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FOREWORD: EMBRACING A NEW ERA OF INTEGRATION, INCLUSION, AND EQUITY

Paul Holley is the Research and Evaluation Director at the Association for Canadian Studies and Metropolis Institute (ACS-Metropolis). His current research focuses on the advancement of the Canadian Index for Measuring Integration and Inclusion, a data-driven tool for the settlement sector, the development of the Nunavut Inuit Sustainable Housing Index (NISHI), anti-racism initiatives and the social determinants of (mental) health. Paul received a Ph.D. in Sociology with an emphasis on Global Studies in 2006 from Arizona State University.

The richness of Canada's cultural mosaic is both a testament to its historical openness and a challenge for its evolving identity. This publication, Measuring Integration in Canada, emerges at a time when Canada is redefining what it means to be a society that is not only diverse but inclusive and equitable. This collection of articles offers a comprehensive exploration of the frameworks, data-driven tools, and policy analyses that underpin the nation's efforts to foster integration and inclusion for immigrants, equity-seeking groups, and all Canadians.

From theoretical reflections on immigrant integration to empirical studies of social and civic participation, the articles presented here demonstrate the multidimensional nature of inclusion. They draw on data-driven tools like the Canadian Index for Measuring Integration and Inclusion (CIMII), explore the relevance of social networks and mental health in immigrant outcomes, and evaluate the intersection of diversity and public policy. Together, these contributions address questions of how to measure integration, where gaps in outcomes persist, and what actions can bridge those divides.

Thematically, this volume captures critical discussions:

New Theories and Frameworks: Jack Jedwab and Michael Haan revisit traditional concepts like the "two-way street" metaphor and assimilation theories, proposing contemporary frameworks that reflect Canada's super-diverse society.

Empirical Analysis of Outcomes: Articles by Jane Badets and Ravindra Shrestha delve into statistical insights, using models and indices to illuminate gaps in social, economic, and civic participation among immigrants.

Health and Well-being: The examination of the Healthy Immigrant Effect underscores the interplay between mental health and integration, highlighting policy imperatives for culturally competent health care.

Policy Impact and Organizational Maturity: Thomas Huddleston and the team from the Association for Canadian Studies offer insights into how integration policies and diversity models shape societal outcomes and organizational progress.

This publication is a call to action for policymakers, academics, and community leaders to adopt evidence-based approaches and collaborative solutions. As Canada continues to lead as a global model for multiculturalism, the lessons and strategies discussed here provide a roadmap for enhancing inclusion and fostering a sense of belonging for all.

NEW AVENUES FOR DEFINING NEWCOMER INTEGRATION: LOOKING BEYOND THE TWO-WAY STREET IN ASSESSING IMMIGRANT OUTCOMES

Jack Jedwab is President and CEO of the Association for Canadian Studies and the Metropolis Institute. He holds a Ph.D. in Canadian History from Concordia University. Prior to 1998, he served as executive director of the Quebec branch of the Canadian Jewish Congress. He is an author and contributor to academic publications, government reports and newspapers across the country in the fields of immigration, multiculturalism, diversity, human rights and official languages. Following three decades of wide-ranging research on public opinion and demographics, he is regularly consulted by media and government bodies alike for his expertise and insights on issues of import in the public sphere. He has taught and lectured at McGill University, the Université du Québec à Montréal and Concordia University, offering courses ranging from public policy to the history of immigration and minority groups, to sports in Canada.

INTRODUCTION

A clear and comprehensible conceptual framework is essential towards measuring and/or tracking socio-cultural and economic changes. Building an index that undertakes such measurement requires a defined concept(s) that justifies the selection of themes/dimensions and indicators. Doing so further necessitates that the concept(s) refers to the objectives to be attained via the migrant's integration. In the case of the Canadian Index for Measuring Immigrant Integration (hereafter CIMII), integration indicators seek alignment with the Index's conceptual framework. The four dimensions of the CIMII are economic, social, civic, and democratic participation and health.

Biles and Winnimore observed that Canada's process of immigrant integration is perhaps best understood as a continuum that stretches from initial selection, settlement,t and adaptation through to formal acquisition of citizenship. They employed the metaphor of the "two-way street" to illustrate a process where newcomers and the host society meet in the middle, with the newcomer eventually moving closer to the host's side.[1]

Indeed, this description was also reflected in the early iteration of the CIMII as the concept put forth by the Index's expert advisory committee proposed that "Immigrant integration is visualized as a "two-way street", where there is a metaphorical meeting of the immigrant and the receiving population somewhere in the middle of the street. This integration process targets the attainment of relative parity with the broader population in key areas (i.e., economic, social, health, and civic and democratic participation). It further presumes that the receiving population will adjust to facilitate the process of integration"

At the beginning of the 21st century, Citizenship and Immigration Canada (now Immigration, Refugees and Citizenship Canada) introduced the term "two-way street" to emphasize that successful integration requires

1 *Canadian Diversity*, Volume 11:1, Spring 2014.

accommodations and adjustments from both newcomers and Canadians. Aside from assisting newcomer learning about Canadian values (customs, rights, and obligations) Canadians were encouraged to understand the diverse backgrounds of newcomers. While the "two-way street" can be applied to other dimensions of integration, it's fair to say that the concept was considered especially pertinent to better understanding the social integration of newcomers.

A 1994 United Nations discussion paper on social integration describes it as a "...complex idea which means different things to different people." In some cases, social integration may conjure up the image of an unwanted imposition or conformity. Nonetheless, efforts to establish an empirical basis for measuring community and national belonging have become increasingly popular in plural democracies.

The concept of social integration is grounded in a particular vision of diversity and its management with pluralistic democracies like Canada. The following discussion will explore the relevance and applicability of this concept in measuring and indexing immigrant integration in Canada.

ON AND OFF THE STREET: RETHINKING THE "TWO-WAY STREET" METAPHOR

The diversity of groups involved in the integration process complicates the metaphor of a "two-way street" where immigrants and non-immigrants meet in the middle. While all newcomers are immigrants, not all immigrants are newcomers, which makes this metaphor challenging to apply universally. The time required for a newcomer or immigrant to "cross the street" toward integration can vary significantly. Some immigrants may have made it across the street within five years while others that have been in Canada for a decade may still waiting for the green signal.

Indeed, some of those born in Canada may find themselves on the "other side" of the street. For example, if educational attainment were used as an indicator of integration (it is seen as a control or filter in the CIMII rather than an indicator), immigrants – who tend to have higher educational attainment than Canadian-born individuals – might appear more "integrated" by this metric.

Underlying these conversations is the definition of who constitutes the "host" or "receiving" society in the context of newcomer integration. It is sometimes assumed that the host society comprises the domestic-born population. However, this binary distinction between immigrants and non-immigrants can misrepresent the integration process, particularly by failing to account for the length of time migrants have lived in the country. Many immigrants, especially those who have lived in Canada for extended periods, are integral members of the host society, further blurring the lines of this traditional dichotomy.

Hence, a change in direction seemed necessary when it came to the two-way street concept as defining successful integration outcomes or in thinking about what has been described as an integrated society. The metaphor increasingly encounters limitations, akin to a street congested with too much traffic. As a result, there has been discussion about adopting a more nuanced metaphor, such as a multi-lane street or even a roundabout, to better reflect the complex and dynamic process of immigrant integration.

THE END OF THE ROAD FOR THE TWO-WAY STREET?

Both immigrants and non-immigrant populations respectively include a considerable degree of linguistic, ethnic, racial, and religious diversity, amongst others. The CIMII addresses this diversity by employing controls and filters to ensure that comparisons are made between immigrants and non-immigrants with similar socio-demographic characteristics essentially aiming to compare apples to apples.

By contrast with the first iteration of the CIMII, the current version moves away from the two-way street metaphor and proposes the following conceptual description: "The integration of immigrants into society can be broadly defined as the process of immigrants achieving relative parity with the broader population with regards to participation in or outcomes within key dimensions of society. While the economic dimension is vital to ensuring integration, social, health, and civic participation are also important. Often the dimensions of integration are interrelated."

Nonetheless, as the concept of integration tends to be a proverbial work in motion or progress there is a need to pay more attention to how migrant identities impact the process of integration. Despite the use of socio-demographic controls, including visible minority status, it is essential to determine how and where identities and specific identity markers should be incorporated into the index so as to assess integration outcomes.

INTEGRATION VS ASSIMILATION

Although the term integration is widely used across immigrant-receiving countries, its definition may vary based on differing models of diversity and their associated criteria. Such criteria may be related to divergent socio-demographic contexts or the societal norms of the host country. Integration measures in several immigrant-receiving countries have been

described as falling into a few distinct categories, with the multicultural model and the assimilation model being the most prominent.

In the multicultural model, migrants are encouraged to retain their cultural heritage. Conversely, assimilation calls for some abandoning of cultures of origin to adopt the cultural norms of the host country. Canada and Australia tend to be associated with the multicultural model of integration while France and Germany are more often associated with assimilation. For example, France's model of integration is often referred as Republican integration – emphasizes the primacy of national identity over other cultural markers or expressions. Despite these differing frameworks, the decline in migrants' cultural ties to their countries of origin may not occur as uniformly as these models suggest. The extent to which immigrants maintain or lose their cultural heritage often depends on factors beyond state discourse or integration policies. These include community dynamics, individual experiences, and transnational connections.

As revealed by the survey results below, Canadians react far more favorably to the term integration than they do to the term assimilation with the latter likely viewed more negatively owing to the country's troubled colonial past.

TABLE 1. PLEASE TELL US IF YOU HAVE A POSITIVE OR NEGATIVE OPINION OF THE FOLLOWING TERMS.

	Integration	Assimilation
Net Positive	**71.2%**	**42.9%**
Very positive	25.7%	14.7%
Somewhat positive	45.5%	28.2%
Net Negative	**14.7%**	**29.8%**
Somewhat negative	11.5%	19.6%
Very negative	3.2%	10.2%
I don't know	**13.0%**	**25.9%**
I prefer not to answer	1.3%	1.4%
Total	100.0%	100.0%

Some Quebec policy-makers and thought leaders reject the "Canadian" multicultural model, and instead describe their approach as interculturalism which is purportedly situated somewhere between multiculturalism and assimilation. Similarly, the United States, traditionally described as a melting pot, has a model of integration that is often seen as falling somewhere between multiculturalism and assimilation.

It's difficult to establish the extent to which these models respectively impact the immigrant's trajectory or experience. Underlying these models are complex patterns of policy interventions with varying jurisdictional responsibilities and government/state investments in immigrant integration via such things as newcomer language training, vocational training, and a range of other services that address the needs of immigrants with diverse knowledge and skills upon arrival.

Models of integration, including multiculturalism, are not static and frequently evolve over time in response to society's changing economic or socio-cultural priorities. This is the case for Canada where since its introduction in the 1970's the multicultural model has been modified on several occasions. In the appendix, you'll find a table constructed in 2001 that attempts to describe the evolution of multiculturalism in light of changing priorities from the period 1970's through 2000. I've attempted to build on the prototype by suggesting dominant themes for the period 2010 and 2020.

SOCIAL INTEGRATION IN THE CIMII

In the CIMII, five indicators were selected by its expert advisory committee to measure the social dimension of integration: a sense of belonging to Canada, belonging to the province, belonging to the local community, the number of close friends, and the number of close friends living in the same community or city. Some models of integration view national and regional identities as conflicting or competitive rather than complementary. In the case of Quebec, several analysts will suggest that there is a conflict between belonging to Canada and belonging to a province. Consequently, immigrants in Quebec will have a higher sense of belonging to Canada than the domestic-born francophone population.

Paradoxically a sense of ambiguity towards Canada on the part of immigrants may be viewed in Quebec as a better indicator of integration. In contrast, in the rest of Canada, such ambiguity might be viewed less favourably. Language acquisition by newcomers is widely seen as a key facet of integration from both an economic and social standpoint. Given Canada's linguistic duality and two official languages, the process of integration also has a regional dimension. In Quebec, the integration process prioritizes knowledge of the French language.

The CIMII considers these issues in its selection of indicators within the dimensions and the choices of what to control for to ensure the measurement of immigrant and non-immigrants with similar socio-demographic characteristics. However, the framework highlights the necessity for some degree of asymmetry when constructing a national model for measuring newcomer integration. In short, adjustments are needed to measure integration where there is a divergent socio-cultural context.

INTERDIMENSIONALITY ON IMMIGRANT INTEGRATION

The CIMII's four dimensions, encompassing 22 selected indicators, can be described as minimalist compared to other similarly themed indexes, which often contain a much larger number of indicators and adopt a broader perspective on immigrant integration. However, combining all the things that are associated directly or indirectly with immigrant integration doesn't in and of itself justify combining them in a single index. In some instances, doing this may obfuscate more than clarify outcomes by bringing together aspects of the integration process that are not easily connected.

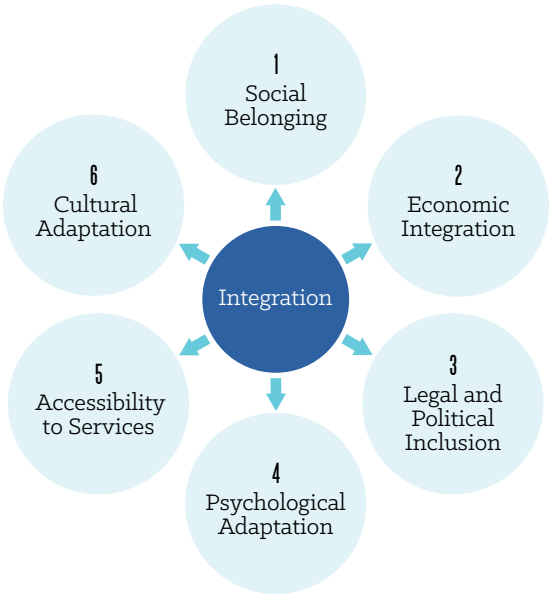
For instance, when it comes to migrant economic outcomes, it is relatively safe to assume a desire on the part of the government to maximize migrant contributions to economic well-being, their participation in civil society, and their ability to access necessary services without barriers. Furthermore, the construction of a cumulative index requires some justification for the weighting that is assigned to dimensions and indicators. For example, in assessing migrant outcomes, should the income disparity between the immigrant and non-immigrants be assigned the same value as their respective rates of belonging to Canada? There is no simple answer, but too often indexes do not address such questions.

This challenge underscores the importance of understanding the relative significance of economic and social dimensions – or their individual indicators – in the broader process of migrant integration. For example, a 2024 survey of immigrant service providers asked respondents to define integration, and their top responses reflected themes in a ranked order. However, when asked about immigrant priorities upon arrival, respondents often highlight finding a place to live and securing employment as the top concerns. (See Figure 1)

The CIMII provides some opportunity for users to shift dimensional weights and thereby allow for a certain degree of flexibility in assessing overall migration outcomes based on the relative importance assigned to the four dimensions. Dimensions or index themes are often assessed in silos rather than looking at the degree of interdependence between the various aspects of integration. In other words, there is insufficient attention directed toward say how migrant health outcomes are affected by economic outcomes.

While data availability currently limits the ability to fully explore the relationships between dimensions, future iterations of the CIMII aim to address this gap. Examining the interplay between economic, social, civic, and health outcomes will be an essential step in providing a more comprehensive understanding of immigrant integration.

FIGURE 1.



CONCLUSION

While integration has been the dominant concept for the process of immigrant settlement for the past few decades, policymakers are increasingly adopting the term inclusion to describe the objectives for newcomers and equity-seeking or equity-deserving groups. What the discursive shift implies concerning support for newcomers remains to be seen.

For more insights into the relationship between integration and inclusion see Paul Holley's essay in this edition of *Canadian Diversity*.

APPENDIX

	1970's	1980's	1990's	2000's	2010's	2020's
Multicultural Thematic	Ethnicity	Equity	Civic	Integrative	**Intercultural**	**Intersectional**
Focus	Celebrating Differences	Managing Diversity	Constructive Engagement	Inclusive Citizenship	**Accommodation**	**Equity**
Reference Point	Culture	Structure	Society Building	Canadian identity	**Reconciliation**	**Inclusion**
Mandate	Ethnicity	Race Relations	Citizenship	Integration	**Rapprochement**	**Diversity**
Magnitude	Individual Adjustment	Accommodation	Participation	Rights and Responsibilities	**Solidarity**	**Connectedness**
Source of Challenges	Prejudice	Systemic Discrimination	Exclusion	Unequal Access, 'clash' of cultures	**Radicalization**	**Polarization**
Solution	Cultural Sensitivity	Employment Equity	Inclusiveness	Dialogue/Mutual Understanding	**Cohesion**	**Eliminating Hate**
Key Metaphor	Mosaic	Level Playing Field	Belonging	Fusion/Jazz	**Living Together**	**Allyship**

Source: Augie Fleras and Jean Kunz, Media and Minorities: Representing Diversity in a Multicultural Canada. Thompson Education Publishing, 2001 in Understanding Canada's "3M" (Multicultural, Multi-linguistic and Multi-religious) Reality in the 21st Century FINAL REPORT, Policy Research Initiative, 2009

(https://publications.gc.ca/collection_2009/policyresearch/PH4-56-2009E.pdf)

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MEASURING SOCIAL OUTCOMES FOR IMMIGRANT INTEGRATION

Jane Badets is a former Assistant Chief Statistician of Social, Health and Labour Statistics at Statistics Canada. Jane had responsibility for the network of Research Data Centres across Canada, in partnership with the Canadian Research Data Centre Network (CRDCN). She has extensive experience engaging with governments, researchers, and non-profit organizations on data and key topics facing Canada, such as the care economy, immigration, ethnicity, and diversity. Currently, she is the Chair of the Board of Directors for the Association of Canadian Studies and serves on the Board for the Institute for Clinical Evaluative Sciences (ICES).

This article examines two frameworks for measuring immigrant social integration in Canada: the Canadian Index for Measuring Integration and Inclusion (CIMI) and Statistics Canada's social inclusion framework. Key indicators include sense of belonging, social networks, civic participation, and experiences of discrimination. While comprehensive, these frameworks could benefit from more timely, detailed data. Enhanced indicators and frequent data collection are essential for informing effective immigrant inclusion programs and policies in Canada.

INTRODUCTION

The successful integration of immigrants into Canadian society and economy is essential for Canada's success.[1] Traditional research on the integration process has focused on topics such as labour market integration. There has been less attention on the social integration of immigrants in Canada: what it means, what are the key indicators, and how social integration is measured, supported with data.

DEFINING IMMIGRANT INTEGRATION

There is no universal consensus on what immigrant integration means or how we know when immigrants have successfully integrated into Canadian society. Integration can mean different things to different people and may vary across immigrant communities or groups, depending on the specific circumstances and contexts whereby immigrants enter the country. Perspectives on integration can also differ between

1 For the purpose of this article, the concept of 'immigrants' is based on Statistics Canada's standard definition. Refers to people who are, or have been, landed immigrants in Canada. A landed immigrant is a person who has been granted the right to live in Canada permanently by immigration authorities.

immigrants and their families and the broader host society, Canada. What we do know about immigrant integration is that it is complex, dynamic, multi-dimensional and changes over time. Some suggest integration may never fully occur until the second generation – when the children of immigrants are born and raised in Canada, with their schooling and social adaptation rooted in the host country. For many of the second-generation, however, there may be a loss of their parents' original language and the ties to their origin or home country may gradually weaken. Immigrant integration is a two-way process whereby both immigrants and the receiving society both share a responsibility. Both parties adjust over time: immigrants and their families adapt to the host country; while the host country adjusts to facilitate the integration process.

