ACCESSING ENGLISH LANGUAGE EDUCATION IN URBAN IMMIGRANT GATEWAYS: THE CASE OF OTTAWA

by

Alyson Prabhu

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Abstract

Immigration to Canadian cities is a growing phenomenon. While much previous international migration research has focused on states and borders, cities are receiving increasing attention as a scale at which the lived experiences of international migrants can be better understood. Three Canadian cities – Montreal, Toronto, and Vancouver – serve as Canada’s top destinations and receive a disproportionate number of Canada’s newcomers. In recent decades, flows of newcomers have diverted to other cities such as Ottawa, which is now home to the fifth largest concentration of foreign-born individuals in Canadian cities. Cities like Ottawa wherein increasing immigration rates are a relatively recent phenomenon can lack settlement services such as language training in comparison to more established gateway cities. With an increasing number of newcomers from countries where English is not an official language, there is growing concern over newcomers’ abilities to integrate both economically and socially. This research uses a mixed methods approach to combine census data, fourteen semi-structured interviews, and GIS analyses to provide a quantitative needs assessment without neglecting the qualitative aspects of service accessibility. English programs in Ottawa range from federally funded language classes to community-run conversation groups. Changing settlement patterns and growing numbers of newcomers in Ottawa raise the question whether these programs are accessible to the very groups they are intended to reach. This research assesses how English language instruction is provided for and accessed by the foreign-born population in Ottawa. Moreover, it asserts the importance of the language classroom as a space in which international migrants negotiate their identities and find their place within mainstream Canadian society. This thesis concludes by making recommendations for future action, discussing the limitations of this study, and exploring areas of future research.

Keywords: urban geography, Canada – Ottawa, immigration, immigration policy – Canada, education, accessibility, geographic information systems (GIS)
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<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>CIC</td>
<td>Citizenship and Immigration Canada</td>
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<tr>
<td>CLARS</td>
<td>Coordinated Language Assessment and Referral Service</td>
</tr>
<tr>
<td>CLB</td>
<td>Canadian Language Benchmarks</td>
</tr>
<tr>
<td>ELL</td>
<td>English Language Learner</td>
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<td>ESL</td>
<td>English as a Second Language</td>
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<tr>
<td>GUM</td>
<td>Globalisation, Urbanisation, Migration</td>
</tr>
<tr>
<td>IRPA</td>
<td>Immigrant and Refugee Protection Act</td>
</tr>
<tr>
<td>LARC</td>
<td>Language Assessment and Referral Centre</td>
</tr>
<tr>
<td>LINC</td>
<td>Language Instruction for Newcomers to Canada</td>
</tr>
<tr>
<td>MLO</td>
<td>Multicultural Liaison Officer</td>
</tr>
<tr>
<td>NIC</td>
<td>Newcomer Information Centre</td>
</tr>
<tr>
<td>NHS</td>
<td>National Household Survey</td>
</tr>
<tr>
<td>OCDSB</td>
<td>Ottawa Carleton District School Board</td>
</tr>
<tr>
<td>OCISO</td>
<td>Ottawa Community Immigrant Services Organization</td>
</tr>
<tr>
<td>OCSB</td>
<td>Ottawa Catholic School Board</td>
</tr>
<tr>
<td>OSSD</td>
<td>Ontario Secondary School Diploma</td>
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Glossary of Terms

Foreign-born: not born in Canada.

International migrant: an individual not born in Canada who has arrived from a foreign country.

Immigrant: an individual who has come to live in Canada permanently from a foreign country.

Newcomer: used in this research to identify the period viewed by the Government of Canada as critical for providing settlement and integration support. These individuals have been in Canada for five years or less. When referring to the CIC and NHS data used in this research, newcomers are those who have arrived in the period between 2006 and 2011.

Refugee: an individual who has relocated to Canada due to persecution in the country where they normally live. Refugees can be permanent or temporary residents depending on their immigration status.

Visible minority: recognised as a contentious term, though used in this research as defined by the Employment Equity Act as “persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour” (Government of Canada Labour Program 2006).

Notes on use of terms:

(1) Foreign-born and international migrant are used synonymously in this research.

(2) In order to differentiate between the needs of individuals requiring English, the terms ‘newcomer’ and ‘foreign-born’/‘international migrant’ are used in this research. These terms differentiate between those who have recently arrived in Canada and those who have been in Canada for longer periods of time but still may wish to access English programming. The word choices of quoted literature materials and interview participants do not necessarily reflect these definitions.

(3) The distinction between immigrants and refugees is an important one as these populations bring with them very different needs. The term ‘immigrant’ tends to be used in the literature and by service providers to broadly define the foreign-born population. Thus, the word choices in quoted material from the literature and from interview participants do not necessarily reflect the use of ‘immigrant’ and ‘refugee’ by the author.
Chapter 1: Introduction

Immigration to Canadian cities is a growing phenomenon. While much previous international migration research has focused on states and borders, cities are receiving increasing attention as a scale at which the lived experiences of international migrants can be better understood (Benton-Short and Price 2008). Three Canadian cities – Toronto, Vancouver, and Montreal – serve as Canada’s top destinations and receive a disproportionate number of Canada’s newcomers. In recent decades, flows of newcomers have diverted to other Canadian cities such as Ottawa, which is now home to the fifth largest concentration of foreign-born individuals in the country (Statistics Canada 2011a). Cities like Ottawa – wherein a growing foreign-born population is a relatively recent phenomenon – can lack settlement services such as language training in comparison to more established immigrant destination cities (Kobayashi, Li, and Teixeira 2012). With an increasing number of newcomers from countries where English is not an official language, there is growing concern over newcomers’ abilities to integrate both economically and socially. This research assesses how English language instruction is provided for and accessed by the foreign-born population in Ottawa.

Although the movement of people across borders is certainly not a new phenomenon, recent decades have been the busiest and most global in scope for international migration around the world, leading Castles and Miller (2009) to dub this period ‘the age of migration’. With cities as the primary destination points for international migrants, the increasingly global scope of international migration has important consequences for cities, whose changing demographics have implications for multiculturalism, integration and exclusion, and settlement service provision.
As Canada’s top gateway cities, Toronto, Vancouver, and Montreal receive a disproportionate amount of attention in a research context. Scholars such as Radford (2007) indicate the importance of studying second- and third-tier gateway cities in Canada. Ray and Rose (2012) argue that the issues in larger gateway cities are not simply reproduced on a smaller scale in second- and third-tier gateway cities. Moreover, given the rise in immigration to second- and third-tier gateway cities, Tolley et al. (2011) call the Toronto, Vancouver, and Montreal framework ‘outdated’ and advocate for research in cities where the foreign-born population is present but smaller than in Canada’s top gateway cities. Ottawa’s population is now approximately twenty percent foreign-born, meaning that one in five Ottawa residents were born outside of Canada (Statistics Canada 2011a). Changing federal immigration policies in the last half century have resulted in drastic changes in the demographics of the foreign-born stock, with large numbers of international migrants emigrating from countries where English is not an official language. Indeed, Ottawa has seen large numbers of international migrants from these types of countries, with the top three source countries for newcomers being the Philippines, China, and India (Statistics Canada 2011a). Ottawa is thus an important site to consider the role of English programs in the settlement and integration of newcomers to Canada.

In Ottawa, the growing foreign-born population from countries where English is not an official language raises questions about whether English programs continue to be accessible to the very populations they are designed to reach. Proficiency in an official language has been shown to aid in both economic (Xue 2008, Derwing et al. 2010) and social (Boyd 2009, Dudley 2007) integration of international migrants in Canada. Specifically, English skills have proven to be more useful than French skills, especially in the workforce (Xue 2008). The availability of accessible English programs is thus of paramount importance for the successful economic and
social integration of the foreign-born population. This research examines the accessibility of these programs through four research questions, as described below.

#1: What English language programs are available to international migrants in Ottawa and where are they located?

English programs in Ottawa range from federally funded language classes to community-run conversation groups. These programs vary greatly in content offered, and in eligibility criteria to access these services. This research question explores the details of the types of English programs available in Ottawa, where they are located, and who is able to access them.

#2: How do settlement patterns affect access to English programs for international migrants?

Research has shown (e.g., Kopun 2007; Kopun and Keung 2007; Lo, Wang, Wang, and Yuan 2007; Statistics Canada 2007) that the development of the suburbs is occurring at a faster rate than the development of city centres in Canada’s census metropolitan areas (CMAs). Moreover, the suburbs have grown in popularity as a destination for newcomers over the city centre. This research question explores whether newcomer settlement in the suburbs has affected the accessibility of settlement services, particularly, English programs. This question focuses on spatial barriers that may impede international migrants from accessing English programs.

#3: Are there gaps in service provisions for international migrants? If so, how are certain demographics affected disproportionately by these gaps?

This two-part question explores whether the English programs available to international migrants vary in accessibility for different demographic groups. This question explores non-spatial barriers that may impede international migrants from accessing English programs.
#4: What other settlement needs must be considered when providing English programs to international migrants?

Canadian federal and provincial governments offer English programs as a component of broader settlement programs that include housing, employment, and other services. Learning or improving another language does not happen in a vacuum, and thus other settlement needs must be considered when examining English programs in the context of settlement services.

This thesis sets out to answer these research questions over the next four chapters. The first chapter provides a review of the literature to situate the study. The literature reviewed in this thesis is divided into three major categories: (1) a discussion of global cities, immigration, and the place of Ottawa in the global urban hierarchy, (2) local approaches to settlement service provision, and (3) the Canadian immigration policy context. The second chapter covers research methods. This research was approached using a mixed methods design, which combines census data, semi-structured interviews, and GIS analyses to provide a quantitative needs assessment without neglecting the qualitative aspects of service provision. The third chapter reports on the results and discussion. The findings of this research show that the primary barriers to access include inaccessibility due to distance of services (particularly from the suburbs), poor funding structure, lack of awareness of services, temporary restrictions, eligibility restrictions, and difficulty of access for certain groups (namely refugees and women) who face unique challenges in accessing these programs. This research also found that English programs play a special and important role in the settlement and integration of newcomers to Canada, and they serve as an opportunity to address multiple settlement and integration needs. These findings are discussed in the context of the local approach to the settlement and integration of newcomers to Canada. The final chapter concludes this thesis by providing some recommendations in light of the findings of
this research, discussing how this research contributes to the broader literature on second-tier global and migrant cities, and examining the limitations of this research and areas for future study.
Chapter 2: Literature Review

This chapter reviews three primary bodies of literature that inform this research. First, it discusses the role of immigration in determining the ‘globalness’ of cities. This section draws on world/global city and GUM city research. Second, this chapter examines the role of urban governance in the settlement and integration of newcomers. This section explores the multilevel, multiscalar nature of settlement services and the formation of partnerships through this type of governance. Discussions surrounding the urban governance of settlement services are contextualised in the final section, which reviews the immigration policies of the Government of Canada, who possesses primary constitutional jurisdiction on matters relating to immigration. This chapter concludes by discussing the contributions of this research to the literature.

2.1 Determining the ‘Globalness’ of Cities

2.1.1 The Conceptual Evolution of the World/Global City

The conceptualisation of the GUM, or Globalisation, Urbanisation, Migration city, stems from broadening the understanding of what constitutes a world/global city. World cities were originally described by Geddes (1915 in Harding and Blokland 2014) and further defined a half century later by Hall (1966). Hall’s conception of global cities involved examining the world’s largest cities by population and assessing their role in the advanced industrial world. Hall argued that these ‘world cities’ had a reach far beyond their own national context.

Friedmann (1986) further defined the concept of the world city in his landmark paper The World City Hypothesis. Friedmann’s conception of the world city placed more emphasis on the
consequences of globalised urbanisation in a variety of geographic contexts. Specifically, it focused on the spatial organisation of the new international division of labour. Friedmann further differentiated his world cities into primary world cities, which were selected due to the presence of major financial centres, corporate headquarters, international institutions, high-level business services, important manufacturing centres, and transportation nodes. He also compiled a list of secondary world cities, whose selection criteria were loosely explained (Harding and Blokland 2014).

Sassen’s (1991) take on the world city now used the term ‘global’ city. Sassen rejects Friedmann’s assertion that world cities are merely nodal points for the coordination of processes, but are also sites of production of “specialized services needed by complex organizations for running a spatially dispersed network of factories, offices, and service outlets” as well as of “financial innovations and the making of markets, both central to the internationalization and expansion of the financial industry” (Sassen 1991, 5). This approach rejects the notion that world/global cities are characterised by the presence of corporate headquarter locations, and emphasises the importance of advanced producer and financial services industries that contribute to the needs of global firms.

In the last decade, Benton-Short, Price, and Friedman (2005) have considered other indicators of what makes a city ‘global’. The classic body of world/global city literature examining the impact of globalisation on world cities has traditionally disproportionally considered the role of economic power. Increasingly, scholars are broadening their definitions of a ‘world city’ to include other criteria, such as immigration and diversity, and justly so: today’s globalising world is witnessing a considerable rise in international migration. The UN reports that
in 2013, 3.2% of the world’s population is foreign-born, and this figure is growing (United Nations 2013). Between 1990 and 2000, the growth rate of international migrants was 1.2 percent per year, which grew to 2.3 percent per year between 2000 and 2010 (Ibid.). This increasing growth rate of international migrants indicates the importance of considering the cultural, political, and social aspects in addition to the economic aspects of globalisation. While migration itself is not a new phenomenon, recent decades have seen an increasingly global scope to international migration, which has important consequences for domestic and international politics, the economy, and social life (Castles and Miller 2009). Castles and Miller (2009) have deemed the last few decades ‘the age of migration’ in response to the ever-increasing levels of international migration. Benton-Short and Price use the concept of the GUM (Globalisation, Urbanisation, Migration) city to incorporate the drastic demographic changes to cities in this ‘age of migration’ (Parmley 2008).

2.1.2 GUM Cities and International Migration

While much previous research has focused on nations and borders in the context of international migration, there has been increasing attention paid to cities (Benton-Short and Price 2008). The scale of the state is often used out of convenience, but in doing so neglects the lived experience of immigrants happening at smaller scales, such as cities or neighbourhoods (Ibid.). Price and Benton-Short (2007, 103) assert that “[i]t is impossible to understand the processes of globalization without studying cities, as they are the central locations in which global interconnections are forced.” As globalisation occurs on a larger scale, so too does immigration, which has increased on a global scale in the last 50 years as more countries (and thus cities) are participating in the international exchange of people. Some research linking global cities and immigration refers to globalisation as a ‘bottom-up’ process that transforms urban social,
political, and cultural space (Benton-Short, Price, and Friedman 2005). The role played by immigration in shaping the urban landscape is an important aspect of the process of globalisation, though these factors are often overlooked when determining the global urban hierarchy (Ibid.). Benton-Short, Price, and Friedman’s (2005) framework of the GUM city thus provides a conceptual springboard for geographers to consider the role of international migration in the development of cities and in the lived experience of its inhabitants.

Cities with strong abilities to attract international migrants, or gateway cities, are further divided into two major categories: established and emerging gateways. Established gateways contain large numbers of foreign-born people and have a percentage of foreign-born people higher than the national average (Benton-Short and Price 2008). These cities are well-known globally in their ability to attract international migrants for over a century. Examples of these cities include New York, Sydney, and Toronto. High levels of immigration continually reshape the urban landscape in these cities, and raise questions regarding multiculturalism, integration, and exclusion (Ibid.).

Emerging gateways differ from established gateways in that the international migrant flows to these cities are a relatively recent phenomenon (Benton-Short and Price 2008). Examples of these emerging gateways include Singapore, Washington D.C., and Ottawa. These gateway cities experience similar challenges as established gateways with respect to questions of multiculturalism, integration, and exclusion; however, many of these cities lack the services for newcomers found in established gateways (Benton-Short and Price 2008). Indeed, Kobayashi, Li, and Teixeira indicate that “smaller cities with limited infrastructure to assist newcomers are much
further behind in adopting programs such as settlement, bridging, and language training” (2012, xxxi).

Many emerging immigrant gateways are not considered global cities and are often overlooked in global cities literature. These ‘non-global gateways’ are cities in which the population is greater than one million with at least 9.5% foreign-born population (Benton-Short, Price, and Friedman 2005). Price and Benton-Short assert that “[w]hile these cities tend to be neglected by various measures of globalisation, nevertheless they are attracting significant numbers of immigrants from a growing diversity of locations. As these immigrant flows mature, and these cities become more cosmopolitan, it will be difficult to ignore the ‘globalness’ of these cities” (2007, 114).

Benton-Short, Price, and Friedman’s framework is largely quantitatively based and involves ranking cities based on a set of four criteria that establish the ‘globalness’ of each of these cities. These criteria include weighting (1) the percentage of foreign-born in a given city, (2) the total number of foreign-born in a given city, (3) the percentage of foreign-born in a given city not from a neighbouring country, and (4) cities where no one group represented more than 25% of the foreign-born stock were considered diverse (2005, 951). This approach to GUM cities creates a new global urban hierarchy that privileges the international movement of people. Further to their ranking of global cities, in a later work, Benton-Short and Price (2008) outline ten themes that unite and divide gateway cities. These themes highlight the ways in which the foreign-born population is described, distributed, and inserted into urban social and economic spaces. While each of these themes is not directly applicable for every immigrant gateway city, they demonstrate the relationship between cities, immigration, and globalisation. These themes
include (1) the hyperdiversity of immigrant gateways, (2) the episodic nature of gateway cities, (3) national immigration policies and cities, (4) expanding categories of entry, (5) urban immigration policies, (6) issues of identity, (7) immigrants and spatial assimilation or segregation, (8) gateways and new socioeconomic spaces, (9) immigrants and labour markets, and (10) cities as sites of contestation. This framework has been used by a number of scholars in a variety of geographic contexts, such as immigrants and labour market integration in Toronto, Canada (see Lo 2008), ethnic diversity in Birmingham in the United Kingdom (see McEwan, Pollard, and Henry 2008), and policies of immigrant exclusion and its sociocultural impact on immigration in Riyadh, Saudi Arabia (see Silvey 2008).

This form of ranking and rating cities in a global urban hierarchy has been critique in the literature. For instance, Peck (2015) problematises conceptualisations of the city that promote such a ranking and rating and pushes for the deconstruction of these ‘global’ models. He argues that these models of ranking cities are positivist models in which EuroAmerican criteria are privileged. Brenner addresses this positivist approach and indicates that ranking cities in this manner is ‘self-destructively anti-theoretical’ and moving toward ‘a new kind of positivism’ (Brenner in Arboleda 2014 in Peck 2015). This arguable lack of critical thought leads to essentialist models in which certain (EuroAmerican) criteria are privileged over others. Traditionally, global cities have been ranked based on their influence in the global economy. This approach decreases the visibility of many cities in the global south, which by these criteria are seen as ‘massive yet powerless’. Robinson (2006 in Peck 2015) calls economic criteria ‘colonising classifications’, in which there are positive accounts of global cities (as the loci of global order) and deficit models of developing-world cities (which are often viewed as sites of disorder, poverty, and informality). This argument, however, does not reflect the inapplicability
of this type of theorisation to the global south: rather, it critiques that urban theorisation takes place at limited sites (in the global north) that reflect the EuroAmerican hegemony. Roy (2009) indicates that there are other ways of ‘wordling’ cities, such as through studies of transnational urbanism in which practices and strategies of migrants as they cross borders and produce space are studied. While Benton-Short, Price, and Friedman’s work continues to rank cities in a positivist manner, it nonetheless advocates for a ‘bottom-up’ approach in which other measures of ‘globalness’ are addressed. The movement away from economic indicators to ones involving immigration address the issue of privileging cities in the global north; however, since much migration occurs as a result of economic incentives, there are still overlaps in these criteria.

Despite the problematic nature of ranking cities, Benton-Short, Price, and Friedman’s framework of ranking cities based on international migration has a particular significance in a Canadian context, and thus, for this research. According to the 2011 National Household Survey (NHS), Canada now boasts approximately 6.8 million foreign-born individuals who arrived as immigrants, which accounts for one in five members of the population being foreign born (Statistics Canada 2011a). In an international context, Canada has the second largest foreign-born population among G8 countries and Australia. Figure 2-1 illustrates the proportion of foreign-born individuals in the G8 countries and Australia. Immigration to Canada is predominantly an urban phenomenon with 91 percent of its foreign-born population living in one of Canada’s census metropolitan areas (CMAs) (Ibid.). International migrants, like the Canadian-born population, have a tendency to flock to city centres. Here international migrants have a greater likelihood of finding emotional and social support from members of the same ethnic community (Li 2003b). Canada’s three largest CMAs, Toronto, Vancouver, and Montreal, are home to 63.4% of the country’s immigrant population and 62.5% of the recent immigrant population, while they
are home to only 35.2% of the total population (Statistics Canada 2011a). The foreign-born population accounts for a large percentage of each of these cities: 46% of Toronto’s total population, 40% of Vancouver’s population, and 22.6% of Montreal’s population (Ibid.). These three cities have the largest proportion of foreign-born individuals in the country, though second-tier cities like Calgary (with 26.2% of its total population foreign-born) and Ottawa-Gatineau (with 19.4% of its total population foreign-born) are gaining in their ability to attract and retain immigrants (Statistics Canada 2011a, Radford 2007, Hoernig and Zhuang 2010). Given the large number of foreign-born individuals in Canadian cities, which are otherwise often overlooked in the global cities literature, Benton-Short, Price, and Friedman’s framework of GUM cities provides geographers the tools to investigate the role of these cities in the revised global urban hierarchy.

Figure 2-1: Foreign-born population, as a proportion of the total population, G8 countries and Australia

Source: Statistics Canada 2011a
As Canada’s top three immigrant destination cities, Toronto, Vancouver, and Montreal have received much attention in the literature on immigration and cities. Radford (2007, 47) stresses the importance of expanding research to second- and third-tier gateway cities. He states that “in addition to studying the situation in Canada’s three largest cities, there needs to be increased quantitative and qualitative research focusing on the experience of immigrants and visible minority populations living in communities outside of Toronto, Vancouver, and Montréal. Pursuing such research would enable us to better understand the current challenges and hurdles faced by immigrants and minority groups living across Canada.” Furthermore, issues in second- and third-tier gateway cities represent a unique situation for newcomers and are not merely first-tier issues being reproduced on a smaller scale (Ray and Rose 2012). This highlights the distinct nature of foreign-born experiences in smaller gateway cities.

