

# **Beyond the GTA**

Making Immigration Work for All of Ontario



#### About the Toronto Workforce Innovation Group

Toronto Workforce Innovation Group is a leading-edge research and partnership organization responding to the diverse needs of local communities and businesses in the area of workforce development. It is one of the 26 similar planning groups tasked by the Ministry of Training, Colleges and Universities (MTCU) to work closely with our local economies.

As Toronto's Workforce Planning Board, we conduct dynamic labour market research, disseminate information and convene stakeholders to address workforce development trends, gaps and opportunities. Among similar organizations in Toronto, our multi-stakeholder approach is unique; we work on issues across many sectors and engage stakeholders from a wide range of perspectives including federal government departments, provincial government departments, industry, training institutes, labour groups, and special interest groups to address skills and labour market information needs. Our research is an on-going and continuous process that includes our numerous consultations and focus groups with employment/training service providers and job seekers in addition to the deep data dive that informs our publications. We work to ensure that Toronto's workforce has the skills and talent it needs to meet the demands of a changing economy.

TWIG achieves its goals through:

- Researching, analyzing and reporting on workforce development trends, gaps and opportunities in Toronto.
- Acting as a resource to inform our stakeholders (community groups, educators and trainers, employers, governments, labour groups and media) about Toronto's workforce development issues.

#### Acknowledgments

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## **Beyond the GTA**

Making Immigration Work for All of Ontario

#### **Executive Summary**

This paper will focus on the dynamics of intraprovincial migration of newcomer immigrants in the context of Ontario. It will examine the extent to which newcomer immigrants¹ currently residing within the Greater Toronto Area (GTA) are willing to relocate to other parts of Ontario for the purpose of employment and more affordable living. It will also explore the services, features or cultural support in a community that newcomers deem necessary to consider relocation. In addition, the paper will identify the best practices and strategies in use in other jurisdictions to attract newcomer immigrants to rural²/ remote or small-town communities where there are more employment opportunities.

Newcomer immigrants are a critical source of Ontario's human capital. To ensure that the province obtains the maximum economic benefit of immigration, it should continue to support the settlement and integration of newcomer immigrants by helping them gain meaningful employment. Feedback received from the settlement service providers and Local Immigration Partnership (LIP) suggests that Toronto has a good number of highly-qualified newcomers who are finding it a challenge to secure employment in their area of education and training or the occupation for which they are credentialed. They are often found accepting entry-level or low-skilled jobs perhaps due to the lack of Canadian work experience.

In 2016<sup>3</sup>, recent immigrants made up 6.1 percent of Toronto's population. Often, they are driven to settle in the GTA due to the availability of a wealth of services like language training and upgrading of skills, one-on-one settlement, and counseling support, help in finding jobs, etc. On the other hand, cities and towns with small population size ranging between 25,000 and 499,999 together hold 27 per cent of the Ontario population and yet only attract 13 per cent of the province's immigrants<sup>4</sup>. For smaller communities, the share of immigrants is even lower.

As more and more newcomer immigrants crowd the metropolitan areas, housing prices are soaring in the GTA. Many recent immigrants are forced to remain underemployed and are struggling to land in a full-time permanent job. On the other hand, rural/remote and small-town communities in Ontario are facing lower birth rates, an aging population, and an increased out-migration causing employers to struggle to fill vacant positions. Under such circumstances, these smaller communities in Ontario could be an alternate area of greater and sustainable employment opportunities for the newcomer immigrant.

There is some evidence that the labour market successes by these immigrants in the GTA is not remarkable. According to the latest report commissioned by the Toronto Region Immigrant Employment Council (TRIEC)<sup>5</sup>, in 2016, the unemployment rate for university-educated newcomers (12.5 per cent) in the GTA is still twice that of the unemployment rate for the Canadian born individuals (5.2 per cent). On the contrary, labour market outcomes for newcomer immigrants are markedly better in some of the rural communities in Ontario, particularly in Northeastern Ontario<sup>6</sup> offering full-time permanent positions with good salary. An online survey conducted by the Ontario Council of Agencies Serving Immigrants (OCASI)<sup>7</sup> in 2012 also found that respondents (newcomer immigrants and refugees) in smaller towns in Ontario reported more success in finding jobs.

Using an online survey of 52 newcomer immigrants, this paper found that given an opportunity to earn higher wages with added job security and a job offered related to the education/training of the respondent, 56 per cent of the newcomers surveyed were "very likely" to relocate with an additional 33 per cent "likely" to relocate outside the GTA in other parts of Ontario. Of those who were willing to relocate, the majority of respondents preferred larger communities. In other words, the higher the degree of rurality the less likely the recent immigrants would move in that area indicating that a major determinant of relocation is the level of urbanization of the exact area of move. This requires further exploration. Family ties was a significant determinant of relocation decision as at least 48 per cent of the sample reported that relocation will be difficult as their spouse or children would not want to move.

Newcomer attraction and retention involve responding to the needs, concerns and most often negative perceptions of potential immigrants to settle in smaller communities. The more effectively these needs and concerns are identified and addressed, the more likely Ontario can make immigration a success story for not just the larger cities but for the entire province. While there will be costs associated in attracting and supporting newcomers to locate in smaller communities, the price the province may have to pay for not doing so is far greater. Plans must be sketched out in advance to remove or offer a counterbalance to any challenges that faces the community. Further consultation and discussion with newcomers will make any initiative stronger.

#### Key facts uncovered in the research include:

There are still many real and perceived barriers that face immigrants in locating to a non-urban environment and part of a way to address this is information.

There is some evidence that newcomer immigrants will better integrate and have sustainable jobs with improved earning trajectories in rural/remote and small-town communities than if they were in the urban setup. TWIG encourages ongoing research on the challenges and opportunities of labour mobility through the lens of educational attainment of the newcomers.

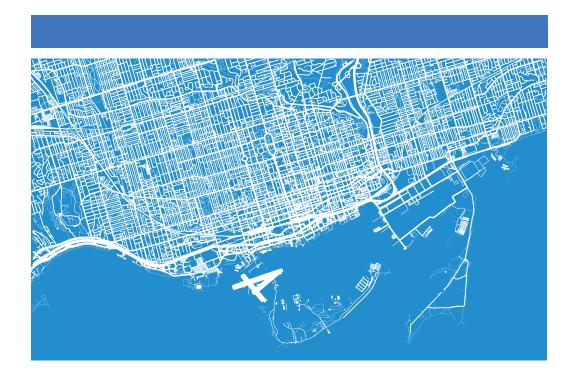
Immigrants will respond to economic signals when they become aware of them. Willingness to relocate significantly increases with an opportunity to earn higher wages, added job security or an offer of a job more related to the training/education received by the recent immigrant.

Of those who were willing to relocate, the majority preferred larger communities. In other words, the higher the degree of rurality the less likely the recent immigrants would move in that area, indicating that a major determinant of relocation is the level of urbanization of the exact area of move. However, this requires further exploration.

Given the economic imperative to combat aging population, falling birth rates and rising outmigration from the small town/rural communities, there is a need to carry out in-depth analysis and case studies on how we can support immigrants to move into these communities.

### Methodology

An extensive literature review was conducted to better understand the challenges and incentives of labour mobility. Using the Immigration, Refugees and Citizenship Canada (IRCC) database, the paper also examined the newcomers' pattern of arrival by the different provinces in Canada and by the various cities of Ontario in particular. Labour force survey data was also analyzed to develop a comprehensive understanding of the labour market outcome of the recent immigrants in comparison to the Canadian born counterparts. An online survey was carried out in partnership with the Toronto Region Immigrant Employment Council (TRIEC) and the Toronto Employment and Social Services (TESS). A random sampling technique was deployed to consider a sample of 52 newcomer immigrants currently living in the GTA. The aim of the survey was to report on the attitude of these newcomer immigrants of relocating to other parts of Ontario for the purpose of employment and affordable cost of living. The broader survey question was to determine whether people were willing to move and if not the GTA, how far respondents were willing to relocate from their current location of residence, which other regions in the province would they consider as a relocation option, and what were the regional/community services and supports taken into consideration to make such a relocation decision. An environmental scan was also undertaken to shed light on the government interventions and initiatives in other comparable jurisdictions to support labour mobility for the strategic distribution of newcomer immigrants in any country.



