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Immigration Settlement Services and Gaps in Citizenship and Immigration Canada's Western Region:

Northwest Territories | Yukon | Nunavut

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Executive Summary

This project is part of a Western Canada study called “Immigration Settlement Services and Gaps in Citizenship and Immigration Canada’s Western Region”¹. The present study is comprised of data collected by telephone interviews with 13 settlement service provider representatives across the three territories: Northwest Territories, Yukon, and Nunavut. Funded by Citizenship and Immigration Canada (CIC) through Immigration Research West (IRW) at the University of Manitoba and directed by the Rural Development Institute (RDI) of Brandon University this research methodology and report follow the same format as reported in the Western Canada study (Ashton, Pettigrew & Galatsanou, 2015)². Since immigration figures are proportionally smaller in the territories, settlement services are not as common as they are in the western provinces, but immigration has increased in the territories nonetheless. This report provides insight into the settlement services currently offered in the territories, the services needed, and identifies the gaps and opportunities for better service delivery in this region. Key findings include:

- The number of newcomers settling has increased in all three territories in the last 10 years and is caused mainly by the economic and employment opportunities, but also family reunification in the territories.
- 9 out of the 13 participants felt that newcomers could settle easily in the territories mainly due to the size of the communities (easier to navigate and find support), the employment opportunities, and cultural diversity. Key challenges to settlement were language difficulties of newcomers, housing (access, shortage, and affordability), isolation due to geographic location, cost of living and the harsh climate. The 4 participants who felt settlement was somewhat difficult were all from Northwest Territories.
- 10 out of the 13 participants felt that newcomers could easily find employment in the territories; however, these jobs are often entry level and pay less. The key challenges to finding employment for newcomers are English language skills, Canadian work experience, foreign credential recognition, and understanding Canadian workplace etiquette. Those newcomers with strong English language skills have an advantage over other newcomers in securing quality employment.

Again, the three participants who felt finding employment could be somewhat difficult were from Northwest Territories.

- Settlement can be more challenging in the territories simply because of the geographic location. In some cases, lack of road access can make travel expensive and can lead to a sense of isolation for newcomers (and other residents).
- The services offered were very focused on the settlement, not integration, of newcomers, which is expected since settlement services are currently funded by CIC, but does leave a significant gap in the services offered.
- Top settlement services currently offered by SPOs in the territories were information and orientation, help with daily living, finding a job and housing, language assessment and training, and greeting upon arrival.
- The services identified as needed by those newcomers who are currently eligible for CIC funded and those who are ineligible were very similar.
- Participants stated that settlement services needed to be expanded to meet the needs of newcomers. Specifically, services need to be expanded in order to offer services in rural areas in the territories and also the hours and days of which current services are offered. Computer classes and access and funding to help newcomers with citizenship and permanent residency applications and other paperwork were also needed.
- Key barriers to access settlement services were language and financial difficulties of newcomers, lack of childcare offered during service delivery, transportation, confusion on where to get help, and ineligibility for CIC funded services.
- The service providers interviewed reported having organizational capacity in a variety of areas, but they had inadequate capacity to develop strategic and governing plans and offer services in both official languages.
- 12 of 13 participants reported their organization was working in partnership with other organizations in their community. Although the services offered in the three territories were very focused on the settlement, 9 of the 11 participants answering this question reported conducting integration activities in partnership.

1 <https://www.brandonu.ca/rdi/publications/immigration-services-and-gaps/> & <http://umanitoba.ca/faculties/arts/research/immigration/3747.html>

2 <https://www.brandonu.ca/rdi/files/2015/02/Western-Canada-report.May-2015.pdf>

In conclusion, settlement service providers in NWT, Yukon and Nunavut are stretching their resources, funding, and volunteers to support the successful settlement of a growing newcomer population. SPOs will require more funding and capacity to expand services to meet the needs of a growing population of newcomers arriving in the territories in search of economic and employment opportunities.

