



Citizenship and Immigration Canada



For the
period ending
March 31, 1997



Improved Reporting to Parliament —
Pilot Document

Canada

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Foreword

On April 24, 1997, the House of Commons passed a motion dividing what was known as the *Part III of the Estimates* document for each department or agency into two documents, a *Report on Plans and Priorities* and a *Departmental Performance Report*. It also required 78 departments and agencies to table these reports on a pilot basis.

This decision grew out of work by Treasury Board Secretariat and 16 pilot departments to fulfil the government's commitments to improve the expenditure management information provided to Parliament and to modernize the preparation of this information. These undertakings, aimed at sharpening the focus on results and increasing the transparency of information provided to Parliament, are part of a broader initiative known as "Getting Government Right".

This *Departmental Performance Report* responds to the government's commitments and reflects the goals set by Parliament to improve accountability for results. It covers the period ending March 31, 1997 and reports performance against the plans presented in the department's *Part III of the Main Estimates* for 1996-97.

Accounting and managing for results will involve sustained work across government. Fulfilling the various requirements of results-based management – specifying expected program outcomes, developing meaningful indicators to demonstrate performance, perfecting the capacity to generate information and report on achievements – is a building block process. Government programs operate in continually changing environments. With the increase in partnering, third party delivery of services and other alliances, challenges of attribution in reporting results will have to be addressed. The performance reports and their preparation must be monitored to make sure that they remain credible and useful.

This report represents one more step in this continuing process. The government intends to refine and develop both managing for results and the reporting of the results. The refinement will come from the experience acquired over the next few years and as users make their information needs more precisely known. For example, the capacity to report results against costs is limited at this time; but doing this remains a goal.

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Comments or questions can be directed to the TBS Internet site or to:

Government Review and Quality Services
Treasury Board Secretariat
L'Esplanade Laurier
Ottawa, Ontario, Canada
K1A 0R5
Tel: (613) 957-7042
Fax (613) 957-7044

Citizenship and Immigration Canada

Performance Report

For the period ending

March 31, 1997



Approved by

The Honourable Lucienne Robillard
Minister of Citizenship and Immigration

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Section I: Minister's Message

I am pleased to submit Citizenship and Immigration Canada's Performance Report for 1996-1997 to Parliament and the Canadian public. The department has made considerable progress this year in meeting its program and policy commitments and has developed many new partnerships with key stakeholders to improve service delivery to its clients.

Citizenship and Immigration Canada landed 225,313 immigrants during 1996, slightly exceeding the forecasted range. The greatest departure occurred in the larger than anticipated share by the economic class demonstrating that Canada remains an attractive destination for highly skilled workers, entrepreneurs and business investors.

2 With respect to Canada's humanitarian responsibilities, 28,315 refugees were landed in Canada in 1996. In addition, I approved a new standard sponsorship agreement which responds to concerns expressed by organizations involved in the private sponsorship of refugees. This standard agreement provides the framework for the private sponsorship of refugees by such organizations and serves as the basis for individual sponsorship agreements between the organizations and the department.

CIC undertook a number of initiatives to strengthen efforts to allow access to Canada to those travellers meeting entry requirements while denying access to those who do not. During 1996-97, 1,838 criminals were removed from Canada; this represents an increase of 9.6% over the previous year.

In November 1996, I announced the appointment of an Advisory Group to conduct an independent review of Canada's *Immigration*

Act. The current legislation is complex and, in some respects, outdated. The Advisory Group will consult with interested stakeholders and bring forward its recommendations by December 1997 for renewing Canada's immigration system.

Promotion of Canadian citizenship was an especially important priority for the department in 1997. This year marked the 50th anniversary of the first Canadian *Citizenship Act*. Commemorative events were held across the country to celebrate this historic milestone and to foster a greater awareness of the importance of our citizenship and the values and aspirations we share as Canadians.

The department's ability to work in partnership with other federal departments and agencies, the provinces, the private sector, international organizations and other countries is crucial to the success of CIC's policies and programs. Success also depends on CIC's ability to sustain ongoing renewal and improvement of the service it provides to Canadians. This Performance Report describes the many accomplishments of the department over the past year — accomplishments that resulted from the hard work of CIC's employees in Canada and throughout the world.



The Honourable Lucienne Robillard

Key Accomplishments

The 1996 Treasury Board President's Report to Parliament describes CIC's performance expectations for each of its business lines and outlines the department's key results commitments. Results commitments were also

detailed in the 1996-97 *Part III of the Main Estimates*. The following table provides a summary of the accomplishments achieved by the department in 1996-97 with respect to commitments made in both of these documents.

Business Line	Accomplishments
Maximizing Benefits of International Migration	<ul style="list-style-type: none"> ■ Immigration levels achieved: 225,313 landings in 1996 ■ Revised Family Class Sponsorship regulations introduced ■ Streamlined application process and medical assessment pilots underway
Maintaining Canada's Humanitarian Tradition	<ul style="list-style-type: none"> ■ Standard Sponsorship Agreement for the private sponsorship of refugees in place ■ Humanitarian Designated Classes Regulations developed ■ Undocumented Convention Refugees in Canada Class Regulations entered into force ■ Post-Determination of refugee claimants streamlined
Promoting the Integration of Newcomers	<ul style="list-style-type: none"> ■ 50th anniversary of the <i>Citizenship Act</i> celebrated ■ Additional \$62.3 million in funding for settlement services announced ■ New citizenship registration system installed at all Call Centres ■ Citizenship grants backlog at CPC Sydney significantly reduced ■ 145,000 new citizens in 1996 ■ English language benchmarks launched
Managing Access to Canada	<ul style="list-style-type: none"> ■ Port-of-Entry service improvement pilots underway ■ Total removals increased (9.6% increased removals of criminals) ■ More effective approaches to removals developed ■ Deferred Removal Orders Class eliminated ■ Detention costs reduced ■ Improved efficiency of enforcement process underway
Providing Corporate Services	<ul style="list-style-type: none"> ■ Department renewal and restructuring initiatives implemented ■ Program Review I and II reductions on target ■ Processing fees restructured

Section II: Departmental Overview

Over the past year, Citizenship and Immigration Canada (CIC) has made significant progress in redesigning business processes and tackling human resources and information management challenges. Significant renewal and restructuring is still underway in the department.

Mandate, Mission, Roles and Responsibilities

Section 95 of the *Constitution Act, 1867*, provides that the Parliament of Canada and the provincial legislatures exercise shared legislative authority over immigration, while making federal legislation paramount in situations of conflict. Subsection 91 (25) of the same Act gives the Parliament of Canada exclusive legislative authority over “naturalization and aliens”.

On June 23, 1994, an Act of Parliament established the Department of Citizenship and Immigration and gave its Minister the powers, duties, and functions over all citizenship and immigration matters within its jurisdiction. The department is responsible for the administration of the *Citizenship Act* and the *Immigration Act*. CIC is also responsible for the administration of the *Regulations* issued under these Acts, including the *Citizenship Regulations, 1993*, the *Immigration Act Fees Regulations*, and the *Immigration Regulations, 1978*.

Citizenship and Immigration Canada’s mission is to build a stronger Canada by:

- deriving maximum benefit from the global movement of people;
- protecting refugees at home and abroad;
- defining membership in Canadian society; and
- managing access to Canada.

Program Objective

The objective of the Program is to ensure that the movement of people into Canada and membership in Canadian society contribute to Canada’s social and economic interests and the protection of the health and safety of Canadians, and that Citizenship and Immigration policies and programs are managed consistent with Canada’s domestic needs and capacities, and international commitments and responsibilities.

CIC's Strategic Priorities

The following table provides details on the linkages between the department's business lines and the strategic priorities outlined in its new Planning, Reporting and Accountability Structure.

Business Line	Strategic Priorities
<p>Maximizing Benefits of International Migration</p>	<ul style="list-style-type: none"> ■ Develop selection and admission policies and programs ■ Admit immigrants capable of contributing to Canada's social and economic well-being in accordance with annual levels ■ Admit visitors, foreign students and temporary workers whose presence in Canada will stimulate demand for goods and services and meet temporary labour market needs
<p>Maintaining Canada's Humanitarian Tradition</p>	<ul style="list-style-type: none"> ■ Contribute to the international protection of refugees ■ Resettle government and privately sponsored refugees in Canada in accordance with annual levels ■ Provide essential health coverage and financial assistance ■ Assist the Immigration and Refugee Board to arrive at well-informed and timely decisions through the provision of case-related information
<p>Promoting the Integration of Newcomers</p>	<ul style="list-style-type: none"> ■ Promote integration and citizenship ■ Help newcomers become fully contributing members of Canadian society ■ Educate new Canadians about the rights and responsibilities of Canadian citizenship ■ Administer and interpret the <i>Citizenship Act</i>
<p>Managing Access to Canada</p>	<ul style="list-style-type: none"> ■ Combat illegal migration ■ Admit persons who comply with the <i>Immigration Act</i> and <i>Immigration Regulations</i> ■ Deny admission to non-compliant persons, including criminals and terrorists ■ Detect abuse of citizenship, immigration and refugee programs ■ Manage CIC cases before the IRB and the Federal Court ■ Detain persons who pose a serious risk to Canadians or who would not appear for immigration proceedings ■ Remove persons not legally entitled to remain in Canada
<p>Providing Corporate Services</p>	<ul style="list-style-type: none"> ■ Develop and oversee cost recovery/revenue generation activities ■ Conduct and disseminate research on citizenship and immigration issues ■ Respond to case inquiries and requests for information from the public ■ Foster effective working relationships with CIC's governmental and non-governmental partners

Business and Service Lines and Organization Composition

Organization and Delivery of Programs

This Performance Report presents CIC's departmental results against commitments made in the 1996-97 *Part III of the Main Estimates* and the 1996 Treasury Board *President's Report to Parliament*. The 1996-97 *Part III of the Main Estimates* committed to performance results based on the Operational Planning Framework in place at the time. During 1996-97, CIC developed its new Planning, Reporting and Accountability Structure (PRAS) which sets out the department's five business lines (see. p. 5).

Citizenship and Immigration Canada entered 1996 following a major reorganization of the department. CIC is now organized into three departmental groupings: Service Line Management, Program Delivery and Departmental Support. The Service Lines (Selection, Refugees, Integration and Enforcement) correspond to business lines I-IV. Directors General of the Service Line Branches have lead accountability for coherent operation of the corresponding business lines. The department's business lines are delivered by regions in Canada (Quebec and Atlantic, Ontario, and B.C., Prairies and the Territories), International Region and the Departmental Delivery Network (which manages centralized services in Canada). Departmental Support Branches provide strategic direction and support across the organization.

