

From **INTEGRATION** *to* **INCLUSION**

*Expanding the CIMII to Measure the Conditions that Enable Immigrant
Belonging, Participation, and Equity in Canada*

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Agenda

- 1 **The Key Message** - *why integration outcomes alone can't explain persistent gaps*
- 2 **Conceptual Distinction** - *integration vs. inclusion*
- 3 **Existing Approaches** - *outcome-gap, policy/rights, intercultural, perception, intersectional*
- 4 **Defining Inclusion** - *proposed definition of immigrant inclusion*
- 5 **A Two-Pillar Measurement Tool** - *Integration Outcomes Index + Inclusion Conditions Index; and why it is preferable*
- 6 **Implications of Existing Indicators** - *complement what CIMII already measures*
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Integration outcomes alone do not explain why gaps persist

CIMII currently measures integration through gaps between immigrants and the Canadian-born. It captures outcomes and experiences across economic, social, civic and democratic, and health dimensions. But equal outcomes do not prove that systems are inclusive and unequal outcomes do not reveal which barriers are responsible.



**Small
Gaps $\neq$ Inclusive
Systems**

Immigrants may reach parity while still facing discrimination, underemployment, weak representation, or limited culturally appropriate services.



**Inclusive
Conditions $\neq$ No
Gaps**

A community may have strong inclusion policies yet show persistent gaps from structural barriers such as credential recognition, housing pressure, racism, or labour-market segmentation.

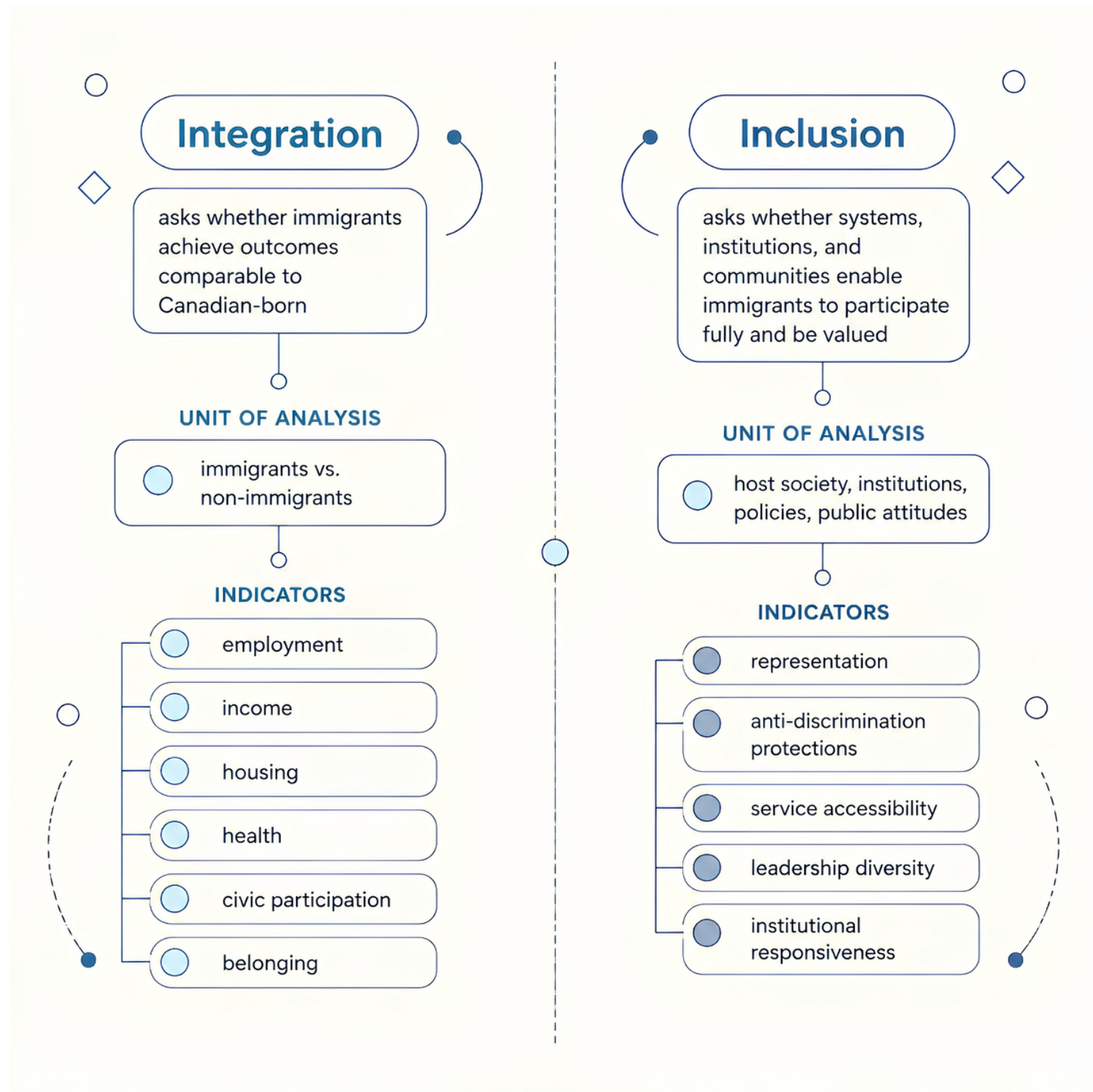
This is where inclusion becomes analytically important. Integration tells us whether immigrants are reaching parity. Inclusion tells us whether Canadian society is organized in ways that make parity achievable, sustainable, and equitable.

