

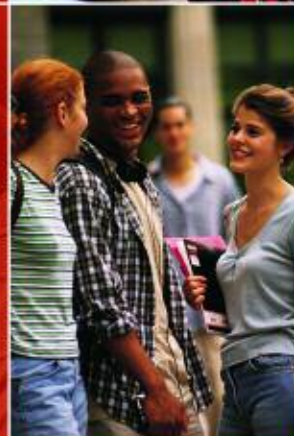


Citizenship and
Immigration Canada

Citoyenneté et
Immigration Canada

ANNUAL REPORT
TO PARLIAMENT ON IMMIGRATION

2006





ANNUAL REPORT
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2006



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Message from the Minister of Citizenship and Immigration



I am pleased to present to Parliament and the people of Canada the Citizenship and Immigration Canada (CIC) 2006 *Annual Report to Parliament on Immigration*.

Immigration has been vital to Canada's development and its history. Hardworking people and their families have come to Canada from all parts of the world to share and contribute to this nation's identity. Collectively and individually, they have made a contribution to the development of our economy, our society and our culture.

Immigration continues to play an important role in building our country. Canada plans to admit between 240,000 and 265,000 newcomers as permanent residents in 2007. Each newcomer has a story to tell: whether they are bringing their skills and entrepreneurial talents to help Canada's economy grow; reuniting with family members; or seeking security and stability.

Canada needs the talent and dynamism that immigrants bring. In an internationally-competitive global market for talent, Canada is facing skills shortages at home in particular sectors and in specific regions of the country. Immigration has a role to play in addressing labour market challenges and my goal is to ensure the immigration program better

responds to our needs as a country in a way that is fair, transparent and adheres to the rule of law, while protecting the health, safety and security of Canadians. In that vein, we have launched several initiatives in the past year, including allowing foreign students to work off-campus while they study, committing \$18 million towards foreign credential assessment and recognition, and establishing temporary foreign worker units to help address labour market shortages.

Equally important to this country is the ability to meet our social and humanitarian goals by reuniting families and offering protection to refugees and other persons in need of protection. Strong families build strong communities. In 2006, legislation was introduced to help grant citizenship to foreign-born children adopted by Canadian families. At times, the need to reunite families results from crisis. When the conflict in Lebanon escalated in July 2006, CIC worked quickly to provide priority visa and immigration services to help close family members of Canadian citizens and permanent residents, affected by the crisis, reunite with family in Canada. The hard work and dedication of CIC employees, alongside those from the Department of Foreign Affairs and International Trade Canada, the Canada Border Services Agency, and other partners, resulted in the Government of Canada's largest evacuation effort in Canadian history.

In 2006, the Government also announced a number of humanitarian efforts including measures to help victims of human trafficking and welcoming 810 Karen refugees who fled Burma (Myanmar).

If the immigration system is to continue to play an important role, CIC will need to ensure we select the people who will best help our country meet its economic, social and humanitarian objectives. We will also need to strive to have the right programs and services in place to help those people after they have arrived. The 2006 Budget provided \$307 million in additional funding for settlement services and reduced the Right of Permanent Residence Fee by half, to help lessen the financial burden for newcomers.

Looking ahead, CIC will continue to look for ways in which its programs and services can meet Canada's immigration objectives more effectively, and provide services where and when newcomers need them. The Government continues to work with provinces and territories, and other partners, on many fronts including improving integration services, examining regional needs, and enhancing the approach to immigration planning for the long term. Work is also underway to modernize client

services to ensure that we are able to maintain the high standard of service for which CIC is recognized.

To succeed, we must make the system work better. Pressures to find solutions to deal with the challenges of large inventories of applicants and using foreign workers to address labour market gaps continue. Managing these challenges and meeting the goals of Canada's immigration system is the first step in maintaining a balanced and responsive immigration program. CIC will continue to manage these challenges responsibly within a climate of heightened security while working to address the realities and demands of today and tomorrow.

The dedicated employees of Citizenship and Immigration Canada are making great progress in advancing a more integrated, client-oriented immigration program. Given this effort, Canada is well positioned to have immigration play an important role in our future economic, social and cultural development.

For more information on CIC and the work we are undertaking, please visit our Web site at www.cic.gc.ca.



The Honorable Monte Solberg, P.C., M.P.
Minister of Citizenship and Immigration

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, the Minister of

Citizenship and Immigration is required to table an annual report in Parliament on Citizenship and Immigration Canada's immigration activities and initiatives (see Annex A). The report focuses on the selection of foreign nationals as permanent and temporary residents during the preceding calendar year (2005 in this case). 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 (2007 in this case).

This report is divided into seven sections.

Section 1 presents an overview of the current context of Canada's immigration program, a review of some of the key challenges facing CIC and the initiatives the Department has developed in response. This section also provides a summary of Canada's immigration levels plan for 2007.

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 in relation to the selection of permanent and temporary residents. It also provides key statistics relating to permanent and temporary residents admitted in 2005.

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 2005.

Section 5 addresses settlement and resettlement programs, special initiatives to facilitate the economic and social integration of newcomers, and activities relating to the promotion of Canadian citizenship.

Section 6 describes CIC's policy framework for GBA, reports on key GBA activities, and provides a statistical overview of gender differences in relation to key immigration statistics.

Section 7 offers concluding remarks.

SECTION 1

Making Immigration Work for Canada



It is estimated that globally as many as 200 million people currently live outside their country of origin, either on a permanent or temporary basis. Canada has played an active international role in helping to manage the movement of people. Internationally, Canada is recognized for its expertise and experience on migration. Work will continue to build bridges internationally to advance important social and humanitarian goals and to position this country as a world leader in managing global migration, while at the same time positioning Canada as a destination of choice.

In this regard, the traditional role that immigration has played in building Canada as a strong, diverse and prosperous country is set to continue in the coming years. Canada continues to enjoy a reputation as a destination of choice for immigrants worldwide and 2005 marked the sixth consecutive year that CIC met or exceeded planned immigration levels. Moreover, this was achieved in a way that balanced the goals of family reunification and ensured immigration contributed to the growth of Canada's economy.

Supporting Canada's Economy and Competitiveness

While many stakeholders at all levels contribute to building Canada's economy, immigration will play an increasingly important role in

supporting economic prosperity and competitiveness. Our population is ageing and, with this trend, there are fewer new entrants into the labour force. At the same time, the country is facing significant labour market shortages in some sectors and regions – particularly in Western Canada. Immigration has a key role in addressing these short- and long-term labour market needs – attracting people with the right mix of skills and talents to support economic growth today and in the future. Other industrialized countries (and even some developing countries) are confronted with similar challenges around longer-term population and economic growth, and will be increasingly competing with Canada for this global pool of skilled workers.

Despite the success in bringing roughly a quarter of a million new permanent residents to Canada each year, there are still many more individuals who would like to come. This high demand for immigration to Canada has pushed the overall inventory of applications beyond 800,000 individuals. Given this large inventory, the challenge lies in achieving timely processing of applications and sustaining high levels of client satisfaction. At the same time, CIC is committed to the timely processing of visitors, students, and workers applying to come to Canada, groups for which volumes have increased steadily in recent years. Accordingly, it will be important to look for ways in which CIC can better manage these demands in a timely and responsive manner.

Bringing newcomers to Canada is only part of the challenge; equally important is the need to

ensure that they have the opportunities to successfully integrate into the Canadian economy and society once they arrive. CIC is committed to working with settlement service providers in the delivery and improvement of services provided to newcomers. It will therefore be important to look at ways in which the current range of settlement programs and services – including those provided by provincial and community partners – can be improved to better help immigrants in the early settlement period. The challenges newcomers face are many – acquisition of English and/or French, recognition of their credentials, skills and work experience acquired abroad, and familiarity with the norms of the Canadian workplace just to name a few.

Recent Accomplishments

The Government of Canada has introduced a number of recent initiatives that will help address these challenges. For example, to better support employers in using Canada's temporary foreign worker program, on September 1, 2006, the Government of Canada announced the creation of temporary foreign worker units, on a pilot basis, in Calgary and Vancouver. These units will provide advice to employers on hiring temporary foreign workers and will pre screen supporting documents from employers to accelerate the application process.

On a related front, changes to Canada's foreign student program have also been announced that will help address the labour market needs of some employers. Foreign students are now permitted to work off-campus during their study period – something that facilitates their acquisition of Canadian work experience. With Canadian work

experience, foreign students are more likely to consider immigrating to Canada as being an attractive option upon graduation, and are well positioned to make a rapid transition to the Canadian workplace as immigrants.

In addition, measures are currently being designed to make the immigration system more responsive to labour market needs. Human Resources and Social Development Canada (HRSDC) and CIC have begun work to create an agency for foreign credentials recognition with the \$18 million set aside in Budget 2006. This measure will smooth the labour market transition for immigrants who are experiencing difficulty having their foreign education and credentials recognized in Canada.

The Government of Canada recognizes that workplace integration is successful only in the context of a broader social integration. To help newcomers with the costs of starting a new life in Canada, the Government introduced a 50 percent reduction in the Right of Permanent Residence Fee in May 2006. The Budget also made commitments to facilitate immigrant integration and solve settlement challenges in the long term. Existing settlement funding for new immigrants was increased by \$307 million over the next two years. This increase in settlement funding will be used to extend existing programs and to tailor integration services to meet the needs of individual immigrants whose settlement needs may be complex.

The Government has also taken action to better support families and enhance fairness for those families who choose to adopt children from abroad. Legislation was tabled in the House of Commons in May 2006 to amend the *Citizenship Act* in order to allow children adopted abroad by Canadian citizens

to obtain Canadian citizenship without first having to become permanent residents. With this change, the difference in treatment between children adopted abroad and children born abroad of a Canadian parent will be minimized. On a separate front, new measures were also announced to help victims of human trafficking in Canada by issuing temporary resident permits, exempting them from the processing fee, and making them eligible for federal interim health care benefits.