This Performance Report is based on the new structure of the PRAS which reflects the current organization of the department and how the Program is being delivered.

Operating Environment

Citizenship and Immigration Canada operates in a complex domestic and international environment. The international environment is marked by rapid, substantial, and unpredictable change. Globalization, technological advances, freer trade and accelerated migration of people all have tremendous implications for immigration policy. As people move and communicate more freely around the world, the competition to attract skilled workers and business investor immigrants becomes more intense.

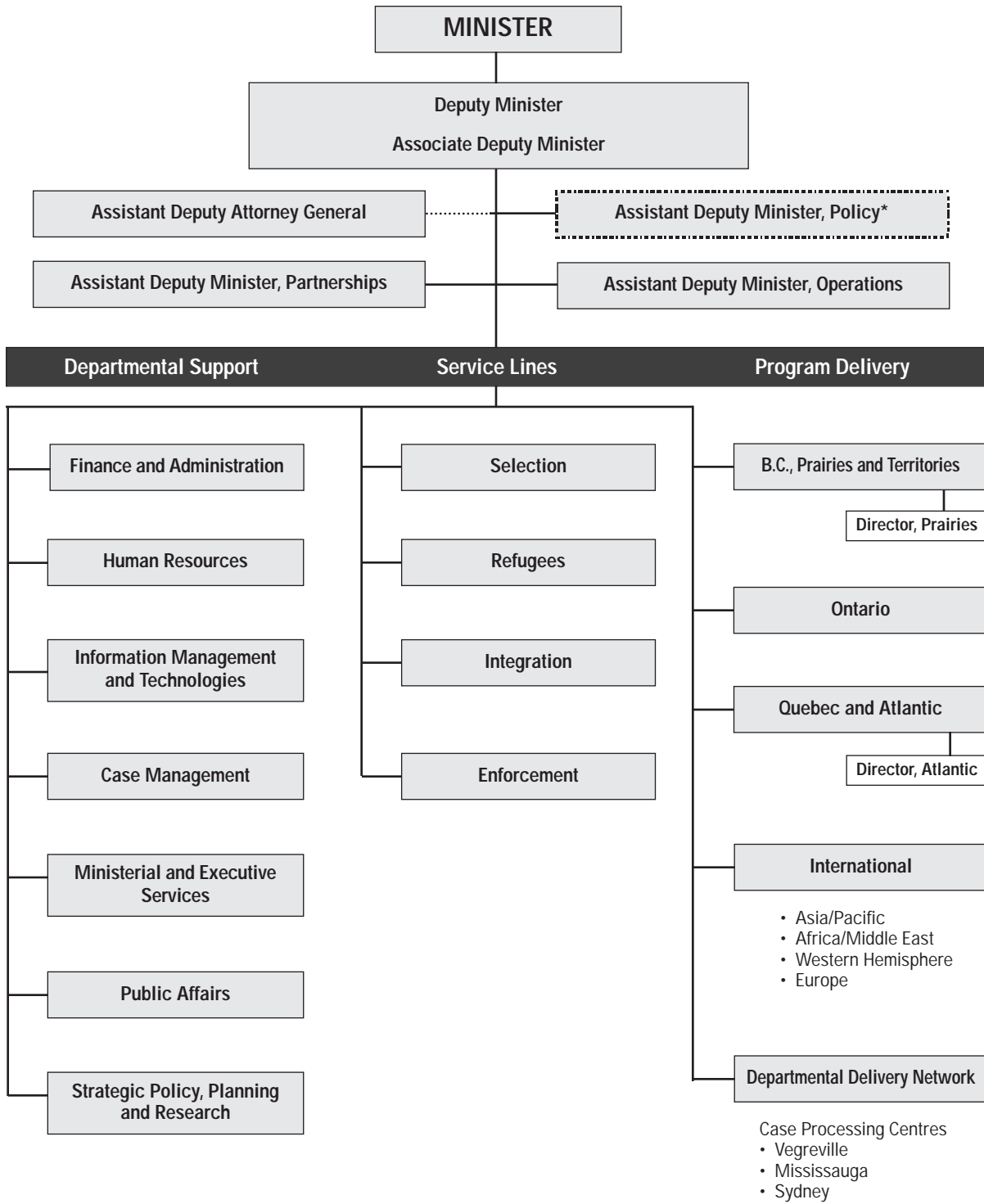
Canada is party to a number of bilateral and multilateral agreements on human rights, social, economic and policy matters that have implications for Canada's citizenship and immigration policies and programs. The movement of refugees and other asylum seekers has transformed international migration into a major social and political issue in most industrialized countries. Immigration policy must balance Canada's desire to uphold its humanitarian commitments and traditions with the necessity of protecting the health and security of the population from the risks posed by illegal migration, international crime and terrorism.

The Canadian federation is undergoing rapid change as the federal government moves to implement a more cooperative form of federalism. Part of the new approach to federalism is a renewed effort to encourage collaboration and pooling of resources among Canadian jurisdictions. The department will continue to work cooperatively with the provinces to support social and economic objectives and to meet varying economic and labour market needs of the different regions of the country.

IMPORTANT NOTE

Annex A (p. 34) provides a cross-walk for readers comparing the priority commitments in the 1996-97 *Part III Main Estimates* with the results described in this Performance Report.

Organizational Chart



* Position added in fiscal year 1997-98.

Section III: Departmental Performance

A. Performance Expectations

The financial tables presented in this document have been restated to reflect the new Citizenship and Immigration Canada's Planning, Reporting and Accountability Structure (PRAS). See page 36 for a financial crosswalk to the old Operational Plan Framework for the 1995-96 and 1996-97 expenditures. Figures for 1993-94 are not presented since the Citizenship and Immigration Program did not exist prior to 1994-95.

Resource Requirements by Organization and Business Line

Breakdown of Actual Expenditures, 1996-97 by Organization and Business Line (Millions of Dollars)

PRAS Business Line

Organization ¹	Maximizing Benefits of International Migration	Maintaining Canada's Humanitarian Tradition	Promoting the Integration of Newcomers	Managing Access to Canada	Providing Corporate Services ²	Total ³
Selection	4.9					4.9
Integration		1.4	72.5			73.9
Refugees		1.7				1.7
Enforcement				4.6		4.6
Quebec and Atlantic Region	8.2	2.9	94.9	21.8	5.0	132.8
Ontario Region	17.8	21.6	75.1	54.0	8.0	176.5
B.C., Prairies and Territories Region	7.0	14.6	41.9	25.9	5.7	95.1
International Region	28.5	1.1		2.9	2.1	34.6
Departmental Delivery Network	14.5	20.3	9.6	1.7	2.3	48.4
Corporate Services	5.1		2.9	6.6	94.5	109.1
Totals	86.0	63.6	296.9	117.5	117.6	681.6
% of Total	12.6	9.3	43.6	17.2	17.3	100.0
<i>Planned Spending⁴</i>	<i>86.0</i>	<i>77.9</i>	<i>242.5</i>	<i>108.5</i>	<i>100.1</i>	<i>615.0</i>
Total Authorities						720.3 ⁵

- Under the general heading of Organization, "Corporate Services" includes Minister's Office, Deputy Minister's Office, Associate Deputy Minister, Assistant Deputy Minister – Operations, Assistant Deputy Minister – Partnerships, Legal Services, Ministerial and Executive Services, Public Affairs, Strategic Policy, Planning and Research, Case Management, Information Management and Technologies, Human Resources and Finance and Administration.
- The "Providing Corporate Services" business line expenditures include an amount of \$28.3 million for non-traditional items such as expenditures of \$14.0 million for the CIC Systems Modernization Project, \$12.6 million for various Statutory items and \$1.7 million for Debt Write-off.
- Total figures by Organization accurately reflect actual performance of the department in 1996-97.
- Figures by PRAS Business Line represent an estimate of the department's expenditures and planned spending for 1996-97 under the PRAS structure. In developing the allocation methodology used to produce these estimates, every effort has been made to anticipate fully the impact of the new PRAS on past expenditures. As the PRAS system matures in the future, further refinements to the business line expenditure patterns may be required.
- "Total Authorities" represent Main Estimates amounts of \$615.0 million, Supplementary Estimates of \$91.3 million and Statutory adjustments of \$14.0 million.

The following table provides details on the allocations of 1996-97 Total Planned Spending and actual expenditures (shaded areas) by business line and by type of expenditure.

Comparison of Total Planned Spending to Actual Expenditures,
1996-97 by Business Line (Millions of Dollars)

Business Line ¹	FTE ²	Operating ³	Debt Write-off	Capital	Transfer payments	Statutory payments ⁴	Total ⁵
Maximizing Benefits of International Migration	1,343	86.0	—	—	—	—	86.0
	1,230	86.0	—	—	—	—	86.0
Maintaining Canada's Humanitarian Tradition	175	30.1	—	—	47.8	—	77.9
	133	28.2	—	—	35.4	—	63.6
Promoting the Integration of Newcomers	510	34.1	—	—	208.4	—	242.5
	446	33.2	—	—	263.5	0.2	296.9
Managing Access to Canada	1,507	108.5	—	—	—	—	108.5
	1,300	117.5	—	—	—	—	117.5
Providing Corporate Services	1,171	85.5	—	14.6	—	—	100.1
	998	93.9	1.7	9.4	—	12.6	117.6
Totals⁶	4,706	344.2	—	14.6	256.2	—	615.0
	4,107	358.8	1.7	9.4	298.9	12.8	681.6
Estimated cost of services from other government departments							154.7
							149.9
Revenue credited to the Consolidated Revenue Fund							(333.6)
							(389.0)
Net Cost of the Program							436.1
							442.5

- Figures by PRAS Business Line represent an estimate of the department's expenditure under the PRAS structure. In developing the allocation methodology used to produce these estimates, every effort has been made to anticipate fully the impact of the new PRAS on past expenditures. As the PRAS system matures, in the future further refinements to the Business Line expenditure patterns may be required.
- Full time equivalent (FTE) is a measure of human resource consumption based on average levels of employment. FTE factors out the length of time than an employee works each week by calculating the rate of assigned hours of work over scheduled hours of work.
- Operating includes contributions to employee benefit plans and minister's allowances.
- Includes items such as refunds of amounts credited to revenues in previous years, payments to private collection agencies pursuant to section 17.1 of the *Financial Administration Act*, court awards and spending of proceeds from the disposal of surplus Crown assets.
- Variances between actual and planned spending are mainly due to additional funding provided for items approved through Supplementary Estimates. Major items include: Grants to the provinces for the integration of immigrants (\$58.6 million); 1995-96 Carry forward amount (\$14.6 million); Most Affected Department status funding for departure incentives (\$9.8 million); Right of Landing Fee Implementation Costs (\$1.7 million) and \$14.0 million for funding provided to cover Statutory adjustments.
- Totals figures by cost category accurately reflect the actual performance of the department in fiscal year 1996-97.