There is a large body of literature on the many dimensions of immigration to cities in Canada. While it need not be summarised in detail for the purpose of this thesis, it is important to note the attention scholars have paid to immigration to cities. Literature featured in publications by the Metropolis Project and the Federation of Canadian Municipalities highlights themes of immigration in urban environments. Much of this literature is focused on the experiences of the international migrants themselves in Canadian cities. Issues of inclusion/exclusion are addressed through studies of integration (see Donaldson 2006), racism and discrimination (see Peake and Kobayashi 2002), citizenship and belonging (see Preston, Kobayashi, and Man 2006), gender (see Tastoglou, Ray, and Preston, 2005), and the experiences of the ‘1.5 generation’ (see Jantzen 2008, Tyyskä 2008), to name a few. These experiences can vary by demographic group and immigration class, such as the experiences of temporary foreign workers (see Vineberg 2010). Studies on newcomer needs and services, such as finding housing (see Ballay and Bulthuis 2004;
Pruegger, Cook, and Hawkesworth 2004) and accessing healthcare (see Kwong 2004, Weerasinghe 2004) catalogue the experiences of newcomers in accessing vital services.

Experiences of the foreign-born population with integration and identity in both sending and receiving contexts are addressed in the literature on transnationalism, which is defined as the “processes by which immigrants forge and sustain multistranded social relations that link together their societies of origin and settlement, and through which they create transnational social fields that cross national borders” (Basch, Schiller, and Blanc 1994, 6 in Kelly 2003, 210). Moreover, Ley and Kobayashi (2005), state that transnationalism “invokes a travel plan that is continuous not finite,” and that “[i]mmigrants never quite arrive at their destination because they never quite leave home” (113). In this view, migration is not restricted to an ‘either/or’ view of identity and culture, but rather creates a new ‘hybrid’ identity (Mitchell 2007). It is thus important to note, according to Kelly (2003), that transnational practices do not imply a lack of integration, but instead are a way of integrating heritage culture into the destination society. In contrast, the bipolar view depicts migrants as either ‘settlers’ or ‘sojourners’ (Mitchell 1997). Migrants bring their culture and norms to the new country where they “become relatively less or more assimilated to the prevailing cultural norms of the new national territory” (Mitchell 1997, 103). If this process does not occur, migrants completely retain an identity that reflects the culture of their birthplace. Current theories of international migration tend to lean towards the hybrid view of transnationalism (McEwan 2004). As themes of settlement and integration are key to this research, the lens of transnationalism lends an interesting perspective in examining continuing connections with sending countries and implications for settlement and integration in the destination country. This perspective would lend itself well to further research on the subject.
In examining the research on world/global cities and immigration to cities, it is clear that the GUM city framework and the revised global urban hierarchy lends an interesting approach to examining the emerging ‘globalness’ of cities disregarded by traditional world/global city literature. The GUM city framework brings several Canadian cities, including Ottawa, into the spotlight due to their increasing foreign-born population. The increasing number of foreign-born individuals in a city raises important questions with respect to the settlement and integration of newcomers in their new home. The following section explores these themes in a Canadian context.

2.2 Settlement and Integration of Newcomers to Canada

The settlement and integration of newcomers is of great importance to both newcomers and Canada as a whole. Indeed, Tolley et al. (2011, 2) state that “[b]enefits to the country’s economic and social prosperity can only be reaped … if immigrants choose to remain in Canada and are able to find housing, employment, and a promising future.” Thus, immigration and settlement issues have become more prominent on the policy agenda, realising that it does not happen spontaneously and requires government actions and community cooperation. The following subsections discuss the integration of newcomers to Canada and jurisdictional issues surrounding the provision of settlement services in cities.

2.2.1 Models of Integration

Castles and Miller (2009) identify several ways in which newcomers adapt to the host country. These include the assimilation model, in which newcomers give up distinctive linguistic, cultural, or social traits to become indistinguishable from the mainstream population; integration,
in which adaptation is a slower process, but still results in the assimilation of the newcomer into the host society; and multiculturalism, in which newcomers are able to participate freely and equally in all aspects of society without having to give up their own culture, religion, and language, though they are expected to conform to certain key values. These models provide a continuum of sorts on which to view the adaptation process. With a state policy of multiculturalism, Canada’s approach officially caters to maintaining the diversity that newcomers bring to Canada. This multicultural model places responsibility on both the host society to welcome and adapt to newcomers and on the newcomers themselves to adapt to Canadian life (Tolley 2011). This adaptation process can be impeded when newcomers are unwilling to integrate or through discrimination on the part of the host community (Frideres 2008 in Tolley 2011).

Castles and Miller (2009) critique the term integration, stating that a specific end goal is implied. Instead, they suggest the term ‘incorporation’, which they view to be a more neutral term. Due to the prevalent use of the term ‘integration’ in Canadian immigration policy, this term will continue to be used to refer to the process by which newcomers adjust to their life in Canada. It is worth questioning, however, the degree to which the integration process is in fact a ‘give and take’ between newcomers and host society and how much newcomers are expected to conform to mainstream Canadian cultural values.

Several factors are at play when considering a newcomer’s ability to integrate into Canada’s labour market and into society at large. Specifically, skills in an official language are extremely important. With an increasing number of newcomers from countries where English and

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1 Note that Canadian immigration policy continues to use the term ‘integration’ with respect to the process by which newcomers insert themselves into life in Canada.
French are not official languages, there is a growing concern over the official language abilities of newcomers to Canada and, consequently, their ability to integrate both economically and socially.

### 2.2.2 English language proficiency and integration

Several studies have shown that a newcomer’s employment rate is tied to official language ability, specifically to English language ability. A 2008 CIC study by Xue discusses the employment rate of immigrants by knowledge of official languages, as illustrated in Figure 2. The data are divided by immigrants in Wave 1 (arrival to six months after landing), Wave 2, (six months to two years after landing), and Wave 3 (two to four years after landing). This figure illustrates that having knowledge of an official language, especially English, results in higher employment rates among immigrants. Immigrants with no knowledge of an official language, and immigrants with knowledge of only French show lower employment rates than their English-speaking counterparts. These findings are illustrated in Figure 2-2 below.

**Figure 2-2: Employment rate by knowledge of official language**

![Bar Chart]

Source: Xue 2008 “Initial Labour Market Outcomes: A Comprehensive Look at the Employment Experience of Recent Immigrants during the First Four Years in Canada”
In the same study, Xue outlines a multitude of barriers reported by immigrants to entering the labour market. Specifically, the author identifies language problems, the lack of acceptance of foreign credentials, inadequate job experience in Canada, and the lack of availability of jobs as major barriers to labour market entry. Many classes of immigrants indicate that language problems are the most serious barrier in entering the labour market; however, after four years post-landing, the proportion of immigrants stating language problems as the greatest difficulty in entering the labour market decreased for almost all immigration classes. Figure 2-3 illustrates the proportion of immigrants stating language problems as a barrier for entering the workforce by immigration category.

Figure 2-3: Proportion of immigrants stating language problems as most serious problem in finding employment by immigration category, wave 1, 2, and 3

![Figure 2-3: Proportion of immigrants stating language problems as most serious problem in finding employment by immigration category, wave 1, 2, and 3](image)

Data source: Xue 2008; Author-generated

As seen in Figure 2-3, language problems in the labour market were the highest for refugees, followed by other economic immigrants and family class. It is important to note that
federal skilled workers, who are the lowest reporters of language problems as a barrier to entering the labour market, are the only class illustrated in the above figure that has mandatory language requirements. Similarly, the study by Derwing et al. found that among international migrants taking their citizenship tests, employed migrants had significantly higher Canadian Language Benchmark (CLB) scores compared to their unemployed counterparts, indicating a link between official language ability and employment.

Unlike economic integration, which can be measured using employment rates and income, the idea of what it means to be ‘socially integrated’ is more elusive. Boyd’s (2009) study of official language ability and integration analysed participation in voluntary associations to measure the social integration of newcomers.

Boyd divided the sample by Canadian-born and foreign-born respondents, and then by official language use. Table 2-1 shows that overall, participation in groups, organisations, service clubs agencies, and charities is lower for the foreign-born population when English or French is not the first language learned; however, this same group shows higher rates of participation in ethnic or immigrant associations, in addition to religion-affiliated groups (though to a lesser extent). This finding indicates that increased official language ability results in greater participation in social organisations.
Volunteering also serves as a measure of social integration in the literature. Dudley’s (2007) study of instances of volunteering among ESL students in intermediate and advanced classes found that 84 percent of the students had not volunteered, with the three biggest deterrents in rank order being lack of opportunity and knowledge about volunteering, lack of time, and limited language ability. This finding is another indication of the role of official language abilities in participating in social organisations. Moreover, it shows that opportunities for community involvement are not readily available for newcomers, and thus there is room for improvement in advertising these opportunities to the newcomer population.

With clear links between official language ability (specifically in English) and economic and social integration, the provision of official language programs as a part of settlement and

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2 Type 1 indicates that English and/or French was the first language learned and is spoken most often at home.
3 Type 2 indicates that the first language learned was neither English nor French, though English and/or French is spoken most often at home.
4 Type 3 indicates that the first language learned was neither English nor French and it is spoken most often at home. It was assumed that Type 3 respondents have a lower proficiency level in an official language.
integration initiatives contributes both to the wellbeing of newcomers and to Canada’s overall social and economic prosperity. The following section examines in greater detail the role of cities in providing these services to the foreign-born population.

2.2.3 New Governance Models in Newcomer Settlement and Integration

Municipal involvement in policy issues relating to immigration is quite complicated as these issues lie clearly out of its constitutional jurisdiction. The creation of laws and policies relating to immigration are shared between the federal government and the provinces as indicated in the Canadian Constitution Act of 1867, which reads that:

In each Province the Legislature may make Laws in relation to Agriculture in the Province, and to Immigration into the Province; and it is hereby declared that the Parliament of Canada may from Time to Time make Laws in relation to Agriculture in all or any of the Provinces, and to Immigration into all or any of the Provinces; and any Law of the Legislature of a Province relative to Agriculture or to Immigration shall have effect in and for the Province as long and as far only as it is not repugnant to any Act of the Parliament of Canada. (IV – 95)

Thus, while the federal government and the provinces share constitutional jurisdiction on matters relating to immigration, the federal government policy supersedes that of the provinces. Although issues relating to immigration lie outside the purview of municipalities, many scholars (e.g., Andrew 2011, Tolley 2011, Biles et al. 2008) advocate for a larger municipal role.

The provision of settlement services in Canada is incredibly complex and involves multiple actors operating at different scales. While both federal and provincial levels of government are involved in issues relating to immigration, at the local/city level, it is more aspects of governance that come into play when providing English programming in Ottawa.
Hubbard, Kitchin, Bartley, and Fuller (2002) describe the term governance as “a shift from centralized and bureaucratic forms of decision-making [generally referred to as ‘government’] to a plurality of coexisting networks and partnerships that interact as overlapping webs of relationships at diverse spatial scales, from the neighbourhood to the globe” (175-176 in Martin, McCann, and Purcell 2003, 115-116). Partnerships in cities are essential in the provision of services, especially in today’s budget climate. These partnerships blur boundaries between public and private sectors and draw together resources for a common goal (Stoker 1998, Goodwin 2009). Moreover, partnerships create the ability to integrate different sectors and thus address needs from multiple perspectives. Despite their potential to encourage collaboration among governments and non-governmental organisations alike, partnerships have been critiqued for the possibility of creating endless circles of responsibility in which others are always blamed for poor performance (Goodwin 2009).

Goodwin (2009) indicates that the governing of a particular space has become a complex differentiated, and multiscaled process involving a range of actors and agencies. This is particularly evident in the case of language training, as it involves multiple actors in various levels of government and throughout the community. The multilevel, multiscalar nature of the coordination of English programming highlights aspects of urban governance used in the provision of these programs. In this sense, the city is the scale at which multiple levels of government play out and operate in a multilevel, multiscalar environment.

Another key aspect in the discussion of governance is that of scale. As Martin, McCann, and Purcell note, “social, political, and economic spheres that are manifest in locally bound spaces also interact and have expression at much broader scales” (2003, 115). Questions of scale
thus become particularly important to address with respect to settlement services. These services, through partnerships with local organisations, operate at a city level; however, interactions with both provincial and federal levels of government dictate the objectives of these programs and how they operate. For instance, national states have been transferring responsibility to urban governments on a growing number of issues. This ‘downloading’ of financial and logistical responsibility puts financial strain on municipalities and decreases the accessibility of services (Basu 2004, Hackworth and Moriah 2006, Keil 2002). In Ontario, this rescaling of responsibilities occurred during Mike Harris’s ‘common sense revolution’, which cut provincial budgets and left municipalities strapped for cash and responsible for providing ‘essential services’. According to the Harris government, settlement, integration, and inclusion were not deemed ‘essential services’ (Andrew, Biles, and Tolley 2012).

The concept of new localism works well to privilege the local as a scale at which efforts for service provision are coordinated. Gertler (2001) states that “[t]he new localism is a concept resonating across a multidisciplinary literature analyzing how globalization’s most important flows – of people, investment, and ideas – intersect in urban centres around the world” (in Bradford 2007, 2). Moreover, he states that “all of the great social policy questions of the day – education, health, poverty, housing and immigration – become urban policy questions” (Gertler 2001, 128 in Bradford 2007, 3). Bradford summarises the arguments of new localism, stating that “first, that cities are the engines of national economies; second, that cities are also the places with the most concentrated poverty and forms of socio-spatial polarization; and third, that with economic and social issues of such national consequence playing out in cities, upper level governments must bring an ‘urban lens’ to their policy activity” (2007, 2). Given the uniqueness of different municipalities on a number of socioeconomic indicators, the local is proving to be a
useful scale on which policy decisions can be made. Bradford (2007) advocates for ‘place based’ policies that takes into account these regional differences.

Arguments for an urban focus on immigration issues also stem from the recognition of the uniqueness of Canadian municipalities, especially within the context of immigration. Tolley et al. (2011) state that “it is clear that immigration, integration, and inclusion must be examined using a sub-national lens. … The strategies that function successfully in cities where the majority of the population is foreign-born are fundamentally different from those that will work in smaller urban settings or even rural areas, where the newcomer population tends to be smaller” (11). Moreover, Tolley (2011) states that “[i]mmigration levels vary across provinces and cities, and the demographic profiles of newcomers differ dramatically, with a wide range of source countries, uneven levels of immigrants and refugees, and settlement patterns that may include a high degree of suburbanization or residence outside the downtown core. Thus, a ‘one size fits all’ approach to immigrant settlement is simply untenable; regional variations, municipal differences, and community initiatives require a multilevel approach” (5). Due to differences between municipalities with respect to the size of the city, the percent foreign-born, the composition of the immigrant stock, and other factors, a local approach to immigration issues is beneficial to capture the uniqueness of each city.

The Canada-Ontario Immigration Agreement (2005) created a more active role for municipalities in the province through a provision that involves municipalities in discussions of the settlement and integration of newcomers. This agreement marked the first time that all three levels of government partnered on issues relating to immigration across Ontario (Andrew 2011). Furthermore, the Canada-Ontario Immigration Agreement enabled the creation of Local
Immigration Partnerships (LIPs). These partnerships involve municipal governments as well as other partners in the community. Biles et al. (2011) view the LIPs as an opportunity for municipal involvement without overstepping their bounds jurisdictionally, suggesting that “[o]ne way out of the federal-provincial quandary may be to place more reliance not on municipalities in general but on structures such as the Local Immigration Partnerships, which engage a broader range of stakeholders and institutions” (238). Moreover, they state that “[t]hese plans could form the basis for collaboration and coordination through which the two senior levels of government could finance local strategies in accordance with the priorities of implicated ministries. Management of the strategies and control of the purse strings could be retained by federal and provincial authorities or could be delegated, in whole or in part, to municipalities and their civil society partners” (238). Engaging the LIPs this way advocates for a ‘whole of government approach’ in which governments, institutions, and stakeholders are both vertically and horizontally integrated.

Municipalities are very much on the ‘front lines’ when it comes to the reception of newcomers to Canada. Due to jurisdictional issues, municipal responses to immigration policy are outside of their field of influence (Stasiulis, Hughes, and Amery 2011). As such, turning to the LIPs to engage community partners with higher levels of government seems an effective way to provide settlement services in today’s budget climate. The Immigration and Refugee Protection Act (IRPA) mandates that the integration of newcomers to Canada is a two-way approach, and recognising that “integration involves mutual obligations for new immigrants and Canadian society” (2001, emphasis added). This approach to integration highlights the important role of host communities in the settlement and integration process of newcomers. The ability of the host society to respond to the unique needs of newcomers in cities would greatly aid in the settlement and integration process.
2.3 The Canadian Immigration Policy Context

This final section examines the federal policy context for immigration. As community partners begin assuming a more active role in settlement and integration of newcomers, federal policies continue to have an impact on municipalities. Indeed, Bradford (2007) notes that “[w]hether cities realize their new potential still depends largely on the policy agendas adopted by governments at scales higher than the municipality.” Indeed, Kobayashi, Li, and Teixeira (2012) state that “public policy factors have included immigrant recruitment (usually by targeting source countries), policies that discriminate against certain groups but encourage others, a strong (or stronger) economy and labour market, and conditions that facilitate permanent settlement, including settlement programs and the potential for naturalization, as well as programs designed to encourage specific groups of people” (xix). Thus, the levels of English proficiency and the need for accessible services in Canada are directly tied to who is entering Canada from which source country and under which immigration stream, as mandated by federal immigration policy.

2.3.1 Effects of Federal Policy on Demographics

Discriminatory laws and policies specifically targeted non-white groups until 1967 when Canada amended its Immigration Act. This amendment removed all aspects of the Act that discriminated based on race or national origin. At this time, Canada implemented a point system that highly favoured those who fit labour market criteria, such as educational attainment and official-language capabilities. International migrants could also enter Canada with greater ease when they possessed a work offer in Canada or had family connections in Canada. This system remains in place today, whereby immigrants are awarded ‘points’ for their human capital. This less restrictive system encourages migration from regions other than Europe, thus expanding the cultural and linguistic diversity in Canada.
With a state policy of multiculturalism since the 1970s, Canada’s official mandate caters to diversity. Officially declared as the *Multiculturalism Act* in 1982, this policy encourages the Canadian government to sponsor a wide variety of immigrant settlement and integration programs. According to Kobayashi, Li, and Teixeira, “Canadian multiculturalism emphasizes ‘pluralism’ as the core value of Canadian identity, and policies at all levels of government are mandated to reflect the preservation and enhancement of the diverse cultural heritages of all citizens and immigrants to Canada” (2012, xxiii).

With changing immigration policies in the last several decades, Canada has observed drastic changes in the composition of the immigrant population. Figure 2-4 illustrates the changing demographics of the immigrant population in Canada from the period before 1971 to the year 2011. In the past four decades, the percentage of immigrants of European origin has decreased dramatically as Canada welcomed an increasing number of immigrants from countries in Asia, including the Middle East. According to the 2011 NHS, the top five countries of origin for recent immigrants (arriving between 2006 and 2011) to Canada are the Philippines, China, India, the United States, and Pakistan (Statistics Canada 2011b).
Federal decisions with respect to the creation and management of immigration streams has a profound effect on the type of newcomer arriving in Canada. While Canadian immigration policy’s goals are primarily economic, it does also have humanitarian goals. Canada is a signatory to the *United Nations Convention Relating to the Status of Refugees*. Canada demonstrated its
commitment to this convention in 1978 when it added a new category for refugees in the *Immigration Act*. At the other end of the spectrum, Canada also created two new streams to encourage wealthy immigrants to come to Canada who might not otherwise have had enough points to immigrate. An entrepreneur stream was added in 1976 and an investor stream was added in 1986. The number of immigrants in each established category is shown in Figure 2-5. It is apparent that hundreds of thousands of immigrants have been able to enter and reside in Canada after the introduction of the refugee class in the *Immigration Act*, peaking between 1991 and 1993. Canada’s ability to attract economic immigrants through national policies is apparent in Figure 2-5, as the class of economic immigrants is both the largest and most rapidly growing class of immigrants.

**Figure 2-5: Immigrants to Canada by category, 1981 to 2010**

![Graph showing immigrants to Canada by category from 1981 to 2010](data:image/png;base64,iVBORw0KGgoAAAANSUhEUgAAAAEAAABCAQMAAABJn0LaAAAABGdBTUEAALGPC/xhBqqAAADxw7Q3JREFUeNrszPz7DQgDAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgEAgMAgMA
2.3.2 Language Requirements

The number of international migrants arriving in each immigration class has important implications for the language abilities of newcomers as minimum language requirements are currently in place for several immigration classes. These requirements vary greatly by class, and are often related to the type of job an immigrant is intending to pursue in Canada. In other cases, such as for certain streams of the provincial nominee programs (PNPs), official language proficiency is a part of a larger point system for coming to a Canadian province or territory. Table 2-2 outlines the minimum English/French language requirements for different immigration classes.