In other words, integration can be understood as an outcome-oriented concept, while inclusion is more strongly concerned with the social, institutional, and policy conditions that shape those outcomes.

Integration versus Inclusion

What is the difference?

- Integration focuses on **immigrant outcomes** relative to those of the Canadian-born.
- Inclusion focuses on the **broader environment** (systems, institutions, attitudes, representation, and accessibility) that enables equitable outcomes.



Existing Approaches to Measuring Immigrant Inclusion

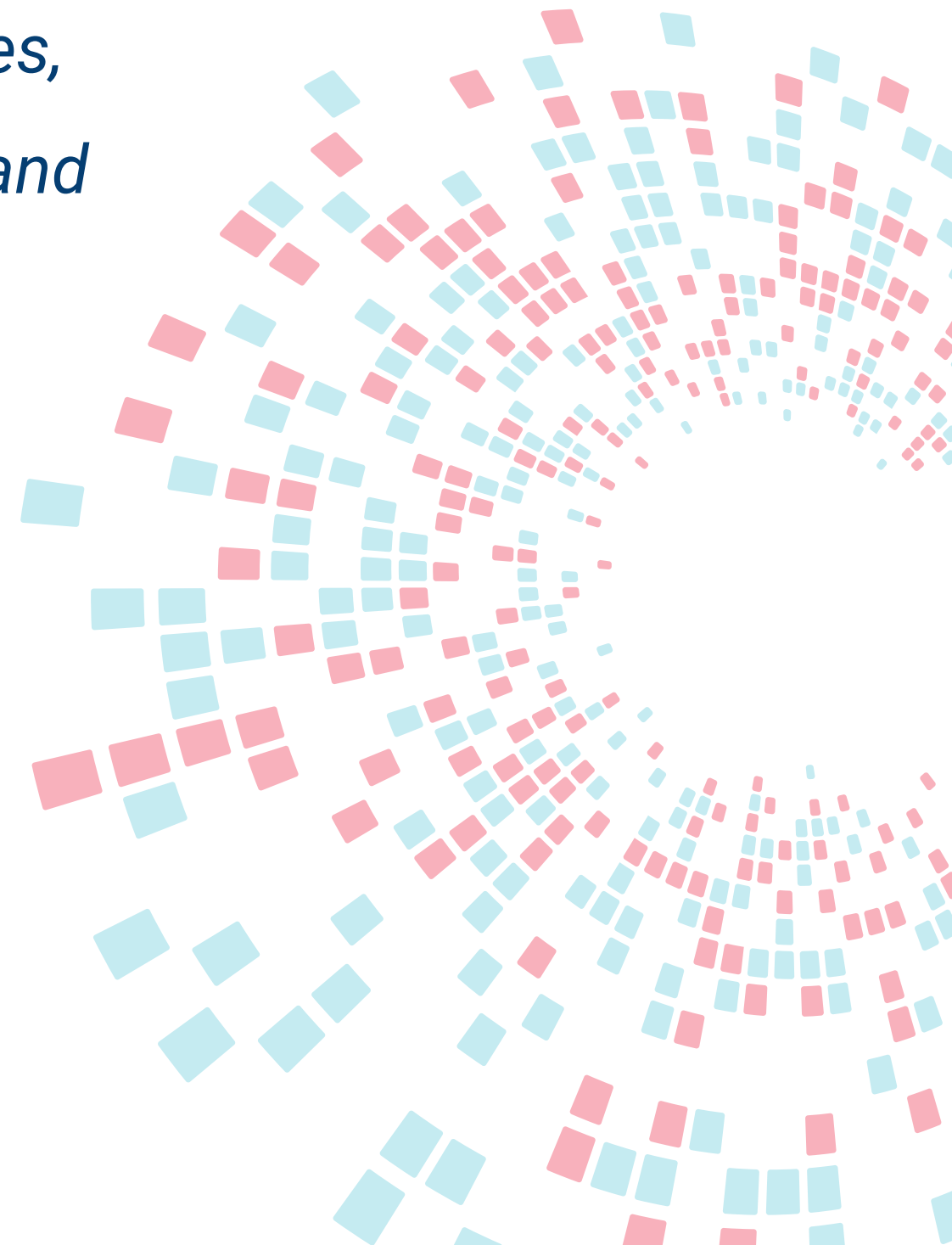
No single indicator captures inclusion on its own. International and Canadian frameworks each contribute a distinct lens.