# Ontario: The Most Preferred Point of Arrival for Newcomer Immigrants

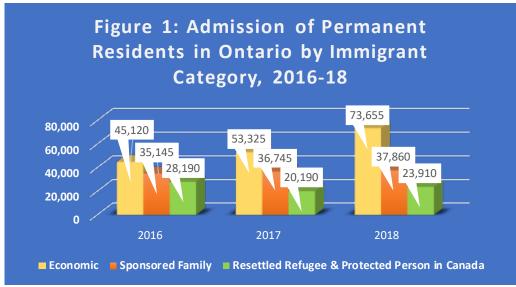
Every year, many Canadians move from one province or territory to another while many others from around the globe would enter into Canada, all in search of new employment opportunities and a better living standard. According to Statistics Canada, it is this freedom to work in a job where there is an opportunity that can be termed as "labour mobility". This allows job seekers/workers to offer skills in a location where it is most needed and let employers enjoy a larger pool of workers to choose from. For this reason, federal, provincial and territorial governments have been collaborating to ensure labour mobility for certified workers in all regulated occupations8. However, there are several factors, such as high mobility costs, institutional influences, and distance which reduce workers' incentives to move from one region to another.

Labour mobility entails migration. Following Statistics Canada's definition, migration has two components: in-migrants and out-migrants. In-migrants and out-migrants are further divided into intraprovincial<sup>9</sup>, interprovincial<sup>10</sup> and external/international migrants.

Ontario's economy is the largest in Canada and the sixth largest in North America. The province generates 37 per cent of the national GDP and is home to almost 50 per cent of all employees in high tech, financial services and other knowledge-intensive industries<sup>11</sup>, making it the top destination in Canada for immigrants. The province is home to half of Canada's core-aged immigrant population.

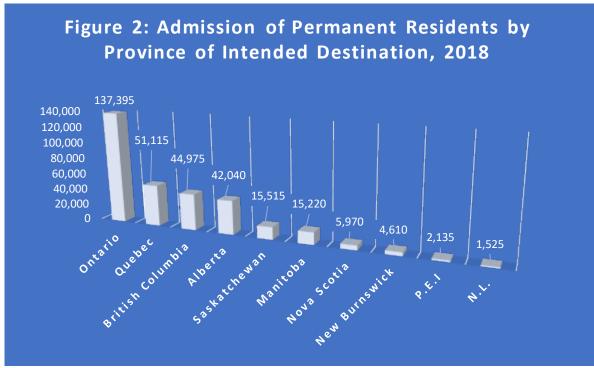
Since immigrants' contribution to the economy of Ontario has continued to increase, there has been a rising interest in the labour market outcome of immigrants. To obtain the maximum economic benefit of immigration, the province should continue to support the settlement and integration of newcomer immigrants by helping them gain meaningful employment.

Between 2011 and 2016, 39 per cent of those who immigrated in Canada, settled in Ontario<sup>12</sup>. Figure 1 below provides an overview of the admission of permanent residents in Ontario in the past three years 2016-18 by three broad classes of immigrant category<sup>13</sup>.



Source: IRCC Database

Based on the Immigration, Refugees and Citizenship Canada (IRCC) database, Figure 2 below reports that in the year 2018, Ontario admitted the largest number of permanent residents compared to the other provinces in Canada.

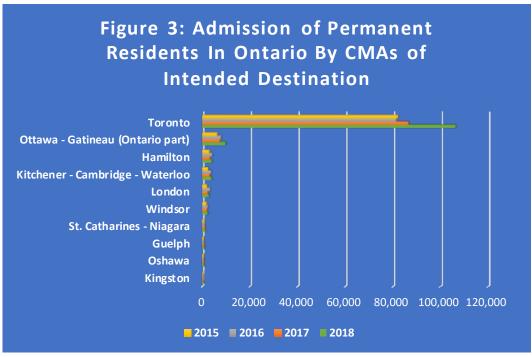


Source: IRCC Database

# Are Recent Immigrants in Ontario Unevenly Distributed?

Migration can create huge labour market impacts both positive and negative. Beyond that, it can significantly affect rent, housing prices, the composition of neighborhoods and schools, etc., which in turn could attract or deter immigrants in and out of cities. Although a significant portion of newcomer immigrants settled in Ontario between 2011 and 2016, not all cities in the province of Ontario received an equal share of these external immigrants indicating that the labour market impact of immigrants' arrival is not the same for every city in the province. The intraprovincial migration in Ontario is projected to decline slightly from 2.7 per cent in 2017–18 to 2.4 per cent by 2040–41<sup>14</sup>.

Of the 472,170 people who immigrated to Ontario between 2011 and 2016, an estimated 75.6 per cent, chose to settle in the Toronto, CMA<sup>15</sup>. Figure 3 shows the top ten destinations of admissions of permanent residents in the last four years, with Toronto, CMA remaining as the top choice for the recent immigrants.



Source: IRCC Database

According to the 2016 Census, within the Greater Toronto and Hamilton Area (GTHA), the City of Toronto has the highest proportion of recent immigrants at 8.5 per cent of the city's population<sup>16</sup>. The next largest proportion of recent immigrants is in the Peel Region at 7.4 per cent<sup>17</sup>. This percentage is much lower in other parts of Ontario and is progressively lower in the rural communities of the province. Cities and towns with small population size ranging between 25,000 and 499,999 together hold 27 per cent of the Ontario population and yet only attract 13 per cent of the province's immigrants<sup>18</sup>.

For smaller communities the share of immigrants is even lower. 96 per cent of all immigrants with a refugee status live in one of the province's eight largest metropolitan areas while only 4 per cent of these refugees live elsewhere in the province<sup>19</sup>. In other words, a higher degree of rurality correlates to lower degrees of immigration. However, the same

smaller communities are the ones with lower ratios of young adults entering the workforce to older workers nearing retirement. This is creating economic and social pressures in the Greater Toronto and Hamilton Area (GTAH) and a missed opportunity for rural and remote parts of Ontario as they fail to meet the replenishment of their prime-age workforce that immigrants could offer.

According to a 2017 annual labour market review report<sup>20</sup> by Statistics Canada, Toronto, CMA has the highest proportion of working age-population of 68.9 per cent. On the other hand, Peterborough and St. Catharines-Niagara were the two Ontario, CMAs with the lowest share of the working-age population, at less than 64 per cent. In fact, they also were among the five CMAs with the lowest share of working age of all CMAs in Canada. Peterborough and St. Catharines-Niagara were also the two Ontario, CMAs with the highest share of seniors in their population,

at about 22 per cent. Although the unemployment rate of recent immigrants in Ontario have declined over time, a significant gap<sup>21</sup> still prevails in labour market outcomes between newcomers and their Canadian born counterparts.

Migration is the most important factor contributing to the population growth for Ontario as a whole and for most regions in the province. Net migration gains, from international sources, other parts of Canada or other regions of Ontario, are projected to continue to be the major source of population growth for almost all census divisions<sup>22</sup>.

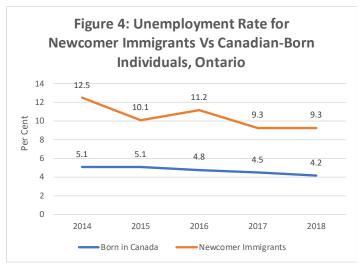
While for some regions such as Central Ontario, the continuation of migration gains from other parts of the province will be a key source of growth, some census divisions of Northern Ontario receive only a small share of international migration and have been experiencing net outmigration, mostly among young adults, which reduces both current and future population growth. This may lead to a decline in the size of the labour force in the coming years, thereby limiting its economic capacity to meet the needs of those who have already retired. Policy-makers are likely to face challenges as restoring fiscal balance would mean reducing promised benefits, raising taxes or a combination of the two.

