



Citizenship and  
Immigration Canada

Citoyenneté et  
Immigration Canada

**ANNUAL REPORT**  
to Parliament on Immigration

**2008**



**Canada**

C&I-972-11-08



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Cat. no. Ci1-2008E-PDF  
ISBN 978-1-100-11270-1

Available in alternative formats upon request.



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# Message from the Minister of Citizenship, Immigration and Multiculturalism

As Minister of Citizenship, Immigration and Multiculturalism, it is with great pleasure that I present the *2008 Annual Report to Parliament on Immigration*.

Our Government's vision for immigration is clear: to safeguard the security and integrity of the immigration system, to ensure that Canadian citizenship is highly valued and respected, and to reunite families and maintain our humanitarian obligations to protected persons and refugees, while supporting Canada's economy. In 2009, Canada intends to welcome between 240,000 and 265,000 new permanent residents, including at least 140,300 immigrants in the economic category, 68,000 in the family category, 23,600 protected persons and 8,100 in the humanitarian and compassionate category.

Immigration strengthens and invigorates our society, enriches our culture, supports Canada's international commitment to protect refugees and contributes to the growth of our economy. Having an immigration system that recognizes and meets the needs of our country is our main goal.

Our Department enjoyed a busy and successful year in 2008, with major legislative changes, increased settlement funding, and new initiatives to strengthen and improve our services and continue refugee support.

The Government passed Bill C-50 which amends the *Immigration and Refugee Protection Act* to provide more flexibility in processing and managing applications, stop the growth of the backlog and improve our ability to attract people to Canada.

We introduced the Canadian Experience Class, which offers qualifying temporary foreign workers and international students with Canadian work experience

the possibility to stay in Canada permanently. This program will make our immigration system more responsive to Canada's labour market by helping retain those temporary foreign workers and international students who have demonstrated their ability to succeed in Canada.

Recent expansions to the Foreign Credentials Referral Office will provide much-needed support to current and future immigrants who must navigate the Canadian credential system. This service offers a user-friendly approach to assist newcomers in getting their credentials assessed and recognized.

Canadian citizenship continues to build on a centuries-old tradition of love of country, loyalty to our free institutions represented by the Crown and openness towards newcomers. The many citizenship and re-affirmation ceremonies which take place every year across the country are truly remarkable.

This Government passed Bill C-37 to restore and protect the citizenship of our "lost Canadians," individuals who had lost citizenship or were never considered Canadians due to outdated provisions in the law. Canadian citizenship is valued, and restoring citizenship to these individuals was a priority for the Government.

Canada has a long history of being a choice destination for immigrants, and our immigration system is one of the best known and most successful in the world. Every year Canada welcomes thousands of new immigrants, international students and temporary workers who help develop the economic and cultural fabric of our country.

Recognizing the need for adequate support for newcomers, we have substantially increased the budget



for settlement funding services and programs. This funding provides language training along with work and family support, and promotes community involvement, all of which improve newcomers' success. These services help ensure a smooth integration for immigrants, which benefits Canada economically and socially.

In 2008, we announced that travellers from Poland, Hungary, Lithuania and Slovakia no longer require a visitor's visa. The signing of the Youth Mobility Agreement with Poland provides wonderful academic, career and cultural opportunities for both Polish and Canadian youth.

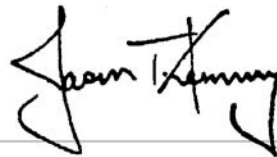
This past year we continued to fulfil our humanitarian traditions by offering protection to refugees most in need. In the next few years, Canada has vowed to accept 5,000 Bhutanese refugees. Increased temporary

funding of \$13.9 million over three years for the Resettlement Assistance Program will help further integrate refugees both economically and socially.

Border integrity and security have also been an important focus. This year's Budget allocated \$28 million over two years for biometric system enhancements for temporary visas, and work and study permits. Working closely with the RCMP and the Canada Border Services Agency, we will implement fingerprint and live photo technology to help prevent identity fraud and enhance the security of the immigration program.

I look forward to working with officials of the Department in advancing the Government's agenda.

For more information on CIC and the work we are undertaking, please visit our website at [www.cic.gc.ca](http://www.cic.gc.ca).



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The Honourable Jason Kenney, P.C., M.P.  
Minister of Citizenship, Immigration and Multiculturalism

# Introduction to the Report

The *Immigration and Refugee Protection Act* (IRPA) came into effect on June 28, 2002, replacing the *Immigration Act* of 1976. Under section 94 of IRPA (see Annex A), the Minister of Citizenship and Immigration is required to table an annual report in Parliament on the immigration activities and initiatives of Citizenship and Immigration Canada (CIC). The report focuses on the selection of foreign nationals as permanent and temporary residents during the preceding calendar year. The legislation also requires an overview of federal-provincial/territorial agreements and joint initiatives, as well as a gender-based analysis (GBA) of the impact of IRPA. The annual report also serves as the vehicle for announcing Canada's immigration plan for the upcoming calendar year.

## THIS REPORT IS DIVIDED INTO EIGHT SECTIONS.

SECTION 1 presents an overview of the current context of Canada's immigration program, a review of some of the key challenges facing the Department and the initiatives it has developed in response. This section also provides a summary of Canada's immigration levels plan for 2009.

SECTION 2 focuses on CIC's partnerships with the provinces and territories. It outlines the bilateral agreements currently in force between the federal and provincial/territorial governments and describes major joint initiatives.

SECTION 3 summarizes activities and initiatives regarding the selection of permanent and temporary residents. It also provides key statistics relating to permanent and temporary residents admitted in 2007.

SECTION 4 outlines Canada's commitment to its humanitarian traditions and to the protection of refugees and others in need of protection and resettlement, including a statistical overview of the refugees and protected persons admitted in 2007.

SECTION 5 addresses settlement and resettlement programs and special initiatives to facilitate the economic and social integration of newcomers.

SECTION 6 discusses activities related to Canadian citizenship.

SECTION 7 describes CIC's framework for GBA, reports on key GBA activities, and provides a statistical overview of gender differences in relation to key immigration statistics.

SECTION 8 offers concluding remarks.



## Making Immigration Work for Canada

Canada has long been a destination of choice for immigrants. It has one of the highest per capita rates of permanent immigration in the world—roughly 0.8 percent in recent years—and has welcomed 3.5 million immigrants in the last 15 years. As one of the world's major immigrant-receiving countries, Canada is a leader in granting newcomers the full range of rights and responsibilities that come with citizenship. In 2006, about 85 percent of permanent residents who were eligible for Canadian citizenship had acquired that status.<sup>1</sup> Canada has also been active in the resettlement of refugees and has played an important role in efforts to manage global migration. Maintaining this position in the coming years will require a significant commitment on Canada's part to ensure that its policies and programs are innovative, responsive and efficient, and that it contributes to effective responses to global challenges.

In contributing to Canada's economic prosperity, Citizenship and Immigration Canada (CIC) seeks to address pressing labour market and employer needs for workers in the short term, while helping to maintain an adaptable and competitive labour force over the long term. The world has a limited pool of highly skilled labour, and Canada is in competition with other industrialized countries for qualified workers. At the same time, certain sectors, industries and regions of the country are generating a high demand for low-skilled workers, who are currently in short supply.

Efforts to meet economic needs must go hand in hand with the goal of building Canada as a nation and integrating newcomers into the social and cultural life of the country. The challenges faced by newcomers are

many, be it proficiency in English and/or French, recognition of their credentials and work experience acquired abroad, or lack of familiarity with the norms of the Canadian workplace and society. Through effective, innovative settlement services and by promoting and facilitating the acquisition of citizenship, CIC seeks to ensure a solid foundation for integrating newcomers into Canadian society. Obtaining citizenship is a key step in the integration process for newcomers because it means that they can participate fully in Canadian life.

Despite the success in bringing roughly a quarter of a million new permanent residents to Canada annually over the past few years, there are still many more individuals who would like to come to Canada. In the context of an immigration program that could not limit the intake of applications to be processed, the high demand for immigration has pushed the overall number of people waiting for a decision beyond 925,000. Given this large and growing number, and the annual immigration levels plan tabled in Parliament, the challenge lies in balancing competing demands to process applications properly and in an efficient and timely manner, and to sustain high levels of client satisfaction. At the same time, CIC is committed to the timely processing of visitors, students and temporary workers applying to come to Canada. The volumes for these groups have increased steadily in recent years. The same resources are used for processing both permanent and temporary resident streams, so that increased demand in one stream puts pressure on the other.

As Canada seeks to attract and welcome permanent and temporary residents, CIC has a critical role to

<sup>1</sup> Source: *2006 Census of Canada* at [www12.statcan.ca/english/census/index.cfm](http://www12.statcan.ca/english/census/index.cfm).



play, in partnership with other federal departments, in protecting the health, safety and security of Canadians. Globalization of markets and ease of travel increase risks, ranging from epidemics such as SARS and influenza, to the spread of infectious diseases such as tuberculosis, to chronic conditions that can affect the overall health of Canadians. Border security, thwarting acts of terrorism, and tackling transnational organized crime and human trafficking are also significant concerns in the international and domestic environment in which CIC operates, and are essential considerations in the design and implementation of CIC's policies and programs.

## MODERNIZING CANADA'S IMMIGRATION SYSTEM

Canada's immigration program is taking action to respond to the diverse skill requirements of an expanding and dynamic economy, and to address the growing inventory of applications. This means doing more to meet immediate and regional skills shortages and the longer-term needs of the labour market by attracting and retaining highly qualified and skilled workers. In this regard, the Government has already introduced improvements so that employers across Canada will be able to hire temporary foreign workers (TFWs) more quickly and easily to meet immediate skills shortages. As well, a new avenue to immigration, the Canadian Experience Class (CEC), will allow certain skilled temporary workers and international students with Canadian degrees and Canadian work experience who have demonstrated their ability to succeed in Canada to apply for permanent residence from within the country.

Building on these *Advantage Canada*<sup>2</sup> priorities, Budget 2008 committed \$109 million over five years to modernize Canada's immigration system. The initiatives announced will help reduce wait times, better respond to evolving labour market needs and support the Government of Canada's immigration objectives. Central to achieving these objectives were

amendments to the *Immigration and Refugee Protection Act* (IRPA), introduced on March 14, 2008, and enacted on June 18, 2008, which provided the Minister of Citizenship and Immigration with the authority to issue instructions establishing priorities for the categories of applications that will be processed. These amendments, which also removed the obligation to process all received applications to a decision, will enhance the efficiency of the system by focusing on those applications that are best able to respond to Canada's labour market needs. The new legislation cannot affect refugee protection, nor is it intended to affect goals for family reunification. CIC will continue to give priority to the processing of applications from sponsored spouses, common-law partners and dependent children.

In order to ensure that current and future instructions remain open, fair and transparent, principles guiding the development and implementation of the instructions were created in April 2008. All instructions issued by the Minister of Citizenship and Immigration must adhere to the following principles, which immigration officers must apply in making decisions:

- identify priority occupations based on input from provinces and territories, the Bank of Canada, Human Resources and Social Development Canada (HRSDC), employers and organized labour;
- ensure fairness by making decisions on cases faster, while meeting immediate labour market needs;
- respect the goals of IRPA, which are to support Canada's economy and competitiveness, support family reunification and uphold Canada's humanitarian commitments;
- comply with the *Canadian Charter of Rights and Freedoms*, which prevents discrimination based on factors such as race, country of origin and religion;
- respect commitments to provinces and territories regarding the Provincial Nominee Program (PNP) and the Canada-Quebec Accord;

<sup>2</sup> For more information, see [www.fin.gc.ca/ec2006/plan/pltoce.html](http://www.fin.gc.ca/ec2006/plan/pltoce.html).



- complement commitments made in *Advantage Canada*, the Government of Canada's economic plan, to align the immigration system with labour market needs; and
- be published in the *Canada Gazette* and CIC's *Annual Report to Parliament on Immigration*, which is tabled in Parliament each fall.

### MINISTERIAL INSTRUCTIONS

Further to joint consultations undertaken in 2007, and as part of the commitments announced in April 2008 in the amendments to IRPA contained in the *Budget Implementation Act 2008* (Bill C-50), CIC undertook joint federal-provincial/territorial consultations to support the development of the 2009 immigration levels plan, and to inform ministerial instructions that will establish priorities for processing to increase labour market responsiveness and address the backlog of applications overseas and in Canada. The instructions developed following these consultations were the subject of a full discussion led by the Minister of Citizenship and Immigration at the September 5, 2008 meeting of federal, provincial and territorial ministers responsible for immigration.

### 2007 LEVELS

In the 2006 *Annual Report to Parliament on Immigration*, the Government committed to admitting between 240,000 and 265,000 permanent residents in 2007. While 251,000 visas were issued, 236,758 permanent residents sought admission to Canada in 2007.

It is important to note that CIC controls all but one of the steps that lead to temporary or permanent admission to Canada, namely, when successful applicants and their families decide to travel to

Canada. For a number of reasons, not every visa issued results in a person arriving, and in an average year, about 2 percent of visas are not used. Notwithstanding factors outside of CIC's control, once admissions by the temporary stream are taken into consideration, Canada has in fact received more newcomers in 2007 than ever before. Funding from Budget 2008 will help the Department boost overall capacity to process more applications, enabling it to meet annual target levels, reduce the current backlog, and manage the inventory today and into the future.

Table 3 provides the number of new permanent residents admitted in 2007 under the various immigration categories.

### CANADA'S IMMIGRATION PLAN FOR 2009

CIC's commitment is to admit new permanent residents in 2009 within a planning range of 240,000 and 265,000 admissions. In this way, Canada's immigration program will continue to respond to the diverse skill requirements of an expanding and dynamic economy while maintaining the Government's commitments to support family reunification and humanitarian objectives. The 2009 levels plan sets the upper range of economic admissions higher than in 2008 in order to reflect growth in several economic streams, such as federal skilled workers, Quebec-selected skilled workers and provincial nominees. However, the distribution of admissions across categories in the Economic Class has changed to reflect the changing mix of economic immigration, in particular, as demand for provincial nominees increases.

To meet growing regional needs, the plan aims to admit a record number of provincial nominees.



The plan also includes a number of admissions through the CEC, a new avenue for immigration for certain skilled temporary workers and international students with Canadian degrees and Canadian work experience. Along with expected growth in the Temporary Foreign Worker Program, the CEC will enhance labour market responsiveness by facilitating the retention of temporary workers and international students who have demonstrated their ability to succeed in Canada.

The implementation of ministerial instructions in the fall will enhance the ability of the immigration system to respond to immediate labour market needs. The instructions will stop the growth of the federal skilled worker (FSW) backlog by allowing CIC to return FSW applications (submitted on or after February 27, 2008) that are not selected for processing, along with fees paid. Because processing is critical for reducing the backlog, instructions will play an important part in achieving reductions in the coming years.

