,790)

Surrey is a new lower middle-class suburb that has received significant direct immigration from south Asia, in particular from Punjabi Sikhs. Family re-unification has contributed to a strongly knit community, self-help networks, and evidence of an enclave economy. Work in the past year has included four focus groups, with service agencies, immigrants, women immigrants, and second generation young adults. Household interviews have begun. With the other district studies a Centre seminar in May will be the beginning of an extended plan of dissemination. In addition, work by a graduate student on the 'turban issue' in Surrey has been accepted for journal publication.

7. Isabel Dyck (UBC) and Arlene McLaren (SFU) *Immigration and integration in the north-east quadrant: establishing community without propinquity* (1996-2002; \$6,040)

The three middle-class north-east suburbs are a district of very recent and very diverse immigrant cohorts. The research question here pays particular attention to the task of integration in a region where there is no history of non-European immigration and where immigrant numbers are too small and backgrounds too diverse to permit an enclave to develop. Three focus groups have been completed and household interviews are well in hand. The work to date is being selectively presented in a forthcoming Centre seminar, and papers will follow.

8. David Ley (UBC) *Immigration and integration in Vancouver's westside: the case of middle class new Canadians* (1996-2002; \$10,840)

This project is based in the traditionally affluent old Anglo neighbourhoods of Vancouver's westside, and a major theme is challenges to the integration of business-class immigrants from Hong Kong and Taiwan in a region that has always been both wealthy and Caucasian. Three focus groups have been held, and household interviews are underway. Aided by a graduate thesis that nears completion, research this year has emphasised changes in the housing market, using interviews, analysis of English and Chinese-language newspapers, and archival work at City Hall. A conference paper has recently been published in an edited volume. A Centre seminar with the other districts is planned.

9. David Lai (UVic) *Suburban Chinatowns* (1997-99; \$100)

This study considers the development of suburban Chinatowns, with special reference to Richmond. Research begins in 1998; a small seed grant was made available for 1997-98.

### New Research Initiatives

1. The Centre won the annual Diefenbaker Award from the Canada Council to facilitate Canadian-German academic co-operation. The budget (\$90K) from the award will permit Professor Klaus Zimmerman (Munich) to be a resident at the Centre and conduct comparative research on the economics of immigration in cities in Germany and Canada.
2. Professor Ceri Peach (Oxford), Distinguished Visiting Fellow at the Centre for the winter 1998 semester, is undertaking a comparative project on the social geography of selected immigrant groups among cities in Canada, the United Kingdom and the United States.
3. The Centre has entered into partnership with the Province of B.C. and a consortium of NGOs to examine the issues of poverty among immigrants and refugees in Greater Vancouver.
4. Fund-raising continues to support new initiatives from 1996-97: the Religion Domain (seed funds secured, SSHRC proposal submitted), the mapping project (partly funded), and the media project (partly funded).

Other comparative research initiatives that are not as far developed are discussed later in this report.

### **III Graduate Student Training**

Graduate students, in a few cases undergraduates and some community research assistants, are all integral to the success of the Centre. It is encouraging to see the completion of the first graduate theses funded by Metropolis in recent months. In addition three post-doctoral students from the first year are now faculty researchers in their own right, while their appointments in Australia, Singapore and the United States all represent strategic sites for developing international comparative work. Students have been involved in almost all phases of research: in literature review and instrument design, in data collection and analysis, and among doctoral and some master's students, in dissemination, including conference presentations and collaboration in submitted manuscripts. The creation of an interdisciplinary research community in

immigration and ethnic studies is proving to be a significant asset in graduate recruitment.

### Economic domain

#### *Statistical summary of student participation*

- Number of participating post-doctoral students: 1
- Number of participating graduate students: 10
- Number of participating undergraduates: 3
- Number of off-campus research assistants: 0
- Number of MA theses in progress: 3
- Number of PhD theses in progress: 4
- Number of conference presentations (single or joint): 7
- Number of publications accepted or submitted (single or joint): 6

### Education domain

#### *Statistical summary of student participation*

- Number of participating post-doctoral students: 0
- Number of participating graduate students: 16
- Number of participating undergraduates: 5
- Number of off-campus research assistants: 3
- Number of MA theses in progress: 5
- Number of PhD theses in progress: 1
- Number of conference presentations (single or joint): 2
- Number of publications accepted or submitted: 0

### Social domain

#### *Statistical summary of student participation*

- Number of participating post-doctoral students: 1
- Number of participating graduate students: 12
- Number of participating undergraduates: 2