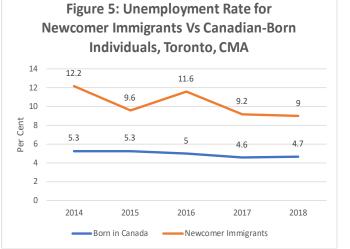
This suggests that relocation of working age population especially recent immigrants that are still in the process of settling down could certainly result in some economic benefits for cities or communities outside the GTA in Ontario.

# Key Labour Market Outcomes of Newcomer Immigrants

A significant share (66 per cent) of national employment gains between 2016 and 2017 was accounted for by immigrants of core working-age (25 to 54 years) and Canadian-born workers aged 55 and older<sup>23</sup>. By 2036 nearly half of Canada's population will be made up of immigrants and second-generation<sup>24</sup> individuals. Since immigrants' contribution to the Canadian economy has continued to increase, there has been a rising interest in the labour market outcome of immigrants. Using the annual labour force survey data, Figure 4 to Figure 9 analyzes and illustrates the trend in key labour market outcomes for core-aged (25-54 years) newcomer immigrants in comparison to their Canadian-born counter parts in the past five years in Ontario and Toronto, CMA.

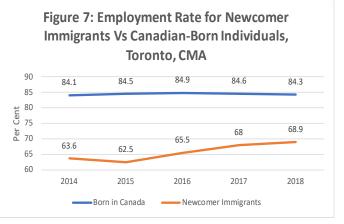
The labour market indicators reported using Figure 4 to Figure 9 are unemployment rate, employment rate, participation rate, and the gaps in these outcomes when newcomer immigrants and their Canadian born counterparts are analyzed in the same framework. Core-aged individuals is taken into consideration as this age group is most likely to have finished their schooling and to have not retired from the labour force.



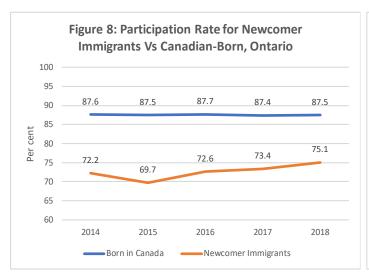


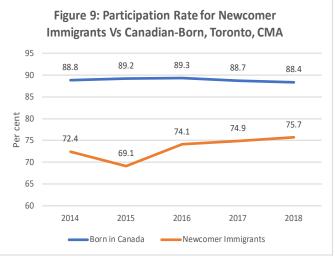
Source: Statistics Canada. Table: 14-10-0083-01 (formerly CANSIM 282-0102)

Figure 6: Employment Rate for Newcomer Immigrant Vs Candian-Born Individuals, **Ontario** 90 83.9 83 5 83.5 83.1 85 t 80 75 75 68.1 P 70 66.6 64.5 63.2 62.7 65 60 2014 2015 2016 2017 2018 Born in Canada Newcomer Immigrants



Source: Statistics Canada. Table: 14-10-0083-01 (formerly CANSIM 282-0102)





Source: Statistics Canada. Table: 14-10-0083-01 (formerly CANSIM 282-0102)

In 2017 (see Figure 4 and Figure 5), for the first time in 12 years, the unemployment rate for newcomer immigrants dropped below double digits to 9.3 per cent in Ontario and 9.2 per cent in Toronto, CMA. In 2018, the rate further declined to 9 per cent in Toronto, CMA. During the same time frame, the Canadian born individuals too showed a steady decline in the unemployment rate. Although the unemployment gap between the two categories of the population declined over time, it slightly increased by 0.3 percentage point in the past one year in Ontario. In 2018, the unemployment rate gap between newcomer immigrants and their Canadian born counterparts stood at 5.1 percentage point.

Reported in Figure 6 and Figure 7, in 2018, the employment rate for newcomer immigrants held steady at 68.1 per cent in Ontario and 68.9 per cent in Toronto compared to the Canadian born individuals whose employment rates were 83.9 per cent in Ontario and 84.3 per cent in Toronto. The employment gap of Ontario (15.8 percentage points) and Toronto (15.4 percentage points) between newcomers and the Canadian-born had slightly declined in 2018 from a year earlier. However, the employment gap was much less compared to the year 2014 when it was 20 percentage points.

There is little change in the labour force participation rates for Canadian born individuals over the past five years in Ontario and Toronto (see Figure 8 and Figure 9). On the contrary, during the same time period newcomer immigrants in the core-aged category showed a significant rise in the labour force participation rate. In 2018, the participation rate for newcomers in Ontario (75.1 per cent) and Toronto (75.7 per cent) while for Canadian born were in Ontario (87.5 per cent) and Toronto (88.4 per cent). Despite a steady rise in the labour force participation rates for the newcomer immigrants, there is still a double-digit participation rate gap of around 12 percentage points between the two groups of the population.

Although time since landing is a key factor influencing the labour market outcome of the newcomer immigrants, the convergence of the labour market indicators for recent immigrants and the Canadian born individuals can be influenced by multiple factors. One such factor is labour mobility by incentivizing the newcomers to relocate to a location where their skills and credentials are needed the most or matched to those of employers/industry.

## Challenges and Incentives Around Relocation

Latest findings from the 2016 General Social Survey by Statistics Canada<sup>25</sup> showed that the willingness to accept job offers within the home province is higher than interprovincial mobility. Overall, the findings in the Stats Can report highlighted that family ties played an important role in influencing labour mobility. One half of the unemployed respondents refused to move as they wished to maintain their ties with their kin. The second reason that impeded mobility was that moving into a new city would be too demanding and financially challenging. Less than 1% said a lack of credential recognition would prevent them from taking a job in another province.

It is to be noted that the study measures the responses of unemployed Canadians and therefore may not be informative about the barriers to mobility faced by Canadians who are currently employed. The findings are also conditional upon current economic, institutional and social parameters. For example, these numbers would be an overstatement if an individual is long-term unemployed and if unemployment rates are very high in an area.

According to a Bank of Canada report<sup>26</sup> several factors that determine the migration of labour between regions are: distance, language barriers, differences in provincial occupational licensing requirements, costs associated with moving to a new province, for example, changing a driver's license and government provided programs or subsidies. These challenges are however lesser for intraprovincial migration which is why on many occasions, intraprovincial migration may exceed interprovincial migration. The age structure of a region or census division will also have an impact on the migration of its population.

The Bank of Canada report noted the following trends in migration patterns:

- Large population centres attract and exchange more migrants due to thicker labour market network effects<sup>27</sup>. Even medium-sized population centres will attract migrants from smaller regions nearby. For example, the flows to medium-sized Canadian cities (such as Halifax, Québec, and Winnipeg) from smaller, rural areas nearby persistently outweigh flows in the other direction.
- Employment rates and in median household incomes have positive and statistically significant
  effects on migration. Migration is positively related to the unemployment rate in the origin<sup>28</sup>.
  Migration studies also find that higher measures of income in the origin are negatively related
  to migration<sup>29.</sup>

According to a Statistics Canada report<sup>30</sup>, the tendency to move to a surrounding municipality varied significantly depending on people's social and economic characteristics. Those most likely to move were new parents, people with a college or vocational school diploma, and those with after-tax incomes between \$70,000 and \$99,999. In Montréal, non-immigrants were more likely than immigrants to leave the central municipality, while the opposite was true in Toronto.

According to the latest survey from the Canadian Employee Relocation Council (CERC)<sup>31</sup> the complexities of modern families, such as concerns about spousal employment opportunities, education, and aging parents, turned out to be the major reasons an employee turns down a job offer requiring relocation. Soaring housing costs were also an issue. The group most likely to relocate for the long or short-term, are male millennials between the ages of 18 and 34, have earned a university degree, and are not married.

The CCRC survey identified the top three incentives for Canadians to relocate for full-time work include:

- a 20 per cent increase in pay (45 per cent willing to relocate in-province vs 44 per cent willing to move to another province)
- a guarantee of returning to their current role within 2 years (43 per cent in-province, 38 per cent to another province), and
- having their employer provide temporary housing until permanent housing is available (30 per cent in-province, 25 per cent to another province).