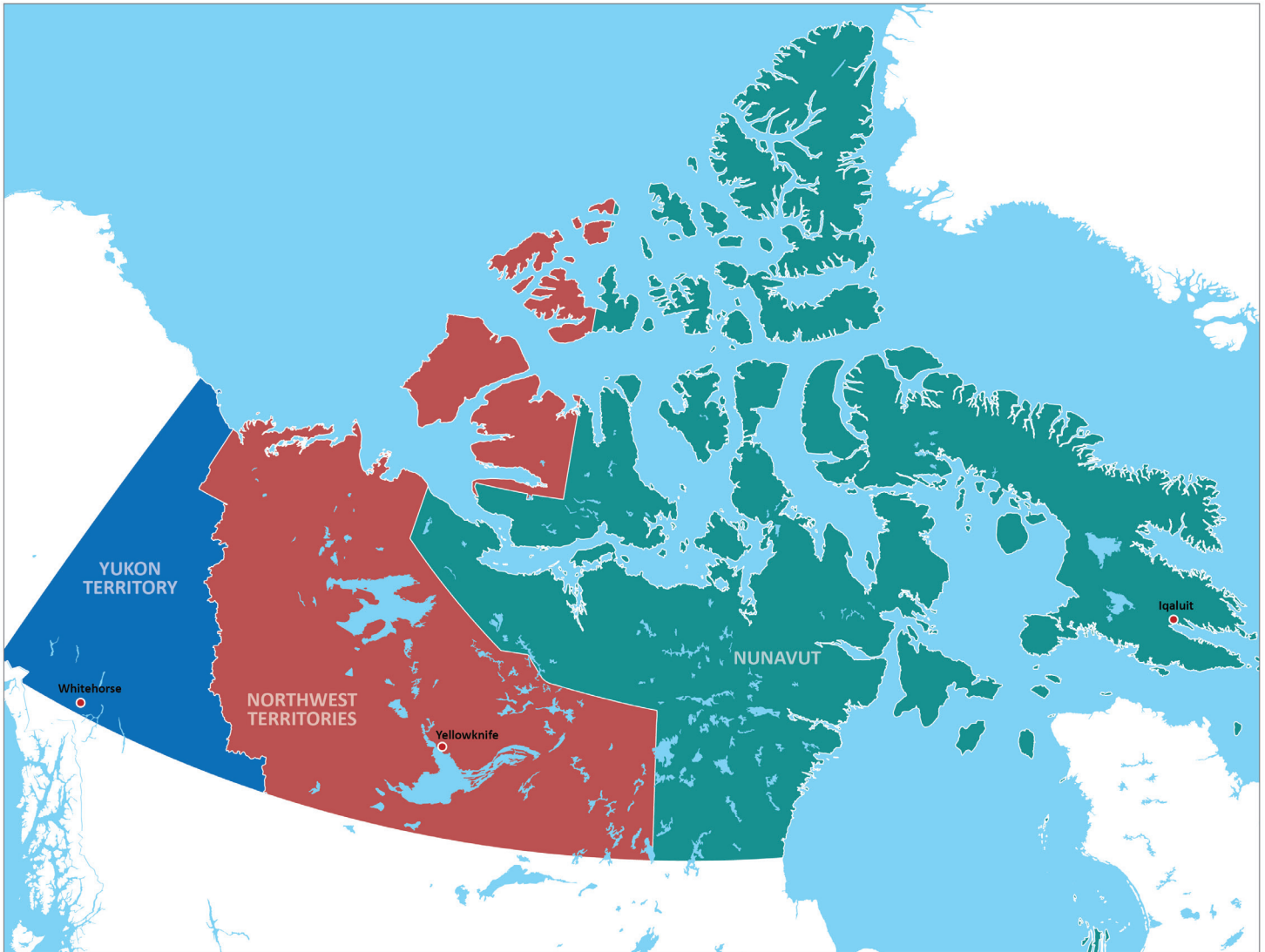
Introduction

The territories, much like the rest of western Canada, have recently seen an increase in the number of newcomers arriving. The growing number of newcomers in rural communities across western Canada and in the three territories has bolstered local economies, but has also put pressure on local infrastructure and the capacities of local settlement service organizations (SPOs) to keep up with the growing demand. Despite the increasing number of newcomers, little research has explored the settlement services offered in these areas, research has instead focused on major metropolitan areas and the Canadian provinces. To address this gap in the literature, this research project aimed to investigate the settlement services available to newcomers in the 3 territories (Northwest Territories, Yukon and Nunavut) and to identify potential gaps and opportunities in the settlement services offered.

This project was funded by Citizenship and Immigration Canada (CIC) through Immigration Research West (IRW) of University of Manitoba and was directed by the Rural Development Institute of Brandon University. Being part of a western Canada study called “Immigration Settlement Services and Gaps in Citizenship and Immigration Canada’s Western Region”¹, this territorial report has utilized the same methodology and report format as the provincial and Western provinces report (Ashton, Pettigrew & Galatsanou, 2015)². The territorial report is comprised of data that were collected by telephone interviews conducted in June and July of 2015 with 13 SPO representatives across three territories: Northwest Territories, Yukon and Nunavut. In this research, the term newcomer includes permanent residents, refugees, refugee claimants, international students, naturalized citizens, temporary foreign workers, and international students who have been residing in Canada for five years or less and included both Anglophone or francophone newcomers.

The report discusses the settlement services currently offered in Northwest Territories, Yukon and Nunavut and identifies the services needed by newcomers (both eligible and ineligible for CIC funded settlement services). In addition, this report identifies the key gaps in settlement services in the three territories and explores the possible barriers that stop newcomers from accessing available services. Participants’ perception of the ease or difficulty of settlement and finding employment are also discussed. This report provides an overview of the organizational capacities of SPOs and their current partnerships with other organizations. Finally, this report identifies the gaps and opportunities in settlement service offerings and delivery in the three territories. The research findings offer a current snapshot into the settlement services in the three territories by providing information gathered from a sample of local SPOs and it is not a comprehensive review of all settlement services offered in the three territories.

Figure 1 – Yukon, Northwest Territories and Nunavut Map



Context

To provide context for this report, current immigration statistics are reviewed for the Northwest Territories, Nunavut and Yukon. The three territories have seen a rise in the number of newcomers, despite their remote and northern locations. Population figures and changes will be discussed for both permanent (PR) and temporary (TR) residents.

IMMIGRATION TO THE TERRITORIES

Permanent Residents

The number of PRs in the three territories combined has increased by 207% over the last 10 years, from 161 PRs in 2005 to 495 in 2014 (Table 1). However, when comparing this rate to the number of PRs in all of Canada the number of PRs settling in the three territories represents a very small percentage, only 0.2%, of the total number of PRs in Canada (2014).

Table 1- Permanent Residents (PRs) in the 3 Territories (Yukon, Northwest Territory and Nunavut) in comparison to Canada, 2005-2015

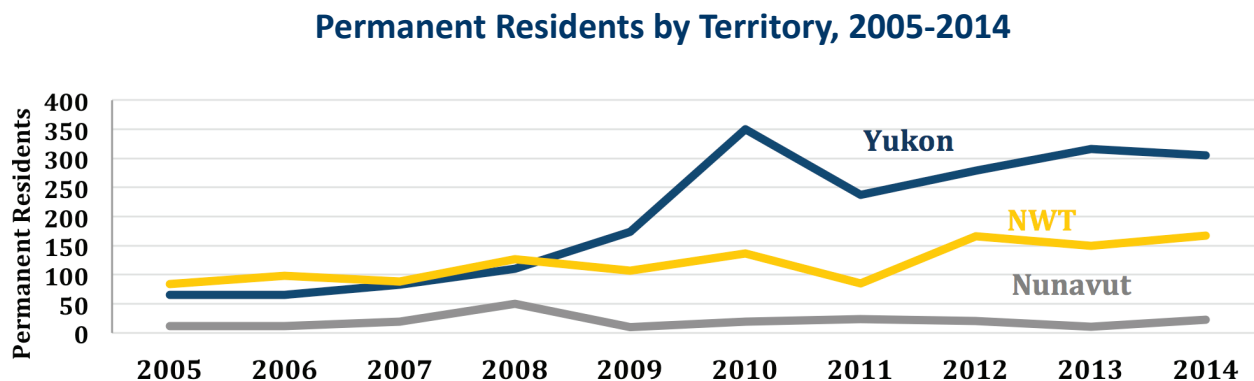
Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Total PRs in the 3 Territories	161	175	190	287	291	506	346	465	477	495
Total PRs -Canada	262,242	251,640	236,753	247,244	252,170	280,687	248,747	257,903	259,023	260,404
Percent of Canada's PRs	0.1%	0.1%	0.1%	0.1%	0.1%	0.2%	0.1%	0.2%	0.2%	0.2%

Source: CIC's Facts and figures 2014 – Immigration overview: Permanent residents by province or territory and urban area (Accessed on August 8th, 2015)

Of the 3 Territories, Yukon has the largest increase in the number of permanent residents between 2005-2014 (Figure 2). The number of permanent residents has increased by 369% in Yukon, 99% in NWT, and 92% in Nunavut during this

period of time. The number of permanent resident settlements has been much more stable in Nunavut and Northwest Territories, but Yukon has seen more dramatic shifts, peaking in 2009-2010 (Figure 2).

Figure 2- Yukon, Northwest Territories, Nunavut – Permanent residents 2005-2014



Source: CIC Facts and Figures 2014 - Immigration overview: Permanent residents by province or territory and urban area (Accessed on August 8th, 2015)

Despite perceptions, city living is the ‘norm’ in Canada’s north. In the Northwest Territories more than half of the residents of Northwest Territories live in Yellowknife, which makes the statistics regarding location (i.e., urban or rural) of residence interesting (Table 2). Only 15% percent of permanent residents in Yukon and 12% of permanent residents in Northwest Territories live outside of the main cities of Whitehorse and Yellowknife respectively (2014). This percentage of permanent residents living outside the

major urban center of the territory is quite significant when the remoteness of these communities and harsh climate in the region are taken into consideration. This percentage is in some cases higher than the rates reported in the western provinces³. Rates for Nunavut were not available.