Departmental Planned versus Actual Spending by Business Line (Millions of Dollars)

The following table provides a history of spending by business line. A comparison between the 1996-97 Total Planned Spending and the actual expenditures recorded in the Public Accounts is also incorporated.

Business Lines	Actual 1994-95 ¹	Actual 1995-96	Total Planned 1996-97	Actual 1996-97 ²
New Structure (PRAS)³				
Budgetary				
Maximizing Benefits of International Migration		82.7	86.0	86.0
Maintaining Canada's Humanitarian Tradition		65.3	77.9	63.6
Promoting the Integration of Newcomers		235.4	242.5	296.9
Managing Access to Canada		111.8	108.5	117.5
Providing Corporate Services		102.1	100.1	117.6
Old Structure (OPF)				
Budgetary				
Citizenship Registration and Promotion	30.8			
In-Canada Service	169.2			
Settlement	254.8			
International Service	53.9			
Policy	9.1			
Corporate Services	63.7			
Total Budgetary⁴	581.5	597.3	615.0	681.6
Non-Budgetary				
Settlement — Immigrant Loans Program ⁵	(4.2)	0.0	—	4.5

1. The organizational structure in place in 1994-95 does not permit accurate financial comparisons under the new PRAS and therefore cannot be re-stated.
2. Variances between actual and planned spending are mainly due to additional funding provided for items approved through Supplementary Estimates. Major items include: Grants to the provinces for the integration of immigrants (\$58.6 million); 1995-96 Carry forward amount (\$14.6 million); Most Affected Department status funding for departure incentives (\$9.8 million); Right of Landing Fee Implementation Costs (\$1.7 million) and \$14.0 million for funding provided to cover Statutory adjustments.
3. Figures by PRAS Business Line represent an estimate of the department's expenditure under the PRAS structure. In developing the allocation methodology used to produce these estimates, every effort has been made to anticipate fully the impact of the new PRAS on past expenditures. As the PRAS system matures, in the future further refinements to the Business Line expenditure patterns may be required.
4. Totals figures by fiscal year accurately reflect the actual performance of the department in each fiscal year.
5. Loan amount represents disbursements (loans issued) less receipts (loans reimbursed). Figures in parentheses (indicating a negative value) denote receipts exceeding disbursements.

Summary of Performance Expectations

The following is from the 1996 Treasury Board President's Report to Parliament (reformatted using the new business line structure of the PRAS).

Results Commitments by Business Line	How achievement will be demonstrated
Maximizing Benefits of International Migration	<p>Business Investor Program</p> <ul style="list-style-type: none"> ■ Increased entrepreneurial capacity in Canada; new sources of capital; increased job creation; enhanced trade and economic links <p>Recruitment and Promotion</p> <ul style="list-style-type: none"> ■ Attraction of immigrants capable of communicating effectively and performing well in a high skill economy <p>Family Class Sponsorship</p> <ul style="list-style-type: none"> ■ Reduction of defaulting sponsors and the need for social assistance by sponsored immigrants <p>Medical Assessment</p> <ul style="list-style-type: none"> ■ Protection of public health and minimization of cost burden on Canadian health and social service systems by new immigrants
Maintaining Canada's Humanitarian Tradition	<p>Refugee Resettlement</p> <ul style="list-style-type: none"> ■ New private sponsorship agreements ■ Increased number or proportion of private sponsorships ■ Improved management and increased flexibility and responsiveness of the overseas resettlement programs
Promoting the Integration of Newcomers	<p>Settlement Renewal</p> <ul style="list-style-type: none"> ■ Agreements reached, with some implemented, to transfer responsibility for the Settlement services and funds from the federal government to provinces or other partners ■ With agreement implementation, improved co-ordination, efficiency and effectiveness of newcomer Settlement programs/services <p>Citizenship Renewal</p> <ul style="list-style-type: none"> ■ Work towards a new <i>Citizenship Act</i> ■ Increased integrity, fairness and efficiency of the processing of citizenship applications through implementation of the new Citizenship Registration System ■ Increased number or proportion of citizenship applications processed within service delivery standards ■ Increased value and visibility of Canadian citizenship through implementation of a promotion strategy
Managing Access to Canada	<p>Port of Entry Renewal</p> <ul style="list-style-type: none"> ■ Strengthened port-of-entry operations through ongoing improvement of the Revenue Canada/CIC partnership ■ Increased number or proportion of high-risk travellers intercepted at the Canada-USA border <p>Detention and Removals</p> <ul style="list-style-type: none"> ■ Increased number or proportion of foreign criminals removed from the Canadian territory ■ Increased effectiveness and reduced costs for detention of inadmissible persons
Providing Corporate Services	<ul style="list-style-type: none"> ■ More cost-effective, streamlined service delivery to clients, with acceptable service standards ■ Recovery of a greater proportion of service delivery costs

Departmental Performance

This section on performance accomplishments reports results against commitments made in both the 1996 Treasury Board President's Report and the 1996-97 *Part III of the Main Estimates*. Specific commitments are highlighted at the beginning of each sub-section.

During 1996-97, CIC underwent significant reorganization to reduce its costs and improve service efficiency. This resulted in a flatter organization that relies heavily on teamwork, more front-line decision making, increased client responsibility, partnership, and horizontal program management. The department is emerging from this period of restructuring as a stronger, more efficient, and more focused organization.

(i) Change Management

Result to be achieved: Implement renewal agenda

The 1996-97 *Part III of the Main Estimates* identified several Business Process Re-engineering (BPR) projects. Over the past year, the department has made significant progress towards the redesign of business processes and accompanying expenditure reduction, human resource needs and information technology challenges. The renewal initiatives include:

- New Immigration Application Processing System (p. 13);
- Kit Development (p. 14);
- Medical Assessment (p. 15);
- Call Centres (p. 12);
- Integrated Enforcement (p. 22);
- Port of Entry Redesign (p. 20);
- Settlement Renewal (p. 18);
- Citizenship Registration System (p. 18);
- Citizenship Application Processing (p. 18);
- Refugee Status Determination (p. 17).

These initiatives are all in various stages of implementation.

(ii) Service Standards

Result to be achieved: Cost effective, streamlined service delivery with acceptable service standards

CIC has made considerable progress towards the development of service standards that are consistent across the department. During the past year, CIC continued to improve services and reduce costs through its many restructuring and renewal initiatives. The department has established integrated call centres. It is changing the way it develops, distributes and handles applications. It is also improving medical assessment procedures for potential immigrants, and is studying CIC's information technology requirements based on departmental priorities and fiscal realities. The department is meeting its commitments and targets set by Program Review I and II.

The department's regions have co-operated to improve CIC's service standards, identify client needs, and explore opportunities for partnership in their continuing efforts to provide better quality services more quickly, using less resources, and in a more transparent and fair way. The consolidation of physical sites and the flattening of management structures in the regions have helped the department to meet spending reduction targets and rationalize operations. For example, in British Columbia, Prairies and Territories Region, generic officer and clerical positions have been created to deliver both citizenship and immigration services. Ontario Region has

Call Centre

CIC's 23 Telecentres have been consolidated to one Call Centre (with 3 posts located in Vancouver, Montréal, and Toronto) to improve service. Rather than simply reacting to calls, Call Centres allow CIC to meet client needs. Staff are highly trained and supported with tools that help them provide the necessary information to callers. Feedback mechanisms are being developed to help CIC learn more about client needs.

reorganized service delivery in the Greater Toronto area. And in the Quebec and Atlantic Region, the Montréal Call Centre has been centralized for the five Eastern provinces.

During 1996-97, CIC completed a major four-year downsizing project in its overseas offices. Three offices were closed and significant downsizing occurred in a further 26 offices while 28 full-service missions have been maintained.

Consolidation of immigrant processing in a smaller number of larger offices will result in efficiencies of scale while at the same time allowing the department to maintain an extensive network of small offices responsible

Key Result: New Immigrant Application Processing System

CIC is changing the way it processes immigrant applications. In May 1996, pilot projects were completed in Vegreville, Buffalo, London, Manila, and Hong Kong. The pilot results indicate that if clients provide as much information as possible at the beginning, decision making is faster and more efficient. By learning from the people who know the strengths and weaknesses of the operational environments where they work, CIC will implement a new immigrant application process to deliver a quality program within the department's fiscal realities.

Legislative Review

On November 25, 1996, the Minister of Citizenship and Immigration announced the appointment of an Advisory Group to conduct an independent review of Canada's *Immigration Act*. Since the current *Immigration Act* came into force in 1978, it has been amended more than 30 times to adapt it to a rapidly changing environment. This has resulted in legislation that is complex both for the public and for those who administer it.

During 1996-97 the Legislative Review Advisory Group began consultations with experts and representatives from within the federal and provincial governments and from non-governmental organizations across Canada. The Advisory Group will submit its recommendations to the Minister by December 31, 1997.

for the processing of non-immigrant applications. The later will facilitate the movement to Canada of tourists, students, temporary workers, and business persons.

Departmental performance against its stated objectives and commitments is influenced considerably by the actions of other federal departments and agencies, CIC's clients, and stakeholders. The chart below depicts the regular interactions required with other federal departments and agencies to achieve the objectives of CIC's business lines.

Federal Department and Agency Stakeholders	Maximizing Benefits of International Migration	Maintaining Canada's Humanitarian Tradition	Promoting the Integration of Newcomers	Managing Access to Canada
Canadian Heritage			✓	
CSIS				✓
Foreign Affairs and International Trade	✓	✓		✓
Health Canada	✓	✓		✓
Human Resources Development Canada	✓			
Immigration and Refugee Board		✓		✓
Industry Canada	✓			
Justice	✓	✓	✓	✓
Revenue Canada				✓
RCMP	✓			✓
Solicitor General	✓			✓

Performance by Business Line

1. Maximizing Benefits of International Migration

This business line supports the objective of deriving maximum economic and social benefit for Canada from the global movement of people.

