New Immigrants’ Use of Four Social Service Agencies in a Canadian Metropolis

Murali Dharan Nair

Submitted in partial fulfillment of the Requirements for the degree of Doctor of Social Welfare in the School of Social Work

COLUMBIA UNIVERSITY

1978

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Dedicated to Dr. Charles E. Hendry, doyen of the Social Work profession, with endless regards and infinite love.
ABSTRACT

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Murali Dhavan Nair

Relatively little is known about immigrants' use of social service agencies that are set up to help them. The purpose of this study is to examine the new immigrant's use of social service agencies in a metropolitan city in Canada.

Five hypotheses have been developed in relation to the two basic subsystems under study. The dependent variable is the new immigrant's use of social agencies; and the antecedent variables are derived from the characteristics of immigrants. The hypotheses, which this study tests, were derived from a review of the relevant literature in the field of immigration, the history of social services to new immigrants in Canada, and the present structure of social services to new immigrants to Canada, and are backed by the general characteristics of new immigrants.

The study population were immigrants who had come to Toronto less than two years before. Immigrants were divided into (1) those who sought assistance from social service agencies and (b) those who did not. A quota sampling method was used to select immigrants. Fifty immigrants were selected from each of two public social service agencies and fifty from each of two private agencies — agencies that had been set up primarily to provide services to new immigrants. To these 200 cases were
added 75 immigrants who had never been to an agency for assistance; they were selected from the membership lists of ten immigrant associations. The author administered the open-ended questionnaire personally in all the 275 interviews with the immigrants. In cases where immigrants could not communicate in even a little English interpreters were used, except where the author himself spoke the immigrant's language. The first 200 immigrants were interviewed at the four different social service agencies; the 75 non-users of agencies were interviewed at their homes.

Tabulation of the data shows an equal number of immigrants in the sample who came from the developing countries (53%) and from the industrialized countries (47%). Half of the people in the sample had no relatives or friends in Toronto, while the other half had at least one close relative or friend who was in Toronto before the new immigrant's arrival. Fifty-six per cent had college-level education; the rest less. Sixty-three per cent of them were employed before they immigrated, while 37 per cent were not employed.

The following hypotheses were tested by this study:

(1) Immigrants who are aware of social agencies in their home countries tend to feel comfortable in using agencies in the new country also.

- Supported by the data.

(2) When new immigrants make use of the network of available social services, they will use those which are closest to their own cultural and language orientation.

- Supported by the data.

(3) The new immigrant who has a professional background and/or English language skill uses social services more often than others.

- Supported by the data.
(4) Relative to immigrants from industrialized countries, immigrants from developing countries use social services less.
- Supported by the data.

(5) Dependent immigrants (who have relatives in the new country) make use of social service agencies more often than the independent immigrants (who have no relatives in the new country).
- The study found, on the contrary, that independent immigrants use social service agencies more than dependent immigrants do.

The study findings suggest the importance of finding a method by which the immigrant can be brought to the appropriate service by the shortest, most direct route without a frustrating waste of time, energy and skill. The study recommends setting up access services at neighborhood levels, in order to meet the changing needs of new immigrants in metropolitan Toronto.
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CHAPTER I

INTRODUCTION

Neighborhood change, newcomer populations, and the impact on social welfare institutions established to deal with aspects of human need represent an area of considerable interest for many social scientists. A particularly cognate issue is how certain of these social service agencies, developed previously, continue to be responsive to current and changing needs. The purpose of this study is to examine an aspect of the problem, to test certain hypotheses about the new immigrants' use of social service agencies in a metropolitan city in Canada.

A number of elements in the present situation stimulate interest in this examination:

Canada has been receiving large numbers of immigrants in recent years. This study deals with Toronto. Consistently over the last few years, more than half of the immigrants to Canada have been coming to Ontario and of these, about half have settled in Toronto — about 40,000 to 50,000 a year.

Federal, Provincial and Municipal governments, as well as several voluntary agencies, are providing a variety of direct services to these new immigrants. Sometimes these agencies duplicate each others' services.

Some immigrants fail to use the services that are available. One reason has been reported by the Canadian Council on Social Development.

While services are available to the immigrant from a range of government and voluntary agencies, he remains largely unaware of them. Instead, his need for information and other assistance is
satisfied too often by service brokers: real estate agents, travel agents, insurance brokers, small immigrant businessmen who have a profitable sideline in providing services to newcomers. The quality of these services is questionable, the cost too high. The very success of these service brokers demonstrates the gap that exists in our Canadian services.¹

Relatively little seems to be known about the immigrant's use of social agencies and services that are set up to help the immigrant. Are there barriers of language and culture that prevent the immigrant from using the help offered? Does he turn to the family and the church for help, and is a social agency a strange organization that may not, in the present structure, ever reach the immigrant? Does he lack any attitude towards social agencies and services simply because he is not aware of them? Such questions and many others arise when one begins to consider the situation of the immigrant. The aim of this study is to answer some of them.

Very little academic attention has been paid to the issue of services to new immigrants. According to Dumon:

Most of the evidence available on them is of an impressionistic nature and based on non-systematic observation and participation rather than being collected according to scientific methods.²

The light shed by this research project on the new immigrants' use of social service agencies should suggest strategies for facilitating access to social services and for improving the utilization of these services in other ways -- in addition to increasing our understanding of the relative roles of private and public social agencies in serving the new immigrant community.

The growth of Canada's population is heavily dependent on mass


immigration, and there is much evidence that services to immigrants will remain an important function of both public and private agencies there. Answers to the question raised here can help expand social technology and to improve services to immigrants.

The following hypotheses, which this study tests, have been derived from a review of the relevant literature in the field of immigration, the history of social services to new immigrants in Canada; the present structure of social services to new immigrants to Canada; and are backed by the general characteristics of new immigrants.

**Hypotheses**

1. Immigrants who are aware of social agencies in their home countries tend to feel comfortable in using social service agencies in Toronto also.

2. When new immigrants make use of the network of available social services, they will use those which are closest to their own cultural and language orientation.

3. The new immigrant who has a professional background and/or English language skill uses social services more often than often.

4. Relative to immigrants from industrialized countries, immigrants from developing countries use social services less.

5. Dependent immigrants make use of social service agencies more often than the independent immigrants.

These hypotheses have been developed in relation to the two basic subsystems under study. The dependent variable is the new immigrant's use of the social agencies. The antecedent variables are derived from the characteristics of new immigrants.
CHAPTER II

HISTORY OF SOCIAL SERVICES TO
NEW IMMIGRANTS IN CANADA

While immigration is one of the oldest responsibilities of government in Canada, the provision of assistance to immigrants in dealing with the problems of settlement in a new land is a comparatively recent concern.1 In the era of almost unrestricted entry into Canada prior to 1914, such organized aid as was available to newcomers came from private sources — railway and land companies, the churches, ethnic groups, and the immediate community. Government played only an indirect role in immigrant settlement through its encouragement of and assistance to the major railway companies' colonization efforts.2 It was not until after World War II that immigrants could turn to the State for help in greater measure and scope.

Even from earlier days, the chief factors encouraging migration to Canada were war and persecution abroad and the desire on the part of immigrants for a higher standard of living — the lure of jobs and the land.

In addition, Canada has always lacked people; there have never been enough people to use Canadian products or to handle all the jobs that need to be done. Immigration has often been seen as an answer to this problem.3

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3Ibid., p. 28.
In the early days of settlement in Canada, immigrants arrived mainly from the United Kingdom, including Ireland. The settlers came with a pioneering spirit, prepared to find a sparsely inhabited and uncultivated land and they adapted quite readily to the farm economy. On the part of the receiving country, the prime concern was to get more immigrants and immigrants who were potential agricultural producers.¹

The British dominated the immigration flow into Canada until the end of the Second World War. Since the war there has been an upsurge in the numbers immigrating from non-English-speaking countries. Most of them are settling down in the industrial centers, in contrast to the pre-war immigrants who went to Canada's frontier — to farm, to mine, to lay railroad tracks.²

In the earlier days, the only services to immigrants related to the welfare of passengers on board ship. The rapid increase of passengers and the cupidity of shipmasters produced bad conditions which, with the spread of humanitarian views, led to the Passenger Act in 1802.³

This Act limited the number of passengers to one for every two tons of the ship's register and it called for a surgeon on each ship and sufficient provisions for all passengers, such as a minimum of fifty gallons of pure water and fifty pounds of bread, biscuits, oatmeal or breadstuff for each passenger. There were complaints that many an immigrant had been left at Quebec when he had contracted for a passage to Montreal, and this led to the inclusion of a twenty-pound penalty against shipmasters who landed

¹Canada, Department of Citizenship and Immigration, Canadian Immigration (Ottawa: Queen's Printer, 1957).


³Ibid., p. 91.
passengers without their consent at any place other than that originally arranged.

In 1833, Parliament appointed a Board of Commissioners with headquarters at London and emigration agents stationed at the principal ports in the United Kingdom and Canada. In the United Kingdom they were to attend to the selection and embarkation of emigrants, see that shipping regulations were enforced, keep in touch with parish and other local authorities, and report to the Board in London. They were to keep registers of arriving immigrants; also plans of townships, crown lands and new settlements, with a description of the soil and all information that could guide the immigrant on landing and enable him to make his selection. They were to receive and register applications by Canadian employers for laborers, mechanics and servants and to receive money from persons in the colonies wishing to bring out their friends, and to give the necessary orders to the immigration agents at home for that purpose. They were to assist in forwarding immigrants to the lands and to keep up links of communication with each other, as well as with the Mother country, so that at all times the most ample information might be available of the progress of settlements and of the demand for labor in particular districts and at public works. Abstracts of this information were to be transmitted monthly to the agents in Quebec and half-yearly to the Board in London, and printed copies were to be sent to the district agents in the United Kingdom.¹

A few years later, as settlements were formed, superintendents were appointed for each province under whose directions and responsibility settlements of new immigrants took place.

Before the establishment in 1831 of the quarantine station

¹Ibid., p. 248.
at Grosse Isle, ships usually proceeded directly to Quebec where they were visited by a surgeon to see that there was no fever on board. The health inspection was less rigid than that of later years, with one narrative stating: "The medical examination consisted of 'What's your name? Are you well? Hold out your tongue. All right.' It was all said in one breath and lasted one or two seconds."¹

Until 1823, the Roman Catholic organizations took care of most immigrants arriving at Quebec in distress, but in that year, and subsequently, the great increase of the sick and the destitute necessitated government provision for special hospital accommodation and more adequate care of the needy.²

At one time a head tax was levied on the immigrants to provide funds to take care of those who arrived destitute, for the expense had become an intolerable burden upon the benevolence of individuals and municipalities. In 1832, the tax at Quebec amounted to 5s for adults, half that amount for children from seven to fourteen years of age, and one-third for those under seven years. One-fourth of this money was placed at the disposal of an Emigrant Society and was applied by it for the relief of immigrants possessing large families or who did not have the means to provide for themselves on landing. The remainder of the tax supported an Emigrant Hospital, "where all emigrants are admitted free of expense and receive every medical advice and assistance they required."³

In 1834, a new English Poor Law Commission was appointed and gave authority to parishes to aid new immigrants in their settlement.

²Ibid., p. 146.
³Ibid., p. 149.
When the Canadian Provinces became self-governing in 1848, they assumed control of all legislation and administration relating to immigration. This control devolved upon the federal government when the confederation was created in 1867.

Immigration was placed under the Department of Agriculture. Legislation adopted two years after the confederation (1869) referred to the following points:

- an agreed federal-provincial division of responsibilities;
- establishment of immigration agents in Canada, Britain, and elsewhere;
- quarantine stations;
- the responsibilities of transportation companies carrying immigrants;
- immigrants' welfare from their port of arrival to their destination; and
- a head tax on immigrants to cover indigent immigrants' expenses and to prevent them from becoming public charges.¹

During the early stages of the immigrant settlement activities, most of the charitable organizations in England set up offices in Canada to aid the new immigrants and appealed to the generosity of wealthy people for money to send poor people to Canada as immigrants. Some were London charitable societies — the East End Emigration Fund, the Self-Help Emigration Society, the Salvation Army, the Central Emigration Board, etc.

Most of these groups managed to send immigrants to Canada without much inspection by the immigration officials of the Canadian Government. The Assistant Superintendent of Immigration made a suggestion to the government about this:

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It will be an unfortunate condition of affairs if different voluntary organizations are permitted, unrestricted and unrestrained, to pour upon the shores of Canada, large numbers of persons, few of whom are at all fitted for our conditions, and most of whom are morally and physically quite unfitted. It might be permissible to insist that such organizations in England must have a complement organization in Canada and be able to show to the satisfaction of the Department their ability to absorb and employ such emigrants as they send.  

Immigrant aid societies were organized in Canada in 1872 for the purpose of facilitating the immigration from Britain of agricultural laborers and female domestics, who were in demand in Canada. One of the first was set up in Ottawa, The Ottawa Valley Immigration Society (1872). It accepted from its members orders for labor accompanied by the necessary passage money and, under arrangement with the Minister of Agriculture and Immigration, forwarded these through local immigration officers to the agents of the Department abroad who were authorized to select types suitable for the positions offered and to forward their choices to their employers. The Federal Government and its Department of Immigration encouraged the creation of similar organizations throughout Canada. To protect the individuals who set them up, the government conferred upon them the status of legal corporations, with powers to borrow and lend money for purposes relating to immigration.  

Canada was the chief country of destination of orphans and poor children sponsored by several charitable organizations in England. The group of children included "poor-law children," children who had been

1Bruce Walker, Aims and Methods of Charitable Organizations Promoting Emigration to Canada from the British Isles. A Report published by the Authority of the Minister of the Interior, Ottawa, Canada, 1868 (Ontario Archives), p. 10.

committed to industrial schools for offenses, as well as underprivileged children whose home circumstances were unsatisfactory for one cause or another. The great majority of the children came from poor homes and from orphanages in which they had been inmates for several years before they were recommended for emigration.

In Canada the children were sent to distributing homes, from which they went to farms and other private homes. The first such agency in Canada was set up in 1868 with the establishment of the Marchmont Home in Belleville. Canadian headquarters were created by the Church of England in Niagara-on-the-Lake and Sherbrooke. Most of the later homes, too, were set up in Ontario and Quebec, except one each in Winnipeg, Nova Scotia, and New Brunswick. As a result, the figures show that Ontario and Quebec were the chief distributing centers for the children who were officially recorded as having been placed after 1868.

Philanthropic people who did rescue work in England and Scotland on a large scale and established distributing homes in Canada account for the National Children's Home and Orphanage at Hamilton, established in 1874, the Boys Home on George Street in Toronto (1884), the Fairknowe Home in Brockville (1890), the Salvation Army Children's Home (1905), St. George Home in Ottawa (1880), Canadian Headquarters of the Catholic Emigration Association and Amalgamated societies, and the Jewish Orphanage (1920).  

Immigrant children, bound for Canada from British institutions, crossed the Atlantic in parties under the care of persons appointed by

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the emigration agency. On arrival at the port, they were subjected to
the same system of inspection as other immigrants; those accepted were
passed on to the hostel or distributing center in Canada, provided by
the British agency, or were immediately taken in charge by foster parents.
Those rejected were deported and returned to the Home in Great Britain.¹

All child immigration into Canada was conducted under the super-
vision of the Superintendent of Child and Juvenile Immigration, an officer
of the Federal Department of Immigration who was supplied with a list of
all children received by immigration agencies. He was also notified of
the placement and replacement of each child. It was his duty to provide
for the visitation of each child as often as was required to secure his
welfare and the inspectors could remove the child from a foster home or
a position which they considered unsatisfactory.

Before Confederation (1867), each provincial government had an
independent agency to solicit immigrants from abroad. At confederation,
arrangements were entered into by the four provinces of Ontario, Quebec,
New Brunswick and Nova Scotia, and the Dominion Government. The manage-
ment of the Department of Immigration was centralized in the Federal
Ministry of Agriculture, but it was the duty of the provinces to make
provision for the care of the immigrants, both adults and children, after
their arrival in Canada.²

The Province of Ontario, in the early years after Confederation,
took advantage of this arrangement to develop a vigorous immigration pro-
gram. Its agents, who met the ships arriving in Quebec and travelled

¹Richard Splane, op. cit., p. 218.

²Canada. First Report of the Select Committee of the Parliament
of the Dominion of Canada on Immigration and Colonization, The House of
Commons, June, 1875, p. 14. (Ontario Government Archives.)
with groups of immigrants to Ontario, provided various forms of help, offering, on some occasions, free meals during the journey. For a few years in the mid-1870's, the Province provided a bonus of six dollars for each immigrant child to their parents, but this was discontinued after 1878. From then on, the Province seemed prepared to have the Dominion Government assume the major responsibility for the immigration.¹

Soon after Confederation, the Canadian Government circulated information material to prospective immigrants about the availability of services in Canada. One of the settlers' guides stated:

On the settler's arrival at the port of debarkation, he should be on his guard against sharpers and swindlers, who are constantly on the lookout and are ever ready to offer their advice and assistance. Let no settler make any acquaintance with persons who have not been recommended to him by friends. All advice and information required should be obtained directly from the Emigration Agent at the Port.

The immigrants will find themselves accosted by runners for different hotels and public houses, offering cheap refreshments; they will do well not to accompany these persons, as everything requisite will be found provided for them in the Immigration Depot, at the lowest charges.²

During the latter part of the 19th century, Immigration agents attended the arrival of every steamer at the Canadian Port and were instructed to give all necessary information and assistance to new arrivals. The summer port of landing for all immigrants was Quebec and the winter ports were Halifax and St. John. At these places, comfortable buildings were maintained in which the immigrants spent the waiting time between landing from the ship and starting the railway trip to their place of destination. The women and children had their own quarters in these ports

¹Ibid., p. 418.

and a matron and assistants were assigned to aid them. If there was sickness, medical aid and comforts were at hand, and if a contagious disease developed, the patient was promptly isolated and attended to. Within Canada, when fifty or more immigrants travelled on one train, an immigration officer accompanied them on the railway journey to attend to their wants and to protect them against imposition. In the train, facilities were provided for cooking, eating, sleeping, and spending the day in comparative comfort. Comfortable accommodations were maintained at all distributing points for the free temporary use of immigrants on their first arrival and for a limited period afterwards, while they were looking for land and deciding where to settle.\(^1\) As James Woodsworth noted in 1906, "... in earlier periods of settlements, Canada gave no cold and niggardly reception to desirable settlers who sought her shores in response to her invitation."\(^2\)

A summary picture in an 1880 article by L. M. Fortier, Chief Clerk of the Federal Immigration Department, shows the attitude of the Government officials:

It is hard to sever the "tie that binds," to give up the old home occupied by the family, perhaps for generations — the old neighbors, friends and interests. The process of uprooting and transplanting is a painful one, but it is undergone by many a family to the great betterment of their prospects in life; and when the momentous decision has at last been bravely reached, the Canadian Agent again steps in and renders assistance in the way of advice on transportation matters, "what to take," etc., besides offering various little attentions which, as a rule, are gratefully received at such a time. At the port of embarkation, the immigrants are met and seen safely on board ship with their belongings, sometimes they are accompanied across the ocean, and on reaching port in Canada,

\(^1\)James Woodsworth, Strangers Within Our Gates (Toronto, Canada: The Missionary Society of the Methodist Church, 1906), p. 95.

\(^2\)Ibid., p. 35.
they are always welcomed by government officials who direct them and see to their comfort in every possible way.1

By the construction of the Canadian Pacific Railway (C.P.R.), and later the Canadian National Railway (C.N.R.), the great West was opened up to immigrants. The Canadian Government offered bonuses to the railways for every immigrant secured and the stream of immigration increased, reaching its highest point in 1913. From 1900 to 1920 there were well over three and one-quarter million immigrants from 25 countries.2

Under the auspices of the railway, they were met by their representatives at the ports of Halifax, Saint John, Quebec and Montreal, and through their colonization departments and the provincial governments, arrangements were made for the location of settlers in definite positions on farms. The colonization service of the railways was prepared to advise as to location, etc., and if a settler was in a position to buy land, the railways' land departments had land to sell at reasonable rates.

In November, 1925, an agreement was made between the Department of Immigration and Colonization of the Federal Government and the two railway systems, its purpose being to encourage the movement into Canada of men and women of the agricultural and domestic classes of certain European countries.

Immigrants continued to be victimized after landing, so the Immigration Law of 1910 authorized the Superintendent of Immigration to issue to agents of transportation companies, hotels and boarding houses a

1Quoted in Woodsworth, op. cit., p. 33.

2Kate A. Foster, Our Canadian Mosaic (Toronto: YMCA, 1926).
license authorizing them to exercise the vocation of immigrant runner, that is, of soliciting the patronage of immigrants for their respective companies, hotels or boarding houses, or of booking passengers.

Every innkeeper or boarding house keeper who receives into his house as a boarder or lodger any immigrant within three months after his arrival in Canada shall cause to be kept conspicuously posted in the public rooms and passages of his house and printed upon his business cards, a list of the prices which will be charged to immigrants per day and per week for board or lodging, or both, and also the prices for separate meals.¹

During the latter part of the 1800's and the early part of the 1900's, the offices of the employment service of Canada found in all major cities gave information free to all applicants seeking work, either as farm hands or as household workers, or in any capacity. This service was a cooperative enterprise of the Federal and Provincial Governments. Moreover, the Federal Government maintained a land-settlement branch to give the prospective settler reliable advice and directions as to the best districts for settlement, proper prices for land and equipment, correct methods of farming and general assistance in overcoming the difficulties incidental to settling in a new country.

A women's branch of the Department of Immigration and Colonization was formed in 1919 to give women and children who were migrating alone to Canada necessary advice, care and protection.² In England, Canadian women officers were employed at the principal immigration offices to interview potential women immigrants and to provide information and advice about settlement in Canada. In order to attract the right type of housekeeper to Canada, the women officers lectured in various centers on opportunities


²Foster, Our Canadian Mosaic, p. 75.
for women workers in Canada. All unaccompanied women from England who were coming to settle in Canada and were not joining husbands were required to have a sailing permit, they had to be interviewed in England by a Canadian immigration officer, and were asked to submit evidence that settlement arrangements in Canada were satisfactory. The women officers attended all embarkations at Glasgow, Liverpool, Southampton and Belfast and conferred with the steamship conductresses regarding women who might need special attention on the voyage.

In Canada, at Quebec, Halifax, and St. John, a woman officer met every ship and received from the ship conductresses the list of unaccompanied women on board. Then they made arrangements with the railroad officials for accommodation of special parties of women on the trains.

Prior to 1914, there was very little screening of immigrants except at the port of entry. For the Canadian Government, it was cheaper, administratively, to allow people to come at their own risk and be accepted or rejected at the borders than to set up offices overseas for selection. The shipping companies took a chance that they might have to pay return transportation for rejected immigrants.

In 1927, immigration was limited by law. The Immigration Act of 1927 and an Order in Council of August, 1930 prohibited entry of all persons who were not farmers, unless they came from the United Kingdom or the United States of America, or were wives or unmarried children under the age of 18 of Canadian residents. In all cases, the prospective resident was required to show that he had sufficient means to maintain himself and was not likely to become a public charge.

During the depression years, immigration was discouraged and persons becoming indigent were deported. Many immigrants requested this
deportation since it was the only way they could afford to go back to their own country.

During World War II, the admission of increased numbers of displaced persons and orphans from various countries was authorized. As to indigent displaced persons' medical expenses, cost-sharing agreements were made with the Provinces. Immediately after the war, there was a shortage of shipping space and of housing for immigrants and the Federal Government began entering into agreements to purchase both air and ocean transportation and to provide for hostel accommodations, especially for British immigrants.

In 1952, a new Immigration Act was passed and at the same time, a Department of Citizenship and Immigration was created, taking over the Immigration Branch from the Department of Mines and Resources where it had been located for some time.

The Immigration Branch, under the new department, became responsible for, among other things, screening prospective immigrants to assess their conformity to regulations regarding their health, skills and general suitability, and regarding security. The Citizenship Branch of the department was concerned with immigrants as they approached citizenship status, and also acted in an advisory capacity to the department concerning services that aided the absorption of immigrants into Canadian life.

In 1966, with the reorganization of departments, the citizenship branch and its responsibilities for immigrants became part of the Department of the Secretary of State. The Immigration Branch became an integral part of the new Department of Manpower and Immigration. Under this

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reorganization, the settlement service division of the Department of Manpower and Immigration became responsible for the initial needs of the newcomer. Since the 1960's, the Federal Government provides to new immigrants reception facilities at the port of entry, emergency transportation services, emergency medical and hospital services, welfare assistance, family allowance, and language and orientation courses.

Certain functions are retained by the provinces and municipalities. A systematic description of present services — those offered by federal, provincial and municipal agencies and also those offered by voluntary agencies — will be found in another chapter.
CHAPTER III
IMMIGRANTS' INTEGRATION PROCESS
REVIEW OF THE LITERATURE

There would appear to be very little literature pertaining
directly to the topic of this study, that is, the new immigrant's use
of social service agencies. What is helpful directly in approaching
this subject is reviewed here.

To date, the study of migration has not been an object of con-
cern for the leading sociological theorists, nor has the enormous mass
of findings produced by researchers in the field been incorporated into
the evolving body of general theory. As a consequence, our current
knowledge about migration and phenomena concomitant with migration tends
to be fragmentary, non-cumulative, and non-sociological. For those of us
engaged in migration research, the exigencies for general theory in the
study of migration are obvious.¹

Contemporary sociological theorists such as Talcott Parsons,
Robert Merton, Robin M. Williams, George Homans, and Howard Becker, for
whatever reasons, do not address themselves to the problem, except in
a passing manner.