Integration is not about assimilation. Rather the concept of integration – in the Canadian context – assumes that people and groups can maintain their immigrant identities and cultures, while at the same time attaining full and equitable access to, and participation in, Canadian society and its institutions. For this to happen effectively, to occur, the host country must be adaptable and supportive, assisting immigrants in the integration process.

WHY IS SOCIAL INTEGRATION IMPORTANT TO MEASURE?

Measuring social integration is crucial because it provides insight into the "lived" experiences of immigrants within both private and public spaces. While traditional research has focused primarily on economic integration – tracking labor market participation, job quality, and income as indicators of parity with Canadian-born residents – social integration captures dimensions that are equally essential for understanding immigrants' sense of belonging and participation. If immigrant integration is viewed in the broad sense of participation and equitable access, then social integration is just as important as the economic dimensions of integration. Social integration is about the extent to which immigrants feel at home in the host country (Canada); that they feel accepted by the broader society; and that they have equitable access to the institutions of Canada.

There are various definitions of social integration. One perspective defines it as "the process during which immigrants or minorities are incorporated into the social structure of the host society. Social integration, together with economic and identity integration, are three main dimensions of an immigrants' experiences in the society that is receiving them".[2] The United Nations adds that "social integration represents the attempt not to make people adjust to society, but rather to ensure that society is accepting of all people".[3]

Social and economic integration are closely interconnected. If immigrants are to participate fully in the labour market, they need an environment without barriers to social acceptance. If these conditions do not happen, complete economic integration becomes difficult.

HOW TO MEASURE SOCIAL INTEGRATION

Measuring social integration should focus on the extent to which immigrants attain equal or improved outcomes across various social dimensions, in comparison to the Canadian-born population. To do this, various indicators are tracked over time to track social outcomes of different groups of immigrants, as well as the challenges they face. It is critical to have a holistic measure of the various dimensions over time to understand how immigrants are integrating into Canadian society.[4] Moreover, it is important to capture the relationship between immigrant communities and the host society: how well are immigrants doing, and how accommodating Canadian society and institutions are to different groups of immigrants.

One frequently cited indicator of social integration is whether immigrants have a strong sense of belonging to the community, whether at the local, provincial or national level.[5] A strong sense of belonging is often associated with immigrants' quality of life, subjective well-being, and the feeling that one is "at home" in Canada.[6,7,8,9] Immigrants form their sense of

2 Scholarly Community Encyclopedia. 2022.

3 United Nations Division for Social Policy and Development. Creating an Inclusive Society: Practical Strategies to Promote Social Integration. 2007.

4 Excluded from this discussion of social integration indicators are health status and outcomes. They are important aspects of social integration, but also touch on access and functioning of the health care system in Canada.

5 Carla Valle Painter, *Sense of Belonging: Literature Review*, Citizenship and Immigration Canada, 2013.

6 Berry, John W., and Feng Hou. "Immigrant Acculturation and Wellbeing in Canada." *Canadian Psychology* 57, no. 4 (2016): 254–264.

7 Bilodeau, Antoine, Stephen E. White, Luc Turgeon, and Ailsa Henderson. "Feeling Attached and Feeling Accepted: Implications for Political Inclusion among Visible Minority Immigrants in Canada." *International Migration* 58, no. 2 (2020): 272–288.

8 Kitchen, Peter, Allison M. Williams, and Maria Gallina. "Sense of Belonging to Local Community in Small-to-Medium Sized Canadian Urban Areas: A Comparison of Immigrant and Canadian-Born Residents." *BMC Psychology* 3, no. 1 (2015): 1–17.

9 Stick, Michael, Christoph Schimmele, Martin Karpinski, and Samba Cissokho. *Immigrants' Sense of Belonging to Canada by Province of Residence*. Statistics Canada, 2023.

belonging based on their post-migration experiences, especially their perceptions of acceptance and opportunities for success in the receiving country.[10,11] When immigrants report a strong sense of belonging, it indicates a positive integration outcome.

Other key indicators are: social connectedness and personal networks, self-rated life satisfaction, organizational engagement, access to and confidence in institutions, political participation, and experiences of discrimination. These are considered as measures of social attachment and social inclusion.

The discrimination indicator, in particular, provides insight into barriers that may hinder immigrants' full participation in society. If immigrants report higher rates of discrimination than Canadian-born individuals, we can conclude that there are barriers immigrants face which prevent their ability to fully participate in society and receive equitable treatment. It highlights areas where the host society may need to improve acceptance and inclusion for immigrants.

FRAMEWORKS MEASURING SOCIAL INTEGRATION

There are two national frameworks used to measure the social integration of immigrants over time in Canada. [12] These frameworks are based on several indicators, supported by data that can be disaggregated by socio-demographic characteristics, such as age, gender, immigration period, place of birth, generational status, racialized group, or category of admission. This allows for a nuanced analysis of outcomes from an intersectional perspective.

The first framework is the Canadian Index for Measuring Integration and Inclusion (CIMI), a data-driven index measuring immigrants' integration into Canadian society. The key objective of the CIMI is to provide a framework for the ongoing assessment of the state of immigrant integration in Canada. It leverages data from sources such as the Census of Population, the General Social Survey and the Canadian Community Health Survey, to support four major dimensions of integration (economic, social, health, civic and demographic participation). Each dimension is broken down by a series of indicators and by the socio-demographic characteristics of immigrant groups, over time, and by various geographic areas.[13] For measuring the social outcomes of immigrants, the "social" dimension is of particular interest, as it examines immigrant outcomes by considering social networks, sense of belonging and experience of discrimination. Specifically, the indicators include the number of close friends, the number of close friends living in the same community, sense of belonging to the local community/province/Canada and experiences of discrimination in the past five years.[14,15]

The second framework developed by Statistics Canada[16] and aligns with Canada's Anti-Racism Strategy, which aims to address challenges faced by racialized groups.[17] This framework organizes indicators according to a conceptual model and provides data accessible under eleven themes, several of which are essential for measuring immigrant social integration: representation in decision-making positions (e.g., workers in all management positions); civic engagement and political participation (e.g. member of at least one organization); social connections and networks (e.g. strong sense of belonging to local community/province/Canada); public services and institutions (e.g. confidence in institutions); local community (e.g. satisfied with feeling part of the community); discrimination and victimization (e.g. experience of discrimination). The indicators are linked to Statistics Canada data. Similar to the CIMI, indicators such as sense of belonging, social networks and discrimination figure

10 Hou, Feng, Grant Schellenberg, and John W. Berry. "Patterns and Determinants of Immigrants' Sense of Belonging to Canada and Their Source Country." *Ethnic and Racial Studies* 41, no. 9 (2018): 1612–1631.

11 White, Stephen, Antoine Bilodeau, and Neil Nevitte. "Earning Their Support: Feelings Toward Canada among Recent Immigrants." *Ethnic and Racial Studies* 38, no. 2 (2015): 292–308.

12 The CIMI is developed by the Canadian Institute for Identities and Immigration (Metropolis Institute), with support from Immigration, Refugees and Citizenship Canada. For more details, see Holley, P. (2020).

13 The CIMI looks at the outcomes of immigrants compared to the Canadian-born population from 18 to 64 years old. Changes and trends overtime – as of 1991 – are assessed for all 10 provinces and 35 cities (census metropolitan areas) across the country.

14 Berry, John W., and Feng Hou. "Immigrant Acculturation and Wellbeing in Canada." *Canadian Psychology* 57, no. 4 (2016): 254–264.

15 Hou, Feng, Grant Schellenberg, and John W. Berry. "Patterns and Determinants of Immigrants' Sense of Belonging to Canada and Their Source Country." *Ethnic and Racial Studies* 41, no. 9 (2018): 1612–1631.

16 Statistics Canada provides a list of the social inclusion indicators for ethnocultural groups and immigrants in Canada available on the homepage of the Gender, Diversity and Inclusion Statistics Hub. The information provided for each indicator includes a short description of the corresponding derivation, available data sources and reference years, and accessible levels of geography and disaggregation. Each indicator has various corresponding products (data tables, visualization tools and analytical documents).

17 Ibid.

prominently to measure social outcomes of immigrants and racialized groups.[18,19]

COMMENTARY

Both the CIMI and the social inclusion framework developed by Statistics Canada provide a solid baseline for capturing the social outcomes of immigrants across communities, over time and in comparison, with the Canadian-born population. These frameworks are comprehensive in terms of the number of dimensions measuring social outcomes, and allow for the disaggregation of indicators by socio-demographic characteristics. However, a primary limitation to these frameworks is the limited availability of timely data that is fully disaggregated by socio-demographic characteristics and geography. Increasing the frequency of data collection, along with enhancing survey sample sizes, would allow for deeper analysis to better understand how social integration varies across communities. This more granular data is essential for informing programs to better support immigrants. Both frameworks could be enriched by adding other indicators to provide a more fulsome picture of social integration, such as "sense of belonging to the workplace" and "trust of specific institutions." Additional information on immigrants' experiences in public spaces – such as equitable access to workplaces and community institutions – could further enrich these frameworks.

Finally, it is notable that both frameworks use subjective measures of social integration, such as "sense of belonging" or "experiences of discrimination." These measures are based on immigrants' perceptions, which may sometimes be influenced by a reluctance to report fewer positive experiences, such as discrimination or a weak sense of belonging.

CONCLUSION

Measuring social outcomes of immigrants is essential for understanding the entirety of the integration and settlement process as well as the overall well-being of immigrants in Canada. Successful immigrant integration is ultimately achieved when immigrants experience full participation and inclusion in Canadian society. The two frameworks discussed are important tools to understand the social outcomes of immigrants in Canada.

18 Holley, Peter. CIMI Methodology Overview. Metropolis Institute, 2020. https://integrationindex.ca/wp-content/uploads/2020/04/CIMI_Methodology_EN_Final.pdf. Accessed May 31, 2024.

19 Kitchen, Peter, Allison M. Williams, and Maria Gallina. "Sense of Belonging to Local Community in Small-to-Medium Sized Canadian Urban Areas: A Comparison of Immigrant and Canadian-Born Residents." *BMC Psychology* 3, no. 1 (2015): 1–17.

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INTEGRATION INDEXES: THE LINKS BETWEEN INTEGRATION POLICIES AND OUTCOMES

Thomas Huddleston (University of Liege Academic Collaborator, Maastricht PhD) is an international expert on migration, integration and diversity, with over 17 years of transatlantic experience. He is recognized for his original data collection, policy evaluation and policy indexes/indicators and policy evaluation, most notably the Migrant Integration Policy Index (MIPEX), UNHCR's National Integration Evaluation Mechanism (NIEM) as well as indicators on equality data collection, multilingualism, naturalization procedures, work migration, among others. His 60+ publications engage in mixed methods and participatory research, community leadership development and policy dialogue.

This article examines the relationship between integration policies and outcomes, highlighting findings from the Migrant Integration Policy Index (MIPEX). By reviewing 128 studies analyzing 414 links across developed democracies, it identifies how inclusive policies foster positive attitudes, belonging, and well-being among immigrants and the public. The findings underscore the role of inclusive measures in creating "virtuous circles" of integration, enhancing immigrants' health, political participation, and socioeconomic stability, while restrictive policies perpetuate exclusion and distrust. Key policy areas such as access to nationality, education, health, and labor market mobility are explored, emphasizing their critical impact on integration dynamics and societal cohesion.

Integration outcome indicators and indexes are commonly used by integration policymakers as the context or starting point for public debates and policy planning. Notwithstanding these benefits, indicators on their own only have an indirect value for policy planning. The policy implications of indicator results are rarely clear. The results of outcome indicators are not the result of any one actor's actions. Outcome indicators alone do not provide enough information to justify statements or actions penalizing certain groups. The road from outcome indicators to policy can be very long.

To provide this overview of data linking integration policies to outcomes, the author[1] contributed to the 2020 Migrant Integration Policy Index with a full interdisciplinary literature review of all multivariate or multilevel analyses over the past decade that studied these links between MIPEX policy indicators – the most comprehensive, reliable, and cited index of national integration policies – with all measured integration outcome indicators. These studies have measured both 'objective' and 'subjective' outcomes in terms of participation across many areas of life as well as public attitudes. In the

1 See 1) Solano, G. and Huddleston, T., Migrant Integration Policy Index 2020, Barcelona and Brussels, CIDOB and MPG, ISBN: 978–84–92511–83–9. www.mipex.eu, 2020, 2) Huddleston, T., "Exploring the global links between indicators of integration policies and outcomes," (2020), 3) Huddleston, T. and Scholten, P. (2022), "The governance of migration-related diversity," in Scholten, P. Ed. *Introduction to Migration Studies: an Interactive Guide to the literatures on migration and migration-related diversity*, IMISCOE Network, Springer: 325–356.

end, this global literature review identified 128 robust studies that analyzed 414 links between a wide variety of integration policies and outcomes. These findings are generally applicable to developed democracies, as international multivariate studies are limited in geographical scope to Europe (mostly Western Europe) and, occasionally, OECD countries.

Overall, a country's approach to integration policy emerges as strongly related to public and immigrants' attitudes and identities, as well as immigrants' well-being, political participation and several other outcomes.

First, a country's approach to integration strongly influences the public's attitudes and behaviour towards immigrants. Integration policies are one of the strongest factors shaping the public's willingness to accept and interact with immigrants (see simple correlation Table 1, based on the MIPEX overall score with health and the Gallup's Migrant Acceptance Index).[2]

Second, integration policies are one of the strongest factors shaping immigrants' own attitudes, sense of belonging and even their health in their new home country. A country's approach to integration also shapes how well immigrants think and feel about their new home country (see simple correlation chart below, based on the MIPEX overall score with health and the Gallup's World Happiness Report).[3]

In other words, the way that governments treat immigrants strongly influences how well immigrants and the public interact with and think of each other. Restrictive policies create a 'vicious circle' of exclusion that reinforces fear and separation. Policies that treat immigrants as threats lead more people to see immigrants as general threats and treat them in ways that harm their integration.[4] Under restrictive policies, the public experiences higher levels of xenophobia and islamophobia and lower levels of social trust, which leads to fewer contacts and positive experiences with immigrants.[5]

Inclusive policies create a 'virtuous circle' of integration that promotes openness and interaction. Immigrants and the public are more likely to interact with and think of each other as equals in countries where inclusive policies treat immigrants as equals and invest in integration as an opportunity for society.

Inclusive policies not only increase positive attitudes and interactions between the public and immigrants, but also create an overall sense of belonging, well-being and trust.[6] Under inclusive policies, the public feels less fear of immigrants, while immigrants enjoy greater opportunities to learn and contribute. As a result, immigrants and non-immigrants have more regular, positive interactions. They also more frequently develop positive attitudes about their identity, their health, their satisfaction with life, their trust in society and their participation in politics.[7]

Beyond these general links between overall national integration policies and outcomes, this meta-analysis of studies linking outcomes to specific policy areas observes major

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2 John F. Helliwell, Richard Layard, and Jeffrey D. Sachs, "World Happiness Report 2018," *The World Happiness Report*, March 14, 2018, https://s3.amazonaws.com/happiness-report/2018/WHR_web.pdf

3 John F. Helliwell, Richard Layard, and Jeffrey D. Sachs, "World Happiness Report 2018," *The World Happiness Report*, March 14, 2018, https://s3.amazonaws.com/happiness-report/2018/WHR_web.pdf

4 Callens, Marie-Sophie. *Integration policies and public opinion: In conflict or in harmony?* October 2015. https://mipex.eu/sites/default/files/downloads/files/mipexpublicopinioninconflictorinharmony.pdf

5 Marc Hooghe and Thomas de Vroome, "How Does the Majority Public React to Multiculturalist Policies? A Comparative Analysis of European Countries," *American Behavioral Scientist* 59, no. 6 (January 12, 2015): 747–68, https://doi.org/10.1177/0002764214566499; Elmar Schlueter, Anu Masso, and Eldad Davidov, "What Factors Explain Anti-Muslim Prejudice? An Assessment of the Effects of Muslim Population Size, Institutional Characteristics and Immigration-Related Media Claims," *Journal of Ethnic and Migration Studies* 46, no. 3 (February 22, 2019): 649–64, https://doi.org/10.1080/1369183x.2018.1550160; Anna Zimdars and Gindo Tampubolon, "Ethnic Diversity and European's Generalised Trust: How Inclusive Immigration Policy Can Aid a Positive Association," *Sociological Research Online* 17, no. 3 (August 2012): 1–11, https://doi.org/10.5153/sro.2643; Eva G. Green et al., "When Integration Policies Shape the Impact of Intergroup Contact on Threat Perceptions: A Multilevel Study across 20 European Countries," *Journal of Ethnic and Migration Studies* 46, no. 3 (February 22, 2019): 631–48, https://doi.org/10.1080/1369183x.2018.1550159.

6 Andreas Hadjar and Susanne Backes, "Migration Background and Subjective Well-Being a Multilevel Analysis Based on the European Social Survey," *Comparative Sociology* 12, no. 5 (2013): 645–76, https://doi.org/10.1163/15691330-12341279

7 Akira Igarashi, "Till Multiculturalism Do Us Part: Multicultural Policies and the National Identification of Immigrants in European Countries," *Social Science Research* 77 (January 2019): 88–100, https://doi.org/10.1016/j.ssresearch.2018.10.005; Sol Pía Juárez et al., "Effects of Non-Health-Targeted Policies on Migrant Health: A Systematic Review and Meta-Analysis," *The Lancet Global Health* 7, no. 4 (April 2019), https://doi.org/10.1016/s2214-109x(18)30560-6; Boris Heizmann and Petra Böhnke, "Immigrant Life Satisfaction in Europe: The Role of Social and Symbolic Boundaries," *Journal of Ethnic and Migration Studies* 45, no. 7 (February 15, 2018): 1027–50, https://doi.org/10.1080/1369183x.2018.1438252; Florian Justwan, "Disenfranchised Minorities: Trust, Definitions of Citizenship, and Noncitizen Voting Rights in Developed Democracies," *International Political Science Review* 36, no. 4 (April 15, 2014): 373–92, https://doi.org/10.1177/0192512113513200; 1. Saul Thorkelson, "Political (Dis)Engagement among the Immigrant Second Generation," Academia.edu, December 17, 2017, https://www.academia.edu/35451971/Political_Dis_engagement_among_the_Immigrant_Second_Generation

divergences in the literature, across the eight areas of integration covered by MIPEX. The greater number of studies and links were identified on access to nationality, political participation and, increasingly health, with fewer, more complex studies on anti-discrimination, education and labour market mobility and limited data available on permanent residence and family reunification.