### The Importance of Relocation

Newcomer immigrants can be a critical component of Ontario's economic strength. To ensure that the province obtains the maximum economic benefit of immigration, it should continue to support the settlement and integration of newcomer immigrants by helping them gain meaningful employment.

Newcomer immigrants are often driven to settle in the GTA due to the availability of a wealth of services for the newcomers in these communities. However, the chances of finding labour market successes by these immigrants in the GTA is not remarkable. According to the latest report commissioned by the Toronto Region Immigrant Employment Council (TRIEC)<sup>32</sup>, in 2016, the unemployment rate for university-educated newcomers (12.5 per cent) in the GTA is still twice that of the rate for people born in Canada (5.2 per cent).

Based on the same report by TRIEC, there is also a significant gap in the income of newcomer immigrants living in the GTA and their Canadianborn counterparts doing a similar job. For example, newcomer women in the GTA with a university degree earn on average half the amount of their Canadian-born counterparts. Newcomer males are not doing any better as fewer are getting to the higher end of the salary spectrum compared to men born in Canada. For example, in 2015, the average income of GTA newcomer men with a Bachelor's degree was just 41 per cent of qualified Canadian-born individuals. Immigrants with a university degree are also underrepresented in senior positions in the GTA.

On the contrary, labour market outcomes for newcomer immigrants are markedly better in some

of the smaller communities in Ontario, particularly in Northeastern Ontario<sup>33</sup>. Majority of these jobs were full-time permanent positions with a good salary. An online survey conducted by the Ontario Council of Agencies Serving Immigrants (OCASI)<sup>34</sup> in 2012 found that respondents in smaller towns in Ontario reported more success in finding jobs.

So, are these significant gaps in labour market outcomes of newcomers and Canadian-born due to a skills mismatch only? Are newcomer immigrants looking for work in the wrong city where the skills they have to offer is already available in surplus amount? Does more labour mobility across Ontario resolve the issue? What are the scopes to relocate these job seekers to another region in Ontario where there are shortages in those skills?

As housing prices soar in the GTA, and more and more employers in the larger cities are increasingly using gig workers to lower costs and meet project needs, small-towns or rural Ontario could be an alternate area of greater and sustainable employment opportunities for the newcomer immigrants.

The smaller towns of the province are starving for the labour resource and dynamism that comes with immigration. Demographic trends in the rural communities of Ontario reveal aging population and out-migration of youth leading to low replacement levels. A report by the Community Immigrant Retention in Rural Ontario (CIRRO)<sup>35</sup> identified several implications of a declining population in a community: a decline in the labour pool, a fall in consumer demand for goods and services, a smaller tax base, increased centralization or consolidation of core services

(e.g. schools and hospitals). This could lead to a doom loop. As lesser and lesser amenities are available, the community becomes less and less attractive to the working-age population and this could eventually threaten the sustainability of the community.

To make sure that the smaller communities in

Ontario do not die out due to population decline, to help immigrants settle in a place where their skills are needed, living cost is affordable and the sense of belonging is strong and at the same time the growing social and economic pressures in the GTHA is reduced, relocation of newcomer immigrants from the GTA to other parts of Ontario could be considered.

## Best Practices of Relocation in Canada and Elsewhere

Many smaller communities across Canada have realized the importance of reviving the community by increasing the immigrant population. For example, Simcoe County, a region of Southern Ontario, have an informational website translated into 15 different languages<sup>36</sup> to attract immigrants. A 2011 report by CIRRO<sup>37</sup>, mentioned an online blog by the mayor of North Bay which allows for responses to opinions and comments and provides a forum to discuss the rationale behind newcomer initiatives. North Bay and District Multicultural Centre also use an online multicultural radio show www. northbayradio. ca/multicultural to create public awareness. In Brockville, the local newspaper publishes business immigrants' success stories and the opportunities these newcomers have brought to the community.

Different regions in Canada have used very similar immigration programs to boost their populations and expand their labour forces. One of these is the Atlantic Immigration Pilot used by the Atlantic provinces: New Brunswick, Nova Scotia, Prince Edward Island, and Newfoundland and Labrador. The objective is to match potential immigrants with available jobs in these provinces. This program boosts the population of the smaller communities by ensuring fast-track settlement of the newcomer immigrants in the sparsely populated regions of Atlantic Canada. Since its inception, 1,562 newcomers, including 734 principal applicants, were approved for permanent residence in the four provinces<sup>38</sup>.

Other parts of Canada are also taking note of the success stories of the immigration intervention strategy used by Morden and Winkler in the Pembina Valley. Through the launch of the Community Driven Immigration Initiative, the program gave locals a chance to handpick about 50 immigrant families annually for their city. Morden was able to grow by 32 per cent between 2006 and 2016. A pilot project like this for rural Ontario might open up new, valuable opportunities for both immigrants and Canadian communities.

Launched in 2018, the Ministry of Citizenship and Immigration, Ontario funded a 15-month called "New to Grey"<sup>39</sup> to attract and retain newcomers in Owen Sound. An outreach coordinator was appointed

to grow Grey County's profile as a welcoming community, supporting newcomers, and assist businesses, service providers and schools with the resources and networks needed to attract and more importantly retain newcomers. This was a timely initiative as based on Employer One surveys over the years. The region showed a growing gap in the availability of skilled workers. Early 2018, Grey County hosted more than 30 newcomers on a community tour of Grey County. The group attended a workshop at Blue Mountain followed by a visit to the 2018 Regional Job Fair in Owen Sound. Highlights of the initiative are that it offered a platform for employers and job seekers to meet and communicate. The guided bus tours also gave prospective residents an idea about living in the county and to build an employment network.

On January 2019, the federal government of Canada launched the "Rural and Northern Immigration Pilot" that aims to fill in the labour shortages and enhance economic growth in the smaller communities of the country by matching prospective immigrants willing to settle outside of major urban centers in Canada. The program was inspired by the success of the Atlantic Immigration Pilot Program and is only available to communities in Alberta, British Columbia, Manitoba, Northwest Territories, Nunavut, Ontario, Saskatchewan, and Yukon.

The Rural and Northern Immigration Pilot requires these remote/small-town communities to identify available middle-class job opportunities and create a strong social support infrastructure to help the newcomers settle in these communities. Each year, the program aims to bring in 2,750 principal applicants along with their family members to communities with less than 50,000 people or communities with a population of under 200,000 located far away from urban centres.

In the US<sup>40</sup>, to attract out-of-state workers, a number of cities are offering new residents' big

incentives — such as money toward college loans and homes. For example: Hamilton, Ohio, helps new residents repay their student loans. Started in February 2018, under the "reverse scholarship" program, college graduates who move to Hamilton can receive up to \$5,000 toward their student loans. Teachers who move to Hamilton teaching full-time for five consecutive academic years in select low-income schools will be eligible for student loan paybacks as high as \$17,500.

In 2017, the North Platte Chamber of Commerce in Nebraska began offering up to \$10,000 to anyone who moved there for a job and agreed to remain at the company for at least three years. The city hopes the program will help the region fill its hundreds of job openings.

Detroit, Michigan, launched a fellowship program "Challenge Detroit "in 2008 that gives newcomers a guaranteed salary for the first year. Every year, about 30 fellows are chosen to work with local organizations and nonprofits, with the option to settle down in the city after the one-year program ends. Fellows make \$36,000 for the year, plus benefits.

Marne, lowa, has been allocating free land of 9,600 square feet on average often valued in tens of thousands as an attraction technique for newcomers. Cottonwood Falls, Kansas, incentivize eligible newcomers by waiving income taxes for the first five years. This town is designated as the rural opportunity zone. People who move to Colby in Thomas County can apply for both the income tax waivers and up to \$15,000 in student loan repayments. The same goes for Oberlin, Eureka, and Stockton.