Table 2- Percentage of Permanent Residents Settling Outside the Cities of Whitehorse and Yellowknife.

Permanent Residents/Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Yukon										
Whitehorse	52	56	69	100	156	323	218	250	278	260
Other Yukon	13	9	14	10	18	27	19	29	38	45
Total Yukon	65	65	83	110	174	350	237	279	316	305
% living outside Whitehorse	20%	14%	17%	9%	10%	8%	8%	10%	12%	15%
Northwest Territories										
Yellowknife	73	93	71	110	87	108	65	139	113	147
Other Northwest Territories	11	5	17	17	20	29	20	27	37	20
Total Northwest Territories	84	98	88	127	107	137	85	166	150	167
% living outside Yellowknife	13%	5%	19%	13%	19%	21%	24%	16%	25%	12%
Nunavut										
Total Nunavut	12	12	19	50	10	19	24	20	11	23

Source: CIC Facts and figures, 2014 – Immigration overview: Permanent residents by province or territory and urban area (Accessed on August 8th 2015)

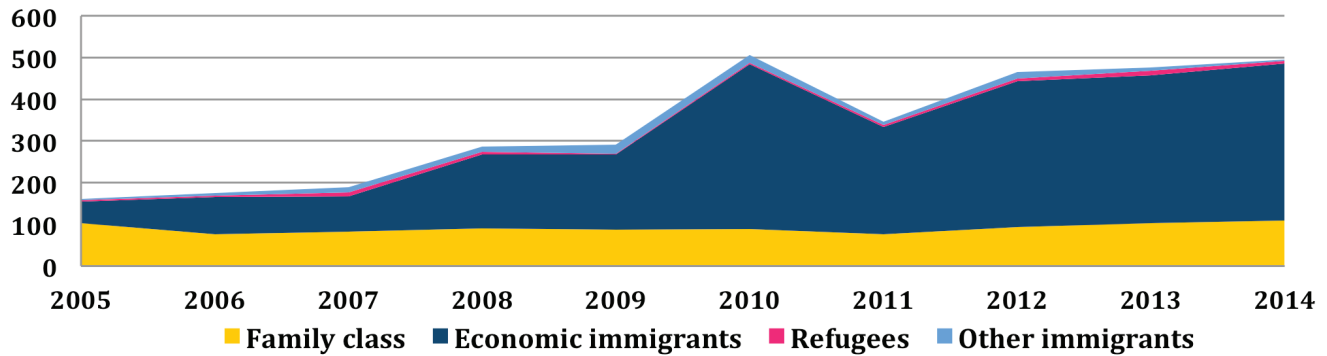
Permanent residents comprise many groups including family class, economic immigrant, refugees, and among other types. When examining the Northwest Territories, Nunavut and Yukon combined the economic class category comprises the largest percentage of Permanent Residents settling in the territories (Figure 3), a pattern similar to the south. The percentage of economic immigrant permanent resident class increased from 32% in 2005 to 76% in 2014 (CIC’s facts and figures, 2014). Meanwhile, the numbers of immigrants in the family class has plummeted, from a high of 64% in 2005 to a low of 22% in 2014. Although the

family class is losing ground to the economic class over the past 10 years, it still constitutes the second largest group of permanent residents in the territories. Despite the percentage decline, the number of immigrants in the family class (category used for family reunification) has been very stable through the years and is identified in this research as one of the causes for the increase in newcomers to the territories.

³ Ashton, W., Pettigrew, R., & Galatsanou, E. (2015). Immigration Settlement Services and Gaps in Citizenship and Immigration Canada’s Western Region 11. Brandon Manitoba. Immigration Research West and Rural Development Institute.

Figure 3- Permanent Residents In Yukon, Northwest Territories and Nunavut (Total) by Immigration Category, 2005-2015

Permanent Residents by Immigration Category Territories (Total), 2005-2010



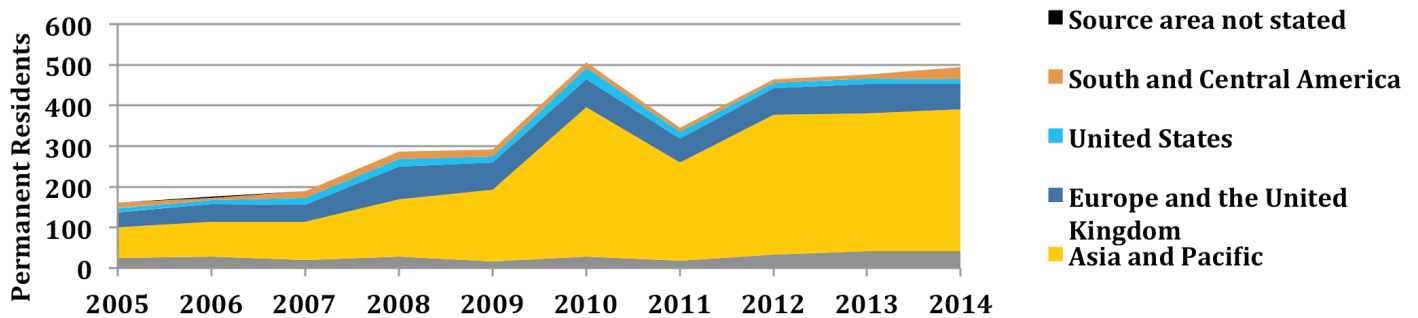
Source: CIC Facts and Figures 2014 - Immigration overview: Permanent residents by province or territory and urban area (Accessed on August 8th, 2015)

At one time the proportion of newcomers was more evenly distributed between countries of origin, but since 2008, the proportion of newcomers from Asia and the Pacific, has grown significantly. The proportion of those newcomers from the other source areas (e.g., South and Central

America, United States, Europe and the United Kingdom) has remained relatively stable by comparison. In the three territories combined, more permanent residents arrive from Asia and the Pacific region (70.5% for 2014) than from all other source area regions combined (Figure 4).

