

WINNIPEG NEWCOMER SETTLEMENT

STRATEGY REPORT

2021-2025



Immigration
Partnership
Winnipeg



ACKNOWLEDGMENTS

Immigration Partnership Winnipeg (IPW) would like to acknowledge that this strategy was developed on Treaty 1 Territory, the traditional territory of Anishinaabeg, Cree, Ojibway-Cree, Dakota, and Dene Peoples, and the Homeland of the Metis Nation, and that our water is sourced from Shoal Lake 40 First Nation, Treaty 3 Territory. We would also like to acknowledge that our power is sourced from Treaty 5 Territory. IPW has worked to accomplish the Truth and Reconciliation Commission's (2015) Calls to Action #93¹ and #94², both of which relate to the importance of sharing knowledge with newcomers about Treaties, the history of colonization in Canada, and how that history relates to contemporary Indigenous realities of discrimination in this country. IPW is committed to furthering that work through building bridges between newcomer and Indigenous communities.

IPW would like to thank its funder, Immigration, Refugees and Citizenship Canada (IRCC), the IPW Council, staff, and our stakeholders for their support and contribution to the development of this strategy.

We also thank Nina Condo Consulting (NC Consulting) for the coordination and facilitation of the consultations and research for this report.

This settlement strategy was developed in consultation with the following: Ethnocultural communities, youth, women, community leaders and settlement agencies, service providers from across different sectors, and IPW's sector tables, council, and coalitions.

1 The full text for the Truth and Reconciliation Commission's Calls to Action (2015) #93 reads: "We call upon the federal government, in collaboration with the national Aboriginal organizations, to revise the information kit for newcomers to Canada and its citizenship test to reflect a more inclusive history of the diverse Aboriginal peoples of Canada, including information about the Treaties and the history of residential schools."

2 The full text for the Truth and Reconciliation Commission's Call to Action (2015) #94 reads: "We call upon the Government of Canada to replace the Oath of Citizenship with the following: I swear (or affirm) that I will be faithful and bear true allegiance to Her Majesty Queen Elizabeth II, Queen of Canada, Her Heirs and Successors, and that I will faithfully observe the laws of Canada including Treaties with Indigenous Peoples, and fulfill my duties as a Canadian citizen."

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INTRODUCTION

Immigration Partnership Winnipeg (IPW) is a federally funded Local Immigration Partnership (LIP). LIPs across the country are mechanisms that support the development of community-based partnerships and planning around the needs of newcomers in their local regions. LIPs seek to engage various stakeholders in a locally-driven strategic planning process including employers, school boards, health centres and networks, boards of trade, levels of government, professional associations, Ethnocultural and faith-based organizations, along with the community and social services sectors.

IPW's projects and initiatives emanate from the heart of the community. IPW was established in 2014, hosted by the Social Planning Council of Winnipeg, with the overall objective of increasing the economic and social inclusion of newcomers to Winnipeg. Our role is to provide coordinated and collaborative indirect settlement services. We coordinate community-level planning and communication amongst stakeholders to identify the needs of immigrants and refugees. We then work collaboratively to implement initiatives that increase inclusion.

IPW is overseen by a diverse council of community and stakeholder leaders. IPW's activities are identified, developed and implemented by various sector tables, committees, councils, and coalitions. The permanent ones that provide IPW's structure are:

- 1) Immigration Partnership Winnipeg Council
- 2) Civic Engagement and Inclusion Sector Table
- 3) Indigenous and Newcomer Engagement Sector Table
- 4) Employment Sector Table
- 5) Immigrant Advisory Table
- 6) Indigenous Consultation Circle
- 7) Newcomer Ethnocultural Youth Council of Winnipeg



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EXECUTIVE SUMMARY

The provision of direct and indirect service to immigrants and refugees is an essential task. It is also a challenging undertaking that requires harmonization of ideas and collaboration on resources at all levels of society. The shared desired outcome is the smooth and successful settlement of immigrants and refugees.

In 2021, IPW commissioned Nina Condo Consulting (NC Consulting) to assess experiences and document the barriers to integration and settlement of immigrants and refugees. NC Consulting reviewed Canadian immigration data and analyzed challenges faced by immigrants and refugees with a Winnipeg focused lens. They also consulted with the settlement sector, IPW and other stakeholders to identify any challenges and needed strategic planning priority areas. The findings outlined in this report aim to guide the settlement sector, IPW, policy makers and other relevant partners in improving the settlement and integration process for all immigrants and refugees coming to Winnipeg.

Immigration has been central to Canada's population growth for decades. Statistics Canada (2017) reported that in 2016 that the number of immigrants settling in Canada had doubled over the last decade and a half. It is projected that immigrants will make up 24.5% to 30% of Canada's population by the year 2036. The Federal government recently set a target of 400,000 immigrants to arrive in Canada each year going forward. Similarly, Manitoba's immigration numbers have increased from 1.8% to 5.2% between 2001 and 2016 (Statista Research Department, 2021). This upward growth is being credited in part to Manitoba's Provincial Nominee Program.

As more and more immigrants and refugees settle in Winnipeg, this city has become the seventh-largest and the sixth fastest growing metropolis in the country in the last five years. Currently Winnipeg's population sits at 826,000 people and among every four persons, one person was born outside Canada. These trends are critical for the development of our city as 26% of the workforce are newcomers (Immigration, Refugees and Citizenship Canada, 2019).

The city aims to grow its population by 200,000 people over the next 20 years and it has been estimated that from July 1, 2019, to June 30, 2020 14,789 people have settled in Winnipeg (Manitoba Bureau of Statistics, 2020). To achieve the targeted immigration numbers and keep up with the growing labour demand, Winnipeg needs to not only focus on immigration for economic purposes but to make the city more welcoming for all newcomers, including refugees, for better long-term settlement and integration. A thoughtful and more collaborative multi-pronged settlement strategic plan has to be devised and used to inform policies and programming that will make settlement and integration easy and successful for people who choose Winnipeg as their new home.



The report found and highlighted three keys barriers which make settlement and integration more challenging for immigrants and refugees, here in Winnipeg, Manitoba:

- a) **Systemic Racism:** Immigrants and refugees experience racism in many forms with certain groups experiencing higher levels due to intersectionality. Youth, women, people with diverse sexual orientations or gender diverse identities, people with disabilities, people with limited language, underrepresented religious groups, and Racialized groups all experience varying degrees of racism during their settlement journey. Racism is experienced both systemically and individually. Some examples include: the inequitable allocation of resources, especially government funding, which leads to the neglect of newcomers and Racialized communities; the rise in racist actions towards women of Asian backgrounds during the Covid-19 pandemic; Black and Muslim youth experiencing profiling and violence by the police; youth from refugees and immigrant backgrounds facing racism in school by peers and even teaching staff.
- b) **Lack of Economic Integration:** Internal migration is growing in Manitoba because of ‘push forces’ such as cold winters and lack of affordable and suitable housing, especially for larger families with low incomes. It is also common for newcomers to work frontline, low-income jobs that do not adequately provide for current cost of living expenses, resulting in their having to work multiple jobs to make ends meet.
- c) **Rampant Growing Mental Health Concerns:** Inadequate supply, especially culturally appropriate ones, of mental health services to meet the needs of immigrant and refugee communities remains a barrier to settlement. This situation was exacerbated by the COVID-19 pandemic as immigrants’ social determinants of health such as housing, income and socialization were all disproportionately impacted.

The report has also identified strategic priority areas that can influence programing and policies for direct and indirect service to immigrants, as shown in the following section.



SUMMARY OF SETTLEMENT STRATEGIC PRIORITIES

STRATEGIC PRIORITY AREA # 1: COLLABORATION, COORDINATION & NETWORKING

ACTION 1: Engaging Ethnocultural Communities, Settlement Sector and Mainstream Agencies

Coordination of ideas and resources is needed for the successful settlement and integration of refugees and immigrants. Therefore, partnership and collaboration with Ethnocultural communities and the settlement sector is pivotal. Ethnocultural groups provide culturally appropriate and unwavering support. They are available to their members 24 hours a day, often responding to crises that arise during off-hours when newcomer serving agencies are closed. This collaboration and coordination of ideas and resources should also be extended to mainstream agencies and institutions such as the health sector, universities/schools and police, etc.

The following are specific recommendations that could be incorporated into policy making and programing to better serve refugees and immigrants:

- Ethnocultural groups should be provided with sustainable funding beyond short term or an issue-based funding.
- Funders should expand the model of pairing Ethnocultural groups with established settlement agencies for the purpose of mentorship and capacity building, with an end goal of Ethnocultural groups becoming self-sustaining.
- Manitoba Association of Newcomer Serving Organizations (MANSO) and IPW should coordinate efforts to share funding sources with the Ethnocultural communities (ECCs).
- Each settlement organization should seek partnership with at least one Ethnocultural community.
- Ethnocultural Council of Manitoba (ECCM) should make every effort to consult with equity, diversity, and inclusion experts to co-design and offer anti-racism courses to settlement and social service sectors, the business community and government institutions.
- Winnipeg Regional Health Authority (WRHA) and other health related organizations should work collaboratively with the ECCM to ensure a culturally sensitive and trauma informed mental health framework is developed. The framework has to be developed with the understanding that while some Ethnocultural groups might have shared cultural similarities surrounding the concept of mental health, others may not. The unique differences in dealing with the concept of mental health of each Ethnocultural group must be fully explored and reflected in the framework.
- IRCC, other levels of government, and community foundations should fund ECCM and/or ECCs

ACTION 2: Engaging Indigenous and Newcomer Communities

The relationship between Canada and Indigenous Peoples is fraught and complex. Newcomers to Winnipeg must learn of the injustices perpetrated against First Nations, the Métis Nation, and the Inuit. More importantly, newcomers must learn about how those injustices influence their relationship with Canada now and will into the future. Indigenous Peoples have been labelled with negative stereotypes since the beginning of colonization. Newcomers can be exposed to these negative stereotypes and the ongoing racism perpetrated by the dominant Canadian culture towards Indigenous Peoples upon their arrival to Canada. Some are even exposed to anti-Indigenous stereotypes before arrival due to having friends and family already in Canada who were themselves exposed to the same negative stereotypes upon their arrival. To address any existing anti-Indigenous bias, or better yet, to prevent newcomers from developing bias against Indigenous People, IPW has sought Indigenous guidance and worked in collaboration with MANSO to develop an Indigenous Orientation Toolkit (IOTK). The Toolkit is meant to educate newcomers about Indigenous Peoples' history and the impact of colonization on their cultures and the current realities facing Indigenous communities in Winnipeg and Manitoba.

The following recommendations are made for those organizations that work with immigrants and refugees to build bridges and mutually understanding relationships with Indigenous Peoples:

- Strengthen and formalize knowledge sharing initiatives which are already occurring at the grassroots level. These include but are not limited to field trips, settlement and language programming, and other shared activities between newcomer and Indigenous communities.
 - Each and every settlement agency should use the IOTK and/or any other available resources to educate their staff and clients about Indigenous history, culture, and current realities.
 - Any program or project intended to involve the Indigenous community must be created and implemented with full Indigenous participation and oversight. Best practice would be to establish a council for this oversight, reflecting various Indigenous voices and perspectives.
 - The settlement sector, with IPW, should initiate and support an Indigenous and Newcomer Welcoming Group (INWG). The INWG would be involved in the reception of newcomers at airports and/or hold a welcoming ceremony for newcomers within their first month in Manitoba.
 - In order to promote unity, mutual understanding, and social connections, it is recommended that newcomers and settlement agencies find sincere ways to learn about Indigenous Peoples and join in annual events that highlight Indigenous histories and cultures, such as National Indigenous Peoples Day, an annual event celebrated on June 21. Joining in on such celebrations would allow for each community to highlight each other's culture and strengths, as well as consolidate existing relationships while building new ones at both the individual and organizational levels.
-

STRATEGIC PRIORITY AREA # 2: SETTLEMENT AND INTEGRATION

This strategy priority area encompassed the need for a welcome package and more information sharing to better support at risk newcomer youth, a culturally responsive newcomer mental health framework, and community safety in relation to working with the Winnipeg Police Service (WPS).

ACTION 1: Welcome Package/Information Sharing and Orientation for Immigrants and Refugees

Information for immigrants and refugees is critical to the settlement and integration journey. It is essential that the settlement sector, IPW, and other stakeholders centralize information sharing to ensure information is comprehensive and accurate. We applaud Manitoba Start for its recently launched Arrival Advisor App to assist newcomers with finding the services available in Manitoba. More tools like this are needed to support newcomers in their settlement navigation and all should be coordinated and/or centralized.

The following recommendations are made to assist information sharing and orientation within the settlement sector:

- The settlement sector in Winnipeg should further develop accessible tools that act as repositories of programs available to newcomers, including criteria for each service.
- The settlement sector should increase opportunities for Winnipeg service providers to engage with newcomers and share information about their services available in the community.
- IRCC should fund Settlement agencies (ZONE providers) to develop multilingual videos with standardized orientation information that are designed to showcase all the settlement services offered in various neighborhoods.
- The settlement sector, including both direct and indirect service providers, should develop fact/information sheets addressing various topics relevant to under-served newcomer populations.

- Expand funding to increase the number of settlement agencies that provide services to Francophone communities.
- Engage in open discussions with Francophone newcomers in order to better understand their specific needs and how they can be met to promote retention of this population.