Burlington, Vermont is aging faster than the rest of the US and has the third highest median age in the country. The state attempts to revitalize Vermont's aging workforce by paying \$10,000 for relocation to out of state tech workers over two years to a small number of remote workers who relocate there.

The rural municipality of Pipestone with very few inhabitants offers CAD\$10 land packages to attract people. The municipality also offers a grant of up to CAD\$32,000 for the construction and operation of a new business. Several regional US cities<sup>41</sup> suffering from economic depression also offer significant financial incentives to relocate.

In Australia<sup>42</sup>, the government provides financial assistance under the program "Relocation Assistance to Take Up a Job" to eligible participants who need to relocate to take up full-time jobs. A participant can receive relocation costs up to \$6,000 if relocating to a regional area, \$3,000 if relocating to a capital city and an extra \$3,000 if relocating with dependent children. Funding can be used for up to two month's rent and travel costs.

#### Data Collection and Analysis

Between December 2018 and February 2019, TWIG administered a short online survey using a random sampling technique to consider 52 newcomer immigrants currently living in the GTA. The survey was promoted by TWIG and key partners TESS and TRIEC on various social media platforms. To attract as many newcomers as possible to complete the survey, an incentive of a \$50 gift card draw was included. While the online survey method provided considerable cost savings and allowed for a faster way of collecting data, every finding may not necessarily translate to all newcomer immigrants living in the GTA. However, the responses give some indication of their pattern of behavior in the context of intraprovincial mobility and the resource support they require to consider relocation.

The goal of the online survey was to gather information with respect to the following questions:

- Are newcomer immigrants residing in the Greater Toronto Area (GTA) likely to relocate to other parts of Ontario for the purposes of employment and more affordable living?
- Under what circumstances would a newcomer consider relocating for employment?
- What are the services, features or cultural support in a community that would attract them?

TWIG took this initiative realizing that newcomer attraction and retention involves responding to the needs, concerns and counteracting the negative perceptions (and lack of knowledge) immigrants have about smaller communities. The more effectively these needs and concerns are identified and addressed, the more likely Ontario can make immigration a success story for not just the larger cities in Ontario but for the entire province.

A total of 52 newcomer immigrants with an equal share of male and female respondents participated in the online survey<sup>43</sup>. The following summarizes the characteristics of the newcomer immigrants included

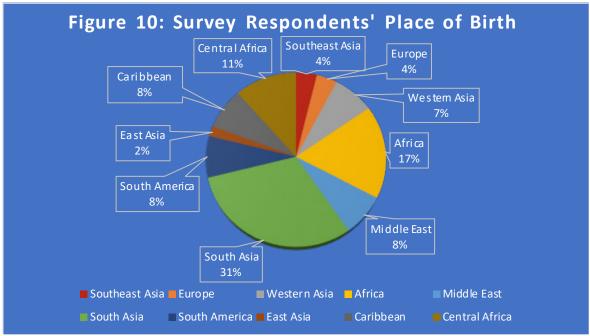
#### in the sample:

• The age distribution of the survey respondents is shown in Table 1 below. Adults in the age category 35-44 years make up the majority of the survey sample. Young adults of age 18-24 years and mature individuals 55-64 years are under-represented.

**Table 1: Age Distribution of Survey Respondents** 

Age Category	No of Respondents
18-24	1
25-34	13
35-44	26
45-54	11
55-64	1
65+	0

• A total of 19 countries of origin were represented in the survey including countries in the continents reported by Figure 10. A large portion of the survey respondents identified themselves from South Asia (31%), Africa (17%) and Central Africa (11%).



cent), temporary worker (5 per cent) or a new Canadian citizen by naturalization (2 per cent).

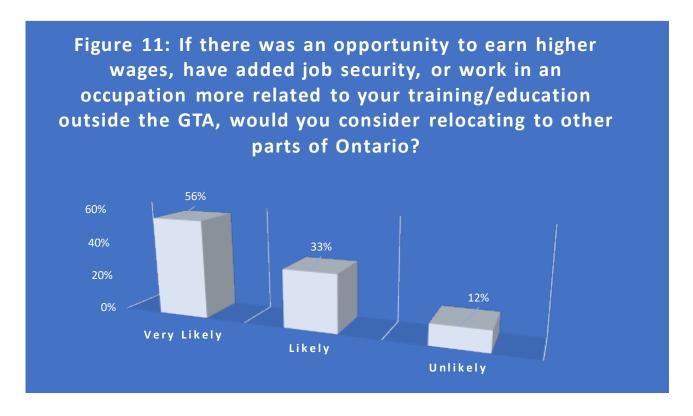
- Most survey respondents were living in Toronto (16), Oakville (13), Mississauga (9), and Milton (8). The rest were from Richmond Hill, Ajax, Scarborough, and Oshawa.
- The majority of the survey respondents (83 per cent) were married, (10 per cent) were single/never married, (6 per cent) were separated and (2 per cent) were in a domestic partnership/civil union.

- Of those who reported on their family composition, 72 per cent of them had children and the most common number of children were two (46 per cent) and one (31 per cent).
- Survey respondents had high rates of educational attainment with a university completion rate of 52 per cent and a post-graduate completion rate of 40 per cent.
- 47 per cent of the respondents were employed and 37 per cent unemployed at the time of the survey. Of those employed, many were working on short contracts and minimum wage jobs. 2 per cent were self-employed and 2 per cent were not looking for work at the time of the survey. The remaining portion of the respondents said they were either doing internships or placements for PSW.
- The industry of occupation for these respondents included the following: retail, finance and real estate, marketing, construction, health care, hospitality, and education.

This section provides information on the key findings and insights generated from the online survey aimed to identify and assess the labour mobility of newcomers in the context of intraprovincial migration

#### Survey Findings

in Ontario and the factors they take into consideration while making a relocation decision. An initial survey question asked newcomers if they were offered a job in another city or town outside the GTA in other parts of Ontario, would there be anything standing in their way of accepting that job offer.

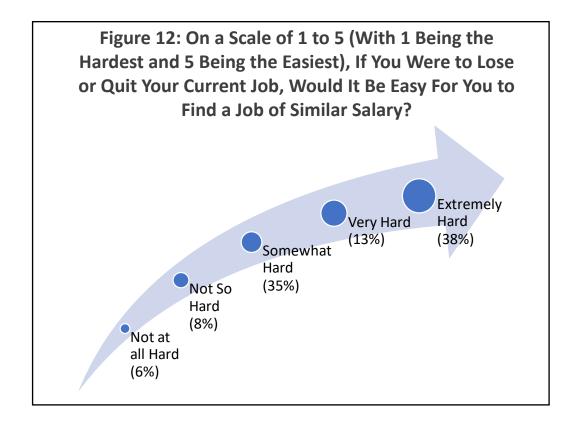


50 per cent of the respondents said they would face some sort of hurdle to accept that offer, 31 per cent said they should not have a problem accepting the offer while 19 per cent were not sure about what they would do in that circumstance.

However, responses changed completely when the same scenario was accompanied by economic incentives. Under such circumstances (see Figure 11), 56 per cent of the newcomers were "very likely" to relocate and an additional 33 per cent "likely" to relocate when the same employment offer was related to the immigrants' credentials, attached with higher wages and had better job security. However, 12 per cent were still "unlikely" to relocate in other parts of Ontario outside the GTA irrespective of higher wages, or more stable jobs related to the area of their training and education.

When asked about their occupation, 40 per cent of the respondents felt their current occupation was "not related" to their field of education and training. 32 per cent believed their current role at work was "somehow related" to the education and training received. With immigrants playing a central role to the labour market of the province, it is concerning to see a mismatch between occupation and credentials of 40 per cent of the respondents. The remaining 28 per cent of those surveyed said they were in jobs "completely related" to their educational background and training received.

