

INTEGRATED SETTLEMENT PLANING PROJECT

SOCIAL, ECONOMIC AND DEMOGRAPHIC PROFILE HISPANIC COMMUNITY

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April 25, 2000

Funded by:

Citizenship and Immigration Canada (CIC),
The Ontario Administration of Settlement and Integration Services (OASIS)

The opinions and views expressed in this report are those of the author(s) and do not necessarily represent the opinions and views of the funder.

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A. INTRODUCTION: THE RESEARCH PROBLEMATIC

This comparative study is part of a multi-ethnic integrated settlement research project conducted by a consortium of organizations that includes: Hispanic Development Council (HDC), Council of Agencies Serving South Asians (CASSA), Canada-Chinese National Council (CCNC), Metro-Toronto Coalition of Family Services (MCFS), Somali Women's Association and the Social Planning Council of the City of Toronto (SPC-T)

Specifically, this study provides an overview of the settlement situation of the Hispanic community in Metro Toronto and consists of three sections: *Learning From Our Past, Trends in the Hispanic Community* and *Towards an Integrated Settlement Model*. The first section is an examination of the socio-economic and demographic profile of the Hispanic community for the period 1970-96. The second section is an interpretation of current community trends from the perspectives of social workers and community member users of social programs. The third section presents a set of conditions that are necessary for the formulation of a bottom-up integrated settlement planning strategy.

Immigration has been depicted as an engine driving Toronto's social and economic development. By 1997, members of visible minority communities made up 44.71% of the population of Toronto (Maytree Foundation: 1999). This figure is expected to increase considering the fact that, on average, 100,000 new immigrants will be settling in Toronto and surrounding areas over the next ten years.

The Hispanic community, with 385,175 people by 1996, is a relatively small community in Canada. Of them, 116,355 Hispanic immigrants chose Toronto as their place of permanent residence (Mata: 1999), thus accounting for 4.90% of the total population of the city. Despite its size, this community has recorded an impressive demographic growth for the last 40 years. Factors such as a constant influx of immigrants accompanied by an annual rate of growth of between 6-8% makes this community the third largest growing ethnic group within Canada. The current social and cultural impact of the Hispanic community in Toronto, is reflected by the appreciation that if demographic trends remain constant, Spanish will be the second most spoken language in Toronto by 2016 (Poirer, Toronto Star: 1999).

The settlement, adaptation and integration process of the Hispanic community is occurring within a framework of decreasing participation of federal and provincial levels of governments, particularly in the provision of settlement and immigration services. For example, in Ontario negotiations between the provincial and federal levels of government regarding the devolution, downsizing, and management of settlement services have stalled for over a year. Although, praised as a far less desirable evil by the immigrant community, this situation is generating a series of restrictions that negatively impact on the quality, efficiency and equity access to services by newcomers. Fiscal management policies are creating 'social' backlogs in the areas of professional accreditation, training, health, education and employment. The Hispanic community is being affected by this status quo and is in the process of becoming an unwilling casualty. The growing 'social deficit' of the Hispanic community is reflected in its endemic levels of unemployment: up to 19% for adults and 40% for youths; large income differentials (33-45% in comparison to average Canadian income); and the accelerated impoverishment of key segments of the community (namely seniors, women, and youth).

In spite of the above difficulties, the Hispanic community is a vibrant and growing ethnic group. Internally it represents 21 nationalities and over 45 ethnic groups. The different organizational expressions strongly reflect its rich history and socio-spatial backgrounds: Andean, European, Mulatto, Metis and Black.

A preliminary conclusion from the formal and informal consultations conducted during the process of this settlement research informed us that the Hispanic community may be reaching a maturity stage after 40 years of continuous settlement. Participants in the focus groups agreed that in spite of the many challenges ahead, there will be improvements in the organizational and lobbying capacity of the community, which parallel the increasing cultural and social visibility of the last few years.

Perhaps the main challenge for new immigrants, community leaders, social service agencies and funding institutions will be to establish a common framework seeking to overcome current social and economic disparities within the community, perceived gaps with other ethnic groups, but most importantly, the existing gaps with mainstream sectors.

An earlier conclusion of this study, informed us of the need to establish a set of settlement benchmarks that would eventually bring the Hispanic community to the same levels of employment, income and social functioning as the average Canadian. The focus groups provided an explanation of systemic and structural barriers that impede the social adaptation and integration of most members of this community. Their observations not only brought forward problematic areas, but also useful recommendations for change.

The ideal conditions of settlement will occur when at least three conditions are fulfilled: an understanding that 'an immigrant' is an individual who has come to live and thrive in Canada without limitations as per the migration status through which s/he is settling in Canada. Secondly, that the individual and his/her family have access to existing resources to meet basic needs that include lodging, health, education, food, employment and acculturation. Finally, a proper integration process is achieved when the final condition is met: that the immigrant continues to thrive in society without the need for extra support by the community.

Furthermore, the achievement of this pre-condition of settlement should incorporate the establishment of an integrated settlement framework that includes a bottom-up analysis and a recommendation to overcome existing power differentials. Because the complexity of the analysis for establishing an alternative settlement model implies a multi-stakeholder and inter-institutional framework, this study is limited to briefly presenting the settlement problematic of the Hispanic community for the past 30 years and current trends, and concludes with a set of recommendations for future action.

B. METHODOLOGICAL CONSIDERATIONS

The methodological framework used in the study, on one hand, consisted of a comparative analysis of existing socio-economic and demographic research conducted by the HDC and other organizations. In particular, we based our conclusions on research conducted by Dr. Fernando Mata (Heritage Canada: 1999), Dr. Oscar Millones (HDC: 1995), and Professor Michael Ornstein (Ornstein, 1996). (See appendix #1 for a detailed literature review.)

On the other hand, we organized and coordinated four focus groups (two with service users and two with service providers), and three informal brainstorming sessions with members of the community at large. This research was enhanced by constant feedback through our active participation in the research and on the steering committees of the joint research project.

The interpretation of the social and economic indicators in *Learning From Our Past* allow us to describe the set of individual, community and societal barriers that have prevented a fast and more efficient adaptation process for many Hispanic immigrants. For example, we established that in 1988 the median income of \$15,000 for a Hispanic male was 25% (or \$2000 less) of the average income of a Canadian male. Moreover, by 1991, the median income of \$20,500 for the same Hispanic male was 51% (or \$10,800 less) of the income of an average Canadian male (Ornstein, 1996). By 1996, the income differential somehow decreased and stabilized at the 44% mark (from \$23,000 to \$33,000), a gap that is estimated has remained unchanged for the past few years.

The analysis of *Current Trends in the Hispanic Community*, provide a qualitative overview of the perceptions within the Hispanic community regarding the advances (or lack thereof), barriers and recommendations to improve the current social, economic and organizational situation. The analysis in this section is extensively based on the results of the focus groups with both service providers and service users.

FOCUS GROUPS

Interest in focus group research has increased tremendously over the past two decades. Focus groups provide insights into the feelings, attitudes, beliefs and behaviors of target constituencies. Compared to other forms of research, focus groups are relatively inexpensive, and a rich source of information, essential to the design of adequate [settlement] programs (Coyne, Cancer Research Centre: 1990).

The nature of group dynamics, upon which focus groups methodology is based, offers certain strengths as well as limitations to this form of research. Nonetheless, small groups provide a safe setting to explore differences among members of the intended audience. They also provide a forum through which the researcher can learn the audience's attitudes and perceptions on specific issues in a setting that allows for interaction among audience members, which is how most attitudes and perceptions naturally develop (ibid: 1990).

In order to compare current trends and previous research, this study coordinated the implementation of four focus groups. We targeted members of the Hispanic community that

either worked within the social service sector (Service Providers), and immigrants and newcomers that still use or have extensively used settlement services in the past (Service Users).

a) Focus Groups with Service Providers

Service providers that work with the Hispanic community, the majority of which are Latin American-Canadians, are well acquainted with the community's environment. Their parameters for action are related to the evolution of resource allocation, funding priorities, socio-economic needs and political and demographic changes, thus shaping the process of integration of the Hispanic community into the Canadian social context. (Ramos, et al: 1999)

The conjunction of community services and the community's environment form a 'relationship' that Ramos broadly define as the 'settlement variable' (Ramos, et al: 1999). The analysis of this variable is creating a growing concern as social indicators suggest that the Spanish-speaking community rather than evolving, is unfolding large disparities internally.

The observations are the result of the deliberations of two groups of service providers whose main focus of work is the Hispanic community within the boundaries of the municipalities of Mississauga, Brampton and Toronto. These focus groups were based on the participation of 18 social workers representing 15 social services agencies. Eleven participants were female and 7 male. In terms of national representation, it proportionally corresponded to the existing representation within the community: six participants reported Chilean background, seven Salvadoran, three Peruvian, two Colombian, and one Guatemalan.

All of the 15 organisations represented in the focus group provide multiple services to Hispanic immigrants. Representatives from two agencies defined their organisation as mainstream (York Community Services and COSTI). Twelve referred to their organisations as a not-for-profit, multi-service agency, and one as a religious not-for-profit organisation. In addition, four organisations provided services exclusively to the Latin American community and the rest (11) had a multi-ethnic and multi-service character.

Regarding type of services provided, the breakdown highlighted the following categories: information and referral (14 responses), family services (13), refugee (12), immigration law (10), newcomer orientation (10), youth services (9), and ESL (7). Those services are complemented by offering ancillary community programs (5), and vocational and employment services (3). So-called 'non-settlement services' identified by participants and provided by their organisations were social research, policy advocacy, housing, law practice and health prevention (1 response each).

As a group, the results of their deliberations provided responses to the following set of questions:

- 1. Which are the necessary elements for the proper integration of a Latin American immigrant into the Canadian society?*
- 2. What are the barriers to overcome from the individual, community and institutional points of view?*
- 3. Where should we focus our efforts from the individual, community and institutional perspective?*
- 4. Re-Thinking Settlement. How can we visualize our intervention to solve these problems?*

b) Focus Groups with Service Users

Participants in this focus group were more vocal in recording the set of barriers faced by new immigrants in their settlement, adaptation and integration process in Canada. In total, eighteen Latin Americans participated in the service-users focus groups. It brought together senior, youth, women (some with 20 years of residence in Canada), and adult professional immigrants (several with less than a year of residence).

Methodologically, and with the exception of the two females representing the Hispanic senior population of Toronto, the composition of the focus group was not randomly established. Rather, participants were invited to participate in the focus group at the invitation of social workers with which they have had a client-provider relationship. By bringing together individuals closely associated with the social services sector, we intended to obtain qualitative data in three relevant aspects of the research:

- 1) An examination of the situation of those individuals more at risk in relationship with their settlement process to Canada;
- 2) A closer look at perceptions by clients/users of the status quo of service delivery, and;
- 3) Brainstorming ideas on needed improvements at the personal, intra-community, and inter-institutional levels.

The downside of this sampling process is that responses came from a very specific segment of the population. For the purpose of the study, and as a way to infer a bottom-up type of analysis, we biased the inquiry favoring low-income members of the community. In this case, we acknowledged the fact that methodologically the inquiry may have a loss of quality, particularly regarding the input of other Hispanics within the higher socio-economic status quo.

The sample of participants represented a significant portion of the community and ten of the twenty-one Latin American nationalities: Colombia (5), Mexico (3), Peru (2), Bolivia (2), Paraguay, Guatemala, Argentina, Salvador (1 each), in addition to an African-Hispanic originally from Ghana (Africa).

A breakdown by gender and age confirmed the participation of two seniors (over 65 years old), three participants between 45-60 years old, eight ranged from 30-45 years, and 4 under 30 years. In terms of gender, eleven participants were female and seven male. In the male category, one participant was a black African Hispanic immigrant.

In terms of personal income, the maximum annual income reported by a participant was \$24,000. Eleven per cent (11%) reported earnings between \$18-24,000, 8% reported \$13-18,000, 36% reported earnings less than \$13,000, 22% did not have an income and 10% opted not to respond the income question on the registration form.

As in the case of educational background, participants brought an array of occupations and training ranging from completed university education (3), clerical (3), primary school teacher's (3), laborer (4), high school (1), and other (4).

In terms of English fluency, 1 person reported ESL university training, another ESL technical training, 6 advanced ESL, 8 having between basic and intermediate ESL, and 1 person with street level of English.

As a group, participants collectively responded to the following set of questions:

- 1) *What are the most important settlement barriers for immigrants?*
- 2) *Quality and degree of satisfaction of social services used?*
- 3) *Future trends within the Hispanic community?*
- 4) *Opportunities to unify efforts with other ethnic groups?*

EARLY CONCLUSIONS

In brainstorming recommendations for changes in the current settlement and immigration policy, service providers brought forward the notion that Hispanic service providers, by default, play a fundamental role in linking communities with settlement authorities, policies and programs. Their feedback brings a dimension with a critical stand regarding resource allocation, deficiencies and limitations for the delivery of settlement services, and the potential intra/extra community mechanisms to increase the community's negotiation capacity.

In contrast, service-users presented a more pragmatic overview of the settlement difficulties faced by new immigrants. On the one hand, participants provided constructive criticism of the role of Hispanic social workers. In particular in relation to the fact that they tend to accommodate to the programming requirements of the organizations which employ them. On the other hand, they were up-front in identifying the set of systemic barriers (including lack of professional accreditation, adequate information and racism) that impede a successful adaptation/integration into Canada.

The most interesting finding of this research was the clear understanding by participants in the focus groups that the Hispanic community is readying itself for increased control of the settlement process of its membership. The study suggest that there is an enhanced degree of professional expertise in many social and economic areas, and that the cumulative experiences bring forward a renewed capacity to negotiate with Canadian mainstream sectors. The fact that this research piece is part of a consortium of ethnic research and umbrella organizations clearly illustrates this argument. In addition, the community is establishing strong grounds for much needed ethnic bottom-up research and policy advocacy capacity.

C. LEARNING FROM OUR PAST

- SECTION I: Population and Demographic Profile

C. LEARNING FROM OUR PAST

SECTION I: Population and Demographic Profile Hispanic Community in Canada and Toronto Area

Eduardo Garay/January 2000

1. POPULATION GROWTH AND PROJECTIONS

Establishing the exact figures of the Hispanic population in Canada seems to be problematic when comparing statistics or population estimations from different sources. Analysis of Census Data (Statistics Canada) is the most reliable source of information to date and is extensively used in this analysis. As a cautionary note, we remind readers that Census information is collected based on individual (thus voluntary) responses to the questionnaire. This methodological concern need to be considered when making statistical inferences based on Census data.