Eisenstadt's study of the absorption of Jewish immigrants into
the State of Israel² comes close to being couched within a framework of,

¹J. J. Mangalam and Harry Schwarzweiler, "General Theory in the
Study of Migration," International Migration Review, Vol. 3, No. 1 (Fall,
1968), 17.

²S. N. Eisenstadt, The Absorption of Immigrants (Glencoe, Illinois:
what I would call, a general theory of migration. Eisenstadt focuses on "the immigrants' basic motivations and role-expectations, as developed throughout the migratory process, and the various demands made upon and facilities offered to them in the country of absorption."¹

F. E. Jones, in a constructively critical review of Eisenstadt's study, points out the sociopsychological nature of that approach and, in turn, suggests two related sociological approaches for the study of the migrants' adjustment.² One suggestion is to treat adjustment within the context of socialization; the other is to study the significance of new members to a social system with emphasis on the relation of the system's functional requirements to its methods of dealing with new members.

The Concept of Desocialization vs Resocialization

According to Eisenstadt,

Immigration is one of the most obvious instances of complex disorganizations of the individual's role system and some disturbance of social identity and self-image is to be expected. In this sense, migration has a desocializing effect.³

On the other hand, Bar-Yosef argues that

If immigration is perceived as a process of desocialization, then adaptation may be seen as a process of resocialization. Desocialization tendencies are slowly eliminated while resocialization forces expand. An effort is made to reestablish the role-set, to rebuild the connections between self-image and the role-image, and to achieve a real and acceptable social status. Adaptation is not a well-ordered temporal sequence of phases of adjustment, but a fluid exchange between immigrant and society. Inputs are determined by the social situation, and also by the changing

¹Ibid., p. 10.


³Eisenstadt, The Absorption of Immigrants, p. 56.
ability of the immigrant to accept change.\(^1\)

He suggests the receiving countries should provide a warm reception and immediate access to social networks, combatting the isolation and loneliness, which engender psychological disturbances. Suitable means of communication should be fostered, including newsletters in the migrant's native language. In this connection, particularly instructive are the reports on the social absorption of immigrants in Israel.\(^2\) Oscar Handlin describes the experiences of immigrants who came to the United States as follows:

They lived in crisis because they were uprooted. In transportion, while the old roots were sundered, before the new were established, the immigrants lived in an extreme situation. The shock and the effects of the shock persisted for many years; and their influence reached down to generations which they themselves never paid the cost of crossing.\(^3\)

The predicament of the immigrants in Toronto could result in two possible reactions: (1) apathy, or (2) alienation towards the new society in which they live. Here is a description of a retreatist response:

One prominent type of apathy is the loss of involvement in a previously sought cultural goal, such as occurs when continued striving results in persistent and seemingly unavoidable frustration. The loss of central life goals leaves the individual in a social vacuum, without focal direction or meaning. But another crucial kind of apathy seems to emerge from conditions of great normative complexity and/or rapid social change, when individuals are pushed this way and that by numerous conflicting norms and goals, until the person is literally disorientated and demoralised, unable to secure a firm commitment to a set of norms that he can feel as self-consistent.\(^4\)

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Many immigrants may experience the alienated state of mind, referred to by Merton as "anomie." With this word, he implies a way of life characterized by a lack of certainty about norms and values, a feeling about the rules which formerly guided conduct have lost their force, savour, and legitimacy; and a lack of a social order in which people feel they can put their trust.

As the decision to emigrate is usually based upon a wish for betterment, it is not surprising to find that achievement and success assume priority value among newcomers. After the first few weeks of the honeymoon are over, the newcomers have to reconcile their expectations with the often harsh reality that surrounds them. This coincides with the period when depression arising from the loss of relatives, friends and country catches up with them.

Triseliotis argues that "because of the separation involved, immigration has many similarities with death." Cheetham, another British social work academician, supports this view.

The loss experienced by immigrants bears many similarities to that of the bereaved, and in the period of crisis after their arrival, or when they are worried about absent relatives, immigrants may need intensive, although usually short-term, help.

Integration, the Basic Immigrant Need

One of the reports of the Ontario Economic Council, Immigrant Integration, states the government's expectation towards new immigrants as follows:

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1 Ibid.


Canadian-born citizens from infancy take twenty years or more to become oriented, even with the help of the educational system, their families and Canadian associates. Adult immigrants are expected to gain much of the same knowledge of the society in a year or two, without help, often without the common language, apparently by osmosis.¹

Weinberg has observed a remarkable similarity between the needs of the new immigrant and those of the newborn human being: the need for belonging, the need to be loved, understood and supported, but not to be dominated, pampered or spoiled. These needs are similar to those enabling the child to develop into a sound, mature person, satisfactorily integrated with his family, community and society. Capably functioning social services will assist the new immigrant to become a well adjusted and physically healthy citizen, satisfying and productively adapted to his new environment.²

According to Triseliotis,

Even under ideal conditions, newcomers in any area take some time before they feel emotionally ready to seek relationships outside their own group and to participate in the life of the local community. No doubt this process can be accelerated if appropriate programmes are set up in an atmosphere of acceptance and toleration. Original cultural traditions and values become most important to people, like immigrants, who feel less secure and, frequently, rejected.³

When urban change has been brought about by the influx of newcomers, the latter's needs will be different from those of the nation's residents. Edith Ferguson found that as she worked with the Italians and Portuguese immigrants of Toronto their most pressing social need was for someone or some social agency to interpret and to help in completing application forms, ⁴

²Weinberg, Migration and Belonging.
government documents and general information and referral sources. The immigrant has basically the same needs as those of other people, but because he finds himself in a new country with new customs, his needs may be intensified, and their satisfaction may be more difficult.¹ His family ties may be broken, he may change his occupation and, as a result, suffer from insecurity and an inability to establish a new identity and status for himself and his family.

Upon arrival in Canada, the immigrant faces the task of integration into a new culture. Although "mobility of any kind, whether it be from class to class or country to country, is associated with psychological stresses and strains."² These problems have become magnified with the complexity of modern social organization. The modern immigrant must accept the established social framework. He no longer has the freedom of the colonists to transport his own ways.³

The first problem the immigrant must deal with is adjusting the illusion he held about his new country to what the realities are.⁴ From this point, he must cope with the immediate practical problems of housing, education, employment and the task of learning the language. Along with these practical problems, the immigrant must be psychologically comfortable with the blending of the culture of his homeland and Canadian culture.

"Harmony between the personality and the environment is attained only if

¹ Edith Ferguson, Newcomers in Transition (Toronto: International Institute, 1964).
³ Ibid., p. 52.
the culture that the immigrant brings with him is modified to fit the socio-cultural requirements of Canadian life.¹

According to Schlesinger,

Those who come to Toronto from industrialized, urban areas with high standards of education and some knowledge of the English language experience less "culture shock" and adapt more readily. Those who come from rural areas and from markedly different socio-cultural backgrounds, who have little education and no facility with the English language, have more difficulty in making the cultural transition and are more likely to need help from community agencies.²

The study conducted by the International Institute of Metropolitan Toronto³ showed that services requested by immigrants were primarily related to employment and language problems. They had difficulty in finding jobs, in communicating with employers and in finding their way around the city; and their inability to communicate in English resulted in their lack of information about community services and their failure to use them.

Grygier and Spencer's study⁴ proved that services which have been designed and staffed for Canadians are inadequate to meet the needs of newcomers and personnel have lacked knowledge of the culture of newcomers. The 200 families studied had problems in employment, finances, health, housing, education and family life and yet failed to use the community services which could have given help in these areas. They turned to relatives, friends, the doctor or the priests in times of need.

¹Ibid.


³Ferguson, Newcomers in Transition, p. 53.

Albert Rose notes that,

Newcomers arrive with a different orientation to the prevailing notions of the respective responsibilities of voluntary and public services. Many do not speak, read or understand the language. Each ethnic group is in a different stage of development as far as its own internal or voluntary assumption of responsibility is concerned. The consequence is that we have witnessed the barriers to communication...we suspect that there are real barriers to the use of the social services by newcomers, but we do not really know what these barriers are or why they are barriers...1

Immigrants often express surprise at the number of voluntary organizations that exist in Canada and at the variety of their activities and services. Some immigrants ask, "Why aren't the services provided by the government as in European countries?" While most Canadians take for granted the great variety of organizations in our midst, newcomers may question their value.2

The concept of social services to new immigrants presents a different picture. Any social services that exist in the developing countries from which immigrants come are of a rudimentary kind. Social work, with few exceptions, is an unknown activity and the notion of a professional relationship is alien to their cultures. There is no welfare stereotype, either good or bad. There is no tradition of asking for or receiving help with personal or emotional problems from people outside the family and especially from public agencies. There is widespread ignorance about the purpose of the social services and of their complex organization.3


Elliott's study\(^1\) of social agencies in Toronto revealed that 80 per cent of all the personnel interviewed from these agencies at all levels believed that immigrants should learn the English language and the Canadian way of life quickly and efficiently so that they could make better use of the facilities offered by such agencies. The question in the minds of these administrators and staff members was, "Why can't immigrants learn to speak English?" What stands in their way, especially when there are programmes available to teach them? It is assumed that once he has learned to speak English, the immigrant will be on an equal footing with any other Canadian. The mere existence of services to new immigrants does not assure their use, nor their relevance, nor their accessibility. The test of relevance of services lies in the experienced and changing needs of the immigrants themselves. A study conducted by the Social Planning Council of Metropolitan Toronto made the following comments:

It is difficult, if not impossible, to assess needs of immigrants without reference to immigrant origins, linguistic and cultural context. Northwest European immigrants, for example, bring high levels of skill, and in the case of those from the British Isles, at least there is no language problem. South European immigrants, on the other hand, tend to be relatively low-skilled and usually bring with them a language handicap. It is evident that, considered as groups, they will start out in the community at different levels. In the latter group also, the practice of sponsoring relatives is very common compared to the former, indicating in part, differences in social orientation. When race is a factor, as in the case of West Indians or Chinese immigrants, rather different problems of integration are indicated. It is extremely likely that when services are so impersonal as to bear no relation to such differences, they contribute little, if anything, to the integration of immigrants.\(^2\)

Recently, sample surveys of immigrants have been used by the


Canadian and Israeli Immigration Ministries to study various aspects of immigration, including the circumstances and motives for migration, the experiences of immigrants in the receiving society, the factors associated with permanent settlement vs. return migration, together with reintegration into the country of origin.

In a longitudinal study of the economic and social adaptation of immigrants in Canada,¹ three cohorts of immigrants arriving in 1969, 1970, and 1971 were studied. Each immigrant selected for the study was requested to answer four mail questionnaires six months, one year, two years, and three years after arrival. At some thirty ports of entry, immigrants were selected every eighth day. Eligible respondents were those destined for the labor force.

Some of the findings of this survey are:

1) Nominated immigrants appear to have had considerably more difficulty in integrating themselves into the society than did independent immigrants.

2) Immigrants with professional qualifications experienced difficulties. After one year of their stay in Canada, 44 per cent of the professionals indicated that their qualifications were either not recognized, not accepted, or they were said to "lack Canadian experience."

3) It is surprising to find that immigrants whose mother tongue is not French or English had the greatest tendency to feel at home in Canada.

4) When they asked new immigrants whether they felt their social position in the community had changed as a consequence of immigration,

¹Three Years in Canada, a Report of the Longitudinal Survey on the economic and social adaptation of Immigrants, Information Canada, Ottawa, 1974.
31 per cent felt their position had risen, 20 per cent felt that it had fallen, and the rest felt that it had remained the same. The respondents who were not in their intended occupation (particularly those with University training) were most likely to feel that their social position had fallen. Such experiences were closely related to satisfaction with employment opportunities and with earnings. Dissatisfaction was most acute among those not in their intended occupation or who were unemployed.

5) There was considerable variation in the satisfaction with housing. Greater dissatisfaction with accommodations was felt by residents of Toronto and those of Maritime provinces.

6) After the first six months, an estimated 22 per cent of the sample had incomes below the poverty line, but the proportion fell to four per cent by the end of the third year. In the first six months, unemployment accounted for only 27 per cent of those in poverty, the remainder being accounted for by low wages.

7) In terms of residential mobility, the survey found the new immigrants twice as mobile as the average Canadian resident. The majority of these moves were local. Only a few immigrants (8 per cent) moved from one province to another. Most of them remained in the city or area of their intended destination. About 50 per cent of all immigrants originally intended to settle in Montreal, Toronto, or Vancouver and their mobility out of these areas was low. The inter-city and inter-provincial mobility of those who did not settle in one of these three largest metropolitan areas was somewhat greater.

8) From a point of view of community acceptance, only nine per cent felt that they were treated with indifference or not accepted at all in their respective neighborhoods. This proportion did not vary significantly in the various reports made over the three-year period. Only five
per cent of the respondents perceived their own immediate environment as consisting of people from their own country of origin. The remainder were divided between those who perceived their community as composed mainly of Canadians and those who were living in a cosmopolitan area with people from many different countries. At the end of two years, 31 per cent of the respondents were active members of voluntary associations and two-thirds of these belonged to a group in which Canadians constituted a majority. Only seven per cent belonged to an ethnic association.

All immigrants have acquired patterns of behavior, beliefs, values and expectations appropriate to their native land which may not be in harmony with a different society. It seems that the act of immigration breaks up the familiar home and interrupts family life as well as separating the immigrants from home surroundings. From the moment of leaving these surroundings, the immigrant becomes a foreigner, he ceases to belong; his customary behavior is no longer adequate to the social circumstances into which he ventures; although he develops new relationships and is forced to realize new meanings in life, he usually has to conform to the ways of the new society. He is surrounded by uncertainty for many months, and even years. The responses he has to make to challenges are not easy or automatic; he finds it hard to make decisions; he must always consciously weigh alternatives, constantly evaluate and reevaluate goals, realizing that every adjustment is temporary. The pressures of these uncertainties affect not only his actions at the time of immigration, but also his actions and the actions of his descendants for years to come. This is one of the themes of Oscar Handlin, when describing the experiences of immigrants who came to the United States, says:

They lived in crisis because they were uprooted. In transportation, while the old roots were sundered, before the new were established, the immigrants lived in an extreme
situation. The shock and the effect of the shock persisted for many years; and their influence reached down to generations which themselves never paid the cost of crossing.  

Some of the foregoing theories and hypotheses are obviously relevant to this study of new immigrants' use of social service agencies in Toronto. Additional hypotheses are derived from other introductory chapters.

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CHAPTER IV

SOCIAL SERVICES TO NEW IMMIGRANTS

- PRESENT SITUATION

In 1966 the Federal Government's White Paper on Canadian immigration policy recognized the important role that adjustment services perform in helping the immigrant to adapt quickly to the Canadian life. It acknowledged an underlying principle:

If immigration is in the national interest, then it is the responsibility of Canadian society to provide services to help new immigrants over some of the psychological, social and economic barriers to integration. Services to immigrants not only reflect concern for the welfare of those who join the Canadian community, but are also an essential aspect of policy to ensure that the immigration process efficiently serves the nation's social and economic interest.¹

Services currently available to new immigrants may be classified into two types:

(a) Services provided to prospective immigrants abroad, and

(b) Services provided to new immigrants at the port of entry and during the first few years of their stay in Canada.

Services Provided Overseas

Visa officers abroad offer prospective immigrants counseling and information regarding life in Canada and employment opportunities. These officers regularly receive information from Canada Manpower Centers about adjustment problems being experienced by recent immigrants. Ontario

and Quebec maintain offices abroad to encourage immigration (subject to federal government acceptance) and to disseminate information on particular aspects of living and working conditions in their provinces.

All independent immigrants intending to enter the labor force are required to be counselled in their local Canadian foreign visa office, once they have demonstrated their ability to comply with the selection criteria. Other immigrants (that is, dependent immigrants) may receive such counselling at their request, or at the discretion of the selection officer.

The subjects covered during counselling depend upon what the individual needs. They may include housing, education, employment, social benefits, hospital insurance and medical care, language training, importation of the settler's effects, cost of living, credit buying, destination in Canada, transportation to Canada, licensing for professions and skilled trades, labor unions, zoning laws, facilities offered by Canada Manpower Centers, bringing to Canada needed personal documents, avoidance of unscrupulous travel, insurance, and real estate agents, bilingualism, driving licenses, business licenses, insurance, adapting electrical appliances, recreation and entertainment.

Group counselling has been used successfully at some visa offices, principally those that have fairly large movements of relatively unsophisticated immigrants in a comparatively narrow range of occupations. At such offices, group counselling has significantly reduced the time required for individual interviews and has proved particularly effective when discouragement is required. Counselling by means of audio-visual presentations has proved useful in providing background information about Canada, and about certain occupations, in advance of the applicant's personal interview.
Canada, like most countries that encourage immigration, has for a long time lent money to immigrants who need help to defray their transportation costs. Only independent immigrants are eligible. Those who qualify for this assisted-passage loan scheme are:

- Applicants who, in the rating by the visa officer, received at least 12 units of assessment under the occupational demand factor.

- Immigrants recruited on the basis of clearance orders from Canada Manpower Centers, which show that a job is assured them or that their skill is needed.

- Immigrants selected for participation in a scheme in which a provincial government undertakes to share transportation costs if the immigrants go to, and remain in, certain employment for a minimum period. (Only Manitoba has such an agreement with the federal government at present; no immigrants have been accepted under it recently.)

- Immigrants selected following recruitment by a provincial government department or agency acting on behalf of Canadian employers, provided advance notice of the recruitment program has been given to the federal department of Manpower and Immigration.

- Refugees.

Eligibility and need for an assisted-passage loan are determined during the selection interview. If the selection officer is satisfied that the applicant is eligible, cannot pay his passage to Canada without assistance, and is willing and able to repay the loan after he becomes established in Canada, he may authorize a loan not exceeding $1,500 to cover the transportation costs of the applicant, his wife and any children under age 18.1

Services Provided to New Immigrants Within Canada

A number of services are available to immigrants upon their

arrival at a Canadian port of entry. These include a "Welcome Kit" prepared by the Department of Manpower and Immigration, containing information about social services, information about employment and training, and assistance as to transportation to the final destinations. Counselling and interpreter services are provided in major arrival centers by federal and provincial officials and representatives of voluntary agencies.

Federal Government

In addition to the services provided at the port of entry by the federal government, mentioned in the previous paragraph, the federal government provides medical aid to immigrants who become ill after admission and before they reach their final destination or are settled in employment. It provides them with hospital, medical and dental care through the Department of Health and Welfare, paid for by the Department of Manpower and Immigration. This service is available only to independent immigrants.

The government offers financial assistance (to independent immigrants) and employment services (to all immigrants). These services are also provided by the provincial governments. (See the next section.) As soon as any family (independent or dependent) arrives in Canada, their children, under age 18, receive children's allowances (now $22.50 a month per child) from the federal government.

Where independent immigrants do not have adequate funds to cover such necessities as food, clothing and shelter, these are provided at the Canada Manpower Centers by the settlement division of the Department of Manpower and Immigration. The amount of financial assistance of this sort usually corresponds to local welfare levels and is allocated according to need.

All immigrants are entitled to the full range of programs and
services provided by Canada Manpower Centers. At centers in major cities, such as Montreal, Toronto, Vancouver, Winnipeg, and Calgary, special immigration reception facilities have been established, either by the federal government alone or in cooperation with provincial and voluntary agencies. These facilities, staffed by multilingual counsellors, provide immigrants with information of all sorts about entering the Canadian labor force: working and living conditions, wage rates, qualifications for skilled jobs, union membership, local transportation, language training, etc. The counsellors also help to find accommodations and schools and advise on the availability of provincial and voluntary services.

Should an independent or dependent immigrant who has been in Canada for a minimum of one year need upgrading or new skills in order to compete in the labor market, he or she qualifies for occupational training and allowances under the Canada Manpower Training Program. The Department of Manpower and Immigration pays one hundred per cent of the cost of training and allowances.

Under the same program, the department may purchase specialized technical or occupational courses for immigrants who require such help to pass qualifying examinations and/or practice their trades or professions.

Immigrants whose lack of English or French is a barrier to successful placement in employment are eligible under the Canada Manpower Training Program for full-time language training and also allowances, subject to the following criteria:

- If an immigrant can be placed in his own occupation (even if not at the working level of income he received in his own country), he is so placed and can take any desired language training on a part-time basis.

- If an immigrant cannot be placed in his own occupation because of low demand for that occupation, but can be placed in a related occupation which is appropriate to his education, training, and experience, he is placed in employment
and can take language training on a part-time basis.

- If an immigrant cannot be placed in his own related occupation because of a language deficiency and any other placement would create a hardship or adversely affect his social attitude and assimilation, he is referred to full-time language training.

- Prior to referral to training, the Manpower Counsellor must satisfy himself that language deficiency is really the cause of inability to obtain employment. In many cases, this may involve contacting prospective employers.

- Immigrant workers are tested before language training begins, to ensure instruction at the appropriate level; and training continues only until they can be satisfactorily placed in employment.¹

With the introduction of the Local Initiatives Program, the federal department of manpower and immigration has become much more involved in immigrant settlement by providing funds for several experimental projects in the Metropolitan Toronto Area. These have included efforts to establish community-based information and referral services, to establish a pool of interpreters, and to assist in community development projects. The importance of this cannot be overestimated. The government also has provided community groups with funds to initiate their own services and has allowed agencies to extend their present service patterns to include supportive services for immigrants.

Provincial Government (Ontario)

For many years the provinces took little interest in immigrants except to recruit prospective immigrants in foreign countries, and to provide language classes after arrival. During the past few years, however, Ontario and Quebec, which receive the majority of the newcomers,...

¹This information, relating to language training, is from: Canada: Placement, Settlement and Adjustment of Immigrants, a Paper prepared for the Canada Immigration and Population Study Committee (Ottawa: Department of Manpower and Immigration, 1974).
have developed active citizenship programs.

Ontario's program is conducted by a section of the Ministry of Culture and Recreation known as the Citizenship Branch. The branch has carried out research and experimental programs in the teaching of English as a second language and has prepared textbooks in this subject that are used widely across Canada. Summer school training courses are held for teachers of English as a second language. Some of these are now conducted by local boards of education.

A unique venture is the branch's program of morning classes for immigrant mothers of pre-school children, which combines the learning of English with general orientation. Child care is provided while mothers are at classes. Much of the work is performed by volunteers, but the provincial government pays the supervisory personnel. This program arose out of an experiment conducted by a local citizens' committee interested in immigrants.

In 1970, Ontario's Citizenship Branch greatly extended its program. It now provides a multilingual reception service at the Toronto International Airport. It also arranges to have immigrants destined for Ontario, but arriving at Montreal or Vancouver, provided there with relevant information about Ontario. General orientation courses to give very new arrivals information about Canada are conducted in a variety of languages, mainly Italian, Portuguese, Greek, Chinese, Korean and English. One goes to a class once a week for ten weeks. A TV orientation program conducted in Italian, Portuguese and Greek was instituted in 1971. A handbook for immigrants is issued in nine different languages, and a guide to community services has been prepared for people who work with immigrants.

The branch has several field officers in different areas of the
province to help newcomers and people who work with them; it supplies grants to a number of community agencies that offer services to immigrants.

The Ontario government, in 1973, established in Toronto a centralized newcomer reception center known as "Welcome House." It was established as a pilot project and is now a larger, permanent service. It makes counselling, referral, information distribution and interpreting services available to Toronto immigrants in a downtown location. In addition to its own staff of ten multilingual counsellors, it provides space for one federal Manpower Counsellor, and for two voluntary agencies providing services to newcomers. Classes in English as a second language operated by the Citizenship Branch of the Ontario government are held on a five-day basis at this center; there is free child care to mothers attending. The Industrial Training Branch of the Ministry of Colleges and Universities (formerly in the Ontario Department of Labor) has devised a number of programs to upgrade and retrain skilled immigrants to Ontario. They provide requalification courses for certified skilled workers.

The Ontario Ministry of Government Services provides free translation in more than fifty languages of education and skilled trade certificates, and the Ontario Ministry of Education provides free evaluation of educational documents for comparative Ontario standing.

**Municipal Government (Toronto)**

Participation by the Municipal Government either at the Borough or Metropolitan level has been limited to assistance to agencies providing services to immigrants. With the exception of the introduction of a multilingual information center at City Hall, the Municipal Government has not been involved in direct services related to immigrant settlement.
Voluntary Sector

There are a number of voluntary agencies in Canada which play a useful part in the reception and settlement services of new immigrants. This network can be divided into the following broad categories:

(1) A small number of agencies with a professional staff, established specifically to assist immigrants in the settlement process. These include the Jewish Immigrant Aid Services, Catholic Family Immigration Services, Italian Immigrant Service Center (C.O.S.T.I.), International Institute, and Nobility Counselling Services.

(2) Agencies that function at a neighborhood level. As immigrants have moved into the area, these agencies have adapted their services in order to provide services to these recent residents. Such agencies include St. Christopher House, University Settlement, Community Information Centers, and various branches of the YMCA and the YWCA.

(3) The work done by churches. The Inter-Faith Immigration Committee, which is supported by all major denominations, provides a reception service for all newcomers to metropolitan cities by assisting them to make contact with their local church and by referral to other services as needed. Individual churches and groups of churches have also been active within their neighborhoods regarding the problems of immigrants in the area.

(4) Immigrant organizations that are interested in immigrant settlement. Most immigrant associations are concerned principally with social and cultural events within their own community, rather than with the problems of immigrant settlement. But some of them have been extremely active in providing vitally needed assistance to their own groups upon arrival; they include the Ukrainian, Polish, Italian, Greek, East Indian, Portuguese and other communities.
(5) Labor unions. Efforts have been made by the Labor Council in Toronto to establish a committee of ethnic groups to investigate the particular needs of immigrant workers, such as adequate day-care facilities for the children of immigrant mothers who are working. A conference sponsored by the Labor Council in 1970 helped to stimulate the development of an Inter-Agency Council for Immigrants in Toronto.