On a scale of 1 to 5 (with 1 being the hardest and 5 being the easiest), immigrants were asked if they were to lose or quit their current job, how easy or hard would it be for them to find a job of similar salary. A significant number of newcomer immigrants (38 per cent) reported to the number "1" on the scale followed by 35 per cent for "3" on the scale indicating they had concerns about re-employability at the

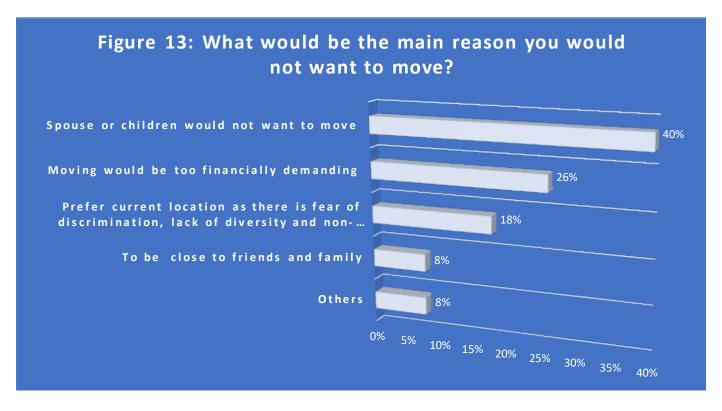


existing salary in case they quit or were laid off. Some (8 per cent) respondents said it would not be so hard to be re-employed while the remaining 6 per cent felt it would not be hard at all to find work in case they quit or lose their existing job.

The fact that a significant portion of newcomer immigrants with remarkable educational credentials are fearing their chances of getting hired in case of lay off or otherwise suggests that these immigrants still lack confidence in the job market's absorption capacity.

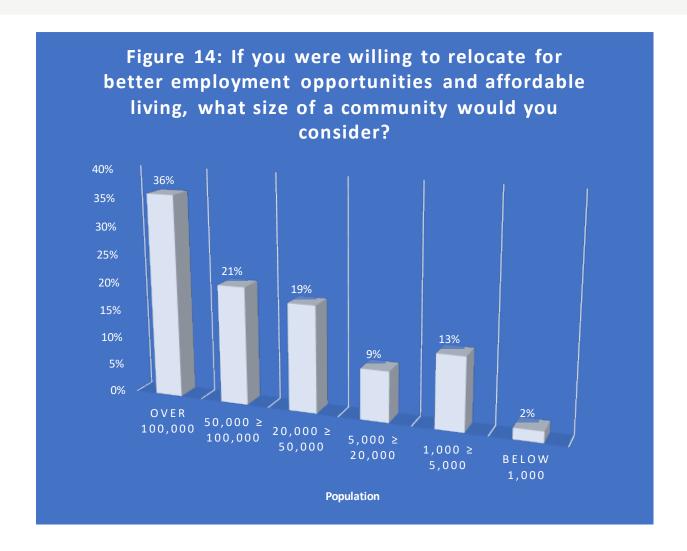
In order to identify the possible factors that could influence the respondents' decision to relocate, they were asked what reason would most likely come their way if they were making a decision to move. Findings are presented in Figure 13 below.

Given that majority of the respondents were married and had children, 40 per cent of the sample surveyed reported that the main reason that will make relocation the most difficult is that the



respondents' spouse or children would not want to move. Another 8 per cent said that they would hesitate to relocate as they want to stay close to friends and family. This suggests that family ties are a significant determinant of relocation decision for at least 48 per cent of the sample. 26 per cent of the survey respondents said they find relocating very financially demanding whereas 18 per cent prefer to stick to their current location of residence within the GTA due to fear of discrimination, lack of diversity and non-acceptance in the new community.

Respondents showed a heavy inclination towards larger communities when they were asked about the size of the community they would prefer if they were willing to relocate. As reported by Figure 14, 36 per



cent of the respondents said they would consider a community with a population size of over 100,000 with another 21 per cent choosing to relocate in a community having a population of at least 50,000. According to the dictionary, census of population 2016, a census metropolitan area (CMA)<sup>44</sup> must have a total population of at least 100,000 of which 50,000 or more must live in the built-up urban core. This suggests that with correct incentives, respondents who have shown willingness to relocate outside the GTA have a tendency to consider other CMAs in Ontario as their choice of relocation.

Respondents were asked to report that given better employment opportunities, which areas in Ontario (outside the GTA) they would consider to move. Table 2 below lists the preferred area of the

relocation of the newcomer respondents surveyed. For convenience, the question also included the distance and travel time by road between the City of Toronto and a variety of locations in Ontario outside the GTA. The table below illustrates the responses made by the newcomer immigrants surveyed.

Table 2: Preferred Area of Relocation Outside the GTA, In Other Parts of Ontario

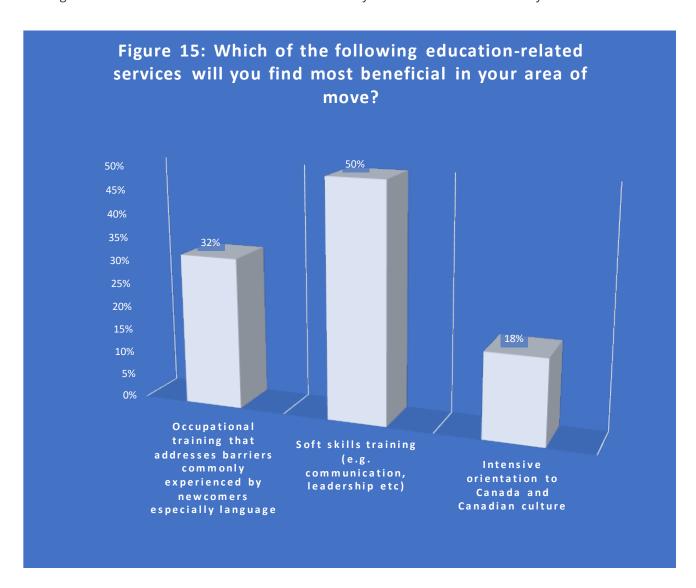
Preferred Area of Relocation	Time and Distance <sup>45</sup>	Responses
Kitchener/Waterloo	1 h 17min, 108 km	30%
Hamilton	51 min, 68 km	18%
Ottawa Region	4 h 23 min, 449 km	12%
London, ON	2 h 3min, 191 km	8%
Niagara Region (St Catherine, Welland)	1 h 27min, 122 km	8%
Simcoe Region (Barrie, Collingwood, Orillia)	1 h 27 min, 123 km	6%
Guelph or Stratford	1 h 10 min, 93 km	4%
Windsor/Leamington	3 h 38 min, 349 km	2%
Grey Region (Owen Sound, Hanover, Meaford)	2 h 9min, 169 km	2%
Woodstock	1 h 33min, 142 km	0%
Sarnia	2 h 53 min, 290 km	0%
Peterborough and Kawarthas	1 h 36 min, 138 km	0%
Quinte Region (Belleville, Brighton)	1 h 36 min, 138 km	0%
Thunder Bay Region	14 h 46 min, 1,396 km	0%
Sudbury Region	4 h 7 min, 357 km	0%
North Bay Region	3 h 34 min, 357 km	0%
Kingston	2 h 43min, 265 km	0%
Muskoka	2 h 20min, 219 km	0%
Bruce County (Port Eligin, Kincardine)	2 h 24 min, 184 km	0%
Dufferin County (Orangeville, Shelburne)	1 h 18min, 100 km	0%
Algoma (Sault Ste Marie)	9 h 9min, 877 km	0%
Anywhere in Ontario		6%
Others <sup>46</sup>		4%

Except for the 6 per cent of the survey respondents who were willing to relocate to anywhere in Ontario, the majority of the newcomers wanted to live or move in a large urban setting. They are less willing to move to smaller communities. In other words, the higher the degree of rurality the less likely the recent immigrants would move in that area. Of those who participated<sup>47</sup>, it appears that proximity to the main urban centre (considered City of Toronto in this case) isn't the largest determinant. If proximity to the urban centre was the largest determinant, then Woodstock, Guelph/Stratford, Dufferin County would have been also preferred. Therefore, the biggest determinant is the level of urbanization of the exact area of the move. The top three preferred areas of relocation were Kitchener/Waterloo, Hamilton, and Ottawa region, all of which are big metropolitan areas with a large population. This finding is consistent