ACCESS TO NATIONALITY

Naturalisation policies emerge as one of the strongest determining factors behind naturalisation rates for first generation immigrants. Nationality policies are one of the best studied areas of integration policy, with over 30 independent studies linking MIPEX with key integration outcomes. Immigrants' chances to naturalise as citizens are strongly influenced by the policies in place, especially on dual nationality, birthright citizenship and the legal and procedural requirements.[8] Inclusive policies can also boost some immigrants' acceptance, socio-economic status, political participation, sense of belonging and trust.[9]

POLITICAL PARTICIPATION

Political participation policies seem to have consistently positive effects on the levels of immigrants' participation in the public life of their destination country in terms of voting in elections and other forms of conventional and unconventional participation. The importance of integration policies for democracy is well-demonstrated by over 30 independent scientific studies that use MIPEX to compare these policies to key integration policies. Under inclusive policies, immigrants are more likely to participate by voting in elections, contributing to political groups and parties and joining protests, boycotts and unconventional actions.[10] Over time, immigrants develop similar levels of political engagement, trust and satisfaction as the general public.[11] And a strong dynamic emerges between these policies and public attitudes. Inclusive policies are associated with higher levels of public trust, lower feelings of economic threat and a greater sense of a common civic rather than ethnic identity.[12]

HEALTH

The major gaps within countries' policies have major and direct implications for immigrants' health. While more research is needed on the different targeted migrant health policies, the potential impacts of integration policies have been analysed by around a dozen MIPEX studies, including several reviewed in *The Lancet*, one of the world's most prestigious medical journals.[13] How governments treat immigrants strongly influences how well immigrants feel both in terms of their mental and physical health. Under inclusive integration policies, immigrants and non-immigrants end up with similar

8 Maarten Peter Vink, Tijana Prokic-Breuer, and Jaap Dronkers, "Immigrant Naturalization in the Context of Institutional Diversity: Policy Matters, but to Whom?," *International Migration* 51, no. 5 (June 12, 2013): 1–20, https://doi.org/10.1111/imig.12106; Jeremias Stadlmair, "Which Policies Matter? Explaining Naturalisation Rates Using Disaggregated Policy Data," *Österreichische Zeitschrift Für Politikwissenschaft* 46, no. 1 (March 31, 2017), https://doi.org/10.15203/ozp.1585.vol46iss1; Thomas Huddleston and Swantje Falcke, "Nationality Policies in the Books and in Practice: Comparing Immigrant Naturalisation across Europe," *International Migration* 58, no. 2 (October 14, 2019): 255–71, https://doi.org/10.1111/imig.12656.

9 Serdar Kaya, "Social Consequences of Securitizing Citizenship: Two-Tiered Citizenry and Anti-Immigrant Attitudes," *Canadian Ethnic Studies* 49, no. 3 (2017): 27–49, https://doi.org/10.1353/ces.2017.0020; Rezart Hoxhaj, Maarten Vink, and Tijana Prokic-Breuer. "Immigrant Naturalisation, Employment and Occupational Status in Western Europe." IDEAS Working Paper Series from RePEc, 2019; 1. Sophia Hunger, "No Naturalization, No Participation?," *Zeitschrift Für Vergleichende Politikwissenschaft* 12, no. 1 (December 18, 2017): 279–96, https://doi.org/10.1007/s12286-017-0373-6; Oriane Sarrasin, Eva G. Green, and Jasper Van Assche, "Consensual versus Heterogeneous Conceptions of Nationhood: The Role of Citizenship Regimes and Integration Policies across 21 European Countries," *Social Indicators Research* 148, no. 3 (November 8, 2019): 987–1004, https://doi.org/10.1007/s11205-019-02222-9; Zimdars.

10 Mariya Aleksynska, "Civic Participation of Immigrants in Europe: Assimilation, Origin, and Destination Country Effects," *European Journal of Political Economy* 27, no. 3 (September 2011): 566–85. https://doi.org/10.1016/j.ejpoleco.2010.12.004

11 Marc Helbling, Tim Reeskens, Cameron Stark, Dietlind Stolle, and Matthew Wright. "Enabling Immigrant Participation: Do Integration Regimes Make a Difference?" *In Just Ordinary Citizens?*, 130–146. University of Toronto Press, 2016. https://doi.org/10.3138/j.ctv1005br1.11; Rebecca Welge, "Union Citizenship asDemoi-Cratic Institution: Increasing the EU's Subjective Legitimacy through Supranational Citizenship?," *Journal of European Public Policy* 22, no. 1 (March 24, 2014): 56–74, https://doi.org/10.1080/13501763.2014.881300.

12 Zimdars, ;Marie-Sophie Callens and Bart Meuleman, "Do Integration Policies Relate to Economic and Cultural Threat Perceptions? A Comparative Study in Europe," *International Journal of Comparative Sociology* 58, no. 5 (August 29, 2016): 367–91, https://doi.org/10.1177/0020715216665437; Sarrasin.

13 Juárez, Sol Pía, Helena Honkaniemi, Andrea C Dunlavy, Robert W Aldridge, Mauricio L Barreto, Srinivasa Vittal Katikireddi, and Mikael Rostila. "Effects of Non-Health-Targeted Policies on Migrant Health: A Systematic Review and Meta-Analysis." *The Lancet Global Health* 7, no. 4 (April 2019). https://doi.org/10.1016/s2214-109x(18)30560-6

health outcomes in terms of their reported health, chronic illnesses, elderly diabetes and frailty and, even, mortality.[14] Under restrictive policies, immigrants are much more likely than non-immigrants to suffer from these poor health outcomes. For immigrants' health, a country's overall approach to integration seems more determinant than any specific area of integration policy.

ANTI-DISCRIMINATION

The slow expansion of anti-discrimination policies across most MIPEX countries appears to have a long-term impact on reshaping public attitudes, awareness, trust and reporting on discrimination. The links between anti-discrimination policies, discrimination and integration have been explored by over 30 independent scientific studies using MIPEX. While discrimination occurs in all societies, people in countries with strong anti-discrimination policies are more likely to know their rights and see discrimination as a problem.[15] Under strong policies, immigrants also tend to have greater trust in the police and legal system and a shared sense of trust in society and the country's democratic system.[16] Over time, people well-informed of their rights are more likely to report discrimination and less likely to identify as a discriminated minority.

LABOUR MARKET MOBILITY

Despite the limited and mixed results from the previously mentioned studies, a combination of various targeted policies may improve immigrants' investment in their skills, employment quality and long-term labour market mobility in the destination country. Labour market mobility policies also seem positively related to public perceptions of competition and economic threat. Whether immigrants or non-immigrants find a job depends mostly on their skills and the economic and social situation at the time. The emerging labour market mobility policies across MIPEX countries seem to respond to longer-term challenges. These policies can make the labour market fairer for working immigrants by helping them to secure the same types of stable quality jobs that non-immigrants enjoy. These findings on the links between labour market mobility policies and outcomes emerge from two dozen independent scientific studies using MIPEX. Labour market mobility policies can be effective to help working immigrant men and women to gain greater skills and education, careers and some forms of public acceptance. Under well-developed policies, immigrant men and women are more likely to improve their language and professional skills in the country and use them effectively to secure better jobs available on labour markets.[17] Labour market mobility policies also help shape public opinion.[18] Under inclusive policies, the public sees immigrants more as an economic opportunity than as a competition or threat.

EDUCATION

The specific role played by migrant education policies has been studied by relatively few international researchers. Around 20 independent scientific studies have tried to link MIPEX's education policies and outcomes. It seems that inclusive education and integration policies can facilitate

14 Elyas Bakhtiari, Sigrun Olafsdottir, and Jason Beckfield, "Institutions, Incorporation, and Inequality: The Case of Minority Health Inequalities in Europe," *Journal of Health and Social Behavior* 59, no. 2 (February 20, 2018): 248–67, https://doi.org/10.1177/0022146518759069; Margherita Giannoni, Luisa Franzini, and Giuliano Masiero, "Migrant Integration Policies and Health Inequalities in Europe," *BMC Public Health* 16, no. 1 (June 1, 2016), https://doi.org/10.1186/s12889-016-3095-9; 1. Matias Reus Pons, Hadewijch Vandenheede, and Helga de Valk, "Health Differences between Older Migrants and Non-Migrants in Europe: The Role of Integration Policies and Public Attitudes towards Migration and Migrants (2004–2013)," the University of Groningen research portal, November 25, 2015, https://research.rug.nl/en/publications/health-differences-between-older-migrants-and-non-migrants-in-eur; 1. G.J. Walkden et al., "Frailty in Older-Age European Migrants: Cross-Sectional and Longitudinal Analyses of the Survey of Health, Aging and Retirement in Europe (Share)," *Social Science & Medicine* 213 (September 2018): 1–11. https://doi.org/10.1016/j.socscimed.2018.07.033; Juárez

15 Conrad Ziller, "Societal Implications of Antidiscrimination Policy in Europe," *Research & Politics* 1, no. 3 (November 1, 2014): 2053168014559537, https://doi.org/10.1177/2053168014559537, p. 7.

16 Antje Röder and Peter Mühlau, "What Determines the Trust of Immigrants in Criminal Justice Institutions in Europe?," *European Journal of Criminology* 9, no. 4 (July 2012): 383; Conrad Ziller, "Equal Treatment Regulations and Ethnic Minority Social Trust," *European Sociological Review* 33, no. 4 (July 26, 2017): 572; Conrad Ziller and Marc Helbling, "Antidiscrimination Laws, Policy Knowledge and Political Support," *British Journal of Political Science* 49, no. 3 (2019): 1030.

17 Mariya Aleksynska and Ahmed Tritah, "Occupation-Education Mismatch of Immigrant Workers in Europe: Context and Policies," *Centre d'Etudes Prospectives et d'Informations Internationales*, no. 2011–16 (July 2011): 18; Martin Guzi, Martin Kahanec, and Lucia Mýtna Kureková. "How Immigration Grease Is Affected by Economic, Institutional and Policy Contexts: Evidence from EU Labor Markets" IZA DP No. 9108 (June 2015): 7.

18 Callens, Marie-Sophie, and Bart Meuleman. "Do Integration Policies Relate to Economic and Cultural Threat Perceptions? A Comparative Study in Europe." *International Journal of Comparative Sociology* 58, no. 5 (August 29, 2016): 367–91. https://doi.org/10.1177/0020715216665437.

a stronger sense of belonging and more equitable academic progress for youth of various ethnic backgrounds. Well-developed targeted policies not only help academically for specific vulnerable groups on different education tracks, but lead to higher education from one generation to the next.[19] These policies have various positive academic effects on the children in need who are eligible to benefit. But also targeted policies help out socially, for all students, with or without immigrant backgrounds, to feel safe and at home at school. Under more developed policies, immigrant pupils develop a similar sense of pride, safety and belonging at school as their non-immigrant peers.[20]

FAMILY REUNIFICATION

The many regular changes to countries' family reunification policies can matter a lot to the well-being of the limited number of families who have been separated by international borders. Yet the impact of these policies has been studied by a few international researchers in around 20 independent scientific studies linking MIPEX to these families' integration outcomes. Family reunification policies may be important to secure the family life, settlement and well-being of separated families. Under inclusive policies, immigrant families are more likely to reunite, settle down in the country, find jobs and a better place to live and age with dignity.[21]

PERMANENT RESIDENCE

Permanent residence policies may influence immigrants' settlement and mobility decisions as well as their security of residence and employment. The importance of permanent residence has been considered by a few researchers in around 20 independent scientific studies linking MIPEX to integration outcomes, but much more research is required. Permanent residence policies seem to matter most over the long-term for immigrants to put down roots in their new country and secure more stable employment. Restrictive policies on permanent residence can trap immigrants in precarious jobs and legal statuses, while inclusive policies increase immigrants' likelihood to stay long-term, settle down and secure better jobs.

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19 Seung-Hwan Ham, Hyojune Song, and Kyung-Eun Yang, "Towards a Balanced Multiculturalism? Immigrant Integration Policies and Immigrant Children's Educational Performance," *Social Policy & Administration* 54, no. 5 (January 17, 2020): 635; Elyakim Kislev, "The Effect of Education Policies on Higher-Education Attainment of Immigrants in Western Europe: A Cross-Classified Multilevel Analysis," *Journal of European Social Policy* 26, no. 2 (April 27, 2016): 195.

20 Soobin Choi and Yun-Kyung Cha, "Integration Policy in Education and Immigrant Students' Patriotic Pride in Host Countries: A Cross-National Analysis of 24 European Countries," *International Journal of Inclusive Education* 25, no. 7 (February 11, 2019): 822; Gert-Jan M. Veerman, "The Relationship between Ethnic Diversity and Classroom Disruption in the Context of Migration Policies," *Educational Studies* 41, no. 1–2 (September 11, 2014): 219; Ham, p. 48.

21 Migali Silvia and Fabrizio Natale. "The determinants of migration to the EU: evidence from residence permits data." EUR 28685 (2017), p. 18.; Martin Guzi, Martin Kahanec, and Lucia Mýtna Kureková. "How Immigration Grease Is Affected by Economic, Institutional and Policy Contexts: Evidence from EU Labor Markets" *IZA DP* No. 9108 (June 2015).

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WHAT DOES INTEGRATION EVEN MEAN IN MULTICULTURAL CANADA?

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This paper examines evolving frameworks for immigrant integration, emphasizing the Canadian context. Traditional models like spatial and segmented assimilation theories, which view integration as adopting mainstream characteristics, are increasingly inadequate in super-diverse societies. The study highlights Crul's Integration into Diversity (ID) theory, which suggests integration as acceptance within multiple "mainstreams" with varied attitudes toward diversity. Using Canadian data and insights from the Becoming a Minority (BaM) project, it identifies nine identity positions reflecting integration levels and tolerance. Incorporating such models into Canadian frameworks like the Canadian Index for Measuring Integration and Inclusion (CIMI) could better capture the complexities of integration in multicultural settings, offering new strategies to foster social cohesion.

BACKGROUND

Approximately forty years ago, Doug Massey and proponents of the 'spatial assimilation theory' argued that segregated minority groups segregated into specific neighbourhoods could gain tangible benefits-such as improved health, education, employment opportunities, reduced crime rates, and enhanced social prestige - by integrating into the residential "mainstream".[1,2] Massey et al. termed this process "spatial assimilation," describing it as a model of status attainment that connects the spatial and social positions of minority group members.[3]

When applied to immigrants, Massey's work – rooted in the ecological tradition of the Chicago School, which he continued – suggests that new immigrants often initially concentrate into reception areas or "ethnic enclaves," as a survival strategy. Reasons for clustering may include external factors, such as discrimination or limited employment opportunities or internal characteristics, such as a shared

1 Massey, Douglas S., and Nancy A. Denton. 1985. "Spatial Assimilation as a Socioeconomic Outcome." *American Sociological Review* 50, no. 1: 94–106.

2 Massey, Douglas S., and Brendan P. Mullan. 1984. "Processes of Hispanic and Black Spatial Assimilation." *American Journal of Sociology* 89: 836–74.

3 Massey, Douglas S., and Nancy A. Denton. 1985. "Spatial Assimilation as a Socioeconomic Outcome." *American Sociological Review* 50, no. 1: 94–106.

language, kinship ties, common financial constraints, or the need to pool resources. Regardless of these reasons, ethnic concentration is viewed as temporary phase. As an immigrant family's socioeconomic status improves and barring other structural impediments, the family should eventually move to a less segregated neighbourhood and integrate into the residential mainstream. At this point, the newcomers are considered assimilated – or, as we would say today, integrated-and largely indistinguishable from the general population.

In this way, Massey's work was, and has been, incredibly influential for understanding how immigrants cluster and disperse in their communities. Although his research focused on the United States, scholars around the world – including those in Canada[4,5] – used his framework to understand the immigrant experience. One could argue that few theories of integration have had a greater impact.

Like many theories, spatial assimilation sought to impose order on a seemingly random process. Throughout much of the 1900s, hundreds of thousands of immigrants entered North America each year. Spatial assimilation theory provided researchers with a framework to understand and predict the mobility paths of these newcomers. However, this frameword did not apply neatly to all groups. For example, Dutch immigrants often opted for the Canadian countryside over urban areas, limiting their exposure to neighbourhoods where assimilation might typically occur. Despite these exceptions, spatial assimilation theory remained a dominant model for understanding integration for decades.

In many Canadian cities, particularly Toronto, unifying theories like spatial assimilation have lost their relevance. Maintaining this idea of Toronto as our baseline, consider the following[6]:

- Only 49.3% of residents in the Toronto Census Metropolitan Area were born in Canada.
- Roughly 4% of the CMA's population consists of non-permanent residents; in the City of Toronto, it is 5.3%.
- No single group represents more than 15% of the entire CMA population. The largest groups are from Chine (10.4%) and India (13.8%).

While Toronto is leading the pack in terms of diversity in Canada, the rest of the country is not far behind. By 2041, Statistics Canada predicts that half of the country's population will be immigrants and their Canadian-born children, with two in five people identifying as non-white and one in four born in Asia or Africa.[7] Although most of this diversity will continue to be concentrated in urban centres, change is also afoot in rural Canada. Programs such as the Atlantic Immigrant Program and the Rural, Northern, and Remote Immigration Pilot Program are expected to accelerate these demographic shifts across Canada.

INTEGRATION AND DIVERSITY

Canada has long had an uneasy relationship with terms like assimilation and integration. The idea of individuals changing who they are to fit into a new society has always been anathema to the country's policy of multiculturalism. Yet, prior to Canada's rise to a state of "superdiversity", the process of integration appeared more prevalent. Try to find, for example, a "Little Italy" or a "Little Portugal" where the majority – or even a sizeable minority c of residents still hail from those countries. Even in the City of Kitchener (formerly New Berlin), less than one percent of the population was born in Germany. What this suggests is that, in Canada, and perhaps in most immigrant-receiving countries, the concepts of 'integration' and 'assimilation' are becoming outdated, both as predictors of a process and reflections of present realities.

Like the reality it seeks to describe and explain, academic research has also been moving away from the notion of integration as a process through which individuals meld into the mainstream, with some even calling the theories of assimilation and integration "dead".[8] In the remainder of this article, I will describe some of the new(ish) theories around immigrant incorporation, followed by some closing thoughts on what might come next.

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4 Fong, Eric, and Rima Wilkes. 1999. "The Spatial Assimilation Model Reexamined: An Assessment by Canadian Data." *International Migration Review* 33, no. 3: 594–620.

5 Myles, John, and Feng Hou. 2004. "Changing Colours: Neighbourhood Attainment and Residential Segregation Among Toronto's Visible Minorities." *Canadian Journal of Sociology* 29, no. 1.

6 Government of Canada, Statistics Canada. 2023. "Profile Table, Census Profile, 2021 Census of Population Toronto, City (C) [Census Subdivision], Ontario;Toronto [Census Metropolitan Area], Ontario." November 15, 2023. www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=toronto&DGUIDlist=2021A00053520005,2021S0503535&GENDERlist=1&STATISTIClist=1&HEADERlist=0

7 Government of Canada, Statistics Canada. 2022. "The Daily – Canada in 2041: A Larger, More Diverse Population With Greater Differences Between Regions." September 8, 2022. www150.statcan.gc.ca/n1/daily-quotidien/220908/dq220908a-eng.htm

8 Greenman, Emily, and Yu Xie. 2008. "Is Assimilation Theory Dead? The Effect of Assimilation on Adolescent Well-Being." *Social Science Research* 37, no. 1: 109–37.