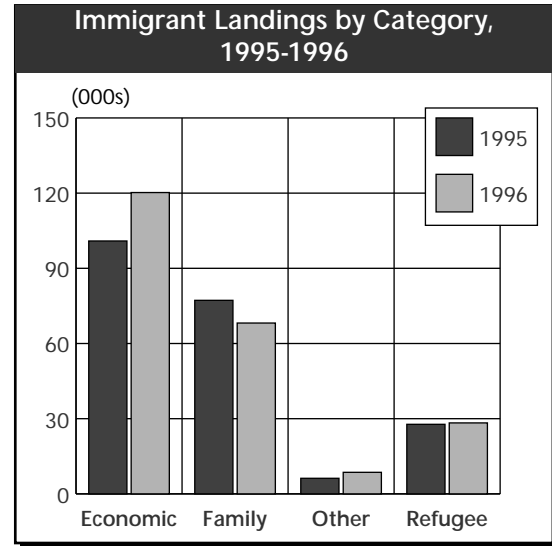
1.1 Immigration Selection

- Results to be achieved:
- Immigration levels 195,000 to 220,000
 - Redesigned application process
 - Redesigned application kits
 - Revised selection criteria for economic stream

The immigration levels range published for 1996 was 195,000 to 220,000 immigrants. A total of 225,313 immigrants were landed in Canada during 1996. The actual number exceeded the projections since more immigrants met immigration selection criteria than expected. The greatest variance from planned immigration levels occurred in the economic class demonstrating that Canada remains an attractive destination for well-trained workers with necessary skills to perform in Canada's high skill economy.

Work continues to develop the new selection criteria for economic stream immigrants.

A Memorandum of Understanding with Canada Post was entered into during 1996-97 to allow for the production and distribution of immigration application kits in Canada through its Docupost service. This new agreement allows for improved service to the public through the maintenance of an easily accessed inventory of kits, and ensures that approved changes can be made quickly to the kits.

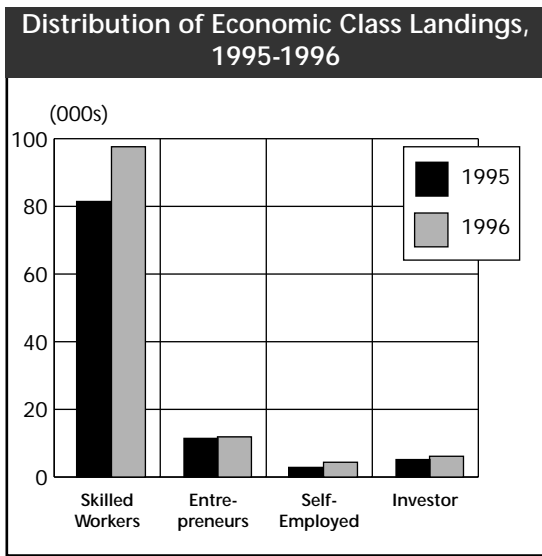


1.2 Business Investor Program

- Results to be achieved:
- Increased entrepreneurial capacity, sources of capital, job creation and trade links
 - Redesigned Investor and Entrepreneur Programs

During 1996 the Investor component of the Business Immigration Program involved commitments of over \$900 million to be invested in Canada. Immigrants in the Business category totaled 22,387, 9.9% of total immigrant landings in 1996. This represents an increase of 15% over 1995. It is estimated that this investment and the contribution of new business immigrants to Canada resulted in over 15,500 jobs created.

CIC has been working with the provinces to develop a new Immigrant Investor Program to maximize economic benefit, limit the potential for abuse, simplify the administration of the program, and share more responsibility for program management with the provinces. Meanwhile, an interim program was established in July 1996 and is in effect until December 31, 1997. The Immigrant Investor Program was designed to attract experienced business persons and investment capital to Canada.



In 1996, CIC reunited 68,165 family members with their sponsors in Canada. This number was lower than the forecasted level of 78,000-85,700 due, in part, to decreased demand in this area. Family class landings in 1996 were, however, still 42% higher than the yearly average family class landings of 48,000 for the previous decade up to 1988. (A 1988 regulation change allowed non-dependent children to be included as family class members and drastically increased family class immigration. It was rescinded in 1992 in order to refocus the family class on the needs of the immediate family.)

1.3 Family Class Sponsorship

Result to be achieved: Implement initiatives to deter default on family class sponsorships

During 1996-97, CIC developed new Family Class Sponsorship Regulations which came into effect on April 1, 1997. These regulations impose new requirements on both sponsors and the family class members they sponsor. They clarify pre-existing regulations and codify pre-existing administrative practice to ensure that sponsorship is respected as a serious commitment and sponsors are willing and capable of meeting their obligations. As well, sponsorship undertakings are now more readily enforceable against defaulting sponsors.

1.4 Medical Assessment

Result to be achieved: Protection of public health and minimized cost burden on health and social services

The department has been working to find new and better ways to conduct medical assessments of prospective migrants and to facilitate the entry of legitimate travellers, including foreign students.

CIC is piloting new methods of conducting medical assessments so that departmental medical officers can concentrate their review on the most serious and problematic cases. Pilot projects were launched in 1996-97 in Canada, the United States, and overseas. The department will continue to review the evaluation reports on all pilots as they are completed.

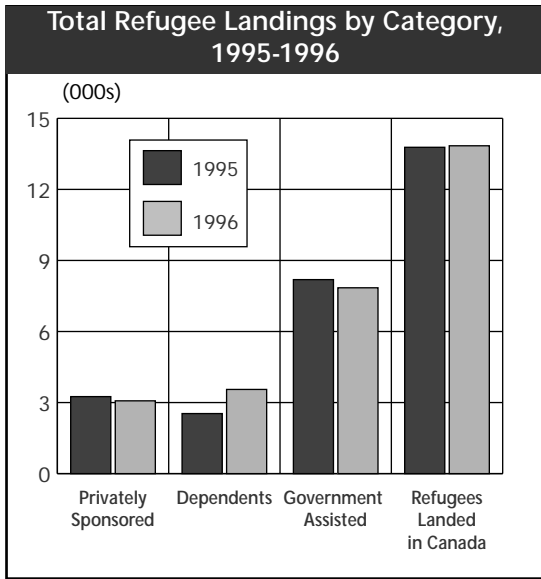
2. Maintaining Canada's Humanitarian Tradition

This business line supports the objective to protect refugees and persons in need of humanitarian assistance.

2.1 Refugee Landings

Results to be achieved: Refugee levels of 24,000 to 32,300

The announced level range for refugee landings in 1996 was 24,000 to 32,300. The actual number of refugee landings was 28,315.



2.2 Private Sponsorship of Refugees

Results to be achieved: Consultations with NGOs
 Sponsorship Agreements signed
 Increased number of private sponsorships

In 1996, the Minister of Citizenship and Immigration approved a standard sponsorship agreement, the result of consultations and negotiations with the non-governmental organization (NGO) community. The agreement reflects views expressed by NGOs about ways to revitalize the private sponsorship

process. Approval of agreements with individual refugee sponsoring organizations is ongoing. Consultations occurred in 1996 leading to an improved regulatory framework for refugee processing which introduces new regulations to facilitate private sponsorship. Private sponsors were encouraged to participate in the "3/9 program", a joint government-NGO pilot developed in response to the crisis in the former Yugoslavia (see p. 26).

2.3 Refugee and Humanitarian Assistance

Results to be achieved: New guidelines on assessing humanitarian and compassionate considerations
 Provide benefits (Interim Federal Health Program)
 Implement Russia Project

During 1996-97, CIC developed new regulations that would apply to people identified overseas as requiring humanitarian consideration. Selection under the Humanitarian Designated Classes Regulations is based on more universal criteria and applies to individuals in refugee-like situations.

Key Result: Interim Federal Health Program

Refugee claimants and refugees who are not included under any provincial health coverage rely on the Interim Federal Health Program to provide essential medical services they require. Almost 400,000 invoices are processed for 60,000-70,000 clients annually. An Edmonton firm, FAS Benefit Administrators Ltd., handles the processing of health care claims. This contract, which was submitted to open competitive bidding, has been cost effective and avoided the establishment of an expensive in-house administrative system.

This includes, for example, people seriously and personally affected by armed conflict for whom no durable solution is likely to be found within a reasonable period of time. The new classes represent a flexible approach that will allow Canada to offer more effective help to people for whom resettlement is the best response to their humanitarian needs.

2.4 Post-Determination of Refugee Claimants

Result to be achieved: Streamline post-determination of refugee claimants in Canada

During 1996-97, the department prepared to streamline the process for post-determination of unsuccessful refugee claimants in Canada. The new Regulation, in effect since May 1997, still permits risk reviews on cases but eligibility criteria are tightened and the review is no longer automatic. Serious criminal or security cases will be excluded from the process.

Key Result: Canada-Russia Migration Assistance Project

CIC, in co-operation with IRB and with funding from the Canadian International Development Agency (CIDA), is delivering a technical assistance project to assist the Government of Russia in the development of its Federal Migration Service (FMS) principally in the area of refugee determination. The department signed an Administrative Agreement with CIDA in May 1996 to secure \$873,000 in funding for the project. CIC is providing an additional \$300,000. Canada was the first country to design and propose to implement an immigration technical assistance project of this magnitude in Russia in recognition that immigrant-receiving countries like Canada benefit from other nations' ability to manage global migration pressures.

2.5 Undocumented Refugees

Result to be achieved: Provide means to deal with refugees without documentation

On January 31, 1997, the Undocumented Convention Refugees in Canada Class Regulations entered into force. These Regulations provide an effective means of granting permanent residence to Convention refugees from countries where sustained civil war prevents them from obtaining documentary proof of identity. The Regulations balance the need to integrate these refugees with the legitimate concern of the government and the Canadian public to know who settles in the country.

2.6 Information Requests from the Immigration and Refugee Board

Result to be achieved: Reduce time taken to respond to requests from IRB

Considerable progress has been made to enhance CIC's ability to respond to IRB requests for case-related information under an MOU signed in 1995. While the number of requests increased to 786 in 1996 from 189 in 1995, the time taken to respond was 6 to 8 weeks in 1996, down from 10 to 12 weeks in 1995.