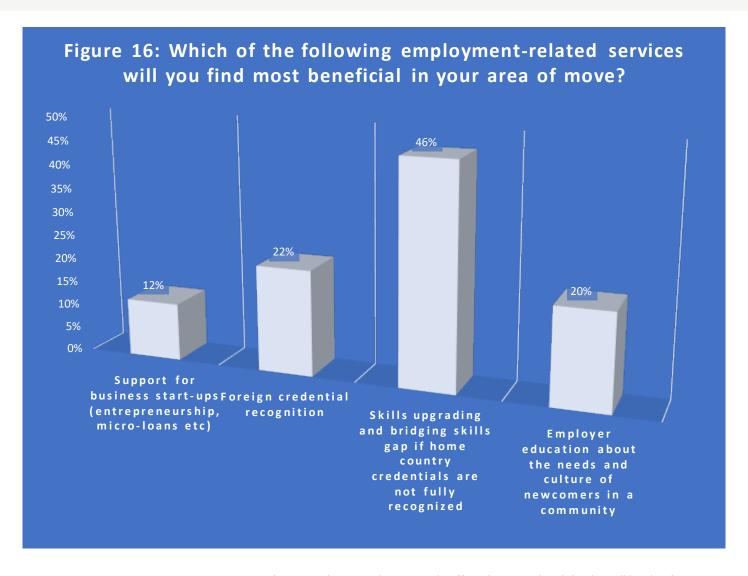
with the top intended destinations of permanent residents in Ontario based on the IRCC database.

Respondents were also asked about the key services in the area of education, employment, housing and community integration they would consider while making a relocation choice. A variety of sub-categories of services were included for each of these broader classifications to capture the importance attached to each of these services by the respondents.

Illustrated by Figure 15, half of the newcomer immigrants (50 per cent) surveyed considered soft-skills training as the most beneficial education related services they would look for in a community. This

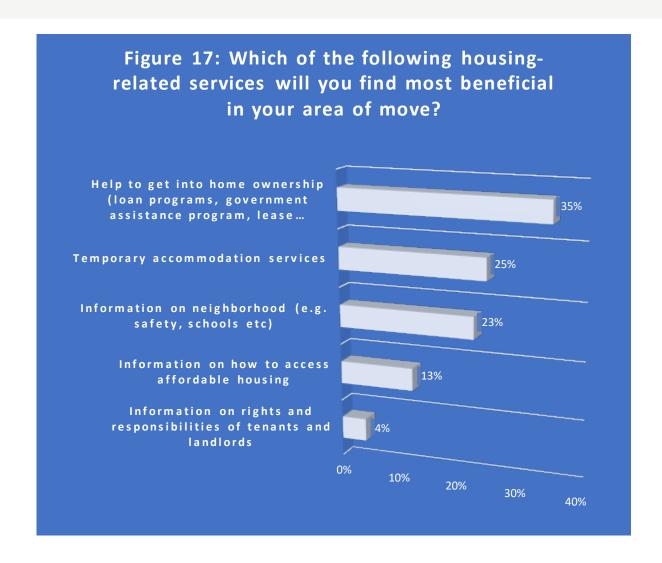


finding is supported in a recent article by Allan (2016)<sup>48</sup>. Given that newcomer immigrants face significant barriers adjusting to the Canadian norms in the workplace, soft skills training is certainly a crucial service that immigrants look for to integrate better into the workplace. One of the major obstacles faced by



many newcomer immigrants is language barriers that not only affect their employability but all kinds of day to day activities. For this reason, 32 per cent of the respondents identified occupational training as a key educational related service they will look for in a community while making relocation decisions. Finally, assimilation to the Canadian culture is crucial to settling into any community within Canada. So, 18 per cent of the respondents reported that an intensive orientation service to Canada and Canadian culture offered by the community of relocation would be a beneficial education related service.

Among the many different sub-categories of employment related services (Figure 16), skills upgrading and bridging of skills gap services were reported as the most important employment related service. Newcomers often don't have Canadian educational qualifications or training for which reason 68 per cent of respondents identified the availability of services related to bridging of foreign credentials/skills as critical assistance taken into account while making a relocation decision. These included services offered for skills upgrading and bridging skills gaps if home country credentials were not fully recognized (46 per cent) and services for foreign credential recognition (22 per cent). Respondents also identified employer

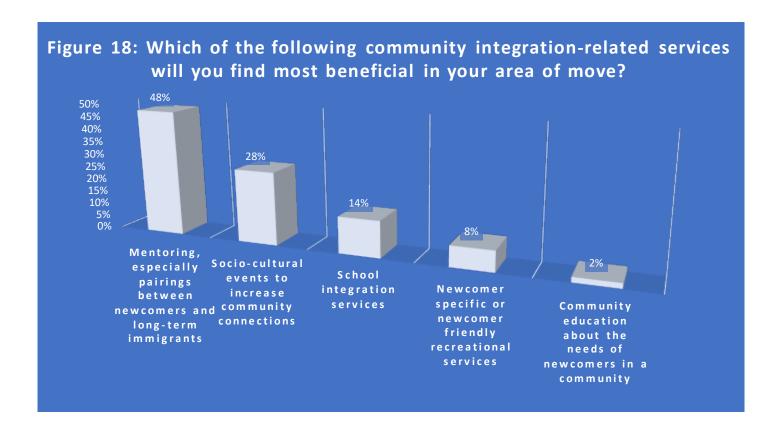


education about the needs and culture of newcomers in a community (20 per cent) and support for business start-ups (12 per cent) as some of the employment related services they would want to access in the area of the move.

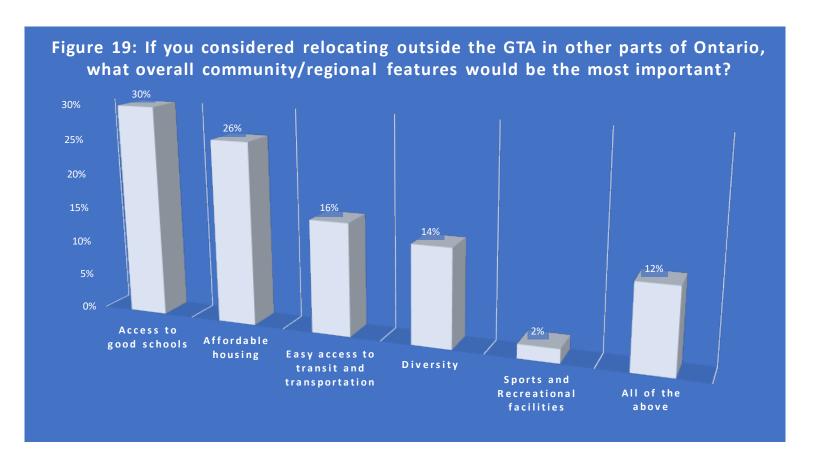
Figure 17 presents the housing-related services that the survey respondents would find most beneficial in their area of the move. The availability of housing services is a key aspect considered while relocating. Of all the survey respondents, 35 per cent were interested in getting assistance to get into home ownership (loan programs, government assistance program, etc.) in the area of the move. Some (25 per cent) of the respondents were interested in temporary accommodation services followed by information on the neighborhood (23 per cent), information on how to access affordable housing (13 per cent) and guidance on the rights and responsibilities of tenants and landlords (4 per cent).

Among the variety of community integration related services listed in the survey (see Figure 18), the majority of the respondents (48 per cent) identified mentoring especially pairings between newcomers

and long-term immigrants as the service they will find most beneficial when it comes to integrating to the community of location. This was followed by services related to socio-cultural events to increase community connections (28 per cent), school integration services (14 per cent), newcomer specific or newcomer friendly recreational services (8 per cent) and community education about the needs of newcomers in a community (2 per cent).