ACTION 2: Supports for At-Risk Youth to Succeed in Settlement and Integration

Apart from racism, discrimination, and xenophobia, newcomer youth are often tasked with looking after the wellbeing of their own families and keeping the family unit intact. Combined with the expectations for them to go to school and seek employment to provide monetary support for their families, a tremendous amount of pressure is put on these youth. This can often lead to them feeling alienated from their peers and communities, and can leave these young people at risk of gang involvement and other precarious behaviours, or at risk of developing issues with their mental wellbeing. Winnipeg needs to pay special attention to these youths to meet their social, cultural, health, and academic needs to achieve successful settlement and integration.

The following are recommendations to support at risk youth in the immigrant and refugee community:

- Stakeholders must take preventative measures to prevent youth from ‘falling through the cracks’ by allocating and coordinating resources for at risk youth.
- Youth, Ethnocultural communities and settlement service providers must work together to find positive and supportive ways to strengthen communication between youth and their families.

ACTION 3: Access to Culturally Responsive Mental Health Services

Barriers to mental health services put immigrants and refugees, who are already vulnerable in Canadian society, at an exceedingly disadvantaged position. Currently, there is not equitable access to services. Many immigrants and refugees have expressed service hesitancy due to the lack of culturally sensitive providers. Other barriers include language proficiency, level of education, cultural and religious values, wait times and discrimination. It is a time to develop a culturally responsive newcomer mental health framework.

The following are recommendations that can be used to provide access to culturally responsive mental health services for immigrants and refugees:

- Create appropriate partnerships to develop and implement vital mental health services that are culturally appropriate and barrier-free.
- Federal and provincial governments must collaborate in funding settlement organizations to develop culturally appropriate mental health programs that are supportive and culturally sensitive.
- Efforts should be made to seek providers from Ethnocultural communities possessing the relevant expertise and lived experiences.

ACTION 4: Community Safety in Relation to Working with Law Enforcement

A systematic study conducted by Canada shockingly demonstrates that many cases of police brutality were found to be against Indigenous and Black people (Singh, 2020). Similar probes found that Black and Middle Eastern people were more than likely to be stopped by traffic police without concrete grounds (Singh, 2020). The City of Winnipeg has had its share of cases involving excessive use of force by the police or even what can be deemed outright police brutality. To this day, there are credible reports of over-policing of Racialized and Indigenous youths by the Winnipeg Police Service (WPS) (Annable, 2020). As a result, the trust between the WPS and the youth from these communities and the agencies serving them is fragile, if not absent. In Winnipeg, as in the rest of the country, an in-depth review of policing practices is overdue. Only then can a genuine discussion take place and true change begin.

The following recommendations can be used to assess ways to review community safety and engage communities in working with local law enforcement:

- Establish a police governing body with full civilian participation and oversight. The governing body should have the authority to conduct investigations, lay out specific disciplinary actions, and include criminal charges if indicated.
- The inquiry reports reviewed by the police governing body should be made public and in plain language to ensure transparency and to help rebuild public trust in the police.
- Given multiple concerns of racial bias, prejudice, and outright racist behaviour by some members of the WPS, ongoing training on anti-racism practices must be included as part of the Human Resources (HR) policies governing the police force.
- Hire an independent firm that would conduct an organizational analysis of racialized equity, diversity, and inclusion within the WPS. The independent body would make recommendations for changes to current policies which foster inequality and unfairness in policing.

STRATEGIC PRIORITY AREA # 3: K-12 ADULT, POST-SECONDARY & LANGUAGE EDUCATION

ACTION 1: K-12 and Adult Education

For many newcomers, immigrants and refugees that are coming to Canada to settle, education is highly valued. However, there are many challenges facing youth that enter the Manitoban education system, such as a lack of parental involvement due to a variety of contributing factors, teachers lacking the understanding of newcomer students past experience and cultures, language barriers, and lack of specific supports for students with interrupted schooling.

The following recommendations are ways to address those barriers in our current education systems and equip service providers with tools to support newcomer, immigrant and refugee students:

- IRCC must make sustainable funding available for additional academic enrichment programming (i.e. after-school, summer classes) geared towards youth whose language skills are below grade level to allow them to catch-up.
- Regulate the use of the E Credits¹ across all school divisions. Timely assessments need to be conducted to ensure students are meeting literacy and academic requirements to transition out of English as an Additional Language (EAL) to mainstream classes.
- School Divisions should invest in collecting race-based data to learn about their hiring trends and practices for their teaching and administration staff.

ACTION 2: Post-Secondary Education for Newcomer, Immigrant & Refugee Students

Many of the teachers who teach EAL learners at the University level are designated as EAL educators, but have no prior EAL or second language teacher training. The development and implementation of an EAL specialist certification would ensure that teachers who are already certified in Manitoba and who are teaching EAL learners are appropriately trained, knowledgeable, and effective teachers to newcomer learners. The EAL specialist certification would likely require some form of post-graduate study combined with a successful experience in EAL school settings.

¹ E credits are used when students do not meet the academic standards of their peers, leading to an alternative academic pathway which is deemed too low by most postsecondary institutions, disadvantaging those who are put into this stream.

The following recommendations can support the success of newcomer, immigrant and refugee learners at a post-secondary level:

- The Province of Manitoba needs to work with all of the major universities to ensure that EAL becomes a teachable subject in the Faculties of Education.
- Mandatory course work in trauma informed practices, as well as cross cultural training, should be taken at the Bachelor of Arts (BA) level.

ACTION 3: Language Training

English and French Language Training programs, such as EAL and Language Instruction for Newcomers to Canada (LINC), play an important role in helping newcomers increase their English and French proficiency to enter the job market or education system. This is crucial as it helps with professional advancement and social integration. While language classes exist in Winnipeg, this area needs more resources.

The following recommendations can support language training needs for immigrant, newcomer, and refugees for professional integration:

- IRCC and the Province of Manitoba should fund multi-approach language training programs which support newcomers with low levels of formal education.
- IRCC and the Province of Manitoba should fund language training providers to increase access to their classes by offering accommodations and supports to access classes such as child-care services, classes at different times of the day to accommodate shift workers and those whose availability is limited due to competing responsibilities, hybrid learning options, etc.
- IRC and the Province of Manitoba should fund multi-approach language training programs for employment purposes. Some examples include: language training in the workplace, job specific language training programs, Canadian Language Benchmark (CLB) 5-9 classes, etc.

STRATEGIC PRIORITY AREA # 4: LABOUR AND MARKET INTEGRATION

ACTION 1: Access to Employment and Retention

Unemployment and underemployment are real issues that face the immigrant population. Newcomers, immigrants, and refugees in Canada face unemployment and under employment in comparison to their Canadian born counterparts. The unemployment rate for Canadian immigrants has been the highest for those who had lived in the country for five years or less . Part of the problem is discrimination and/or lack of equity (Ng & Gagnon, 2020) Numerous data from Statistics Canada (Hou, Lu, & Schimmele, 2019), shows that there are a high number of immigrants with university degrees who are employed in entry-level jobs requiring little to no education. This situation is made worse by the COVID-19, especially for recently immigrated women who in comparison to Canadian-born women experienced far higher rates of unemployment during the pandemic (Hou & Picot, 2022).

The following recommendations are made to support the employment and retention of immigrant, newcomers and refugees:

- All levels of government, settlement sector, and the business sector must work together to develop employment programing aimed at reducing the wage disparities to retain newcomers in the Province.
- IRCC, the Province of Manitoba, the settlement sector, regulatory bodies, and Individualized Education Programs (IEPs) providers should work collaboratively to address barriers to credential recognition for IEPs.

- IPW should support the establishment of partnerships between employers, industry leaders, education centers, and settlement service providers along with government bodies to assist with the generation of employment and training opportunities to meet the labour market needs.
- The Human Rights Commission of Manitoba should make the unnecessary requirement of “Canadian Work Experience” a form of discrimination under the Human Rights Code.
- Settlement agencies should develop and foster positive relationships between employers and newcomers to build trust, familiarity, and harmony to create opportunities for employment.
- Settlement agencies should encourage newcomer employees to sit on boards of directors of other organizations and participate in policy making. These capacity-building opportunities will allow them to have a broader view of their careers and the business and social landscape. Since typically the time committed is unpaid, efforts should be made to use flexible hours to minimize the financial burden on these employees of modest means.
- Settlement agencies and employers must collaborate on developing and implementing on-the-job training, support, and resources for the newcomer recruits to fill any skill gaps.
- Employers should examine internal policy and practices to recognize and remove potential barriers to hiring and retaining newcomers.
- Employers should review job descriptions and requirements, hiring and recruitment practices, and certification criteria to ensure that these processes are impartial, equitable, inclusive, and non-discriminatory.
- Employers should create opportunities for mentorship between newcomer employees and managers to provide them with exposure to the role of leadership.
- Employers should consider developing short-term contracts or paid internships if a probation period is deemed necessary to ascertain the suitability of the newcomer candidate.
- Employers need to work with newcomer employees to design succession plans for career advancement, including professional development opportunities.

STRATEGIC PRIORITY AREA # 5: EQUITY, DIVERSITY, INCLUSION & ANTI-RACISM

ACTION 1: Overvaluing Systemic and Structural Cultures that Instill Racism

Facts show that the current systemic and structural social problems marked by economic disparity and continued racism and discrimination toward Racialized communities, immigrants, 2SLGBTQ+ people, and Indigenous Peoples are strongly linked to the history of colonization and the slave trade. It is well documented that Canada has not always lived up to its noble ideals when it comes to equality for all. This needs to change to ensure that our cities more a more welcoming and inclusive place for all.

The following recommendations support ways to address and challenge systemic and structural racism in our cities and communities:

- IRCC and the Province of Manitoba should create a pathway to permanent residency for temporary migrant workers whose skills and experience are highly valued by Canadian employers, while in short supply from within the Canadian workforce.
- IRCC, the Province of Manitoba, and Community Foundations should allocate additional funding to have more specialized settlement agencies provide tailored and safe services for vulnerable newcomer populations, particularly 2SLGBTQ+ newcomers and newcomers impacted by gender-based violence.
- Province of Manitoba should mandate that public services, including child and family services, housing, and the education system work in collaboration with settlement agencies which have a deeper understanding of newcomers’ needs, barriers, and ways to support them in order to limit usage of punitive actions such as child apprehension, housing eviction and school suspensions.

- MANSO & IPW should commission a research project on settlement organizations to review HR practices, including pay equity, for agencies and businesses hiring Racialized workers and temporary workers with recommendations on best practices.
- IPW and community partners should run anti-racism campaigns to raise awareness about racism experienced by newcomers and address root causes of racism.

ACTION 2: Equity and Equality

More awareness has to be raised about the existence of racism and discrimination in all forms in order to achieve equity and equality at all levels in Winnipeg. As one important means of combating this ongoing racism and discrimination, deliberate hiring policies should be developed to employ immigrants in decision making positions within the settlement sector and our city governance.

The following recommendations are ways to address and challenge racism and discrimination in all forms and at all levels:

- IPW should develop public awareness campaigns that promote positive attitudes towards newcomers and immigrants among established Canadians.
- IPW should develop initiatives that highlight the positive achievements and contributions of newcomers and immigrants to Winnipeg's growth.
- Settlement agencies serving Racialized communities should reflect the populations they serve. This includes ensuring that the majority of the leadership, board of directors, and senior management should be made of Racialized individuals with lived migration experience. In addition, substantial efforts to recruit from this population should be objectively documented and made accessible to the public. This is to avoid tokenism and other disingenuous window dressing practices.
- All settlement agencies, and the city itself, should adhere to an anti-racist code of conduct, not only on paper, but throughout their operations both internally and externally, including ongoing training.
- All settlement agencies and the city should develop, implement, and adhere to anti-racist policies, frameworks and practices that promote a positive racial equity, diversity, and inclusion workforce.

METHODOLOGY

Immigration Partnership Winnipeg (IPW) worked with NC Consulting to develop its very first Settlement Strategy for Winnipeg. This Settlement Strategy was developed through a research analysis and consultations. In our pursuit to understand the needs and challenges newcomers and immigrants experience during their settlement and integration in Winnipeg, a research analysis of secondary sources was undertaken. This included gathering Canadian, Manitoban and Winnipeg specific immigration and settlement related data; a literature review; and an environmental scan of agencies serving newcomer, immigrant, and refugee populations in Winnipeg. This research analysis ensured that the information gathered during the consultations was sound and evidence based.

As part of the literature review and environmental scan, 48 sources were reviewed and referenced in this report.

Consultations were conducted with a variety of stakeholders, in collaboration with Jackie Hogue, who was also conducting the IPW's strategic plan. Amongst this group of stakeholders were community-based agencies providing mental health supports and guidance, which included: Aurora Family Therapy Centre, Mount-Carmel Clinic, Family Dynamic, and Winnipeg Regional Health Authority. Other stakeholders included: the IPW Sector Table and Law Enforcement Representatives, IPW Council, IPW Staff, and Funder and Government Representatives.

Additional consultations were held with Newcomer Serving Agencies; Newcomer, immigrant and refugee youth, and with newcomer, immigrant, and refugee women.

NC Consulting gathered feedback during consultations for IPW's Strategic Planning focus groups, consulted with IPW's Council and Staff, engaged settlement service providers, and directed consulting with women's groups and youth. The consultations aimed to develop a responsive Settlement Strategy, which enhances service coordination and collaboration while responding to needs and barriers, and most importantly creating opportunities for direct and indirect services. The contribution of individuals, stakeholders, and sister agencies in the making of this settlement strategic report is greatly appreciated.