(6) A number of voluntary organizations with a minor or occasional interest in immigrants (e.g., Canadian Service Clubs, Junior Leagues of Canada, National Council of Women) are also assisting new immigrants in their settlement.

According to Hawkins, the voluntary sector in immigration in Canada is in a very weak state due to years of inadequate funding, or no funding. The smaller immigrant and ad hoc groups which have been attempting to provide some services to immigrants are generally fragile in the extreme, with poor premises and weak management. Standards of performance in this field today are, on the whole, low.¹

¹Freda Hawkins, Immigrant Services and Programs, a Brief submitted to the Special Joint Committee of the Senate and the House of Commons, on Immigration Policy (Canadian Federal Parliament, 1976), p. 15.
CHAPTER V

METHODOLOGY

Focus of the Study

The main purpose of this study is to examine the new immigrant's use of social service agencies in Toronto.

Specific areas of the study include: (1) to analyze the characteristics and already identified needs of new immigrants, in this connection, describing the operations of existing public and private social service agencies that provide direct services to new immigrants; (2) to identify the newcomers' information seeking patterns during the pre-immigration phase; and (3) determining to what extent the way that new immigrants' use of social service agencies varies as between groups:

Independent immigrants vs. Dependent immigrants
Professionals vs. Non-professionals
English speaking vs. Non-English speaking
Immigrants from industrialized countries vs. Immigrants from developing countries

The Hypotheses

The hypotheses, which this study tests, have been derived from a review of the relevant literature in the field of immigration, the history of social services to new immigrants in Canada, the present structure of social services to immigrants in Canada, and are backed by the general characteristics of new immigrants. These hypotheses are:
(1) Immigrants who are aware of social agencies in their home countries tend to feel comfortable in using social service agencies in Toronto also.

(2) When new immigrants make use of the network of available social services, they will use those which are closest to their own cultural and language orientation.

(3) The new immigrant who has a professional background, and/or English language skill, uses social services more often than others.

(4) Relative to immigrants from industrialized countries, immigrants from developing countries use social services less.

(5) Dependent immigrants make use of social service agencies more often than the independent immigrants.

These hypotheses have been developed in relation to the two basic subsystems under study. The dependent variable is the new immigrants' use of social agencies, and the antecedent variables are derived from characteristics of immigrants.

PILOT STUDY

The main interviewing for this study was done in the summer of 1977, but the writer began in April, 1976 to explore and identify, in an informal way, the important aspects of services as seen by new immigrants in Toronto.

The first task was to identify all agencies serving immigrants in Toronto. This researcher's past experience in working with immigrants as a social worker in Toronto helped him to identify all the agencies working primarily with newcomers; the other agencies were located with the help of the Social Service Directory of Toronto.¹

¹This Directory is published annually by the Community Information Center of Metropolitan Toronto.
All of these agencies were approached either by telephone or in person for their cooperation and participation in the preliminary exploration. Informal conversations with agency directors and social workers provided an overall view of all the types of service available to newcomers.

Interviews were held at the agency with some of the new immigrants who were using the agency's services. Where newcomers could not communicate in English, the agency workers acted as interpreters.

A few interviews were held with non-users of agencies as their homes, with the help of volunteers who spoke their language. In a first effort to locate non-users, a request was made to Immigration Department officials who keep a list of the names and addresses of all new immigrants in Canada. Due to the government's strict privacy law, they refused to share the list of newcomers. Another source also refused to help, namely, the Inter-Faith Immigration Committee, supported by all religious denominations in Canada, which sends letters to all newcomers telling them that if they need any assistance, they can go to the local churches. Finally, an approach was made to various immigrant associations. They seemed to like the project and a number of them provided lists of newcomers who were in Canada less than two years, who, they believed, had never been to any social service agency in Canada. They even provided interpreters in order to facilitate interviews with non-English-speaking immigrants.

On the basis of this six weeks of exploratory interviews, an interview schedule was prepared, some open-ended and some close-ended, with about sixty questions, some specific and other general.

During July and August of 1976, this questionnaire was pre-tested with 18 immigrants who were using six agencies, three private and three
public, as well as six newcomers who were not using agency services, con-
tacted through the immigrant associations. The six agencies were:

1) Settlement Division, Department of Manpower and Immigration
   (Federal Government)

2) Welcome House, Ministry of Culture and Recreation
   (Provincial Government)

3) Information Centre, City of Toronto
   (Municipal)

4) Costi-Immigrant Service Center
   (A private non-sectarian agency)

5) Community Information Center
   (Private, non-sectarian)

6) Bloor-Bathurst Information Center
   (Private, non-sectarian)

Copies of the letters of agreement are attached as Appendix A.

The new immigrants interviewed were asked to assist in a study to
improve the services available to them in Toronto, by giving their opinions
on various questions. No identifying data were sought and confidentiality
was promised. In general, the newcomers appeared willing to give their
opinions and pleased to be considered helpful in a situation in which they
themselves need help.

An effort was made to ensure that these interviews would be as in-
formal as possible. They were loosely structured so that spontaneous
reactions could be elicited.

Following this preliminary investigation, which indicated that im-
migrants would voluntarily participate in a study to discover their use of
social agencies and which suggested some items to put into the question-
naire, the main body of the research investigation was designed.

Part of the summer was spent in public and private archives col-
lecting data pertaining to the historical background of social services
to new immigrants in Canada.
Population

The population to be studied is immigrants (defined as a person who has entered Canada since January 1st, 1975. The time of arrival is denoted mainly because the study is concerned primarily with new immigrants' use of social services, which are paramount during the immigrants' initial years in Canada). Refugee populations were purposely deleted from this study since they do receive special services from the social service agencies. For the purpose of the study, the population was divided into three categories:

1) Immigrants using (mainly) public social service agencies;
2) Immigrants using (mainly) private social service agencies;
3) Immigrants using neither type of agency.

Sample Selection

Agencies. Most of the field data for this study were collected from four social service agencies in Toronto. These agencies were established to assist exclusively new immigrants in their initial adjustment period. These agencies were: (1) Settlement Division, Department of Manpower and Immigration (Federal Government); (2) Welcome House, Ministry of Culture and Recreation (Ontario Government); (3) COSTI – Immigrant Service Center, and (4) Bloor-Bathurst Information Center, these being private, non-sectarian agencies.

Immigrants. (Category I) One hundred new immigrants were interviewed from the above mentioned two public social service agencies. All of these newcomers were using the agency for the first time. Two weeks were spent in each of these agencies interviewing the immigrants, after they were interviewed by the agency counselor.

(Category II) Here the one hundred immigrants were selected from the two private agencies and all other processing was the same as that of Category I.
(Category III) Seventy-five immigrants who came to Canada since January, 1975 and had never been to a social service agency were contacted at their residences. Ten immigrant associations in Toronto provided the names and addresses of new immigrants from their membership lists. In most of the cases, I took a volunteer belonging to the same nationality group as the immigrant for these interviews. The intent was to instill a sense of trust in the immigrant and to use the volunteer as an interpreter.

Sixty-four per cent of the sample were male and 36 per cent were female. More than 50 per cent were single; 36 per cent were married and another 10 per cent were in the widowed/divorced/separated category. Seventy-eight per cent of the total sample were below the age of 45 years. (Table V-1).

The sample represents new immigrants from 34 countries. Table V-2 shows the immigrants who came from developing and industrialized countries.

Data Collection

Since the interest was in studying subjective material and there was a limited amount of time to do it, the major method of data collection considered most appropriate for this purpose was the interview schedule with a number of open-ended questions, which helped the respondents to elaborate. According to Selltiz:

Open-ended questions are called for when the issue is complex, when the relevant dimensions are not known. Attempts at structure are made to ensure consistency within the group and to collect data of a similar nature which could be coded and tabulated without major difficulty. The purpose of providing the interview with structure is to ensure that all people interviewed respond to the questions the researcher wishes to have answered.¹

The open-ended questionnaire was administered personally in all 275 interviews with the new immigrants. In the interview situation, the

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<td>Female</td>
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<td>Philippines</td>
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<td>South Korea</td>
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<td>Zambia</td>
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**TOTAL**: 145 130
questions were followed by probes which provided a much better indication of whether the respondent had any information about the issue, whether he had a clearly formulated opinion about it, and how strongly he felt about it.

Selltiz et al. have cautioned that the questionnaire is of limited value where the problem of language exists.\(^1\) It was recognized as fact that some of the new immigrants had only limited use of the English language. However, although they have difficulty in reading and writing, many of them understood English well enough to answer the interviewer's questions, which were stated simply and repeated, if necessary. Then, too, as the writer was interested in more than just factual information from the respondents, it was felt that the interview schedule gave more flexibility in this regard. In cases where newcomers could not communicate even a little in English, the help of the interpreters was employed.

**Instrument Construction**

In developing the interview schedule as an instrument for data collection, an effort was made to keep the wording and ideas as simple and concrete as possible. Where this was not possible and a concept needed to be expressed, the wording was often taken from statements clients had made during the pilot interviews. Thus, items used in the interview schedule were based on responses derived from the pilot interviews, personal experience in working with immigrants, and general suggestions from the literature.

The coding, tabulation and other statistical work was done manually. Extensive notes were made on interview schedules soon after each interview.

**Other Sources**

Some material for this study was collected by documentary analysis

\(^1\)Ibid., p. 52.
of agency records (such as minutes of the meeting, the agency records of cases that agency staff consider to be problem cases) and from different government policy statements regarding services to new immigrants.

It was necessary to supplement the historical review of issues leading to policy decisions by documentary analysis (proceedings of public meetings, newspaper articles, etc.) and interviews with other carefully selected people who were knowledgeable about immigrants and interested in their welfare, such as immigrant leaders and spokesmen and social workers and administrators of general social service agencies.

DEFINITION OF MAJOR TERMS

Immigrant

In his essay, "Theory of Migration," Dr. Everett Lee observes that prospective immigrants tend to assess the areas in which they live against the areas to which they might emigrate for positive and negative factors. What would make them stay where they are? What would make them choose an area to migrate to? He finds that people's knowledge of an area of possible destination is seldom exact. In fact, it is pretty mysterious. He also finds that people's assessment of their own native land is very subjective. People may, in fact, underestimate their ability to improve a situation at home and overestimate the benefit of an area of destination. He suggests that the final decision is made on the basis of personal factors and an assessment of ability to overcome intervening obstacles; it is never a completely rational decision.

"Immigration is defined broadly as a permanent or semi-permanent change of residence . . . every act of immigration involves an origin, a
destination and an intervening set of obstacles."\(^\text{1}\)

If "immigrant population" here refers to the total Toronto population born outside Canada, this would include a large proportion of Canadian citizens and a large proportion of long-term non-citizens, but domiciled residents. So defined, the immigrant population of the city of Toronto, at this time, might comprise half the population.

For purposes of this study, the term "immigrant" and service assessment is made to relate mainly to persons who came to Canada since January, 1975. This two-year period commends itself sociologically since immigrants during this period will have made a variety of major adjustments which help to determine their economic and social status in Canada and in Toronto. Moreover, consideration of special social services is of special relevance to these first and often difficult adjustments that immigrants are called on to make. Here the word "new immigrant" and "newcomer" is used with the same purpose.

Types of Immigrants

1) **Independent immigrant** is one who has applied for landed immigrant status entirely on his own.

2) **Nominated immigrant** is one who has been assisted in his application by a relative in Canada who has agreed to take responsibility for care, accommodations, maintenance, and assistance in locating employment, if required, for a period of up to five years.

3) **Sponsored immigrant** is one for whom a relative in Canada has applied, on his behalf, to bring him to Canada and has agreed to assume full responsibility for his support. A sponsored immigrant must be one

of the following relatives of the sponsor:

- a husband or wife
- an unmarried son or daughter under 21 years of age
- a fiance or fiancee
- a parent or grandparent aged 60 or over.

4) Dependent immigrant is one who is a nominated and sponsored immigrant together.

Metropolitan Toronto

Metropolitan Toronto is that politically defined geographical area which includes the city of Toronto and five surrounding boroughs.

Perception

Perception has been defined as "awareness of objects," and "an immediate or intuitive cognition or judgement."¹ Gordon Allport points out that perception is profoundly influenced by the personality of the person who perceives and by his social and cultural background and customs.²

Integration

For the purpose of this study, integration has been defined as an individual's degree of involvement with the Canadian society, both economically and socially, the degree of satisfaction which derives from using opportunities, facilities and services in Canada, and contributions which he makes both economically and socially to Canada through his involvement.

¹Webster's New Collegiate Dictionary (Toronto: Thomas Allen, Ltd.), p. 634.

Culture

Culture has been defined, very simply, as a "blueprint for living" which a group or society evolves over a period of time; patterns of behavior which its members use for living.\(^1\) More elaborately defined, it is:

... what each individual adult human being has acquired through learning, from birth on, and which makes it possible for him not only to satisfy his needs, but to do so in association and in relation with other human beings who share the same ideas, values, attitudes, skills, etc.\(^2\)

Culture, therefore, includes all the attitudes, values, the whole style of life and even ways of thinking which the individual learns from others, his family and the people around him.

Social Welfare

Social welfare will refer to those,

... formally organized and socially sponsored institutions, agencies, and programs, exclusive of the family and private enterprise, which function to maintain or improve the economic conditions, health,\(^3\) or interpersonal competence of some parts of a population; and this, "through the employment of access or distribution criteria other than those of the market place."\(^4\)

Social Services

Social services is a variety of services not only for the poor and


distressed, but for all members of the community. In this study, service will refer to social utilities such as citizen’s information bureaus, recreation services and other social institutions like the health, education and welfare organization. Service used in the above sense also picks up some of the functions that once were carried by the extended family and neighborhood group. It is the service that builds on the extended family and the neighborhood group and the volunteer and tries to locate its particular form and substance to the culture and preferences of the area. Kahn further points out that such services will become increasingly in demand as society becomes more and more urbanized.¹

Social Agency

Social agency will refer to a non-profit organization or a department of the government whose primary function is the provision of one or more social services and which is financially supported through voluntary contributions or public funds.

Voluntary Social Agency

The voluntary social agency is one that provides some form of social service, is under the auspices of a non-governmental group, continues to exist because of the interest of the group, controls its own policy, and depends (at least in part) on voluntary sources for its finances. It is sometimes referred to as a private social agency.

Public Social Agency

The public social agency is one that operates as a department, division or bureau of a local, state or national government.

Access
Access refers to the arrangement by which potential users are provided information and advice about, or are referred to, services that they need.

Case Integration
Case integration refers to the arrangement to ensure the meshing of sequential and concurrent services being given to the same individual or group.

Orientation
Here, the term orientation means primarily providing the immigrant with information he will need in connection with his settlement in the country of destination.¹

LIMITATIONS OF THE STUDY
Several months were required to complete the data collection for this study. There was no problem in locating the new immigrants who are users and non-users of social agencies. The main problem was to get a sufficient number for the sample from the non-user category. In order to locate them, several home visits were made with the help of addresses provided by various immigrant associations. Some of these newcomers do not have a telephone, and they move frequently from one place to another. In some instances, in order to contact the newcomers, more than three visits had to be made. Subsequently, out of 140 non-users, complete interviews were conducted with only 75. Of the others, the writer was unable to contact 39, even with three visits; either they were not at home at the time

of the visits or they had moved out. Another twenty refused to cooperate in an interview; most of these came from non-democratic countries and were worried that this study was to find out more about their background and give the information to the Canadian government. The interviews with the remaining six had to be dropped due to insufficient information.

It must be recognized that the sample utilized in this research, 275 new immigrants in Toronto, is a relatively small number upon which to base any definite conclusions.

Another feature of this study was the use of interpreters for 90 of the 275 interviews. These immigrants have use of little English. In an ordinary interview situation, 45 to 60 minutes were spent with the newcomer. Using an interpreter lengthened the interview sessions to close to one and one-half to two hours. Although the interpreters were selected very carefully, there still might be some distortions in the way in which questions were translated to the newcomers.

In the interviews with immigrants who were users of public agencies, at the beginning there was some confusion on the part of the newcomers about the role of the interviewer. Eventually it was made very clear to them that the researcher was in no way connected with the agencies. His student role helped them to overcome that doubt.

Despite these limitations, the sample selected would be sufficient to test the hypotheses and generate some ideas about the immigrants' use of social service agencies.
CHAPTER VI

EVOLUTION OF CANADIAN IMMIGRATION POLICY

The story of immigration into Canada is, in effect, the history of Canada. The earliest inhabitants of Canada were nomadic hunters who crossed the Bering Straits in search of game and stayed to occupy widely scattered regions on the country. Their descendants are our Indian and Eskimo countrymen. Abortive attempts at colonization were made by the Vikings at Vinland and elsewhere in the eleventh century, but it was not until the sixteenth century that a firm and lasting foothold was established by European settlers. These French colonists — fur traders and farmers — wrested a harsh living from forest and soil, and dotted the shores of the St. Lawrence with their villages and forts. With the fall of the City of Quebec in 1763, an irrevocable change occurred, for, in the Treaty of Paris which followed, France ceded her Canadian colonies to Great Britain.\(^1\)

Canada, in the sense in which that name is most generally known, was divided into provinces, upper and lower Canada (Ontario and Quebec). These two sections were united in 1840, but became separate members of one confederation, the Dominion of Canada, in 1867.

After the English conquest of New France, the chief factors in Europe encouraging migration to Canada were wars, religious persecution, and the desire on the part of immigrants for a higher standard of living —

as seen in the lure of jobs and the land. In addition, the old settlers were glad to have the new settlers, for Canada has always lacked people; there have never been enough people to buy Canadian products or to handle all the jobs that need to be done. Immigration has been seen as an answer to this problem. A supply of people in search of a better life found a demand for just such people to help in the economic expansion of the country.

In the early days of settlement in Canada, after the Seven Year War, immigrants arrived mainly from the United Kingdom and Ireland. The settlers came with a pioneering spirit; they were prepared to meet a sparsely inhabited and uncultivated land and even those who had not been farmers adapted quite readily to the farm economy. On the part of the receiving country the prime concern was with numbers and their potential as agricultural producers. Arriving British citizens dominated the immigration scene in Canada for many years and their arrivals continued to outnumber other groups until the end of the Second World War. After that war there was an upsurge in the numbers immigrating from non-English-speaking countries. Most of them have settled down in the industrial centers, mainly due to more job opportunities, in contrast to the pre-war immigrants, who went to Canada's frontier.

The history of immigration into Canada since the beginning of the nineteenth century has in many ways been like that of the United States. In periods when prosperity makes the times favorable to immigration there,
they are usually favorable here in Canada as well.

Until the end of the nineteenth century there was little government restriction of entry into Canada; generally people who came were allowed to remain in the country. Restrictions grew up over the years in an effort to prevent the entry of those who were likely to be liabilities to the country.

By 1802, some members of the Parliament in London had taken notice that shipboard conditions were very bad for emigrants and had been made worse by the rapid increase in the number of passengers and by the cupidity of the ship owners. Accordingly, influenced by spreading humanitarian views, Parliament passed the first of the "Passenger Acts." The rules laid down by this statute, amended from time to time, were the only form of service that government gave to immigrants, and the sole control of immigration until 1832.¹ From then on, the British Parliament tended to leave legislative control to the colonies themselves.

In 1833, a Parliament Committee appointed a Board of Commissioners with headquarters at London. The Board appointed Immigration Agents stationed at the principal points in Canada. These agents were to act under the direction of the Colonial Office, Governors of Colonies, and the Board in London. In Great Britain, these agents were to attend to the selection and embarkation of emigrants, see that regulations were enforced, keep in touch with parish officers and other local authorities and report to the Board in London.

In 1834, the New Poor Law Commission in Great Britain gave authority to parishes to aid immigrants in their settlement abroad.

After Confederation in 1867, financing, administering, and legislating with respect to immigration matters became the responsibility of the Federal Government of Canada. At that time, Immigration was placed under the Department of Agriculture.

Legislation adopted two years after Confederation provided for the following:

- an agreed federal-provincial division of responsibilities;
- establishment of Canada's own immigration agents in Canada, Britain, and elsewhere;
- quarantine stations;
- the responsibilities of transportation companies carrying immigrants;
- immigrants' welfare from their port of arrival to their destination;
- a head tax on immigrants to cover indigent immigrants' expenses, and prevent them from becoming public charges.¹

This Act said nothing about who could enter as immigrants; it did not provide for exclusions. In fact, in the case of immigrants from the United States, it did not even call for customs examination.

Legislation providing protective measures appeared only in 1869. These included transportation regulations, medical restrictions, and levying head taxes on immigration companies to finance services. Under one regulation of this period, certain categories (e.g., idiots, the insane, and the blind) were required to have a sum of money or other assured means of support before admittance was granted. Beginning in 1886, legislation extended this to include all immigrants. Assurance of employment or the possession of job skills was considered a guarantee of self-support. In this way pauper immigration was curbed. Other restrictions were

imposed on the basis of the fear that certain groups were unassimilable, e.g., Chinese, Japanese, and Negroes. These exclusion policies resulted in a quota system, of which remnants are still found in practice if not in policy and regulations. ¹

In 1872, the Government introduced a bill to provide for the incorporation of existing Immigrant Aid Societies throughout the country. The same year also saw the enactment of a provision for assistance to immigrants, from port of entry to their final destination. In the 1890's immigration became the responsibility of the Minister of the Interior. At this time, in order to attract more immigrants, promotional efforts were made in European countries — lectures, slide shows, attendance by agents at fairs, material printed in several languages, an expanded network of immigration offices, and "finder's fees" paid to travel agents. In addition, free land was offered to farm settlers and reception services in Canada were expanded and improved. Moreover, group migration was also encouraged during this period.

In 1906, Parliament authorized the deportation of undesirables, namely, destitute, diseased or infirmed persons who were public charges. (A public charge was a person who was supported by a charitable or public institution, including any person in receipt of unemployment relief, or any inmate of an unemployment shelter.)

The Immigration Act of 1910 prohibited the entry into Canada of several categories of persons, such as the blind, the dumb, the mentally defective, the insane, criminals, prostitutes, beggars, and those considered to be a health hazard.

¹Canada, Department of Citizenship and Immigration, Developments in Canadian Immigration (Ottawa: Queen's Printer, 1957), p. 17.
However, prior to 1914 there was very little screening of immigrants except at the port of entry. It was cheaper, administratively, to allow people to come at their own risk, to be accepted or rejected at the border, than to set up offices overseas for selection. In the same way, shipping companies took the chance that they might have to pay return transportation, as they were obligated to do for rejected immigrants.

After World War I, applications of immigrants were more closely scrutinized; visas obtained abroad were required for admission. The Immigration Act of 1927 was along more prohibitive lines, which prohibited entry of all persons except those from the United Kingdom and the United States of America, wives and unmarried children under the age of 18 of Canadian residents, and farmers. In all cases, the prospective immigrant was required to show that he had sufficient means to maintain himself and was not likely to become a public charge. During the depression years, immigration was discouraged and persons becoming indigent were deported for being public charges. Many immigrants requested deportation since it was the only way they could afford to go back to their own country.

During depression time, however, beginning in 1930, the Government of Canada stopped all overseas promotional work to attract more immigrants and gradually dismantled much of the overseas immigration organization. Although British subjects with means to maintain themselves in Canada were still admissible in theory, applicants were advised that since workers were not in demand anywhere in Canada, their moving could not be encouraged until conditions improved. All special programs to help settle immigrants in Canada were terminated.

Somewhat improved economic conditions in the late 1930's did not lead to any change in policy. Even the plight of refugees from Fascism
immediately before the Second World War failed to overcome the restrictive attitudes born of the depression. The outbreak of the Second World War suspended what little immigration activity there had been and prompted an almost immediate regulation barring enemy aliens.

After the Second World War, changes in Canadian immigration policy led to an Order-in-Council modifying the 1927 Act and finally, to the writing of a new Immigration Act in 1952.

A Cabinet sub-committee (Department of Mines and Resources, Labor, External Affairs and Health and Welfare) was formed early in 1946 to consider the whole question of post-war immigration to Canada. As per the recommendations of this committee, the Parliament approved a new policy of post-war immigration to Canada. Some of the highlights of this were:

- It widened the categories for the admission of relatives, since there was an urgent need for this on humanitarian grounds;

- agreed on emergency measures to bring refugees and displaced persons to Canada;

- decided to repeal the Chinese Immigration Act of 1923, to place the Chinese with other Asians;

- created the Department of Citizenship and Immigration.1

By an Order-in-Council of 1950, revoking an earlier order prohibiting the entry of enemy aliens, Germans were placed on the same basis as other Europeans. The Japanese, however, remained as enemy aliens until 1952. In 1951, agreements were concluded with the Governments of India, Pakistan, and Ceylon which allowed their citizens to be admitted to Canada each year. With some slight changes, these quotas remained in force until 1962.

As per another Order-in-Council of 1950, the admissible classes of European immigrants were enlarged to include any immigrant who satisfies the Minister that he is a suitable immigrant with regard to the climatic, the social, educational, labor or other conditions or requirements of Canada; and that he is not undesirable owing to his probable inability to become adapted and integrated into the life of the Canadian community and to assume the duties of Canadian citizenship within a reasonable time after his entry. ¹

A new Immigration Act was passed in 1952 and became effective June 1, 1953. This Act is still in force, but it has been considerably modified by subsequent regulations and some recent legislation and will probably be replaced by a new Act in 1978.