And finally, in order to maintain the timely standard of service that clients have come to expect of CIC, the Department needs to ensure it has the right tools to support efficient and effective processing of applications. The Government is working on a number of significant measures to improve client service standards and affect responsible management of the immigration program. CIC is now in the final stages of implementing the Global Case Management System (GCMS). This system is an integrated, automated case management tool, supporting client operations around the globe. GCMS will improve data integrity, overall efficiency, and help CIC deliver the kind of service Canadians expect.

2005 Levels

The Government committed in the 2004 Annual Report on Immigration to admit between 220,000 and 245,000 permanent residents in 2005. In the end, 262,236 permanent residents were admitted to Canada in 2005, of which 156,310 admissions (60% of the total) were in the Economic Class and 105,926 admissions (40% of the total) were in the non-economic class. These larger-than-projected admission numbers were the result of higher admissions of skilled worker

applicants and their dependents – in part because some applicants arrived in Canada more quickly than is usually the case – and an increase to the Parents and Grandparents immigration category admissions because of increased processing efforts.

Critical Partnerships

The success of Canada's immigration program is a shared federal/provincial/territorial responsibility dependent on international and domestic partnerships. CIC participates in numerous international migration organizations to position its approach to immigration in the broader global context. CIC also works in close collaboration with Canada's security-oriented government departments and agencies to mitigate security threats that non-bona fide immigrant applicants may pose and to maintain the integrity of Canada's borders. In particular, CIC shares responsibility with the Canada Border Service Agency (CBSA) for the administration of IRPA. The CBSA is responsible for immigration processing at ports of entry, as well as for the enforcement provisions of IRPA. To map out the working relationship between the two organizations and to establish the principles and structures for a sustainable partnership, CIC and the CBSA negotiated and signed a memorandum of understanding on March 27, 2006. CIC works closely with HRSDC, given the importance of its role in assessing labour market needs and supporting immigrant labour market integration. CIC, more generally, collaborates with provincial/territorial governments, non-governmental organizations, community-based service providers and voluntary organizations to address immigrant social and economic needs.

Canada's Immigration Plan 2007

CIC's commitment is to admit new permanent residents in 2007 within a target range of 240,000 and 265,000 admissions. The target

for the Economic Class has been increased by 15,000 compared to the 2006 Immigration Plan. For the Family Class, CIC has also raised the targets of the Spouses, Partners and Children category by 5,000 and the Parents and Grandparents category by 1,000.

Immigrant Category	Ranges	
	Lower	Upper
Skilled Workers	90,000	100,500
Quebec Selected Skilled Workers	26,000	27,500
Federal/Quebec Business	9,000	11,000
Live-in Caregiver	3,000	5,000
Provincial Nominees	13,000	14,000
TOTAL ECONOMIC	141,000	158,000
Spouses, Partners and Children	49,000	50,000
Parents and Grandparents	18,000	19,000
TOTAL FAMILY	67,000	69,000
Government-Assisted Refugees	7,300	7,500
Privately Sponsored Refugees	3,000	4,500
Protected Persons in Canada	10,600	12,000
Dependants Abroad	5,000	6,800
TOTAL PROTECTED PERSONS	25,900	30,800
Humanitarian and Compassionate Grounds / Public Policy	6,000	7,000
Permit Holders	100	200
TOTAL OTHERS	6,100	7,200
TOTAL	240,000	265,000

Going forward as part of its levels planning efforts, the Government will work with provinces and territories and other stakeholder groups to develop a more multi-year

perspective on immigration needs and put in place the necessary supports and services to integrate newcomers successfully.

SECTION 2

Federal-Provincial/ Territorial Partnerships



Jurisdiction over immigration is shared between the federal government and the provinces and territories. Ongoing intergovernmental consultation and cooperation is a critical aspect of managing the immigration program, related policies, and legislative initiatives.

Under IRPA and under the *Department of Citizenship and Immigration Act*, the Minister of Citizenship and Immigration has the authority to sign agreements with the provinces and territories to facilitate the coordination and implementation of immigration and refugee protection policies and programs. Table 2 provides a list of key bilateral agreements currently in force in provinces and territories and their signing and expiry dates.

CIC has signed comprehensive framework agreements with six provinces and one territory. These agreements highlight immigration as a key area for bilateral collaboration and formalize how the two levels of government work together. They also include a variety of annexes which provide for such measures as the provincial delivery of settlement services (Quebec, Manitoba and British Columbia); the authority to nominate individuals to fill regional or local economic needs (Manitoba, British Columbia, Saskatchewan, Prince Edward Island, the Yukon and Ontario); and, responsibilities for selection (Quebec).

Bilateral agreements relating exclusively to provincial nominees are in place with New Brunswick, Newfoundland and Labrador, Alberta, and Nova Scotia. The Provincial Nominee Program (PNP) allows provincial and territorial governments to actively participate in the immigration process by identifying and designating an agreed upon number of nominees who meet specific labour market and economic needs.

The 1991 *Canada-Quebec Accord* is the most comprehensive agreement. Under the Accord, Quebec has the authority to set its own annual immigration targets, has sole responsibility for selecting immigrants who want to settle in the province (with the exception of members of the Family Class and refugees whose status is determined by Canada), and has full responsibility for providing orientation and integration services to new immigrants.

There was considerable intergovernmental activity relating to immigration in 2005. The *Canada-Saskatchewan Immigration Agreement*, originally signed in 1998, was renewed and enhanced on May 7, 2005. This new Agreement reaffirms the importance of immigration to Saskatchewan's economic, social, and cultural development, and commits the two levels of government to working together on the recruitment, selection and admission of immigrants, refugees, foreign students and temporary workers who settle in Saskatchewan. The limit on the number of provincial nominations was removed to give Saskatchewan greater flexibility in operating its immigration program.

The *Canada-Ontario Immigration Agreement*, signed on November 21, 2005, marks the first agreement with Canada's largest immigrant-receiving province. This five-year agreement signals a shared desire to optimize the economic benefits of immigration and ensure that immigration policies and programs respond to Ontario's social and economic development and its labour market priorities. It confirms program objectives and investment priorities that address a full range of integration needs, including pre-arrival information and orientation, basic settlement services, and language training. In addition, the Agreement breaks new ground since it lays the foundation for the two levels of government to work collaboratively with Ontario municipalities and official language communities to improve the social and economic integration of immigrants.

In collaboration with provinces and territories, CIC initiated two key programs to help Canada maintain its competitive edge in attracting foreign students. Given the success of projects piloted in a number of provinces in 2003 and 2004, a national initiative was launched in April 2005 to spread the benefits of immigration more widely. Under this initiative, foreign students at Canadian post-secondary institutions can work in Canada, outside of Montreal, Toronto, and Vancouver, for a second year after their graduation. Following the signing of agreements for program delivery through provinces and territories in late 2005 and early 2006, CIC also launched a national initiative in April 2006 that allows foreign

students enrolled full-time in post-secondary programs to seek employment off-campus.

Through regular multilateral and bilateral interaction both the Minister and senior official level, CIC continues to maintain solid partnerships with the provinces and territories. Federal, provincial and territorial ministers met in November 2005 to address the need for a more responsive immigration program that respects the unique needs of each province and territory. There was clear consensus that further joint work is needed to promote Canada as a destination of choice, to recruit and retain immigrants, and to ensure their successful integration into Canadian society. Specific issues identified as priorities included: improved selection; improved integration to ensure immigrants' skills are used to full potential; increased regionalization to greater share the benefits of immigration; and, improved client service.

Building on this work, the June 2006 meeting chaired by Minister Solberg provided an opportunity for ministers to consider the challenges and opportunities in three areas: immigration as a means of addressing skilled and unskilled labour force shortages; consultation on 2007 immigration levels and consideration of a forward-looking approach to levels planning; and, allocation of additional settlement funding approved in Budget 2006. There was also general agreement to hold regular federal-provincial/territorial meetings.

Table 2: Federal-Provincial/Territorial Agreements Currently in Force

	Date Signed	Expiry Date
<i>Agreement for Canada-British Columbia Co-operation on Immigration</i>	April 5, 2004 (Original signed in May 1998)	April 5, 2009
<i>Canada-Alberta Agreement on Provincial Nominees</i>	March 2, 2002 Extended: August 31, 2006	December 30, 2006
<i>Canada-Saskatchewan Immigration Agreement</i>	May 7, 2005 (Original signed in March 1998)	Indefinite
<i>Canada-Manitoba Immigration Agreement</i>	June 6, 2003 (Original signed in October 1996)	Indefinite
<i>Canada-Ontario Immigration Agreement</i>	November 21, 2005	November 21, 2010
<i>Canada-Quebec Accord</i>	February 5, 1991	Indefinite
<i>Canada-New Brunswick Agreement on Provincial Nominees</i>	January 28, 2005 Amended: March 29, 2005 (Original signed in February 1999)	Indefinite
<i>Agreement for Canada-Prince Edward Island on Immigration</i>	March 29, 2001 Extended: March 22, 2006	March 29, 2007
<i>Canada-Nova Scotia Agreement on Provincial Nominees</i>	August 27, 2002	July 1, 2007
<i>Canada-Newfoundland and Labrador Agreement on Provincial Nominees</i>	September 1, 1999 Extended: December 1, 2005	December 31, 2006
<i>Agreement for Canada-Yukon Co-operation on Immigration</i>	April 2, 2001 Extended: April 2, 2006	April 2, 2007

SECTION 3

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. Canada's immigration program is based on non-discriminatory principles – foreign nationals are assessed without regard to race, nationality, ethnic origin, colour, religion or gender.

3.1 Selecting Permanent Residents

Overall, CIC maintains a balanced immigration program that contributes to meeting Canada's labour market needs while fostering family reunification and honouring humanitarian principles of refugee protection. A permanent resident is someone who has been allowed to live and work in Canada indefinitely but who has not become a Canadian citizen. IRPA defines three basic classes of permanent residents: economic, family, and protected persons.

A 50% reduction in the Right of Permanent Residence Fee became effective May 3, 2006. The intention is to make it easier and more attractive to come to Canada by reducing the costs associated with migration. This measure contributes to the Government's commitment

to promote a welcoming and well-managed immigration program in Canada. Table 3 provides the number of new permanent residents admitted in 2005 under the various immigration categories.