TABLE 1: IMMIGRATION LEVELS PLAN 2009

Immigrant Category	2009 Ranges	
	Low	High
<b>ECONOMIC CLASS</b>		
Federal Skilled Workers	68,200	72,000
Quebec-selected Skilled Workers	28,100	29,100
Federal/Quebec Business	11,000	12,000
Live-in Caregivers	8,000	10,000
Provincial/Territorial Nominees	20,000	26,000
Canadian Experience Class <sup>3</sup>	5,000	7,500
<b>Total Economic</b>	<b>140,300</b>	<b>156,600</b>
<b>FAMILY CLASS</b>		
Spouses, Partners and Children	50,000	52,000
Parents and Grandparents	18,000	19,000
<b>Total Family</b>	<b>68,000</b>	<b>71,000</b>
<b>PROTECTED PERSONS</b>		
Government-assisted Refugees	7,300	7,500
Privately Sponsored Refugees	3,300	4,500
Protected Persons in Canada	7,000	9,000
Dependants Abroad	6,000	6,200
<b>Total Protected Persons</b>	<b>23,600</b>	<b>27,200</b>
<b>OTHERS</b>		
Humanitarian and Compassionate/Public Policy Permit Holders	8,000	10,000
	100	200
<b>Total Others</b>	<b>8,100</b>	<b>10,200</b>
<b>TOTAL</b>	<b>240,000</b>	<b>265,000</b>

<sup>3</sup> The planning ranges for the Canadian Experience Class are lower than those for 2008. Projected admissions have been adjusted to reflect the longer-than-anticipated delay in launching the program. Admissions are projected to rise in 2010 and beyond.



## CRITICAL PARTNERSHIPS

Because immigration is a shared jurisdiction under the Constitution, provinces play a vital role in ensuring that the program succeeds. Within the federal realm, a number of departments and agencies play key partnership roles in the program. CIC and the Canada Border Services Agency (CBSA) share responsibility for administering IRPA and support each other in carrying out their respective functions. They work closely at the international, national, regional and local levels to ensure effective and efficient program delivery. The CBSA is responsible for managing and running Canada's ports of entry, and CIC provides support to prevent inadmissible persons from reaching Canada and to detect persons who are in Canada but in contravention of IRPA. In addition to the CBSA, the Canadian Security Intelligence Service and the Royal Canadian Mounted Police (RCMP) are key to managing the business of bringing people to Canada, particularly in terms of security and screening. CIC also works closely with the Immigration and Refugee Board<sup>4</sup> (IRB) on issues relating to the management of the refugee and immigration portfolio. The IRB is an independent administrative tribunal that adjudicates immigration inadmissibility, detention review, appeals and refugee protection claims made within Canada.

In Canada and overseas, CIC delivers its programs in collaboration with Foreign Affairs and International Trade (DFAIT), Public Safety Canada and other key organizations involved in managing access to Canada and protecting Canadian society. These organizations include Health Canada and the Public Health Agency of Canada, which work with CIC on immigrant health issues. CIC collaborates with HRSDC in managing the Temporary Foreign Worker Program and on issues relating to the labour market. The Foreign Credentials Referral Office (FCRO), located in CIC, works closely with HRSDC to strengthen stakeholders' capacity to recognize foreign credentials. It also works with Service Canada to deliver information, path-finding and referral services to newcomers. CIC works in concert with other government departments, principally Canadian Heritage, DFAIT, Justice Canada and Public Safety Canada, to promote Canadian citizenship and civic practice, and to develop a shared understanding of the rights and responsibilities of citizenship in a context of deepening diversity. Finally, CIC works with the Canadian International Development Agency to respond to humanitarian needs and increase international dialogue on migration and development.

<sup>4</sup> For further details, see [www.irb-cisr.gc.ca/en/index\\_e.htm](http://www.irb-cisr.gc.ca/en/index_e.htm).



## Federal-Provincial/Territorial Partnerships

Since jurisdiction over immigration is a concurrent responsibility, effective collaboration between the Government of Canada and the provinces and territories is essential to the successful management of the immigration program. Provincial and territorial governments are CIC's primary partners, and the shared goal is to make immigration programs responsive to the unique economic, social and labour market needs of each province and territory. Under IRPA and the *Department of Citizenship and Immigration Act*, the Minister of Citizenship and Immigration has the authority, with the approval of the Governor in Council, to sign agreements with the provinces and territories to facilitate the coordination and implementation of immigration policies and programs. Table 2 provides a list of the key bilateral agreements currently in force, with their signing and expiry dates.

CIC currently has framework agreements with eight provinces (British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Quebec, Prince Edward Island and Nova Scotia) and one territory (Yukon). These agreements highlight immigration as a key area for bilateral collaboration and formalize how the two levels of government work together on this issue. The framework agreements also reflect the three different models for settlement and integration service delivery. In the main model used in most provinces and territories, settlement programs are administered by CIC regional offices and generally delivered by third parties, such as community-based organizations. Manitoba and British Columbia, however, have assumed responsibility for the delivery of settlement programs through negotiated contribution agreements. Quebec is unique in having full responsibility for the settlement and integration services offered in the province.

Agreements for a Provincial Nominee Program (PNP) are also in place with 10 jurisdictions (the Yukon and all provinces except Quebec), either as an annex to a framework agreement or as a stand-alone agreement. Under the PNP, provinces and territories have the authority to nominate individuals as permanent residents to address specific labour market and economic development needs. The Canada-Quebec Accord grants Quebec the authority to set annual immigration targets and the responsibility for selecting immigrants; Canada remains responsible for establishing selection criteria for members of the Family Class and for determining the status of those claiming refugee status within Canada. Canada also retains responsibility for defining immigrant categories, setting immigration levels and establishing admissibility requirements under IRPA.

In 2007, the Department continued to work with Ontario to implement the Canada-Ontario Immigration Agreement to support the settlement and integration of newcomers in Ontario, including building partnerships with Ontario municipalities to address issues and pursue opportunities related to their interests in immigration. In addition, in 2007, first-ever framework agreements were signed with Alberta in May and with Nova Scotia in September. Within these agreements, no limit on the number of immigrants who can be nominated through the PNP was identified, and the intention to develop annexes to facilitate the entry of temporary foreign workers was announced. CIC has worked with all interested provinces and territories over the past year to facilitate the entry of temporary foreign workers and help ensure that the specific economic and demographic needs of the jurisdictions are met. In particular, the



process is underway to include annexes in the immigration framework agreements with Ontario and Alberta. Finally, renewed framework agreements were signed with the Yukon in February 2008 and Prince Edward Island in June 2008.

In addition to bilateral collaboration with the provinces and territories, multilateral activities are being used increasingly as a mechanism to engage our partners and work towards common goals. For example, under the auspices of the Atlantic Population Table, CIC continued to work with the Atlantic Canada Opportunities Agency, the four Atlantic provinces and HRSDC to create a set of integrated initiatives that support increased immigration throughout Atlantic Canada and address regional needs. In particular, CIC is collaborating on the development of initiatives to support focused immigration research and the labour market integration of immigrants in Atlantic Canada.

In 2007, multilateral federal, provincial and territorial meetings were held at both the deputy minister and ministerial levels. Deputy ministers responsible for

immigration discussed settlement services, foreign credential recognition and the Temporary Foreign Worker Program. Ministers responsible for immigration discussed immigration levels, labour market needs, foreign credential recognition, integration, and settlement funding. Federal, provincial and territorial deputy ministers met again in May 2008 to discuss Bill C-50, emerging immigration priorities, temporary foreign workers, international students and the Provincial Nominee Program. Ministers responsible for immigration also met in September 2008 to conclude consultations on ministerial instructions, and discuss emerging immigration priorities, foreign credential recognition, and improving language training and settlement programming. These themes reflect emerging priorities and work completed since their last meeting. CIC will continue to meet regularly with provinces and territories in this manner, as multilateral engagement strengthens CIC's partnerships and facilitates discussion of common approaches and concerns regarding immigration issues and the sharing of best practices.



**TABLE 2: FEDERAL-PROVINCIAL/TERRITORIAL AGREEMENTS CURRENTLY IN FORCE<sup>5</sup>**

	<b>Date Signed</b>	<b>Expiry Date</b>
Agreement for Canada-British Columbia Co-operation on Immigration	April 5, 2004 (Original signed in May 1998)	April 5, 2009
Agreement for Canada-Alberta Co-operation on Immigration	May 4, 2007	Indefinite
Canada-Saskatchewan Immigration Agreement	May 7, 2005 (Original signed in March 1998)	Indefinite
Canada-Manitoba Immigration Agreement	June 6, 2003 (Original signed in October 1996)	Indefinite
Canada-Ontario Immigration Agreement	November 21, 2005	November 21, 2010
Canada-Quebec Accord	February 5, 1991	Indefinite
Canada-New Brunswick Agreement on Provincial Nominees	January 28, 2005 Amended: March 29, 2005 (Original signed in February 1999)	Indefinite
Agreement for Canada-Prince Edward Island Co-operation on Immigration	June 13, 2008 (Original signed in March 2001)	Indefinite
Agreement for Canada-Nova Scotia Co-operation on Immigration	September 19, 2007	Indefinite
Canada-Newfoundland and Labrador Agreement on Provincial Nominees	November 22, 2006 (Original signed in September 1999)	Indefinite
Agreement for Canada-Yukon Co-operation on Immigration	February 12, 2008 (Original signed in April 2001)	Indefinite

<sup>5</sup> For all current agreements, see [www.cic.gc.ca/english/department/laws-policy/agreements/index.asp](http://www.cic.gc.ca/english/department/laws-policy/agreements/index.asp).



## Selecting Foreign Nationals as Permanent and Temporary Residents

CIC aims to ensure that the movement of people into Canada contributes to the country's social and economic interests, and meets its humanitarian commitments while protecting the health, safety and security of Canadians. Canada's immigration program is based on nondiscriminatory principles—foreign nationals are assessed without regard to race, nationality, ethnic origin, colour, religion or gender.

Budget 2008 addresses the concern of Canadians for border integrity and security. Funding was provided to introduce the use of biometrics data in the visa-issuing process to verify the identity and travel documents of foreign nationals. The Budget announced \$26 million over two years to implement the use of fingerprint and photo technology, which will prevent identity fraud and enhance the security of the immigration program. These initiatives will make the immigration system more flexible, efficient and responsive, and at the same time, enhance the safety and security of Canadians. CIC will also continue to work closely with the CBSA and RCMP on this initiative.

### **SELECTING PERMANENT RESIDENTS**

Overall, CIC maintains a balanced immigration program that responds to Canada's labour market needs while fostering family reunification and honouring Canada's humanitarian commitments. IRPA defines three basic classes of permanent residents: economic, family and protected persons. Permanent residents are persons who have not become Canadian

citizens, but who have been authorized to live and work in Canada indefinitely, provided that they meet the residency requirements and do not lose their status by reason of serious criminality, security, human rights violations, organized crime or misrepresentation.

In 2007, work continued on the design of the new Canadian Experience Class, which was launched in September 2008. The CEC will create a new avenue for immigration for certain temporary foreign workers and international graduates of Canadian post-secondary institutions with Canadian work experience. Through the CEC, it is expected that newcomers will be more likely to integrate and succeed in Canadian society because of their Canadian experience, and, in turn, their cultural and economic contributions will enrich Canada.

### **Applications Processed, Visas and Planned Admissions**

Regulatory amendments were undertaken to allow admission from within Canada for persons with temporary status in Canada, thus eliminating the need to leave the country and re-enter. Successful permanent residence applicants will have the choice to be admitted at either a port of entry or a CIC local office. Inland admissions apply to all members of the Economic Class, including the new CEC, as well as the Family Class. This measure will improve client service and minimize the burden placed on some applicants who do not reside near the U.S. border and would need to travel significant distances to a port of entry to be granted permanent resident status.





Much of the work involved in making decisions on who is eligible to come to or remain in Canada is based on the consideration and verification of information provided by applicants, and checks to ensure that these persons do not pose a security or health risk to Canada. In most cases, CIC's role begins when an application is submitted at any of the hundreds of points of service in Canada and abroad, and ends when a visa is issued overseas or an application is approved in Canada. CIC does not control all of the steps leading to temporary or permanent admission to Canada, such as when successful applicants and their families decide to travel to Canada. For a number of reasons, not every visa issued results in a person arriving, and in an average year, about 2 percent of visas are not used.

CIC processed applications from approximately 360,000 individuals to a final decision for permanent residence both overseas and in Canada, and issued 251,000 visas in 2007.

#### **Economic Class Immigrants**

The Economic Class includes skilled workers, business immigrants, provincial nominees and live-in caregivers, as well as members of their immediate family.

#### **Skilled Workers**

In the selection of skilled workers, IRPA places emphasis on their level of education, previous work experience, knowledge of English and/or French, age, arranged employment and adaptability, which would indicate their ability to move from job to job as the economy shifts.

The formative evaluation of the Federal Skilled Worker Program is currently in the design stages and is expected to provide an early picture regarding the program's performance. Baseline data continue to be collected, and data volumes are now sufficiently large and representative to conduct an evaluation. Preliminary results will be available in late 2008–2009.

Skilled worker admissions in 2007 reached 97,857, below the planned range of 116,000 to 128,000 announced in the 2007 levels plan.

#### **Business Immigrants**

Business immigrants are selected on the basis of their ability to create jobs for themselves and other Canadian residents, contribute capital to the Canadian economy and stimulate economic activity.

The three categories of business immigration are as follows:

- (1) The Entrepreneur Program is designed to attract immigrants with business experience that can be utilized in Canada. Within three years of their arrival, entrepreneur immigrants must hold at least one-third of the equity of a qualifying Canadian business, be actively involved in the management of that business, and employ at least one Canadian citizen or permanent resident.
- (2) Self-employed persons must demonstrate their ability and their intention to be self-employed upon arrival and to make a significant contribution to specific economic activities in Canada in the area of culture, athletics or farm management.
- (3) The Immigrant Investor Program (IIP) seeks to attract immigrants with capital and business management experience. Applicants must demonstrate that they have business experience and a minimum net worth of \$800,000. They are required to make an investment of \$400,000 that is used for economic development and job creation.

In 2007, business immigrant admissions reached 10,179, meeting the planned range of 9,000 to 11,000 announced in the 2007 levels plan. In 2007–2008, the data requirements to evaluate the federal business programs were refined and a feasibility study was commenced to determine data availability for a full



evaluation of these programs in 2011–2012. A review of the Entrepreneur Program from an operational and policy perspective was initiated in the summer of 2007.

Under the revisions to the IIP, as of April 1, 1999, CIC acts as an agent to allocate immigrant investor capital to participating provincial and territorial governments for their use in economic development initiatives. Newfoundland and Labrador, Ontario, British Columbia, Prince Edward Island, Manitoba and the Northwest Territories participate in the IIP. Nova Scotia joined on April 1, 2008. CIC is continuing discussions with other provinces that have expressed an interest in participating. As of March 31, 2008, CIC had outstanding gross allocations of some \$1,309,600,000 to the provincial government funds operating under the new IIP.

CIC actively monitors some 30 immigrant investor funds from the pre-April 1999 IIP. The majority of the remaining funds are managed by provincial and territorial governments for investment in their respective economies. CIC ensures that partners managing the funds are in compliance with the 1976 *Immigration Act*.

#### **Provincial and Territorial Nominees**

The PNP allows provincial and territorial governments to participate actively in the immigration process. As noted in section 2, a number of provinces and territories have entered into agreements with the Government of Canada to designate immigrants who will meet their local economic needs. While these nominees must meet federal health and security admission criteria, they are not subject to the skilled worker selection grid for determining eligibility.

In 2007–2008, the Department negotiated framework agreements with Alberta, Nova Scotia and the Yukon which included annexes on provincial nominees. The renewed agreements are of indefinite duration and

replace limits on the number of individuals who can be nominated by the province or territory with commitments to establish mutually agreed upon nomination targets each year. They also include clauses which help to ensure that provinces and territories support and assist the development of official language minority communities throughout Canada.