<table>
<thead>
<tr>
<th>Immigration class</th>
<th>Min language requirement</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family Class</td>
<td>N/a</td>
<td>No language requirements</td>
</tr>
<tr>
<td>Federal Skilled Workers</td>
<td>CLB 7</td>
<td>For Canadian work experience in a NOC 0 or A job</td>
</tr>
<tr>
<td>Canadian Experience Class</td>
<td>CLB 7</td>
<td>For Canadian work experience in a NOC B job</td>
</tr>
<tr>
<td></td>
<td>CLB 5</td>
<td></td>
</tr>
<tr>
<td>Entrepreneurs, self-employed, investors</td>
<td>N/a</td>
<td>No language requirements</td>
</tr>
<tr>
<td>Provincial/territorial nominees</td>
<td>CLB 4</td>
<td>Applicants for NOC C and D jobs</td>
</tr>
<tr>
<td></td>
<td>Variable</td>
<td>Varies by province and job skill level</td>
</tr>
<tr>
<td>Live-in caregivers</td>
<td>Variable</td>
<td>Required ability to speak, read and listen at a level</td>
</tr>
<tr>
<td></td>
<td></td>
<td>sufficient to communicate effectively in a unsupervised</td>
</tr>
<tr>
<td></td>
<td></td>
<td>setting</td>
</tr>
<tr>
<td>Refugees</td>
<td>N/a</td>
<td>No language requirements</td>
</tr>
</tbody>
</table>

Sources: Citizenship and Immigration Canada 2015, 2014b, 2013

Note that there are no language requirements for spouses and dependents in any immigrant class.
Language testing is required in certain immigration classes prior to arrival in Canada. For immigration purposes, English proficiency is measured by the Canadian Language Benchmark (CLB), while French proficiency is measured by the Niveau de compétence linguistique canadien (NCLC). Basic proficiency in English or French means receiving a level of CLB/NCLC 4. An applicant with basic proficiency can communicate basic needs and personal experience; follow, with considerable effort, simple formal and informal conversations; can read a simple set of instructions, plain language; and can write short messages, postcards, notes or directions (Citizenship and Immigration Canada 2013). To qualify for citizenship in Canada, immigrants must possess basic proficiency in either English or French.

The required level of official language proficiency varies greatly depending on the type of job for which the immigrant is applying or in which they have been working. In the case of federal skilled workers, a higher level of official language proficiency is required (CLB/NCLC 7) due to the higher skill level of the job. In the case of the Canadian Experience Class, higher skilled jobs (that usually require a university education) require a higher proficiency in an official language than lower skilled work (that usually requires college education or apprenticeship training). Recently, applicants to PNPs for low- and semi-skilled work (either secondary school and/or occupation-specific training, or work in which on-the-job training is provided) require a minimum of basic proficiency in an official language (CLB/NCLC 4). Some immigration streams do not require general levels of official language proficiency, but are much more job specific. For instance, the Live-In Caregiver program does not give a specific level of required official language proficiency, but rather indicates that applicants must be able to communicate in an official language in an unsupervised setting. Certain classes, including family class, several
streams of economic class immigrants, refugees, and spouses and dependents of principal applicants, have no language requirements.

These federal policies have important implications for cities and settlement and integration services. Canada’s points-based system that privileges education and skills over national origin has resulted in the expansion of cultural and linguistic diversity in cities. Such an increase in diversity increases the likelihood that newcomers will require some form of official language training, ranging from training in basic proficiency to high-level training to achieve a level closer to native fluency. The various immigration streams also impact settlement and integration services. Large numbers of newcomers arriving in streams without official language requirements increase the need for language training services in Canada. With municipalities on the front line for reception, these federal decisions have great implications for cities.

2.4 Research Contributions to the Literature

This research primarily addresses two gaps in world/global city literature. First, it acknowledges that much research privileges economic aspects of cities and migration, especially in the definition of world/global cities. This research addresses migration to cities from a social perspective in which the impacts of immigration to cities in terms of accessible settlement and integration services are explored. Second, this research provides a case study on a second-tier Canadian gateway city: Ottawa. Thus, this research examines how the foreign-born population accesses settlement services, specifically, English language services, in a second-tier Canadian city. Furthermore, this research situates these issues within one of Benton-Short and Price’s themes that unite and divide gateway cities: urban immigration policies. This research further
explores Ottawa’s role in the integration of newcomers and its relationship with other levels of
government as well as partners in the community.

The next chapter outlines the methodology adopted in this thesis to address the four
research questions emerging from the literature review:

1. What English language programs are available to international migrants in Ottawa and
where are they located?

2. How do settlement patterns affect access to English programs for international migrants?

3. Are there gaps in service provisions for international migrants? If so, how are certain
demographics affected disproportionately by these gaps?

4. What other settlement needs must be considered when providing English programs to
international migrants?
Chapter 3: Research Methods

A central aspect of this study involves investigating the concept of accessibility from a variety of perspectives. To adequately grasp the multiple meanings of accessibility, this study uses a mixed methods design to assess the accessibility of English programs in Ottawa. An analysis of immigration data from the Government of Canada, geographic information systems (GIS) analyses, and semi-structured interviews are the three key components of this mixed methods design. By using a combination of quantitative and qualitative methods with the latter rooted in grounded theory methodology, this design provides a quantitative accessibility assessment without neglecting the lived experience of the foreign-born population.

3.1 Mixed Methods Design

There is an ongoing debate in the social sciences about the advantages and drawbacks of both quantitative and qualitative methods. Quantitative methods are often viewed as the objective ‘hard science’ while qualitative methods better reflect the lived experiences of people being studied. In recent decades, human geographers have shifted from employing quantitative methodologies to more qualitative ones (Limb and Dwyer 2001). Given the ability of quantitative methods to provide a certain ‘objectivity’ and the ability of qualitative methods to give a more in depth understanding of the human aspect of human geography, mixed method approaches are often employed (Nolan 2003). The mixed methods approach also allows for addressing different aspects of the study’s research questions. Namely, the analysis of Statistics Canada and

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6 In this study, accessibility is understood as the absence of spatial and non-spatial barriers to services.
Citizenship and Immigration Canada data set the groundwork for understanding spatial barriers to access, as computed through a GIS analysis, and non-spatial barriers to access, which are addressed through semi-structured interviews. Table 3-1 summarises this study’s research questions and the primary research tool employed to answer each.

Table 3-1: Methodological approaches to answer research questions

<table>
<thead>
<tr>
<th>Research Question</th>
<th>Primary Research Tool Employed</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. What English language programs are available to international migrants in Ottawa and where are they located?</td>
<td>• GIS analysis</td>
</tr>
<tr>
<td>2. How do settlement patterns affect access to English programs for international migrants?</td>
<td>• Analysis of CIC and NHS data • GIS analysis</td>
</tr>
<tr>
<td>3. Are there gaps in service provisions for international migrants? If so, how are certain demographics affected disproportionately by these gaps?</td>
<td>• Semi-structured interviews</td>
</tr>
<tr>
<td>4. What other settlement needs must be considered when providing English programs to international migrants?</td>
<td>• Semi-structured interviews</td>
</tr>
</tbody>
</table>

This research uses three key methods to answer the study’s research questions. Approaching the topic using a variety of research tools is in accordance with Denzin’s concept of methodological triangulation (1978), which states the benefits of using multiple methodological approaches to reduce the limitations of individual methods. Hay (2010) stresses the importance of methodological triangulation as a way to ensure rigour in the research project.
3.2 Grounded Theory

The ultimate goal of grounded theory research is to create ‘middle-range’ theories empirically derived from and thoroughly ‘grounded’ in the data. Such an approach is appropriate for this research as it has a practical focus that aims to uncover real-world solutions for real-world problems. Glaser and Strauss outline four primary components of grounded theory in their landmark book *The Discovery of Grounded Theory* (1967). These include (1) theoretical sensitivity, (2) theoretical sampling, (3) constant comparison, and (4) theoretical saturation. These four components were central to the research process and are described in greater detail below.

*Theoretical sensitivity:* Theoretical sensitivity is the ability of the researcher to see beyond their existing knowledge and experiences to uncover new theories. Grounded theory researchers will often write a ‘researcher identity memo’ in which they reflect on this pre-existing knowledge and these experiences to determine how it may be relevant to their study and how it may inform their research process (Maxwell 2009). The identity memo was employed in this research to inform various aspects of the research process while still allowing new and unexpected information to be uncovered and explored.

*Theoretical sampling:* In order to allow theories to emerge from the data, theoretical sampling discourages the researcher from committing to a single sampling strategy over the course of the study. Committing to a single sampling strategy runs the risk of sampling too broadly or too narrowly depending on themes that emerge from the research. In this study, key informants were selected throughout the research process in response to emerging themes from the interviews.

*Constant comparison:* Constant comparison allows the researcher to constantly revisit data, codes, and emerging conceptual themes so that their validity is constantly being held up for
such an approach allows researchers to confidently confirm themes that emerge from the data. The constant comparison method was used at several points in the research process, most notably during data collection and transcript coding. Interviews were transcribed and coded immediately after the interview took place. This immediate revision allowed the researcher to modify the interview questions to probe emerging concepts and themes.

**Theoretical saturation:** Theoretical saturation is reached in grounded theory research once no new information is being uncovered in the data collection process. In this research, reaching theoretical saturation involved interviewing multiple informers from various types of English programs to gather various perspectives on programming. Due to the targeted nature of the interview questions and only slight adjustments throughout, it was deemed by the researcher that theoretical saturation was reached after 14 interviews had been conducted.

Approaches to grounded theory methodology have varied greatly since its ‘discovery’ in 1967. Variations in methodological approaches stem from differing epistemological perspective of the researcher. While many discussions of methods place grounded theory in the positivist tradition (e.g., Benoliel 1996, Denzin 1994, Guba and Lincoln 1994), others maintain that grounded theory methodology is moving toward a constructivist tradition (e.g., Annells 1996, Wuest 1995, Charmaz 1990). The positivist approach to grounded theory research is typical of early forms of grounded theory, while recent developments have followed the shift in the social sciences toward a more constructivist perspective. In constructivist grounded theory, “social realities and meanings are perpetually socially constructed, lived within and against, and reconstructed, and also that research itself is another such dialectical process whereby data are not ‘collected’ but, rather, ‘created’ in the course of research interactions” (Cope 2009, 647). Even Glaser and Strauss approach grounded theory from considerably different perspectives in their
later work, with Glaser writing from a largely positivist standpoint and Strauss from a largely constructivist standpoint. Table 3-2 summarises the common groupings of the various ontologies and epistemologies found in grounded theory research.

Epistemologies of grounded theory vary from positivist to constructivist perspectives. Grounded theory methodologies in the positivist tradition attempt to remove the researcher as much as possible from the research in order to discover an existing truth. The researcher remains objective throughout the research process and erases him/herself from the final written product. Conversely, the constructivist perspective uses methodologies that encourage the researcher to see multiple truths that ‘emerge’ from the data (rather than truths that are ‘discovered’). In this perspective, the existing knowledge and experience of the researcher are privileged and used to complement various aspects of the research process. The pragmatic framework presents an alternative to the more rigid positivist and constructivist ideologies. In this view, the researcher is able to consider which approach is most appropriate for the type of research being conducted, and use the methodologies that best suit the research. Given the broad range of grounded theory methodologies, it is often useful to adopt a pragmatic framework to best suit the epistemological approach of the type of research being conducted. Since there is no single way of approaching grounded theory methodology, this research adopts a pragmatic framework that draws on both positivist and constructivist traditions such as making every effort to enter the field as a blank slate (although not an uninformed one), erasing the researcher from the write up of the analysis, and writing the literature review before and after fieldwork in order to inform the interview questions while still allowing themes to emerge from the interviews conducted. This approach complements the use of both quantitative and qualitative data sources and allows the voices of the research participants to shine through.
<table>
<thead>
<tr>
<th></th>
<th>Ontology</th>
<th>Epistemology</th>
<th>Methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Positivist</strong></td>
<td>Assumes that reality exists and can be discovered</td>
<td>Theory is discovered by the researcher</td>
<td>No literature review is done until after the data analysis</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Theory emerges from the data when grounded theory procedures are used</td>
<td>A “core category” emerges from the analysis</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The researcher aims to enter the field as a blank slate</td>
<td>All other categories are related to the “core categories”</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Researcher maintains objectivity and minimises bias</td>
<td>Researcher is erased from the write-up of the analysis</td>
</tr>
<tr>
<td><strong>Constructivist</strong></td>
<td>All reality is constructed</td>
<td>The constructed perspectives of the researcher and the respondents are equally valuable</td>
<td>The researcher and his/her perspective is a central component of the study</td>
</tr>
<tr>
<td></td>
<td>There are multiple realities</td>
<td>The researcher cannot be separated from the study</td>
<td>The researcher uses reflexivity to make his/her constructions visible</td>
</tr>
<tr>
<td><strong>Relativist</strong></td>
<td></td>
<td></td>
<td>Multiple perspectives are presented</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>The components of the single “core category” and a “basic social processes” are omitted in the analysis</td>
</tr>
<tr>
<td><strong>Pragmatist</strong></td>
<td>Accepts external reality</td>
<td>Can incorporate both objectivist and subjectivist points of view</td>
<td>Can use methods from both positivist and constructivist grounded theory models</td>
</tr>
<tr>
<td></td>
<td>Chooses assumptions about reality that are most useful for the study’s purpose</td>
<td>Chooses the stance for the researcher that is most useful for the study’s purpose</td>
<td>Chooses methods that are most useful for the study’s purpose</td>
</tr>
</tbody>
</table>

Source: Adapted from Oktay 2012
Although nursing scientists and sociologists are the primary users of and contributors to grounded theory methodologies, geographers have much to gain from and to offer this perspective. Cope (2009) notes that “[i]ssues of context, multiple/intersecting processes and identities, and the social construction of knowledge are familiar terrain for contemporary critical human geographers so it should not be a stretch to envision some potential areas of contribution that the discipline and practice of geography could make to grounded theory” (649). This study uses grounded theory methodologies in order to construct a ‘bottom up’ framework rooted in the data obtained primarily from the qualitative aspect of this study. This approach is beneficial for this case study research since it relies on constructing the framework from the data collected rather than situating it within a larger ‘grand theory’.

3.3 Case Study Methodology

Yin (2014) defines the best use of a case study method when a “‘how’ or ‘why’ question is being asked about a contemporary set of events over which a researcher has little or no control” (14). The case study method lends itself well to this study given three of the four research questions are ‘how’ or ‘why’ questions. The contemporary nature of this study is also appropriate for the case study method. Lastly, this method allows the researcher to observe and analyse current events that cannot be controlled by the researcher. This method thus lends itself well to the observation, description, and analysis of events that are playing out in Ottawa.

Arguably, the biggest limitation of using the case study method is in its inability to generalise the findings. It is thus important not to view this study of Ottawa as a model of other emerging immigrant gateway cities. Rather, this study works within the framework of immigrant
gateway cities to understand and contextualise issues with respect to the accessibility of English programs for international migrants in Ottawa.

3.4 Study Boundaries

The Ottawa-Gatineau CMA consists of two parts: the Ontario part and the Quebec part, which are separated by the Ottawa River. These parts of the Ottawa-Gatineau CMA are often separated during the presentation of statistical data as they exhibit substantial regional variations, especially with respect to immigration. First, the Ontario part of the Ottawa-Gatineau CMA receives more international migrants than its Quebec counterpart. Second, the province of Quebec has a unique agreement with the federal government through the Canada-Quebec Accord in that they are fully responsible for providing settlement services to newcomers in Quebec. As such, discussions surrounding settlement services in Canada are separate for Quebec as they are autonomous in their practices and services. Third, although both English and French are Canada’s official languages, the focus of this research is on the accessibility of English programs rather than official language programs. Research has shown that immigrants with proficiency in English have better success in employability than immigrants with proficiency in French (Xue 2008). Thus, this study investigates the accessibility of English programs in the Ontario part of the Ottawa-Gatineau CMA.

It is important to note the uniqueness of Ottawa as a case study for this research. As the seat of the federal government in a country with two official languages, the selection of Ottawa as a case study has interesting implications for investigating the demand for accessible language services in both English and French. Further research might address the importance international
migrants place on learning one official language over the other, and how this demand is reflected in official language service provision in Ottawa.

3.5 Analysis of Statistics Canada and Citizenship and Immigration Canada Data

Data from Statistics Canada’s 2011 National Household Survey and Citizenship and Immigration Canada (CIC)’s 2011 Immigration Overview of Permanent and Temporary Residents were analysed to paint a picture of the foreign-born population in Ottawa. Data from the NHS were used to examine immigration trends in Ottawa with respect to countries of origin and settlement patterns in the city. Data from CIC were analysed to draw information on numbers of international migrants by city, immigration stream, and self-reported language ability.

One major limitation in this study is the lack of sound statistical data, which was compromised with the abolishment of the mandatory long form census. Its replacement, the NHS, is a voluntary survey distributed to households across the country. Allowing individuals to respond on a voluntary basis rather than through a more rigorous sampling technique tends to yield more responses from certain demographics, namely, the higher income population (Green and Milligan 2010). Voluntary surveys thus have the tendency to reflect the situations of the more privileged members of society while leaving vulnerable populations underrepresented. Results in this study from NHS data thus must be interpreted cautiously.
3.6 Geographic Information Systems (GIS)

GIS has become an integral part of accessibility studies. Liu and Zhu (2004) assert that these systems provide “policy makers and researchers with new platforms for data management, data integration, analysis and visualization” (45-46). In an accessibility analysis, both the spatial pattern of the activities as well as the links between the activities must be considered. It requires the input of both socio-economic and transportation data and considerable amounts of computation. GIS is thus well-suited to tackle the analysis of accessibility. This section outlines the general framework appropriated for this accessibility study and describes the specific type of GIS analysis undertaken.

3.6.1 Approach to GIS Analysis

This research uses Liu and Zhu’s (2004) integrated approach to accessibility analysis. The authors describe accessibility analysis as a four-step process involving concept formulation, measure selection and specification, accessibility measurement, and interpretation and evaluation. This approach is outlined in Figure 3-1. Each step of the integrated accessibility analysis is outlined below. Moreover, this research incorporates the neighbourhood opportunity approach to accessibility used by Lo et al. (2009) in their study of accessible human services in York Region. This approach is discussed within Liu and Zhu’s framework and applied to the case of accessible English programs in Ottawa.
Figure 3-1: An integrated GIS approach to accessibility analysis

Source: Liu and Zhu 2004, 50
3.6.1.1 Concept Formulation

The initial stage of concept formulation involves “defining the purpose of accessibility analysis, understanding the planning context within which the accessibility analysis is to be conducted, and formulating the concept of accessibility” (Liu and Zhu 2004, 47). The purpose of this accessibility analysis is to determine whether international migrants in Ottawa can access English programs. The concept of accessibility as defined earlier in this chapter involves addressing both spatial and non-spatial barriers to access for the international migrant population. Lo et al. (2009) used the number of service providers that can be reached by a given population residing in a neighbourhood as a measure of accessibility. Specifically, a service is accessible if it can be reached within a 1.5 km walk or a 30 minute bus ride. This approach creates a ‘neighbourhood opportunity’ measure as it is an indication of the number of services that can be accessed from each neighbourhood.

3.6.1.2 Measure Selection and Specification

In this stage, accessibility measures must be selected and specified. According to Liu and Zhu, “[a]n accessibility measure is usually formulated in terms of a set of destinations representing activity sites and a set of origins representing potential users of the facilities at the activity sites” (2004, 48). The authors outline seven aspects of accessibility measures: the definition of a spatial unit for analysis, the definition of socio-economic groups, the type of opportunities, the mode of travel, the definition of origins and destinations, and the measurement of attractiveness and travel impedance. Each of these aspects is outlined below in the context of this analysis:
The definition of a spatial unit: Census tract areas are used in this study as a spatial unit. While dissemination areas constitute a finer scale of measurement, this level of measurement was not used to avoid the issue of rounding small numbers down to zero for confidentiality purposes (Wang 2007). Census tracts are later grouped by neighbourhood in Ottawa. These neighbourhoods represent the boundaries of the former cities that were amalgamated in 2001 to form the City of Ottawa.

The definition of socio-economic groups: The population of interest in this research is the international migrant population in Ottawa who require additional language training/practice. Furthermore, accessibility was measured for the entire international migrant population as well as the newcomer population, which is defined in this research as an international migrant who has landed in Canada in the last five years. Immigration data were obtained from the 2011 National Household Survey, and as such only reflect the locations of permanent residents. In this survey, the newcomer population constitutes those who arrived in Canada between 2006 and 2011. Because there are no data publicly available on international migrant official language testing results, the population in possible need of English language testing had to be approximated by excluding individuals from countries where English is the primary language spoken, namely, by excluding those from the United Kingdom and the United States. Other smaller countries where English is the primary language spoken were not excluded as they constitute a much smaller percentage of Ottawa’s foreign-born stock and were deemed to be negligible.

The type of opportunities: In this study, the opportunities considered are the various types of programs offered to English language learners in Ottawa. These include LINC programs, ESL programs, workplace English skills development programs, in-school ESL programs for school-
aged youth, private ESL programs, and conversation groups. These programs were identified through a multijurisdictional analysis of services. This approach involved consulting webpages for various levels of government and community services to find descriptions and locations of English programs. Citizenship and Immigration Canada hosts a list of settlement services by province available on their website (Citizenship and Immigration Canada 2014b). A search tool is available on the Ontario Ministry of Citizenship and Immigration website that allows newcomers to search for language classes by their location, language level, and preferred time of day for classes (Ontario Ministry of Citizenship and Immigration 2010). This tool was used to find the language classes offered in the Ottawa area. Moreover, the Ontario immigration site Settlement.org provides an interactive map showing the locations of language classes and language assessment centres in the city (Ontario Council of Agencies Serving Immigrants 2015). This tool was also used to compile a list of language classes for Ottawa. Lastly, adult ESL programs at Ottawa high schools are listed on the ESL Ottawa website (Ottawa ESL Schools 2015) as well as on the OCDSB (OCDSB 2015a) and OCSB (OCSB 2015) websites. In school-programs for high school-aged youth are listed on the OCDSB’s website (OCDSB 2015b) and were determined through an interview with the OCSB. Latitude and longitude coordinates were determined using Google Maps and coordinates were uploaded into a geodatabase for analysis.

