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Conseil de recherches en
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Canada

Citizenship and
Immigration Canada

Citoyenneté et
Immigration Canada



Evaluation

Metropolis Program

Joint Initiative of Citizenship and
Immigration Canada and the Social
Sciences and Humanities Research
Council of Canada

Fall 2000

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Executive Summary

Established in 1995 under the Joint Initiatives Program of The Social Sciences and Humanities Research Council of Canada (SSHRC), the Metropolis Program supports four university-based research Centres on immigration and integration. The Program is funded by SSHRC and a consortium of seven federal departments and agencies led by Citizenship and Immigration Canada (CIC). The four Centres will receive a total of \$8 million over the six years ending in 2002. When the Program was created, it was stipulated that a review of the Centres' progress would take place after three years and that, sometime thereafter, an evaluation of the overall achievements of the Program would be carried out.

In 1999, four expert committees conducted a mid-term scientific review of each Centre. The committees were unanimous in stating that the Centres had made significant progress in reaching their objectives and those of the Program. They noted that the Metropolis Centres constituted a unique, made-in-Canada concept, with no equivalent internationally. The Centres involved more than 250 community organizations, had more than 240 projects underway, in which close to 300 researchers were participating, provided employment and training for approximately 400 students, and were germane to 115 M.A. and Ph.D. theses. The committees also noted, however, the need to strengthen relationships between the Centres and the federal funding partners.

On the basis of this comprehensive mid-term review, the Metropolis Evaluation Steering Committee decided to forego a traditional

evaluation of the Program and to focus on a strategic assessment, emphasizing the overall results and accomplishments in relation to the program objectives. To this end, a questionnaire was sent to federal funding partners to learn their views about the Program. This was followed by a focus group meeting with representatives of all the federal funding partners. A second focus group was held with the four Centres' directors and other researchers. A final focus group discussion was held with staff of the Project Team—the group that administers the Metropolis Program as a whole.

The assessment revealed that the Metropolis Program is contributing significant, new and useful knowledge on the subjects of immigration and integration. The Program's research projects, developed in collaboration with community partners, provide relevant information and tools to develop and assess policies and improve services. However, increased linkages with the federal funders are needed to improve the relevance of the research at the national level.

The assessment also found that the Centres are providing multidisciplinary training focused on community policy development, that they are intensively involved in disseminating research results to target audiences, and that they are providing expert advice in public debates on immigration issues. The assessment noted the impressive scope and diversity of community involvement with the Centres.

The Centres are now at the point of consolidating their respective strategies and moving toward national comparative studies to strategically feed policy development. This change should of course lead to a greater capacity to undertake international comparative studies. The Project Team could continue to play an active role in improving linkages between the Centres and the federal funding partners and in developing capacity for more national and international comparative studies.

Description

BACKGROUND

The Metropolis Program was established under the Joint Initiatives Program of the Social Sciences and Humanities Research Council of Canada (SSHRC) in 1995. The Program supports four research Centres in the areas of immigration and integration. It is funded, at a level of \$8 million over six years, by SSHRC and a consortium, led by Citizenship and Immigration Canada (CIC), of seven federal departments and agencies. Other participating departments include Canada Mortgage and Housing Corporation, Canadian Heritage, Health Canada, Human Resources Development Canada (HRDC), Solicitor General Canada and Status of Women Canada.

The ultimate goal of the Program is to improve policies for managing immigration and diversity by enhancing academic research capacity, focusing research on critical policy issues and options, and developing ways to facilitate the use of research in decision making.

BUDGET

The total budget for the Metropolis Joint Initiative Program is \$8 million over six years, including SSHRC's contribution of \$3 million (\$500 000 annually).

Each Centre receives a grant of \$340 000 per year for six years, between 1996 and 2002. This grant supports research and covers costs related to governance and management. In

Objectives

- To promote innovative and multidisciplinary research on immigration and integration in Canada by focusing on areas that are of key relevance to policy and program development and to service delivery in a variety of sectors.
- To develop multidisciplinary research designs and new methodological approaches to the study of immigration and integration issues.
- To encourage comparative research, from both domestic and international perspectives, which can enhance our knowledge base and inform strategic policy directions.
- To promote sustained collaboration among academics, policy-makers, business and labour groups, foundations, community organizations, practitioners and other interested parties in the conduct of research into contemporary issues of mutual interest.
- To provide research training opportunities for students and to encourage graduate students and researchers in the early stages of their careers to conduct immigration research.
- To disseminate research results widely to policy makers, practitioners, community organizations and the general public.

In addition to this core federal support, the Centres draw financial assistance from other federal departments, provincial governments, non-governmental organizations (NGOs) and the private sector to support special studies and reports.

GOVERNANCE

The Metropolis Program has a multi-tiered system of governance. The **federal** level consists of the following:

- *the Interdepartmental Steering Committee*, which provides overall strategic direction;
- *the Interdepartmental Working Committee (IDWC)*, which promotes sharing of program research and policy information among the Centres, within the federal government and with other levels of government in Canada;
- *the Project Team* (housed at CIC), which acts as co-ordinator for the Centres and funders, promotes the Program nationally and internationally, and acts as a Secretariat for both the Steering and the Working Committees.

At the **international** level, an *International Steering Committee* provides general strategic direction to the international component of the Program, which has its own, separate funding arrangement. This component involves policy-makers and researchers from more than 20 countries. This Committee's main activity is to organize an annual conference which serves as the forum for international senior government officials and key academics to share concerns in comparative policy research seminars. The International Steering Committee is currently co-chaired by Citizenship and Immigration Canada and the University of Amsterdam.

The Metropolis Centres

- Montréal Centre for Inter-University Research on Immigration, Integration and Urban Dynamics
- The Joint Centre of Excellence for Research on Immigration and Settlement (CERIS), Toronto;
- Prairie Centre of Excellence for Research on Immigration and Integration, Edmonton;
- The Vancouver Centre of Excellence for Research on Immigration and Integration in the Metropolis (RIIM).

At the **Centre** level, a composite of representatives—federal, provincial, municipal, private sector and NGO—sit on research, management and advisory boards and provide strategic and policy direction.

The Centres work with 15 universities and several hundred affiliated researchers, post-doctoral fellows and graduate students, as well as hundreds of community partners in a multi-institutional, multidisciplinary collaborative research environment.

Research Programs

Each Centre established an initial research plan reflecting the areas of strength in their respective communities. These plans have evolved over time based on the input of partners and to reflect emerging issues and priorities related to immigration. A large portion of the Centres' grants are designated

specifically to fund research and dissemination projects, reflecting the research interests of the scholars involved with the Centres and the research needs of community partners. Often, the SSHRC funding is used to leverage other sources of support. These projects are selected through a peer-review process undertaken at the Centres.

The Centres have identified specific domains where they concentrate their research investments. These include the economic, social, educational, housing, health, citizenship and public/political aspects of immigration. One new area under development is justice and immigration.

Evaluation

PHASE 1: A MID-TERM PEER REVIEW

The initial program guidelines and the Metropolis Terms and Conditions of Grants stipulated that an in-depth scientific review of the Centres' progress had to be undertaken in the third year of the grant period. The central purposes of the mid-term review were to examine each Centre's progress in meeting its goals and to identify its contributions to the Metropolis Program's overall objectives over the first three years of funding. This review was led by SSHRC in the spring of 1999.

Each Centre produced an extensive progress report, providing comprehensive information on achievements, key activities, ongoing research, partnerships and liaisons, international collaboration, student training, and communication and transfer of knowledge activities.

For each Centre, SSHRC established a four-member review committee, which included at least one international expert. Each committee was mandated to provide a general assessment of the progress of the Centre to which it was assigned, highlighting strengths and weaknesses and, where appropriate, providing advice to improve the proposed research program and/or the Centre's structure or activities. Each committee conducted a two-day site visit to its assigned Centre in June 1999, and met with researchers, partners, students and

university administrators to assess progress in relation to the following three broad criteria:

- quality of the research and research outputs
- effectiveness of partnerships and collaboration
- effectiveness of research management and communications

Highlights of the Review

Scope of the Centres

Given the relatively short period that the Program has been underway, the Committees were impressed by the progress achieved to date. The scope of activities the Centres are engaged in and the efforts taken to bridge academic research with policy development and analysis are considered a unique, made-in-Canada concept. Internationally, there is no other program to compare with it. Committees noted that more than 250 non-academic organizations were involved with the Centres. Also, there was clearly a high level of commitment, enthusiasm and support from the community partners as well as strong support from university administrations.

