

Supporting the settlement and integration of newcomers in the Northwest Territories

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Abstract

Given the large number of immigrants arriving in Canada's metropolitan centres, there's an increasing need to disperse the benefits of immigrants to smaller centres -- one such place being the Northwest Territories. Government officials have responded, making public commitments to expand immigration in the North, through the launch of the Rural and Northern Immigration Pilot and the Northwest Territories' immigration strategy. Due to these public commitments and a positive trend upwards in the number of immigrants moving to the Northwest Territories, this paper asks two important research questions. Firstly, should policymakers in the Northwest Territories take on more responsibility in settling and integrating immigrants? If so, how can they better support immigrants settling and integrating into the territory's small and remote communities? This paper has responded to these questions by conducting an academic literature review and policy literature review to examine the settlement strategies used to integrate newcomers into small and remote communities across Canada. This research found that the most important factors for successfully settling newcomers in small and remote communities include opportunities for employment, social connection, housing, education, and settlement services. Based on this analysis, three recommendations were provided to policymakers in the GNWT -- primarily focused on the labour market integration and social integration of newcomers -- to prepare for future territory-driven developments in the space of settlement and integration for newcomers. Overall, this paper calls on the GNWT to seize the opportunity to bolster settlement and integration programming in the territory, starting by conducting a full evaluation of settlement services to assess their current and future capacity.

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CHAPTER 1 -- Introduction

As Canada prepares to welcome more than 330,000 permanent residents in 2019, there is growing interest to prioritize regionalization policies that encourage more immigrants to settle in small and remote communities across the country (Immigration, Refugees and Citizenship Canada, 2017c). This commitment has led to the implementation of the Rural and Northern Immigration Pilot -- launched by Immigration, Refugees and Citizenship Canada (IRCC) in January 2019 -- which aims to spread the benefits of immigration to smaller centres across Canada (Immigration, Refugees and Citizenship Canada, 2019b). This pilot aims to redirect some immigration from Canada's metropolitan cities -- Toronto, Vancouver, and Montreal -- to smaller centres to help provide valuable resources for these communities in addressing the consequences of declining populations and looming labour shortages. One such jurisdiction is the Northwest Territories, boasting a total population size of only 44,541 people in 2018 and its largest community, Yellowknife, only totaling 20,834 people (Government of Northwest Territories, 2017c, 2018b). There, the Government of Northwest Territories (GNWT) has publically declared its commitment to boost immigration to the territory (Strong, 2017, July 04) to fill growing labour shortages that will result in at least 28,000 job openings in the next fifteen years, according to the Conference Board of Canada (2016). Fortunately, immigration to the Northwest Territories has increased by 156% in the past decade and is likely to trend upwards in the years to come, as immigrants search for welcoming communities in which to work, live, and settle with their families (Government of Northwest Territories, 2018b).

Given the increasing number of immigrants settling in the Northwest Territories and both IRCC and the GNWT's ongoing commitment to admit even more newcomers in the following years, there is a growing need to turn attention to the settlement programming available for these

people. Evidently, effective settlement services are needed to successfully integrate newcomers and their families in the Northwest Territories and solidify their attachment to the community, thus increasing the probability of them staying in the long-term. However, as the number of newcomers increases, there is the potential for strain on existing settlement services and the demand for services with more capacity and specialization will likely become more apparent. Furthermore, it is important that settlement services be tailored to the specific needs of newcomers in the Northwest Territories – which are distinct from the needs of immigrants in more southern regions of Canada -- given the unique geographic, demographic, and socioeconomic circumstances of the territory, including its remoteness from major cities in southern Canada.

With this reality in mind, this paper will seek to answer two research questions: Should policymakers in the Northwest Territories take on more responsibility in settling and integrating immigrants? If so, how can they better support immigrants settling and integrating into the territory's small and remote communities?

This paper is structured in five chapters. The first chapter has introduced the paper and the research questions. The second chapter will provide background information on the Northwest Territories and the number of immigrants arriving in the territory, including information on their characteristics, such as admission categories. This chapter will then provide a snapshot of the current settlement services available to newcomers in the territory. To find the potential settlement strategies that would work best in the Northwest Territories, the third chapter will comprise of a literature review to examine the settlement strategies used to integrate newcomers into small and remote communities in Canada (often considered second- and third-tier destinations), which policymakers in the Northwest Territories can learn from and apply in

developing their own settlement programming. This paper will also conduct a policy literature review to examine existing province- or territory-driven settlement programming, particularly targeted to small and remote communities, which policymakers in the Northwest Territories may be able to draw from in developing their own settlement programming. Following this, the fourth chapter will offer some policy recommendations, based on research findings, to policymakers in the GNWT to help them better support newcomers settling and integrating into the Northwest Territories. Finally, the fifth chapter will offer some concluding remarks, acknowledging that the territory's existing services are well positioned to meet the needs of the newcomers, but encouraging the GNWT to seize the opportunity and continue working towards further improving the settlement outcomes of these immigrants.

The scope of this paper will be limited to examining potential actions of the territorial government, the GNWT, in settling and integrating newcomers into the territory. This is in recognition that IRCC has the primary responsibility of managing settlement services in all provinces and territories, except Quebec (Immigration, Refugees and Citizenship Canada, 2017b). This includes types of services like: Direct Service Delivery (such as language assessment and training), Support Services (such interpretation and transportation services), and Indirect Services (such as capacity building and sharing of best practices among service provider organizations) (p. 2). That said, IRCC recognizes provinces and territories as key stakeholders and partners in the overall integration process and that provinces and territories play a role in funding complementary settlement services for clients within their jurisdictions (p. 4). More specifically, bilateral agreements are negotiated between IRCC and each of the provinces and territories to stipulate settlement arrangements and governance mechanisms, while articulating joint vision, principles, and objectives (p. 20). In consideration of both federal and

provincial/territorial responsibilities, this paper will examine the complementary services that the Northwest Territories could deliver to support the settlement and integration process of newcomers in the territory.

To form the foundation of this paper, it is important to establish definitions of “settlement” and “integration” to better understand the Northwest Territories’ potential role in the process. Although scholars have varying definitions for these concepts, this paper will offer a few perspectives to form a basis of analysis. Firstly, IRCC contends that “settlement refers to a short period of mutual adaptation between newcomers and the host society, during which the government provides support and services to newcomers, while integration is a two-way process for immigrants to adapt to life in Canada and for Canada to welcome and adapt to the newcomer” (2017b, p. 1). The definition of settlement is similar to that provided by Shields, Drolet, and Valenzuela (2016) noting that “settlement services are programs and supports designed to assist immigrants to begin the settlement process and to help them make the necessary adjustments for a life in their host community” (p. 4). They differentiate settlement from integration, specifying that integration is, “the ability to contribute, free of barriers, to every dimension of Canadian life, that is, economic, social, cultural, and political” (p. 5). Li (2003) also offers a more nuanced definition of integration, stating that it “implies a desirable outcome as newcomers become members of the receiving society, by which the success and failure of immigrants can be gauged and by which the efficacy of the immigration policy can be determined” (p. 316). Of course, each of these definitions is important to help inform the potential role that the GNWT may have in settling and integrating newcomers.

CHAPTER 2 -- Context: Why do policymakers in the Northwest Territories need to care about settling and integrating immigrants?

This chapter will examine the Northwest Territories' unique geographic, economic, and demographic characteristics that have shaped its position towards immigration in the territory. It will also provide an overview of the number of immigrants arriving in the Northwest Territories and their characteristics compared to other immigrants in Canada and their non-immigrant peers in the territory. Finally, this chapter will examine the existing settlement services available to newcomers in the Northwest Territories.

2.1 – Background on the Northwest Territories

The Northwest Territories is a vast land boasting abundant natural resources and bordered by British Columbia, Alberta, Saskatchewan, Yukon, and Nunavut in northern Canada. Indigenous peoples thrived on this land since long ago and continue to live in the Northwest Territories in large numbers. According to Census 2016 data, Indigenous peoples represented about 51% of the population in the Northwest Territories, most of them First Nations, compared to only 5% in the rest of Canada (Statistics Canada, 2017a, 2017c). From the remainder of the population that identifies as non-Indigenous, the majority came from European ancestry, representing about 44% of the population. The data also showed that the proportion of visible minorities was increasing in the territory, accounting for about 10% of the population (Statistics Canada, 2017c).

Two of the territory's defining features include its harsh climate and its remoteness from the rest of the Canadian population living in the southern part of the country. The Northwest Territories is marked by its limited road and air access, although these have much improved over

the past decades, even in the winter months. Still, some communities rely heavily on air travel and ice roads in the winter to connect with the rest of the territory and country.

Despite its climate and remoteness, the territory's natural resources industry, including the mining and oil and gas industries, have become hallmarks of the Northwest Territories' economy, allowing the territory to experience strong economic growth in past years. These industries have also allowed the territory to collect revenues that have further supported its economic growth, due to the *Northwest Territories Lands and Resources Devolution Agreement* that was signed on June 25, 2013. This agreement transferred responsibility for the administration and management of public lands, water resources, mineral resources, and oil and gas management from the federal government to the GNWT (Government of Canada, 2013). In the process, it also gave the GNWT the power to collect and share in the resource revenues generated by industries in the territory. Today, resource revenues account for an important part of the GNWT's annual budgets, amounting to tens of millions of dollars each year, which is most often used for short term infrastructure projects and debt repayments, and is shared with Indigenous governments (Government of Northwest Territories, 2013a). Along with resource revenues, federal transfer payments form the most significant part of the annual budgets, amounting to 1.3 billion in 2016/2017 (CBC News, 2016, February 17).

Economic growth potential in the Northwest Territories has fluctuated in recent years due to volatility in the mining and oil and gas industries. In 2016, the Conference Board of Canada predicted that Northwest Territories' economy had strong growth potential and could expect real GDP growth until 2020, although the outlook was grimmer thereafter, expecting a contraction in the years following (2016). Despite this, in the same report, the authors forecasted that there will be at least 28,000 job openings in the Northwest Territories in the next fifteen years but that they

would be difficult to fill due to ongoing socioeconomic and demographic changes, further pressuring the economy's global competitiveness (p. 25). More specifically, they found that the forecasted job openings will require the territory to train and recruit skilled labour, as they predicted more than 55% of job openings will require a university education, college education, or apprenticeship training (p. 24).

However, an ongoing challenge for policymakers in the Northwest Territories is its declining population and limited workforce size. As previously mentioned, the Northwest Territories was home to only 44,541 people in 2018 with almost half living in Yellowknife, followed by Hay River and Inuvik with populations of 3,734 and 3,192 respectively (Government of Northwest Territories Population, 2017c, 2018b). To complement its small population, the territory has also been experiencing a downward trending population growth rate over the past two decades, reaching a growth rate near zero in 2016 – the lowest of any other province or territory in Canada in that year (Brockman, 2017). According to the Conference Board of Canada (2016), much of this decline is due to an aging population and net interprovincial migration loss, which has resulted in major challenges for the Northwest Territories workforce. Specifically, they found that during their forecast period from 2015 to 2030, the share of the population aged 65 and older will more than double, while part of the working age population, those aged 15 to 29, will shrink (p. 17). Furthermore, they found that the current resident workforce of the Northwest Territories falls short of the skills and competencies required to address existing labour shortages and harness new economic opportunities (p. 7).

To respond to this challenge, the GNWT launched the Skills 4 Success Initiative in 2015 to “improve employment success for NWT residents, close skill gaps for in-demand jobs, and

more effectively respond to employer and industry needs” (Government of Northwest Territories, 2016, p. 1). This initiative will rightfully prioritize the professional development of northern residents, including Indigenous peoples, to support them in gaining the skills required to fill the territory’s labour needs. Despite these efforts, the GNWT continues to face pressure to address the challenges facing its workforce, leading to efforts to encourage immigration to the territory as an additional means of addressing the issues. That said, this paper will focus on how newcomers in the territory may be better supported in their settlement and integration journeys -- including in the workforce -- rather than venture into exploring how the arrival of increasing numbers of immigrants will affect the existing labour market, such as Indigenous peoples.

2.2 – Immigration in the Northwest Territories

Immigration to the Northwest Territories is increasing and will likely continue to increase in the following years, thanks to IRCC’s recent implementation of the Northern and Rural Immigration Pilot and the GNWT’s commitment to accept more immigrants.