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. In recent years, approximately 55% to 60% of new permanent residents have been in this class. (Note that the figures in the Economic Class include the applicants' spouses and children.)

■ **Skilled Workers**

IRPA places emphasis on the applicants' level of education, previous work experience, and knowledge of English or French. In addition, applicants with pre-arranged employment are awarded extra points. These skilled workers are also expected to have enough funds to support themselves and their dependants as they settle in Canada.

The Department expects that the IRPA skilled worker selection grid will have a positive impact on the long-term ability of skilled workers to effectively integrate and adapt to changing labour market circumstances. CIC has developed an evaluation framework to monitor and evaluate the impact of these changes over the next few years and the

long term, once larger numbers of immigrants selected under these criteria begin to arrive and establish themselves in Canada.

■ **Business Immigrants**

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

The three categories of business immigration are as follows:

- (1) **The Immigrant Investor Program (IIP)** seeks to attract immigrants with business and capital 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.
- (2) **The Entrepreneur Immigration Program** is designed to attract immigrants with business experience that can be utilized in Canada. Within two years of their arrival, immigrants must hold at least one-third of the equity of a Canadian business, be actively involved in the management of that business, and employ at least one Canadian citizen or permanent resident.
- (3) **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.

In June 2005, Newfoundland and Labrador became the most recent province to begin participating in the IIP. Ontario, British Columbia, Prince Edward Island, Manitoba, and the Northwest Territories also participate in the program and the Department is pursuing discussions with other provinces who have expressed interest in participating. As of March 31, 2006, CIC had outstanding net allocations of \$711 million to the provincial government funds operating under the new IIP.

CIC actively monitors some 40 investor immigrant funds from the pre-April 1999 IIP. The majority of the remaining funds are managed by provincial/territorial governments for investment in their respective economies, and account for approximately \$568 million in investments. CIC ensures that partners managing the funds are in compliance with the 1976 *Immigration Act*.

■ **Provincial Nominees**

The PNP allows provincial and territorial governments to actively participate in the immigration process. As noted in Section 2, a number of provinces have entered into agreements with the Government of Canada to identify and designate immigrants that 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. This program has grown five-fold in the past five years.

The PNP has the potential to support efforts to encourage immigrants to settle outside Canada's three largest cities. The most active PNP, Manitoba, accounted for over 4,619 admissions in 2005, representing more than half (57%) of the 8,097 admissions in that province that year.

CIC concluded successful negotiations with the Province of Ontario upon the signing of the *Canada – Ontario Immigration Agreement* in November 2005. Under this Agreement, Ontario has the authority to develop its own pilot PNP. In addition, CIC renewed provincial nominee agreements with Saskatchewan, Nova Scotia, and British Columbia and continues to negotiate the renewal or extension of agreements with Newfoundland and Labrador, Alberta, Prince Edward Island, and the Yukon. 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 a qualified foreign worker 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, sick or elderly people, or persons with a disability. Initially, successful candidates are granted temporary resident status and, after two years, they are eligible to apply for permanent resident status.

Family Class Immigrants

Reuniting families is an important principle of Canada's immigration policy and legislation. Long-standing policy allows Canadian citizens and permanent residents to bring their family with them when they immigrate or to sponsor close family members for immigration to Canada. (For more information, see www.cic.gc.ca/english/sponsor/index.html.)

The Family Class is made up of people who join family members already settled in Canada. Canadian citizens and permanent residents who are 18 years of age or older may sponsor family members. Sponsors are responsible for addressing the essential needs of their family

members upon arrival and ensuring that they do not become dependent on the Canadian social assistance system for a period of three to 10 years – depending on their age and relationship to the sponsor.

Since 2003, CIC has placed particular priority on ensuring prompt and efficient processing to facilitate family reunification in Family Class priority cases (sponsored spouses, partners and dependent children). As a result, the number of Family Class priority cases processed within six months rose from 38% in fiscal year 2002-2003 to 62% in 2005-2006. Nevertheless, inventories have been building up in the Parents and Grandparents category. To address this issue, on April 18, 2005, \$72 million in new funding over two years was committed to increase processing of parent and grandparent applications and to cover integration costs once they arrive in Canada. This measure allows for the immigration of an additional 12,000 parents and grandparents per year. For 2005 overall, this resulted in an additional 6,971 parents and grandparents being admitted above the original target level of 5,500.

CIC is committed to ensuring that only those Canadian residents who meet IRPA eligibility criteria are permitted to sponsor relatives for permanent residence in Canada. Since 2002, sponsors in arrears of court-ordered support payments have been ineligible to sponsor. Sponsors who default on their undertaking to support a family member cannot usually sponsor again unless they repay the province the amount of social assistance received by a sponsored immigrant. IRPA establishes equal authority for the federal and provincial governments to collect payments from sponsors in cases of default – Quebec, Ontario, and British Columbia have used this authority to establish their own systems to collect debts from sponsors. CIC continues to work with the

Canada Revenue Agency (CRA) and the provinces on measures to collect debts owing from sponsors.

Permanent Resident Status on Humanitarian and Compassionate Grounds

On an exceptional basis, 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, compassionate or public policy reasons to do so. The purpose of these discretionary provisions is to provide the flexibility to approve deserving cases not anticipated in the legislation.

As part of a review of CIC's humanitarian and compassionate (H&C) policy, a national round table took place in March 2006 to enable government and non-government stakeholders to discuss possible improvements to H&C policy and to recommend improvements in client service and operations. This input will be incorporated into the overall policy review.

3.1.1 Statistical Overview of Permanent Residents Admitted in 2005 and 2006

Immigration Targets for 2005

Canada's Immigration Plan for 2005, set out in the *Annual Report to Parliament on Immigration – 2004*, indicated a target range for new permanent residents of 220,000 to 245,000. 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 2005, a total of 262,236 people were admitted to Canada as permanent residents.

This number falls above the planned target range of 220,000 to 245,000 permanent residents. The 2005 results represent an 11% increase over the 2004 total of 235,824 newcomers. There are a variety of factors that explain this spike in the level of admissions in 2005. The number of Skilled Workers exceeded targets by 17,742 in response to labour market needs. A decision was made to increase the target for the Parents and Grandparents category, which resulted in 6,971 additional admissions. As well, on average, immigrants used their visas faster in 2005 than in 2004 with the standard time between visa issuance and immigrant arrival in Canada declining by close to 30 days in 2005. This resulted in almost one "extra" month of admissions in 2005. Moreover, in 2005, the number of people with immigrant visas who chose not to use them dropped substantially compared with 2004. Additionally, permanent residents whose applications had been fully processed in 2004 but chose not to come to Canada in 2004 arrived in 2005.

Of the newcomers admitted:

- 59.61% (156,310) were Economic immigrants and their dependants in 2005, as compared to 57% (133,746) in 2004;
- 24.16% (63,352) were in the Family Class in 2005, as compared to 26% (62,246) in 2004;
- 13.64% (35,768) were Protected Persons in 2005, as compared to 14% (32,685) in 2004; and,
- 2.54% (6,653) were granted permanent resident status on humanitarian and compassionate grounds in 2005, as compared to 3% (6,945) in 2004.

Overall, in 2005, almost 60% of the new permanent residents were in the Economic Class, while just over 40% were in the non-economic classes. The totals for each immigration class exceeded the planned range

in most categories. Table 3 provides more detailed breakdowns by immigration category and allows for a comparison with the 2005 Immigration Plan.

	Plan 2005 Target Ranges	Admitted	
		Number	%
ECONOMIC CLASS			
Skilled Workers	112,500 – 124,500	130,242	49.67%
Business Immigrants	9,500 – 10,500	13,469	5.14%
Provincial/Territorial Nominees	8,000 – 10,000	8,047	3.07%
Live-in Caregivers	2,500 – 3,000	4,552	1.74%
Total Economic Class (incl. Dependants)	132,500 – 148,000	156,310	59.61%
FAMILY CLASS			
Spouses, Partners, Children and Others	46,000 – 50,000	50,881	19.40%
Parents and Grandparents	5,500 – 6,800	12,471	4.76%
Total Family Class	51,500 – 56,800	63,352	24.16%
PROTECTED PERSONS			
Government-Assisted Refugees	7,300 – 7,500	7,416	2.83%
Privately Sponsored Refugees	3,000 – 4,000	2,976	1.13%
Protected Persons in Canada	16,500 – 17,500	19,935	7.60%
Dependants Abroad	4,000 – 4,800	5,441	2.07%
Total Protected Persons	30,800 – 33,800	35,768	13.64%
Humanitarian and Compassionate Grounds/Public Policy	5,100 – 6,200	6,653	2.54%
Permit Holders	100 – 200	143	0.05%
Category Not Stated		10	0.01%
Total Others	5,200 – 6,400	6,806	2.60%
TOTAL	220,000 – 245,000	262,236	100

Source: Citizenship and Immigration Canada, *Facts and Figures 2005*

Table 4 breaks down the categories in the Economic Class for 2005 into principal applicants and their dependants. Overall, 39% 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.

Economic Class	Total	Percentage	Principal Applicants	Dependants
Skilled Workers	130,242	83.32	52,266	77,976
Business Immigrants	13,469	8.62	3,642	9,827
<i>Entrepreneurs</i>	2,848	1.82	751	2,097
<i>Self-Employed</i>	1,014	0.65	301	713
<i>Investors</i>	9,607	6.15	2,590	7,017
Provincial/Territorial Nominees	8,047	5.15	2,643	5,404
Live-in Caregivers	4,552	2.91	3,063	1,489
Total Economic Class	156,310	100	61,614	94,696

Source: Citizenship and Immigration Canada, *Facts & Figures 2005*

Canada receives its immigrant population from over 200 different countries of origin. As indicated in Table 5-A, 55% of new immigrants admitted in 2005 came from 10 source countries. China and India were the leading source countries, representing 29% of new permanent residents. From the perspective of

region of origin, Table 5-B shows that over half (52.65%) of the newcomers admitted in 2005 came from the Asia and Pacific Region, followed by the Africa and Middle East Region (18.79%), Europe and the United Kingdom (15.6%), South and Central America (9.4%), and the United States (3.53%).