	Outcome -Gap Indices	OECD/EU model & current CIMII	<i>Clear and comparable, but treats inclusion indirectly.</i>
	Policy & Rights Indices	MIPEX	<i>Captures institutional commitments, but policies may not be implemented.</i>
	Local & Intercultural Indices	Council of Europe	<i>Intercultural Cities Index - highly relevant for metropolitan and municipal inclusion. CIMII ranks CMAs</i>
	Perception & Belonging	GSS / Canadian Social Survey	<i>Intercultural Cities Index - highly relevant for metropolitan and municipal inclusion. CIMII ranks CMAs</i>
	Intersectional Measures	SGBA+ / Census / IMDB	<i>Prevent aggregate scores from hiding excluded subgroups.</i>

Defining Immigrant Inclusion

***Immigrant inclusion** refers to the extent to which institutions, communities, policies, and public attitudes create equitable conditions for immigrants and their descendants to belong, participate, be represented, access services, and shape Canada's economic, social, civic, cultural, and political life.*

Integration is about outcomes; inclusion is about the environment that produces, enables, or constrains those outcomes.



A Two-Pillar Measurement Model

Build a separate Inclusion Conditions Index alongside the existing integration gap index, rather than merging everything into a single score. Separating the pillars preserves conceptual clarity, strengthens policy relevance, and allows CIMII to explain why gaps vary across jurisdictions.

Pillar 1: Integration Outcomes Index

Preserves current CIMII logic.

Smaller immigrant–Canadian-born gaps indicate stronger integration across economic, social, civic, and health domains.

Indicators:
Economic . Social . Health . Civic & Democratic

Pillar 2: Inclusion Conditions Index

Measures whether provinces and CMAs provide inclusive environments.

Equitable, accessible, representative, and welcoming systems indicate stronger inclusion.

Indicators:
Accessibility . Equity . Representation . Acceptance .
Institutional Responsiveness . Intersectional Equity

Why a Two-Pillar model is preferable?

A separate Integration Outcomes Index and Inclusion Conditions Index would preserve CIMII's strengths while expanding its explanatory value.



It preserves CIMII's current logic

The existing index can continue to rank provinces and CMAs using immigrant-Canadian-born outcome gaps.