Partnerships and Policy Relevance

The Committees noted the challenges involved in establishing long-term research/policy relationships, the complexity of the community partnerships and the constant

attention required to meet the needs of the various stakeholders. The Centres have all made significant progress in this respect. They have established mechanisms to identify research needs that take into account their partners' perspectives, to track progress on Centre-funded research, and to collaborate nationally and internationally. However, building solid relationships with the federal partners was identified as an area requiring continued and additional effort on the part of both researchers and the policy community.

The Committees expressed the view that strengthening the links between the Centres and the federal partners would help the Program to achieve its key objective of conducting policy-relevant research, the findings of which are used in decision-making.

The Metropolis Program is credited with generating a very successful model for inter-university partnerships that is clearly beneficial to students, faculty and the larger university community. University administrators noted that the Metropolis Program has led to discussions of exciting program changes within their institutions, such as establishing new PhD programs that focus on immigration and integration.

Training

The Centres are also credited with attracting significant numbers of graduate students to research immigration and integration policy issues by providing stimulating and innova-

tive research training opportunities. Close to 400 students are involved with the Centres as research assistants and 115 MA and PhD. Centre-related theses are either in progress or have been completed.

Conclusion

Overall it was found that the Centres are meeting the research objectives set in their original proposals and are involved in a large number of projects covering all aspects of immigration—more than 240 projects are underway involving close to 300 researchers. The research being conducted in the Centres is considered to be of good to excellent quality. There is awareness that the Centres must be flexible and responsive in setting their annual research agendas. The Committees recognized the difficulty of launching national comparative research and commended the Centres for the progress to date in this respect. Although extensive networking with foreign institutes and researchers is ongoing (with universities in Israel, Great Britain, the United States and Australia, and with governments in the Netherlands, France, Denmark, and Sweden), continued efforts are imperative on the international front.

The Centres are recognized both locally and nationally as authorities on immigration and integration research. They have attracted top scholars, students and community participants and have put considerable effort into disseminating their research results utilizing a broad range of traditional and innovative instruments. Given these factors, all four

committees concluded that the Centres are favourably positioned to enhance and expand these activities over the life of the project.

PHASE 2: AN OVERALL STRATEGIC ASSESSMENT

Approach and Methodology

Building on the comprehensive mid-term scientific review, the funding partners, led by SSHRC and CIC, engaged in an evaluative process to determine the overall achievements of the Program. An Interdepartmental Evaluation Committee was established to guide the process. It was composed of representatives of three of the funding partners (Health Canada, HRDC and Canadian Heritage) and co-chaired by SSHRC and CIC.

The Committee decided to forego a traditional evaluation, recognizing that the results of the mid-term review, which had become available less than a year before, provided recent and important elements to determine the success of the Program. In this context, it was decided to focus on a strategic assessment emphasizing overall results and accomplishments in relation to the program objectives.

A questionnaire was sent to the federal funding partners to learn the views of individuals at different levels of the departments involved with the Centres. This was followed by a focus group meeting with representatives of all federal funding partners.

A second focus group was held in Toronto with the four Centre directors. Four other researchers associated with one of the Centres but affiliated with a different university also participated in these discussions. This was followed by a more informal meeting with the Metropolis Project Team focusing on potential improvements in a renewal phase.

Objectives of the Assessment

This exercise was aimed at assessing, in particular, the following areas:

- the extent to which initial objectives and expectations have been met
- the governance model
- the major results and benefits for both the research and policy communities
- the strengths and weaknesses of a model based on a network of Centres
- the lessons learned and options for renewal

In particular, this review focused extensively on identifying areas for improvement and new parameters for the Program, which would be applicable should the Program be renewed. (The reports of the three focus group meetings can be found in Appendices 1, 2 and 3.)

Summary

The Metropolis Program is contributing significantly to the knowledge base on immigration and integration, producing new insights, and developing new conceptual and methodological frameworks to address a

Examples of Metropolis Centres Partnerships and Collaborations

wide range of issues. Research projects that are developed in collaboration with community partners and in response to specific needs are producing relevant information and tools to develop and assess policies and improve services in relation to immigration and ethnic diversity (see Appendix 4 for major research achievements reported by each Centre). However, improvements are necessary to make the Centres' research activities more relevant to the federal partners. The Centres, with the Project Team's assistance, must better integrate into their research programs key policy issues that the federal funding partners have identified. There is also a need—recognized across the board—for more projects of a macro, comparative, pan-Canadian nature, as well as for longitudinal studies to assist federal policy development. Again, the Project Team could play a leadership role in these areas.

The four Centres are involved with a wide range of organizations as members of their advisory boards or partners in specific research projects, mostly at the regional and local levels.

Through their advisory, research and management structures, the Centres are contributing to increased co-ordination of governmental, university and community stakeholders involved in immigration policy at the regional level. The Metropolis Project Team is also contributing to increased networking and cooperation among the numerous federal departments that deal with immigration issues.

Montréal Centre: Ministère de l'éducation du Québec; Ministère des Relations avec les citoyens; Table des organismes de Montréal au service des réfugiés; Statistics Canada; Health Canada; Patrimoine canadien; Citoyenneté et Immigration Canada; Jewish General Hospital; Centres Jeunesse de Montréal; Ville de Montréal; Service de Police de la CUM; Table de concertation sur la violence conjugale; Conseil de la langue française; le Service d'aide aux Néo-Canadiens de Sherbrooke; Centre social d'aide aux immigrants; l'Office municipal d'habitation; Hydro-Québec.

Prairie Centre: Cities of Winnipeg and Edmonton; Alberta Community Development; Calgary Catholic Immigration Society; Saskatchewan Indian and Metis Affairs Secretariat; Race Relations Branch of the City of Saskatoon; Saskatoon and Edmonton Public School Boards; Immigrant Women of Saskatchewan; Regina Open Door Society; Capital Health Authority of Edmonton; Chinese Community Services Centre; Indo-Canadian Women's Association; Citizenship Council of Manitoba.

Vancouver Centre: SUCCESS, MOSAIC, and Immigrant Services Society of BC (the three largest immigrant settlement organizations in the province); Industry Canada; International Organization for Migration; advocacy groups for the Filipino, South Asian, Burmese and Ismaili communities; Cities of Burnaby, Surrey, Richmond and Vancouver.

Toronto Centre: Canadian Heritage; City of Toronto; United Way of Greater Toronto; Community Social Planning Council of Toronto; Ontario Council of Agencies Serving Immigrants; Toronto Board of Education; York Hispanic Centre; National Action Committee on the Status of Women; Chinese Business Associations; Canadian Centre for Victims of Torture; South Asian Women's Centre; Ontario Cancer Institute; Bank of East Asia, etc.

At the community level, the Centres provide a multidisciplinary research training environment that focuses on policy development, user needs and transfer of knowledge, thus preparing students for a variety of research careers. Some students are also participating in internships in other centres or in non-academic settings. In some cases, the experience has led to contract work and other employment opportunities.

Both the Centres and the Project Team are very active on the communications front. Research results, expert advice and important events are communicated extensively through both traditional and innovative mechanisms, including research reports and publications, newsletters, Web sites, public lectures, monthly research seminars, brown-bag lunches, working paper series, symposia, targeted meetings with user groups, training sessions for students and decision-makers, and participation in the annual national and international conferences. In addition, under the leadership of the Prairie Centre, the new *Journal of International Migration and Integration* was established in 2000. Despite this extensive communications activity, the need exists for yet more integration and synthesis of research findings and better mechanisms for sharing of research findings among the four Centres and with the federal funders. Other important areas requiring attention are: the development of greater receptor capacity in the federal partnering organizations and the creation of opportunities for direct contact between the researchers and senior government officials.

Under the leadership of the Project Team, the international component of the Metropolis Program has progressed significantly. The Metropolis international conferences give enormous visibility to Canada and access to foreign experts in both the policy and research worlds. It is clear that the international component provides a favourable context to promote Canadian research and policies abroad. Progress is being made in showcasing the research strengths of the Canadian Centres at these events. In addition, Centres are developing international networks—by participating in conferences abroad, inviting foreign scholars for special events or extended stays in Canada and developing research collaboration with foreign institutes.

General Conclusion

The Metropolis Centres have been extremely active in setting a research agenda, carrying out innovative research, building partnerships, interacting with key research user groups, integrating students in their activities, disseminating results to target audiences and providing expert advice in public debates on immigration issues. The Centres are meeting the initial objectives of the Program. However, federal funders' needs have evolved, and increased linkages with the Centres have become necessary. Improvement is also needed in the conduct of pan-Canadian comparative studies, a weakness recognized by all and one which the Centres are fully committed to addressing. The Centres are now at the point of consolidating their respective strategies and moving towards national studies to strategically feed policy development. This should also lead to a greater capacity to undertake international comparative studies. In such a context, the Metropolis Project Team could play an active role in developing increased linkages and in facilitating the design and launch of national and international comparative studies.