Figure 4- Permanent Residents in Yukon, Northwest Territories and Nunavut by Source Area, 2005-2014

Permanent Residents by Source Area, Territories (Total), 2005-2014



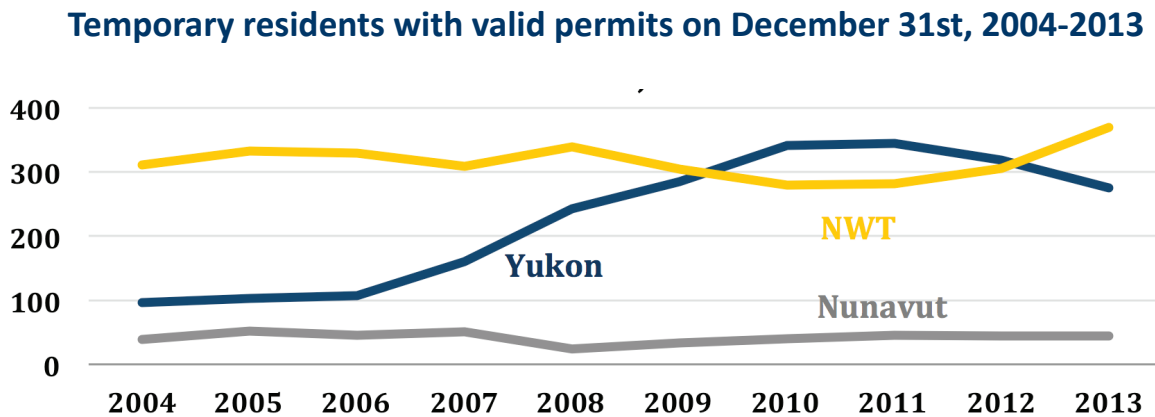
Source: CIC Facts and Figures 2014 - Immigration overview: Permanent residents by province or territory and urban area (Accessed on August 8th, 2015)

Temporary Residents

Temporary residents constitute a significant portion of the number of newcomers to the territories. The number of Temporary residents entering the territories is in some years more than double that of the number of permanent residents, particularly between the years 2005 and 2009 (see Figure 5). Temporary foreign workers, International Mobility Work permit holders (work permit holders who are not subject to an LMIA-Labour Market Impact Assessment) and international students comprise the total number of temporary residents. The number does

not include refugees since data is not available. In the case of Yukon and in a smaller extent the Northwest Territories and Nunavut, International mobility work permit holders are the largest group and a large number are waiting for their Permanent Residence application to be approved (70% of TRs for Yukon and 38% of TRs for NWT). Among the three territories, Northwest Territories have historically been receiving the largest number of temporary residents. The number of temporary residents arriving in Nunavut has been stable between 2004-2013.

Figure 5- Total Temporary Residents by Territory, 2004-2013 (Temporary Foreign Workers, International mobility program and International student)



Source: CIC Facts and Figures 2013 - Immigration overview: Temporary residents (Date accessed on August 3rd, 2015)

With the increase in the arrival of newcomers in the northern territories it is critical to identify what settlement services they have access to and what services they may require, which are not available. How well are newcomers

settling, integrating and finding employment in the three Territories? These are questions that are explored by this research.

Methods

DATA COLLECTION AND ANALYSIS

The purpose of this study was to determine the settlement services available to newcomers in the three territories, identify gaps and opportunities in services, and to explore the existence and complexity of partnerships among SPOs. Data collected explored the availability of settlement services, the gaps in services offered, the barriers for newcomers to access services, and the newcomer needs for settlement services. Additionally, data were collected relative to existing partnerships among SPOs and the ease of settlement and finding work for newcomers together with the challenges that they face.

Data were collected in each territory (Northwest Territories, Nunavut, and Yukon) through telephone surveys from a variety (i.e., size, nature, focus on immigrants, and sources of funding) of organizations that serve newcomers. Survey participants were senior officials (managers, directors, and program coordinators), representing each SPO. Yukon Tourism Education Council (YTEC) performed participant recruitment and administered the survey on behalf of the Rural Development Institute. Using a snowball technique, participants were asked to identify other SPOs in each territory for possible recruitment for the study.

In total, 13 representatives of SPO organizations completed telephone surveys in June and July of 2015. The total sample included 7 organizational representatives from Northwest Territories, 5 from Yukon, and 1 from Nunavut. Significant attempts were made in Nunavut to increase the sample size, but no additional SPOs were identified. For this reason Nunavut findings should neither be considered exhaustive or representative of Nunavut as a whole. Upon the completion of data collection, a draft of the present territory report was completed and was provided to survey participants and immigration stakeholders in the three territories for feedback. In total, 14 individuals provided feedback (Table 3), which was then incorporated into the final report to ensure validity and accuracy.

Research findings are reported as individual responses, by each territory, and then conclusions are drawn about the three territories as a whole. This multi-level approach was used to allow for the interpretation of both individual responses, while also allowing the identification of themes (e.g., commonly reported answers) from each territory and all three territories as a whole (i.e., NWT, Nunavut & Yukon). However, as mentioned earlier, in the case of Nunavut, the findings from a single participant are summarized.

Table 3 - Participation Figures and Population Statistics of the Three Territories

Territory	Population 2011 Census	Permanent Resident Landings* 2014	Surveys Completed	Feedback Requested	Feedback Received
Northwest Territories	41,462	167	7	12	5
Yukon	33,897	305	5	9	5
Nunavut	31,906	23	1	4	4
Total	107,265	495	13	25	14

*(CIC Facts and Figures, 2014)

FINDINGS

Once data collection was completed, the results for each territory were compiled and summarized. The report first addresses the findings from each territory individually and then considers the similarities and differences among the territories, drawing conclusions based on the findings from all three territories. The section for each territory begins with a review of the community context and then

summarizes newcomer settlement, employment and the settlement services available. In addition, each section briefly addresses those newcomers who are ineligible for services, identifies barriers to accessing services, assesses the organizational capacity of SPOs, needs assessment of newcomers, and describes SPOs' current partnerships. This report is not intended to be exhaustive, but instead to provide insight into the current state of settlement services in the territories from the view of SPO participants.

Northwest Territories

Northwest Territories (NWT) has 41,462 residents in 2011 (2011 Census), with just under half of those residents living in NWT's largest city and capital of Yellowknife. The population of the NWT is stable and only reported a loss of 2 residents since 2006. However, the number of immigrants (PR and TR combined) arriving in NWT has increased from 416 in 2005 to 519 in 2013 (CIC, 2014). The latest figures from the 2006 Census show residents born outside Canada accounted for 2,815 or 6.9% of the 2006 population of the NWT (NWT Bureau of Statistics, 2007⁴). The Government of NWT, through an agreement with the Federal Government, does welcome newcomers under the NWT Nominee program, which supports economic class newcomers with their transition to permanent residency. This Nominee program is essential for the continued growth of NWT and is expected to increase the number of approved applicants by 25% over the next 5 years. NWT's primary industries are focused on natural resources and include mining for gold and diamonds and oil and gas (NWT Bureau of Statistics, 2015)⁵ and they depend on PR and TFWs to provide some of the labour.

Using a convenience sample, data were collected by telephone interviews in June and July of 2015 from representatives of 7 organizations that serve newcomers in the Northwest Territories. All 7 participants identified their funding sources and 3 received CIC funding, 2 received other federal funds, 3 reported funding from the territorial government, and 2 reported some NGO and private funding or a combination of the above. Once the draft report was completed, the NWT participants and immigration stakeholders were provided with a draft and asked to provide feedback regarding the accuracy and validity of the report. In total 5 individuals provided feedback.

COMMUNITY SETTLEMENT CONCERNS

All the SPO representatives interviewed in the NWTs felt the population of newcomers had increased in the last five years. Five of the 7 participants cited employment or economic opportunities as the main contributor to the growth in the newcomer population. The second most reported reason for growth identified was family reunification. The countries of origin for newcomers arriving in NWT are extremely diverse, which can create challenges when providing services. However, feedback received also pointed to the opportunities that result from the integration of such a diverse population in a remote area.