**The mode of travel:** Travel by bus and by walking are the modes of travel investigated in this study. Lo et al. (2009) indicate that vulnerable populations, including newcomers, often do not have access to a car (Heisz and Schellenberg 2004 in Lo et al. 2009). This research used definitions of an accessible distance as described by Lo et al. (2009), which involved a 1.5 kilometre walk and a 30 minute bus ride, with the assumption that buses travel at an average of 30 kilometres per hour in order to take wait times and transfers into account.
**The definition of origins and destinations:** The destinations in this study are programs for English language learners in Ottawa. The specific point of origin used in this study is the centroid of each census tract, which was calculated in ArcMap. Census tracts with a significant foreign-born population were those with a number of international migrants greater than or equal to 0.5 standard deviations above the mean. This calculation was performed for the total foreign-born population as well as the newcomer population in order to perform separate analyses for both of these groups.

### 3.6.1.3 Accessibility Measurement

The accessibility measurement used in this study is based on the number of English programs that are accessible to each census tract identified as having a significant foreign-born population. Using the identified origins and accessible distances by walking and by bus, a catchment area was created for each census tract with a significant foreign-born population. The catchment area is an irregular polygon around the centroid of each census tract. Catchment areas for newcomers on foot, newcomers by bus, foreign-born on foot, and foreign-born by bus were computed in ArcMap using the Network Analyst function. The number of English programs by program type were counted in each catchment area and grouped by neighbourhood. Neighbourhoods with a larger number of available programs were considered more accessible.

### 3.6.1.4 Interpretation and Evaluation

The final step of accessibility analysis involves the presentation, interpretation, and evaluation of the results of the accessibility measurement step. In this stage, the results are turned into useful information for the targeted audience, which in this case, is the various stakeholders in Ottawa involved with English language education to recent immigrants. The results of the
accessibility analysis were displayed in a series of bar charts indicating the number of services accessible to each neighbourhood. This approach highlights that the end product of a GIS analysis is not necessarily a map, and that the analysis of spatial data can result in other forms of visual representation. The interpretation and evaluation of the accessibility analyses performed in this study are discussed in the following ‘Results and Discussion’ section.

### 3.6.2 Limitations

There are several limitations to the integrated accessibility analysis used in this study. First, by using NHS data, the number of residents from each census tract arriving from countries where English is not the primary language spoken was used as an indicator for those requiring the use of English language programs in Ottawa. There are two major drawbacks to using this data as an indicator: (1) it does not take into consideration the actual English language proficiency of each resident, and (2) it cannot be divided into other demographic groups such as youth and refugees. The latter is a significant drawback when analysing accessibility of services for particular interest groups. Moreover, in addition to the abovementioned issues of statistical soundness for the NHS data, the most notable limitation of using this data for Ottawa is the missing data for two census tracts. This is particularly problematic as one census tract is missing in Gloucester, a traditional settlement neighbourhood for newcomers, the other in Nepean, which was indicated by many service providers to be a neighbourhood with a growing newcomer population.

There are also three main limitations in the spatial aspects of the GIS methodology. First, Kwan and Weber (2003) emphasise the consideration of the individual accessibility that is neglected by an analysis done based on a zonal spatial framework. They indicate that “[t]he
A second limitation of this GIS analysis is the modifiable areal unit problem (MAUP). In this problem, the use of zones of varying sizes and configurations yield different accessibility results. In the case of this study, while the use of dissemination areas would give a finer picture of accessibility, census tract areas were used in order to avoid losing numbers of recent immigrants for privacy reasons. Since census tracts vary in size, using the centroid of each census tract as a point of origin causes problems since most residents do not begin their trip from this point. This issue is particularly prominent in large census tract areas, increasing the error for some census tracts over others. This problem will always be encountered when using area-based data, thus the importance lies in identifying the most correct scale of analysis (Kwan and Weber 2003).

A third limitation of these approaches pertains to the various multi-modal characteristics of travel (Kwan and Weber 2003). This study does not acknowledge that people may use multiple forms of transportation to reach their destination. For instance, an individual may walk for part of the route and take the bus for another part. Approaches like those used in Google Maps (which take into account walk time, bus schedules, etc.) would increase the realism of the analysis;
however, the degree of sophistication of a Google Maps-type analysis requires data and methodological expertise beyond the realm of what is needed for this project.

3.7 Semi-structured Interviews

Semi-structured interviews were used in this research to probe the settlement experiences of international migrants, with particular attention to English language instruction. Using semi-structured interviews meant the interviews were organised around focused questions while still allowing the researcher the freedom to explore new areas related to the research questions (Hay 2010). Purposive sampling was employed to select 14 informants from various institutions in Ottawa that provide English language education to international migrants. These informants were contacted via e-mail or by telephone and asked to participate in the study. To be interviewed for the study, each organisation had to (1) serve Ottawa’s foreign-born community and (2) be involved in some form of language instruction/facilitation. Organisations that met these criteria fell into the broadly labelled groups of Language Instruction for Newcomers to Canada (LINC) program, workplace English skills development, conversation groups, youth programs, assessment and referral centres, and in-home tutoring. Nine additional potential interviewees were contacted but declined to be interviewed. The organisations interviewed are summarised in Table 3-3. With a focus on language services providers rather than service users, it is recognised that this approach provides but one perspective on the accessibility of these programs in Ottawa. Future research could include the perspectives of service users for a more complete picture of English program accessibility in Ottawa.
Table 3-3: Organisations interviewed

<table>
<thead>
<tr>
<th>Type of Program</th>
<th>Organisation Interviewed</th>
</tr>
</thead>
<tbody>
<tr>
<td>LINC programs</td>
<td>• Ottawa Community Immigrant Services Organization (OCISO)</td>
</tr>
<tr>
<td>Workplace English skills development</td>
<td>• Local Agencies Serving Immigrants (LASI) World Skills</td>
</tr>
<tr>
<td>Conversation groups</td>
<td>• Ottawa Public Library (OPL)</td>
</tr>
<tr>
<td></td>
<td>• English Conversation group (x3)</td>
</tr>
<tr>
<td>Youth programs</td>
<td>• YOCISO (OCISO youth program) (x2)</td>
</tr>
<tr>
<td></td>
<td>• OCISO – Multicultural Liaison Officer (MLO) program</td>
</tr>
<tr>
<td>Assessment and referral centres</td>
<td>• YMCA Language Assessment and Referral Centre (LARC)</td>
</tr>
<tr>
<td></td>
<td>• YMCA Newcomer Information Centre (NIC)</td>
</tr>
<tr>
<td></td>
<td>• Ottawa Carleton District School Board (OCDSB) Family Reception Centre</td>
</tr>
<tr>
<td></td>
<td>• Ottawa Catholic School Board (OCSB) Family Welcome Centre</td>
</tr>
<tr>
<td>In-home tutoring</td>
<td>• English Language Tutoring for the Ottawa Community (ELTOC)</td>
</tr>
</tbody>
</table>

Ethnic-based language training providers were not interviewed for this study. According to the Social Planning Council of Ottawa (2007), Ottawa does not have significant geographically defined neighbourhoods with residents from a particular ethnic group (known as ‘ethnic enclaves’), and thus the role of this type of service provision in the community is complex. Investigating the role of ethnic-based language training in service provision for specific groups was viewed as being outside the scope of this research, though would certainly merit future study.
Research in Ottawa’s English school boards must receive approval from an ethics review process external to the General Research Ethics Board (GREB) at Queen’s. The Ottawa-Carleton Research Advisory Committee (OCRAC) reviews applications for research conducted in both the English public and Catholic boards in Ottawa. The researcher requested interviews with ESL teachers in the boards, the administrators of the continuing and distance ESL programs for adults, and the family welcome centres that perform initial needs assessments for new students to the board. Only the interviews with the family welcome centres were granted due to ‘work load and relevancy issues’.

Interviews lasted between 20 and 45 minutes and were manually transcribed. Because English was not the first language of many respondents, the transcripts were occasionally slightly modified to allow for easier readability; however, major revisions were not undertaken in order to preserve the voice of the interviewee. As such, many quotations may read as though English is not the first language of the respondent.

Two rounds of coding were performed, the first of which gave a preliminary idea of the emerging themes, which were arranged into broader categories for exploration (Saldaña 2013). The second round of coding recoded the transcripts with these emerged themes. In accordance with grounded theory, interviews were transcribed and coded throughout the research process to inform subsequent interviews of emerging themes to be further explored.

The next chapter reports on the findings of this research and provides discussion based on the literature reviewed in Chapter 2.

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7 See Appendices A – F for material related to the ethics approval process.
8 See Appendix G for interview questions.
Chapter 4: Results and Discussion

This chapter presents the findings of this research and situates it within the literature reviewed in Chapter 2. This chapter is divided into five sections. The first section uses 2011 data from Citizenship and Immigration Canada’s Immigration Overview and Statistics Canada’s National Household Survey to explore countries of origin, categories of entry, settlement patterns, and implications for language ability especially of the new Ottawa residents. The second section outlines the current structure of the available English language resources to Ottawa’s newcomers. The third section breaks down the spatial and non-spatial barriers that newcomers face when accessing English language programming in Ottawa. This section combines results from a GIS analysis using NHS data and results from semi-structured interviews with service providers. The fourth section discusses the importance of English language acquisition for newcomers. It also examines the implications of English language acquisition for employment, social integration and community building, as well as the ability to provide multiple services for newcomers through language programs. The final section provides a commentary on the successes of the current structure and makes some recommendations based on examples of successful programming in the city. Throughout this chapter, as previously discussed in Chapter 3, all data analysed are from the Ontario part of the Ottawa-Gatineau CMA.

4.1 Ottawa by the Numbers: Immigration to Canada’s Capital City

Ottawa currently ranks as Canada’s seventh most popular immigrant destination for permanent residents after Toronto, Montreal, Vancouver, Calgary, Winnipeg, and Edmonton.
Ottawa’s position in Canada’s top international migrant destination rankings has fluctuated in the last three decades, though it has always remained behind the top three immigrant destination cities: Toronto, Montreal, and Vancouver. These trends are summarised below in Figure 4-1.

**Figure 4-1: Permanent residents in Canada’s top gateway cities**

![Graph showing immigration trends in Canada's top gateway cities from 1987 to 2011.](image)

Data source: Citizenship and Immigration Canada 2011; Author-generated

While overall levels of immigration have remained relatively constant, there have been fluctuations within the different immigration classes. Canada is a signatory to the United Nations Convention Relating to the Status of Refugees, which “defines a refugee as a person who ‘owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unable to or, owing to such fear, is unwilling to avail himself of the protection of that country’”
(Kobayashi, Li, and Teixeira 2012, xviii). Canada demonstrated its commitment to this convention in 1978 when it added a new category for refugees in the Immigration Act.

On the economic side, Canada has also created two new streams for wealthy immigrants who might not otherwise have had enough points to immigrate. An entrepreneur stream was added in 1976 and an investor stream was added in 1986. The number of permanent residents in each immigration category is shown in Figure 4-2. It is apparent from this figure that hundreds of thousands of newcomers have been able to enter and reside in Ottawa after the introduction of the refugee class in the Immigration Act, peaking between 1991 and 1993. Ottawa’s ability to attract economic immigrants through national policies is apparent in Figure 4-2, as the class of economic immigrants is both the largest and most rapidly growing class of immigrants.

**Figure 4-2: Permanent residents by category in Ottawa (ON)**

![Graph showing permanent residents by category in Ottawa](image)

Data source: Citizenship and Immigration Canada 2011; Author-generated
Ottawa also admits a large number of temporary residents in the form of foreign workers, foreign students, refugee claimants, and under other circumstances. The number of migrants in these categories has increased in the last three decades, most notably for the number of foreign students followed by the number of foreign workers. These trends are summarised in Figure 4-3.

**Figure 4-3: Temporary residents by category in Ottawa (ON)**

Data source: Citizenship and Immigration Canada 2011; Author-generated

Immigration to Ottawa has also changed considerably in the last several decades with respect to the composition of the foreign-born stock. Ottawa is counted among what Benton-Short, Price, and Friedmann (2005) describe as ‘hyperdiverse’ cities, in which at least 9.5% of the total population is foreign-born (according to the UN, this statistic represents the average percentage of foreign-born people in developed countries), no country of origin constitutes more than 25% of the immigrant stock, and immigrants come from all over the world. Ottawa’s diversity is apparent in that no country of origin accounts for more than 25% of the immigrant stock. In the last several decades, the composition of the immigrant stock has changed drastically.
As shown in Table 4-1, Ottawa’s newcomers arrive from a variety of sending contexts scattered over the globe. This table shows the top ten countries of origin of the total foreign-born stock and the recent immigrant stock (those residing in Canada for five years or less, namely, arriving in the period between 2006 and 2011).

<table>
<thead>
<tr>
<th>Top 10 Foreign-born</th>
<th>#</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>United Kingdom</td>
<td>18835</td>
<td>8%</td>
</tr>
<tr>
<td>China</td>
<td>17570</td>
<td>7%</td>
</tr>
<tr>
<td>Lebanon</td>
<td>12120</td>
<td>5%</td>
</tr>
<tr>
<td>United States</td>
<td>9905</td>
<td>4%</td>
</tr>
<tr>
<td>India</td>
<td>9280</td>
<td>4%</td>
</tr>
<tr>
<td>Philippines</td>
<td>7725</td>
<td>3%</td>
</tr>
<tr>
<td>Haiti</td>
<td>7695</td>
<td>3%</td>
</tr>
<tr>
<td>Viet Nam</td>
<td>6585</td>
<td>3%</td>
</tr>
<tr>
<td>Italy</td>
<td>5765</td>
<td>2%</td>
</tr>
<tr>
<td>Germany</td>
<td>4865</td>
<td>2%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Top 10 Newcomer</th>
<th>#</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>China</td>
<td>2830</td>
<td>7%</td>
</tr>
<tr>
<td>Haiti</td>
<td>2730</td>
<td>7%</td>
</tr>
<tr>
<td>Philippines</td>
<td>2615</td>
<td>6%</td>
</tr>
<tr>
<td>United States</td>
<td>1855</td>
<td>5%</td>
</tr>
<tr>
<td>Lebanon</td>
<td>1615</td>
<td>4%</td>
</tr>
<tr>
<td>India</td>
<td>1600</td>
<td>4%</td>
</tr>
<tr>
<td>Colombia</td>
<td>1100</td>
<td>3%</td>
</tr>
<tr>
<td>DRC</td>
<td>1015</td>
<td>3%</td>
</tr>
<tr>
<td>Morocco</td>
<td>1010</td>
<td>3%</td>
</tr>
<tr>
<td>Iraq</td>
<td>990</td>
<td>2%</td>
</tr>
</tbody>
</table>

Data source: Statistics Canada 2011b; Author-generated

Ottawa has witnessed increasing immigration from countries in which English is not an official language. The top five countries that comprise the recent immigrant stock in Ottawa are China, Haiti, the Philippines, the United States, and Lebanon. In comparison with the total immigrant stock – where the top five countries of origin are the United Kingdom, China, Lebanon, the United States, and India – there has been a decrease of newcomers from predominantly English-speaking countries (namely, the United Kingdom and the United States) from 12% of the total immigrant stock to 7% of the recent immigrant stock. The increase in newcomers from developing countries has contributed to the ethnic and racial diversity of the city.
and is the result of the implementation of less restrictive immigration policies that encourage migration from countries other than Europe.

Changing countries of origin has implications for the English language abilities of newcomers. Figure 4-4 shows the number of newcomers who self-reported their abilities in Canada’s official language. As a self-reported measure, there are clearly limitations to this statistic as newcomers are likely to interpret ‘official language ability’ differently. Moreover, it is unclear whether ‘official language ability’ implies basic proficiency or higher language skills. In Figure 4-4, results have been separated for economic immigrants (principal applicants), economic immigrants (spouses and dependents), and non-economic immigrants. Given the language requirements for each class of immigrant, it is unsurprising to see in Figure 4-4 that the principal applicants in the economic class have the highest reported official language ability, while their spouses and dependents have the lowest. It is important to note that while most immigrants come to Ottawa with official language abilities (a reported nine out of ten according to the City of Ottawa 2007), other considerations such as accent, rhythm of speech, job/position-specific language skills, sector jargon, Canadian idioms and slang, and cross-cultural communication can still present language barriers for newcomers (City of Ottawa 2007).
Newcomer settlement is not homogenous throughout Ottawa. To illustrate this phenomenon, census tracts with a significant number of newcomers were identified and mapped. This operation involved calculating the average number of newcomers by census tract and mapping the results in terms of standard deviations from the mean, as shown on Figure 4-5. This map illustrates that newcomers have a tendency to settle in the downtown area in Old Ottawa. There are also concentrations of newcomers in the suburbs, most notably, pockets in Ottawa West (Kanata), Ottawa South (Nepean), and Ottawa East (Gloucester and Cumberland). Due to holes in the NHS data, data from two census tracts (one in Nepean and one in Gloucester) are missing. As stated in the previous chapter, it is particularly unfortunate that data in Nepean is unavailable as multiple service providers identified this area as a growing area of need for the newcomer population.
Settlement patterns for the total foreign-born population are slightly different than the newcomer population. In particular, there are greater concentrations of foreign-born individuals away from the city centre, particularly in the neighbourhoods of Kanata, Nepean, Gloucester, and Cumberland. These patterns are illustrated below in Figure 4-6.
4.2 English Programming in Ottawa

In order to access formal government-funded English language programming in Ottawa, all newcomers must be assessed and referred by the YMCA/YWCA’s Language Assessment and Referral Centre (LARC). Here, newcomers will have their language skills assessed according to the Canadian Language Benchmarks (CLBs). To be assessed by the centre, clients must be 18 years or older, and a landed immigrant, permanent resident, convention refugee, refugee claimant,
or a Canadian citizen born abroad. Prior to May 2014, LARC referred newcomers solely to federally funded language programs. The centre has since secured provincial funding from the Ontario Ministry of Citizenship and Immigration and has opened up its eligibility criteria to refugee claimants, and Canadian citizens born abroad. LARC now refers newcomers to both federally and provincially funded programs through the new program named Coordinated Language Assessment and Referral System (CLARS). This type of centralised assessment and referral service provides consistent official language assessment for newcomers to Ottawa. It is important for newcomers to secure language assessment quickly upon arrival as it represents a necessary step prior to accessing federally or provincially funded English programs. In some cases, English skills must also be assessed before employment is obtained. The demand for language programs varies throughout the year, though there is on average a one month wait time for admittance into government-funded English classes. Youth (aged 18 and under) are assessed by the school board they plan on attending.

LARC refers newcomers to various English programs around the city, balancing proximity to the newcomer’s home, and other needs that may need to be addressed (e.g., childcare, evening classes). One interviewee outlines the complexity of balancing multiple needs in the referral process:

*We factor clients’ benchmark level of English, we do the distance, and then also program available in the [area] where they live. So we have to take that into consideration and their needs and their goals. So first have to find the location where they live and try to find them a program available to them near their neighbourhood, so distance is not a problem, transportation is not a problem. Childcare, also. Most of our clients come with childcare needs. We have to find a*
Because this initial assessment is required before accessing any government funded English program, newcomers unaware of this requirement will be directed to CLARS by any language class in which they attempt to enrol. Many newcomers also visit the YMCA/YWCA’s Newcomer Information Centre (NIC) upon arrival to Canada. This centre provides free information and referral services and performs an initial needs assessment for newcomers to Ottawa. Part of their offered services involves sending newcomers requiring an official language assessment to LARC. Newcomers going through the NIC have the added benefit of addressing multiple settlement needs in addition to English acquisition in one location. For newcomers, acquiring English language skills is often one part of multiple settlement needs.

Once a language assessment is performed, newcomers may access formal language classes. There are many types of language classes available in Ottawa. Eligibility criteria vary by program and are often a factor in determining which type of class to attend. The types of classes are summarised in Table 4-2.
### Table 4-2: Types of English language instruction in Ontario

<table>
<thead>
<tr>
<th>Type of instruction</th>
<th>Eligibility criteria</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language Instruction for Newcomers to Canada (LINC)</td>
<td>Permanent residents and convention refugees. Ages 18+</td>
<td>Language classes for newcomers funded by Citizenship and Immigration Canada.</td>
</tr>
<tr>
<td>English as a Second Language</td>
<td>Permanent Resident, Refugee Claimant, or Canadian Citizen</td>
<td>Language classes for newcomers funded by the Ontario Ministry of Citizenship and Immigration.</td>
</tr>
<tr>
<td>Occupation Specific / Job Preparation Language Training</td>
<td>Permanent Resident, Refugee Claimant, or Canadian Citizen</td>
<td>Language for the workplace classes offered by the Ontario Ministry of Citizenship and Immigration. These classes cover general information needed for employment, such as job search language, computer and business communication, and telephone skills.</td>
</tr>
<tr>
<td>In-school ESL programs</td>
<td>School-aged youth</td>
<td>ESL classes and programming offered by the Ottawa Carleton District School Board and the Ottawa Catholic School Board in elementary schools and courses offered for the Ontario Secondary School Diploma.</td>
</tr>
<tr>
<td>Private ESL programs</td>
<td>Open to anyone</td>
<td>These programs are usually offered at language schools, colleges or universities. They are mainly focused towards visitors to Canada and international students. Typically, there are fees for these programs.</td>
</tr>
</tbody>
</table>


Formal English language instruction programs are provided free for the newcomer population by both the federal and provincial governments. The federal programs, known as the Language Instruction for Newcomers to Canada (LINC) programs, provide formal language instruction that is taught within a Canadian cultural context. The goals of the LINC program are not only to promote fluency in English, but also to teach newcomers about living in Canada. The latter involves teaching about Canadian education and health care systems, laws, community, etc.
These goals are in close alignment with several objectives of Canadian immigration policy as found in section 3.(1) of IRPA, namely:

a) to permit Canada to pursue the maximum social, cultural and economic benefits of immigration;
b) to enrich and strengthen the social and cultural fabric of Canadian society, while respecting the federal, bilingual and multicultural character of Canada;
c) to support the development of a strong and prosperous Canadian economy, in which the benefits of immigration are shared across all regions of Canada;
d) to promote the successful integration of permanent residents into Canada, while recognizing that integration involves mutual obligations for new immigrants and Canadian society.

