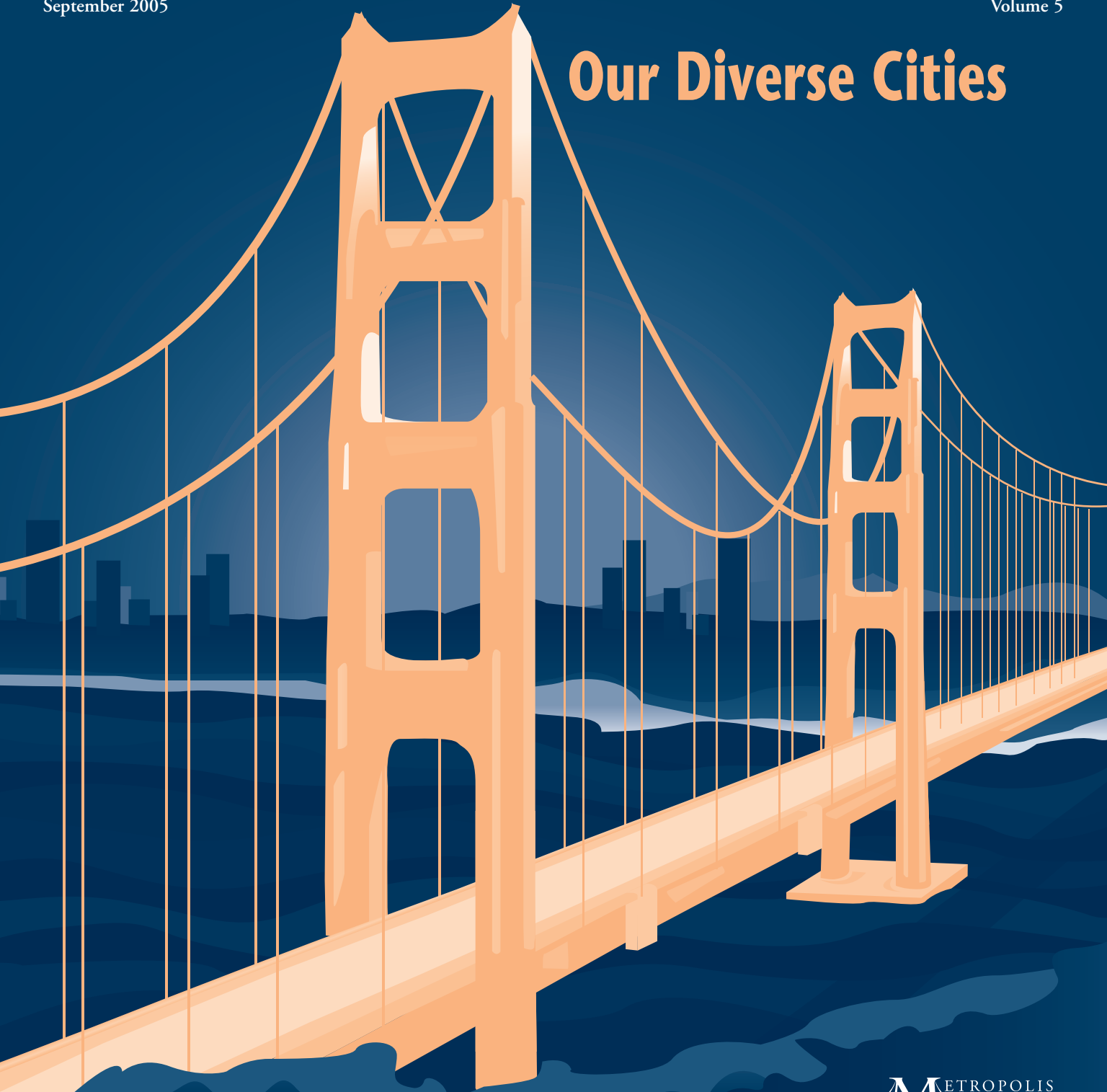


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Our Diverse Cities



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Our Diverse Cities

HOWARD DUNCAN, Executive Head, Metropolis Project, Citizenship and Immigration Canada

With the relentless urbanization that marks our age, to talk about diversity is to talk about diversity in our cities. We can think of urbanization in two ways: first, as the flows of people from the rural regions of a country to its cities and, second, as the entry of immigrants and refugees to the country and their settlement in major cities.

These two in combination have changed many of the world's cities—often beyond recognition—in a relatively short period of time. Populations have soared, their ethnic, racial, cultural, and religious compositions have changed markedly, the compositions of their specific neighbourhoods have altered, and the economic mainstays of some cities, too, have been transformed. Transformations of these sorts have been very rapid in some cities and, where they have not gone well, have produced destructive reactions including “white flight,” the loss of employment as business and industry moves, and social tensions. Where the transformations have gone well, cities have become more prosperous and innovative, far more interesting and, it is hoped, more tolerant and welcoming of diversity.

What most cities have in common, however, is that they did not plan these transformations. Indeed, urbanization rarely takes place as a result of cities explicitly encouraging it. Rather, economic and social forces and national government policies and programs create conditions that lead to migration to cities. However, although these urban transformations might not be planned, they can be planned for, so that a city can better respond when and as they occur. Quite obviously, good planning requires good communications between the levels of government on a range of issues, including the number of immigrants expected to enter a country and the economic and social policies that encourage migration to a country and to its cities. Also required is research on favoured destinations, on economic and social outcomes, and on flows worldwide, which can inform planning and policy making. What is wanted is information on how many and who will be arriving in the cities, and what they will bring with them—be that skills, experience, demands for services, and sometimes challenges—so that the city and its institutions, including the private and social sectors, can plan for success.

Most immigrants arrive in cities with little more than hopes to accompany their skills and whatever social networks they may be able to draw upon. They usually arrive with uncertainty about employment or their place in the city. How well they do is an important mark of how

well the city is doing, how well it is taking advantage of what the newcomers offer and, in return, providing a warm welcome or, alternatively, how well it is coping with the strain of newcomers who cannot or do not easily find their way. Cities need to monitor how well they are doing, and they need to know what effects the arrival of immigrants is having on the city and on the administration's ability to provide the services required for the city to work well. There are complex governance issues to take into account, especially in federated states, where policies and responses related to immigration and its effects are developed and carried out by more than one level of government. And, while migrants may end up in cities, it is important that the effects of immigration on cities be well understood at the level of national governments, for their policies, programs, and revenue-sharing determine some of the effects of migration and limit or frame the local responses.

Metropolis hopes to make a contribution to this understanding through the research that our members undertake, research that is about the difference that immigration makes both at the national and local levels, not to mention the international issues that are gaining prominence throughout the world. We try to ensure that this research makes a difference to those responsible for managing immigration and its effects on our cities by publishing it in the *World Bulletin*, in journals, in monographs and other formats, by posting it on our Web sites, and by presenting it in conversations at our conferences and other events. The 10th International Metropolis Conference will take place in Toronto, Canada, from October 17 to 21, 2005; its theme is *Our Diverse Cities*. We hope that this conference will help officials—whether at the local, regional or national levels of government—as well as researchers and organizations at the international, inter-governmental and non-governmental level, grapple with the transformations that are taking place in our cities.

Cities, Diversity and Public Space

ANNEMARIE BODAAR and JAN RATH, Institute for Migration and Ethnic Studies (IMES), University of Amsterdam

Urban public space is obviously a key site of the host-immigrant encounter. Unfortunately, many people have a rather gloomy view of these encounters: debates about the immigration-public space nexus are often riddled with fear and concern for security. Without trivializing these fears and concern, we argue that this view is one-sided and that urban public space can also be the site of meetings, exchanges and opportunities.

In spite of persistent attempts by governments to disperse immigrants and encourage their settlement in the countryside, the great majority of the immigrant population gravitates to larger cities. Although students of immigrant settlement argue that this pattern is contingent on the availability of houses and jobs and of co-ethnic networks, it remains to be seen whether immigrants are very much different from the host population. As a matter of fact, three-quarters of the world population live in cities today; this figure is still rising, and not just as a consequence of international migration.

Cities are evidently characterized by a sizable and heterogeneous population, but also by the fact that social relations show higher levels of anonymity and that social problems and contrasts are here more tangible than elsewhere. The spatial and social mobility of the urban population, the rise and decline of urban lifestyles and subcultures, and the ever-changing social relations between individuals and groups in urban settings are therefore matters of serious political concern.

These crucial phenomena have particular socio-economic dimensions. It is believed that today cities are even more central in the emerging economy than during the industrial age. Gateway cities such as Amsterdam or Berlin, Sydney or Toronto have indeed become nodes in (inter)national networks, bridging migrant communities and linking businesses and consumers from all over the place. High-skilled professionals, low-skilled job seekers and holiday travelers all gravitate to these places and become part of the rapid transformation of these cities as sites of industrial production to spaces of information circulation and consumption. These converging processes evidently affect the urban social fabric in profound ways. They alter the opportunity structure, shape and re-shape forms of inclusion/exclusion, and add new dimensions to the already existing economic, social and cultural diversity. At this juncture, postindustrial cities zestfully boost the local economy

Public spaces are sites of harmony and sites of struggle.

amongst others by promoting cultural industries, mobilizing creativity and utilizing globally appealing but locally embedded symbols. Whatever is happening, the “dynamic complexity” of cities—a term coined by Jane Jacobs—has been changed spectacularly in the past few years.

These processes find expression in the public spaces in which individuals—belonging to widely divergent professions and social classes, ethnic groups and nationalities, cultures and subcultures—are confronted by each other. Public spaces, to be sure, like streets, squares and parks, are normally accessible by each and everyone, although the actual accessibility may vary from place to place and from time to time, not to mention across age and gender. Public spaces could, under certain conditions, evolve into public domains or, in other words, places in which people actually interact with each other. But, as has been said, cities are worlds of strangers. This



is why city dwellers develop strategies to be seen and to be ignored, to meet and to avoid each other; consequently, public spaces are sites of harmony and sites of struggle. In an attempt to foster the accessibility and livability of public spaces, city dwellers create smaller, controllable social worlds by appropriating, for instance, particular public spaces and displaying their own symbols. These processes, which affect the design, legibility, assessment and use of public space, may be ethnic-specific.