The 1952 Act dealt with offenses and penalties in immigration law, and it attempted to provide some protection for immigrants against exploitation. It provided that government loans could be granted to immigrants to cover the costs of transportation and expenses en route. Finally, one Governor-in-Council was given the all-embracing power to prohibit or limit the admission of persons because of their:

- nationality, citizenship, ethnic group, occupation, class or geographical area of origin;

- peculiar customs, habits, modes of life, or methods of holding property;

- unsuitability having regard to the climatic, economic, social, industrial, educational, labor, health, or other conditions or requirements existing temporarily or otherwise in Canada; or

- probable inability to become readily assimilated or to assume the duties and responsibilities of Canadian citizenship within a reasonable time after admission.²

¹Ibid., p. 99.

²Ibid.
According to Hawkins, this Act had a fundamental defect which has had far-reaching consequences in Canadian immigration - the degree of uncontrolled discretionary power vested by the Act in the Minister of Citizenship and Immigration and his officials. ¹ Under the 1952 Act, a Department of Citizenship and Immigration was created which took over the Immigration Branch, then in the Department of Mines and Resources. The Immigration Branch, under the new department, became responsible, among other things, for screening prospective immigrants as to health, skills, and general suitability and also security. The Citizenship Branch of the Department became concerned with immigrants as they approached citizenship status, and advised on their absorption into Canadian life.

The 1962 Immigration regulations removed racial discrimination from Canadian immigration policy, retaining only one privilege for Europeans over non-European immigrants -- the sponsoring of a wide range of relatives. These regulations explicitly established skill as the main criterion in the selection of unsponsored immigrants. Under the new regulations, the vital section relating to independent immigrants reads as follows:

Landing in Canada is limited to persons who comply with all the requirements respecting landing in Canada set out in the Act and these Regulations and who come within one of the following classes:

(a) a person who by reason of his education, training, skills or other special qualifications, is likely to be able to establish himself successfully in Canada and who

(1) has sufficient means of support to maintain himself in Canada until he has so established himself,

(2) has come to Canada, under arrangements made or approved by the Director, for placement in employment,

(3) has come to Canada, under arrangements made or approved by the Director, for establishment in a business, trade or profession, or in agriculture.

¹Ibid., p. 102.
Immigrants could sponsor close relatives, although the classes of close relatives were somewhat reduced. Brothers and sisters, for example, were excluded. Parents above 65, sons and daughters below 18 years of age, wives or fiancées were the only close relatives qualified for sponsorship.

In the mid-1960's, the level of unemployment in Canada was high and studies found that the largest single component of the unemployed consisted of unskilled, uneducated workers, and that the addition of such native-born workers to the labor force was not likely to diminish in the near future. These findings intensified concern over the large sponsored immigrant movements, which annually included thousands of unskilled, under-educated workers. This concern was mainly dealt with in the 1966 White Paper and in the 1967 immigration regulations in Canada.

By 1964, the problem of visitors-turned immigrants had gotten badly out of hand. Frustrated by the criteria for unsponsored immigrants, thousands of people (especially Italians, Greeks and Portuguese) were entering Canada as visitors, making contact with influential individuals and bodies, and then applying to stay permanently. The rapidly expanding use of air transportation contributed to this phenomenon, as did the fact that the non-immigrant visa system had been largely dismantled in the interests of international trade and tourism.¹

The White Paper of 1966 had recommended the future outline of immigration policy. It was expansionist in philosophy, stressing the traditional reasons to encourage immigration (population growth, expansion of the domestic market, lower per capita costs of government and services, cultural enrichment), but it also reflected reservations about unselective immigration, emphasizing the upgrading of the employability and productivity of Canada.

of the labor force, and the vulnerability of the unskilled and semi-skilled to rapid technological change. Without disparaging the place in policy of family reunion and assistance to the less privileged, the White Paper was preoccupied with the interface between immigration and manpower policy. Moreover, the White Paper unambiguously heralded the total end of racial discrimination in immigration policy.

The Immigration Regulations of 1967 established nine criteria against which prospective applicants are assessed. This is known popularly as the "points system" of selecting immigrants. Even now this points system exists in the Immigration regulations. The values of these "points" vary according to economic conditions in Canada; this was designed to check or stimulate, as the case may be, the size of the immigration movement -- to match it more closely to labor market conditions in Canada.

**SUMMARY OF SELECTION FACTORS**

**Independent Applicants**

<table>
<thead>
<tr>
<th>Long-Term Factors</th>
<th>Range of units of assessment that may be awarded</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education and Training</td>
<td>0 – 20</td>
</tr>
<tr>
<td>Personal Qualities</td>
<td>0 – 15</td>
</tr>
<tr>
<td>Occupational Demand</td>
<td>0 – 15</td>
</tr>
<tr>
<td>Occupation Skill</td>
<td>1 – 10</td>
</tr>
<tr>
<td>Age (the younger, the more points)</td>
<td>0 – 10</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Short-Term Factors</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Arranged employment/designated occupation</td>
<td>0 or 10</td>
</tr>
<tr>
<td>Knowledge of English and/or French</td>
<td>1 – 10</td>
</tr>
<tr>
<td>Relative in Canada</td>
<td>0 – 5</td>
</tr>
<tr>
<td>Area of destination</td>
<td>0 – 5</td>
</tr>
<tr>
<td>Potential Maximum</td>
<td>100</td>
</tr>
</tbody>
</table>
Nominated Relatives

<table>
<thead>
<tr>
<th>Range of units of assessment</th>
<th>that may be awarded</th>
</tr>
</thead>
<tbody>
<tr>
<td>Long-term Factors</td>
<td>1 - 70</td>
</tr>
<tr>
<td>(as for independent applicants)</td>
<td></td>
</tr>
<tr>
<td>Short-term settlement arrangements</td>
<td>15, 20, 25, or 30</td>
</tr>
<tr>
<td>provided by relatives in Canada</td>
<td></td>
</tr>
<tr>
<td>Potential Maximum</td>
<td>100</td>
</tr>
</tbody>
</table>

Sponsored Dependents

<table>
<thead>
<tr>
<th>Close relative in Canada</th>
<th>Units of assessment not required</th>
</tr>
</thead>
<tbody>
<tr>
<td>willing to take responsibility for care and maintenance</td>
<td></td>
</tr>
</tbody>
</table>

Notes:

1. Independent Applicants and Nominated Relatives, to qualify for selection, must normally earn 50 or more of the potential 100 units of assessment. In addition, they must have received at least one unit for occupational demand factor or be destined to arrange employment or a designated occupation.

2. In unusual cases, selection officers may accept or reject an Independent Applicant or Nominated Relative notwithstanding the actual number of units of assessment awarded.

3. Entrepreneurs are assessed in the same way as Independent Applicants except that they receive an automatic 25 units of assessment in lieu of any units they might have received for the occupational demand and occupational skill factors.¹

As early as February, 1969, the government found it necessary to consider amendments to the Immigration Appeal Board Act to eliminate delays in dealing with appeals and thus to discourage visitor applicants. Numerous legislative solutions were developed, but not proceeded with, for a variety of reasons. According to a recent government study, two important reasons were:

¹Canada, Department of Immigration and Manpower, The Immigration Program (Ottawa: Information Canada, 1974), p. 59.
Uncertainty concerning the best method of attaining the objective; frequent changes in ministerial portfolios; a situation changing so fast that approved proposals became obsolete before they could be acted upon.¹

The Immigration Regulations of 1972 made it impossible for visitors to qualify for permanent residence during their stay in Canada. They must go back to their country and apply for immigrant visas from the Canadian Visa Office in that country.

Canada is now entering a new phase in immigration policy and management. This is due to a number of factors, most of which have affected other receiving countries, including anxiety about future population and economic growth, pollution, energy resources and urban congestion, as well as the realization that present immigration policies and programs have very short range objectives. In September, 1973, the Ministry of Manpower and Immigration announced the creation of a Canadian Immigration and Population Study in the spring of 1974 for parliamentary and public discussion. This study was followed by a widespread public debate and a national conference on immigration leading, it was hoped, to a clearer public view of the options which lie before Canada in immigration policy and population growth. It was also hoped that, as a further outcome of this study and debate, a new Immigration Act would replace the 1952 Act. A bill is now in Parliament and is expected to become the new Act some time in 1978.

In addition to the Canadian Immigration and Population Study, an Inter-departmental Committee is examining the proposals of a recent Task Force on Services and Programs for Immigrants, Migrants and Refugees and is expected to make recommendations to the Cabinet in the near future.

Recently, an authority on Canadian Immigration Policy commented

¹Ibid., p. 37.
on the present situation in this way:

Canadian immigration has been managed by a handful of politicians and bureaucrats at the federal level and the latter have provided the stable and continuing element. Neither the informed public about immigration (which is very small), nor the ethnic groups, nor the larger interest groups — employers, trade unions, professional and national organizations — have played any significant role in the formulation and development of immigration policy. Among politicians immigration has been an unpopular policy and an unwelcome portfolio since it produced frequent crisis situations and often involves very heavy workloads. Cabinet ministers have, therefore, tended to pass through it quickly on the way to something else. Parliament has also taken a minimal interest in it — much less than the U.S. Congress or the British and Australian Parliaments — and has so far produced no eloquent spokesmen for immigrants.¹

From this brief review of the evolution of Canadian Immigration policy, it is clear that: historically, Canada has encouraged immigration as a means of acquiring the manpower to run a nation.

Concern has been expressed about getting productive workers, not the misfits and diseased of other nations.

Some traces of discrimination have been/are present in immigration policy. This has increased in recent years.

CHAPTER VII

CHARACTERISTICS OF NEW IMMIGRANTS

Canada has a population of 22.7 million people inhabiting nearly four million square miles of territory. Geographically, it is the largest country in the Western Hemisphere and the second largest in the world. Most of the population of Canada lives along a narrow strip within 650 miles of the American border. One area of continuous settlement, within 270 miles of the United States border, is only 2.2 per cent of the area of Canada, but contains its eight largest cities and 36 per cent of the population. ¹

In Canada, one in six are foreign-born, but they are not evenly distributed throughout the country. For instance, in Toronto, the foreign-born represents one in three of the population and in the central city area, the foreign-born are approximately one-half the population in the city area. Therefore, the impact of immigration on the social structure and culture of Canadian society obviously varies a great deal from place to place.

There is an unbalanced distribution of immigrants among the provinces in Canada. For instance, in 1974, Ontario received 55 per cent of the total immigration movement, British Columbia, 16 per cent, Quebec, 15 per cent, Alberta, 7 per cent, Manitoba, 3 per cent, Saskatchewan, 1.03 per cent, and the Atlantic Provinces, 2.81 per cent. For some time

now, about 50 per cent of the annual immigration movement has been settling in three large cities: Toronto, Montreal, and Vancouver, with 30 per cent choosing Toronto as their final destination. Apparently they choose these cities because they think these are the centers with the most employment opportunities, because relatives already there will help them, or because many of their fellow countrymen have gone there.

Canada's immigration policy has been based, since 1962, on the principles of (1) universality, that is, admission without regard to the nationality, race, color or creed of immigrants; (2) family reunion; (3) humanitarian and compassionate considerations, particularly relating to refugees; and, (4) an immigration policy in harmony with Canada's manpower requirements and other economic and social policies.

This did not have much impact initially on Canada's immigration statistics, owing partly to the prevailing recession and to the Diefenbaker Government's austerity program, which held up the expansion and improvement of the overseas immigration service. But, as Canada moved into a period of rapid economic expansion from the mid-sixties onwards, as funds became available to reorganize and expand the overseas service, and, perhaps most important of all, a global shift from north to south began to take place in international migration, with many more migrants moving out of developing nations, Canada's immigration policy and her immigration statistics began to look alike.

Let us examine the Department of Manpower and Immigration's selection process for new immigrants to Canada. This selection process usually reflects the current governmental objectives and policies for the admission of people to Canada, which have been,

(a) to promote family reunion by expediting the movement to
Canada of dependents of Canadian citizens and residents and by facilitating the movement to Canada of other relatives who, in conjunction with the assistance available in Canada, have the qualifications necessary for successful establishment.

(b) to recruit, or assist Canadian employers in recruiting qualified workers for whom there is an immediate specific demand in Canada.

(c) to encourage the movement to Canada of other workers whose occupations and skills are in continuing demand, and of entrepreneurs possessing the capital, knowledge, experience and personal qualities necessary for successful industrial or commercial enterprise.

(d) to help alleviate human distress by admitting to Canada refugees who, although they may not have the usual qualifications necessary for admission, are likely to become successfully established within a reasonable period.

(e) to facilitate the movement to Canada of other workers or retired persons who, although lacking occupations currently in demand, have the financial and other resources and qualifications necessary for successful establishment.

(f) to promote the early adjustment and establishment of immigrants by counselling them fully about living and working conditions in Canada.¹

Governing the pursuit of these goals is the policy of non-discrimination and universality first enunciated in the White Paper on Immigration of 1966. For all practical purposes, "non-discrimination" and "universality" are synonymous; they mean, simply, that every person seeking to come to Canada as an immigrant is assessed against exactly the same standards, regardless of race, religion, or country of origin.

The current objectives and policy are expressed in law in the Immigration Regulations (Sections 31, 32, and 33) established in 1967, revised in 1974, and in the Immigration Bill of 1977, which set the standards against which all prospective immigrants are measured. "Selection" is the

application of those standards in respect of individual applicants for admission to Canada. Table 1 illustrates the selection factors in the immigration.
### TABLE VII-1

**SUMMARY OF SELECTION FACTORS**

<table>
<thead>
<tr>
<th>Independent Applicants</th>
<th>Range of Units of Assessment that may be awarded</th>
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</thead>
<tbody>
<tr>
<td>Long-Term Factors</td>
<td></td>
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<tr>
<td>Education and Training</td>
<td>0 - 20</td>
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<tr>
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<tr>
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<td>0 - 15</td>
</tr>
<tr>
<td>Occupational Skill</td>
<td>1 - 10</td>
</tr>
<tr>
<td>Age</td>
<td>0 - 10</td>
</tr>
<tr>
<td>Short-Term Factors</td>
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</tr>
<tr>
<td>Arranged employment/</td>
<td></td>
</tr>
<tr>
<td>designated occupation</td>
<td>0 or 10</td>
</tr>
<tr>
<td>Knowledge of English and/or French</td>
<td>0 - 10</td>
</tr>
<tr>
<td>Relative in Canada</td>
<td>0 or 3 or 5</td>
</tr>
<tr>
<td>Area of destination</td>
<td>0 - 5</td>
</tr>
</tbody>
</table>

**Potential maximum**

| 100 |

<table>
<thead>
<tr>
<th>Nominated Relatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Long-term factors (as for independent applicants)</td>
</tr>
<tr>
<td>Short-term settlement arrangements provided by relative in Canada</td>
</tr>
</tbody>
</table>

**Potential maximum**

| 100 |

<table>
<thead>
<tr>
<th>Sponsored Dependents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Close relative in Canada</td>
</tr>
<tr>
<td>willing to take responsibility for care and maintenance</td>
</tr>
</tbody>
</table>

Independent applicants and nominated relatives, to qualify for selection, must normally earn 50 or more of the potential 100 units of assessment. In addition, they must have received at least one unit for the occupational demand factor or be destined to arranged employment or a designated occupation.

Entrepreneurs are assessed in the same way as independent applicants except that they receive an automatic 25 units of assessment in lieu of any units they might have received for the occupational demand and occupational skill factors.

Given that prevailing circumstances (higher rate of unemployment) were making it more important than ever to ensure that the employment prospects of immigrants were satisfactory, a change in the regulations was made in October, 1974. The regulations now stipulate that, from the total points awarded either an independent or nominated applicant, ten are deducted unless the applicant shows evidence of bona fide arranged employment, or is going to a job where persistent regional shortages are known to exist, i.e., a "designated occupation." The applicant will receive credit for arranged employment only when it has been established that no Canadian citizen or permanent resident is available to fill the vacancy.

Independent applicants are those prospective immigrants who expect to become self-supporting and successfully established in Canada by virtue of the skills, knowledge or other qualifications they possess.

Nominated applicants\(^1\) are credited with up to a maximum of 30 units of assessment, but must meet the other admission requirements on the basis similar to independent applicants.

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\(^1\) Nominated immigrants are persons related to citizens or residents of Canada, but not members of the immediate family unit — for example, sons or daughters over 21, brothers and sisters, and more distant relatives such as nephews and nieces.
Sponsored applicants,¹ apart from the medical examination, do not have to meet any other requirements, but the sponsor in Canada must be at least 18 years of age and be capable of supporting the relatives.

Relatives who bring applicants (nominated and sponsored) to Canada give guarantees to provide care and maintenance to these new immigrants, from their own resources, for a period of five years from the date of their arrival in Canada.

In practice, these dependent immigrants will become eligible (by virtue of their own contributions) for unemployment insurance and other health benefits in Canada before the expiration of the five years. However, should they fail to do so, they would not be eligible for other forms of welfare assistance. In essence, any immigrant may be deported from Canada for becoming a "public charge."²

Slightly less than half of the immigrants who have arrived during the last three years have come with the intention of entering the labor force. The others were wives, children and parents. (See Table 2.)

¹Sponsored immigrants are:
- the husband or wife of an immigrant, or a citizen.
- the fiancé or fiancée of that person and any accompanying unmarried son or daughter of that fiancé or fiancée under 21 years of age.
- any unmarried son or daughter under 21 years of age.
- father, mother, grandfather, grandmother, and any accompanying immediate family of that applicant.
- any brother, sister, nephew, niece, grandson or granddaughter of that person, who is an orphan and under 18 years of age.

<table>
<thead>
<tr>
<th></th>
<th>1974</th>
<th>1975</th>
<th>1976</th>
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<tbody>
<tr>
<td></td>
<td>Number</td>
<td>%</td>
<td>Number</td>
</tr>
<tr>
<td>**Immigrants who are</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>destined for Labor</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Force</td>
<td>106,083</td>
<td>49%</td>
<td>89,306</td>
</tr>
<tr>
<td>**Immigrants who are</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>not destined for</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labor Force</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>(spouse, children,</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>students - 18 and</td>
<td></td>
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<tr>
<td>over - etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>218,465</td>
<td>100%</td>
<td>176,881</td>
</tr>
</tbody>
</table>

We can identify four main streams of different types of immigrants in Canada. The first type, which institutes about one-third of the total immigration flow in the post-war period, are the English-speaking immigrants from the United Kingdom and the United States. (See Table 3.)

The second category is the non-English-speaking immigrants who are selected because they had specific occupational skills and qualifications that were needed in the Canadian economy at a given point in time. In this category of immigrants, the long-term problems of adjustment tend to be language, social and psychological rather than economic. This category represents about one in four of the total immigration flow.

The third category, which represents about half the total immigration, is the dependent immigrant who came to Canada because a close relative was prepared to guarantee that he would not become a public charge, would provide him with housing and endeavor to find employment opportunities for him. Since 1970, about half the total immigrants have been dependent immigrants (see Table 4), with the percentage slowly increasing.

The fourth category, which represents probably about one in twelve of the total immigration flow in the post-war period, is called the humanitarian immigration, or the refugee category — Hungarians, Czechoslovakians, Tibetans, Ugandans, Chileans, Vietnamese, etc. (See Table 5.)

In the post-war years, there have been several significant trends in the composition of the immigrant movement, according to the occupational categories to which worker immigrants belonged. Generally, patterns have changed less in recent years than earlier in the period. Most noteworthy are: (a) the continuing strong growth in the proportion of the managerial and professional category; (b) the sharp declines since the 1950's in the laboring, service and recreation categories; and (c) the gradual shift from blue-collar to white-collar occupations (see Table 6).
### TABLE VII-3

PERCENTAGES OF IMMIGRANTS ABLE TO SPEAK ENGLISH OR FRENCH 1968-1973

<table>
<thead>
<tr>
<th>Year</th>
<th>English</th>
<th>French</th>
<th>Both</th>
<th>Neither</th>
</tr>
</thead>
<tbody>
<tr>
<td>1968</td>
<td>51.3</td>
<td>3.6</td>
<td>6.4</td>
<td>38.7</td>
</tr>
<tr>
<td>1969</td>
<td>59.5</td>
<td>4.4</td>
<td>3.8</td>
<td>32.3</td>
</tr>
<tr>
<td>1970</td>
<td>60.7</td>
<td>4.4</td>
<td>3.6</td>
<td>31.3</td>
</tr>
<tr>
<td>1971</td>
<td>61.6</td>
<td>3.4</td>
<td>4.0</td>
<td>31.0</td>
</tr>
<tr>
<td>1972</td>
<td>63.2</td>
<td>3.1</td>
<td>4.0</td>
<td>29.7</td>
</tr>
<tr>
<td>1973</td>
<td>64.6</td>
<td>3.7</td>
<td>3.4</td>
<td>28.3</td>
</tr>
</tbody>
</table>

TABLE VII-4

PERCENTAGES OF IMMIGRANTS BY SELECTION CATEGORY
1970-1976

<table>
<thead>
<tr>
<th>Year</th>
<th>Dependent Immigrants</th>
<th>Independent Immigrants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970</td>
<td>45.6</td>
<td>54.4</td>
</tr>
<tr>
<td>1971</td>
<td>51.5</td>
<td>48.5</td>
</tr>
<tr>
<td>1972</td>
<td>52.5</td>
<td>47.5</td>
</tr>
<tr>
<td>1973</td>
<td>47.1</td>
<td>52.9</td>
</tr>
<tr>
<td>1974</td>
<td>51.4</td>
<td>48.6</td>
</tr>
<tr>
<td>1975</td>
<td>54.3</td>
<td>45.7</td>
</tr>
<tr>
<td>1976</td>
<td>58.9</td>
<td>41.1</td>
</tr>
</tbody>
</table>

### TABLE VII-5

**ADMISSIONS UNDER SPECIAL PROGRAMS**

<table>
<thead>
<tr>
<th>Period</th>
<th>Admissions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1956-57</td>
<td>38,000 Hungarians</td>
</tr>
<tr>
<td>1968-69</td>
<td>12,000 Czechoslovakians</td>
</tr>
<tr>
<td>1970</td>
<td>228 Tibetans</td>
</tr>
<tr>
<td>1972-73</td>
<td>5,600 Ugandan Asians</td>
</tr>
<tr>
<td>1973-74</td>
<td>700 Chilean Residents</td>
</tr>
<tr>
<td>1975-76</td>
<td>2,269 Vietnamese</td>
</tr>
</tbody>
</table>

## TABLE VII-6

**PERCENTAGES OF IMMIGRANT WORKERS IN VARIOUS OCCUPATIONAL CATEGORIES - SELECTED PERIODS**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Managerial, Professional and Technical</td>
<td>7.7</td>
<td>12.7</td>
<td>21.7</td>
<td>26.8</td>
<td>34.0</td>
</tr>
<tr>
<td>Clerical and Sales</td>
<td>11.4</td>
<td>14.8</td>
<td>15.8</td>
<td>16.8</td>
<td>18.5</td>
</tr>
<tr>
<td>Services and Recreation</td>
<td>10.9</td>
<td>14.9</td>
<td>18.9</td>
<td>13.5</td>
<td>12.5</td>
</tr>
<tr>
<td>Manufacturing and Mechanical</td>
<td>31.6</td>
<td>30.9</td>
<td>23.2</td>
<td>23.3</td>
<td>21.6</td>
</tr>
<tr>
<td>Construction</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>4.8</td>
</tr>
<tr>
<td>Primary Industries</td>
<td>25.4</td>
<td>9.6</td>
<td>7.0</td>
<td>4.1</td>
<td>3.1</td>
</tr>
<tr>
<td>Laborers</td>
<td>9.2</td>
<td>14.0</td>
<td>11.5</td>
<td>8.3</td>
<td>2.5</td>
</tr>
<tr>
<td>Others</td>
<td>3.9</td>
<td>3.1</td>
<td>1.9</td>
<td>2.4</td>
<td>3.9</td>
</tr>
</tbody>
</table>

Many immigrants with high educational and occupational qualifications, coming from abroad, have experienced a status dislocation; they have had to accept jobs very much below the level of the jobs that they were doing in their former country. A longitudinal study of a sample of the 1969 cohort of immigrants, which has been followed up for three years, indicated that after one year in Canada, 61 per cent of the immigrants were employed in the intended occupation.\(^1\) After two years, this proportion was 62 per cent, and by the end of the third year, 69 per cent. In other words, after three years in Canada, almost a third of the immigrants were not employed in the intended occupation. The study excluded those who had re-migrated within the first three years, some of whom may have returned home precisely because they were unable to obtain the job they expected. Of those who remained and were not in the intended occupation, 44 per cent indicated that the reason was that their qualifications were not recognized, not accepted, or that they lacked "Canadian experience." A further 21 per cent indicated that the intended job was not available when they arrived in Canada, and 16 per cent indicated that language problems had prevented them from obtaining the intended occupation.\(^2\)

Unlike most of the immigrants, some immigrants are extremely handicapped by their unfamiliarity with the Western culture in general and in the use of the English language in particular, largely because they have never had any Anglo-American colonial experience.

In many cases there were perfectly obvious and understandable reasons: the need to learn a new language, the need to adapt themselves


\(^2\)Ibid., p. 34.
to the particular requirements of their profession or their trade, etc, but, in many cases, the period was prolonged by the employment discrimination experienced by the new immigrants, the problem of obtaining recognition of their trade qualifications in particular provinces, restrictive practices by professional associations, etc. Two cases would illustrate this point.

An immigrant dentist in Toronto finds that in order to take his qualifying examination he must go to Montreal. He must provide his own patients and his own instruments, which are quite expensive. In addition, he must pay an examination fee of several hundred dollars. And, first he must learn English. He has spent his savings coming to Canada and now works at low wages. He has been told that the success rate for immigrants taking the examination is very low. It seems useless to make the attempt.