In 2007, provincial nominee admissions reached 17,095, significantly exceeding the planned range of 13,000 to 14,000 announced in the 2007 levels plan. The increase is due largely to growing nomination volumes by provinces in response to a strong demand for workers with specialized skills in certain regions and labour markets across Canada. CIC continued to process applicants nominated by provinces and territories on a priority basis, in accordance with federal-provincial/territorial agreements. See Table 2 for more details on federal-provincial/territorial agreements.

#### **Live-in Caregivers**

The Live-in Caregiver Program allows individuals residing in Canada to employ qualified foreign workers in their private residence when there are not enough Canadians and permanent residents to fill the available positions. Live-in caregivers must be qualified to provide care for children, the sick or elderly, or persons with a disability. Initially, successful candidates are granted temporary resident status and a work permit, and after two years, they are eligible to apply for permanent resident status.

In 2007, there were 6,117 persons admitted under the Live-in Caregiver Program, exceeding the planned range of 3,000 to 5,000 announced in the 2007 levels plan.

#### **Family Class Immigrants**

Family reunification remains a key objective of IRPA. In order to facilitate the reunification of families, Canadian citizens and permanent residents may sponsor close relatives to become permanent residents.<sup>6</sup> Canadian citizens or permanent residents who are

<sup>6</sup> For more information, see [www.cic.gc.ca/english/immigrate/sponsor/index.asp](http://www.cic.gc.ca/english/immigrate/sponsor/index.asp).



18 years of age or older may qualify as sponsors. In order to ensure that sponsored relatives are adequately supported and do not need to rely on social assistance, sponsors must meet certain criteria and are responsible for financially supporting their relatives for a period of three to 10 years, depending on their age and relationship to the sponsor.

CIC will continue to carry out analysis with regard to the Family Class to improve understanding of economic, social and cultural contributions made by Family Class immigrants to Canadian society.

Family Class admissions in 2007 reached 66,230, just below the planned range of 67,000 to 69,000 announced in the 2007 levels plan.

### **Permanent Resident Status on Humanitarian and Compassionate Grounds**

In exceptional circumstances, IRPA gives CIC the authority to grant permanent resident status to individuals and families who would not otherwise qualify in any category, in cases where there are strong humanitarian and compassionate (H&C) considerations, or for public policy reasons. The purpose of these discretionary provisions is to provide the flexibility to approve deserving cases not anticipated in the legislation. The Department carries out ongoing policy and procedural analysis on the H&C provision in IRPA.

### **Permanent Resident Cards**

The Permanent Resident (PR) Card was introduced with IRPA in 2002, to provide secure status identification documents to facilitate the travel of permanent residents to Canada. On December 31, 2003, the card became mandatory for all permanent residents returning to Canada aboard a commercial carrier. To date, over 2.3 million PR Cards have been issued.

The cards are valid for five years from the date of issue. The first wave of renewals began in 2007, and volume increases related to renewals are expected to continue throughout 2008–2009, which could affect CIC's ability to maintain its current client service standards. CIC's website continues to provide clients with information on PR Card renewal.

## **STATISTICAL OVERVIEW OF PERMANENT RESIDENTS ADMITTED IN 2007 AND 2008**

### **Immigration Targets for 2007**

Canada's Immigration Plan for 2007, set out in the *Annual Report to Parliament on Immigration 2006*, indicated a target range for new permanent residents of 240,000 to 265,000. The plan underscored the Government's commitment to balancing immigration in the Economic, Family and Protected Persons classes, and to maximizing the social and economic benefits to Canada.

In 2007, a total of 236,758 people were admitted to Canada as permanent residents. While this is slightly below the planned range, over 250,000 visas were issued, which was within the target range of 240,000 to 265,000. It is important to note that CIC controls all but one of the steps that lead to temporary or permanent admission to Canada, namely, when successful applicants and their families decide to travel to Canada. In addition, demand from the temporary stream attained an all-time high in 2007 in response to Canada's strong economic performance. Notwithstanding factors outside of CIC's control, once admissions of foreign students and temporary foreign workers through the temporary stream are taken into consideration, Canada has, in fact, received more newcomers in 2007 than ever before, with 475,965 arrivals.



Of the permanent residents admitted in 2007:

- 55.4 percent (131,248) were economic immigrants and their dependants, compared to 54.9 percent (138,257) in 2006;
- 28.0 percent (66,230) were in the Family Class, consistent with 28.0 percent (70,506) in 2006;
- 11.8 percent (27,956) were protected persons, compared to 12.9 percent (32,492) in 2006; and

- 4.7 percent (11,201) were granted permanent resident status on H&C grounds, compared to 4 percent (10,223) in 2006.<sup>7</sup>

Table 3 provides more detailed breakdowns by immigration category and allows for a comparison with the 2007 Immigration Plan.

**TABLE 3: NEW PERMANENT RESIDENTS IN 2007, BY IMMIGRATION CATEGORY**  
(COMPARED TO THE IMMIGRATION PLAN)

Immigrant Category	2007 Plan Target Ranges	Admitted	
		Number	Percent
<b>ECONOMIC CLASS</b>			
Skilled Workers	116,000 – 128,000	97,857	41.33
Business Immigrants	9,000 – 11,000	10,179	4.30
Provincial/Territorial Nominees	13,000 – 14,000	17,095	7.22
Live-in Caregivers	3,000 – 5,000	6,117	2.58
<b>Total Economic Class (including Dependants)</b>	<b>141,000 – 158,000</b>	<b>131,248</b>	<b>55.44</b>
<b>FAMILY CLASS</b>			
Spouses, Partners, Children and Others	49,000 – 50,000	50,416	21.29
Parents and Grandparents	18,000 – 19,000	15,814	6.68
<b>Total Family Class</b>	<b>67,000 – 69,000</b>	<b>66,230</b>	<b>27.97</b>
<b>PROTECTED PERSONS</b>			
Government-assisted Refugees	7,300 – 7,500	7,574	3.20
Privately Sponsored Refugees	3,000 – 4,500	3,588	1.52
Protected Persons in Canada	10,600 – 12,000	11,700	4.94
Dependants Abroad	5,000 – 6,800	5,094	2.15
<b>Total Protected Persons</b>	<b>25,900 – 30,800</b>	<b>27,956</b>	<b>11.81</b>
<b>OTHERS</b>			
Humanitarian and Compassionate Grounds/ Public Policy	6,000 – 7,000	11,201	4.73
Permit Holders	100 – 200	122	0.05
<b>Total Others</b>	<b>6,100 – 7,200</b>	<b>11,323</b>	<b>4.78</b>
Category Not Stated		1	0.00
<b>TOTAL</b>	<b>240,000 – 265,000</b>	<b>236,758</b>	<b>100</b>

Source: Citizenship and Immigration Canada, *Facts & Figures 2007*

<sup>7</sup> Admissions under the humanitarian and compassionate provision have been fairly consistent over the past few years; the increase in admissions in 2007 is a reflection of the 5,060 foreign nationals who were granted permanent resident status under the Public Policy for the Spouse or Common-law Partner in Canada Class, which also falls under section 25 of IRPA.

Table 4 breaks down the categories in the Economic Class for 2007 into principal applicants and their dependants (spouses, common-law partners and dependent children). Overall, 41 percent of the

immigrants selected in the Economic Class were principal applicants who were evaluated on the basis of criteria developed to maximize their integration into the labour market or business world.

**TABLE 4: PERMANENT RESIDENTS IN THE ECONOMIC CLASS IN 2007, BY PRINCIPAL APPLICANT AND DEPENDANTS**

<b>Economic Class</b>	<b>Total</b>	<b>Percentage</b>	<b>Principal Applicants</b>	<b>Dependants</b>
Skilled Workers	97,857	74.56	41,253	56,604
Business Immigrants	10,179	7.76	2,808	7,371
<i>Entrepreneurs</i>	2,160	1.65	581	1,579
<i>Self-employed</i>	576	0.44	203	373
<i>Investors</i>	7,443	5.67	2,024	5,419
Provincial/Territorial Nominees	17,095	13.02	6,329	10,766
Live-in Caregiver	6,117	4.66	3,433	2,684
<b>TOTAL ECONOMIC CLASS</b>	<b>131,248</b>	<b>100</b>	<b>53,823</b>	<b>77,425</b>

Source: Citizenship and Immigration Canada, *Facts & Figures 2007*

Canada receives its immigrant population from over 200 countries of origin. As indicated in Table 5-A, 52 percent of new immigrants admitted in 2007 came

from 10 source countries. Table 5-B shows the breakdown of newcomers by region of origin.

**TABLE 5-A: PERMANENT RESIDENTS ADMITTED IN 2007, BY TOP 10 SOURCE COUNTRIES**

<b>Country</b>	<b>Number</b>	<b>Percentage</b>	<b>Rank</b>
China, People's Republic of	27,014	11.41	1
India	26,054	11.00	2
Philippines	19,064	8.05	3
United States	10,450	4.41	4
Pakistan	9,547	4.03	5
United Kingdom	8,128	3.43	6
Iran	6,663	2.81	7
Korea, Republic of	5,864	2.48	8
France	5,526	2.33	9
Colombia	4,833	2.04	10
<b>Total – Top Ten</b>	<b>123,143</b>	<b>52.01</b>	
<b>All Other Source Countries</b>	<b>113,615</b>	<b>47.99</b>	
<b>TOTAL</b>	<b>236,758</b>	<b>100</b>	

Source: Citizenship and Immigration Canada, *Facts & Figures 2007*



**TABLE 5-B: PERMANENT RESIDENTS ADMITTED IN 2007, BY SOURCE AREA**

<b>Region</b>	<b>Number</b>	<b>Percentage</b>
Africa and the Middle East	48,570	20.51
Asia and Pacific	112,660	47.58
South and Central America	25,890	10.94
United States	10,450	4.41
Europe and the United Kingdom	39,070	16.50
Source Area Not Stated	118	0.05
<b>TOTAL</b>	<b>236,758</b>	<b>100</b>

Source: Citizenship and Immigration Canada, *Facts & Figures 2007*



Table 6 demonstrates that, as in previous years, the most popular provinces of destination in 2007 were Ontario (47.0 percent), Quebec (19.1 percent) and British Columbia (16.4 percent).

**TABLE 6: PERMANENT RESIDENTS ADMITTED IN 2007, BY DESTINATION AND IMMIGRATION CATEGORY**

Category	NL	PE	NS	NB	QC	ON	MB	SK	AB	BC	YT	NT	NU	Not Stated	Total
<b>ECONOMIC CLASS</b>															
Skilled Workers	—	37	752	223	25,549	46,781	558	461	8,412	14,781	26	26	12	—	97,857
Business Immigrants	0	0	130	—	1,854	3,299	21	21	291	4,557	—	0	0	0	10,179
Provincial/Territorial Nominees	67	816	896	921	9	684	7,689	1,839	1,651	2,519	—	0	0	—	17,095
Live-in Caregivers	—	0	8	—	620	2,923	61	26	917	1,519	8	11	—	0	6,117
<b>Total Economic Class (including dependants)</b>	<b>241</b>	<b>853</b>	<b>1,786</b>	<b>1,171</b>	<b>28,032</b>	<b>53,687</b>	<b>8,329</b>	<b>2,347</b>	<b>11,271</b>	<b>23,376</b>	<b>38</b>	<b>37</b>	<b>13</b>	<b>67</b>	<b>131,248</b>
<b>FAMILY CLASS</b>															
Spouses, Partners, Children and Others	99	51	391	232	7,691	25,722	1,069	450	5,325	9,314	28	37	—	—	50,416
Parents and Grandparents	10	0	46	24	833	9,810	250	64	1,466	3,297	6	8	0	0	15,814
<b>Total Family Class</b>	<b>109</b>	<b>51</b>	<b>437</b>	<b>256</b>	<b>8,524</b>	<b>35,532</b>	<b>1,319</b>	<b>514</b>	<b>6,791</b>	<b>12,611</b>	<b>34</b>	<b>45</b>	<b>—</b>	<b>—</b>	<b>66,230</b>
<b>PROTECTED PERSONS</b>															
Government-assisted Refugees	156	—	134	151	1,736	2,564	517	457	859	916	0	0	0	—	7,574
Privately Sponsored Refugees	—	—	18	8	339	1,811	577	143	417	266	0	0	0	0	3,588
Protected Persons in Canada	10	—	—	—	2,719	7,796	46	—	587	495	—	0	0	0	11,700
Dependants Abroad	—	0	—	—	1,140	3,341	30	—	353	206	—	0	0	0	5,094
<b>Total Protected Persons</b>	<b>173</b>	<b>83</b>	<b>180</b>	<b>174</b>	<b>5,934</b>	<b>15,512</b>	<b>1,170</b>	<b>617</b>	<b>2,216</b>	<b>1,883</b>	<b>—</b>	<b>0</b>	<b>0</b>	<b>—</b>	<b>27,956</b>
<b>OTHER</b>															
Humanitarian and Compassionate Grounds/Public Policy	22	5	—	42	2,697	6,509	—	32	566	—	—	—	—	0	11,216
Other*	0	0	—	0	20	72	—	7	13	—	0	—	0	0	107
<b>Total Other</b>	<b>22</b>	<b>5</b>	<b>117</b>	<b>42</b>	<b>2,717</b>	<b>6,581</b>	<b>137</b>	<b>39</b>	<b>579</b>	<b>1,071</b>	<b>—</b>	<b>6</b>	<b>—</b>	<b>0</b>	<b>11,323</b>
Category Not Stated	0	0	0	0	1	0	0	0	0	0	0	0	0	0	1
<b>TOTAL</b>	<b>545</b>	<b>992</b>	<b>2,520</b>	<b>1,643</b>	<b>45,208</b>	<b>111,312</b>	<b>10,955</b>	<b>3,517</b>	<b>20,857</b>	<b>38,941</b>	<b>86</b>	<b>88</b>	<b>19</b>	<b>75</b>	<b>236,758</b>
<b>PERCENTAGE</b>	<b>0.23</b>	<b>0.42</b>	<b>1.06</b>	<b>0.69</b>	<b>19.09</b>	<b>47.02</b>	<b>4.63</b>	<b>1.49</b>	<b>8.81</b>	<b>16.45</b>	<b>0.04</b>	<b>0.04</b>	<b>0.01</b>	<b>0.03</b>	<b>100</b>

Source: Citizenship and Immigration Canada, *Facts & Figures 2007*

NOTE: Due to privacy considerations, some cells in this table are replaced with the notation “—”. As a result, components may not add up to the total indicated. \* “Other” includes Post-Determination Refugee Claimants, Deferred Removal Orders and Temporary Resident Permit Holders.



In terms of the linguistic profile of permanent residents admitted in 2007, 69 percent indicated they had knowledge of French, English or both official languages.

**TABLE 7: KNOWLEDGE OF OFFICIAL LANGUAGES AMONG PERMANENT RESIDENTS, 2007**

<b>Immigrant Class</b>	<b>English</b>	<b>French</b>	<b>Both</b>	<b>Neither</b>	<b>Total</b>
Family Class	35,844	2,639	2,908	24,839	66,230
Economic Immigrants – principal applicants	33,200	2,721	13,511	4,391	53,823
Economic Immigrants – spouses and dependants	36,062	3,926	6,308	31,129	77,425
Protected Persons	13,123	2,496	730	11,607	27,956
Other Immigrants	8,978	1,042	649	654	11,323
Category Not Stated	1	0	0	0	1
<b>TOTAL</b>	<b>127,208</b>	<b>12,824</b>	<b>24,106</b>	<b>72,620</b>	<b>236,758</b>
<b>PERCENTAGE</b>	<b>53.73</b>	<b>5.42</b>	<b>10.18</b>	<b>30.67</b>	<b>100</b>

Source: Citizenship and Immigration Canada, *Facts & Figures 2007*





Table 8 provides a mid-year report on the number of people in the various immigration categories who became permanent residents between January and June 2008. The admissions for 2008 are generally on

target in relation to the 2008 Immigration Plan. There are no admissions figures for the CEC for the first six months of 2008 as the program was not launched until September 17, 2008.