ENVIRONMENTAL SCAN

SNAPSHOT OF SETTLEMENT AND INTEGRATION: WINNIPEG DEMOGRAPHICS

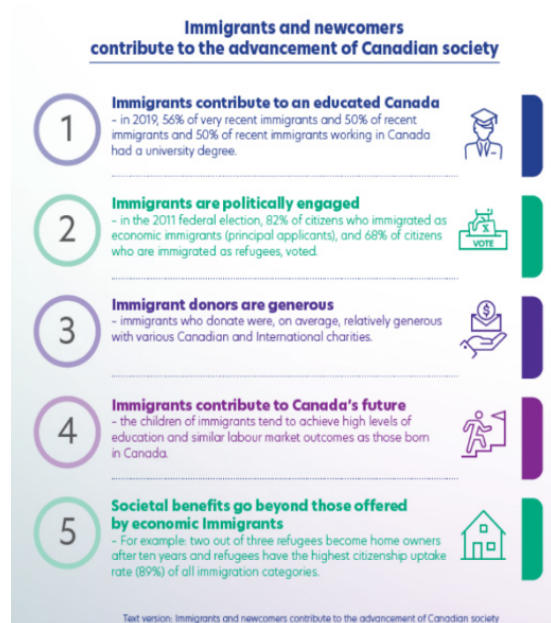
Demographic Information:

Immigration: A Significant Step Towards Globalization

An estimated 200 million people migrate internationally every year, and the rate of migration continues to increase, which makes it a significant factor towards globalization. Between 1990 and 2005, the number of international migrants grew by 33 million; with the largest increase being observed in migrants from developing countries to developed countries (Gushulak et al., 2011). Similar to other first-world countries, Canada heavily relies on immigration to sustain its economy and maintain a high quality of living for its population. Immigrant's skills, abilities, and experiences allow Canada to maintain its prosperity and standing amongst the world's most developed countries.

A Glimpse of Immigration in Canada

Canada continues to progress in being a welcoming destination for asylum seekers, immigrants, and refugees. Undoubtedly, immigrants have added their part to the value chain for the Canadian economic system. Immigrants bring forth their cultural heritage, ideas, business, perspective, and talents.



Immigrants and newcomers contribute to economic growth

Immigrants and temporary foreign workers

Fill gaps in Canada's labour force

and help employers respond to vacancies in various sectors

Approximately **1 in 4 workers (26%) in Canada are immigrants.**



As of 2016, there were **600,000 self-employed immigrants** employing over **260,000 Canadians.**

In a survey **9% of small business owners reported hiring temporary foreign workers to address job vacancies** in the prior 12-month period.



In 2019

The labour market participation rates

of very recent immigrants was **71%** and recent immigrants was **71%.**⁷



In 2016

over one third

of nurse aides, orderlies and patient service associates in Canada were immigrants¹⁰



Immigrant

owners of small and medium-sized enterprises **are successful** in introducing a product, process or marketing innovation into the market place.



Many of those that immigrate

as children of immigrants, on average, **contribute to Canada's labour force** and go on to earn as the Canadian-born.



Immigrants Moving to Canada 2000-2020

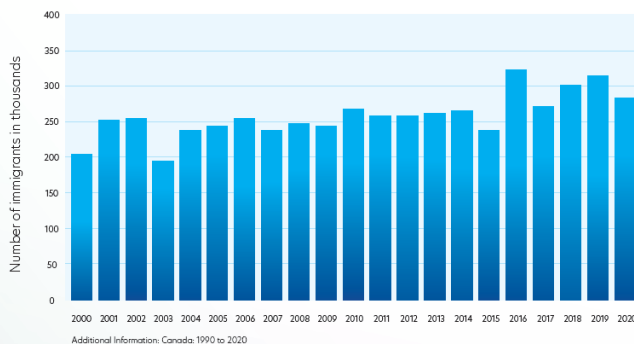
Over the past two decades, the country's status as an ideal immigration destination has been rapidly increasing, with an estimate of 284,387 immigrants moving to the country from July 1, 2019 to June 30, 2020. The number shows a decline since 2018 - 2019 when almost 313,601 people moved to Canada; however, it is greater than the 199,170 people that arrived between 2002 to 2003 (Statista Research Department, 2021).

According to the 2016 Census data there were 7,540,830 foreign-born respondents, or over one in five Canadians (Statistics Canada, 2017). Following Statistic Canada's population projections, this amounts to an increase between 24.5% and 30% by 2036. In 2016, the percentage of recent immigrants to Canada more than doubled in 15 years. Canada had over 1,212,000 recent immigrants who had permanently settled between 2011 and 2016 (Statistics Canada, 2017).

Furthermore, immigration is strongly linked to post-pandemic recovery, and the federal government has set very high immigration targets for the next three years, amounting to over 430,000 new permanent residents per year (Immigration, Refugees and Citizenship Canada, 2022). This number does not include refugee claimants; according to IRCC, there were 50,000 refugee claimants in 2017.

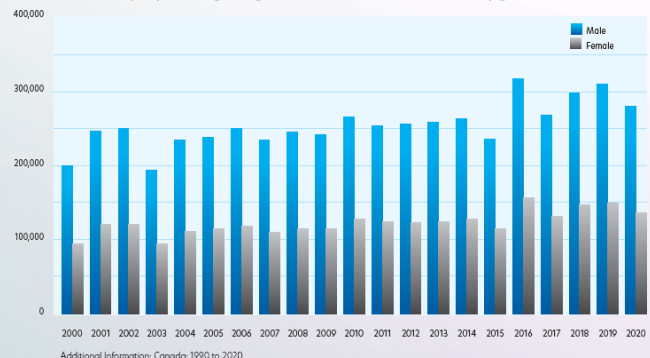
Demographic Profiles of Immigrants to Canada

Number of immigrants in Canada from 2000 to 2020 (in 1000's)



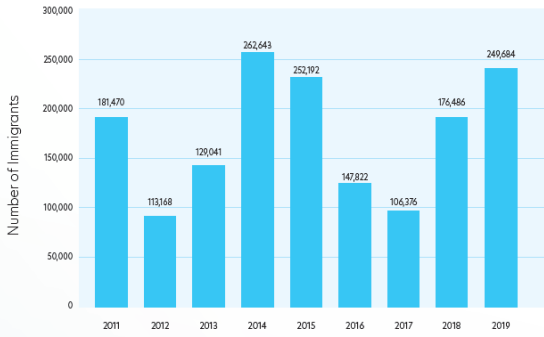
No. of Immigrants to Canada by Gender

Number of people immigrating to Canada from 2000 to 2020 (by gender)



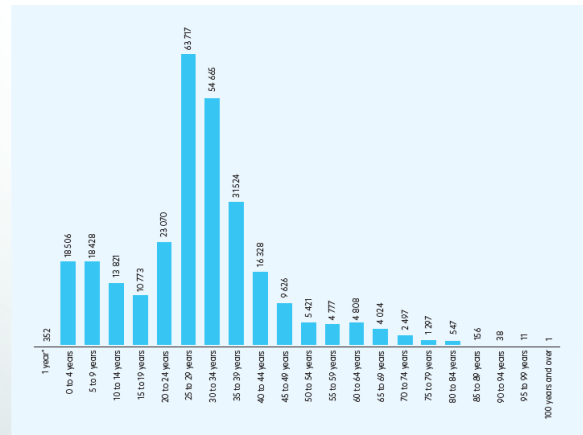
The total number of immigrants to arrive in Canada from the year 2000 to 2020, identified by gender, is 141,046 females and 143,341 males.

Naturalized Citizens in Canada from 2011 to 2019



Around 249,684 people became naturalized citizens of Canada.

Immigrants in Canada by age in 2020



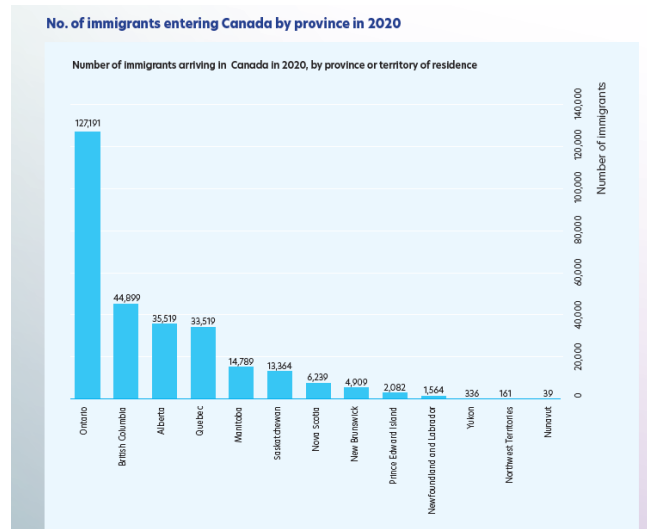
From July 1, 2019, to June 30, 2020, 23,070 immigrants from the ages of 20 to 24 years entered the borders of Canada.

Number of Immigrants in Canada by Language

Regardless of the extensive language diversity of the immigrants in Canada, the majority of immigrants (93.2%) reported being familiar with one or both of Canada's official languages in 2016. These languages help them with a smoother integration into Canadian society (Chavez, 2019). Most immigrants in 2016 were inclined towards English. 82.5% of immigrants had English as their first official spoken language (FOLS), 10.8% spoke French, and 6.8% had neither of these two (ibid).

Population by first official language spoken and period of immigration, Canada, 2011 and 2016

First Official Language Spoken	2011				2016			
	Non Immigrants	Immigrants		Total Population	Non Immigrants	Immigrants		Total Population
		Total Immigrants	Recent 2006 to 2011			Total Immigrants	Recent 2006 to 2011	
number								
English	18,778,345	5,648,870	883,500	24,718,995	19,381,670	6,218,995	914,770	26,019,670
French	6,851,845	695,470	176,865	7,593,070	6,937,970	812,375	172,735	7,810,250
Neither	89,985	431,430	102,555	540,260	92,970	509,460	124,580	630,145
Total	25,720,175	6,775,765	1,162,915	32,852,325	26,412,615	7,540,825	1,212,075	34,460,065
percent								
English	73.0	83.4	76.0	75.2	73.4	82.5	75.5	75.5
French	26.6	10.3	15.2	23.1	26.3	10.8	14.3	22.7
Neither	0.3	6.4	8.8	1.6	0.4	6.8	10.3	1.8
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0



Between July 1, 2019, and June 30, 2020, almost 139,071 immigrants entered the Canadian province of Ontario, making it the most common destination for immigrants. Whereas the Canadian northern territory of Nunavut observed 25 immigrants at the same time. Almost 14,789 people entered Winnipeg from July 1, 2019, to June 30, 2020 (Statista Research Department, 2021).

A View from the Prairies

A close look at recent immigration trends in Canada reveals that the prairies have been taking an increasingly larger proportion of the immigrant population at the expense of eastern provinces, mainly Ontario and Quebec.

Though Ontario maintains the number one spot for the most sought-after destination, its share has declined from 55.9% in 2001 to 39% in 2016 (Statistics Canada, 2017). A reverse trend is observed in Manitoba, where the Provincial Nominee Program has allowed Manitoba to double its share of immigrants between 2001 and 2016 from 1.8% to 5.2% (Statistics Canada, 2017). In 2019, Manitoba set its record on the arrival of new immigrants with a total of 18,905 new arrivals (Government of Manitoba, 2019).

In Winnipeg, one out of four people were born outside the country (Statistics Canada, 2017). The number of immigrants settling in Winnipeg is 4.3%, but Winnipeg only makes up 2.2% of the total Canadian population (Statistics Canada, 2017). This shows that Winnipeg is drawing a significant proportion of newcomers compared to its population size per capita.

Winnipeg Adding to Canada's Immigration

With a population of 826,000, Winnipeg is the seventh-largest urban center in all of Canada and has been the sixth most rapidly expanding metropolitan area for the past five years (Immigration, Refugees and Citizenship Canada, 2019). Since that time, the workforce in Winnipeg has expanded at nearly double the rate compared to the other 33 large urban centers in Canada.

Manitoba's growth and prosperity can be credited to the significant role that immigration plays. As a result, it is among the most desired destinations for skilled newcomers and immigrant entrepreneurs.

Immigration and the Economy:

The Role of Immigration in Creating Positive Economic Opportunities

As reported by the 2016 Census, almost 22% of people in the workforce in Winnipeg are over the age of 55 (Immigration, Refugees and Citizenship Canada, 2019). Of that same age group, almost 30% were employed in nursing homes, the residential care sector, personal services, construction, and truck transportation. Thus, these sectors will experience a significant decline in the workforce within a few years. Immigration will be one avenue to fill this gap.

Immigration is Helping the Community Strive

A major reason Winnipeg has achieved much of its growth is due to immigration. Around 39,000 immigrants were added to the Winnipeg workforce between the years 2011 and 2016 (Immigration, Refugees and Citizenship Canada, 2019). Of course, immigration has always been an important factor in driving Winnipeg's population expansion, but the rate of immigrants settling in the region has increased significantly in recent years. This has also led to a substantial rise in the annual population growth, from an average of 0.8% each year between the years of 2006 and 2011 to 1.7% between the years 2011 and 2016 (Immigration, Refugees and Citizenship Canada, 2019).

Winnipeg Immigrant Retention Challenges

The entry of young immigrants into the region has helped address the effect of an aging workforce. Yet, the community at large continues to face a huge demographic challenge as 91,600 personnel are at the onset of retirement soon (Immigration, Refugees and Citizenship Canada, 2019). This is regardless of the thousands of young immigrants added to the workforce during the same period. Another apparent impact of the retiring workforce is reflected in the number of individuals claiming Canada Pension Plan income which increased 22% between 2008 and 2016 (Immigration, Refugees and Citizenship Canada, 2019).

