

Immigration and Settlement in Greater Sudbury

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BASIC INFORMATION

Sudbury is located in the Canadian Shield and north of Georgian Bay. It is 483 km west of Ottawa, 390 km north of Toronto and 290 km east of Sault Ste Marie. It is a typical northern city with long cold winters and an average temperature of minus 13°C in January. Summers are generally hot and dry or humid and warm with average temperatures of 18°C. Spring and fall are short lived.

History

Sudbury emerged as a railway post in 1883 during the construction of the transnational rail line. Describing the history of development in Sudbury, Wallace (1993a) states that initially it was intended to be a temporary camp for railway workers and a permanent settlement in this area was beyond imagination because the terrain was “dominated by gigantic rock outcrops interspersed with extensive swamps and endless lakes” (p. 13). With about 3,350 workers Sudbury became the major construction site and a company town (Krats, cited in Wallace 1993a, 14). The discovery of rich mineral deposits, particularly nickel and copper, in this area paved the way for a city with sustained development. Many mining companies acquired land and started their operations in the mid and late 1880s and the population started increasing gradually.

Ashley Thomson’s research (1993a) shows that before being incorporated as a town in 1893, Sudbury was a part of McKim Township. Its population increased from 1,000 in 1891 to 2,027 in 1901. The community was mainly British (including Irish) and French, with some Jews, Polish, Finns, and other groups. The town was divided into a central business district, bounded by ‘French Town’ on the northeast and wealthier Anglo-Saxon community in the southeast. Lumbering was the oldest industry and vanishing forests were being replaced by agricultural farms, especially in the northeast. In a short span, mining became the major economic base of Sudbury (Thomson 1993b).

With fluctuations in demand for nickel, Sudbury’s economy experienced several ups and downs. The First World War increased the demand for nickel and copper, resulting in a greater need for labor. By 1921, Sudbury’s population increased to 8,621 (Bray 1993). After the First World War demand for nickel declined, but rose again in the mid-twenties resulting in the doubling of the population to 18,518 in 1931 despite “bouts of serious unemployment” (Gilbert 1993, 113).

Sudbury was the first city in Canada to emerge from the Great Depression of 1930s because of its nickel. It was a destination city for job seekers and experienced 74 percent growth in population during the thirties (Wallace 1993b). The Second World War had a great impact on its

economic, political, social and personal life. With an increase in demand for nickel during the war, new jobs were created. Mount (1993) asserts that Sudbury's population growth slowed down during the forties because of restrictions on immigration during the war and the departure of soldiers to war. In 1951, Sudbury had a population of 42,410 and of the 14,142 men in the labor force more than 8000 worked in mining and smelting.

High demand for labor coincided with population growth and urban sprawl. City boundaries expanded through amalgamation and annexation of the surrounding areas. Due to high rate of natural increase (2.9 percent a year) and positive net migration, population of the city increased to 80,120 in 1961 (Saarinen 1993). By this time Sudbury had also gained regional importance in the area of health and education (Saarinen 1993). Population growth continued in the sixties and reached 90,515 in 1971 (Hallsworth and Hallsworth 1993).

The Ontario Municipal Board restructured the municipalities in the Sudbury area and formed The Regional Municipality of Sudbury in 1973 comprising of the city of Sudbury and six surrounding towns. At the time of its formation Regional Municipality of Sudbury had a population of 162,700, which rose to a peak of 167,000 in 1977 and then dropped to 159,000 in 1981 (Buse 1993).

In 1979, workers of INCO, one of the major mining companies in Sudbury, went on strike, which lasted for nine months and jolted the city's economy. Another mining company Falconbridge also ceased its production. Employment in the two companies declined drastically from 17,632 in 1981 to 11,895 in 1984. This resulted in a high unemployment rate and an out migration of population. In 1982, 26.9 percent of the work force was unemployed (Wallace 1993c). All levels of government felt the need to diversify economy. Both federal and provincial governments started transferring some government departments to Sudbury. The city adopted an aggressive strategy to attract new industries and employers with the vision of becoming a regional centre of commerce, education, health, science and technology research, government offices, and tourism. However, mining still remained an important economic activity.

The result of strikes in the mining industry was long lasting and Sudbury's population declined by more than 8 percent between 1991 and 2001.

In 2001, seven cities and towns and many smaller communities, which comprised the former Regional Municipality of Sudbury, were amalgamated to form the City of Greater Sudbury (CGS). With amalgamation, Greater Sudbury became the largest city in Ontario in terms of area. Within municipal boundaries it contains 330 lakes (City of Greater Sudbury 2009a). Even though the city has two official names (Greater Sudbury in English and Grand Sudbury in French), in common usage it is still called Sudbury. In 2001 CGS (area 3,200 square km) had a population of 155,219, which increased to 157,857 in 2006 (Statistics Canada 2009a). Most of the 2006 demographic data included in this chapter is provided by Metropolis project and pertains to

Greater Sudbury Census Metropolitan Area (CMA), which comprises of the CGS and the First Nations reserves of Whitefish Lake (population of 349 in 2006) and Wahnapeitei (population of 52 in 2006), and is spread out in an area of 3,382 square km. The population of Greater Sudbury CMA increased from 155,601 in 2001 to 158,258 in 2006 (Statistics Canada 2009b).