Number of off-campus research assistants: 11

Number of MA theses in progress: 2

Number of PhD theses in progress: 5

Number of conference presentations (single or joint): 7

Number of publications accepted or submitted (single or joint): 1

### Housing and Neighbourhoods domain

#### *Statistical summary of student participation*

Number of participating post-doctoral students: 2

Number of participating graduate students: 7

Number of participating undergraduates: 3

Number of off-campus research assistants: 8

Number of MA theses in progress: 3

Number of PhD theses in progress: 2

Number of conference presentations (single or joint): 1

Number of publications accepted or submitted (single or joint): 1

## **IV Dissemination Activities**

As in the first year the Centre has employed a range of dissemination strategies to spread word of research activities.

1. *Community events.* The Directors and other Centre members have continued to engage in community panels and lectures. These have included NGO functions for SUCCESS and SURDEL, evening lectures for groups like the Committee for Immigrant Women of Colour in BC, and workshops like a Saturday event in North Surrey with the Sikh community.
2. *Web site.* The web page ably managed by Thomas du Payrat has continued to provide a detailed inventory of RIIM research and activities (see Attachments, p. 21 onwards, for examples). It has now been amalgamated into a national Metropolis web page.
3. *Seminars.* A total of 18 lunch-time seminars have been held downtown during the second year. These are open to the public, and federal and community stakeholders are invited to attend. In addition to the research of RIIM members, a number of



visitors have presented. These have included Prof. Ceri Peach (Oxford), Fulbright scholar Dr. Joe Darden (Michigan State/Toronto), Dr. Bruce Chapman (Australian National U.), Dr. Steven Trejo (UC-Santa Barbara), Dr. Moshe Semyonov (Tel Aviv), and Dr. Roslyn Kunin (LREG co-author). Audiences have ranged from 10-25 and normally include a number of non-academics. A full listing of the seminars appears in Attachment 4.

4. *Working Papers.* Some 16 Working Papers have been published in the second year of the Centre's life, thanks in considerable part to the efficient work of RIIM librarian John Hayfron. These are the outcome of lunch-time seminars; others come directly from Centre research. There is a mailing list of over 60 subscribers receiving these publications; they are also posted on the web and may be downloaded at no cost. Details appear in Attachment 5.
5. *Media.* There is ongoing contact with the print and electronic media. The Directors have contributed to a number of radio and TV programs, including CBC's *The Magazine*, as well as giving regular interviews to local, national, and international newspapers and magazines.
6. *Brochure & information columns.* At the request of regional NGOs, the Centre has developed a brochure for distribution, and has agreed to write columns on a regular basis in NGO newsletters.
7. *Conference presentations.* As reported above, a large number of conference presentations have been made across Canada and internationally. These have included special sessions on Metropolis at national Education and Geography conferences. Centre research has also been reported internationally, for example at two Canadian Studies meetings in Germany, and at the Association of American Geographers' conference in Boston. Plans are in place to run panels again at the Learned's meetings in June. Also at the Learned's, one of the Centre's co-directors has been invited to present the Wiley lecture, the principal plenary address of the Canadian Association of Geographers.
8. *National and International Metropolis Conferences.* Four members of the Centre attended the Copenhagen Metropolis Conference. Some two dozen delegates contributed to the Montreal national meeting, including provincial and municipal representatives, spokespersons of three NGOs, and academics and graduate students. The next national conference is in Vancouver in January 1999; organisation is already underway.
9. *Publications.* As the life of the Centre extends, so the research cycle is moving toward the final stage of research publications. A number of journal submissions have already occurred, as noted above, and the level of this activity will increase substantially over the next 12 months.

## V Policy Relevance

With the Management Review of the Metropolis Project in the past year, there has been a good deal of discussion about the concept of policy relevance. RIIM's response to the Review stresses its own understanding of accountability to the requirement of policy-relevance within the context of a research grant programme administered by SSHRC. RIIM set up a six-year research programme as part of its initial submission in the 1995 Competition that led to the creation of the four Canadian Centres. This six-year programme responded directly, line-by-line, to the policy bullets laid out in the CIC-SSHRS prospectus, and the research programme has followed closely to these initial statements. As a result RIIM has direct rather than indirect accountability with the template established as the policy baseline for Metropolis. This front-end accountability has removed ambiguity about the precise role of policy-relevance in the Centre's research. At the same time the Directors have maintained close contact with research officers of the federal funding agencies to ensure this model is sustained to mutual satisfaction.