Participants were also asked, what was the overall regional/community features (see Figure 19) they would consider most important to make their relocation decision. Access to good schools (30 per cent) followed by affordable housing (26 per cent) and transportation (16 per cent) was identified as the top three overall community/regional features considered by survey respondents while making a relocation choice. Other features were diversity (14 per cent) and sports and recreational facilities (2 per cent). 12 per cent of the respondents said they would consider all these features to make a relocation decision.



#### **Concluding Remarks**

Most rural/remote and small-town communities in Ontario are experiencing an aging population, low birth rates, and rising out-migration. With vacant positions to fill, these communities are starving for the labour resource and the dynamism that comes with migration. At the same time, the GTA being in the front line of immigrant integration services, more and more recent immigrants are driven to settle in those areas. This has led to growing social and economic pressure in the larger metropolitan communities in Ontario. One way to address this issue is to correctly incentivize newcomers residing in the GTA to relocate to rural/remote and smaller towns in the province.

A key survey finding of the report suggests that newcomers will heavily respond to economic signals when they become aware of them. An initial survey question asked newcomers if they were offered a job in another city or town outside the GTA in other parts of Ontario, would there be anything standing in their way of accepting that job offer. 50 per cent of the respondents said they would face some sort of hurdle to accept that offer. However, responses changed immediately when the same scenario was accompanied by economic incentives. 56 per cent of the newcomers were "very likely" to relocate and an additional 33 per cent "likely" to relocate when the same employment offer was related to the immigrants' credentials, attached with higher wages and had better job security.

The report also found that, if not the GTA, a vast majority of the recent immigrants would only consider other larger communities in Ontario to relocate. Clearly big cities have a breadth of newcomer services that allow these recent immigrants to integrate into the communities better. In comparison, there is a perception among the newcomer population that smaller communities do not have the range of settlement services and other resources to support them as much. Under such circumstances, given that newcomers have a lot of options, smaller communities must entice them with the right incentive package. Newcomers use a variety of criteria to settle in an area and employment is only one aspect of labour mobility and relocation. The province must ensure that every community irrespective of its size has a scope to facilitate a positive outcome for immigrants.

Based on an online survey, this paper also gives some insights on the different types of employment, education, housing and overall regional/community related services that newcomers consider while making relocation decisions. While smaller communities can highlight employment opportunities, community and settlement supports available, employment programs that support new businesses can also be considered as an attraction tool. Recent immigrants with an entrepreneurship background can be encouraged to be investors by lowering possible barriers to business ownership. Contributing to the host community as an entrepreneur will boost the economic viability which is otherwise threatened in the smaller towns.

In reality, there are still many real and perceived barriers that immigrants face in locating to a non-urban environment and part of a way to address this is information. The province needs to identify and further explore the economic signals smaller communities need to send to attract the newcomers.

The same set of strategies may not work for every community setting. To make immigration a success story for all, to turn every challenge into an opportunity, there must be a robust engagement among the provincial government, local government and local employers as well as the recent immigrants interested to relocate. In particular, since local government and community organizations are closest to the people, they have the best knowledge about the possible challenges newcomers can face and opportunities in the region that are still untapped. They can draw on this knowledge to address the specific needs of the immigrants and the communities and propose programs and services accordingly that can support the transition and integration of the newcomer immigrants into meaningful relocation.

#### Key Insights for Moving Forward

- a) Given the evidence, it is clearly in the interest of the province and newcomers to Canada to create policies and associated mechanisms to support the transition of recent immigrants to small, rural and remote communities. While a lot has been said about the attraction of newcomers in smaller communities, the key is to offer a link between these newcomers and their potential role in building the community a connection that can be mutually beneficial for the newcomer and the community itself. The long-term goal of the province should also lie in the introduction and execution of constructive retention strategies.
- b) Every small town has its unique set of strengths and weaknesses. As the first step to attract newcomers and eventually retain them in the long run, it is imperative to the community to understand and assess how its own residents discern these issues. While there will be costs associated in attracting and supporting newcomers to locate in smaller communities, the price the province may have to pay for not doing so is far greater. Without the injection of skilled talent and their families, the long-term prospect of smaller communities in the province is dire.
- c) As newcomers are free to move anywhere in the country, every small community needs to identify how to sell themselves in a competitive marketplace to attract and retain newcomers. As a province, we need to do a better job of promoting the opportunities and benefits of employment and lifestyles of living in smaller communities to newcomers. Essentially, plans can be sketched out in advance to remove or offer a counterbalance to any challenge that faces the community.
- d) The views of newcomers are critical if the province is to create strategies to support newcomers to move/locate/reside in small, rural and remote communities. Further consultation and discussion with newcomers will make any initiative stronger. One avenue for future research is to conduct community specific case studies. This will allow for the collection of granular information and offer a palette of responses necessary for the best possible outcome for all the players involved.

#### **Endnotes**

- 1 In this paper, the term newcomer/newcomer immigrants has been used in cases where we are specifically referring to landed immigrants (permanent residents) who have been living in Canada for five years or less.
- 2 Defining rural is complex. Studies define rural in many different ways, depending on the purpose and focus of their initiative. In the broadest sense it includes everything in Ontario outside the major urban areas. Two of the most fundamental dimensions of rural places are distance from large urban centres and population density the people in rural places are typically farther apart
- 3 Ontario Ministry of Finance. Ontario Population Projections Update, 2017–2041 Web: https://www.fin.gov.on.ca/en/economy/demographics/projections/#s4e
- 4 Andrew Parkin, "A different Ontario", The Mowat Centre, January 2019. Web: <a href="https://mowatcentre.ca/wp-content/uploads/publications/182\_ADO\_immigration.pdf">https://mowatcentre.ca/wp-content/uploads/publications/182\_ADO\_immigration.pdf</a>
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- 6 Northern Policy Institute. Web: <a href="https://www.northernpolicy.ca/upload/documents/publications/reports-new/hcs\_nipissing-en.pdf">https://www.northernpolicy.ca/upload/documents/publications/reports-new/hcs\_nipissing-en.pdf</a>
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- 9 Intra-provincial migrants, are persons who moved to a different city, town, township, village or Indian reserve within Canada but stayed within the same province or territory.
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mobility and migration. Web: https://www.toronto.ca/wp-content/uploads/2017/12/94ce-2016-Census-Backgrounder-Education-Labour-Journey-to-work-Language-Mobility-Migration.pdf

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- 20 Statistics Canada, "Labour Statistics: Research Papers; Annual review of the labour market", web: https://www150.statcan.gc.ca/n1/pub/75-004-m/75-004-m2018001-eng.htm

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- 23 Statistics Canada, "The Canadian Immigrant Labour Market: Recent Trends from 2006 to 2017", Web: https://www150.statcan.gc.ca/n1/pub/71-606-x/71-606-x2018001-eng.htm
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- 25 Statistics Canada, "Barriers to Labour Mobility in Canada: Survey-based Evidence", Web: https://www150.statcan.gc.ca/n1/pub/11-626-x/11-626-x2017076-eng.htm
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- 28 Finnie, R. 2004. "Who Moves? A Logit Model Analysis of Inter-Provincial Migration in Canada." Applied Economics 36 (16): 1759–79.
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- 38 The Toronto Star, Web: https://www.thestar.com/news/canada/2019/01/24/immigration-minister-unveils-program-to-attract-newcomers-to-rural-areas.html?
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- 40 Business Insider. Web: <a href="https://www.businessinsider.com/us-cities-pay-people-move-incentives-2018-7">https://www.businessinsider.com/us-cities-pay-people-move-incentives-2018-7</a>
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- 43 A trial version of the survey was run for the month of November. Final survey was started in December and ran till the first week of February.
- 44 Statistics Canada. Web: https://www12.statcan. gc.ca/census-recensement/2016/ref/dict/geo009-eng.cfm
- Travel time and distance between the City of Toronto and preferred area of location
- 46 Two respondents wrote Newmarket under

the section "others". Given that it is part of the GTA and respondents were only asked to provide options outside the GTA, it to some extent reflects the lack of knowledge of the newcomer immigrants about the different regions of the province.

- Two respondents skipped this question
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