Manifestations of diversity in public space are contingent on urban conditions, but urban conditions in turn are constantly changing due to the dynamics of ethnic diversity which is affected by immigration. This immigration-public space nexus is therefore historically and locally specific. To be more concrete: in earlier historical periods, the formation of ethnic vernacular landscapes such as, say, Chinatowns in North America, was regarded as highly problematic. Today, most North American cities take pride in having such precincts within their city limits, and city administrators have even taken concrete steps to encourage the (re-)creation of such precincts. In Europe, where integration and spatial dispersion are *de rigueur*, such developments are sooner looked at with watchful eyes than welcomed, although there are indications that this attitude is changing.

The nexus between immigration and public space is manifested in roughly two interrelated ways. First, immigration influences order and action in public space. Immigrants' use of public space may differ from that of the mainstream and may be perceived and experienced as being different. As for the latter, youngsters loitering around on street corners are commonplace in most cities, but locals may experience different feelings and may show different responses when these youngsters are of ethnic minority background. For instance, North-African youth in Belgium, France or the Netherlands, or Lebanese youth in New South Wales, or other groups at the bottom end of the pecking order are often associated with petty crime and social unrest. Their use of public space triggers fear, and people act accordingly. Unwelcoming responses may, in turn, encourage these youngsters to behave anti-socially, and so forth. However, changing order and action in public space is not always associated with fear. In various European cities, immigrants have contributed to the revitalization of public parks. Although native-born residents may limit their use of parks to jogging or walking their dog, immigrant families use parks as places for picnicking and barbecuing. The use of public space is often gendered. Muslim women wearing a veil, or walking a few steps behind their husband, or being totally kept off the streets are cases in point. The perhaps stereotypical complaints about penetrating smells of ethnic food or the unfamiliar sound of ethnic music indicate that the changing order in public space is necessarily visible. Very visible and obtrusive manifestations of diversity in public space are the numerous

ethnic festivals, carnivals and parades. Dancing dragons and deafening drum beat and firecrackers prevent us from missing Chinese New Year celebrations.

Secondly, immigration influences the streetscape, for instance by introducing new architectural styles. The construction of houses with pagoda-shaped roofs, or prayer houses with minarets and domes, impact on the streetscape in a spectacular way. Changes in the built environment are often

The perhaps stereotypical complaints about penetrating smells of ethnic food or the unfamiliar sound of ethnic music indicate that the changing order in public space is necessarily visible.

highly contested, if only because for symbolic reasons, and because of the fact that they represent lasting transformations. One should not forget that most structures are built to stay for 50 years or more. The heated debates in Europe about the establishment of purpose-built mosques or in Canada about monster houses show the deeper impact of changes in the urban streetscape. The building of ethnic shopping malls or commercial precincts, such as Chinatown or Klein Turkei, with their specific shop windows, street furniture and the whole shebang, are another case in point (see Rath 2005; Shaw et al. 2004).

The proliferation of ethnic shopping malls and ethnic festivals and parades is particularly interesting because it is—at least partly—driven by commercial intentions and ties in with the emerging service economy and the role of cities as sites of consumption. Without suggesting that other manifestations of ethnic diversity in public space are less relevant, it is interesting to examine this phenomenon in greater detail. City boosters increasingly acknowledge that urban diversity is a vital resource for the prosperity of cities and a potential catalyst for socio-economic development, particularly since business investors consider this diversity as one of the factors determining the location of businesses. The commodification and marketing of diversity, through the commercial use of the presence of the ethnic “others” or their symbols, fits in well with this process, and this helps explain the growing enthusiasm for “interesting” landscapes that have the potential to draw tourists and visitor. As Zukin (1998, 836) notes, “Elected officials who, in the 1960s, might have criticized immigrants and non-traditional living arrangements, now consciously market the city’s diverse opportunities for cultural consumption.” This indicates a new valorization of ethnic public spaces.

This transformation is not a “natural” process, but the product of social, cultural, economic and political developments and conditions (Rath 2005). These conditions are, to a large extent, contingent on each other in a process of cumulative causation. First of all, local immigrant communities must literally and figuratively carve out a space that serves as the nodal point of community life. Secondly, a proliferation of small businesses based on the commodification of cultural features must spice up the streetscape. Thirdly, there must be a critical infrastructure supporting and promoting the ethnic theming of public space. And finally, a number of regulatory matters need to be fulfilled. This can be accomplished by favorable zoning regulation, by creating a more or less clean and crime-free environment, or by ensuring the accessibility of the area.

However, various processes might slow or prevent the transformation of ethnic public spaces into economic assets. First, the involvement of some may be confined to low-skill, low-wage, dead-end service jobs or to self-exploitative “mom

City boosters increasingly acknowledge that urban diversity is a vital resource for the prosperity of cities and a potential catalyst for socio-economic development.

and pop” stores. Second, it is possible that intra-ethnic conflict will occur between those who control these ethnic public spaces and those who provide the hard labor or only have a walk-on part. Third, in the same vein, power differentials between genders may be reinforced. Fourth, stereotypes about the “authentic” ethnic “other” or the “authentic” ethnic experience may be reinforced. The commercial use of ethnic public space is also about the creation of myths, images and fantasies, particularly about the “exotic” other. While this entails a “performative repertoire of cultural displays that increasingly serve the consumptive and spectating demands of outsider audiences,” Lin (1998, 205) also points to the risks of such voyeurism and stereotyping. Fifth, exposure of ethnic symbols to an ever-wider public may be interpreted as undesirable interference with one’s own affairs or even as a kind of cultural imperialism. Sixth, there is a risk that governmental regulation aimed at the preservation of these spaces only serves the homogenization and fossilization of urban landscapes and the depletion of its economic dynamics. Finally, the commodification of ethnic public spaces does not inevitably contribute to the full acceptance and integration of immigrant communities. It is

possible that tensions between communities will emerge. This being said, it is inevitable that immigrant ethnic minorities leave a mark on urban public space and everything that includes and entails.

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➤ a.bodaar@uva.nl • j.c.rath@uva.nl
<http://users.fmg.uva.nl/jrath/>

The Rome of Religions

In 2004, the city of Rome released a publication entitled *The Rome of Religions*. It gives a brief synopsis of the various religions found in Rome, all of which contribute to its diversity. It directs readers to information sources on each religion and provides details on the location of each religious institution.

For more information:

➤ f.coen@comme.roma.it



The Role of Cities in Immigrant Integration

BRIAN RAY, Department of Geography, University of Ottawa

It has long been recognized that urban areas, especially large cities, are places where cultural diversity flourishes. Cities like New York, Los Angeles, Toronto, Sydney, London, and Paris, which receive migrants from all over the world, exemplify the cultural, social, and religious diversity that many believe is a fundamental characteristic of places that will thrive—economically and socially—in an era of global interdependence.

History demonstrates, however, that diversity is not a sufficient condition to bring about the sustained inclusion of the different groups that populate a city. The collapse into inter-ethnic conflict of once relatively harmonious multi-cultural cities like pre-World War I Vienna, pre-World War II Warsaw, and in more recent decades Beirut, Sarajevo, and Srebrenica, highlights the fragility of cultural diversity. Learning to live with cultural diversity, managing cultural exchanges among people, organizations, and institutions, and dealing directly with inequities and discrimination are challenges that cities must face if they are to be socially inclusive and culturally diverse.

For most cities, efforts to decrease social polarization and manage diversity rely on the “bedrock” social policies of public education, health care, and income support that are usually the responsibility of national and state, provincial or regional governments. But social inclusion also depends on the quality of the countless interactions that occur among the kaleidoscope of individuals, social groups, and institutions that exist in a city. In this respect, city governments also have a responsibility to develop policies that manage diversity and integrate newcomers and long-established residents into dynamic social, economic, and political environments. They also must take the lead in mitigating practices of exclusion and segregation that are so acutely felt in the places where people live. Social inclusion in urban places does not just happen organically.

Management and Integration Programs

Managing diversity and creating the conditions for social inclusion can no longer be a concern for old central cities alone. In many cities the majority of immigrants, both new

and long-established, settle in the suburbs, not the traditional inner-city enclaves that so dominate our imagined ethnic landscapes. In the United States, this trend could be observed in some large immigrant gateway cities during the 1980s, but in the past decade suburban neighbourhoods have emerged as new multiethnic immigrant enclaves in both new and established settlement gateways. Established central cities may have depth of experience in working with diverse populations, but immigration is forcing suburban municipalities to catch up on managing diversity.

Immigrants have a range of needs—from housing to education to language instruction to efficient public transportation for accessing jobs spread over vast metropolitan areas. These needs are far from new, but they pose integration challenges because of where immigrants live within metropolitan areas. Unlike many central cities, suburban municipalities have had little need until recently to provide integration services to newcomers and their children. Most suburban neighbourhoods also have little experience in managing cross-cultural communication or encouraging social inclusion among neighbours from diverse cultural and linguistic backgrounds. In low-density suburbs, where socio-cultural homogeneity has been an archetypal condition if not a founding principle, the emergence of a plurality of cultures is a radical change. It also poses a challenge to encouraging integration in the sites where different cultures and social groups meet—schools, workplaces, neighbourhoods, streets, shopping malls, and soccer fields.

A Role for Cities?

Cities are social, economic, and political entities that have developed in response to the actions of countless individuals and relationships among a wide array of institutions and organizations. They also reflect past decisions about construction and density, land use, transportation, economic development, political processes and representation, and social planning.

Many of these decisions, often made decades earlier and without consideration for the cultural pluralism that characterizes contemporary immigration, reverberate through to the present to influence opportunities for social inclusion and

integration. Whether it be a city founded in the 18th century or a suburban “edge city” built in the late 20th century, the policies and practices that urban places adopt to mitigate socio-economic fragmentation and polarization will also reflect present-day constitutional, economic, and social contexts, as well as political configurations. Consequently, there will be many “solutions” to the local immigration and cultural diversity challenge.

Local governments play a crucial role that is too often underestimated.

Many national and state or provincial governments do not have a specific urban policy agenda, but the “non-urban” social and economic policies they pursue do have a direct influence on social inclusion and managing diversity in cities. Income support and social welfare policies that establish a threshold of support for disadvantaged individuals and households can do a great deal to diminish extreme forms of social polarization. The same is true of universal public education and health care policies. Investment by senior-level governments in expensive urban infrastructure, especially in older cities, can also minimize extreme differences in the quality of public goods and services across neighbourhoods. In some countries, national and state governments also have pursued policies aimed at diminishing social isolation and fragmentation by investing in social housing and efficient public transportation systems.