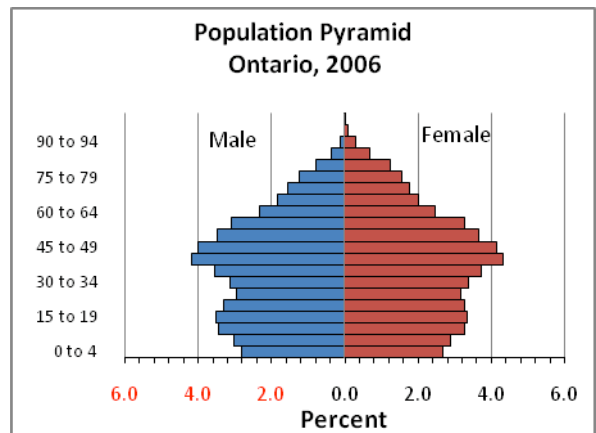
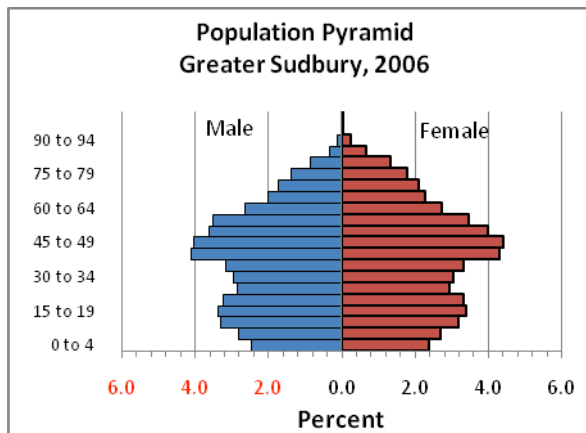
Settlement patterns of immigrants

The first evidence of Finnish, Italian and Polish communities in Sudbury can be traced back to the construction of rail line in 1883 (SMFAA 2004). Many Italians who came to Sudbury up until the First World War returned to Italy to fight in the war. The second wave of immigrants from Italy took place after the Second World War was over (Iuele-Colilli 2002).

Early migration of Finns to Sudbury is considered as chain migration. Amongst the non-French/English ethnic groups in the town of Sudbury, Finns constituted the largest group in the 1930s, with about 7 percent population. By 1941, Ukrainians, who had started coming in 1896 (SMFAA 2004), emerged as the largest ethnic group, and by 1951, Italians reached the second place. In the 1960s, Germans moved to the third position surpassing the Finns (Saarinen 1999).

Demographic profile

Greater Sudbury’s population structure is similar to that of Ontario, with a shrinking base and a bulge in the middle (age 40-49) and another smaller bulge in younger (10-24) age group. These bulges are typically associated with baby boom and echo of baby boom phenomena. Overall, Sudbury’s population is older compared to the province, with 14.9 percent being seniors (65+ age group) compared to 13.6 percent in Ontario. The median age is 41 years, which is higher than the provincial level by two years (Sudbury Community Foundation 2008).



Greater Sudbury has the least proportion of immigrants among all the cities in Ontario. The 2006 census shows that compared to 46.4 percent population in Toronto, in Greater Sudbury only 6.7 percent were counted as immigrants, whereas their proportion stood at 28.5 percent in the province. Nearly half of immigrants in Greater Sudbury came before 1961 and only one-third since 1971 (Table 1). After the major changes were introduced in Canadian immigration policy

in 1967 (Boyd and Vickers 2009), Sudbury has not been able to attract immigrants in the same way as the cities of southern Ontario. For example, in a single day Toronto receives more immigrants than what Sudbury receives in a year. The plausible reasons could be its northern location and colder climate, limited economic opportunities, lack of knowledge among immigrants about the city, and inadequate efforts by city to promote it as a promising place. In 2005, the then Mayor David Courtemanche considered immigration as a “major priority” for Greater Sudbury and a key to its cultural, social and economic vitality (Block n.d). In the same year Canada-Ontario Immigration Agreement was signed to jointly develop strategies for successful integration and settlement of immigrants in Ontario (Ministry of Citizenship and Immigration, Ontario 2006).

The patterns of immigration have changed in Canada since the 1970s. The proportion of immigrants from Europe has declined drastically from 90.5 percent in 1961 to 19.5 percent in 2001, whereas the proportion of immigrants from Asia has gone up from 3.2 to 58.2 percent during the same period. Similarly, share of immigrants from Africa and Central and Southern America has also gone up substantially (Statistics Canada 2003).

Table 1: Percent of immigrants by period of immigration in cities of Ontario, 2006

City/Province	Immigrants as % to total population	Period of immigration						
		Before 1961	1961 to 1970	1971 to 1980	1981 to 1990	1991 to 1995	1996 to 2000	2001 to 2006
Guelph	20.6	17.8	13.8	13.4	16.7	12.0	11.2	15.2
Hamilton	24.6	21.4	17.2	14.4	14.0	9.9	10.7	12.5
Kingston	12.6	27.5	19.9	13.8	12.6	6.9	7.6	11.7
Kitchener	23.3	13.6	13.3	15.8	17.1	11.1	12.8	16.4
London	19.5	20.2	14.9	12.8	16.9	10.6	9.6	14.9
Ottawa	21.8	11.7	11.2	13.6	17.5	14.6	14.8	16.5
Peterborough	9.4	40.6	18.1	13.2	9.7	5.1	4.9	8.3
St. Catharines-Niagara	18.4	32.9	17.8	13.6	10.5	6.9	7.5	10.8
Greater Sudbury	6.7	45.5	20.0	12.2	7.6	4.1	4.5	6.3
Thunder Bay	10.4	43.2	19.3	14.6	8.5	5.0	3.9	5.4
Toronto	46.4	8.2	10.0	14.0	17.5	15.4	15.6	19.3
Windsor	23.6	14.8	13.7	12.8	12.7	12.2	15.3	18.5
Ontario	28.5	13.0	11.9	14.1	16.4	13.6	13.9	17.1