Citizenship and Immigration Canada has confirmed its intention to renew its financial support to the Metropolis Program and is now seeking funding commitments from other federal funding partners. As well, SSHRC has endorsed in principle the renewal of the Program. A new Memorandum of Understanding, a revised set of program mechanisms, and improved reporting requirements based on the suggestions made by the Centres, the funders, and the Project Team will be developed for the implementation of Phase 2.

Appendix 1

SUMMARY OF THE METROPOLIS PROJECT FEDERAL PARTNERS MEETING OTTAWA, JUNE 7, 2000

Participants: Facilitator: Réjean Landry, Université Laval

Federal Funders: Jane Badets, Statistics Canada; John Biles, Canadian Heritage; Maynard Collins, SSHRC; Julie Dompierre, Status of Women Canada; Louis Grignon, Human Resources Development Canada; Lorenzo Ieraci, Solicitor General Canada; Martha Justus, Citizenship and Immigration Canada; Tom Kerwin, Canada Mortgage and Housing Corporation; Carol Silcoff, Health Canada

Observer: Katherine Pestieau, Metropolis Project Team

Evaluation Committee: France Landriault, SSHRC, Co-Chair, Metropolis Evaluation Committee; Bahman Assadi, Health Canada (substitute); André Bernier, CIC; Robert Lalande, SSHRC; Mireille Leblanc, Canadian Heritage; Silvia Olivares-Guevara, Health Canada

Observer and Recorder of Minutes: Chantal Goyette, CIC.

Introduction

As part of the approach adopted for the evaluation, a focus group meeting of the federal funders was organized in the spring of 2000 to capture perspectives on the overall results and accomplishments of the Metropolis Program. Representatives of all seven departments/agencies involved in the funding of this Joint Initiative attended the meeting to assess their level of satisfaction with the project. Valuable input was also provided on potential changes or improvements that could be made in Phase 2, should the Program be renewed.

Participants were generally supportive of the Metropolis Program, recognizing that it has significantly contributed to new knowledge, increased networking and community engagement and improved visibility for immigration issues, particularly through media coverage. It has also helped bring together and create a bond among individuals who are working in the immigration area in different departments..

Expectations and Relevance in Terms of Research

The federal funders recognized that the Centres are producing a substantial body of knowledge on a wide range of issues related to immigration. While noting the inherent tensions between the short-term needs of government and the longer-term process of academic research, departmental representatives felt that Metropolis research should be more in line with the policy interests and priorities of federal departments and feed more directly into policy development.

Some participants mentioned the gap between the local or regional focus of the research undertaken by the Centres and the needs of many federal departments for projects with a national focus. Research at the local level tends to be oriented towards service improvement and delivery whereas interest at the national level is at the policy level. While the participants recognized that the Centres are not designed to meet the departments' needs, they did express the need for more comparative studies that would be national in scope.

Three conclusions on this topic were formulated:

- Place more emphasis on the policy needs of departments involved.
- Increase direct interaction with the Centres.
- Undertake national comparative studies.

Expectations in Terms of Dissemination/Receptor Capacity

Participants recognized that departments did not have a well-established receptor capacity to absorb the information produced by the Centres, in large part due to the downsizing of policy shops during the Program Review. They recognized the need to foster mechanisms to increase uptake of knowledge within and between departments; it was suggested that departments would benefit from more direct and regular contact with the Centres' Domain Co-ordinators.

Streamlined annual reports from Centres, focusing on research progress, results and outcomes would help departments follow and monitor the research. Departments with horizontal mandates experience difficulty in monitoring the policy relevance of the large body of research emerging from the Metropolis Program and would greatly appreciate reports that synthesized the Program's findings on specific immigration issues. Participants proposed a number of communication tools to improve information uptake, such as a listing of research projects on the Metropolis Web site (<http://www.canada.metropolis.net>), including references to peer-reviewed publications and an indication where they may be obtained. Another suggestion was to have fact sheets highlighting key research findings for a public audience.

Governance

The current governance model has several strengths:

- It forces researchers and policy-makers to work together.
- It is a good mechanism for propagating research on a wide range of immigration issues in a multidisciplinary environment.
- It allows flexibility for academic freedom.
- It is participatory in nature.

Its weaknesses are:

- There is insufficient government involvement in determining research priorities.
- There is a need to inform the Centres of departments' needs.
- The participatory approach puts high demands on government officials, given the number of meetings and the time required due to involvement in different committees.

The role and mandate of the Project Team could be redefined so that it serves the federal partners better, in part by being an interpreter of federal partners' needs with the Centres.

In summary, there was agreement that governance mechanisms should remain essentially the same, but that they should be improved.

International Aspects

Most departments appreciated the benefits of the Metropolis international component. The annual international conferences provide key opportunities to access senior officials and immigration experts from foreign countries and to explore international comparisons of immigration research, programs and policies. The conferences also provide visibility for Canada and are a showcase for Canada's strengths and leadership in this field.

Conclusion

The meeting concluded with a series of concrete suggestions for the renewal of the Program, including:

- Create a central research fund for multi-centre, national, comparative studies.
- Establish linkages with the SSHRC/Statistics Canada Research Data Centres.
- Offer an internship component to provide students with experience in a federal department.

Appendix 2

METROPOLIS PROGRAM STRATEGIC ASSESSMENT CENTRE DIRECTORS MEETING TORONTO, AUGUST 24, 2000

Participants:

Facilitator: Réjean Landry, Université Laval

RIIM, Vancouver: Don DeVoretz, Simon Fraser University; Dan Hiebert, University of British Columbia

Prairie Centre (PCERID): Baha Abu-Laban, University of Alberta; Tom Carter, University of Winnipeg

CERIS, Toronto: Morton Beiser, University of Toronto; Paul Anisef, York University

I&M, Montréal: Marie McAndrew, Université de Montréal; Jacqueline Oxman-Martinez, McGill University.

Introduction

The meeting with the Metropolis Centres Directors was the second focus group meeting conducted by SSHRC to assess the needs of all parties involved in the Metropolis Program in order to renew funding for the Metropolis Centres beyond the year 2002.

Centres Directors focused on the assessment of objectives met and lessons learned during the first phase of the Program, and on expectations for the future, including a discussion of such aspects of the Program as partnerships, governance, and alternatives to and options for renewal.

Achievements and Value-Added of the Metropolis Program

Research and Research Uptake

The participants agreed that the Metropolis Program contributed to establishing the Centres as local, national and international leaders in immigration and integration research. The Centres have become catalysts in the development of collaborative and interdisciplinary research on issues of immigration and integration and have built a large inventory of research. They have attracted top scholars, students, community partners and other stakeholders and have expanded the scope, policy relevance and application of research results.

Partnerships and Policy Relevance

The Program attracted and is co-ordinating government partners, both within and across departments. As well, the Metropolis Centres developed community partnerships and partnerships at the municipal, provincial, national and international levels. The Montréal Metropolis

Centre, where a critical mass of researchers existed before the creation of the Centre, has improved its already established links with the different levels of government and NGOs in Quebec, and has increased its contacts with the federal government partners. Representatives from the Montréal Centre concluded that one very important value added of the Program was the increased linkages between French and English researchers.

The directors voiced their concern over the often conflicting requirements for policy relevance made by many different partners, including those at all levels of government and those from the community sector. Directors also pointed out the gap between the local focus of the research undertaken at the Centres—often with a goal to improve service delivery—and the needs of federal partners for projects with a national focus.

Capacity Building

One of the weaknesses of the Program has been the difficulty experienced in retaining good researchers. Directors expressed concern about the Centres' infrastructure problems—resources are stretched and there is a significant loss of personnel. It is important for the Centres to introduce some incentives to retain Domain Leaders and researchers.

The Centres have tried to involve new scholars in policy-oriented research, but this task has proven to be quite difficult. At this early stage in their careers, new scholars are often concerned with establishing themselves through mainstream research and publication, and are wary of policy-oriented contents and research.

Communication

In response to the many different partners involved in the projects, the Program brought greater attention to the issue of broad dissemination of research. Centres have put considerable effort into finding new venues and modes of disseminating their research results. The Directors hope that in future the Centres can play a greater role in public debate.

The issue of direct communication between the Centres and the federal partners was also raised. The Directors expressed the wish to be better informed about Ottawa's plans and about partners' research interests and commitment to the Program. Because there is a large turnover of personnel in the federal departments, there is a lack of continuity in priorities and concerns expressed by partners. Better communication is needed between the partners and the Centres and efforts are needed to bridge the cultural gap between researchers and policy-makers.