Mr. X is an electrician who qualified in his own country through on-the-job training. Because he had worked the required length of time, he was permitted to qualify in Ontario by taking an examination. After learning the language and studying at night for three years, while working in the daytime as a construction worker, Mr. X passed the examination. However, he still could not join the union in his city because Grade 12 was an entrance requirement. He had attended school for only five years. His solution was to set up a small business of his own and work for his fellow countrymen.

Many of the unskilled immigrants have low educational standards and have a language handicap. Because of their lack of confidence in a strange new situation, many of these people have trouble in dealing with government officers on such matters as unemployment insurance, workmen's compensation, housing taxation, etc. It is hard for them to communicate
with employers, landlords, hospitals and schools. When they are new in the country they are ignorant of wage laws and can be exploited by unscrupulous employers. Because they are unskilled, they are especially vulnerable to unemployment.  

The Canadian Government follows a policy of multiculturalism wherein there is no pressure brought to bear on the individual immigrant or immigrant groups to conform to a single linguistic or cultural pattern; there is not the forced high pressure assimilation of Canadianization that existed in the United States during the "Americanization" drive in the 1920's. Nevertheless, what appears to be happening is the emergence of a system of immigrant stratification, i.e., a combination of culture and of class differences which separate people both physically and socially from each other.

John Porter, in his book The Vertical Mosaic, has drawn attention to the differential distribution of income, of occupational status, and of political power and has demonstrated that the English-speaking sections of the population (Anglo-Saxon) still have a comparatively high status and a dominant position in Canadian society. Bringing in many non-English-speaking people who are filling the unskilled jobs is creating a system of class and cultural differences and reinforcing the vertical element in the Canadian mosaic.

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1Edith Ferguson, Immigrants in Canada (Toronto: University of Toronto Press, 1974), p. 23.

2John Porter, The Vertical Mosaic (Toronto: University of Toronto Press, 1965).
CHAPTER VIII

INFORMATION SEEKING PATTERNS OF NEW IMMIGRANTS

The modern immigrant no longer has the freedom of the early settler to simply bring with him own ways of doing things. Upon arrival in a new country, today's immigrant faces a task of integration into a new culture, which brings with it psychological stresses and strains, and these have become magnified with the complexity of modern social organization so that present-day immigration has a de-socializing effect on individual life. It is one of the most obvious instances of complex disorganization of the individual's role system, and some disturbance of social identity and self-image is to be expected.\(^1\) The possession of information about the social support systems of the new country lessens the de-socialization effect of immigration. Knowledge of available social supports in the new country is part of the general knowledge the immigrant requires and the newcomer rarely realizes how important a part it is.

Phases of Information Seeking

As to the important information about services available to new immigrants in the country of destination, there are articles\(^2\) about how


the different government and private agencies disseminate it and how their dissemination could be improved. Here the focus will be on how the new immigrants themselves go about the process of collecting pertinent information about different services available to them.

The process of collecting information about the country of destination is quite different (a) in the pre-immigration phase, which usually starts as soon as a person thinks about applying for immigration; and (b) in the early post-immigration phase, during the initial settlement in the new country.

Pre-Immigration Phase

The prospective immigrant gets general information about the new country from sources such as local libraries, newspapers, documentary films, newsletters and promotion materials put out by the foreign embassies, friends and relatives who had been there, travel agents, etc. This general information usually includes something about its history, its economic and political structure, its culture, its lifestyle, the different types of services available to newcomers, etc.

This study shows that 55 per cent of all newcomers in the sample, before their immigration, were aware of the existence of different types of services in Canada (Table 1); 45 per cent of them either did not bother to seek information or were not aware of where to look for it. The source of information (Table 2) varies from that of reading books and pamphlets, 47 per cent; friends and relatives who had been to Canada, 26 per cent; social service agencies in the home country, 8 per cent; 4 per cent from other sources; and only 15 per cent received the information directly from the Canadian Visa Offices. A good proportion of prospective immigrants were preoccupied with seeking information about getting a job in
TABLE VIII-1

PROSPECTIVE IMMIGRANTS' KNOWLEDGE OF SERVICE AVAILABILITY IN NEW COUNTRY AND THEIR IMMIGRANT STATUS

<table>
<thead>
<tr>
<th>Knowledge of service availability</th>
<th>Independent Immigrants</th>
<th>Dependent Immigrants</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>75%</td>
<td>35%</td>
<td>55%</td>
</tr>
<tr>
<td>No</td>
<td>25%</td>
<td>65%</td>
<td>45%</td>
</tr>
<tr>
<td>Total</td>
<td>139</td>
<td>136</td>
<td>275</td>
</tr>
</tbody>
</table>

\[ \chi^2 = 43.44 \quad df = 1 \]

\[ P < .001 \]
TABLE VIII-2

PROSPECTIVE IMMIGRANTS' SOURCE OF INFORMATION ABOUT SERVICE AVAILABILITY IN NEW COUNTRY

<table>
<thead>
<tr>
<th>SOURCE OF INFORMATION</th>
<th>F</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Books and pamphlets</td>
<td>71</td>
<td>47</td>
</tr>
<tr>
<td>Friends and relatives in Canada</td>
<td>39</td>
<td>26</td>
</tr>
<tr>
<td>Service agencies</td>
<td>12</td>
<td>8</td>
</tr>
<tr>
<td>Canadian Visa Office</td>
<td>24</td>
<td>15</td>
</tr>
<tr>
<td>Other</td>
<td>6</td>
<td>4</td>
</tr>
</tbody>
</table>
Canada, while others were seeking information about accommodations, language training, financial assistance, and so on (Table 3).

When the study looked at the accuracy of the information these newcomers received, of the immigrants who were given information by the Canadian Visa Office, only 33 per cent felt that the information was accurate, compared to 51 per cent of those receiving information from relatives. Overall, 69 per cent of them received accurate information about service availability in Canada before their immigration (Table 4).

Of those who immigrated from cities or suburbs, 66 per cent had information on arrival about services relating to employment, education, accommodations, financial assistance and the like, as compared to only 28 per cent of the rural residents (Table 5).

When we compared the immigrants' country of origin with the knowledge of service availability (Table 6), 80 per cent of them from industrialized countries knew about the services in Canada, and only 33 per cent from developing countries. In the comparison of variables such as former place of residence, country of origin and the knowledge of service availability, it seems people from urban areas in general, irrespective of whether they were immigrants from developing countries or from an industrialized country, sought more information about service agencies than did immigrants coming from rural areas (Table 7).

This study also shows that people who are aware of the existence of different types of services in the new country, during the pre-immigration phase, find it less difficult to settle in the new environment. One of the ways this study measured the settlement process in a new country was to look at how long it takes for a newcomer to get a job (Table 8). It seems our assumption turned out to be correct.
TABLE VIII-3

PROSPECTIVE IMMIGRANTS' KNOWLEDGE OF TYPES OF SERVICES AVAILABLE TO THEM IN NEW COUNTRY AND THEIR IMMIGRANT STATUS

<table>
<thead>
<tr>
<th>Types of Service</th>
<th>Independent Immigrants</th>
<th>Dependent Immigrants</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>General orientation</td>
<td>58%</td>
<td>42%</td>
<td>33</td>
</tr>
<tr>
<td>Employment referral</td>
<td>76%</td>
<td>24%</td>
<td>38</td>
</tr>
<tr>
<td>English language training</td>
<td>30%</td>
<td>70%</td>
<td>10</td>
</tr>
<tr>
<td>Interpreter/translation service</td>
<td>68%</td>
<td>32%</td>
<td>19</td>
</tr>
<tr>
<td>Accommodations</td>
<td>82%</td>
<td>18%</td>
<td>22</td>
</tr>
<tr>
<td>Financial assistance</td>
<td>60%</td>
<td>40%</td>
<td>5</td>
</tr>
<tr>
<td>More than one of the above</td>
<td>70%</td>
<td>30%</td>
<td>17</td>
</tr>
<tr>
<td>Other</td>
<td>88%</td>
<td>12%</td>
<td>8</td>
</tr>
<tr>
<td>TOTAL</td>
<td>104</td>
<td>48</td>
<td>152</td>
</tr>
</tbody>
</table>
TABLE VIII-4

VIEWS OF IMMIGRANTS ON ACCURACY OF INFORMATION ABOUT SERVICE AVAILABILITY IN CANADA BY SOURCE

<table>
<thead>
<tr>
<th></th>
<th>Books and pamphlets</th>
<th>Friends and Relatives</th>
<th>Service Agencies</th>
<th>Canadian Visa Offices</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Immigrants who felt that the information was:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Accurate</td>
<td>88%</td>
<td>51%</td>
<td>83%</td>
<td>33%</td>
<td>67%</td>
<td>69%</td>
</tr>
<tr>
<td>Inaccurate</td>
<td>12%</td>
<td>49%</td>
<td>17%</td>
<td>67%</td>
<td>33%</td>
<td>31%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>71</td>
<td>39</td>
<td>12</td>
<td>24</td>
<td>6</td>
<td>152</td>
</tr>
</tbody>
</table>

\[ x^2 = 31.96 \quad df = 4 \]

\[ P < .001 \]
<table>
<thead>
<tr>
<th>Place of residence in home country</th>
<th>Awareness of service availability in Canada</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
</tr>
<tr>
<td>City or Suburb</td>
<td>66%</td>
</tr>
<tr>
<td>Rural</td>
<td>28%</td>
</tr>
</tbody>
</table>

\[ \chi^2 = 32.45 \quad df = 1 \]

\[ P < .001 \]
TABLE VIII-6

PROSPECTIVE IMMIGRANTS' KNOWLEDGE OF SERVICE AVAILABILITY
IN NEW COUNTRY AND THEIR COUNTRY OF ORIGIN

<table>
<thead>
<tr>
<th>Knowledge of service availability</th>
<th>Country of Origin</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Developing Country</td>
</tr>
<tr>
<td>Yes</td>
<td>33%</td>
</tr>
<tr>
<td>No</td>
<td>67%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>145</td>
</tr>
</tbody>
</table>

\[ x^2 = 60.97 \quad \text{df} = 1 \]

\[ P < .001 \]
TABLE VIII-7

PROSPECTIVE IMMIGRANTS' KNOWLEDGE OF SERVICE AVAILABILITY IN NEW COUNTRY, THEIR COUNTRY OF ORIGIN AND FORMER PLACE OF RESIDENCE

<table>
<thead>
<tr>
<th>Knowledge of service availability</th>
<th>Developing Country</th>
<th>Industrial Country</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>City or Suburb</td>
<td>Rural</td>
</tr>
<tr>
<td>Yes</td>
<td>34%</td>
<td>28%</td>
</tr>
<tr>
<td>No</td>
<td>64%</td>
<td>72%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>120</td>
<td>25</td>
</tr>
</tbody>
</table>

\[x^2 = .35 \, \text{df} = 1\]

\[x^2 = 9.32 \, \text{df} = 1\]

\[P \leq .01\]

The technique of multivariate analysis cross classification has not been well worked out. It has been decided to look at the \(x^2\) of a sub-table in three or more variable tables in order to determine the effects of the introduction to the third variable. It is recognized that there are disadvantages to this approach, primarily the reduction of sample sizes to the point where it is difficult for the subtable to obtain statistical significance.
**TABLE VIII-8**

AWARENESS OF EXISTENCE OF DIFFERENT TYPES OF SERVICES IN NEW COUNTRY BEFORE IMMIGRATION AND TIME IT TAKES TO GET JOB AFTER ARRIVAL

<table>
<thead>
<tr>
<th>Time to Get Job</th>
<th>One's Awareness of Service Availability Before Immigration</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
</tr>
<tr>
<td>Less than a month</td>
<td>8%</td>
</tr>
<tr>
<td>1 month - less than 3 months</td>
<td>14%</td>
</tr>
<tr>
<td>3 months - less than 6 months</td>
<td>25%</td>
</tr>
<tr>
<td>6 months - less than 9 months</td>
<td>19%</td>
</tr>
<tr>
<td>9 months - less than 1 year</td>
<td>17%</td>
</tr>
<tr>
<td>More than a year and/or not employed</td>
<td>17%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>152</td>
</tr>
</tbody>
</table>

\[ x^2 = 44.09 \quad df = 5 \]

\[ P < .001 \]
Some prospective immigrants are in touch with relatives or friends in the new country and get information from them. They are here referred to as "dependent immigrants," the term used by the Canadian immigration authorities for immigrants who have been assisted in their application for immigration by a close relative in the country of destination, who has agreed to take full responsibility for his/her care, accommodations and maintenance and to give assistance in locating employment, if required, for a period of five years. In contrast, independent immigrants are persons who have applied for immigrant status entirely on their own.

This Toronto study shows that knowledge of the new country varies, depending upon whether one is going to immigrate as an independent or as a dependent immigrant.

**Independent Immigrants**

People who have no close relatives in Canada must, nowadays, go through a rigorous selection process. Education and a skill or profession count in their favor. In addition, there is a personal interview with the visa officer in the home country. The officer expects the prospective immigrant to have general information about her or his new country. Usually the applicant has collected information on the geography, important cities, climate, type of government, political parties, population, industries, education system and other basic aspects. Most of the time it has been collected through reading books or pamphlets, watching documentary movies, talking to friends who have been to these countries, or listening to lectures.

By virtue of this selection process, only the educated, skilled or professional type of people in this Toronto study had come as independent immigrants; most of the time they know more about the new country
than do other types of immigrants. The study found that 75 per cent of the independent immigrants had acquired some type of information about the new country before they arrived (Table 1); they knew much more about the nature of services available to them than did the dependent immigrants. A good proportion of them (60%) obtained it from reading books and pamphlets (Table 9). Moreover, once the visa officer confirmed their acceptance, some of these immigrants checked with the visa officer the accuracy of the information they had collected about the services from the secondary sources.

Another interesting finding was that people who immigrate from industrialized countries (England, France, Holland, Scandinavian countries, West Germany, etc.) have a clear idea of what types of services they can expect from the new country regarding the presence of social service agencies in Canada than people coming from developing countries (East African countries, India, Pakistan, the Philippines, West Indies, South American countries, etc.). (See Table 6.) However, independent immigrants from developing countries who lived in big cities knew more than those from rural areas of industrialized countries (Table 10). Of those who came as independent immigrants, 78 per cent of the city residents from industrialized countries and 70 per cent of the city residents from developing countries had information on arrival about services relative to employment, education, housing and the like.

Among the newcomers who sought information about agencies that could assist them in locating a job, 76 per cent of them were independent immigrants, while 70 per cent of those who sought information about language training programs were dependent immigrants (Table 3).

Accordingly, independent immigrants in general are more knowledgeable
TABLE VIII-9

PROSPECTIVE IMMIGRANTS' SOURCE OF INFORMATION ABOUT SERVICE AVAILABILITY IN NEW COUNTRY AND THEIR IMMIGRANT STATUS

<table>
<thead>
<tr>
<th>Source of Information</th>
<th>Independent Immigrants</th>
<th>Dependent Immigrants</th>
</tr>
</thead>
<tbody>
<tr>
<td>Books and pamphlets</td>
<td>60%</td>
<td>18%</td>
</tr>
<tr>
<td>Friends and Relatives in Canada</td>
<td>5%</td>
<td>71%</td>
</tr>
<tr>
<td>Service Agencies</td>
<td>10%</td>
<td>3%</td>
</tr>
<tr>
<td>Canadian Visa Officers</td>
<td>20%</td>
<td>6%</td>
</tr>
<tr>
<td>Other</td>
<td>5%</td>
<td>2%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>104</strong></td>
<td><strong>48</strong></td>
</tr>
</tbody>
</table>

\[ \chi^2 = 75.16 \quad \text{df} = 4 \]

\[ P < .001 \]
TABLE VIII-10

INDEPENDENT IMMIGRANTS' AWARENESS OF SERVICE AVAILABILITY IN CANADA AND PLACE THEY LIVED BEFORE IMMIGRATION

<table>
<thead>
<tr>
<th>Place of Residence Before Immigration</th>
<th>Service Availability</th>
<th>N = 139</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>YES</td>
<td>NO</td>
</tr>
<tr>
<td>City or Suburb</td>
<td>78%</td>
<td>18%</td>
</tr>
<tr>
<td>Industrialized Country</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural</td>
<td>22%</td>
<td>82%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>80</td>
<td>11</td>
</tr>
</tbody>
</table>

\[ x^2 = 16.30 \quad \text{df} = 1 \]

\[ P < .001 \]

|                                      | YES      | NO      |
| City or Suburb                       | 70%      | 30%     |
| Developing Country                   |          |         |
| Rural                               | 30%      | 70%     |
| TOTAL                               | 24       | 24      |

\[ x^2 = 8.33 \quad \text{df} = 1 \]

\[ P < .005 \]
about the new country's service availability relating to employment, and it seems they find it less difficult to integrate themselves into the new society than do the dependent immigrants. This finding is supported by the data in an official report, "Three Years in Canada."¹

**Dependent Immigrants**

Prospective immigrants who have close relatives at the country of destination — dependent immigrants — are admitted by criteria for selection that are very liberal compared to those applied to the independent immigrant category. They do not need much education or occupational skill to immigrate.

People in this group depend heavily upon their relatives in seeking information and this source is often not trustworthy. (Tables 6 and 9.) Most of the time the relatives do not tell their families back home about the difficulties or bad experiences they had in the new country; they are likely to give a distorted picture of the various services available in the new country. Sometimes the families back home do not even have a clear idea about the kind of work they are doing in the new country. When they write home, they are likely to comment on the new country's wonders and to urge the others to immigrate. According to them, the new country is a paradise itself. One new immigrant who came from a developing country told this writer the following.

Relatives who live in foreign countries who come home for a visit exaggerate a great deal. They would say, "In the new country there are more cars than people; it's so easy to buy a car, even the servants can have one," and tell similar dazzling stories.

Contrary to general belief, this study shows that, in most cases (65%), potential dependent immigrants have very little or no factual information about the new country (especially about the services available in the areas of education, employment, housing, etc.), before they move to the new country (Tables 1 and 3).

Although 10 per cent of the dependent immigrants have already visited the new country at least once before, compared to the 2 per cent of the independent immigrants, the dependent immigrants, in general, never bother to collect accurate information about services available in the new country. It seems they expect their relatives to take care of them in all respects.

Language and level of education are two important factors correlated with the seeking of information back in the home country. Only 26 per cent of the dependent immigrants communicated in English, compared to 85 per cent of the independent immigrants; and only 32 per cent of them had any type of college education, as compared to 91 per cent of the independent immigrants (Table 11).

Most of the time (71%), dependent immigrants receive general information about the new country from letters written by their relatives as well as their personal visits to the old country (Table 9).

The study shows that, in general, independent immigrants seek more accurate information than do dependent immigrants. During the pre-immigration phase, the visa officers give out less service-related information to the dependent immigrants. This category of people does not bother to improve their English-language skill before immigration. Once they arrive in the new country, the dependent immigrants' first thought is family union, compared to independent immigrants who stress looking for jobs.
**TABLE VIII-11**

PROSPECTIVE IMMIGRANTS' ENGLISH LANGUAGE SKILL, LEVEL OF EDUCATION AND THEIR IMMIGRANT STATUS

<table>
<thead>
<tr>
<th>English Language Skill</th>
<th>Independent Immigrants</th>
<th>Dependent Immigrants</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fluent</td>
<td>65%</td>
<td>18%</td>
</tr>
<tr>
<td>Manageable</td>
<td>20%</td>
<td>8%</td>
</tr>
<tr>
<td>No Mastery</td>
<td>15%</td>
<td>74%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>139</strong></td>
<td><strong>136</strong></td>
</tr>
</tbody>
</table>

\[ \chi^2 = 98.05 \quad df = 2 \]

\[ P < .001 \]

**Level of Education**

<table>
<thead>
<tr>
<th></th>
<th>Independent Immigrants</th>
<th>Dependent Immigrants</th>
</tr>
</thead>
<tbody>
<tr>
<td>College Level</td>
<td>91%</td>
<td>32%</td>
</tr>
<tr>
<td>Below College Level</td>
<td>9%</td>
<td>68%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>139</strong></td>
<td><strong>136</strong></td>
</tr>
</tbody>
</table>

\[ \chi^2 = 98.97 \quad df = 1 \]

\[ P < .001 \]
Post-Immigration Phase

After the immigrant arrives, one of the pressing problems he must deal with is adjustment of his illusions to what the realities are. He must cope with the immediate practical problems of housing, education, employment, and in some cases, the task of learning the language. Along with these practical problems, the immigrant must try to be psychologically comfortable with the culture of the new country and to adjust to it. He is in danger of culture shock; there are conflicts with the culture of his home land. Weinberg has observed a remarkable similarity between the needs of the new immigrant and those of the newborn human being: the need for belonging, the need to be loved and understood and supported, but not to be dominated, pampered or spoiled. These needs are similar to those enabling the child to develop into a sound, mature person, satisfactorily integrated with his family, community and society.¹

The next chapter examines briefly the types of service-related information new immigrants seek during the first two years of their stay in Toronto, as well as the general characteristics of users and non-users of social agencies in Toronto.

CHAPTER IX

NEW IMMIGRANTS' USE OF SOCIAL SERVICE AGENCIES

In the previous chapter we discussed how new immigrants seek information before their arrival, about different types of services available to them in Canada. This chapter tells how users and non-users of service agencies in Toronto differ in their characteristics.

Past studies of Canadian immigrant integration are primarily theoretical, or examine what others feel about immigrants, or report how service agencies look at newcomers. None have been focused on the new immigrant's use and non-use of social service agencies.

In order to reduce the stress and uncertainties faced by the new immigrants, as well as to expedite the adaptation process in the new country, Bar-Yosef suggests that the receiving countries should provide to newcomers different types of social services than they now do. Canada,


where one-third of the population is immigrants, does try to provide several types of services to newcomers, as Chapter IV has shown.

This chapter presents information on what types of immigrants use social agencies and what types do not.

Immigrants cannot simply stretch out their hands and take the services available to them in the agencies. Rose says:

Newcomers arrive with a different orientation to the prevailing notions of the respective responsibilities of voluntary and public services. Many do not speak, read or understand the language. Each ethnic group is in a different stage of development as far as its own internal or voluntary assumption of responsibility is concerned. The consequence is that we have witnessed the creation of barriers to communication . . . we suspect that there are real barriers to the use of the social services by newcomers, but we do not really know what these barriers are or why they are barriers . . .

Outside the field of immigration there are studies of use and non-use of available services. These offer parallels to the field of services to immigrants, in some respects. Professional helpers have contacts with people who have problems that mar their lives, but who do not use the help available to them. Some of these studies tell of differences between these persons who become users and those who do not. Some of the hypotheses for this research has been developed out of these studies and out of other literature, reviewed in an earlier chapter.


Awareness of Social Agencies in the Home Country

One of the hypotheses tested states that, "Immigrants who are aware of social agencies in their home countries tend to feel uncomfortable in using social agencies in Toronto also." In this study, 22 percent of the immigrants were not aware of any type of social agencies in their home countries. Only 27 percent had ever used a social agency in the home country (see Table 1).

In respect to use of agencies in Toronto, there is a sharp contrast between immigrants who have been aware of the existence of social agencies in the home country and those who have not. Table 2 shows that 84 percent of those who had been aware of agencies in the home country, whether or not they had actually used them, used a Canadian agency, while only 31 percent of those who had been unaware used Canadian agencies.

When we take account of whether the immigrant came from a developing or an industrialized country (Table 3), we find that a higher proportion of newcomers from industrialized countries were aware of agencies in the home country (89% from industrialized countries and 69% from developing countries).

When awareness is controlled by country of origin, Table 4 shows that 79 percent of the immigrants from developing countries who were aware of agencies in the home country used Canadian agencies compared to 35 percent of the immigrants from developing countries who were not aware.

---


1Awareness is here defined as having knowledge of the existence of social agencies and the purpose it serves in the community.
TABLE IX-1

NEW IMMIGRANTS' AWARENESS AND USE OF SOCIAL SERVICE AGENCIES IN HOME COUNTRIES

<table>
<thead>
<tr>
<th></th>
<th>F</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aware of agencies, but did not use</td>
<td>141</td>
<td>51%</td>
</tr>
<tr>
<td>Aware of agencies and did use</td>
<td>75</td>
<td>27%</td>
</tr>
<tr>
<td>Not aware of agencies</td>
<td>59</td>
<td>22%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>275</td>
<td>100%</td>
</tr>
<tr>
<td></td>
<td>Aware of Agencies in Home Country</td>
<td>Not Aware of Agencies in Home Country</td>
</tr>
<tr>
<td>----------------</td>
<td>----------------------------------</td>
<td>---------------------------------------</td>
</tr>
<tr>
<td><strong>Users</strong></td>
<td>182 (84%)</td>
<td>18 (31%)</td>
</tr>
<tr>
<td><strong>Non-Users</strong></td>
<td>34 (16%)</td>
<td>41 (69%)</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>216</td>
<td>59</td>
</tr>
</tbody>
</table>

\[ X^2 = 64.82 \quad \text{df} = 1 \]

\[ P < 0.001 \]
TABLE IX-3

NEW IMMIGRANTS' AWARENESS OF SOCIAL AGENCIES IN THEIR HOME COUNTRY AND THEIR COUNTRY OF ORIGIN

<table>
<thead>
<tr>
<th></th>
<th>Developing Country</th>
<th>Industrialized Country</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aware of Agencies in Home Country</td>
<td>100 (69%)</td>
<td>116 (89%)</td>
</tr>
<tr>
<td>Not Aware of Agencies in Home Country</td>
<td>45 (31%)</td>
<td>14 (11%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>145</td>
<td>130</td>
</tr>
</tbody>
</table>

\[
x^2 = 16.70 \quad \text{df} = 1
\]

\[P < 0.001\]
TABLE IX-4

USE AND NON-USE OF AGENCIES IN CANADA BASED ON AGENCY AWARENESS IN DEVELOPING AND INDUSTRIALIZED COUNTRIES

<table>
<thead>
<tr>
<th></th>
<th>Developing Country</th>
<th></th>
<th>Industrialized Country</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Aware</td>
<td>Not Aware</td>
<td>Aware</td>
<td>Not Aware</td>
</tr>
<tr>
<td>Users</td>
<td>79 (79%)</td>
<td>16 (35%)</td>
<td>103 (89%)</td>
<td>2 (14%)</td>
</tr>
<tr>
<td>Non-Users</td>
<td>21 (21%)</td>
<td>29 (64%)</td>
<td>13 (11%)</td>
<td>12 (86%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100</td>
<td>45</td>
<td>116</td>
<td>14</td>
</tr>
</tbody>
</table>

\[
x^2 = 25.92 \quad df = 1
\]

\[
x^2 = 44.64 \quad df = 1
\]

\[
P < .01
\]

\[
P < .01
\]
Among the non-users of Canadian agencies, 64 per cent of the immigrants from developing countries were not aware of agencies in the home country, compared to 86 per cent of those from industrialized countries.