It avoids conceptual confusion

Integration and inclusion are related but distinct: one measures outcomes, the other measures the conditions that enable them.



It strengthens policy relevance

Integration and inclusion are related but distinct whether weaker results reflect outcome gaps, weak inclusion conditions, or both.



It improves explanation and interpretation

The inclusion pillar helps explain why gaps persist and which institutional or social barriers may be shaping them.

Complement what CIMII already measures

CIMII already captures many lived-experience and participation indicators. The inclusion component must add what is not yet captured and not duplicate it.

Already in CIMII

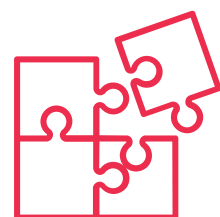
- **Economic participation**
 - Wages, labour force participation, employment, subsidized housing.
- **Health and wellbeing**
 - Regular medical doctor, unmet healthcare needs, self-perceived life stress, and life satisfaction.
- **Social belonging and connection**
 - Close friends, local social ties, sense of belonging to the community, and discrimination
- **Civic and democratic participation**
 - Volunteering, involvement in organizations and voting

What Inclusion Adds?

- Institutional accessibility & service navigation
- Anti-discrimination infrastructure & complaint access
- Representation in leadership & decision-making
- Public climate & attitudes toward diversity
- Formal pathways to voice (advisory councils)
- Intersectional equity (SGBA+) across indicators

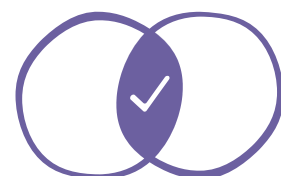
Data Feasibility Exercise

Assess each candidate indicator against a consistent matrix, then sort into three recommendation tiers



Conceptual Fit

Does the indicator measure inclusion conditions rather than only outcomes?



CIMII Overlap

Is the indicator already captured by CIMII?



Canadian Data Source

Is there a reliable Canadian equivalent or possible data source?



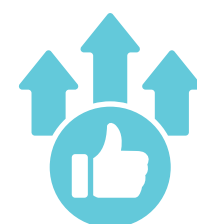
Geography

Can it be measured for provinces and/or CMAs?



Disaggregation Potential

Can it be disaggregated by gender, racialized group, age, admission category, generation status, disability..?



Strengths

What does the indicator add?
Is it conceptually clear, policy-relevant, comparable, reliable, repeatable...?



Limitations

Are there concerns about interpretation, sample size, geography, reporting bias, standardization, data availability?

Recommendation Tiers



Core

Strong fit, reliable data, good coverage & disaggregation potential.



Developmental

Strong fit, but needs data work, policy scans, or testing first.



Context

Useful for interpretation, but not ideal for ranking

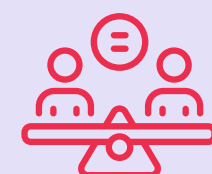
Six Domains of Inclusion Conditions

The proposed inclusion component should focus on six domains that capture the institutional, social, and structural conditions that help make parity possible.



Institutional Accessibility

Are services usable, responsive, and navigable for immigrants?



Equity & Anti-Discrimination

Do systems prevent, address, and reduce discrimination?



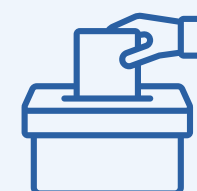
Representation

Are immigrants & racialized people visible in leadership?



Social Acceptance

Are communities welcoming and networks bridging across groups?



Civic & Political Inclusion

Do immigrants have meaningful opportunities for voice?



Intersectional Equity

Does inclusion vary across immigrant groups? (SGBA+ lens)

Strongest indicators to explore first

The first phase should focus on indicators that add value beyond current CIMII measures are conceptually strong, and are reasonably feasible in the Canadian context.



Institutional Accessibility

Settlement service availability relative to immigrant population; interpretation services; multilingual public information.



Equity & Anti-Discrimination

Discrimination by setting (work, housing, services, police, health care); hate crimes motivated by race, ethnicity, or religion.