Three participants felt it was somewhat easy or easy and four participants felt it was somewhat difficult or very difficult for newcomers to settle into the NWT. The main reasons identified included high housing costs, rental shortages, confusion regarding where to get help and language challenges. Challenges are more pronounced outside Yellowknife, mainly due to lack of settlement services. In Yellowknife settlement was perceived as somewhat easy due to the size of the city, which makes it easier to navigate and find support, the presence of a strong Filipino community for newcomers who are Filipino, and its cultural diversity.

Participants were split in their perception of the ease for newcomers to get jobs in NWT, with 3 reporting it was somewhat difficult and 4 reporting it was somewhat easy. English language ability, the requirement for Canadian experience, foreign credential recognition and limited training opportunities at local employers are all key factors affecting newcomers' ability to gain employment in the NWT. Newcomers can lack the cultural knowledge around proper interview etiquette (e.g., proper clothing, behaviour), but also lack the awareness of Canadian workplace expectations that help one both find and keep a job. In addition, newcomers often come with expectations of getting a high skilled job right away, but are disappointed when it takes time, often due to the struggle of getting their foreign credentials recognized. On a positive note, there are many employment opportunities to be found.

AVAILABLE SETTLEMENT SERVICES

Although NWT offers a range of services, not all services are offered in each city or town. For example, as mentioned earlier, the larger city of Yellowknife offers a wider array of services, compared to smaller towns that may offer no settlement services. The 7 participants representing the settlement services sector in NWT offered 14 different settlement and integration services. The most frequently reported services were help with daily life and help finding a job, needs assessment and referral, information and orientation, interpretation and translation services, help finding housing, greeting upon arrival, language training, occupational/business mentorship and networking, financial supports, and social inclusion and integration supports. Additional services such as courses on home maintenance and understanding financing are also offered in Yellowknife.

4 http://www.statsnwt.ca/census/2006/Language,%20Immigration,%20Mobility_2006.pdf

5 <http://www.statsnwt.ca>

Five out of seven participants identified that services need to be expanded to meet the needs of those newcomers currently in NWT. As highlighted by participant feedback, the projected 25% increase of approved applications for the NWT Nominee program means that all available services would need to be expanded even more to meet the growing demand. More services offered in both official languages, more support for the complex citizenship application process (i.e., paperwork, filing), more support to bridge the gap between families and schools (e.g., school preparedness), more financial resources, more paid interpreters and more services offered in remote communities were mentioned as needed to support expansion of services. Newcomers in remote communities, where services are not offered, can fall through the cracks. In some cases, the only service offered to them is an online language training tool (Language Instruction for Newcomers to Canada –LINC), which assumes they have both computer access and computer skills. Another significant gap in the settlement services in NWT, identified by feedback provided, is the absence of an immigration lawyer in the territory, which causes many problems. For example, currently when newcomers need legal support (e.g., temporary foreign workers questions of their workers' rights) they are referred to legal aid clinics in Alberta or British Columbia. There is significant demand for these services in NWT as legal support is requested roughly 35 times a year. Not having local access to an immigration lawyer puts newcomers facing these issues at a great disadvantage.

The top services were identified by participants as needed by newcomers were language training and supports (i.e., variety of levels and course times), integration services, job search support, orientation to both the community and Canadian culture, help with finding housing, and programs specifically for youth (i.e., after school programs) and elders.

In regards to newcomers who are not eligible for CIC-funded settlement services, such as temporary foreign workers (TFW), new and returning naturalized citizens, refugee claimants and international students, these groups of newcomers are also in need of settlement and integration services and participants identified that these groups have very similar needs to those whom are eligible for services. SPOs felt strongly, reinforced by the feedback received, that they would like to receive funding in order to meet the settlement needs of this group. Participants indicated the most needed services for those who are currently ineligible (mainly TFWs) for CIC-funded services were: language training and literacy, assistance with job search and finding housing, information and orientation to the community and Canadian culture, and access to

immigration medical exam physician. If a newcomer is applying for permanent residency or Canadian citizenship and requires a medical exam, they must travel to Edmonton, since there are no doctors currently authorized to conduct the required medical exam in the NWT. This places undue hardship on the newcomer.

Several barriers to accessing services were identified by participants. Six out of the 7 participants identified lack of childcare, financial difficulties, and confusion about where to go to get services as key barriers to accessing services. More than half (4 of 7) of the participants suggested lack of services, language difficulties, ineligibility for services, and the times of the days services are offered were also concerns for accessing services. Remote communities with limited services available and the lack of a one-stop-shop for settlement services means services in NWT are often spread out, which complicates seeking services for newcomers.

TRACKING AND PLANNING

Five of the 7 participant SPOs reported their organization regularly, either independently or in coordination with another SPO, assessed the service needs of the newcomers in their community. These needs assessments were informal in nature and involved discussions with fellow SPOs, word of mouth, and meetings for the purpose of sharing information.

SPECIFIC CAPACITIES

In the Northwest Territories, more participants reported having specific capacities; only a few indicated they had inadequate service capacities. Six of the seven organizations identified currently having adequate capacity to coordinate with other SPOs, staff skills for delivery and maintenance of services, and meeting reporting requirements. In addition, five out of the seven participants indicated they currently had adequate capacity to communicate with stakeholders and sufficient government funding. However, participants indicated that more funding from non-government sources was needed. More than half (4) of the participants suggested that their organization did not have the capacity to create governing or strategic plans nor offer services in both official languages.

PARTNERSHIPS

All of the participant SPOs from the NWT reported being engaged in partnership with other community organizations in NWT. One participant reported that their SPO was engaged in partnership with 10 organizations, including NGO and other SPOs. Partnerships were most often reported with all levels of government (municipal,

territorial, Aboriginal, and Federal), language training providers (Aurora College), schools, businesses/employers and Chambers of Commerce, other SPOs and NGOs, and community organizations, such as the municipal library. It was highlighted in feedback received that settlement services are constantly evolving and changing to meet demand, the MP's office works in partnership with CIC, and the Government of NWT to make connections and problem solve when needed. In NWT, integration, settlement and welcoming activities were all conducted in partnership; however, settlement was the most commonly reported partnership activity. It would appear that a solid foundation of partnerships supporting newcomers has been developed in the NWT.

Northwest Territories is growing and has seen a significant rise in newcomers in recent years. The majority of NWT residents and settlement services offered are both concentrated in Yellowknife, the largest city and capital of NWT. Those newcomers settling in Yellowknife find it easier to settle and integrate than those in rural NWT due to the availability of services. Participating SPOs were divided in their perception of the ease of which newcomers could settle and find jobs in NWT. The size of the community, presence of supportive ethno-cultural communities eased settlement, yet cost of living, accessible housing, and language difficulties made settlement more challenging. Newcomers' ability to find high quality employment is directly related to their Canadian experience, ability to get foreign credentials recognized, English language ability and their familiarity to Canadian workplace and interview etiquette. SPOs in NWT offered a range of settlement services and work in a variety of partnerships, but both services and partnerships need to be expanded to meet the growing demand.