According to latest census, nearly three-fourths of the immigrants in Greater Sudbury were from Europe (72.9 percent), whereas in Ontario less than two-fifths (37.7 percent) were of European origin (Table 2). Major changes in Canadian immigration policy during the 1960s could not have the same effect on changing immigration patterns in Greater Sudbury as in the bigger cities or the province as a whole, because immigration in Greater Sudbury was declining till 1995 before

it showed some signs of increase in the last two censuses. On the other hand, number of immigrants had been increasing constantly in Ontario since 1961. With new immigration policy diversity of immigrants increased in the province and its major cities as more people started coming from non-European countries. This is one of the reasons for different immigration patterns for city and the province. Detailed data of 2006 census (not shown in the table) suggest that of all the immigrants in Greater Sudbury largest numbers came from Italy, United Kingdom, Finland, Germany, USA, Poland, former USSR, and former Yugoslavia (in that order).

Table 2: Region of birth of immigrants, Greater Sudbury and Ontario, 2006

Region of birth	Greater Sudbury		Ontario	
	Number of persons	Percent to total immigrants	Number of persons	Percent to total immigrants
Americas	1090	10.1	567385	16.1
North America	650	6.0	117540	3.3
Central America	110	1.0	65700	1.9
Caribbean and Bermuda	200	1.8	217785	6.2
South America	130	1.2	166360	4.7
Europe	7905	72.9	1326465	37.7
Western Europe	1190	11.0	182050	5.2
Eastern Europe	1210	11.2	309340	8.8
Northern Europe	2460	22.7	358625	10.2
Southern Europe	3040	28.0	476445	13.5
Africa	470	4.3	173825	4.9
Western Africa	90	0.8	31200	0.9
Eastern Africa	115	1.1	79375	2.3
Northern Africa	110	1.0	35680	1.0
Central Africa	85	0.8	8380	0.2
Southern Africa	55	0.5	19185	0.5
Asia and the Middle East	1260	11.6	1432730	40.7
West Central Asia and the Middle East	210	1.9	222430	6.3
Eastern Asia	460	4.2	442005	12.6
Southeast Asia	215	2.0	280885	8.0
Southern Asia	380	3.5	487405	13.9
Oceania	100	0.9	13340	0.4
Australia	95	0.9	7780	0.2
Other	10	0.1	3120	0.1
Total immigrants	10840	100.0	3516875	100.0

However, data on recent immigrants reveals that patterns of immigration are changing in Greater Sudbury, too. Now the city is drawing more immigrants from Asia and Africa (Nangia et al. 2005). For example, during 2004-06, 356 immigrants came to Greater Sudbury, out of which 40

percent were from Asia and Pacific, 29 percent from Europe and USA, 19 percent from Africa and Middle East, and 11 percent from South and Central America (CIC 2007).

Changing ethnic composition

The earliest ethnic groups¹ arriving in Sudbury were predominantly British and French (Thomson 1993a), with smaller numbers of Finns, Italians, Polish and others (SMFAA 2004). The 1901 census showed that 55.2 percent of the Sudburians were of British and 35.6 percent French origin, 3.6 percent were Jewish, 2.4 percent Italians, and 1.9 percent Germans. (Thomson 1993b). Due to migration processes ethnic composition kept changing and by 1961, both French and British each comprised about one-third of the population. Smaller ethnic groups included: Italians 8 percent, Ukrainians 5 percent, and Germans and Finnish about 4 percent, each (Saarinen 1993). These groups were concentrated more in certain areas, e.g. the Flour Mill, Hanmer, Chelmsford, Belfour, and Rayside were predominantly French; Copper Cliff, Gatchell, and Robinson Lake were mainly Italian; and Capreol was largely English. Finns were concentrated in the west and northwest of Sudbury as well as in Copper Cliff, whereas British were spread throughout the region (Wallace 1993b).

Table 3: Ethnic background of population, Greater Sudbury and Ontario, 2006

Ethnic origin	Greater Sudbury			Ontario		
	Percent of ethnic responses			Percent of ethnic responses		
	Total (single + multiple)	Single ethnic origin	Multiple ethnic origin	Total (single + multiple)	Single ethnic origin	Multiple ethnic origin
British Isles	42.3	14.5	64.0	40.8	17.1	72.2
French	40.0	17.8	57.4	11.3	2.7	22.7
Aboriginal	9.3	4.0	13.6	3.4	1.4	5.9
Other North American	41.6	38.0	44.4	23.7	17.7	31.6
Caribbean	0.5	0.2	0.7	3.2	3.2	3.3
Latin/Central/South American	0.2	0.2	0.2	1.4	1.4	1.4
European	31.7	22.5	38.9	36.4	27.8	47.8
Western European	10.1	3.2	15.6	14.0	6.0	24.6
Northern European	6.2	3.8	8.1	2.0	0.6	4.0
Eastern European	9.2	5.5	12.1	9.7	6.2	14.4
Southern European	10.4	9.9	10.8	13.7	13.8	13.5
Other European	0.3	0.1	0.5	1.6	1.2	2.1
African	0.4	0.4	0.5	2.0	2.1	1.8
Arab	0.4	0.4	0.4	1.6	1.8	1.2
West Asian	0.1	0.1	0.1	1.4	1.9	0.8
South Asian	0.5	0.7	0.3	6.9	9.9	3.0
East and Southeast Asian	0.8	1.1	0.5	8.7	12.9	3.2
Oceania	0.0	0.0	0.1	0.1	0.0	0.3