2.7 Adjustment Assistance Program

Result to be achieved: Increased Assistance for Refugees

In 1996-97, the department made amendments to terms and conditions of the Adjustment Assistance Program (AAP). The AAP now provides income support to privately-sponsored refugees in cases of sponsorship breakdown and increased financial assistance to refugees with special needs.

3. Promoting the Integration of Newcomers

This business line supports the objective of defining membership in Canadian society, enhancing the role of Canadian citizenship, and supporting the adaptation, settlement and integration of newcomers.

3.1 Settlement Renewal

Result to be achieved: Improve settlement programs/services

Immigrant settlement services include language training for adult newcomers, orientation services, interpretation and translation services and referral to community resources, para-professionals and job counselling. Currently, both the federal and provincial governments administer these services for immigrants. Discussions are underway with the provinces to realign these services so that the provinces and territories would administer all settlement services (except for adjustment assistance for government-assisted refugees) on behalf of the federal government.

Settlement renewal consultations with various stakeholders across the country were completed in June 1996. These consultations determined that the issue of funding for settlement services is a crucial concern for all provinces. In March 1997, the federal government made available an additional \$62.3 million for immigrant settlement activities annually. The additional funding was allocated to services in various provinces based on the number of immigrants they receive. For example, resources allocated to services in Ontario and B.C. (the provinces to which the largest number of immigrants are destined) were augmented by \$35.3 million and \$22.4 million respectively (or 91% of total additional funds).

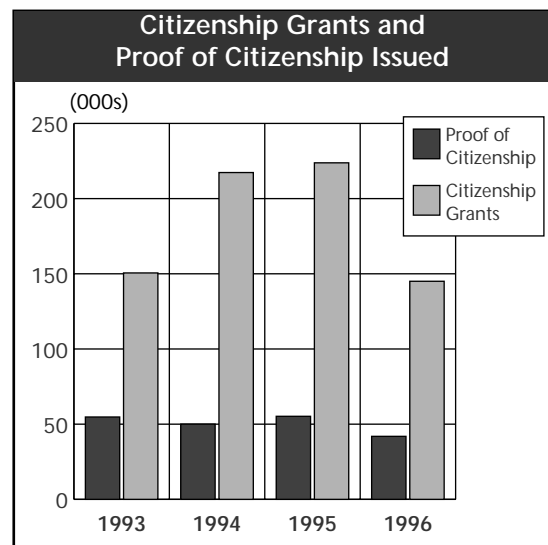
3.2 Citizenship Renewal

Result to be achieved: Improved efficiency of the citizenship process
 Implement citizenship registration system

The new automated Citizenship Registration System was introduced in December 1995. This system is designed to meet the processing and production requirements of the Citizenship program. The new system replaces CIC's manual registration procedures. During 1996-97, this system was installed at all CIC call centres in addition to the Case Processing Centre (CPC) in Sydney, several local CIC offices, and the Integration Branch at NHQ.

The move to mail-in processing of citizenship applications has eliminated a step from the citizenship process. Clients mail applications directly to the CPC, instead of waiting to meet an officer to file their citizenship application in person.

The department issued 145,028 Grant of Citizenship Certificates in 1996, representing a decline of 35% over 1995 when 223,795 Certificates were issued. This decline was primarily due to a decrease in demand. The number of grant applications received in 1996 was some 160,000 compared to 192,000 in 1995.



Key Result: Reduction of Backlog at CPC Sydney

The department was faced with a backlog in Sydney of pending citizenship grants in excess of 75,000 as of December 1996. The CPC in Sydney implemented initiatives designed to significantly reduce the backlog to manageable levels. The backlog of applications for citizenship grants was reduced by 77% to less than 17,000 by March 31, 1997, the lowest level in over five years.

3.3 *Citizenship Act*

- Results to be achieved:
- 50th Anniversary celebrations launched
 - Work towards a new *Citizenship Act* and Bill C-49

During 1996-97, the department developed new initiatives with the public and private sectors to promote citizenship. Special citizenship ceremonies were held in communities across Canada in January to commemorate the 50th anniversary of Canadian citizenship. These were followed between February 10 and 17, 1997, by **Canada: Take it to Heart**, an annual week-long celebration of Canada's citizenship, symbols and heritage. This is a partnership campaign with the Department of

Canadian Heritage and the Heritage Canada Foundation staged around three elements: National Citizenship Week, Heritage Day and National Flag of Canada Day.

Although a new *Citizenship Act* was not tabled in 1996-97, the department participated in the introduction of Bill C-49 which would have amended the current *Citizenship Act* to replace decision making by Citizenship judges with a streamlined process administered by departmental staff. Bill C-49 was not passed before dissolution of Parliament in April 1997. However, CIC continues to explore possible ways, including legislation, to improve the efficiency and integrity of the citizenship process.

3.4 Language Benchmarks

- Result to be achieved: Language benchmarks introduced

The department completed and launched the Canadian language benchmarks which provide a common set of standards to describe language competency in English. A complementary assessment tool determines language proficiency and training requirements for new immigrants. During 1996-97, the department also began exploring the development of French language benchmarks, with the assistance of the province of Quebec.

Key Result: 50th Anniversary of Canadian Citizenship

On January 1, 1947 the Canadian *Citizenship Act* came into effect. Prior to the passage of this important piece of legislation, women and men from this country were considered British subjects residing in Canada. Proclamation of the Canadian *Citizenship Act* in 1947 changed all that. Prime Minister William Lyon Mackenzie King received the first citizenship certificate at a citizenship ceremony held in Ottawa where he had the honour of being the first to say "I speak to you as a citizen of Canada".

Canada became the first nation in the Commonwealth to create for itself a national identity other than that of a British subject.

During 1997, Canadians from coast to coast are commemorating this special milestone in the history of the country. The 50th anniversary is an opportunity to think about the meaning and value of Canadian citizenship. It is also a chance to reflect with pride on how much Canada has accomplished as a country.

Partnerships with other federal departments, as well as sponsorships from the private sector, have assisted CIC in promoting this special anniversary throughout Canada.

4. Managing Access to Canada

This business line supports the objective of preserving the integrity of Canada's citizenship, immigration, and refugee programs and protecting the safety, security, and well being of Canadian society.

4.1 Port of Entry Redesign

- Results to be achieved:
- ✔ Strengthened port of entry procedures through ongoing Revenue Canada/CIC partnership
 - ✔ Increased number of high-risk travellers intercepted at Canada-USA border

Canada and the U.S. collaborated during 1996-97 to implement technology-based programs and services that expedite the clearance of low-risk travellers and those with a history of compliance, and allow agencies to focus their attention on high-risk travellers. These programs, known as CANPASS in Canada and INSPASS in the U.S., have been implemented at selected points of entry in both countries. An evaluation was conducted on the CANPASS pilot projects and areas recommended for improvement have been identified and are being addressed.

Planning for the Transition in Hong Kong

In March 1997, the Minister of Citizenship and Immigration announced that holders of certain Hong Kong travel documents would be exempt from Canada's visitor visa requirement. This announcement followed adequate guarantees from the Chinese authorities for the removal of Hong Kong residents found inadmissible to Canada. It underlines the important principles of continuity and autonomy promised for Hong Kong after July 1, 1997. Canada has longstanding and close ties with Hong Kong.

Reimposition of Visitor Visa Requirement for Chilean Citizens

In June 1996, the Minister of Citizenship and Immigration announced that citizens of Chile would again be required to obtain a visitor visa to travel to Canada. After the Canadian visitor visa requirement was suspended, Chile became the largest source of refugee claimants. In the first six months of 1996, over 2,000 Chilean citizens made refugee claims in Canada. In the cases heard by the IRB, the majority were found not to be bona fide refugees. While Canada is committed to assisting genuine refugees, the imposition of a visitor visa was required to decrease the number of cases of organized abuse of the immigration laws.

Following the announcement of the creation of the new Canada Customs and Revenue Agency (CCRA) in 1996, CIC has worked in partnership with Revenue Canada to determine the roles and responsibilities of CCRA with respect to Ports of Entry.

During 1996, CIC pursued negotiations with the United States on a Memorandum of Agreement for responsibility-sharing with respect to movements of refugee claimants. These negotiations have established a climate of cooperation on asylum issues of concern to both countries.

A pilot project was launched at the Lester B. Pearson International Airport in September 1996 to test a streamlined procedure to deal with refugee claims made by individuals when they arrive in Canada. It has resulted in a reduction in processing time and backlogs and a standardized and consistent means of dealing with refugee claims. It is being implemented at all major airports in 1997. The resource savings at Pearson Airport have been re-allocated to measures such as disembarkation checks on arriving flights to address the issue of Improperly Documented Arrivals and CIC's ability to assess administrative fees under the MOUs with airline companies with respect to passenger screening. Disembarkation checks at Pearson Airport have increased on average from 50 to 150 per month resulting in a corresponding increase in identified improperly documented travellers.

CIC wins Award of Excellence for Our Missing Children Program

In June 1996, CIC, Revenue Canada and the RCMP won a Treasury Board Award of Excellence for their joint efforts to prevent cross-border child abductions. Our Missing Children Program has returned nearly 500 children to their rightful guardians and has helped in the investigation of more than 2,000 cases since 1989. The program has achieved national and international acclaim.

4.2 Intelligence and Interdiction

Result to London Project be achieved:

The London Project, a co-operative effort between CIC and the airline industry, was launched in 1996-97. The primary goal of the project is to reduce the total numbers of inadmissible passengers utilizing the major London airports of Heathrow and Gatwick as gateways to Canada. The secondary objectives are to reduce the numbers of Improperly Documented Arrivals in Canada who had embarked from or transited through London and to reduce the use of Heathrow Airport by professional smugglers. The project is directed by a Working Group composed of representatives of CIC Enforcement Branch, the Air Transport Association of Canada (ATAC) and several carriers serving Canada from Heathrow and Gatwick Airports.

One of the major activities of this project to date was a three-week interdiction exercise conducted at Heathrow Airport in November and December 1996. Three Canada-based Immigration Officers were specially deployed to assist the airlines in document screening of Canada-bound passengers. They worked closely with airline and security company staff and were under the guidance of Canada's Immigration Control Officer in London. During this exercise, 75 persons were intercepted and 28 arrived as Improperly Documented Arrivals. Valuable information was obtained concerning document use and other smuggling methodologies. The project also enhanced the working relationships between CIC and its airline partners.

4.3 Detentions and Removals

- Results to be achieved:
- Increased number of foreign criminals removed
 - Increased effectiveness and decreased costs for detentions

During 1996-97, CIC conducted a review to assess the effectiveness of its removal program. As a result of this review, measures have been introduced that will reduce administrative work, streamline removals, and enable enforcement officials to concentrate efforts on the most challenging removals cases.