The social, economic, and taxation policies supported by national and state/provincial governments set the broad context in which the effective management of diversity issues can occur. Local governments, however, play a crucial role that is too often underestimated. This is especially the case in our post-industrial society—cities are the locales where a knowledge-based economy grows; consequently, they are assuming an ever more influential role in the economic, political, informational, and cultural affairs of society. Cities are also ideally suited to address many issues associated with the inclusion of newcomers, such as reducing the social and residential exclusion of marginalized and disadvantaged groups, increasing social and spatial access to public services and employment, and constructing democratic, efficient, and equitable local governance structures.

Furthermore, cities hold the distinction of organizing and regulating many activities of daily urban life that are prosaic, but nevertheless crucial to the social and economic inclusion of residents. Some of the most important sticking points in terms of encouraging two-way integration between immigrants and receiving communities revolve around opportunities for

positive encounters between groups in public spaces and perceived inequalities in access to public services and goods. The enforcement of building codes, management of social housing, police, schools and transportation services, and supporting economic development for a range of social groups and communities may not be leading national policy concerns. Such issues, policies, and their delivery do, however, make a difference at the scale where social inclusion is lived and negotiated on a daily basis.

There are many areas of potential policy intervention that cities can pursue to encourage integration between newcomers and native-born residents and foster urban environments in which inclusion rather than exclusion and conflict are the norm. Promising examples of progressive actions in governance, housing, and urban transportation will be highlighted here.

Local Politics Addressing Local Needs: Governance Structures

In the past two decades, cities around the world have witnessed movements to democratize local government and increase community and social group involvement in local affairs. Governance, as distinct from government, has become an influential concept in structuring interactions between local government and civil society groups and organizations.

Some city administrations have deliberately cultivated relationships with minority communities and social groups, including immigrants and refugees, to enhance their involvement in actions and programs that touch their lives. In Portland, Oregon, as part of the Building the New American Community Project, the city’s Metropolitan Human Rights Center and Office of Neighbourhood Involvement, as well as Multnomah County’s Office of School and Community Partnerships, have deliberately sought out the active involvement of several refugee and immigrant communities in a number of different initiatives. This collaborative effort to develop governance relationships with newcomer communities that have limited experience in local politics and government includes projects that encourage neighbourhood economic development, as well as programs that address the needs of school-aged immigrant and second-generation youth and their families.

The Value of Unintended Outcomes: Urban Land Use and Social Integration

Sometimes cities get lucky and decisions made in response to acute circumstances decades earlier can have unintended benefits for social inclusion in today’s multiethnic cities and suburbs. Decisions made about suburban development in Montréal during the 1950s and 1960s, for example, have had largely positive implications for diminishing spatial segregation and building community cohesion among some ethnic groups in the contemporary city.

The Role of Cities in Immigrant Integration

In response to a crisis in housing availability in Montréal immediately following World War II, the decision was made to encourage the construction of medium-density rental housing and single-family owner-occupied housing in neighbourhoods on what was then the suburban periphery. The housing crisis eventually subsided and, over time, more and more immigrant households settled in these relatively affordable dwellings. Among immigrants from the Indian Subcontinent, for example, extended families use the relatively close spatial proximity of rental and owner-occupied housing to maintain close relationships, even though they are at different stages in settlement and integration processes. Families deliberately search for rental housing in the same neighbourhood, as their more well-established relatives, so as to maintain social networks that are rich in information and support, and furnish links to larger Indian communities, thereby diminishing feelings of isolation. The relatively close proximity of people from different social classes and ethno-cultural backgrounds in these suburban neighbourhoods has also allowed newcomers to tap into information, employment, and social networks beyond the orbit of their ethnic group.

Networking a Fragmented City: Public Transportation

It is difficult to overestimate the value of public transportation investments in facilitating social inclusion and access to opportunities in cities where employment is scattered in nodes throughout the metropolitan area. Even in a small city like Lowell, Massachusetts, transportation is a key factor in integration. The termination of public bus service immediately following the afternoon rush hour has been identified as a major impediment to new refugees and immigrants taking advantage of evening English-language training courses.

Inclusive Urban Environments Rely on:

- Street design
- Pricing and availability of public transportation
- Location and accessibility of employment
- Management of schools
- Management of police services
- Economic development that benefits a range of social groups
- Enforcement of employment codes, commercial regulations, and by-laws
- Garbage removal
- Licensing street vendors and public market spaces
- Pricing and servicing industrial land

In a similar vein, significant investment by Toronto and Montréal in subway and bus systems following World War II has been shown to significantly increase the ability of new immigrants to access both employment and public services. Researchers have pointed out that the investments made by Metro Toronto in developing an integrated public transit system, coupled with tax-pooling policies among middle-class suburban municipalities and the poorer central city, did much to encourage social cohesion within the metropolitan region over time. Successful investments that diminish exclusion and marginalization must always be adapted to urban change lest the situation deteriorate. For example, in recent decades, low levels of investment in public transit and an absence of direct tax-sharing relationships between new and old municipalities in greater Toronto have contributed to growing disparities between residential areas, as well as diminished access among the city's least well-off residents to the full range of metropolitan-level employment opportunities.

Looking Forward: Cities and Diversity

As cities across the world increasingly become the focal points of post-industrial economic growth and immigrant settlement, city governments, agencies, social groups, and organizations of civil society are playing ever more influential roles in shaping social inclusion and integration pathways. In part, this means that cities will take on new policies and programs, and some may assume responsibilities that have been traditionally associated with more senior-level governments in order to respond to the needs, challenges, and opportunities posed by new residents, institutions, and economic activities.

It also means that cities must continue to play a role in creating socially inclusive environments by strategically pursuing urban management initiatives that are positive in terms of outcomes but are only indirectly related to immigrants and their settlement and integration. Urban transportation, housing, and policing, for example, are not normally thought of as immigrant integration programs, even if they seek to achieve greater social inclusion.

Some cities will be able to draw many unintended benefits from decisions made decades earlier as they pursue policies of two-way integration. Other places will struggle with urban landscapes and social environments that seem ill-equipped to capitalize on the opportunities commonly associated with cultural diversity in a post-industrial economy. Achieving greater social inclusion and equity in both kinds of cities will demand multiple policy “solutions,” for at the heart of this challenge lies the cultural and social diversity, plural circumstances, and fluidity that characterize today's multiethnic societies.

➔ bray@uottawa.ca

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Immigration, Education Reform and Urban Schools

MICHAEL FIX, Migration Policy Institute¹

In this brief article, I describe trends in education policy in the United States within the context of immigrant integration. I then turn to trends within the growing immigrant student population and identify seven challenges that the new immigration poses for urban school reformers.

My point of departure is that there is a fundamental mismatch in the U.S. between policies on immigration and policies on immigrant integration. U.S. immigration policies, that are on the whole comparatively inclusive by international standards, provide for the admission of roughly 800,000 immigrants a year. At the same time, the nation's immigrant integration policies are inchoate, skeletal and, it could be argued, underfunded, at least when compared to Canada, for example. After all, the U.S. (like most of its states) has no national agency or department dedicated to the integration of immigrants, and few policies are framed with newcomers in mind. Indeed, even current proposals to substantially reform—and perhaps expand—the nation's immigration system are largely silent on programs for social integration.

I would argue, though, that recent national education reforms can be viewed as departing from this largely laissez-faire approach to integration—especially when it comes to the children who are classified as English language learners (ELLs) or limited English proficient students (LEPs). The most visible and controversial of recent education reforms has been the 2002 federal *No Child Left Behind Act* (NCLBA), which was intended to reduce wide, persisting achievement gaps between poor, minority and LEP students and other higher-achieving groups. The reforms not only require that schools identify and serve LEP and immigrant students but that schools be held strictly accountable for ensuring that these protected populations make progress in both learning English as well as reading, math, and science.

In brief, recent federal U.S. reforms:

- Compel schools to report data on LEP student scores on state wide standardized tests—as well as those of low-income, minority and disabled students;
- Impose tough sanctions on schools if limited English proficient students do not make progress, allowing students to transfer from failing schools or receive additional instructional services, and in some instances, forcing schools to close and restructure;
- Require that every bilingual and English as a Second Language (ESL) classroom have a “highly qualified” teacher and in many cases aide; and
- Require parent involvement efforts targeted to limited English proficient and low-literate parents in their native language to the extent feasible.

There is a fundamental mismatch in the U.S. between policies on immigration and policies on immigrant integration.

As 95% of all children of immigrants and 91% of students who are limited English proficient attend urban schools, the challenge of responding to immigration-led demographic change falls primarily to our increasingly diverse cities. In a recent report profiling changing student population, my former colleagues at the Urban Institute and I highlight several trends that will shape U.S. urban schools' response to the accountability reforms noted above (Capps et al. 2005).

The first challenge is the simple fact that there has been a sharp rise in the number of children of immigrants, who now

1 This article is based in part on two recent reports: Randy Capps, Michael Fix, et al. *The New Demography of America's Schools: Immigration and the No Child Left Behind Act*, (Washington, D.C.: The Urban Institute, 2005); and Jeanne Batalova and Michael Fix, “A Profile of Adolescent English Language Learners,” The Migration Policy Institute, forthcoming.

Immigration, Education Reform and Urban Schools

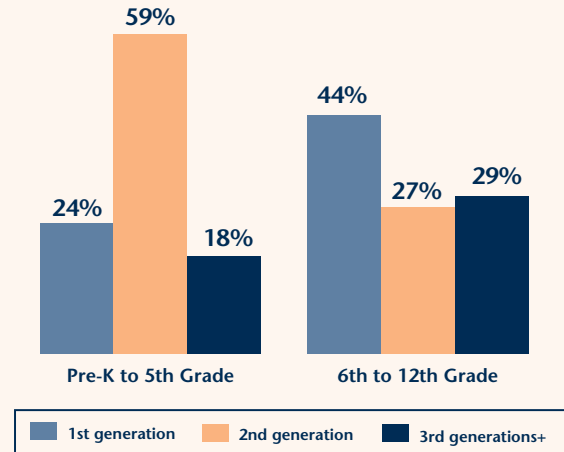
compose one in five school-age children, as well as the proportion of children who are limited English proficient. Following the recent rise in immigration—over 14 million immigrants entered the United States during the 1990s—the share of children of immigrants among the school-age population increased rapidly, tripling from 6% in 1970 to 19% in 2000.² By the year 2010, children of immigrants will represent 30% of the kindergarten to grade 12 student population.