Governance

The Directors recognized the central entrepreneurial role that the Metropolis Secretariat Project Team played when the Program was initially launched. It continues to facilitate dialogue, contact and linkages with policy-makers, relevant partners and stakeholders. National and international Metropolis conferences, as well as other activities organized by the Project Team (such as

workshops and lectures), have contributed directly to the development of policy-relevant research and meaningful partnerships.

Governance models vary from Centre to Centre; they are all original and are characterized by specific foci and modes of functioning which have proved effective for the production and dissemination of research. Two of the Centres (Prairies and Vancouver) work under established written internal agreements with the researchers. The agreements define the roles and responsibilities of all participants involved in the projects sponsored by the Centres, establish project milestones, and set deadlines for the delivery of research results. This type of governance model is viewed as one that contributes to creating a sense of justice and equity within the Centre and among the researchers.

The Toronto Centre has developed a management structure that integrates the unique contributions of the Toronto community, government partners and academic researchers. This mode of governance is characterized by flexibility and the capacity to adapt to changing research priorities. The Toronto Centre includes representatives of the partner organizations as voting members on its Management Board.

A very different governance mode was adopted by the Montréal Centre. The model is based primarily on teams agreeing to work together. Such an approach displays several strengths: it is relatively easy to raise funds for the research; it builds on previous research; the partners are integrated into the team; and "dissemination" is facilitated by the active participation of the project partners.

Steps to eliminate non-performing teams have been introduced by all the Centres. These involve rigorous monitoring of project progress. When necessary, under-performing projects have been cancelled and funds redistributed.

Metropolis International

Regarding the international component of the Program, the Directors expressed the view that international linkages are difficult to establish when the international community is not as well organized as the Canadian component. Furthermore, the lack of an international body for consultation makes the endeavour more difficult. The Directors felt that the Centres should focus on studies at the pan-Canadian level before engaging in major international work. Directors also mentioned the lack of information about how and where international research projects are initiated.

Renewal Phase: Beyond 2002

Inter-Centre Collaboration and Pan-Canadian Research

Centre Directors were aware that increased contact is needed between the Centres, and they wish to develop inter-Centre collaboration. They also expressed the wish to move beyond their respective regions in the next phase of the Program. They felt ready to undertake research at the pan-Canadian level, and to work closely with funding partners to determine a comprehensive national research agenda.

Graduate Student Training and Incentives for Researchers

Graduate training has been defined as a major goal of the Centres during the next phase. The Directors would like to offer some stability to funding for graduate students. They proposed the establishment of a nation-wide scholarship program to create an internship either at the Centres or at the government departments. The Directors wish to attract graduate student in the beginning of their studies to develop a sense of fidelity to the Centres. They wish to introduce new mechanisms for funding, such as the exchange of students and scholars across the Centres.

The directors suggested that, in the next phase of the Program, Research Time Stipends (RTS) should be seriously considered as an incentive and as a means to reward researchers, particularly Domain Leaders, who must commit enormous amounts of time to develop integrated approaches to research in given areas.

For the next phase of the Project, the Directors also hope to reach out across the country to involve interdisciplinary-oriented researchers (leaders who are not domain-specific) and to attract researchers from disciplines not currently involved in the Program, such as economists and demographers.

Partnerships

The Directors believed that NGOs should be compensated for their participation and involvement in the projects; they wished to improve the NGOs' status on the projects. The Directors also expressed the wish to attract additional partners to the Program, possibly from private industry. However, they felt that the Project Team should also contribute to this endeavour.

Governance

The Directors would like to be more directly involved in the Metropolis governance structure and to share the responsibility for establishing directions for the Program. They pointed out that the Centres have no representatives on the Interdepartmental Steering Committee (ISC). Meanwhile, members from the ISC do sit on Centre-based committees.

Regarding the Project Team, the Directors hoped that communication between the Centres and the Project Team would further improve in the next phase of the Program. They wished for greater transparency from the Project Team. Specifically, they would like to know how decisions are made about research priorities, the reporting structure, the Project Team's accomplishments (through an Annual Report), and about the source, results and impacts of initiatives made by the Project Team.

Budget

The Directors estimate that a 33% increase in the current funding level is needed just to sustain the current level of activities of the Program.

Appendix 3

PROJECT TEAM MEETING—EXECUTIVE SUMMARY REPORT OTTAWA, OCTOBER 5, 2000

Participants:

Metropolis Project Team: Meyer Burstein, Executive Head; Howard Duncan, Deputy Head; Sarita Bhatla, Project Development Director

Evaluation Team: France Landriault, SSHRC, Co-Chair, Evaluation Committee; Gordana Krcevinac, SSHRC; Silvia Olivares-Guevara, Health Canada; Marjolaine Schaan, Canadian Heritage; André Bernier, CIC; Jacqueline Oxman-Martinez, McGill University.

Introduction

The meeting with the Metropolis Project Team focused mostly on suggestions to improve the renewal of the Program through a review of lessons learned and experience gained in the first phase of the project.

Value-Added of the Metropolis Project Team

The Project Team felt that its establishment in Ottawa, as a centralized co-ordinating body concerned with the Project's strategic directions, has brought great structural benefits to the Program. The Project Team has been active in nurturing the Program and its growth, in building and maintaining strategic partnerships, in promoting the Program at the national and international levels, and in providing logistical and technological infrastructure to enable greater communication among stakeholders. In particular, the annual and international Metropolis conferences, and other dissemination activities organized by the Project Team (such as workshops and lectures) have contributed directly to the transfer of knowledge between the academic community and users and have enhanced the policy relevance of the research.

Although for the Project Team, the core objectives of the Metropolis Program have not changed, the Team's understanding of how research impacts policy and contributes to decision-making has evolved, supported by experimentation and acquired knowledge. Beyond its role of knowledge broker, the Project Team is committed to renewing its leadership by bringing together researchers and policy-makers and by setting a clear vision of the Program's future activities.

Looking to the Future

The Project Team recognized that a certain number of changes must be made to reach the Program's objectives for the production of research on critical policy issues and for enhancing the use of research in decision-making.

These changes include:

Increasing Receptor Capacity

One of the major weaknesses of the Metropolis Program has been the federal partners' limited receptor capacity. With the federal policy capacity located in Ottawa and the research capacity distributed across the country, a direct and productive dialogue between policy-makers and researchers is difficult to achieve. A set of institutionalized mechanisms needs to be developed to communicate research results, engage policy-makers and researchers in productive dialogue, and to increase on both sides—but mainly on the part of the federal departments—the level of commitment to and engagement in the Program. Some attempts have been made to overcome this difficulty. For example, Human Resources Development Canada has assigned a staff member to each of the four Centres. However, the impact of these direct linkages on decision-making and policy is minimal because of the lack of influence of the junior staff assigned to the Program.

To facilitate, foster and encourage the receptor capacity in federal departments, the Project Team has proposed a series of lectures and conferences to bring together small, select groups. These initiatives are intended to increase opportunities for conversation between the federal departments and the researchers and to create a level of trust among the stakeholders. The Project Team is also planning to dedicate resources to writing syntheses of research papers produced by Metropolis researchers.

National Research Agenda

As did the federal partners and the Centre Directors, the Project Team identified the establishment of a national research agenda as a definite priority in the next phase of the Metropolis Program. There is a need to bring together both the Centres and the federal departments to determine, in a collaborative fashion, the horizontal issues to be studied.

The Project Team considers that better, more usable, policy-relevant research will be produced if::

- a relatively limited number of issues (10 has been suggested) are identified and defined;
- issues are horizontal and cross-cutting;
- issues are policy-relevant and this relevance is delineated;
- a research agenda to address the issues is developed in collaboration between the Centres and the federal government.

The Project Team has recommended also that a portion of funds allocated to the Centres be dedicated to research on the priority issues.

International Research Agenda

The Project Team considers that the Centres can play a strong leadership role in the international component of the Metropolis Program. The international component provides great political visibility and the international community looks up to Canada for guidance and advice on issues relating to immigration and integration policy. Judging by the participation rates, the International Metropolis Conferences are effective as a forum for discussion, one, moreover, that promotes and showcases Canadian expertise.

The objectives set for the second phase of the Program are to work out an International Research Agenda and to establish an International Research Committee with representation from the Canadian Centres. However, these planned activities require resources not budgeted for in the core funds allocated to the Metropolis Program. Additional funding would have to be secured to proceed and pursue these objectives.

Communication with the Centres

The Project Team has recognized that communication with the Centres could be further improved in the second phase of the project. The Project Team's attempts to provide strategic and policy direction have been at times a source of tension and sustained efforts are required to support the Project Team's role as facilitator.