**TABLE 8: NEW PERMANENT RESIDENTS ADMITTED IN 2008 (JANUARY TO JUNE)**

<b>Immigrant Category</b>	<b>2008 Plan Target Range</b>	<b>Admissions (Jan.–June)</b>	<b>Percentage of Plan*</b>
<b>ECONOMIC CLASS</b>			
Skilled Workers	92,000 – 98,000	53,015	57.62
Business Immigrants	11,000 – 13,000	5,646	51.33
Provincial/Territorial Nominees	20,000 – 22,000	10,975	54.88
Live-in Caregivers	6,000 – 9,000	4,775	79.58
Canadian Experience Class	10,000 – 12,000	—	—
<b>Total Economic Class (including dependants)</b>	<b>139,000 – 154,000</b>	<b>74,411</b>	<b>53.53</b>
<b>FAMILY CLASS</b>			
Spouses, Partners and Children	50,000 – 52,000	23,404	46.81
Parents and Grandparents	18,000 – 19,000	8,072	44.84
<b>Total Family Class</b>	<b>68,000 – 71,000</b>	<b>31,476</b>	<b>46.29</b>
<b>PROTECTED PERSONS</b>			
Government-assisted Refugees	7,300 – 7,500	3,114	42.66
Privately Sponsored Refugees	3,300 – 4,500	1,555	47.12
Protected Persons in Canada	9,400 – 11,300	3,984	42.38
Dependants Abroad	6,000 – 8,500	2,136	35.60
<b>Total Protected Persons</b>	<b>26,000 – 31,800</b>	<b>10,789</b>	<b>41.50</b>
<b>OTHER</b>			
Humanitarian and Compassionate Grounds/ Public Policy	6,900 – 8,000	5,652	81.91
Permit Holders	100 – 200	59	59.00
<b>Total Other</b>	<b>7,000 – 8,200</b>	<b>5,711</b>	<b>81.59</b>
Category Not Stated		2	
<b>TOTAL</b>	<b>240,000 – 265,000</b>	<b>122,389</b>	<b>51.00</b>

\* Percentage of plan calculated using the low end of the 2008 plan.



## SELECTING TEMPORARY RESIDENTS

In addition to selecting permanent residents, Canada's immigration program provides for the temporary entry of:

- foreign workers and business people who are important to our economic growth;
- foreign students attracted by the quality and diversity of our educational system; and
- visitors.

These temporary residents contribute to Canada's economic development by filling gaps in the labour market, enhancing trade, and purchasing goods and services.

Foreign nationals wishing to come to Canada as temporary residents must show that they will respect the conditions that apply to temporary residents. Individuals who apply to come to Canada as temporary residents must satisfy the visa officer abroad that they are in good health (in some cases, a medical examination may be required); have not committed a crime; do not pose a threat to Canada's security; have a valid passport or travel document; have enough money to support themselves and their family members while in Canada; will leave Canada voluntarily at the end of their authorized stay; and meet all other requirements under IRPA.

### Foreign Workers

CIC facilitates the temporary entry of workers needed to address labour market shortages and to provide other economic opportunities for Canadians, such as job creation and the transfer of new skills and knowledge. With a few exceptions, foreign workers must have an approved job offer and a work permit before arriving in Canada. CIC works in close collaboration with HRSDC to ensure that the admission of foreign workers does not adversely affect employment opportunities for Canadian citizens or permanent residents.

In response to sustained labour market demand, particularly in Western Canada, and further to the Government of Canada's commitment in *Advantage Canada* to "making improvements to the Temporary Foreign Worker Program to respond to employer needs," Canada welcomed a record 165,198 temporary foreign workers (including initial entries and re-entries) in 2007.<sup>8</sup> This represents an increase of 19 percent from 2006, and the second year of double-digit growth in the program. Since 2004, admissions (including initial entries and re-entries) have increased by 47 percent in response to growing employer demand.

In many cases, before a work permit can be offered to a foreign worker, HRSDC must provide a labour market opinion (LMO) regarding the employer's job offer. In addition, HRSDC can enter into agreements with specific sectors that are experiencing serious labour shortages to help expedite the issuing of the necessary work permits. In certain circumstances, foreign nationals in Canada can receive a work permit without having the job offer approved by HRSDC, for example, under the North American Free Trade Agreement or for intra-company transfers. In 2007, approximately 45 percent of the work permits issued did not require an LMO. IRPA and its regulations allow some people to work in Canada without a work permit.<sup>9</sup> Some of the common work permit exemptions include business visitors, after-sales service, on-campus employment, performing artists, athletes and coaches, news reporters, public speakers, convention organizers, clergy, health-care students, and crew. Specific hiring criteria may also apply to some sectors and professions, including universities, health care, seasonal agriculture, movie production and performing arts, information technology, and live-in caregiving. In 2007, HRSDC implemented the Expedited Labour Market Opinion Pilot Project in British Columbia and Alberta. Under the pilot, the LMO process was streamlined for 33 specific occupations. Participating employers will first be

<sup>8</sup> This year's *Facts and Figures* uses a new methodology for estimating and presenting the number of temporary residents who have entered the country. To give a more accurate and complete picture, it reports separately on those arriving for the first time as temporary residents (initial entries), and those who have been temporary residents before but are re-entering with a new permit issued abroad (re-entries).

<sup>9</sup> For more information on specific cases allowed under IRPA, see [www.cic.gc.ca/english/work/apply-who-nopermit.asp](http://www.cic.gc.ca/english/work/apply-who-nopermit.asp).

assessed for eligibility and then, upon agreeing to meet program requirements, will receive their requested LMOs in three to five days. HRSDC and CIC are aware that additional agreements with specific sectors can help streamline processes in Canada but may, at missions, also run the risk of introducing the need for case assessment against an increasing number of factors and thereby introduce a new level of complexity in processing.

Through 2008, CIC was actively involved in initiatives to further facilitate the entry of temporary foreign workers into Canada. As announced in Budget 2007, funding was made available for the implementation of two new Temporary Foreign Worker Units in Moncton and Toronto. Similar to the existing units in Calgary, Vancouver and Montréal, these units provide advice to employers on the use of the Temporary Foreign Worker Program, facilitate the entry of TFWs who do not require a visa or LMO, and pre-screen supporting documents from employers to streamline the application process for such workers. CIC also responded to the increased volume of TFW applications by announcing increased staffing resources in key locations. For example, seven additional positions were announced for the visa office in Manila, Philippines.

CIC and HRSDC, in consultation with the CBSA, are working together on a package of regulatory amendments, announced in Budget 2007, that will facilitate the flow of TFWs to Canada, and establish responsibility for employers and third-party recruiters to comply with program requirements.

A joint HRSDC and CIC information pamphlet was produced for potential TFWs on labour standards and occupational health and safety. It is available at missions overseas and on CIC's website in English, French, Spanish, Tagalog, Hindi and Mandarin.

In 2007, the governments of Canada and Mexico announced the creation of a Labour Mobility Working Group to explore ways to facilitate labour mobility between the two countries in areas of mutual interest, promote the protection of workers, and share information on skills and credential recognition processes and requirements.

In addition, negotiations with the Government of Ontario on the Temporary Foreign Workers Annex of the Canada-Ontario Immigration Agreement established the basis for similar arrangements with other provinces to allow both levels of government to work together to facilitate the entry of TFWs to support regional economic stability and growth.

### **Foreign Students**

Foreign students bring with them new ideas and cultures that enrich the learning environment within Canadian educational institutions. Foreign students who enter Canada on temporary resident visas may also be an important source of future immigrants in the skilled worker category since they are well prepared for the Canadian labour market. In fact, the number of temporary foreign students who became permanent residents in 2007 is 9,914. This represents 4 percent of the total number of permanent residents for 2007.

To obtain a study permit, candidates must submit an application to a visa office outside Canada for approval. With the introduction of IRPA, foreign nationals taking a course or participating in a short program of study that is less than six months in duration no longer require a study permit. This exemption also applies to minor children already in Canada whose parents are not temporary residents in the visitor category,<sup>10</sup> and to all family members or employees of foreign representatives in Canada. The number of foreign students entering Canada in 2007 totalled 74,009 (including initial entries and re-entries), a rise of 3 percent from the previous year's total of 71,800.<sup>11</sup>

<sup>10</sup> For further information on minor children studying in Canada, see [www.cic.gc.ca/english/study/study-minors.asp](http://www.cic.gc.ca/english/study/study-minors.asp).

<sup>11</sup> In 2007, CIC introduced a new method for calculating the number of foreign students entering the country. Included are temporary residents entering the country mainly for study, whether for the first time or as a subsequent re-entry. In 2007, 64,636 foreign students entered for the first time and 9,373 were subject to a re-entry, for a total of 74,009 persons.



In collaboration with partners, CIC successfully delivered key initiatives to help Canada maintain its competitive edge in attracting international students. Following the launch in April 2006 of the Off-Campus Work Permit Program, a national program that allows international students in public post-secondary institutions to seek employment off campus, a pilot project began in 2007 to extend the program to selected private institutions. Memoranda of Understanding to implement the pilot project were finalized with Alberta and Manitoba in 2007, and with British Columbia in 2008. CIC has created a dedicated unit to deal with pressures associated with issuing off-campus permits. As a result, the total number of foreign students who received off-campus work permits increased to 15,454 in 2006–2007 from 1,190 in 2005–2006. During 2007–2008, the number of off-campus work permits issued further increased to reach 17,044.

As well, the Post-Graduation Work Permit Program was significantly improved by extending work permits from one to up to two years for international students who have graduated from public post-secondary institutions and certain private institutions located in regions outside of Montréal, Toronto and Vancouver. The aim is to help spread the benefits of immigration to more of Canada's regions. During 2006–2007, a total of 1,388 students received two-year work permits. More broadly, the total number of students who received post-graduation work permits increased from 7,354 in 2005–2006 to 9,121 in 2006–2007. In 2007–2008, the number of post-graduation work permits issued increased to 10,933.

Service improvement initiatives were prioritized in 2007 through the development of the e-Channel, an electronic application that includes three e-services: the e-Application, the Electronic Notification System (ENS) and MyCIC. The e-Application will enable applicants to complete, sign, pay for and submit their CIC application online, in a secure manner, while the

ENS will allow external partners to communicate and exchange information with CIC in support of immigration processes. MyCIC will be the applicant's secure portal to CIC's online services and tools that require authentication. The first release of the e-Channel to the Off-Campus Work Permit Program was launched in June 2008.

### **Visitors**

Under IRPA, every foreign national wishing to visit Canada must have a temporary resident visa before arriving in Canada unless they are from countries specifically exempted in the *Immigration and Refugee Protection Regulations*, or unless they benefit from certain other limited exceptions, for example, being members of the diplomatic corps. At present, citizens from 143 countries require temporary resident visas to visit Canada. The list of countries requiring visas to enter Canada can be found at [www.cic.gc.ca/english/visit/visas.asp](http://www.cic.gc.ca/english/visit/visas.asp).

Tourists and business visitors make a significant contribution to our economy by creating a demand for services in the hospitality sector and allowing Canadian businesses to benefit from their specialized expertise. In 2007, CIC processed applications (new and extensions) from over 1,040,000 persons seeking temporary resident visas as tourists and business visitors to Canada.

### **Temporary Resident Permits**

Subsection 24(1) of IRPA authorizes designated officers to issue temporary resident permits (TRPs) to foreign nationals who they believe are inadmissible or who do not meet the requirements of the Act. These permits are issued when there are compelling reasons to admit an otherwise inadmissible individual into Canada, and include permits issued as part of the Department's commitment to protecting victims of human trafficking. In exercising their discretion, decision-makers must take into consideration any



instructions issued by the Minister under subsection 24(3), and weigh the risk to Canada against the reason for permitting temporary residence. Issued for a limited period and subject to cancellation at any time, TRPs give CIC the flexibility to address exceptional circumstances or cases affecting the national interest.

The guidelines issued in May 2006 to allow immigration officers to issue a TRP to victims of human trafficking in Canada were improved in June 2007 by increasing the maximum length of the initial short-term TRP to 180 days from 120. This short-term TRP provides victims with a period of reflection to escape the influence of their trafficker and consider their options, including pursuing immigration avenues or returning home. The increased duration of the initial TRP allows victims to apply for a work permit. Both the initial TRP and work permit are fee-exempt. Medical coverage (including psychological

counseling) continues to be provided through the Interim Federal Health Program. A longer-term TRP may be issued to a victim of trafficking if circumstances warrant. In 2007, four permits were issued to three victims of trafficking. This figure includes subsequent permits issued to the same victim in order to maintain legal status in Canada.

Table 9 indicates the number of TRPs issued in 2007, categorized according to grounds of inadmissibility under IRPA. In 2007, 13,244 permits were issued, with approximately 11 percent (1,425) representing TRPs issued to foreign nationals who continued to maintain their status as permit holders from within Canada. Of the total, 323 permits were issued in light of ministerial instruction. The balance was authorized by departmental officials. The authority to issue TRPs is shared between delegated CIC officials and CBSA officers working at ports of entry.



TABLE 9: TEMPORARY RESIDENT PERMITS ISSUED FROM JANUARY 1 TO DECEMBER 31, 2007\*

<b>Description of Inadmissibility</b>	<b>Provision under IRPA</b>	<b>Individuals</b>
Security (espionage, subversion, terrorism)	34(1)(a), (b), (c), (d), (e) and (f)	25
Human or International Rights Violations	35(1)(a), (b) and (c)	8
Serious Criminality (convicted of an offence punishable by a term of imprisonment of at least 10 years)	36(1)(a), (b) and (c)	977
Criminality (convicted of a criminal act or of an offence prosecuted either summarily or by way of indictment)	36(2)(a), (b), (c) and (d)	7,539
Organized Criminality	37(1)(a) or (b)	10
Health Grounds (danger to public health or public safety, excessive burden)	38(1)(a), (b) and (c)	239
Financial Reasons (unwilling or unable to support themselves or their dependants)	39	21
Misrepresentation	40(1)(a), (b), (c) and (d)	14
Non-compliance with Act or Regulations (no passport, no visa, work/study without permit, medical/criminal check to be completed in Canada, not examined on entry, etc.)	41(a) and (b)	4,109
Inadmissible Family Member	42(a) and (b)	207
No Return Without Prescribed Authorization	52(1)	95
<b>TOTAL</b>		<b>13,244</b>

\* The statistics in this chart include the number of TRPs utilized to enter or remain in Canada in 2007. Source: Field Operations Support System (as of May 19, 2008)



## Maintaining Canada's Humanitarian Tradition

According to the United Nations High Commissioner for Refugees (UNHCR), there are over 11 million refugees in the world, the majority of whom have been living in refugee camps for a very long time.

By offering protection in Canada for refugees and persons in need of protection, and through active participation in international fora on refugee protection, CIC plays a significant role in upholding Canada's humanitarian tradition towards refugees. Each year, Canada protects many thousands of people through the in-Canada refugee protection system and the resettlement of refugees selected abroad.