1.1 HISPANIC COMMUNITY IN CANADA

The settlement process of the Hispanic community goes back to the decades of the 1950 and 1960s particularly influenced by immigrants coming from Spain and “Euro-Latinos”¹ mostly from Southern-Cone Latin American countries. It was until the late 1970s that the Hispanic community begun growing significantly being influenced by immigration flows originating from South and Central American countries. Specially by economic immigrants coming from Andean countries (Colombia, Ecuador, Bolivia and Peru), followed by those immigrants coming from what is called the Chile’s Coup Wave (Mata, 1988,99), and other civil strife countries such as Peru, Nicaragua, Honduras, Guatemala and El Salvador.

In 1971 the total Hispanic population in Canada was calculated in 23,185 individuals (Mata, 1988). Between the period 1971 to 1986, this Spanish-speaking population grew almost eight times from its original size. Based on Census data, and using responses about mother language as an indicator, Mata’s estimated the growth of the Hispanic community as follows: 44,180 for 1976, 70,160 in 1981 and 163,205 individuals in 1986 (Mata: 1999).

Between 1991–1996 the demographic growth of the Hispanic community fluctuated sixth to eight percentual points per year. It reached 278,800 individuals in 1991 and 385,175 in 1996 (Matta, 1999). Considering the significant growth of the Hispanic community for the period 1986-1996 (2.4 times its size by 1986) and projecting it for the next twenty years, it is expected that by the year 2016 the total Hispanic speaking population in Canada will reach 661,975 individuals (Matta, 1999).

<i>YEAR</i>	<u>POPULATION</u>
1971	23,185
1976	44,180
1981	70,160
1986	163,205

¹ Euro-Latinos: those who had an ethno-linguistic link to pre and post war European immigrants to North America

1991	278,800
1996	385,175
2016	661,975*

* Mata's Projections based in 1996 Census

Overall the above demographic analysis is accurate by considering responses to the ethnic origin question from the 1996 Census. Other figures have been established by correlating ethnic origin with knowledge of the Spanish language. In this case, Statistics Canada has reported 505,775 Hispanic immigrants by 1996. This figure is somehow higher than the figures from the sole response to ethnic origin. It brings forward a series of methodological questions re: ethnic identity of second and third generations and/or of those responding fluency in the Spanish language. For the purposes of this study, we assume Mata's estimations, which can be considered conservative, but from our perspective, represent the strongest methodological ground.

It is expected that the Census in 2001, will clarify the above discrepancy, while providing accurate information on the current demographic growth of the Hispanic community in light of recent migratory waves from Caribbean countries such as Cuba and the Dominican Republic. In addition, the new Census will confirm migratory changes to Canada, from Spanish speaking countries, in light of current pressures by immigration Canada that favor economic/independent immigrants and professionals in the field of information technology, in what can be called as the new technological migratory wave.

1.2 PROVINCIAL DISTRIBUTION OF THE HISPANIC COMMUNITY

The data from the 1996's Census, and as presented by Mata (1999), provides a breakdown by province based on responses regarding spoken language as follows:

PROVINCE OF RESIDENCE	PERCENTAGE	NUMBER
Ontario	45%	173.373
Manitoba	3%	11.555
Saskatchewan	1%	3,851
Alberta	9%	34.666
British Columbia	14%	53.925
Nova Scotia	1%	3.851
Quebec	26%	100.104
Other (Northwest Territories, Yukon, New Brunswick, Newfoundland, and P.E.I.)	1%	3,850
TOTAL	100	385,175

1.3 URBAN DISTRIBUTION OF THE HISPANIC COMMUNITY

The following chart presents a breakdown of the distribution of the Hispanic community in Canada as per major urban Centre. The main focus of attraction for Latin American immigrants is the city of Toronto (116,355), followed by the cities of Montreal (49,745), Sherbrooke (37,590), Vancouver (35,810), Calgary (14,515) and Edmonton (12,840).

PROVINCE	CITY	NUMBER
Ontario	Ottawa – Hull	13,075
	Oshawa	2,380
	Toronto	116,355
	Hamilton	7,395
	St. Catharines -Niagara	3,550
	Kitchener	6,985
	London	6,275
	Windsor	3,440
	Sudbury	960
	Thunder Bay	735
Manitoba	Winnipeg	8,620
Saskatchewan	Regina	1,185
	Saskatoon	1,585
Alberta	Calgary	14,515
	Edmonton	12,840
British Columbia	Vancouver	35,810
	Victoria	3,760
Nova Scotia	Halifax	575
Quebec	Chicoutimi – Jonquiere	820
	Quebec	2,075
	Sherbrooke	37,590
	Trois-Rivieres	7,590
	Montreal	49,745
Other (Northwest Territories, Yukon, New Brunswick, Newfoundland, and P.E.I.)	St. John's	430
	Saint John	2,120
	Other	44,765
TOTAL		385,175

2. THE LATIN AMERICAN COMPONENT OF THE HISPANIC COMMUNITY CANADA-WIDE

Hispanic migration to Canada is very diversified and it has increased considerably for the most part of the last 40 years. Matta has defined this process as “a visible multi-representation of national origins, ethnicities and socio-occupational backgrounds” (Matta 1988). Research conducted by the Hispanic Development Council (HDC) in 1995 confirmed that the common bond of the Hispanic community is characterized by the use of the Spanish language. This diversity is further explained by the realization that every nationality is represented in Canada’s Hispanic community...

... has its own immigration patterns, which has been determined by the political as well as economical (and social) conditions of the country of origin. Therefore, the Spanish speaking community is a unity based on diversity (HDC-SOMOS, 1995).

The enactment of the Canadian multicultural policy in 1973 made an attempt to address the issue of unity based on diversity by determining that the Hispanic community can be understood as the unity of two clusters:

- a) Latin American immigrants (from Mexico, Central, South America and the Spanish speaking Caribbean region), and
- b) Spaniard immigrants.

Almost 30 years later, the above demographic differentiation in two clusters appears to be incomplete. The historical and spatial contexts of the Hispanic community are affected by its changing demographics (a population growth of 18 times since 1971), the different migratory waves to Canada, the changing landscape of Canada's economy, current limitations of the immigration policy, and the lack of (or insufficiency thereof) of adequate settlement services.

In addition, the community's internal dynamic provides with a valid argument for a more precise demographic differentiation, particularly in light of perceived internal tendencies:

- a) the growing socio-economic pressure of a visible community with the third fastest demographic growth in Canada (HDC-SOMOS, 1995); and
- b) increasing impoverishment despite of the fact of having a higher degree of education compared to other ethnic groups (HDC-SOMOS, 1995).

(a) Spaniards in Canada.

Spaniards immigrants made up the first segments of the Hispanic community that migrated to Canada during the 1950s and 1960s. Despite being the forefathers of the Hispanic migration to Canada, an overview of the demographic situation of the Spaniard component presents a sharp contrast to the rapid growth path experienced by their Latin American counterparts. In numerical terms, the Spaniard community has sustained similar numbers through time. The approximately 11,000 Spaniard immigrants living in Canada in 1971 represented 47% of the total Hispanic community at the time. Ten years later, the 12,840 immigrants that reported Spain as their place of origin in the Census of 1981, accounted for only 18% of the total Hispanic population. Since then, the Spaniard community is decreasing in numbers due to several factors including aging, permanent insertion to mainstream sectors by the second and third generations, and by a reverse migration to Spain during the 1980s and 1990s. As such, the 11,175 individuals that reported Spain as a place of origin in the Census of 1991, they counted for just 4% of the total Hispanic

community. The main place of residence of Spaniard immigrants is Montreal followed by Toronto and, to a lesser extent, Vancouver.

(b) Latin Americans in Canada.

In total, six major immigration waves illustrate the historical and spatial composition of the Hispanic community in Canada. Mata describes the following waves: The Iberian Wave (Pre and Post WWII, more specifically Spaniard migration), the “Euro-Latino” Wave (1950s-1960s); the Andean Wave (1970s); the Coup Wave (1972-1980); the Central American wave (1980s – 1990s). In addition to, Canadian immigration policy shifted focus at the end of 1990s in bringing highly skilled immigrants in what could be called as the current Technological/Professional Wave from Latin America.

In terms of ethnic origin, Mata’s estimation for the 1996 Census, report 385,175 individuals as Latin American immigrants. However, there are some difficulties in determining place of ethnic origin and/or Latin American national background, due to the fact that 200,291 individuals reported Spanish as their `ethnic origin’ and 184,884 reported 16 nationalities, Indian background or other ethnic origin.

One way to address this significant inconsistency is by empirically adjusting some of the percentages by nationality expressed in the Census. We are supporting this adjustment based on a review of existing socio-economic and demographic research conducted by the HDC and the collection of relevant need assessment studies conducted by partner organizations. Based on this reasoning, the breakdown of the Latin American community by nationality can be assumed in the following terms:

COUNTRY OF ORIGIN	PERCENTAGE OF TOTAL BY 1996 CENSUS	ESTIMATED QUANTITIES
Argentina	4.0	15,407
Bolivia	2.5	9,629
Chile	10.5	40,443
Colombia	5.0	19,258
Costa Rica	1.0	3,851
Ecuador	10.0	38,517
Guatemala	9.0	34,665
Honduras *	1.5	5,778
Mexico	7.0	29,962
Nicaragua	3.0	11,555
Panama	1.0	3,851
Paraguay	0.5	1,925
Peru	4.0	15,407
Salvador	12.0	46,221
Uruguay	2.0	7,703
Venezuela	2.0	7,703

Spain	3.5	13,481
Central American Indian	1.0	3,851
South American Indian	1.0	3,851
Other (Caribbean)	9.0	34,665
Other Latin American Origin	10.5	40,443
TOTAL	100	385,175

- as per estimation provided by representatives of the Honduran community.

3. LATIN AMERICANS IN ONTARIO

By 1996, 175,095 Hispanic immigrants chose to live in Ontario, the majority settling in the eight mayor urban centres of the province (Census, 1996). Considering that Spaniard immigrants made up 4% of the national total, and assuming that this figure is constant by province, we can estimate the number of Latin Americans living in Ontario as 168,091 (175,095 – 7,004).

(a) Distribution per City in Ontario.

Internal research conducted by the HDC corroborates the fact that the majority of Latin American immigrants (87%) choose to live in cities with more than 100,000 inhabitants (HDC-SOMOS, 1995). The breakdown per urban centre is as follows:

URBAN CENTRE	NUMBER
<i>Hamilton</i>	7,395
Kitchener	6,985
London	6,275
Niagara – St. Catherines	3,550
Oshawa	2,380
Ottawa-Hull	13,075
Sudbury	960
Toronto *	116,355
Thunder Bay	735
Windsor	3,440
Other	13,945
TOTAL	175,095

* including Spaniard component

4. LATIN AMERICANS BY AREA WITHIN TORONTO

The most accurate source of information regarding the breakdown of Latin Americans living in Toronto, currently available, is based on a population projection conducted by HDC-SOMOS in 1995. The results of that projection present the number of Spanish speaking immigrants in

Toronto at 112,159 for 1995, a figure that is slightly lower (-4,196) than the results from the Census of 1996. Assuming that a variance of 3.5% between the Census and the HDC-SOMOS's projection does not dramatically change the outcome of the inquiry, we consider accurate the following distribution breakdown of the Latin American community within Metro Toronto for 1995:

AREA	TOTAL POPULATION	SPANISH SPEAKING POPULATION	% SPANISH SPEAKING POPULATION
Toronto core	629,776	35,871	5.70
North York	563,013	35,386	6.29
Scarborough	516,527	13,603	2.63
Etobicoke	309,843	12,664	4.09
York	139,819	11,859	8.48
East York	102,696	2,776	2.70
TOTAL Toronto	2,261,174	112,159	4.90

The population distribution was elaborated using the Census Tracts Divisions employed by Statistics Canada in the 1991 Census. The population data for 1995 was calculated by the HDC's researcher (HDC-SOMOS, 1995).

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C. LEARNING FROM OUR PAST

***- SECTION II: Socio-Economic Profile, An
Overview 1970-1996***

C. LEARNING FROM OUR PAST

SECTION II: SOCIO-ECONOMIC PROFILE: An Overview: 1970 - 1996

By: Eduardo Garay – March, 2000

1. *THE COMMUNITY'S SETTLEMENT PATTERN*

Canada is defined as a country built by immigrants since the times of English and French colonisers. The main difference between our foregone days and today's reality is that socially, racially and economically the Canadian landscape has substantially changed. Immigration to Canada is marked by a history of contradictions and tensions between white and non-white immigrants, and native inhabitants. Today's social landscape is negatively affecting visible minority groups, and the present unequal circumstances are expressed in differentiated levels of income, employment, adaptation, integration and participation in Canadian society.

This situation has been problematized by several economic and social expansion cycles that the Canadian economy has gone through during the last 50 years. In the 1950s Canada went throughout a parallel process. On one hand, the application of market and economic growth process expanded the economic based of this country. Similarly, and assisted by progressive policies, the social safety net also expanded with the implementation of progressive welfare policies such as universal health care, welfare and un-employment services.

This duality was somehow maintained during the 1960s, survived the energy crisis of the 1970s, but was irremediably shaken with the downturn of the economy in the middle of the 1980s. At this juncture, social policy became restrictive and limited in scope. The recovery phase of the 90s, extending into the new millennium, is providing an uneasy truce between neo-liberal government agendas and needed progressive social policies. The increase separation of the state from the social policy function ha resulted in a dramatic increase of the social deficit of Canada. This is expressed in the growing decline of the purchase capacity of people, increasing poverty of vulnerable sectors; namely single mothers, children, youth, seniors, and visible minority immigrants.

It is within this framework that the Hispanic community began its settlement process in Canada since the 1950s, continued in the overlap of the expanding and contracting cyclical modes of the 1970s, 80s and 90s. Currently, the Hispanic community holds the third fastest rate of growth of any ethnic group in Canada (HDC-SOMOS: 1995), assisted by a relatively stable but high than average fertility rate (2.2%), and the push and pull migratory factors originated from Latin American countries. It is expected that due to the growing presence of the Hispanic community, Spanish will become the second most spoken language in Toronto by the year 2016 (Poirer, Toronto Star: 1999).

As explained before, the current socio-economic situation is of much concern for social researchers, community organisations and many members of the community. In spite of having relatively high levels of education and skills, and in addition to strong personal commitment to

the 'cause' of settlement, the Hispanic community is not performing well. Youth unemployment rates of up to 40%, income differentials of 40-50%, and a high percentage (38%) of families with children living below the poverty level (Ornstein, 1996). These figures inform us of the dismal socio-economic situation within this community. These problems are aggravated by structural social problems associated with discrimination and racism, lack of accreditation of professional skills, and unequal access to trades and professions. These factors are leading the call for joint efforts in assisting this relatively new but vibrant community to improve its outlook.