The narrative that follows offers a brief synopsis of the projects undertaken in 1997-98 and the implicit or explicit policy questions they address.

### Economic Domain

What is the balance of immigrant expenditures through taxes versus consumption of public services? (*Akbar and DeVoretz*) What is the relation between the macro-economy and immigrant employment? (*Gross*) How does language acquisition affect labour market performance? (*Hayfron*) To what extent do immigrants influence employment conditions for Canadian-born, and what is the intervening role of unions? (*Laryea and DeVoretz*) How do race, gender, immigrant status, and discrimination affect income when human capital factors are held constant (*Pendakur*), and how are they linked to labour-market segregation? (*Hiebert*) What can we learn about immigrant entrepreneurial activity? (*Hiebert and Walton-Roberts*) What are the inter-generational economic returns of education to minority groups? (*Schaafsma and Sweetman*) By what means and to what degree do immigrants accumulate wealth (*DeVoretz*), and how do immigrants affect metropolitan spending patterns? (*DeVoretz*) How does immigration affect international trade flows to Canadian provinces? (*Head and Ries*) Finally, what is the intergenerational economic performance of immigrants to Australia? (*Shamsuddin*)

### Education Domain

What is the role of visible minority teachers in creating equitable classroom environments? (*Beynon*), and how can administrators structure opportunities in ethnically-diverse schools? (*LaRocque*) What mix of conditions in ESL schools lead to the best outcomes for immigrant children? (*Beynon, Toohey, Ilieva and LaRocque*) What is the experience of immigrant children placed in language immersion programs? (*Dagenais*) Indeed does ethnic homogeneity result in better educational opportunities for immigrant children? (*Toohey*) What are the declared policies covering immigrant

children in public schools, how are they implemented, and to what extent do they meet the aspirations of immigrant children? (*Wideen and Barnard*) Finally, how successfully do schools in Vancouver, Toronto and Montreal serve as agents of socialisation in creating a multicultural nation that respects the rights of others? (*Ungerleider and Green*)

### Social Domain

What is the effect of the restructuring of the welfare state upon the capacity and strategies of NGOs in delivering services? (*Creese*) And what is the role of the ethnic church in immigrant service delivery and in the integration of its members? (*Ley, Hui, Zimmerman*) How successful is a health care delivery program targeted to a multicultural community? (*Anderson*) What are the social and economic factors that relate to immigrant health? (*Dunn and Dyck*) and how does the usage of the health care system vary between immigrants and the Canadian-born? (*Globerman*) What particular adjustments face elderly immigrants who are also visible and religious minorities? (*Dossa*) How does school affect life options for daughters in traditional immigrant households and how does this affect gender relations in the family? (*Dyck and McLaren*) What can we say about language acquisition and economic mobility among recent refugees from non-traditional origins (*Hyndman*) and more generally, how do immigrants from traditional and non-traditional sources vary in terms of social integration and economic achievement? (*Ley and Hiebert*) Finally, what can be learned of the correlates of immigration and poverty? Does the American underclass thesis offer any policy relevance in Canada? (*Ley and Smith*)

### Housing and Neighbourhoods Domain (formerly Infrastructure Domain)

What can policy makers learn from maps of immigrant concentration, and the implications of enclaves for social integration and economic achievement? (*Hiebert and Ley*) What are the linkages between immigration, property investment, and urban (re)development in commercial and residential real estate? (*Olds*) What are the relations between immigrants and housing quality? (*MirafTAB*) What is the settlement and integration experience of immigrants and refugees in a multi-ethnic and low income reception district (*Creese and Hiebert*) and how does this compare with the movement of business-class immigrants from Asia into Anglo-Canadian elite areas? (*Ley*) What are the perceptions and relations between recent Asian immigrants and long-established residents in a suburb undergoing rapid ethno-cultural change, and how is this process managed by the municipality? (*Hutton and Kobayashi*) What is the integration experience of ethnically diverse and scattered immigrant households in new suburbs? (*Dyck and McLaren*) And how does this compare with immigrants who are part of a strong and homogenous suburban enclave of Indo-Canadians? (*Pratt*)

## VI Partnerships and Linkages

The Centre has expended considerable time and effort to honour its initial commitment to partnership with local, regional and national stakeholders. In the first year the web page and community presentations carried the intent of the Centre. In this past year activities have moved more strongly toward formal partnership events.