Most recently, IRCC launched the Northern and Rural Immigration Pilot in January 2019 to help spread the benefits of immigration across Canada to rural and northern communities with population sizes of 50,000 people or less (Immigration, Refugees and Citizenship Canada, 2019b). Through this pilot, IRCC will work with communities to help them meet local labour market needs, test new pathways to permanent residence in rural Canada, and create welcoming environments that encourage new immigrants to stay in their new communities in the long-term. Specifically, Minister Hussen also confirmed that the pilot intends to select communities that have established and proven settlement infrastructure to help retain newcomers – thus confirming

the need for effective settlement and integration services in northern communities, like the Northwest Territories (Wright, 2019, 24 January).

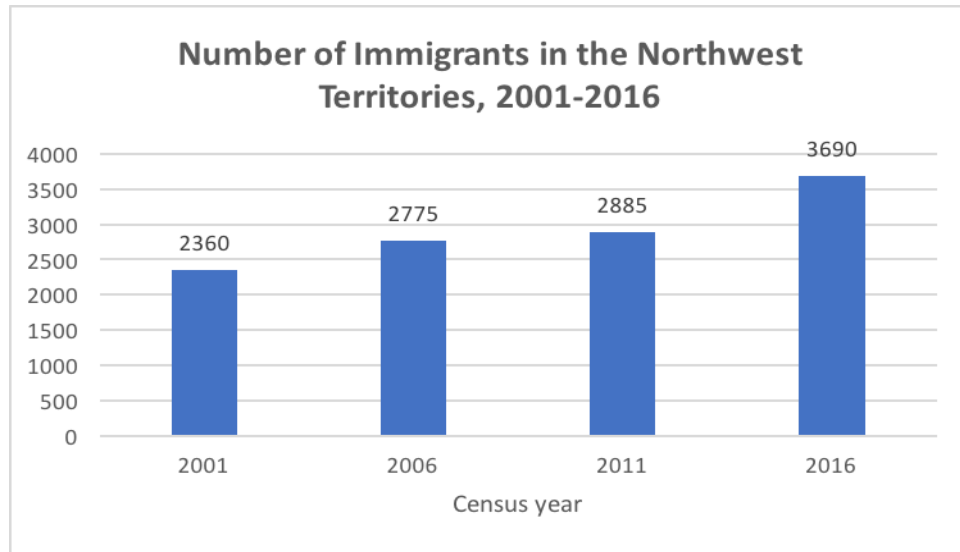
Furthermore, in response to ongoing labour market challenges, the GNWT made a public commitment in June 2017 to bolster immigration to the territory through the Northwest Territories Nominee Program (Strong, 2017, July 04), which seeks to recruit and retain newcomers when there are no northerners or permanent residents available to fill labour shortages (Government of Northwest Territories, 2017b). At the same time, the GNWT released its immigration strategy, which aims to “assist employers to build a skilled workforce while also supporting the immigration of foreign nationals who contribute to the economic development and success of the Northwest Territories” (Government of Northwest Territories, 2017a, p. 5). This strategy includes five goals, including: attracting foreign nationals whose skills are aligned with workforce needs, attracting foreign investment, supporting settlement and integration needs, educating foreign nationals and employers on workers’ rights and responsibilities, and consolidating administrative efforts between territorial departments (p. 11). Interestingly, the third goal focuses on settlement and integration and asserts the GNWT’s commitment to “explore the feasibility of the expansion of settlement services while improving partnerships with external supports available for settlement and integration” (p. 14). Overall, coupled with the Skills 4 Success Initiative, the Northwest Territories’ immigration strategy demonstrates commitment to addressing labour market challenges and supporting growth in the long-term.

Total immigration to the Northwest Territories

Fortunately, immigration to the Northwest Territories has been on a steady upward trend since the early 2000s. Figure 1 shows the number of immigrants calling the Northwest

Territories home from 2001 to 2016, showing a definitive increase in immigration, albeit still relatively low numbers compared to the rest of Canada.

Figure 1:

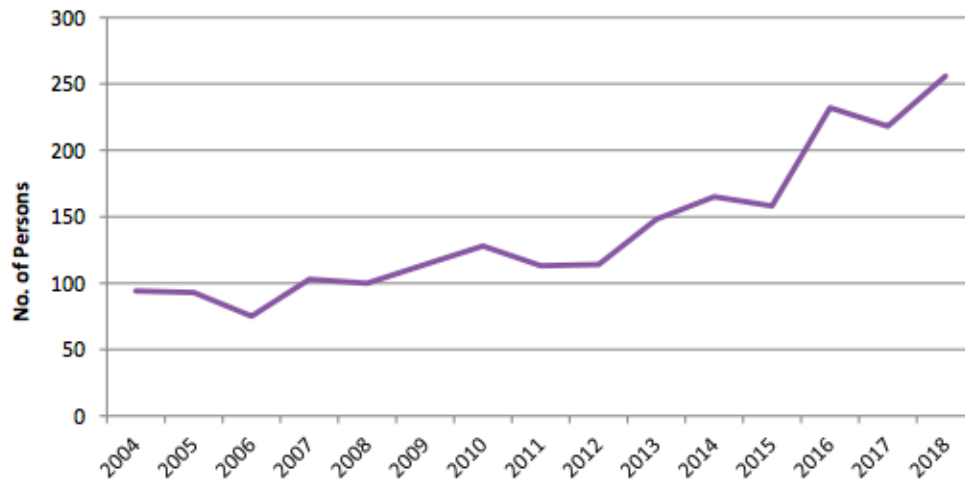


Source: Statistics Canada. (2017c). Focus on Geography Series, 2016 Census: Northwest Territories. Retrieved from www12.statcan.gc.ca/census-recensement/2016/as-sa/fogs-spg/Facts-PR-Eng.cfm?TOPIC=7&LANG=Eng&GK=PR&GC=61

The GNWT also records the number of immigrants arriving in the Northwest Territories every year. According to these records, immigration to the Northwest Territories has increased by 156% in the past decade and is likely to trend upwards in the years to come (Government of Northwest Territories, 2018b). In fiscal year 2017-2018, the Northwest Territories saw 256 immigrants move to the territory – the highest number of immigrants ever. Figure 2 shows the number of immigrants arriving to the Northwest Territories per year, since 2004.

Figure 2:

**Number of Immigrants
Northwest Territories, 2004 - 2018 (April 1 – March 31)**



Source: Government of Northwest Territories. (2018a) Northwest Territories Population – April 2018. Retrieved from https://www.statsnwt.ca/population/population-estimates/April_Est_2018.pdf

It is important to note that most newcomers arriving in the Northwest Territories settle in Yellowknife, the largest centre. According to Census 2016 data, out of the 3,690 immigrants in the Northwest Territories, 2,870 of these people settled in Yellowknife (Statistics Canada, 2017c). This means that about 77% of the immigrant population in 2016 lived in Yellowknife, while the remainder of newcomers lived in the territory’s smaller communities. Accordingly, the existing settlement services available in the Northwest Territories are primarily in Yellowknife, thus catering to the majority of immigrants that arrive in the territory.

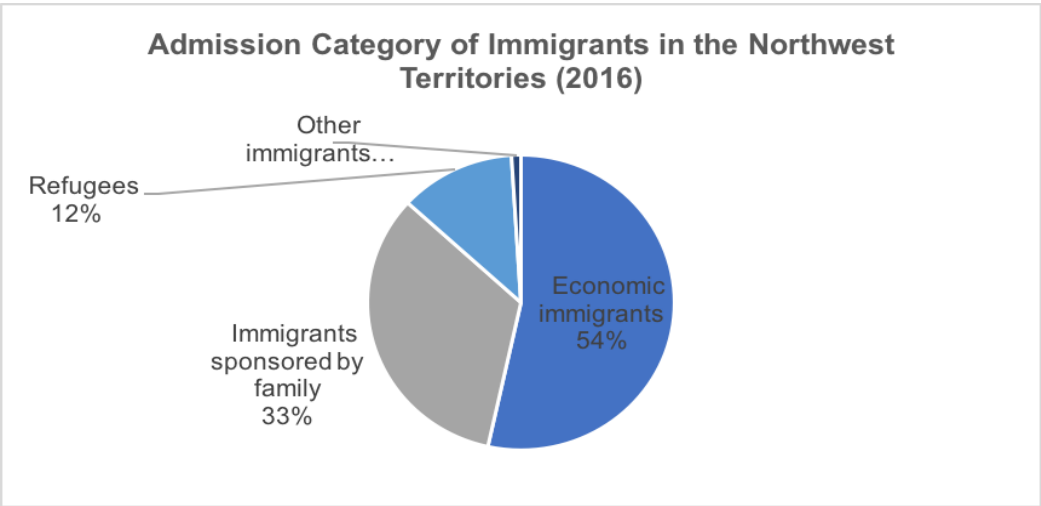
Characteristics of immigrants in the Northwest Territories compared to immigrants in Canada

Furthermore, it is important to examine some of the defining characteristics of the immigrants in the Northwest Territories to understand the type of settlement services they may need to successfully integrate in the territory. Using Census 2016 data, this section will compare

the immigrant population in the Northwest Territories with the broader immigrant population in Canada to see how settlement services may need to be tailored to the specific needs of immigrants in the territory. Given the GNWT’s strong emphasis on addressing labour market challenges through immigration, this paper will focus on three main variables: admission category, employment status, and age.

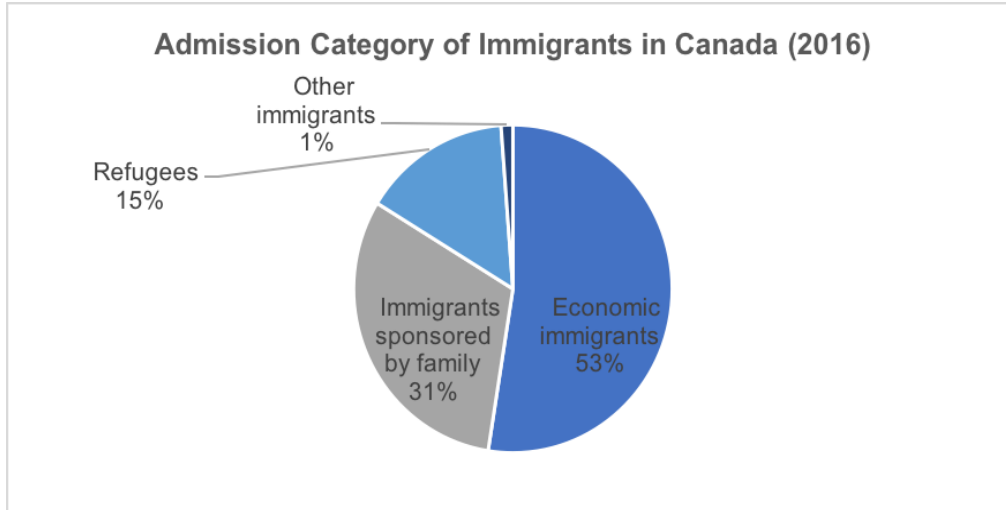
Firstly, in terms of admission category, most immigrants arrived in the Northwest Territories as economic immigrants. For the purposes of this paper, temporary foreign workers were excluded from the analysis, as they are not the target client-base for settlement and integration services. Figure 3 shows the distribution of immigrants in the Northwest Territories that fall under the various admission categories, showing that most arrive as economic immigrants, representing about 54% of the total number of immigrants, followed by family-sponsored immigrants, and refugees. Interestingly, this breakdown by admission category is very similar to the breakdown for Canada’s total immigrant population, as shown in Figure 4.