While both LINC and English as a Second Language (ESL) programs have the goal of developing listening, speaking, pronunciation, reading, and writing skills, LINC has a clearly mandated goal of providing a Canadian cultural context and education. It is not mandated in the provincially funded ESL programs to use this context (Citizenship and Immigration Canada 2010).

Eligibility criteria differ between the federally funded LINC programs and the provincially funded ESL programs. LINC programs require that their students are 18 years of age or older and are either a permanent resident or a convention refugee. ESL programs have less stringent eligibility criteria allowing students aged 18 and over who are permanent residents, refugee claimants, or Canadian citizens. Funding for ESL programs from the Ontario Ministry of Citizenship and Immigration can only be accessed by school boards, thus they are the only service providers delivering these programs through their continuing and distance education.

Many newcomers come to Canada who already possess high levels of English, though not necessarily with native fluency. One respondent notes that:
There’s been maybe a switch in the type of clients coming to Canada, being internationally trained professionals, most of them they come as a part of the economic class, so they immigrate to Canada as skilled workers. So, one of the main requirements to be a skilled worker is to pass the IELTS [International English Language Testing System], and have a certain score. So their level of proficiency is quite high. – INT02

These individuals often have been educated and/or worked in English in their home country. A program offered by World Skills works with newcomers with high levels of English and provides instruction on using English in a Canadian cultural context. This training involves learning about the cultural idiosyncrasies of interacting in English in the workplace.

Formal language classes are not the only option for newcomers wishing to practise their English skills. The Ottawa Public Library, various community groups in Ottawa offer conversation groups for newcomers. These environments allow newcomers of all levels of English to practise their English skills by speaking with staff and volunteers.

While most services require that newcomers attend a class or a group, there are several initiatives that facilitate English acquisition from the home. The LINC program offers a Home Study program in which LINC-eligible newcomers can learn English from their own homes. Newcomers whose work schedules are difficult to work around, who have young children, or do not have LINC classes readily available in their area are prime candidates for this option. In addition to the standard eligibility requirements for LINC programs, students of this program must also have attained CLB 3 for listening and speaking and CLB 2 for reading and writing, and be willing to work 10-12 hours a week on their own. From an accessibility perspective, the prerequisite makes the home study option inaccessible for those with very low levels of English.
Another program for LINC-eligible newcomers is run by English Language Tutoring for the Ottawa Community (ELTOC). This program provides one-on-one in-home tutoring by volunteers to eligible newcomers who are not able to attend regular LINC classes. This option circumvents the LINC Home Study program requirement that clients already have obtained certain CLB levels for listening, speaking, reading, and writing. This program also has the added benefit in allowing newcomers to converse with native English speakers rather than completing a self-guided language program. A service provider discusses the thinking behind the creation of ELTOC:

*There were people who were slipping through the cracks and they wanted to provide some kind of help to the people who couldn’t make it to school. This is supposed to be a bridging program, while the person is staying at home they are getting tutoring, and then hopefully they’re going to go back to school or get a job or something like that.* – INT08

Newcomers are referred to ELTOC if they are principal caregivers (most often mothers), if they have work schedules incompatible with the times at which LINC classes are offered, for health reasons, and if they have very low literacy levels.

For newcomers who prefer to access language training from the comfort of their own homes, many free resources online are available for newcomers to learn English. Sites such as *Learn English Online* (among others) provide newcomers with non-standardised lessons in English. These types of websites can be accessed by anyone, thus bypassing any barriers due to eligibility criteria present for government-funded programs. Moreover, the Ottawa Public Library has many resources for newcomers both online and in print to aid in English acquisition. Newcomers can use their library card online to access library content, or can request print
resources to be shipped to their home branch. There is an overwhelming amount of material to improve language skills for newcomers, as described by one respondent:

> [W]ith a library card, people can access [language resources] from home. So we have specific language-learning databases and resources, which include Mango languages, Humble books, which is a resource for children, but it’s excellent information … for developing literacy because there’s a section called a read-along where people can read the book and have it read aloud to them. We also have a resource called Tense-buster, which focuses on grammar development for English. And for people who want to practice reading the newspaper, we have a subscription to Library Press Display, which gives you access to newspapers, for example, hundreds of newspapers from all around the world and also free. ... Or if they don’t have computers or don’t have internet access, they can use our computers here. – INT10

The public and Catholic school boards in Ottawa assess the English skills of all school-aged newcomers. Ottawa is home to four different school boards: the Ottawa Carleton District School Board (OCDSB – English public), the Ottawa Catholic School Board (OCSB – English Catholic), the Conseil des écoles publiques de l’est de Ontario (CEPEO – French public) and the Conseil des écoles catholiques du centre-est (CECCE – French Catholic). Since English programming is the focus of this research, the English school boards were investigated further.

The Family Reception Centre (OCDSB) and the Family Welcome Centre (OCSB) assess all new students to the English school boards. At these centres, students undergo a needs assessment and are placed in an appropriate school based on their geographic and academic needs. In the case of newcomer youth, they will undergo math and English language assessments (when English is not a first language) as a part of needs assessments. Students will be placed in an ESL program if English is not their first language and they do not possess the language skills
to be placed in a mainstream English class of proficiency or if their English is a significantly
different dialect than Canadian English. The reception/welcome centres begin their relationship
with newcomer families during this initial assessment. While youth are being assessed, an
immigrant settlement worker – known as a Multicultural Liaison Officer or MLO in Ottawa –
talks to the parents to discuss the Ontario school system and address other settlement needs in a
family context.

Elementary school aged children (pre-kindergarten through grade eight) will attend the
elementary school in their catchment area, unless there are other special education needs to be
addressed. There is no separate curriculum for elementary ESL, rather there are designated ESL
teachers assigned to the English language learner (ELL). This approach may involve having an
ESL teacher working alongside the classroom teacher in the mainstream classroom, or removing
the student for specialised ESL work.

In high schools (grades nine through twelve), there is a separate curriculum for ESL. The
family reception/welcome centre will place high school ESL students in one of seven (OCDSB)
or five (OCSB) magnet schools with designated ESL programs closest to the student’s home.
During the initial assessment by the family reception/welcome centre, students’ English language
abilities will be assessed and they will be placed in an ESL English class at the appropriate level.
ESL magnet schools in the OCDSB and OCSB also deliver sheltered courses. These courses
teach other subjects such as geography or science but are dedicated to and appropriately modified
for English language learners. They promote English language acquisition while still accessing
the curriculum. ESL students in high school will most likely be in mainstream classrooms for
courses other than English as sheltered course offerings vary based on demand.
Magnet schools are sites chosen based on the demographics of the area. Some schools have been magnet schools for an extended period of time in neighbourhoods that are traditionally newcomer neighbourhoods. Both boards monitor trends in the city’s demographics and modify magnet school locations. The OCSB recently opened a new ESL centre at Mother Teresa High School in Nepean in response to a growing need for ESL programming in Ottawa South. According to Ottawa Student Transportation Authority (OSTA) policy (2013), students are eligible for yellow school bus transportation if they live beyond a certain distance of the school. This distance is 0.8 kilometres or more for junior and senior kindergarten students, 1.6 kilometres or more for students in grades one through eight, and 3.2 kilometres or more for students in grades nine through twelve (OSTA 2013). Other special circumstances, such as access to specialised programming (ESL excluded), allow students access to yellow school bus transportation.

Outside the classroom, options for ESL are limited for youth. Because of the age requirement for both LINC and ESL programs, youth are ineligible for free formal language programming outside of school. Private tutoring is an option for additional support, though at a cost. Youth support outside of school exists in the form of informal opportunities such as homework clubs, which are not necessarily newcomer-specific. ESL is particularly inaccessible for youth during the summer months when school is not in session. During this time, most services are available at a cost. It is important to note, however, that the summer months represent an important time for newcomer youth to be immersed in their heritage language and culture. Indeed, the family reception/welcome centres discuss the importance in maintaining first language and home culture. Moreover, the school boards’ International Languages Program helps
newcomers maintain their home language through formal language instruction on Saturday mornings.

4.3 Barriers to Access

A multitude of English programs are available in Ottawa, but are they accessible to the very populations they are intending to reach? The term ‘accessible’ has multiple meanings in geography. Weber (2010) groups accessibility measures into two categories: (1) proximity (or zonal aggregate) and (2) individual (or space-time or disaggregate) measures. Proximity measures use the distance between an origin and a destination as a measure of accessibility: the greater the distance, the less accessible destination. Individual measures take into account a person’s mobility and time constraints. Individual measures take time geography into account, which examines the ways in which people negotiate their everyday lives. For example, studies on how race, class, and gender affect mobility in the city take into account how individuals access services (e.g., Kwan 1991, McLafferty and Preston 1996, McLafferty and Preston 1997). In a third category unmentioned by Weber, accessibility can be conceptualised as the trade-off between spatial separation and opportunity attractiveness (Wang 2007). The Huff Model (Huff 1967) is an example of this approach to accessibility, which models retail patronage and balances the distance to the shopping centre with its size.

This research revealed two forms of barriers to accessibility, broadly described as spatial and non-spatial barriers. Spatial barriers are produced by the settlement patterns of newcomers and the location of English language programs in the city. These barriers were revealed through a GIS analysis and through interviews with key informants. These barriers reflect the proximity
measure of accessibility as defined by Weber, as they show that some services are too far from the populations in need. Non-spatial barriers are other factors not relating to spatial separation that keep newcomers from accessing English programming. These factors presented themselves as the inability of services to cater to certain groups and the difficulties that certain groups face when attempting to access English programming. These barriers reflect the individual measure of accessibility as defined by Weber.

**4.3.1 Spatial Barriers**

Spatial barriers are a very important consideration for newcomers to Ottawa. Newcomers, identified as a vulnerable population in the analysis by Lo et al. (2009) of human services in York Region, are of special importance as they do not often own their own vehicle. In their study, the authors found that half of newcomers accessed settlement services using public transit.

Spatial accessibility was assessed using GIS. Census tracts with large populations of newcomers were identified (excluding newcomers from the United States and the United Kingdom) and buffering techniques were used to determine the number of programs available within a 1.5 kilometre walk and a 30 minute bus ride of the newcomer and the total foreign-born population. The results of this analysis are illustrated in Figures 4-7 through 4-10. These results were further categorised by neighbourhood and by program type. Program types included the provincially funded ESL programs, informal programs (such as conversation groups), LINC programs, high school programs as a part of the Ontario Secondary School Diploma (OSSD), and paid programs. Since NHS data provides information for permanent residents, the GIS analysis in this research determines program accessibility for permanent residents only.
Figure 4-7 shows the locations of English programs in Ottawa. These programs are primarily located in the downtown area, with fewer locations in suburban areas\(^9\).

**Figure 4-7: English program locations in Ottawa**

Source: Author-generated

### 4.3.1.1 Accessibility by Walking

GIS results indicate that the Old Ottawa area (downtown) has the most accessible programs within walking distance. These results are shown in Figures 4-8 and 4-9 for newcomers and the total foreign-born population, respectively. As seen in Figures 4-5 and 4-6, the downtown area is the neighbourhood with the largest number of newcomers in the city. The two

\(^9\) See Appendix H for the data on English program location and type used in this analysis.
neighbourhoods for which English programming is least accessible are Kanata and Cumberland. These neighbourhoods have no programming within walking distance for both recent immigrants and the total immigrant population. Very few options are available to newcomers in Gloucester. Most notably, there are no informal programs within walking distance of the total foreign-born population in Gloucester.

**Figure 4-8: Service providers accessible to the newcomer population by walking**

![Bar chart showing service providers accessible to the newcomer population by walking](image1)

Data source: National Household Survey 2011

**Figure 4-9: Service providers accessible to the foreign-born population by walking**

![Bar chart showing service providers accessible to the foreign-born population by walking](image2)

Data source: National Household Survey 2011
While these results speak to the number of accessible services in each neighbourhood, it also speaks to the walkability of the neighbourhoods themselves. Urban sprawl and the lack of walkability in the suburbs is a clear issue with respect to accessible English programs in these areas. Newcomers arriving in these neighbourhoods are thus much more reliant on public transportation to access English programs.

The suburbanisation trend in cities has important implications for service accessibility. Lo et al. (2009) highlight the three reasons for inaccessibility of services in the suburbs. First, due to the rapid development of the suburbs and their inherent ‘newness’ compared to city centres, suburbs lack a historical legacy of social service infrastructure investments that are present in traditional city centres (Bunting et al. 2004, Clutterbuck and Howard 2002). Second, although city centres have been the traditional destination for newcomers, there has been increasing settlement in suburbs (Lo and Wang 1997, Murdie and Teixeira 2003). These trends imply that the city centre is the location of the majority of settlement services for newcomers, as this has been their traditional destination (Lo et al. 2009). Lastly, suburbs inherently lack walkability due to their auto-oriented, low density, and highly segregated land use patterns. Residents in the suburbs must rely on other forms of transportation and travel greater distances using slow and infrequent public transportation to access limited services (Graham 2000; McLafferty and Preston 1999). Lo et al. (2009) note that almost half of recent immigrants in their study of York Region access settlement services using public transit.

4.3.1.2 Accessibility by Bus

English programs are much more accessible via bus. In fact, according to this analysis, newcomers located in Old Ottawa can access all the English programs in the City of Ottawa
within a 30 minute bus ride. Again, services are most inaccessible in Cumberland and Kanata. In particular, there are no LINC, ESL, or paid programs accessible by bus from Cumberland for both the recent and total foreign-born population.

**Figure 4-10: Service providers accessible to the newcomer population by bus**

Data source: National Household Survey 2011

**Figure 4-11: Service providers accessible to the foreign-born population by bus**

Data source: National Household Survey 2011
Key informants confirmed the results of the GIS analysis, with many stating that there are limited English language programs for newcomers in the suburbs, particularly in west and east ends of the city (Kanata and Cumberland).

4.3.2 Non-spatial Barriers

4.3.2.1 Poor Funding Structure

Many government-funded service providers indicated that the funding they received was insufficient to provide adequate services for clients. Insufficient funds mean that fewer staff can be employed, fewer programs can be effectively managed, and there is less money available for program resources. Funding constraints also means a restriction on the number of teaching hours of paid ESL teachers. Many government-funded services rely heavily on volunteers to help run their programming. Government-funded service providers discuss volunteers with high regard. One respondent discussed the challenges of working with an insufficient budget:

*The LINC program breaks it down to how many pencils we’re going to order, and goes into a lot of detail about what we’re going to spend the money on, and very little, some, but very little flexibility in moving that money around. If you need more money for the snacks downstairs you can’t take it from office supplies, or from teaching materials and just move it over, so it’s a little bit more strict and they’ve been cutting back for years on the total amount of money that they’re making available to a given LINC program, so it’s just like, ‘whatever it was last year, knock fifteen percent off’, and then next year it’s like five percent off, and then knock ten percent off.* – INT04

Furthermore, the respondent discusses how Ontario is disadvantaged from a funding perspective due to secondary migration from Quebec.
So, by and large, Ontario and particularly Toronto have seen a reduction in the number of immigrants settling here because there are lots of jobs in Alberta, and it’s like ‘wow, you pay $25 an hour to work at a Tim Hortons while you’re paying $1600 a month for a one bedroom apartment, or a bachelor’, so fewer people have been coming to Ontario as a whole, and that’s resulted in some decisions at CIC to reduce the funding here, because it’s easier to do, they say there’s fewer people coming. ... What I think happens is that we see a lot of francophone Africans, and they move to Montreal and they experience racism, or they think that there will be fewer barriers because they already speak French and it’s a francophone city. Twenty seven percent of our students landed in Montreal and Quebec gets $15000 the day they get off the plane from the federal government and then the next month they move to Ottawa. That $15000 doesn’t go with them. So there’s an injustice in two senses: one is that Quebec is getting money for settlement that it, in my view, doesn’t deserve, because the people aren’t there, and it’s a disservice to Ottawa when Ontario is looked at as a single CIC region, and funding decisions are based on the whole province without taking secondary migration into account. – INT04

This funding model whereby only the place of arrival receives CIC funding places secondary locations under further strain as they bear the brunt of providing services without the proper funding allocated to their cause.

4.3.2.2 Awareness of Services

Knowledge of available programs is a vital component of accessible programs. Funding restrictions have had implications for the advertising budget of programs. Print advertising is not always possible, so many service providers rely heavily on word of mouth, referrals, the internet, and social media. Informants revealed that they relied heavily on free methods of advertising their services to newcomers, especially word of mouth. This finding is unsurprising in light of CIC’s
2010 evaluation of the LINC program in which they found that 51% of students learned about the LINC program through word of mouth (see Figure 4-11).

**Figure 4-12: How students learned about the LINC program**

![Pie chart showing how students learned about the LINC program]

Source: Citizenship and Immigration Canada 2010

Advertising is especially difficult for programs without government funding and with little funding in general. Community-run conversation groups, for example, rely very heavily on word-of-mouth advertising as well as free forms of advertising on the internet or with social media. In these cases, it is especially important that settlement services and referral centres are aware of these free smaller scale community-run programming to increase awareness among newcomers.

Other barriers in the form of poor English skills and technological illiteracy contribute to awareness of programming. For newcomers with very little English, reading and understanding program advertisements can pose a significant barrier. With much advertising done on the internet or through social media, technological illiteracy becomes a barrier to program accessibility, particularly among the older generations or with government assisted refugees who
may have very little experience with technology. Technological illiteracy can also serve as a barrier on an administrative front, as registration can happen online. Technological illiteracy can also make the use of online self-guided English programs much more complicated. One respondent notes:

So, it also depends on how technologically savvy these people are. If someone were to do a search for newcomer programs, for example, they might come across our website because there’s lots of information there on our website. We also have a great communications team that puts postings up on Twitter and Facebook, so there’s a strong emphasis on social media. – INT10

While a lack of awareness severely impedes a newcomer’s ability to access English programs, the opposite problem can pose similar restrictions. The diversity and complexity of available English programs can make it difficult for newcomers to choose the best program for them. Exploring the diversity of available programs and their eligibility criteria can be a barrier in itself for newcomers to access English programming.

4.3.2.3 Temporal restrictions

Finding time for language classes itself is a barrier for newcomers. For newcomers with day jobs, language classes interfere with the workday. One respondent notes that funding cuts have resulted in changing class schedules, especially with cuts to evening classes. Such cuts prevent newcomers with day jobs from accessing English language programs.

There were also four classes in the evening, which were eliminated by budget cuts, it’s like ‘we don’t care what you do, this is your ceiling, you can’t have a penny more’ and we cut summer and a two week March break, and we did all kinds of things and then we just couldn’t do it any more, we couldn’t run the
program without the money so we had to close the evening program at the same
time we lost the other location. So in the last couple of years we’ve gone from
seventeen classes in two locations day and evening, to nine classes in one
location daytime only. – INT04

Completing language classes in the summer months when newcomers may have time off work is generally not an option as formal government-funded English programs tend to run September to June. Temporal restrictions for accessing language classes thus represent an added barrier to the accessibility of these programs.

4.3.2.4 Eligibility Criteria

Government-funded English program providers frequently cited eligibility criteria as a barrier for accessing their programs. The federally funded LINC programs require that clients be a permanent resident of Canada or convention refugee, be at least eighteen years old, and take a language assessment test to be placed in an appropriate level of class. Clients are thus not eligible for LINC once they have attained their Canadian citizenship, are a refugee claimant, or a temporary resident (e.g., foreign student, foreign worker or visitor). Provincially funded ESL programs have fewer restrictions, and allow foreign-born Canadian citizens, permanent residents, convention refugees, refugee claimants, approved provincial nominees, and foreign domestic workers under the Live-In Caregiver Program.

The eligibility criteria for LINC programs make the assumption that naturalised Canadian citizens do not require English programming and if they do they have achieved the means to pay their way. One respondent notes the difficulties in providing services for newcomers who are LINC-ineligible:
Because we can only serve permanent residents and convention refugees, there are a lot of Canadian citizens who didn’t know about these programs when they were permanent residents, since that eligibility criteria that’s really preventing a lot of people from integration and employment and it’s really impacting people’s lives. They’re not able to participate and that’s very frustrating. It’s very frustrating for our clients and for us as service providers. It’s like, I know that this person can benefit from an oral communication or writing but because they’re Canadian citizen, we can’t take you. – INT01

To be considered for Canadian citizenship, newcomers must have achieved basic proficiency in an official language (CLB 4). Available government-funded English classes extend far beyond basic proficiency and it is clear that additional language support is required after basic proficiency has been reached. Continuing language education after basic proficiency has been reached gives newcomers the power to communicate and interact in much more meaningful ways:

Just how people sort of have these interventions positively influence and make a big difference in people’s lives, and the confidence. So that’s the biggest and most important outcome of the language classes is the confidence. Because, then you can go and ask questions, you can go and look for a job, apply for a job, then you know, it doesn’t stop when you’re in a level three or four, you can only talk to people you are familiar with about very familiar things. ... Once you start talking about conceptual notions and once you can have a debate and persuade people you have the power, right? And it’s that confidence that students have and express that they’ve gained that really makes a difference. – INT01

While provincial ESL programs continue to provide language options for newcomers, being/becoming ineligible for federal programs severely reduces the number of services available to newcomers. A volunteer at a community-run conversation group discussed the challenges they
faced in accommodating an influx of University of Ottawa international students who wished to access language assistance:

*We were a little disappointed in this, but of course, this is an ongoing problem because universities in general, for example, in Canada, will not accept the idea that the students they have accepted have problems with English. How could you attend a lecture in English when you have problems understanding English? – INT05*

With only paid options for language classes at the university and their ineligibility for free government-funded programs, international students at the University of Ottawa looked to informal programs to practise conversational English. As a volunteer-run conversation group, this influx of students stretched their already limited resources.

The alternative for individuals who face difficulties in accessing free language classes due to eligibility criteria is to use paid language classes. Formal language courses often have high associated costs, which can represent a serious barrier to access for newcomers.