When country of origin is controlled by awareness, Table 5 shows that the country of origin makes a difference only for immigrants who are aware of agencies in their home country, with those from industrialized countries using more than those from developing countries.

It was assumed that there might be a relationship between awareness of agencies in the home country and the person's educational level. We found that, of immigrants who had college-level education, 88 per cent were aware, compared to only 64 per cent of the immigrants below college-level (Table 6).

As to the use of agencies in Canada, it seems that it has a direct relationship to the level of education of the immigrants. Table 7 shows that 79 per cent of the college-level educated immigrants used agencies, while 62 per cent of those below college level used them. One of the interesting findings of this data is seen in Table 8 which shows that the awareness variable makes a difference in the use of agencies only for those below college-level education.

Table 9 shows a slight relation between immigrants' employment status and their awareness of agencies in the home country were slightly related. Eighty-seven per cent of the people who were in the work force were aware of agencies in their home country, while 63 per cent of the immigrants who were not in the work force were aware of the agencies.
TABLE IX-5

USE AND NON-USE OF AGENCIES IN CANADA BASED ON AWARENESS OF AGENCIES IN HOME COUNTRY AND COUNTRY OF ORIGIN

<table>
<thead>
<tr>
<th>Awareness N = 216</th>
<th>Not Aware = 59</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Developing Country</td>
</tr>
<tr>
<td>Users</td>
<td>Developing Country</td>
</tr>
<tr>
<td>Users</td>
<td>79 (79%)</td>
</tr>
<tr>
<td>Non-Users</td>
<td>21 (21%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100 (47%)</td>
</tr>
</tbody>
</table>

\[ X^2 = 3.88 \quad \text{df} = 1 \quad X^2 = 2.27 \quad \text{df} = 1 \]

P \:< .05

Not Significant

The technique of multivariate analysis cross classification has not been well worked out. It has been decided to look at the \( X^2 \) of a subtable in three or more variable tables in order to determine the effects of the introduction to the third variable. It is recognized that there are disadvantages to this approach, primarily the reduction of sample sizes to the point where it is difficult for the subtable to obtain statistical significance.
TABLE IX-5

AWARENESS OF AGENCIES IN HOME COUNTRY
AND EDUCATIONAL LEVEL

<table>
<thead>
<tr>
<th></th>
<th>College Level</th>
<th>Below College Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aware of Agencies</td>
<td>149 (88%)</td>
<td>67 (64%)</td>
</tr>
<tr>
<td>in Home Country</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not Aware of Agencies</td>
<td>21 (12%)</td>
<td>38 (36%)</td>
</tr>
<tr>
<td>in Home Country</td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>170</td>
<td>105</td>
</tr>
</tbody>
</table>

\[ x^2 = 21.88 \quad df = 1 \]

\[ P < .001 \]
TABLE IX-7

LEVEL OF EDUCATION AND ITS RELATIONSHIP TO USE OF AGENCIES IN CANADA

<table>
<thead>
<tr>
<th></th>
<th>College Level Education</th>
<th>Below College Level Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Users</td>
<td>135</td>
<td>65</td>
</tr>
<tr>
<td></td>
<td>(79%)</td>
<td>(62%)</td>
</tr>
<tr>
<td>Non-Users</td>
<td>35</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td>(21%)</td>
<td>(38%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>170</td>
<td>105</td>
</tr>
</tbody>
</table>

$x^2 = 9.17$  \hspace{1cm} df = 1

P ≤ .001
TABLE IX-8

AWARENESS OF AGENCIES IN HOME COUNTRY, LEVEL OF EDUCATION
AND RELATIONSHIP TO USE OF AGENCIES IN CANADA

<table>
<thead>
<tr>
<th></th>
<th>Awareness of Agencies in Home Country</th>
<th>Not Aware of Agencies in Home Country</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Below College</td>
<td>College Level</td>
</tr>
<tr>
<td>Users</td>
<td>52 (78%)</td>
<td>118 (79%)</td>
</tr>
<tr>
<td>Non-Users</td>
<td>15 (22%)</td>
<td>31 (21%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>67</td>
<td>149</td>
</tr>
</tbody>
</table>

\[ x^2 = 0.69 \quad df = 1 \]
\[ x^2 = 11.82 \quad df = 1 \]

P < .01

Not Significant

The technique of multivariate analysis cross classification has not been well worked out. It has been decided to look at the \( x^2 \) of a subtable in three or more variable tables in order to determine the effects of the introduction to the third variable. It is recognized that there are disadvantages to this approach, primarily the reduction of sample sizes to the point where it is difficult for the subtable to obtain statistical significance.
**TABLE IX-9**

EMPLOYMENT STATUS IN HOME COUNTRY AND AWARENESS OF AGENCIES IN HOME COUNTRY

<table>
<thead>
<tr>
<th></th>
<th>Not Aware</th>
<th>Aware</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not in Work Force</td>
<td>37 (37%)</td>
<td>64 (63%)</td>
</tr>
<tr>
<td>In Work Force</td>
<td>22 (13%)</td>
<td>152 (87%)</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>59</strong></td>
<td><strong>216</strong></td>
</tr>
</tbody>
</table>

$x^2 = 21.82$  \hspace{1cm} df = 1

$P \leq .001$
It seems that awareness of agencies in the home country makes a difference in the use of agencies in Canada only for those who are in the work force (Table 10).

Our data shows that of the immigrants who were met by a social worker at the port of entry, 89 per cent subsequently used an agency facility, compared to only 58 per cent of those who were met by a relative or friend, and 75 per cent of those who were met by no one (Table 11). Table 12 shows that initial contact at the port of entry and awareness of agencies in the home country have an independent effect upon the use of agencies in Toronto.

Some of the highlights of this section are these: Irrespective of the background of immigrants such as country, level of education, and employment status, in general, those were aware of agencies in their home country tend to use agencies in Toronto also. However, the awareness of agencies in the home country makes a slight difference in the use of agencies in Toronto for those who are in the work force, and for those below college-level education. Finally, the initial contact at the port of entry and awareness of agencies in the home country have an independent effect upon the use of agencies in Toronto.

Culture and Language Orientation

Another hypothesis of this study was that: When new immigrants make use of the network of available social services, they will use those which are closest to their own cultural and language orientation.

Table 13 shows that 34 per cent of the users of agency services selected a particular agency because of the social workers' understanding of the language and culture of the immigrants, 24 per cent because they are not aware of others, 9 per cent of them because someone recommended
## Table IX-10

**Employment Status and Awareness of Agencies in Home Country and Use of Agencies in Canada**

<table>
<thead>
<tr>
<th></th>
<th>Aware</th>
<th></th>
<th>Not Aware</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>In Work Force</td>
<td>Not In Work Force</td>
<td>In Work Force</td>
<td>Not In Work Force</td>
</tr>
<tr>
<td>Users</td>
<td>143</td>
<td>34</td>
<td>2</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>(94%)</td>
<td>(53%)</td>
<td>(9%)</td>
<td>(57%)</td>
</tr>
<tr>
<td>Non-Users</td>
<td>9</td>
<td>30</td>
<td>20</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td>(6%)</td>
<td>(47%)</td>
<td>(91%)</td>
<td>(43%)</td>
</tr>
<tr>
<td>Total</td>
<td>152</td>
<td>64</td>
<td>22</td>
<td>37</td>
</tr>
</tbody>
</table>

\[ x^2 = 51.05 \quad \text{df} = 1 \]

\[ x^2 = 13.17 \quad \text{df} = 1 \]

\[ P < .01 \quad \text{and} \quad P < .01 \]

The technique of multivariate analysis cross classification has not been well worked out. It has been decided to look at the \( x^2 \) of a subtable in three or more variable tables in order to determine the effects of the introduction to the third variable. It is recognized that there are disadvantages to this approach, primarily the reduction of sample sizes to the point where it is difficult for the subtable to obtain statistical significance.
TABLE IX-11

CONTACT AT PORT OF ENTRY AND ITS RELATIONSHIP TO USE OF AGENCIES IN CANADA

<table>
<thead>
<tr>
<th></th>
<th>Social Worker</th>
<th>Friends or Relatives</th>
<th>None</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Users</strong></td>
<td>64 (89%)</td>
<td>57 (58%)</td>
<td>79 (75%)</td>
</tr>
<tr>
<td><strong>Non-Users</strong></td>
<td>8 (11%)</td>
<td>41 (42%)</td>
<td>26 (25%)</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>72</td>
<td>98</td>
<td>105</td>
</tr>
</tbody>
</table>

\[ x^2 = 20.29 \quad \text{df} = 2 \]

\[ P < .001 \]
### TABLE IX-12

**Awareness of Agencies in Home Country and Initial Contact at Port of Entry as It Related to Use of Agencies in Canada**

<table>
<thead>
<tr>
<th>Aware of Agencies in Home Country</th>
<th>Not Aware of Agencies in Home Country</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Initial Contact at Port of Entry</strong></td>
<td></td>
</tr>
<tr>
<td>Social Worker</td>
<td>Relatives/Friends</td>
</tr>
<tr>
<td>----------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>Users</td>
<td></td>
</tr>
<tr>
<td>58</td>
<td>49</td>
</tr>
<tr>
<td>(94%)</td>
<td>(71%)</td>
</tr>
<tr>
<td>Non-Users</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>20</td>
</tr>
<tr>
<td>(6%)</td>
<td>(29%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
</tr>
<tr>
<td>62</td>
<td>69</td>
</tr>
</tbody>
</table>

\[ x^2 = 14.17 \quad df = 2 \quad x^2 = 5.26 \quad df = 2 \]

\[ P < .01 \]

(Not Significant)

The technique of multivariate analysis cross classification has not been well worked out. It has been decided to look at the $X^2$ of a subtable in three or more variable tables in order to determine the effects of the introduction to the third variable. It is recognized that there are disadvantages to this approach, primarily the reduction of sample sizes to the point where it is difficult for the subtable to obtain statistical significance.
<table>
<thead>
<tr>
<th>Reason</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Worker understands the language and culture of the immigrant</td>
<td>68</td>
<td>34%</td>
</tr>
<tr>
<td>Not aware of Other Agencies</td>
<td>49</td>
<td>24%</td>
</tr>
<tr>
<td>Nearer to Place of Residence</td>
<td>36</td>
<td>18%</td>
</tr>
<tr>
<td>Only Agency that provides the services looking for</td>
<td>23</td>
<td>12%</td>
</tr>
<tr>
<td>Someone recommended this agency as a good one</td>
<td>18</td>
<td>9%</td>
</tr>
<tr>
<td>Other</td>
<td>6</td>
<td>3%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>200</td>
<td>100%</td>
</tr>
</tbody>
</table>
the agency. These reasons for selecting an agency were collected from the 
respondents through probing and if they gave more than one, the one which 
was specified strongly was selected.

A large number of newcomers (76%) who chose an agency for language 
and cultural understanding approached a private agency, compared to only 
24 per cent who went to a public agency (Table 14). One of the reasons 
could be that there are fewer social workers in public agencies who speak 
the language of the newcomers. Among the non-users, the main reason given 
for not using agency services (32%) was that no interpreter was available. 
(Table 15.)

Ferguson's study of rural immigrants to Toronto tells of the trust 
and confidence that her project's social workers were able to develop in 
the immigrants whom they assisted when these heard their own language 
spoken. The newcomers she studied had transplanted their village life to 
the heart of Toronto and were continuing to live, as much as possible, as 
they had before. She states:

Workers dealing with them are most successful when they are 
able to speak their language and when they are familiar with 
their cultural background . . . . For many immigrants from rural 
areas, lacking both education and social status, the very office, 
desk and business suit of the counsellor often reflect the 
frightening authority of old world officialdom, rather than the 
helpful counsel of a caring community agency.¹

As this suggests, a crucial part of the social worker's problem 
of communication with the new immigrant is the degree of the cultural and 
language differences. The present research shows that only 16 per cent 
of the users of service agencies came from rural areas, the remainder were 
from cities. Among the non-users, 57 per cent were from rural areas (Table 
16). From Table 17, it can be seen that among the rural immigrants the 
main reason for selecting a particular agency was the language and cultural

¹Edith Ferguson, Newcomers in Transition (Toronto: International 
TABLE IX-14

STATED REASONS FOR SELECTING PUBLIC OR PRIVATE AGENCY IN TORONTO

<table>
<thead>
<tr>
<th>Reason</th>
<th>Public</th>
<th>Private</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workers' understanding of language and culture</td>
<td>16 (24%)</td>
<td>52 (76%)</td>
<td>68</td>
</tr>
<tr>
<td>Nearer to Place of Residence</td>
<td>11 (31%)</td>
<td>25 (69%)</td>
<td>36</td>
</tr>
<tr>
<td>Not Aware of any other Agencies</td>
<td>39 (80%)</td>
<td>10 (20%)</td>
<td>49</td>
</tr>
<tr>
<td>Someone recommended this agency as a good one</td>
<td>9 (50%)</td>
<td>9 (50%)</td>
<td>49</td>
</tr>
<tr>
<td>Only Agency that provides services looking for (mainly financial assistance)</td>
<td>20 (87%)</td>
<td>3 (13%)</td>
<td>23</td>
</tr>
<tr>
<td>Other</td>
<td>5 (83%)</td>
<td>1 (17%)</td>
<td>6</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>100</td>
<td>100</td>
<td>200</td>
</tr>
</tbody>
</table>

\[ x^2 = 56.89 \quad \text{df} = 5 \]

\[ P < .001 \]
<table>
<thead>
<tr>
<th>Reason</th>
<th>F</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>No interpreters available to go with them to agencies</td>
<td>24</td>
<td>32%</td>
</tr>
<tr>
<td>Not aware of agencies' existence</td>
<td>14</td>
<td>19%</td>
</tr>
<tr>
<td>Far away from place of residence</td>
<td>4</td>
<td>5%</td>
</tr>
<tr>
<td>Friends and relatives discouraged from going to an agency</td>
<td>10</td>
<td>13%</td>
</tr>
<tr>
<td>No assistance required</td>
<td>12</td>
<td>16%</td>
</tr>
<tr>
<td>Other</td>
<td>11</td>
<td>15%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>75</td>
<td>100%</td>
</tr>
</tbody>
</table>
TABLE IX-16

USE OF TORONTO AGENCIES ACCORDING TO CHARACTERISTICS OF IMMIGRANTS' RESIDENCE IN HOME COUNTRY

<table>
<thead>
<tr>
<th></th>
<th>City</th>
<th>Rural</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Users</td>
<td>167 (84%)</td>
<td>33 (16%)</td>
<td>200</td>
</tr>
<tr>
<td>Non-users</td>
<td>32 (43%)</td>
<td>43 (57%)</td>
<td>75</td>
</tr>
<tr>
<td>TOTAL</td>
<td>199</td>
<td>76</td>
<td>275</td>
</tr>
</tbody>
</table>

\[ x^2 = 45.47 \quad \text{df} = 1 \]

\[ P < .001 \]
<table>
<thead>
<tr>
<th></th>
<th>City</th>
<th>Rural</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agency worker understands</td>
<td></td>
<td></td>
</tr>
<tr>
<td>the language and culture</td>
<td></td>
<td></td>
</tr>
<tr>
<td>of the immigrants</td>
<td>50 (30%)</td>
<td>18 (55%)</td>
</tr>
<tr>
<td>Nearer to Place of Residence</td>
<td>33 (20%)</td>
<td>3 (9%)</td>
</tr>
<tr>
<td>Not Aware of other Agencies</td>
<td>45 (27%)</td>
<td>4 (12%)</td>
</tr>
<tr>
<td>Someone recommended</td>
<td></td>
<td></td>
</tr>
<tr>
<td>as a good agency</td>
<td>15 (9%)</td>
<td>3 (9%)</td>
</tr>
<tr>
<td>Only agency provides the</td>
<td></td>
<td></td>
</tr>
<tr>
<td>services looking for</td>
<td>21 (21%)</td>
<td>2 (6%)</td>
</tr>
<tr>
<td>Other</td>
<td>3 (2%)</td>
<td>3 (9%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>167</td>
<td>33</td>
</tr>
</tbody>
</table>

\[ x^2 = 15.02 \quad \text{df} = 5 \]

\[ P < 0.02 \]
understanding of the social workers (55%), while this was the reason of only 30 per cent of the city respondents.

In some views, newcomers' involvement with their own immigrant groups and churches denotes an interest on the part of the newcomers to affiliate more with their own language and cultural groups in the new country. Berton calls this process "institutional completeness," which, he says, "is determined by the presence of ethnic churches, immigrant associations, ethnic newspapers, radio stations, etc. The degree of institutional completeness is a major factor in determining the direction of social integration of the immigrant."¹

As can be seen in Table 18, 73 per cent of all respondents were involved in some form of activity with their immigrant associations or churches. Among the users of agencies, this proportion is only 64 per cent, while almost all non-users went to their community group to satisfy their needs (Table 19). The reader should keep in mind that, in this Toronto study, all the respondents were in the country less than two years. Berton, in his study, found that the immigrant is more ethnically segregated within his host country in the first year; later he begins to form ties outside his ethnic community.

One immigrant agency worker in Toronto made the following comment, which seems accurate:

As a person proceeds from the position of new arrival to recent immigrant to older immigrant to Canadian of foreign origin to simply Canadian with perhaps a bit of an accent, his attitudes, needs, desires and interests undergo a very large reformation. While he is a newcomer seeking his first Canadian job, he sees himself as virtually the brother of anyone else from the same country of origin; after he has found employment

TABLE IX-18

PARTICIPATION IN IMMIGRANT ASSOCIATIONS, ETHNIC CHURCHES AND VOLUNTARY ASSOCIATIONS

<table>
<thead>
<tr>
<th>Category</th>
<th>F</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Immigrant Associations</td>
<td>107</td>
<td>39%</td>
</tr>
<tr>
<td>Ethnic Churches</td>
<td>71</td>
<td>26%</td>
</tr>
<tr>
<td>Both of the Above</td>
<td>23</td>
<td>8%</td>
</tr>
<tr>
<td>Other Voluntary Associations</td>
<td>15</td>
<td>5%</td>
</tr>
<tr>
<td>Combination of Above</td>
<td>4</td>
<td>1%</td>
</tr>
<tr>
<td>None</td>
<td>55</td>
<td>21%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>275</td>
<td>100%</td>
</tr>
</tbody>
</table>
## Table IX-19

**Use of Agencies and Participation in Immigrant Associations, Ethnic Churches and Other Voluntary Associations**

<table>
<thead>
<tr>
<th></th>
<th>Users</th>
<th>Non-Users</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Immigrant Associations</td>
<td>59 (29%)</td>
<td>48 (64%)</td>
<td>107</td>
</tr>
<tr>
<td></td>
<td>(55%)</td>
<td>(45%)</td>
<td></td>
</tr>
<tr>
<td>Ethnic Churches</td>
<td>54 (27%)</td>
<td>17 (23%)</td>
<td>71</td>
</tr>
<tr>
<td></td>
<td>(76%)</td>
<td>(24%)</td>
<td></td>
</tr>
<tr>
<td>Both of the Above</td>
<td>17 (8%)</td>
<td>6 (8%)</td>
<td>23</td>
</tr>
<tr>
<td></td>
<td>(74%)</td>
<td>(26%)</td>
<td></td>
</tr>
<tr>
<td>Other Voluntary Associations</td>
<td>12 (6%)</td>
<td>3 (4%)</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td>(80%)</td>
<td>(20%)</td>
<td></td>
</tr>
<tr>
<td>Combination of Above</td>
<td>3 (2%)</td>
<td>1 (1%)</td>
<td>4</td>
</tr>
<tr>
<td>None</td>
<td>55 (28%)</td>
<td>0</td>
<td>55</td>
</tr>
<tr>
<td></td>
<td>(100%)</td>
<td>(0%)</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>200</td>
<td>75</td>
<td>275</td>
</tr>
</tbody>
</table>

\[ x^2 = 38.13 \quad df = 5 \]

\[ P < .001 \]
to his liking and thus achieved some sense of security in the new country, he tends to be more particular in his choice of associates.

From the above data, there appears to have been a strong tendency among the new immigrants to use social agencies which were closest to their own cultural and language orientation.

**Occupational Background and English Language Skill**

The hypothesis states that: The new immigrant who has an occupation, English language skill, and college-level education uses social services more often than others.

The consensus of scholarly opinion is that the better educated immigrant is more likely to use agency resources. The present study similarly finds that seeking assistance is related to level of education and command of English.

Almost 80 per cent of the immigrants with college-level education used agency facilities compared to 62 per cent with education below the college level (Table 20). Nearly 90 per cent of people with a good command of English use the agencies, but only 28 per cent of the immigrants with merely manageable English. However, many of these with very little English used the services — 71 per cent (see Table 21).

It is interesting to note that most of the immigrants whose command of English is manageable, came from developing countries, while the majority of those in the very little English category immigrated from European countries.

The cross tabulation of language, level of education and use of services

---

TABLE IX-20

LEVEL OF EDUCATION AND USE OF AGENCIES

<table>
<thead>
<tr>
<th>Education</th>
<th>Users</th>
<th>Non-Users</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>College Level</td>
<td>79%</td>
<td>21%</td>
<td>170</td>
</tr>
<tr>
<td>Below College Level</td>
<td>62%</td>
<td>38%</td>
<td>105</td>
</tr>
</tbody>
</table>

\[ x^2 = 10.0301 \quad \text{df} = 1 \]

\[ 0.001 \leq p \leq 0.01 \]
TABLE IX-21
LEVEL OF ENGLISH LANGUAGE SKILL
AND USE OF AGENCIES

<table>
<thead>
<tr>
<th>English Language Skill</th>
<th>Users</th>
<th>Non-Users</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fluent</td>
<td>102 (89%)</td>
<td>12 (11%)</td>
<td>114</td>
</tr>
<tr>
<td>Manageable</td>
<td>11 (28%)</td>
<td>28 (72%)</td>
<td>39</td>
</tr>
<tr>
<td>No Mastery</td>
<td>87 (71%)</td>
<td>35 (29%)</td>
<td>122</td>
</tr>
</tbody>
</table>

\[ x^2 = 55.21 \quad \text{df} = 2 \]

\[ P < .001 \]
agencies in Toronto (Table 22) shows that education does not affect the use of agencies by those who are fluent in English, but increases the use of agencies by those whose English is manageable. Also interesting to note is the fact that use of agencies goes way up for the college-educated who had no mastery of English. Among the college-educated immigrants who had no mastery of English, 94 per cent used agencies; while among the less educated immigrants with no mastery of English, only 57 per cent used agencies. Our data shows that, in most of the cases, level of education has a direct effect on the use of agencies and not necessarily the lack of English language skill or lack of it.

It seems that there is some correlation between an immigrant's employment status in the home country and the use of agencies in Canada. This study shows that 83 per cent of those who had a job in the home country (presumably, they were planning to enter the labor force in Canada also) used social agency services, compared to only 54 per cent of the non-workers (Table 23). Also, Table 24 shows that the higher a newcomer's occupational status, the more he uses agency facilities.

The findings show that immigrants with college level education who had an occupation in the home country used agencies more often than others.

**Immigrants from Industrialized Countries vs. Developing Countries**

Our fourth hypothesis states that: Relative to immigrants from industrialized countries, immigrants from developing countries use social agencies less.