On the surface, immigrant labour force participation in Manitoba may appear respectable. Indeed, in 2019 and 2020, it ranked second and third in the highest rates of immigrants in the labour force (Canadian Index for Measuring Integration, 2021). However, scrutiny of earned wages shows that Manitoba is nearly last in both highest-earning (ranked sixth out of seven for 2020) and in the bottom half for immigrant's full-time employment (ranked fourth for both 2019 and 2020) (Canadian Index for Measuring Integration, 2021). It is thus fair to assume that a large share of the immigrant population is employed in low-paying, part-time jobs. This assumption is further supported by the gap between Canadian-born and foreign-born workers. For example, it is estimated that a Canadian-born worker earns \$250 more than a foreign-born worker every two weeks (Canadian Index for Measuring Integration, 2021).

This already suboptimal employment situation is compounded by a harsh climate, lack of affordable safe housing, and the discrimination faced by new immigrants, particularly those who identify as Black or Racialized, and is likely a contributing factor to the low immigration retention in Manitoba. Indeed, many immigrants who initially settled in Manitoba end up moving to other provinces within a few years of their arrival. The median income of recent immigrants (\$22,378) compared to the general population (\$35,803) is over \$12,000 difference, and this has rippling effects (Statistics Canada, 2017). Over half of recent immigrants in Winnipeg lived in rental properties in 2016, while only 27% of the general population in Winnipeg were renting (Statistics Canada, 2017).

What Happens to Winnipeg's Economy without any Immigrants?

Community representatives in Winnipeg understand the significance of population growth to help them achieve economic and social objectives. The city itself has aimed to target growth of around 200,000 people over the next 20 years (Immigration, Refugees and Citizenship Canada, 2019). This targeted approach will ensure that the talented workforce is employed to assist local industries grow even as the above mentioned 90,000 people shift into retirement.

Attracting Talented Individuals to the Region

Indeed, the biggest opportunity involves attracting young people and families to Winnipeg and helping them choose to stay. The labour market in Canada has seen a net growth since 2013, particularly from attracting talented immigrants and offering them better opportunities. Today, immigrants account for 26% of the workforce in Winnipeg. The manufacturing sector in the region accommodates 46% of the foreign-born workforce. More than 36% of personnel in truck transportation are immigrants, and so are nearly half of all employees in the nursing and health care sectors (Immigration, Refugees and Citizenship Canada, 2019).

Unemployment Rate Among Immigrants

The unemployment rate for Canadian immigrants was the highest in those who had lived in the country for five years or less. The unemployment rate significantly decreased the longer someone had lived in the country, and unemployment was at its lowest point among those who had lived in Canada for more than ten years, coinciding with the average unemployment rate for the entire country (Statista Research Department, 2021).

Immigrants in Canada face unemployment and under employment in comparison to their Canadian born counterparts. As an example, in 2006 Canadian born workers held 62% of positions in regulated professions. These are professions requiring specialized and lengthy training on the job and in the classroom. Immigrants held only 24% of such positions (Zietsma, 2010).

What do Immigrants Contribute to the Canadian Labour Market?

51% of immigrants to Canada hold at least one university degree, while only 20% of Canadian born individuals have a post-secondary degree (Statistics Canada, 2006).

Further, while immigrants only account for 23% of individuals between the ages of 25 and 64 they hold 49% of all Doctorate degrees and 40% of all Master's degrees in Canada (Statistics Canada, 2006).

Health and Wellbeing:

Mental Health of Immigrants

As stated in the 2006 Census, the growth rate of the foreign-born population has been the highest in the past 75 years (Statistics Canada, 2006). Hence, the overall wellbeing of recent immigrants has significant consequences for Canada's present and future success as a country. The process of immigration is naturally stressful and the mental health of immigrants is of crucial concern. This is especially the case when immigration is combined with added risk factors such as pre-migration trauma, social isolation, settlement barriers, and systemic barriers, including unemployment and lack of access to culturally appropriate social and health services.

Research shows many other gaps in Canadian immigration. It highlights issues concerning mental health, including widespread emotional turmoil and higher stress levels. Possible factors that may be related to mental health consequences and subsuming socioeconomic factors are also touched upon.

Virgo reports that 27% of newcomers show symptoms of anxiety disorders, and 25% show symptoms of depression, which are rates much higher than the Canadian-born population (2018). In addition, there is a significant stigma associated with mental illness among immigrant populations, reflecting the importance of settlement services and healthcare systems to increase culturally appropriate mental health support and integrate an anti-oppressive lens (Saunders et al., 2018).

Post-traumatic stress disorders (PTSD) and mood disorders, such as anxiety and depression, have higher prevalence rates among refugees when compared to the Canadian-born population (Gushulak et al., 2011). This is explained by the impact of the Triple Trauma Paradigm² that is further exacerbated by the post-settlement stressors that newly-landed newcomers face. The Triple Trauma Paradigm demonstrates the multiple traumatic experiences refugees experience throughout their migration process (Center for Victims of Torture, 2021).

Saunders et al. (2018) found that immigrant and refugee youth aged 10-14 years in Canada are more likely to visit the emergency room (ER) as their first point of access for medical care for mental health concerns than those born within the country. Researchers looked at almost 119,000 youth who visited an ER for mental health concerns between 2010 and 2014 in Ontario and found that 61.3% of refugee youth had their first mental health care contact at the ER, compared to 51.3% of Canadian-born youth (Saunders et al., 2018).

This reflects a disparity in access to appropriate outpatient mental health care for refugee and immigrant youth and underscores the importance of early identification of mental health problems. This finding is important to help decrease crisis interventions performed after high adversity that can contribute to long-term health effects. Promoting early mental health identification for refugees requires appropriate referral services amongst first-stage settlement services, addressing mental health stigma for newcomers, and increasing timely and linguistically accessible outpatient care (Saunders et al., 2018).

² This model identifies three compounding forms of trauma related to human migration, whether for immigrants or refugees, and includes: 1) the trauma of the country of origin; 2) the trauma of the journey of immigration/escape from country of origin; 3) the trauma of the relocation and settlement process.

COVID-19 and the Impacts of the Pandemic:

The Impact of COVID-19 on Canadian Immigration

The impact of COVID-19 has been felt profoundly across the world, from the minutest daily tasks to macro tasks about the global economy, politics, and movements.

During the most recent census, in 2016, newcomers constituted 21.9% of the total Canadian population (Statistics Canada, 2017). Since immigrants have different life experiences and lifestyles than the Canadian-born population, their economic and social concerns may also differ from local Canadians. This leads to the social and economic concerns of newcomers even during the COVID-19 pandemic. Many minority communities have been affected by COVID-19. It is crucial to urgently address the needs of the immigrants, minorities, refugees, and migrants facing even higher inequality from COVID-19 in the light of systemic racism.

Immigrants Document Extreme Concerns Regarding Their Health More Frequently than Canadian Residents

When discussing health issues, newcomers documented more health concerns compared to the Canadian-born population. The chart below (see page 27) best describes how they were ‘extremely’ or ‘very concerned about their health (49% vs. 33%)’. Likewise, immigrants were also more concerned about the health of their family members than Canadian-born people (Gushulak et al., 2011).

Disproportionately high rates of COVID-19 infection among newcomer, Racialized, and Indigenous populations have been observed in Manitoba, other Canadian jurisdictions, and indeed throughout the Western world. It is generally accepted that the high rate of COVID-19 in these populations does not result from a genetic predisposition or other predetermined biological factors. Instead, the well-documented discrepancy is likely due to unequal access to healthcare, financial resources, sustainable employment with benefits, technology, and other necessities of life, including food and housing. The global pandemic did not create these issues; it only shone a light on the existing inequalities among marginalized groups.

Despite Racialized groups representing only 35% of the Manitoba population (Statistics Canada, 2017), 51% of all cases of COVID-19 in Manitoba are from Racialized communities (Government of Manitoba, 2021). This is a clear reflection of the fact that First Nations, Metis Nation, Inuit, Black, and Racialized people are overrepresented in the number of COVID-19 cases in Manitoba, while their white counterparts are underrepresented by 16 percentage.

Many countries, including Canada, have registered for global and national policy tools (such as The Global Compact for Safe, Orderly, and Regular Migration) that confirms the need for countries to take actions working towards the human rights of immigrants, migrants and refugees, including entry to primary services. However, few have integrated adequate programmatic and policy amendments to ascertain their efforts.

The COVID-19 pandemic has shown a significant impact on women and gender diverse people, especially those with low-income, people with disabilities, members of the 2SLGBTQ+ community, Indigenous Peoples, Black community members, and immigrants, refugees, and migrants. For example, more than half of COVID-19 deaths and cases in Canada are experienced by women, but simultaneously women have inexplicably high job loss compared to men (Sultana & Ravanera, 2020). Further, a spike in domestic violence has been observed in many jurisdictions in Canada and beyond, mainly due to the increased stress brought about by lockdown, job loss, financial pressures, higher rates of substance use, and many other challenges resulting from COVID-19 and the measures meant to reduce its spread.

There is no doubt that COVID-19 public health policies implemented by the federal government have drastically impacted some communities. Those more susceptible to changes in the economy and labour market, especially those with low income working in the low-paying service sector and those in crowded living situations, have suffered more adverse effects from the pandemic and measures implemented to curb its spread.

Immigrants, particularly Racialized groups, were more greatly affected. They were more vulnerable to more income loss and more likely to experience prolonged periods of unemployment. Another serious concern is that the deteriorating pandemic conditions may have severe adverse effects on their path to full integration in the Canadian landscape.

Financial Impact

History reveals that immigrants, especially newcomers and refugees, have been more prone to economic downfalls. The economic decline associated with the pandemic is turning out to be no different and may have worsened immigrants' economic and social situation. Immigrants and refugees reported that due to the pandemic, there would be a significant impact on their likelihood to meet financial obligations for the procurement of basic life needs.

Labour Market Impact

The Labour Force Survey (LFS) provides monthly data to analyze and evaluate recent immigrants' present labour market situation, both before and after the COVID-19 pandemic began. Recent data from LFS suggests that not only has there been a significant decline in employment for recent immigrants, but indications show that this was exacerbated during the pandemic (Hou & Picot, 2022).

It is not yet observed if the negative impact of the pandemic will irreversibly harm the current to long-term integration of newcomers and immigrants. It remains to be seen whether these populations will continue to be negatively affected at disproportionate rates.

Challenges Faced by Temporary Residents or Migrant Workers

The lack of support and access to services faced by temporary residents, in addition to precarious employment conditions, unsafe workspace, inadequate housing, and other challenges, clearly highlights the need to revisit Canada's support for these particular populations.

This is further brought home because, to try to meet its target, Canada has been sourcing many new permanent residents from the pool of temporary residents already in Canada.

Concerns About Violence in the Home During the COVID-19 Pandemic

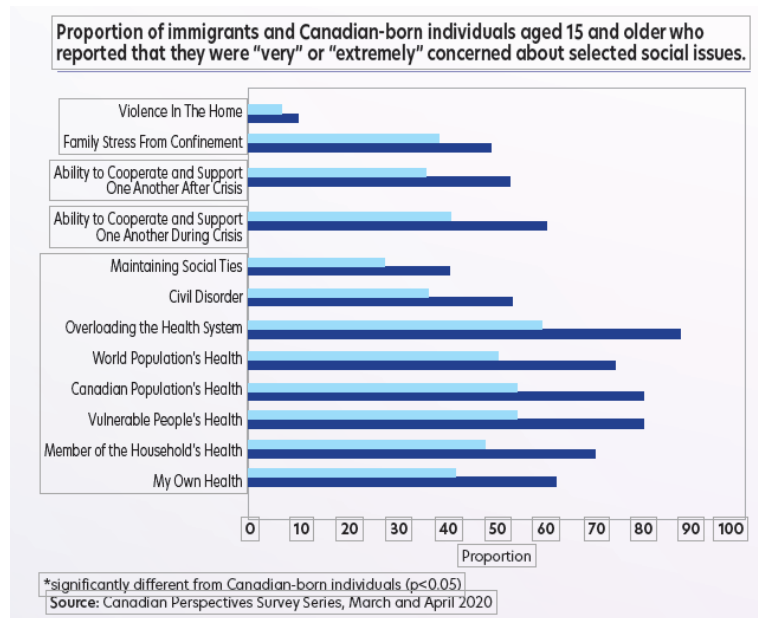
The definition of violence, as per the World Health Organization (WHO) (2022), is the intentional use of physical power or force, actual or threatened, against oneself, another person, or against a group or a community that either result in or has high chances of appearing in different forms of injury, from psychological hurt, social deprivation, physical dysfunctions and ill-development, to death. Intimate partner violence (IPV) is the most commonly used term to indicate a form of violence from one romantic partner to another.

Violence against women is well reported as a social construct, accentuating the difference in power distribution between men and women and other gender identities in society. Recent data reveals that violence against women accounts for one-quarter of all violent crimes reported to the police in Canada. As a whole, it represents one of the

most significant societal problems that hamper the health and wellbeing of individuals and communities. During the COVID-19 pandemic, increased cases of gender-based violence have been reported (The Learning Network, 2021)

In general, the COVID-19 pandemic has proven to be a factor in worsening social and economic inequalities. Though intimate partner violence is not particular to one culture or one group of people, it is also true that immigrant women, particularly those who transited through refugee camps and unsafe migration routes, have been exposed to a higher risk of violence. Further, the atrocities they have been subjected to make them less likely to trust authority figures, particularly the police. Thus, many gender-based violent crimes go unreported.