Convention refugees are individuals who, because of a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group, or political opinion, are outside their country of nationality or habitual residence, and are unable or unwilling by reason of that fear to return to that country. Persons in need of protection are persons whose removal to their country of nationality or former habitual residence would subject them to the danger of torture, risk to life, or cruel and unusual treatment or punishment.

Individuals in Canada who have made a refugee protection claim and have been determined to be Convention refugees or persons in need of protection are offered Canada's protection. There are two categories of refugees selected abroad: government-assisted and privately sponsored refugees. In addition to Convention refugees, resettlement is extended to individuals who do not fully meet the definition of a Convention refugee, but are seriously and personally affected by civil war, armed conflict or massive violations of human rights.

### CANADA'S ROLE IN INTERNATIONAL PROTECTION

Canada's international and domestic refugee protection agenda continues to be challenged by international events, the increased number of refugees and internally displaced persons worldwide, and the related security concerns and human rights issues. Canada participates in various international fora to influence discussions and the future directions of multilateral partnerships and strategies. In 2007-2008, CIC continued to influence international discussions on protection through the UNHCR's Executive Committee, Standing Committee, and Working Group on Resettlement. CIC also participated in the Inter-Governmental Consultations on Migration, Asylum and Refugees.

Canada has devoted particular attention to finding solutions for protracted refugee situations in which refugees have spent many years in exile without durable solutions. CIC works with other government departments, civil society and other governments to put the resolution of protracted refugee situations at the top of the global protection agenda. These refugee situations are complex, requiring a coordinated approach among actors in such fields as immigration, development and diplomacy. With strong and sustained encouragement from Canada, the UNHCR adopted this issue as a key priority. In early 2008, the UNHCR also decided to devote his December 2008 Dialogue with member countries and other partners to finding comprehensive solutions for refugees in protracted situations.



## RESETTLEMENT OF REFUGEES FROM ABROAD

Through the Refugee and Humanitarian Resettlement Program, Canada works closely with international partners, including the UNHCR, to select for resettlement in Canada refugees from abroad for whom there is no other durable solution available within a reasonable period of time. This group includes refugees found to be disproportionately more at risk than the general refugee population. CIC's Resettlement Assistance Program (RAP) helps government-assisted refugees (GARs) resettle in Canada. The Government's efforts are supplemented by private sponsorships in accordance with the Private Sponsorship of Refugees (PSR) Program. Under this program, sponsorship organizations and groups of individuals also help refugees and other people in similar circumstances to rebuild their lives in Canada.

To be eligible under the GAR and PSR programs, individuals must be unable to return to their country of nationality or habitual residence, or to remain in the country that has granted them temporary protection—the first country of asylum. They must also undergo a medical examination, and security and criminality checks.

In 2007–2008, CIC continued to use the refugee resettlement program more strategically in order to reduce the numbers of refugees in particular situations. This was achieved by working with other government departments, the international community and other resettlement countries to find more durable solutions for refugees.

Each year, refugees from about 70 different nationalities are given a new start in Canada. However, to enhance effectiveness, CIC's resettlement program focuses on specific refugee populations. In addition to large-scale resettlement of Colombians and Afghans, CIC has been active in the resettlement of Iraqis in Syria and Jordan, Karens in Thailand, Rohingyas in Bangladesh, and Bhutanese in Nepal.

In response to the UNHCR's appeal to the international community to address the humanitarian crisis in Iraq, CIC has increased resettlement places for Iraqi refugees. The total target for the Middle East in 2008 has been increased by about 60 percent to 3,300 persons, and CIC is prepared for a multi-year engagement. The majority of these persons will be Iraqis resettled from Syria and Jordan.

Since 2006, CIC has been selecting Burmese Karen refugees as part of a multilateral effort to reduce the population of Karen refugees in Thailand's camps. To date, approximately 3,900 Karen refugees have been selected for resettlement to Canada. As of March 2008, approximately 2,000 Karen have already started a new life in Canada. The remainder are expected to arrive in 2008 and 2009.

In 2006, Canada strategically engaged in international fora to improve deplorable camp conditions and find durable solutions for 26,000 Burmese Rohingya refugees who are currently living in two refugee camps in a difficult and protracted situation in Bangladesh. To support these efforts, Canada became the first country to resettle Rohingya refugees. In 2006 and 2007, approximately 100 were selected and, in 2008, Canada will accept approximately 200 more Rohingya refugees.

An estimated 107,000 Bhutanese refugees have resided in camps in southeastern Nepal since the early 1990s. During the past several years, Canada has been working with international partners and the UNHCR to achieve a comprehensive solution. In May 2007, Canada announced that it had agreed to resettle up to 5,000 Bhutanese refugees over the next three to five years. Preparations for processing and settling this group are already well advanced. The first selection exercise is planned to occur in the fall of 2008, with the first group of refugees anticipated to arrive in early 2009.





## THE RESETTLEMENT ASSISTANCE PROGRAM

CIC offers financial support and immediate essential services to help GARs resettle in Canada and integrate into Canadian society. Through the Resettlement Assistance Program (RAP), the Government ensures the delivery of essential services (such as reception services at the port of entry, temporary accommodation, assistance in finding permanent accommodation, and financial orientation) through contribution agreements with service provider organizations (SPOs). This program also provides income support for up to 12 months after arrival in most cases, and up to 24 months for refugees with special needs, such as victims of trauma or torture. The joint CIC-SPO RAP Working Group continued to meet throughout the year, including a meeting in St. John's, to develop strategies for improving outcomes for refugees.

Since the implementation of IRPA in 2002, Canada has emphasized in its resettlement decisions the need for protection over the ability to settle immediately. As a result, refugees resettled in Canada today have higher and more varied needs than previous refugee populations. Available economic and social integration indicators suggest that refugees face more difficulty integrating than other immigrants. Key challenges include difficulty accessing adequate housing, limited or no labour market skills, limited official language skills, mental and physical health concerns, and developmental issues for children. In response to increasing funding pressures on resettlement activities addressing these issues, CIC allocated an additional \$13.9 million over three years in temporary funding to RAP, starting in 2007-2008.

Furthermore, GARs take longer to become self-sufficient and active participants in their new communities. Income support provided under RAP is essential to providing basic life needs while GARs take their first steps towards integration. Therefore, RAP programming is being reviewed to ensure it meets the increasing needs of GARs. To support program

development, CIC funded research on various elements of RAP to determine which areas require enhancement. To this end, a report entitled *A National Approach to Meeting the Needs of GAR Children and Youth within the Resettlement Assistance Program*<sup>12</sup> was completed in June 2007, and the *Study of Income Support Benefits Offered to GARs Under RAP* was completed in October 2007. Both reports continue to inform resettlement policy and program development. Another initiative was the national Infectious Disease Control Training for RAP service provider organizations and PSR sponsors. Also in 2007-2008, the Ontario Region expanded the Government-Assisted Refugee Case Management Pilot to the entire province. This model has one service provider who coordinates management of the client's case throughout all points of service delivery.

## THE PRIVATE SPONSORSHIP OF REFUGEES PROGRAM

Through the PSR Program, groups of five or more individuals, and private sponsorship organizations representing religious, ethnic and community groups can sponsor refugees for resettlement to Canada. These groups take on the responsibility of providing refugees with accommodation, resettlement assistance and emotional support for up to one year. In exceptional circumstances, this assistance can be extended for up to three years for refugees with special needs, such as victims of trauma and torture, or women and children at risk.

An evaluation of the PSR Program was completed in 2007-2008 and identified a number of challenges, such as low approval rates and long processing times. Extensive consultations to analyse the challenges and find solutions were undertaken with sponsoring groups and key stakeholders, including a major national conference on this program. Findings from these consultations led to increased training for sponsorship agreement holders and the development

<sup>12</sup> The report is available at [http://atwork.settlement.org/sys/atwork\\_library\\_detail.asp?passed\\_lang=EN&doc\\_id=1004346](http://atwork.settlement.org/sys/atwork_library_detail.asp?passed_lang=EN&doc_id=1004346).



of a Quality Assurance Framework for this program, which will be piloted in 2008–2009. Following the conference, committees were established, which include CIC officials and private sponsors, in order to jointly identify administrative and policy options to improve the PSR program. While it is still early to see these efforts reflected in improved processing times and approval rates, preliminary indications are positive.

In light of the implementation of the *Federal Accountability Act* in December 2006, as well as recommendations from the 2004 RAP evaluation and the 2007 PSR evaluation, CIC began development of a monitoring and evaluation framework for Canada's resettlement program. The framework will provide an effective and sustainable strategy for monitoring resettled refugees' outcomes. Work to develop the framework began in 2007–2008.

#### **INTERIM FEDERAL HEALTH PROGRAM**

The Interim Federal Health (IFH) Program provides temporary health-care services for refugees, refugee claimants, those clients issued a TRP on the basis of being a victim of human trafficking, and those detained under IRPA who are not eligible for provincial health insurance and who have no means of obtaining health services.

In 2007–2008, CIC engaged many of its stakeholders in modernizing the IFH delivery mechanisms and processes. Several concurrent initiatives were undertaken during the year to enhance the program's accountability framework, improve its analytical capacity and increase stakeholder outreach. These initiatives represent the foundation of a larger effort that will integrate program functions and strengthen its governance structure.

Given specific health concerns and in an effort to improve overall refugee health management, CIC developed an enhanced refugee health management

program for the Karen refugee group, and focused on public health risks and closer ties with provincial/territorial public health authorities. An overall refugee health risk mitigation policy is being developed for all refugee groups (currently in the stakeholder consultation phase).

CIC is working closely with Australia and the United States to share information for pre-departure interventions. On the national side, CIC is also working with provincial and territorial health authorities to facilitate refugees' access to health care and to improve information sharing.

In 2007–2008, 101,791 clients had valid IFH certificates, and 78,154 clients accessed the program through a network of 17,974 health-care providers across Canada, generating over 523,000 medical claims.

#### **THE IMMIGRATION LOANS PROGRAM**

In accordance with IRPA, CIC manages the Immigration Loans Program. Geared primarily to refugees from abroad seeking permanent residence in Canada, these loans are intended to cover pre-entry medical examination and transportation costs to Canada, and expenses associated with initial settlement in Canada.

The limit on the loan fund is \$110 million. Outstanding loans totalled \$34.4 million as of March 31, 2008. Loan collection continued to be managed with due diligence to maintain the strong recovery rate for repayment, currently at 91 percent.

In 2007–2008, CIC contributed over \$734,000 from RAP towards the medical examination and transportation costs of some refugees with special needs (namely, seniors, refugees with health issues, single parents with large families) who could not reasonably be expected to repay an immigration loan.



## **PROTECTION FOR INDIVIDUALS WHO MAKE REFUGEE PROTECTION CLAIMS IN CANADA**

Canada's humanitarian tradition of offering protection to the persecuted and displaced through resettlement is complemented by our acceptance of the international legal obligation, as a signatory to the *1951 Convention Relating to the Status of Refugees*, to extend refugee protection to individuals who seek asylum upon or after their arrival in Canada. The Immigration and Refugee Board, an independent administrative tribunal, oversees a quasi-judicial process that determines claims for refugee protection made in Canada. This process is designed to ensure fair and consistent decision making in accordance with Canadian law and Canada's international obligations and humanitarian traditions. The IRB hears refugee protection claims referred by CIC and the CBSA.

In 2007, a total of 28,523 individuals made a claim for refugee protection across Canada. This total represents an increase of 24 percent over the 2006 total of 22,944 (the 2005 total was 19,761). In 2007, the IRB approved 42.5 percent of all cases for which it rendered final decisions.

Persons whose claim for protection has been accepted may apply for permanent residence for themselves and dependants, whether the dependants are in Canada or abroad. However, if the claim for protection is refused, the individual is informed of the reasons in writing and is required to leave the country. A person whose claim is refused and who must leave the country may apply to the Federal Court for a judicial review. A judge of that court decides whether leave will be granted. In most cases, a person has the right to remain in Canada pending the outcome of the judicial review. All persons in Canada under removal order,

including refused claimants, are eligible to apply to CIC for a Pre-Removal Risk Assessment (PRRA) before removal from Canada. The PRRA process ensures that the risk to the individual is assessed before that person is removed from Canada, particularly in cases where there has been a change in situation in the country of nationality, or new evidence indicates that the person needs protection. Most successful PRRA applicants may apply for permanent residence in Canada under the protected persons category. The IFH Program provides supplementary and basic health-care coverage for refugee claimants during the period in which they do not qualify for provincial medical insurance.

## **STATISTICAL OVERVIEW OF PROTECTED PERSONS ADMITTED IN 2007**

In 2007, CIC exceeded the planning range of 7,300 to 7,500 for government-assisted refugees, offering protection to 7,574 new permanent residents. CIC met the target for privately sponsored refugees, which was 3,000 to 4,500, by uniting 3,588 refugees with their sponsors in Canada.

Canada granted permanent residence to 11,700 in-Canada protected persons as well as 5,094 dependants of refugees abroad. Both of these totals were also within the planned ranges for 2007. Normally, the number of protected persons who are granted permanent residence in Canada is dependent on the number of individuals who are determined to be in need of refugee protection in Canada. It is not unusual for these numbers to vary significantly from one year to the next, reflecting changing conditions in source countries and the number of refugee protection claims adjudicated in Canada.



TABLE 10: PROTECTED PERSONS ADMITTED IN 2007 (COMPARED TO THE IMMIGRATION PLAN)

Category	2007 Plan	Number Admitted	Percentage
Government-assisted Refugees	7,300 – 7,500	7,574	27.09
Privately Sponsored Refugees	3,000 – 4,500	3,588	12.83
Protected Persons in Canada	10,600 – 12,000	11,700	41.85
Dependants Abroad	5,000 – 6,800	5,094	18.22
<b>TOTAL PROTECTED PERSONS</b>	<b>25,900 – 30,800</b>	<b>27,956</b>	<b>100</b>

Source: Citizenship and Immigration Canada, *Facts & Figures 2007*



## Integrating Newcomers

The successful settlement and integration of new immigrants is an important objective under IRPA. To maximize the economic, social and cultural benefits of immigration, newcomers should be enabled to fully participate in Canadian society and have access to the same quality of life that Canadians enjoy.

### SETTLEMENT SERVICES FOR NEWCOMERS

Each year, eligible newcomers<sup>13</sup> receive, and have access to, settlement services and programs, and services delivered by service providers such as community-based organizations funded through formal contribution agreements with the Department. CIC-funded settlement programs and services include language instruction and skills development, information and orientation, and initiatives to support social engagement, community connections and labour market participation. Through federal-provincial agreements, British Columbia, Manitoba and Quebec assume direct responsibility for the design, administration and delivery of settlement programs and services to newcomers who settle in these provinces.

Recognizing the importance of settlement activities to a successful immigration program, the Government of Canada began in 2006 to invest an additional \$1.4 billion over five years in settlement funding across the country. With this increased funding comes the opportunity to make better use of available funding to maximize the positive social and economic outcomes for newcomers. In 2007, CIC announced a modernized approach to settlement services intended

to support these improved outcomes. This new approach aims to:

- enhance flexibility, coordination and responsiveness in programming to better meet newcomer needs;
- strengthen and more clearly demonstrate the link between settlement activities and improved newcomer outcomes; and
- improve planning and assessment activities.