NEW ASSIMILATION THEORY

Once it became obvious that people were no longer 'disappearing' into the mainstream, new theories were required. To this end, post-spatial assimilation research largely went in two distinct directions. The first was segmented assimilation theory, developed by Alejandro Portes and colleagues. Unlike standard assimilation theory, which assumes a single path into a unified mainstream, segmented assimilation posits that there may be multiple mainstreams, each with distinct social, economic, and cultural features, and that individuals might get pushed into different ones based on a variety of factors. Perhaps the best example of this provided by Portes was the experience of black immigrants in the United States.[9,10] Rather than entering white majority society, Black immigrants often find themselves pushed into the African American underclass, experiencing many of the same disadvantages as native-born African Americans. This bifurcation occurred for no reason other than the skin immigrants' skin colour, which plays a significant role in determining their social and economic outcomes.

As effective as segmented assimilation theory is in explaining certain types of this disadvantage (particularly in the United States), it did little to explain groups that appeared to not only voluntarily cluster, but also fare well in the process. More recent, though still somewhat dated, research a 'new assimilation' perspective[11] suggests that many, but not all, immigrants want to blend in as quickly as possible.[12,13] Regarding residential clustering, for example, some immigrant groups maintain their enclaves for far longer than what spatial assimilation theory would predict, even though they ostensibly have the resources to leave. Some groups may, in fact, be choosing to go against spatial assimilation and forming more durable "ethnic communities" with same-group members by staking a claim in their enclaves with the purchase of a home.[14]

These communities often choose to remain active within their ethnic economies, particularly in instances "where their group is well-resourced. This may be giving rise to a positive and growing "enclave effect" on various measures of success, including homeownership,[15] and participation in the labour market,[16] signaling that, for certain groups, residential and economic clustering may actually enhance rather than inhibit integration outcomes.

INTEGRATION INTO DIVERSITY

Although there is evidence to support both segmented and new assimilation theories, it is also becoming increasingly evident that researchers must account for the demographic realities in immigrant-receiving countries such as Canada. As mainstream populations continue to shrink in proportion to the whole, it becomes increasingly difficult to pinpoint where exactly the process of integration might occur. Richard Alba[17] recommends expanding the mainstream to include more groups. While this is obviously an important step, it maintains an underlying assumption of the existence of a core population group. What happens then when a city increasingly does not have a clear majority group?

To address this, Crul[18] recommends that we move beyond thinking about integration as a minority group merging into a majority population. His Integration into Diversity theory (ID) argues that the notion of a mainstream is becoming less useful, and that we should replace it with a population marked by diversity. Crul offers a practical matrix to describe the ultimate outcome of integrated individuals (Figure 1).

Drawing on results from the Becoming a Minority project (BaM), which collected data from Amsterdam, Antwerp, Hamburg, Malmö, Rotterdam, and Vienna, the matrix above describes nine identity positions, with each position focused on identifying different attitudes towards integration. The

9 Portes, Alejandro, and Rubén G. Rumbaut. 2001. Legacies: The Story of the Immigrant Second Generation. Los Angeles: University of California Press.

10 Portes, Alejandro, and Min Zhou. 1993. "The New Second Generation: Segmented Assimilation and Its Variants." *Annals* 530: 74–96.

11 Crul, Maurice. 2024. "Integration into Diversity: Renewing – Once Again – Assimilation Theory." *Journal of Ethnic and Migration Studies* 50, no. 1: 257–71. https://doi.org/10.1080/1369183X.2023.2258688

12 Alba, Richard D., and Victor Nee. Remaking the American Mainstream. Cambridge, MA: Harvard University Press, 2003.

13 Logan, John R., Richard D. Alba, and Wenquan Zhang. 2002. "Immigrant Enclaves and Ethnic Communities in New York and Los Angeles." *American Sociological Review* 67, no. 2: 299–322.

14 Alba, Richard D., and Victor Nee. Remaking the American Mainstream. Cambridge, MA: Harvard University Press, 2003.

15 Borjas, George. 2002. "Homeownership in the Immigrant Population." *Journal of Urban Economics* 52, no. 3: 448–76.

16 Tu, Jiong. 2010. "The Effect of Enclave Residence on the Labour Force Activities of Immigrants in Canada." IZA Discussion Papers 4744, Institute of Labor Economics (IZA).

17 Alba, Richard. The Great Demographic Illusion: Majority, Minority, and the Expanding American Mainstream. Princeton University Press, 2020.

18 Crul, Maurice. 2024. "Integration into Diversity: Renewing – Once Again – Assimilation Theory." *Journal of Ethnic and Migration Studies* 50, no. 1: 257–71. https://doi.org/10.1080/1369183X.2023.2258688

FIGURE 1.

	Migration-related diversity is threatening	Neutral	Migration-related diversity is enriching
At least half of my friends or acquaintances have a migration background	ID position 1	ID position 2	ID position 3
Some of my friends or acquaintances have a migration background	ID position 4	ID position 5	ID position 6
None of my friends or acquaintances have a migration background	ID position 7	ID position 8	ID position 9

Sources: BaM survey

most integrated individuals will hold ID position 3, characterized by diverse social networks and a belief in the enriching effects of migration-related diversity. At the opposite end is ID position 7, where individuals feel threatened by migration, favouring instead a homogenous social circle.

The strength of this approach lies in its disregard for personal characteristics such as skin colour or first language. For this theory, these factors do not really matter because there is no expectation of comparing individual characteristics with that of a mainstream population; neither the characteristics of the community or the person matter. Instead, what matters are individual actions and attitudes toward diversity. The more open and tolerant a person is, the more integrated they are considered to be.

This approach is still relatively new and does not yet fully explain which identity position a person will take. It is only beginning to be used to predict characteristics like feelings of belonging and perceptions of neighbourhood security. Crul[19] is clear in that he does not want ID to replace new or segmented assimilation theory as an explanation of the integration process (he instead refers to it as an update), but it does shift the focus away from melding into a mainstream. By suggesting nine subgroups, ID allows for multiple "mainstreams" with varied attitudes toward integration.

CONCLUSION

Nonetheless, as Crul[20] notes, the true value of any theoretical framework is best assessed empirically. Existing Canadian data can be used to identify a respondent's *Identity Position*. For example, the Social Identity wave of the General Social Survey asks individuals how many of their friends are from the same ethnic group. While it does not inquire about attitudes toward diversity, this is something that could – and should – be added, especially as public sentiment toward immigration appears to be shifting.

The Association for Canadian Studies has worked for years on the Canadian Index for Measuring Integration and Inclusion (CIMI). Exploring the potential to integrate CIMI with Crul's Integration into Diversity (ID) framework could enrich both approaches.

19 Ibid.

20 Ibid.

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CIMII CONTROLS AND FILTERS: WHY THEY MATTER

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The Canadian Index for Measuring Integration and Inclusion (CIMII) offers an innovative, data-driven approach to evaluating immigrant outcomes across four dimensions: economic, social, civic, and health. By employing 22 indicators and advanced statistical modeling, CIMII enables precise comparisons between immigrants and non-immigrants while accounting for key sociodemographic variables such as age, language, education, income and mobility status. This article highlights the importance of control variables and adjusted data in isolating the true impact of immigration status on outcomes, demonstrating the limitations of unadjusted data in accurately reflecting gaps. The CIMII's capacity for temporal, geographic, and customizable analysis enhances its utility as a tool for policymakers and stakeholders seeking to foster inclusion and equity. The inclusion of sex and gender-based analysis plus (SGBA+) further ensures the framework addresses the intersectional needs of diverse immigrant groups, contributing to a nuanced understanding of integration and inclusion in Canada.

BACKGROUND

While there are several indices related to newcomer integration into the Canadian labour market and society, few go beyond using descriptive statistics to demonstrate social or economic gaps between immigrants and non-immigrants. Other indices focus on the "welcome-ability" of receiving communities (Ravanera et al. 2013) or on national policies related to multiculturalism (Multiculturalism Policy Index 2024) or integration (Solano et al. 2020). New American Economy's Cities Index examines the landscape of local policy toward immigrants as well as immigrants' economic, social, and political outcomes. The OECD's How's Life? Index allows users to compare well-being across countries in the areas of material living conditions and quality of life.

While these measures of newcomer integration and welcoming communities are useful and informative tools, they have limited scope and tend to be period-specific. In other words, they rarely go beyond a national or provincial scope and are typically cross-sectional studies of immigrant integration for a specific year or time period. They also tend to focus solely on *integration* and not *inclusion*, which is defined here as a process whereby all members of society have equitable access to opportunities and resources necessary to participate fully in economic, social and political aspects of life. Inclusion

also embraces diverse cultural expressions and practices while reducing barriers to healthcare access and vital settlement services. Inclusion, from a methodological standpoint, assesses immigrant outcomes using a sex and gender-based analysis plus (SGBA+) to unveil gaps in outcomes for specific groups of migrants across a variety of identity markers (e.g., gender, age, ethnicity, immigration categories, etc.).

The Canadian Index for Measuring Integration and Inclusion (CIMII) fills in many of these observed "gaps" by providing a comprehensive measure of 22 indicators for immigrants relative to the Canadian-born population (and for recent and established immigrants) across four key dimensions: economic, social, civic and democratic participation and health. All of these measures are obtained through Statistics Canada datasets to include the Census of the population, the General Social Survey and the Canadian Community Health Survey. The CIMII tool is unique in that it allows users to compare integration outcomes across time (from 1991 to 2021 and beyond) in 35 census metropolitan areas and 10 provinces.[1] Users are also able to adjust the weight of each CIMII dimension according to their own needs and priorities. Moreover, the CIMII uses advanced statistical modeling (e.g., multiple and logistic regression) to assess outcomes for immigrants and non-immigrants while controlling for a number of socio-demographic controls (see Table 1 for a full list of controls across dimensions; see also "unadjusted" vs "adjusted" discussion below).

CIMII CONTROLS[2]

CIMII control variables include relevant socio-demographics such as the respondent's sex, age, knowledge of official languages, visible minority status, education level, occupation, income and mobility status. Other dimension-specific thematic controls were incorporated into the models as needed. The consistent use of these controls across all CIMI models ensures an "apples to apples" comparison of immigrant and non-immigrant outcomes across time for Canadian geographies. Table 1 summarizes all control variables used for each dimension of integration. These control measures were selected using conceptual and methodological considerations and guided by the recommendations of an Expert Advisory Committee.

Control Variable, defined. A control variable in regression analysis is a variable that is not of primary interest but is included in the analysis to account for potential confounding effects. These variables are used to isolate the relationship between the independent variables (e.g., immigrant status and geography) and the dependent variable (e.g., wages) by holding constant other factors that could influence the outcome. Control variables are also called "covariates" because they "covary" with the independent and dependent variables and therefore may confound the analysis (Newton & Rudestam, 2013). By controlling for these variables, researchers can more accurately estimate the true effect of the independent variable(s) on the dependent variable, reducing bias and enhancing the validity of the results.

ADJUSTED VS. UNADJUSTED DATA

Using an adjusted or controlled approach in lieu of an unadjusted or descriptive approach to the analysis of immigrant outcomes allows us to make stronger inferences about the observed gaps between immigrant and non-immigrants across the CIMII's 22 indicators.

- Unadjusted or descriptive data looks at the relationship between two variables – an independent variable or predictor (e.g., immigrant status) and a dependent variable or outcome (e.g., wages). Unadjusted data can answer the question: What is the raw difference or 'gap' in wages between immigrants and non-immigrants? Descriptive data does not control for pre-existing differences between immigrants and non-immigrants such as their age, gender, ethnicity or education levels. It simply measures the raw difference (in wages) between immigrants and the Canadian-born.

- Adjusted or controlled data, on the other hand, looks at the relationship between two variables while taking into consideration some third variable (or set of variables, i.e., the CIMII controls) that influence both the independent AND the dependent variable. For example, adjusted data can answer the question: What is the difference or 'gap' in wages between immigrants and non-immigrants, after controlling for their level of education?

Figure 1 demonstrates the difference between using adjusted and unadjusted data for wages (refers to gross wages and salaries before deductions for such items as income taxes, pension plan contributions and employment insurance premiums during the reference period).

1 In the near future, the CIMII will cover the Territories and three major cities in Canada's North: Yellowknife, Whitehorse and Iqaluit. The tool will also assess economic outcomes at a sub-CMA level for the first time in Canada's largest metropolitan areas: Montreal, Toronto, Ottawa, Winnipeg, Calgary, Edmonton, Vancouver.

2 For more details on the CIMI controls, please refer to the Codebook on the Resources page of the CIMII website. www.integrationindex.ca/resources-initiatives

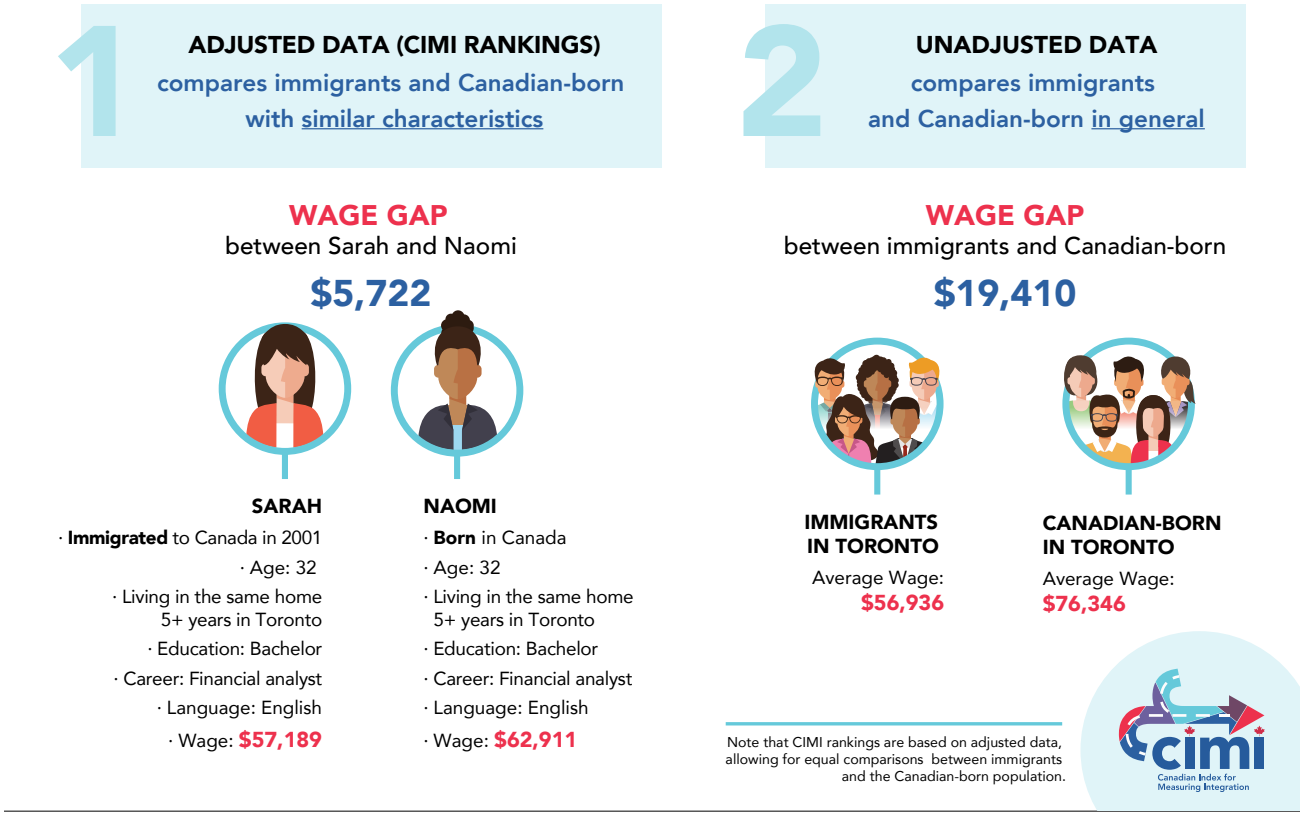
TABLE 1. SUMMARY OF CONTROL VARIABLES EMPLOYED ACROSS CIMII DIMENSIONS.

Control Variable	Definition	Economic	Social	Civic	Health
Sex	Refers to whether the person is male or female.	✓	✓	✓	✓
Age	Refers to the age (in years) at last birthday before the reference date.	✓	✓	✓	✓
Visible Minority Status	Includes persons, other than Indigenous peoples, who are non-Caucasian in race or non-white in colour.	✓	✓	✓	✓
Knowledge of Official Languages	Refers to the ability to conduct a conversation in English only, in French only, in both English and French, or in neither English nor French.	✓			✓
Mother Tongue	Refers to the first language learned at home in childhood and still understood by the person		✓	✓	
Education	Information indicating the person's most advanced certificate, diploma or degree.	✓	✓	✓	✓
Occupation	Refers to the kind of work performed by employed persons based on the National Occupational Classification System.	✓	✓	✓	✓
Income	Total personal income from all sources in the past 12 months, before taxes and deductions.		✓	✓	✓
FT Employment status	Refers to the percentage of individuals who are working full-time.	✓	✓	✓	✓
Mobility status (5-year)	Refers to the person's usual province or city of residence five years prior to the reference day.				✓
Self-perceived Physical Health	Refers to the percentage of people who reported that their (physical) health is very good or excellent.				✓

CONCLUSION

The Canadian Index for Measuring Integration and Inclusion (CIMII) represents a significant advancement in the evaluation of immigrant outcomes in Canada. By utilizing a comprehensive set of 22 indicators across economic, social, civic and democratic participation, and health dimensions, CIMII provides a nuanced and dynamic view of integration and inclusion. The tool's ability to offer both adjusted and unadjusted data enhances its analytical power, allowing for more accurate comparisons between immigrants and the Canadian-born population by accounting for various socio-demographic factors. The inclusion of a sex and gender-based analysis plus (SGBA+) ensures that the specific needs and challenges of different groups of migrants are acknowledged and addressed. Furthermore, CIMII's adaptability in weighting dimensions according to user priorities and its extensive temporal and geographic scope make it an invaluable resource for policymakers, researchers, and community stakeholders dedicated to fostering a more inclusive and equitable society.

FIGURE 1. ADJUSTED (CONTROLLED) VS. UNADJUSTED (DESCRIPTIVE) DATA.



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HOW IMPORTANT IS SOCIAL INCLUSION FOR CIVIC ENGAGEMENT?

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This study examines the impact of social inclusion on voting behavior among Canadian immigrants, using General Social Survey (GSS) data and logistic regression models. Results show that immigrants vote less frequently than Canadian-born citizens, even when accounting for demographic, social, and civic factors. Key predictors of higher voting rates include age, organizational membership, religious affiliation, and trust in others. Findings highlight the need to strengthen social networks and community engagement to boost civic participation and inclusion for immigrants in Canada.

INTRODUCTION

Immigrant integration hinges on newcomers actively engaging with their host. This involvement includes expressing opinions, understanding societal dynamics, and participating in decisions that shape the future of their new nation.[1] Identifying and understanding specific social behaviour indicators and outcomes is for defining immigrant integration through the lens of civic engagement.

Integration is a dynamic, interactive process often viewed as a "two-way street" between immigrants and non-immigrants.

