



Plans

**STRATEGIC RESEARCH RECHERCHE ET EXAMEN
AND REVIEW STRATÉGIQUES**

Medium Term Research Framework

June 1998

RESEARCH UNIT UNITÉ DE RECHERCHE



Medium Term Strategic Research Framework - Citizenship and Immigration Canada

Introduction

While there exists a long history of research on immigration, on citizenship/identity and on experiences of visible minorities, there is an equally long-standing gap in research which has direct application to the Department's policy levers. Further, at least in relation to economic research, the focus has - in the past - been at the national level, where the concentration of immigrants is much lower and therefore much less apparent than in our major urban centres. As a result, the research has often indicated that there is little impact from immigration, as the analysis does not adequately reflect the high concentrations in particular urban areas. This, combined with the absence of evaluations of immigration programs - for many of the same reasons as the absence of research linked to policy levers - has made it difficult to support policy proposals with relevant empirical research or information.

Canada's immigration policy is based on the premise that immigration contributes to Canada's economy and society and that there is a responsibility to manage immigration in the public interest. Among the contributions immigrants make to Canada are: to bring needed skills and international business linkages; to provide a source of population growth which contributes to an expanding economy; and to enrich Canada's multicultural tradition through cultural diversity. However, the policy also recognizes the importance of the effective economic and social integration of immigrants if these benefits are to be realized. We make explicit policy decisions to admit immigrants to Canada in the expectation that they will become fully participating citizens. Successful integration is considered the cornerstone to public acceptance of Canada's immigration program.

Immigration policies must also reflect and be consistent with the Government's broader policy directions and priorities, while at the same time taking account of and accommodating the needs of provinces in this area of shared jurisdiction. Immigration policies must be either directly supportive of Government priorities (e.g. by facilitating entry of highly skilled workers to ensure that Canada has access to the expertise needed to compete in a knowledge-based society) or at least not inconsistent with the broad Government agenda and direction (e.g. by providing training to those immigrants who arrive without the skills needed to participate in Canada's rapidly evolving economy).

Annual immigration levels have risen from 85,000 in 1985 to about 225,000 today. The level of immigration since 1990 has been the highest experienced since before World War I - the only other time in Canada's history when immigration levels were at or above 200,000 for any consecutive set of years. At the same time, the economy has undergone major structural changes affecting the nature of work and the attributes needed to succeed in a changing labour market, and unemployment in Canada has been persistently high in certain regions and age groups.

On a per capita basis Canada admits proportionately more immigrants than most other immigrant-receiving countries (0.7% compared to 0.4% for Australia and 0.3% for the United States) and is experiencing a dynamic evolution of the mix of immigrants entering the country in all categories. It is not only that major source regions have shifted from Europe to Asia over the last twenty years, but within today's immigrant flow are very diverse populations, from varying backgrounds and experiences and with differing integration needs, one from the other.

The effects of these diverse and different populations with their individual needs are magnified by the fact that 75% of immigrants are destined to urban areas, with 62% to Canada's three major urban centres. While the foreign born accounted for 17.4% of the national population in 1996, 35% of Vancouver's population, 18% of Montreal's and 42% of Toronto's were foreign born. This makes the social, cultural, and economic impacts of immigration in urban centres much more apparent and concentrates the demand for mainstream and special services.

Linking Research to Strategic Priorities

There are a number of frameworks used to express Departmental and Government strategic priorities. A research plan must be capable of reflecting these priorities and their intersections, but there is no single, obviously "correct" approach.

CIC's four business lines are articulated along our major program objectives:

- maximizing the benefits of international migration;
- maintaining Canada's humanitarian tradition;
- promoting the integration of newcomers;
- managing access to Canada.

This framework is used by the Department as the basis for its planning and reporting to Central Agencies. Another framework is the Strategic Corporate Communications Framework that orients the communications functions of the Department.

The Department has also identified a number of very specific short term policy priorities, including new regulations for the Investor and Skilled Worker programs, a review of the Citizenship Act, war criminals, federal-provincial relations, removals and Settlement Renewal. Concurrent with these priorities, and possibly overriding them is the Legislative Review Advisory Group report, which will set the stage for a range of new policy/legislative initiatives.

Immigration and citizenship policy setting does not occur in a vacuum. It reflects a host of changing international and domestic influences. It exists precisely because of the far-reaching immediate and downstream impacts of immigration - on all people in Canada, across all federal departments and other levels of government. For this reason, research must be situated in the context of broad government policies and priorities, informing the Department and other partners and stakeholders of the relationship of citizenship and immigration programs and policies to the objectives of other players.

Research Objectives

In brief, the Department's research agenda must meet a number of concurrent objectives.

Overall:

- to provide the Minister with the information needed to develop sound policy, in the short and medium term; to support policy change, to assess the impacts and successes of existing policies; to provide a basis for discussion of alternate directions;
- to situate both specific policies and the broad direction for citizenship and immigration in the context of the overall government agenda - for example, the knowledge-based society, skilling the work force, youth, our international presence, etc. - and in the context of policy directions of other federal departments;
- to address the shared responsibility of immigration across the federal government and the provinces, which reflects areas of common interest and informs federal-provincial discussions and negotiations from a common set of data and information; and
- to expand our knowledge base and serve the Department's public education objectives (e.g., the Strategic Corporate Communication Framework).