Figure 3:



Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

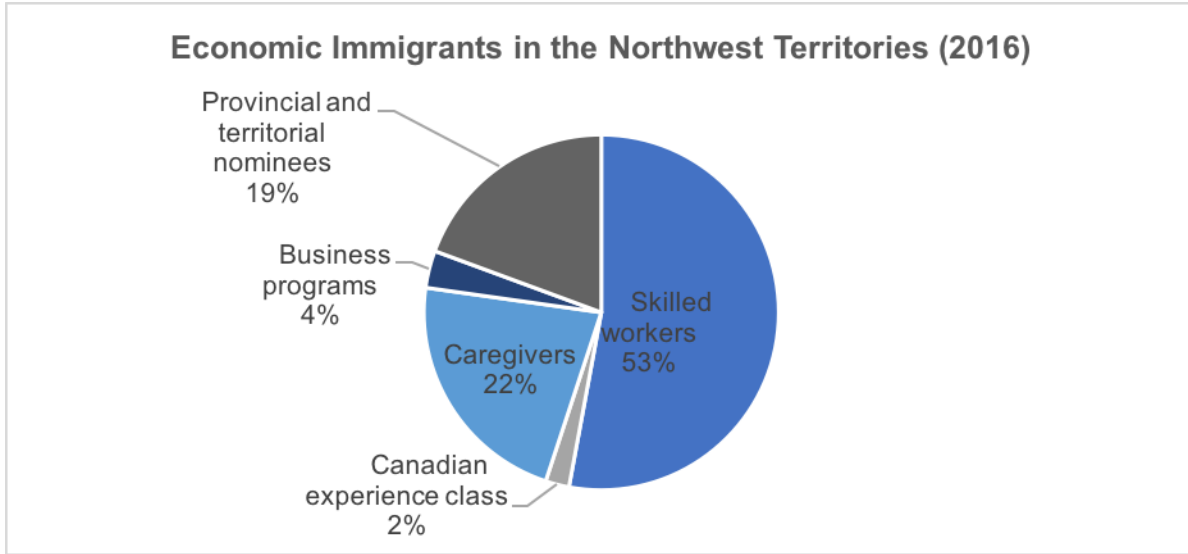
Figure 4:



Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

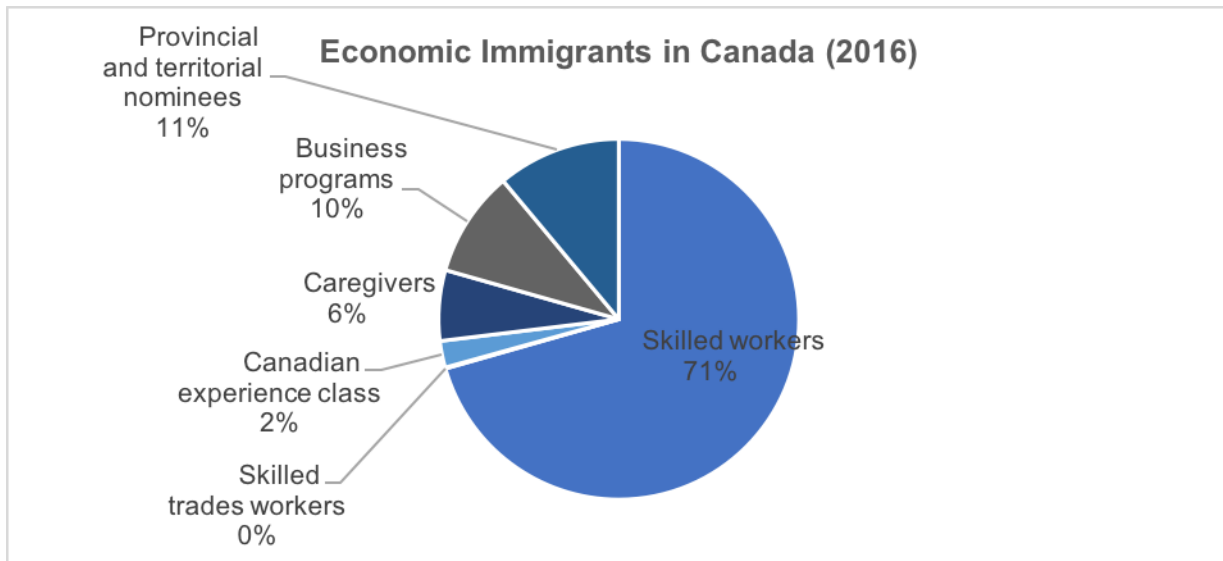
Within the category of economic immigrants, the majority of immigrants arrived as skilled workers in the Northwest Territories. More precisely, 53% of immigrants were skilled workers, compared to 71% in the total Canadian immigrant population. Following this, caregivers accounted for the second-highest number of immigrants in the Northwest Territories, representing 22% of immigrants, compared to only 6% in the rest of Canada. Notably, the Northwest Territories also welcomed a significant number of territorial nominees, accounting for 19% of immigrants, compared to 11% in the Canada's immigrant population. Figure 5 and Figure 6 show the breakdown of economic immigrants in the Northwest Territories and the same breakdown in the Canadian immigrant population.

Figure 5:



Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

Figure 6:

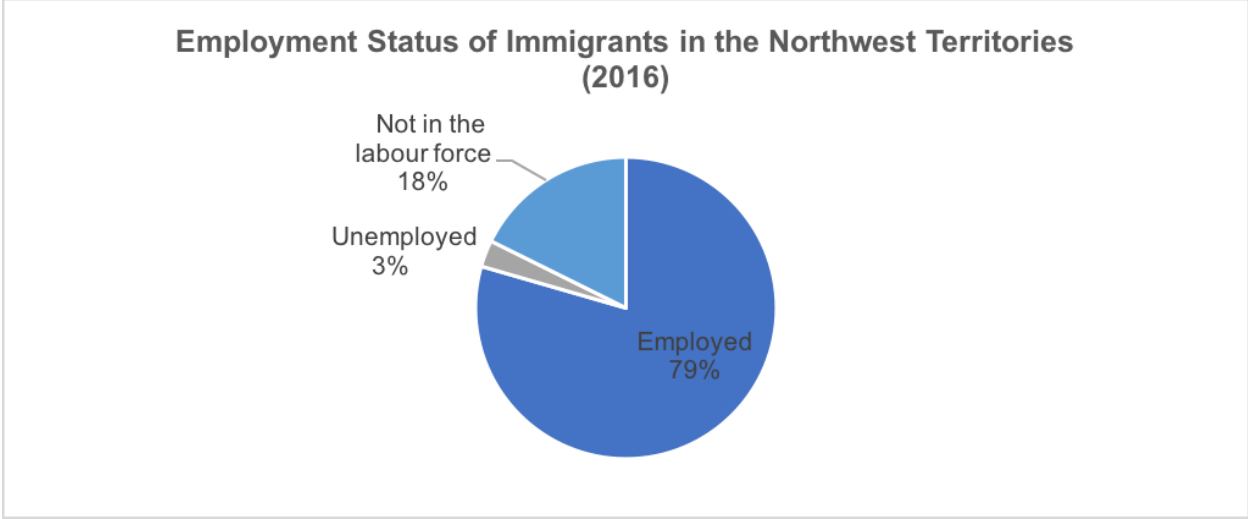


Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

Secondly, in terms of employment status, the majority of immigrants in the Northwest Territories were employed in 2016 -- good news for the GNWT. Figure 7 shows that 79% of immigrants aged 15 and over were employed in the Northwest Territories – significantly higher compared to the Canadian immigrant population, where 57% of immigrants were employed, as

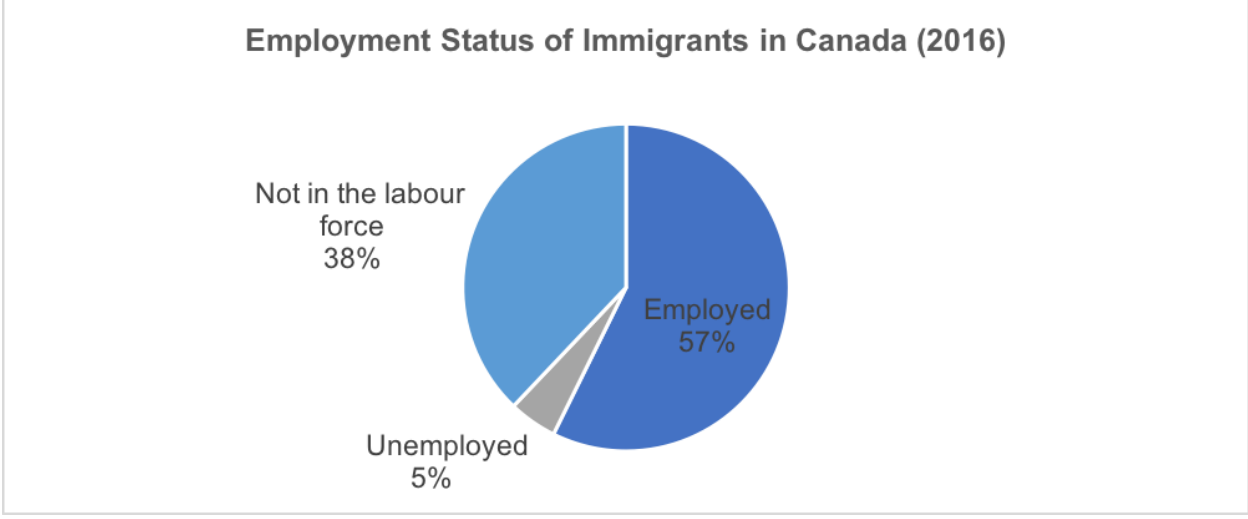
shown in Figure 8. The distribution of immigrants not in the labour force was significantly lower in the Northwest Territories compared to the rest of Canada, accounting for 18% and 38% of immigrants respectively. Finally, the distribution of immigrants that were unemployed was similar in both the Northwest Territories and the Canadian immigrant population in Canada.

Figure 7:



Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

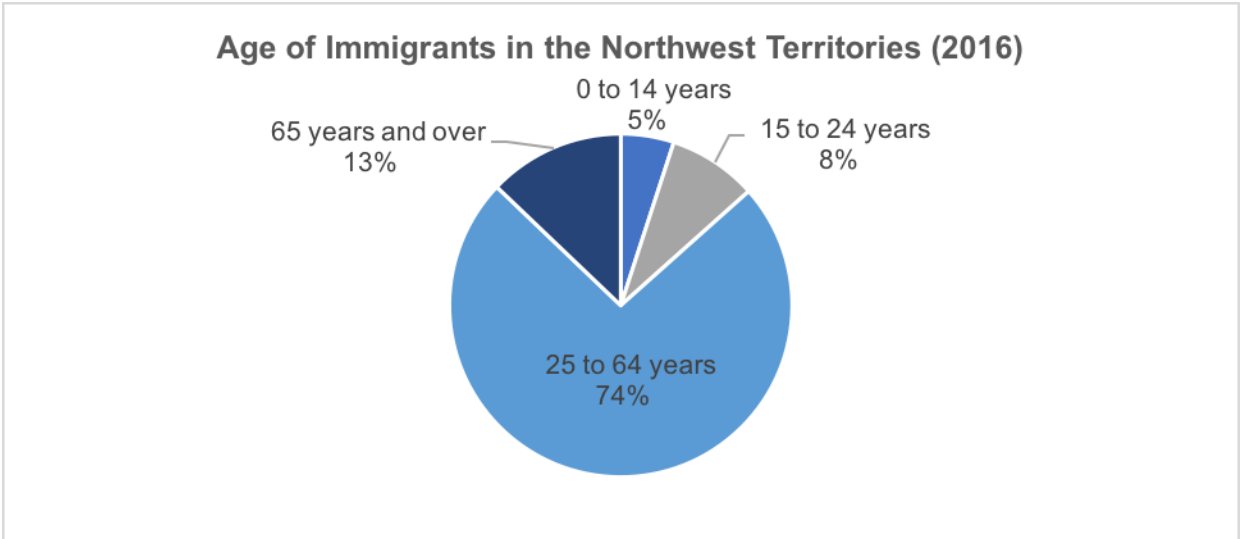
Figure 8:



Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

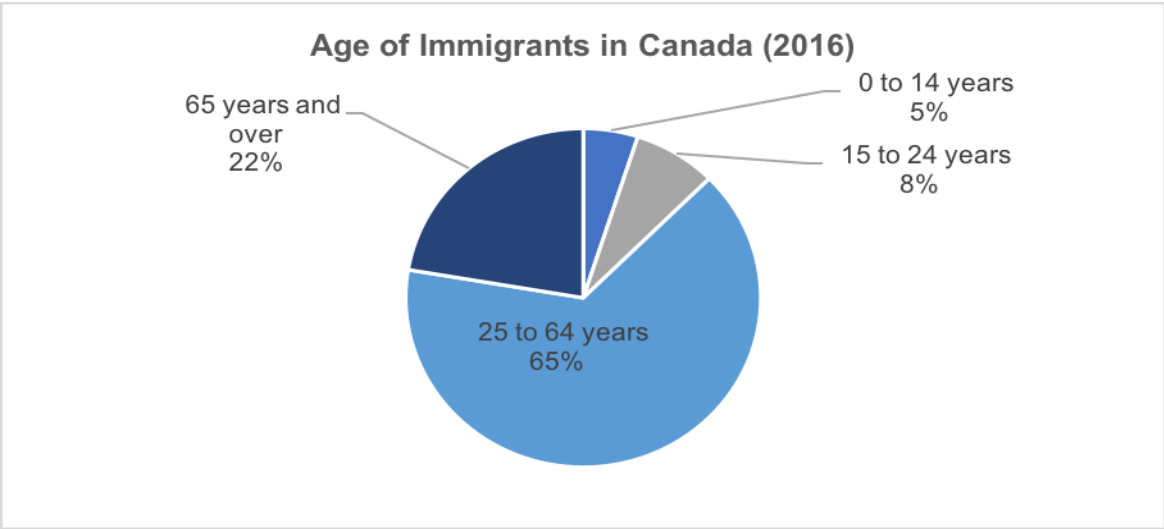
Finally, it is also important to examine the age distribution of immigrants in the Northwest Territories. Interestingly, Figure 9 and Figure 10 show that the proportion of working age immigrants in the Northwest Territories is significantly larger than the proportion in Canada's total immigrant population. More specifically, 74% of immigrants in the territory were aged between 25 and 64, compared to 65% in the rest of Canada. Also, the Northwest Territories has a lower proportion of immigrants aged 65 years or older compared to Canada's immigrant population. The proportion of immigrants aged 24 years or less is remarkably similar between the Northwest Territories and the rest of Canada.