A significant difference exists between immigrants from industrialized countries and immigrants from developing countries in agency
TABLE IX-22

LEVEL OF ENGLISH LANGUAGE SKILL, EDUCATION AND USE AND NON-USE OF SOCIAL SERVICE AGENCIES

<table>
<thead>
<tr>
<th></th>
<th>College Level</th>
<th></th>
<th>Below College Level</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Fluent</td>
<td>Manageable</td>
<td>No Mastery</td>
<td>Fluent</td>
</tr>
<tr>
<td>Users</td>
<td>89%</td>
<td>31%</td>
<td>94%</td>
<td>91%</td>
</tr>
<tr>
<td>Non-Users</td>
<td>11%</td>
<td>69%</td>
<td>6%</td>
<td>9%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>91</td>
<td>32</td>
<td>47</td>
<td>23</td>
</tr>
</tbody>
</table>

\[ X^2 = 56.32 \quad df = 2 \]

\[ X^2 = 15.82 \quad df = 2 \]

\[ P < .01 \]

\[ P < .01 \]

The technique of multivariate analysis cross classification has not been well worked out. It has been decided to look at the \( X^2 \) of a subset in three or more variable tables in order to determine the effects of the introduction to the third variable. It is recognized that there are disadvantages to this approach, primarily the reduction of sample sizes to the point where it is difficult for the subset to obtain statistical significance.
TABLE IX-23

EMPLOYMENT STATUS IN HOME COUNTRIES AND
USE OF AGENCIES IN CANADA

<table>
<thead>
<tr>
<th></th>
<th>In Work Force</th>
<th>Not In Work Force</th>
</tr>
</thead>
<tbody>
<tr>
<td>Users</td>
<td>144 (83%)</td>
<td>55 (54%)</td>
</tr>
<tr>
<td>Non-Users</td>
<td>30 (17%)</td>
<td>46 (46%)</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>174</strong></td>
<td><strong>101</strong></td>
</tr>
</tbody>
</table>

\[x^2 = 25.59\quad \text{df} = 1\]

\[P < .001\]
### TABLE IX-24

**OCCUPATIONAL STATUS IN HOME COUNTRY AND USE OF AGENCIES IN CANADA**

<table>
<thead>
<tr>
<th>Occupational Status</th>
<th>Users</th>
<th>Non-Users</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Managerial, Professional, and Technical</td>
<td>88 (61%)</td>
<td>7 (23%)</td>
<td>95</td>
</tr>
<tr>
<td></td>
<td>(93%)</td>
<td>(7%)</td>
<td></td>
</tr>
<tr>
<td>Clerical and Sales</td>
<td>23 (16%)</td>
<td>7 (23%)</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>(77%)</td>
<td>(23%)</td>
<td></td>
</tr>
<tr>
<td>Service and Recreation</td>
<td>14 (10%)</td>
<td>9 (30%)</td>
<td>23</td>
</tr>
<tr>
<td></td>
<td>(61%)</td>
<td>(39%)</td>
<td></td>
</tr>
<tr>
<td>All Others</td>
<td>19 (13%)</td>
<td>7 (23%)</td>
<td>26</td>
</tr>
<tr>
<td></td>
<td>(73%)</td>
<td>(27%)</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>144</td>
<td>30</td>
<td></td>
</tr>
</tbody>
</table>

\[ x^2 = 16.70 \quad \text{df} = 3 \]

\[ P < .001 \]
utilization. As Table 25 shows, 81 per cent of the newcomers from industrialized countries used agencies, while only 65 per cent of the newcomers from developing countries did so. We found (Table 4) that, among the users of agencies, 79 per cent of those from developing countries were aware of service agencies in the home country, compared to 89 per cent of those from industrialized countries. Among the non-users of agencies in Canada, 64 per cent of the immigrants from developing countries were not aware of the existence of social agencies in their home countries, and this was true in 86 per cent of the cases regarding immigrants from industrialized countries.

While a majority of the immigrants from industrialized countries were not only aware of but had actually used social agencies in their home countries, only a small percentage of newcomers from developing countries had used any (Table 3).

One of the reasons has been suggested in a study by Triseliotis:

Any social services that exist in the developing countries from which immigrants come are of a rudimentary kind. Social work, with few exceptions, is an unknown activity, and notion of a professional relationship is alien to their cultures. There is no welfare stereotype, either good or bad. There is no tradition of asking for or receiving help with personal or emotional problems from people outside the family and especially from public agencies. There is widespread ignorance about the purpose of social services and of their complex organization.¹

Table 26 shows that, of immigrants who were using agencies and who responded that they would go to a social worker with a personal or family problem, 87 per cent were from industrialized countries, whereas, of those who said they would go to a personal friend or a family member, 25 per cent were from industrial countries and 75 per cent from developing countries.

TABLE IX-25

COUNTRY OF ORIGIN AND USE
OF AGENCIES IN CANADA

<table>
<thead>
<tr>
<th></th>
<th>Industrialized Country</th>
<th>Developing Country</th>
</tr>
</thead>
<tbody>
<tr>
<td>Users</td>
<td>105 (81%)</td>
<td>95 (65%)</td>
</tr>
<tr>
<td>Non-Users</td>
<td>25 (19%)</td>
<td>50 (35%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>130 (100%)</td>
<td>145 (100%)</td>
</tr>
</tbody>
</table>

\[ X^2 = 7.29 \quad df = 1 \]

\( P < .001 \)
### TABLE IX-26

**PRIMARY SOURCE REPORTED AS USED FOR PERSONAL OR FAMILY PROBLEMS BY COUNTRY OF ORIGIN**

<table>
<thead>
<tr>
<th>Social Worker Dev.*</th>
<th>Ind.**</th>
<th>Total</th>
<th>Family/friend Dev.</th>
<th>Ind.</th>
<th>Total</th>
<th>Other Professional (Clergyman, Family Doctor) Dev.</th>
<th>Ind.</th>
<th>Total</th>
<th>None Dev.</th>
<th>Ind.</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Users</td>
<td>13%</td>
<td>87%</td>
<td>68</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>40%</td>
<td>60%</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>81%</td>
<td>19%</td>
<td>16</td>
</tr>
<tr>
<td>Non-Users</td>
<td>0%</td>
<td>100%</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>31%</td>
<td>69%</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>100%</td>
<td>0%</td>
<td>2</td>
</tr>
</tbody>
</table>

\[ x^2 = .30 \quad \text{df} = 1 \]
\[ x^2 = .17 \quad \text{df} = 1 \]
\[ x^2 = .37 \quad \text{df} = 1 \]
\[ x^2 = .45 \quad \text{df} = 1 \]

Not Significant Not significant Not significant Not significant

* - Developing Country

** - Industrialized Country

The technique of multivariate analysis cross classification has not been well worked out. It has been decided to look at the \( x^2 \) of a subtable in three or more variable tables in order to determine the effects of the introduction to the third variable. It is recognized that there are disadvantages to this approach, primarily the reduction of sample sizes to the point where it is difficult for the subtable to obtain statistical significance.
Among the non-users, of the people who said they would go to family or friends, only 22 per cent were from industrialized countries and 78 per cent were from developing countries. Apparently, among the immigrants from developing countries, the dependency rate on seeking assistance among the support systems is much higher than those from industrialized countries. The existence of extended family networks may have something to do with people from developing countries being less likely to turn to social agencies in seeking assistance for personal problems. (Tables 27, and 28.)

It seems that there is a marked difference between immigrants who use private agencies vs. public agencies. Out of the sample of 100 immigrants who used public agencies, 67 per cent are from industrialized countries, while out of 100 users of private agencies, 62 per cent are from developing countries (Table 29). Some immigrants from industrialized countries expressed surprise at the number of voluntary agencies that exist in Toronto and the variety of their activities and services. However, few went so far as to ask, "Why aren't the services provided by the government, as in European countries?"

The higher rate of private agency use by immigrants from developing countries could be due to the fact that, back home, most of the public agencies are there to provide services to the very poor and in the new country what the immigrants need is not that type of services, but the type of services Kahn calls the "social utility type." Or it may be their bitter experience with bureaucratic people in their countries, because of corruption, red tape, etc., which keeps the newcomers away from public agencies. However, Table 29 shows that a higher proportion of immigrants from developing countries (59%) who use public agencies seek assistance regarding employment in contrast to the immigrants from industrialized
## TABLE IX-27

**PRIMARY SOURCE REPORTED AS USED FOR PERSONAL OR FAMILY PROBLEMS BY IMMIGRANTS FROM DEVELOPING COUNTRIES**

<table>
<thead>
<tr>
<th></th>
<th>Immigrants from Developing Countries</th>
<th></th>
<th>Non-Users</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Users</td>
<td>9%</td>
<td>0%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Family Member</td>
<td>29%</td>
<td>72%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Personal Friend</td>
<td>31%</td>
<td>14%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Other Professional</td>
<td>17%</td>
<td>10%</td>
<td></td>
</tr>
<tr>
<td></td>
<td>None</td>
<td>14%</td>
<td>4%</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td>95</td>
<td>50</td>
<td></td>
</tr>
</tbody>
</table>

\[
x^2 = 25.93 \quad \text{df} = 5
\]

\[P < .001\]
TABLE IX-28

TYPE OF SERVICES SOUGHT FROM SOCIAL AGENCIES BY IMMIGRANTS FROM DEVELOPING AND INDUSTRIALIZED COUNTRIES

<table>
<thead>
<tr>
<th>Type of Assistance</th>
<th>Developing Country</th>
<th>Industrialized Country</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment</td>
<td>29 (30%)</td>
<td>22 (21%)</td>
</tr>
<tr>
<td>Accommodation</td>
<td>8 (8%)</td>
<td>4 (4%)</td>
</tr>
<tr>
<td>Language Training</td>
<td>21 (22%)</td>
<td>14 (13%)</td>
</tr>
<tr>
<td>Financial Assistance</td>
<td>5 (5%)</td>
<td>23 (22%)</td>
</tr>
<tr>
<td>Combination of Above</td>
<td>12 (13%)</td>
<td>29 (27%)</td>
</tr>
<tr>
<td>General Orientation</td>
<td>20 (21%)</td>
<td>3 (3%)</td>
</tr>
<tr>
<td>Other</td>
<td>1 (1%)</td>
<td>9 (9%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>95</td>
<td>105</td>
</tr>
</tbody>
</table>

\[ \chi^2 = 32.39 \quad \text{df} = 6 \]

\[ P \ll .001 \]
TABLE IX-29

ASSISTANCE SOUGHT FROM PUBLIC AND PRIVATE SOCIAL AGENCIES AND THEIR FORMER COUNTRY OF RESIDENCE (DEVELOPING AND INDUSTRIALIZED COUNTRIES)

<table>
<thead>
<tr>
<th>Types of Assistance</th>
<th>Public Agency</th>
<th>Private Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Dev.*</td>
<td>Ind.**</td>
</tr>
<tr>
<td>Employment</td>
<td>58%</td>
<td>28%</td>
</tr>
<tr>
<td>Accommodation</td>
<td>6%</td>
<td>2%</td>
</tr>
<tr>
<td>Language Training</td>
<td>3%</td>
<td>10%</td>
</tr>
<tr>
<td>Financial Assistance</td>
<td>12%</td>
<td>33%</td>
</tr>
<tr>
<td>Combination of Above</td>
<td>3%</td>
<td>22%</td>
</tr>
<tr>
<td>General Orientation</td>
<td>12%</td>
<td>3%</td>
</tr>
<tr>
<td>Other</td>
<td>0%</td>
<td>2%</td>
</tr>
<tr>
<td>N</td>
<td>33</td>
<td>67</td>
</tr>
</tbody>
</table>

$x^2 = 18.94$  $df = 6$  $x^2 = 20.79$  $df = 6$

$P < .01$  $P < .01$

* - Developing  ** - Industrialized

The technique of multivariate analysis cross classification has not been well worked out. It has been decided to look at the $X^2$ of a subtable in three or more variable tables in order to determine the effects of the introduction to the third variable. It is recognized that there are disadvantages to this approach, primarily the reduction of sample sizes to the point where it is difficult for the subtable to obtain statistical significance.
countries who use public agencies these are most likely to seek financial assistance (33%) there.

Of those who had been to private agencies, 29 per cent of the immigrants from developing countries sought assistance in language training, 24 per cent sought general orientation, and 16 per cent sought employment, while 18 per cent of those from industrialized countries sought only language training and 37 per cent sought assistance on a combination of things (employment, housing, and/or language training).

When we compare the weeks it took to find a job for immigrants from industrialized countries and immigrants from developing countries who were users of social agencies, we find that the industrialized group took less time to locate a job (3 weeks) than the developing group (4.5 weeks) (Table 30). Among the non-users of agencies, it was slightly higher for both (3.5 weeks and 5.0 weeks). Immigrants from developing countries are under a serious handicap in competing in the job market since they generally have little English (Table 21). In the case of professionals who have some knowledge of English, their accent is a hindrance or their low educational rating by the Canadian professional associations. The fact that they just look different in terms of color, or act differently in terms of culture, may well be a factor.

**Dependent Immigrants vs. Independent Immigrants**

The final hypothesis states that: Dependent immigrants make use of social service agencies more often than the independent immigrants.

This hypothesis is not borne out by the figures; however, the difference between the two groups is not great. As Table 31 shows, 78 per cent of the independent immigrants used agencies, compared to 67 per cent of the dependent immigrants. The fact is that the difference is
**TABLE IX-30**

AVERAGE PERIOD BETWEEN ARRIVAL IN CANADA AND STARTING WORK FOR 195 IMMIGRANTS WHO SOUGHT WORK* BY USE OF AGENCIES AND COUNTRY OF ORIGIN

<table>
<thead>
<tr>
<th></th>
<th>Users</th>
<th>Non-Users</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Waiting Total</td>
<td>Waiting Total</td>
</tr>
<tr>
<td></td>
<td>Period</td>
<td>Period</td>
</tr>
<tr>
<td>Industrialized</td>
<td>88</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td>3.0 weeks</td>
<td>3.5 weeks</td>
</tr>
<tr>
<td>Developing</td>
<td>57</td>
<td>34</td>
</tr>
<tr>
<td></td>
<td>4.5 weeks</td>
<td>5.0 weeks</td>
</tr>
</tbody>
</table>

* Out of the total sample of 275, 32 had been in Canada less than two weeks — none of them working — and these were excluded from this table, as well as 23 others who were unemployed over weeks, looking for jobs (all were users of social agency services). Fifteen of the non-users claimed they were not planning to work in Canada for the time being and ten of them unemployed, looking for a job for more than two weeks.
It is interesting to relate the newcomers' contacts at the port of entry with their immigrant status (independent vs. dependent) and their subsequent use and non-use of agencies. Table 32 shows that of the dependent immigrants, very few were met by agency workers. The majority were met by friends and relatives, and 60 per cent of these later used agencies, while, of those whom no one met, 80 per cent later used agencies. Of the independent immigrants, in contrast, very few were met by friends or relatives. About half were met by agency workers, and of these, 89 per cent later used agencies. Of those whom no one met, 73 per cent later did so. The key point regarding Table 32 is that immigrant status and use of agencies is related only for those who were met by friends or relatives; and here the relationship goes in the direction predicted by hypothesis. It appears that being met by a social worker (usually independent immigrants) "prevents" the original hypothesis from being true.

Our data notes that independent immigrants (who were planning to enter the labor force) who went to agencies took less time to locate a job than did dependent immigrants who sought assistance. Table 33 shows that independents who used some agency managed to get a job in 2.9 weeks after arrival, on the average, compared to those who did not; their average was 3.7 weeks. On the other hand, dependent immigrants who had been to agencies took more time to get a job (4.5 weeks) than dependent immigrants who had not (4.0 weeks). It is the responsibility of the public agencies to locate a job for the independent immigrants. If the independent fails to get a job, the government has to pay him the subsistence allowance. It does not have to do so for the dependent immigrant. On the basis of the researcher's personal observation and his talking to several agency
## TABLE IX-31

**STATUS OF IMMIGRANTS AND THEIR USE OF SOCIAL AGENCIES**

<table>
<thead>
<tr>
<th>Immigrant Status</th>
<th>Total</th>
<th>Users</th>
<th>Non-Users</th>
</tr>
</thead>
<tbody>
<tr>
<td>Independent</td>
<td>139</td>
<td>78%</td>
<td>22%</td>
</tr>
<tr>
<td>Dependent</td>
<td>136</td>
<td>67%</td>
<td>33%</td>
</tr>
</tbody>
</table>

\[ x^2 = 4.03 \quad \text{df} = 1 \]

\[ .05 < P < .02 \]
TABLE IX-32

CONTACT AT PORT OF ENTRY, IMMIGRANT
STATUS AND USE OF AGENCIES

<table>
<thead>
<tr>
<th></th>
<th>Agency Workers</th>
<th>Friends/Relatives</th>
<th>None</th>
</tr>
</thead>
<tbody>
<tr>
<td>Users</td>
<td>89%</td>
<td>89%</td>
<td>33%</td>
</tr>
<tr>
<td>Non-Users</td>
<td>11%</td>
<td>11%</td>
<td>67%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>63</td>
<td>9</td>
<td>6</td>
</tr>
</tbody>
</table>

\[ x^2 = 0 \quad \text{df} = 1 \quad x^2 = 1.619 \quad \text{df} = 1 \quad x^2 = .63 \quad \text{df} = 1 \]

Not Significant  Not Significant  Not Significant

The technique of multivariate analysis cross classification has not been well worked out. It has been decided to look at the \( x^2 \) of a subtable in three or more variable tables in order to determine the effects of the introduction to the third variable. It is recognized that there are disadvantages to this approach, primarily the reduction of sample sizes to the point where it is difficult for the subtotal to obtain statistical significance.
TABLE IX-33

AVERAGE PERIOD BETWEEN ARRIVAL IN CANADA AND STARTING WORK FOR 195 IMMIGRANTS WHO SOUGHT WORK* BY USE OF AGENCIES ACCORDING TO IMMIGRANT STATUS

<table>
<thead>
<tr>
<th>Immigrant Status</th>
<th>Users Waiting Total</th>
<th></th>
<th>Users Waiting Total</th>
<th></th>
<th>Non-Users Waiting Total</th>
<th></th>
<th>Non-Users Waiting Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Independents</td>
<td>79</td>
<td>2.9 weeks</td>
<td>28</td>
<td>3.7 weeks</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dependents</td>
<td>66</td>
<td>4.5 weeks</td>
<td>22</td>
<td>4.0 weeks</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Out of the total sample of 275, 32 had been in Canada less than two weeks — none of them working — these were excluded from this table, as well as 23 others who are unemployed over weeks, looking for jobs. (All were users of social agency services.) Fifteen of the non-users claimed they were not planning to work in Canada for the time being and ten of them unemployed, looking for a job more than two weeks.
workers, it is reasonable to assume that, under pressure, the social workers in public agencies work harder to locate a job for the independent immigrants, knowing that, as to the dependent immigrant, it is the legal responsibility of the relative who sponsored him to take care of him. Of course, there could be many other causes for this trend.

During the pre-immigration phase, as this study shows (in Chapter VIII), in contrast to general belief, dependent immigrants have very little or no factual information about the social services in the new country; and once they arrive in Canada, it appears that their first thought is family reunion, while the independent immigrants' first thought is to look for a job.

Summary and Conclusion

Five hypotheses have been tested with the data collected. Four of these hypotheses turned out to be correct. As to the one that predicted that dependent immigrants make use of social agencies more often than the independent immigrants, the data indicates that it is the other way around.

Our data shows that awareness of agencies in the home country has a direct relationship to the use of agencies in the new country. Other characteristics of immigrants, such as country of origin, level of education has only a slight influence on the awareness and later use of agencies.

Another interesting finding was that there appears to have been a strong tendency among the new immigrants to use social agencies which were closest to their own cultural and language orientation.

Immigrants with college-level education, who had an occupation in the home country, used agencies more often than others in Toronto.

Our research shows that people from developing countries had a higher rate of seeking out assistance from the social support systems.
They tend to make less use of agency facilities, less, compared to immigrants from industrialized countries.

Among the dependent immigrants, heavy reliance on informal network systems for assistance prevents them from using agency facilities. On the other hand, for independent immigrants, there are no friends or relatives available from whom to seek assistance, therefore, they use agencies.

These points are referred to in the next chapter, which provides further suggestions and recommendations.
CHAPTER X

CONCLUSION

This study has tested several hypotheses relating to services to newcomers, derived from the writer's previous experience and his observations in the field, talks with agency executives, and a review of the relevant literature in the field of immigration — backed up by readings in the historical background. The following hypotheses were tested and have been discussed in the previous chapters.

(1) Dependent immigrants make use of social services more often than the independent immigrants, mainly because they have their relatives in Canada.

The study found, on the contrary, that independent immigrants use agencies more than dependent immigrants do.

(2) Relative to immigrants from industrialized countries, immigrants from developing countries use social services less.

Supported by the data.

(3) The new immigrant who has a professional background, or English language skill, uses social services more often than others.

Supported by the data.

(4) Immigrants who were aware of social agencies in their home countries tend to feel comfortable in using social services in Toronto also.

Supported by the data.

(5) When new immigrants make use of the network of available
social services, they will use those which are closest to their own cultural and language orientation.

Supported by the data.

Along with testing these hypotheses, this study has analyzed several characteristics of new immigrants and identified the operations of existing public and private social service agencies that provide direct services to new immigrants in Toronto.

Let us highlight some of the important variables of this study.

**Pre-Immigration Phase**

In the chapter "Information Seeking Patterns of New Immigrants," we discussed the process of collecting information about the country of destination during the pre-immigration phase, which usually starts as soon as a person thinks about applying for immigration. The study shows that people who are aware of the existence of different types of services in the new country before their immigration find it less difficult to adjust to the new environment.

In their home countries, the prospective immigrants, in most cases, gather their information about the availability of services in the new country from sources such as libraries and newspapers. Another group of people get information from their friends and relatives in Canada.
We found that 75 per cent of the independent immigrants had acquired quite correct information about social services in the new country before they arrived, while only 35 per cent of the dependent immigrants knew the facts about service availability. This, in turn, affects their utilization of social agencies, once they arrive in Canada.

At present there is no systematic way of providing orientation as to services to prospective immigrants in the Canadian visa offices abroad. Though more than 50 per cent of all immigrants are dependent immigrants, the Canadian visa office has no provisions for providing written or oral information to dependent immigrants. Dependent immigrants get their visa on condition that their relatives in Canada would take care of their needs.

Most of the dependent immigrants do not need a personal interview with the visa officer to obtain the immigration papers, for the immigration law stipulates that the relatives, who nominated the new immigrant, must take care of his or her needs during the first five years of the stay in Canada. Our research concludes that this official attitude is unrealistic. In order to prepare any newcomer, even if he has relatives in Canada, some form of orientation about Canadian facilities is needed in his home country so that he will utilize agency resources much more than now.

New Immigrant at the Port of Entry

The post-immigration phase begins as soon as the newcomer arrives at the port of entry, which in our case means the Toronto International Airport. The presence of service agencies is very much needed at this place. Though in Toronto a few public and private agencies provide information or referral services there, only 26 per cent of the study population received assistance from agency workers at the airport. The rest of them managed to find their way around with the help of porters, shopkeepers,
taxi drivers, policemen, relatives, friends, etc.

This study shows that those who were assisted by an agency worker at the port of entry also used the services of an agency for their initial settlement needs such as getting accommodations, employment, and language training. This is very important for new immigrants, especially the independent immigrants, who have no friends or relatives in the new country and thus lack the aid of a social support system.

In a new environment, if without friends or relatives, the immigrant has to depend on an agency for all types of information. With most of these, in his own country, a friend or relative assisted him if necessary to look for a job, where to get financial assistance, etc. Our study proves that new immigrants are in need of access services more than any other section of the community. However, there are some reasons why the present system of providing services to this population seems to be not very effective. Let us examine a few of the variables which have a direct impact on the use of social service agencies in Toronto.

In theory, immigrants have the same right to services as do native-born Canadians. In practice, however, they do not receive the same services for reasons such as these:

(1) Many services, whether governmental or voluntary in nature, are unknown to them. Often the same service does not exist in their native country or it is delivered in a different way.

(2) When immigrants are aware of available services, they are unable to use them because (a) there is a language barrier, (b) the service delivery systems are geared to serve native-born Canadians whose needs and cultural patterns differ from those of most immigrants; and (c) the social workers delivering service, since they are unaware of the cultural pattern of the newcomer, offer the service in a way which is incomprehensive or
unacceptable.

Canada has changed radically in the past few years. It is no longer a predominantly Anglo-Saxon, English-speaking country. More than 70 ethnic cultures make up the Canadian mosaic. For some social workers, according to a newcomer, "the difference is threatening. They should learn that not all East Indians speak the same language." Another immigrant, from a European country, commented: "Nurses in Canadian hospitals should know that quiet hospitals, free of visitors, are depressing to patients from European countries accustomed to the lively bustle of a hospital thronging with visiting papas, mamas, and aunts carrying nursing babies."

We must give recognition to the multicultural reality of the city. Such recognition must be given both in the training of workers and in the development of services to meet special needs of immigration.

In a presentation to the annual meeting of the Ontario Association of Professional Social Workers, Anthony Richmond pointed out:

Professional social workers, trained in conventional techniques of case work or group work within a monolingual setting, may not be well equipped to serve the immigrant families and their children. An innovative approach to the development of social services is needed in which the multicultural, multilingual nature of this problem is fully recognized.¹

Failure to recognize the cultural variations among potential clients can render services inaccessible and not viable for large sections of the newcomers in Toronto.

Many access services are not available to immigrants in their native language. Moreover, even if the immigrant speaks manageable English, ________________________________

¹A. Richmond, Multiculturalism in Ontario, Address to the Annual Meeting of the Ontario Association of Professional Social Workers, Toronto (April, 1972).
it is difficult for the social worker to understand his personal or family problems because of the differences in their respective cultural patterns. Here, primarily, we are talking about immigrants from developing countries. Good interpreters are scarce and volunteers from ethnic groups are almost impossible to find, either because so many are working full time or because volunteer service is not traditional with them.

Language difficulties are reported as an important factor in the problems immigrants face in their attempts to make use of community services. It is important that community agencies develop the necessary skills required to reach the immigrant in his own language.

Elliott's 1967 study of social agencies in Toronto revealed that 80 per cent of all the personnel interviewed from these agencies at all levels believed that immigrants should learn the English language and the Canadian way of life quickly and efficiently so that the newcomer could make better use of the facilities offered by such agencies, as well as for other purposes. The question in the minds of these administrators and staff members was, "Why can't immigrants learn to speak English?" "What stands in their way, especially when there are programmes available to teach them?" It is assumed that once he has learned to speak English, the immigrant will be on an equal footing with any other Canadian.¹

Our feeling is that the responsibility for successful settlement of new immigrants to some extent rests with the service agencies. The recent developments in Canadian thinking also reflects this point:

(1) The emerging sociological view of Canadian society as being

composed of a number of ethnic groups rather than of one majority group and some minority groups — the philosophy of multiculturalism.