The share of limited English proficient school-age children has also risen rapidly over the past two decades. Viewed through another lens, between 1990 and 2003, the LEP student population rose 83% while the overall student population increased 12% (NCELA 2004). We see extremely wide variation across states: in California, which accounts for one-third of all limited English proficient students, the population rose by 30%; in North Carolina by 500%. In 2000, the national share of LEP students was highest in kindergarten (10%) and fell progressively across the grades as LEP children learned English.

A second challenge to urban schools has been the dispersal of the immigrant population. While school-age children of immigrants are concentrated in large states and urban areas, they are also rapidly dispersing to non-traditional receiving states and cities. Like immigrants overall, school-age children of immigrants are highly concentrated in six states (California, New York, Texas, Florida, Illinois, and New Jersey), but their numbers are growing rapidly in many others. In 2000, almost half (47%) of all school age-children in California were children of immigrants. But the number of children of immigrants grew most rapidly between 1990 and 2000 in Nevada (206%), followed by North Carolina (153%), Georgia (148%), and Nebraska (125%). These shifts have been profoundly felt by such new gateway cities of Las Vegas, Charlotte, Atlanta and Omaha. Like high flows, the new diaspora coincides with education reform's implementation. In theory, accommodating the movement of migrants to these new growth cities could be quite difficult for urban and rural schools, which often have less experience settling newcomers and less developed institutional structures for doing so. Moreover the newcomer populations that are finding their way to the new growth states are more recently arrived, are more likely to be poor, have fewer English language skills and are more likely to be undocumented than their counterparts in the traditional receiving areas and the U.S. as a whole (Capps, Fix, and Passel 2002).

A third challenge owes to the grade distribution of the newcomer children in the U.S. and their relatively high concentration in secondary schools. Most children of legal and unauthorized immigrants in schools are native-born. Overall,

Figure 1: More LEP Children Are Native Than Foreign-Born



Source: Urban Institute tabulations.

75% of school-age children of immigrants were born in the U.S. (In fact, 66% of children of undocumented immigrants in the U.S. are U.S.-born citizens). Somewhat surprisingly though, foreign-born students comprise a larger share of secondary than elementary school students. The share of children of immigrants who are foreign-born is lowest in pre-kindergarten (one in eight) and highest in grades 6–12 (one in three). The reason for this pattern is straightforward: older children have lived longer and therefore had more opportunity to enter the United States. This fact points to two policy mismatches facing urban educators. First, comparatively few resources flow to secondary schools given the share of foreign-born and recently-arrived students who are enrolled. Further, secondary schools are less well equipped to provide both the language and literacy instruction that many late-entering secondary schools students need (Ruiz de Velasco, Fix, and Clewell 2000).

A fourth challenge to urban schools is linked to rising poverty among the children of immigrants in the U.S. The changing origins of immigrants to the U.S. from Europe and Canada to Central and South America and Asia have been accompanied by a rise in poverty among children of immigrants. In 1970, poverty levels among children of immigrants and immigrant children were about the same as those for non-Hispanic whites and far lower than rates for African-American youth. But by 2002, rates for all children had risen and the share of foreign-born children in grades 6–12 in low-income families (47%) rivaled those of African Americans (55%). These trends underscore the fact that poverty is a growing challenge among children of immigrants—a development with far-reaching implications for the distribution of formula grants

² Children of immigrants are defined as those with at least one parent born outside the United States.

for the disadvantaged. Not surprisingly, poverty rates are especially high among the children of immigrants who are limited English proficient (60%).

A fifth challenge is the predominance of what teachers refer to as “long-term LEPs,” many of whom were born in the U.S. The U.S. Census reveals that most LEP students in both U.S. elementary and secondary schools were born and raised in the United States. Over three-quarters of LEP elementary and over half of LEP secondary school children are U.S.-born. Many have U.S.-born parents (See, Figure 1). Clearly, many LEP children are not learning English, even after seven or more years in school, suggesting that they have not been well-served by the U.S. education system. This strongly reinforces the deep logic of accountability-based education reforms.

Analysis of other national data reveals another troubling language-related challenge facing urban schools: the growing segregation of LEP students. These patterns owe in substantial measure to ongoing residential segregation by race, ethnicity and income. In 1999, over half (53%) of LEP students attended schools where more than 30% of all children were LEP—a share that had risen since 1995. By contrast, 57% of non-LEP students went to schools where less than 1% of the students were LEP. These patterns are not just evident in traditional gateway cities: they can also be seen in new growth cities and states. Of course this trend indicates that LEP children in the U.S. are not just attending schools that are economically and ethnically segregated, but ones that are linguistically isolated. Moreover one pattern that has emerged at this relatively early stage in the implementation of new accountability standards is that these “high-LEP” schools are disproportionately failing to meet standards and are subjected to sanctions (Kim and Sunderman 2004). Recent Urban Institute research has examined these high-LEP schools and found that they are more heavily urban and larger than schools with few or no LEP students and their principals and teaching staffs are less experienced (Cosentino de Cohen et al. 2005).

Finally, the linguistic isolation these children experience in urban schools is replicated in their homes, since most LEP children live in “linguistically isolated” families. In 2000, about six in seven LEP students at the elementary level lived in linguistically isolated households (i.e., those where everyone over age 14 was LEP). The share of linguistically isolated children was highest in kindergarten (8%) and substantially lower in secondary school (4%), following the pattern for children’s English proficiency acquisition. While the prevalence of these linguistically isolated families containing LEP students reinforces the need for family learning programs, the largest such federal program has recently been slated for steep budget cuts.

In sum, despite the absence of a deliberate immigrant integration policy, the convergence of high, sustained levels of immigration and the state and federal accountability-based reforms is leading to increased attention to LEP and immi-

grant students (Center for Education Policy 2005). And if, in the end, it is true that what gets tested is what gets taught, then perhaps it will equally be true that who gets tested will be who gets taught. But we are left with a number of policy research questions that bear on immigration, education reform and urban schools:

- Can urban schools—and especially secondary schools—rapidly develop the capacity needed to respond to changed incentives for teaching LEP and immigrant students?
- Will diverse, high-LEP urban schools continue to have the highest failure rates under new accountability regimes? Will reform lead to heavier investment in these schools, and if so, using what resources?
- Will high new standards lead to perverse results, such as increased drop-out rates among LEP students who fail high stakes tests for grade promotion or graduation?
- Will the option of transferring from failing to successful schools prove largely empty without the freedom to leave central city districts for more affluent suburban schools? Given the reality of linguistically isolated schools, what language programs exist for LEP students at more successful schools?
- Who will take advantage of new opportunities that schools provide under accountability regimes: the best or the least endowed parents and students? Will LEP parents and their children be the last to leave failing schools—leading to rising levels of LEP segregation?
- Will the new teacher and paraprofessional quality requirements aggravate existing shortages? Will they lead to the disqualification of many bilingual aides, many of whom are parents or to their recruitment and training as teachers?
- And finally, will native language instruction be further de-emphasized under imperatives to rapidly develop English language skills, and with it student bilingualism?

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➔ mfix@mpi.org

The Diversity of the Suburbs: Is One the Same As the Next?

ANNICK GERMAIN, Institut national de la recherche scientifique, Urbanisation, Culture et Société (INRS-UCS)

Until the 1990s, suburbs had contradicting images that stemmed mainly from the United States and France. Places of dreams for some and places of banishment for others, expressing the freedom of some and the dependence of others, everything seemed set against the suburbs, whether they were seen from the US or from France. In France, the outskirts of certain large cities were the subject of controversial urban policies (the country's *Politique de la ville* was a major topic of discussion) because the social problems of the modern city were concentrated in social housing developments. However, while the so-called “suburb problem” coincided with the arrival of immigrant families in public housing around the 1970s, ironically, decision-makers said little about ethnicity. Yet, two decades later, public opinion would be haunted by the image of French youths of Maghrebian origin sometimes violently expressing the malaise reigning in the large public housing towers which were formerly the pride of modernist architects and which are slated for partial demolition under France's law on solidarity and urban renewal.

In the United States, the suburbs were instead presented as the kingdom of Whites and the heart of the American way of life, and racial issues were confined to localized ghettos in older, deteriorating central areas. It was expected that the immigrants would disperse to the outskirts as they became more economically integrated and that they would actually disappear from the landscape.

Those opposing images exploded, refuted both by the changing social fabric of the cities and by urban research, particularly studies comparing cities in different countries. Along with this change, cultural diversity (or immigration and its socio-cultural spinoffs) increasingly gravitated to the forefront.

It is a matter of simple diversity, and suburbs must be examined collectively—in the plural—because the situations appear to vary within a given country. Furthermore, we understand that this diversity is not something new and that, for example, the world of the French suburbs is infinitely more complex than we had thought (Vieillard-Baron 2001); therefore, we must look at them in a different way. In a composite work with the evocative title *Banlieues à problèmes : La*

construction d'un problème social et d'un thème d'action publique [Problem Suburbs: The Construction of a Social Problem and a Theme of Public Action] (Baudin and Genestier 2002), French researchers attempt to deconstruct all these images of suburbia to better understand what is really happening there, first by retracing history and then by ceasing to see these areas as social microcosms impervious to what is happening elsewhere in society. By somewhat broadening the understanding of the social dynamics of the suburbs, emphasis is placed on the social and spatial perspectives and trajectories of the people who live there. At the same time, the stage seems set for a real discussion on the issues of ethnicity in French society, without falling into the trap of denial or over-ethnicization.

On the other side of the Atlantic, debates are developing just as quickly, but they are fuelled by other issues and concepts, in part because the concept of “ethnicity” is less problematic than in France. Canada is attracting attention for its multiculturalism policy (and for its successes in the area of integration), while at the same time, both in the United States and in Canada, the geography of immigration has changed a great deal. In several large American and Canadian cities, there are now just as many immigrants in the suburbs as in the downtown core, and in some places, there are even more. For example, the highest proportions of “visible minorities” live in Canadian suburbs, in Markham (on the outskirts of Toronto) and in Richmond (on the outskirts of Vancouver). However, this “suburbanization of immigration” (and, more broadly, of cultural minorities) varies in its form, extent and significance from one city to another. Montréal differs considerably from Toronto and Vancouver, the two other major Canadian cities, in that immigration there does not seem to have extended beyond the former suburbs of Montréal Island, which are now part of the urban area of Montréal. Furthermore, Toronto and Montréal differ from several large American cities in their often highly multiethnic suburbs, where people of different ethnic backgrounds live side by side.