**4.3.2.5 Gender**

Interview respondents indicated that women have more difficulty in accessing English programs due to traditional childcare roles. Many women arrive in Canada as a spouse of a principal applicant or in the family class. These immigration classes have no language requirements prior to entry. Thus, it is common for women to be in greater need of English language programs than their male counterparts. Respondents have noted that childcare programs have become increasingly inaccessible to newcomer women due to the funding model of the
LINC programs and eligibility criteria and waitlists for childcare programs. One respondent describes how the current federal funding model disproportionately affects women:

*It’s like you get, I don’t know what the amount is. You get ten dollars for a bum in a seat for a day. And that gets added up at the end of the year and a cheque comes. ... If you decide to have five people in a class and all of them can have their twins in a childcare, great, you’re still only getting that fifty bucks a day because you’ve got five bums in five seats. ... So a lot of programs have cancelled the childcare because of [reductions to funding]. Particularly, women are more impacted by men, because by and large they tend to be the caregivers, I suppose even in Canada, although that’s not guaranteed anymore. Certainly, for most of the immigrants who find their way into LINC programs, the woman is the one who’s going to have to stay home if there’s no childcare available and they can’t afford it. So that means that these cut backs have had a disproportionately negative effect on women because they get stuck at home in old school stereotypical roles and can’t get out to learn English and integrate better into the community.* – INT04

This funding model makes LINC programs particularly inaccessible to women as it does not take childcare needs into account. Budget constraints put further strain on existing childcare programs, which are quick to be cancelled when funding is cut.

Eligibility criteria for child care programs, particularly with respect to the age of the child, varies depending on the program location. One respondent notes the difficulties of placing newcomer women with young children in language classes:

*Well, one big thing is daycare because a lot of the mothers, especially in recent years, are staying at home because they can’t find daycare for their kids to go to while they study. We used to, when we would get the referral, we used to ask how old is the baby, and she’d say five months or six months and we would say oh, six*
months, you’re eligible for daycare, please try to find a school. Now we don’t really do that because the waitlists are too long. – INT08

Varying eligibility requirements for childcare by location and the long waitlists for childcare programs represent a serious disincentive for women looking to improve their language skills.

4.3.2.6 Refugees

Many service providers identified refugees as an at risk group for accessing English programming. As a humanitarian effort by the Government of Canada, refugees enter the country without needing to meet any language or education requirements. As a group, refugees are generally in greater need of language training than those entering Canada in other immigration classes. Moreover, the lack of educational requirements for refugees increases the chance of problems with respect to illiteracy. One respondent speaks to the special circumstance surrounding refugees coming to Canada:

The refugees come here not because they wanted to, because they have to. But oftentimes they don’t speak official languages, because that’s not a requirement. So there’s a lot of support for them as well. And then they also bring different kind of needs. They are often poor, they are often less educated, because those categories don’t apply to them. They often have been in transition in a first country of asylum. Refugee camp experiences, perhaps trauma in witnessing war, so all that really translates to very great strength and resilience, but at the same time, some challenges in getting used to life here. – INT03

This respondent also raises the issue of mental health concerns for this population. Mental health is an especially important concern for refugees as there is a high incident of trauma in this population. Such traumas can occur due to deaths in the family, frequent relocation,
experiences of war, and other horrific events. It is imperative that these issues are addressed immediately before proper learning can take place. Issues of trauma for refugees can thus pose a barrier for refugees to learn English.

A respondent also noted that there is a tendency for refugees to settle in the south of Ottawa:

*It has been a trend for sometime. I’m not sure why, mostly GARS, government assisted refugees, they settle in the south area, and the south area there is a lack of literacy classes, I would say. That’s where comes another challenge, also, to find them a program available to them. Transportation is a problem for them to travel. Most of the GARS we receive are low level of English, so finding them a program is a challenge in the south.* – INT09

These settlement patterns, coupled with low levels of English, illiteracy issues, and issues of trauma make this population especially vulnerable to the inaccessibility of English programs. Unfortunately, spatial data is not readily available to confirm the settlement patterns of different immigration classes.

4.4 Importance of English Acquisition

Fluency in English is incredibly beneficial for newcomers in Ottawa. Respondents noted that being fluent in English is very important for securing employment and for becoming socially integrated in the city. These findings are in alignment with existing literature on the importance of English proficiency for finding employment and integrating into society (e.g., Derwing and Waugh 2012, Derwing et al. 2010, Boyd 2009, Xue 2008, Dudley 2007, Li 2003a, Gertler 2001).
This research also revealed the importance of understanding English in a Canadian context, particularly understanding cultural cues and idiosyncrasies. Lastly, this research found that language classes are often a site where multiple newcomer needs can be addressed.

4.4.1 Employment

Many service providers confirmed the findings in the literature that there is a positive correlation between English ability and employment in Ottawa. Because some employers require that their employees have obtained a certain level of English, there can be a rush for newcomers to have their English abilities assessed and to attend and pass language classes as necessary. Service providers indicated that newcomers find the length of time to acquire English is an ‘annoyance’ when they are trying to enter the job market. Employment also represents an important aspect of social wellbeing for newcomers. Not having attained a certain CLB level can pose a significant barrier to newcomers accessing employment in Ottawa.

4.4.2 The Canadian Cultural Context

As described above, CIC outlines the importance of using English as a way of teaching about Canada, as implemented in the LINC programs. This type of instruction is important for newcomers to learn the language but also the culture in which it is situated. An attendee of a community-run English conversation group discussed the importance of learning about Canadian society:

For me, the most interesting part is I can talk with native speakers and I want to know the culture. I want to know what they think and also their attitudes towards some kind of social events, or anything. ... For the pollution, for the environment,
what they think about the freedom inside their heart, do they describe or interpret that. – INT07

This respondent continues to discuss the importance of working with a native speaker in an English language program as a way of familiarising himself with Canadian culture:

You must get a native speaker to be involved and this is not fair, but this is true, for foreigners, even though you learn English for quite a long time, you can’t grasp something that is beyond grammar, you can’t explain that, and sometimes you give wrong examples, this happens sometimes. This is certainly about ESL, for foreign countries, we talk about ESL the main format is for classroom learning. So you have lectures and students learn from that, and the student remembers sentences, grammar, and words, and they try to use that. This is one way and the main way. Because they don’t have the environment that everyone speaks English. But for ESL in English-speaking countries, the best way is to get them involved in activities, so make them learn in activities, social events, so that … the best way is to give them some key words that will be used in these situations, and also can give them some examples in sentences they can learn or they can remember and later on they can use it in the social events, and this is the best way for them to learn. And this is why many students come to North America and they have some camps, they have some summer or anything, they want to learn English in that environment. – INT07

This respondent’s perspective also highlights that many newcomers arrive in Canada possessing very high levels of English. They can possess a high level of English in which they are able to go about their daily lives and work in English, but do not have native fluency. They have learned English in their countries of origin and in many cases have worked in English outside of Canada. This respondent indicates that using English goes beyond grammar, vocabulary, and other aspects of language taught in formal settings, especially overseas in traditionally non-English speaking
countries. Newcomers are able to improve their grammar and vocabulary in language classes in Canada, but have the added bonus of being prepared for sociocultural situations unique to Canada.

The sociocultural aspect of language is an important consideration in the workplace. Service providers discussed the importance of using English in a culturally appropriate way in the workforce, and how high level English classes are designed with this in mind. Classes at LASI World Skills focus on using English in Canadian workplace culture, such as how to give a presentation, how to politely interrupt someone, and how to leave a conversation. These types of classes thus tailor newcomers’ existing skills in English to incorporate non-verbal cultural customs that are unique to Canada. Newcomers attending these classes are between CLB 7 and 10. One respondent discusses newcomer language skills and workplace culture:

_The grammar, morphology, definitely is already pretty good, most of them. There is definitely some vocabulary acquisition, but there is a lot about the non-verbal: how to change the topic politely, how to interrupt politely, how to get out of an uncomfortable conversation, small talk, you know, and things like that. Meeting, opening, moving to the next agenda item, especially if everybody’s talking, ... But a cross-cutting theme for all courses is workplace culture. You know, effective behaviour, like some behaviour and communication that will help you get along with your colleagues and get along with your supervisor and work effectively on teams, how to put together a presentation. So, these skills that are not necessarily obvious to, even though their language skills are high, but these are sort of cultural idiosyncrasies._ – INT01

Learning English in a Canadian context also helps newcomers navigate social situations in their day-to-day lives. While the LINC and workplace-specific programs provide the cultural context in a slightly more explicit way, informal conversation groups also address some of the
cultural idiosyncrasies of speaking English in a Canadian setting. Using the conversation groups, newcomers can practise their English at any level and also learn about how it is used conversationally and in a Canadian cultural context. These skills highly benefit newcomers for employment, social situations, and day-to-day living in Canada.

4.4.3 Social Integration and Community Building

Studies have shown that English proficiency facilitates social integration, as indicated by activities such as participation in groups or organisations, volunteering, and voting. Attending a language class, rather than completing an online or self-guided alternative, creates an environment integral to social integration and community building. English classes serve as a space in which newcomers interact with people from different countries with different first languages. It is one in which a multicultural Canadian identity can be created and fostered.

Conversation groups play an especially important role in community building. The conversation group volunteers interviewed for this study discussed the importance of the group for community building. This conversation group in particular has been running for 19 years. It is a joint effort by several faith communities in the downtown area.

So the brainwave was, ‘well, we can all talk, we don’t need any qualifications, we don’t need to be teachers, we don’t need to be grammar scholars, but we can talk, and if talking is useful, we’re going to do that’. But talking was just the door to friendship, that’s really what it was. Newcomers will come because they need to get practice in conversation, but what was really being offered to newcomers by these faith community groups here, they were quite prepared to talk but also make the people feel at home. If they were able to give them conversation and the people weren’t at ease, it was a failure. So right from the beginning everybody got it. We served tea, cookies, exactly what we’re doing now, and they made it
clear to people that they didn’t have any lessons to learn, they didn’t have any levels to achieve, no one cared if you spoke two words or two thousand words, you were still welcome. And you wouldn’t be talking to the same person every week, and you would get to know the people you’re talking with because you’d be, all being well, you’d be talking one-on-one, which allows for some intimacy, some getting to know you on a level that never takes place in a kind of a forum or a conversation circle, but one-on-one, people see you smiling at them, you smile back, you tell them ‘I’m not here to teach you, we’re here to know one another’. That’s the kind of model that I picked up quickly, and I recognised that it made a lot of sense. We’ve never changed. It’s always been an outreach community-building program. If people learn a little bit of better English conversation, well then good. – INT06

This community initiative shows the goodwill of the community and the desire to aid in the integration process for newcomers. Through this conversation group, volunteers help newcomers practise their English through conversation while creating an inclusive and friendly community for newcomers. This group carries out several social activities throughout the year (such as barbecues and a ‘Walk and Talk, Skate and Debate’ along the Rideau Canal in the winter) that take the extra step to integrate newcomers into the community and other aspects of Canadian life. Such an approach creates an important relationship between volunteers and attendees of the conversation group. It highlights the importance of including international migrants in the community, which is accomplished through English conversation. Rehearsing English in this manner also provides newcomers with the confidence to use their English throughout their day-to-day lives.

English classes are often viewed as a service to newcomers, and rightly so: the services are designed to help newcomers acquire skills integral to the settlement process. But integration is
always a two-way street. Those involved in service provision, whether as a paid position or a volunteer position, reap the benefits of participating in a multicultural environment. One respondent discusses volunteering in a conversation group:

*And you know, I have a lot of enriching times being in this community. And I don’t fail to tell the people, you’re sitting there and I’m sitting here, and I’m not helping you and you’re not helping me, we’re getting to know one another. I’m not educating you, you’re not educating me, except to the degree I’m going to learn about your home, what makes you tick, and what I’m learning all the time is my goodness, you’re exactly the same as me. And that’s the reality of it. The first membership we all have: human beings. All the other stuff, cultural, ethnic, religious, doesn’t matter, you know, the first identity, the only label that counts is human being.* – INT06

While this group is 100% volunteers, volunteers in formal language classes also serve to create inclusive communities for newcomers. Service providers have indicated their extreme gratitude to these volunteers who help them offer the programming, but who also come to the job with enthusiasm and the desire to help newcomers integrate into Canadian life. Many volunteers are both Canadian-born and foreign-born, and the latter tend to see volunteering as an opportunity to ‘give back’ to the newcomer community. Volunteering in this manner also serves as an enriching experience for volunteers who have the opportunity to learn about other people, places, and cultures from around the world.

*There’s a lot in it for the volunteers. They get to contribute to making Canada a more welcoming country, more inclusive country, and they get to meet people from all over the world. For the students, it allows them to interact in a secure environment with a wider range of Canadian voices, if you will.* – INT04
The physical space of the language class/conversation group also serves as a safe space for newcomers in their new home. In these spaces, they are surrounded by people who have endured the hardships of packing up and relocating to a new country. They are able to gain strength by knowing they are not alone in their struggles of acculturating to a new country and are surrounded by helpful, supportive volunteers/staff to ease the transition. A conversation group volunteer describes the importance of feeling comfortable at the conversation group:

*People come here and they stay with the group because they feel at home. They feel at ease and relaxed. And they come back and they smile and they’re like friends when they come in. ... Why would a border be something that separates us? We need bridges, not borders.* – INT06

The language class thus serves as a site where relationships are formed among the newcomer community, and this class also gives more established Canadians (both foreign-born and not) an opportunity to create an inclusive and welcoming environment that builds stronger communities.

### 4.4.4 Multiple Services Provided / Needs Addressed Through Language Programs

English language classes create an environment in which international migrants can feel more comfortable in making their needs apparent to service providers and/or volunteers. English language programming is but one of many services needed by newcomers to Canada. Many service providers indicated that language classes are often the space in which other needs are brought up, sometimes addressed, and sometimes referred through the appropriate channels.

English language acquisition and other settlement needs often go hand in hand. Learning or improving English is not always the first priority for newcomers, and it is important to address
pressing settlement concerns first. English language providers often perform many jobs as they understand that settlement and integration is a complex issue with many components needing to be addressed simultaneously. Because of the complexity of the immigrant and refugee experience, it is a great strength of service providers if they are able to offer multiple services at one location, as it is impossible to separate English language acquisition from other settlement concerns, especially for those who have just arrived and have many pressing needs such as finding permanent accommodations and getting an OHIP card. Taking these considerations in the context of accessibility further confirms that it is not solely geographic location that makes an English class accessible, but the ability of the location to provide for other needs. A service provider discusses how other settlement concerns are addressed and tended to in the context of language assessment:

So somebody might be getting assessed at the Y, and in the discussion it turns out that they don’t have a family doctor, they don’t have an OHIP card yet, there’s a number of other settlement issues, their kids are having trouble adjusting to school, and a good assessor will take that into consideration and not necessarily refer them to a school board or a small agency or Algonquin College, where they’re going to get lost in the shuffle and not have easy access to those services, so they may, I would say a good assessor would refer to an agency like OCISO or the Chinese Immigrant Service Centre downtown, where they offer a range of other types of services, because they identify that there are multiple needs there. So it’s not only location, but it’s also availability of services, for example, childcare could be an issue. ‘My kids are too young to go to school, so I either have to wait until they get to school age, or find a program with child care.’ So maybe quite a bit farther away from where I live than the nearest class, but it’s the closest one that has child care for my three year old, and has space for both me and the child. So availability, the services the learner needs, and location are all factors. – INT04
This respondent indicates that the best centres for English language education are those that are able to address other settlement concerns at the same time. The theme of childcare is raised again here as an important need vital to accessing English programs, but is not a core component of language acquisition.

Informal services also provide other services for newcomers, albeit in an informal way. One respondent describes the many roles of volunteers at conversation groups for newcomers:

But of course, what is uniform is standards in the sense of speaking English conversation-wise and giving them other help as well. For example, we also help them on their curriculum vitae, many people have that problem. Whatever, however we can help, this has become part of the conversation. ... We provide English conversation but it’s more than conversation. We talk to people, we provide them advice, in terms of citizenship and in terms of being integrated in Canada, into the Canadian society, and if we can help them in any way, we do so. – INT05

Services offered in this way further prove the willingness of the welcoming communities in helping newcomers successfully integrate. While some of these efforts are job-focussed, such as helping in writing their curriculum vitae, others are just generally answering questions about integrating into Canada and becoming a citizen. The language class or group is a convenient location for addressing multiple needs, as they so easily come up in conversation.

In addressing multiple needs, it is important to note the difference in needs of immigrants and refugees. For refugees, there are many more hardships with respect to finding housing, finding employment, and overcoming trauma than their immigrant counterparts. The ability of needs assessors – and to a lesser extent, English service providers – to identify refugees in need of
mental health services and counselling and refer them to the appropriate places is a great strength for these programs. Despite obvious differences in immediate settlement needs of immigrants and refugees, there is also much overlap in immigrant and refugee needs in Canada, especially with respect to learning local customs and forming new friendships in their new country. English language classes play an important role in addressing these concerns for both immigrants and refugees.

While adults have their language and settlement needs addressed through language classes and other programs, newcomer youth represent a population whose needs are addressed at school. In the case of youth, it is the classroom and the school setting that proves to be especially important in addressing the needs (in terms of both language acquisition and broader settlement concerns) of newcomer youth.

4.4.4.1 Newcomer Youth

Acquiring proficiency in English is an extremely important step for youth to be successful academically. Newcomer youth face the unique challenge of learning English while being held responsible for content instruction in the language they are attempting to learn. Three service providers discuss this challenge for youth:

*I think the English language and learning, mastering English is an absolute priority for students, as well as for the adults, but for the students particularly because if they want to be academically successful they have to master the language.* – INT03

They’ve got to keep up with the academic stuff. At the same time, they’re trying to acquire English, and that can be very challenging, particularly in high school when you’re kind of getting later in the critical period and it’s harder to acquire
a second language, so educators in the public system will talk about the need for accommodations of some kind for immigrant children in the high school system. – INT04

I think language is obviously a big one. But it impacts a lot of different things, so, making friends and your social life in school is huge so a lot of that stems from language, not being able to communicate as well as confidence and self esteem but that again can be related to not being able to communicate with other people and so not having the confidence to go in and engage in social things. As well as academics. A lot of the students might be really good at science or math for example but they struggle with word problems ... in science. And those kinds of things are an added barrier for newcomer youth that they have to face. And one of the big ones I think might be identity navigation, so how do you balance your cultural identity, or your home country’s cultures and customs and things like that to Canadian society as well and kind of having to navigate between those as they’re going through school and where the racism and bullying and things like that would weigh in. – INT11

ESL classes in schools represent an especially important example of addressing multiple needs starting in a classroom setting. In this regard, the family reception/welcome centre plays a very important role in addressing the needs of both immigrant youth and their parents. Both the OCDSB and OCSB work closely with the Ottawa Community Immigrant Services Organization (OCISO) to address settlement needs of newcomer youth and their families. While the initial assessment of newcomer students takes place, Multicultural Liaison Officers (MLOs) work with parents to discuss settlement issues in a family context. Both school boards and OCISO have addressed the importance of addressing settlement needs in a family context to ensure the success of students in school. The initial assessment also provides MLOs the opportunity to direct interested parents in the direction of English language classes for themselves. The relationship
with the MLO lasts beyond the initial assessment. MLOs continue to be a presence for immigrant youth and their families by operating lunchtime/after school programs for newcomer youth (in the OCDSB only), and act as cultural mediators/interpreters for parents as they adjust to the Ontario school system. A service provider describes the unique role of MLOs in schools:

_They’re not translators, they’re much more than that, but they do interpret. So if the students are having language - communication issues, they will support that. If issues come up of cultural natures, they are kind of also cultural interpreters, then they are right in the middle. The other piece is that obviously a lot of people who are coming in at this point I find, we all know, the last ten years in Canada are coming from the so-called ‘third world countries’, so they will be visible minorities here. So there are differences in culture and differences in the Middle East from Africa from Asia and they become kind of translators of those cultural pieces. They also try to educate the teachers and the schools in the cultures coming in to the best of their ability. I mean, we can’t take care of all the barriers, but we certainly try to make things better for the school and for the newcomer parents as well. So that’s their role. They’re often mediators, conflict mediators, crisis times. They’re there as well as crisis support. They provide some counselling, they’re not counsellors, but they do provide some counselling both to the student and to the parent._ – INT03

Youth face many unique issues with respect to integration compared to their parents. The 1.5 generation (those who immigrated at a young age) are in a unique standpoint culturally: they are learning and adopting Canadian culture at school but still practising heritage culture at home. Youth have the ability to acculturate much faster than their parents, and this phenomenon can become a source of contention between them. Youth are intent on learning English to help them ‘fit in’ at school, but often find themselves in a state of ‘inbetweeness’ between Canadian and heritage culture. Literature on this ‘inbetweeness’ has been addressed by scholars such as Berry
Berry asserts that immigrant youth “experience a more complex acculturation process, requiring features of their heritage family and community culture to be sorted out on the one hand, and those of their peers and institutions of the larger society on the other hand” (Berry 2008, 50). The degree to which immigrants acculturate is decided, broadly speaking, by a combination of their preference for maintaining one’s heritage culture and identity in the destination society and for participating with other ethnocultural groups in the larger context of the destination society (Berry 2008). Important issues that can be addressed in a school ESL class are understanding Canadian culture and a student’s place in it and how to balance heritage culture and language and Canadian culture and language. A service provider explains the role of the MLOs in bridging the growing cultural gap between parents and their children:

_The other piece for the students is when students come here, they leave everything they have known, they also want to be like everyone else. So oftentimes we find them to be becoming more culturally Canadian than their parents because they really want to be like their peers. So there’s a situation of conflict between the parents sometimes and the students. And there’s a role for the MLO there too, we try to provide parenting classes, or how to parent if they are receptive. We bring other people in to do those workshops, we can do them ourselves and we do them ourselves to a certain extent, so the idea is to kind of support the parents and prepare them that this change is going to happen and how to you navigate that. And when it comes to the youth at the same time, as well, how do you support them to be what they want to be, but at the same time, be sure that they are doing it in a way that doesn’t really create crises for themselves and for the families._ – INT03
While MLOs provide supports for parents, they also provide youth support for understanding how to balance Canadian and heritage culture. A service provider describes the programs available for youth:

*So for instance, the girls program, it helps with the cultural understanding and integration of immigrant youth into the Canadian society. What does it mean to have parents who were not born here, who brought certain cultural or religious views and that might not fit with the Canadian system here, and so in one hand, they have to accommodate that, on the other hand, it’s also a pull from their friends, their peers, the school system, the Canadian system in general, where they have to integrate. So the youth are in between, right? – INT12*

Parents are sometimes less understanding of Canadian cultural norms than their children, and are more restrictive in terms of what types of activities their children can participate in outside the classroom.