(2) The concept of immigrant settlement as a continuous process with recognizable stages and corresponding needs.

(3) The view of social services as a right not a charity.¹

Multiculturalism in Toronto is not a theory but a living reality. About half the residents are immigrants who have a mother tongue other than English.²

In this context, recognition of multiculturalism is not to be interpreted as merely recognition of various immigrants' costumes, food, dances, etc. It should be seen as a true multiplicity of cultural values which relate to such basic issues as family structure, child raising patterns, care of the elderly, attitude to social agencies, and culturally acceptable means of asking for assistance which maintain the dignity of some newcomers. It is these cultural values, not food and dance, to which service agencies are required to relate.

One of the social workers familiar with immigrants and their problems of communication in English told me:

To a new immigrant, unhappiness is when the social worker talks to you and you don't understand him. More unhappiness is when you talk to the social workers and he or she doesn't understand you. Because the language differences are immediately recognizable they generate an immediate impact on the new immigrant which affects his attitude towards the agencies, as a recipient of services and socially as a member of the local community. As a result, his perspective on his own future becomes that of a "disadvantaged person."

Even under ideal conditions, newcomers in any area take some time before they feel emotionally ready to seek relationships outside their own group and to participate in the life of the local community. No doubt


this process can be accelerated if appropriate programs are set up in an atmosphere of acceptance and toleration at local agencies, staffed by workers who understand and appreciate new immigrants' language and culture. We should keep in mind that original cultural traditions and values become most important to those people, like immigrants, who do not feel secure and are frequently rejected by those in the wider community.

New Immigrants' Access to Service

At present, the prime responsibility for gaining access for needed services is left to the new immigrants. Although, to a limited extent, the agencies try to provide this service at the port of entry, our research shows that only a small proportion of immigrants receive this service at the port of entry. Some of these essential services are performed by ethnic travel agencies and real estate offices and they charge a fee for this access service, which is available free for newcomers from agencies.

The consequences of the present pattern of access among the immigrant serving agencies are clear. Clients do not gain access to some needed services when left to their own resources. Because of a lack of information among the agency workers, the immigrant does not learn about the full range of available services. Moreover, workers tend to focus more on what they can do for clients rather than on what clients need.

Accessibility of Services

The major problem is to find a method by which the immigrant can be brought to the appropriate service in the shortest, most direct route without a frustrating waste of time, energy and skills.

It would be difficult to identify any one essential service that is totally missing from the network of services in Toronto. The gap is
rather in terms of volume. As Kahn pointed out at a workshop in Toronto in 1967:

Whether one talks about Canada or the U.S.A., if one looks at the local level in almost any community one finds first that there is not enough service. There are few fields in which it can be said that there are no crowded caseloads, no waiting lists, etc. But the most serious gap in more effectively servicing the immigrants (and people in need in general) is in the realm of communication.¹

Again, Kahn commented that family agencies have disengaged themselves from the poor.

They set up a pattern of individual psychotherapy which makes great sense to verbal people and for people who are at a point in their lives when they can cope with intrapsychic problems. This is not true for the disadvantaged and the poorly educated.²

The majority of the newcomers with whom the community is most concerned fall into this category, and their difficulty is compounded by the language and cultural barrier. The whole social service system in Toronto has grown up within the context of a single language and a common culture. Toronto perhaps must accept the fact that it has become a plural society.

An alternative is needed to the present loose structure of agencies to cope with the problem of service access. What Kahn said in Toronto in 1967 seems to be very true even now:

Access to service is very difficult for recent arrivals, ethnic minorities, poorly educated and so forth . . . they simply cannot get to the service . . . the luxury of developing insight and talking through and reconstructing development is after all, based on certain educational and cultural background and not available to everybody.³

England has apparently succeeded to a remarkable extent in closing


²Ibid., p. 19.

³Ibid., p. 21.
the "information gap" through a network of "citizens' advice bureaus."

The British citizens' advice bureaus are backed up by a national staff that does nothing but constantly study new administrative rules, new statutes, prepare bulletins to be sent to the four or five hundred outposts and run training programs. If the local citizens' advice bureaus does not know the answer, the national staff will tell them the answer, and if the national staff does not know the answer, it will call the ministries.¹

Since these bureaus are located in the neighborhoods, people walk by them everyday. The majority of these "Outposts" in England are manned by trained volunteers.

Toronto may be ready for a system like this, especially to serve the immigrant groups.

Toronto is, and in all probability will remain, the major reception point for immigration in Canada. As successive immigrant groups settle in the city, reflecting the changing patterns of immigration, constant adaptation and change in service delivery methods will have to be introduced to meet the changing needs and cultural diversity of recipient groups.

Even though Toronto has developed a viable system of social services for the Canadian-born, the recipient groups now include such a high percentage of immigrants that it is necessary for the agencies to develop equally viable supportive services for this particular public in order to be useful to them.

Suggestions and Recommendations

To make the operational aspects of information more effective, the visa offices in foreign countries should organize pre-departure courses in which prospective immigrants receive suitable information on the country of destination and its social service and other social characteristics.

¹Ibid.
Moreover, they should provide, in the home country, short-term English language classes to immigrants who cannot communicate in English. For example, the facilities of the Intergovernmental Committee for European Migration (I.C.E.M.) in some of the European cities provide a two-month full-time course in English and Home Economics for prospective immigrants going to various countries. Australia also has similar programs for immigrants in their home country.

It is recommended that a comprehensive program be established to provide immigrants with detailed and accurate information, in a language and form they can understand, concerning Canadian social services. This program should begin in the country from which the immigrant is emigrating and be continued upon his or her arrival in Canada.

The inability of non-English-speaking immigrants to communicate effectively is undoubtedly one of the major problems encountered in obtaining employment, housing and social and other essential services.

A relatively easy solution would be for all agencies, voluntary and governmental, to hire workers who not only speak the various languages, but are also familiar with the culture and background of their clients. The difficulty is the budgetary limitation, as well as scarcity of qualified personnel. The training and use of auxiliary personnel should be studied.

If there were no financial support to private agencies from government, these agencies would close and their immigrant clients would go back to the service brokers, real estate agents, travel agents, insurance brokers, small immigrant businessmen who have a profitable sideline in providing services to newcomers. The quality of these services is questionable, the cost too high.
It is recommended that neighborhood information centers be granted sufficient resources to serve the new immigrant along with others.

It is recommended that high-quality interpreter services be made accessible in or available to all private and public service agencies used frequently by immigrants.

It is recommended that the cost incurred in implementing the above recommendations be undertaken through shared cost arrangements among the federal, provincial and municipal governments. It is recognized that many of the services involved in the recommendations fall into areas under provincial jurisdiction, but as the federal government takes major responsibility for admission of immigrants, it is believed that shared financial responsibility in this area would be appropriate. This is especially true in regard to those services required during the immigrant’s first few years of life in Canada.

It is essential that social agencies make available information regarding their services. Service agencies must not assume that their presence is known to all potential users of the service. Consideration should be given to providing information both in written form and through out-reach programs. Information regarding services should be translated into major immigrant languages and presented in a form which will be understandable to the new immigrant. Agencies that have efforts to translate material frequently have made the mistake of assuming too much prior knowledge on the part of the new immigrants. Recognition should be given to the fact that many immigrant groups are not accustomed to receiving information in written form. Service agencies should consider the establishment of outreach programs, utilizing volunteers where possible, to inform potential clients of the existence of their services. Where social
agencies have limited staff and resources, they might consider utilizing the community-based information, referral and interpreter services to assist them in their outreach process.

Information to new immigrants should be objective, impartial, uniform and realistic, complete and direct.

To produce information as up-to-date as possible and to avoid duplication of efforts and possible delays, there should be a constant exchange of information among all the agencies concerned.

**Significance for Social Work**

A better understanding of the new immigrant's use of social agencies seems particularly significant for the social work profession at this time for a number of reasons. Social work knowledge in recent years has been greatly expanded by contributions from the social sciences knowledge of the impact of socio-cultural factors on human behavior and has given us a much fuller understanding of our clients and has led to modifications of traditional treatment methods. The recent literature on the poor and culturally deprived indicates that social agencies are adapting their services in the light of this new understanding, making them more relevant to the needs of these groups in society.

There seems, however, to be a lag on the part of agencies in applying this understanding of sociocultural factors in the provision of services for recent immigrants. The studies and reports reviewed in the preceding pages indicate general agreement around the inadequacy of the existing social services for recent immigrants. It seems, therefore, that social workers could and should assume a leadership role in promoting the adaptation of present services to the needs of recent immigrants based on their understanding of the interplay of sociocultural as well as psychological
forces on human behavior.

The social work profession, because of its humanitarian concern and familiarity with a wide range of problems and needs, can play an important role in the planning and provision of services designed to meet both material needs and needs in the area of social functioning; and, if we are concerned about the provision and equitable distribution of these services, then research into the area of immigrants' use of social service agencies becomes relevant, with many implications for how and to whom such services are provided. There is a growing concern about the training of professionals who work with immigrants. This is becoming a specialization in social work. Especially the implication of cultural factors in social work with immigrants being given more and more consideration.¹

The need for training is not restricted to social workers in the immigrant serving agencies, but is necessary as well for social workers working in agencies open to the host population, to which immigrants are referred.

Some of us may think that to discuss the problems of immigrants' needs may define and crystallize it beyond hope of solution. On the other hand, there are those who, relying on laissez-faire principles, believe that it is wisest not to interfere with problems which in the course of time will sort themselves out. There is the fear that an examination of these problems could lead to an acknowledgement that existing services may be inadequate to cope with them. These beliefs lay behind the reluctance of government departments, until very recently, to compile separate

statistics relating to immigrants' use of their services. These attitudes, however well meaning, have not been in the interests of either immigrants or the rest of the population. The absence of information has meant that some of the real problems of immigrants have either been ignored or exaggerated and ignorance about numbers of immigrants has led to wild speculation and fear that the social services will be flooded with requests for help. Social workers, as well as many other people who are concerned with immigrants, are now recognizing that here, ignorance is not bliss.
DATED: December 13th, 1976

BETWEEN:

HER MAJESTY THE QUEEN IN RIGHT OF ONTARIO as represented by the Minister of Culture and Recreation for the Province of Ontario.

- and -

MURALI NAIR

AGREEMENT

THIS AGREEMENT made this 13th day of December, 1976.

BETWEEN:

HER MAJESTY THE QUEEN IN RIGHT OF ONTARIO as represented by the Minister of Culture and Recreation for the Province of Ontario, hereinafter called the "Ministry"

OF THE FIRST PART;

- and -

MURALI NAIR,

hereinafter called "Mr. Nair",

OF THE SECOND PART.

WHEREAS Mr. Nair is desirous of obtaining the co-operation of the Ministry in the preparation of a thesis entitled "Immigrants' Perception of Social Service Agencies" (hereinafter called the "Thesis") which shall enable Mr. Nair to receive his degree of Doctor of Social Welfare;

AND WHEREAS such co-operation involves enabling Mr. Nair to interview new immigrants to Toronto who have recently passed through Ontario Welcome House and thereby study the use of, and attitude toward, public and private agencies by new immigrants.
NOW THEREFORE THIS AGREEMENT WITNESSETH

that in consideration of the mutual covenants and agreements herein contained, and subject to the terms and conditions hereinafter set out, the parties hereto agree as follows:

1. The Ministry shall take the necessary steps to enable Mr. Nair to take a representative sampling of new immigrants to Ontario based upon nationality and language spoken and shall assist Mr. Nair in selecting 50 such individuals who have passed through Ontario Welcome House since January 1st, 1975 (hereinafter called the "New Immigrants").

2. Mr. Nair shall only conduct his interviews with those individuals who consent to be interviewed.

3. Mr. Nair shall neither ask the New Immigrants their names or addresses nor shall he make a notation of same in any of his notes which he may make as a result of such interviews.

4. To assist Mr. Nair with his interviews of the New Immigrants, the Ministry shall provide to Mr. Nair, for a period of one week and at no cost to Mr. Nair, a room at Ontario Welcome House.
which will be sufficient to enable Mr. Nair to conduct his interviews. In addition, the Ministry shall also provide to Mr. Nair, for a period of one week and at no cost to Mr. Nair, the services of one or more interpreters.

5. Mr. Nair, his officers, employees and agents shall treat as confidential during as well as after the completion of the interviews of the New Immigrants and the preparation and submission of his Thesis, any information of a character confidential to the affairs of the Ministry, the New Immigrants, or the Province of Ontario to which he becomes privy as a result of his acting under this Agreement.

6. Any information of a personal nature which is contained in the Thesis shall be disguised in such a way as to avoid any embarrassment to the Ministry, the New Immigrants or the Province of Ontario.

7. The Ministry shall have the right to examine the Thesis prior to its being submitted by Mr. Nair for his degree or prior to the information contained therein being made public in any manner whatsoever, to ensure that this Agreement has not been violated and to ensure that any material which
has been provided to Mr. Nair by the Ministry, has been used by Mr. Nair in a responsible manner. In the event that the Ministry objects to any parts of the Thesis which are based on material which has been provided to Mr. Nair by the Ministry, such objectionable parts shall not be submitted by Mr. Nair for his degree nor made public in any manner whatsoever until such objections have been discussed and negotiated between the parties and until mutually acceptable alternatives to such objectionable parts have been agreed to by both parties and inserted in the Thesis.

8. Mr. Nair shall provide to the Ministry at no cost to the Ministry, one completed copy of the Thesis as submitted by Mr. Nair for his degree.

9. It is agreed that this written instrument embodies the entire agreement of the parties hereto with regard to the matters dealt with herein and that no understandings, representations or agreements, collateral, verbal or otherwise, exist between the parties except as herein expressly set out.
10. This agreement shall enure to the benefit of and be binding upon the parties hereto and their respective heirs, executors, administrators, successors and assigns.

IN WITNESS WHEREOF the parties hereto have hereunto set their hands and seals.

SIGNED, SEALED and DELIVERED in the presence of:

[Signature]
Witness

[Signature]
Witness

HER MAJESTY THE QUEEN IN RIGHT OF ONTARIO as represented by:

Minister of Culture and Recreation for the Province of Ontario.

[Signature]
MURALI NAIR

Approved for signing by the Minister of Culture and Recreation

Charles Beer, Director, Citizenship Branch.
Ref: Mr. H. Nair's Doctoral Dissertation Data Collection
"New Immigrants' Perception of Social Agencies"

This is to confirm our agreement with Mr. Nair to conduct interviews with new immigrants who are utilizing this agency's services.

Mr. Nair shall only conduct his interviews with those individuals who consent to be interviewed. Mr. Nair shall neither ask the new immigrants their names or addresses nor shall he make a notation of same in any of his notes which he may make as a result of such interviews.

Mr. Nair shall provide to this, at no cost to the Agency, one completed copy of the research report.

Dated April 18, 1977.

Elizabeth Jepson
Coordinator.

Murali Nair

bloor-bathurst information centre
896 bathurst street, toronto 4  531-4613
April 7, 1977

Mr. M. Nair
Assistant Professor
Maywood College
School of Social Work
2300 Adams Avenue
Scranton, Pennsylvania 18509

Dear Mr. Nair:

This is to confirm that arrangements for you to conduct interviews with new immigrants in the Canada Manpower Centres have been finalized.

The attached schedule reflects the agreement between you and Mr. Fox to visit 4 CMC's rather than one as originally planned.

I trust this schedule meets with your approval. Would you be kind enough to telephone Frank de Gruyter (966-7502) in my office, on your return to Toronto, to confirm the schedule and to further facilitate your visits to our offices.

Wishing you every success in your endeavour, I remain,

Yours very truly,

[Signature]

J.J. Maher
A/Dirctor of Manpower
Metro Toronto

Attached:

JJM:n1
15 December 1976

Ref. # 136

Mr. Murali Nair
MaryWood College
School of Social Work
2300 Adams Ave.
Scranton, Pennsylvania
U.S.A.

Dear Mr. Nair,

I am very pleased to provide you with the opportunity to conduct the interviews at Costi of immigrants with less than 2 years of residence in Canada.

As agreed during our previous conversations on the subject, you will not use the names of the individuals you interviewed in any of your reports. I also understand that you agreed to share with us the findings of your research.

With my best wishes for the success of your work,

I am

Sincerely yours

[Signature]

Joseph Carraro
Executive Director

JC:lf
APPENDIX B

INTERVIEW SCHEDULE: IMMIGRANTS' USE OF SOCIAL SERVICE AGENCIES

A Study of the Use of, and Attitude toward, public and private agencies by new immigrants in Toronto

(Questions with * this mark only for new immigrants using social service agencies -- all other questions are for users as well as for non-users.)

Note to the New Immigrants

I am a student at the Columbia University School of Social Work; trying to help improve services to new immigrants. Will you please help me? I am not going to write down your name or address; and everything you tell me is confidential.

Murali Nair
1. How long have you been in Toronto?

- Less than one week
- One week - One month
- Two months - Three months
- Three months - Six months
- Six months - One year
- One year - Two years

2. In which country did you live before you immigrated to Canada?

____________________________________________________________________

3. Are you an independent or a dependent (nominated/sponsored) immigrant?

- Independent
- Nominated
- Sponsored

4. How old are you?

- Under 20
- 20 - 24
- 25 - 34
- 35 - 44
- 45 - 54
- 55 - 64
- 65 or over
5. (a) Are you married?  
   ______ Yes  
   ______ No  

(b) **If 5(a) is No**  
   Have you ever been married?  
   ______ Yes  
   ______ No  

(c) What is your present status?  
   (Interviewer's check)  
   ______ Married  
   ______ Widowed  
   ______ Divorced  
   ______ Separated  
   ______ Single, never married  

6. What is your religion?  
   ________________________  

7. (a) Are any of your family members in Canada?  
   ______ Yes  
   ______ No  

(b) **If 7(a) is Yes**:  
   Who?  
   ________________________  
   ________________________  
   ________________________  

8. **If 7(a) is Yes**:  
   How long ago did the first one come?  
   ________________________
9. **If 7(a) is Yes:**
   Are you staying with them?  
   ______ Yes  
   ______ No  

10. **If 9 is No:**
    Are you staying with someone else?  
    ______ Yes  
    ______ No  

11. **If 10 is No:**
    Then, are you staying alone?  
    ______ Yes  
    ______ No  

12. **In either case, what kind of building are you living?**  
   (Probe to complete)  
   ______ Highrise apartment  
   ______ Rooming house  
   ______ Town house  
   ______ Flat  
   ______ Full house  

13. **Do you plan to stay there?**  
    ______ Yes  
    ______ No  

14. **If 13 is No:**
    (a) When are you planning to move?  
    ____________________________
14. (b) Where do you intend to move?
(Probe to complete)

_______ To another residence in the same city
_______ To another place in Canada
_______ Other (Specify) ________________

15. Where did you live just before you moved to Toronto?
(If answer is some other place in Canada, probe for what part of Canada, or if outside Canada, what city, country?)

________________________________________________________________________
________________________________________________________________________

16. Tell me all the places you have lived in Canada.
(Interviewer list in order.)

____________________________________
____________________________________
____________________________________

17. You have been living in this country now since _______________________.
   Month and Year

   Have you ever visited this country before that?

_____ Yes
_____ No

18. If 17 is Yes

   Altogether, how long did you visit this country before you came to stay?

________________________________________________________________________
19. In your home country, what kind of place did you live?  
   (Interviewer, probe to select)  
   ___ Rural/farm  
   ___ Suburb  
   ___ City  

20. What school did you attend? (Years of education)  
   __________________________  
   __________________________  
   __________________________  

21. What was your main work or occupation before immigrating to Canada?  
   (Give a detailed description)  
   (Probe to verify)  
   __________________________  
   __________________________  
   __________________________  

22. Are you working now?  
   ___ Yes  
   ___ No  

23. If answer to question 22 is Yes  
   What sort of work do you do now?  
   Occupation __________________________  
   Industry __________________________  

24. If question 22 is answered Yes  
   How much do you earn at your present job (weekly)?  
   __________________________
25. **If answer to question 22 is No**

Have you worked since your arrival?

[ ] Yes
[ ] No

26. **If 25 is Yes:**

How many months after immigration did you begin work in Canada?

[ ]

27. **If question 22 or 25 is Yes**

How did you get your job?

(through government employment agencies, friends, voluntary agencies, etc.)

[ ]

28. **Only to married persons:**

What does your husband/wife do?

(Probe to complete)

[ ] Work full-time
[ ] Work part-time
[ ] Keep house
[ ] Go to school
[ ] Something else (Specify)

29. **If question 22 or 25 is No**

How are you supporting?

[ ]

[ ]
30. Did you have any information about services for immigrants before you came to Canada?

______ Yes
______ No

31. (a) If question 30 is Yes
How did you get it?


(b) If question 30 is Yes
What information did you get?


32. Were you given any booklet at the Toronto Airport which explains where to go for information/service/help in Canada?

______ Yes
______ No

33. If question 32 is Yes
Do you know what was in the booklet?


34. When you first came to Canada, did anyone meet you at the Airport, after customs and immigration?

______ Yes
______ No

35. If 34 is Yes
(a) Who?


(b) What did he/she/they do?


36. Did you look for assistance as soon as you arrived?

______ Yes
______ No

37. If 36 is Yes
Where did you look for assistance/service/information?


38. What type of assistance were you looking for at that time?


39. How did you happen to come to this agency?


*40. Have you sought services/information/help from any other agencies, other than this, since you came to Canada?

[ ]   Yes
[ ]   No

*41. If answer to question 36 is Yes

Types of agencies and the nature of service/help/information sought. When?

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

*42. Approximately how far do you live from this place?

__________________________________________________________________________

*43. How long does it take you to travel between home and this agency?

__________________________________________________________________________

*44. How did you get to this place: by car, by bus, by subway, or by walking?

[ ]   By car
[ ]   By bus
[ ]   By subway
[ ]   By walking
*45. What did you want from this agency?


*46. Did the agency understand what you wanted?

___ Yes
___ No

*47. If 46 is No

Why couldn't they understand?


*48. Do you think you will come back to this agency for further service/help/information after today?


*49. What could this agency do to help new immigrants like you even more?


50. When you have a difficult personal or family problem, whom are you most likely to talk it over with? (If the respondent gives a person's name, then who is he?)


51. Have you ever talked to anyone (at agency) about a family or personal problem?

______ Yes
______ No

52. **If 51 is Yes**

With whom did you talk?
(Get name and/or position)
________________________________________________________________________
________________________________________________________________________

53. **If 51 is No**

Do you feel you would ever discuss such problems with someone (at agency)?

______ Yes
______ No
______ Don't know

54. **If 53 is No**

Why wouldn't you discuss such problems with someone at the agency?
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
55. Where did you go for service/information/help in your home country, when you had:

(a) Financial difficulties

(b) Housing needs

(c) Employment

(d) Health related problems

(e) Education

(f) Information services

(g) Family problems

(h) Other personal problems (specify).
56. If answer to question 55 indicates that he had been to an agency, then ask about the agencies he had been to:

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

57. If answer to question 55 indicates that he never had been to an agency, then ask:

   Do you know of agencies in home country that provide assistance to people with the above mentioned needs?

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

58. Do you belong to any of your immigrant associations in Toronto? (If yes, list names and your positions)

________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
59. Do you belong to any church groups in Toronto?  
(If yes, list names and your positions)

________________________________________________________________________

________________________________________________________________________

60. Are you a member of any voluntary social agencies in Toronto?  
(If yes, list names and your positions)

________________________________________________________________________

________________________________________________________________________

61. Do you go to the meetings of these associations?  
(Probe to complete)

_____ Most of the meetings of __________________________

_____ Some meetings of __________________________

_____ Only a few meetings of __________________________

_____ None of the meetings of __________________________

The next two questions -- only to immigrants with more than six months' residence in Canada.

62. Do immigrants have anything to say about the way agencies serving new immigrants are run?  
(Probe to complete)

_____ Much to say

_____ Something to say

_____ Very little to say

_____ Nothing to say
63. Do you feel that you should have more to say about how the immigrant serving agencies are run?  
(Probe to complete)  

[ ] More say  
[ ] Less say  
[ ] No say  

64. I would like to ask you about services for new immigrants. I have a list of services offered to new immigrants; please think back and as I read each thing, tell me what you think about it.

(1) Are you aware of the following services to new immigrants in Toronto?  
(See the next page for interviewer's check list)  

(2) If 64(1) is Yes  
Did you ever use it?  
(See the next page for interviewer's check list)  

(3) If 64(2) is Yes  
Is it free?  
(See the check list)  

(4, 5, and 6) If 64(3) is No  
What is the cost like?  
(See the check list)  

(7 and 8) If 64(2) is Yes  
What do you think of the services?  
(See the check list)
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<th>Service</th>
<th>Aware of</th>
<th>Used</th>
<th>Free</th>
<th>Not Expensive</th>
<th>Little Expensive</th>
<th>Very Expensive</th>
<th>Good Service</th>
<th>Poor Service</th>
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65. Imagine a friend of yours from your country is coming to Canada as an immigrant, what advice would you give him about how to get help/service/information?

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

66. Social service agencies in Toronto would like you to give some advice to them about:

(a) Whether: are there more services needed to new immigrants?

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

(b) Is there a better way of giving services to new immigrants?

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________
67. Interviewer's Comments

(a) English language skill:

- Fluent
- With accent
- Manageable, with certain handicap
- No Mastery

(b) Sex

- Male
- Female

(c) Race

- Black
- Brown (Indian, Pakistani, Deylonese)
- Oriental
- White

(d) Use of Interpreter

- Yes
- No

(e) Other non-verbal communications of the interviewee:

_________________________________________________________________
_________________________________________________________________
_________________________________________________________________
_________________________________________________________________
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Reports, Articles, Unpublished Dissertations, etc.


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