1 Organization for Economic Cooperation and Development (OECD) and European Union. Settling in 2018: Indicators of Immigrant Integration, Chapter 5. Immigrant Civic Engagement and Social Integration. 2018. www.oecd-ilibrary.org/docserver/9789264307216-9-en.pdf?expires=1718464078&id=id&accname=guest&checksum=0590480BD378F74B2D0CFE7C0FC2A515

Achieving successful integration requires that there be relative parity between immigrants and non-immigrants in several key areas. The Canadian Index for Measuring Integration (CIMI)[2] is a comprehensive evaluation tool focusing on four dimensions: Economic, Social, Civic & Democratic Participation, and Health. By accounting for sociodemographic differences, the CIMI ensures fair comparisons between immigrants and Canadian-born individuals across geographies and over time.

Recently, discussions around immigrant integration emphasize the importance of "inclusion." Social inclusion spans multiple dimensions, enabling groups and individuals to fully participate in economic, social, cultural, and political systems.[3,4] The CIMI defines inclusion as equal access to opportunities and resources necessary for full participation in all aspects of life. In our study, we explore voting in elections as an indicator of citizens' access to political systems and their exercise of civic rights. We also explore how indicators related to social inclusivity, such as having a network of close friends and relatives, participating in groups and organizations, etc., affect these outcomes.

BACKGROUND

An analysis of historical voting trends in Canadian federal elections shows that that naturalized citizens (immigrants) generally have lower turnout rates compared to citizens by birth.[5] New Canadians defined as recent immigrants who arrived within the past decade, differ from established immigrants who have lived in Canada for over 10 years. In the last three federal elections (2011, 2015 and 2019), established immigrants had a similar voter turnout rate to Canadian born citizens. However, voting trends among recent immigrants has been relatively low – almost 15% lower than both established immigrants and citizens by birth. Notably, voter turnout among recent immigrants has gradually increased over the past two election cycles in 2015 and 2019 (Figure 1).[6]

Compared to other indicators of immigrant integration, the increase in voter turnout among immigrants is notably slower. For instance, within less than a decade of arriving in Canada, immigrants' sense of belonging,[7] interpersonal trust,[8] and attachment to the Canadian political community[9] reach levels similar to those of native-born citizens. Additionally, Canadian immigrants adopt citizenship at a high rate – the 2021 Canadian census reports that 58% acquire citizenship within 6–10 years, and 79% become naturalized citizens within 10–15 years.[10]

Several factors influence citizens' active participation in the electoral process. Evidence from various countries suggests that the longer immigrants reside in their settlement country, the more likely they are to vote.[11,12,13] However, White[14] also argues that the timing of immigrants' arrival, rather than their length of residence, is a critical determinant of their electoral

2 Metropolis Institute. Canadian Index for Measuring Integration (CIMI). www.integrationindex.ca

3 Morgan, C., Burns, T., Fitzpatrick, R., Pinfold, V., and Priebe, S. "Social Exclusion and Mental Health: Conceptual and Methodological Review." *The British Journal of Psychiatry* 191, no. 6 (2007): 477–83.

4 Mamatis, D., Sanford, S., Ansara, D., and Roche, B. Promoting Health and Wellbeing through Social Inclusion in Toronto. Toronto: Toronto Public Health & Wellesley Institute, 2019.

5 Elections Canada. First-Time Electors – New Canadians. www.elections.ca/content.aspx?section=res&dir=rec/part/eth&document=index&lang=e

6 Statistics Canada. The Daily: Labour Force Survey: Voter Turnout Rates by Age Group, Province and Immigrant Status, 2011, 2015, and 2019 Federal Elections. 2022.

7 Reitz, J., and Banerjee, R. "Racial Inequality, Social Cohesion and Policy Issues." In Belonging, Diversity, Recognition and Shared Citizenship in Canada, edited by K. Banting, T. Courchene, and L. Seidle, 489–546. Montreal, QC: Institute for Research on Public Policy, 2007.

8 Bilodeau, A., and White, S. "Trust Among Recent Immigrants in Canada: Levels, Roots and Implications for Immigrant Integration." *Journal of Ethnic and Migration Studies* 42, no. 8 (2016): 1317–33

9 White, S., Bilodeau, A., and Nevitte, N. "Earning Their Support: Feelings Towards Canada Among Recent Immigrants." *Ethnic and Racial Studies* 38, no. 2 (2015): 292–308.

10 Statistics Canada. Census in Brief: A Portrait of Citizenship in Canada from the 2021 Census. www12.statcan.gc.ca/census-recensement/2021/as-sa/98-200-x/2021008/98-200-x2021008-eng.pdf, 2022.

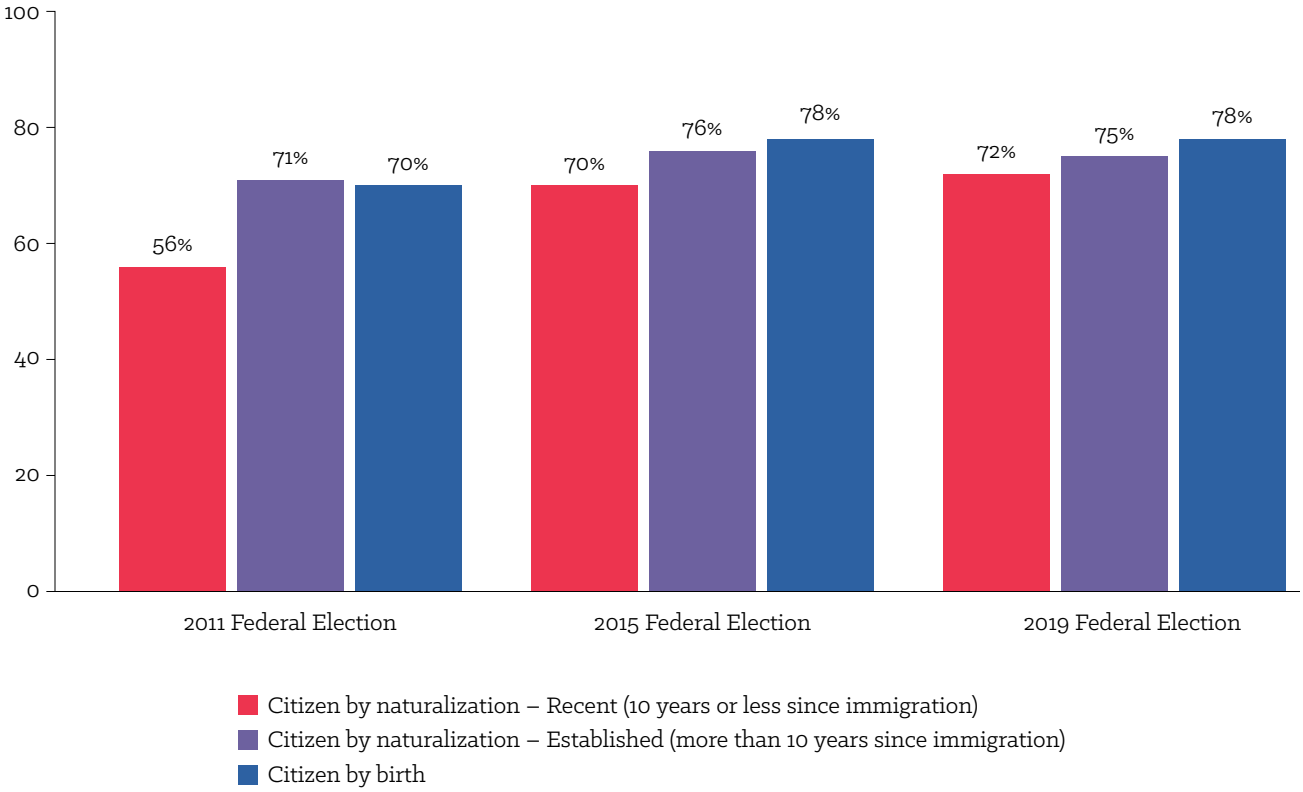
11 Bass, L. E., and Casper, L. M. "Impacting the Political Landscape: Who Registers and Votes Among Naturalized Americans?" *Political Behavior* 23, no. 2 (2001): 103–30.

12 Bevelander, P. "Voting Participation of Immigrants in Sweden—A Cohort Analysis of the 2002, 2006 and 2010 Elections." *Journal of International Migration and Integration* 16 (2015): 61–80.

13 White, S., Nevitte, N., Blais, A., Gidengil, E., and Fournier, P. "The Political Resocialization of Immigrants: Resistance or Lifelong Learning?" *Political Research Quarterly* 61, no. 2 (2008): 268–81.

14 White, S. E. "Immigrant Voter Turnout and Time: Does Period of Arrival Matter More Than Length of Stay?" *International Migration* 61 (2023): 118–32. https://doi.org/10.1111/imig.13150

FIGURE 1. VOTER TURNOUT RATES BY IMMIGRANT STATUS (FEDERAL ELECTIONS).



participation in Canada. Regardless, both immigrants and non-immigrants exhibit differences in voter turnout based on demographics, sociocultural factors, and political characteristics. Voting is a social act influenced by our interactions with others, especially within our immediate social network (friends and family). Political interest and knowledge play essential roles in civic participation and can be nurtured by social surroundings from early life to adulthood.[15]

METHODOLOGY

This study examines the impact of social inclusion on civic engagement, using several indicators that are included in the CIMI. Key indicators include the size and depth of an individual's social network, their involvement in community (through group memberships, volunteering), and experiences of discrimination., These elements of social inclusion, this study will examine two principal research questions:

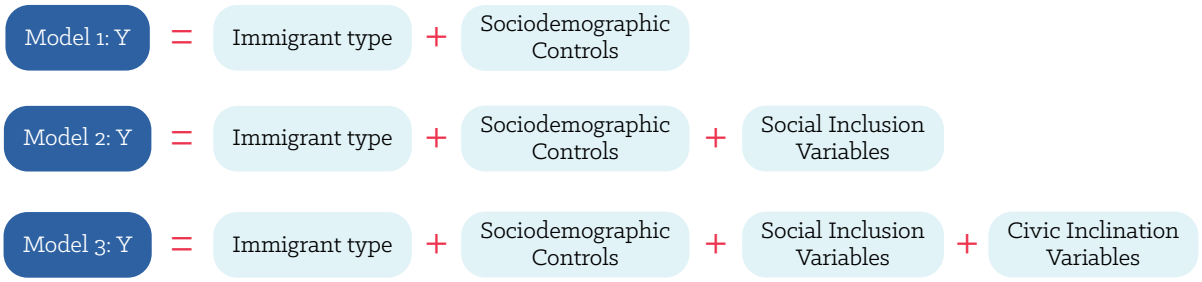
- Does social inclusion affect civic engagement and participation of citizens?
- How does civic engagement differ between Canadian born and naturalized or immigrant citizens, especially when social inclusion factors are considered?

To address these questions, we utilize data from the General Social Survey (GSS) a periodic, cross-sectional survey by Statistics Canada with each cycle covering a specific topic in-depth. The latest GSS Social Identity (cycle 35) in 2020 provides an overall picture of Canadians' identification, attachment, sense of belonging and pride in their social and cultural environment. Two of the key components included in the survey were social networks and civic participation and engagement, allowing us to examine several relevant indicators in our modelling study.

We used binary logistic regression models to predict the binary outcome (yes or no) of 'Voted in the last federal election' (Y). The first model (as shown in Figure 2) looked at immigrant type (established and recent immigrants) with Canadian-born citizens as the reference category and socio-demographic variables (gender, age groups, visible minority status, income and education levels) used as controls.

15 Duguay, P., and Harell, A. The Social and Civic Sources of Voting and Participation, Elections Canada Report. Presented at "Youth Political Participation: On the Diverse Roads to Democracy", June 16–17, 2016, Montreal, QC.

FIGURE 2. REGRESSION MODELS USED TO PREDICT THE OUTCOME OF VOTING IN FEDERAL ELECTION.



In the second model, we introduced the following indicators of social inclusivity as predictor variables to those from Model 1:

- Number of close friends
- Number of close relatives
- Membership in a group or organization
- Experienced discrimination in the past 5 years*
- Volunteered in the past 12 months
- Level of trust in people*
- Religious affiliation

**Note: Variables were derived from individual indicators. Detailed description is provided in the appendix.*

Finally, in the third model, we added another set of controls under the category 'Civic inclination' which included variables such as confidence in institutions, interest in politics and political activity.

RESULTS AND DISCUSSION

In the GSS 2020 sample, the voter turnout rate in the last federal election (2019) among Canadian born, established immigrants and recent immigrants was 86.4%, 80.6% and 68.5%, respectively. These estimates are slightly different from those reported in the Labour Force Survey,[16] which is a common occurrence given that the survey sample and frequency of the two surveys vary. Table 1 shows the model effects of immigrant status and type, socio-demographic controls, social inclusivity variables, and political inclination factors as 'odds ratio' – values greater than 1 denote positive probability of the outcome per unit change in the independent variables, and values less than 1 denote negative odds. The results can also be viewed in this interactive Tableau dashboard.

We conducted a series of models, initially examining immigrant status (established and recent immigrants compared to Canadian born individuals) along with basic demographic controls: age, gender, visible minority status, education level, and income level. In Model 2, we added social inclusion variables to the factors in Model 1, and in Model 3, we added civic inclination-related variables to those in Model 2. The pseudo (Nagelkerke) R^2 improved significantly as we incorporated social inclusion and civic inclination variables in Models 2 and 3, respectively.

All three models consistently showed that being an immigrant was associated with a significantly lower likelihood of voting in federal elections compared to Canadian-born respondents. Although the addition of social inclusion and civic inclination variables in Models 2 and 3 slightly increased voting probability among immigrants, it remained significantly lower than that of Canadian-born respondents. Notably, in the final Model 3, the odds of voting among established and recent immigrants were, respectively, 30 percent and 60 percent lower than those of Canadian-born respondents.

Gender was not a significant predictor of voting behaviour in the first two models; however, when controlling for civic inclination behaviours (such as interest in politics and political activity) in Model 3, female respondents had significantly higher odds of voting compared to males. Additionally, higher age, income, and education levels were consistently associated with greater odds of voting across all models. The impact of social inclusion and civic inclination variables was particularly pronounced for each age group in Models 2 and 3. Similar trends were observed in the Labour Force Survey reporting of the federal elections of 2015 and 2019 – showing a gradual increase in voter turnout with increasing age, from

16 Statistics Canada. The Daily: Labour Force Survey: Voter Turnout Rates by Age Group, Province and Immigrant Status, 2011, 2015, and 2019 Federal Elections. 2022.

TABLE 1. ODDS RATIOS FOR THE OUTCOME OF 'VOTED IN THE LAST FEDERAL ELECTION'.

Variable Category	Indicator	Odds Ratio		
		Model 1	Model 2	Model 3
Immigrant Type	Established immigrant	0.659 (***)	0.682 (***)	0.692 (***)
	Recent immigrant	0.390 (***)	0.392 (***)	0.392 (***)
Demographics	Female	1.055	1.002	1.176 (***)
	Age: 25-34	1.530 (***)	1.702 (***)	2.062 (***)
	Age: 35-44	1.811 (***)	1.972 (***)	2.450 (***)
	Age: 45-54	2.174 (***)	2.356 (***)	2.883 (***)
	Age: 55 and over	3.407 (***)	3.538 (***)	4.221 (***)
	Visible minority	0.768 (***)	0.794 (***)	0.933
	Income	1.168 (***)	1.133 (***)	1.127 (***)
	Education	1.467 (***)	1.360 (***)	1.188 (***)
Social Inclusion	Number of close friends		1.101 (***)	1.050 (*)
	Number of close relatives		1.148 (***)	1.133 (***)
	Experienced discrimination in the past 5 years		1.104 (*)	0.900 (*)
	Group membership		1.419 (***)	1.222 (***)
	Volunteered		1.104	1.027
	Trust in people		1.241 (***)	1.116 (***)
	Religious affiliation		1.274 (***)	1.326 (***)
Civic Inclination	Confidence in Institutions			1.052
	Interested in Politics			3.217 (***)
	Political Activity			1.230 (***)
	Constant	0.960	0.237 (***)	0.134 (***)
	Sample size (N)	30295		
	Pseudo (Nagelkerke) R^2	0.100	0.126	0.219

Note: Significance levels are denoted by asterisks (*). One * means p < .05; Two ** means $P < 0.01$; Three *** means $P < 0.001$; No asterisk means 'not significant'.
For the Age variable, 18-24 is the reference category in the models.

67–68 percent for the 18–24 age group to 85–86 percent for the 65–74 age group.[17]

Having a robust social network (i.e., many close friends and relatives) was linked to higher odds of voting in both Models 2 and 3. However, the effect size and significance of the number of close friends diminished in Model 3 after controlling for civic inclination variables. Interestingly, respondents who reported experiencing discrimination in the past five years were slightly (+10 percent) more likely to vote according to Model 2, but this trend reversed after introducing civic inclination variables in Model 3. Being a registered member of any group or organization within the last 12 months significantly increased the odds of voting in both Models 2 and 3. However, volunteering was not a significant predictor in either model.

Trust in others and religious affiliation emerged as highly significant predictors of voting behaviour in both Models

17 Statistics Canada. The Daily: Labour Force Survey: Voter Turnout Rates by Age Group, Province and Immigrant Status, 2011, 2015, and 2019 Federal Elections. 2022.

2 and 3. Finally, the civic inclination variables of 'having interest in politics' and 'being politically active' were, as expected, associated with significantly higher odds of voting, as observed in Model 3.

CONCLUSION

The results from all three models consistently demonstrate that the odds of voting among immigrants are significantly lower compared to Canadian-born individuals, even when accounting for various demographic groups, diverse social behaviors and experiences, and civic inclinations. Among the sociodemographic variables, belonging to the higher age group (55+) emerges as having the most substantial positive effect on the model outcome. While most indicators in the social inclusion category positively impact voting, being a registered group or organizational member, affiliated with a religious group, and having higher trust in people appear to exert a more significant influence. These findings suggest that strategies to promote civic engagement, especially among new Canadians, should focus on strengthening social networks, addressing social isolation, and fostering community participation – essential components for building an inclusive society.

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ASSESSING IMMIGRANT MENTAL HEALTH IN CANADA: UNPACKING THE HEALTHY IMMIGRANT EFFECT

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Similarly to other immigrant-receiving countries, in Canada, recent immigrants (who arrived in the past 5 years) tend to report better physical health than their Canadian-born counterparts. However, this initial health advantage, often called the Healthy Immigrant Effect (HIE), appears to decline over time. Whether the HIE and its progressive deterioration apply to mental health is still subject to ongoing research. This study investigated the mental health and well-being of immigrants to Canada by analyzing several related measures from the 2021 Canadian Community Health Survey (CCHS), including self-perceived mental health, psychological distress, and life satisfaction. Measures of mental health were compared for immigrants and the Canadian-born population. Study results suggest that the HIE and its progressive decline may also apply to the mental health of immigrants in Canada. Findings also support the hypothesis that the HIE is not a systematic phenomenon and highlight the need to develop a more comprehensive explanatory framework, not limited to immigration status per se, to better explain and address mental health disparities among immigrants in Canada.