There is an urgent need to incorporate data examining gender that goes past observing differences between men and women, including factors that would help identify the complex issues particular to immigrant women, particularly refugees and those who came through unsafe migration routes.



COVID-19 by Race, Ethnicity, and Indigeneity (REI)

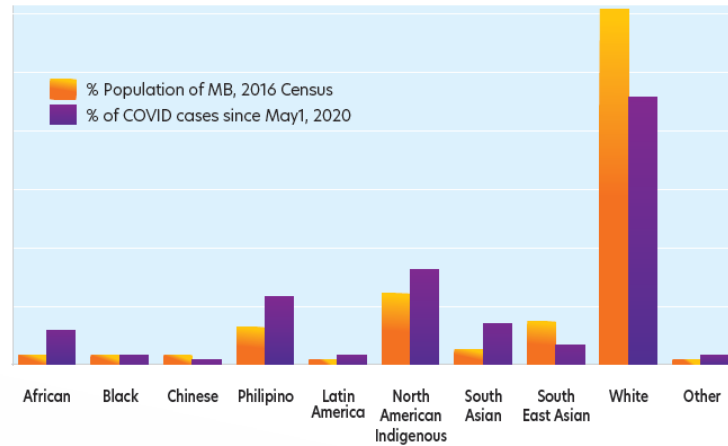
51% of people who have tested positive for COVID-19 in Manitoba from May 1 to December 31 self-identify as a member of a Racialized (the term BIPOC³ was used by the Government of Manitoba, 2021) community. This is 1.5-fold higher than expected, as 35% of people in Manitoba identify as Racialized (the term visible minority was used by Statistics Canada, 2017). This shows that COVID-19 is not equally distributed across population groups.

The graph below shows the share of COVID-19 cases by Race, Ethnicity and Indigeneity (REI) compared to the Share of People in Manitoba who belong to each group. This data tells us that some Racialized groups, specifically African, Filipino, Indigenous and South Asian, are overrepresented in the COVID-19 case count. In contrast, White people are underrepresented by 16 percentage points.

3 BIPOC is an acronym which refers to Black, Indigenous, and People of Colour. It is used selectively in this report when building from governmental data that utilizes the term. The bulk of this report relies instead on terms like Racialized, having consulted with community stakeholders who found the term BIPOC to be outdated.

Share of COVID-19 cases compared to the share of people living in Manitoba, by race, ethnicity, and indigeneity

(n=15,848;(May1 to December 31,2020)



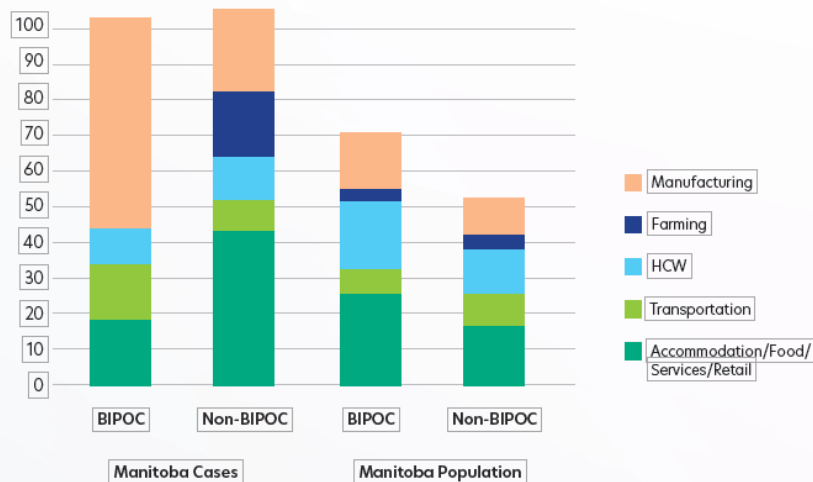
Contextualizing Disaggregated REI Data

To understand how race influences COVID-19 impacts, this disaggregated data must be contextualized with other factors such as occupation, income, and housing adequacy as examples of how Racialized experiences and opportunities impact this health outcome.

To better understand how COVID-19 rates by occupation affect different populations in Manitoba, we can look at how occupation varies by race, ethnicity and Indigeneity, as shown in Figure 3 (Government of Manitoba, 2021).

Figure 3 shows us that Black, Indigenous, and Racialized people are over-represented in the manufacturing labour sector, which has the highest rates of COVID-19 cases:

Figure 3: COVID-19 Case Occupations in BIPOC Versus Non-BIPOC Communities Compared to the Same Population in Manitoba [n=191 Cases]



- 59% of all COVID-19 cases in BIPOC communities in Manitoba report employment in manufacturing, a 3.3-fold increase over manufacturing among non-BIPOC community cases.
- 16% of the Manitoban workforce, members of a BIPOC community working in manufacturing are overrepresented 3.7-fold.

SNAPSHOT OF CANADIAN DEMOGRAPHICS

Systemic Racism:

The Root of Systemic Racism in Canada

Recent events have disclosed how historical and current traditions and the inter-generational impact of colonization persist in causing economic, social, and political divides in Canada.

Newcomer youth are at a particularly high risk of alienation in their new country. Societal ills, including racism, discrimination, and xenophobia isolate them from their peers at the age where social acceptance and connectivity are paramount for developing and being well balanced physically, socially, and emotionally.

Further, the roles in the newcomer family are quickly often reversed. The parents, who in the home country played the role of the breadwinner, see their importance quickly diminished in the new country where they neither speak the language nor possess the marketable skills necessary to be gainfully employed. The youth end up taking on some of these roles, including bringing in income and managing the household finances. The parental authority and prestige are diminished as a result, while the youth's goals such as academics, extracurricular activities, and other endeavors are moved to the back burner.

The youth may express these frustrations in different ways. Involvement in criminality and substance use may be used as an outlet for negative emotions. Not surprisingly, depression, anxiety and other forms of mental illness occur in newcomer youth at a higher rate when compared to the Canadian-born population. Mental illness further alienates the youth from their Ethnocultural groups, where mental illness remains associated with significant stigma.

Despite these challenges and many more, newcomers and refugees are resilient. They offer their strength, knowledge, skills, and lived experience to their new homeland. Newcomers are and will continue to be essential to Canada and Canadians' present and future. It is, therefore, in the nation's best interest that services are made available for their full integration in the Canadian fabric so that they may function at their full potential.

Impact of Racism on Social Determinant of Health

The rise in reports of racist incidents, particularly anti-Asian racism and Islamophobia, but also racism against immigrants in general, meant immigrant-serving organizations were facing additional barriers in ways to support their service users. Adding to this challenge, staff at such organizations often have only a basic, or even non-existent understanding and knowledge of how to address the impact of racial trauma or how to deal with these occurrences.

Likewise, gender diverse people and women experience intersecting marginalization due to gender discrimination. For example, immigrant women who work full-time annually earn an estimated 35% less than immigrant men (Sultana & Ravanera, 2020). Engaging in discourse on the economic future without effectively acknowledging this inequality would be inaccurate and incomplete. More than that, effective action must be taken to counter the historical and persistent examples of discrimination and inequality. In light of these realities, it is especially puzzling that only \$305 million, or less than 1%, of the government's COVID-19 subsidy went to the immigrants and minority communities (Department of Finance Canada, 2020). These were the same communities recognized to have been disproportionately affected by COVID 19.

Such skewed allocation of resources is only bound to perpetuate inequalities between Canadian-born residents and immigrants, particularly those who identify as Black or as otherwise Racialized. Systemic changes are required, and meaningful policy changes need to be implemented. Structural change must be backed by targeted funding to the initiatives working to advance the wellbeing of immigrants, particularly immigrant women who also endure gender-based barriers to their full participation in the economy and social life of their new country.



SETTLEMENT STRATEGIC PRIORITIES

Strategy 1: Coordination, Collaboration & Networking

Action 1: Engaging Ethnocultural Communities, Settlement Sectors and Mainstream Agencies

The Ethnocultural communities play a key role in responding appropriately to the needs of diverse newcomer groups. They serve as the first point of contact to newcomer individuals and families.

Ethnocultural communities play a key role in responding to the needs of diverse newcomer groups. These community organizations act as the first point of contact for individuals and families many of whom have newly arrived in the country. These communities are often culturally relevant to the communities they serve and often have a holistic and family centred approach to service delivery. Unlike other agencies operating in the social service delivery they do not subscribe to the mentality of working around business hours, Monday to Friday. Instead, they make themselves available 24 hours and are ready to promptly respond whenever the need arises.

They effectively connect newcomers with the service providing organizations or newcomer serving agencies they need, as well as helping to disseminate information in their multicultural languages to their respective members.

They are called upon when mainstream agencies want to build partnerships with specific Ethnocultural groups to develop targeted programming and promote unity among mainstream and newcomer communities. Ethnocultural groups excel at bringing together services in times of crisis.

Unfortunately, many Ethnocultural groups lack the human capacity and governance structure of a non-profit organization to apply for government funding. In 2017, IPW successfully facilitated partnerships among a selected number of Service Provider Organizations (SPOs) and Ethnocultural Communities (ECCs) where the former organizations apply for and receive funding from IRCC. The funds received are then handed over to each Ethnocultural community to run their own youth summer program for students aged six to 18 years old. This three-way joint partnership among SPOS, ECCS, and IRCC has been tested successfully in Winnipeg for the last five years. Aurora Family Therapy Centre acts as the hub for ten Ethnocultural youth summer program partnerships.

This collaboration and partnership enhances relationships between settlement service provider organizations and Ethnocultural groups, while further empowering Ethnocultural groups. Ethnocultural community groups are the backbone support for effective settlement and integration services to both settlement agencies and umbrella organizations.

Recommendations:

- Ethnocultural groups should be provided with sustainable funding beyond the short term or issue-based funding.
- Funders should expand the model of pairing Ethnocultural groups with established settlement agencies for the purpose of mentorship and capacity building, with an end goal of Ethnocultural groups to become self-sustaining.
- MANSO and IPW should coordinate efforts to share funding sources with the ECCs.
- Each settlement organization should seek partnership with at least one ECC.
- ECCM should make every effort to consult with equity, diversity, and inclusion experts to co-design and offer anti-racism courses to settlement and social sectors, business community and government

institutions.

- Winnipeg Regional Health Authority (WRHA) and other health related organizations should work collaboratively with the ECCM to ensure a culturally sensitive and trauma informed mental health framework is developed. The framework has to be developed with the knowledge that Ethnocultural groups might have shared cultural similarities surrounding the concept of mental health but that each Ethnocultural group will have unique differences in dealing with the concept of mental health.
- IRRC, other levels of governments, and community foundations should fund ECCM and/or ECCs.

Action 2: Engaging Indigenous & Newcomer Communities

The relationship between Canada and Indigenous Peoples is complex. Newcomers ought to gain a deep understanding of this relationship. Newcomers owe it to themselves and their new home to apply themselves to learning about the injustices perpetrated against the First Nations, Métis Nation, and Inuit and to learning about how those injustices influence their relationship with Canada now and in the future.

The Indigenous and newcomer communities face unequal access to the necessities of life, commonly referred to as the social determinants of health. These important factors, which include education, employment, housing, food access, and access to health services, are unequally distributed in Winnipeg, Canada and beyond. Indigenous people and newcomers often find themselves with the smallest portion of these precious resources compared to the general population.

The evidence does not yet support the assumption of kinship between Indigenous Peoples and newcomers. Indeed, there is plenty of anecdotal evidence of xenophobia and racism in the Indigenous communities towards newcomers. Vice versa, in the newcomer communities, there exists widespread negative stereotypes, misinformation, and racist ideas that were instilled into newcomer communities by non-Indigenous people. Indigenous Peoples have been labelled with these negative stereotypes ever since the early days of colonization. Newcomer individuals are exposed to these negative stereotypes and racist ideas upon their arrival, if not before by friends and family already in Canada, and in their first years of settlement. To help avoid this scenario, it requires some well-thought-out initiatives to be taken to bring these communities together for mutual learning, cultural sharing, and bridge building.

Knowledge sharing between Indigenous and newcomer communities is already happening; it just needs to be expanded to a larger scale. For example, some newcomer serving agencies have started including Indigenous land-based teachings into their newcomer settlement program curriculum. Other agencies have started traditional parenting classes, including Western attachment theories and traditional parenting from Indigenous and various newcomer perspectives. For instance, IPW's innovative work with Indigenous stakeholders in developing an Indigenous Orientation Toolkit (IOTK) will educate newcomers on Indigenous history, culture, and the current landscape of Indigenous issues. This particular tool is meant to begin the education process and act as a jumping-off point for newcomers to further explore and increase their knowledge of Indigenous Peoples. **It also aims to foster positive relationships between Indigenous and newcomer communities through education and understanding, and by building bridges through mutual grounds and human connection.**

Recommendations:

- Strengthen and formalize knowledge sharing initiatives which are already occurring at the grassroots level. These include but are not limited to field trips, settlement and language programing, and other shared activities between newcomer and Indigenous communities.
- Each and every settlement agency should use the toolkit developed by IPW and/or any other available

- resources to educate their staff and clients about Indigenous history, culture, and current issues.
- Any program or project intended to involve the Indigenous community should be created and implemented with full participation and oversight of at least one person from the Indigenous community. It is further recommended that a council be established for this oversight reflecting various Indigenous voices and perspectives.
 - The settlement sector and IPW should initiate and support an Indigenous and Newcomer Welcoming Group (INWG). The INWG would partake in the reception of newcomers at airports and/or perform a welcoming ceremony for newcomers within their first month of stay in Manitoba.
 - In order to promote unity, mutual understanding, and social connections, it is recommended that newcomers and settlement agencies find sincere ways to learn about Indigenous Peoples and join in annual events that highlight Indigenous history and cultures, such as National Indigenous Peoples Day, an annual event celebrated on June 21. Joining in on such celebrations would allow for each community to highlight each other's culture and strengths, as well as consolidate existing relationships while building new ones both at the individual and organizational levels.
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Strategy 2: Settlement & Integration

Action 1: Welcoming Package & Orientation

According to a report by Statistics Canada, one out of four people living in Winnipeg was born outside of Canada (Varrella, 2021). This increase puts pressure on the settlement agencies to increase the number of services and opportunities provided to newcomers upon their arrival. The provincial government has also been working to achieve balanced provincial dissemination of newcomers, immigrants, and refugees within its regions.