Yukon

INTRODUCTION

Yukon reported 33,897 residents in 2011 (2011 Census), an increase of 11.6% since 2006, with more than two thirds of those residents living in Yukon's largest city and capital of Whitehorse. In 2006, 15% percent of newcomers to Yukon were francophone, which has contributed to the vitality of the francophone community there (Gilbert, 2006)⁶. The population of Yukon Territory sees a significant amount of turnover through immigration and in and out migration (Yukon Bureau of Statistics, 2010⁷. In 2011, 87.7% of Yukon residents were Canadian-born, 11.3% were foreign-born, and 1% were temporary residents (Yukon Bureau of Statistics, Information sheet 2014). Twenty-three percent of those who reported being born outside of Canada were recent immigrants to Canada, arriving between 2006-2011 (Yukon Bureau of Statistics, 2014).⁸ The top three countries of origin for newcomers were the United Kingdom, the Philippines, and the United States, but the largest proportion of newcomers are coming from the Philippines in recent years. Yukon's primary industries are mining and tourism.

Just as in NWT, data were collected by telephone interview with an organizational representative in June and July of 2015 from 5 organizations that serve newcomers in Yukon. All 5 participants identified their funding sources and 4 received CIC funding, 1 received other federal funds, 4 reported funding from the territorial government, but no funding from any NGO or private funding sources was reported. However, feedback received questioned the accuracy of the sources of funding reported by participants and suggested that only 2 SPOs in Yukon receive CIC funding. As with NWT, after the data were analyzed and the draft report written, participants and immigration stakeholders were given the opportunity to provide feedback about the report's accuracy. In total 5 individuals provided feedback.

COMMUNITY SETTLEMENT CONCERNS

The 5 SPO representatives interviewed unanimously reported that the population of newcomers in Yukon, predominately in Whitehorse, had increased in the last five years. Participants cited several possible reasons for the increase in the newcomer population in Yukon. Four of the 5 participants suggested that Yukon Nominee Program was

the largest driver of the arrival of newcomers. Three of the five participants also suggested the availability of well paid jobs with benefits was a draw for newcomers. Family reunification and sponsorship and the opportunity for a good quality of life were also identified as reasons for the increase in the numbers of newcomers settling in Yukon.

Participants were asked if they felt newcomers' settlement was easy or difficult, on a six point Likert scale, and all 5 participants felt that settlement was easy or somewhat easy for newcomers in Yukon. Settlement was perceived as easy for newcomers arriving in Yukon specifically due to the size of the communities (services and SPOs are well known and easy to locate), the availability of language classes (including specifically for new mothers) and services, and the supportive work of the MultiCultural Centre of Yukon. In contrast, the main reasons it is somewhat difficult to settle were language, cost of living, finding housing, the isolated location, and the harsh climate in Yukon. Newcomers are not always able to get the best paying jobs upon arrival and sometimes need to work two or three jobs to cover the cost of living.

Participants were again unanimous regarding their perception of the ease for newcomers to get jobs in Yukon, with all 5 reporting it was somewhat easy, easy or very easy for newcomer to find employment, though high skilled, high pay and full-time jobs are harder to attain for newcomers. English language ability has a great deal to do with a newcomer's ability to gain employment that is above minimum wage level and, in some cases, poor English skills make it easier for employers to discount previous skills and experience. Other reported factors that might make newcomers' ability to find employment challenging are the lack of Canadian experience, level of familiarity with the Canadian culture, laws, job hunt process, and, finally, lack of computer skills or access. For example, one respondent from Yukon cited that some newcomers do not have sufficient computers skills or computer access, which can be a barrier to submitting applications since both job postings and applications are online.

6 http://profilis.fcfa.ca/user_files/users/44/Media/Yukon/yukon_en.pdf.

7 <http://www.eco.gov.yk.ca/stats/pdf/MigrationPatterns2010.pdf>

8 http://www.eco.gov.yk.ca/stats/pdf/Immigration_and_Ethnocultural_Diversity_2011.pdf

AVAILABLE SETTLEMENT SERVICES

The participants report a variety of settlement and integration services offered in Yukon. Services offered in Yukon include those assisting with newcomer settlement (i.e., greeting upon arrival, information and orientation, interpretation and translation services, language assessment and training, help finding housing and with daily life) and economic settlement services (i.e., help finding a job, assistance with foreign credential recognition, childcare subsidies). Integration supports were limited and included the offering of events that promote social inclusion, such as community BBQs.

Four out of five participants felt that the services offered needed to be expanded, especially since they foresee more newcomers in the future. However, in order to expand more resources are needed and, in some cases, organizations rely heavily on volunteers, which are currently at maximum capacity. Key gaps in services offered in Yukon are computer training (labs and courses), more services available in the evenings, more welcoming and integration supports (which are currently not funded), and insufficient funding for services offered in French.

Participants were asked to identify the top needed services by newcomers, whether offered in the community or not, and they suggested language training and employment services (including job referral and skill matching) were the most needed services. Assistance finding accommodation, help filing immigration forms, integration and socialization to the community (i.e., coaching and mentoring) and financial assistance were also mentioned as services most needed by newcomers.

Newcomers who are not currently eligible for CIC-funded settlement services require settlement and integration services just as much as those who are “eligible” clients. Newcomers who are ineligible for CIC-funded services include, temporary foreign workers (TFW), new and returning naturalized citizens, refugee claimants and international students. To supplement this gap in funding, the Yukon government has been providing funding to the Multicultural Centre of the Yukon since 2010, so that they can provide settlement services to all newcomers in Yukon regardless of their status (i.e., eligible or ineligible for CIC funded services). Not surprisingly, participants identified that these groups have very similar needs to those whom are eligible for services, with language and employment services (e.g., referral, application, interviewing) also identified as being services most needed. Additionally, assistance with the process to become permanent residents (e.g. information and help understanding and navigating systems and services, filing paperwork) seems to be an important need for those newcomers currently ineligible for CIC-funded services. Social inclusion activities

(e.g. opportunities for newcomers to socialize), help finding housing and financial supports were also mentioned as needed.

Several barriers to accessing services were identified by participants. All Yukon participants identified English language difficulties as a major barrier to accessing services. If newcomers do not speak English they are less likely to access or know where to access services. Transportation (4), lack of childcare (3), financial difficulties (3), and ineligibility (2) were also identified as barriers to accessing services for newcomers in Yukon. However, 4 out of the 5 participants did not feel that availability of services, knowing where to find services, hours of service offerings or discrimination of any kind presented barriers to accessing services.

TRACKING AND PLANNING

Only two of the five participant SPOs from Yukon reported their organization regularly assessed newcomers’ settlement service needs. Forms of assessment included community and client feedback, focus groups, and the use of evaluation forms. These needs assessments relied on relatively informal approaches.