BACKGROUND

In 2021, approximately 8.3 million people in Canada were landed immigrants or permanent residents in Canada, representing almost one-quarter (23%) of the total Canadian population – the highest proportion among the G7 countries.[1] Like in other developed countries, adult immigrants are found to be healthier upon their arrival in Canada than the Canadian-born population, particularly regarding chronic conditions and health-risk behaviours.[2,3] Researchers

1 Statistics Canada. "Immigration and Diversity: Population Projections for Canada and its Regions, 2016 to 2041." Statistics Canada, last modified October 2021. www23.statcan.gc.ca/imdb/p2SV.pl?Function=getSurvey&Id=13114175

2 Newbold, K. Bruce. "Chronic conditions and the healthy immigrant effect: Evidence from Canadian immigrants." *Journal of Ethnic and Migration Studies* 32, no. 5 (2006): 765-784.

3 Vang, Zoua M., Jasmine Sigouin, Andrea Flenon, and Alain Gagnon. "The healthy immigrant effect in Canada: A systematic review." Population Change and Lifecourse Strategic Knowledge Cluster Discussion Paper Series 3, no. 1 (2015): 4.

have argued that this phenomenon known as the Healthy Immigrant Effect (HIE) may be linked to the selective nature of the migration process. Healthier individuals may self-select for migration, and receiving countries often apply health screening processes.[4]

However, this initial health advantage, tends to diminish over time. As immigrants spend years in Canada, their health status often converges with or even worsens relative to, that of the Canadian-born population.[5] For instance, in Canada, research indicates that more established immigrants (≥ 10 years) are more likely to experience higher rates of chronic conditions and lower levels of self-assessed health compared to both recent arrivals and the native-born population. [6,7]

Although the underlying causes are complex, possible explanations for the progressive deterioration of immigrants' physical health include the assimilation of unhealthy lifestyle behaviors,[8] the psychological stress associated with settlement and integration challenges,[9] immigrants limited socioeconomic integration,[10] inadequate access to healthcare due to language difficulties and cultural differences,[11] and discrimination or unfair treatment.[12]

Most research on the HIE has focused primarily on physical health outcomes, with less attention given to mental health. Studies focusing on the relationship between mental health and immigration status have reported conflicting and inconclusive results. Therefore, the extent to which the HIE and its progressive deterioration apply to mental health remains unclear.[13] In Canada, the literature is similarly inconsistent. For instance, a review of 77 mental health studies found evidence that adult immigrants are significantly less likely than Canadian-born adults to experience symptoms of depression, anxiety, or other psychosocial distress. However, there was no consistent evidence to confirm that the mental health of immigrant children and seniors significantly differs from that of their Canadian-born counterparts. Furthermore, the presumed progressive decline of Canadian immigrants' mental health status with increased duration of residence was not validated.[14]

In reviewing seven national cross-sectional social surveys, Islam[15] found that the supposed mental health advantage did not hold true for all immigrant populations in Canada. Outcomes varied by factors such as country of origin, visible minority status, and wave of immigration. Yet, most studies indicated that the HIE experienced a decline with years of residence in Canada.[16] Similarly, De Maio's[17] research highlighted results that varied across gender, socioeconomic status, contextual factors (such as a region's unemployment rate and percentage of immigrants), and mental health outcomes.[18]

RESEARCH METHODS

To address the above-described gap in the literature, this study investigated the mental health status of immigrants

4 Chiswick, Barry R., Yew L. Lee, and Paul W. Miller. "Immigrant selection systems and immigrant health." *Contemporary Economic Policy* 26, no. 4 (2008): 555–578.

5 Hyman, Ilene, and Beate Jackson. "The healthy immigrant effect: A temporary phenomenon." *Health Policy Research Bulletin* 17 (2010): 17–21.

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18 Ibid.

in Canada by examining data from the 2021 Canadian Community Health Survey (CCHS). The CCHS is a voluntary cross-sectional annual survey that collects information on the health status, healthcare utilization, and health determinants of the Canadian population (about 65,000 people aged 12 years and over) from the ten Canadian provinces and the three Northern territories. The survey includes all immigrants who obtained a landed immigrant or permanent resident status.[19]

A total of 5 survey items were selected from the 2021 CCHS. Psychological distress measures included:

1. perceived mental health ("In general, would you say your mental health is…?", 1 = Excellent and 5 = Poor);

2. perceived life stress ("Thinking about the amount of stress in your life, would you say that most of your days are…?", 1 = Not at all stressful and 5 = Extremely stressful);

3. anxiety disorders diagnosed ("Do you have an anxiety disorder such as phobia, obsessive-compulsive disorder or a panic disorder?", 1 = Yes and 2 = No); and

4. depression, which was measured by the Patient Health Questionnaire (PHQ-10), a ten-item depression subscale that identifies five severity categories of depression from none to severe.

Perceived life satisfaction ("Using a scale of 0 to 10, where 0 means "Very dissatisfied" and 10 means "Very satisfied", how do you feel about your life as a whole right now?") was selected as an indicator of self-perceived psychological well-being.[20] The following results present psychological distress and well-being measures by immigration status, duration of residence in Canada, and sex at birth. Respondents having spent less than 5 years in Canada were classified as recent immigrants. Pearson's chi-squared test was used to analyze observed proportion differences. Unless otherwise specified, all analyses showed statistical significance ($P < .001$). IBM's Statistical Package for Social Sciences (SPSS, Version 29.0 for Windows) was used for analyses.

RESULTS

Table 1 provides the sociodemographic characteristics of the sample (≈ 65,000). Immigrants represented 27.7% of the total sample, and the majority of them were established immigrants (84.4%). Survey participants were almost equally split between females (50.6%) and males (49.4%), while respondents aged more than 65 (22.4%) represented the most common age category. Most survey participants had a college/CEGEP degree (48.7%), while almost half of the sample (47.9%) had an income between $20,000 and $59,000. Whites (75.4%) were the most common ethnicity, followed by South Asians (6.7%), and Chinese (5.3%).

Results by immigration status and sex at birth are presented in Table 2. When considering psychological distress measures, immigrants consistently reported better mental health outcomes than the Canadian population. Compared to Canadian-borns, lower percentages of immigrants reported a poor/fair mental health status (9.0%; 12.8%), a stressful life (59.5%; 63.1%), suffering from an anxiety disorder (4.7%; 12.7%), and moderate to severe depression symptoms (6.5%; 9.5%). However, life satisfaction did not significantly differ, as similar percentages of immigrants and Canadians (7.6%; 7.4%; $P = .376$) reported feeling unsatisfied with their lives.

Table 3 presents survey results by duration of residence in Canada and sex at birth. In comparison to established immigrants, recent immigrants reported a better mental health status More recent arrivals were less likely to report a poor/fair mental health status (5.1%; 9.8%), a stressful life (55.7%; 60.2%), suffering from an anxiety disorder (2.0%; 5.2%), and moderate to severe depression symptoms (4.9%; 6.9%). A similar trend was found for life satisfaction, as a lower percentage of recent immigrants (4.4%; 8.3%) felt unsatisfied with their lives.

Among immigrants, females were regularly more likely than males to report worse mental health outcomes (Table 2) (this was also observed among Canadian-born participants). Female immigrants were more likely than their male counterparts to report a poor/fair mental health status (9.8%; 8.3%), a stressful life (62.6%; 56.5%), suffering from an anxiety disorder (6.6%; 2.8%), and moderate to severe depression symptoms (8.5%; 4.7%). Similar gender-based disparity trends were found when considering the duration of residence in Canada, indicating that female immigrants may be at higher risk of mental health-related illnesses, compared to male immigrants, even after several years of residency in Canada (Table 3). Besides sex at birth, selected mental health measures differed based on other factors, including ethnicity, age, income, and education level (data not presented here). In particular, female survey respondents in the 18–24 age category, and Black, Filipino, and Latin American females tended to report worse mental health outcomes.

19 Statistics Canada. "Immigration and Diversity: Population Projections for Canada and its Regions, 2016 to 2041." Statistics Canada, last modified October 2021. www23.statcan.gc.ca/imdb/p2SV.pl?Function=getSurvey&Id=1314175

20 Ibid.

TABLE 1. 2021 CCHS SAMPLE CHARACTERISTICS (%). SAMPLE SIZE ≈ 65,000

Sex at Birth	
Female	50.6
Male	49.4
Age Categories	
18–24	10.0
25–34	18.0
35–44	16.8
45–54	14.9
55–64	17.8
65+	22.4
Ethnicity	
White	75.4
South Asian	6.7
Other Asian	3.1
Latin American	2.1
Indigenous	4.5
Filipino	2.9
Chinese	5.3
Black	3.8
Arab	2.4
Immigrant Status	
Immigrant	27.7
Non-Immigrant	72.3
Income	
$19,999 or Less	20.4
$20,000 to $39,999	27.2
$40,000 to $59,999	20.7
$60,000 to $79,999	12.8
$80,000 to $99,999	7.9
$100,000 or More	11.0
Education	
High School or Less	6.9
College/CEGEP	48.7
Bachelor's Degree	29.2
Graduate Degree	15.1
Immigrant Type	
Recent	15.6
Established	84.4
Immigrants by Geographic Area	
Alberta	11.4
British Columbia	13.8
Maritimes	6.5
Ontario	39.4
Prairies	6.2
Quebec	22.6

LIMITATIONS

Study results should be interpreted with caution. The CCHS's cross-sectional survey design limits the ability to draw causal inferences from observed associations, as it does not allow for a reliable assessment of the changes in mental health over the years based on the same immigrant demographic cohort. In addition, the mental health measures considered may contain inaccuracies, misreporting errors, and recall bias due to their self-reported and subjective nature.

DISCUSSION

Study results suggest that the HIE and its progressive decline may also apply to the mental health of immigrants in Canada. Immigrants consistently reported better psychological distress outcomes than the Canadian-born population, indicating the presence of an initial mental health advantage. However, established immigrants reported more detrimental psychological distress and well-being levels than recent immigrants, suggesting a progressive deterioration of the mental health status of the immigrant population with increased length of residency in Canada.

As argued by the resettlement stress theory, immigrants' decline in mental health and well-being could be partially explained by the cumulative exposure to several psychological stressors both at the individual and societal level, such as financial constraints, unequal job opportunities, language issues, and unfair discrimination.[21,22] Levels of immigrant's psychological distress increased post-settlement which has been associated with limited uptake of existing mental health services. It has been documented that Canadian immigrants underutilize mental health services, and often face multiple access barriers, including the lack of awareness about mental illness and available services.[23] The lack of culturally sensitive health care and culturally competent providers could also be a critical factor, especially for those immigrant groups originating from traditional cultures that particularly stigmatize mental health challenges.[24]

In line with the current literature, study findings also support the hypothesis that the HIE is not a systematic phenomenon, and does not uniformly apply to all immigrants. In particular, study results highlight immigrant women's higher risk of

21 Beiser, Morton. "The health of immigrants and refugees in Canada." *Canadian Journal of Public Health* 96, no. S2 (2005): S30-S44.

22 Elshahat, Samaa, Tina Moffat, and K. Bruce Newbold. "Understanding the healthy immigrant effect in the context of mental health challenges: A systematic critical review." *Journal of Immigrant and Minority Health* (2021): 1-16.

23 Thomson, Mary S., Chitraleka Chaze, Usha George, and Sepali Guruge. "Improving immigrant populations' access to mental health services in Canada: A review of barriers and recommendations." *Journal of Immigrant and Minority Health* 17 (2015): 1895-1905.

24 Elshahat, Samaa, Tina Moffat, and K. Bruce Newbold. "Understanding the healthy immigrant effect in the context of mental health challenges: A systematic critical review." *Journal of Immigrant and Minority Health* (2021): 1-16.

TABLE 2. SELECTED MENTAL HEALTH MEASURES BY IMMIGRATION STATUS AND SEX AT BIRTH (%).

Mental Health Measure	Female Landed Immigrants	Female Non-Immigrants	Male Landed Immigrants	Male Non-Immigrants	Total Landed Immigrants	Total Non-Immigrants
Mental Health						
Poor/Fair	9.8	14.4	8.3	11.1	9.0	12.8
Good/Excellent	90.2	85.6	91.7	88.9	91.0	87.2
Life Stress						
Stressful	62.6	67.0	56.5	59.1	59.5	63.1
Not Stressful	37.4	33.0	43.5	40.9	40.5	36.9
Anxiety Disorders						
Yes	6.6	16.4	2.8	8.8	4.7	12.7
No	93.4	83.6	97.2	91.2	95.3	87.3
Depression						
Moderate to Severe	8.5	12.1	4.7	6.8	6.5	9.5
Minimal to Mild	56.8	58.8	50.5	52.8	53.6	55.9
No Depression	34.7	29.2	44.9	40.4	39.9	34.7
Life Satisfaction						
Not Satisfied	7.4	7.7	7.8	7.2	7.6	7.4
Satisfied/Very Satisfied	92.6	92.3	92.2	92.8	92.4	92.6

developing mental health challenges. In Canada, the prevalence of mood and anxiety disorders is highest among young women,[25] and research suggests that a complex interaction of several mental health determinants makes especially immigrant women more vulnerable to mental illness, including a lower socioeconomic status, detrimental and stressful living conditions, and lack of social support.[26]

Pre-migration traumatic experiences and health habits, genetic predispositions and vulnerabilities, levels of acculturation, the availability (or lack thereof) of community ethnic networks and support, and stress-coping strategies represent additional potential mental health stressors that may differ among immigrant groups.[27] Therefore, when assessing the mental health risk of Canadian immigrants, it is necessary to develop a more sophisticated and comprehensive explanatory framework that goes beyond immigration status *per se*,[28] and takes into account the complex interaction of immigrants' characteristics, pre-migration factors and exposures, post-migration stressors and experiences, the particular socio-cultural context faced by an immigrant group, and the specific mental health disorders being studied.[29]

POLICY IMPLICATIONS

Given the growing size and diversity of the immigrant population in Canada, it is essential to monitor the different post-settlement mental health trajectories of Canadian immigrants. Settlement and mental health services should target at-risk and underserved population groups to help immigrants maintain a healthy mental health status. Because of their disproportionate share of mental health concerns,

25 Stephenson, Emily. "Mental disorders and access to mental health care." Insights on Canadian Society, Statistics Canada Catalogue no. 75-006-X, 2023.

26 Delara, Mahin. "Social determinants of immigrant women's mental health." *Advances in Public Health* 2016 (2016).

27 Beiser, Morton. "The health of immigrants and refugees in Canada." *Canadian Journal of Public Health* 96, no. S2 (2005): S30-S44.

28 Ibid.

29 Fung, Kwok, and Janice Guzder. "Canadian immigrant mental health." In *Mental Health, Mental Illness and Migration*, 187-207. 2021.

TABLE 3. SELECTED MENTAL HEALTH MEASURES BY DURATION OF RESIDENCE AND SEX AT BIRTH (%).

Mental Health Measure	Female Recent Immigrants	Female Established Immigrants	Male Recent Immigrants	Male Established Immigrants	Total Recent Immigrants	Total Established Immigrants
Mental Health						
Poor/Fair	6.0	10.4	4.3	9.1	5.1	9.8
Good/Excellent	94.0	89.6	95.7	90.9	94.9	90.2
Life Stress						
Stressful	58.7	63.3	53.0	57.2	55.7	60.2
Not Stressful	41.3	36.7	47.0	42.8	44.3	39.8
Anxiety Disorders						
Yes	3.6	7.2	0.5	3.2	2.0	5.2
No	96.4	92.8	99.5	96.8	98.0	94.8
Depression						
Moderate to Severe	8.1	8.6	2.0	5.2	4.9	6.9
Minimal to Mild	53.0	57.5	50.0	50.5	51.4	54.0
No Depression	38.9	34.0	48.0	44.3	43.7	39.1
Life Satisfaction						
Not Satisfied	4.3	7.9	4.5	8.8	4.4	8.3
Satisfied/Very Satisfied	95.7	92.1	95.5	91.2	95.6	91.7

particular attention should be given to the promotion of women's mental health. Culturally competent program strategies are also needed to reduce the stigma around mental illness and provide linguistically and gender-appropriate services. Finally, paramount is increasing information on existing services through an active collaboration with community organizations.

To better uncover immigrants' cumulative processes of progressive mental health deterioration, longitudinal design studies are required. Sub-group analyses and qualitative studies are also recommended to inform culturally sensitive tailored interventions, gain deeper insights into immigrants' pre-post-migration stressors and exposures, and identify mental health determinants and protective factors. Finally, in order to achieve a more complete picture of the Canadian immigrants' overall mental health status, future studies should investigate measures of both psychopathology and well-being and examine which specific psychological and behavioral outcomes are associated with immigrants' mental illness and well-being.

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MATURITY MODEL ON DIVERSITY AND INCLUSION (MMDI)

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The Maturity Model on Diversity and Inclusion (MMDI) offers an innovative framework for assessing and advancing diversity and inclusion (D&I) efforts within Canada's federal public service. This model moves beyond static metrics, emphasizing continuous improvement and the operationalization of equity principles. Grounded in data from sources such as the Public Service Employee Survey (PSES), the MMDI evaluates six critical dimensions: representation, engagement, workplace culture, anti-discrimination, leadership, and retention. It focuses on equity-seeking groups, including women, visible minorities, Indigenous peoples, and persons with disabilities, using a standardized five-point maturity scale to identify gaps and track progress.

Drawing from global benchmarks and tailored to Canada's public service, the MMDI incorporates quantitative and qualitative data, intersectional analyses, and collaborative input from employee representatives, equity-seeking communities, and senior management. The model aligns with initiatives such as the Treasury Board Secretariat's D&I priorities and the Clerk of the Privy Council's Call to Action on Anti-Racism, Equity, and Inclusion, ensuring its relevance and adaptability to evolving organizational and societal needs.

As a dynamic tool, the MMDI serves as both a measurement framework and a roadmap for fostering inclusive and equitable workplaces. By identifying disparities, benchmarking progress, and promoting evidence-based practices, the MMDI empowers departments to transition from compliance to transformative D&I initiatives, contributing to a more resilient and inclusive public service.

BACKGROUND

Diversity and inclusion (D&I) have become central priorities for Canada's public service, reflecting a broader commitment to equity, anti-racism, and inclusion. What are referred to as Maturity Models on Diversity and Inclusion (MMDI) seek to address this need by providing a dynamic framework to assess, track, and advance D&I efforts. Traditional indices typically measure static metrics and provide snapshots of performance, while maturity models choose to emphasize progress over time. The MMDI offers a nuanced, flexible approach that focuses on incremental improvements, helping organizations move closer to D&I goals. Unlike statistical indices, the MMDI does not rely on statistical controls but rather emphasizes the measurement of gaps to highlight areas needing improvement. While indices highlight disparities or benchmarks, maturity models like the MMDI assess how well organizations are operationalizing principles of equity and inclusion in actionable and sustainable ways.

Canada's Treasury Board Secretariat tasked the Association for Canadian Studies (MMDI) to develop a dynamic framework to assess, track, and advance D&I efforts within public service departments. The MMDI developed by the ACS drew inspiration from frameworks like the Global Diversity, Equity & Inclusion Benchmarks (2021) and the Korn Ferry Diversity and Inclusion Maturity Model, which have been widely used in both public and private sectors.