In Canada, excluding Quebec, there are over 500 agencies providing immigrant settlement services that are funded by IRCC. These organizations are referred to as newcomer settlement agencies and have a proven expertise in settlement services focusing on settlement and integration of newcomers to Canada. Further, settlement agencies in some cases are led by people who were newcomers and refugees at one point. The lived experience, dedication, and passion that these individuals bring to the table is invaluable in supporting newcomers to smoothly navigate the integration process. Ethnocultural groups, faith-based organizations, and private citizens offer financial assistance, in kind donations, and volunteer their own time and skills to help newcomers settling in Winnipeg. In addition, settlement agencies may benefit their communities by offering barrier-free access to services, such as offering services outside the traditional office hours of 9 am-5 pm to offer evening and weekend programming.

Despite the available expertise in and out of the not-for-profit sectors, there is a lack of a centralized repository of information tailored to the newcomers coming to Winnipeg and many struggle to navigate where to go for services. There is a large discrepancy in information received by new immigrants depending on which agency has helped in their settlement. For example, depending on its area of expertise one agency may provide up to date information in one area, healthcare for example, while another settlement agency provides old information or no information at all. There is also a segment of newcomers who do not access services at all, whether it be because they are unaware of them, have difficulties obtaining them, or are ineligible for services. Manitoba Start recently launched their Arrival Advisor App to assist newcomers with knowing which services are available in Manitoba. More tools like this are needed to support newcomers in their settlement navigation.

More than 30,000 Winnipeggers have French as their mother tongue while approximately 80,000 people in Winnipeg speak French fluently Chavez (2009). The Francophone population in Winnipeg is also aging with 40% of them being 55 years old or older (ibid). Immigration is therefore paramount for the Francophone population to maintain its vitality.

Recommendations:

- The settlement sector in Winnipeg should further develop accessible tools that act as repositories of programs available to newcomers including criteria for each service.
- The settlement sector should increase opportunities for Winnipeg service providers to engage with newcomers and share information about their services available in the community.
- IRCC should fund Settlement agencies (ZONE providers) to develop multilingual orientation videos with standardized information showcasing all the settlement services offered in various neighborhoods.
- The settlement sector, including both direct and indirect service providers, should develop fact/information sheets addressing various topics relevant to under-served newcomer populations.
- Expand funding to increase the number of settlement agencies that provide services to Francophone communities.
- Opening discussions with Francophone newcomers to better understand their specific needs and how they can be met to promote retention of this population.

Action 2: Youth

Newcomer youth are at a particularly high risk of alienation in their new country. Societal ills, including racism, discrimination, and xenophobia isolate them from their peers at the age where social acceptance and connectivity are paramount for developing and being well balanced physically, socially, and emotionally.

Further, the roles in the newcomer family are quickly often reversed. The parents, who in the home country played the role of the breadwinner, see their importance quickly diminished in the new country where they neither speak the language nor possess the marketable skills necessary to be gainfully employed. The youth end up taking on some of these roles, including bringing in income and helping to manage the household finances. The parental authority and prestige are diminished as a result while the youth's goals such as academics, extracurricular activities and other endeavours are moved to the back burner.

The youth may express these frustrations in different ways. Involvement in criminality and substance use may be used as an outlet for negative emotions. Not surprisingly, depression, anxiety and other forms of mental illness occur in newcomer youth at a higher rate when compared to the Canadian-born population. Mental illness further alienates the youth from their Ethnocultural groups, where mental illness often remains associated with significant stigma.

Despite these challenges and many more, newcomers and refugees are resilient. They offer their strength, knowledge, skills, and lived experience to their new homeland. Newcomers are and will continue to be an asset for Canada and Canadians' present and future prosperity. It is, therefore, in the nation's best interest that services are made available for their full integration in the Canadian fabric so that they may function at their full potential.

Recommendations:

- Youth, Ethnocultural communities and settlement service providers should work together to find positive and supportive ways to strengthen communication between youth and their families.
*See recommendations under Strategy 5. Action 1.

Action 3: Access to Culturally Appropriate Mental Health Services

Research reveals the mental health requirements of culturally diverse newcomers is a rising concern (Virgo Planning and Evaluation Consultants Inc., 2018). The 'healthy immigrant effect' is a theory which asserts that

while immigrants enter the country with greater levels of health than the local populations, this health benefit gradually declines after settling. The primary reason for this weakening health has been credited to the stress factors of post migration, settling into the region, and to the racial and gender discrimination faced by newcomers.

Barriers to access mental health services put newcomers, who are already vulnerable in Canadian society, at an exceedingly disadvantaged position with regards to equitable access to services. Many newcomers have expressed service hesitancy due to the lack of culturally sensitive providers. Other barriers to accessing mental health services include language proficiency, level of education, cultural and religious values, wait times, and discrimination.

One challenge is that mental health issues are often stigmatized in many cultures. In many cultures, accessing a psychologist or other mental health specialist can be seen as taboo and newcomers may feel that even undergoing an assessment could harm or negatively impact their family reputation.

Recommendations:

- To secure appropriate financial resources and partnerships to implement vital mental health services that offer barrier-free access to services.
- Federal and provincial government to collaborate in funding settlement organizations to develop culturally appropriate mental health programs that are supportive and culturally sensitive.
- To offer effective and equitable mental health services, the settlement sector should ensure that all mental health services are delivered in a culturally appropriate fashion. Efforts should be made to seek providers from the Ethnocultural communities possessing the relevant expertise and lived experiences.

Action 4: Community Safety

Given the absence of a comprehensive government database concerning aggregate data of newcomers and Racialized persons entering the justice system, an excessive number of cases of police brutality in Canada, as well as variable accounts of incidents reported, CBC News developed its own database called Deadly Force (Marcoux & Nicholson, 2017). Researchers undertook an extensive examination of such cases to determine who the victims were and established their profiles (Marcoux and Nicholson, 2018).

A systematic study conducted across Canada shockingly demonstrates that many cases of police brutality were found to be against Indigenous and Black people (Marcoux and Nicholson, 2018). Similar probes found that Black and Middle Eastern people were more than likely to be stopped by traffic police without concrete grounds. Another research study investigating people killed in police encounters found that more than half the victims were suffering from mental illness and substance use (Singh, 2020).

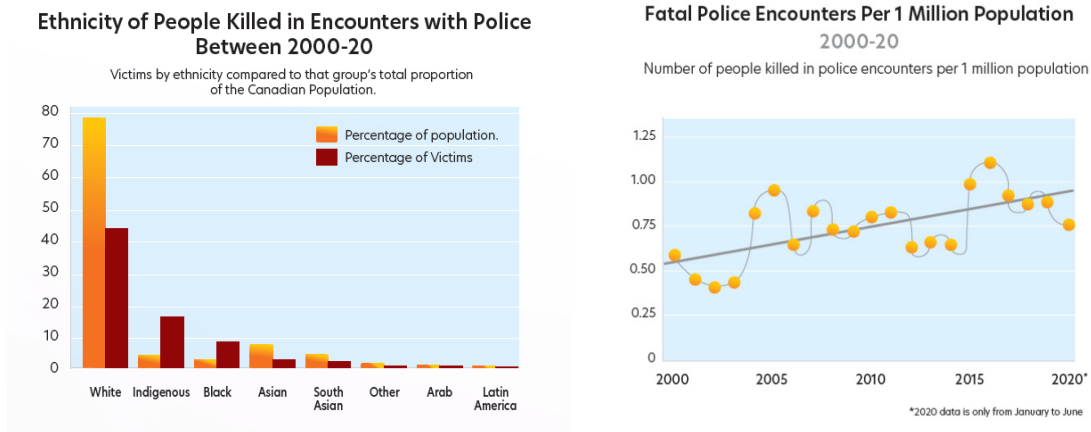
Accumulating this sort of data is essential for efforts to study police behaviors and conduct detailed investigations to hold police accountable (Laming 2020).

These unfair practices are deeply rooted in society as a whole, and change cannot be expected without the systematic overhaul of the police and societal and cultural norms. Racism, discrimination, mental health, and substance use are some of the challenges which deserve to be openly discussed, acknowledged and dealt with responsibly. The City of Winnipeg has had its share of cases involving excessive use of force by the police or even outright police brutality. To this day, there are credible reports of over-policing of Racialized and Indigenous youths by the Winnipeg Police Annable (2020). As a result, the trust between the Winnipeg Police and the youth from these communities and the agencies serving them is fragile, if not absent.

Efforts have been undertaken to restore cooperation and trust between the Winnipeg Police and the communities they serve. One of the initiatives implemented to do just that is the UMOJA (the term Umoja means unity in the Swahili language) Project. The project's intended goal was to create a strong network between community members, law enforcement, government, and community agencies working in Winnipeg. Unfortunately, despite its noble goals, the UMOJA project is currently inactive. If trust is to be restored and maintained between the Winnipeg Police and the communities they serve, concrete action must be undertaken. These initiatives will have to be more than just cosmetic but truly grassroots in nature, created and led by Indigenous and Ethnocultural communities with lived experiences or agencies led by Indigenous and Ethnocultural leaders who understand the challenges facing their community members and can act as a community bridge and connectors.

So far, the Winnipeg Police's response to its heavy-handed approach when dealing with Indigenous and Racialized youth has been an unwavering assertion that its police officers are highly trained to handle all kinds of crises and only use the least amount of force necessary with any members of the public regardless of their demographic characteristics.

Yet, the evidence shows that in Winnipeg, as in the rest of the country, an in-depth review of policing practices is overdue. Only then can a genuine discussion take place and true change begin.



Recommendations:

- Establishing a police governing body with full civilian participation and oversight. The governing body should have the authority to conduct investigations, lay out specific disciplinary actions, and include criminal charges if indicated.
- The inquiry reports reviewed by the police governing body should be made public to ensure transparency and to help rebuild public trust in the police.
- Given multiple concerns of racial bias, prejudice, and outright racist behaviour by some members of the Winnipeg Police, ongoing training on anti-racism practices must be included as part of the HR policies governing the police force.
- Hiring an independent firm that would conduct an organizational racial equity and diversity inclusion analysis of the WPS. The independent body would make recommendations of changes to current policies which foster inequality and unfairness in policing.

Strategy 3: K-12, Adult, Post-Secondary & Language Education

Action 1: K-12 and Adult Education

Parental Involvement

For many newcomers, immigrants, and refugees that are coming to Canada to settle, education is highly valued. However, the way parents interact with their children's educational pathway once they are in Canada can be very different and a stark contrast to that of their country of origin. In a Canadian context the expectation for parents to be actively involved in their child's educational pathway is very high. For newcomer, immigrant and refugee parents a variety of factors may emerge that hinder their ability to actively participate, such as:

- Due to language barriers, parents do not always feel welcomed or comfortable in the schools where English is spoken and may feel self-conscious about communication.
- Some parents may feel that there is a lack of recognition of traditional knowledge in the Western education system and therefore they do not feel their knowledge is valued and thus do not share it or feel connected.
- For older children, back home they may have been very independent and had begun to work in their early teens to help support the families or assist in the home. Going back to school may be a huge transition for them. Parents treat these older youth as adults and therefore do not see it as their role to be connecting with teachers.
- Furthermore, newcomer parents have other obligations that may occupy their time, such as going to English classes during the day or working full time at night, and do not always have time to participate actively with the school, especially for older children.

Older Youth with Interrupted Schooling

As mentioned previously, in some cultures young people of a certain age are expected to provide income support to the family as opposed to gaining a Western equivalency of a high school diploma. This can cause youth that settle in Canada to have extended periods of absence from their learning pathways. The Western school system is designed to place the youth in their respective school grades based on their age and not their academic abilities. Further, each year they are moved one grade higher whether they meet the full academic requirements or not. Lacking the academic level to compete with their peers, they are directed towards what is referred to as the E credits system. These E credits lead to an alternative academic pathway which is deemed too low by most postsecondary institutions. Youth are left feeling that they are not receiving adequate education. Regardless of level of ability, they are made to feel pushed through the system and are left without the prerequisites needed to move into higher education. Students graduate with a 12G or 12E credit, rather than a 12S credit, which prevents them from pursuing certain post-secondary education pathways and thus limits their chance of finding gainful careers. Students may then end up in low-skilled, low-paying employment or may need to go back and upgrade at adult education or private courses that can be quite expensive.

Representation and Accommodation

Some newcomer, immigrant, and refugee students are reporting to peers, parents, and community leaders that they have experienced either a lack of cultural understanding or what can be categorized as instances of direct racism from some school staff and administration in their respective divisions. When these instances of racism and discrimination occur, students are not seeing representation of themselves in the teaching staff and administration in their schools and feel as though they have no allies to turn to if or when issues arise.