2. *OCCUPATION AND INCOME*

The employment variable provides a precise indication of the extraordinary difficulties faced by members of the Hispanic community through time. In an early analysis of the Census of 1981, Beaujot inform us that Hispanic workers ranked at the bottom of the scale of wage earners in Canada (as per Mata: 1988). In particular, men and women from Central and South America were the most disadvantaged group. They were less likely to be employed, worked less weeks, earned less, faced discriminatory employment practices, and were exposed to very hazardous and unhealthy working environments (ibid: 1988).

For Mata, the situation of the Hispanic labour force has been a matter of concern during the 80s in light of the multiple adaptation challenges that the community is facing since then (Mata: 1988). Income differentials were visible in 1988 whereby the average income of \$15,000 for a Hispanic male was 25% (or \$2000 less) the average income of a Canadian male. Likewise, by 1991, the median income of \$20,500 for same Hispanic male was 51% (or \$10,800 less) the income of a Canadian male (Ornstein, 1996). By 1996, the income differential somehow decreased and stabilised at the 44% mark (from \$23,000 to \$33,000), a gap that is estimated has remained constant for the last few years.

From an occupational perspective, and using the Census of 1991, Mata inferred that male workers were doing slightly better than female workers, due to the fact that more males were occupying managerial (17% against 13% for women) and skilled services and trade positions (20% against 6% for women).

<i>OCCUPATIONAL CATEGORY</i>	MALES (PERCENTAGE)	FEMALES (PERCENTAGE)
- Managers and professionals	17%	13%
- Semi-professionals, supervisors and administrative	10%	17%
- Skilled in sales-services-trades and crafts:	20%	6%
- Clerical workers, sale, and services	16%	35%
- Semi-skilled manual	16%	10%
- Manual and other manual	21%	20%
Total	100%	100%

From another angle, female workers did better in the administrative/managerial sector (30% against 27% for males). The above figures do not disguise the fact that 53% males and 65% females work in low skilled, manual and clerical positions. Adding the category of skilled

positions; 73% of males and 71% of females are working in a range of semi-professional to manual or skilled jobs.

A need assessment conducted by the Hispanic Development Council (HDC, Millones, et al: 1994) in 1994 produced similar conclusions. The study considered a sample of 304 cases of Hispanics living within metropolitan Toronto, 49% were women. The study concluded that most Hispanic immigrants experienced unemployment at some point in the early years of settlement. The adult rate of unemployment for 1994 was calculated in 36.2%. Half of those interviewed reported having some kind of job, but of those working, 15% were under employed (meaning working less than 12 months the previous year) (Millones, et al: 1994).

It was estimated that the reported unemployment rate for 1994 was 4 times higher than that of the average Canadian. This may be explained by the fact that the downturn of the economy in the early 90s more severely affected newcomers to Canada. By 1996, the employment situation looked slightly better. Comparing Ornstein indicators of inequality (1996), we observed that the Hispanic community was still under-performing in spite of slightly improvements. The overall unemployment rates for Hispanics was 18% and reached 25% in the case of Central American immigrants, which is significantly higher than the reported 10% unemployment rate for Canadians at large.

ORNSTEIN INDICATORS OF INEQUALITY – 1996				
EMPLOYMENT	Hispanic	South	Central	ALL
% workers unemployed	18%	17%	25%	10%
% 15-24 unemployed workers	21%	13%	30%	39%
% manager / professional	12%	12%	7%	26%
% clerical, sales and services	53%	52%	52%	53%
% manual occupations	35%	36%	41%	21%

Adapted from Ethno-Racial inequality in Metropolitan Toronto: Analysis of the 1991 Census by Michael Ornstein, York University. 1996.

Similarly, the percentage of managerial/professional positions held by Hispanics was less than half of the Canadian average. Compared to 1994, the category of male manager/professionals jobs decreased to 12% from the 17% reported by Millones in 1994 (Millones, et al: 1994).

3. INCOME

Although men and women were working in similar occupations, an examination of variables related to gender, language fluency, schooling and occupational status indicated strong income variations based on gender. In 1981, the average income of Hispanic males was \$15,719, slightly below the average of \$17,602. In contrast female income was slightly better than the average for women working in low skilled-to-manual jobs: \$9,122 to the Canadian average for same category of \$8,722 (Mata, 1988). However, the income earned for women was substantially less than that of men. By 1988, Hispanic males had better incomes than females. With a few exceptions, males doubled the size of the average earnings of female workers. Overall, these lower income levels were not commensurate with the relatively high educational levels of Hispanic immigrants (41.7% had some levels of post-secondary or university education) (Mata: 1988).

In subsequent years, the income-employment relationship remained critical for Hispanic immigrants. This slippery road continues to grow within the Hispanic community. Millones reported that the average annual family income for 1989 was calculated at \$18,000 (Millones, et al: 1994), 50% below the poverty line for same year or \$27,595 (Ross et al, 1989). These income discrepancies have increased through time. By 1991, Hispanic immigrants made 33% less mean income than the total population (23,780 Vs 31,130).

<i>INCOME population</i>	<i>Total population</i>	<i>Spanish</i>
Mean income per individual:	31,130	23,780
All males:	38,830	28,815
All females:	23,445	18,605

Adapted from: Spanish –Speaking Population and total Population of Metro Toronto, Mean Incomes 1991. Mata, 1999.

The HDC’s need assessment of 1994 (Millones, et al) illustrated the fact that the single factor of 'lack of a job' was associated with high levels of stress. Besides, over 66% of Hispanics reported being under some sort of income security program, and 75% reported earnings below the low income cut-off of \$24,000 (Millones, et al: 1994).

The situation was aggravated by the lost occupational and income status of skilled and foreign trained immigrants. Just half of trained professionals and skilled immigrants reported working in their field of expertise, and 70% of those with a clerical background reported loss of status (Millones, et al: 1994). The outcome of this situation is that individuals have had to resort to work in low-paid manual occupations. This situation particularly affects women, who make up two thirds of the community’s labour force.

By 1996 the situation worsened. By examining Ornstein income indicators we can infer that the average individual income for Hispanics (\$20,500) is 65% of the average income (\$31,300). The situation becomes critical for Central American families whose income was less that half of the average income of a Canadian family.

F. INCOME	Hispanics	South Amer.	Central Am.	Canadian
Mean annual income	20,500	20,600	16,400	31,300
Mean annual family income	30,633	28,400	25,000	50,600

Adapted from Ethno-Racial inequality in Metropolitan Toronto: Analysis of the 1991 Census by Michael Ornstein, York University. 1996.

The concern regarding the above illustrated under-performance of the community has created the perception that strong pockets of marginalization and polarisation, similar to those confronted by the Latino community in the United States are occurring in Canada and may increase substantially in the near future.

4. EDUCATION/LEARNING

The Hispanic community in Canada is both a poly-ethnic and monolingual community. Each of the six immigration waves have contributed to the creation of ‘intra-ethnic personalities’ unique in the pluralistic Canadian social setting. In this regard, it is necessary to distinguish two factors:

a) the location of the Hispanic community in education/training with respect to mainstream sectors, and b) the internal educational differences within the community itself.

(a) Education/Training in Relationship with Mainstream Society.

The literature review and observations from the focus groups inform that prevailing low income levels are not, and have not, been historically commensurate with the community's relatively high educational levels. For example, by 1988, 41.7% Hispanics had some level of post-secondary or university education (Mata: 1988) yet they earned 25% less than the average person.

In 1988, Mata pointed out that issues such as the creation of opportunities for transference of skills, continuing education in the new language, better working conditions, gender equity, care for the elderly, family reunification and preservation of the Latin culture, will be important issues for the 90s and beyond. At the time, in what has become a trend more than twenty years later, it was established that South American and Spaniard males had higher post-secondary schooling than Canadians and others born abroad yet they earn less.

By 1991, Mata had established that the educational levels of the Hispanic community were similar than the total population. By 1991, 55% Hispanic immigrants hold either a high school, trade certification, college or some years of university education. Regardless this educational closeness, the occupational and income levels could not be compared with those of Canadians at large, not even considering the fact that by 1996 income levels have improved marginally.

(b) The Internal Educational Differences Within the Community Itself.

- The Hispanic migration waves have shaped the community's internal educational landscape. Euro-Latinos came from a higher educational strata than their counterparts, thus better schooling. The Andean wave brought a mixture of un-skilled, semi-skilled and university educated immigrants. Similarly the Coup Wave brought a mixture of skilled and semi-skilled immigrants, with the difference that many of them had sounded expertise in community development and community building, in addition to the highly trained sociologists and economists proper of the Chilean refugee segment. The exception constitutes the Central American immigrants, which have, lower than average educational levels. This Hispanic sub-group has become a critical mass whose adaptation and integration process will impact the overall outlook of the community. In 1988, Central Americans had 5.6% less education than a Canadian did, and 18% less than their South Americans counterparts. In contrast, the latest 'professional and technological' wave are bringing highly skilled university educated immigrants, those whose settlement needs are of a distinct nature.

- Gender-wise, a distinction was identified between South American females, who had the highest proportion of post-secondary education, and their Central American counterparts who had proportions below the Canadian-born and those born abroad.

EDUCATIONAL LEVELS FOR 1991- SOURCE CENSUS 1991		
	Spanish Speaking	Total Population
University degree:	13%	17%
Non-university degree:	24%	21%
Post-secondary:	13%	11%

Trades:	2%	3%
High school diploma:	16%	15%
High school or less:	32%	32%

Adapted from Spanish-Speaking population and Total Population of Metro Toronto: Educational levels 1991, Fernando Mata. 1999.

(c) Trends.

The internal differences in educational-adaptation levels, compounded by lack of culturally sensitive settlement services are producing significant disparities within the community. The fact that some Hispanic groups have found niches in professional or managerial occupations (mostly South Americans), while others have established themselves in low-paying clerical, sales or manual jobs (Mata, 1999) is creating a growing polarisation within Latin American groupings. The worst circumstances correspond to those who reported Central American or Mexican origins compared to those reporting other Latin American origins (Ornstein: 1996).

In retrospective, the Hispanic community has been taken notice of this situation. The results of the need assessment conducted by the HDC in 1994 inform us that regardless of the perceived polarisation and impoverishment of the community, there is strong motivation on behalf of the new generations to improve the educational status. In terms of gender for example, the study documented that women have almost identical occupational and employment patterns of Spanish-speaking men. In other words, gender is not a significant problem. At the same time 'levels of formal education' and 'years of immigration' are main factors associated with English proficiency for those who have lived in Canada for less than 10 years. The comparison is not significant for those who have been in Canada over ten years (Millones, et al: 1994). The challenge ahead is to create an internal institutional capacity to procure changes in legislation towards the dismantling of existing structural barriers.

ORNSTEIN – INDICATORS OF INEQUALITY 1996				
EDUCATION/LEARNING				
% population who do not speak English	15%	15%	21%	5%
% of those 25+ who do not attend high school	14%	13%	20%	16%
% of those 25+ with university degree or higher	15%	13%	11%	20%
% those 20-24 enrolled full time education	31%	24%	25%	39%

Adapted from Ethno-Racial inequality in Metropolitan Toronto: Analysis of the 1991 Census by Michael Ornstein, York University. 1996.

5. LANGUAGE PROFICIENCY

The motivation to acquire sound language proficiency is strongly associated with the type of occupation and educational background of the immigrant. The motivation to engage in educational activities other than ESL training varies by type of occupation. For example, mostly all immigrants with less than three years in Canada, middle-aged individuals and 30.9% of those unemployed seek enrolment in ESL courses. Of those who work in manual occupations, 76.4% register in ESL and skills building courses. Similarly, 61.1% of those immigrants with technical,

university and postgraduate education seek academic, supervisory, college and commercial courses in addition to ESL courses (Millones, et al: 1994).

When comparing with Canadian averages, as per Ornstein indicators of inequality above (Ornstein: 1996), the Hispanic community has a higher percentage of adults with high school studies, a slightly lesser percentage of adults with university degree, and a substantial percentage of youth currently not attending school in 1996.

6. SUPPLY OF AVAILABLE SERVICES

There is a lack of information on formally available services being used by Hispanic immigrants or on the needs of those who do not come in contact with those services. Overall, there is a wide range of utilisation of known services, and that range fluctuates depending on the type of problem at hand.). In many cases solutions are managed outside the formal social service systems.

Not all people who are in need take direct action to solve their problem. Except for immigration problems, about 50% of Hispanics with housing, family-related and learning needs know about services available for these problems. Still, about 70% have used them in the past. Services for immigration matters are known by 78.3% of those requiring them. Of these, 83% actually use available services (Millones, et al: 1994

The dis-proportion is even greater for those facing other type of problems. For example, 24% of those facing financial and personal problems do not face their needs. Another study points out that 37% do not use referral services for their problems at all. Besides between 45-55% of all self-recognised stressful events or episodes (outside immigration needs) are managed outside the parameters of the formal social and health care system (Millones, et al: 1994).

Psychological stress (depression, anxiety and social isolation) is one of the most common personal problems. Level of stress was significantly related to the 'number' of reported problems. Family and other personal problems associated with the single event 'lack of job' present highest stress factors within the Hispanic community.

7. SOCIAL MOBILITY

The diverse social origin of the many segments of the community influence their degree of social mobility in Canada. For example, the relatively longer residence of South American immigrants, their higher educational levels, the fact that they tend to be more stable and make more appropriate use of welfare and social services are factors that assist this segment settlement process than that of their Central American peers. The contrasting situation is that for most Central Americans the adaptation to Canadian society is a less developed process due to the disadvantaged social development process from their countries of origin (Millones, et al: 1994). As such this segment of the community may live in poverty for a longer period of time and will face difficult challenges in areas ranging from language proficiency, educational and trade accreditation and racial discrimination.

ORNSTEIN – INDICATORS OF INEQUALITY 1996				
SOCIAL MOBILITY/POVERTY	Hispanic	South Amer.	Central Am.	All
% families below family income cutoff	37%	31%	48%	19%
% families w/children below low inco. cut-off	38%	35%	55%	19%
% homeowners	0%	21%	16%	53%]

Adapted from Ethno-Racial inequality in Metropolitan Toronto: Analysis of the 1991 Census by Michael Ornstein, York University. 1996.