SPECIFIC CAPACITIES

In Yukon, participants more frequently reported having adequate organizational capacities than not, even though in most cases it was three participants versus two. Four out of 5 participants suggested their SPO had enough capacity currently to meet reporting requirements. Three of our 5 participants identified having adequate staff and staff skills for delivery and maintenance of services, financial support from both government and other sources, capacity to communicate with stakeholders and coordinate services with other SPOs, and capacity to mobilize community support and welcome newcomers. However, consistent with feedback from other provinces and territories more than half (3/5) of the participants indicated that their SPO did not have current capacity to create governing or strategic plans nor offer services in both official languages.

PARTNERSHIPS

Four of the 5 SPOs interviewed from Yukon reported partnering with other community organizations to provide services or activities to newcomers. Some participants reported extensive collaborations with a variety of community partners. The most common reported partnership was with ethno-cultural organizations, followed by schools, local businesses, and the territorial government. In Yukon, though activities related to integration, settlement and welcoming were all reported to be conducted between partnership, the most frequently

reported activity being conducted in partnership were related to the integration of newcomers. It is worth noting that services offered by SPOs in Yukon were focused primarily on settlement of newcomers, yet the activities/ services they provide in partnership are mostly related to integration.

In the feedback received, we learned about the “The Immigration Strategy Working Group” that was formed in early 2009 and is consisted of representatives from business, non-government organizations, cultural groups, educational providers, federal and territorial governments, and Council of Yukon First Nations staff. This Yukon government sponsored initiative resulted in the development of an immigration strategy for Yukon⁹ and was mentioned as a great example of collaborative partnership in Yukon.

In short, the 5 SPOs summarized here offer a range of settlement services to a growing number of newcomers arriving in Yukon. Newcomer settlement was seen as easy, but this is predominately in Whitehorse where services are most likely to be offered. The size of the communities and availability of settlement supports made settlement easy in Yukon, but the cost of living and the isolated location makes settlement more challenging for newcomers. Newcomers can find employment easily, but high paying full-time employment can take more effort to find, which combined with the high cost of living can put significant pressure on newcomers. Despite the fact that SPOs offer a range of services, on their own and in partnership, an expansion of both services delivered and organizational capacity is needed.

⁹ <http://www.labourmarketframeworkeyukon.com/system/PDF/immigration%20strategy.pdf>

Nunavut

In 2011 the population of Nunavut was 31,906, an increase of 8.3% since 2006 (Statistics Canada, 2011 Census Profile). Only one individual representing a SPO was interviewed in Nunavut and the participant was unaware of any other organization there that offers settlement services to newcomers. Persistent efforts were made to identify additional SPOs in Nunavut and seven community stakeholders were contacted to assist with this matter (e.g. representatives from library, school boards, government offices, the local college). However, no one was aware of any additional SPOs, either funded by the government (territorial or federal) or non-government funded (NGOs, for instance). Subsequent feedback provided by the participant and three additional immigration stakeholders, explained that the challenge experienced during participant recruitment is due to the fact that immigration policy, programming and settlement services are in their infancy in Nunavut. The following description of settlement services in Nunavut is based on the responses of one participant and should neither be considered exhaustive or representative of Nunavut as a whole; however, this information still provides insight into the current settlement services sector in the territory. It is presumed that the participating SPO is the only organization in Nunavut that offers settlement services as a primary activity and receives funding from both other federal sources and the Government of Nunavut to providing these services. In support to this, CIC's official web-site reports that *there are no immigrant-specific services available in Nunavut*¹⁰. There are other organizations that provide community supports to all residents (newcomers included), however feedback suggested that currently there is no SPO capacity to specifically help settle newcomers in Nunavut.

From the perception of the one participant, the number of newcomers arriving in Nunavut has increased in the last five years and this is primarily due to increased development and plentiful employment opportunities. Ease of settlement for newcomers was perceived to be somewhat easy in Nunavut. The ease of settlement was mainly due to the ample employment opportunities there; however, several factors that make settlement more challenging for newcomers were the high cost of living and scarce housing, some intercultural challenges, lack of availability, accessibility and diversity of products, and geographic isolation. Feedback received reinforced the fact that housing is both scarce and expensive, with a two-

bedroom apartment costing up to \$3,500 a month in Nunavut and in most cases hard to find. In turn, language can complicate integration, even for English speakers, because in some areas the majority of residents are Indigenous and speak English as a second language; therefore even if a newcomer has strong English skills they may find themselves immersed in a community where people work or socialize in Inuktitut or Inuinnaqtun (Languages Commissioner of Nunavut, n.d.)¹¹. In regards to geographic location, the sense of isolation in Nunavut is created by several issues; the remote location of Nunavut, the high cost of living, lack of road access, and the high cost of flights out of Nunavut, which all limit the opportunity to travel.

The two settlement services that were most needed were housing supports (e.g., help finding and financial help) and information and orientation to the community. The Nunavut participant could not comment on the services needed by newcomers who are ineligible for CIC services (such as temporary foreign workers, naturalized Canadian citizens, refugee claimants and international students) since they were unaware of ineligible newcomers in Nunavut. However, the SPO regularly assessed the service needs of newcomers in Nunavut by using surveys and informal verbal feedback.

The participant felt that overall it was very easy for newcomers to find employment in Nunavut. Though companies sometimes prefer to hire locals, newcomers are able to get jobs very quickly after arrival. Those newcomers who find employment usually start with lower paid jobs, but are able move into more lucrative jobs (e.g., administration, trades) after being there for a while. Though it was suggested that since housing is often part of an employee's employment contract, those who arrive in Nunavut without previously arranged employment might have difficulties in finding suitable housing. In addition, feedback indicated that there is a severe lack of available childcare, which inhibits newcomers from participating in available employment opportunities.

Employers provide much of the settlement support received by newcomers in Nunavut. Employers provide housing and connect newcomers with health, career services, and educational supports, which are often the first points of contact with services for newcomers. However, the participating SPO from Nunavut offers services, such as greeting upon arrival (i.e., airport pickup),

10 <http://www.cic.gc.ca/english/newcomers/map/nunavut.asp>

11 <http://www.langcom.nu.ca/nunavuts-official-languages>

information and orientation (e.g., town tours, welcome guides, brochures for local organizations), help with finding a job (e.g., resume and cover letter writing), and access to internet, printer and telephone. Feedback provided indicated that language training is difficult to access in Nunavut. The participant reported that all services currently offered need to be expanded and feedback supported this suggesting that there is even a shortage of social programs for current residents. The participant reported that, for newcomers, the barriers to accessing services were confusion around where to get help, ineligibility, language, financial, and transportation difficulties. However, availability of services, hours of the day services are offered and discrimination were not seen as barriers to accessing services for newcomers in Nunavut.