The latest census shows that Greater Sudbury has 133 ethnic groups. The British (including English, Irish, Scottish, and Welsh) are the largest group (based on total ethnic responses² – single and multiple), followed closely by North American and French (Table 3). More than two-fifths of the Sudburians reported having British and almost the same proportion French or North American origin. Among the North American largest number reported Canadian origin. The other prominent ethnic groups are Italian, Germans, Ukrainian, Finnish, Metis, North American Indians, Polish, Dutch, and Swedish. For a large majority of people in Greater Sudbury ethnic and cultural identity is very important (Kauppi et al. 2004).

While the proportion of British in the province is slightly less than the city, the proportion of French in the province is substantially lower at 11.3 percent compared to 40 percent in the city. A large proportion of people in Greater Sudbury, particularly from British, French, North American, and European background, reported multiple ethnicities, which results from marriages between people of different ethnic origins.

Visible minorities

Visible minorities³ have a very small share in the population of Greater Sudbury (2.1 percent), whereas in the province nearly a quarter (22.8 percent) of the population belongs to visible minorities. In comparison, in Toronto 41 percent and Ottawa 17.8 percent population belongs to visible minorities. The dominant visible minority groups in Greater Sudbury are Blacks, Chinese and South Asians. Table 4 shows that within the visible minorities, composition of different groups in Greater Sudbury is similar to that of Ontario, except for the Chinese and Blacks.

Table 4: Visible minority population, Greater Sudbury and Ontario, 2006

Visible minority group	Greater Sudbury		Ontario	
	Persons	Percent to visible minority	Persons	Percent to visible minority
Total visible minority population	3275	100.0	2745200	100.0
Chinese	620	18.9	576975	28.9
South Asian	575	17.6	794170	17.3
Black	1095	33.4	473765	7.4
Filipino	150	4.6	203215	5.4
Latin American	180	5.5	147140	4.0
Southeast Asian	140	4.3	110045	4.1
Arab	120	3.7	111405	3.5
West Asian	55	1.7	96620	2.5
Korean	70	2.1	69540	1.0
Japanese	65	2.0	28080	2.1
Visible minority; n.i.e.	55	1.7	56845	2.8
Multiple visible minority	145	4.4	77400	21.0

Source: Statistics Canada. 2007. 2006 Community Profiles. 2006 Census. Catalogue no. 92-591-XWE

Religion

In terms of religious composition, Greater Sudbury is more polarized than the province, with nine out of ten persons following Christianity and one not showing any religious affiliation. Catholics are in a large majority (nearly 65 percent) compared to Protestants (23 percent). A small number of persons practice Muslim, Jewish, Buddhist, Hindu, Sikh or other religions. All these religions combined are practiced by less than one percent of the population in Greater Sudbury, but more than nine percent in Ontario.

Language in use

English is the mother tongue for nearly two-thirds and French for more than a quarter of population in Greater Sudbury. A higher concentration of French speaking population in the city can be traced back in the history of migration in this region. In comparison to 28.6 percent in Greater Sudbury, 4.4 percent population in Ontario declared French as their mother tongue (Table 5).

Table 5: Languages spoken, Greater Sudbury and Ontario, 2006

Characteristics	Greater Sudbury		Ontario	
	Population	% to total population	Population	% to total population
Mother tongue				
Total population	156395	100.0	12028900	100.0
English only	99445	63.5	8230705	68.4
French only	42950	27.5	488815	4.1
English and French	1675	1.1	32685	0.3
Other language(s)	12325	7.9	3276685	27.2
Language spoken most often at home				
English	125295	80.1	9655830	80.3
French	25500	16.3	289035	2.4
Non-official language	3565	2.3	1811620	15.1
English and French	1405	0.9	26045	0.2
Other language combinations ⁴	630	0.4	246360	2.0
Language used most often at work				
Total population 15 years and over who worked since 2005	87280	100.0	7054270	100.0
English	79575	91.2	6754045	95.7
French	5315	6.1	97965	1.4
Non-official language	60	0.1	112125	1.6
English and French	2265	2.6	42945	0.6
Other language combinations	65	0.0	47190	0.7

Source: Statistics Canada. 2007. 2006 Community Profiles. 2006 Census. Statistics Canada Catalogue no. 92-591-XWE.

Non-official languages are mother tongue to less than one-tenth of the population in Greater Sudbury but more than a quarter in Ontario. According to 2006 census, 66 languages are spoken as mother tongue in Greater Sudbury. Apart from English and French, the most widely used languages are Italian, Finnish, German, and Ukrainian.

Just like the province, more than four out of five persons in Greater Sudbury speak English at home and more than nine out of ten use it at their work place. Table 5 suggests that linguistically, Greater Sudbury is not as diverse as the province. Sudbury's bilingual character, especially mother tongue, is reflected in many ways: this is the only city in Canada which has two official names, one in English and one in French; the university located in the city (Laurentian University) is one of the only two bilingual universities in the country (with a Francophone Vice President, who has the same power as the Anglophone counterpart), one of the two local colleges (College Boreal) provides education in French, two of the four school boards operating are French boards (with separate school systems), there is a separate multicultural centre for Francophones (Contact intercultural francophone de Sudbury), many health institutions are mandated to provide bilingual services, such as the Regional Hospital, Sudbury and District Health Unit, and Community Care Access Centre. The CGS also offers a range of services in French.