Other factors that influence the social mobility of Hispanics in Canada are related to:

- Push and pull migration (forced emigration/forced reception in host country)
- Differences in human capital endowments
- Type of legal status at entry
- Conjunctural economic, social and political climates at entry
- Degree of settlement support in receiving communities, and
- “Linguistic” capacity (Mata, 1999)

Therefore, the Hispanic community needs to closely monitor poverty indicators to assess the extent of the situation and to provide with valid arguments to pursue changes in social policy. *For example, the fact that the average Hispanic families with children is well below the low income cut-off is 38%, (and 55% for Central American families) (Ornstein: 1996) may serve as a bargaining tool when negotiating the continuation of childcare benefits or training program for single mothers.*

8. PROFESSIONAL ACCREDITATION

Loss of occupational status, in relation to the last occupation in the country of origin, can be devastating for a newcomer to Canada. Accreditation of professional skills is a cumbersome yet unattainable process for many skilled Hispanic immigrants. The main obstacles are the insurmountable barriers and the discriminatory approaches of professional and trade regulatory organisations that oversee foreign professional/trade accreditation (HDC-SOMOS: 1995).

Only 50% of the professionals working in their field in their country of origin have maintained a somewhat similar status in Canada, while the other half is employed in unskilled manual occupations. Similarly, 50% of those who were skilled workers are working as unskilled workers in Canada. The loss of status is even greater for those employed in clerical occupations in their country of origin. That is, 71% of them are working in manual occupations and more than two thirds of these workers are women (Millones, et al: 1994).

However, the above patterns tend to change somewhat different by looking at the data for those who have been in Canada for ten years or more. Providing a certain sufficiency in English, unskilled workers are more likely to find a skilled job in the long run. Besides most professional and clerical workers tend to be able to maintain their status. The remaining question is if 10 years rather than being an asset is an endemic obstacle for a skilled immigrant to just achieve same occupational before emigrating to Canada?

D. TRENDS WITHIN THE HISPANIC COMMUNITY

**SECTION I: A Perspective From Service
Providers**

TRENDS IN THE HISPANIC COMMUNITY

SECTION I: A Perspective From Service Providers

Eduardo Garay/March-2000

1. INTRODUCTION

The role of ethnic organisations such as the Hispanic Development Council (HDC) and its member agencies parallels many of the contemporary events in the Hispanic community with challenges that include: an understanding of the community's diversity, potential, needs, and interests. Service providers working with the Hispanic community, the majority of who are Latin American-Canadians are well acquainted with the community's environment. Their parameters for action are related to the evolution of resource allocation, priorities, socio-economic needs, political and demographic changes, which in turn shape the process of integration of the Hispanic community in the Canadian social context. (Ramos, et al: 1999)

The conjunction of community services and the community's environment form a 'relationship' that Ramos broadly defines as the 'settlement' variable (Ramos, et al: 1999). The analysis of this variable is generating increasing preoccupation as social indicators suggest that the Spanish-speaking community is evolving with large internal disparities. The HDC's research has documented an increase in poverty levels, a lesser share of the economic product per-capita in addition to growing social deficits; particularly in the areas of housing, education, social assistance and health, which at some point had affected almost 50% of the community (Matta: 99)

The following observations are the result of the deliberations of two groups of service providers whose main focus of work is the Hispanic community within the boundaries of the municipalities of Toronto, Mississauga and Brampton. As a group, the results of their deliberations provided responses to the following set of questions:

2. *Which are the necessary elements for the proper integration of a Latin American immigrant into the Canadian society?*
3. *What are the barriers to overcome from the individual, community and institutional points of view?*
5. *Where should we focus our efforts from the individual, community and institutional perspective?*
6. *Re-Thinking Settlement: How can we visualise our intervention to solve these problems?*

2. PARTICIPANTS/REPRESENTATION

The two focus groups included the participation of 18 social workers representing 15 social services agencies. Eleven participants were female and 7 male. In terms of nationality, six reported a Chilean background, seven Salvadoran, three Peruvian, two Colombian (including the facilitator), and one Guatemalan. The national representation corresponded to the existing population in that Chileans and Salvadorans represent the major segments of the Hispanic population. Surprisingly, there was not a single Ecuadorian in the sample, which may be due to the fact that the Ecuadorian segment of the Hispanic population is one of the firsts to settle in Canada. Perhaps it is a community with an established social/family support system (though not necessarily a better economic outlook.)

All the 15 organisations represented in the focus group provide multi-services to Hispanic clients. Representatives from two agencies considered their organisation as mainstream (York Community Services and COSTI). Twelve referred to themselves as not-for-profit, multi-service social service agency and one as religious not-for-profit organisation. Besides, four organisations provided services exclusively to the Latin American community and 11 are multi-ethnic service providers.

In terms of type of services provided, participants reported information and referral (14 responses), family service (13), refugee (12), immigration law (10), newcomer's orientation (10), youth services (9), and ESL (7) as the main focus of work. Those services are complemented by offering all sorts of community programs (5), and vocational and employment services (3). Other services being provided constituted research and policy advocacy (1), housing, law and health prevention (1 response each).

3. RESPONSES TO QUESTIONNAIRE

1. Which are the necessary elements for the proper integration of a Latin American immigrant into the Canadian society?

Participants addressed the question by asking themselves what would be the main conditions for a successful settlement in Canada and, at the same time, provided valuable counter-arguments to the query. They brainstormed about areas of concern including ideal settlement, pre-migration dissemination of information (as a main issue), migratory status, employment and professional accreditation, and other factors of success.

- a) ***Ideal settlement condition.*** Participants agreed that the ideal settlement will occur when at least three conditions are fulfilled: an understanding that 'an immigrant' is an individual who has come to live and thrive in Canada without limitations as per the migration status through which s/he is settling in Canada. Secondly, that the individual and his/her family have access to existing resources to meet basic needs that include lodging, health, education, food, employment and acculturation. Furthermore, a proper integration process is achieved when

the final condition is met: that the immigrant continues to thrive in society without the need for extra support by the community.

Participants were quick to counter-balance the above definition by stating that the ideal settlement condition is far from becoming a reality within the Hispanic community mainly due to the excessive amount of support still required. This affirmation coincided with the results of a similar forum conducted by the HDC in June 1999. The settlement problematic was seen as a compound of (at least) two factors: internal and external. Internal issues participants identified included the diversity and fragmentation of the 'Latin American' community. Issues related to immigration status, cultural and educational background, years in Canada, professional and trade skills; age and place of origin need to be considered when addressing the issue of community settlement. Externally (similar in both groups), participants acknowledged the institutional complexity in terms of settlement policy and provision of services when addressing adaptation of immigrants.

- b) ***Differentiated Migratory Flows.*** A critical factor to understanding community settlement processes at the Hispanic community level, is the great diversity of countries which preceded in the migratory flows, that is, immigrants arrived from countries with substantial differences at the developmental level and with distinct sets of professional skills, cultural values and social strata. Often upon arrival to Canada, an immigrant brings a different set of expectations mostly related to the category in which they arrive, namely voluntary migration to Canada (economic), the "no option but to leave country of origin" new settler (political refugee), and the individuals accepted because of trauma (tortured).

From the perspective of provision of services, the diverse migratory status of Hispanics greatly impacts on the quality of the services being offered. Participants agreed that a good quality of service is 'a must' regardless of migratory status, as is the ability to provide different levels of flexibility based on the origins of immigration.

- c) ***Dissemination of Information - Knowledge of Rights and Obligations.*** In relation to the condition of ideal settlement, the importance for immigrants to get acquainted with the modus operandi of Canadian institutions was mentioned. As one participant stated:

Institutionalisation can also have different meanings for immigrants. What are the legalities, how can they begin to interact with their community, how can they benefit from this? There needs to be a channel of information providing with responses to those questions.

Pre-Immigration, Rights And Services. *Participants argued that in order to prepare for the 'violent' shock of the settlement process, aspects such as dissemination of information should begin before immigrants leave their country of origin, and during and after settling in Canada. Special attention should be given to information re: rights and obligations, available services and responsibilities that are required in the new country. Information should also focus on the rights of immigrants to participate in mainstream decision-making processes and national politics.*

In a related area, information is considered a valuable tool vis-à-vis legal issues. In many instances, immigrants may get involved in borderline situations because of their lack of understanding of the legal and policing system in Canada. ...

People need to know and understand their rights and obligations. They need to know the differences between their cultural history and that of Canadians. Then, they will be able to understand what the consequences are when they do not abide existing laws.

Inter-Connections Hispanic Community and Canada's Embassies. Canada's diplomatic representatives overseas are in a position to become initial points to disseminate information. Participants argued that the provision of information should be fine-tuned through linkages between Canadian-Hispanic community agencies and the Canadian embassies in every country from which immigration comes.

The argument is that ethno-specific agencies have an intrinsic understanding of the socio-economic and demographic situation of a given community, likewise, Canadian embassies have access to overall economic trends. The blending of these two sources of information are instrumental and should be presented in Spanish so that new immigrants can get a better grasp of issues and resources.

Participants stressed their perception of the weak institutional support in the production of information to new immigrants, as well as the fact that information is too general and does not address the issues of cultural sensitivity, place of origin and life skills.

- d) **Employment.** The focus groups considered that employment constitutes a dynamic factor to help integration into Canadian society. The ideal condition is achieved when the immigrant joins the work force and his/her professional/trade skills are recognised. ...

Employment is also important in order to achieve success in this society. People need to live above the poverty line status. They need to access appropriate housing, clothing, food, and savings, which are the result of having a job, and in the best case scenario a job that reflects their intrinsic professional skills.

Participants counter-balanced the ideal scenario in that professional accreditation is a Grey area. In their words, professional and trade associations have become gigantic barriers to immigrants. In addition to the difficulties of obtaining transference for learned skills ...

Too many companies only look for "Canadian experience" and do not permit foreign professionals to offer their talents, skills, and potentials to Canadian society. The tendency is that many of our Latin American professionals eventually find themselves unable to work under their professional title.

A potential solution would be the establishment of appropriate guidelines to transfer professional and occupational skills and ensuring that licensing institutions become more directly accountable to government levels.

e) **Language.** The ability to speak English was considered the backbone of a successful settlement process. Other than the ability to speak English, the need to grasp the cultural attributes attached to the language was considered critical. In practical terms it was considered that ... *There has to be at least a level of intermediate English. Language development is essential in order to become self-sufficient in this country. Service programs should be offered in a cultural sensitive manner.*

2. *What are the barriers to overcome from the individual, community and institutional points of view?*

a) **Socio-Economic Barriers.** Variables such as language, cultural values, housing and accreditation of professional degrees and skills were considered social and/or economic impediments for the full adaptation and integration of Hispanic immigrants. In addition, the lack of employment, or of an acceptable job was aggravated by changes to Canada's economy in the 1990s and the lack of a proper accreditation process for foreign-learned skills. Competition for low-skilled jobs between adult immigrants and youth was considered an example of the "ghettoization" of ethnic communities. As one participant commented:

When Luis came to Canada in 1978 there were many jobs available for immigrants. He didn't speak any English but was still able to work. These jobs were low paying but still they gave hope to people. Today, going into the new millennium, there are no jobs (either low skill or manual) for immigrants in many areas.

This situation is compounded by the *further marginalization of non-specialised immigrants. Educated people are displacing low-skilled labourers. Young Canadians out of college and university, who can't find jobs displace less fortunate individuals, thus these displaced end up filling low paid jobs.*

Gender Barriers. Women, for example, know what are their specific roles in their countries of origin. However, in Canada, women are also expected to work outside home even though this may not be the custom in the culture of the country of origin. Many women have to continue to play the traditional role their husbands are accustomed to while, at the same time, having to fulfil the new roles demanded by the new social setting.

The focus groups also agreed that the Latin American *male* had to look at himself and learn how to adapt and advance in society. Participants stated that these men had to make changes and that, often, a chauvinistic attitude created problems in social development.

The issue of mental health came to the fore at this juncture. It was clear that those new immigrants, refugees and particularly women refugees, need to establish an emotional balance of some sort. In terms of gender or convention refugees, many of these women had to come to Canada under forced or unexpected circumstances. Participants said that these

new settlers come here out of necessity and faced more barriers once they arrive to Canada, which are often difficult to manage.

b) *Infra-Structural Barriers. Underlying the socio-economic barriers are infra-structural (or systemic) factors that influence a negative settlement process. The following factors were analysed:*

The Search For A Proper Transition Process. There are major problems associated with the fact that there is not a proper transition process through which the immigrant can gradually reach different stages of adjustment through time. Realising that immigrants face tremendous changes, it is necessary to establish a dynamic integration process, one that reduces the cultural impact between Hispanic and Canadian cultures/idiosyncrasies. For example, delays in processing requests for documentation (ministerial permits, refugee application and even SIN and OHIP), as well as a lack of information upon arrival were perceived as institutional barriers.

Lack Of Funding For Creation Of Jobs. Participants considered current fiscal policies as inappropriate and as a barrier to ethnic and disadvantaged social groups. The main question asked at this juncture was ...

If our ethnic population has rights, how is it possible that the government has a surplus in the area of employment benefits? Are they using this money to create new sources of work? Is it true that there are many human resource programs to help people find jobs?

The fact is that unemployed immigrants attend those training programs but still, they are unable to find a job. The government has to create more jobs because these programs don't really change people's status. In summary, governments are distancing themselves from the job market.

Lack Of Funding For Service Provision. Our reality is that the various levels of government invest extensive resources in funding mainstream organisations. In contrast, they provide minimum support to ethno-specific settlement agencies.

Of the work we do, 83% is for settlement issues affecting immigrant women. In contrast, we only get funding for just 13% of our total programming. When women come to our office looking for support in job-search, to enrol in courses or in support on issues of family violence, we as service providers, can try to help but if there is little support for our work, there is so much we can do.

From a service delivery perspective, in many cases, immigrants do not receive training because they are not citizens. But, once they become citizens, funding regulations prevent them to qualify for free ESL courses. Regrettably, many people ignore this and end up worse-off than when they started.

Likewise, there is a distinction in what is and isn't considered settlement work. *If the funder places a three years limit for example, and people will come to you, you help them but after a certain period of time, technically, you cannot continue helping them anymore.* As such,

ethno-specific agencies that depend exclusively on settlement funding have to curtail services to their communities.

Participants agreed that there is a “financial management trend” by government funding agencies. This funding trend justifies the lack of support and the provision of resources to ethno-specific agencies, because in their eyes those communities are “not performing” or are ‘not important’.

Disappearance of Hispanic Social Work Positions. Two factors are influencing this situation; 1) program performance indicators, and 2) current hiring practices. As a participant explained:

The United Way, the federal government and the city fund my work. One hundred per cent of my work is on federal settlement services. The service I provide is endangered and is on the verge of extinction. If my programs don't have a specific number of immigrants at any point in time, then funding will be cut...

Besides, Hispanic workers are disappearing. The case of Alvaro Vidal for example. His position disappeared and he was replaced by someone who only speaks English. How can this new employee help an immigrant who doesn't speak English? We call this the symptom of the illness and a political issue... In my case, our agency is discriminated because it was created some 10 years ago as opposed to agencies like COSTI, which are financially stable and have been around for a longer period of time.