Total removals in 1996 were 5,838 vs. 4,798 in 1995. In 1996, 1,838 criminals were removed from Canada. This represented an increase of 9.6% over the previous year.

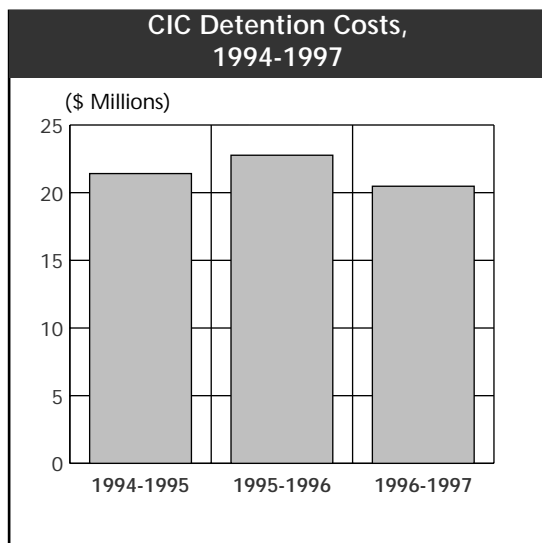
During 1996-97, the department prepared to eliminate the Deferred Removal Orders Class (DROC). The elimination of DROC in May 1997 will reduce the number of failed refugee claimants who seek to delay their removal. Through the streamlined Post-determination Refugee Claimant Class (see p. 17) Canada will, however, continue to recognize that certain failed refugee claimants under removal order should not be removed to situations where their personal safety would be at risk.

Modern Day War Criminals

In 1996, CIC established a specialized unit to deal with war crimes related cases. The unit monitors and tracks these cases to ensure that they are given priority through the enforcement process. Approximately 50 such individuals have been removed to date from Canada. Canada has contributed to the development of international jurisprudence in dealing with modern day war criminals.

In response to the recommendations of the Tassé Report on Removals that emphasis be placed on keeping removals staff better informed, particularly on issues that affect them directly, the department held a national Removals Symposium in March 1997. Participants shared concerns, made observations, and put forward recommendations to improve program effectiveness and efficiencies. Based on the staff's input, an action plan of 11 major tasks has been developed to address the recommendations and concerns.

The following chart demonstrates the decreased costs for detention during the past year which resulted from a more strategic approach to detention decisions.



4.4 Integrated Enforcement

Result to be achieved: Improve efficiency of enforcement process

CIC has been integrating its enforcement process into a more collaborative “team oriented” and results-focused process in cooperation with its domestic and international partners. The scope of the project includes changes to the enforcement process, to the skills and competency requirements of the people performing enforcement tasks, to the information technology required and to the enforcement performance measurement system. Planning for more integrated delivery of the enforcement process is complete with the exception of final identification of the information technology requirements. NHQ and the three domestic regions will continue to work together to identify these information technology requirements as the regions move forward to implement other aspects of the integrated delivery. As part of this strategy, the Ontario region has begun the implementation of the Greater Toronto Enforcement Centre (GTEC) with a target move date of January 1998. GTEC brings staff from four physical locations (RHQ — Directorate and Intelligence, Investigative Services, Hearing and Appeals Office, and the Detention and Removals Office) into one complex.

5. Providing Corporate Services

This business line contributes to CIC's objective of promoting organizational effectiveness and supporting the department in adapting to its changing environment through the management of resources, knowledge, and partnerships.

5.1 Resource Management

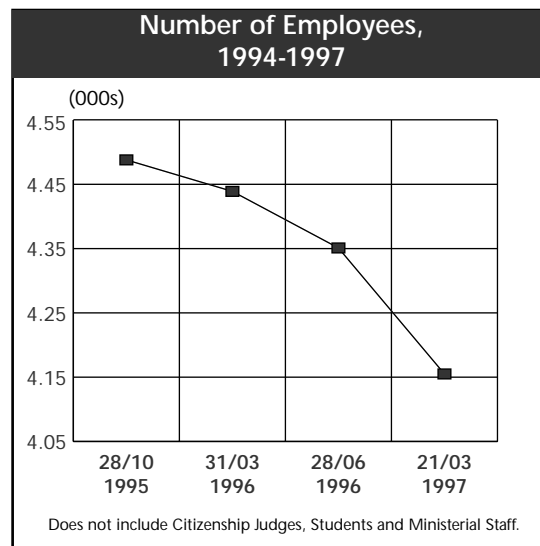
- Result to be achieved:
- Enhanced Human Resources strategy
 - Implement systems modernization
 - Recovery of greater proportion of service delivery costs

(i) Human Resources

In December 1995, CIC became a Most Affected Department as a result of Program Review and related renewal and reorganization initiatives. Staffing reductions at National and Regional Headquarters are now complete. The local offices at the regional level continue to work to define their new organizational structures and to plan for required staffing.

The attrition rate across the department in 1996-97 was 10.6%. National Headquarters alone saw a reduction in employees from approximately 1,105 to 903. An intensive effort to provide information and training sessions to employees considering other employment options was successfully completed. Across the department, 180 employees took advantage of the Early Departure Incentive (EDI) and 89 employees selected the Early Retirement Incentive (ERI) option. This downsizing will result in annual savings to the department of \$23 million.

CIC has undertaken several projects that support the overall directions of the government-wide La Relève initiative, intended to ensure the progression of trained staff to assume senior positions, and to provide momentum and leadership for the revitalization of the entire public service workforce. The department's La Relève report has been submitted. In March 1997, CIC began



planning for the creation of a Steering Committee to undertake initiatives in support of departmental accountability for La Relève.

(ii) Information Technology — Systems Modernization

For the past three years, CIC has been designing and implementing a modern departmental information management and information technology infrastructure. The program has improved many aspects of the department's information technology and business processes. Major achievements as of March 31, 1997 include:

- installation of POS+ cost recovery management system at International Region offices;
- improvements to telecommunications;
- implementation of a new e-mail system;
- installation of a departmental "intranet" to strengthen the sharing of information within the department;
- improvements to the Computer Assisted Immigration Processing System (CAIPS), the Call Centres, Case Processing Centres, and the Citizenship Registration System.

It was originally intended that the systems modernization program would be implemented over five years. However, a project review conducted in February 1997 concluded that

the program was not meeting its expected objectives. For this reason, a temporary suspension of the program was announced in March 1997 while a team of business and technology experts re-evaluated the project to identify the key priorities. As a result, CIC's modernization delivery plans will reflect priority needs in light of the department's fiscal realities.

(iii) Revenue Generation

Amendments were made to the CIC fee schedule effective January 2, 1997 which reduced the number of fees by approximately one half. The fee changes have:

- simplified the current fee schedule by establishing uniform fees for processes that require similar resources to provide similar outputs;
- increased the processing fee for visitor services and other services subject to user fees; and
- eliminated maximum rates for all services with the exception of visitor visas for tourists and employment authorizations for groups of performing artists and staff.

Reorganization of the fee schedule will make it easier for clients to determine amounts to be paid and will reduce the number of applications returned due to incorrect fee payment. These amendments are projected to generate additional revenues of \$24.6 million annually.

(iv) CIC's Expenditure Management System

In 1996-97, the department approved an integrated finance and material management system which will be implemented in 1998-99 in accordance with the government's financial information strategy. A team was established in 1996-97 to undertake the implementation project. As well, work continued during 1996-97 on measure to improve the processes for receiving and handling cash and negotiables. Implementation is forecasted for 1997-98.

5.2 Knowledge Management

- Results to be achieved:
- ✓ Support government-wide policy development
 - ✓ Develop national framework to improve public education and community relations

(i) Research and Policy Formulation

CIC is committed to working with other departments and agencies to undertake research, develop policy solutions and deliver programs more effectively. Government-wide priorities must be integrated into the work of each department to ensure consistency in the federal government's focus and approach.

Research initiatives developed across departments and agencies enhance the knowledge of the federal government and ensure that the full implications of the research conducted are understood. Recognizing the value that broad research knowledge brings to departmental policy making, CIC made an active contribution to the work of the government-wide Policy Research Committee in 1996-97. Specifically, the department played a lead role in the government-wide work on human security and social cohesion.

CIC has contributed to a number of other government-wide policy initiatives. During 1996-97, CIC integrated section 41 of Part VII of the *Official Languages Act* (OLA) into its strategic policy, planning and review process.

Metropolis Research Project

During 1996-97, CIC continued its support of the Metropolis research project. The focus of the research efforts is on the integration of migrants in cities and on the transformation of cities by migrants. The project represents a significant opportunity to expand government's capacity to deal with strategic, cross-jurisdictional issues by enlisting the help of the external research community. The project is intended to support evidence-based decision-making. In 1996-97, four academic Centres of Excellence in Vancouver, Toronto, Montreal and Edmonton became fully operational.

Twenty countries and four international organizations participated in the first international Metropolis conference, held in Milan in November 1996. The first national Metropolis conference was held March 6-8, 1997 in Edmonton. The theme of the conference was "Responding to diversity in Metropolis: Building an inclusive research agenda."

(ii) Public Outreach and Information

During 1996-97 the department continued to address Canadians through published material, posters, events supporting National Citizenship Week, the celebrations of the 50th anniversary of the *Citizenship Act*, the information provided on the internet as well as through invitations for written submissions to the Legislative Review process.

In addition to public outreach, the department also receives and responds to requests for information under the *Access to Information Act* and the *Privacy Act*. In 1996, the department received 1,277 requests under Access to Information and processed 1,168. Of the requests processed, 20% were completed within 30 days and a further 35% were completed within 60 days. The department received an additional 2,789 requests under the *Privacy Act* and processed 2,687. Of the requests processed, 80% were complete within 30 days. The department also receives and responds to many requests for information under information sharing agreements with other federal departments and other public agencies.

In addition to the information provided to the public, the Deputy Minister and the Associate Deputy Minister circulated regular bulletins to all CIC staff to keep employees well

informed of the implementation of renewal initiatives and changes in the department.

5.3 Partnership Management

Result to be achieved:

- ✓ Enter into agreements with provinces
- ✓ Alternate Service Delivery
- ✓ IRB and CIC Administrative Framework Agreement

(i) Federal-Provincial Agreements

Partnerships with other federal departments and agencies, other levels of government, NGOs, the private sector, and other countries have become an integral part of the way citizenship and immigration programs are delivered in Canada and overseas. The department entered into several new agreements and partnerships during 1996-97.