Rewarding Domain Leaders

The Project Team recognized the enormous commitment of the Centres' Domain Leaders to the Metropolis Program and firmly supported the idea that reward mechanisms be introduced to offer incentives for their continued work, as well as to provide the Centres with the means to retain their researchers.

The Project Team also pointed out the need to create a structure or forum to bring together Domain Leaders to share and communicate research and research findings.

Alternative Sources of Funding

The Project Team expressed commitment to securing funding for the second phase of the Metropolis Program and to actively seek to increase the number of federal departments involved in funding the project. Federal ministries and departments, such as Industry Canada, the Department of Foreign Affairs and International Trade (DFAIT), and the Department of Justice, are being considered as potential new partners. Moreover, the Project Team is of the opinion that, the Centres could also become actively involved in finding additional sources of funding.

Priorities for the Second Phase

The following areas and projects were identified as priorities in the next phase of the Metropolis Program:

- Rationalize federal policy priorities and ensure the development of a research agenda to address these priorities.
- Secure additional funding for the Centres.
- Create and fund a Centre in Atlantic Canada.
- Expand the international component of the Metropolis Program.
- Broaden the investigation of justice issues, policing, questions related to hate crimes and discrimination, and trafficking.
- Address issues of governance in the Metropolis Program.
- Develop a program of study and a course curriculum on immigration and integration (both at the university level and for policy-makers and practitioners).
- Implement a student registry data base, and a government on-line inventory of relevant research, links and networks.

Appendix 4

RESEARCH RESULTS REPORTED BY THE CENTRES THE VANCOUVER CENTRE OF EXCELLENCE FOR RESEARCH ON IMMIGRATION AND INTEGRATION IN THE METROPOLIS (RIIM)

Economic Domain

RIIM scholars were the first in Canada to identify the "brain drain" in its newest form. In particular, this RIIM-based research led to the insight that Canada participates in a "brain exchange." In other words, highly skilled resident Canadians now leave for the United States (or Hong Kong). In turn, these emigrants are replaced by highly skilled inflows from China, India and other countries to complete the exchange. This initial work has led to a host of derivative projects in the last two years. For example, RIIM researchers have presented a cogent theory to explain why most highly skilled Canadians remain in Canada. Based on the concept of risk, this conceptual framework for understanding who moves versus stays is the first of its kind anywhere. RIIM scholars have recently begun to use these insights to study the brain drain processes in Asia, especially in China and Hong Kong.

Several comparative studies (Canadian, German and Norwegian) conducted by researchers at RIIM have set benchmarks worldwide for understanding the employment and earnings impacts derived from immigrant second language acquisition. In particular, RIIM studies have identified not only the universal economic importance of immigrant official second language acquisition but also its economic magnitude across various countries. A unique extension of these findings was RIIM-based research on immigrant third language acquisition and subsequent immigrant economic performance.

Next—and this is central to the mandate of Metropolis—are RIIM researchers' findings on the economic impact of immigrants on Vancouver's economy. Significantly, this work examined these impacts on both the private and public sectors of the economy. RIIM has developed a general equilibrium model, which can measure the impact of a set number (e.g., 100,000) of immigrants arriving in Vancouver over a ten-year time span. This model can predict changes in crucial commodity prices (housing, food, health, transportation), wages, employment rates, taxes and the use of public services. This model is unique in the world and will have important consequences for Canadian immigration policy.

Education Domain

A school organization project has revealed the crucial role of administrators' values in shaping school policies and practices. When learning is assumed to depend on fluency in English, policy

initiatives focus on English language instruction, proficiency testing, hiring ESL teachers, etc., while children's use of heritage language at school and home is seen as problematic. When school leaders value diversity, policy initiatives support learning in all subject areas, as well as in English, and place considerable value on involving families and community agencies using heritage languages. Moreover, the study found that the cultural mix of teachers is also important, demonstrating that teachers of Punjabi Sikh and Chinese ancestry serve as linguistic and cultural interpreters for parents, children and colleagues and help to create non-racist classrooms.

A study of children of immigrant families enrolled in French Immersion programs has revealed the central role of parental values and language practices in shaping their children's perceptions of language learning and multilingualism. In particular, a positive atmosphere is created when parents emphasize the potential value of multilingualism in a national context and within a global economy, and the value of language contacts at home and abroad as well as in school.

Research in two projects has illuminated important relationships between culture, language, and education. It has been suggested that schools established by cultural communities are associated with cultural isolation. However, in an extensive study of a Punjabi Sikh school, researchers found that, in comparison to documented racism experienced in public schools, this culture- and religion-specific setting offers children opportunities to learn English without compromising their cultural, linguistic, or religious identities. Further, their families maintain economic and social connections to the wider non-Punjabi community. A second study has revealed important limitations in attempts to combine language education with non-academic objectives. Research on an ESL Co-op program showed that where ESL instruction was combined with work experience for immigrant teenagers, the students were not able to access the course work needed to graduate from academic programs. Students and parents considered that students would be better served if integrated into mainstream classes and if allowed to remain in school past the normal school leaving age of 19.

Housing and Neighbourhood Domain

A detailed study of the changing social geography of immigrant settlement has clarified the intricate processes of neighbourhood formation. Researchers have been aware for some time that traditional models of urban social structure are no longer appropriate, but this work goes much further in specifying the contours of the emerging urban landscape. In the late 1980s, suburbs became the principal destination for new immigrants, a substantial shift from earlier periods. As a result, suburbs in Canada's largest metropolitan centres are now as culturally diverse as inner city neighbourhoods, a fact that has major implications for our understanding of contemporary urban society, and for how city officials should plan transportation systems, set zoning parameters and deliver services. Similar changes have occurred in Sydney, Australia, and a project comparing the two cities is now in place.

An ambitious project on the investment of overseas Chinese entrepreneurs in Vancouver's real estate market has traced the circuits of capital that connect the two sides of the Pacific Rim. This work has shown that Hong Kong capitalists see Canadian multiculturalism as a key advantage and

that such diversity has encouraged both short- and long-term investment in Vancouver. Important links have also been investigated between trans-Pacific immigration, investment in Vancouver and the local urban planning process.

Since the early 1990s, scholars have been skeptical about the success of Canada's business immigration program. RIIM researchers shared this concern, but took a new approach by examining the socio-economic circumstances of business immigrants in their neighbourhood settings. This work has enabled researchers to obtain a more immediate portrait of the problems faced by business immigrants as they try to adapt practices learned in their pre-migration cultural and regulatory environment to a radically different one in Canada. These findings have been praised as "highly policy relevant" by the Senior Policy Advisor in the B.C. Ministry of Multiculturalism and Immigration. They also have pressing theoretical significance, showing the limitations to the "portability" of economic success, and raising questions about the more facile theories of globalization that assume "business is business" regardless of local circumstances.

Social Domain

A comprehensive theoretical analysis and empirical study has shown that the debate over an urban underclass—widespread in the U.S. and many European countries—is largely irrelevant in Canada. While Canada certainly has poor neighbourhoods, the overlapping dimensions of deprivation, and the inter-generational transmission of deprivation, are much less significant factors in the Canadian context.

Studies concerning the management of health and illness, and access to health care, have gone beyond traditional interpretations based on difficulties in cross-cultural communication and differing conceptions of health and illness, to show that these are basic issues of social and political entitlement. This re-conceptualization of health and illness has significant implications for both policy and the conduct of academic research.

The effect of funding cuts on multicultural service organizations has been carefully investigated. These organizations were first established to provide services to immigrants and, significantly, to provide a voice for their concerns. The second of these functions declined as NGOs became more fully integrated into the system of government-funded service provision. However, as funding has become more unpredictable, RIIM researchers have shown that these organizations have adjusted by returning to their roots—and to their early advocacy roles.

MONTRÉAL CENTRE FOR INTER-UNIVERSITY RESEARCH ON IMMIGRATION, INTEGRATION AND URBAN DYNAMICS

Demographic, Economic and Linguistic Domain

New Immigrant Settlement Survey

Senior Researcher: Jean Renaud (Université de Montréal)

This survey tracked a cohort of 1,000 immigrants who came to Québec in 1989. They were interviewed four times: at the end of each of their first three years in the province (in 1990, 1991 and 1992, before the Metropolis Program was launched) and in 1999, the 10th anniversary of their arrival. The resources of the Metropolis Program made it possible to conduct a number of secondary analyses and to develop some new research parameters for the fourth stage of the study. This study was the most extensive ever undertaken on this subject and the first in any part of the world to track in a multi-dimensional way the settlement patterns of a complete sample of immigrants.