- c) ***Intra-Community Barriers.*** It was agreed that one of the most divisive issues in the community is the one on cultural and ethnic identity, and representation. Community barriers are related to lack of communication, integration and coordination, and the overall lack of understanding of the concept of a shared-community.

In the best case scenario, the Hispanic community can be seen as a unity in diversity. Several community forums and research conducted by the HDC (1994, 95, 99) and partner organisations (i.e. Latin American Community Centre: 1994) have brought forward conclusions similar to those of the focus groups as explained below:

To begin with, the generic term of Hispanic community (or Latin or Spanish-speaking people) is embedded in Canada's multicultural policy. As an entity, the Hispanic community constitutes a collage of diverse national and ethnic origins. In addition, the different migratory waves to Canada have had an impact on the composition and expression of national and ethnic identities through time; therefore provision of services should be tailored accordingly

A prevailing issue has been the systemic discrimination by certain national or ethnic sub-groups in the community to the detriment of other(s). This is aggravated by traits related to stratification based on economic factors, ideology, class, education and racial features.

As a participant stated ... *one of the most visible barriers is the oppressive and racist ideology, which Hispanics have among themselves and which also, exists in the Canadian*

society. Prompted to list the set of barriers within the community, participants mentioned the following: sexism, racism, ageism, classism, “chauvinism”, and “machismo”.

- d) ***Racism and Discrimination.*** The focus groups agreed with the opinion of a participant in that *...I believe that there is more discrimination in Canada than in the United States. In the U.S A.. they give people jobs as long as they can perform them well; they don't have to have 'work experience' in that country like they do in Canada.*

At the institutional level there are barriers of racial origin and there is a marked Euro-centrist. Institutions are embedded with behaviour such as endemic prejudice and discrimination (i.e. police), and lack of tolerance (i.e. the Reform Party's constant ethnic backlash).

Institutions such as the Ministry of Citizenship discriminate against ethnic immigrants in a dualistic manner. On one hand, ethnic immigrants are under enormous pressure to become citizens with the premise that citizenship means more benefits, equality and rights. On the other hand, becoming a citizen implies the perspective of losing settlement support and related services. Other ministries present what was termed as a 'terrorist nature' type of behaviour. For example, Revenue Canada is a ministry that lacks flexibility in terms of rules and proceedings. Rather than helping people, this Ministry complicates and limits people's lives. In many cases people have to hire an attorney to demonstrate their innocence (as is the case of lost or stolen SIN used by someone else).

Another factor exacerbating racism and discrimination is the shrinking of funding for services, as well as the reduced size of federal and provincial services. This situation translates into increased workloads, more rigid guidelines and criteria, and less tolerance on the part of government officers.

3. Where should we focus our efforts from the individual, community and institutional perspective?

- a) ***Regarding Socio-economic Trends.*** The focus group identified a need to look from the personal to the societal issues. A participant suggested that as individuals we must confront and analyse the psychological barriers related to settling in a new environment, and that, as communities, we should build a cooperative movement to support each other.

Creation Of Peer Systems. One way of adapting ourselves to the new social context, both individually and collectively, could be achieved through the creation of family-peer support programs matching Canadians with Hispanic families. This situation will facilitate a better social understanding and a decrease in prejudicial attitudes. At the same time, family services would be centred in the nuclear family as a way to soften disparities in the settlement process. This due to the perception that Hispanic men are more integrated into Canadian society than women.

Employment. To improve employability, it is necessary to begin researching and assessing the dynamics of the Canadian labour market so that skills and qualifications can be transferred to this economic context. At present, qualified individuals are forced to do all

kinds of unskilled jobs and are being left out of administrative and managerial positions. Tools such as the creation of “schools at work” and voluntary programs must be developed at the community and ethnic agency level to overcome problems faced by the first and second generation of immigrants (i.e. youth). One way would be to look at examples from other communities and try to adapt the strengths from each of them to the Hispanic context. *When the employment barrier is overcome, a safety net is established for that individual, thus making the nuclear family less vulnerable.*

Youth. Issues pertaining to poverty and identity are preventing the successful integration of the second generation into Canadian society. As a vital part of the community of the future, youths must be supported and motivated to avoid them getting discouraged and to help them to project themselves in the future. Tools such as improved links between the family-school system are in dire need of re-designing and implementation.

Language-Sensitive Information and Services. It is common that a person within the Hispanic community, who has been living in Canada for 20 years, is at the same level as a person who has been in Canada for only two months in terms of information. Information and services should be contextualized and offered in Spanish. This is essential to increase the confidence levels of the immigrant, and to facilitate improvements in his/her career or activities.

Participants agreed that follow-up services must be provided by ethno-specific agencies, that those programs should reflect the level of settlement reached by the nuclear family, and at the same time of establish a two-way (community-new immigrant) feedback process.

b) *Intra-Community's Trends.*

The Search For Integration. The establishment of integrated communities will provide better prospects not only within the Hispanic community but also among ethnic communities, and subsequently with mainstream sectors. Institutional oversight has given way to the formation of ‘ethnic’ ghettos, a situation that in turn has affected horizontal and vertical adaptation. Settlement policies must start recognising the fact that Hispanic immigrants come from 21 countries and bring diverse experiences.

To pursue our ethnic-community agenda, our efforts must be focused on leaving behind our internal differences as a community. The Hispanic language is the common bond between all members of the Hispanic community and is a determining factor to establish our identity in Canada. As one participant stated ... *by educating our community and taking all sorts of action we can try to influence decisions which will affect all of us. We need to be taken seriously.* This will result in an increase in the community’s negotiating capacity and in the formulation of policies vis-à-vis budget cuts for essential social services. The current trend points to the fact that ethnic communities will be negotiating more and more with provincial governments.

Political Representation. If we ‘maintain’ the current marginal status as a community, then there will be no relevant changes at the political level for the Hispanic community. Our first

task is to break the marginal condition in the mainstream decision-making process in order to establish a Latin American political and institutional identity

The above position echoed the opinion of a past president of OCASI at the annual conference in 1999. She stated that *we are a community of immigrants, highly educated, micro-entrepreneurial, first time house buyers, contribute a lot to the economy YET we are seen as a problem (Omidvar, OCASI, 1999).*

Ethnic communities need to educate government and politicians, and to hold them accountable. Participants stated that...

We need to participate in the political life of our country (Canada). We must represent our community and give them a voice in Parliament. We don't have the opportunity to demand and we have rights like everyone else. We must make ourselves noticed and acknowledged.

This participation doesn't only mean through social services. It has to cover more ground instead of only focusing on the limited areas the government allows. The reason for this is that not all Hispanics visit the community centers. Some belong to groups or only participate in certain events.

In order to help our community we must be able to play a role as individuals and as an agency. There are several levels in the Hispanic population that needs to be informed at all times. The definition the government has for the Hispanic population, as not "performing" is incongruent. The general view is that generic services will resolve our problems are out of focus. We all agree that we need strategies at all levels. We need to communicate with umbrella organisations and work together.

Unique Representation. The non-existence of a unique (or unified) Hispanic agenda at the local, provincial and national levels makes us appear divided. It is necessary to concentrate efforts among different sectors and between issues to be able to achieve minimum standards (i.e. on issues related to affordable housing, centralising information focusing on community trends and government policy.)

While the mechanism(s) for unique representation are not clear, participants re-stated the need to establish an autonomous institutional leader within the community. This is something that could help us to unify ourselves more, to learn the lessons from other communities who have been around for longer time in Canada and to link business people, social workers, and youth.

Cultural Preservation. Throughout the harsh process of settlement it is necessary to rescue and preserve our roots and praise our culture. If this is not done in the medium and short-term we will be facing a problem of ethnic identity. Therefore, it is necessary to promote, acknowledge and respect the different cultural identities within the Hispanic community. The goal is that settlement service and service delivery techniques should be evaluated and reorganised according to cultural attributes.

c) Institutional Trends.

Social Marginalization. Factors such as downturns in the economy, financially and fiscally restrictive policies in settlement services and denial of services to new immigrants, constitute institutional barriers that increase the impoverishment and marginalization of ethnic communities.

The focus group harshly criticised the fact that while our countries are facing a brain drain due to the exodus of affluent and skilled individuals, the process of settlement in Canada is originating an underestimating the value of the (Hispanic) immigrant professional and related trade potential.

Disengagement from Settlement Services. The phenomenon currently facing community services is that they are becoming a commodity to be purchased in the free market economy. Ottawa is applying this trend by decentralising its responsibilities and turning them to the provincial sector; which in turn is downloading its responsibilities to local municipalities.

This situation is exacerbated by the fact that government programs work in isolation. There is no integration between agencies such as ISAP, Settlement, Welfare, and Employment Centres. This status quo impedes needed cross-fertilisation. Specifically, there is no cross-referencing on issues pertaining to estimates of poverty level, social stresses and impact of shrinking programming on Hispanic families.

Participants also claimed that only powerful mainstream agencies get enough government support, and that this is not right. Organisations like COSTI, Family Services Association, Skill for Change, and even the Jewish Services Association have political clout, support, overflowing resources and connections. Meanwhile Hispanic agencies tend to disappear or operate without any core funding.

This contradicts what community service is all about. Sometimes, these organisations claim that because they have one hundred years of experience they prove to be successful. The bottom line is that these partnerships recycle themselves, they're like a chameleon. So why is COSTI getting so much support for the service they provide? We can all do that and more!

If the obvious conclusion is that the expansion of the service-supply is key to having a bigger impact within the Hispanic community, then the remaining question that a participant raised is *...How can we stand up to this problematic? Right now, we are not only confronting governments but mainstream organisations as well. Then, what can ethno-specific agencies do?*

4. Re-Thinking Settlement.

Is the community analysis wrong or are social policies wrong? One example, which illustrates this issue, is the reason for establishing the three years cap as the appropriate time for an individual to successfully settle in Canada. Was this decision correlated to socio-

economic analysis or even compared with levels of poverty? Participants pondered this decision vis-à-vis the different sets of needs between new immigrants and Canadians born in Canada.

It was stated that in a community analysis, the issue of quality of life should be addressed entirely or there will be a risk of maintaining below average standards of living - as may yet be the case of the Hispanic community. It was stated that, overall, there is a difference between an *immigrant living in poverty and a Canadian living in poverty*. Besides, the gap between the rich and the poor is widening, for some, to the extent that social gaps may be similar to the gaps existing in the countries of origin.

Necessity to Pursue Changes In The Social System. Looking at the supply side, it was established that the settlement process could be divided into two inter-dependent categories: settlement services and social services. The main concern is that new immigrants evolve differently in their adaptation and integration process. By virtue of an individual's skills and background, one person can adapt rapidly to a new way of life, another may do so slowly, while others can never fully adapt at all. This situation suggests the existence of several levels of adaptation: immediate, medium and long-term.

The Re-Design of Settlement and Adaptation Programs. Policy-makers should consider expanding the three-year cap, conduct a careful examination of structural barriers, and make provisions for special needs, all in one package. For example, seniors tend to live alone or are isolated, can be ill and may need a special type of care. Other sectors, such as women and children facing family violence, need support services that are not currently funded. On another level, there may be a need to overcome institutional discriminatory barriers. As a participant stated: *I believe that a Canadian man on welfare is better treated than a Hispanic man on welfare. Even if they both have the same status, one is considered more than the other and is treated accordingly.*

The prosperity of an ethnic community is commensurate with appropriate settlement policies and programs. The focus group correlated PROSPERITY *equals* SETTLEMENT. The argument is that settlement cannot be visualised in pure economic (fiscal) terms. Therefore, there is a need to include relevant areas including social policy, decision-making processes, and analysis of immigration and economic trends.

The Concept of Multi-Service Integrated Settlement Services. By establishing a three-year cap in the provision of settlement services, the federal government is giving way to the creation of an artificial category: post-settlement services and programs. Participants categorically rejected such a concept. What is needed, they affirmed, is an alternative framework that provides vocational counselling and integrated settlement services, according to the nature of need, on a continuous basis. At the ethno-community level this mean creating one-stop type of settlement service centres. For them, maintaining settlement services in a continuum is a condition that will result in successful settlement. As such, government levels have to support different types of services instead of just turning (or tending) to mainstream organisations.

5. *How Can We (Hispanic Community) Visualise Our Intervention To Solve These Problems?*

The Hispanic community has comparative advantages in the future to pursue change in the social service sector. We may become one of the largest ethnic communities in Canada within the next 20-25 years. It is estimated that in Toronto the second most spoken language will be Spanish by 2016 (Michael Poirer, Toronto Star, 1999).

As a community, Hispanics must preserve the rich and strong connection with their roots in order to attain the self-esteem needed to be self-sufficient and successful. From then on, we may attain an acceptable level of political representation in order to have our voices heard and our needs acknowledged. During the short and middle term, we need to lobby to avoid the reduction of the municipal government. Otherwise, the Hispanic community will lose its current “amigos”.

At the same time, we definitely need more ethnic integration with other communities and ethnic groups to take advantage opportunities for action. As a participant stated we could *enlarge ourselves by blending with other communities*. In other words, **we must redefine and revive multiculturalism in Canada because right now it is dead.**

Other Recommendations:

- Focusing on the economic and technological advances. Hispanics need more expertise in these areas;
- Increasing women’s participation in meaningful activities;
- Establishing creative ways of maintaining existing levels of funding (i.e. looking at private sector partnerships);
- Strengthening government support towards the ethnic communities;
- Creating initiatives for our youth to cooperate within their community, take the positions of maturing Hispanic social workers and continue to help their community; and
- Pursuing changes at the Board of Education so Hispanics can benefit from educational programs.

D. TRENDS IN THE HISPANIC COMMUNITY

SECTION II: As Perceived By Service Users

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Eduardo Garay/March - 2000

INTRODUCTION

The following analysis is a synthesis of the set of barriers that new immigrants face regardless the length of time of their settlement process in Canada as per responses obtained by the user-of-services focus group. In total, eighteen members of the Latin American community participated in the user-of-services focus groups. The focus group brought together senior, youth and professional females, some of which have close to 20 years of living in Canada, adult professional immigrants, some of them with less than a year of residence. The purpose of the exercise was to provide highlights on current trends and status of the Hispanic community in areas related to settlement, adaptation and integration.

Methodologically, with the exception of the two females representing the Hispanic senior population of Toronto, the composition of the focus group was not randomly established. Rather, participants were invited to participate in the focus group by invitation of social workers with which participants have had a client-service provider relationship. By bringing together individuals closely associated with the social services sector, we intended to elicit qualitative data in two relevant aspects of the research:

- 4) An examination of the situation of those individuals more at risk in relationship with their settlement process to Canada.
- 5) A closer look on the perceptions by clients/users of the status quo of service delivery, and
- 6) Brainstorming ideas on needed improvements at the personal, intra-community, and inter-institutional levels.