Aboriginal population

More than six percent of the population in Greater Sudbury identified itself as Aboriginal in 2006, as against two percent in the province. As mentioned earlier, two of the Native Reserves, Whitefish Lake First Nations and Wahnapeitei First Nations, are located in the boundary of Greater Sudbury CMA. Apart from these reserves, there are some pockets of higher concentration of Aboriginal population within the city (Social Planning Council 2005).

Among those who identify themselves as Aboriginal, the proportion of Metis is slightly more than North American Indians. Overall, more than nine percent of the population in Greater Sudbury claims some kind of Aboriginal ancestry. Aboriginal population is growing faster than non-Aboriginal population (Social Planning Council 2005).

Labor force participation

The participation of immigrants in the economic activities is less than non-immigrants in both, Greater Sudbury and Ontario. Table 6 shows that there is a large gap in the labor force⁵ participation rate and employment rate⁶ of non-immigrants and immigrants in Greater Sudbury. The employment rate reflects a community's ability to get work and thereby generate income. Higher employment rate is likely to provide better standards of living (Government of Canada 2007). In that sense, standard of living of immigrants is likely to be lower than that of non-immigrants. This is also reflected in the lower median income of immigrants in both the city and the province. The lower unemployment rate⁷ of immigrants in Greater Sudbury could be a

reflection of their willingness to take up any job that is available. The plausible explanation for a reverse pattern in the province could be that the province has a much higher proportion of recent immigrants who are still looking for a job. Between 2001 and 2006 more than three hundred new immigrants came to Ontario every day.

Table 6: Labour force participation and family income by migration status, Greater Sudbury and Ontario, 2006

Characteristic	Greater Sudbury		Ontario	
	Non-immigrant	Immigrant	Non-immigrant	Immigrant
Labour force participation rate	64.8	43.5	69.7	62.2
Employment rate	59.6	40.6	65.3	58.0
Unemployment rate	7.9	6.6	6.2	6.8
Annual median family income (\$)	70,177	67,277	76,761	66,204

THE PLAYERS IN INTEGRATION AND INCLUSION

The municipal government

During the 1990s, in order to reduce budget deficit federal government shifted the responsibility of many welfare programs on the provincial governments which, in turn, downloaded the burden on municipal governments (English and Young 2006). The municipalities provide services like income support, subsidized housing, emergency shelter, childcare, health care, and also maintain law and order. The Federation of Canadian Municipalities has criticized the federal government for not providing adequate funding for these services and not taking into account municipal perspectives in the immigration policy (Federation of Canadian Municipalities 2002, cited in Biles 2008). Despite the shortage of funds, many cities have created innovative programs for the successful integration of immigrants (Biles 2008). Greater Sudbury also made some attempts in this regard.

In 1989, an *Advisory Committee to the Sudbury Regional Police Services Board on Racial and Multicultural Relations* was formed with the mandate of advising the Board on ways of enhancing relations between ethno/racial minorities and police. The mandate included assessment of implementing employment equity program in Greater Sudbury Police force, and liaising between police and the community on racism and discrimination (Greater Sudbury Police Service n.d. a). In its Business Plan for 2008-2010, Greater Sudbury police maintains its focus on enhancing the level of its staff awareness and understanding of various cultural and religious groups. It enforces meaningful partnership with the community, including Aboriginal people and visible minorities (Greater Sudbury Police Service n.d. b). The membership of police service is diversified and as organization they can speak over a dozen different languages.

The housing services section of Greater Sudbury is mandated to effectively operate the City's social housing application registry. Among other things it ensures that “needy households are

housed in accordance with provincial and local requirements” (City of Greater Sudbury 2009b). It does not have any special policy for access of low income immigrants to social housing.

Public health recognizes diversity in the city, but does not have special staff to deal with culturally sensitive issues. The Sudbury and District Health Unit (SDHU) strives for a healthier and sustainable community, which can be achieved through strong leadership and broad community participation. In the Healthy Community Charter, SDHU emphasizes that the quality of community and individual health can be improved through “capacity building for leadership and diversity” (SDHU 2007). In the Children First Charter, CGS recognizes that all children should enjoy a sense of belonging to a respectful and diverse community that “preserves and celebrates the child’s ethnic, cultural, spiritual and/or religious identity” and “protects the child from racism and any form of discrimination” (Greater Sudbury 2002).

School boards in Greater Sudbury adopt various strategies to integrate children of immigrants in schools and community. The most common strategy is language training. Through special language classes, playing with other children, participation in games and group activities children are integrated in the community.

The public library does not provide any special service for new immigrants, but they want to start some services such as English language training and other programs which make immigrants feel more comfortable, for example learning about various cultures in the city (personal communication).