To support this new approach, revised terms and conditions for settlement programs were recently approved by the Treasury Board and came into effect in May 2008. Highlights of the changes include eliminating artificial barriers between the various settlement programs so that programs are more responsive to newcomer needs, extending eligibility to some prospective immigrants and refugees who have been approved in principle for permanent residency and providing, where appropriate, additional support for capital expenditures required to deliver effective programs. Both the new programming approach and the revised terms and conditions will be phased in, providing an opportunity to build on existing initiatives.

### Language Learning

The Language Instruction for Newcomers to Canada (LINC) program provides language training to adult newcomers in one of Canada's official languages. Aimed at facilitating social, cultural and economic integration into Canada, LINC courses are provided, either on a full- or part-time basis, through school

<sup>13</sup> Those eligible to receive CIC-funded settlement services are permanent residents; protected persons as defined in section 95 of IRPA; individuals who have been selected, in Canada or overseas, to become permanent residents (pending verifications) and who have been informed by a letter from CIC; and Convention refugees and protected persons overseas who have been selected for resettlement in Canada by CIC.



boards, colleges, community organizations, workplaces or community settings. The program also provides information that helps acquaint participants with the Canadian way of life.

In 2007–2008, CIC continued to focus on reducing waiting lists for LINC programming while expanding and diversifying program offerings. In particular, increased funding levels led to expansion into new service areas, additional evening and weekend classes, more child-minding services, and increased numbers of LINC classes tailored to the needs of particular language learners. The number of students in LINC-funded classrooms rose significantly in 2007–2008 to 68,940 from 59,240 in 2006–2007. CIC also funded the development of exit assessment tools for higher LINC levels that will provide teachers with a standardized means of measuring student performance at intermediate and advanced levels. New standardized assessment material will provide accurate reports of learning outcomes with respect to the national standard (Canadian Language Benchmarks).

CIC also funds projects under the Enhanced Language Training initiative, which supports immigrants in acquiring the language proficiency, workplace culture and bridge-to-work opportunities they need to pursue careers in very diverse fields.

### **Information and Orientation**

CIC's Immigrant Settlement and Adaptation Program (ISAP) aims to help newcomers settle so that they can participate in Canadian life as soon as possible. This program funds the delivery of services, such as the provision of general information on life in Canada, translation and interpretation, referral to community resources, solution-focused counselling, and basic employment-related services. ISAP also provides funding to SPOs to undertake "service-bridging" activities with other community organizations, and special projects aimed at complementing and improving the delivery of settlement services.

ISAP services include the Canadian Orientation Abroad (COA) Initiative. COA is aimed at orienting future newcomers to life in Canada before their arrival. Different COA modules are designed to meet the needs of a diverse clientele. Topics include an introduction to Canada, the settling-in period, employment and education, rights and responsibilities, climate, finding a place to live, living in a multicultural society, the cost of living, family life, communications and adapting to life in Canada. During 2007–2008, 15,000 people received COA training in approximately 22 countries.

Along with COA, CIC's strategy for the development and delivery of settlement information includes print publications and the Going to Canada Immigration Portal ([www.goingtocanada.gc.ca](http://www.goingtocanada.gc.ca)). This portal, developed by CIC and HRSDC, offers comprehensive and integrated information to prospective and new immigrants to assist them in preparing to live, work and study in Canada. Work continues on the enhancement of portal tools and content. Through contribution agreements, CIC also funded the development and implementation of immigration portals in most provinces and territories to provide further settlement information to newcomers.

### **Social Engagement**

A key challenge in ensuring effective integration involves reaching out to community partners and engaging a broad spectrum of Canadians in facilitating the integration of newcomers. The Host Program is a volunteer-based program whereby newcomers are matched with Canadian volunteers who help them learn about available services in their community, practise their English or French, participate in community activities, understand the Canadian labour market, and find job contacts in their field. By connecting newcomers with Canadians, the program promotes inclusion and diversity, improves cross-cultural understanding and helps reduce racial stereotyping. Over 5,440 clients received Host-related services in 2007.



CIC is also an active participant in *A Canada for All: Canada's Action Plan Against Racism*. Led by the Department of Canadian Heritage, this plan provides an overarching approach across federal departments and agencies to build a society free from racism, and a partnership between governments and civil society. CIC's contribution to this multi-departmental endeavor is the Welcoming Communities Initiative (WCI). The WCI supports a range of anti-racism activities intended to foster more inclusive and welcoming communities and promote the full participation of newcomers in Canadian society. Under the WCI, funding is allocated to regions and provinces for anti-racism activities directed at newcomers, communities and community-serving organizations. Regional and provincial projects fall within the categories of awareness-raising, outreach, direct services, and tools and resource development. Such projects include, for example, a tool kit for smaller centres to attract and retain newcomers to Canada, which includes ways to reduce racism and discrimination at the community level, and a partnership between the Settlement and Family Resource Programs sectors to ensure that newcomers can access family-related programs that are respectful of cultural differences and respond to the unique needs of immigrant families.

#### **SPECIAL INITIATIVES TO FACILITATE INTEGRATION INTO THE LABOUR MARKET**

Canada welcomes thousands of skilled immigrants every year who want to contribute to the country's need for skilled workers. However, many newcomers are finding it challenging to enter the labour market due to issues such as the lack of recognition of foreign credentials and experience, and difficulties associated with language and literacy skills in one of Canada's official languages.

One year after its launch, CIC's Foreign Credentials Referral Office is fulfilling its mandate to provide

authoritative information, path-finding and referral services on foreign credential recognition and labour market information that benefit thousands of newcomers in Canada, as well as prospective immigrants abroad.

Through a network of 320 Service Canada centres, the FCRO currently provides toll-free telephone and in-person services to newcomers, prospective immigrants and employers. The FCRO website ([www.credentials.gc.ca](http://www.credentials.gc.ca)) provides information inside and outside Canada, including Working in Canada, an online search tool developed and maintained by HRSDC that provides individualized information on specific occupations, communities and labour market conditions, and other information targeted to internationally trained individuals. The website has had over 400,000 visits, the majority from persons overseas. The toll-free telephone and in-person services delivered in Canada have received and helped close to 20,000 internationally trained individuals.

The FCRO also works with federal, provincial and territorial partners and a broad range of stakeholders to strengthen foreign credential recognition processes through improved coordination of foreign credential recognition issues; policies, programs and services; information sharing; and the exchange of best practices. The FCRO provides services that complement other programs and services offered by the Government of Canada to help integrate immigrants into the economy and Canadian society. Working in partnership with other federal programs, the FCRO is improving the coordination of foreign credential recognition policy and program activities that will help newcomers in Canada and prospective immigrants overseas integrate into the labour market more quickly.

As part of these efforts, the FCRO has engaged the Canadian Network of National Associations of Regulators, as well as other regulatory bodies, to



explore initiating foreign credential assessment and recognition processes overseas to help prospective immigrants prepare to work in Canada. In addition, the FCRO partnered with employers through The Alliance of Sector Councils (TASC) to design tools and resources for foreign credential recognition so that employers, particularly small- and medium-sized businesses, can successfully hire and integrate internationally trained employees. The FCRO, in collaboration with TASC and major organizations, such as the Canadian Federation of Independent Businesses, the Canadian Chambers of Commerce and others, developed a prototype foreign credential recognition roadmap for employers—a tool that includes a step-by-step information guide for employers on hiring and retaining internationally trained workers.

In April 2008, the FCRO held a conference on foreign credential recognition in Calgary which brought together 130 key players to find collaborative solutions to foreign credential recognition issues. Creating these opportunities to share promising practices and advance these issues is a key part of the FCRO's role.

The Enhanced Language Training (ELT) initiative helps newcomers gain the skills they need to better access the Canadian labour market at levels in keeping with their skills and qualifications by offering language training paired with a workplace component. Since the inception of the initiative, ELT programs have been developed and delivered across the country. ELT not only supports immigrants, it also provides an opportunity to address the specific labour needs in different areas of the country. With the decentralization of ELT's administration from national headquarters, regions have been able to respond to varying settlement needs within their communities. It is estimated that, across Canada, CIC currently funds service providers for approximately 3,500 to 4,500 clients in ELT initiatives per year.

ELT is proven to be a successful initiative that meets the immediate needs of its target audience. The formative evaluation of ELT, completed in 2008, found that it contributed to:

- improved language skills;
- increased knowledge/experience of the Canadian work environment;
- increased job-finding skills;
- preparation for licensure exams; and
- the establishment of mentors, contacts and/or networks.

The evaluation indicated that the quality of curricula and tools is a strength of the ELT initiative and has contributed to its success. It also indicated areas for improvement, such as the need for better information sharing and more robust data collection. In response to these findings, and in preparation for the ELT's summative evaluation in 2009–2010, CIC has been working to enhance its data collection processes and is developing mechanisms to promote ELT successes. For example, regional ELT conferences were held in three locations (Edmonton, Moncton and Niagara Falls) in the winter of 2008 as a way to share promising practices in and between regions.

## **IMMIGRANTS TO FRANCOPHONE MINORITY COMMUNITIES**

Over the past year, CIC has made progress in fostering immigration to Francophone minority communities (FMCs). To enhance and maintain the vitality of FMCs, the Department is working with its partners to encourage French-speaking immigrants to settle in and integrate into Francophone communities outside Quebec. The target is to achieve a minimum percentage of 4.4 French-speaking immigrants who settle in Francophone communities outside Quebec by 2011.





In 2006, the CIC-FMCs Steering Committee, co-chaired by CIC and a representative from the FMCs, published the *Strategic Plan to Foster Immigration to Francophone Minority Communities*.<sup>14</sup> This plan aims to foster the recruitment, integration and retention of new French-speaking immigrants in Francophone communities outside Quebec. In September 2007, the Steering Committee adopted three new priorities: labour market integration, provincial and territorial commitment, and employer commitment. The strategic plan provided a foundation for Nova Scotia and New Brunswick to develop their own plans.

Community networks were created across the country to identify needs, shortcomings and priorities that must be addressed to foster immigration to FMCs. These networks also enable the coordination of immigration in FMCs and contribute to their own development. In addition, three immigration networks were created in Ontario in 2007.

CIC continues to include official language clauses in the federal-provincial/territorial immigration agreements to encourage provinces and territories to support the development of their Francophone communities.

CIC has been organizing information sessions and promotional activities abroad in order to attract potential French-speaking immigrants to immigrate, or to study or work temporarily in FMCs. At these events, potential French-speaking immigrants obtain

information on the communities, the provinces and territories, CIC's various programs, and the terms and conditions for applying to immigrate. These events also give potential candidates an opportunity to talk to Canadian employers. In 2007, several Destination Canada events, which targeted the emigration of professionals from France, Belgium and Tunisia, took place in Paris, Lyons, Tunis and Brussels. For the first time, the emphasis was placed on the participation of Canadian employers.

In an effort to gather data on the situation in FMCs, CIC contributed to the Survey on the Vitality of Official-Language Minorities, the results of which were released in December 2007 by Statistics Canada. In addition, CIC helped organize the symposium "Official Languages Research Issues," which took place in Ottawa in January 2008. The purpose of the meeting was to foster discussion between community representatives, scholars and federal government employees on official languages and on Canada's linguistic duality. In April 2008, CIC participated in and helped organize a day of reflection on immigration and diversity in FMCs. The publication of a special issue of *Canadian Issues/Thèmes canadiens*<sup>15</sup> coincided with the event. Since the beginning of 2008, CIC's Ontario Region has been funding the publication of the bilingual newsletter *FOCUS Intégration Inclusion*, which covers various Francophone immigration issues in Ontario and is published three times a year.

<sup>14</sup> For more information, see [www.cic.gc.ca/english/resources/publications/settlement/plan-minorities.asp](http://www.cic.gc.ca/english/resources/publications/settlement/plan-minorities.asp).

<sup>15</sup> BELKHODJA, Chedly (guest editor), "Immigration and Diversity in Francophone Minority Communities," *Canadian Issues/Thèmes Canadiens* (Spring 2008), p. 3.



## Canadian Citizenship

The *Citizenship Act*, under which CIC grants citizenship to eligible newcomers, affirms that all Canadians have the same rights, privileges and responsibilities whether they are citizens by birth or naturalization. As well as administering citizenship legislation, CIC is also responsible for promoting the rights and responsibilities of citizenship. Obtaining citizenship is a significant step in the integration process for newcomers because it signifies full participation in Canadian life. In 2007, CIC celebrated the 60th anniversary of Canadian citizenship, and Canadian citizenship was granted to 200,414 individuals.

The business of citizenship is changing in Canada and around the world. CIC recognizes the evolution of citizenship issues, their interdependence with other sectors within CIC and across government, and the need to build capacity to better understand the drivers for change and translate them into concrete policy direction.

To strengthen the evidence base for addressing a broad range of citizenship-related issues, including rights, responsibilities, identity and values, CIC conducted public opinion research studies on civic practice and barriers to civic participation, and motivations for naturalization. The Department also undertook several knowledge transfer and development activities with Metropolis, a network for comparative research and public policy development on migration, diversity and immigrant integration in cities in Canada and around the world. The Institute of Canadian Citizenship (ICC), with support from CIC, undertook round tables with new and established Canadians in 2007–2008, to discuss the value of citizenship and

active citizenship. CIC supported the ICC in securing the necessary approvals and initial funding. CIC will continue to foster an ongoing relationship with the ICC as a key partner in citizenship policy and program development.

During this reporting period, the Government tabled two bills to amend the *Citizenship Act*. Bill C-14, an *Act to Amend the Citizenship Act (adoption)* minimizes the difference between children born to Canadians and those adopted by Canadians. It received Royal Assent in June 2007, and came into force on December 23, 2007, with supporting regulations, policies and procedures. Bill C-37, *An Act to Amend the Citizenship Act*, was introduced to address the situation of people who lost or never had Canadian citizenship because of outdated provisions in existing and former legislation. It received Royal Assent in April 2008, and will come into effect no later than April 17, 2009.

Following the Minister's announcement in January 2007 to address the legislative gaps filled by Bill C-37, and in anticipation of its passage, CIC implemented operational policy and procedures, and, in 2007, processed 105 applications for a discretionary grant of citizenship for individuals who had been residing most of their lives in Canada and had a reasonable but mistaken belief they were Canadian citizens.

CIC strives to make improvements to the processing of citizenship grant and proof applications. However, the ability to process applications is linked to the amount of resources allocated to these activities. In recent years, there has been an increase in the number of long-term permanent residents who have decided to apply for citizenship because of such factors as the



need for a PR Card, the imposition by the United States of visa and border screening mechanisms for many of Canada's permanent residents, and policy changes in some countries allowing their citizens to hold multiple nationalities.

In 2007–2008, CIC continued to identify and implement sustainable solutions to improve service to citizenship clients as a means of addressing the ongoing high demand for citizenship services, which exceeds the Department's production capacity under current funding levels. Two-year funding received in 2005–2006 and 2006–2007 helped address high inventories and reduce processing times. However, since funding ended in March 2007, processing times and inventory levels have begun to rise. Over the next three years, intake of applications for grants of citizenship from clients wishing to become citizens as well as applications for proof of citizenship from existing citizens will continue to be high. Applications for grants are projected to exceed 240,000 per year. Over the same period, proof applications are projected to be in the range of 60,000 to 65,000 per year. As the number of applications received increases, the processing times and inventory levels for proofs may increase.

In March 2007, CIC conducted an evaluation of its processes with a view to improving the processing of citizenship applications and client service. Building on this initiative, a pilot project was started in January 2008, in which testing and verification of client documents would occur simultaneously and early in the citizenship adult grant process to minimize incomplete applications and to advise applicants of their eligibility so that delays could be avoided later in the process. The pilot will be evaluated for potential efficiencies, improvements to client service and reduction of processing times.