The downside of this type of sampling process is that responses came from a very specific segment of the population. We consider it necessary to slant the inquiry towards low-income members of the community, a situation that provided with a bottom-up type of analysis. As such, the inquiry lost certain degree of quality since the perspective of those with a better socio-economic status was left out in the process. Nonetheless, and after comparing responses with those of the service-providers focus groups, we ascertain that there are not conflictive differences in either the trend analysis coming from service users.

Community wise, the sample of participants represented a significant portion of the community. In total they represented ten of the twenty-one Latin American nationalities: Colombia (5), Mexico (3), Peru (2), Bolivia (2), Paraguay, Guatemala, Argentina, Salvador (1 each), plus an African-Hispanic originally from Ghana (Africa).

A breakdown by gender/age informed us that two were senior females (over 65 years old), three participants were between 45-60 years old, eight ranged had 30 – 45 years, and 4 were under 30 years. Gender ways, eleven participants were female and seven males and amongst the latter one was a black African – Hispanic immigrant.

In terms of personal income, the maximum annual income reported by a participant was \$24,000. 11% reported earnings between \$18-24,000, 8% reported \$13 – 18,000, 36% reported earnings less than \$13,000, and 22% did not have an income and 10% opted not to respond the question.

As per educational background, participants brought an array of occupations and training ranging from completed university education (3), clerical (3), primary school teacher's (3), labourer (4), high school (1), and other (4).

In terms of English fluency, 1 person reported ESL University training, another ESL technical training, 6 advance ESL, 8 having between basic and intermediate ESL and 1 person with street level of English.

Participants collectively responded a set of questions in the following themes:

- 1) Settlement Barriers
- 2) Quality and Degree of Satisfaction of Social Services Used
- 3) Future Trends Within the Hispanic Community.
- 4) Opportunities to Unify Efforts with Other Ethnic Groups

1. SETTLEMENT BARRIERS

1.1. SOCIETAL BARRIERS

Participants acknowledge the existence of social barriers and human rights abuses that impede the appropriated settlement of many ethnic communities in Canada. One participant explained that...

I belong to both the black African and the Latin community, and I know that the problems we face are the same. The Latin community is very diverse, there are some individuals who are well trained as professionals and there are others with less qualifications but still their education levels shows for it. Nonetheless, education may not help in many instances, in order to settled in Canada, we have to be resilient... We have to bring a strong base of discipline and responsibility to overcome barriers, succeed and get jobs.

Another participant complemented that *...Even with the little Canadian experience I have, I have noticed that we have to struggle harder, it seems like we have to 'accept and be pleased' with the things (opportunities) offered to us.*

Many expressed the feeling that no everyone had the strength and endurance to overcome negative barriers. This situation brings forward attitudes of social isolation and intra-community frictions. *At the individual level, ... We are led to feel inferior because of the way that mainstream society perceive us. A new immigrant needs from 5 to 6 years to fully adjust to its new environment. It is a transitional period in which people tend to keep to themselves and do not share their feelings with many people.*

This situation is compounded by lack of information available to assist Hispanic immigrants... *We get acquainted with community centres only when we experience hardships. It will be good to have on-hand all the information about rights, duties, orientation, housing, and job placement and family settlement services.*

1.2 INTRA-COMMUNITY BARRIERS

Participants strongly believe in the existence of internal discriminative attitudes within the Hispanic community. Several examples were provided in terms of 'exploitation' of labour by Hispanic entrepreneurs...

I worked as a cook and they (the employers) only paid me \$7 an hour. They called me when they wanted, they gave me the hours they wished, and in many occasions, they said: "I will pay you 4 hours" instead of the 7 I had worked. I had to accept it because of the need I had. Now I know that a cook earns at least \$10 an hour...Latin employers seem to be acquainted with the labour regulations and used it to their own advantage.

At the same time, participants complained about discriminatory practices of Hispanic social workers. For instance, participants stated witnessing how European immigrants obtained information on engineering programs but Latin engineers do not. In our case, Hispanic social workers make poorly documented referrals or are not keen in providing the information.

2. IMMIGRATION STATUS

Immigrants that overstayed their initial visitor and student visas; and political and economic refugees faced strong hardship in obtaining a timely resident status in Canada. In many instances, this process takes 5-7 years of the life of an immigrant to be resolved. As a senior female participant stated...

Obtaining permanent status was very harsh in my case. I came to Canada 20 years ago and lived 'illegally' for several years. At some point, I found a job in a factory but an inspection from the immigration department forced the employer to expel us. In those days we did not have means to live and eat. We had to walk all the way from Lawrence Avenue to the Scott Mission in Spadina Avenue to get food. On occasion of the visit of England's Queen, the government granted an amnesty to all the illegal immigrants and I embraced it.

The situation has been less traumatic in the case of those immigrants that obtained permanent residency before coming to Canada, nonetheless, they informed of going through a stiff settlement process... *I came as a resident from my home country but job-hunting was difficult because of lack of language skills. I am overcoming my problems thanks to the support of my family who already lived here.* A more fortunate participant stated that...

I had a lot of good luck, my father-in-law is a politician in Guatemala and through his contacts with the Canadian embassy, I requested refugee status and I got permanent residency for my entire family. Once in Canada, it has not been that easy. A Latin

American person guided me and explained what I should do to go to ESL classes. Upon arrival From there on, I looked and found a job that 13 years later I am still at: cleaning worker.

3. DISCRIMINATION AND RACISM

Participants in the focus group corroborated once more what social researchers have stated for over 25 years regarding the barriers impeding the socio-economic advancement of the Hispanic community in that racism still is the biggest barrier for the adequate social adaptation and integration of visible minority immigrants.

Participants agreed that racism and discrimination strongly permeates Canada. For them, *It is present here, and it has always been around. ...Today's racism is sort of camouflaged. Mainly because new immigrants are well-trained and are excellent professionals, this have forced mainstream Canadians to (somehow) bow their heads and perhaps (reluctantly) begin accepting the reality that we (visible minority people) also too have rich cultures and backgrounds.*

Mainstream ignorance of the background of Hispanic immigrants creates distorted perceptions, as a participant stated ... *Even today, if I say that I come from Peru, they think....Ah! That's Africa!*. Another one complemented that *"white Canadians" think that because we do not speak English, we are illiterate people.* These miss-perceptions shape the way how mainstream Canadians interact with visible minority immigrants. At the workplace, stereotypes and flat racism negatively affect the economic and social mobility of many immigrants ...

There is racism at work for several reasons including the fact that we speak our own language; do not speak fluent English or have an accent. Job training is not offered to us. The consequence is that If I cannot afford to pay for my own training, I will be left with fewer chances to move from the low paid jobs we initially do.

In a related topic, it has been troublesome for participants to observe that when a position requires a bilingual English and Spanish employee, rather than giving the opportunity to qualified Hispanic immigrants, they prefer to send a white Canadian to study Spanish. Those participants knowledgeable of international development issues stated that in their home countries they have hosted white Canadian whose main work assignment was to learn Spanish.

4. LANGUAGE

Language has been identified as one of the main barriers that prevent newcomers to...*obtain what we want to achieve as any immigrant in Canada.* In simple words, this statement means that language fluency is just more than 'speaking' English. It is correlated with the cultural transition between the individual's background and the values of the new Canadian social setting.

Participants recognised that upon arrival they did not have a strong command of English and lacked an understanding of the modus operandi of Canada's social system. As a consequence they spent a significant amount of time (1-3 years) trying to grasp a command of English.

From the analysis, we can infer that factors associated with accent and the individual's need to quickly adapt to the cultural values of the new homeland require adequate transitional tools. In the findings we have established that settlement problems are not only associated with language but rather to cultural language in the adaptation process. Participants stated that learning English is directly related to the individual's previous background and idiosyncrasy and that those differences should be taken into account when providing ESL training or disseminating information. For example providing settlement services in 'people's native languages' can further the understanding of cultural codes that would effectively help them to move forward in the system.

5. SCHOOLING AND CHILDREN EDUCATION

Children education is a grey area for newcomer parents, their children, educators and the schooling system, in particular, in light of the lack of a sensitive and an effective cross-cultural communication system. A major concern for participants was to understand the modus operandi of the schooling system and to assess the impacts of a different educational system in their family lives. According to participants, the emphasis on individualisation, rather than strengthening family relationships tend to desegregate family members...

There are problems with the type of education given to our children in primary and high schools.

On one hand, the system absorbs our children, which means that they begin the process of losing their rich cultural legacy. On the other hand, teachers give a series of recommendations to our children that broaden their alternatives outside the family setting. For example, if they disagree with their parents, and if the child is 15 years old and older, the teenager is told that he/she can leave home, get help obtaining a job, and that if your parents disagree, they can act legally.

For participants those policies are dysfunctional. For example, welfare support to teenagers leaving home is inadequate, temporary and insufficient. *After a certain period of time this assistance is cut off. The results are abandonment, isolation and exposure to petty crime, unwanted pregnancies and drug addiction.* Participants stated that they favour culturally sensitive counselling, teachers inducing children to respect their parents, to follow their advice, encouraging them to stay at home, and to learn to negotiate parent-sibling relationships.

6. EMPLOYMENT

The Canadian work experience attained by participants in the focus group was not commensurate with their overall high level of training and academic qualifications. University graduates were working in plain factory, construction, and low skilled jobs. Those with trade and technical skills were working in janitorial, kitchen and hospitality related jobs and seniors have done mostly babysitting positions. The main causes of these dis-functionalities are explained as follows:

a. Lack of Professional Accreditation. An old recurrent theme in the settlement problematic. Participant's felt dismayed by *Canada's unwritten policy that tends to 'discard' the foreign-trained working pool.* For them, this

is an unnecessary waste of the capacity of ethnic communities. Participants asked why community centers do not have training programs for professionals such as doctors, lawyers, or engineers, but yet, they advertised low skilled jobs such as janitorial, babysitting or factory related. They were critical to the fact that advertising low skilled jobs bring forward the implicit message that newcomer skills are worthless.

One answer is the discriminatory norms that make some jobs (and professions) available only for people who have studied here. Lawyers, for example, have to start again if interested in working in this field, physicians are almost forbidden to work in their field and dentists have to enrolled in expensive training (CDN \$70,000) before being considered for licensing.

- b. Work Permit. Visible minority immigrants have to wait a considerable length of time (3-4 primer working years) to access proper documentation. In many instances, they have had to re-enter Canada three to four times before obtaining resident status and a working permit.**

This situation is problematized in the case of head of families with Canadian born children, without residence status and with over 5 years leaving in Canada. As a participant's stated...

I have been unable to get stability due to my problems with Immigration. I have a Canadian son and worked 6 years until I was ordered deported in 1995 with no exit date. This situation has prevented me from working, having access to school and medical care. I am a single mother of two children. I lived on social assistance until it got suspended. Now, I am getting help from community centres.

- c. Canadian experience. *It is harder to get a job because employers request 'Canadian experience' and strong English fluency. Just by looking at the newspaper ... There are jobs where no experience is required ... you can see that everyone expects you to speak excellent English instead.*
- d. Over Qualification. Participants stated their surprise to learn that immigrants in some instances are not hired in certain jobs because of their high credentials. Employers in many cases provide with incongruent explanations such as the familiar one in that the offered *salary won't match his/her expectations or backgrounds*, or because they do not seem to fit with culture of the business...

My wife is a nurse specialised in Oncology. She has an advanced level of English and has passed the exams required to working in hospitals. She applied for a job opening and the person in charge told her that she was not qualified for it. After some reflection, my wife noticed that the problem was that she was being discriminated for being Latin. Similarly, in my company I experienced the same thing when a position was opened. I thought I deserved the new position because of seniority and experience, instead it was given to a Canadian with none experience at all. I did not say anything because I could have lost my job.

8. *PERSONAL BARRIERS/ATTITUDES*

Upon arrival immigrants face barriers related to language, race, individualisation and even the weather. Those “walls” gradually isolate people and make them feel different ...*like third or fourth-class citizens*. Some participants argue that one way of counteracting this situation is to assume a positive attitude. However, others counter-argument that in itself a positive attitude is not enough. For some... *regretfully, everything is in hoping, and that's very difficult because money runs out and years pass by*

In my case, not speaking English, the separation of my family and of my profession led me to a deep depression during the first years. I begun to recuperate when I joined a community women's group, this has allowed me to move a bit forward.

To overcome personal barriers, participants stated that it is necessary to use assertive techniques, to understand that economic pressures make us vulnerable, to spell out the problem, and to learn to say no, though we could regret it at the beginning.

After taking several cleaning (working) “diplomas”, I realised that if you get trained in low skilled jobs, you get hired but always for the same salary. Later I found out that other jobs provided better salaries so I decided to go back to school, which I am doing right now.

We should not remain idle before obstacles. We have to keep trying over and over ... I was a secretary in Colombia and when I came to Canada there were no community centres to help; I had to do it all alone. The only recourse is to get organised to defend our rights. We need to prove the government that the Hispanic community works in a diversity of areas.

9. *GENDER AND AGE*

Participants identified three segments of the population that are critically affected in their settlement and adaptation process: older adults (50 years and older), seniors and youth.

- a. Older adults face the barrier of not being able to work in their profession or to properly transfer their skills to similar occupations in Canada due to the pressure they have to get any kind of jobs to be able to provide for their families.
- b. Seniors. Have difficulties integrating to Canada and never get a job because of problems associated with age, isolation, health, language, the limited income, and abuse. As a female senior stated...

For instance, without money we cannot go to school or even cover our basic needs. Without the language, we become totally dependent on our families and live in isolation. On the other hand, we are victims of abuse by our own families who dispose of our time for their own benefit. For instance, I have seen, at my school, 80 year-old seniors crying and saying: that they “cannot come to the group or ESL class because they have to look after their grandsons”.

3. Youth face problems associated with their different ethnic identity, their parents lack of understanding of the schooling system or inability to related to teachers. At the labour market level... *the difficulty is that employers always demand experience, and we do not have it.*

B. QUALITY AND DEGREE OF SATISFACTION OF SOCIAL SERVICES USED

Participants acknowledged having used social services provided by Federal, Provincial and Municipal levels of government, and services from not-for profit mainstream and ethno-specific organisations. The list of services used included unemployment insurance, Human Resource Development, Revenue and Immigration Canada (i.e. Child Tax Credit), welfare, childcare, family benefits, recreation, job-search, skill development, computer and ESL training.