Country	Number	Percentage	Rank
China, People's Republic of	42,291	16.13	1
India	33,146	12.64	2
Philippines	17,525	6.68	3
Pakistan	13,576	5.18	4
United States	9,262	3.53	5
Colombia	6,031	2.30	6
United Kingdom	5,865	2.24	7
South Korea	5,819	2.22	8
Iran	5,502	2.10	9
France	5,430	2.07	10
Total – Top Ten	144,447	55.08	
All Other Source Countries	117,789	44.92	
Total	262,236	100	

Source: Citizenship and Immigration Canada, *Facts & Figures 2005*

Table 5-B: Permanent Residents Admitted in 2005, by Source Area

Region	Number	Percentage
Africa and the Middle East	49,277	18.79
Asia and Pacific	138,057	52.65
South and Central America	24,638	9.40
United States	9,262	3.53
Europe and the United Kingdom	40,909	15.60
Source Area Not Stated	93	0.04
Total	262,236	100

Source: Citizenship and Immigration Canada, *Facts & Figures 2005*

As demonstrated in Table 6, as in previous years the most popular provinces of destination in 2005 were Ontario (54%), British Columbia (17%), and Quebec (16.5%).

Table 6: Permanent Residents Admitted in 2005, by Destination and Immigration Category

Category/Province	NL	PE	NS	NB	QC	ON	MB	SK	AB	BC	YT	NT	NU	Not Stated	Total	
ECONOMIC CLASS																
Skilled Workers	139	30	775	203	24,139	72,350	960	501	9,296	21,809	22	17	6	5	130,242	
Business Immigrants	-	-	122	8	1,711	4,543	83	15	463	6,520	-	-	-	1	13,469	
Provincial/Territorial Nominees	85	204	326	438	26	483	4,619	468	609	789	-	-	-	-	8,047	
Live-in Caregivers	**	-	**	**	413	2,186	63	32	762	1,080	**	6	**	-	4,552	
Total Economic Class (Including dependants)	227	234	1,223	649	26,289	79,562	5,725	1,016	11,130	30,198	22	6	6	6	156,310	
FAMILY CLASS																
Spouses, Partners, Children and Others	-	-	447	235	7,751	27,774	959	410	4,461	8,639	26	-	5	1	50,881	
Parents and Grandparents	-	-	14	9	604	7,255	233	46	1,206	3,081	13	-	-	-	12,471	
Total Family Class	82	43	461	244	8,355	35,029	1,192	456	5,667	11,720	39	58	5	1	63,352	
PROTECTED PERSONS																
Government-Assisted Refugees	143	50	146	152	1,841	2,372	492	447	963	810	-	-	-	-	7,416	
Privately Sponsored Refugees	9	-	13	8	224	1,415	493	128	496	178	-	-	-	-	2,976	
Protected Persons in Canada	12	3	37	22	3,868	14,452	90	16	557	879	-	-	-	-	19,935	
Dependants Abroad	***	-	6	***	1,228	3,651	19	12	231	289	-	-	-	-	5,441	
Total Protected Persons	164	53	202	182	7,161	21,890	1,094	603	2,247	2,156	-	-	-	-	35,768	
Humanitarian and Compassionate Grounds/Public Policy	23	-	41	17	1,475	3,951	86	26	350	681	-	-	-	-	6,653	
Other*	-	-	-	-	24	98	-	5	5	9	-	-	-	-	143	
Category Not Stated	-	-	-	-	4	3	-	-	-	3	-	-	-	-	10	
TOTAL	496	330	1,929	1,092	43,308	140,533	8,097	2,106	19,399	44,767	65	84	11	19	262,236	
PERCENTAGE	0.19	0.13	0.74	0.42	16.51	53.59	3.09	0.80	7.40	17.07	0.02	0.03	0.00	0.01	100	

NOTE: Due to privacy considerations, some cells in this are replaced with the notation "-". As a result, components may not sum to the total indicated. * "Other" includes Post-Determination Refugee Claimants, Deferred Removal Orders and Temporary Resident Permit Holders; ** Due to small numbers, values for "Live-in Caregivers" in these cases were grouped with "Skilled Workers" for privacy considerations; *** Due to small numbers, values for "Refugee Dependants" in these cases were grouped with "Refugees Admitted to Canada" for privacy considerations.

In terms of the language profile of permanent residents admitted in 2005, 64% spoke French, English, or both official languages.

Immigrant Class	English	French	Both	Neither	Total
Family Class	33,382	2,533	2,512	24,925	63,352
Economic Immigrants – p.a.*	36,214	2,493	12,366	10,541	61,614
Economic Immigrants – s.d.*	38,388	3,602	6,143	46,563	94,696
Protected Persons	19,787	2,701	1,622	11,658	35,768
Other Immigrants	5,264	732	364	436	6,796
Category Not Stated	6	4	–	–	10
Total	133,041	12,065	23,007	94,123	262,236
Percentage	50.73	4.60	8.77	35.89	100

Source: Citizenship and Immigration Canada, *Facts & Figures 2005*

* where p.a. refers to principal applicants and s.d. refers to spouses and dependents

Table 8 provides a mid-year report on the number of people in the various immigration categories who became permanent residents in the first half of the year – between January and June 2006. The admissions for 2006 are generally on target. The number accepted under the Family Class is expected to be higher than in previous years. This is due to the new measures announced in April 2005 to speed up

the processing of sponsorship applications for parents and grandparents in order to increase the number of parents and grandparents immigrating to Canada by an additional 12,000 applicants each year over 2005 and 2006. As shown in the table, the targets for the Protected Persons class were also adjusted upwards as the Department continues focusing its efforts on reducing inventories.

Table 8: New Permanent Residents Admitted in 2006 (January to June)

	2006 Plan Target Range	Admissions (Jan.-June)	Percentage of Plan*
ECONOMIC CLASS			
Skilled Workers	105,000 – 116,000	55,528	53%
Business Immigrants	9,000 – 11,000	5,957	66%
Provincial/Territorial Nominees	9,000 – 11,000	5,941	66%
Live-in Caregivers	3,000 – 5,000	3,443	115%
Total Economic Class (including dependants)	126,000 – 143,000	70,869	56%
FAMILY CLASS			
Spouses, Partners and Children	44,000 – 46,000	23,899	54%
Parents and Grandparents	17,000 – 19,000	11,927	70%
Total Family Class	61,000 – 65,000	35,826	59%
PROTECTED PERSONS			
Government-Assisted Refugees	7,300 – 7,500	2,874	39%
Privately Sponsored Refugees	3,000 – 4,000	1,257	42%
Protected Persons in Canada	19,500 – 22,000	5,486	28%
Dependants Abroad	3,000 – 6,800	2,968	99%
Total Protected Persons	32,800 – 40,300	12,585	38%
HUMANITARIAN AND COMPASSIONATE GROUNDS/PUBLIC POLICY			
Humanitarian and Compassionate Grounds/Public Policy	5,100 – 6,500	3,584	70%
Permit Holders	100 – 200	74	74%
Total Humanitarian and Compassionate Grounds/Public Policy	5,200 – 6,700	3,658	72%
TOTAL	225,000 – 255,000	122,938	55%

*Percentage of Plan calculated using the low end of the 2006 plan.

3.2 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 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. One of these conditions is that they will leave voluntarily at the end of the visit. 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. As a general rule, 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 2005, CIC admitted 99,146 foreign workers for whom employment was authorized, to fill skill gaps in the domestic labour market. This total represents an increase of about 9.5% over the level of 90,668 recorded in 2004.

Before a work permit can be offered to a foreign worker, the employer's job offer is assessed by HRSDC. 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, or they may not need a work permit issued by CIC. (For more information on specific cases allowed under IRPA, see www.cic.gc.ca/english/work/exempt-2.html.) In addition, specific hiring criteria apply to some sectors and professions including universities, seasonal agriculture, movie production and performing arts, information technology, and live-in caregiving.

CIC is actively involved in initiatives to further facilitate the entry of temporary foreign workers into Canada. On-going discussions at the federal and provincial levels and with individual stakeholders in certain sectors with acute labour shortages have resulted in faster processing of the requests for the entry of foreign workers. CIC has developed Temporary Foreign Worker Units in regions with acute labour shortages to provide better screening services and outreach programs.

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 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.

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 (for further information on minor children studying in Canada, see www.cic.gc.ca/english/study/minors.html), and to all family members or employees of foreign representatives in Canada. The number of foreign students entering Canada in 2005 totalled 57,476, which is consistent with the volume from the previous year's total of 56,536.

Building on the success of the pilots for off-campus work opportunities for foreign students, the Minister announced in April 2006 the national roll-out for the off-campus work

permit program which will allow foreign students to gain valuable Canadian work experience. The Government of Canada has invested \$10 million a year for five years to support these new initiatives. Foreign students will be able to work off-campus during their course of study and for up to two years after graduation. (For more details on these new programs, please visit www.cic.gc.ca/english/study/work-opps.html#postgrad.)

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, members of the diplomatic corp. At present, citizens from over 140 countries require Temporary Resident Visas to visit Canada while citizens of less than 50 countries are visa-exempt. The list of countries requiring visas to enter Canada can be found at www.cic.gc.ca/english/visit/visas.html.

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 2005, CIC processed applications for 920,664 persons seeking temporary resident visas for tourists and business visitors to Canada, a 7.6% increase over the previous year (850,950 persons). Millions of additional foreign visitors from countries whose citizens do not require a visa to travel to Canada also cross our borders every year.

In addition to the above, 105,149 visitor records were issued to foreign nationals on entry into Canada, marking a decrease of about 11% over 2004 (118,880). These include, for example, foreign nationals who

want to stay in Canada for over six months without working or studying, visitors who intend to work but who are not required to obtain a work permit, and business visitors under the *North American Free Trade Agreement* who provide after-sales service for longer than two days.

In the continuing World Trade Organization negotiations concerning trade in services, Canada tabled a revised offer to liberalize further rules and regulations on the temporary entry of certain business persons. However, future negotiations have been indefinitely postponed. CIC contributed to the federal government initiative to improve the accessibility and quality of information about Canada to tourists and business visitors by providing content on temporary entry rules and regulations on the Going to Canada Web site at www.canadainternational.gc.ca/gtc/Living_and_Working_in_Canada_Temporarily-en.aspx.