The Centre has two founding committees, its Management Board and Research Consultative Committee, both of which include members from the public sector, the private sector, NGOs, and a non-profit research institute (on the RCC these community partners occupy 13 out of 15 positions). These participants have contributed significant wisdom and goodwill to the Centre's activities. Federal interests at the regional level are preserved by the Federal Partnership Committee, a group meeting quarterly and chaired by the Centre that contains representatives of the sponsoring federal agencies and departments. From this group emerged the concept of the successful pre-APEC conference at Simon Fraser University in August 1997, an event organised by the Centre to bring together some 150 policy-makers, the private sector, NGOs, and academics. Members of the FPC have become frequent attenders at the Centre's lunch-time seminars. The fourth partnership group is the CIC Advisory Committee, also meeting quarterly, comprising community-based immigrant-serving agencies. Part of the Centre's contribution to this collective is to offer panel presentations to the annual conference of NGOs held in Vancouver. This association with NGOs has proven a significant opportunity to expand RIIM's contact with this community of stakeholders. It has been formalised in a Metropolis subcommittee, ably chaired by Wendy Au of the City of Vancouver's Social Planning Department, that has encouraged RIIM to develop a brochure and arranged for the Centre to provide regular columns in NGO newsletters.

Relations have grown steadily closer with the BC Ministry for Multiculturalism and Immigration and have recently been formalised in a tripartite agreement between the Ministry, the Centre, and a coalition of NGOs, to pursue a research project examining relations between immigrants and refugees and poverty in Greater Vancouver.

On the ground, relations with NGOs have grown closer as the community-based research has increasingly got under way in the past year. Where NGOs and other community members have relevant skills and experience they have been invited to join with Centre researchers in several facets of the research process. A number of community-based research assistants have been employed in interviewing and translation; in some cases NGOs have aided in problem-definition.

Associations with the other Centres have also grown closer. The Edmonton and Montreal national conferences offered an important opportunity for networking and exploring common interests. These openings have been consolidated in inter-Centre

special sessions organised at the national Learned's conference in 1997 (and again in June 1998) undertaken by at least two Metropolis domains. A member of the Montreal Centre is spending a sabbatical in Vancouver during the current academic year. Out of these kinds of linkages joint projects are likely to arise. Already a national data committee is contributing to a common data base of census products among the Centres.

## **VII Relations with Universities**

The host universities for Metropolis are Simon Fraser University and the University of British Columbia. The University of Victoria is also a partner in the Vancouver consortium. All three universities have made and kept commitments to Metropolis in terms of course release, start up funds, and office space as set out in the original 1995 proposal. To aid with financial servicing of a complex project, the Directors of Research Services at the host universities have been members of the Metropolis Board during the first two years of the Centre.

The financial centre of the project is at SFU, and Linda Sheldon is the project manager responsible for office administration of Metropolis financial matters. At the same time Priscilla Wei occupies the Metropolis office at UBC. The Centre is very grateful for the thorough and dependable work of these two staff members.

## **VIII International Contacts**

Some significant international linkages have been established in the past year. All of the Centre researchers have linkages into universities outside Canada, any of which could generate research in the future. Rather than list these speculative ventures, however, we include only contacts where some serious discussion has occurred about joint research.

1. The Centre won the annual Diefenbaker Award from the Canada Council for Canada-Germany scholarly collaboration. The grant associated with the award will bring Prof. Klaus Zimmerman of SELAPO (a research centre at the University of Munich) to RIIM for six months to undertake comparative urban research on the economics of immigration in German and Canadian cities.
2. Since January, Prof. Ceri Peach (Oxford) has been Distinguished Visiting Fellow at the Centre. He has begun an initial Canada-US project on residential segregation that will appear shortly in a RIIM Working Paper. In addition, with researchers at the Centre, he is developing a larger initiative comparing the geographical trajectory of

selected immigrant groups in cities in Britain, Canada and the United States. He is particularly interested in the question: what difference (if any) does multiculturalism as a policy mean for tendencies toward enclave formation among immigrant groups in the three countries?