1. Quality of Government Services. Government services are currently limited because of budget cuts. *I believe that the supply of services decrease every day.* With the cuts on welfare and family benefits many individuals and families have been affected... *now, you have to qualify for those services.*

On the other hand, participants agreed that although some individuals take advantage of services such as welfare, this situation does not justify a backlash against families in need. In addition, participants contested improper allocation of resources that end up benefiting people that may not need them (i.e. case of political funding of Human Resource Development Programs). On the other hand, cuts in welfare services and new qualifying criteria affect very needy families.

Services Not Tailored To Community Needs. Participants identified an important factor influencing the lack of quality and insufficiency of services available to the Hispanic community: the lack of understanding of mainstream sectors of the needs of our community. Hispanics has been identified as a homogeneous group not as heterogeneous as we are. This situation has prevented a true appraisal of the social differences inside our community, and the intrinsic needs we have. In reinforcing this point, a participant stated that...

It can clearly see how the government stereotypes against members of ethnic communities looking for employment. The job bank at Human Development Resources offers janitorial, food service or construction jobs. I ask myself, to which communities will be they offering the 'other' (professional) jobs. Has it been already decided that jobs for Hispanic people are those jobs already discarded by Canadians? Is this the type of immigrants that Canada wants: educated by in poverty?

2. Quality of Community Services. Likewise, participants stated, that in appearance, community centres seem to provide good service but in many *cases they look more like bulletin boards, which is not enough to help.* Some of the exceptions mentioned where organisations such as the Centre For Spanish Speaking Peoples. Nonetheless, participants also recognised that this type of organisations couldn't cope with the demand had to respond to government funding

formulas and to results-based project management approaches. As a consequence, ethnic and multi-ethnic/service agencies have to limit the scope and quantity of their services.

- 3. User-of-services coping mechanisms.** **The importance of ethno-specific agencies not only rest in their capacity to offer services but rather in their ability to provide with opportunities for personal and professional advancement. As a participant stated... *Once the savings are gone, that's when one begins to look for paths and to seek orientation. As such, I established a routine to tour community Centres in my search for volunteer and employment opportunities.***

A university-educated immigrant took similar approach to Canada...

I volunteered in one organisation. As a lawyer, I cannot exercise my profession in Canada; it would take to go back to school for five years. At my age and with my responsibilities I am unable to do it. So, I decided to volunteer with a community organisation working in the field of mediation. I waited 6 months before being able to access paid training. Despite if my initial hesitancy, I do not regret it, I learned a lot and now I am looking for customers.

C. FUTURE TRENDS WITHIN THE HISPANIC COMMUNITY

Rather than engaging in philosophical discussions on the texture and substance of current and future trends (a discussion more proper of Service Providers), participants in the user focus group forwarded straight, recommendations in many social service and settlement areas as succinctly explained below:

1. Need for a more precise statistical data. Further socio-economic research and demographic census should be conducted to measure our population and to ascertain our true reality. I even think that we could make good inferences with the findings. For example, if we want to be as strong as the Chinese community, we must have realistic and reliable information that will allow establishing needed benchmarks and objectives to achieve them.
2. Issue of Representation. The fact that immigrants feel lonely should be use as an incentive to get and work together as a community. The issue of social mobilisation and collective protest was considered foregone. As a participant explained *...In Mexico we got together and protested massively. However, in Canada, there seems to barriers to exercise this type of power. Integration of efforts could prove to be highly positive in the search for solutions. Unified we can demand and go against adverse policies, likely, we won't be able to change the system but we will leave a clear image of our expectations.*
3. Political Participation. Establishing accurate statistics could be attractive for politicians. In time, they are going to become interested in the Latin vote, which will allow us to concentrate their attention in our status quo, as such; we could demand actions in exchange for our vote.

4. Creation of Hispanic Community Infrastructures. Participants forecasted an increase in the capacity within the Hispanic community to be able to deliver our own services (i.e. medical, legal, and job search). This will require the establishment of appropriated contacts with the business and government sectors. These new centres would have efficient; should show a clear path to immigrants, and they must have 'more sensitive' counsellors with the ability of truly helping people to get out of critical situations.
5. Media. *Approaching media outlets will give the community lot more power and will allow better communication with mainstream sectors. The current challenge is to achieve a sound methodology to communicate with mainstream sector. Media should serve also as a medium to disseminate relevant information and to forward the community's agenda.*
6. Job search/employment. It was brainstormed that community members will seek specialised employment services. This will require improvements in the recollection, processing and dissemination of related information in English and Spanish. The design and tailoring of employment programs according to sectors and/or groups (considering age, qualifications, background, an so on)

D. OPPORTUNITIES TO UNIFY EFFORTS WITH OTHER ETHNIC GROUPS

Participants agreed that they did not have good knowledge of other ethnic groups in Toronto. Regardless, they expressed interest in learning about their traditions and social organisations. In order to break the ice on perceptions about other ethnic groups in Canada, the facilitator conducted an exercise seeking to identify attributable other ethnic identities among participants. The result of the exercise was that participants were able to establish that their [physical] outlook could represent at least 10 other national and ethnic origins including Italian, Indian, Philippine, Portuguese, Native Canadian, Indian, Spanish, Pakistani, Iranian or Hindu.

Interestingly, and for the purposes of the brainstorming, participant's main point of reference was the Chinese community as follows:

They Chinese community was perceived as being a very strong community. Through them (the Chinese) I have found out the great importance that business owners have for the support of the community. I think that the Hispanic business owners have to support more our community. If you go to a Chinese business you will see that all the workers are Chinese, the buyers and suppliers are also Chinese. They do not have any problem employing their own people since they are very united. Their money circulates among themselves.

In addition, Chinese seem to be solidarious among them. They seem to have such a degree of organisation that they know how much each family makes, and help themselves to buy their own house, access their high standards of education and thrive to maintain the well-being of their community...

As Hispanics, and if we empower ourselves, we could establish linkages with communities like the Chinese. By forming a block with other communities, we will have the strength that will allow us to make serious demands to the government like preserving those services that they plan to take away from us.

At the time of establishing linkages it will be necessary to consider difficulties related to the dispar organisational community structures, economic power (Chinese have their own bank) and even to pay attention to the different languages that different ethnic groups speak. The goal would be to unify us around our common problems. We can establish joint efforts by exchanging services, skills and experience in areas such as employment and cultural identities. As a participant stated...*We would offer them our passion and will influence them with our Latin cheerfulness.*

*E. CONCLUSIONS:
TOWARDS AND INTEGRATED SETTLEMENT
MODEL*

E. CONCLUSIONS: TOWARDS AND INTEGRATED SETTLEMENT MODEL

From the previous sections we can conclude that both quantitative and qualitative analysis inform about the structural barriers that permeates settlement policy making-processes, allocation of resources and the successful and timely adaptation of visible minority immigrants.

This section intend to highlight initial, but necessary, steps towards the establishment of an integrated settlement model involving government institutions, ethno-specific organisations, communities at large, and newcomers to Canada. To certain extend, it seeks to provide some ideas to link with non-traditionally settlement sectors such as business and academic.

In our case, an ideal win-win situation for an integrated settlement framework takes into consideration the perspective of many stakeholders, and at the same time fulfills a series of bottom line considerations in that:

- a) Government sectors feel that there has been an optimal utilisation of financial resources
- b) Community groups witness a disimintion of negative social and economic pressures, and experience an increase in their capacity to intervene in the settlement decision-making.
- c) Newcomers overcome immigration barriers, access adequate resources and in the not distant future become self-sufficient (thus, stop relying on social service programs).

The achievement of such bottom lines will require radical changes to the existing foundations in which settlement policy relays upon. The main tenet of such new approach seeks to overcome institutional power differentials. For example, it will be necessary to modify current legislation and to reactivate past government commitments to bring settlement services at least back to the levels of 1970s and 80s. Such overview should be accompanied by an analysis of the role of non-mainstream ethno-specific organisations accompanied by an enhancement of their planning capacity.

In this regard, we would like to propose a comprehensive visioning process to construct a common agenda for an integrated settlement framework. As such, this process such include the following components:

- The integration of existing, but differentiated settlement streams (whether or not they are Federal, Provincial or Municipal)
- An overview of the inconsistencies of current settlement frameworks
- The visualisation of a strategic planning process for the formulation of a new settlement model.

We also agree in that theset of principles to guide the discussion will be based on the understanding that:

- Existing power-differentials impede two-way communication and validate top-down policies.
- There is a need to integrate an anti-racism methodology in the overall process.
- We need to establish benchmarks and gradual steps to bring the socio-economic situation of ethnic communities, at least, at the same levels of mainstream sectors in the shortest span of time possible.

- Supporting community’s planning capacity and equitable access to decision-making process as a mechanism to facilitate the exchange of perspectives and knowledge of issues at hand.

1. INTEGRATION OF EXISTING – BUT DIFFERENTIATED, SETTLEMENT APPROACHES

In our opinion, government policy and implementing institutions responsible to support the integration process of newcomers favour a tendency that seeks assimilation into mainstream society. This approach is conducted by designing delivery mechanisms that cut across (but not necessarily consider) cultural differences, racial and idiosyncratic attributes of ethno-specific communities. In addition, settlement dollars have become conditioned to fluctuations of fiscal yet contracting budgetary policies and to negotiations re: the devolution of settlement responsibilities. Compounding this situation, government funding tend to allocate resources in a fashion that favour the reception of resources to mainstream (and/or generic) settlement agencies.

Levels of Government	Settlement Services	Education/ Training	Health Sector	Housing Sector	Legal Sector/other	Outcomes
Federal	Top-down	Results Based Management Approach				<i>Pre-determined</i>
Provincial	Top-down	Results Based Management Approach				Pre-determined
Municipal	Top-down	Results Based Management Approach				Pre-determined
Mainstream	Top-down	Funding cuts restrict ethno-specific capacity				Pre-determined
Ethno-specific	Restricted					Pre-determined

The above matrix reflects our appreciation on the current status quo of the settlement problematic. In addition to be top-down, the matrix maintains fragmentation of jurisdiction in terms of provision of services. In turn, this situation maintains an artificial power differential within the system. An example could be the case of the on-going conceptualisation of settlement into two categories: newcomer settlement (characterised by the offert of integrational programs for immigrants with up to 5 years of residence) and `post-settlement´ services (programs for still-in-trouble immigrants).

The consequences of this status quo is that that ethno-specific organisations are not properly consulted at the decision-making level, receive less settlement dollars than their mainstream counterparts, and at the same time have to deal with the internal community pressures seeking support in `non-funded´ but needed programs.

One way to address this concern will be through the establishment of a participatory feedback mechanism for policy planning, service-delivery design and implementation. This approach should have the government sector at one end, communities at the other end, a research/exchange component in the middle. The feedback mechanism will be composed by a two-way circular series of consultation and mediation activities from the community to government.

2. AN OVERVIEW OF THE INCONSISTENCIES OF CURRENT SETTLEMENT FRAMEWORKS

In our opinion the existing settlement framework is narrowly defined and is linear in nature. For example, the federal and provincial frameworks assume that an individual settlement process will take either 3 (Federal policy) or 5 years (Provincial policy) in spite of changing macro and micro social/economic variables and the immigrant's background. As a researcher at the steering committee of this research noted... *The issue here is to become same as mainstream people, quickly as possible, but at the same time to remain and be seen as different from them ...as everybody knows we are).*

One way to illustrate this point is to present the results of a comparative analysis conducted at the steering committee level. The analysis considered two strings: *current linear but generic* settlement process, and a *proposed ethno-specific* settlement process. For the purpose of the discussion, we are considering mainstream settlement frameworks as belonging to the category of generic. Worth mentioning that this two-sided system acknowledges internal contradictions on each side but would not intend to deal with them. For example, we are aware of the on-going discussion inside the generic sector about the devolution of settlement responsibilities from federal to provinces, and from provinces to municipalities. Besides, from the ethno-specific side we also acknowledge the distinction between ethno-specific (services and research) and multi-service organisations. A comparative examination of the generic and ethno-specific sectors will assist us in identifying potential gaps, particularly if we are correct in our perception that something should be done to avoid the 'extinction of settlement services' if current patterns persist in the future.

<i>Current linear – Generic Approach</i>	<i>Proposed Ethno-Specific</i>
Premise: newcomers are unable to perform	Newcomer needs are the reason of the approach
Static – Linear – top down	Dynamic – Holistic
Based on supply side	Immigrant driven
Compartmentalised	Delegates
Time restricted and unsustainable	Open-ended
Individual and uni-dimensional driven	Community driven
One way planned	Multi-stakeholder planned
Under-resourced	Bring forward informal support system in addition to state resources
Homogeneous- standardised	Considers ethno-specific differences
Patriarchal – paternalistic and monocultural	Consensus based - 'multicultural'
Research is politicised	Research is community-based
Uni-dimensional	Multi-dimensional
Community capacity building is deemed unnecessary	Community capacity building accompanies the process
Eliminates advocacy	Encourages mediation and negotiation
Victim blaming	People centred
Seek devolution of responsibilities	Seek equity in sharing responsibilities

Encourages privatisation of services	Encourages multi-stakeholder provision of services
Resource allocation based on State formula	Resource allocation is based on common understanding of needs

The above analysis, which was conducted by a team of the social researchers and executive directors of the five participating organisations, is an initial approximation for an overdue social auditing process on the impacts of current settlement policy. Consequently, similar type of social auditing process should be conducted at the policy implementation, program delivery (supply), and client utilisation of services (demand side of the equation).

The main conclusion from the above comparative exercise is the need to reformulate a settlement framework that is community accountable, ethno-specific driven and client centred. This approach suggest at least four components:

- a) “The entitlement” of newcomers to settlement services beyond the “right” to access existing but conditional services,
- b) The provision of services on a continuum not defined along time lines by rather on variable and changing needs.
- c) Establishing social and economic benchmarking mechanisms
- d) Creating social auditing mechanisms

3. THE VISUALISATION OF A STRATEGIC PLANNING PROCESS

In proposing an ethno-specific integrated settlement process we acknowledge that fact that our analysis comes from a bottom-up perspective. The acceptance of such initiative need to be debated and assumed by peer organisations, government’s policy making departments and funding agencies, and other institutions in the field. In synthesis, a piece of the work has been carved out in that a strategic planning process should be put in place with a multi-stakeholder and multi-disciplinary approach.

The restrictions of this paper prevent us to go beyond the community lense for the formulation of a multi-stakeholder strategic planning exercise. Therefore we are limiting ourselves to put forward some of the elements we believe should be incorporated in such strategic planning exercise.