Temporary Resident Permits

Subsection 24(1) of IRPA authorizes the Minister and CIC to issue temporary resident permits to foreign nationals who may be inadmissible. These permits are issued only when there is little or no risk to Canada and there is a compelling reason for the inadmissible individual to be in Canada. Issued for a limited period of time and subject to cancellation at any time, temporary resident permits give CIC the flexibility to address exceptional circumstances or cases affecting the national interest.

In May 2006, the Minister announced that the federal government had adopted new measures to help victims of human trafficking in Canada. Trafficking in persons violates the basic human rights of its victims. Traffickers use a number of methods to control their victims including the confiscation of identification papers, restraint,

and violence or threats of violence to the victim or the victim's family members. To assist victims of human trafficking, temporary resident permits can be issued for up to 120 days. The permit will enable victims to begin to recover from the impact of this crime. Victims who receive temporary resident permits will also be exempted from the processing fee, and will be eligible for health-care benefits under the Interim Federal Health program. The new measures have been carefully designed so that only bona fide victims of human trafficking will benefit from them.

Table 9 indicates the number of temporary resident permits issued in 2005, categorized according to grounds of inadmissibility under

IRPA. In 2005, 13,970 temporary resident permits were issued. The number of permits issued represents an increase of 372 permits over the 2004 total of 13,598. Of the 2005 total, 433 individuals (3%) were issued permits upon ministerial instruction. The balance was authorized by departmental officials.

Authority to issue temporary resident permits is shared between CIC departmental officials and CBSA officials working at Canadian ports of entry. In 2005, 17% of the permits (2,396) were issued outside Canada, another 8% (1,128) were issued inside Canada, and 75% (10,446) were issued at ports of entry such as the land borders and airports.

Description of Inadmissibility	Provision under IRPA	Number of Individuals
Security (espionage, subversion, terrorism)	34(1)(a), (b), (c), (d), (e) and (f)	27
Human or International Rights Violations	35(1)(a), (b) and (c)	15
Serious Criminality (convicted of an offence punishable by a term of imprisonment of at least 10 years)	36(1)(a), (b) and (c)	981
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)	7,917
Organized Criminality	37(1)(a) or (b)	0
Health Grounds (danger to public health or public safety, excessive burden)	38(1)(a), (b) and (c)	150
Financial Reasons (unwilling or unable to support themselves or their dependants)	39	20
Misrepresentation	40(1)(a), (b), (c) and (d)	21
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)	4,635
Inadmissible Family Member	42(a) and (b)	126
No Return Without Prescribed Authorization	52(1)	78
TOTAL		13,970

SECTION 4

Maintaining Canada's Humanitarian Tradition



CIC plays a significant role in maintaining Canada's humanitarian tradition by protecting refugees and persons in need of protection and by representing Canadian values and interests in multilateral and bilateral international fora on refugee protection. Each year, Canada protects many thousands of people through the in-Canada refugee determination 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.

Protection may be granted to individuals who are already in Canada and whose removal to their country of nationality or former habitual residence would subject them to risk of torture – in conformity with the *United Nations Convention Against Torture* – risk to life, or cruel and unusual treatment or punishment.

Refugees selected abroad fall into two categories, government-assisted and privately sponsored. In addition to Convention refugees, resettlement is also 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.

Administrative Measures

Reform of Canada's refugee determination system is being explored to identify ways of streamlining the system to ensure protection is delivered efficiently to those in need. To support administrative reform of the system, additional funding was allocated to reduce inventories along the refugee system continuum. These new administrative measures continue to yield positive results in the form of an enhanced ability to manage access to the in-Canada refugee determination process and the reduction in the Immigration and Refugee Board (IRB) inventory by more than half since 2002 (to 22,000 in 2005 from 51,600 in 2002). In this context, CIC increased admissions to 19,935 in 2005 from 15,901 in 2004. CIC has also worked with other organizations – including the Department of Justice, the IRB, and the Canada Border Services Agency (CBSA) – to develop substantive proposals that will advance the refugee reform agenda.

Canada's Role in International Protection

CIC faces challenges in pursuing its international and domestic refugee protection agenda because of international influences that place emphasis on the linkages between refugee protection, human rights, security and international trade. CIC continues to influence

the debate on refugee protection issues and has remained an active participant in international discussions on protection through the Executive Committee of the United Nations High Commissioner for Refugees (UNHCR), the Inter-Governmental Consultations on Asylum (IGC), and the Trans-Atlantic Dialogue with the European Union (Canada-EU Partnership Agenda/Trans-Atlantic Dialogue). In further demonstrating its international leadership, CIC has expanded its participation in a variety of international fora, including the First Meeting on Solidarity Resettlement in the Americas held in Quito, Ecuador, in February 2006.

Resettlement of Refugees from Abroad

Canada extends protection to Convention refugees and to persons in similar circumstances through the Refugee and Humanitarian Resettlement Program. Under this program, CIC selects for resettlement in Canada a set number of refugees from abroad for whom there is no other durable solution available within a reasonable period of time. To be eligible, the 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. The Government-Assisted Refugee (GAR) goal of 7,300 to 7,500 was met, with 7,416 admissions in 2005.

In 2004, the Department undertook an evaluation of a group processing pilot for government-assisted refugees from Kenya and initiated other group processing projects to increase efficiencies and achieve its global resettlement targets. CIC has also asked the UNHCR to refer a group of Karen refugees

from Thailand for resettlement to Canada in fiscal year 2006-2007. The Department undertook a gender-based analysis (GBA) of the Karen group processing initiative that identified factors, implications of these factors, and potential mitigating strategies for the first two stages of resettlement – the preselection and post-selection stage. Operational guidelines have been developed for the Karen refugee group based on lessons learned from previous group processing pilot projects. Policy guidelines and regulations for group processing are being developed to institutionalize group processing as standard refugee resettlement.

The Resettlement Assistance Program

CIC offers financial support and immediate essential services to help refugees 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 with finding accommodation, and financial orientation) through contribution agreements with service provider organizations. This program also provides income support for up to one year in most cases and up to two years for refugees with special needs, such as victims of trauma or torture. In addition, the Interim Federal Health program provides emergency and essential health coverage until refugees are eligible for provincial health-care programs. This program is available to all resettled refugees upon arrival in Canada.

In 2005, policy development efforts were aimed at improving the overall outcomes of both refugees and immigrants and focusing on addressing the unique needs of all vulnerable clients. An ongoing effort has been made to track the changing needs of resettled refugees and expand evidence to support the view that

refugees' needs are unique. Two major studies were conducted in 2005 which will form the basis of future RAP development, including a horizontal strategy to ensure a more seamless delivery of settlement services to refugees. In addition, the joint CIC-Voluntary Sector RAP Working Group continues to meet and held multiple consultative meetings throughout the year to develop strategies that will improve outcomes for refugees.

The Private Sponsorship of Refugees Program

In addition to government support, refugees receive assistance to resettle in Canada from private sponsor organizations representing religious, ethnic, and community groups, and from groups of five or more individuals. Through the Private Sponsorship of Refugees (PSR) Program, 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.

To address the issue of delays in processing PSR cases that result from large inventories at key overseas missions, CIC provided significant funding for temporary duty officers in early 2005 to reduce inventories in several of the most affected missions. To address the increasing refusal rates (now at 52%) and inventories, CIC intends to work with partners to achieve the significant reform necessary to ensure a more effective private sponsorship program which will allow CIC to focus on the resettlement of those refugees most in need.

Over the past year, CIC has initiated a number of initiatives to improve its partnerships and working relationship with the PSR community. One such initiative was the establishment of a new NGO-Government Sub-Committee in August 2005. The Sub-Committee meets monthly with elected representatives of Sponsorship Agreement Holders to jointly discuss and share information on the operational, policy and program issues within the PSR program. In addition, in response to a commitment to share resettlement information in a timely manner with PSR partners, the Department developed a quarterly information newsletter that is sent out to the PSR community including the Canada Council for Refugees (CCR), the United Nations High Commission for Refugees, and the International Organization of Migration (IOM).

Admissions under the PSR program fell just short of the lower end of the 3,000 to 4,000 target range, with 2,976 admissions. However, while PSR admissions were down slightly from 2004 levels, PSR visa issuance and case-finalization figures were up.

The Joint Assistance Sponsorship Program

Under the Joint Assistance Sponsorship Program (JAS), private sponsoring groups and government share responsibility for refugee resettlement. Special initiatives, in cooperation with provincial governments and the voluntary sector, assist refugees with special needs such as women at risk. Joint assistance sponsorships focus on situations where resettlement is urgently needed or where a refugee family needs longer-term support. In these instances, government and non-governmental organizations combine their resources to meet the need.

In 2005, CIC implemented the JAS Destination Matching Request form to provide prospective sponsors with more comprehensive information regarding the refugee so that the sponsoring group can be better prepared to meet the refugee's settlement needs.

The Immigrant Loans Program

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

The current limit on the loan fund is \$110M of which outstanding loan accounts totalled \$40.3M as of March 31, 2006. In 2006-2007 and future years, CIC expects to establish a similar volume of loans – 4,700 loans to new clients per annum with a value of \$13M. Loan collection will also be managed with due diligence to maintain the strong recovery rate for repayment – currently at 91%.

Protection for Individuals Who Make Refugee Protection Claims in Canada

In addition to refugees selected abroad for resettlement, protection can be extended to individuals who seek protection asylum upon or after their arrival in Canada.

The IRB, an independent administrative tribunal, oversees a quasi-judicial process that determines claims for refugee protection made in Canada. (For further information on the IRB please see www.irb-cisr.gc.ca.) 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 2005, a total of 19,935 individuals made a claim for refugee protection across Canada. This represents a decrease of 23 percent from the 2004 total of 25,521. In 2005, the IRB accepted 44 percent of all cases for which the Board rendered final decisions.

A person whose claim for protection has been accepted may apply for permanent residence for himself or herself, as well as for dependants or close family members whether 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). Refused claimants may, however, 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 the 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.