Diversity Advisory Panel:

In 2002, a community working group was formed by the City to develop a diversity plan to build up infrastructure of services and meet the needs of all citizens, particularly Aboriginal, Francophone, immigrant and multicultural groups. In 2004, Canadian Heritage provided funding for the initiative which was called ‘Diversity Thrives Here!’ (<http://www.sudburydiversity.ca/index.asp>). In 2005, City Council passed a resolution to officially establish Diversity Advisory Panel to develop a Diversity Plan to “ensure that the City of Greater Sudbury is a welcoming and inclusive community for all people, particularly the Aboriginal, francophone and multicultural groups” (City of Greater Sudbury 2005, 5). The Diversity Plan focuses on making improvement in the following eight areas⁸: governance, role of the CGS, education and marketing, economic growth and employment, youth involvement, cultural acceptance and celebration, settlement and immigration, and capacity-building. The panel meets monthly and has a term until November 2010.

Role of universal service providers

Universal service providing organization are “large, generally not-for-profit organizations that respond to a multitude of issues” (Biles 2008, 169). Some of these organizations, such as United Way or Community Foundation provide funding to various organization to increase their capacity to offer services, whereas others organizations, such as Social Planning Councils help in building stronger communities through research, public education and community development programs.

United Way: For integration, settlement and inclusion of immigrants in Sudbury, United Way provides funding to Sudbury Multicultural and Folk Arts Association (SMFAA) for two programs: Cross Cultural and Youth Engagement, and Settlement Services Program. Last year (2008) United Way provided \$8,500 for the first and \$12,000 for the second program.

Sudbury Community Foundation: It aims to enhance the quality of life of Sudburians through fund raising and grant making. In 2008, it provided \$1,500 to SMFAA for Northern Voice Youth Newsletter. No direct grant was given for any immigration related program. The Foundation publishes an annual report ‘Greater Sudbury’s Vital Signs’ to create awareness on the most pressing needs of the community.

Social Planning Council: The Social Planning Council of Sudbury concentrates on the poverty and homelessness issues and does not provide any program for integration, settlement, or inclusion of immigrants.

Greater Sudbury Chamber of Commerce: It is the “voice of business” in Greater Sudbury area. Recently it undertook a study on ‘Global Experience at Work’, which was funded by the Ontario Chamber of Commerce and MIRARCO. The Chamber participates in forums on immigration and has also hosted a panel on the strategies to hire and bring immigrants to this region.

Role of immigrant service provider organizations

Service providing organizations “deliver programs such as orientation and information, official language instruction, interpretation and translation, assistance with applications, assistance to sponsors, counseling, advocacy, referrals and assistance with health and housing, employment searches, legal aid, and refugee claimants” (Biles 2008, 166). Two main organizations which provide most of these services to immigrants, SMFAA and Contact intercultural francophone de Sudbury (CIFS), will be discussed in the next section. Some of the other organizations which provide specific services are listed below:

Language training:

LINC Sudbury: Language Instructions for Newcomers to Canada (LINC) is a settlement program which offers language training and assessment to immigrants. In Sudbury, the program is

organized by the Church of the Epiphany. To participate in this program, clients must be over 18 years of age and have a permanent resident, protected person or refugee status. Home study referral is also available to those who cannot attend regular LINC classes. This program is funded by Citizenship and Immigration Canada (CIC).

St. Albert Adult Learning Centre: English as a Second Language (ESL) program is offered to immigrants and new Canadians. Interested students can start learning at any time of the year. The Centre charges \$40 as initial deposit, which is refundable (<http://st-albert.scdsb.edu.on.ca/esl.php>).

Cambrian College: The ESL program is offered through classroom instructions and exploration of city life. Students are assigned another student with whom they can practice English. Students have to pay tuition fee for attending this program (http://www.cambriancollege.ca/Our_Programs/Full-time_programs/showpage.cfm?cboPrograms=/fulltime/html/termprograms/200909ESLP.HTM&dept_page=true).

College Boreal: In partnership with LINC Sudbury, College Boreal provides English in workplace training. Under this program Francophone immigrants develop a better understanding of English language, upgrade essential language skills, improve pronunciation and learn terms which correspond to specific needs of the workplace. This program is fully funded by CIC and available to permanent residents or refugees.

Job search/Employment:

There are few programs in the city which provide assistance to people who are looking for jobs or want to start their own business. These services are related to career planning, job search techniques, preparing resume, developing interview skills, and information about local labour market. These services are available to the entire community and not exclusively to immigrants. The employment support programs of the CGS provide information about the employment-related services, resources, and opportunities that are available through Ontario Works. Two community employment agencies, YMCA Employment and Career Services, and the Ontario March of Dimes, contact employers to find job openings for Ontario Works participants (http://www.greatersudbury.ca/cms/index.cfm?app=div_ess&lang=en&currID=553).

Sudbury Vocational Resource Centre (SVRC) also provides employment related services in partnership with Federal, Provincial and Regional governments. It is mandated to provide employment counseling and referral to other services and programs, and assist unemployed clients to secure employment. The Centre provides bilingual services to clients for preparation of resume and cover letters, personality assessment, job search techniques, job market information, information on apprenticeships, and on-the-job placement as well as training subsidy for employers. It also assists internationally trained individuals. SVRC works in partnership with the CGS, Cambrian College, College Boreal, Laurentian University, Sudbury and Manitoulin

Training and Adjustment Board, Ministry of Training, Colleges and Universities, mysudbury.ca, Ontario March of Dimes, and Sudbury YMCA (http://www.svrc.on.ca/svrc_programs.asp).

Community health

Centre de santé communautaire de Sudbury provides health promotion programs to individuals and families of Francophone community, including culturally sensitive care, parenting education and anti-racism programs. A Francophone Board of Directors manages the centre.