Many teachers have a lack of understanding about the realities of newcomer students. It is not simply EAL teachers that work with EAL students – gym, art, music teachers, and subject matter experts also work with EAL students and do not always have the cultural competencies to support and empower their students as learners. Content teachers may not have the tools or training to support EAL students – especially those with basic literacy skills or who are at the foundation level. Newcomer and Racialized youth have told us about the experiences they’ve had in educational environments. They have shared that there are some excellent inclusion policies in place, but it sounds like they are not being applied consistently across the board and that perhaps more education and cross-cultural training is required for all staff including, physical education teachers and sport coaches. Moreover, with a rise in Islamophobia in Western nations, specific training on Islamic practices and traditions may be beneficial.

Students experiencing challenges in school due to language barriers or challenges related to being unable to make connections at school may feel intimidated to approach teachers and administration staff that do not share a familiarity or commonality with. Thus, having teaching and administration staff that represent the student population is integral for the success of all students.

Recommendations:

- IRCC should make available sustainable funding for additional academic enrichment programming (i.e. after-school, summer classes) geared towards youth whose language skills are below grade level to allow them to catch-up.
- Regulate the use of the E Credits across all school divisions. Timely assessments need to be conducted to ensure students are meeting literacy and academic requirements to transition out of EAL to mainstream classes.
- School Divisions must invest in collecting race-based data to learn about their hiring trends and practices for their teaching and administration staff.
- School divisions must commit to creating equitable hiring policies to ensure representation amongst their staff.

Action 2: Post-Secondary Education

English as an Additional Language (EAL) is not yet recognized as a teachable and due to this issue many EAL teachers do not have the specialized skills and competencies required to properly educate a wide variety of EAL learners, especially those with low literacy and interrupted schooling. The current training for EAL teachers in Manitoba is meant for Adult EAL learners and EAL training is not mandatory for those that teach it within the K-12 system. This leaves many teachers ill-equipped to successfully teach and support their EAL learners in the EAL or grade-level classroom.

The 150 credit hours of courses required for certification in Manitoba includes a certain amount of credit hours in teachable subjects. Future teachers must declare a teachable major and minor. By making EAL a teachable subject, future teachers would be encouraged to specialize in EAL by allowing them to have this subject as their teachable major or minor. EAL educators have advocated for this policy change for almost two decades, with several other provinces having adopted EAL as a teachable.

Many of the teachers that currently have responsibility for EAL learners or are designated as EAL teachers have no prior EAL or second language teacher training. The development and implementation of an EAL specialist certification would ensure that teachers who are already certified in Manitoba and who are teaching EAL learners are appropriately trained, knowledgeable, and effective teachers to newcomer learners.

The EAL specialist certification would likely require some form of post-graduate study combined with a successful experience in EAL school settings.

In 2013, Teachers of English as an Additional Language (TEAL) presented a detailed proposal to the Teacher Education Certification Committee (TECC) for an EAL Teacher's Certificate. In 2014, they received a letter from the Minister of Education saying that while the proposal had merit, it would not go forward at this time. Despite this lack of support, TEAL began to work on a post-baccalaureate (post-bac) in EAL for K-12 learners and started their first cohort with participants from the Louis Riel and St. James school divisions. While the post-bac provides teachers with grounds for a higher classification, it does not give them any special recognition from the Manitoba Teacher Certification Branch.

Recommendations:

- The Province of Manitoba needs to work with all of the major universities to ensure that EAL becomes a teachable subject in the Faculties of Education.
- Mandatory course work in trauma informed practices, as well as cross cultural training should be taken at the BA level.

Action 3: Language Training

English and French Language Training programs, such as EAL and Language Instruction for Newcomers to Canada (LINC), play an important role in helping newcomers increase their English and French proficiency to enter the job market or education system. This is crucial as it helps with professional advancement and social integration. Basic tasks, such as taking the bus, shopping for groceries, going to the doctor, and socializing become significant challenges when one is not able to converse in English and French.

While EAL classes exist in Winnipeg and support many newcomers to gain English language skills, some newcomers who have not had formal education and have low literacy levels, even in their own native language, and can struggle to succeed in some of these programs. Unfortunately, many language programs do not take into account the diversity of education within the newcomer population, leaving many behind. Newcomers who do not learn more than basic English language skills are often stuck in low-paying jobs with little opportunity for advancement and often without benefits.

French language classes are provided by St. Boniface University and are available for free for permanent residents. Many newcomers will take these French classes to assist with their ability to speak in both official languages, which can assist in their employability in Winnipeg.

Additionally, both newcomer job seekers and employers have identified low levels of language proficiency in English as one of the most significant barriers to hiring and retaining newcomer employees. Communication is key to successful employment; employers stressed this especially in positions that require a high degree of safety measures. Therefore, language training for employment purposes is key to supporting successful settlement of newcomers in Winnipeg.

Recommendations:

- IRCC and the Province of Manitoba should fund multi-approach language training programs which support newcomers with low levels of formal education.
- IRCC and the Province of Manitoba should fund language training providers to increase access to their classes by offering accommodations and supports to access classes such as child-care services, classes at different times of the day to accommodate shift workers and those whose availability is limited due to competing responsibilities, hybrid learning options, etc.
- IRCC and the Province of Manitoba should fund multi-approach language training programs for

employment purposes. Some examples include: language training in the workplace, job specific language training programs, CLB 5-9 classes, etc.

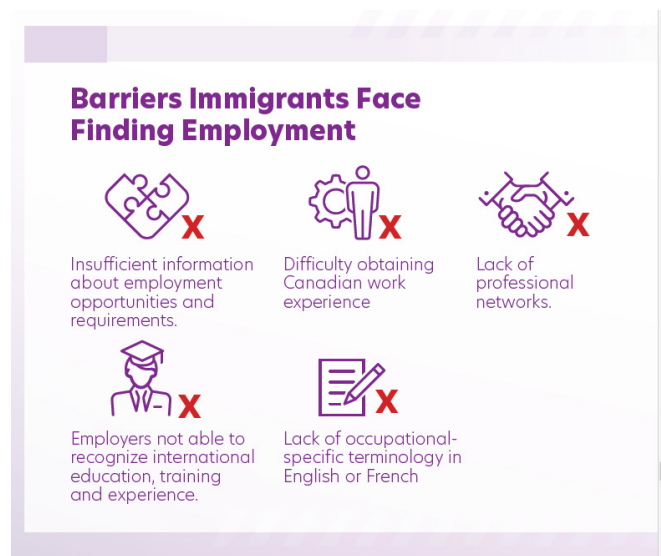
Strategy 4: Labour Market Integration

Action 1. Access to Employment and Retention to Newcomers

Newcomers, immigrants and refugees in Canada face unemployment and under employment in comparison to their Canadian born counterparts. The unemployment rate for Canadian immigrants in 2019 was the highest in those who had lived in the country for five years or less. The unemployment rate significantly decreased the longer someone had lived in the country, and unemployment was at its lowest point among those who had lived in Canada for more than ten years, coinciding with the average unemployment rate for the entire country (Statista Research Department, 2021).

Unemployment and underemployment are a long-standing issue for the immigrant population. Multiple data from Statistics Canada shows that there is a high number of immigrants with university degrees who are employed in entry-level jobs requiring little to no education (Statistics Canada, 2009).

Unemployment and underemployment are a long-standing issue for the immigrant population. Multiple data from Statistics Canada show that there is a high number of immigrants with university degrees who are employed in entry-level jobs requiring little to no education (Statistics Canada, 2009). The COVID 19 pandemic and the disruption it caused in the job market shed a bright spotlight on this very issue. There were various reports of a job loss of employment disproportionately affecting the immigrant population. Being new on the job alone does not explain such high discrepancy in the disfavour of the immigrant population as it is reported that the employment loss affected those who had held their positions for a number of years as well.



There are many barriers to employment that newcomers, immigrants and refugees face. While some of these barriers are related to the need to gain an understanding about Canadian workplace culture and improving language proficiency, other barriers are related to perceptions held by employers towards newcomers, immigrants and refugees or outright discrimination towards them. Newcomers have identified that language, lack of Canadian work experience, job specific and essential skills training opportunities, credential recognition barriers, and discrimination have created substantial barriers to them securing employment.

Another significant barrier that newcomers have to overcome is the enduring belief that Canadian education is far superior to education acquired abroad, particularly if the education was acquired in a non-Western country. Unfortunately, while this belief is not grounded in reality, it is still held by many employers.

It is well-documented that immigrants who complete their education in Canada receive higher earnings and better positions than their counterparts who acquired their education solely abroad. Thus, not surprisingly, a Canadian degree is often obtained for the sole purpose of increasing the value of a foreign obtained education.

The enduring belief in the superiority of Canadian credentials meets the criteria of employment discrimination and even cultural or racial bias. It can be defined as a discriminatory employment practice based on origin and birthplace rather than qualifications and productivity.

After overcoming the challenge of securing employment and perhaps getting one's foreign credentials recognized in total or in part, career advancement remains a major challenge. The City of Winnipeg's share of newcomers in middle management is minuscule, similar to the rest of Manitoban employers. Limited career advancement opportunities contribute to Manitoba's overall poor retention of immigrants compared to other Canadian provinces.

The integration of newcomers in the labour market is likely to become an even more salient issue as Manitoba, Canada, and the whole world start entering the post-COVID 19 recovery. A successful recovery will without a doubt have to include all those who are able and willing to work. A solution to the well-documented issue of underutilization of immigrant's skills and knowledge will have to be found.

The issue of human capital waste came to the forefront during this pandemic when virtually all Canadian jurisdictions' healthcare systems found themselves in dire need of healthcare professionals for direct patient care, testing, and contact tracing. While it is well known that there are scores of foreign-trained health professionals currently in Canada, they are not licensed to practice the professions for which they were trained. Many of them were granted permanent residency in Canada as skilled workers.

The healthcare system is far from being the only sector guilty of this wastage of human capital; many other professional sectors are guilty of this type of misuse. Any steps towards solving this endemic issue will have to involve the different regulatory bodies for the professions in question. These professional organizations should play a role in designing a fair and simplified mechanism of assessing the credentials of foreign-trained professionals. Testing and additional training should be provided in an impartial, timely, and streamlined fashion.

A completely new perspective to newcomer employment is required, one that includes a wraparound model that will help newcomers acquire the knowledge, new skills, supports, and qualifications needed to succeed in the workforce to meet the increasing demand for labour in the future. It will also expand the social and financial wellbeing of individuals and their communities, adding to a greater quality of life in Manitoba.

Recommendations:

- All levels of government, the settlement sector, and the business sector should work together to develop employment programming aimed at reducing wage disparities in order to retain newcomers in the Province.
- IRCC, the Province of Manitoba, the settlement sector, regulatory bodies, and IEPs should work collaboratively to address barriers to credential recognition for IEPs.
- IPW should support the establishment of partnerships between employers, industry leaders, education centers, and settlement service providers along with government bodies to assist with generation of employment and training opportunities to meet the labour market needs.
- The Human Rights Commission of Manitoba should make the unnecessary requirement of "Canadian

Work Experience” a form of discrimination under the Human Rights Code.

- Settlement agencies should develop and foster positive relationships between employers and newcomers to build trust, familiarity, and harmony to create opportunities for employment.
- Settlement agencies should encourage newcomer employees to sit on boards of directors of other organizations and participate in policy making. These capacity-building opportunities will allow them to have a broader view of their careers and the business and social landscape. Since typically, the time committed is unpaid, efforts should be made to use flexible hours to minimize the financial burden on these employees of modest means.
- Settlement agencies and employers should collaborate on developing and implementing on-the-job training, support, and resources for the newcomer recruits to fill any skill gaps.
- Employers should examine internal policy and practices to recognize and remove potential barriers to hiring and retaining newcomers
- Employers should review job descriptions and requirements, hiring and recruitment practices, and certification criteria to ensure that these processes are impartial, equitable, inclusive and non-discriminatory.
- Employers should create opportunities for mentorship between newcomer employees and managers to provide them with exposure to the role of leadership.
- Employers should consider developing short-term contracts or paid internships if a probation period is deemed necessary to ascertain the suitability of the newcomer candidate.
- Employers should work with newcomer employees to design succession plans for career advancement, including professional development opportunities.

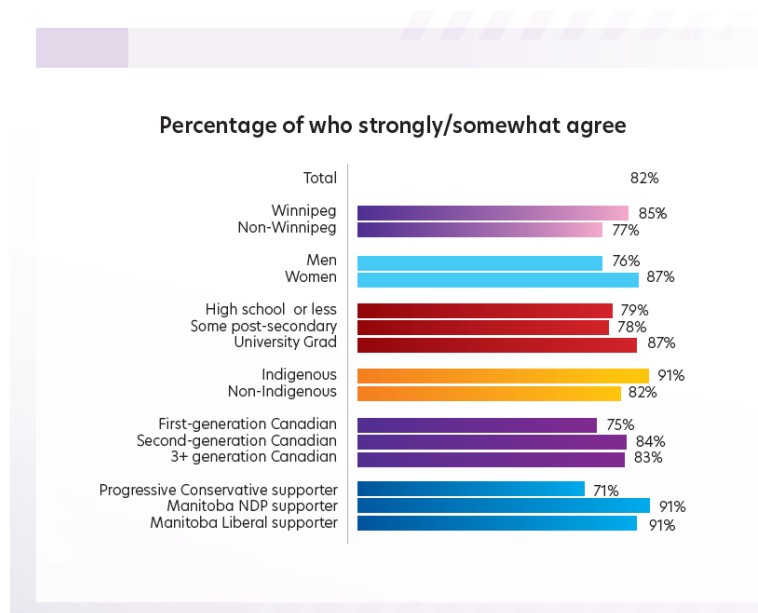
Strategy 5: Equity, Diversity, Inclusion & Anti-Racism

Action 1: Systemic & Structural Barriers

Recent events have disclosed how historical and current traditions and the inter-generational influence of colonization and the slave trade persist in causing economic, social, and political differences in Canada. There is plenty of evidence that Canada has not always lived up to its noble ideals when it comes to equality for all. Indigenous Peoples have paid the highest price as a result. As well, newcomers, particularly those who are Black or Racialized, continue to incur loss as a result of systemic discrimination.