The scenarios also vary from one immigrant community to the next (for example, more groups from East Asia settle in the suburbs), sometimes producing new kinds of suburbs. Although immigrants who settle in the outskirts generally meld into the uniformity of the suburban bungalow landscape

and thereby become invisible, some prefer to assert their community's presence for cultural or economic reasons, which always causes significant changes in the urban landscape and sometimes requires new terminology. Such is the case, for example, of "ethnoburbs," a term introduced by W. Li in reference to the Los Angeles suburbs where the aggregation of certain Chinese communities has produced an unprecedented form of integration between residential and commercial areas, and between the local and international economies (Li 1998). Similar models have been observed in certain Canadian suburbs, but a systematic international comparison has yet to be performed. Such a comparison should also be undertaken for what Danico calls post-suburban communities—the formerly predominantly White suburbs of Los Angeles where Korean and Vietnamese communities have settled, and which they have even urbanized, in an attempt at autonomy (Danico 2004).

In several large American and Canadian cities, there are now just as many immigrants in the suburbs as in the downtown core, and in some places, there are even more.

This suburbanization sometimes complicates new immigrants' access to certain services: in Canada, the NGOs that are providing those services, which were formerly provided by the government, are increasingly located in central cities.

But the suburbanization of immigration is especially creating new cultural issues. The gradual affirmation of cultural diversity in the suburban landscape is sometimes accompanied by certain tensions. One of the first major culture shocks occurred in Vancouver when families from Hong Kong built or restored so-called "monster houses" in wealthy neighbourhoods; those houses were characterized by their unique style and landscape architecture (Ley 1995). Asian shopping malls also raised some controversy, occasionally creating headaches for urban planners who were unaccustomed to these new forms of land use (Preston and Lo 2000). Managing the tensions became even more delicate in the case of minority places of worship—development projects that took municipalities somewhat by surprise (Germain and Gagnon 2003). The construction of places of worship such as Sikh and Hindu temples, mosques and Pentecostal churches—which are sometimes monumental and which are not necessarily local, community-based facilities because of their regional "clientele"—has been known to trigger strong reactions among residents. These controversies are fuelled by a context in which a NIMBY ("not in my backyard") attitude

increases people's apprehension about anything (including otherness, in all its forms) and puts the mediation skills of municipal leaders—and of religious groups and fellow citizens—to the test.

In conclusion, if there was a time in North America when suburbia was a homogeneous place, far from the diversity of downtown, the context for choosing a place to live today (with all its constraints) is very different, whether people choose to live in the city or on the outskirts. In a way, the difficulties experienced in the suburbs since cultural "minorities" have settled there are a sign that the integration of those minorities into the city has become commonplace. But the issue must not be ignored—far from it. Managing diversity now involves every facet of the city. The challenges of adaptation that arise from an increasing presence of cultural minorities cannot be separated from other concomitant urban changes. In fact, problems relating to sharing space and to finding ways to live together are more pronounced today because of the increasing diversity of lifestyles, of which diversity of ethnic origins is but one component. Although we understand the structuring role that socio-economic inequalities play in urban ways of life, we still have difficulty identifying the role of culture and individual expression. In this new context, we must learn to look at ways of living in a city from a new angle and to understand the individual and collective paths of its inhabitants in their infinite and ever-changing diversity.

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➤ annick.germain@ucs.inrs.ca

Project and Partner Updates

Role of Local Authorities in Countering Discrimination and Exclusion:

UNESCO's Initiative for an International Network of Municipalities Against Racism

SERGUEI LAZAREV and **JUN MOROHASHI**, Fight Against Discrimination and Racism Section, Sector for Social and Human Sciences UNESCO (Paris)

UNESCO launched the International Coalition of Cities Against Racism in 2004. Its main aim is to establish a network of municipalities interested in sharing experiences to strengthen those of their policies that counter the various forms of discrimination, and in doing so, to achieve a greater level of urban social inclusion. Through a series of seminars, research, information and communication activities, signatories will meet, discuss, exchange, think and act together. Another important component of the project is the development of indicators for evaluating municipal policies against racism.

During the first phase (2004-2006), regional coalitions are to be created in Africa, the Arab States, Asia and the Pacific, Europe, Latin America and the Caribbean and North America. Finally, an International Coalition of Cities against Racism, federating these six regional coalitions, will be launched in 2007.

A guiding principle, called the "Ten-Point Plan of Action," comprises 10 commitments covering the different areas of municipal competence, such as education, housing, employment or culture, and enumerates examples of action. Under the coordination of a "Lead City" in each region (e.g. Nuremberg, Bangkok, Montevideo), every regional coalition will have its own Plan of Action. The European Coalition, which was launched in December 2004, proposes, for instance, to "employ the existing powers of the city as a purchaser through the inclusion of non-discrimination clauses in local contracts," as per Commitment n°5, "The City As An Active Supporter Of Equal Opportunity Practice." The signatories undertake to integrate this Plan of

Action in their municipal strategies and policies and to involve the various actors within civil society, especially the targets of discrimination, in its implementation. Furthermore, they are responsible for the allocation of the necessary human, financial and material resources necessary to achieve these commitments, and to report to the regional Steering Committee on the actions they have undertaken.

A draft version of "Call for a Canadian Coalition of Municipalities Against Racism" has been prepared by the Pan-Canadian working group led by the Canadian Commission for UNESCO and presented during the Annual Conference of the Canadian Association of Statutory Human Rights Agencies (CASHRA), which was held in June 2005 in Saskatoon. The core group will consult with municipalities, and ask them to consider joining the Canadian Coalition, which will be officially launched in 2006.

For more information:

► www.unesco.org/shs/citiesagainstracism
j.morohashi@unesco.org

Diversity in the Red Cross Movement

CHRISTINA WILLIAMSON, Swiss Red Cross

As the largest international humanitarian organization, the Red Cross sets a good example when it comes to diversity. The Red Cross and Red Crescent movement works through a global network of national societies, guided by a set of principles and legal bases, confirming the movement's commitment to promoting diversity.

Gender, youth and ethnicity

In Strategy 2010, the International Federation of Red Cross and Red Crescent Societies has identified the improvement of representation in decision-making bodies as a priority, because in many countries, certain sectors of the population are highly underrepresented within the National Society. Within the Movement, achieving a good balance is important not only for reasons of fairness and equality and to avoid discrimination, but also to guarantee that all actions have the greatest possible impact. The Red Cross Movement collectively must therefore show a measured improvement in the way that decision-making positions reflect the make-up of the population at large, in particular to better represent the gender, youth and ethnic sectors of society.

In addition, the Platform for European Red Cross Cooperation on Refugees, Asylum-seekers and Migrants (PERCO) of the International Federation of Red Cross and Red Crescent Societies has worked out guidelines to promote cultural diversity within the organization. They provide the National Red Cross Societies with useful tools designed to improve the cultural openness of their organizations.

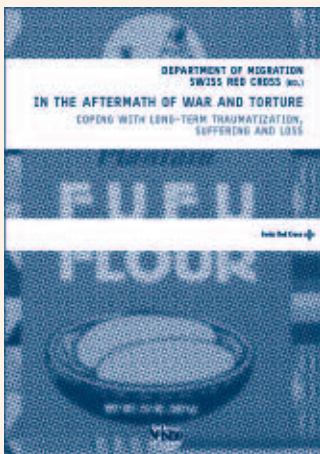
Promoting respect

As a member of the Red Cross Movement, the Swiss Red Cross has also committed itself to promoting respect for diversity and to fighting discrimination and intolerance. In 2003 it drafted a report for the Swiss government on the openness of institutions in civil societies and thus provided a possible direction for developing a policy for Switzerland. On this basis, a new project is currently underway; it is intended to promote diversity within the Swiss Red Cross.

For more information:

► www.ifrc.org/perco
www.redcross.ch • info@redcross.ch

In the Aftermath of War and Torture: Coping with Long-Term Trauma, Suffering and Loss



In the Aftermath of War and Torture is devoted to war and torture. It looks at the trauma experienced by victims—not only during the war, but also upon fleeing—as well as society's response and responsibility. The 10 chapters in this volume examine both practical and theoretical perspective and include research on Bosnian war refugees in Switzerland, as well as a report on the Swiss Red Cross' Outpatient Clinic for Victims of Torture and War, which is celebrating its 10th anniversary. *In the Aftermath of War and Torture* is the second volume in the series Migration: Contributions from Theory and Practice, which is edited by the Swiss Red Cross. It is available in German (ISBN 3-03777-038-8).

To order:

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Project and Partner Updates

International Dialogue on Migration:

Pursuing Policy Coherence in Migration Management

MICHELE KLEIN SOLOMON, Migration Policy, Research and Communications
International Organization for Migration

Since its initiation at the 50th anniversary session of the International Organization for Migration (IOM) Council in 2001, IOM's International Dialogue on Migration (IDM)¹ has provided a forum for States, intergovernmental and non-governmental organizations to explore migration policy issues, with a view to facilitating greater understanding and cooperation in addressing them. Each year, the International Dialogue on Migration and its accompanying activities have built upon the ideas and perspectives brought out in previous sessions. The open, inclusive and constructive dialogue, which is supported by targeted research and policy analysis, has fostered a better understanding of contemporary migration issues among participants.

In addition to the IDM component of the annual IOM Council, the dialogue continues over the course of the

year primarily through intersessional workshops. These workshops provide an opportunity to explore multidisciplinary aspects of migration and foster linkages with related policy fields such as health or trade. They are convened in partnership with relevant organizations and institutions and with the support of donor governments.

For 2005, the dialogue focuses on the theme *Towards Policy Coherence on Migration*. As there is no central international legal instrument or binding structure governing the international movement of people and, in light of its multifaceted and transnational character, coherence at national and international levels on migration policy and practice requires particular effort and attention. In the absence of policy coherence—within governments, between States, and involving a wide range of stakeholders—, effective

migration management cannot be fully achieved. IOM believes that achieving policy coherence is both desirable and possible and that existing tools and mechanisms can facilitate this effort.