Following the 2003 split between CIC and CBSA, the 1996 Administrative Framework Agreement (AFA) setting out the relationship between CIC and the IRB was in need of revision. In 2005, CIC and the IRB embarked on a process for drafting and finalizing an Administrative Framework Memorandum of

Understanding (AFMOU) that will contribute to the interorganizational communication of managing the portfolio and to the wider Government goals of increased efficiency and quality of service.

Under the AFMOU, CIC is negotiating an agreement with the IRB and CBSA to outline the process of identifying the general priorities in the management of cases. In the processing of cases, each party undertakes to give due consideration to mutually agreed upon priorities as set out in Schedule 1 of the arrangement. The objective of the arrangement is to enhance the efficient management of the immigration and refugee program and to improve the quality of service to the public by CIC, the CBSA and the IRB in their respective roles. In addition, in an effort to streamline processes, CIC and the CBSA are working with the IRB to merge a number of forms being used by the respective agencies to gather information from refugee claimants.

In 2005, CIC commenced the initiative for accelerating the granting of permanent residence to persons found to be in need of

Canada's protection. This was aimed at reducing inventories. As part of this initiative, CIC committed to granting permanent residence to 2,500 protected persons in Canada in addition to the established target of 17,500 for 2005. By December 2005, CIC met its overall target of granting permanent residence to a total of 19,935 protected persons.

CIC also dedicated additional funding to the PRRA assessment process. This allowed the Department to process more of the cases identified as removal ready by the CBSA, and to match PRRA capacity with the anticipated increase in the IRB processing as a consequence of the recently adopted fast-track procedure.

4.1 Statistical Overview of Protected Persons Admitted in 2005

In 2005, Canada welcomed 35,768 individuals in the Protected Persons category. As Table 10 indicates, this total is in line with the adjusted target of 36,300 persons.

Category	2005 Plan	Number Admitted	Percentage
Government-Assisted Refugees	7,300 to 7,500	7,416	21
Privately Sponsored Refugees	3,000 to 4,000	2,976	8
Protected Persons in Canada	16,500 to 17,500*	19,935	56
Dependants Abroad	4,000 to 4,800	5,441	15
TOTAL PROTECTED PERSONS	30,800 to 33,800	35,768	100

* This category was adjusted in 2005 by an additional 2,500 for a target of 20,000.

SECTION 5

Integrating Newcomers



The successful settlement and integration of new immigrants is an important objective under IRPA. In order to maximize the economic, social, and cultural benefits

of immigration, newcomers must be able to participate fully in Canadian society and have access to the same quality of life that Canadians enjoy. In 2005, 196,129 permanent residents took the Oath of Citizenship.

Settlement Services for Newcomers

Every year, many immigrants receive settlement services and programs to help facilitate their successful integration into Canada. CIC's core settlement programming consists of the Immigrant Settlement and Adaptation Program (ISAP), the Language Instruction for Newcomers to Canada (LINC) and the Host Program. In all three programs, services are delivered by service providers such as community-based organizations through formal contribution agreements with CIC.

The federal government and the Province of Ontario finalized the first *Canada-Ontario Immigration Agreement* in 2005. This framework agreement will address the full range of integration needs, including basic settlement services and language training. The *Canada-Ontario Immigration Agreement* signals a shared desire to optimize the economic benefits of immigration and ensures that

immigration policies and programs respond to Ontario's social, economic development, and labour market priorities.

The terms and conditions for settlement programs, which expired in March 2005, were renewed by the Treasury Board. In addition, CIC completed program evaluations of LINC, ISAP and the Host Program.¹ These evaluations highlighted gaps between clients' needs and available resources, and made recommendations on program improvements. As a result, CIC is implementing changes to improve the programs.

In May 2006, the Government committed to increasing immigration settlement funding by \$307 million. With this funding, CIC expects to enhance current integration and settlement programs to deal more effectively with the needs of newcomers. Through pilot initiatives tailored to labour market and client-specific needs, CIC will complement its current programming.

The Settlement and Integration Joint Policy and Program Council (SIJPPC), first established in 2004 as an outcome of the Voluntary Sector Initiative, serves as a vehicle to further facilitate collaboration, consultation, and joint planning between government and the settlement sector. In 2005, the SIJPPC served as a venue, in particular, to consult with the sector on principles behind settlement funding. CIC also continued to support the development of national policy capacity within the settlement sector through its funding of the new Canadian Immigrant and Settlement Sector Alliance.

¹ These evaluation reports will be available at www.cic.gc.ca.

Immigrant Settlement and Adaptation Program

The objective of ISAP is to assist newcomers with settling and integrating into Canadian society so that they can participate in Canadian life as soon as possible. This program funds the delivery of services such as 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 service provider organizations 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 providing an orientation on life in Canada to future newcomers 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 adaptation to Canada. During 2005-2006, 13,116 people received COA training in approximately 35 countries overseas.

Language Instruction for Newcomers to Canada

The LINC Program provides basic 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 full- or part- time, through school boards, colleges, community

organizations, workplaces or community settings. The program also provides information that helps acquaint participants with the Canadian way of life. In 2005-2006, more than 20,000 clients successfully completed LINC level courses.

CIC is committed to focusing on the French delivery of its program in order to raise the current level of services. In 2005-2006, CIC funded the Centre for the Canadian Language Benchmarks (CCLB) to perform a review of the lexical semantics and syntax of the French version of the *Canadian Language Benchmarks (Standards linguistique canadiens 2002)*. This new document, entitled, *Niveaux de compétence linguistique canadiens 2006 (NCLC)*, will be validated in 2006-2007.

Host Program

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 to Canadians, the program promotes inclusion and diversity, improves cross-cultural understanding, and helps reduce racial stereotyping. Over five thousand clients received Host related services in 2005-2006.

In 2005-2006, CIC also produced a follow-up report to the first National Host Conference held in February 2005. This report shares best practices and innovations within the Host Program and provides a summary of discussions on the future directions for the Host Program.

Canadian Citizenship

Obtaining citizenship is a significant step in the integration process for newcomers because it signifies full participation in Canadian life. In 2005, 196,129 individuals became Canadian citizens.

Immigrants to Canada with permanent residence status have a qualified right to apply for citizenship once they have lived here for three years. With high immigration levels from 2000 to 2005 – more than 225,000 per annum – the number of people applying for citizenship has increased. Over the past couple of 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 permanent resident card, the imposition by the U.S. 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 2005, processing times for grants of citizenship were reduced from 15-18 months to 12-15 months. Processing times for proof of citizenship was reduced from five – seven months to three months. CIC also released a new on-line residence calculator for applicants to help calculate residence eligibility when they complete citizenship applications.

Promotional Activities

Citizenship promotion activities are an important instrument for the continued integration of newcomers and new citizens into Canadian society. The *Canada: We All Belong* campaign was successfully completed in 2005. In addition to the annual *Citizenship Week*, the 2005 theme, *Year of the Veteran*, was launched and celebrated at ceremonies and

events across the country. Other major milestones included the printing and distribution to schools and youth organizations of the third and final activity guide in the *Cultivate your Commitment to Canada series*, *Sharing the Harvest*, and the republishing of the publications *A Newcomer's Introduction to Canada*, *Welcome to Canada*, and *A Look at Canada*. Finally, the Citations for Citizenship Program continued and 19 citations were presented at special citizenship ceremonies during Canada's *Citizenship Week*. In 2005, a total of 2,575 citizenship ceremonies took place across Canada.

In May 2006, the Minister introduced in Parliament, Bill C-14 – Adoption to facilitate the granting of citizenship to children adopted abroad by Canadian parents. The proposed legislation will allow children adopted abroad by Canadian citizens to obtain Canadian citizenship without first having to become permanent residents.

Special Initiatives to Facilitate Integration into the Labour Market

It is essential to attract and retain skilled and knowledgeable immigrants in order to address Canada's labour market needs and to sustain economic growth and competitiveness. However, many recent immigrants are experiencing serious difficulty finding a job commensurate with their skills and knowledge. Building on the development of a federal strategy, in April 2005, the Internationally Trained Workers Initiative was launched. This expanded strategy focuses on the following key areas: foreign credential assessment and recognition; enhanced language training; bridge-to-work initiatives; improved labour market information; research; and addressing

issues of discrimination in the workplace. CIC has supported Human Resources and Social Development Canada as it consulted with provinces, territories, and other stakeholders to obtain their views on the most effective ways the Government of Canada can facilitate the assessment and recognition of foreign credentials to help immigrants enter the labour market in occupations commensurate with their skills and experience.

Citizenship and Immigration Canada held a series of regional round tables across Canada to consult with the business and labour communities. The round table discussions sought possible solutions to the barriers foreign-trained Canadians and immigrants face when trying to integrate into the Canadian labour market, lessons learned from local employer initiatives, and to determine roles for the federal and provincial/territorial governments in supporting these efforts. The round tables provided the opportunity for CIC to hear the issues and concerns as expressed by business, labour, and other stakeholders.

Another fundamental step in improving immigrant outcomes is to help adult immigrants increase their ability in one of Canada's two official languages so that they can integrate more quickly and effectively into the workplace. With the \$20 million in annual ongoing funding announced in federal Budgets 2003 and 2004, CIC continued implementing the Enhanced Language Training initiative to increase the number of newcomers receiving advanced, labour market related language training. Fifty two contribution agreements were signed with provinces and service provider organizations to deliver programming that will assist immigrants with accessing and remaining in the labour market at levels commensurate with their skills and qualifications.

Immigrants for Francophone Minority Communities

In support of the Government of Canada's commitment to the continued vitality of Francophone minority communities (FMC), CIC is working with FMCs in provinces and territories to attract and retain French-speaking immigrants. CIC is also promoting immigration in French-speaking communities overseas. For example, CIC funded promotion and recruitment activities in France, Morocco and Mauritius in fiscal year 2005-2006. Many provinces and their Francophone communities participated in the *Promotion Canada* and *Destination Canada* activities.