The United Nations declared the International Decade for People of African Descent from the years 2015 to 2024. Although there has been some acknowledgment in Canada of this essential achievement, considerable investments in the account have not followed through. For example, in the 2018 budget, the federal government promised \$19 million for five years for mental health services for the Black community. Today, Black communities and immigrants are in need of more effective actions and substantial investments, such as noteworthy changes in the healthcare system and the economy, to address their needs.

According to a Probe Research survey conducted in Winnipeg, Manitoba (Probe Research Inc, 2020), more than 56% of Manitobans strongly agree that, in hindsight, they did some racist acts. On the other hand, 26% of Manitobans experienced some racist acts during the past year, this includes one-half of Indigenous respondents and one-third first generation immigrant respondents. On a broader level, more than eight-in-ten Manitobans agree the division between Indigenous and non-Indigenous citizens is a serious issue in Winnipeg, Manitoba.



Winnipeggers with different education levels show different attitudes about the issue of racism in Manitoba. Similarly, there are strong partisan divides, first-generation, and born in Canada divides on the racism issue. Similarly, those living in Winnipeg are more likely to feel racism is a major challenge than rural and northern Manitoba.

Racism and Discrimination in the Workplace

Research shows that in 2006, occupational focus in some sectors and wage difference led to 1.5 billion Canadian Dollars in losses for Black Canadian workers (Fearon & Wald, 2011). In addition, a report from Statistics Canada found that during their job search in 2014, 13% of Black people faced discrimination in their job search in comparison to 6% of non-Black people (Health Canada, 2020). This translates into fewer economic and social opportunities for new Canadians and it further widens the gap between Canadian born and immigrants when it comes to rates of employment, rates of savings, and the standard of living. These negative outcomes extend beyond finances to include child and family services involvement, rates of school dropout, police involvement, and lack of access to adequate housing. A systematic overhaul is therefore needed to re-establish balance and fairness. There is conclusive evidence that people from the Indigenous and immigrant communities, particularly the Black immigrant community, are over represented in the incarcerated population. Though this sad reality may be multifactorial, the over policing of these communities is thought to be one of the major drivers of this imbalance.

Racism, Discrimination and the Pandemic

The pandemic has further highlighted the compounding inequities and marginalization many minority communities have been experiencing. The inequities include but are not limited to: the rising rates of gender-based violence and intersectional impacts for 2SLGBTQ+ community members. It is crucial to urgently address the needs of the immigrants, minorities, refugees, migrant workers, and other vulnerable newcomer groups facing even higher inequality from COVID-19 in the light of systemic racism.

The rise in reports of racist incidents, particularly anti-Asian racism and Islamophobia, but also xenophobia and racism against immigrants in general, meant immigrant-serving organizations were facing additional barriers in ways to support their service users. This was made even more difficult as many staff had little to no understanding or experience with supporting individuals dealing with racial trauma and were not equipped or supported to deal with these occurrences.

Likewise, gender diverse people and women experience intersecting marginalization due to gender discrimination. For example, immigrant women who work full-time annually earn an estimated 35% less than immigrant men (Sultana & Ravanera, 2020). Engaging in discourse on the economic future without effectively acknowledging this inequality would be inaccurate and incomplete. More than that, effective action must be taken to address the historical and persistent examples of discrimination and inequality. Given these realities, it is especially puzzling that only \$305 million, or less than 1%, of the government's COVID-19 subsidy went to the immigrant and minority communities, the same communities recognized to have been disproportionately affected by COVID-19 (Department of Finance Canada, 2020).

Such skewed allocation of resources is only bound to perpetuate inequalities between Canadian-born and immigrants, particularly those who identify as Black or Racialized. Systemic changes are required and meaningful policy changes need to be implemented. Structural change must be backed by targeted funding to the initiatives working to advance the wellbeing of immigrants, particularly immigrant women who also endure gender-based barriers to their full participation in the economy and social life of their new country.

Lack of Supports for 2SLGBTQ+ Newcomers

Newcomers, immigrants and refugees who are part of the 2SLGBTQ+ community face intersecting barriers to their settlement experience in Winnipeg that are compounded by the lack of safe services and support tailored to their needs. While there are a couple 2SLGBTQ+ service providers, such as Rainbow Resource Centre, that have meeting groups for 2SLGBTQ+ newcomers, there are no settlement service providers in Winnipeg that have tailored programming and supports for this community and IRCC and the Province of Manitoba both do not fund any programming specific to this community.

Recommendations:

- IRCC and the Province of Manitoba should create a pathway to permanent residency for temporary migrant workers whose skills and experience are highly valued by Canadian employers while in short supply from within the Canadian workforce.
- IRCC, the Province of Manitoba, and Community Foundations should allocate additional funding to have more specialized settlement agencies provide tailored and safe services for vulnerable newcomer populations, particularly 2SLGBTQ+ newcomers and newcomers impacted by gender-based violence.
- The Province of Manitoba should mandate that public services, including child and family services, housing, and the education system, work in collaboration with settlement agencies which have a deeper understanding of newcomers' needs, barriers, and ways to support them in order to limit usage of punitive actions such as child apprehension, housing eviction, and school suspensions.
- MANSO & IPW should commission a research project on settlement organizations to review human resources practices including pay equity for agencies and business hiring Racialized workers and temporary workers with recommendations on best practices.
- IPW and community partners should run anti-racism campaigns to raise awareness about racism experienced by newcomers and address root causes of racism.

Action 2: Promoting Equity, Diversity & Inclusion

More than ever, racial discrimination and inequality are at the forefront of public discourse. In Canada and elsewhere, several violent incidents have sparked large protests and loud calls to end intolerance, discrimination and racism. It is increasingly becoming apparent that systemic racism is deeply rooted in our society and its norms. Therefore, it is the right time to ensure that organizations we depend on for key community services are impartial and unbiased.

Government administrations have an important part in the country-wide efforts towards eradicating racism. They are accountable for ensuring people in Canada benefit openly and in the same way from government services and programs.

Recommendations:

- IPW should develop public awareness campaigns that promote positive attitudes towards newcomers and immigrants among established Canadians.
- IPW should develop initiatives that highlight the positive achievements and contributions of newcomers and immigrants' contribution to Winnipeg's growth.
- Settlement agencies serving Racialized communities should reflect the populations they serve. Ensuring that the majority of the leadership, board of directors, and senior management should be made of Racialized individuals with lived migration experience. In addition, substantial efforts to recruit from this population should be objectively documented and made accessible to the public. This is to avoid tokenism and other disingenuous window dressing practices.
- All settlement agencies should adhere to an anti-racist code of conduct not only on paper but throughout their operations both internally and externally, including ongoing training.
- All settlement agencies should develop, implement, and adhere to anti-racist policies, frameworks, and practices that promote a positive racial equity, diversity, and inclusion workforce.

CONCLUSION

This local settlement strategy highlighted several areas in which Immigration Partnership Winnipeg (IPW) can continue working with settlement organizations, government agencies, and other stakeholders to improve the process for newcomer settlement and integration. The report highlights key barriers faced by newcomers, immigrants, and refugees in their settlement and integration journey and offers suggested recommendations in order to address those barriers such as systemic racism, lack of economic integration, and rampant mental health issues.

Multi-sectoral collaboration and strong partnership will enhance the capacity of the existing newcomer serving agencies while creating a pathway for developing new innovative programs to tackle the barriers highlighted throughout this report.

GLOSSARY OF TERMS

This settlement strategy will focus on immigration trends and the newcomer experience, an analysis of the newcomer-serving agencies in Winnipeg, and recommendations for service provision, policy, and research. Throughout this document, the term ‘newcomer’ and ‘immigrant’ will be used interchangeably to represent individuals with the following immigration status: Permanent Resident, Refugee, Refugee Claimant, Temporary Foreign Worker, Naturalized Citizen, and International Student.

Convention Refugee: A migrant outside their home country fears returning to it based on threats of prosecution based on their race/religion/sexuality/membership to a social or political group.

Co-op/Internship Work Permit: International students studying in Canada who wish to participate in an internship or co-op must apply for a work permit in addition to their study permit.

Economic Class: Category of immigrants selected to contribute to the Canadian economy through their own business, skilled labour, or other experience or asset.

Foreign Student: A temporary resident attending class or study and is legally entitled to stay in Canada for a temporary basis.

Permanent Resident: A newcomer who has legally immigrated to Canada but is not yet a citizen.

Privately sponsored refugee: A migrant outside Canada who has been deemed a convention refugee or member of the Asylum class and will receive financial support for one year after their arrival.

Protected person: Newcomer who has been granted Convention refugee status or a person of similar circumstances by a Canadian visa officer outside Canada, or a person who has a positive pre-removal risk assessment.

Provincial or territorial nominee: Nominees of the Provincial Nominee Program are immigrants with skills or experience and are nominated by the host province or territory.

Migrant Worker: An Individual who moves to another country to find seasonal or temporary employment.

Indigenous Peoples: In Canada, this refers to people who are First Nations, Inuit, or from the Metis Nation.

Refugee claimant: An individual who has applied for refugee protection status while in Canada and awaiting a decision from the Immigration and Refugee Board of Canada.

Temporary Foreign Worker Program: The program allows Canadian employers to hire foreign workers to fill short-term labour and skill shortages when no Canadians fill the positions. Foreign workers hired through this program are called Temporary Foreign Workers.

Temporary Resident Permit: A permit that may be granted to a newcomer who does not meet the requirements to enter Canada according to Canada’s immigration law.

Work Permit: Document issued by the IRCC that allows an individual to work legally within Canada. It outlines what type of work can be done, for how long, where it will be done, and for whom.

Intersectionality: originally a term developed by Kimberle Crenshaw, intersectionality typically refers to the

complex and compounding forms of discrimination that intersect for women and gender diverse people, especially when these people are also racialized, economically marginalized, 2SLGBTQ+, disabled, and/or coming from other identities that experience structural inequality. For example, Crenshaw was concerned with the specific ways that sexism and racism intersected for Black women in the United States and negatively compounded their experiences of discrimination in the job market and beyond. Intersectionality acknowledges the multiplicity of identities individuals may hold and emphasizes that different intersections lead to varying degrees of power and privilege for individuals and social groups in society.

Sexual Orientation Gender Identity Expression (SOGIE) Terms:

2SLGBTQ+ - this is an acronym that stands for Two-Spirit, Lesbian, Gay, Transgender, and Queer, all defined further below. The '+' (sometimes listed as *) gestures to many other forms of diversity in gender and sexuality, and can include asexual people, pansexual people (who may be attracted to people as individuals rather than based on their gender), non-binary people (who in a variety of ways may not identify with the man/woman gender binary), agender folks (who may identify as genderless or not having a gender), and more. Many variations of this acronym exist and are used by the community, and it is designed to be an umbrella term that is open-ended and inclusive, rather than an being exhaustive list.

Asexual - not sexually attracted to anyone and/or no desire to act on an attraction to anyone. Does not necessarily mean sexless. Asexual people sometimes do experience affectional (romantic) attraction.

Bisexual - attracted to people of one's gender and people of another gender(s). Two common misconceptions are that bisexual people are attracted to everyone and anyone or that they just haven't "decided." Often referred to as "bi."

Gay - generally refers to a man who is attracted to men. Sometimes refers to all people attracted to people of the same sex; sometimes "homosexual" is used for this also, although this term is seen by many today as a medicalized term that should be retired from common use.

Lesbian - a woman who is attracted to women. Sometimes also or alternately "same-gender-loving woman" or "woman-loving woman."

Queer - traditionally a derogatory term, yet reclaimed and appropriated by some 2SLGBTQ+ individuals as a term of self-identification. It is an umbrella term that embraces a matrix of sexual preferences, gender expressions, and habits that are not of the heterosexual, heteronormative, or gender-binary majority. It is not a universally accepted term by all members of the 2SLGBTQ+ community, and it is often considered offensive when used by heterosexuals.

Transgender – refers to anyone who does not identify with the gender they were assigned at birth.

Two Spirit - refers to a range of Indigenous approaches to gender diversity, sexuality, and corresponding social roles. The term was originally adopted in Winnipeg, Manitoba in 1990 at the Third Annual Inter-Tribal Native American, First Nations, Gay and Lesbian American Conference and is attributed to Elder Myra Laramee. The term originates from a translation of the Anishinaabemowin term *niizh manidoowag*, meaning two spirits. It is often used to refer to an Indigenous person who identifies as having both a feminine and masculine spirit, but can refer more broadly to an Indigenous person who expresses other forms of gender diversity or diversity in sexuality.

Gender Diverse - may refer to anyone who is not cisgendered, that is, someone who does not identify with the gender they were assigned at birth. Can include transgender, Two Spirit, non-binary, agender, gender queer, and other expressions of gender diversity.

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