3. A third linkage is with Prof Zig Layton-Henry of the University of Warwick (UK) Centre for Research in Ethnic Relations. He has asked the Centre to join Warwick as a partner in an international project on transnationalism approved and funded this month by ESRC in the UK.
4. A commitment to undertake comparative US-Canadian research at the Centre has been made by Prof Barry Chiswick (Illinois). Some non-SSHRC funds have been secured to facilitate this work.
5. Other initiatives are at an earlier stage. Dr. Joan Anderson (UBC) is developing a comparative health proposal on Filipino immigrants with Dr. Donald Stewart of Australia to include several nations. Funds have been acquired to bring Dr. Stewart to Vancouver to develop a full proposal for funding. Dr. Shamsuddin (economics of immigration) is establishing a comparative Canada-Australia project, and Dr. Miraftab is seeking to do the same in the field of immigrant housing. More preliminary are discussions with Dr. Peter Murphy concerning a more substantial Vancouver-Sydney study
6. The Centre has abundant linkages in Israel, has received several visitors – including Dr. Eran Razin who plans to spend a sabbatical at the Centre this coming year --and Israeli scholars have great interest in establishing joint research.

A limit in these linkages is not opportunities, not even funding, but our own capacity to do more. Here is one of the frustrations of Metropolis. The meticulous level of micro-management is diverting scarce time from these opportunities. There needs to be serious discussion of the opportunity costs of this process, a topic that leads naturally to our final reflections.

## **IX Difficulties during 1997-98**

In some respects it appears churlish to offer a counter-sentiment at the end of a report that has listed so many achievements. But nurturing a large research project is a process that can never be taken for granted. It requires not only resources but also certain freedoms – including trust, freedom from intrusive control, and freedom from unrealistic expectations. Here some necessary redirection is needed. The tone of this year's Management Review has been in some respects provocative – though less so in Vancouver than in some other Centres. It shows an unfortunate tendency to want to press grant researchers secured at an advantageous cost to the status of contract researchers who require less freedom, but cost a good deal more.

For the Vancouver Centre an irksome annoyance continues to be the intrusive hand of micro-management which consumes precious time and undermines no less

precious goodwill. As we go through the annual budget sheets researchers are again frustrated that they have to provide far more detail for a Metropolis grant of \$8,000 than is required for their SSHRC grant of \$40,000. The only justification we have heard for these sheets is the fear that senior researchers may seek too many conferences in the sun – a fear that can easily be addressed in much less intrusive ways. Then there is the decree that no 1998-99 funds will be released until 1997-98 reports are in hand. Overlooked it seems is the fact that new projects due to begin on 1<sup>st</sup>. April, with work programs and research teams in place, cannot now begin until approval is given – how soon can that be?

Another issue that needs fuller conversation is the complexity of negotiating so many expectations by so many stakeholders. It is moot to ask whether more is being expected of the Centres than is being undertaken by Ottawa stakeholders. For example, the research bulletin series loyally picked up by the Centres has been ended because apparently the line managers in Ottawa were not reading them. Similarly, meetings of the federal partnership council and public seminars arranged by the Centre are unequally responded to by the Vancouver staff of federal departments. The issue here is not recrimination, but realism. The Ottawa staff have made some decisions to cut bait; there are occasions when the Centres should be free to do the same thing.

An important advantage of more freedom and realism in relations with stakeholders is that it could expand the capacity of Metropolis by bringing in talented – indeed leading – scholars who have stayed outside because they do not need the hassle of this much intrusion in the research process. And capacity is a critical ingredient in the continuing success of the Centres. The credibility of the research institution created through the Metropolis Project is such that opportunities are now aplenty in developing the research programme in expanded directions. But as noted above, there is also the finite limit imposed by the capacity of the Centre itself. At present the opportunity costs of managing complex stakeholder relations and responding to micro-management requirements are limiting programme development.

After an institutional life of only two years, it is remarkable to review all that has been achieved through Metropolis. A large, adequately-resourced team has been assembled at modest cost, and work is at the stage where conference papers and policy-relevant publications are beginning to appear. Complex relations are established with a plethora of stakeholder groups, and the legitimacy of the Centre is such that stakeholders are beginning to bring their resources to bear on the intellectual and policy challenges and opportunities associated with immigration. All of this has not come easily; and is sustained through immense management effort by centre staff, directors, and domain leaders. But the bottom line is that the Centre is in place and that it represents a significant collective achievement, a real success in institution-building by Ottawa and the universities. Here is an asset, cultural capital if you will, that should be nurtured not just because it *promises* so much, but because it is now delivering results. We would not want to minimise the role of the Metropolis team in Ottawa in this achievement. One of the unrecognised benefits of our relationship is that it has created a partnership where personal business becomes possible between parties whose relations are usually bureaucratic. One of the fruits of such a partnership is that some frankness in discussing problems is not only possible, but is invited.

### Commentary series

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