Elements of the proposed strategic planning process:

- a) Stakeholder identification. Traditionally, the main categories for stakeholder identification relate to government (Federal, Provincial and Municipal), mainstream social service agencies and ethno-specific organisations. In this case there is a need to refine the scope of participating agencies in light of both the set of different themes to be addressed (i.e. policy formulation, funding institutions, program design – delivery and implementation, and type of service provider agencies), as well as the myriad of so-called settlement service providers currently in the field.
- b) Principles and perspectives. A common ground should be established of guiding principles based on stakeholder's background. The list of principles we are proposing include the eradication of existing power-differentials, an anti-racism methodology, creation of socio-economic and program delivery benchmarks, the enhancement of community capacity and equitable access to decision-making.
- c) Determination of a set of planning processes in areas of enquiry that include policy and decision-making structures, resource allocation, program delivery, and community consultation and evaluation.
- d) Creating a framework for contextual and trend analysis. This component has a two-tier system attached to it. In first place, each stakeholder need to conduct an internal contextual and situational analysis, as well as to bring their sector's specific conditions to the multi-stakeholder fore. The purpose of such exercise is to establish a common ground for the establishment of an innovative integrated settlement process.

In our case, the research of which this report is part of, constitutes a step forward in levelling each organisation in terms of analytical capacity, tools to interpret internal community trends and formulation of potential common frameworks for future consultation.

- e) Determination of the alternative integrated settlement model. The main challenge at this stage is to bring the top-down and bottom-up methodologies and the perspectives of intermediating type of organisations (like as Toronto's Social Planning Council) towards the formulation of a new integrated settlement model.
- f) Formulation of action plans (planning processes) and definition of priorities. We are of the opinion that the bottom line to determine the specific action plans constitutes a close look of the social and economic conditions of ethnic communities. Furthermore, the basis of decision making process has been rested in financial considerations. The current shifting in the outlook of the economy is telling us there should be a shifting in settlement policy making, similar to 1960s-70s. In defining priorities for action plans, we will need to consider the need to maintain an equilibrium between the elimination of community social deficits, resources availability (formal and informal), and the type benchmarking to be achieved.

g) Implementation and evaluation. In the current climate of shifting political agendas, broken negotiations at different levels of government re: the devolution of settlement responsibilities, fiscally driven program indicators, it will be necessary to secure the minimum commitment needed from government stakeholders for the successful implementation of the new settlement model. In addition, it will be necessary to closely monitor progress in the quality of the relationships between ethno-specific social services organisations, mainstream agencies and community-based research institutions. An strategic planning process that do not take into consideration institutional power differentials will render ineffective bottom-up research, lobbying and advocacy efforts.

Appendix #1

INTEGRATED SETTLEMENT SERVICES PLANNING PROJECT BIBLIOGRAPHY

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**INTEGRATED SETTLEMENT PLANNING PROJECT
ANNOTATED BIBLIOGRAPHY
HISPANIC COMMUNITY OF METRO TORONTO**

By: Eduardo Garay – HDC.
February 14, 2000

1. Millones Oscar, et al. NEEDS ASSESSMENT OF THE HISPANIC COMMUNITY OF METROPOLITAN TORONTO. Hispanic Development Council. Toronto. 1994.

This document address quantitative and qualitative analyses of the Hispanic community, estimates of the magnitude and structure of needs and the strategies for coping with problems in the migration and settlement process to Canada. The study provides a profile of how (on average) Hispanics behave given certain problems. In turn this informs about the differences in risks of being in need among the different segments of the community, and the characteristics of each segment. The study considers an innovative approach based on the utilization of the concept of 'demand for' (as opposed to 'utilization of') social services.

The study considered a sample of 304 cases of Hispanics living in metropolitan Toronto of which 49% were women. The outcomes of the assessment are briefly describe as follows:

- ❖ Most Hispanic immigrants experienced unemployment at some point in the early years of settlement.
- ❖ For 1994, the rate of unemployment was calculated in 36.2%.
- ❖ The single event 'lack of a job' was associated with high levels of stress.
- ❖ The average annual family income for 1989 was calculated at \$18,000, well the poverty line for same year of \$27,595 (Ross et al, 1989).
- ❖ Overall 59.2% had experienced financial difficulties in the past year.
- ❖ Those interviewed reported lack of information about formal available services. Only 50% of those in need of housing, family related problems and learning needs know available services for their problems. The rate of utilization of known services fluctuated by type of problem. In many cases solutions were managed outside the formal social and health care systems.
- ❖ On average 50% immigrants with a professional background work in their field of expertise.
- ❖ 50% skilled immigrants reported working in unskilled jobs.
- ❖ 70% of immigrant with clerical background reported loss of status. They reported working in low-paid manual occupations, two thirds of which were women.
- ❖ 'Levels of formal education' and 'years of immigration' are the major factors associated to English proficiency for those living less than 10 years in Canada.

2. Fernando Matta. IMMIGRANTS FROM THE HISPANIC WORLD IN CANADA – DEMOGRAPHIC PROFILES AND SOCIAL ADAPTATION. Report to Multiculturalism Sector – Sec. Of State, Centre of Research for Latin American and the Caribbean (CERLAC). York University, Toronto, Ontario, April 1988.

This pioneer study sought to determine the major socio-demographic profiles and the multiple social dimensions surrounding the social adaptation of the Hispanic community living in Canada for the period 1946-1987.

The socio-demographic profile included the following categories: emigration from the Hispanic world, immigration waves, spatial distribution, Hispanics in Ontario and Toronto, Hispanic Seniors, Educational levels, income differentials, and the refugee component and social adaptation.

The report highlights the diversity and heterogeneity within the Hispanic community of Canada. This is reflected not only in the socio-economic and ethnic backgrounds of its members but in the social origins of immigrants coming from distinct labor migration and refugee movements of the 1970s and 1980s.

The section on income differentials cross-examined variables related to gender, language fluency, schooling and occupational status to determine income variations. Overall, the average income of Hispanic males was \$15,719 well below the average \$17,602 by 1987. Female did slightly better than their counterparts \$9,122 to \$8,722.

The report informs that the situation of the Hispanic community re: labor force is of concern in view of the multiple adaptational challenges to be faced in the late 80s and 90s. Lower incomes, under-employment, professional barriers, discriminatory employment practices, health hazards and work related accidents constitute the major current issues with respect to the socio-occupational and economics status of the Hispanic labor force.

The report concludes that the Hispanic community of Canada is both poly-ethnic and monolingual. That each of the seven immigration waves contributed to the creation of `ethnic personalities' that are unique in the pluralistic Canadian social setting. The study points out that issues such as improvement of educational levels and working conditions of the labor force, gender equity, care for the elderly, family reunification and preservation of the Latin culture will be important issues for the 90s.

3. MATTA, FERNANDO. SPANISH SPEAKING COMMUNITIES IN CANADA: A SOCIO-DEMOGRAPHIC INTERPRETATION. Presentation to the Hispanic Development Council's Conference on "Building Sustainable Services and Strengthening the Hispanic Community Beyond the Year 2000". Strategic Research and Policy Multiculturalism Branch, Department of Canadian Heritage: Toronto. June 04, 1999.

This presentation consisted of a series of charts with statistic analysis on the socio-demographic population of the Spanish Speaking population of Canada for the period 1986 – 1996. Many of the estimations on the charts are based on reported Spanish and Latin American ethnicity by respondents to the 1996 Census (Source: 1996 Census of Canada), as well as by an analysis of the inequality indicators from Orstein (1996).

Some of the estimations from the charts inform us that the Hispanic population was estimated in 385,175 by 1996. In total, 45% Hispanic immigrants live in Ontario, 26% in Quebec, 14% in British Columbia, 9% in Alberta and 7% in other provinces. The main urban centres for the settlement of the Hispanic population are Toronto (116,355), Montreal (49,745), Sherbrooke (37,590), Trois Rivieres (57,335),

Vancouver (35,810), Ottawa-Hull (13,075), Calgary (14,515), Edmonton (12,840) and the rest (47,910) living in several small cities and towns of Canada.

In generational terms, the Hispanic community is a relatively new community: 25% is less than 14 years old, 17% have between 15-24, 39% between the ages of 25-44, 15% between 45-64' and 4% is 65 years old or older.

According with the analysis of the indicators of inequality (Ornstein, 1996), the community has a high degree of education. In the case of individuals 25 years old or older, 86% attended high school and 15% have (or brought to Canada) a university degree. Nonetheless income indicators do not match with educational levels and/or skills. Unemployment rate for adults was calculated in 18%, same rate for youth reached 21%. Average individual income for 1996 was calculated in \$20,500 well below \$31,300 for all groups. Family income estimated at \$30,633 was 60% less than the average income of \$50,600.

4. Smith-Castillo, Maria, et al. "LA TERCERA EDAD" NEEDS ASSESSMENT OF THE HISPANISH SPEAKING SENIORS IN METROPOLITAN TORONTO. Hispanic Development Council: Toronto. 1993.

This study was conducted by the Hispanic Development Council with the goal to identify gaps in service for Hispanic seniors within metropolitan Toronto. The study evidenced the lack of information that Hispanic seniors have about special services available to them. They are forced to rely on secondary information brought to them by siblings and friends, thus fostering a sense of helplessness. This situation is further aggravated by the degree of poverty and dependency prevailing within the Hispanic community.

Canada has been defined as an "aging society" as its older population constitutes a growing share of the total population. In 1986, individuals over 65 reached 8.2% of the total population. By the year 2001 it has being projected to reach 14%. In 1986, people over 65 years old made up 10% of the population of Ontario, by the year 2011 this figure is expected to reach 16%.

A major conclusion of the study is that because of the wide variety of ethnic groups in Canada, the need for research on specific ethnic groups became an imperative. We need to know who are "they", their ethnic background and how different each group is. The diversity of the population in Metropolitan Toronto demands that all institutions delivering services ensure adequate ethno-racial community representation at all levels: policy-making, planning, and delivery of services.

By 1993, Spanish seniors represented a very young seniors community, 62% of the sample were less than 70 years old. Women represented 75% of the sample. This is partly due to the fact that women live longer (28% are widows), and partly because "older mothers" were necessary in Canada to assist the nuclear family in the new country. Families constitute the seniors' main source of support, followed by social contacts specially for those involved in clubs.

Spanish seniors represent a great variety of cultures and nationalities. They represent a mixture of 20+ nationalities, cultures and racial backgrounds: indigenous, mestizo, mulato, Europeans and black ancestry.

Housing was identified as one of the most critical issues. Many seniors would prefer to leave alone, but lack or low income prevents seniors (74%) to move out of their children's homes. 31% do not receive income at all. The highest income group is the one that receives Old Age Pension plus supplements.

English became the major barrier for Spanish seniors to fully participate in the life of community. Barriers related to communication are particularly severe when seeking health care. Interpretation was identified as main need in medical outings by 84% of seniors.

The study concluded with a remark on the need to establish a senior community house and a residence as a focal point to bring together Latin American seniors.

5. Guillermo Sale, Et Al. FEASIBILITY STUDY – CREDIT UNION FOR THE SPANISH SPEAKING COMMUNITY IN METROPOLITAN TORONTO. Hispanic Development council / Somos CPW. Toronto, 1995.

This study seeks to understand the existing capacity within the Latin American community to establish a Credit Union cooperative within Metropolitan Toronto. The study integrated a demographic, social and economic analysis of the community, and an analysis of the human and financial resources of the community.

The socio-demographic analysis was conducted using as base line Statistics Canada track records of 1986 and 1991 Census. This information was useful in establishing a population projection for the period 1986–2001. In sociological terms, the population projection was understood as “. A mathematical representation of a set of precise assumptions... and as very useful demographic tool.” (Samuel, J. 1992).

In the case of the City of Toronto the population growth was established in the following table:

<i>YEAR</i>	<i>POPULATION</i>
1986 (base line year)	35,280
1991	78,280
1995	112,159
1996	120,509
2001	172,978

This projection established that the Latin American community had one of the highest percentual population increase from the visible minorities in Metropolitan Toronto (390% between 1986-2001).

Other projections informed that the youngest (less than 15 years old) and senior brackets (over 60) of the community are relatively small in comparison with the main sector represented by mature adults. Marital status and the gender component were not significantly different from the Canadian average. However, levels of education are significantly higher in the community, over 70% of the population by 1995 did have at least a secondary degree of education (and higher).

Unfortunately, the income level of the community did not reflect the educational level. This is due in part to the discriminatory approaches of professional and trade regulatory organizations that oversee foreign professional/trade accreditation. One effect of this barrier is the high unemployment levels experienced by the community. It was estimated that by June 1995, 19% of Latin American adults were unemployed, which is significantly higher than the average 10% rate reported by Stats Canada.

The socio-economic analysis of the community was obtained through a survey of 180 members of the community. The average family income was established in \$28,667 which was well below the average annual income for a Metro Toronto family of \$58,370.

The study concludes with an analysis of the feasibility to establish a credit union. It was determined that there is not enough community resources to successfully establish a Credit Union in spite the fact that 79% of respondents were willing to invest the required capital shared of \$100.00. The reasons detracting from this initiative include a small population market (89,039 people), a downsizing economy at the time, prevailing high unemployment, difficulties to integrated into the labor market and perceived lack of knowledge on the stringent regulation governing this type of financial institutions.

6. Kristine Sisson. BUILDING STRENGTH AS A COMMUNITY IN SEARCH OF THE BEST PATH. CENTRE FOR SPANISH SPEAKING PEOPLES COMMUNITY AND CENTRE NEEDS ASSESSMENT. Centre for Spanish Speaking Peoples. Toronto. January 1999.

This study provides insightful information on the status of one of the main Latin American community organizations: the Centre for Spanish Speaking Peoples. It also provides an update on trends coming from service users, and the community at large, in relationship with needs and potential solutions to pressing socio-economic and immigration concerns.

Information about the role of the CSSP indicated the following:

- ❖ The value of having this type of institution and current services
- ❖ Need to take leadership in the cultural and social development of the community in addition to be a service centre
- ❖ Need for stronger advocacy role, specially related to employment, adult training, family abuse, equality, anti-racism and immigration.
- ❖ Need to explore new ways of partnering with the community
- ❖ More active marketing of Centre's services

The summary about community needs is summarized as follows:

- ❖ Community stress (thus mental problems) is generated by factors such as unemployment, low income, lack of trade/professional accreditation, language fluency, need for retraining and housing accessibility.
- ❖ Generational isolation, particularly by youth
- ❖ Family violence including spouse and child abuse
- ❖ Need for political representation of the community at different levels of decision-making
- ❖ Pressure to establish community cohesive goals
- ❖ High concentration of Spanish speaking people in underserved areas of the city such as: North York

The study further explains the above findings and proposes a rather lengthy number of recommendations to the board for implementation in the near future. The findings, though focused on the CSSP service users, illustrate the institutional and community trends and possible ways to overcome them. A more detailed reading of the document inform about the underlying difficulties and challenges for the CSSP to maintain the organization's current status. At the same time of the community challenge to achieve unity amongst a diversity represented in 23 national/ethnic groups.