The theme *Towards Policy Coherence on Migration* is being explored through a variety of activities. The first intersessional workshop, organized with the Department for International Development (United Kingdom) and the Ministry of Foreign Affairs, (Netherlands), took place on February 2–3, 2005 and examined the theme of Migration and Development.² It examined why migration should be considered a development issue and the importance of coherent policies in order to make the links effective. The discussions explored the synergies and points of contact between migration and development agendas and how migration can be mainstreamed into development policy

1 All materials from the previous International Dialogue on Migration sessions can be accessed at www.iom.int/en/know/idm/index.shtml

2 All documents on the Migration and Development workshop can be found at www.iom.int/en/know/idm/iswmd%5F200502.shtml

agendas, with a specific focus on partnerships and engaging diasporas. The workshop provided a forum for governments, inter-governmental and non-governmental organizations to share approaches and practices that incorporate migration into the national, regional and international development policy agendas of developing and developed countries, and to identify gaps where this can be taken further. Some 100 countries and 40 inter-governmental and non-governmental organizations were represented.

The second intersessional workshop of 2005 will take place on September 27 to 28 and will explore the issue of *Developing Capacity to Manage Migration*. The ability of States to manage migration effectively is largely dependent on their capacity to develop appropriate legislative and administrative infrastructures and on having adequately trained personnel to formulate and implement policies and manage programmes. Capacity building—taken in its broadest sense—is therefore critical at the national, regional and global levels. This workshop will provide a

forum to identify the range of areas where capacity development is needed, to assess capacity-building strategies, to exchange information and to share the experiences of States as well as donors and participating expert institutions on what has worked, what has not and what lessons can be learned.

The workshop will also provide a platform for consideration of new international tools designed to assist governments in developing comprehensive and coherent approaches to migration management. Prime among them are: the Berne Initiative's International Agenda for Migration Management (IAMM)³ and IOM's Essentials of Migration Management (EMM).⁴

Finally, at the IOM Council in December 2005, a plenary panel will be dedicated to the theme Towards Policy Coherence on Migration; this panel will include ministerial-level presentations and discussion. Part of the Council will also be devoted to the Year in Review, highlighting selected migration policy developments, including, for example, a review of

the findings of the workshop organized jointly by the Global Commission on International Migration and IOM on Regional Consultative Processes.⁵ The findings of the Migration and Development intersessional workshop will also be discussed and will focus on what IOM's membership would like to see distilled from the workshop to inform preparations for the High-Level Dialogue on International Migration and Development in the UN General Assembly scheduled for 2006, and to take work forward in this area.

➔ mkleinsolomon@iom.int

3 International Agenda for Migration Management (IAMM) (Geneva: IOM and Federal Office for Migration Switzerland, 2005). The IAMM is one of the outcomes of the Berne Initiative—it is a policy framework designed to assist government migration practitioners in developing effective measures for the management of migration. It offers a non-binding yet comprehensive reference system for dialogue, cooperation and capacity-building at the national, regional and global level. The document can be found at www.iom.int/documents/officialtxt/en/iamm%5Fe.pdf

4 *Essentials of Migration Management for Policy Makers and Practitioners* (EMM) (Geneva: IOM, 2005). The EMM is a learning tool, written in a non-technical manner, that provides an overview of the key elements of international migration management. To purchase the EMM, please contact the IOM Publications Unit at publications@iom.int

5 The meeting took place on April 14 and 15, 2005. All relevant materials can be found at www.iom.int/en/know/iom-gcim/iom_gcim_200504.shtml

Project and Partner Updates

Researching Immigrants in New Zealand: The New Settlers Project

New Zealand, along with Canada, Australia and the USA, is one of the classic countries of immigration. Since settlement in the 1800s, it has used immigration to build its population base and develop a modern economy and state. Between 1800 and the late 1980s, the majority of that migration came from Britain and Ireland. This began to alter with the arrival of migrants from the Pacific (Samoa, Tonga, Cook Islands, Niue and Tokelau) from the late 1950s, but a review of immigration policy in 1986 set the scene for a significant change in the focus of immigrant selection (an emphasis on economic migrants) and the source countries from which immigrants come. The policy implications of this, and their increasing politicization in the mid-1990s, encouraged a much greater research effort.

The New Settlers Programme at Massey University is one of the key university-based research teams. Although a number of researchers (including Associate Professor Andrew Trlin and Professor Paul Spoonley) had looked at the earlier migration of Pacific peoples to New Zealand, as well as the reaction of local communities, led by Professor Trlin, the New Settlers team applied for and received research funding from the Foundation for Research, Science and Technology. The key concerns were the socio-economic consequences of policy shifts in the mid-1980s and the policy deficiencies that have handicapped immigrants in the settlement process, as well as the ability of New Zealand to benefit from the social and economic capital that immigrants brought to New Zealand in that time.

The research has three broad objectives:

- A longitudinal study of new settlers from India, China and South Africa that is concerned with their adjustment;
- Research on the host society in terms of policies and practices that impact on immigrant settlement; and
- The wider immigrant context, including voluntary organisations, case studies on immigrant business ventures, educational practice in relation to immigrants, and the adjustment of adolescents.

The research has now been going since the mid-1990s, and a range of publications are available, including:

A.D. Trlin, Spoonley, P., and Watts, N. (eds) 2005. *New Zealand and International Immigration. A Digest and Bibliography*, Number 4. Palmerston North: Massey University.

P. Spoonley, Macpherson, C., and Pearson, D. (eds) 2004. *Tangata, Tangata. The Changing Ethnic Contours of New Zealand*. Southbank: Thomson/Dunmore Press.

Other publications can be accessed at the Web site www.newsettlers.massey.ac.nz. The New Settlers Programme also combines with other research projects, notably the New Demographic Directions Programme at the University of Waikato, to offer an annual seminar on current research on immigration in New Zealand.

For more information:

- M.J.Skinner@massey.ac.nz
www.newsettlers.massey.ac.nz

The Swiss Forum for Migration and Population Studies (SFM)

GIANNI D'AMATO, Swiss Forum for Migration

The Swiss Forum for Migration and Population Studies (SFM) is an independent research institute affiliated to the University of Neuchâtel. Established in 1995, the SFM is a multilingual and interdisciplinary team that focusses on migration and population. Since its creation ten years ago, it has developed into an institute that employs 28 people, including 22 researchers in the disciplines of political science, sociology, anthropology, demography, statistics, social psychology, public administration, economics, public health, epidemiology, history and ethnology.

The Forum conducts political research, appraisals and consultancy work—in Switzerland and internationally—either on commission or to support the furthering of scientific research. The Forum's main funding comes from such research projects, with its principal sources being the Swiss National Science Foundation and several private or public commissioners (including the Federal Office for Migration, Swiss Federal Statistical Office, and the Federal Commission against Racism).

Recent published reports cover many issues, including migration flows from European emigration countries (see *Albanian Population and Housing Census: Valorisation and Extension*, 2004), and the investigation of migrant smuggling with a focus on country-specific variations in Switzerland (see the report titled *Irregular migration and human smuggling to Switzerland*). Other researchers are working on the causes, dynamics and trajectories of Somali refugees in a multi-dimensional international study carried out in collaboration with the Convention Plus initiative of UNHCR. A report on the Prevention of Irregular Migration for the IOM Switzerland and various Swiss federal agencies is dealing with issues such as remittances,

return, and the migration-development nexus. Finally, the European Science Foundation project, entitled Migrants' transnational practices in Western Europe, is being directed by SFM and aims to describe the social reality of transnational activities. It is a comparative project in collaboration with scholars from the Universities of Coimbra, Poitiers, Bremen, Liège and Amsterdam.

In addition to such research, the SFM maintains documentation and a library for the use of researchers and the general public, and it is also involved in university teaching and other education programs.

This, of course, is just a small sample of our activities.

For more information:

Visit our Web site, www.migration-population.ch, or read our multilingual journal, *FORUM*, which can be downloaded online.

➔ secretariat.sfm@unine.ch

Publications

Recent Immigrants in Metropolitan Areas: Comparative Profiles

Did you know that recent immigrants add to Halifax's pool of science and health-care professionals? Or that almost 70% of Canada's recent immigrants from Taiwan reside in Vancouver?

These facts and others are contained in Citizenship and Immigration Canada's recently published series, *Recent Immigrants in Metropolitan Areas*, which is based on the 2001 Census. This series includes demographic profiles of Canada and thirteen Canadian Census Metropolitan Areas (CMAs) with a focus on data related to immigration and settlement. The CMAs included are Calgary, Edmonton, Halifax, Hamilton, Montréal, Ottawa, Québec, Regina, Saskatoon, Toronto, Winnipeg, Vancouver and Victoria.

The Canada profile describes the geographic dispersion of recent immigrants within Canada and the origins of immigrants in different parts of the country. The CMA profiles begin by sketching a broad picture, which includes: the number of immigrants and recent immigrants and the size of the population in 2001 and in previous years; changes over time; and comparisons with the province and the country as a whole. Acquisition of Canadian citizenship is also examined.

The background of recent immigrants is also outlined, including immigrant category, country of birth, age, gender, language, education, family and household structure. Different aspects of economic participation and income are also explored, such as labour market participation, jobs and the sources, level and

distribution of income. A new area that was not covered in CMA profiles based on the 1996 Census is religion.

In addition to the analysis contained in the profiles, each publication presents about 75 tables and figures, many of which provide data comparing the Canadian-born population, immigrants and recent immigrants. Readers will also note that many of the tables are broken down by gender to provide added information.

The *Recent Immigrants in Metropolitan Areas* series is now available on the Citizenship and Immigration Canada Web site:

► www.cic.gc.ca



The Millennium Development Goals and Migration

ERICA USHER, Strategic Policy and Planning, Migration Policy, Research and Communications
International Organization for Migration

The International Organization for Migration has recently published a paper entitled, *The Millennium Development Goals and Migration*. It discusses the linkages between migration and the Millennium Development Goals (MDG), with a focus on poverty alleviation, gender, health, environmental sustainability and global partnerships.

There is a noticeable gap in research and analysis on how migration is linked to the MDGs, and evidence suggests that there is no simple cause and effect relationship.