Representation

Immigrants/racialized people in legislative, senior management, and management occupations as a direct measure of decision-making access.



Social Acceptance & Civic Voice

Trust in others; ethnically diverse networks; newcomer advisory councils; consultation mechanisms for immigrant communities.

Intersectional Equity: SGBA+ disaggregation across all feasible indicators is essential to avoid hiding subgroup exclusion.

Inclusion Indicators that need further development

Strong conceptual fit, but requiring policy scans, manual coding, or testing before inclusion in the index.

Domain	Proposed Indicator	Main Challenge
Equity & Anti-Discrimination	Existence & quality of anti-racism strategies	Requires policy scan & scoring criteria
Institutional Accessibility	Culturally appropriate health & social services Service navigation supports for newcomers	Hard to define consistently across jurisdictions Requires policy & service inventory
Representation	Representation on public boards, agencies & commissions Representation in elected office	Data fragmented; may need manual collection Requires manual coding & careful methodology
Social Acceptance	Public attitudes toward immigration	May not be available at the CMA level
Civic & Political Inclusion	Newcomer civic education / voter outreach programs	Requires program scan

Four Types of Indicators - Strengths and Limitations



Policy & Institutional

Advantage: Capture institutional commitment.

Disadvantage: May measure the existence of a policy, not its quality or impact.



Representation

Advantage: Capture power, visibility, participation in influential spaces.

Disadvantage: Data availability varies across sectors and geographies



Perception & Experience

Advantage: Capture lived experience and social climate.

Disadvantage: Sample sizes may not support reliable CMA / subgroup estimates



Intersectional Equity (SGBA+)

Advantage: Prevent the index from hiding inequalities behind averages

Disadvantage: Needs sufficient sample sizes and careful interpretation

Next phase of work

The next phase should move from conceptual development to a practical indicator scan and data feasibility exercise for the Inclusion Conditions Index. A phased approach will help ensure that the inclusion component is conceptually strong, empirically feasible and policy-relevant.

- 1 Validate the candidate indicators**
Confirm that proposed indicators measure inclusion conditions rather than only outcomes.
- 2 Map Canadian data sources**
Identify reliable Canadian equivalents, including surveys, census data, administrative data, and policy scans.
- 3 Assess geography and disaggregation**
Identify reliable Canadian equivalents, including surveys, census data, administrative data, and policy scans.
- 4 Classify indicators**
Group indicators as core, developmental, or context indicators based on feasibility and added value.
- 5 Pilot, test and refine**
Apply the framework to a preliminary set of indicators and refine the model before full implementation

The immediate priority is to build a practical and defensible indicator framework for measuring immigrant inclusion in Canada.



Toward a More Complete Picture

Integration

measuring whether immigrants
experience parity



Inclusion

assessing whether Canadian
institutions and communities are
structured to make parity possible

- **Maintain the Integration Gap Methodology**
The current CIMII logic is clear, communicable, and policy-relevant. It should be preserved.
- **Develop a Complementary Inclusion Component**
Focused on institutional accessibility, equity, representation, social acceptance, civil inclusion, and intersectional equity.
- **Learn from International Models**
OECD/EU indicators, MIPEX, Intercultural Cities Index, and Statistics Canada's Social Inclusion Framework provide proven reference points.



Further Reading

OECD and European Commission. (2023). Indicators of Immigrant Integration 2023: Settling In. OECD Publishing.
https://www.oecd.org/en/publications/indicators-of-immigrant-integration-2023_1d5020a6-en.html

Migrant Integration Policy Index (MIPEX). Methodology and policy areas. https://www.mipex.eu/Council of Europe. Intercultural Cities Index and Intercultural Cities Programme.
<https://www.coe.int/en/web/interculturalcities/about-the-index>

Statistics Canada. Social Inclusion Framework for Ethnocultural Groups in Canada.
https://www.statcan.gc.ca/en/topics-start/gender_diversity_and_inclusion/social-inclusion-framework

Statistics Canada. Reference guide on social inclusion indicators for ethnocultural groups in Canada. Catalogue no. 89-657-X2024002.