## PROMOTIONAL ACTIVITIES

Citizenship promotion activities are an important instrument for the continued integration of newcomers and new citizens into Canadian society. The launch of the 60th anniversary of citizenship was held in the Grand Hall of the Supreme Court of Canada on February 15, 2007, and activities were undertaken throughout the fiscal year. Canada Day ceremonies across the country focused on the 60th theme, including a ceremony on the grounds of Rideau Hall on July 1 involving the Minister of Citizenship and Immigration and the Governor General, as well as a Sunset Ceremony held in partnership with the RCMP. Canada's Citizenship Week is an annual event held the third week of October to provide an opportunity for all Canadians to reflect on the value of citizenship, the meaning of being Canadian, and the rights, privileges and responsibilities of citizenship. During this time, at a CBC event in Toronto, approximately 400 new citizens took the oath of citizenship. Special ceremonies featuring the close of the 60th anniversary theme were held during Veteran's Week in November 2007.

The 60th anniversary served as a means of engaging new partners in the citizenship program, including Parks Canada and the Canadian War Museum. Promotional products were developed for the year including lapel pins, pencils, banners, programs and videos. Much of the work done for the 60th celebrations will be used to further the enhanced ceremonies initiative, especially as it relates to building partnerships, creating products and raising awareness of the program. In 2007–2008, there were 2,897 citizenship ceremonies held, and the majority took place in the regions of Ontario (1,549), British Columbia (403), Quebec (398) and Prairies/Northwest Territories (317).



## Gender-Based Analysis of the Impact of the *Immigration and Refugee Protection Act*

IRPA includes a requirement to report annually on the impact of this legislation and the corresponding regulations from the perspective of Gender-Based Analysis (GBA). The legislative requirement to report on gender-related impacts is unprecedented in federal statutes.

GBA is not a stand-alone activity or product. It represents only one aspect of the analysis undertaken in policy and program development, management and evaluation. Gender impact analysis focuses on important social and economic differences between men and women, and between different groups of men and women, including such variables as age, race, sexual orientation, ethnicity, religion and culture, over their life cycles. It seeks to examine existing and proposed policies, programs and legislation to ensure that they are having their intended effects and producing fair results.

CIC's *Strategic Framework for Gender-based Analysis (2005–2010)* lays out a path for fulfilling the requirement to report to Parliament. The framework identifies the importance of building and maintaining departmental capacity for GBA, including policy guidance, the development of tools and ongoing training. A departmental GBA Working Group supports the branches in carrying out their responsibilities. CIC has provided training to over 200 employees since October 2002.

Central to the framework's implementation are the GBA branch plans, which identify priority issues for gender-based analysis of the impact of IRPA. As such,

CIC is working toward the integration of GBA into its business planning process. For the first time in 2008–2009, GBA followed the same planning cycle as other business activities and forms part of the business plans.

### **GENDER IMPACTS OF IRPA: HIGHLIGHTS OF BRANCH ACTIVITIES**

#### **Sex-Disaggregated Data as the Basis for GBAs**

CIC continues to gather sex-disaggregated data for the Department. The key annual publication, *Facts and Figures: Immigration Overview—Permanent and Temporary Residents*,<sup>16</sup> is a main source of immigration statistics for both the Government and the private sector. It presents the annual intake of permanent residents by category of immigration and of temporary residents by primary status from 1980 to 2006. The publication contains statistical tables and charts providing gender-based information by immigrant category, source country, intended destination upon arrival in Canada, age at landing, level of education, marital status, language ability, occupational skill level and intention to work. *Facts and Figures* provides a gender breakdown by principal applicants, spouses and dependants, which can be further analysed to better understand the status of women in these specific categories.

#### **GBA as a Policy Lens**

CIC is trying to find ways to strengthen the foundation for applying GBA to policy development within the Department. A key focus is building

<sup>16</sup> The publication can be found at [www.cic.gc.ca/english/resources/statistics/menu-fact.asp](http://www.cic.gc.ca/english/resources/statistics/menu-fact.asp).



knowledge of the gender dimensions of issues related to immigrant integration. For example, steps have been taken to review evidence on gender disparities regarding the integration outcomes of women in comparison to men, in order to identify research gaps and potential policy directions. This work is still at the initial stages and will continue in 2008–2009. Activities will include reviewing policy documents to identify gender and diversity considerations, and exercising leadership in policy discussions on key CIC priorities to draw out gender implications.

### **Immigration Policy and Programs**

The Department launched the new Canadian Experience Class on September 17, 2008. Gender impacts were considered during the development of selection criteria for this new class. For example, concerns were raised during consultations with stakeholders that the proposed work experience requirement could have a differential impact on men and women. As a result, CIC removed the obligation for the work experience requirement to be met with full-time and continuous work.

CIC continues to incorporate gender considerations into the ongoing review of the Live-in Caregiver Program (LCP). Gender-based data are included in the data collection tools as part of the program review and will be included in the data collection tools for reviewing the potential impacts of occupation-specific work permits when live-in caregivers change employers in Canada.

As well, the formative evaluation of the Federal Skilled Worker Program is currently in the design stages and is expected to provide an early picture as to how the program is performing. Part of this evaluation will include a comparison between genders. As well, when data on federal skilled workers selected under IRPA become available, they will be disaggregated by gender, and differences in outcomes will be analysed.

In addition to the evaluation, gender considerations will be included in any future program changes.

Between 2006 and 2008, CIC will include gender considerations in a Results-based Management Accountability Framework designed to evaluate off-campus and post-graduate student work permits.

In line with recommendations from stakeholders and a report of the Standing Committee on the Status of Women, CIC strengthened its measures to address the unique needs of victims of human trafficking by increasing the maximum length of the temporary resident permit (TRP) issued to victims in Canada from 120 to 180 days. The increase was made to allow these permit holders to apply for a work permit, an option unavailable under the 120-day TRP. The TRP guidelines for victims of trafficking help protect victims of human trafficking in Canada, the majority of whom are women and girls.

As part of ongoing policy analysis on the humanitarian and compassionate provision of IRPA, a more in-depth profile of H&C applicants, including information related to diversity, has been identified as a research priority and will be undertaken.

### **Refugees**

CIC conducted a GBA of orientation and Canadian life-skills training services for resettled refugees available through RAP. The analysis identified gender-sensitive orientation services and gaps in current programming, and recommended improvements to orientation programs. In order to support this work, an inventory of existing gender-sensitive orientation services provided by service provider organizations was completed along with an analysis of available data.

The analysis identified several gender-sensitive topics addressed by some service provider organizations in their delivery of orientation services to newly arrived



refugees: specifically, family violence, legal rights and gender roles. The analysis also highlighted some gender-sensitive methods that service providers could use when providing settlement programs, such as providing child minding to clients, having staff of the same sex as clients available to lead orientation sessions where possible, having orientation sessions segregated by sex for gender-sensitive topics, such as family violence, and undertaking specific teaching strategies for populations with lower levels of literacy. The analysis suggested developing guidance and tools for service provider organizations, and enhancing the monitoring framework for gender- and age-sensitive measures of program participation to better meet the needs of refugee women and men, and boys and girls.

These analyses are particularly important in the current context because evidence from both academia and service providers suggests that more refugees with higher needs are being resettled today than in the 1990s; in addition, women may have higher needs than men since they generally have lower levels of education and knowledge of official languages when they arrive in Canada. This trend toward higher-needs refugees likely reflects both new immigration legislation in 2002, which emphasizes protection needs over ability to settle, and fluctuations in refugee populations worldwide over time. There is an obvious necessity to understand the diverse needs of resettled refugees to ensure improved settlement outcomes.

CIC conducted a GBA of refugees resettled through the Urgent Protection Program. The analysis found that the proportions of women and men are approximately equal, with significantly more adults than children within the population. CIC also analysed the gender, age and source region of refugees resettled through the One-Year Window process since the implementation of IRPA. This analysis identified no significant differential impacts by gender and source region. About 50 percent of refugees arriving through this process are children under 18 years of age.

In early 2008, CIC updated its operational guidelines to include new instructions to officers receiving and making eligibility determinations with respect to refugee claims from vulnerable persons and minors. The guidelines support priority processing for refugee protection claims made by vulnerable persons and ensure special accommodation during the examination process. Vulnerable persons are identified as those having significant difficulties in coping with the eligibility interview due to a specific condition or circumstance, such as elderly persons, persons with physical disabilities or injuries, pregnant women, unaccompanied minor children, parents with young children, victims of gender-based violence, victims of severe trauma, and children who have been victims of abuse. Officers are instructed to be mindful of any special requirements of vulnerable persons. These special requirements include cultural and gender issues that may affect communication. Finally, the new guidelines also include gender-sensitive guidance for processing claims made by children. For instance, the guidelines note that children who have suffered female genital mutilation may be most comfortable with interviewers of the same sex.

In 2007, CIC identified the Pre-Removal Risk Assessment process as a future GBA priority. CIC undertook a gender-based analysis of the PRRA Program, and the preliminary study found that PRRA has no significant differential impact on women and minors applying for protection through the program. Instead, it showed that there is less and less limitation on access to the PRRA Program for clients. The full analysis will be completed in 2008.

#### **Monitoring of Safe Third Country Agreement**

In 2007, CIC continued to gather data regarding the potential gender impacts of the Canada-United States Safe Third Country Agreement. A GBA was undertaken to inform ongoing monitoring and review processes associated with this Agreement.



Table 11 shows that the proportion of female claimants at the border has been comparable to that of the total claimant population over the past six years. The proportion of females among total claimants and among border claimants has remained relatively constant, with a slight increase over the last five years (42 percent of all claimants in 2002 were female, and 45 percent in 2006 and 2007). The proportion of females among minor border claimants remained the same (49 percent) after an increase in the previous

year. Of note is the increase in the proportion of minors among total claimants and border claimants, which can be explained by an increase in the number of families making a refugee claim at the border where U.S.-born children accompany their parents who are nationals of a third country. This analysis suggests that women and minors continue to want to make asylum claims in Canada and were eligible to do so under the terms of the Agreement.

**TABLE 11: PROPORTION OF APPLICANTS BY WOMEN AND MINORS, 2002–2007**

Claim Year	Gender		Age		
	Females Among Total Claimants	Females Among Border Claimants	Minors Among Total Claimants	Minors Among Border Claimants	Females Among Minor Border Claimants
2002	42%	43%	21%	29%	48%
2003	42%	41%	22%	30%	47%
2004	43%	44%	21%	28%	47%
2005	44%	47%	20%	28%	47%
2006	45%	46%	20%	26%	49%
2007	45%	46%	24%	31%	49%

Source: Citizenship and Immigration Canada, Departmental Records, May 19, 2008

Claims for refugee protection from persons who arrive at a Canadian land border port of entry from the United States are ineligible unless they fall within an exception. These exceptions are consistent with the principles established in IRPA that favor family reunification and protection of the best interests of the child.

According to Table 12, 48 percent of border claimants who were not U.S. citizens and who were granted an exemption were female. This figure compares closely

with 46 percent of females among total border claimants. The total number of unaccompanied minor refugee claimants rose by 18 percent to 58 in 2007 compared to 2006, while the proportion of females among unaccompanied minor claimants changed from 35 percent to 33 percent. Given the particular vulnerability of this subgroup, and the Government's commitment to considering the best interests of the child, this category will continue to be monitored closely.



TABLE 12: EXCEPTIONS BY GENDER, 2007

Type of Exceptions	Number of Exceptions Granted	Proportion of Females
Total Claims – Non-U.S. Citizens	6,082	48%
Relative	2,118	48%
Moratorium Country	3,766	46%
Had Canadian Visa	4	50%
Unaccompanied Minor	58	33%
No Canadian Visa Required	136	40%

Source: Citizenship and Immigration Canada, Departmental Records, May 19, 2008

### Integration and Settlement

The results of an analytical research and consultation process in 2006–2007 helped to frame a modernized approach to settlement programming. The process, which examined the settlement needs and barriers of diverse groups of newcomers based on age, gender and circumstances of migration, identified a clear need for more flexible, responsive and holistic programming. The resulting settlement program has a single program authority with six settlement themes (needs assessment, support services, information/orientation, language/ skills development, labour market participation, and community connections). Service provider organizations will be able to offer services that combine activities from more than one theme to better address the unique needs of various newcomer groups and support improved newcomer settlement outcomes.

CIC is currently in the process of nation-wide consultations on social engagement. Issues of gender and diversity are emerging from these discussions among stakeholders representing civil society, government and research communities. The recommendations that result from this process will ultimately be applied to CIC's social engagement strategy.

In addition to the literature analysis of gender-related settlement barriers facing live-in caregivers, two additional literature reviews were commissioned: Skills Development, Gender, and the Integration of Newcomers; and Case Management, Gender, and the Integration of High-Needs Newcomers and Refugees (March 2008). The results of the research reviews will be taken into consideration and applied as appropriate.

### Risk Mitigation

During the biometric field trial in 2007,<sup>17</sup> biometric information was collected from about 18,000 persons, with a proportion of about 45 percent male to 55 percent female. A GBA of the image quality generated for both fingerprints and facial recognition indicates that biometrics collection from men and women generated about the same level of image quality, with slightly superior results for men due to the larger finger size. As the difference between men and women did not have an impact on the ability to use biometrics to match individuals, CIC does not plan on changing the way in which biometric information is captured based on gender. No distinctive reaction or attitude to the collection of biometrics during the field trial was observed based on gender. The field trial client group included students, workers, visitors and asylum claimants.

<sup>17</sup> For more information, see [www.cic.gc.ca/english/resources/publications/biometrics-eval/index.asp](http://www.cic.gc.ca/english/resources/publications/biometrics-eval/index.asp).





CIC developed a strategy to incorporate GBA in the production of country reports used in the visa-review process, and specific gender-based analysis training was provided to researchers to advance that objective. Accordingly, gender issues were considered as part of the overall country review process for Poland, Hungary, Lithuania and Slovakia in 2006–2007. The review for those countries did not identify any gender-based implications. CIC will continue to look at gender-based issues as part of the overall country review process, including the planned country reviews for 2008–2009. The countries that will be reviewed have not been determined at this time.

### Citizenship

Although reporting on GBA is not required under the *Citizenship Act* or IRPA, the Citizenship Branch has developed a GBA Plan and is also participating in the Department's GBA Working Group.

Until 2011, CIC will be working toward including GBA as a component of the Qualitative Investigation of the Naturalization Decision. The qualitative analysis of reasons for seeking naturalization incorporates gender considerations when forming participant groups. Based on the information collected, CIC will then evaluate the role of gender in the decision to apply for Canadian citizenship. CIC will also consider options for gender-based, disaggregated data from the study on civic participation.

### Metropolis as a partner in GBA

The Metropolis Project also developed a GBA Plan in 2008. The research that Metropolis generates provides information for the Department's work, policies and programs, and certain research specifically deals with gender considerations. Gender is also a focus of many of the workshops and pre-conference events of the national and international Metropolis conferences.