While the impact of migration on development can be both positive and negative, migrants—if properly engaged—can be a supporting factor in the achievement of MDG targets. Migration management strategies should be developed to address negative effects of migration and to enhance the positive impact of migration on the achievement of the MDGs. Migration should be considered when developing strategies related to the Poverty Reduction Strategy Papers, when were prepared by governments in low-income countries, to ensure that cross-cutting issues are taken into account.

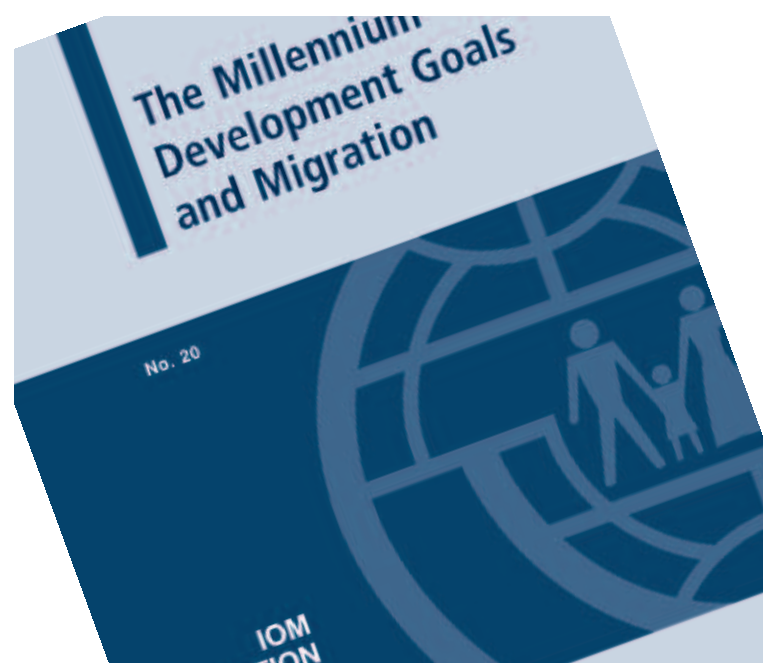
Above all, the complex relationship between migration and the MDGs must be explored further. More research is needed to develop meaningful indicators to assist governments in developing appropriate policy mechanisms to take advantage of the positive potential of migration on achieving the MDGs.

This paper is part of the Migration Research Series (MRS)—studies on current migration trends and policy issues published by the International Organization for

Migration. The following papers on development were also published in the series this year: “Migration and Development: New Strategic Outlooks and Practical Ways Forward, the Cases of Angola and Zambia;” “The Development Potential of Zimbabweans in the Diaspora: A Survey of Zimbabweans Living in the UK and South Africa;” “Dynamics of Remittance Utilization in Bangladesh;” and “Internal Migration and Development: A Global Perspective.”

To obtain copies of these or other publications, please contact the IOM Publications Unit:

➔ eusher@iom.int
publications@iom.int



Publications



Journal of International Migration and Integration

The *Journal of International Migration and Integration* (JIMI) is Metropolis' journal for international comparative research on migration and integration. JIMI recently produced a special issue (Vol. 5, No. 3), which looks at "Organized Migrant Smuggling and State Control: Conceptual and Policy Challenges." It was guest edited by Jeroen Doomernik and David Kyle. It includes articles by Frank Laczko ("Opening Up Legal Channels for Temporary Migration: A Way to Reduce Human Smuggling?"), Christina Siracusa and Kristel Acacio ("State Migrant Exporting Schemes and Their Implications for the Rise of Illicit Migration: A comparison of Spain and the Philippines"), David Spener ("Mexican Migrant-Smuggling: A Cross-Border Cottage Industry") and Richard Staring ("Facilitating the Arrival of Illegal Immigrants in the Netherlands: Irregular Chain Migration Versus Smuggling Chains").

An upcoming special issue of JIMI will focus the linkages between religion and migration. It includes articles from Canada (Peter Beyer; Paul Bramadat; and Janet McLellan and Marybeth White), Germany (Matthias Koenig), and the United Kingdom (Paul Weller), as well as a policy article on *laïcité* in Québec. This issue was guest edited by John Biles and Paul Bramadat.

To subscribe to JIMI in paper or electronic form: ➤ <http://jimi.metropolis.net>

Canadian Ethnic Studies on Regionalization and Immigration

Although immigrants tend to move to larger cities, attention is increasingly being paid to the experiences of newcomers who settle outside of the major urban centres. A special issue of the journal *Canadian Ethnic Studies* (CES) brings together some of the best Canadian research on regionalization and immigration drawing from the expertise at the Canadian Metropolis Centres of Excellence.

Contributors include: Harald Bauder and Sonia Di Biase, University of Guelph; Chedly Belkhdja and Nicole Gallant, Université de Moncton; Louise Fontaine, Université Sainte-Anne; Lucille Guilbert, Université Laval; Jennifer Hyndman, Kathy Sherrell, Simon Fraser University and Fisnik Preniqi, Immigrant Services Society of British Columbia; Michèle Vatz-Laaroussi, Université de Sherbrooke; Margaret Walton-Roberts, Wilfrid Laurier University. The guest editors, Michèle Vatz-Laaroussi (Université de Sherbrooke), Margaret Walton-Roberts (Wilfrid Laurier University) John Biles and Jean Viel, worked to ensure that the collection would bring together research and policy expertise on this topic. This policy-research collaboration is evident in the piece by Maurice Mandale (Atlantic Canada Opportunities Agency) and Ather Akbari (Saint Mary's University), which summarizes of the Out-Migration Conference organized by the Atlantic Metropolis Centre in 2004. This issue of CES will be released at the 9th National Metropolis Conference in Vancouver, Canada in March 2006, and all delegates will receive a complimentary copy. To order a copy: ➤ www.ss.ucalgary.ca/ces



Newcomers, Minorities and Political Participation in Canada: Getting a Seat at the Table



Inclusion and participation have always been central to democracy and, as Canada has become more diverse, observers have looked at the extent to which newcomer and minority communities are included and participate in elected bodies, civil society, and other public arenas.

The Summer 2005 issue of *Canadian Issues / Thèmes canadiens* examines the political participation of newcomers and minorities in Canada.

Articles focus on various themes, including civic participation, voting, political parties, representation and elections. Articles also look at the participation, representation and engagement of specific populations; women, Aboriginals, newcomers, visible minorities, religious communities, linguistic minorities, ethnic minorities, and youth are all highlighted. Also featured are interviews with the leaders of four Canadian political parties on their efforts to increase the participation and engagement of newcomers and minorities.

This magazine was produced with support from Integration Branch in Citizenship and Immigration Canada, the Political Participation Research Network, and the Metropolis Project and was guest edited by John Biles and Erin Tolley. To obtain a copy:

► canada@metropolis.net

The Tenth Italian Report on Migrations 2004: After Emergency, Towards Integration



The tenth edition of *Fondazione ISMU's Report on Migrations* provides an overview of the last decade of immigration in Italy. Without claiming to provide an exhaustive balance, the Report runs through the history of the last decade, pointing out its most relevant moments and aspects. This allows for some reflection on an undoubtedly significant migration period, as well as providing suggestions for a future

agenda. The Report reaffirms the findings of past Reports and illustrates the gradual and continuous consolidation of the Italian migration reality. This is confirmed by a number of indisputable indicators that point to migration as structural fact in Italy.

Throughout the last decade, the number of residence permits in Italy has increased on average by 15% per year, rising from approximately 650,000 permits issued each year in the mid-1990s to the current average of more than two million permits per year. Among the major causes of this growth are three regularization measures, which involved more than one million immigrants. Along with this growth, there have been changes in the origins of migration flows to Italy. North Africa and East-Central Asia have in fact been replaced by Latin-America and, in particular, by Eastern-European countries, whose migrants to Italy originate primarily from Romania and Ukraine. For example, in 1994, immigrants from Morocco constitute the group that received the most residence permits (72,000), followed by those of the former Yugoslavia (64,000) and the Philippines (31,000). In January 2004, immigrants from Romania received the most residence permits (239,000), followed by those from Albania (234,000) and Morocco (228,000).

It is also interesting to consider several "qualitative" changes in migration. These include a renewal in the gender equilibrium, the growth of family units, and the arrival of new generations. For example, in 1991, males comprised the majority of immigrants to Italy, but by 2001, the Census showed a gender balance, with female immigrants sometimes outnumbering male immigrants. At the root of this are changes in migration patterns and the reunification of families. Family reunifications, many of which occurred in the last decade, brought to Italy a large number of female immigrants in an effort to reunite them with husbands who had arrived in the "first immigration" wave. At the same time, migration patterns were characterized by the entry of women who migrated for work and economic reasons. This included women who immigrated from Latin American countries and, later on, women from Eastern Europe, who are employed as healthcare workers (the so-called "badanti") or domestic helpers. A new cycle seems to have begun, which will likely lead to additional family reunifications, but this time, it will be male immigrants who join their wives in Italy.

The Tenth Report addresses other specific issues, including a decade of statistics that describe and interpret Italy's new reality of foreign immigration; law; community tendencies; labour; school; health; house and settlement; crime and deviance; attitudes and orientations of the Italian society; immigrants' reception and the third sector; and the characteristics and problems of immigration in Lombardy.

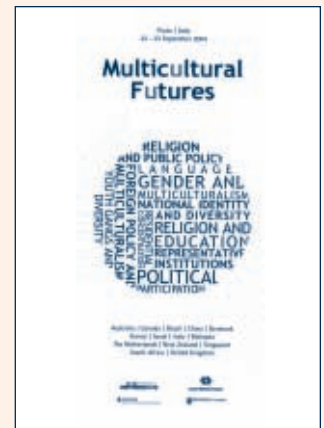
To receive a free copy of the Report in English, please contact the ISMU Foundation:

► ismu@ismu.org
www.ismu.org

Publications

Multicultural Futures: International Approaches to Pluralism

On September 22 and 23, 2004, the Metropolis Project hosted, in collaboration with the Monash Institute for the Study of Global Movements, the Multiculturalism Program in the Department of Canadian Heritage, and the Australian Multicultural Foundation, a Metropolis inter-conference seminar on Multicultural Futures. Papers from this event, along with several others, have been published in the Winter 2005 edition of *Canadian Diversity / Diversité canadienne*. The magazine was guest edited by Veit Bader and includes interviews with the Honourable Raymond Chan, Canadian Minister of State for Multiculturalism and the Honourable Peter McGauran, Australian Government Minister for Citizenship and Multicultural Affairs, as well as several commentaries from experts in the field and profiles of multiculturalism policy, discourse and challenges in 16 countries. Articles examine various approaches to pluralism, attitudes toward immigration and multiculturalism, the challenges posed by diversity, criticisms of multicultural policy, and possible responses to these challenges and critiques. To obtain a copy: ➤ canada@metropolis.net



Canada and Japan: Identities and Values



The Metropolis Project, in collaboration with the Association for Canadian Studies, the Japanese Association for Canadian Studies, Canadian Heritage and Foreign Affairs Canada hosted a special comparative symposium on diversity, values and identity in Canada and Japan on June 27, 2005.