*But one of the biggest concerns was that a lot of their parents wouldn’t let them volunteer or participate in extra curricular activities or go to friends’ houses and things like that because it’s not a cultural norm that is accepted by their parents and so balancing that becomes a challenge, like ‘how do I try to explain the benefit of volunteering or the benefit of participating in extra curricular activities or even staying after school for homework help’ we realise that a lot of the times kids have to call home and explain and also justify what they were doing and where they were, so that’s definitely there’s that conflict or tension between the parents. And a lot of the girls were saying that you know ‘my parents think that I’m hanging around the school with boys’ and vice versa so there’s definitely that tension between the parents and the students. – INT11*

OCISO, or specially YOCISO (the youth program) facilitates the integration into Canadian society through youth programming and support. They have discussion groups for
important youth issues such as racism and bullying, and other pertinent issues. These are offered for newcomer youth; however, OCISO has indicated that the majority of those who use their youth programming are ESL students, showing that language and cultural concerns often go hand in hand. This type of programming serves to help newcomer youth practise their English in a casual setting. These spaces are important to youth as safe spaces in which they can interact with their peers and with trained staff and volunteers who help in the settlement process. The OCDSB and OCSB place great importance on the MLOs and what they do for newcomer youth in schools. While these programs are funded by CIC, the OCDSB has invested extra funding to these programs so that they can make use of more of the support and programs OCISO has to offer.

As with adults refugee youth come to school with unique challenges such as low proficiency in English, dealing with trauma, and having gaps in their education.

*And the other big thing is trauma. I mean, it’s kind of invisible. We know that there’s a higher incidence of trauma among refugees. How does that affect itself? You know, one size doesn’t fit all, it’s not black and white. And it could be that it’s not even the child who experienced the trauma, but it’s the parent that that trauma is multigenerational. So mental health and trauma are big things for us to consider, but again it looks very different, you know, you don’t even want to stereotype – you can’t say that all refugees are going to experience trauma or have experienced trauma. But if we look at the literature, if we look at the research, if we look at the countries that the refugees are coming from now, then we can infer that there’s been trauma of some kind.* – INT13

*The students are two groups: often immigrant students may have English challenges, or French, but they have schooling. So if they were in India and China they have had, most of the time, academics are fine, it’s just the language piece, so they would be in the ESL category as you know. But if you are a refugee*
student, often you may have a gap in your education. So if you were a child, a six
year old, when your family fled the Congo to Uganda or Kenya, and you lived in
a refugee camp for five, six years, you probably haven’t attended a lot of school.
Refugee camps provide some schooling, but they can’t really provide
consistency. So, kids have like two hours of instruction. So those kids are often
behind. So they come here at 13, 14, they may be functioning at an academic
level of grade five. And those are the ones who won’t go to ESL anymore, they’ll
go to ELD [English Literacy Development]. So those again have a different kind
of needs. – INT03

Schools prove to be a unique site for newcomer youth, as they can address language needs
through ESL programs, literacy issues through ELD programs, and other settlement needs
through the MLO programs. It is clear that the OCDSB, through their additional funding of the
MLO programs, are able to offer extra programming for youth in schools. Such programs are
incredibly beneficial to youth as they provide additional support for settlement and integration.

4.5 Examples of Successful English Programming

The great variety of English programs in Ottawa means that there are several approaches
to language education in the city. While some programs offer explicit language instruction
pertaining to vocabulary, grammar, etc., others work at building in other skills and striving to
reach other goals with respect to settlement and integration. This section discusses the strengths
of language programs with respect to social integration in Ottawa.
4.5.1 Acculturation and Identity

Acquiring proficiency in English is vitally important for social integration. This research shows that it is not just having acquired English, but in fact it is the process of acquiring English in a classroom setting, both formal and informal, that plays a unique role in community building and fostering a new Canadian identity. The LINC program, as discussed above, is mandated to use language classes as a vessel for conveying additional information about Canada and Canadian life. More than that, the classes serve as a space in which newcomers recognise the diversity of the Canadian population. Such an approach facilitates a new multicultural identity for newcomers and for Canada. A service provider offering the LINC program discusses the role of the LINC classroom in creating an environment in which these realisations can come to fruition.

I think that the LINC program, and in particular full-time programs, but half-time programs as well and the ESL programs offer a safe environment for newcomers. People think that you're just in a LINC program to learn English and then get out there. But there's so much other stuff that goes on. The curriculum is organised according to settlement themes, like banking, education, accessing social services, employment, the type of categories where the information that people need to successfully integrate into our society. So there's the language, there's the knowledge about Canada, because the curriculum is actually organised around those settlement themes, and the language points come out of that, but there's a kind of subtextual thing that goes on where newcomers sit together in a diverse and inclusive group, which some of them may never have experienced in their lives. Everybody looks the same, prays the same, dresses the same, eats the same, whatever. – INT04

Newcomers who arrive from monocultural environments can find this aspect of integration in Canada very challenging. They are arriving into a country where the culture is in
fact an amalgamation of several cultures, and that diverse ways of life are accepted. In a language classroom, newcomers are subjected to a more intense version of the diversity of Canadian society since they are in a classroom with newcomers from all around the world. The same service provider goes on to say:

But now they’re in a diverse country, Canada, but they’re in a small version, a microcosm of that in the LINC classroom, and they gradually adopt the values and attitudes that I think are necessary to make a diverse and inclusive society work. For example, we’ll have a conservative Muslim woman from a certain country who won’t pair up with a man to do a dialogue practice or something like that. And then a good teacher just leaves them on their own and they see other people doing it and they’re not getting struck by lightning or something, so after a few weeks or a couple of months or whatever, they try it and they come to believe they’re not going to hell because they’ve had a conversation with a man who isn’t a relative. And on the street it might be completely different, it’s big and scary out there, but we have a safe environment for people to gradually open up and be exposed to some of the values that I think many Canadians think are important. So that third thing to me is really important, it’s like an incubation space where, or decompression space, you know after scuba diving, where they can gradually get used to the way things are done in Canada, and I’m not saying that it’s a mono cultural society, that’s why I said diversity and inclusion a couple of times, they get used to the fact that they can preserve their own values while adopting some new ones that go hand in hand with diversity and inclusion. So out there in the community their neighbours are not all going to be Arabic-speaking in their neighbourhood, so they come here and learn how to interact successful with the community that’s as diverse as Ottawa. That’s really important to me those three things: the language, the knowledge about Canada, and the acculturation are the three things that go on and people forget that LINC is not just that one third, which is learning English. – INT04
This idea of the ‘decompression space’ serves as an interesting analogy for integration in Canada. While the idea of providing a ‘safe space’ for newcomers to learn about Canada and explore how their own identities fit in with mainstream Canadian culture, questions of the ‘give and take’ of the integration process are brought to the forefront. Despite Canada’s multicultural model of integration in which multiple cultures can coexist, – the ‘mixed salad’ over the ‘melting pot’ – the LINC programs can be questioned in the extent to which they promote learning about Canada over learning about other countries and cultures. While these programs engage with the newcomer population to teach them about Canada, the mutual obligation of the host community as a whole is neglected in their role of learning about other cultures and welcoming newcomers into the community.

Donald and Blay-Palmer (2006) discuss social inclusion spaces and their role in catering to diversity. Specifically, they discuss access to spaces of diversity and to learning from others. They state that “[a]cknowledging the importance of diversity is essential to understanding identities of others. Yet the goal of social inclusion is not just to tolerate diversity as an end in and of itself, but also to validate and embrace it. From a practical standpoint, this requires a more proactive approach that calls for the removal of barriers or risks, requiring investments and action to bring about the conditions for inclusion.” In the context of this research, this idea of the social inclusion space as a space in which newcomers learn from one another emphasises the importance of these spaces for not only learning English, but for learning about one another. These spaces also serve as a possible space for including the host community in the integration process of newcomers. Tolley et al. (2011, 2) speak to the role of the host community in the integration process:
The role Canadians play in the integration process includes an openness to immigration in general, hiring newcomers and recognizing their credentials, working with them as colleagues and classmates, acknowledging immigrants on the streets and in supermarkets, and encountering immigrants as doctors, caregivers, neighbours, and friends. While this role does not imply abandoning ‘Canadianness,’ it does require flexibility to adapt our social, economic, and cultural practices to accommodate newcomers, as well as a willingness to accept difference and to appreciate the benefits of immigration and diversity. Critically, it also entails recognizing that newcomers have a legitimate voice in our civic and democratic life, even if paying attention to this voice sometimes results in decisions we do not like.

Viewing language classes as social inclusion spaces embraces one side of the integration process; however, there remains room for improvement in the involvement of the host community.

Despite the above-noted concerns, LINC programs continue to serve as an excellent example in which newcomers learn about Canadian society and acculturate in a Canadian environment, all through the vessel of language instruction. A service provider stresses that creating that environment in which acculturation can happen is especially promoted because of the structure of the class. In order to succeed in the language class, newcomers need to be able to have integrated into a multicultural environment and to be open to other people with other customs and perspectives. Because of the microcosm of the language class where diversity is amplified, such values do not need to be taught explicitly, rather, they are a tool that newcomers must acquire to be successful in the class, as the same service provider notes:

*It’s inherent in the way the classes work, and it almost doesn’t matter ... I can brag about OCISO being inclusive and respecting diversity and all that stuff, but*
there’s a structural thing, like, if you’re in the class, you’re Polish, everybody’s Catholic and everybody looks the same, and then you see people of different colours and religions in the classroom, the teacher really doesn’t have to take a diversity moment, or do exercises in intercultural communication, in order to get through the class you’ve got to do those things, you’ve got to work with people from all over, you’ve got to try to bring the best out in them and allow them to try to bring the best out in you because that’s what’s going to help you learn English. The byproduct is the acculturation part. It’s a sneaky plan, it’s like it’s built right into the system, so I can brag about OCISO doing it better, and we do [laughs], but it’s built into the way the classes are structured with people from all over the world. – INT04

These kinds of skills acquired in language classes make accessible programs all the more important. While online programs serve as an excellent option for those who wish to improve their English proficiency and are unable to attend a language class, these newcomers are excluded from the integration efforts of these programs. Regardless, language programs should be made as accessible as possible to promote inclusion, community building, and acculturation.

4.5.2 Partnerships

Many service providers indicated that there is great strength in the partnerships that are formed by settlement service providers in the Ottawa area. These partnerships are used in offering joint services and sharing resources to give international migrants the best experience possible. Strong partnerships are ones that exist over various funding models and various levels of government so that newcomers can take advantage of the free services available to them. For instance, the Ottawa Public Library, which offers many informal services to their patrons, make a point of working with partner agencies and referring newcomers to other and more formal services when necessary:
We’ve been working hard on cultivating good relationships with them because we obviously know how important they are and how important the element of trust is, especially for people who face a lot of barriers, partner agencies are so important. So, what we do with them, is number one is we provide referrals, so we cross-refer as needed. If someone is looking for, for example, citizenship assistance, and we don’t have a current program running, we check to see if one of our partner agencies, or even people that we don’t directly partner with right now, but other immigrant serving organisations in the area. So we cross promotion and referral that way. – INT10

A service provider reflects on the language training community:

So as a community we’re very good, very very good language training community of all the programs, supervisors, managers, coordinators, of the language training program we meet every two months and we try to kind of bridge each other’s gaps. We work really well. So for example, a supervisor from ELTOC ... says, you know, ‘we have clients on the wait list’. I’m like, ‘well, I just work with them, TESL program trainees, I can send you some volunteers, people who are applying for jobs with me, you can volunteer here and it will count as an experience’. – INT01

It is clear that these forms of partnerships are very important for service providers to be able to provide services for newcomers, or at least to refer them to a place where their needs will be met.

The partnership between the OCDSB/OCSB and OCISO is a prime example of community partnerships. The school board does the assessment for the purpose of addressing language needs in school, but other settlement needs can be addressed for youth and their families in the context of the initial assessment. The ESL policy from the Ontario Ministry of Education clearly outlines the role of the school board in providing proper language instruction and accommodations for newcomers in schools. Moreover, the curriculum documents for high school
clearly outline what it means to be operating at different levels of English, and is a standard throughout Ontario (Ontario Ministry of Education 2007). The partnership with OCISO recognises that there are multiple needs that need to be addressed for proper learning to happen, and that language acquisition and social integration/community building go hand in hand. The programming and support provided for youth and their families ensure that they are finding a place in their communities and understanding the workings of the Ontario school system. Moreover, the lunchtime/after school programs for youth work on issues on what it means to move to a new country and integrate into a new culture, while facilitating language acquisition. They also provide opportunities for youth to be involved with the community and create a place for themselves in Canadian society. OCISO also partners with various city resources, such as transportation and the police force so that youth can learn about what resources are available to them in their new homes:

*And also at the same time a lot of community outreach with different organisations in Ottawa, whether it be the police, paramedic services, OC Transpo, meeting volunteering agencies, any community [resource] that we can put the youth that we work with in touch with to facilitate their integration process, not just into Canadian society in general, but also within their communities as well.* – INT11

These initiatives not only help with student confidence but they also help in creating accepting communities for newcomers to Canada, creating a new Canadian identity, and showing new arrivals that they are valued members of society:

*On top of that we have leadership programs where we mentioned that the youth become ... engaged and a member of the society. They know what it feels to be Canadian, what it feels to be a global citizen, what it feels to be respected, and so*
on and so forth, what it feels to be a contributor to society, and so on and so forth. And then that we do that through projects, right? And last year we raised a lot of food items for a local food bank. We discussed about what is required to be a leader, what does it mean to become a community leader, what does it mean to be active in your community and make a difference, and so on and so forth. – INT12

This partnership between the school boards and OCISO also allows schools and community organisations to be more specialised, rather than become generalists in terms of what they are able to offer. Having programs offered by OCISO rather than the schools make it feel for students like they are doing something different, rather than have after-school programming feel like a continuation of school:

Yes, the partnership aspect is good. I think it helps in a few different ways. I mean, in the current situation that we have, there is funding shortages in a lot of places where we’re forced to be – I mean in education as well as in settlement services – I think there is that need for collaboration. It’s kind of the best possible way to do it with how it is. There needs to be that collaboration and there also needs to be … I think that would be if there was a collaboration between the two because if you’re having the school be the only voice or the prominent voice in hosting all these different extra curricular activities or other after school programs, then a lot of students tend to associate those programs with schools and education, and it’s kind of like, they don’t want to be restricted to the institution for so long. So it’s kind of like, ‘well now I have to do some after school’s over’ and it can be really draining so I think it is a good change to have opportunities outside of schools where they can go and not really think about it being school or it being affiliated with school. I think that’s another aspect of why partnerships, collaboration approaches are good ones. – INT11
While partnerships in the more collaborative sense are not always present, having an awareness of other service providers in the city is a great strength for the language training community. It is extremely beneficial for service providers to be able to be familiar with eligibility requirements and to be able to send someone to the best place for them.

Another strategy that we’ve [World Skills] been doing is we’ve been trying to work together with school boards. So, Ottawa Carleton District School Board, they’ve developed some workplace content type ESL courses. So for those clients who are not eligible here, I send them there. And the other way around. – INT01

This is particularly important in terms of awareness of informal programs. When eligibility criteria is an issue for accessing formal government-funded programs, having a referral to a conversation group or community centre is an excellent opportunity for newcomers to practise their English skills while still having the benefit of being in a multicultural community environment.

4.5.3 Opening Up Eligibility Criteria Through a Blended Funding Model

Many service providers cite eligibility as a large barrier that international migrants face when attempting to access English language programming. Using a blended funding model to open up the eligibility criteria for international migrants would enable more newcomers to access the services they need. This approach would require more coordination between the federal and provincial levels of government as well as municipal and community efforts for English programming. Collaboration of different English programming in Ottawa means that newcomers are offered better (and sometimes more consistent) services, and that multiple voices can be featured as concerns can be raised on various levels (federal, provincial, municipal). For example,
the World Skills program secured funding from the United Way, which was able to open up their eligibility criteria to non-ISAP eligible clients:

*Blended funding would be great if it’s provincial and federal together then we can open up the eligibility. That would really solve the problem. Not even, like, having a course for permanent residents and a course for Canadian citizens, but if we had a combination of funding by province and federal government, we can just open up those courses to whomever. That would be great. And there is a bit of a tendency going in that direction with CLARS, which is the Coordinated Language Assessment and Referral System, so while before province and federal funded programs had their own types of assessment, now everybody who needs language training, French of English, is going to the same centre, assessed with the same test battery, and then recommended, again, based on eligibility criteria, but at least initial assessment is the same. So we’re hoping that will continue into programming.* – INT01

### 4.5.4 Development of Online and In-Home English Programs

With respect to accessibility, there are some very real constraints that prevent those in the suburbs, refugees, women, and those with illiteracy and technological illiteracy issues from accessing English language programs. When barriers to access come in the form of mobility issues (physically getting from origin to destination), then an obvious solution is to bring the English language instruction to the newcomer. For those who are not illiterate or technologically illiterate, the development and use of online English language programs will greatly help in bringing the service to the newcomer. Official programs such as the LINC Home program may still present barriers with respect to eligibility criteria. It is important that programs such as ELTOC are well advertised to those unable to attend language classes. A respondent noted that there is great strength in the early intervention and providing the services needed as soon as
possible. Settlement agencies thus play a very important role in this process. Again, there are issues with eligibility criteria for these services. By bringing language classes into the homes of newcomers, the English language instruction is being made available, but not the added benefits as discussed with respect to social integration and community building.

4.6 Conclusion

The provision of English programs in Ottawa is certainly a complex phenomenon involving multiple actors and multiple levels of government. This section provided an overview of the types of programs available in Ottawa. Barriers – both spatial and non-spatial – that newcomers face when accessing these programs were also covered. While attending a language class is important for acquisition, a major theme revealed in this research is the importance of the language class as a safe physical space in which newcomers can learn about themselves, each other, and their place in Canadian culture. The partnership between the OCDSB/OCSB and OCISO serves as a prime example of mixing language instruction with settlement and integration initiatives and community building.

The next chapter concludes the thesis by summarising the main findings and offering insights for further research.
Chapter 5: Conclusion

Four sections constitute this final chapter. The first section provides a summary of the findings and how they answered the research questions. The second section provides some recommendations that have emerged from examples of successful English programming in Ottawa. The third section discusses the contributions this research has made to the literature. The fourth and final section discusses the limitations of the study and opportunities for future research.

5.1 Summary of Findings

The analysis of CIC and NHS data, the GIS analysis, and the semi-structured interviews all contributed to answering this study’s four research questions. These findings are summarised in Table 5-1 and outlined below.

This research revealed a variety of themes with respect to English programs in Ottawa. First, it determined that international migrants, both newcomers and those who have been in Canada for longer periods of time, can have difficulty accessing services depending on where they are living in the city. The majority of English programs are concentrated in the downtown area, where most international migrants reside (as seen in Figure 4-5). Several census tracts in the suburbs were identified that are home to a significant number of international migrants. Although English programs exist in the suburbs, they are generally not within walking distance of immigrant populations. Accessibility greatly increases by bus; however, services are still less
accessible to international migrants in the suburbs, particularly in Kanata and Cumberland, compared to other Ottawa neighbourhoods.

**Table 5-1: Key findings by research question**

<table>
<thead>
<tr>
<th>Research Question and Method</th>
<th>Key findings</th>
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<tbody>
<tr>
<td>1. What English language programs are available to international migrants in Ottawa and where are they located? (GIS analysis)</td>
<td>Several types of English language programs are available to international migrants. These include federally funded LINC programs, provincially funded ESL programs, in-school ESL programs as a part of the OSSD, informal conversation groups, and paid language classes and tutoring programs. Most of these services are located in the downtown core.</td>
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<tr>
<td>2. How do settlement patterns affect access to English programs for international migrants? (Analysis of CIC and NHS data; GIS analysis)</td>
<td>International migrants settling in the suburbs have access to fewer programs than those settling in the downtown core. The neighbourhoods of Kanata and Cumberland have the least number of accessible services, primarily within walking distance but also by taking the city bus.</td>
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<tr>
<td>3. Are there gaps in service provisions for international migrants? If so, how are certain demographics affected disproportionately by these gaps? (Semi-structured interviews)</td>
<td>This research revealed that women and refugees encounter additional barriers to accessing English programs when compared to the total international migrant population. Moreover, other non-spatial barriers to access were uncovered in this research, which include poor funding structure, lack of awareness of services, temporal restrictions, and eligibility restrictions.</td>
</tr>
<tr>
<td>4. What other settlement needs must be considered when providing English programs to international migrants? (Semi-structured interviews)</td>
<td>While English programs serve to increase an international migrant’s fluency in English, they also serve as a site in which newcomers learn about Canada and acculturate to their new environment. The accessibility of these programs is thus incredibly important to facilitate a newcomer’s entry into Canada and to build the social support system to aid in the integration process.</td>
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A number of non-spatial barriers were also revealed in this research. These barriers include a poor funding structure, lack of awareness of services, temporal restrictions, eligibility restrictions, and special difficulty for access for women and refugees. These types of barriers are more difficult to address since they often relate to the individual situation of the international migrant trying to access English programs.

Overall, this research revealed that English programs provide a special opportunity for newcomers to learn about Canada and to form meaningful social bonds with other international migrants as well as with members of the host community. They provide a ‘decompression space’ in which newcomers are exposed to multiple perspectives and values in a safe environment. This integration goal is explicitly stated for LINC programs, yet is facilitated in other language classes by the nature of the attendees and the context in which language instruction occurs. Informal programs such as conversation groups also provide an important opportunity for newcomers to interact with the host community. Thus, English programs act as a site at which these social bonds are formed and encourage the ‘give and take’ of integration on the part of both the newcomers and the host communities.