Legal aid

Sudbury Community Legal Clinic provides legal representation and legal advice to those who have limited income on problems related to workers safety, Employment Insurance, Ontario Works, Canada Pension Plan, refugee and immigration law, housing and human rights. The services are available to all citizens irrespective of their immigration status.

Role of multicultural NGOs

“Multicultural organizations are non-governmental organizations whose mandate is to ensure that all Canadians can express and maintain their cultural identity, take pride in their ancestry, are treated equally, and have a sense of belonging in Canada” (Biles 2008, 168). There are two multicultural organizations that provide a variety of services to immigrants and newcomers to Sudbury. They are Sudbury Multicultural and Folk Arts Association (SMFAA) and Contact interculturel francophone de Sudbury (CIFS). Apart from these two umbrella organizations there are many ethnic organizations which endeavor to maintain cultural identity of their members. Most of these organizations are members of either of the two umbrella organizations and are supported by them for their activities.

SMFAA: Originally established as two separate organizations, the Sudbury Folk Arts Council and the Sudbury Regional Immigration Centre, SMFAA was formed when the two organizations were amalgamated in 1984. It is an umbrella organization of 50 delegate groups, managed by an elected board of directors from various ethnic and cultural groups. The core services provided by SMFAA are in the areas of housing, education, health, and translation. It provides referral on community resources and information on basic human rights, work place safety, Ontario employment standards, transportation, and legal services. Language classes are offered in both English and French as second language. SMFAA also provides information on where and how to get social insurance number, health card, and driving license. Other important services include assistance in resume writing, interview techniques, job search strategies, and labour market information. These services are provided under different programs and funded by various agencies. Immigration Settlement and Adaptation Program (ISAP) and Job Search Workshops are funded by CIC, Newcomer Settlement Program (NSP) is funded by Ministry of Citizenship

and Immigration, Government of Ontario, and Cross Cultural Education is sponsored by the United Way Sudbury (<http://www.sudburymulticultural.org/services.html>).

CIFS: CIFS was established in 1998 to provide settlement and integration services to Francophone immigrants in Greater Sudbury. It provides general advice and support on family, immigration and legal aspects; translation and interpretation services; help in finding shelter; and referral to existing education, employment and health services. It assists newcomers in job search, career planning, resume preparation, and interview techniques. Information is provided on labor market and assistance for business plans and start-ups. CIFS also offers courses in English and French as second language (<http://translate.google.ca/translate?hl=en&sl=fr&u=http://www.cifs.ca/&ei=aujDSeCaFpr5nQeOxMScCQ&sa=X&oi=translate&resnum=1&ct=result&prev=/search%3Fq%3Dcifs%2Bsudbury%26hl%3Den>).

Role of issue-based NGOs

Issue-based organizations address one or more integration or diversity related challenges (Biles 2008). In recent years attempts have been made by the CGS to highlight its diversity and inform newcomers about availability of various services. For example, the City of Greater Sudbury has started a community portal (mysudbury.ca) that provides “single window access” to community services in different parts of the city. The newcomers’ section of the portal provides link to information on living, working, studying and doing business in the city. This portal is a part of Provincial investment in municipal immigration portals (<http://www.mysudbury.ca/Portal/News/Details/RickBartolucci.htm>)

In 2007, Canada Day in Sudbury was celebrated by simultaneously raising 72 flags on Paris Street Bridge, representing people from 72 different countries and cultures living in Sudbury. These flags are permanently fixed on the bridge which is now known as Bridge of the Nations. These flags show that Sudbury is a welcoming community and represent multiculturalism, pride and respect for all the cultures, and unity in diversity (<http://communities.mysudbury.ca/Sites/parisbridge/default.aspx>).

Immigration Planning Forum: In November 2008, an Immigration Planning Forum was held to discuss the ways of attracting immigrants to Sudbury. The forum was attended by newcomers, employers, educators, municipal leaders, students and government workers (Northern Life 2008). Twelve recommendations were made by the participants, even though some of them are quite similar:

- Create a friendlier hiring process for immigrants
- Establish a one-stop shop for settlement services
- Improve institutional structures
- Develop a strategic plan for settlement of newcomers
- Sensitize and educate employers

- Create a credentialing centre
- Employ better recruitment strategies
- Adopt strategies for integration of newcomers in the community
- Develop and validate multicultural values
- Improve the capacity and quality of official language training
- Improve access to health care
- Promote Sudbury as a welcoming community

Organizer of the Forum, Sharon Murdock, felt that despite a phenomenal quality of life Sudbury is not the destination of choice of immigrants and, therefore, we need to sell ourselves (Gibson 2008).

The Mayor of Greater Sudbury, John Rodroquez, while recognizing the role of newcomers in the economic and social development of the city, proclaimed November 5, 2008 (the day when first immigration planning forum was held) as Immigration Day in the City of Greater Sudbury (City of Greater Sudbury, 2008).

Local Immigration Partnership (LIP) Council: The CGS is in the process of forming a LIP Council, where all the organizations whose services affect and/or affected by immigrants would work together to develop a process of maximizing services to immigrants for their integration and settlement in the community. SMFAA and Sudbury & Manitoulin Workforce Partnership Board (SMWPB) have already organized meeting with organizations which focus on labor and employment; education and research; adaptation and integration; and language training. The council is proposed to have a management boards, comprising of the executive committee and chairs of the subcommittees. The entire group (all the partnering organizations⁹) will “create a mission and mandate” and “overall objectives” of the LIP Council. The executive committees will comprise of the City, SMFAA and CIFS. The CGS will be accountable to CIC for all monies and deliverables and will have final decision making authority for the project. Once the LIP Council is established, “the subcommittees will – review and assess the existing services being offered, identify gaps and duplications, and suggest ways in which the issues raised may be addressed” (Chenier n.d.).