To form an idea of its impact on policy, one has only to read the comments on the survey report offered by the review committee of the Ministère des relations avec les citoyens et de l'immigration (MRCI). In the report, entitled *They Come from Here Now! The First Ten Years of Life in Québec for Immigrants Admitted in 1989*, the committee states:

From the outset, the committee would like to express its deep appreciation of the efforts that the author has made to make his findings accessible and understandable. The presentation of observations for the first ten years of new immigrant settlement in Québec is very effective. The committee's view is that, just like the report on the first three years, the ten-year report will have a significant impact on public policy and knowledge.

Impacts of the report include amendments to the selection grid, changes in services offered to immigrants, a reconfiguration of the COFI (immigrant orientation and training centres), and new directions in language training policy and courses. In addition, the survey has helped in no small measure to give direction to Statistics Canada's longitudinal study on immigrants and to another survey for the MRCI on people seeking asylum.

Analysis of Immigrant Mobility

Jean Renaud, Victor Piché and Jacques Ledent are conducting a number of studies involving use of the Immigration Data Base (IMDB) and are working in co-operation with Claude Langlois's group at Citizenship and Immigration Canada (CIC), which runs the IMDB. Their purpose is to measure immigrant flows from one province to another and from one metropolitan area to another, based on immigrants' first 16 years in Canada, and the research has yielded initial analyses of the main individual and situational factors affecting migration patterns (differences between economies of different provinces and different metropolitan areas).

The findings on immigrant interprovincial mobility will have an enormous impact on the federal government's distribution of resource among the provinces. At present, federal resources are distributed primarily on the basis of province of destination as indicated on visas, not on immigrants' actual provinces of residence. The federal government is working on the transfer of responsibility for immigrant settlement to the provinces, and a number of agreements have been or will be signed. It is therefore essential for the authorities to have detailed knowledge of migration patterns.

Neighbourhood Life, Residential Mobility, Social Networks and Management of Community Resources Domain

Management of Diversity in Neighbourhoods: Some Lessons

Co-ordinator: Annick Germain (INRS-Urbanisation), in co-operation with Martin Wexler (City of Montréal Housing Department)

The project is described as a dissemination and development activity that is enabling the partners to establish a clearer connection between research and practice in relation to habitat and neighbourhood life. So far, it has involved three days of meetings and discussions attended by researchers and municipal representatives concerned about the management of diversity in neighbourhoods. The first day's theme was interethnic co-existence in low-cost housing projects, while the second and third days were devoted to an examination of community resources. About 20 researchers and employees from the City of Montréal and other cities in the Montréal area (Saint-Laurent, Verdun) took part.

The report of the discussions on interethnic co-existence in low-cost housing projects is available in .pdf format on the Immigration and Metropolis Web site at http://www.im.metropolis.net/frameset_f.html. The reports on the other two days will be available on the same site in the near future.

Analysis of Twinning Between Immigrant and Host Society Families in Several Regions of Quebec

Senior Researchers: Johanne Charbonneau and Francine Dansereau (INRS-Urbanisation) and Michèle Vatz-Laaroussi (Université de Sherbrooke)

The purpose of this study is to identify major factors that contribute to positive or negative outcomes of "twinning" arrangements which, under MRCI outreach programs, pair new immigrants with host society families. These programs are designed to help immigrants get established (French language training, material assistance and social adjustment) and to develop formal and informal networks.

The final report presents a typology of twinning arrangements by region (Québec City, Montréal, Saint-Jérôme and Sherbrooke). It analyzes different experiences of twinning in terms of the specific characteristics of the selected models of organization and according to the perceptions of those involved, both the participating families and the responsible organizations. The report

is available in Portable Document Format (.pdf) on the Web site at http://www.im.metropolis.net/frameset_f.html. Presentations on the project are given regularly to interested organizations; the project will also form the basis of a learning tool for program workers and twinning participants, to be produced in the winter of 2001.

Education and Training Domain

In this domain, a substantial program of research is carried out under four broad themes: education and social mobility, language learning and literacy, civic and citizenship education, and institutional adjustment to diversity. The list of program partners is a clear reflection of the multidisciplinary, interinstitutional nature of the co-operative activities undertaken over the past five years. The partners include the Centrale de l'enseignement du Québec (Québec Teachers' Corporation), the Programme de soutien (Support program), L'école montréalaise, Hydro-Québec, the Ministère des Relations avec les citoyens et de l'immigration (MRCI), the Centre des langues patrimoniales and cégeps.

The co-operation resulted in numerous projects. Two of these are described below: Ethnic Concentration and Language Use in Schools (McAndrew and Veltman, MRCI, MEQ, CLF: 1996-99); and Language Proficiency and Educational Progress of Allophone Children at Risk in Three Francophone CEGEPs. (Armand, Lamarre, Lemay, Antoniadès, Chehadé: 1996-2000).

Ethnic Concentration and Language Use in Schools

Researchers: Marie McAndrew (Université de Montréal) and Calvin Veltman (UQAM)

This research project was requested jointly by the MRCI, the Ministère de l'Éducation du Québec (MEQ) and the Conseil de la langue française (CLF) and examined the use of French in schools. The research was carried out in 20 elementary and secondary schools on Montréal Island and involved testing an innovative methodology that combines two types of observation: one bringing out the differences between the perceptions of staff and students, the other a systematic observation of language use in a non-formal setting. The results showed that Francization is making considerable progress in Montréal schools. In all communities, French was clearly the predominant language most of the time, and in the vast majority of schools the relative strength of French was measured as being higher than the anticipated level of Francization based on the ethnolinguistic makeup of the clientele.

Following publication of the study, many presentations on it have been given to members of the public, to university researchers in Canada and abroad, and to decision-makers and educators; and the media coverage has been extensive. The relevance of the study will no doubt be highlighted again in the fall of 2000, when the *États généraux* on the French language are held, because the purpose of the conference is to assess the impact that Bill 101 has had, in practical terms, on the Francization of young allophones over the 25 to 30 years that it has been in force. In addition, the research data will be taken into consideration in determining what actions should be taken to implement MEQ policies on school integration and intercultural education.

Language Proficiency and Educational Progress of Allophone Children at Risk in Three Francophone CEGEPs

Researchers: Françoise Arnaud and Patricia Lamarre (Université de Montréal); Mona Chéhadé et Denyse Lemay (Collège Bois de Boulogne); Éléonore Antomiadès (Cégep Marie-Victorin)

This research project was based on a partnership between two researchers at the Immigration and Metropolis Centre, a guidance counsellor, a teacher at the Collège de Bois-de-Boulogne and a teacher at the CEGEP Marie-Victorin. The objective was to make decision-makers (MEQ and MRCI) aware of the difficulties that allophone students at the college level had in learning French because of the lack of official Francization support structures of the kind found at the elementary and secondary levels. The team gathered data on the French language proficiency of allophone students at risk and their progress at the CEGEP. It also proposed a pedagogical intervention method for observing the effect of students' language proficiency. The project recommended that the MEQ extend its 1998 school integration and intercultural integration policy to include colleges. The many presentations given and publications produced have generated an awareness of the CEGEPs' capacity for helping students succeed at school and will provide much food for thought to those responsible for preparing the CEGEP action plans required by the MEQ.

Health and Social Services, Public Safety and Justice Domain

Trafficking in Human Beings in Canada

Researchers: Jacqueline Oxman-Martinez (McGill University) and Andrea Martinez (University of Ottawa)

Research on trafficking in human beings in Canada is the responsibility of the Working Group on Transnational Crime, part of the Policy Research Secretariat's Global Challenges and Opportunities Network. The goal of the project is to produce an overview of current political issues and practices in federal departments and agencies with a view to developing a federal strategy to combat the smuggling of human beings. The researchers involved have already participated in a round table, organized by Status of Women Canada, which resulted in a number of recommendations for prevention, protection and further discussion. The researchers will be attending the Third National Conference on Public Policy Research for the Year 2000: Transnational Crime—International Policy Impacts.

New Canadian Children and Youth Study (NCCYS)

Researchers: J. Oxman-Martinez (McGill University), G. Legault (Université de Montréal) and S. Gravel (Public Health Branch, Montréal Centre)

The Montreal Centre is collaborating in a nation-wide comparative and longitudinal study of the physical and mental health and development of immigrant and refugee children in six Canadian cities: Toronto, Montréal, Edmonton, Calgary, Winnipeg and Vancouver. Through the study, data is collected on the impact of immigrant and refugee status and place of residence on the health of the children concerned. The project also examines aspects of their development as well as fac-

tors connected with risk, protection, racism and discrimination. Because of the close ties between the researchers and the main partners (Public Health Branch of Montréal Centre, CIC, Health Canada, Canadian Heritage and Statistics Canada), the results will have an impact on public policy.