Figure 9:



Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

Figure 10:



Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

Overall, these findings in terms of the admission categories, employment status, and age of immigrants in the Northwest Territories have significant implications on the potential settlement services that the GNWT may consider developing in the territory. Most importantly, the data shows that most immigrants in the territory are employed, skilled workers between the ages of 25 and 64, suggesting that the GNWT should focus its potential settlement programming on this specific group of people and work towards improving their social and labour market integration in the territory.

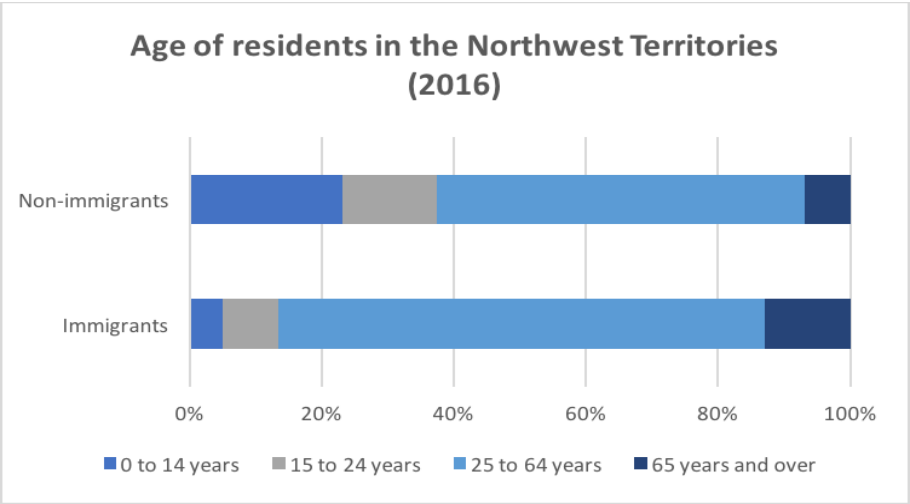
Characteristics of immigrants and non-immigrants in the Northwest Territories

Building on this analysis, it is also important to compare the immigrant population in the Northwest Territories to the non-immigrant population to examine how immigrants fare in comparison with their northern resident counterparts. This comparison is important to help better understand the socioeconomic context of immigrants in the Northwest Territories, providing further insight on the additional support they may need in comparison to non-immigrants in the

territory. Using Census 2016 data, three variables will be examined: age, employment status, and income.

Firstly, Figure 11 demonstrates the age distribution of immigrants and non-immigrants in the Northwest Territories. Most interestingly, the data shows that the proportion of residents that are of working age, those aged 25 to 64, is significantly higher among immigrants than non-immigrants – representing 74% of immigrants and 55% of non-immigrants. Notably, the proportion of residents aged 14 years or younger was higher among non-immigrants, while the proportion of residents aged 65 of older was higher among immigrants – suggesting that immigrants are generally older than non-immigrants.

Figure 11:

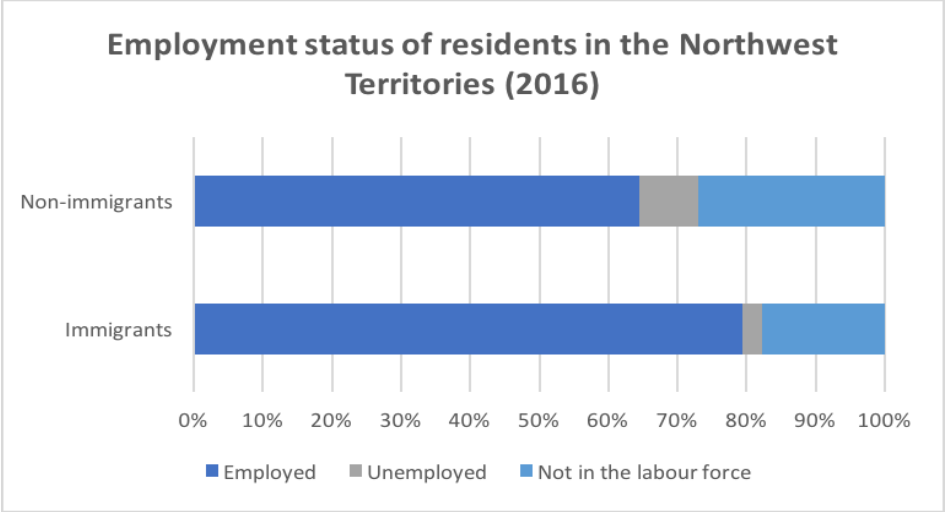


Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

Secondly, it is important to examine the employment status of residents in the Northwest Territories aged 15 and over. Very simply, the data shows that the proportion of working immigrants is higher than the proportion of working non-immigrants. Figure 12 demonstrates that proportion of residents employed is higher among immigrants, while the proportion of residents unemployed and not in the labour force is lower among immigrants. This finding is

likely due to immigrants choosing to move to the Northwest Territories in the first place because of a job offer.

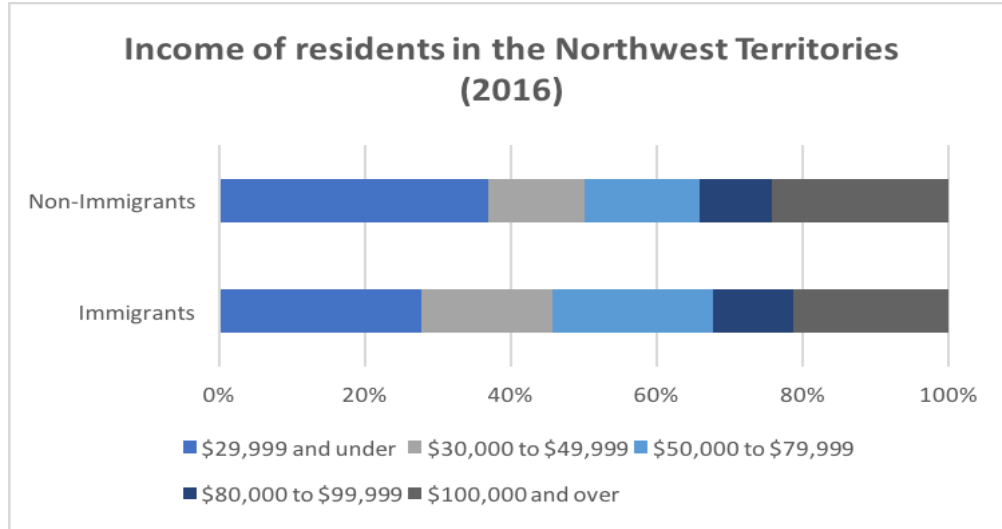
Figure 12:



Source: Statistics Canada. (2016a). Census of Population, Statistics Canada Catalogue no. 98-400-X2016203.

Finally, the income of residents in the Northwest Territories aged 15 and over is examined to compare immigrants and non-immigrants. Notably, the proportion of residents earning \$29,999 and under was higher among non-immigrants, while the proportion of residents earning \$100,000 or more was also higher among non-immigrants. Generally, the findings show that there is a lower proportion of immigrants earning wages at both ends of the income spectrum – lower wages and very high wages -- but that they are still earning salaries between \$30,000 and \$100,000. As previously seen, this confirms that immigrants are working in skilled positions, but do not seem to be working in highest level senior and managerial positions.

Figure 13:



Source: Statistics Canada. (2016b). Census of Population, Statistics Canada Catalogue no. 98-400-X2016367.

Overall, these findings comparing immigrants and non-immigrants in the Northwest Territories reinforce the need for labour market integration supports for newcomers in the territory. The data shows that the proportion of residents that are employed and of working age is higher among newcomers, but that income levels of immigrants compared with non-immigrants is more nuanced -- thus suggesting that the GNWT provide additional settlement and integration supports for middle-class, working immigrants.

2.3 – Existing services and programs available to immigrants in the Northwest Territories

Prior to examining the potential settlement services that the GNWT can develop in the Northwest Territories, it is important to outline the existing settlement services that are currently available for newcomers.

Similar to other provinces and territories, immigrants in the Northwest Territories enjoy access to a wide range of territorial services like health care and education, by virtue of being permanent residents. Immigrants also have access to a variety of social services offered by the

GNWT, including career planning and skills development programs, which are offered to all residents of the territory. The Northwest Territories Nominee Program also offers some settlement support through its program, including settlement information on its website, but this support is not very extensive and is limited to the program's clients. Beyond these services, the GNWT does not provide settlement services specifically for newcomers, although it is considering the feasibility of doing so through its immigration strategy (Government of Northwest Territories, 2017a).

In terms of settlement services that are tailored to immigrants, there are three service provider organizations in the Northwest Territories – Aurora College, the Fédération franco-ténoise, and the Conseil de développement économique des Territoires du Nord-Ouest (CDETNO) – all located in Yellowknife. These organizations provide basic settlement services to newcomers, including referrals to other services and programs, language training, and employment-related services, like resume-writing and mock job interviews (Conseil de développement économique des Territoires du Nord-Ouest 2016; Fédération Franco-Ténoise, n.d., Government of Northwest Territories, 2013b). Specifically, CDETNO offers the Settlement Workers in Schools Program, which provides support to newcomer families through outreach in the school system. CDETNO also provides the Yellowknife Immigration Partnership, which works collaboratively with partners to coordinate and improve awareness of the various settlement services available to newcomers in Yellowknife. It is important to note that all these settlement services currently available to newcomers in the Northwest Territories are funded by the federal government.

These basic settlement services are similar to those provided in other parts of the country, although centres with larger client bases are able to offer a greater capacity of services, including

specific programming specialized for specific groups of newcomers. Furthermore, certain provinces are able to offer additional settlement services to complement those funded by the federal government and further support newcomers within their jurisdictions. This paper will examine some of these settlement services offered by other provinces and territories through its policy literature review in Chapter 3.

Overall, the Northwest Territories seems well positioned to meet the needs of newcomers in the territory through its existing settlement services that offer a variety of programming, especially focused on the labour integration of newcomers. That said, as immigration continues to increase in the territory, it is important that the GNWT examine the potential strain on existing services and re-evaluate the need to offer services with increasing capacity and specialization, which will offer a more comprehensive integration experience for newcomers. Chapter 3 of this paper will examine settlement strategies used in other small and remote communities in Canada that may provide insight for policymakers in the Northwest Territories.

CHAPTER 3 – Literature Review: What can policymakers learn from the literature about settling and integrating immigrants into small and remote communities?