Role of universities

Laurentian University (LU): The University provides a variety of special services to international students, which include assistance in securing housing, information about various community services, checking language competency, accreditation of certificates, health insurance registration, help in academic matters, and assistance with legal matters. International students office of LU also serves as a liaison between students, their academic advisors and sponsors; assists in immigration matters, such as study permits, school transfers, visas, work permit; and provides information about tax matters. Under its home stay program families are recruited to

provide housing and meals to interested students at a standard rate. Currently LU has about 450-500 foreign students. The International Students office also supports various ethnic groups in the university and celebrates international week to give students an opportunity to display their talent and culture.

Cambrian college also provides similar services to its international students. Forty five international students were admitted to Cambrian college in 2008-09.

World University Service of Canada (WUSC) runs a Student Refugee Program (SRP) in Laurentian University. Students of the university contribute \$2 through their tuition and raise funds to bring one refugee student every two years to study at LU. The student is provided fair to come to Sudbury from his/her country, adaptation expenses, and sustenance for the first year, including free residence on the campus. In the second year he/she can apply for Ontario Student Assistance Program (OSAP). WUSC Ottawa is paid \$2,500 to get each student in SRP (personal communication Mary Hanna).

MAJOR ISSUES/CHALLENGES

Greater Sudbury has very limited services for immigrants and for many of the services immigrants have to rely upon the generic programs. These programs lack focus on the problems faced by immigrants in integration, settlement and inclusion in the society. Service providers to immigrants and researchers have provided many recommendations (Mishra 2008; Vendramin¹⁰; Immigration Planning Forum 2008). Some of these recommendations, along with others, are given below.

With limited financial resources at hand, lack of good public transportation system, and inadequate information about available services many immigrants are unable to take advantage of existing services. Transit passes to immigrants might increase their mobility to avail these services.

Sudbury lacks an accreditation office for recognition of foreign credentials. This facility should be made available within the city.

A career preparation program, with focus on language training and retraining for a second career should be started.

Affordable housing is another important concern for immigrants.

Sudbury needs Host program, which is geared towards faster integration of new immigrants.

With increasing diversity of population, city also needs culturally sensitive services in healthcare.

Some of the recommendations of the Immigration Planning Forum need to be reiterated here, for example structural barriers to employment need to be removed, a strategic plan for settlement of

newcomers should be developed, multicultural values should be enhanced, and a one-stop-shop should be established for settlement services.

As Mishra (2008) suggested, a survey of immigrants should be conducted to assess their needs.

CONCLUSION

The patterns of immigration are changing with increasing numbers coming from Asia, Africa, Central and South America. Culturally these immigrants are much different than the Europeans who were dominating in the earlier migration streams. For integration and inclusion of these immigrants in Canadian society special efforts have to be made. These efforts should be made by all concerned groups, the immigrants, the community, the municipality, and the provincial and federal governments, keeping in mind the bilingual character of Greater Sudbury.

The LIP Council is an important attempt in bringing together various service providing agencies and develop a settlement strategy for newcomers in the city by bridging the gaps and avoiding duplication of services.

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NOTES

- 1 Ethnic or cultural groups to which one's ancestors belong.
- 2 Single ethnic response is given by a person when he/she has one ethnic origin only. Multiple responses occur when a person mentions two or more ethnic origins (resulting from marriage between different ethnic groups). Total responses are the sum of single and multiple responses for each ethnic group.
- 3 Employment Equity Act defines visible minorities as persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.
- 4 Other language combinations: English and non-official languages; French and non-official languages; English, French and non-official languages
- 5 Labour force consists of people aged 15 and over who are currently employed or unemployed. Those who are retired or do not want to work are not included in the labour force.
- 6 Percentage of working age people who have jobs.
- 7 Unemployment rate is the percentage of labour force that is actively looking for work but is not able to find it at any given time.
- 8 Governance: Creation of a Community Diversity Committee with a mandate to advise City Council on measures to strengthen the Aboriginal, Francophone and multicultural communities. Role of the City Council: To determine ways to ensure these communities are respected and well served. Education, marketing and relationship building: Create awareness about different communities and promote understanding, respect and interaction among all communities. Economic growth and employment: To maximize opportunities for all people by making the

vision of a vibrant local economy a reality. Youth involvement: To bring young people of the Aboriginal, Francophone and multicultural communities together so that they can celebrate their differences through activities that they lead themselves. Cultural acceptance: Make the city a place where people from various communities can freely develop, share and celebrate their cultures. Settlement and immigration: To ensure that Aboriginal people and immigrants coming to the city have access to services and opportunities to develop their skills. Leadership and capacity building: To identify members of the above mentioned communities with leadership qualities (Diversity Advisory Panel, City of Greater Sudbury 2005).

- 9 Partnering organizations in LIP Council: SMWPB, CIFS, LU, LINC, YMCA, Diversity Panel, ESS, SMFAA, Dreater Sudbury Development Corporation, SVRC, College Boreal, Cambrian College, Ministry of Training, Colleges and Universities, CGS, Chamber of Commerce, Contact North, UW, SPC, and CIC
- 10 Personal communication with Donna Vendramin.

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