THE JOINT CENTRE OF EXCELLENCE FOR RESEARCH ON IMMIGRATION AND SETTLEMENT, TORONTO

Strangers Becoming Us Leaves the Airwaves for the Classroom

Three years ago, with funding from the Ontario Region of Citizenship and Immigration Canada (OASIS), Dr. Morton Beiser developed his series *Strangers Becoming Us* for CJRT radio station. The show was so well received that the project has expanded to include an in-class curriculum on immigration for Grades 4-6; it has also prompted plans for interdisciplinary curricula in high schools and universities.

In September, a ten-part audio series, developed by Dr. Beiser in close association with the non-profit Classroom Connections, was delivered to schools across the country. The series is packaged as a radio show with an accompanying teacher's guide designed to inform children of the challenges faced by immigrants and refugees and the unique contributions they make to the Canadian mosaic. Information is presented in a "fun format," like the "Who Wants to be a Canadian?" game show in which quizmaster Morton "tests" the eligibility of prospective Canadian immigrants according to the criteria set out in the points system established in 1967. The series also tackles delicate issues without shying away from difficult questions. Canada's anti-Semitic "one is too many" immigration policy of the Second World War, for example, is a historical fact brought to life through the voice of a Jewish immigrant of the period. Children, who have concerns about immigration, are also given air time and their questions are explored and answered.

Strangers Becoming Us focuses on a different topic in each show. For instance, Episode Five looks at where immigrants live, while the ninth installment examines family life. Dr. Beiser points out that today's Grade Six student could be tomorrow's immigration policy-maker. "It's none too soon for children in school to learn why we have immigration, why we choose to protect refugees."

The Great White North? A study finds that new visible minority immigrants struggle, even in times of Canadian economic boom

The 1986 and 1991 Canadian census data revealed some disturbing facts to Dr. Edward Harvey. He was studying how new immigrants fared economically when compared with each other and with the general Canadian population. The fact that recent immigrants did comparatively worse economically than those who have lived in this country for some time was not surprising to Dr. Harvey, as it usually takes 8 to 11 years for new immigrants to settle in and level the playing

field. Dr. Harvey and co-researcher Kathleen Reil also found, however, that visible minority immigrants were worse off than other newcomers to Canada. Given that the 1991 census reflected a period of general economic hardship in Canada, Dr. Harvey decided to replicate his analysis employing the 1996 census to see how visible minority immigrants fared upon arrival in Canada.

"We found that the situation had worsened between 1991 and 1996 for racial minority immigrants," Dr. Harvey says. The percentage of these immigrants living below the poverty line had increased. Their incomes had actually declined during a period widely regarded as one of relative prosperity. While this may suggest discrimination, Dr. Harvey points out that 70% of new immigrants are racial minorities, and that this is consequently also a problem how immigrants are treated in general. The problem has many causes, Dr. Harvey says, such as the fact that visible minority new immigrants are under-employed and their credentials are frequently not recognized. Why this is happening and what can be done to correct the situation is of paramount concern to Dr. Harvey.

"It is unfortunate that we don't have the programs in place to maximize our potential brain gain from immigration," he says. Dr. Harvey hopes to delve more deeply into the research data, examining specific occupations, analysing geographical factors, and introducing a program element to the study to evaluate which settlement services work. "The timing couldn't be better because we have an issue here and we have a need to look at it in a systematic way," he says. Dr. Harvey presented his most recent findings at the Metropolis conference in November 2000. The research was conducted in partnership with COSTI, one of the largest NGO immigrant service organizations in the country. Dr. Harvey's findings have already been put to practical use by funders and providers of settlement services and have appeared in several academic journals, public forums, workshops and working papers.

The Kids Are All Right—Or Are They?

The New Canadian Children and Youth Study (NCCYS) is tracing the health, adaptation and psycho-social development of immigrant and refugee children. Between 1990 and 1995, 300 000 children entered Canada, 25% as government- or privately-sponsored refugees. In the late 1990s in Toronto, nearly half of the children enrolled in school were not born in Canada. Yet, Canada has a curiously ambivalent attitude toward immigrant and refugee children. On the one hand, Canadians consider these children's educational and occupational achievements an important index of the success of the country's immigration policies. On the other hand, these children have special needs that are neglected.

The project is ambitious and has fostered dynamic pan-Canadian research collaboration among Metropolis Centres. The NCCYS principal investigator and Toronto project leader is Dr. Morton Beiser. Project leaders at the other Metropolis sites are: Dr. Jacqueline Oxman-Martinez, Montréal; Dr. Linda Ogilvie, Prairies; and Dr. Robert Armstrong, Vancouver. The NCCYS focuses on children, aged 4-6 and 12-13, in immigrant and refugee families settled in Montréal, Toronto, Edmonton, Calgary, Winnipeg and Vancouver. Research teams have pilot tested questionnaires in several communities in these cities. In order to facilitate comparisons, the

NCCYS builds on the federal government's National Longitudinal Survey of Children and Youth, an investigation of the health and development of 23 000 mostly native-born children. Questions have been added to measure the effects on children of stresses specific to the immigration experience such as discrimination and identity formation. The effects of pre-migration traumas will be addressed by comparing refugee with immigrant children. Inclusion of visible and non-visible minority groups will make it possible to study the mental health effects of discrimination. The NCCYS will also focus on the importance of factors such as community support in protecting mental health.

The design of the NCCYS permits regional comparisons. Since each of the centre samples will include children from Hong Kong, China and the Philippines—the three countries that, in recent years, have contributed the largest number of immigrants to Canada—analyses will contribute to an understanding of the way in which regional differences may affect health and development. The NCCYS is also designed to study unique experiences: for example, it includes immigrant as well as refugee children, children in visible minority communities, and children whose families settle in cities with well-established ethnocultural communities as well as those for whom such potential sources of support are not available.

By sampling more broadly in immigrant communities, researchers will be able to produce results for immigration policy research in particular and will increase the effectiveness of population surveys in general. The NCCYS will contribute information to help make programs more responsive to the needs and aspirations of New Canadian children and their families.

As a result of its fall 2000 competition, the Canadian Institutes of Health Research awarded Dr. Beiser and his colleagues a grant to support the first two waves of this longitudinal study of immigrant and refugee children in Canada.

Book Examines Toronto's Immigrant Experience, Then and Now

Integrating Diversity is the first book of its kind, taking a chapter by chapter look at the current and historical situation of immigrants in Toronto. The project was inspired by an American publication, *Ethnic L.A.* "We settled on the title *Integrating Diversity* because, for us, it suggested a two-way street," explains co-editor Dr. Paul Anisef. The text, he says, examines not only what Toronto must do to facilitate immigration, but also what immigrants must do in order to make a successful transition into the culture of the city.

Dr. Anisef suggests that many people do not know that Toronto currently attracts some 45% of all newcomers to Canada—over 70 000 immigrants from some 170 countries arrive in Toronto every year. By 2001, it is predicted that non-Canadian-born residents will comprise the majority of the Greater Toronto Area population. Although there has been an incredible increase in diversity, there has been no single resource that can be recommended to anyone studying Toronto and wanting to understand its historical evolution, its successes in accommodating the ever-increasing cultural diversity of its citizens, and the challenges it will face in future years.

The University of Toronto Press is publishing the book, which was written by a selection of renowned experts. Historian Harold Troper, for example, wrote the chapter on immigration policy development since the Second World War. Clifford Jansen and Lawrence Lam tackled the last 40 years and provide important demographic trends based on census information. An analysis of immigration policy changes and the socio-economic status of new immigrants was provided by a number of researchers. Robert A. Murdie and Carlos Teixeira looked at housing and neighbourhoods from an historical perspective. Other chapters focus on education, health care and community.

The project, based on a research project co-developed by Dr. Anisef and Michael Lanphier, has received \$20,000 in start up funding from CERIS, along with \$38,000 from Canadian Heritage.

Public Policy Forum on Immigration and Health

As a response to important policy issues receiving extensive media exposure, CERIS Director Dr. Morton Beiser and Academic Co-ordinator Winston Husbands organized a public forum on Sept. 21, 1999:

Is Immigration a Threat to Public Health?