This chapter will examine the academic literature and policy literature on settling and integrating newcomers into small and remote communities in Canada. This literature review will provide lessons learned that can be applied to the Northwest Territories and inform analysis on how policymakers in the GNWT can better support newcomers in the territory.

3.1 – Methodology

This paper will respond to its research questions by conducting an academic literature review and a policy literature review.

The literature review consisted of academic articles, policy papers, and other reports on the settlement and integration of newcomers in small communities in Canada. These resources were collected using a variety of databases available through the University of Ottawa library website, including Proquest databases, Scholars Portal, and the dèSLibris platform. Specifically, the primary search criteria for this literature review was focused on settlement and integration strategies in small, remote, and northern communities in Canada. For the purposes of this paper, ‘small communities’ were defined as smaller- to medium-sized centres having a population of up to 100,000 people, which is aligned with definitions provided by IRCC (2017a). A community was considered ‘remote’ if it had a remoteness index of 0.25 or more according to Statistics Canada, which is the definition used by IRCC’s Rural and Northern Immigration Pilot (Immigration, Refugees and Citizenship Canada, 2019c). A strict definition was not used for ‘northern’ communities, given varying definitions and the risk that this would unnecessarily constrain the research that could be collected. Instead, this paper relied on the author’s judgement in identifying the communities as such. The search criteria were also extended to communities that were described as “second-tier” and “third-tier” cities, since these are often small and remote communities, but the paper only considered those that had populations of 100,000 people or less and remoteness indices of 0.25 or more. Resources that considered strategies for attracting and retaining newcomers in small and remote communities were not the primary focus of the literature review but were frequently kept within scope since they often intertwined with research on settlement and integration. Academic articles from 2003 onwards

were considered for this literature review – a large timeframe due to the relatively limited amount of research on this topic.

For the policy literature review, research was conducted on existing settlement and integration programming offered in other provinces and territories in Canada, which policymakers in the Northwest Territories can draw from and replicate in developing their own programming. All provinces and territories were consulted except for Quebec, since the province has a different immigration model and agreement with the federal government for attracting, retaining, and settling immigrants in the province. Specifically, this policy literature review entailed researching each province or territory’s website and reviewing any immigration-related policy papers and reports to find their approach towards the settlement and integration of newcomers. In analyzing these resources, special attention was paid to each province and territories’ approach towards settlement strategies in small and remote communities. Again, small communities were defined as having population sizes of 100,000 people or less.

3.2 – Academic Literature Review

This section will analyze the main themes that emerged in the literature regarding successfully settling and integrating newcomers into small and remote communities in Canada. This paper will learn from this literature review to approach the case of settlement and integration in the Northwest Territories.

Welcoming Communities

The first theme that emerged is that small and remote communities must embrace the characteristics of a Welcoming Community to successfully settle and integrate newcomers. In a

report prepared for IRCC (formerly Citizenship and Immigration Canada), Esses, Hamilton, and Bennett-Abuayyash (2010) state that the concept of a Welcoming Community has been used by policymakers since the 1990s to describe, “a location that has the capacity to meet the needs and promote inclusion of newcomers, and the machinery in place to produce and support these capacities” (p. 9). In the report, the authors outline a total of 17 characteristics of a Welcoming Community that are meant for all Canadian communities, but which they say are also essential for smaller communities establishing themselves as active participants in retaining and integrating newcomers in the long-term (p. 8). The report finds that the top five characteristics, in ranked order, include:

1. Employment opportunities in the community (p.14-21);
2. Fostering social capital (p. 24-27);
3. Affordable and suitable housing (p. 29-32);
4. Positive attitudes towards immigrants, cultural diversity, and the presence of newcomers in the community (p. 34-36); and
5. Presence of newcomer-serving agencies that can successfully meet the needs of newcomers (p. 38-41).

In addition, the report continues to outline 12 more characteristics of Welcoming Communities that play important roles in ensuring newcomers are well integrated into a community, but that these are less critical than the top characteristics. For example, these remaining characteristics include educational opportunities, suitable health care services, accessible public transit, presence of diverse religious organizations, political participation opportunities, and many others (p. 3-4).

Even though these characteristics are meant for all Canadian communities, the top five characteristics are those most often repeated in the literature when discussing the settlement and integration of newcomers in small and remote communities, which will be further explored in the following sections.

Availability of meaningful employment opportunities

One of the most important themes that emerged was the need for immigrants to have meaningful employment opportunities to facilitate their labour market integration into small and remote communities. Not surprisingly, the critical role of employment opportunities in the settlement experience was highlighted -- allowing newcomers to be financially autonomous for themselves and their families -- while also noting that a newcomer's satisfaction level with their employment had an impact on the integration process (Carter, Morrish & Amoyaw, 2008; Drolet & Robertson, 2011; Sapeha, 2015; Sherrell, Hyndman & Preniqi, 2005). A newcomer's satisfaction level was oftentimes found to be significantly impacted by potential foreign credential recognition challenges, which were acknowledged as one of the key barriers to successful labour market integration (Carter et. al., 2008; Danson & Jentsch, 2012; Drolet & Robertson, 2011; Flint, 2007; Sapeha, 2015; Walton-Roberts, 2005). More specifically, in a report conducted by Statistics Canada in 2010, Houle and Schellenberg (2010) found that newcomers with higher levels of educational attainment often had more negative perceptions of their quality of life, since their economic reality didn't always meet expectations due to foreign credential recognition challenges. Furthermore, Williams et. al. (2015) found that quality of life suffered among immigrants in Charlottetown when they had concerns about finding employment or income.

That said, there are some employment-related factors that helped newcomers integrate into small and remote communities. Most importantly, newcomers in smaller communities often earn more than their peers in larger centres (Bauder, 2003; Bernard, 2008; Frideres, 2006; King, 2009). Specifically, Bernard (2008) noted that university credentials earned abroad had less of an impact on relative incomes in smaller communities, which may be due to immigrants being better able to translate education into income in smaller communities, or that less peoples in smaller communities had university degrees. Akbari (2011) also noted in his article that immigrants performed better than non-immigrants in the regional labor market in Atlantic Canada, which is increasingly attracting immigrants to smaller centres. Furthermore, smaller centres may have a more favourable social context supporting newcomers integrate into the labour market. For example, smaller centres were found to be effective at facilitating networking, which allowed newcomers to form relationships with employers and more easily find employment (Baldacchino, 2006; Danson & Jentsch, 2012).

Evidently, the importance of employment opportunities for newcomers settling in small and remote communities emphasizes the need for these communities to develop effective local economic development plans that ensure newcomers will find work that they find meaningful and that matches their skills and training. This includes working collaboratively with policymakers at all levels of government to develop effective strategies for addressing foreign credential recognition issues, which will also positively impact newcomers' satisfaction levels and increase the likelihood of them staying in in the long run.

Social connections within the community

The ability for immigrants to build effective social connections within their communities was highlighted as a key factor of settlement and integration. More specifically, many scholars found that newcomers forming positive relationships in the community – relationships that are based on acceptance and inclusivity of diversity – are essential to facilitating the integration process and promoting connectedness, attachment, and sense of belonging in smaller communities (Caldwell, Crane & Telfah, 2018; Caxaj & Gill, 2017; Drolet & Moorthi, 2018).

These social connections include positive relationships within the wider host community, their own ethno-cultural community, and their closer circle of family and friends. Firstly, in terms of relationships with the wider host community, interacting with friendly, welcoming locals and building effective community relationships was found to be paramount to the integration process in small and remote communities (Baldachhino, 2006; Carter et. al., 2008; Flint, 2007). In the case of small communities in Alberta, Drolet and Moorthi (2018) found that recently-arrived Syrian refugees had mostly positive social connections within their host community and that these newcomers had higher levels of belonging than their peers in larger centres. Interestingly, Sapeha (2015) found that that immigrants with a more diverse network in the community were more satisfied than those whose circle of friends came from within their ethno-cultural community. That said, the importance of newcomers finding support within their ethno-cultural community was still found to be critical to allow them a certain level of cultural continuity, while bonding them with the wider host community (Drolet & Moorthi, 2018; Drolet & Robertson, 2011; Hsiao & Schmidt, 2015). Despite this, Krahn, Derwing, and Abu-Laban (2005) found that many small and remote communities have challenges forming a critical mass of ethno-cultural groups, due to their size, which often affects the integration process. Finally,

the presence of family and friends was found to be crucial to the integration process, including those that may have helped attract them to the community in the first place (Sherrell et. al., 2005; Texeira & Drolet, 2018). All in all, positive social connections within the community were found to be essential factors of integration for newcomers in small and remote communities.

Despite this, small and remote communities also have certain challenges to overcome in terms of facilitating positive social connections. As stated by the Federation of Canadian Municipalities, small and remote communities are generally more homogeneous than larger centres -- in terms of ethnic origin, culture, and language -- resulting in challenges of social inclusion for newcomers (2009). Some newcomers felt the tightness of existing local networks was a significant barrier to their integration, leaving them feeling like outsiders (Caxaj & Gill, 2017; Hanson, 2011). Specifically, in the case of Chinese immigrant women in remote northern communities in British Columbia, Hsiao and Schmidt (2015) found that the women experienced feelings of social isolation and depression, compounded by language barriers between themselves and others in the community. In addition, many instances of newcomers experiencing perceived racism and discrimination in certain host communities was noted, tarnishing their overall feelings towards the community (Caxaj & Gill, 2017; Drolet & Moorthi, 2018; Hanson, 2011). In sum, the absence of positive social connections within small and remote communities can have a significant impact on the settlement journey, hindering the integration process of newcomers.

Overall, small and remote communities must acknowledge the value and importance of social connections in a newcomer's integration process, including relationships they form with the wider host community, their own ethno-cultural community, and their smaller network of family and friends. These connections help build connectedness and a sense of belonging for

newcomers in their communities, thus increasing the likelihood that these newcomers will successfully integrate into the community and stay with their families in the long-term.

Accessible and suitable housing

Another theme that emerged was the importance of newcomers having access to suitable housing in their host community to facilitate their successful integration. In particular, availability and accessibility of housing was essential for immigrants settling in small and remote communities since it influenced their perceptions of the community as a Welcoming Community and affected their access to social services, like education (Brown, 2017). However, Drolet and Robertson (2011) found that access to affordable housing was challenging in some communities, like in the case of Kamloops, where prices had increased substantially in past years. Newcomers faced additional barriers when finding housing in small and remote communities, including dealing with housing inventories that were more limited and older than larger centres, even if the prices were similar -- as found in the case of North Bay (Brown, 2017). Furthermore, some newcomers felt they were treated unfairly in their search for housing in small and remote communities. In the cases of Kamloops and North Bay, newcomers experienced perceived discrimination by landlords and felt that landlords took advantage of their lack of knowledge of their rights and responsibilities as tenants (Brown, 2017; Teixeira & Drolet, 2018). Consequently, Houle and Schellenberg (2010) recognize that problems accessing housing results in lower levels of newcomers' satisfaction of their life in Canada, further highlighting the importance of newcomers having access to suitable housing in their host community. Evidently, it is critical that newcomers have access to suitable housing, further reinforcing the need for small and remote communities to develop effective affordable housing strategies, in collaboration with all

levels of government, to ensure newcomers find access to housing and can establish long-term roots in the communities.

Educational opportunities with greater cultural sensitivity

Educational opportunities were also found to be essential for immigrant families settling and integrating into small and remote communities. In particular, the education system was noted as a key factor for promoting the benefits of diversity and greater cultural sensitivity among all members of the community. Drolet and Robertson (2011) found that in the case of Kamloops, education played an important role in the settlement experience and that more awareness was needed about the diversity of cultural norms to facilitate understanding and cooperation within the community. In the case of small communities in Manitoba, Schellenberg (2011) noted the strong need for teachers and administrators to expand their professional skills to support non-English-speaking students and effectively integrate them into the classroom, especially given the culturally homogeneous nature of these communities. The importance of educational opportunities was also confirmed by Houle and Schellenberg (2010) -- finding that problems accessing education served to negatively impact a newcomer's satisfaction with their life in Canada. Overall, small and remote communities must recognize the role that educational institutions play in integrating newcomer children and their families into their communities and prepare teachers and administrators accordingly to meet the needs of students.