Many activities over the year aimed at attracting, welcoming, and integrating immigrants into Francophone communities outside Quebec were completed across the country. Tools and structures have been created to facilitate the integration process of French-speaking immigrants. The CIC-Francophone Minority Communities Steering Committee has developed the *Strategic Plan to Foster Immigration to Francophone Minority Communities*, announced by the Minister in September 2006. It includes long-term priorities and activities to be implemented during the next five years. (For further information, see www.cic.gc.ca/english/press/06/0610-e.html.)

Canada's Action Plan Against Racism

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. CIC is 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 horizontal approach across federal departments and agencies to build a society free from racism and a partnership between governments and civil society. For CIC, the plan includes an anticipated expansion of two settlement initiatives, the Host Program and the Settlement Workers in Schools (SWIS) initiative under ISAP.

This multi-departmental initiative builds on activities undertaken by CIC in 2004 and early 2005 under the Welcoming Communities Strategy. Aimed at creating a true sense of belonging and shared citizenship for immigrants, this strategy focuses on working with NGOs and provincial partners to foster a welcoming environment in communities for newcomers.

Under *Canada's Action Plan Against Racism*, the Department has committed to working with non-government organizations and provincial partners to foster more inclusive and welcoming communities. In 2005-2006, CIC

expanded the Speakers Bureau to eight (8) new cities for a total of 12 different cities, and developed an anti-racism module. The Speakers Bureau consists of more than 600 speakers who, to date, have appeared before 70,000 people at conferences across Canada. CIC also completed the first phase of research on business mentoring, which included a literature review and inventory of business mentoring activities. This study forms the basis for the second phase of the project which will identify various business mentoring models and the benefits, challenges, and promising practices of each model. Recommended guidelines for implementation of the models within the Host Program will be included in the study. CIC also developed an employer module with the Dominion Institute Speakers Bureau. Through funding to the Toronto Regional Immigrant Employment Council, employers and immigrant speakers received training for the delivery of this module. In 2006-2007, the Department will continue to advance initiatives in support of the Action Plan.

SECTION 6

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. While it is an ongoing analytical process that supports more informed decision making and better public policy, it represents only one aspect of the analysis undertaken in policy formulation, program development, management and evaluation. Gender impact analysis focuses on important social and economic differences between men and women and different groups of men and women over their life cycles, and seeks to examine existing and proposed policies, programs, and legislation to ensure that they are having their intended effects and producing fair results.

Strategic Framework for Gender-Based Analysis

In early 2005, CIC launched the *Strategic Framework for Gender-Based Analysis* (2005-2010). The Framework sets out the

Department's strategic objectives and principles for gender-based analysis and the steps that will be taken to strengthen capacity and performance throughout the department.

Central to the implementation of the Framework are the GBA Branch Plans, which identify priority issues for gender-based analysis of the impact of the IRPA. Five branches have developed GBA plans: Refugee Branch, Integration Branch, Selection (now Immigration) Branch, Risk Assurance Branch, and Strategic Policy.

Gender Impacts of IRPA: Group Refugee Processing and the Safe Third Country Agreement

The year 2005 marks the first time that CIC is able to demonstrate the results of its ongoing effort to integrate gender-based analysis into its programs and policies since this requirement was legislated in 2002. The two gender impact analyses in this section are derived from CIC's Refugees Program, Group Refugee Processing and the *Safe Third Country Agreement* with the United States. While GBA initiatives in the Refugees Program have provided a best practice for the Department, they have also contributed to enhancing CIC's ability to fulfil its humanitarian mandate.

Group Processing

Based on lessons learned from previous refugee group processing initiatives, the Resettlement Program undertook a review of the gender and diversity impacts related to the future arrival of 800 Karen refugees from Thailand, expected in the fall of 2006 and in early 2007. This group represents CIC's third group processing initiative, a process whereby a group of refugees is accepted as Convention refugees as a group rather than on an individual basis. By conducting a GBA of the Karen refugee group resettlement project, CIC hoped that such an analysis would help to mitigate challenges that arise throughout the resettlement continuum.

The GBA for the Karen refugee group processing initiative identified factors, implications of these factors, and potential mitigating strategies for the first two stages of development: the preselection and post-selection stage. During the preselection stage, the possible gender and diversity issues were analyzed – based on the initial United Nations High Commission for Refugees (UNHCR) group profile – and studied how they might be mitigated. Factors addressed included issues related to cases of women-at-risk, single, female-headed households, risk of permanent separation of family members, issues linked to age, implications of large numbers of de facto dependents, and the possible consequences of admissibility screening and selection of refugees with high needs. This process helped identify possible challenges and issues in advance of the group's selection and played an essential role in raising awareness about the group and the individuals who comprise it. This analysis was also forwarded to UNHCR who is responsible for on-the-ground selection of refugees for governments with resettlement programs.

The post-selection analysis included gender and diversity variables and resulted in the following findings:

Breakdown by sex for all 805 persons in the group referral: 436 male/369 female, which represents a 54%/46% split between the sexes.

Breakdown of group by sex and age: There is no major difference between genders when broken down by gender alone, but when broken down by age and gender, some differences became apparent. In the zero to two years of age, and 17 to 21 years of age category, there seem to be far more males than females. For the first group, this represents a 65%/35% split between the sexes, and for the second group, a 63%/37% split.

Heads of household: Of the 239 cases, 51 are female principal applicants (29 are single women) and 188 are male principal applicants (68 are single men). Male and female heads of households are likely to have differing needs after they are resettled in Canada. Further monitoring in the integration and post-destining phases will be needed.

The post-selection analysis also followed-up on the factors identified in the preselection phase of the group processing GBA. As such, factors, their implications on policy and program developments, and possible mitigating strategies to minimize any risk on program outcomes were examined. The following chart examines the issues identified and provides possible mitigation strategies to avoid future risk.

Factor	Reality	Implications and/or Considerations	Possible Mitigating Strategies
Women-at-risk will be a high priority for resettlement, based on our criteria to United Nations High Commission for Refugees	12 cases of women at risk (43 persons out of 805 referrals)	Less of an implication for gender disparity	<ul style="list-style-type: none"> • Monitor • Research cultural impacts, if any • Trauma and rape counseling will likely be required
Women-at-risk in this camp will generally mean single women heads of households	There are 51 females who are principal applicants, of which, 29 are single	Female refugees selected for resettlement will have greater challenges integrating and maintaining family life	<ul style="list-style-type: none"> • Single parent-specific support will be required • Mitigate via destining, to ensure support networks available
Families with ex-combatants – possible disproportionate affect on the non-combatant female family members	Very few refusals of referred group. 15 out of 850 were refused. Criminal checks remain for 5 persons only	Very little impact	Not applicable
Families may be permanently separated (lack of exit visas from Myanmar)	Immediate family being resettled together. There are no one-year-window-of-opportunity cases foreseen	No	Not applicable
Most refugees selected will have high needs	There are high needs, but not as much as previously thought. There are 116 persons (19 cases) identified as needing a JAS sponsorship. Only a handful of elderly cases not identified as Joint Assistance Sponsorships and 10 minors of concern who are having best interest determinations completed by UNHCR	<ul style="list-style-type: none"> • Trauma (counseling) • Medical needs • Disabilities 	<ul style="list-style-type: none"> • Analyze group profile when received • Share information with Service Provider Organizations to ensure the ability to meet the special needs of individuals resettled in Canada from this group
New children born in camp after referral is made to CIC	Not known as of yet	Delays with arrival of entire family	CIC may have to inform Thai authorities to attest that child is a member of the family and has been accepted for immigration

Further analysis is planned for the destining and integration, and post-destining stages in late 2006 and early 2007. Gender and diversity variables will continue to be used.

Safe Third Country Agreement

CIC also undertook a preliminary gender-based analysis of data collected from individuals eligible to make a claim for refugee status and who entered Canada under the Safe Third Country Agreement signed by Canada and the United States in 2002 and which came into force in 2004. In addition to the Department's legislative commitments to GBA, the Standing Committee on Citizenship and Immigration recommended that "GBA be part of the ongoing monitoring of the Agreement to ensure that victims of domestic violence are not adversely affected." Therefore, in light of stakeholder concerns about how the Agreement may affect women and girl refugee claimants, and the Government's commitment to incorporating gender impact analysis into public policy development, this section

provides a starting point for an ongoing gender-based analysis that will inform the various review processes associated with the Safe Third Country Agreement. The objective of this preliminary gender analysis is to establish a baseline of data in order to track gender impacts and trends over time.

Gender Breakdown of Claimants

Table 11 shows that the proportion of female claimants at the border has been comparable to that of the total claimants over the past four years. The proportion of female claimants at the border increased slightly in 2005 to 47% from the 44% proportion in 2004. This indicates that women continue to seek asylum at land borders and that this pattern has not changed as a result of the Agreement. That the proportion of women increased, rather than decreased, suggests that the Agreement did not act as a strong deterrent and that women continue to desire to make their asylum claim in Canada and were eligible to do so under the Agreement.

Table 11: Proportion of applicants by women and minors, 2002-2005

Claim year	Gender		Age		
	% female among total claimants	% female among border claimants	% minors among total claimants	% minors among border claimants	% female among minor border claimants
2002	42%	43%	20%	29%	48%
2003	42%	41%	22%	30%	47%
2004	43%	44%	21%	28%	47%
2005	44%	47%	20%	28%	47%

Exceptions

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 the IRPA that favour family reunification and protection of the best interests of the child.

From January 1 to December 31, 2005, there were 4,033 claims at the land border. Of the 3,254 that were determined to have qualified for an exception, the largest category of

exception concerned claimants with relatives in Canada (1,577 or 39%). The second largest category consisted of claimants from countries to which Canada has temporarily suspended removals (1,218 or 30%).

According to Table 12, 46% of non-US citizen border claimants who were granted an exemption were female. This figure compares very closely with 47% of females among total border claimants and 47% among total exceptions. The proportions of women in each exception category are comparable and female claimants do not seem to have qualified under the exceptions differently from males.

Type of Exceptions	Number of Exceptions Granted	% Female
Total Claims -Non-U.S. Citizens	3,254	46%
Relative	1,577	48%
Moratorium Country	1,218	49%
Had Canadian Visa	373	45%
Unaccompanied Minor	49	43%
No CDN Visa Required	37	36%

In addition, 21 of the 49 unaccompanied minors granted an exception under the Agreement were girls. Given the particular vulnerability of this subgroup and the Government's commitment to considering the best interest of the child, a case-by-case review is underway and this category will be closely monitored on an ongoing basis.