Similar to models implemented by organizations such as Kaiser Permanente, the ACS adapted these tested methodologies to Canada's unique public service context with an MMDI that evaluates performance across six critical dimensions – representation, engagement, workplace culture, anti-discrimination, leadership, and retention – using dynamic markers of organizational development and equity.

The goals of the MMDI align with the Treasury Board Secretariat's Priorities on Diversity and Inclusion and the Clerk of the Privy Council's Call to Action on Anti-Racism, Equity, and Inclusion in the Federal Public Service. These initiatives emphasize the need for a structured, measurable approach to fostering inclusive workplace culture. The MMDI addresses this need by incorporating diverse data sources, including the Public Service Employee Survey (PSES) and the Management Accountability Framework (MAF), serving as an evidence-based roadmap for continuous improvement. Its design prioritizes adaptability, intersectionality, and meaningful engagement with equity-seeking groups, ensuring that the model evolves alongside organizational and societal priorities. Moreover, the Treasury Board Secretariat has emphasized a collaborative and co-developmental approach, with input from employee representatives, equity-seeking communities and management shaping the MMDI's structure and implementation.

Once implemented, the MMDI is poised to become a cornerstone for fostering sustainable and inclusive workplaces within Canada's federal public service, helping departments advance from basic compliance to transformative D&I practices.

INTRODUCING THE MATURITY MODEL ON DIVERSITY AND INCLUSION (MMDI)

The Maturity Model on Diversity and Inclusion (MMDI) is a comprehensive framework designed to assess and enhance diversity and inclusion (D&I) efforts within Canada's public service. Centered on four equity-seeking groups – women, visible minorities, Indigenous peoples, and persons with disabilities – the MMDI evaluates performance across six critical dimensions: representation, engagement, workplace culture, anti-discrimination, leadership, and retention. By using a standardized five-point scale and benchmarking outcomes against national averages, the model identifies gaps, highlights areas of improvement, and tracks progress over time. Incorporating both quantitative data from surveys like the Public Service Employee Survey (PSES) and qualitative insights from policy reviews and stakeholder input, the MMDI offers a flexible and intersectional approach to measuring and advancing D&I initiatives. This innovative tool empowers public service organizations to address disparities, promote equity, and foster an inclusive workplace culture.

Equity-Seeking Groups: The MMDI framework focuses on the following groups: women, visible minorities, Indigenous peoples, and persons with disabilities.

MMDI Dimensions: The model evaluates five key dimensions: representation, engagement, workplace culture, anti-discrimination, leadership, and retention.

Maturity Levels: Performance indicators are measured on a standardized five-point scale to assess maturity levels for each dimension, where:

- 1 = Very Low Maturity (VLM): Scores 5 or more points below the benchmark.
- 2 = Low Maturity (LM): Scores between 1 and 5 points below the benchmark.
- 3 = Average Maturity (AM): Scores within ±1 point of the benchmark.
- 4 = High Maturity (HM): Scores 1 to 5 points above the benchmark.
- 5 = Very High Maturity (VHM): Scores 5 or more points above the benchmark.

Each dimension is composed of 6–7 performance indicators, determined in consultation with an expert advisory group. Dimension scores are calculated as the mean of the indicator scores, and overall maturity levels reflect the "mean of means" for all dimensions.

MATURITY LEVEL DESCRIPTIONS

- Very Low Maturity (VLM): Departments with very low maturity levels lack meaningful diversity and inclusion (D&I) initiatives. They tend to respond reactively to issues, with minimal policies or protocols in place. There is little to no budget for D&I efforts, and employees have limited avenues to voice concerns.

- Low Maturity (LM): Departments with low maturity show below-average scores but may have initiated basic D&I policies. These efforts are often new, lack evidence of effectiveness, and leadership may lack the necessary expertise to address D&I-related issues comprehensively.

- Average Maturity (AM): Departments at this level meet national averages for some indicators but fall short on others. They have formal policies and initiatives for D&I, supported by some budget allocation. Leaders are generally accountable, and employees understand departmental expectations around D&I.

- High Maturity (HM): Departments with high maturity demonstrate strong alignment with national benchmarks across most indicators. They implement evidence-based, tailored initiatives that address the needs of specific equity-seeking groups. Employees have access to tools for cultural sensitivity, and leadership fosters an inclusive environment.

- Very High Maturity (VHM): These departments exceed national benchmarks across all indicators and dimensions. They adopt a sustainable approach to D&I with dedicated budgets and initiatives, ensuring representation, engagement, and equity. Leadership opportunities are accessible to all, and workplace culture is characterized by inclusivity and zero tolerance for discrimination.

KEY RESEARCH QUESTIONS

- Who Are We Comparing? The MMDI will compare equity-seeking groups to national benchmarks. Initial analysis will assess how each group scores relative to the Canadian average, with options for between-group and within-group comparisons.

- Geographies and Department Types: The MMDI will include national, provincial, and city-level comparisons, contingent on sufficient data availability. While department-level analysis is desirable, it depends on whether datasets identify the respondents' departments.

- Disaggregated Data: Access to detailed datasets, such as the Public Service Employee Survey (PSES), is critical for analyzing intersectionality and disaggregating results by various identity markers.

- Qualitative Data Collection: Qualitative insights will be gathered through policy reviews, focus groups, and interviews to evaluate the effectiveness of D&I initiatives in public service departments.

- Indicator Weighting: Indicators will initially be weighted equally but can be adjusted to reflect user priorities. For instance, users may assign higher weights to anti-discrimination indicators if deemed more critical.

MMDI MEASUREMENT FRAMEWORK

OVERVIEW

The Maturity Model on Diversity and Inclusion (MMDI) framework begins by presenting descriptive data for selected indicators across the four equity-seeking groups: women, visible minorities, Indigenous peoples, and persons with disabilities. These indicators are compared against established benchmarks (e.g., national averages) to measure progress and identify gaps in diversity and inclusion efforts.

EXAMPLE: PUBLIC SERVICE EMPLOYEE SURVEY (PSES) INDICATORS

Using data from the 2020 PSES, indicators such as workplace inclusion and support for diversity are assessed. Respondents rate their agreement on a 5-point Likert scale (Strongly Agree to Strongly Disagree). Table 1 provides an example.

For Q20, 65% of persons with a disability agree that individuals are accepted as equal team members, compared to 78% of respondents without disabilities (+13%). The national benchmark is 76% (+11%). Larger gaps indicate lower maturity levels, while a zero gap reflects high maturity.

SCORING AND STANDARDIZATION

To calculate maturity scores effectively:

- Calculate Individual Averages: Determine the average score for each respondent based on a 5-point scale. Example: If a respondent selects "Strongly Disagree" for Q20 and Q46, their average score would be 1.

TABLE 1: MMDI GAP ANALYSIS EXAMPLE UTILIZING PUBLIC SERVICE EMPLOYEE SURVEY (PSES) DATA.

Indicator (Year 2020)	Equity Seeking Group	5: Strongly agree (%)	4: Somewhat agree (%)	3: Neither agree or disagree (%)	2: Somewhat disagree (%)	1: Strongly disagree (%)	Don't know (%)
Q20. "In my work unit, every individual is accepted as an equal member of the team."	Person with a disability	40	25	10	12	11	2
	Not a person with a disability	50	28	9	7	5	1
	TOTAL	49	27	9	8	6	1
Q46. "My department or agency implements activities and practices that support a diverse workplace."	Person with a disability	35	30	16	8	6	4
	Not a person with a disability	42	34	13	4	2	4
	TOTAL	41	33	14	5	3	4
GAP SUMMARY Q20	Person with a disability vs. Not a person with a disability	-10	-3	+1	+5	+6	+1
	Person with a disability vs. National avg	-9	-2	+1	+4	+5	+1
GAP SUMMARY Q46	Person with a disability vs. Not a person with a disability	-7	-4	+3	+4	+4	0
	Person with a disability vs. National avg.	-6	-3	+2	+3	+3	0

- Benchmark Comparisons: Compare individual or group scores against established benchmarks, such as national averages. Example: If a group's average score is 2.5 and the benchmark is 3.0, the gap is -0.5.
- Score Standardization: Normalize scores to ensure consistency across indicators measured on different scales. Use a mean of 0 and a standard deviation of 1, excluding responses like "Don't Know" or "Prefer Not to Answer."

AGGREGATING SCORES BY DIMENSION

- Dimension Scores: Each indicator within the six dimensions (e.g., Representation, Engagement) is scored individually.
- Overall Maturity Score: Combine individual scores to generate an aggregated maturity score for each dimension.
- Scorecard and Rankings: Results can be presented as a scorecard or rankings by geography, department type, or other relevant variables.

DATA ANALYSIS AND INTERSECTIONALITY

- Geographical and Departmental Analysis: Compare maturity levels across regions (national, provincial, city) and department types.
- Temporal Tracking: Assess progress over time using data from multiple years (e.g., PSES data from 2014–2020).
- Intersectionality: Disaggregate data to analyze outcomes for intersecting identities (e.g., visible minority women or individuals with disabilities).

DATA SOURCES

Key data sources for the MMDI include:

- Public Service Employee Survey (PSES)
- Treasury Board Secretariat Annual Report on Employment Equity Groups
- Public Service Commission Audit of Employment Equity Representation in Recruitment
- Statistics Canada: Diversity and Inclusion Statistics

MMDI DIMENSIONS

- Representation: Focuses on ensuring equitable representation of diverse groups within the workforce, particularly in leadership, salary ranges, and across key organizational roles. It emphasizes compliance with employment equity benchmarks and inclusivity in bilingual and cultural practices.
- Engagement: Measures employee satisfaction, pride in their work, and organizational loyalty. Indicators highlight how employees value their jobs and their willingness to recommend and remain within the organization.
- Workplace Culture: Prioritizes inclusivity, team equality, and respect for diversity. It fosters an environment where employees feel their contributions are valued, and they have opportunities to participate in decision-making processes.
- Anti-Discrimination: Aims to eliminate racism and discrimination through proactive initiatives, open dialogue, and effective resolution mechanisms. It ensures employees feel safe to raise concerns and trust the organization to address them.
- Leadership: Focuses on building trust and confidence in leadership through ethical behavior, effective communication, and collaborative support. Strong leadership drives organizational cohesion and employee satisfaction.
- Retention: Supports employee growth through access to training, mentorship, and promotion opportunities. It emphasizes reducing turnover by addressing reasons for leaving and fostering long-term career development.

Table 2 identifies key focus areas and sample indicators by dimension for the MMDI.

SUMMARY AND CONCLUSION

The Maturity Model on Diversity and Inclusion (MMDI) represents an innovative framework designed to evaluate and advance diversity and inclusion (D&I) efforts within Canada's public service. By focusing on equity-seeking groups – women, visible minorities, Indigenous peoples, and persons with disabilities – the MMDI measures performance across six critical dimensions: representation, engagement, workplace culture, anti-discrimination, leadership, and retention. Grounded in empirical data and guided by global best practices, the MMDI provides public service departments with a structured, measurable approach to fostering inclusivity and equity.

The model's scoring system leverages a standardized five-point scale to assess maturity levels for each dimension, ranging from very low to very high. By integrating data from sources like the Public Service Employee Survey (PSES) and the Treasury Board Secretariat, the MMDI identifies gaps, tracks progress over time, and benchmarks performance against national averages. It also incorporates intersectional analyses to understand how overlapping identity markers influence D&I outcomes, offering a nuanced approach to policy and decision-making.

The MMDI is more than a measurement tool – it is a catalyst for transformative change in Canada's public service. Its holistic design encourages departments to move beyond compliance, fostering a culture of continuous improvement and accountability. By aligning with initiatives such as the Clerk of the Privy Council's Call to Action and the Treasury Board Secretariat's D&I priorities, the MMDI ensures that Canada's public service remains a leader in equity, anti-racism, and inclusion.

Advancing the MMDI requires the following next steps:

1. Finalize Indicators: Confirm and weight performance indicators through consultations with equity-seeking groups, employee representatives, and senior management.

TABLE 2. KEY INDICATORS BY DIMENSION FOR THE MMDI.

Dimension	Sample Indicators	Key Focus Areas
Representation	• Official Language Use: Senior managers ensure bilingual interactions with employees (PSES Q35). • Leadership Representation: Measures inclusion of equity-seeking groups in management roles. • Workforce Dynamics: Tracks hiring, promotions, and separations by designated group.	Equitable representation of diverse groups across all levels of the workforce.
Engagement	• Feeling Valued: Employees report feeling appreciated in their workplace (PSES Q11). • Career Opportunities: Availability of career development and advancement opportunities. • Recognition and Rewards: Employees feel acknowledged for their contributions.	Employee satisfaction, pride, and organizational commitment.
Workplace Culture	• Team Inclusivity: Everyone in the work unit is accepted as an equal team member (PSES Q20). • Employee Input: Opportunities to contribute to decisions affecting their work. • Valuing Ideas: Employee opinions and contributions are recognized and appreciated (PSES Q45).	Inclusivity, satisfaction, and collaborative team dynamics.
Anti-Discrimination	• Freedom to Speak: Employees feel safe discussing racism without fear of reprisal (PSES Q23). • Anti-Racism Commitment: Commitment to eliminating systemic racism through active initiatives (PSES Q47). • Preventing Discrimination: Efforts to create a workplace free of discrimination (PSES Q68).	Addressing racism and discrimination, fostering an inclusive and equitable workplace.
Leadership	• Trust in Leadership: Employees have confidence in senior management (PSES Q32). • Effective Communication: Essential information flows effectively from senior management to staff (PSES Q34). • Ethical Leadership: Senior managers lead by example in ethical behavior (PSES Q31).	Trust, collaboration, and confidence in leadership.
Retention	• Intent to Stay: Employees indicate their plans to remain in their current position (PSES Q53). • Training Access: Ensures employees receive necessary training to excel in their roles.	Employee growth, retention, and reduced turnover.

2. Pilot Implementation: Test the MMDI framework in selected departments to refine its structure and methodology.

3. Data Integration: Leverage qualitative and quantitative data from the PSES, policy reviews, and stakeholder input to enhance the model's depth and flexibility.

4. Training and Support: Provide training for departments on using the MMDI, including data analysis, reporting, and action planning.

5. Sustainable Monitoring: Establish mechanisms for ongoing data collection, temporal tracking, and benchmarking to ensure continuous progress in D&I initiatives.

By adopting the MMDI, Canada's public service can set a global benchmark for creating inclusive, equitable, and thriving workplaces.

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MATURITY MODEL ON DIVERSITY AND INCLUSION (MMDI)

METHODOLOGY

The MMDI prototype will use a mixed method approach that relies on available and readily interpretable data to measure outcomes. The diagnostic tool will first establish the baselines retroactively to enable the evaluation of changes in indicator scores and rankings for each dimension at defined points across time.

The data on public service representation will be based on information that is collected by the federal government on the background (s) identification of civil servants with the four equity seeking groups. Measurement of identity intersections should be viable for this key dimension of the MMDI.

Each of the six dimensions (e.g., representation, retention, workplace culture, leadership, engagement, anti-discrimination) will include several indicators that will be assessed for each of the four equity seeking groups. The cells in the table will end up being the average scores (across several indicators) for each group, and the scores will all be ranked along the same continuum (e.g., Level 1 to Level 5).

> "In my work unit, every individual is accepted as an equal member of the team."

As can be seen in the table above, 65% of persons with a disability agree that every individual in their department or unit is accepted as an equal member of the team while 78% (+13%) of persons who do not have a disability agree with this statement. Larger gaps for equity seeking groups would indicate lower levels of departmental maturity whereas a zero gap would indicate high levels of maturity.

We can measure these gaps across geographies or federal department types, etc. to determine if certain Canadian regions or departments show higher or lower levels of maturity.

The MMDI prototype will use a mixed method approach that relies on available and readily interpretable data to measure outcomes. The diagnostic tool will first establish

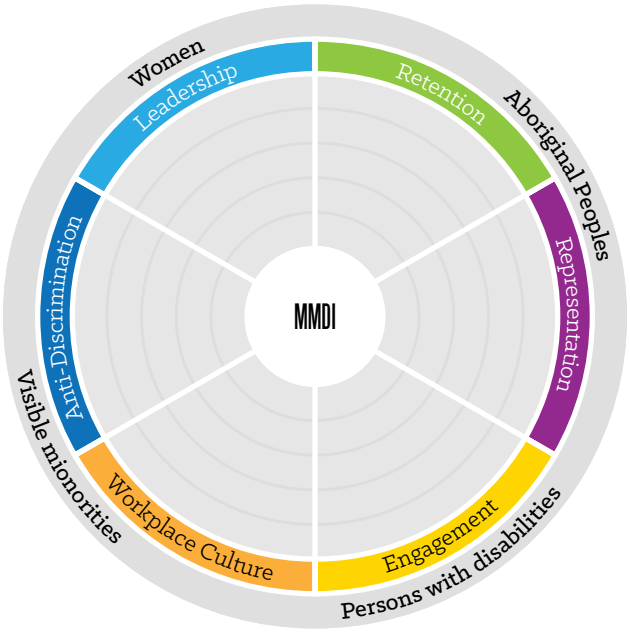
We can also track progress over time by comparing data from previous years of the Public Service Employee Survey (e.g., from 2014 to 2020 in yearly increments). Where possible, we would also intersect outcomes between various equity-seeking groups (e.g., visible minority women or females who have a disability) and/or control for other sociodemographic factors (e.g., socioeconomic status, immigrant status and time of arrival).

Survey Year	Demographic	Strongly Agree (%)	Somewhat Agree (%)	Neither Agree or Disagree (%)	Somewhat Disagree (%)	Strongly Disagree (%)	Don't Know (%)
2020	Person with a disability	40	25	10	12	11	2
2020	Not a person with a disability	50	28	9	7	5	1

We would replicate this process for each indicator under the six key dimensions of the MMDI and produce a series of scores to measure the gap between equity-seeking groups, which could be summed and rank-ordered by geography or some other variable.

We would then combine each indicator score per dimen- sion to arrive at an overall rank and rating of "maturity level." The final product would look something like a scorecard or ranking system for each indicator across the six dimensions of maturity.

DIVERSITY AND INCLUSION MODEL



GLOSSARY

Equity Seeking Groups: Women, Visible Minorities, Indigenous Peoples, Persons with disabilities.

Women: Women make up more than half of the work- force in the federal Public Service of Canada. Today, women are present in virtually every type of job and represent over one third of the Executive Category in the federal Public service.

Aboriginal peoples: Persons who are Indians, Inuit or Métis.

Persons with disabilities: Persons who have a long-term or recurring physical, mental, sensory, psychiatric or learning impairment and who consider themselves to be disadvantaged in employment by reason of that impairment, or believe that an employer or potential employer is likely to consider them to be disadvantaged in employment by reason of that impairment and includes persons whose functional limitations owing to their impairment have been accommodated in their current job or workplace.

Members of visible minorities: Persons, other than Aboriginal peoples, who are non-Caucasian in race or non-white in colour.

Dimensions: Representation, Engagement, Culture, Anti-Discrimination, Leadership, Retention.

Maturity Levels: Indicators measured along a five point Likert-scale to represent each of the above dimensions (1=Very low... 5= Very high). Each dimension would have several indicators as selected by the project team in concert with an expert advisory group.