CIC concluded a federal-provincial agreement with Manitoba in October 1996. CIC is committed to achieving its objectives in partnership with the provinces. The Canada-Quebec Accord continues to serve as one example of a federal-provincial agreement. CIC continues to study the possibility of modernizing existing federal-provincial agreements, and negotiating new agreements with the remaining provinces.

(ii) Alternate Service Delivery

Alternative service delivery is another form of partnership in which partners deliver the service on the department's behalf. The department has undertaken three key alternative service delivery projects:

- Settlement Renewal, under which CIC is seeking to transfer settlement services and associated funding to the provinces (see p. 18);
- Memorandum of Understanding with Canada Post to allow them to produce and distribute immigration and citizenship kits in Canada through their Docupost service (see p. 14); and

- agreements with the network of Designated Medical Practitioners (DMPs) to coordinate the medical assessment of immigrants (see p. 15).

iii) The Immigration and Refugee Board and CIC

CIC and the Immigration and Refugee Board signed an Administrative Framework Agreement in December, 1996 to develop new and better ways of working together to ensure timely resolution of inquiries, appeals and claims. The department and the Board will work closely to monitor the framework and to measure improvements in response time and, generally, to enhance coordination within the ministerial portfolio.

C. Key Reviews

Results of Program Evaluation Studies

Evaluation of the 3/9 Refugee Sponsorship Program:

This pilot project was initiated in September 1995 in response to an urgent appeal by the United Nations High Commissioner for Refugees (UNHCR) to resettle 5,000 refugees from war torn former Yugoslavia. The 3/9 project was one component of CIC's response to the need for resettlement of refugees from the area of former Yugoslavia. Canada resettled 1,000 refugees in response to the appeal, 650 of whom were under the 3/9 sponsorship. Under the 3/9 sponsorship arrangement, the government provided for the first three months of financial assistance and a sponsoring group provided for the following nine months or until the refugee family was self-sufficient. The evaluation indicated that the program was successful in increasing the number of refugees coming to Canada above the target levels and was a positive experience for both CIC and sponsoring groups. The department is studying how this model of successful partnership between the government and non-governmental organizations could be given broader application.

Evaluation of Language Instruction for Newcomers to Canada Overseas (LINC):

The evaluation found that LINC was meeting its objective of providing basic communication skills to new immigrants to facilitate their integration, and also highlighted the importance of cultural orientation. The findings will be taken into consideration in defining the enduring federal role as the prospect of provinces taking responsibility for language training is pursued through Settlement Renewal.

Results of Internal Audits

Workforce Adjustment: CIC participated in the Treasury Board directed audit of the Workforce Adjustment Program. The findings indicated that the renewal effort by CIC followed a business and implementation plan that took into account impacts on both employees and clients. At Headquarters, administrative infrastructures were put in place (e.g., Workforce Adjustment Committees), managers and staff were assigned to specific WFA activities, and monitoring and reporting systems were established. Similar efforts were in place in the Regions with most offices well advanced with their renewal implementation plans.

Audit of Missions Abroad: In 1996/97 on-site audits were conducted of the immigration programs in Port-au-Prince, Guatemala, Moscow, Nairobi and Beijing, completing a two-year cycle of management audits of selected missions abroad. The audits were designed to review and assess management principles, practices and processes, including the degree of compliance with legislation, policies and procedures associated with the delivery of the immigration program. The reviews indicated that the program is being delivered effectively. Strengths were exhibited in planning and in initiatives to enhance service delivery and risk management practices. However, weaknesses were identified in the control systems for cost recovery and forms control. As a result of the audit observations, improved controls in these areas were identified as delivery priorities and are currently being implemented.

OAG Audit of Service Quality: In September 1996, the Auditor General released his report on a government-wide audit of service to the public. The 13 frequently used government services audited included CIC Telecentres and applications for Canadian citizenship. In his report on Service Quality the Auditor General observed that departments have not met government expectations for implementing the Service Standards Initiative. In response, CIC launched the Client Service Initiative which includes the development of three major components: national client satisfaction management system, local service delivery and community outreach. An automated client satisfaction management system is being piloted in the Quebec/Atlantic Region. Consideration will be given to implementation in 1997/98.

Other Key Reviews

Operational Controls at Ports of Entry (POEs): Following the arrest by the RCMP of two CIC Port of Entry employees, Mr. Roger Tassé, O.C, Q.C., was asked to assess the control framework in place at Ports of Entry. He concluded that no material errors or abuses were disclosed in the handling and reconciliation of public funds. The review also found no other instances of CIC staff involvement in illicit activities for personal gain or financial reward but rather documented a high degree of commitment to the effective delivery of the immigration program. Other recommendations made concerning the enhancement of the procedural and administrative control framework are currently being implemented.

Horizontal Reviews

OAG Audit of the Refugee Determination System: The OAG is currently conducting a review of the refugee determination system, cutting across CIC, the IRB, the RCMP, and CSIS as the first phase of its comprehensive, value-for-money audit of the department.

Section IV: Supplementary Information

A. Listing of Statutory Portfolio Reports

Mandatory Tabling of Report in Parliament (1997)

REPORT	REQUIRED TABLING DATE	AUTHORITY
Citizenship and Immigration – <i>Access to Information and Privacy: Annual Report</i>	Within 3 months after the financial year in respect of which it is made or, if the House is not then sitting, on any of the first 15 days next that it is sitting	R.S.C. 1985, c. A-1, s. 72(2) and R.S.C. 1985, c. P-21, s. 72(2)
Citizenship and Immigration – <i>Annual Immigration Plan*</i>	Each year, no later than November 1 or, if Parliament is not sitting, no later than 15 days after the House has resumed sitting.	R.S.C. 1985, c. I-2, s. 7, as amended by S.C. 1992, c. 49, s. 3
<i>Loans to Immigrants – Annual Report</i>	Within 6 months following the commencement of each fiscal year or, if Parliament is not then sitting, within the first 15 days next that the House is sitting	R.S.C. 1985, c. I-2, s. 119(4); as amended by R.S.C. 1985 (4th Supp.) c. 1, s. 27.
<i>Minister's Permits – Annual Report</i>	Within 30 days following the commencement of each fiscal year or, if Parliament is not then sitting, within the first 30 days next that the House is sitting	R.S.C. 1985, c. I-2, s. 37(7)
Report on Sustainable Development**	Within two years after coming into force of the December 15, 1995 amendments to the <i>Auditor General Act</i>	S.C. 1995, c.43, s. 24(1)
Immigration and Refugee Board – <i>Access to Information and Privacy: Annual Report</i>	Within 3 months after the financial year in respect of which it is made or, if the House is not then sitting, on any of the first 15 days next that Parliament is sitting	R.S.C. 1985, c. A-1, s. 72(2) and R.S.C. 1985, c.P-21, s. 72(2)
Immigration and Refugee Board – <i>Rules made by the Chairman</i>	On any of the first 15 days on which the House is sitting after approval of the rules by the Governor in Council	R.S.C. 1985, c. I-2, s. 65(2), as amended by R.S.C. 1985 (4th Supp.), c. 28, s. 18

* Available at CIC's Internet address <http://cicnet.ci.gc.ca>

** Background information available at CIC's Internet address <http://cicnet.ci.gc.ca>

B. Contacts for Further Information

Maryse Brunet-Lalonde
Director General
Public Affairs
Citizenship and Immigration Canada
Jean Edmonds Towers South
19th Floor, Section D
365 Laurier Avenue West
Ottawa, Ontario K1A 1L1

Phone: (613) 941-7077
Fax: (613) 941-7099

Ann Ratcliffe
Director General
Strategic Policy, Planning and Research
Citizenship and Immigration Canada
Jean Edmonds Towers South
18th Floor, Section D
365 Laurier Avenue West
Ottawa, Ontario K1A 1L1

Phone: (613) 957-5956
Fax: (613) 957-5955

Jerry Robbins
Director General
Finance and Administration
Citizenship and Immigration Canada
Jean Edmonds Towers North
4th Floor, Section A
300 Slater Street
Ottawa, Ontario K1A 1L1

Phone: (613) 954-4443
Fax: (613) 957-2775

Joan Atkinson
Director General
Selection
Citizenship and Immigration Canada
Jean Edmonds Towers North
7th Floor, Section B
300 Slater Street
Ottawa, Ontario K1A 1L1

Phone: (613) 941-8989
Fax: (613) 941-9323

Gerry Van Kessel
Director General
Refugees
Citizenship and Immigration Canada
Jean Edmonds Towers South
17th Floor, Section D
365 Laurier Avenue West
Ottawa, Ontario K1A 1L1

Phone: (613) 957-5874
Fax: (613) 957-5869

Agnès Jaouich
Director General
Integration
Citizenship and Immigration Canada
Jean Edmonds Towers North
5th Floor, Section D
300 Slater Street
Ottawa, Ontario K1A 1L1

Phone: (613) 957-3257
Fax: (613) 952-0594

Pierre Bourget
Director General
Enforcement
Citizenship and Immigration Canada
Jean Edmonds Towers North
8th Floor, Section B
300 Slater Street
Ottawa, Ontario K1A 1L1

Phone: (613) 954-6132
Fax: (613) 954-6765

C. Financial Summary Tables

Summary of Voted Appropriations Authorities for 1996-97 — Part II of the Estimates

Financial Requirements by Authority (\$ millions)

Vote	1996-97 Main Estimates	1996-97 Actual ¹
Citizenship and Immigration Program		
1 Operating expenditures	315.6	329.1
2 To write off from the Accounts of Canada 2,676 debts due to Her Majesty in Right of Canada amounting in the aggregate of \$1,687,554	–	1.7
5 Capital expenditures	14.6	9.4
10 Grants and contributions	256.2	298.9
(S) Salary and motor car allowance	0.0	0.0
(S) Contributions to employee benefit plans	28.6	29.7
(S) Refunds of amounts credited to revenues in previous years	–	12.7
(S) Payments to private collection agencies pursuant to section 17.1 of the <i>Financial Administration Act</i>	–	0.1
(S) Court awards	–	0.0
(S) Spending of proceeds from the disposal of surplus Crown assets	–	0.0
Total Program	615.0	681.6

1. Includes Supplementary Estimates of \$91.3 million plus Statutory adjustments of \$14.0 million. Supplementary Estimates include: Grants to the provinces for the integration of immigrants (\$58.6 million); 1995-96 Carry forward amount (\$14.6 million); Most Affected Department status funding for departure incentives (\$9.8 million); Right of Landing Fee Implementation Costs (\$1.7 million) and other items (\$6.6 million).