Board, research into claims citing gender-based persecution must be part of a longer-term review process. However, the IRB continues to be guided by its Guidelines on Women Refugee Claimants fearing Gender-Related Persecution issued in 1993 and, therefore, includes domestic violence among its considerations.

Domestic Violence

At the time of border crossing, the first step is the eligibility determination of the refugee claim. Since refugee claimants are only required to provide details of their claims at a hearing before the Immigration and Refugee

Conclusion

Initial evidence has not shown that the Agreement had a significantly different impact on refugee claimants who were deemed eligible and entered Canada. A second phase of analysis will explore gender and age in

relation to region or country of origin and patterns of flow for land border crossings. Future analysis will include a focus on dependents in order to better understand impacts on families in comparison to single principle applicants. A more comprehensive analysis of the way in which the U.S. asylum system handles asylum applications from individuals, and specifically women and girls, who are returned under the Agreement will follow when the Government updates the Governor in Council regarding the continuing designation of the U.S. under Section 102(3) of the IRPA scheduled for fall 2006.

Highlights of Other GBA Initiatives

As part of the GBA plans, a range of other initiatives are ongoing. For example, a preliminary assessment of gender issues for Francophone minority communities was identified as an initiative and effort will continue to ensure the collection of baseline data by gender within these communities. A project to facilitate the integration of French-speaking immigrant women in Alberta was completed in March 2005, another project to develop communication tools on diversity awareness and to facilitate the integration of French-speaking women from ethno-cultural communities in New Brunswick is underway. CIC, along with the Status of Women Canada, has provided funding to the Canadian Council for Refugees to support the development of a tool that will help to build the capacity in the settlement sector to apply GBA in the advocacy for, and the development, implementation, and evaluation of settlement programs and services.

Gender has been included as a criterion for future evaluations of the federal skilled worker program. When sufficient data on skilled worker immigrants selected under the IRPA selection grid is available, it will then be disaggregated by gender and differences in economic outcomes can be analyzed. Having concluded a successful consultation process with stakeholders in 2005, CIC is continuing its review of the live-in caregiver program.

CIC moved forward with the implementation of gender-based analysis strategies as they related to initiatives not specific to the IRPA but part of the overall mandate of the Department. For example, the Biometrics Planning Project will incorporate gender in its analysis of the biometrics field study.

Finally, to further increase capacity, the Department will continue to provide GBA training and related information sessions.

The following two tables present an overview of key immigration statistics by gender. There is a similar representation of the sexes in terms of total new permanent residents admitted in 2005 (women were slightly higher at 51.27%). There are proportionately more women than men in the Family Class (60% as opposed to 40%). The total figures for Economic Class seem to indicate a relatively balanced mix of the two genders. Table 14 breaks these figures down further into principal applicants and dependants – the great majority of primary applicants were male (68.6%) while the majority of spouses and dependents were female (59%).

Table 13: New Permanent Residents in 2005, by Immigration Class and Gender

IMMIGRANT CATEGORY	Male		Female		TOTAL
	Number	%	Number	%	
ECONOMIC CLASS					
Skilled Workers	68,792	52.82	61,450	47.18	130,242
Business Immigrants	6,870	51.01	6,599	48.99	13,469
Provincial/Territorial Nominees	4,127	51.29	3,920	48.71	8,047
Live-in Caregivers	1,116	24.52	3,436	75.48	4,552
Total Economic Class (including dependants)	80,905	51.76	75,405	48.24	156,310
FAMILY CLASS					
Spouses, Partners, Children and Others	19,434	38.20	31,447	61.80	50,881
Parents and Grandparents	5,613	45.01	6,858	54.99	12,471
Total Family Class	25,047	39.54	38,305	60.46	63,352
PROTECTED PERSONS					
Government-Assisted Refugees	3,726	50.24	3,690	49.76	7,416
Privately Sponsored Refugees	1,544	51.88	1,432	48.12	2,976
Protected Persons in Canada	10,836	54.36	9,099	45.64	19,935
Dependants Abroad	2,459	45.19	2,982	54.81	5,441
Total Protected Persons	18,565	51.90	17,203	48.10	35,768
HUMANITARIAN AND COMPASSIONATE GROUNDS/ PUBLIC POLICY					
Humanitarian and Compassionate Grounds/Public policy	3,186	47.89	3,467	52.11	6,653
Other*	77	53.85	66	46.15	143
Category Not Stated	4	40.00	6	60.00	10
Total Humanitarian and Compassionate Grounds/ Public Policy	3,267	48.00	3,539	52.00	6,806
TOTAL	127,784	48.73	134,452	51.27	262,236

* "Other" includes Post-Determination Refugee Claimants, Deferred Removal Orders and Temporary Resident Permit Holders
Source: Citizenship and Immigration Canada, *Facts & Figures 2005*

Table 14: 2005 Permanent Residents in the Economic Class, by Principal Applicants versus Spouses/Dependants and by Gender

ECONOMIC CLASS	Principal Applicants		Spouses and Dependants	
	Male	Female	Male	Female
Skilled Workers	37,069	15,197	31,723	46,253
Business Immigrants	3,058	584	3,812	6,015
<i>Entrepreneurs</i>	632	119	842	1,255
<i>Self-Employed</i>	223	78	282	431
<i>Investors</i>	2,203	387	2,688	4,329
Provincial/Territorial Nominees	2,018	625	2,109	3,295
Live-in Caregivers	108	2,955	1,008	481
TOTAL ECONOMIC CLASS	42,253	19,361	38,652	56,044

SECTION 7

Conclusion and Key Challenges for the Future



Immigration has largely defined what Canada is today. Immigration has contributed to the building and transformation of the population while making significant contributions to

the development of our economy, our society, and our culture. Moving forward, immigration will continue to play a critical role in building the Canada of tomorrow. The future success of Canada's immigration will depend on maintaining a balance between addressing Canada's economic, social, cultural, and demographic needs while protecting the health, safety, and security of Canadians.

Significant progress has been made by the Department in strengthening the fundamentals of the immigration system, and in refining the programs and operational tools we use to provide more efficient, quality services to our clients. There is still the need, however, to continue on this process of improvement. While Canada's immigration system provides a strong foundation upon which to build, CIC needs to take action to ensure the program is well-positioned to meet new and emerging challenges in terms of changing demographic, labour market, and international contexts while at the same time maintaining the integrity of the program and public confidence.

CIC has established three priorities for the future to guide the Department in strengthening its work and addressing the challenges that it faces. Starting in 2006-2007, the Department's priorities will be implementing an integrated policy framework; improving client service; and building the work force of the future.

The integrated policy framework will guide the development of policies and programs that will help address the challenges faced by CIC clients across all of our lines of business – in terms of immigration, refugees, and citizenship including integration and settlement. To date, efforts have largely focused on the challenges facing the immigration program. It is time to expand the effort and confirm potential new policy and program directions not only in immigration, but also in respect to refugees, integration, and citizenship. The successful development of an integrated framework and associated policies and programs will require working in close partnership with other Government of Canada departments, provinces/territories, and other key players such as communities, employers, and non-governmental organizations.

In respect to client service, some improvements have been made in the last period, specifically regarding the processing times in some categories, and in the functioning of the call centre. While a positive step forward, they are not yet sufficient to

improve public perceptions regarding the system. A client service improvement plan will be developed to support the new policy framework in a way that more effectively and coherently responds to the evolving needs and expectations of clients, ensuring that Canada continues to be an attractive destination of choice. Service improvements must be introduced progressively to allow for the building of the required capacity that will improve application management, processing times and client service.

Building the work force of the future will allow CIC to achieve its objectives and will be key to the success of its work. The dedicated employees of CIC have made great efforts during the past year to support and advance the immigration program. They stand ready to do so again. Given such a foundation, Canada is well-positioned to use immigration as a key instrument for its future economic, social, and cultural development.

Annexes



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*.

Reports 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) the 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

Asylum Claimants

Foreign nationals seek protection in Canada because returning to their country of origin would subject them to persecution or the possibility of death, torture, or cruel and unusual treatment or punishment.

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 and children of business immigrants are also included in this category.

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.

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 CAN\$300,000.
-

Family Class

A class of immigrants to Canada made up of close relatives of a sponsor in Canada, including a spouse, common-law partner or conjugal partner; 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.

Family Members

Family members include the spouse, common-law partner or conjugal partner, and dependent children or the children of dependent children of a permanent resident. A dependent child is either a biological child or an adopted child. Children are considered dependent if they meet one of the following conditions:

- they are under age 22 and unmarried or not in a common-law relationship;
 - they have been full-time students since before age 22, attend a post-secondary educational institution and have been substantially dependent on the financial support of a parent since before age 22 and, if married or a common-law partner, since becoming a spouse or a common-law partner; or
 - they are age 22 or over and have been substantially dependent on the financial support of a parent since before age 22 because of a physical or mental condition.
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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 student authorization, 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, on a temporary basis, as workers. This category excludes foreign students and people who have been issued employment authorizations for humanitarian reasons. Most foreign workers must have an employment authorization, 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 the *IRPA* or as members of the Convention refugees 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 CAN\$800,000; and,
- have invested CAN\$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 to be protected persons by the Immigration and Refugee Board in Canada or through the Pre-Removal Risk Assessment, and who have been granted permanent residence as a result.

Principal Applicant (Business Applicant)

The person who best meets the definition for 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 Person

Persons who have been determined to be Convention refugees or persons in similar circumstances abroad, persons whom the IRB 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 selected by the provinces and territories for specific skills that will contribute to the local economy. The Regulations establish a provincial nominee class, allowing provinces and territories having agreements with CIC to nominate a certain number of workers. 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.

Self-Employed Persons

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

Skilled Workers

Immigrants selected for their skills to help ensure their success in a fast-changing labour market. The Regulations stress education, English or French language abilities, and work experience involving certain skills, rather than specific occupations.