Measurement Framework: The MMDI will present descriptive data on selected indicators for each of the four equity-seeking groups over time. The intent here will be to compare outcomes for each group relative to some established benchmark (to be determined). For instance, if we were to look the Public Service Employee Survey in 2020, Question 20 asks respondents to rate the following question along a 5-point scale (from strongly agree to strongly disagree):

Potential Data Sources: Diversity and Inclusion statistics (Statistics Canada), Public Service Employee Survey, Management Accountability Framework, Staffing and Non-Partisanship Survey, Treasury Board Secretariat Annual Report on Employment Equity Groups, Public Service Commission Audit of Employment Equity Representation in Recruitment.

Data Sources: Diversity and Inclusion statistics (Statistics Canada), COVID-19 Crowdsourcing Surveys (Statistics Canada), Public Service Employee Survey, Management Accountability Framework, Staffing and Non-Partisanship Survey, Treasury Board Secretariat Annual Report on Employment Equity Groups, Public Service Commission Audit of Employment Equity Representation in Recruitment.

Performance Indicators: Each of the identified data sources will be reviewed in-depth to identify all possible indicators of diversity and inclusion in the workplace. Members of the expert advisory committee will then vote to determine the most representative indicators for each dimension. Most indicators will be drawn from the Public Service Employee Survey (see potential indicators by MMDI dimension below) and the other data sources identified will be used to fill in gaps not addressed by the PSES.

KEY RESEARCH QUESTIONS:

Who are we comparing in the analysis? i.e., What is the unit of analysis? Women to men? (GBA+) Visible minorities to non-visible minorities? Benchmarks over time?

While there are many comparisons that can be made between and within each of the equity seeking groups identified, it is suggested that we begin by creating a national benchmark that presents the Canadian average for each MMDI indicator. We then compare the average (mean) scores for each group and indicator to this national benchmark. This method will allow us to locate how far above or below the mean (Canadian average) each group is, which will form the basis of the maturity ratings. Next, between-group comparisons (e.g., Indigenous Peoples vs. visible minorities) or within-group comparisons (e.g., persons with disabilities vs. persons without disabilities) can be made.

Will the maturity model by measured across Canadian geographies? Department types?

The MMDI will be measured on a national and provincial basis, and where possible, at the city or CMA level. This will depend on the source of data and the availability of a sufficient sample size for each equity-seeking group. Department types may be more difficult to capture as there are several federal departments and not all data sources will identify the department of survey respondents.

Can we disaggregate the data? Need access to Public Service Employee Survey data (in SPSS) and other survey datasets in order to intersect key indicators across various identity markers.

Without access to disaggregated datasets the analysis will mostly be restricted to the national level and comparisons for each of the equity-seeking groups will be quite limited. The lower the level of aggregation (e.g., national, provincial, municipal, etc.) the more information that can be made available for specific regions and equity seeking groups.

What type of qualitative data can be incorporated into the Maturity Model? How will this be measured? Via checklists, focus groups, interviews or some other mechanism?

Access to the datasets identified above will provide quantitative information for equity seeking groups across Canadian geographies. They will not, however, provide specific information about how certain policies and practices are working to improve diversity and inclusion within public service/federal departments. This information may be collected through policy analysis, by reviewing the policies and practices of federal department as they relate to diversity and inclusion and then rating departments based on (a) the presence of such policies and (b) the effectiveness of said policies based on some predetermined set of criteria.

Should all indicators be assigned equal weights? Or are some indicators more important than others? (i.e., more representative than other indicators in each dimension).

All indicators and dimensions of the MMDI will initially be assigned the same weight (i.e., they will each contribute to the overall model equally), however, the MMDI tool should be flexible to meet the needs of users. Users should be able to adjust model ratings by placing higher importance on key indicators or dimensions that are of interest to them. For instance, if a user places more emphasis on anti-discrimination policies over other dimensions, they could in theory specify that indicators of anti-discrimination contribute to 25 percent of the overall model and each of the remaining five dimensions contribute 15 percent.

What is the impact of COVID-19 on each of the equity seeking groups? Has COVID-19 affected certain groups more than others? How does this affect the maturity levels of departments?

The best way to measure the impact of COVID-19 on each of the equity seeking groups is to measure indicators prior to, during and post-COVID-19. Annual data is available for many of the identified data sources, so measuring changes from 2020 to 2021 and beyond would allow us to capture how COVID-19 has influenced diversity and inclusion efforts in Canada's public service.

MATURITY LEVELS

Performance indicators will typically be measured along a standardized five point scale to represent each of the above dimensions (1=Very low maturity… 5=Very high maturity). Maturity levels will be represented by the mean score of each indicator per dimension and each dimension score will be computed as the "mean of mean scores" for each indicator. Each dimension would include several indicators (6 or 7) as selected by the MMDI team in consultation with an expert advisory group. See measurement framework section below for a more complete description of how maturity levels will be assessed and calculated. Maturity levels can generally be described as follows:

1 = Very low maturity

Statistically, departments with very low maturity levels will be characterized as having MMDI indicator and dimension scores that fall far below national benchmarks for each of the four equity seeking groups. When departments have a very low level of maturity, their approach to diversity and inclusion tends to be more reactionary and there are fewer protocols and procedures in place to address issues as they arise. Without clear direction, these supervisors and managers in these departments tend to be "putting out fires" and are not prepared prevent issues from occurring in the first place. These departments typically do not have any meaningful D&I initiatives in place and do not educate employees on matters related to anti-discrimination, representation, etc. There is no budget allocated for D&I initiatives and staff do not have formal outlets to raise concerns about workplace culture or other dimensions of maturity.

2 = Low maturity

Departments with low maturity will also tend to have below average scores across several, but not all indicators and dimensions of the MMDI. However, they will tend to show signs of progress related to diversity and inclusion by having formally adopted some policies, practices and/or initiatives related to the promotion of D&I. These initiatives will likely be newer and many will lack evidence of effectiveness as determined by an external evaluation study. Departmental leaders may take on some responsi- bility for addressing D&I related issues, but may be undertrained and lack the tools necessary to ensure that employees work in an inclusive environment.

3 = Average maturity

Departments demonstrating average levels of maturity will show some performance gaps related to diversity and inclusion for the four equity seeking groups (i.e., they will score below the national average on some indicators of maturity, but will approach and the Canadian average on other indicators). These departments will have formal written policies about how to respond to issues of D&I and will have some initiatives in place for all employees.

4 = High maturity

High maturity departments will show similar scores between equity seeking groups and national averages on several, but not all indicators of maturity. These departments will have formal policies, protocols and initiatives related to D&I in place, which have shown evidence of effectiveness and have been strategically adopted by the department. These departments are likely to go beyond the "one size fits all approach" by having tailored trainings and interventions that take into consideration multi-dimensionality and intersectionality, meaning that they will have initiatives in place for specific groups of employees (e.g., women, BIPOC employees, newcomers to Canada, LGBTQ2S+, etc.). They will have additional tools and resources for employees to improve they interpersonal skills and to be culturally sensitive to all diverse groups of employees.

5 = Very high maturity

Departments demonstrating very high maturity models will demonstrate diversity and inclusion will show similar outcomes across indicators and dimensions of maturity for each of the four equity seeking groups when compared to national benchmarks. These departments will have a sustainable approach to D&I by having a dedicated budget and several initiatives in place to ensure that their offices are representative of the diversity in the Canadian population and regularly engage employees to be advocates for change. Workplace culture will be generally positive with all employees, regardless of background or beliefs, to have a voice and seat at the decision-making table. There is a zero tolerance policy for racism and discrimination in these departments and leadership opportunities are accessible by all employees, which will lead to strong retention and employee satisfaction.

Departments with very high maturity will make workplace D&I a priority and may have a dedicated expert advisory board to identify best practices in the field, integrate them into the workplace, and continually evaluate them for evidence of effectiveness.

MEASUREMENT FRAMEWORK:

The MMDI will first present descriptive data on selected indicators for each of the four equity-seeking groups over time. The intent here will be to compare outcomes for each group relative to some established benchmark (to be determined). For instance, if we were to look the Public Service Employee Survey in 2020, Questions 20 and 46 ask respondents to rate the following question along a 5-point scale (from strongly agree to strongly disagree):

TABLE 1: MMDI GAP ANALYSIS EXAMPLE UTILIZING PUBLIC SERVICE EMPLOYEE SURVEY (PSES) DATA.

Indicator (Year 2020)	Equity Seeking Group	5: Strongly agree (%)	4: Somewhat agree (%)	3: Neither agree or disagree (%)	2: Somewhat disagree (%)	1: Strongly disagree (%)	Don't know (%)
Q20. "In my work unit, every individual is accepted as an equal member of the team."	Person with a disability	40	25	10	12	11	2
	Not a person with a disability	50	28	9	7	5	1
	TOTAL	49	27	9	8	6	1
Q46. "My department or agency implements activities and practices that support a diverse workplace."	Person with a disability	35	30	16	8	6	4
	Not a person with a disability	42	34	13	4	2	4
	TOTAL	41	33	14	5	3	4
GAP SUMMARY Q20	Person with a disability vs. Not a person with a disability	-10	-3	+1	+5	+6	+1
	Person with a disability vs. National avg	-9	-2	+1	+4	+5	+1
GAP SUMMARY Q46	Person with a disability vs. Not a person with a disability	-7	-4	+3	+4	+4	0
	Person with a disability vs. National avg.	-6	-3	+2	+3	+3	0

As can be seen in the table above, 65 percent of persons with a disability agree that every individual in their department or unit is accepted as an equal member of the team while 78 percent (+13%) of persons who do not have a disability agree with this statement. The national benchmark in this instance would be the total for both groups, which is 76% (+11%). Larger gaps for equity seeking groups would indicate lower levels of maturity whereas a zero gap would indicate high levels of maturity.

To get at the overall score per dimension, you could take the average indicator score across a 5-point scale for each individual respondent and subtract it from the national average (or other comparison groups).

For instance, if a person with a disability answered "strongly disagree" on both indicators (Q20 and Q46), they would have an average score of "1" on five-point scale.

You would then compare this score to the mean score for all respondents (e.g., "3.0") to arrive at an overall score (i.e., "-2" for this individual).

You would then sum all the scores within equity-seeking groups to arrive at the group average, which can be compared to the national benchmark and/or other equity seeking groups.

This example is fairly straightforward as both indicators are measured along the same 5-point Likert Scale (strongly agree to strongly disagree); however, since not all indicators will be measured on the same scale, we can standardize all indicator scores to have a mean of zero and standard deviation of 1.

This method will ensure that each indicator is measured across the same scale. Please note that we would omit the "don't know/prefer not to answer" respondents from the analysis in this instance.

We would replicate this process for each indicator under the six key dimensions of the MMDI and produce a series of scores to measure the gap between equity-seeking groups, which could be summed and rank-ordered by geography or some other independent variable. We would then combine each indicator score per dimension to arrive at an overall rank and rating of "maturity level." The final product would look something like a scorecard or ranking system for each indicator across the six dimensions of maturity.

We can measure these gaps across geographies or federal department types, etc. to determine if certain Canadian regions or departments show higher or lower levels of maturity. We can also track progress over time by com- paring data from previous years of the Public Service Employee Survey (e.g., from 2014 to 2020 in yearly increments).

Where possible, we would also intersect outcomes between various equity-seeking groups (e.g., visible minority women or females who have a disability) and/or control for other socio-demographic factors (e.g., socioeconomic status, immigrant status and time of arrival).

Data Sources: Diversity and Inclusion statistics (Statistics Canada), COVID-19 Crowdsourcing Surveys (Statistics Canada), Public Service Employee Survey, Management Accountability Framework, Staffing and Non-Partisanship Survey, Treasury Board Secretariat Annual Report on Employment Equity Groups, Public Service Commission Audit of Employment Equity Representation in Recruitment.

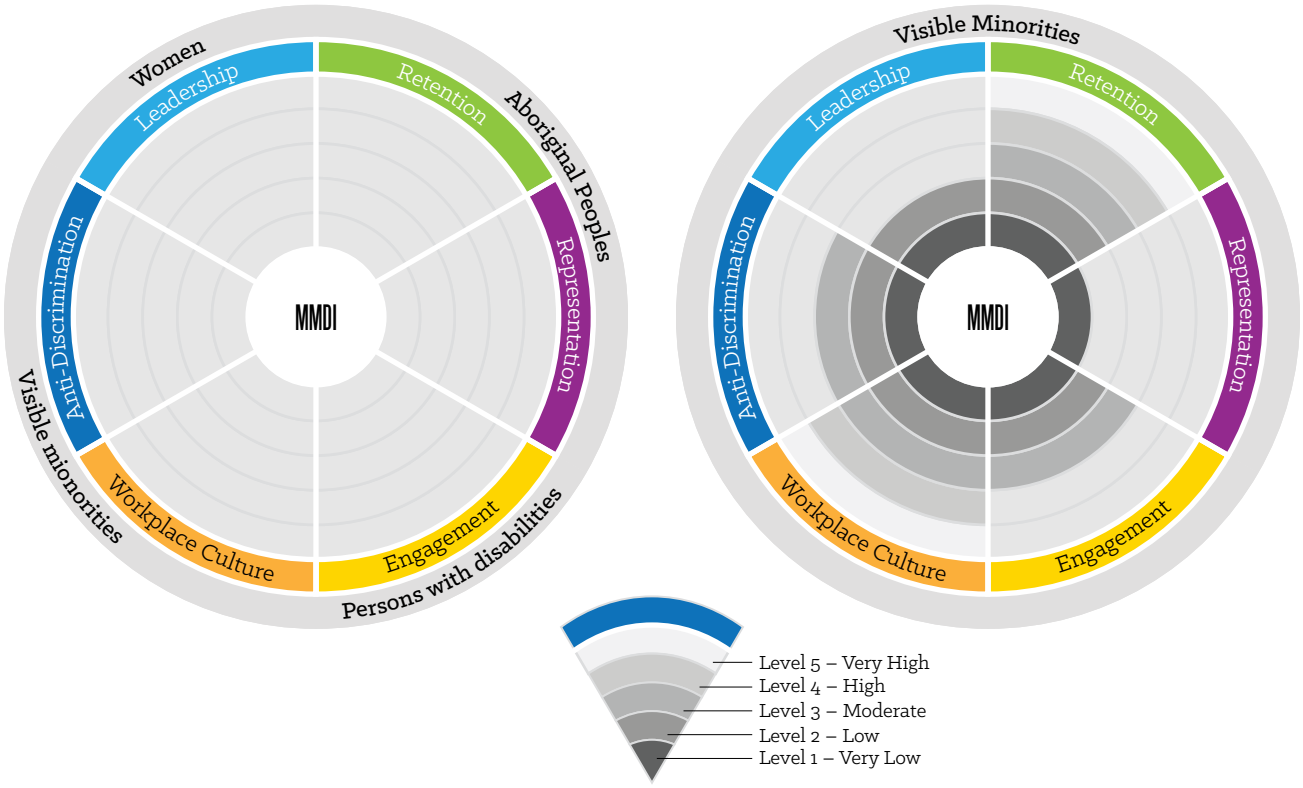
Performance Indicators: Each of the identified data sources will be reviewed in-depth to identify all possible indicators of diversity and inclusion in the workplace.

Members of the expert advisory committee will then vote to determine the most representative indicators for each dimension. Most indicators will be drawn from the Public Service Employee Survey (see potential indicators by MMDI dimension below) and the other data sources identified will be used to fill in gaps not addressed by the PSES.

Dimensions	Performance Indicators
Workplace Culture	**PSES:** Q7. I get a sense of satisfaction from my work. Q20. In my work unit, every individual is accepted as an equal member of the team. Q45. I think that my department or agency respects individual differences (e.g., culture, work styles, ideas, abilities). **Other Indicators:** I have opportunities to provide input into decisions that affect my work.
Anti- Discrimination	**PSES:** Q23. In my work unit, I would feel free to speak about racism in the workplace without fear of reprisal. Q47. My department or agency implements initiatives that promote anti-racism in the work- place. Q48. I would feel comfortable sharing concerns about issues related to racism in the workplace with a person of authority (e.g., immediate supervisor, senior manager, ombudsman, human resources advisor). Q62. Having carefully read the definition of discrimination, have you been the victim of discrimi- nation on the job in the past 12 months? Q63. From whom did you experience discrimination on the job? Q64. Please indicate the type of discrimination you experienced. Q67. I am satisfied with how matters related to discrimination are resolved in my department oragency. Q68. My department or agency works hard to create a workplace that prevents discrimination. Q69. I am satisfied with how concerns or complaints about racism in the workplace are resolved in my depart- ment or agency. **Other Indicators:** Anti-racism is an active and consistent process of change to eliminate individual, institutional and sys- temic racism.
Representation	**PSES:** Q2. The material and tools provided for my work, including software and other automated tools, are available in the official language of my choice. Q35. Senior managers in my department or agency use both official languages in their interac- tions with employees. Q46. My department or agency implements activities and practices that support a diverse workplace. **Other Indicators:** – Representation in management/executive positions for public service of Canada employees by designed equity-seeking group. – Distribution of public service of Canada employees by designated group according to department or agency. – Distribution of public service of Canada employees by designated group and salary range. Hiring into, promo- tions within and separations from the public service of Canada by designated group. – Data from Treasury Board Secretariat on Employment Equity Groups and Public Service Commission Audit of Employment Equity Representation in Recruitment.

Dimensions	Performance Indicators
Leadership	**PSES:** Q24. My immediate supervisor encourages me to work collaboratively with others outside of my work unit. Q27. My immediate supervisor keeps me informed about the issues affecting my work. Q30. I am satisfied with the quality of supervision I receive. Q31. Senior managers in my department or agency lead by example in ethical behaviour. Q32. I have confidence in the senior management of my department or agency. Q33. Senior management in my department or agency makes effective and timely decisions. Q34. Essential information flows effectively from senior management to staff. **Other Indicators:** Confidence in the senior management of my department or agency. Essential information flows effectively from senior management to staff.
Retention	**PSES:** Q53. Do you intend to leave your current position in the next two years? Q54. Please indicate your reason for leaving. **Other Indicators:** – I get the training I need to do my job. – believe I have opportunities for promotion within my department. Access to Coaching and Mentorship. – Access to internship opportunities.
Engagement	**PSES:** Q11. Overall, I feel valued at work. Q12. I am proud of the work that I do. Q16. Overall, I like my job. Q50. I would recommend my department or agency as a great place to work. Q51. I am satisfied with my department or agency. Q52. I would prefer to remain with my department or agency, even if a comparable job was available elsewhere in the federal public service. **Other Indicators:** To be determined.

RANKED INDIVIDUALLY BY EQUITY SEEKING GROUP - EXAMPLE: VISIBLE MINORITIES



RANKED BY DIMENSION - EXAMPLE: ANTI-DISCRIMINATION

Dimension	Anti-Discrimination					
Maturity Levels		Level 1	Level 2	Level 3	Level 4	Level 5
Indicators		Performance indicator for Level 1	Performance indicator for Level 2	Performance indicator for Level 3	Performance indicator for Level 4	Performance indicator for Level 5
Equity Seeking Groups	Women					
	Aboriginal Peoples					
	Persons with disabilities					
	Visible minorities					