English programs also serve as a site where multiple needs can be addressed or referred. The nature of conversation encourages sharing, and as personal bonds are formed, newcomers can use these opportunities to ask about other aspects of settlement and integration that they are striving to meet. In more formal programs that require a language assessment, newcomers find themselves at a centre where multiple needs can be recognised, referred, and addressed. Accessible English programs are thus extremely important as multiple settlement integration needs can be met throughout the process of registering for and attending language programs.
5.2 Recommendations

5.2.1 Community Partnerships

This research found several examples of successful English programming in meeting language needs as well as other settlement needs. Specifically, the partnership of the English school boards with OCISO’s MLO program proved to be a prime example of language instruction and community integration. This program gives students the opportunity to learn English in compliance with the Ministry of Education’s Ontario Secondary School Diploma program in an environment specifically suited to meet the needs of English language learners. At the same time, newcomer youth receive settlement and integration support through an in-school settlement worker who monitors their progress in adjusting to their life in Canada. This type of program is especially important for youth who often find themselves trapped between heritage and mainstream Canadian cultures. This ‘inbetweenness’ can become a source of conflict among youth and their parents, highlighting the importance of OCISO’s services for both youth and their parents. The OCDSB is able to benefit more from OCISO’s programming as they participate in OCISO’s lunchtime and after school programs aimed to aid in settlement and integration and promote community involvement. This form of a partnership is incredibly beneficial to newcomers as they combine formal language instruction with community integration and involvement. It thus serves as an excellent model if adult English programming were to take on a more active community involvement component.

5.2.2 Blended Funding Model

Many service providers indicated that much of their trouble in providing services to newcomers was due to restrictive eligibility criteria in the formal government-funded programming. Partnerships in the community could ideally introduce a blended funding model,
which would open up the eligibility criteria for newcomers. Increasing collaboration between different levels of government would also aid in creating a blended funding model.

5.2.3 Online and In-Home Programs

Because settlement and integration goals can be better achieved when newcomers physically attend an English program, increasing the accessibility of these programs is always the best option; however, in cases where it is essentially impossible for newcomers to attend a language class, newcomers would benefit from more online and in-home options for English training. Existing formal online and in-home programs available free to newcomers are currently available only to LINC-eligible newcomers. Creating free online and in-home programs for non-LINC-eligible newcomers would greatly increase the accessibility of these services.

5.3 Contributions to the Literature

This research has been informed by several bodies of literature, but has contributed more significantly to the literature on world/global/GUM cities. The revised global urban hierarchy in the GUM model has drawn the attention of researchers to cities that do not traditionally make the list of global cities. These cities are recognised in their ‘globalness’ by their ability to attract and retain international migrants, rather than by traditional descriptors based in the global economy. Ottawa is one of these cities, as it is not a major city in the global economy, yet has a growing foreign-born population. This case study on Ottawa has added to the literature on gamma world cities by the GUM definition, but has also provided insight into one of Canada’s second-tier gateway cities. Furthermore, it uses the theme of urban immigration policy as identified as a theme that unites and divides gateway cities by Benton-Short and Price (2008) to explore issues
of municipal governance and its role of providing settlement and integration to newcomers. While the ranking of global cities has been critiqued in the literature, this framework has proven useful to this project as it has brought to light cities otherwise not recognised for their ‘globalness’ by using immigration as an indicator.

This research also addressed the role of partnerships in providing English programs to international migrants. It highlighted the importance of new governance models and partnerships that encourage the participation of a variety of actors at various scales in providing services to newcomers. In today’s budget climate of cuts to these types of programs, vertical and horizontal integration of initiatives and resources will serve to provide better programming for international migrants and work toward increasing the accessibility of these programs. Discussions of new governance models and partnerships incorporated a discussion of scale in which the city is viewed as a site at which these multilevel, multiscalar processes can be brought together.

5.4 Limitations and Opportunities for Future Study

As a case study, the results of this study are not generalizable to other second-tier gateway cities in Canada, or other gateway cities more generally. An opportunity for future study could provide a comparative analysis of second-tier gateway cities in Canada in order to compare regional variations in settlement and integration needs.

A second limitation of this study is that it provides the perspectives from institutions and stakeholders in Ottawa as key informants to understand the ‘lived experiences’ of international migrants. While conversations with institutional representatives and stakeholders create a window into the experiences of international migrants, it cannot be substituted for asking the immigrants
themselves. An opportunity for future research would be to create a large scale survey of the foreign-born population in Ottawa to gauge their perspectives on the availability of English programs and of settlement and integration services more broadly. These surveys could be coupled with focus groups and interviews with special interest groups to gain a deeper understanding of service accessibility in Ottawa.

While this study addresses the settlement patterns of the foreign-born population in Ottawa, it does not take into consideration how these settlement patterns over time. An opportunity for future study could involve an analysis of how newcomer settlement patterns have changed over time and how settlement and integration infrastructure has changed to meet growing needs in other areas of the city.

A final limitation of this study is a methodological one mentioned in Chapter 2, yet merits additional discussion. Data from the National Household Survey posed certain problems with respect to completeness and statistical soundness; however, these data were also used as an indicator for language ability without actually being a measure of it. Data more specific to immigration were available from Citizenship and Immigration Canada, though not in a spatial format that could be divided by census tract area. Acquiring spatial data from CIC or the Longitudinal Immigration Database (LID) could create more accurate indicators of English ability among the foreign-born population.

5.5 Conclusion

In conclusion, while English acquisition is of tremendous importance for the social and economic integration of newcomers to Canada, it is the process of acquiring English that is an
integral part of the integration process. Accessible, physical programs are thus incredibly important to newcomers as a space in which identities can be negotiated and social bonds forged. The question of access, then, is not solely about improving English proficiency, but most importantly about the opportunities for newcomers to integrate into their new homes.

Cities serve as an important site for newcomers as the scale at which the provision of settlement and integration services – specifically, English programs – can be effectively coordinated and delivered. Moreover, this scale of analysis allows for a better monitoring of the lived experiences of newcomers and how they negotiate their ‘right to the city’. To conclude, David Harvey’s words on Henri Lefebvre’s concept of the right to the city bear particular significance, as he states that the right to the city is “far more than a right of individual or group access to the resources that the city embodies: it is a right to change and reinvent the city more after our hearts’ desire. It is, moreover, a collective rather than an individual right, since reinventing the city inevitably depends upon the exercise of a collective power over the processes of urbanization. The freedom to make and remake ourselves and our cities is … one of the most precious yet most neglected of our human rights” (Harvey 2012, 4).
References


http://canada.metropolis.net/events/metropolis_presents/LanguageSeminar/Presentations/Boyd_Civic_Participation_paper_e.pdf


Constitution Act, 1867, being Schedule B to the Canada Act 1982 (UK), 1982, c 11.


Ottawa Student Transportation Authority (OSTA). 2013. “Transportation Eligibility.”


Appendix A: Letter of Information (Generic)

This research is being conducted by Alyson Prabhu under the supervision of Dr. Betsy Donald, in the Department of Geography at Queen’s University in Kingston, Ontario.

**Working project title:** Accessing English as a Second Language Education in Urban Immigrant Gateways

**Aims and procedures of research project:**
This research will assess the geographical accessibility of English as a Second Language (ESL) programs to recent immigrants in Ottawa. The quality and accessibility of English language education has important implications for the integration of recent immigrants into Canadian society. Thus, ESL programs equip English language learners with the skills they need to be successful in Canada’s labour market as well as in society at large. This research will also discuss what these findings mean for the successful integration of recent immigrants into Canadian society.

**Time commitment:**
Participants should expect to contribute approximately thirty minutes of their time to participate in an interview.

**Risks:**
It is the position of the researcher to inform participants of all potential risk involved in participating in this study. Though it is not the researcher’s intent, it is recognised that participants may feel torn between expressing their own opinions and those of their employer and/or organisation. Please note that while anonymity will be protected to the furthest extent possible, participants are not obliged to answer any questions that they find objectionable or which make them feel uncomfortable. Participation is completely voluntary and participants are free to withdraw at any time.

**Method of data collection:**
All audio from the interview will be recorded. Please find attached the consent form for the use of a recording device.

**Identifying information and confidentiality:**
Only the researcher and her supervisor will have access to the names of the participants. In the finished product, a unique alphanumeric identifier will be used in the place of the participants’ names. The results of this study may be published in professional journals or presented at conferences, but any such presentations will be of general findings and will never breach individual confidentiality. In the unlikely event that a participant’s identity can be deduced by anyone other than the researcher, he or she will be contacted by the researcher and given the option to withdraw from the study. Should the participant wish to withdraw, all the information he/she provided in the interview will be destroyed. In the event he/she does not wish to withdraw, he/she will be given the opportunity to review a draft of the finished product to strike any quotes he/she chooses. By signing the consent form, the participant confirms that he/she understands the
provisions around confidentiality and anonymity.

**Contact information:**
Any questions about study participation may be directed to the researcher, Alyson Prabhu, at a.prabhu@queensu.ca. Any ethical concerns about the study may be directed to Dr. Betsy Donald at betsy.donald@queensu.ca, or to the Chair of the General Research Ethics Board at chair.GREB@queensu.ca or (613) 533-6081.

Thank you. Your interest in participating in this research study is greatly appreciated.

*This study has been granted clearance according to the recommended principles of Canadian ethics guidelines, and Queen's policies.*
Appendix B: Consent Form (Generic)

**Working project title:** Accessing English as a Second Language Education in Urban Immigrant Gateways

1. I have read the Letter of Information and have had any questions answered to my satisfaction.

2. I understand that I will be participating in the study called “Accessing English as a Second Language Education in Urban Immigrant Gateways.” I understand that this means that I will be asked to participate in an interview.

3. I understand that my participation in this study is voluntary and I may withdraw at any time. I understand that every effort will be made to maintain the confidentiality of the data now and in the future. I am aware that the results of this study may be published in professional journals or presented at conferences, but any such presentations will be of general findings and will never breach individual confidentiality.

4. I am aware that if I have any questions, concerns, or complaints, I may contact the principal investigator, Alyson Prabhu, at a.prabhu@queensu.ca; the project supervisor, Dr. Betsy Donald, at betsy.donald@queensu.ca; or the Chair of the General Research Ethics Board at chair.GREB@queensu.ca or (613) 533-6081.

I am granting permission for the researcher to use a tape recorder. YES / NO

I am granting permission for the researcher to take notes. YES / NO

I have read the above statements and freely consent to participate in this research. YES / NO

Name of participant: ____________________  Name of researcher: Alyson Prabhu

Signature: ____________________  Signature: ____________________

Date: ____________________  Date: ____________________
Appendix C: GREB Approval Letter

March 28, 2014

Ms. Alyson Prabhu
Master’s Student
Department of Geography
Queen's University
Mackintosh-Corry Hall, Room D201
Kingston, ON, K7L 3N6

GREB Ref #: G GEO-164-14; Romeo # 6012370 Title: "G GEO-164-14 Accessing English as a Second Language Education in Urban Immigrant Gateways: An Examination of Ottawa's Public High Schools"

Dear Ms. Prabhu:

The General Research Ethics Board (GREB), by means of a delegated board review, has cleared your proposal entitled "G GEO-164-14 Accessing English as a Second Language Education in Urban Immigrant Gateways: An Examination of Ottawa's Public High Schools" for ethical compliance with the Tri-Council Guidelines (TCPS) and Queen's ethics policies. In accordance with the Tri-Council Guidelines (article D.1.6) and Senate Terms of Reference (article G), your project has been cleared for one year. At the end of each year, the GREB will ask if your project has been completed and if not, what changes have occurred or will occur in the next year.

You are reminded of your obligation to advise the GREB, with a copy to your unit REB, of any adverse event(s) that occur during this one year period (access this form at https://eservices.queensu.ca/romeo_researcher/ and click Events - GREB Adverse Event Report). An adverse event includes, but is not limited to, a complaint, a change or unexpected event that alters the level of risk for the researcher or participants or situation that requires a substantial change in approach to a participant(s). You are also advised that all adverse events must be reported to the GREB within 48 hours.

You are also reminded that all changes that might affect human participants must be cleared by the GREB. For example you must report changes to the level of risk, applicant characteristics, and implementation of new procedures. To make an amendment, access the application at https://eservices.queensu.ca/romeo_researcher/ and click Events - GREB Amendment to Approved Study Form. These changes will automatically be sent to the Ethics Coordinator, Gail Irving, at the Office of Research Services or irvings@queensu.ca for further review and clearance by the GREB or GREB Chair.

On behalf of the General Research Ethics Board, I wish you continued success in your research.

Yours sincerely,
Joan Stevenson, Ph.D.
Chair, General Research Ethics Board

c:  Dr. Betsy Donald, Faculty Supervisor
    Dr. Mark Rosenberg, Chair, Unit REB
    Ms. Joan Knox, Dept. Admin.
Appendix D: Letter of Information (School Boards)

This research is being conducted by Alyson Prabhu under the supervision of Dr. Betsy Donald, in the Department of Geography at Queen’s University in Kingston, Ontario.

Working project title: Accessing English as a Second Language Education in Urban Immigrant Gateways

Aims and procedures of research project:
This research will assess the geographical accessibility of English as a Second Language (ESL) programs in Ottawa to recent non-English speaking immigrants. ESL programs equip English language learners with the skills they need to be successful in Canada’s labour market as well as in society at large. The quality and accessibility of English language education has important implications for the integration of recent immigrants into Canadian society. This research will also discuss what these findings mean for the successful integration of recent immigrants into Canadian society.

Time commitment:
The participant should expect to contribute approximately thirty minutes of his/her time to participate in an individual interview outside of instructional hours.

Risks:
It is the position of the researcher to inform participants of all potential risk involved in participating in this study. Though it is not the researcher’s intent, it is recognised that participants may feel torn between expressing their own opinions and those of their employer and/or organisation. Please note that while anonymity will be protected to the furthest extent possible, participants are not obliged to answer any questions that they find objectionable or which make them feel uncomfortable. Participation is completely voluntary and participants are free to withdraw at any time without a given reason and with no adverse consequences.

Method of data collection and analysis:
All audio from the interview will be recorded using a recording device. Please find attached the consent form for the use of this recording device. The interview audio will be transcribed and then coded to allow for themes to emerge from the data.

Identifying information and confidentiality:
Only the researcher and her supervisor will have access to the names of the participants. In the finished product, a unique alphanumeric identifier will be used in the place of the participants’ names. The results of this study may be published in professional journals or presented at conferences, but any such presentations will be of general findings and will never breach individual confidentiality. All information relating to the interview (e-mail correspondences, interview transcripts, audio files, etc.) will be destroyed one year after the research has been completed. In the unlikely event that a participant’s identity can be deduced by anyone other than the researcher, he or she will be contacted by the researcher and given the option to withdraw from the study. Should the participant wish to withdraw, all the information he/she provided in
the interview will be destroyed. In the event he/she does not wish to withdraw, he/she will be
given the opportunity to review a draft of the finished product to strike any quotes he/she
chooses. By signing the consent form, the participant confirms that he/she understands the
provisions around confidentiality and anonymity.

Contact information:
Any questions about study participation may be directed to the researcher, Alyson Prabhu, at
a.prabhu@queensu.ca. Any ethical concerns about the study may be directed to Dr. Betsy Donald
at betsy.donald@queensu.ca or (613) 533-6040, or to the Chair of the General Research Ethics
Board at chair.GREB@queensu.ca or (613) 533-6081.

Thank you. Your interest in participating in this research study is greatly appreciated.

This study has been approved by the Ottawa-Carleton Research Advisory Committee and has
been granted clearance according to the recommended principles of Canadian ethics guidelines,
and Queen's policies.
Appendix E: Debriefing Letter (School Boards)

Thank you for your participation in this research. You will be provided with a summary of the findings when the research is complete in April 2015.

The purpose of this research is to generate an understanding of how immigrant settlement services, specifically, English language instruction, are provided for and accessed by the immigrant population in Ottawa. The school system plays an integral role in the settlement and integration experience of immigrant youth. In particular, ESL programs perform a levelling role that facilitates their access to opportunities in the labour market as well as in society at large.

Ottawa is at a very interesting point in its immigration history: in the period between 1996 and 2006, the immigrant population grew at twice the rate of the general population. In fact, Ottawa is now the fourth largest immigrant destination in Canada after Toronto, Montreal, and Vancouver. Cities wherein increasing levels of immigration are a relatively recent phenomenon can lack the services for newcomers such as settlement, bridging, and language training compared to more established immigrant cities such as New York City and Toronto. It is important for cities like Ottawa to keep pace with changing migration rates in order to successfully cater to the increasingly diverse settlement needs of newcomers to Canada. Accessible ESL programs for newcomer youth are but one aspect of the settlement needs of immigrants. Researching the accessibility of ESL programs in Ottawa at this time will provide researchers with the insights needed to enact positive change to aid the integration of newcomers into Canadian society.

For more information on immigration to cities and accessible settlement services, see:


The information you provided in this interview is integral in understanding how Ottawa’s English language education services, and more broadly speaking, Ottawa’s immigrant settlement services, are provided for and accessed by the recent immigrant population. Specifically, the interview questions you answered probed the importance of English language instruction for youth and how accessing these services aids in their settlement experience.

This study has been granted clearance according to the recommended principles of Canadian ethics guidelines, and Queen's policies. If you have any complaints, concerns, or questions about this research, please contact Dr. Betsy Donald at betsy.donald@queensu.ca or (613) 533-6040, or to the Chair of the General Research Ethics Board at chair.GREB@queensu.ca or (613) 533-6081.
Appendix F: Ottawa-Carleton Research Advisory Committee (OCRAC)

Approval Letter

Ottawa-Carleton Research Advisory Committee

September 26, 2014

Alyson Prabhu
2-180 Johnson Street,
Kingston, ON    K7M 5W9

Dear Ms Prabhu,

The Ottawa-Carleton Research Advisory Committee (OCRAC) met on September 24, 2014 to review your proposal entitled, Accessing English as a Second Language Education in Urban Immigrant Gateways. We have approved the section of your proposal that entails requesting an interview with staff from the Family Welcome Centre in both Boards. The request to interview ESL teachers and individuals in the Continuing Education Departments were not approved due to both work load and relevancy issues.

Please contact Donna Mailloux 613-224-4455, ext 2347 at the Catholic Board (613 224-2222), and Tsala Mosimakoko, at the Public Board (613 596-8211 x8571) to get the appropriate contact information for individuals in the Family Welcome Centres. Please note: Interviews are also contingent upon the approval of Family Welcome Centre personnel.

Respectfully,

Marilyn Kasian, PhD.
OCSB, (613) 224-2274
marilyn.kasian@ocsb.ca

On behalf of the Ottawa-Carleton Research Advisory Committee
Appendix G: Interview Questions

1. Tell me how the Family Reception/Welcome Centre is involved with helping recent immigrants find ESL programs for their children, in school and otherwise.

2. How do newcomers find out about your service?

3. Do you find that parents prefer to use ESL programs in school boards for their children, or prefer to look elsewhere?

4. Do you find there is an increasing demand in certain neighbourhoods for ESL programs than in others?

5. What transportation options are there for students who attend an ESL program outside of their catchment area?

6. Do you find that English language education is a priority for recent immigrants over other settlement concerns, or not?

7. Do you believe there are any constraints that recent immigrants may experience when placing their children in an OCDSB/OCSB ESL program? If so, what are they?

8. Do you find needs differ for immigrant and refugee youth? If so, how?

9. How do you find the needs of immigrant youth in elementary and high school compare?

10. Do you believe it is important that immigrant youth remain involved in English language learning and Canadian cultural experiences throughout the year? If so, why?

11. Do you perceive there is a need for language training for high school aged students outside of school, or not?

12. What resources are there for high school aged students for ESL instruction outside of school hours? Do you believe these are accessible to youth across Ottawa?

13. What do you believe are some policy limitations that prevent ESL students from accessing the services they need?

14. Tell me about what you do as a youth program facilitator at OCISO.

15. What is the age range of youth participating in your programs?

16. By what means of transportation do youth tend to access your services?

17. What do you find are the main challenges faced by immigrant youth in schools?
   a. Integrating into school life?
   b. With their parents?

18. Do you believe that schools should play a role in helping ELLs …
   a. Integrate into school life outside of the classroom?
   b. In their relationship with their parents during the acculturation process?

If so, what do you believe should be done?
19. Do you believe that outside agencies should play a role in helping ELLs …
   a. Academically, in the classroom?
   b. When integrating into school life outside of the classroom?
   c. In their relationship with their parents during the acculturation process?

If so, what do you believe they should do?

20. Do you find needs differ for immigrant and refugee youth? If so, how?

21. How do you find the needs of immigrant youth in elementary and high school compare?

22. Do you believe it is important that immigrant youth remain involved in English language learning and Canadian cultural experiences throughout the year? If so, why?

23. What do you think are the main constraints for immigrant youth to learn English?

24. Do you sense there is a demand for youth services outside of what OCISO provides? E.g., a demand for services in other locations in the city?

25. What resources are there for youth for ESL instruction outside of school hours? Do you believe these are accessible to youth across Ottawa?

26. What services does the OPL Newcomer Services provide?

27. How are newcomer services funded?

28. What is the nature of the OPL Newcomer Services’ relationship with its partner agencies?

29. What are the eligibility criteria for newcomers to access your services? Do they vary from service to service?

30. Is the conversation group you run different from others available in Ottawa? If so, how?

31. Which branches offer the English conversation group? How do you find these locations suit the needs of your clientele?

32. Who takes part in your conversation groups? E.g. immigrants, refugees, students, women.

33. Do you believe there are any constraints faced by recent immigrants when accessing ESL programs in Ottawa? If so, what are they?

34. What do you think English language service providers can do to make their services more accessible?
Appendix H: English Program Locations

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