Capital Projects¹

(\$ millions)	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97	Future Years' Requirements ²
CIC Systems Modernization ³	17.2	19.2	23.9	23.5	39.9
Total Capital Projects	17.2	19.2	23.9	23.5	39.9

1. This schedule includes all operating and capital resources.
2. The total estimated project cost is \$99.8 million. This reflects the approved project authority.
3. Previous systems development projects have been amalgamated into the CIC Systems Modernization initiative, which will use new investments to modernize departmental information systems. Definitions relate to the classes and approval levels that apply to Capital Projects: S-EPA/TB (Substantive Estimate – Effective Project Approval/Treasury Board authority).

Transfer Payments by Business Line

(\$ millions)	Actual 1994-95	Actual 1995-96	Total Planned 1996-97	Actual 1996-97
Promoting the Integration of Newcomers — Grant				
Grant for the Canada-Quebec Accord	90.0	90.0	90.0	90.0
Grants to provinces to respond to growing need to assist immigrants in integrating	—	—	—	63.3
Total Grants	90.0	90.0	90.0	153.3¹
Promoting the Integration of Newcomers — Contributions				
Immigrant Settlement and Adaptation Host Program	13.7	14.1	14.3	14.5
Language Instruction for Newcomers to Canada	1.9	2.0	2.2	2.2
	91.4	94.6	101.9	93.5
Maintaining Canada's Humanitarian Tradition — Contributions				
Adjustment Assistance International Organization for Migration	45.4	43.1	45.8	34.0
	1.8	1.7	2.0	1.4
Total Contributions	154.2	155.5	166.2	145.6
Items Not Required				
Designated Counsel ²	0.4	—	—	—
TOTAL TRANSFER PAYMENTS	244.6	245.5	256.2	298.9

1. Variances between actual and planned spending are mainly due to the Grants to provinces for the integration of immigrants which were approved through the 1996-97 Final Supplementary Estimates.
2. Under Bill C-86, provision for Designated Counsel was eliminated in 1992-93.

Immigration Loans

	Actual 1994-95 (\$000s)	Number of Loans 1994-95	Actual 1995-96 (\$000s)	Number of Loans 1995-96	Actual 1996-97 (\$000s)	Number of Loans 1996-97
Transportation, Admissibility and Right of Landing Fee ¹ Loans	7,873	5,097	10,569	4,088	15,013	4,960
Assistance Loans	1,454	3,895	1,568	5,288	1,339	2,565
Total	9,327	8,992	12,137	9,376	16,352	7,525

1. The Right of Landing Fee was introduced in the February 1995 Budget.

Revenues to the Consolidated Revenue Fund (CRF) by Business Line (\$ millions)

Business Lines	Actuals 1994-95	Actuals 1995-96	Total Planned 1996-97	Actuals 1996-97
Maximizing Benefits of International Migration				
Immigration Cost-recovery Fees	145.1	177.8	140.6	172.4
Right of Landing Fees	5.1	169.0	121.7	148.8
Maintaining Canada's Humanitarian Tradition				
Immigration Cost-recovery Fees	6.0	3.8	3.2	3.9
Right of Landing Fees	—	6.9	15.1	18.5
Interest on the Immigrant Loans Program	0.2	0.1	0.2	0.1
Promoting the Integration of Newcomers				
Citizenship Cost-recovery Fees	19.4	21.3	28.3	20.9
Right of Citizenship Fees	0.2	10.5	19.1	14.2
Managing Access to Canada				
Immigration Cost-recovery Fees	2.9	3.5	3.1	3.9
Obligations of Transportation Companies	2.4	4.2	2.3	6.3
Total Revenues to the CRF	181.3	397.1	333.6	389.0

D. Contingent Liabilities

As of March 31, 1997, contingent liabilities estimated at \$156.2 million were outstanding against Citizenship and Immigration Canada. The contingent liabilities are as follows:

- \$121.5 million for two claims related to individuals who, while under deportation order, were convicted of or accused of murder; and
- \$34.7 million related to 16 cases arising from application of the provisions of the *Immigration Act*.

While these cases are before the courts, the department cannot comment on them. They must, however, be recognized as potential liabilities against the Crown and are, therefore, presented for information purposes only.

E. Legislation Administered by Citizenship and Immigration Canada

Citizenship Act, R.S.C. 1985, c. 29, as amended

Department of Citizenship and Immigration Act, S.C. 1994, c. 31

Immigration Act, R.S.C. 1985, c. 1-2, as amended

Immigration Regulations, 1978, SOR/78-172, as amended

Immigration Act Fees Regulations, SOR/86-64, as amended

Refugee Claimants Designated Class Regulations, SOR/90-40, as amended

Humanitarian Designated Classes Regulations, SOR 97-183

Citizenship Regulations, 1993, SOR/93-246, as amended

Annex A:

Crosswalks

1. Crosswalk between 1996-97 Part III Main Estimates and 1996-97 Performance Report

PART III ACTIVITY (BUSINESS LINE)	PRIORITY IDENTIFIED IN PART III (EXPECTED RESULT)	PART III PAGE REFERENCE	PERFORMANCE REPORT PAGE REFERENCE
Citizenship Registration and Promotion	Citizenship Renewal	25	18
In-Canada Service	Private Sponsorship Program	32	16
	Sponsorship Initiatives	32	15
	Humanitarian & Compassionate Guidelines	33	Ongoing*
	Landing in Canada	33	Ongoing
	Investigations Strategy	33	21
	Call Centres	33	12
	Applications Processing	33	13, 14
	Application Kit Management	34	14
	Service Standards	34	12
	Business Immigration	34	14
Settlement	Settlement Renewal	44	18
	Language Benchmarks	45	19
	Allocation of Settlement Program Funds	45	18
International Service	Transformation of the International Service	50	13
	Control Strategy	51	21
	Reporting & Liaison	52	Ongoing
	Russia Project	52	17
	Promotion & Recruitment	52	14
	Information Technology	53	23
	Development of Overseas Health and Medical Services	53	15
Policy	Enriching Canada's Social Fabric	58	18, 25
	Supporting Economic Growth	58	14
	Maintaining a Strong Family Program	59	15
	Realizing Canada's Humanitarian Mission	59	16
	Fair Access and the Rule of Law	59	20
	Serving Canada Better	60	12, 15, 23, 24

*Ongoing: Work on priority is of an ongoing nature.

PART III ACTIVITY (BUSINESS LINE)	PRIORITY IDENTIFIED IN PART III (EXPECTED RESULT)	PART III PAGE REFERENCE	PERFORMANCE REPORT PAGE REFERENCE
Corporate Services	Renewal Agenda	66	12
	Headquarters Renewal	66	6
	Annual Review Plan	66	(Approved July/97)
	Human Resource Support	66	23
	Consolidation of CIC Headquarters	66	Completed**
Planning/Review	Departmental Strategic Planning	66	Ongoing
	Renewal Agenda Implementation Plan	67	12
	Comparison Evaluation of Four Modes of Service Abroad	67	Completed
	Audits of Missions Abroad	67	26
Finance	Expenditure Management System	67	24
	New Reconciliations System	67	Completed
	Costing Review of Citizenship and Immigration Services	68	24
Human Resources	Business Process Re-engineering and Renewal Agenda Initiatives	68	12, 23
	Executive Group Management Framework	68	23
	Movement of Executive Group Staff	68	23
	Restructuring	68	Completed
	Labour Relations	68	Ongoing
	Most Affected Department	69	23
Informatics	Information Technology Infrastructure	69	23
	Electronic File and Client Continuum	69	23
	Right of Landing Fee System	69	Ongoing
	Frequent Traveller Pilot Project	69	20
	CIC Systems Modernization Project	70	23
	Essential Technologies	70	12, 23
	Infrastructure Upgrade	70	23
Citizenship Registration System	70	18	
Administration	NHQ Facilities Consolidation	70	Completed
	NHQ Services Consolidation	71	Completed
	Records and Information Management	71	Completed
Public Affairs	Corporate Identity	71	Ongoing
	Renewal Agenda	71	25
	Outreach Initiatives	71	19, 25

**Completed: Work on priority completed in FY 1995-96 or 1996-97.

2. Crosswalk of 1995-96 and 1996-97 Expenditures

Figures by the new Planning, Reporting and Accountability Structure (PRAS) Business Line represent an estimate of the department's expenditures for 1995-96 and 1996-97 under the PRAS structure. Due to a change to the organizational structure which took place in 1995-96, the expenditure pattern may vary between the two years. In developing the allocation methodology used to produce these estimates, every effort has been made to anticipate fully the impact of the new PRAS on past expenditures. Since the organizational structure in place in 1994-95 does not permit accurate financial comparisons under the new PRAS, no financial crosswalk can be presented for 1994-95.

Crosswalk of the 1996-97 Expenditures (in millions of dollars)

Old Operational Plan Framework	New Planning, Reporting and Accountability Structure					
	Maximizing Benefits of International Migration	Maintaining Canada's Humanitarian Tradition	Promoting the Integration of Newcomers	Managing Access to Canada	Providing Corporate Services	Total
Citizenship Registration and Promotion			28.0			28.0
In-Canada Service	50.5	1.5		111.8		163.8
Settlement		41.2	266.0		0.8	308.0
International Service	30.4	19.2		2.9	2.1	54.6
Policy		1.7			6.4	8.1
Corporate Services	5.1		2.9	2.8	108.3	119.1
Total	86.0	63.6	296.9	117.5	117.6	681.6

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Crosswalk of the 1995-96 Expenditures (in millions of dollars)

Old Operational Plan Framework	New Planning, Reporting and Accountability Structure					
	Maximizing Benefits of International Migration	Maintaining Canada's Humanitarian Tradition	Promoting the Integration of Newcomers	Managing Access to Canada	Providing Corporate Services	Total
Citizenship Registration and Promotion			27.2			27.2
In-Canada Service	44.0	1.6		106.2		151.8
Settlement		50.1	203.4		2.3	255.8
International Service	31.6	12.3		3.0	2.1	49.0
Policy		1.3			7.5	8.8
Corporate Services	7.1		4.8	2.6	90.2	104.7
Total	82.7	65.3	235.4	111.8	102.1	597.3