The participant reported on the SPO's organizational capacity and felt there were a number of areas where they had either adequate or inadequate capacity. Adequate capacity was identified in the areas of communicating with stakeholders, staff skills to delivery services, mobilization of the community, creation of strategic and governing documents, and meeting reporting requirements. In contrast, inadequate capacity was reported in the areas of staffing, financial support from both the government and other sources, and inadequate capacity to coordinate with other SPOs. Feedback suggested that funding would have to increase, especially if there is more investment in drawing and retaining newcomers. The participant also reported providing welcoming, settlement and integrations services in partnership with local schools, businesses, non-government agencies, and the Government of Nunavut. There are active partnerships reported in the territory, but these partnerships do not address newcomer support or other settlement issues per se and in the feedback received it was suggested this was necessary.

Similar to the other territories, the number of newcomers arriving in Nunavut has increased in recent years, however the numbers are relatively small and Nunavut's immigration settlement services are still in their early stages of development. The SPO interviewed provides

some settlement services, as do employers, and it was felt that settlement and finding employment was relatively easy for newcomers in Nunavut. One of the key challenges faced by newcomers, and residents, is the shortage of housing, which causes housing costs to be high and often leads to sharing of accommodations. Their extremely remote location also presents settlement challenges and the effects of being remote are compounded by the lack of road access, expense of flights, limited availability of products, and the high cost of living, even in comparison to Yukon and NWT. As the newcomer population increases in Nunavut so does the need for more funding, more services, and more organizational capacity at the SPO level.

Conclusion

This research provides much needed insight into the settlement services available in the NWT, Yukon and Nunavut. There are challenges with research conducted in the territories, especially the small sample sizes and the limited number of SPOs in the region, but it is still crucial that research explores this region to draw a more complete picture of the settlement trends and services available in both western and northern Canada. The interviews reviewed were conducted with 13 participants from SPOs in the region and provides valuable results.

The findings reveal the SPOs in all three territories have observed an increase in the number of newcomers settling in their communities, which is mainly driven by the availability of employment and economic opportunities, and to a lesser extent by family reunification. In regards to ease of settlement and ability to find employment, both were seen as easy in Yukon and Nunavut, while participants from NWT had mixed perceptions. For the three territories, the common themes regarding the ease of settlement were the small community sizes that made it easier to find and refer people to services; however, cost of living, cost and shortage of housing, language difficulties, harsh climate and isolated geographic locations were identified across all territories as factors that made settlement more difficult for newcomers. Finding employment is viewed by the majority of participants as easy, however all mentioned that newcomers are often underemployed upon arrival and can increase the quality of their employment once they have Canadian experience, cultural understanding of the Canadian workplace, and improved English language skills. Those newcomers with strong English skills were seen as more likely to find quality, high-paying employment. The cost of housing, mentioned in all three territories, is also compounded by the reality that many newcomers hold entry level, low-pay positions, which can lead to financial hardship and the need to hold several jobs in order to cover housing costs. It would appear that one of the most significant needs for newcomers in the three territories is for both more plentiful housing and more affordable housing.

Settlement appears to be easier for newcomers landing in larger centers (i.e., Whitehorse and Yellowknife) because there are more settlement services available in these areas compared to remote locations. Participants from all three territories predominantly report being engaged in services focused on settlement; however, participants from Nunavut and Yukon did provide one welcoming service, which was greeting upon arrival (i.e., airport pick up). Participants stated that the gaps in the services offered in

the territories were the ability to offer services in both official languages, ability to offer support for citizenship/permanent resident applications, expansion of services (e.g., time services offered, to remote locations), and computer training. However, a significant gap in services available is almost the complete lack of services that assist newcomers with integration into the community. In larger centres, newcomers often find integration support from their own ethno-cultural communities, such as the Filipino and francophone communities in Whitehorse, which are both relatively large and very supportive of new arrivals. However, given the diversity of the countries of origin of newcomers landing in the territories, one cannot assume that a newcomer will find an ethno-cultural support system upon arrival, nor should the government assume that ethno-cultural communities will provide integration services. Integration supports for newcomers need to be funded and available for all newcomers. In addition, participants unanimously indicated that their services needed to be expanded to meet demand in their community.

Participants cited common barriers that inhibit newcomers' ability to access services in the territories. Language ability, financial difficulties and ineligibility for services were cited by all three territories as significant barriers to accessing services, followed by access to childcare during service delivery, confusion regarding where to find services, transportation difficulties, and lack of services in certain areas. Given the barriers identified, newcomers with poor English language skills can be strongly disadvantaged upon arrival, since they might struggle to find services, are often in low skill/low pay employment, and are less likely to integrate as effectively as others with better language skills¹². With this in mind, it is surprising that language assessment and training was only reportedly offered in two (Yukon and NWT) of the three territories, however Nunavut receives the lowest number of newcomers and demand may be low. Newcomers, who are eligible for services, may have access to LINC if their language skills can be assessed by an approved SPO; however, this assumes they have computer access and computer skills to participate in the LINC courses.

In addition to the creation of the inventory of services currently offered in the three territories, a list of services needed by newcomers who were both ineligible and

12 For newcomers in Nunavut, however, knowledge of English may not lead to good employment given that English is generally a second language there.

eligible for CIC funded settlement services was created. Not surprisingly, the participants reported that these two groups of newcomers had very similar needs with regards to settlement services. Language training, and related supports, were cited as needs for both eligible and ineligible CIC clients, which is not surprising given how crucial language skills are to settlement, integration and employment. Help finding employment and housing, information and orientation to the community and Canadian culture, and finally help filing paperwork for citizenship and PR applications were all cited as needed for newcomers, though the latter primarily for those ineligible for CIC funded settlement services.

Participants from each territory were asked to report on the capacity of their organizations on a list of items related to funding, staff skills, and organizational functioning. Participants from all territories felt that their SPO had adequate capacity to communicate with stakeholders and meet reporting requirements. Participants from NWT and Yukon both felt they had organizational capacity to coordinate with other SPOs; however, both also felt that their organization had inadequate capacity to draft governing and strategic documents and offer services in both official languages. Participants from Nunavut and NWT both identified the need for more funding to support their settlement initiatives. SPOs report both the need to expand services and rely heavily on volunteers to meet the needs of newcomers. In order for these SPOs to meet the growing demand of an increasing newcomer population more funding will be needed to support their expansion. Most SPOs participating in the territorial samples reported working in partnership with other organizations in their community. Interestingly, SPOs from all three territories reported working in partnership with employers, which was not always reported in the 4 western provinces in the earlier part of the study. However, there is certainly room for more elaborate partnerships among SPO and other community organizations.

In conclusion, SPOs in the territories are working towards meeting the needs of their growing newcomer populations, while also facing a number of constraints, such as remote locations and limited funding and resources. Newcomers arriving in the territories can expect to find employment (i.e., entry level) and settle relatively easily; however, a mastery of the English language will improve the odds of success in both. More English language supports appear necessary to support newcomers overall success and adaptation to their communities. SPOs in this region offer a variety of services focused on settlement, but funding is needed to help support newcomer integration into the community. SPOs will need more funding and capacity to meet the growing

need and to expand services, both to more rural locations and the hours and times of available services. The future indicates that the economic and employment opportunities will continue to draw newcomers to NWT, Yukon and Nunavut in years to come.

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