Availability of effective settlement services

The availability of effective settlement services was also noted as crucial for newcomers settling in small and remote communities. Oftentimes, settlement services are one of the first

impressions that newcomers will have of their communities, meaning that small and remote communities need to pay careful attention to the way their communities are represented through settlement services (Caldwell, Labute, Khan & Rea, 2016). These organizations must invest in professional development opportunities for their staff and ensure skills like self-awareness, cross-cultural knowledge, and language diversification are fostered so that organizations can effectively meet the needs of the clients they're serving (Hsaio & Schmidt, 2015).

In addition, settlement organizations must recognize that the needs of their communities change over time, meaning they must be quick to adapt and modify their programming accordingly. As mentioned by Drolet and Robertson (2011), this may include providing specialized settlement programming for clients of different age groups, including youth or older newcomers. Texeira and Drolet (2018) also noted that organizations should have various language capabilities so that newcomers have access to settlement services in their own language whenever possible. On this front, Frideres (2006) found that smaller communities offer more personalized settlement services than larger centres, due to smaller demand for services.

Despite this, in an evaluation of settlement services in Western and Northern Canada, Ashton, Pettigrew and Galatsanaou (2016) found that settlement services in remote, small and medium-sized cities have less than adequate capacities – lowest in small communities – and thus, called for more holistic and robust support for these settlement services. Krahn et. al. (2005) also reinforced the need for effective settlement services, cautioning that in the absence of good social services, smaller centres will lose to larger centres, even if the jobs aren't any better.

These findings demonstrate that small and remote communities should consider investing in effective settlement services that offer a wide range of services tailored to the needs of its clients – evidently, depending on the resources of the community.

Factors of successful settlement and integration are also instrumental for attracting and retaining newcomers

Many of the same factors that contribute towards successful settlement and integration of newcomers in small and remote communities were also repeatedly mentioned as instrumental for attracting and retaining them to these communities in the first place. These factors include the prospects of employment, opportunity for social connectedness, as well as the availability of housing, educational opportunities, effective settlement services, and many other factors.

Many of these factors were outlined by Belding and McRae (2009), highlighting the importance of small centres fostering the characteristics of a Welcoming Community to ensure newcomers are attracted to small communities and decide to stay in the long-term. The report confirms many overlapping factors that contribute to successfully attracting, retaining, and settling newcomers -- factors such as respect for diversity, accessible public services like education and health care, and opportunity for social connection through faith-oriented societies and leisure organizations.

Specifically, the availability and prospect of employment was repeatedly mentioned as an essential source of attraction and retention for newcomers considering small and remote communities (Akbari & Sun, 2006; Baldacchino, 2006; Carter et. al., 2008; Hanson, 2011; Hyndman, Schuurman & Fiedley, 2006; Krahn et. al., 2005; Wiginton, 2013). In particular, Wiginton (2013) found that the private sector and municipalities play crucial roles in attracting newcomers by providing suitable and fulfilling employment opportunities in small communities. However, Krahn et. al. (2005) caution that insufficient or inadequate employment opportunities for newcomers, or better employment prospects elsewhere, can dissuade immigrants from staying in a small community.

The opportunity for social connection was also noted as a key factor for attracting and retaining newcomers in small and remote communities. Very simply, many scholars found that the presence of family, friends, or an established ethno-cultural community was one of the most important factors attracting newcomers to a community and helping retain them (Baldacchino, 2006; Carter et. al., 2008; Flint, 2007; Hyndman et. al., 2006; Texeira & Drolet, 2018; Wiginton, 2013). Communities with friendly and welcoming neighbours were most likely to retain newcomers, as they offered positive social opportunities to build connection and belonging (Hanson, 2011). That said, the presence of family and friends elsewhere, or a more established ethno-cultural community elsewhere, were prime factors causing newcomers to leave a small community (Krahn et. al., 2005). Furthermore, negative interactions with the host community also prompted newcomers to feel unwelcomed and leave small communities (Baldacchino, 2006; Wiginton, 2013).

Another key factor of attracting and retaining newcomers was the availability of housing. More specifically, various scholars noted that affordable and appropriate housing opportunities attracted newcomers to smaller communities and helped them settle in the community, thus contributing to their integration process (Baldacchino, 2006; Carter et. al., 2008; Wiginton, 2013).

Educational opportunities were also repeatedly mentioned as a source of attraction and retention for newcomers (Hyndman et. al., 2006; Wiginton, 2013). In particular, Wiginton (2013) found that the support of teachers and administrators in the school system, in the face of increased diversity, was a key factor for retaining newcomers in small communities. That said, Krahn et. al. (2005) found that limited educational opportunity or better opportunities elsewhere contributed to newcomers deciding to leave a community.

Wiginton (2013) found that the availability of effective settlement services was an important factor for attracting newcomers to small communities, as this is one of the most immediate needs of immigrants when arriving in a community. Carter et. al. (2008) also noted the importance of accessible and appropriate language training within settlement programming to support the retention of newcomers.

Finally, quality of life and lifestyle factors were also frequently mentioned in the literature as factors for attracting and retaining newcomers – a key difference from the literature on the settlement and integration of newcomers, where lifestyle factors were less frequently mentioned. Small and remote communities were often regarded favourably by newcomers for their quality of life, slower pace, quieter atmosphere, and generally, pleasant physical space (Baldacchino, 2006; Hanson, 2011; Hsiao & Schmidt, 2015). Safety and lower crime rates were also noted as factors attracting newcomers to these communities (Baldacchino, 2006; Hanson, 2011). Furthermore, Hyndman et. al. (2006) noted that the weather in certain smaller communities was a factor for attracting newcomers. In certain cases, pleasant weather attracted newcomers to a community, like in the case of Prince Edward Island, while in other cases, the weather hampered a community's ability to retain newcomers, like in the case of smaller centres in Alberta (Baldacchino, 2006; Krahn et al., 2005). Unfortunately, the sheer size of communities was also found to be a strong factor influencing newcomers' decisions to move to or stay in small and remote communities – in fact, often dissuading them settling in these communities (Hyndman et. al., 2006; Krahn et. al., 2005).

Overall, the academic literature review provides helpful insight for analyzing the settlement and integration needs of newcomers in the Northwest Territories. Not only does the literature demonstrate an overlap in the factors that enable small and remote communities to

attract and retain newcomers, but also that these same factors support the settlement and integration of newcomers into these communities. The top five characteristics of a Welcoming Community were found to be most relevant for small and remote communities seeking to settle and integrate newcomers – namely factors of employment, social connection, housing, educational opportunities, and settlement services. Most importantly, scholars highlighted the need for newcomers to have meaningful employment and foreign credential recognition barriers to be addressed to successfully settle newcomers (Carter et. al., 2008; Danson & Jentsch, 2012; Drolet & Robertson, 2011; Flint, 2007; Sapeha, 2015; Sherrell et. al., 2005; Walton-Roberts, 2005). Opportunities to form positive social connections with friendly, accepting neighbours in the community is also essential for newcomers in small and remote communities to address issues of cultural homogeneity and potential feelings of social isolation (Caldwell et. al. 2018; Caxaj & Gill, 2017; Drolet & Moorthi, 2018; Hanson, 2011). Access to suitable and affordable housing is also paramount for newcomers (Brown, 2017; Texeira & Drolet, 2018). Lastly, access to culturally-sensitive educational opportunities and settlement services that target the unique needs of newcomers and their families is essential in small and remote communities (Drolet & Robertson, 2011; Hsaio & Schmidt, 2015; Texeira & Drolet, 2018; Schellenberg, 2011). Considering these issues, it is important to note that there remains limited literature on strictly northern contexts, meaning that these factors will need to be further examined in the Northwest Territories to gauge the territory’s capacity to meaningfully address these factors for settling and integrating newcomers.

3.3 – Policy Literature Review

This section will examine the existing province- or territory-driven settlement programming provided across the country, especially programming that is offered to support the settlement and integration process in small and remote communities. This paper will learn from the policy literature review to analyze the Northwest Territories’ approach to settlement and integration.

Province- and territory-driven settlement programming

Each province and territory has a different approach to their role in the settlement and integration process – some jurisdictions taking on a more active role than others. To begin, it is important to note that all provinces and territories, except for Quebec and Nunavut, offer a Provincial Nominee Program, which recruits newcomers to their jurisdiction to contribute towards the regional economic development of that province or territory (Immigration, Refugees and Citizenship Canada, 2019a). Each program offers different streams, often including students, skilled workers, semi-skilled workers, and business people. For many newcomers and their families, the PNP is one mechanism through which they can establish themselves in a community, receive settlement support and guidance, and integrate into the host society. In addition to providing the PNP, all provinces and territories, except for Prince Edward Island, offer extensive settlement information on their websites, ranging from how to open a bank account to how to access health care and educational services. In particular, Yukon offers a full information guide on living and working in the territory, entitled *Planning to Work in Yukon, Canada? An Essential Workbook for Newcomers* (Government of Yukon, 2018), which offers an interesting comparison with the Northwest Territories, given the similar size of their

jurisdictions. British Columbia also offers a full guide and videos with settlement information for newcomers, entitled *British Columbia Newcomers' Guide to Resources and Services*, which is available in 11 languages (Government of British Columbia, 2017). All these resources provide newcomers with access to a basic set of information about settling in their host communities, allowing them to begin their integration process in the province or territory.

Building on this settlement support, most of the provinces and territories offer varying levels of additional direct and indirect support to assist newcomers settling and integrating into their communities. British Columbia, Manitoba, and Saskatchewan – some of the largest jurisdictions – offer extensive settlement and integration programs, which are provided directly by their provincial governments, often in collaboration with other partners. These provinces have spearheaded large initiatives to target social and labour market integration, though with varying modes of implementation.

British Columbia offers a wide range of supports through its WelcomeBC initiative, launched in 2007, which aims to assist immigrants with accessing a wide variety of settlement and integration services and ensure that its communities have the capacity to be welcoming and inclusive (Conference Board of Canada, 2009). Through this initiative's framework, programs like the British Columbia Settlement and Adaptation Program and Welcoming and Inclusive Communities and Workplaces Project are funded and operated (Affiliation of Multicultural Societies and Service Agencies of BC, n.d.; Government of British Columbia, 2012).

Specifically, the British Columbia Settlement and Adaptation Program offers supports through four streams of services, including information and support services, community bridging services, English language services for adults, and sectoral support and delivery assistance (Hiebert, 2009). Furthermore, British Columbia's Welcoming and Inclusive Communities and

Workplaces Project aims to develop inclusive, welcoming and vibrant communities through various ministry-led initiatives, including community partnership development, knowledge development and exchange, and public education (Hiebert, 2009).

Manitoba also offers extensive settlement programming and has outlined an immigration service continuum that includes settlement supports and in-depth labour market integration support (Government of Manitoba, 2015b). The ManitobaStart program is part of this continuum and offers a one-stop-shop to connect newcomers with settlement, orientation, language, and employment services (Government of Manitoba, 2015a). This specialized service, offered through the province, supports and connects immigrants and employers, allowing immigrants that arrive in Winnipeg to register with the service and receive a wide range of labour market-related services, including job matching, credential recognition support, and interview preparation (Government of Manitoba, 2016).

Saskatchewan also offers a comprehensive set of settlement services to newcomers by directly funding Regional Newcomer Gateways, which operate in 11 locations. These gateways help all newcomers – including those from outside Canada or another province or territory – locate information, resources, and services to facilitate the settlement and integration process (Government of Saskatchewan, 2016). The gateways also refer newcomers to Settlement Advisors within the province, which provide further assistance with specific needs, such as finding housing. Furthermore, the province provides access to Over-the-Phone Interpretation to help newcomers gain information in a language of their choice – offering interpretation services in more than 200 languages. These services support newcomers in their interactions with Settlement Advisors and language assessors, and are available through the province’s Labour

Market Service Centres, which offer employment-related support to newcomers and all residents of Saskatchewan (Government of Saskatchewan, 2016).

In addition, many provinces and territories provide grants programs to fund partners to deliver settlement and integration programming to newcomers within their jurisdictions. These funding mechanisms help provide services that complement federal programming, often filling in the gaps, without the province needing to directly operate the settlement services themselves. In some jurisdictions – namely, Ontario, Manitoba, and Alberta -- these grants programs also offer services that extend to populations ineligible for federally-funded settlement programming, including refugee claimants, Canadian citizens, international students, and temporary foreign workers. Newfoundland and Labrador, Nova Scotia, Ontario, Manitoba, and Alberta all support the settlement and integration process through the grants approach, with similar but varying areas of focus. Table 1 provides an overview of these grants programs.