To disseminate the results of this symposium to a wider audience, papers have been published in the spring 2005 edition of *Canadian Diversity / Diversité canadienne*. The issue includes articles that examine the demographics of both countries, issues related to values and identity, attitudes toward immigration and immigrants, as well as policies on immigration, multiculturalism and diversity. To obtain a copy:

➤ canada@metropolis.net

Immigration and the Intersections of Diversity

The Intersections of Diversity project was spearheaded by Metropolis, the Association for Canadian Studies and the Multiculturalism Program at Canadian Heritage in 2001.

The most recent initiative in the project is a special issue of *Canadian Issues / Thèmes canadiens*, which looks at immigration and the intersections of diversity. Guest edited by Myer Siemiatycki, the magazine includes interviews with Joe Volpe (Minister of Citizenship and Immigration Canada), Raymond Chan (Minister of State for Multiculturalism) and Joe Fontana (Minister of Labour and Housing), as well as 25 articles by researchers, policy makers and NGOs exploring the heterogeneity of the immigrant experience in Canada. In addition, the magazine includes a trio of articles on homelessness and immigration. To obtain a copy in English or French:

➤ canada@metropolis.net



European Civic Citizenship and Inclusion Index



The European Civic Citizenship and Inclusion Index was launched on March 21, 2005. It was developed because Member States in the European Union (EU) have committed to move toward common standards on civic citizenship and inclusion, but national approaches and policies still vary widely. The Index provides a basis

of comparison—both among Member States and against a normative European standard—on various indicators of civic citizenship and inclusion in five policy areas. Those areas are labour market inclusion; family reunion; long-term residence; naturalization; and anti-discrimination. In each of these five areas, Member States are scored against a number of specific policy indicators. The ultimate benchmark is granting immigrants rights and obligations comparable to EU citizens.

Key findings:

1. There is a lack of data collected by Member States in the area of immigrant inclusion and citizenship;
2. Member States implement their common commitments in diverse ways;
3. Member States tend to score consistently across the five policy areas examined;

4. There are no major differences between countries with long and short migration histories;
5. Although statuses for immigrants are relatively difficult to acquire and weakly protected, they have significant rights associated with them;
6. Although comprehensive anti-discrimination legislation has been adopted, its implementation is lagging behind and discrimination based on nationality is poorly covered; and
7. Naturalization remains one of the most problematic areas for Member States. This reflects the ongoing debate over whether migration should be seen as a long-term or temporary phenomenon.

The Index was developed by the Migration Policy Group, in collaboration with the Foreign Policy Centre and the British Council, and researchers from the Europe in the World Centre, Liverpool University, and University of Sheffield. The Index has been partially supported by the Barrow Cadbury Trust and Joseph Rowntree Trust. It will be used by stakeholders as a tool to influence national and European debates and to monitor policy developments on family reunification, long-term residence, and anti-discrimination. The Index will be updated annually to allow for comparisons over time.

For more information:

➤ www.britishcouncil.org/brussels-europe-inclusion-index.htm

The Dutch Urban Expert Centre

A Nice Neighbourhood: the Internet as a tool



The purpose of the Dutch Urban Expert Centres (UEC) is to gather and disseminate knowledge of urban policy in the Netherlands and in the wider European context. It was set up to play a leading role in the exchange of knowledge about the problems facing European towns and cities. Recently, the UEC, in partnership with Social Quality Matters, introduced an initiative called “A Nice Neighbourhood: the Internet as a tool.” It examines how Dutch neighbourhoods can utilize the Internet to create stronger communities and foster relations among various parts of the same neighbourhood. The Internet was selected as a means for creating such linkages because it allows individuals to connect with each other simultaneously.

For more information:

➤ www.dutchuec.nl • info@dutchuec.nl

Events

Metropolis Inter-Conference Seminar

city.migration.integration

The Role of Cities and Local Municipalities

A Metropolis Inter-conference Seminar took place on June 10, 2005 in Vienna, Austria. The event was organized by the Policy Group for Integration, City of Vienna, and looked at the role of cities and local municipalities in migration and integration. More than 200 participants took part, including representatives of German, Swiss and Austrian city administrations and researchers and NGOs working on issues related to migration and integration. The objective was to exchange experiences and transfer knowledge on models and measures in the fields of migration, integration and diversity.

The conference was opened by Sonja Wehsely, City Councillor for Integration of the City of Vienna, Austria, and Rinus Penninx, Co-Chair of the International Metropolis Project, and included a keynote address by Rita Süßmuth, member of the Global Commission on International Migration. This was followed by a city panel discussion with presenters from Frankfurt on Main, Munich, Vienna, and Basel, Switzerland. Speakers discussed the practical experiences of integration in their municipalities. Afternoon workshops explored urban mission statements, accompanying new migrants, integration in daycares and schools, and diversity and urban composition. The event focused on strategies, and several best practices were put forward. For a complete report: www.international.metropolis.net/events/index_e.html.



Social Integration of Immigrants

The Metropolis Presents series was initiated in the fall of 2002 and brings together panelists to discuss policy issues and research from an international comparative perspective. On January 24, 2005, the Metropolis Project Secretariat in Ottawa hosted a Metropolis Presents on the Social Integration of Immigrants. This panel explored multiculturalism and integration and asked whether these concepts are mutually exclusive. We heard presentations from Paul Bramadat (University of Winnipeg), Yngve Lithman (Bergen University), (Christina Namiesniowski, Multiculturalism Program, Department of Canadian Heritage), Rinus Penninx (University of Amsterdam), Bobby S. Sayyid (University of Leeds), Daniel Weinstock (Université de Montréal) and the Honorable Andrew Telegdi (House of Commons Standing Committee on Citizenship and Immigration). The event was sponsored by the European Commission, UNESCO, the Library of Parliament, the Social Sciences and Humanities Research Council of Canada, the Multiculturalism Program at the Department of Canadian Heritage and the Metropolis Project.

You can find further information about the Metropolis Presents series by clicking on "Events" on the national Web site: <http://canada.metropolis.net>



The 9th International Metropolis Conference

Co-operative Migration Management

The 9th International Metropolis Conference took place September 27 to October 1, 2004 in Geneva, Switzerland. The conference was hosted by the Swiss Forum for Migration, the International Organization for Migration, and the Bureau for Integration of the Republic and Canton of Geneva. The theme of the conference was *Co-operative Migration Management*, and the objective was to examine international, national and local initiatives not only to manage migration and its effects, but also to benefit from it. Plenary sessions looked at migration and development, co-operation in migration management, education and immigrant youth, managing social conflict, discrimination, migration health, labour migration, and amnesties and regularization. There were also more than 85 workshops and study tours to several organizations and areas in Geneva. More than 700 delegates attended the conference, including researchers, government officials, international organizations and non-governmental organizations in a range of countries. To view conference papers, please visit the conference Web site: www.international.metropolis.net/events/index_e.html

The 8th National Metropolis Conference Immigration and Canada's Place in a Changing World

The Vancouver Centre of Excellence for Research on Immigration and Integration in the Metropolis (RIIM) will be hosting the 8th National Metropolis Conference from March 23 to 26, 2006 at the Westin Bayshore Resort and Marina in Vancouver.

National Metropolis conferences provide a forum for discussion among interested stakeholders, including policy-makers, academic researchers, and representatives of non-governmental organizations who deal with issues related to immigration, diversity, and social inclusion. Plenaries in the following areas are anticipated:

- Changing Source Region Contexts: A Case Study of Migration Between China and Canada
- The Changing Dynamics of Asylum and their Impact on Canada
- Citizenship and Immigrant Integration
- Partners in Immigration: Sharing Influence and Impact
- Borders and Security: A Case Study of the Canada-US Border
- The National Action Plan Against Racism: Removing Barriers and Promoting Integration

There will also be ample opportunity for researchers, government officials, and members of non-governmental organizations to develop and participate in workshop sessions. Please note that the deadline for workshop proposals is October 31, 2005. For more information: www.metropolis2006.net

The 10th International Metropolis Conference Our Diverse Cities: Migration Diversity and Change

The 10th International Metropolis Conference will be held from October 17 to 21, 2005 in Toronto, Canada. The conference will highlight the links between migration, diversity and cities, and Toronto offers many opportunities to see, first-hand, the opportunities and challenges posed by diversity in an urban context. Eight plenary sessions will look at a range of topics including:

- Diversity in Contemporary Cities: A Mayor's Perspective
- Ensuring a Barrier-Free Workplace: The Role of Government and Employers
- Globalization and Security: Do Borders Still Matter?
- The Report of the Global Commission on International Migration
- Religious Pluralism: Searching for Responses
- Diversity as a Competitive Advantage
- Building Social Capital: The Role of NGOs
- Diversity—The Way Forward

More than 80 workshops are planned, and the program features both traditional conference-based workshops, as well as workshops in community-based organizations. A range of study tours will showcase immigration and diversity in Toronto; these include tours of diverse neighbourhoods, a citizenship ceremony, a visit to Toronto's ethnic and multicultural media outlets, a look at the settlement process, as well as an examination of the education system and its responsiveness to newcomers.

The International Metropolis Conference has grown to become the largest annual gathering of experts on migration and diversity, and more than 700 delegates are expected from academe, government, and the non-governmental sectors. For information, click on the conference Web site: www.international.metropolis.net/events/index_e.html

LISBOA '06

For more information:
Web: www.international.metropolis.net
Email: metropolis2006@ceg.ul.pt

11th INTERNATIONAL METROPOLIS CONFERENCE

Paths & Crossroads: Moving People, Changing Places

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