Moderator: Morton Beiser, M.D., Director of CERIS

Panel: Jay Keystone, M.D., Tropical Disease Unit, Toronto General Hospital
David Miller, Councillor, City of Toronto
Margaret Wente, Columnist, The Globe and Mail
Haroon Siddiqui, Editor Emeritus, The Toronto Star
Ron St. John, Director, Global Surveillance and Field Epidemiology,
Health Canada
Barbara Yaffe, M.D., Director, Communicable Disease Control,
Toronto Public Health

More than 80 people came to this forum to ask questions, such as: "What does research have to say?" "What is the public being told?" The panel, consisting of medical professionals, government representatives and journalists, focused on the topic of responsible media coverage. Participants expressed satisfaction that such a range of expert commentary was available on these controversial issues. The forum's success in bringing research results and expert opinion into public debate concerning the important issue of immigration and public health was confirmed by the extensive coverage given to the event by both mainstream and ethnic media in Toronto, including print, radio and television. An article in the Spring 2000 issue of the *Ryerson Review of Journalism*, entitled "600 Is Too Many: How the Press Used Four Boatloads of Chinese Migrants to Create an Immigration Crisis" highlights the quality of the forum discussion in dispelling misinformation created by recent anti-immigration media campaigns.

Immigration Information Outreach Project

With additional funding support from Canadian Heritage, in early 2000, CERIS completed the second phase of the Immigration Information Outreach Project (IIOP). The CERIS Resource Centre and Web site now provide a wealth of information, previously inaccessible or hard-to-access, that is of great value to immigration researchers. Substantial additions were made to the holdings of unpublished and limited-circulation immigration research papers in the CERIS Resource Centres. As well, the catalogue of these holdings was posted on-line and will be updated regularly. Another vital part of this work was the expansion of holdings in the CERIS Virtual Library, with the emphasis on Working Papers and Research Reports. Student theses on immigration issues were also collected and posted online, and selected important and hard-to-access immigration research papers were scanned for posting as well. The most dramatic outcome of the IIOP was the launching of the CERIS MetaDatabase which provides a single and easily accessible source of information on immigration, with links to 50 related databases maintained by academic, government, and community partners in the Greater Toronto Area. The MetaDatabase comprises information on Census data, CIC databases, survey data sets, municipal and service agency databases and aggregate client demographics, as well as all Metropolis licenced databases.

PRAIRIE CENTRE OF EXCELLENCE FOR RESEARCH ON IMMIGRATION AND INTEGRATION

Social and Cultural Domain: In the summer of 1998, Citizenship and Immigration Canada (CIC) and the Prairie Centre co-funded a study of the resettlement experiences of refugees in Alberta, under the direction of Baha Abu-Laban, Tracey Derwing and Harvey Krahn, with the assistance of graduate students Lori Wilkinson and Marlene Mulder. The study explored the experiences of refugees who were resettled in smaller urban centres in Alberta during the period 1992-1997. For many years, CIC, at the request of the Alberta government, has been resettling refugees in Edmonton, Calgary, Lethbridge, Red Deer, Medicine Hat, Grande Prairie and Fort McMurray. The primary focus of the study was the experiences of refugees resettled in the smaller of these communities. Control groups from Edmonton and Calgary were used for comparison. Despite the long history of resettling newly arrived refugees in the smaller communities of Alberta, there is little information on how well these refugees adapt to the new environment, and whether they remain in these communities beyond the first year of settlement.

Interviews were held with a sample of over 600 refugees resettled in five smaller Alberta communities as well in Edmonton and Calgary. The results clearly show that the smaller urban centres in Alberta, with populations ranging from 30,000 to 60,000, have a proven capacity to retain refugees far beyond the first year of settlement. This finding has major implications for public policy influence on the geographic distribution of immigrants and refugees beyond Canada's six largest cities, which currently receive more than 75% of newcomers.

The study included a number of specific policy recommendations in the areas of resettlement, settlement services, employment, and refugee costs. The results of the study and its policy recommendations were shared widely with policy-makers, service providers and researchers. Reportedly, the study has had a concrete impact on policy development in Ottawa and the regions.

Education Domain: During the past few years, Citizenship and Immigration Canada has significantly changed the citizenship process by modifying the application procedure, eliminating many citizenship judge positions, introducing a multiple choice test and restructuring the citizenship ceremony itself. In order to assess the impact of these changes on citizenship education, Prairie Centre researchers (Tracey M. Derwing, Kama Jamieson and Murray J. Munro) located and contacted citizenship programs across the country and, for comparison, they followed much the same procedure used in a study conducted for the Secretary of State ten years earlier. The current study found that far fewer programs are available to adult immigrants than in the past. Also, since the last study, the scope of the content in citizenship education programs has either remained unchanged or has been reduced. The researchers have made some very important policy recommendations pertaining to citizenship instruction for adult immigrants.

Also, two years ago, an action-research project entitled “Cultural Conversations: Diverse Culture, Complex Teaching,” under the leadership of Terry Carson and Ingrid Johnston, resulted in the production of a teacher education video and video handbook. These have been and continue to be used as tools to facilitate discussion and reflection by pre-service and practising teachers on the topics of culture and teaching. The video raises questions about the complex ways that Canadians understand multicultural education, highlights the initiatives of three partner schools in approaching issues of cultural diversity, and presents the views of pre-service teachers, teacher educators, academics, community leaders, school administrators, teachers, parents and students about issues of culture and teaching. The video and accompanying handbook have had very positive effects on teacher training and curriculum development, and on the management of diversity in the classroom.

Economic Domain: Research in this domain has often utilized official statistics, such as Canadian Census, IMDB and SLID data. Remarkably, this kind of research has advanced considerably in terms of design and statistical sophistication, thereby rendering current research results more valid than past results.

Peter Li's research has shown that immigrants earned either the same or more than native-born counterparts of the same racial origin. However, after controlling for such factors as human capital, differences in urban scale (CMA) and unemployment rate, all immigrant groups earned less than their native-born counterparts. Li also found that the income gap between these two groupings increased between 1980 and 1995. Shiva Halli expanded on these findings by focusing on the issue of poverty among immigrants. He found that poverty rates among immigrants were higher than among non-immigrants, and that some groups of immigrants, especially visible minorities, had higher poverty rates than others. Derek Hum and Wayne Simpson, using the SLID panel, showed that visible minorities constitute a heterogeneous group for policy purposes and

that visible minority men, especially black men, suffer a significant wage disadvantage, compared with non-immigrants.

Other policy implications have emerged from research in the economic domain. For example, research suggests that policies focused on raising immigrants' human capital need to be balanced with policies to improve the market conditions so that immigrants are able to take full advantage of their talents and human capital. Also, current employment equity legislation is inadequate for addressing the credential problem faced by immigrants in the Canadian labour force. Prairie Centre research has cumulatively shown that what is needed is an effective system that can deal fairly, equitably and speedily with the credential problem (see, in addition, the work of Gurcharn Basran and Li Zong). The public and private sectors, along with professional (or licensing) associations, would have to be jointly involved to resolve the credential issue. These results and related policy implications have been disseminated widely, and while there no magic bullet which can eliminate the problem at one fell swoop, policy-makers are beginning to grapple with some of the issues emerging from this research.

Health Domain: A large number of studies have been carried out by Prairie Centre researchers in the health domain. The research sites and respondents are varied, as are the methodologies employed, but the focus has been the health status of immigrants and refugees and the accessibility of health services. The cumulative results converge on some important themes in the provision of health care, notably the importance of dietary, socio-cultural, and economic (employment) factors as determinants of health status (David Young and Denise Spitzer); the importance of "multicultural competence" on the part of health care professionals and volunteers, the value of community networks and coordinated services, and the necessity of crisis intervention for survivors of trauma and torture (Nancy Arthur); and, finally, the advantages of utilizing minority nurses for minority populations (Linda Ogilvie and collaborators from the Capital Health Authority, Edmonton). Since community partners were involved in all these studies, the results have had a concrete and positive impact at the local level, in all research sites, both on the health status of immigrants and the practices of health professionals and service organizations.

Dissemination: Prairie Centre researchers have been involved in the dissemination of research results in many different ways (e.g., through the Internet, personal contacts with policy-makers and service providers, brown-bag seminars, conferences, and publications in scholarly journals and in book form). One highlight was the publication of a scholarly, policy-oriented journal, *Journal of International Migration and Integration* (JIMI), spearheaded by the Prairie Centre. This quarterly journal started publishing in Winter 2000. The journal is international in scope and is supported by the Metropolis Project Team and the other Centres, as well as by the International Metropolis Steering Committee. The Metropolis Project Team, CIC, and the other federal funders of Metropolis regard the journal as an example of a success story of both the national and international arms of the Metropolis Program.

Appendix 5

METROPOLIS CENTRES MANAGERS

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PCERII

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I & M

**IMMIGRATION ET MÉTROPOLIS : CENTRE DE RECHERCHE INTERUNIVERSITAIRE DE
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Appendix 6

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Appendix 7

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