Table 1:

Province/Territory	Grants Programs
Newfoundland and Labrador	<ol style="list-style-type: none"> <li data-bbox="565 1184 1425 1398">1. <u>Settlement and Integration Program and the Multiculturalism Grant Program</u> focused on labour market outcomes, language acquisition, cultural integration, francophone integration, and Multiculturalism Week events (Government of Newfoundland and Labrador, 2017).
Nova Scotia	<ol style="list-style-type: none"> <li data-bbox="565 1404 1425 1556">1. <u>Immigrant Settlement Funding Program</u> focused on six themes: assessment, orientation, language skills, labour market access, welcoming communities, and research and planning (Government of Nova Scotia, 2018b). <li data-bbox="565 1583 1425 1837">2. <u>Immigration Labour Market Integration Program</u> focused on employment services, skills development and upgrading, and helping newcomers gain work experience (Government of Nova Scotia, 2018a).

<p>Ontario</p>	<p>Offers multiple grants programs focused on the settlement and integration journey through its Ministry of Citizenship and Immigration, including:</p> <ol style="list-style-type: none"> 1. <u>Newcomer Settlement Program</u> with two streams: Settlement and Integration Services stream and the Newcomer Youth Settlement and Integration Services stream (Government of Ontario, 2017c). 2. <u>Settlement and Integration Services for Refugees and Vulnerable Newcomers Grant</u> tailored services to the needs of refugees through programs that support their economic and social integration, such as more case management services (Government of Ontario, 2017e). 3. <u>Language Training Projects</u> focused on promoting adult non-credit language training across the province (Government of Ontario, 2017a). 4. <u>Ontario Bridge Training Program</u> focusing on supporting skilled immigrants in their transition to the labour market in Ontario (Government of Ontario, 2017d). 5. <u>Language Interpretation Services</u> supports the delivery of spoken interpretation to victims of domestic and/or sexual violence that do not speak English or French (Government of Ontario, 2017f).
<p>Manitoba</p>	<ol style="list-style-type: none"> 1. <u>Integration Supports for Newcomers</u> grants with two streams: <ol style="list-style-type: none"> a. <u>Manitoba Settlement and Integration</u> focused on connecting newcomers with their communities, supporting activities like orientation services, facilitation of community connections, and wellness and resilience-building activities (Government of Manitoba, 2018). b. <u>Manitoba Newcomer Youth and Families</u> focused on supports for youth, their families, and the communities, such as helping bridge youth and their families to recreational or learning opportunities (Government of Manitoba, 2018).

Alberta	<ol style="list-style-type: none"> 1. <u>Settlement, Integration and Language Projects Grants</u> offers funding for four streams: basic settlement services for clients that are ineligible for federal programming, building community receptive capacity, supporting labour market integration, and innovation (Government of Alberta, 2019a). 2. <u>Innovation Fund Project Grants</u> is the only grant of its kind in Canada and supports stakeholders in developing tools and resources to improve foreign qualification recognition, including bridge-to-employment programs (Government of Alberta, 2019b).
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Evidently, the policy literature review demonstrated that provinces and territories develop settlement programming aligned with their volumes of immigrants and the capacities of their jurisdictions. For instance, Ontario and British Columbia are known to receive the largest shares of immigrants in the country, explaining their increased presence and capacity in providing provincially-driven settlement funding. Smaller jurisdictions – including Prince Edward Island, New Brunswick, and Yukon – were found to not provide additional settlement services to newcomers beyond resources on their websites and the PNP, understandably due to the smaller size of their jurisdictions. This is an important consideration in the analysis of settlement and integration supports in the Northwest Territories, due to similarities in the territory’s size and capacity.

Province- and territory-driven settlement programming in small and remote communities

Overall, the policy literature review demonstrated that very few provinces and territories offer settlement programming focused on small and remote communities. That said, some of the grants programs did acknowledge the settlement needs of newcomers in small, remote, or rural communities -- but with varying levels of commitment.

Ontario and Nova Scotia both acknowledged smaller centres as priority areas in their respective grants programs. Specifically, Ontario identified “newcomer settlement and integration in small, rural and Northern communities” as a key stream in its Municipal Immigration Program grant, which supports municipalities with the social and economic integration of newcomers (Government of Ontario, 2017b, p. 5). Nova Scotia also identifies small centres as a priority area in its Immigrant Settlement Funding Program, which prioritizes the successful integration of individuals and families who face significant barriers, including vulnerable populations with complex needs, such as newcomers who live in smaller centres (Government of Nova Scotia, 2018b). The same priority area also identifies women, low skilled workers, seniors, members of LGBTQ community as vulnerable populations with unique settlement needs.

To a lesser degree, small and remote communities are mentioned in Manitoba and Alberta’s grant programs. Manitoba’s Integration Supports for Newcomers grant simply mentions in its background section that “proposals from Francophone and rural respondents are encouraged” (Government of Manitoba, 2018, p. 6). Furthermore, the Settlement and Integration Program offered in Alberta acknowledges that “small organizations and those in rural, northern and isolated communities need capacity building support” but does not address how the province proposes to address these needs through the grants program (Government of Alberta, 2018, p. 4).

Newfoundland and Labrador provides an interesting example of how settlement and integration programming is offered in small and remote communities. Although none of its programming specifically mentions smaller centres as a priority area, the programming did provide a helpful comparison with the Northwest Territories due to the comparable sizes of their communities. More specifically, Newfoundland and Labrador’s second-largest centre, Corner

Brook, only has a population of approximately 32,000 residents, according to Census 2016 data (Statistics Canada, 2017b). As previously mentioned, Newfoundland and Labrador offers the Settlement and Integration Program and the Multiculturalism Grant Program, which has offered funding for programs across the province – all in towns with less than 5,000 people (Government of Newfoundland and Labrador, 2017).

Overall, the policy literature review provides helpful examples of how other provinces and territories are using their resources to better support newcomers within their jurisdictions. The policy literature demonstrates that parallels can be drawn between other provinces and territories and the Northwest Territories -- although these examples will need to be carefully considered when applying them to any settlement programming developed in the Northwest Territories, due to the territory's specific circumstances. The findings from both the academic and policy literature reviews will be used in Chapter 4 to inform policy recommendations on how the territory may better support newcomers within its jurisdiction.

CHAPTER 4 -- Recommendations: What actions can policymakers take to better settle and integrate immigrants in the Northwest Territories?

This chapter will use the findings from the academic literature and policy literature to inform policy recommendations that the GNWT can implement to better settle and integrate immigrants in the Northwest Territories. The objective of these policy recommendations is to provide policymakers with some initial ideas that they may employ and build on when working towards better supporting the settlement and integration of newcomers in the Northwest Territories – a priority outlined in the GNWT's recent immigration strategy (Government of Northwest Territories, 2017a, p. 14). These recommendations are primarily targeted to support

the settlement and integration of newcomers in the territory, but should be recognized as concurrently helping to support the attraction and retention of these immigrants in the community in the long-term, given their focus on solidifying social and labour market integration in the community. Thus, these recommendations help support a multiplicity of desirable and interwoven outcomes – namely, attracting, retaining, and settling newcomers in the Northwest Territories.

Firstly, it is important to re-establish that communities in the Northwest Territories have a unique set of circumstances – including geographic, demographic, and socioeconomic circumstances -- that differentiate it from many of the communities identified in the literature review. It can be difficult to compare the Northwest Territories with more southern communities, given that the number of immigrants arriving in the territory is increasing, but volumes are still significantly lower compared to the rest of Canada, thus influencing resources and capacity levels. Furthermore, the Northwest Territories is far more remote and northern than most communities examined in the academic literature review. All communities were smaller centres with populations of 100,000 or less, but had varying degrees of remoteness and were not all considered ‘northern’, meaning that policymakers must pay careful attention to these lessons learned when applying them to the Northwest Territories. Also, the policy literature highlighted various ideas for settlement programming driven by provinces and territories, but with limited connection to small and remote communities, and originating in jurisdictions with varying resources and capacity, which must be considered when comparing to the Northwest Territories’ unique situation. That said, despite its limitations, this research is largely applicable in the case of the Northwest Territories given important parallels, although nuance should be considered when drawing comparisons between the territory and examples in the literature review. In sum,

there remains value in examining the academic literature and policy literature and much can be learned from this research to inform the GNWT's analysis of potential settlement and integration programming in the territory.

Secondly, it is important to recall that the Northwest Territories already provides a baseline set of settlement services to newcomers. More specifically, as outlined in Chapter 2, immigrants have access to settlement support through the Northwest Territories Nominee Program and access to the same territorial services as all permanent residents. Newcomers also have access to settlement services in Yellowknife funded through the federal government and delivered through three service provider organizations. In fact, in a report prepared by the Conference Board of Canada, Yellowknife was highlighted as a welcoming place with a tradition of "northern hospitality" and boasting various community organizations providing support to newcomers (2009, p. 42). This research demonstrates that the Northwest Territories is well positioned to meet the settlement needs of newcomers -- but more can be done, as outlined in the Northwest Territories' own immigration strategy, which confirms the GNWT's commitment to exploring the feasibility of expanding settlement services (Government of Northwest Territories, 2017a). Evidently, there is opportunity for further analysis in the Northwest Territories on the settlement and integration of newcomers.

4.1 -- Recommendation #1: Launch a Community Engagement Process

This paper's first recommendation is that the GNWT conduct a broad and comprehensive community engagement exercise to hear from newcomers, employers, service-provider organizations, community organizations, municipalities, and other stakeholders on how to better settle and integrate newcomers into the territory. The purpose of this engagement exercise would

be to leverage the experience and expertise of stakeholders to learn from them on how to better settle and integrate newcomers into the territory, especially given the unique needs of newcomers in these small and remote communities. This would include engaging with them to explore ideas on how to better settle and integrate newcomers, and eventually, work with stakeholders throughout the program design and implementation process. The community engagement exercise would be led by the GNWT and take the form of written and oral consultations, including surveys and town-hall meetings, with a wide range of stakeholders. Notably, this recommendation is already well-aligned with a key priority area in the Northwest Territories' immigration strategy, which noted the GNWT's commitment to "explore the feasibility of the expansion of settlement services while improving partnerships with external supports available for settlement and integration" (Government of Northwest Territories, 2017a, p.14)

Public consultations with newcomers is strongly recommended to ensure settlement programming is client-focused and will effectively meet the needs of clients it is serving. It is essential that newcomers themselves weigh in on their experiences settling and integrating into a community -- including their experiences finding employment, social connections, housing, educational opportunities; factors that were identified in the literature review – to ensure settlement programming integrates these experiences and addresses any challenges they faced. Within the context of community engagement, Schmidtke (2010) notes that political inclusion is a key component of successfully immigrants into a community and "by providing concerned groups with a 'voice' in the political and policy process, they will contribute to the development of more legitimate and effective policy responses" (p. 5). Belding and McRae (2009) also reinforced the importance of consulting with newcomers, recommending that small communities introduce a "Newcomer Community Survey" to find out how the community is viewed by

newcomers, by asking questions such as “what are the best things about living in our community?” and “what are the biggest challenges you have faced living in our community?” (p. 68). Building on this, some jurisdictions have already noted the importance of consulting with newcomers, including Huron Country where the Newcomer First Impressions Community Evaluation Survey was developed “to bring a newcomer perspective or lens to services, education, employment, local business, housing, and the receptivity of a given community” (Caldwell et. al., 2018, p. 48).

Furthermore, public consultation with employers and business professionals is recommended to ensure settlement programming meets the needs of economic immigrants. As previously demonstrated in this paper, finding meaningful employment is a key determinant of successful integration, and most newcomers in the Northwest Territories are employed, skilled workers between the ages of 25 and 64, meaning that the GNWT must pay careful attention to developing settlement programming that supports both newcomers and their employers. The Conference Board of Canada (2009) reinforces the importance of consulting employers, noting that collaboration between employers and other stakeholders is particularly critical for immigrant integration to ensure local businesses consider immigrant workers as potential long-term residents of the community, and not merely temporary solutions to labour shortages. Thus, settlement programming must be built with employers and workers in mind to ensure programming meets their needs, while also feasible within the context of the community’s local economic development environment.