The following sample list of Metropolis gender-related research activities, partially funded by CIC, is available at [www.metropolis.net](http://www.metropolis.net):

- Integration Outcomes for Immigrant Women in Canada: A Review of the Literature, 2000–2007.<sup>18</sup>
- The Atlantic Metropolis Centre's Gender, Migration and Diversity/Immigrant Women Research Domain provides a regional and national focus and is a clearing house for the GBA of immigration and diversity. It engages in the GBA of research questions and aims at ensuring they take into account gender and immigrant women's experiences.
- *Our Diverse Cities*, Spring 2008: "Canada does not want me, Canada wants my children: Cross-Cultural Mothering in Halifax."
- Pre-Conference Event: Family Migration Day, April 3, 2008.
- Working papers (funded by the Social Sciences and Humanities Research Council of Canada): "It's a War on Love: Intermarriage in Vancouver, British Columbia's Jewish Community"<sup>19</sup> and "The Interplay of Gender, Migration, Socioeconomics, and Health."<sup>20</sup>

### IN THE COMING YEAR

In addition to the aforementioned activities, CIC is committed to undertaking the following GBA-related activities in the coming year.

A preliminary GBA of the gender impacts of instructions under the *Budget Implementation Act 2008* (Bill C-50) is currently being conducted. The impacts will be monitored as the instructions are implemented.

As information to newcomers is a critical first piece in the settlement process, CIC is committed to reviewing the provision of information—for example, *Welcome to Canada, A Newcomer's Guide to Canada*, and the Going

<sup>18</sup> The publication can be found at [http://atlantic.metropolis.net/WorkingPapers/VanderPlaat\\_WP8.pdf](http://atlantic.metropolis.net/WorkingPapers/VanderPlaat_WP8.pdf).

<sup>19</sup> The publication can be found at <http://mbc.metropolis.net/Virtual%20Library/2007/WPO7-09.pdf>.

<sup>20</sup> The publication can be found at <http://pcerii.metropolis.net/WorkingPapers/WPO4-06.pdf>.



to Canada Immigration Portal—to ensure the inclusion of gender-sensitivity, and to provide current and relevant information. Also, CIC is continuing to examine ways of enhancing the Immigration Contribution Accountability Management System (iCAMS) based on updates to the settlement program logic model. If iCAMS is determined to be an appropriate data source for any additional data collection on gender-based analysis, accommodation of the changes will be considered.

CIC will share relevant tools to assist provinces and territories interested in conducting GBA of their respective Provincial Nominee Programs. Gender considerations will also be incorporated into an ongoing review of the Business Programs (Investor, Entrepreneur and Self-employed classes). Gender-based data gathering will be included in the design of data collection tools (e.g., surveys) as part of the program review. As well, the Temporary Foreign Worker Program will incorporate gender data collection in the evaluation

component of the joint Results-based Management Accountability Framework/Risk-based Audit Framework being developed with HRSDC.

CIC is in the planning stages of developing a monitoring and evaluation framework for government-assisted refugees and privately sponsored refugees, in which gender-based considerations will be included. Provisions for monitoring some special-needs refugees, such as cases involving urgent protection needs, women at risk and joint assistance sponsorships, are expected to be incorporated. As with the group processing for Karen refugees, CIC will undertake a review of the gender and diversity impacts related to the arrival of 5,000 Bhutanese refugees from Nepal, expected in Canada in early 2009. These refugees represent CIC's fourth group-processing initiative, whereby refugees are accepted as Convention refugees as a group rather than on an individual basis. CIC hopes to mitigate challenges arising throughout the resettlement continuum.



TABLE 13: NEW PERMANENT RESIDENTS IN 2007, BY IMMIGRATION CLASS AND GENDER

Immigrant Category	Male		Female		TOTAL
	Number	Percent	Number	Percent	
<b>ECONOMIC CLASS</b>					
Skilled Workers	51,665	45.33	46,192	37.62	97,857
Business Immigrants	5,285	4.64	4,894	3.99	10,179
Provincial/Territorial Nominees	8,946	7.85	8,149	6.64	17,095
Live-in Caregivers	1,957	1.72	4,160	3.39	6,117
<b>Total Economic Class (including dependants)</b>	<b>67,853</b>	<b>59.53</b>	<b>63,395</b>	<b>51.63</b>	<b>131,248</b>
<b>FAMILY CLASS</b>					
Spouses, Partners, Children and Others	19,622	17.22	30,794	25.08	50,416
Parents and Grandparents	6,836	6.00	8,978	7.31	15,814
<b>Total Family Class</b>	<b>26,458</b>	<b>23.21</b>	<b>39,772</b>	<b>32.39</b>	<b>66,230</b>
<b>PROTECTED PERSONS</b>					
Government-assisted Refugees	3,827	3.36	3,747	3.05	7,574
Privately Sponsored Refugees	1,907	1.67	1,681	1.37	3,588
Protected Persons in Canada	6,191	5.43	5,509	4.49	11,700
Dependants Abroad	2,361	2.07	2,733	2.23	5,094
<b>Total Protected Persons</b>	<b>14,286</b>	<b>12.53</b>	<b>13,670</b>	<b>11.13</b>	<b>27,956</b>
<b>OTHER</b>					
Humanitarian and Compassionate Grounds/Public Policy	5,322	4.67	5,879	4.79	11,201
Other*	59	0.05	63	0.05	122
<b>Total Other</b>	<b>5,381</b>	<b>4.72</b>	<b>5,942</b>	<b>4.84</b>	<b>11,323</b>
Category Not Stated	1	0.00	0	0.00	1
<b>TOTAL</b>	<b>113,979</b>	<b>100</b>	<b>122,779</b>	<b>100</b>	<b>236,758</b>

Source: Citizenship and Immigration Canada, *Facts & Figures 2007*

\* "Other" includes Post-Determination Refugee Claimants, Deferred Removal Orders and Temporary Resident Permit Holders



**TABLE 14: 2007 PERMANENT RESIDENTS IN THE ECONOMIC CLASS, BY PRINCIPAL APPLICANTS VERSUS SPOUSES/DEPENDANTS AND BY GENDER**

<b>Economic Class</b>	<b>Principal Applicants</b>		<b>Spouses and Dependants</b>	
	<b>Male</b>	<b>Female</b>	<b>Male</b>	<b>Female</b>
Skilled Workers	28,055	13,198	23,610	32,994
Business Immigrants	2,391	417	2,894	4,477
<i>Entrepreneurs</i>	493	88	643	936
<i>Self-employed</i>	142	61	162	211
<i>Investors</i>	1,756	268	2,089	3,330
Provincial/Territorial Nominees	4,581	1,748	4,365	6,401
Live-in Caregivers	169	3,264	1,788	896
<b>TOTAL ECONOMIC CLASS</b>	<b>35,196</b>	<b>18,627</b>	<b>32,657</b>	<b>44,768</b>

Source: Citizenship and Immigration Canada, *Facts & Figures 2007*



## Conclusion

Immigration is a defining feature of Canada's development as a nation and its path to the future. Much of what our country stands for today has been built on and shaped by immigrants of the past, and newcomers will continue to significantly contribute to Canada's economic prosperity in decades to come. CIC is strongly committed to harnessing this strength by laying the foundation for attracting and retaining immigrants, and for successfully integrating them upon arrival in Canada.

In the past year, concrete steps have been taken to build on our capacity to support newcomers in their early settlement period, and to ensure that we have the human resources we need to enhance our competitiveness on the global stage. These steps have included developing new ways of responding to the settlement needs of newcomers, and further building our capacity to support newcomers with comprehensive information about credential assessment and recognition, and the Canadian labour market. Legislative action has also been taken to provide all Canadians with certainty of their citizenship status. We continued to contribute to the global humanitarian effort by resettling those who are most in need of protection, and meeting the needs of those who are victims of trafficking. How migration is

managed globally is an important consideration in Canada's policy and program development. Through its active international engagement, CIC continued to work with other governments and regional and multilateral organizations to influence and play a leadership role regarding the international migration agenda.

CIC continues to focus on client service. In 2007, CIC took steps to continue making service delivery more effective while offering clients innovative options through reliable, modern and secure technology. These concrete actions demonstrate the Department's willingness to put forth solutions that reconcile Canadians' economic, social and humanitarian interests with the legitimate aspirations of newcomers. With limited resources, it is important to target initiatives to invest in and work with partners at all levels to provide quality information and services in a timely fashion. The Department's approach is progressive, responsive to changing needs and centred on client satisfaction. These efforts are part of an ongoing commitment to meet the economic and nation-building needs of Canada, to uphold its humanitarian tradition, and to make immigration work for Canada today and in the future.



## ANNEX A: Section 94 of the *Immigration and Refugee Protection Act*

The following is an extract from the 2002 *Immigration and Refugee Protection Act*, outlining the requirements for CIC's *Annual Report to Parliament*.

### Report to Parliament

94. (1) The Minister must, on or before November 1 of each year or, if a House of Parliament is not then sitting, within the next 30 days on which that House is sitting after that date, table in each House of Parliament a report on the operation of this Act in the preceding calendar year.

(2) The report shall include a description of

(a) instructions given under section 87.3 and other activities and initiatives taken concerning the selection of foreign nationals, including measures taken in cooperation with the provinces;

(b) in respect of Canada, the number of foreign nationals who became permanent residents, and the number projected to become permanent residents in the following year;

(b.1) in respect of Canada, the linguistic profile of foreign nationals who became permanent residents;

(c) in respect of each province that has entered into a federal-provincial agreement described in subsection 9(1), the number, for each class listed in the agreement, of persons that became permanent residents and that the province projects will become permanent residents there in the following year;

(d) the number of temporary resident permits issued under section 24, categorized according to grounds of inadmissibility, if any;

(e) the number of persons granted permanent resident status under subsection 25(1); and,

(f) a gender-based analysis of the impact of this Act.



## ANNEX B: Glossary

### **BUSINESS IMMIGRANTS**

Business immigrants include three classes of immigrants: investors, entrepreneurs and self-employed people. Business immigrants become permanent residents on the basis of their ability to become economically established in Canada. Spouses, common-law partners and dependent children may accompany business immigrants.

### **CONVENTION REFUGEES**

Persons who, by reason of a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group, or political opinion, are (i) outside their countries of nationality and unable or, by reason of that fear, unwilling to avail themselves of the protection of those countries; or (ii) not having a country of nationality, are outside the country of their former habitual residence and unable or, by reason of that fear, unwilling to return to that country.

### **ECONOMIC IMMIGRANTS**

People selected as permanent residents for their skills and ability to contribute to Canada's economy, including skilled workers, business people, live-in caregivers and provincial nominees. Spouses, common-law partners and dependent children may accompany economic immigrants.

### **ENTREPRENEURS**

Immigrants admitted to Canada as permanent residents by demonstrating that they:

- have managed and controlled a percentage of equity in a qualifying business for at least two years in the period beginning five years before they apply; and
- have a legally obtained net worth of at least \$300,000.

### **FAMILY CLASS**

A class of immigrants made up of close relatives of a Canadian citizen or permanent resident who may be sponsored to immigrate to Canada. Spouses or common-law partners already in Canada may be sponsored in the Spouse or Common-law Partner in Canada Class. The following close relatives may be sponsored in the Family Class (overseas): spouses; common-law partners; conjugal partners; dependent children; parents and grandparents; children under age 18 whom the sponsor intends to adopt in Canada; brothers, sisters, nephews, nieces and grandchildren who are orphans under age 18; and any other relative, if the sponsor has no relative as described above either abroad or in Canada that could be sponsored, and has no other relatives who are Canadian citizens, persons registered as Indians under the *Indian Act* or permanent residents.

### **FAMILY MEMBERS**

Family members generally include spouses, common-law partners, dependent children, and the dependent children of dependent children. A dependent child is either a biological child or an adopted child.

### **FOREIGN STUDENTS**

These temporary residents have been approved by an immigration officer to study in Canada. Study permits identify the level of study and the length of time the individual may study in Canada. Students do not need a study permit for courses of six months or less if they will finish the course within the period of stay authorized upon entry, which is usually six months. Before June 28, 2002, students did not need a study permit for English- and French-as-a-second-language courses of three months or less. Every foreign student must have a study permit, but may also have been issued other types of permits or authorizations.



### **FOREIGN WORKERS**

These foreign nationals have been authorized to enter and remain in Canada temporarily as workers. This category excludes foreign students and people who have been issued work permits for humanitarian reasons. Most foreign workers must have a work permit, but may also have other types of permits or authorizations.

### **GOVERNMENT-ASSISTED REFUGEES**

Government-assisted refugees are people who are selected abroad for resettlement to Canada as Convention refugees under IRPA or as members of the Humanitarian-Protected Persons Abroad Class, and who receive resettlement assistance from the federal government.

### **INVESTORS**

These immigrants are admitted to Canada as permanent residents because they:

- have business experience as defined in the Regulations;
- have a legally obtained net worth of at least \$800,000; and
- have invested \$400,000 before receiving a visa.

The Government of Canada allocates the investment to participating provinces and territories, which guarantee the investment and use it to develop their economies and create jobs. The investment is repaid, without interest, after five years.

### **LIVE-IN CAREGIVERS**

Temporary residents of Canada who have successfully completed the equivalent of Canadian secondary school; have six months of full-time training in a field or occupation related to that for which they are seeking a work permit; are able to speak, read and understand English or French at a level sufficient to communicate effectively in an unsupervised situation; and sign an employment contract with the future employer. Participants in this program may apply for permanent resident status in Canada after completing

two years of live-in caregiving employment within three years of arrival in Canada.

### **PERMANENT RESIDENCE FOR PROTECTED PERSONS IN CANADA**

People who have been determined in Canada to be protected persons by the Immigration and Refugee Board of Canada or through the Pre-Removal Risk Assessment process may apply for permanent residence, and may include in their application any eligible family members, whether in Canada or abroad.

### **PRINCIPAL APPLICANT (BUSINESS APPLICANT)**

The person who best meets the definition of one or more of the types of business immigrants or in whose name the application for immigration is made.

### **PRINCIPAL APPLICANT (ECONOMIC APPLICANT)**

The person who is likely to earn the most points in the self-assessment or in whose name the immigration application is made.

### **PRIVATELY SPONSORED REFUGEES**

Refugees selected abroad for resettlement to Canada who receive resettlement assistance from private sources.

### **PROTECTED PERSONS**

Persons who have been determined to be Convention refugees or persons in similar circumstances abroad, persons whom the Immigration and Refugee Board determines to be Convention refugees or persons in need of protection in Canada, and most persons with a positive Pre-Removal Risk Assessment.

### **PROVINCIAL NOMINEES**

Immigrants nominated by the provinces and territories who have specific skills that will meet their labour market and economic development needs. The Regulations establish a Provincial Nominee Class, which allows provinces and territories that have agreements with CIC to nominate individuals based





on their ability to establish economically, their intent to reside in the province/territory and their contribution to the local economy. A nominee must meet federal admissibility requirements, such as those related to health and security, but is not subject to the selection grid applied to federal skilled workers.

#### **REFUGEE PROTECTION CLAIMANT**

Refugee protection claimants are individuals who request refugee protection upon or after arrival in Canada. A refugee protection claimant receives Canada's protection when he or she is determined to be a Convention refugee as defined by the United Nations *1951 Convention Relating to the Status of Refugees* and its 1967 protocol, or when he or she is found to be a person needing protection based on risk to life, risk of cruel and unusual treatment or punishment,

or danger of torture as defined in the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.

#### **SELF-EMPLOYED PERSONS**

Immigrants who have shown that (i) they can and intend to create their own employment in Canada; and (ii) they can contribute significantly either to the Canadian economy as farmers or to the cultural or athletic life of Canada.

#### **SKILLED WORKERS**

Immigrants selected on their ability to adapt in a fast-changing labour market. Selection is based on characteristics such as education, English or French language abilities, work experience, age, arranged employment and adaptability.