Service-provider organizations and community organizations, like ethno-cultural groups, must also be consulted in developing settlement programming for newcomers to ensure programming is feasible and effective from their perspectives. Since these organizations are most

often those that assist newcomers in finding employment, housing, and educational opportunities – key factors of settlement as demonstrated in the literature review -- the GNWT must consult them to learn from their expertise in developing settlement programming. Carter et. al. (2008) confirm the need to consult these organizations, especially since settlement programming has a significant impact on their operations – including their staffing and volunteer needs.

Finally, municipalities must also be engaged in developing settlement and integration programming for newcomers in the community, since they are becoming increasingly responsible for services targeted to immigrants. More specifically, Wiginton (2013) notes the importance of engaging municipalities, as they provide crucial services to newcomers, such as affordable housing, public transit, and cultural and recreational amenities. That said, some caution that municipalities don't often receive their fair share of funding to deliver these services – further confirming the need for the GNWT to engage municipalities to ensure settlement programming is feasible according to financial resources (Conference Board of Canada, 2009; Walton-Roberts, 2005). Beyond engaging municipalities, Hiebert (2009) calls for a more “whole-of-government” approach to settlement and integration programming with collaboration among municipal, provincial/territorial, and federal governments, though this also presents its own challenges (p. 39).

Overall, community engagement is crucial for the Northwest Territories to develop effective settlement and integration programming that meets the needs of all stakeholders involved. Through the process, the Northwest Territories may also consider developing an Immigrant Advisory Council, similar to the cases of Nova Scotia and Manitoba, where advisory councils have been recommended and implemented to advise the provincial governments on immigration related issues, including settlement services (Carter et. al., 2008; Dobrowolsky &

Ramos, 2014). This initiative will assist the GNWT in building settlement programming in the territory, while guaranteeing a mechanism to ensure these programs are appropriate for all stakeholders throughout the entire program development and implementation processes.

4.2 -- Recommendation #2: Implement a Grants Program

This paper's second recommendation is that the GNWT implement a grants program to focus on improving the labour market integration outcomes and social integration outcomes of newcomers in the Northwest Territories. The purpose of this grants program would be to support the operational capacity of service-provider organizations and rely on their expertise delivering settlement programming to clients – programming that truly meets clients' needs. Two main funding streams are recommended – including focus on labour market integration outcomes and social integration outcomes – both identified as important settlement factors in small and remote communities throughout the literature review. Furthermore, the GNWT could consider expanding the funding streams to target specialized groups, such as youth or vulnerable populations, as seen in similar grants programs offered in Ontario and Manitoba. Fortunately, this approach would allow the GNWT to be in control of the overall mandate and objectives of the grants program, while not being required to manage additional settlement services. Also, a grants program would allow the GNWT to rely on the expertise of workers on the front line of settlement services, while also permitting a certain degree of financial flexibility. As previously mentioned, this program would be developed in consultation with stakeholders, as per this paper's first recommendation.

Firstly, it is recommended that a grants program focus on funding initiatives that support the labour market integration of newcomers in the Northwest Territories, such as finding

employment, foreign credential recognition, and other employment-related services, like résumé building and interview preparation. As previously demonstrated in this paper, this funding stream would be critical to meet the unique needs of newcomers in the territory, given that most newcomers are skilled workers, employed, and of working age. As seen in the policy literature review, many provinces have already developed grants programs prioritizing labour market integration – including Newfoundland and Labrador, Nova Scotia, Ontario, Manitoba, and Alberta -- which could potentially inspire similar programming in the Northwest Territories. For example, Alberta supports labour market integration through its Settlement, Integration and Language Projects Grants, and supports stakeholders seeking to improve foreign qualification recognition through its Innovation Fund Project Grants (Government of Alberta, 2019a, 2019b). Furthermore, through this grants program, the GNWT could chose to fund innovative projects that support labour market integration outcomes, such as those introduced in Manitoba or New Brunswick. In Manitoba, the Determining and Addressing Workplace Needs program has been introduced, which seeks to implement a common framework for essential skills assessment and training of immigrants in the province (Conference Board of Canada, 2009). In New Brunswick, the provincial government has funded an employment counselling services, specifically aimed at supporting newcomers’ spouses in finding employment that matches their qualifications and other job-related skills (Conference Board of Canada, 2009). Building on this, the GNWT could fund projects that provide training on diversity and inclusion in the workplace to facilitate social connections within the labour market.

Secondly, it is recommended that the grants program fund a stream to support the social integration of newcomers, which was demonstrated in the literature review as a critical determinant for successfully settling newcomers in small and remote communities. This could

include programming such as cultural integration initiatives, orientation initiatives, and other projects that promote attachment and social connection between community members. Programming could be inspired by similar grants programs offered in Nova Scotia, Ontario, Manitoba, and Alberta, where social integration is a major theme of funding streams. In particular, Newfoundland and Labrador has funded the Sharing Our Cultures initiative through its grants program, which aims to facilitate friendship and collaboration among the community (Government of Newfoundland and Labrador, 2017). A grants program in the Northwest Territories could also prioritize initiatives focused on newcomer youth to help facilitate social connection and support integration in the educational system – both important needs highlighted in the literature review. For example, policymakers in the GNWT could be inspired by the grants programs in Ontario and Manitoba, which both have streams targeted to youth to fund projects that encourage them to be leaders and become actively engaged in their schools and communities, thus contributing to their sense of belonging in the community (Government of Manitoba, 2018; Government of Ontario, 2017c).

In sum, a grants program in the Northwest Territories would be an effective means of providing additional settlement services in the territory – targeted to the labour market integration and social integration of newcomers – without the need for the GNWT to design, implement, and manage such services by itself. Through this program, the GNWT would be able to leverage the wealth of expertise in the community, while also maintaining ownership over the broader vision for settlement and integration in the territory.

4.3 --- Recommendation #3: “Meet your Neighbour” Campaign

This paper’s third recommendation is that the GNWT launch a campaign, called the “Meet your Neighbour” campaign, to promote the benefits of immigration in the territory, focusing on the value of multiculturalism and the importance of building an inclusive society where newcomers feel connected and attached to their communities. The purpose of this campaign would be to further support the social integration of newcomers in the Northwest Territories by building bridges among all members of the community and promoting the importance of diversity and inclusion. This campaign would respond to the potential dangers of newcomers experiencing discrimination, social isolation, or feelings of being unwelcomed in the Northwest Territories, where communities may be more culturally homogeneous than larger centres – key challenges of integration as highlighted in the literature review. Through this “Meet your Neighbour” campaign, the GNWT could host events and activities centred on the benefits of multiculturalism and immigration in the territory – events that could be held in community halls, Friendship Centres, churches, schools, and workplaces. The campaign could be promoted through the GNWT’s website and social media accounts to further the advance the territory-wide discussion on immigration to help build social connections among all community members and foster inclusion and acceptance.

To build this campaign, the GNWT could be inspired by similar programming implemented across the country. For example, the GNWT could build on municipal integration activities hosted by Winkler, where newcomers were given the opportunity to meet and interact with their neighbours through various events, including cultural festivals, community fairs, and sports and recreational activities (Conference Board of Canada, 2009). Also, in Brooks, a three-day multicultural exposition was held, featuring ethnic food and cultural events, to help

newcomers culturally integrate into the community by bringing them together with other members of the community (Conference Board of Canada, 2009). In both cases, these events helped forge one-on-one social connections and bridge differences between newcomers and others to support newcomers' social integration into the community.

Alternatively, the Northwest Territories could decide to leverage the grants program -- outlined in this paper's second recommendation -- to provide funding for partners to launch a similar campaign, instead of the GNWT doing so itself. Newfoundland and Labrador, Ontario, and British Columbia provide similar grants mechanisms to support multiculturalism in their provinces, which could be replicated in the Northwest Territories. More specifically, Newfoundland and Labrador has funded various Multiculturalism Week events, as well as Meet and Greet events in some small towns to help newcomer families meet their neighbours and provide an opportunity for cross-cultural engagement (Government of Newfoundland and Labrador, 2017). In Ontario, the province offers the Multicultural Community Capacity Grants, which seeks to improve civic and community engagement and encourage more social connection between ethno-cultural communities (Government of Ontario, 2017b). Similarly, in British Columbia, the Multiculturalism Grants seek to "improve cultural interactions, reduce barriers and remove discrimination to create a more inclusive province (Government of British Columbia, 2018).

Overall, the "Meet your Neighbour" campaign would support the social integration of newcomers by helping them build connections with others in the community, ultimately enhancing social cohesion in the community and fostering inclusion, attachment, and sense of belonging. This campaign would especially support newcomers that may feel more socially isolated in the Northwest Territories' small, remote, and northern communities, by helping them

to connect with their neighbours on a personal basis, thus positively contributing to their overall settlement and integration process.

In sum, the lessons learned from the academic literature and policy literature have provided helpful insight for considering the actions that the GNWT could undertake to better support the settlement and integration of immigrants within their jurisdiction. Based on findings in the literature review, three recommendations have been offered in this paper to help kick start the GNWT's analysis of how to better support newcomers in the territory. By no means are these recommendations exhaustive, but they do provide a first step towards future analysis.

CHAPTER 5 – Concluding Remarks and Moving Forward

In response to increasing immigration to the Northwest Territories, this paper has asked two important research questions: Should policymakers in the Northwest Territories take on more responsibility in settling and integrating immigrants? If so, how can they better support immigrants settling and integrating into the territory's small and remote communities?

In response, this paper recommends that policymakers in the GNWT have a unique opportunity to bolster settlement and integration in the territory, but that further analysis is needed on the potential strain to existing services and capacity to offer additional services. More specifically, the GNWT should conduct a full evaluation of settlement services in the Northwest Territories, including their volumes of immigrants and capacity levels, to ensure they are suitable for the existing population and prepared to welcome more immigrants. This evaluation should also consider the GNWT's resources and capacity to provide additional supports – supports that may potentially stem from recommendations offered in this paper. Thanks to the shifting policy environment -- including the launch of the Rural and Northern Immigration Pilot and the

Northwest Territories' immigration strategy – policymakers in the Northwest Territories are presented with a rare policy window to act. This window provides a unique opportunity for policymakers to bolster settlement and integration programming and support the specialized needs of newcomers within its jurisdiction – especially considering the increasing number of newcomers that are calling the Northwest Territories home in recent years.

In moving towards the next steps, policymakers in the GNWT should strongly consider this paper's findings when designing any potential settlement and integration programming. In particular, policymakers must recall that most immigrants in the Northwest Territories are skilled workers, employed, and aged between 25 to 64 years old – and generally, have better labour market indicators than their immigrant peers in the rest of Canada and non-immigrant peers in the territory -- meaning that potential settlement supports should be tailored to working immigrants in this demographic. Also, policymakers must recall findings from the literature review that found factors including opportunities for employment, social connection, housing, education, and settlement services were most critical for the successful integration of newcomers – many of which were addressed through settlement programming offered by the provinces and territories. Building on these findings, this paper has provided three recommendations to policymakers in the GNWT to prepare for future territory-driven developments in the space of settlement and integration for newcomers. These recommendations included a broad community engagement exercise, the implementation of a grants program, and a “Meet your Neighbour” campaign – all to support the labour market integration and social integration of newcomers in the territory.

While moving forward, policymakers must not forget that further research is still required to better understand the impacts of increased immigration in the North. Firstly, more research

needs to be done on the impact of increasing numbers of immigrants on the existing labour market in the Northwest Territories, including northern residents and Indigenous peoples. Specifically, more research is also necessary on interactions between newcomers and Indigenous peoples to better understand how increasing immigration impacts the social make-up of northern communities. Finally, the issue of capacity is paramount. Given this paper's emphasis on the characteristics of a Welcoming Community, more research needs to be done to better understand the specific capacity of northern communities in meaningfully addressing each of these characteristics, especially given their extreme remoteness and isolation from southern Canada.

For now, the Northwest Territories seems well positioned to continue meeting the needs of immigrants through existing settlement services, but a full evaluation is required to examine the potential strain on these services and ensure they will remain sufficient in the years to come. This will not happen quickly or easily, but nonetheless, now is the time to act.

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