Perhaps the highest priority for research for the Department - given a present mismatch of available research to needs - is that **related directly to the Department's policies** and programs, that is, research which can support specific policy initiatives. At the same time, there is a need to expand our knowledge base on immigration and citizenship, to support broad framework strategies and to inform on the broader question of "levels" and "absorptive capacity". These objectives are obviously complementary.

In the near term, the research agenda will have to respond to the immediate needs for research, for example, on new selection criteria for skilled workers, new citizenship legislation and the analytical and research support for the Department's response to the LRA recommendations.

The Research Challenges

Because the decision to admit and naturalize immigrants is an explicit one, Canadians - the public and governments alike - ask questions about immigrants which they would not necessarily ask of Canadians. What is the impact of immigrants on the labour market, on the economy, on our institutions? What do immigrants contribute and what is the cost to Canadians? What is the impact on those already resident in Canada? What knowledge should immigrants possess before they become citizens?

These are important, valid questions, which must be addressed if we are to understand the impact of the immigration program and to determine if we are meeting our public policy objectives.

The "right" level of immigration is often viewed in the context of a country's absorptive capacity. But what is "absorptive capacity" and how is it defined? Is there a "right" level of immigration - a precise annual number?

"Absorptive capacity", in broad terms, refers to a country's ability to accept and integrate immigrants with minimum immediate disruption to the country's economic and social fabric.

Or, to integrate immigrants in a manner which leads the resident populations to be accepting and welcoming of immigrants who may have different languages, cultures, religions, and ethnicities from those who have been resident, for many generations, in Canada and in our urban centres - where most immigrants settle. In answering the question about the “right” level of immigration, we find that this question may be as much about “who” as “how many”, or as much about “where” as “how many”.

In thinking of the research challenge, consider the following situation: What would happen if a large number of Canadians suddenly moved from one province to another? Would the impact on the receiving province be positive or negative? Would those who are resident in the receiving province welcome the new arrivals, or would they be concerned? Clearly the answers would depend on a number of factors - who is it who is moving, do they require special services, will they find jobs easily and contribute to the economy, can the schools handle the influx, is there housing, do the new arrivals impact on the opportunities of the residents, or on access by residents to traditional institutions, services? Do the new arrivals share the same language, religion, culture as the resident population, do residents feel threatened by the large influx, or do they perceive that the new arrivals bring new ideas, new experiences, a welcomed variety in cultural activities or foods? Have the new arrivals concentrated in a small area or are they dispersed throughout the province where their impacts may be more readily absorbed by schools and social institutions?

These are precisely the questions which together “define” absorptive capacity - along with a notion of tolerance of newcomers and a sense of the impact on the social cohesion of the society.

However, in searching for the answers to these questions in the context of this “Canadian” example, we would not be surprised if researchers told us that they could not determine the precise impact of this movement of individuals into the Province. Nor would we be surprised if they told us that it is very difficult to determine who is displaced in the labour market by new graduates entering the labour force or the impact on a local, urban labour market of an influx to that (smaller) area. But these are precisely the questions we ask about immigrants, expecting that they should be able to be answered with existing techniques and information.

Immigrants have positive impacts in a number of areas, while at the same time requiring special services which place demands on certain organizations and on resources for funding. It is generally agreed that there is a time dimension - an integration period during which immigrants draw on the country’s resources, but after which they are able to make significant contributions. That said, there is no precise, measurable, level of absorptive capacity or of the timeframe for “integration”. But we can look for signals that we are able to integrate immigrants successfully, or we can watch for others which suggest that we are reaching our capacity. Our inability to integrate immigrants effectively would be signalled by undesirable impacts on our economy, society or institutions.

There is no simple, single answer to the questions “what is the right level of immigration” and “what is our absorptive capacity”. Rather, we must examine all available information, weighing the balance of evidence on the economic, social and community impacts of immigration.

In order to answer questions about immigrants and their impacts, we must be able to identify them in the appropriate context. That is, **we must be able to identify and distinguish immigrants as distinct in their characteristics and behaviour from Canadian-born.**

Traditional macroeconomic models which have been used to assess the economic impacts of immigration (for example, the Economic Council of Canada study) do not distinguish the characteristics of immigrants from Canadian born, as existing modelling techniques do not allow us to identify individuals who differ from the “average”. For this reason, these studies, when examining the impacts of varying levels of immigration, are in fact examining the impact of a population shock - an increase in the number of Canadians, where the additional people are all “average” Canadians. As a result, these studies always tell us that immigration has a small positive impact. But, in fact, the studies cannot assess the impact of admitting individuals who may not all have the ability to converse, or work in one of Canada’s official languages, whose credentials and education may not be recognized by employers, or whose children may need ESL, or who may bring significant knowledge, business and trade opportunities to Canada. Nor can these models examine the dynamics over time - as immigrants proceed through a transition and these individual “deficits” are overcome. These research shortcomings relate both to available methodologies and to data deficiencies.

Immigration has broad social, economic, and demographic effects which, although slow to express themselves at the national level, can be very pronounced at the local level. Much of the research carried out to date has also been concentrated at a national level. As a result, **conclusions about the national impact or significance of immigration grossly underestimate the real impacts felt in our more densely populated areas.**

Overall immigration levels are the sum of three broad categories (e.g. family, economic and refugees) which reflect different policy objectives and have different policy, program, and budgetary implications. **To assist the Department in policy formulation, research must have direct linkages to these federal (and provincial) policy levers.**

One of the major gaps in the research on the impacts of immigration - which can be directly linked to Departmental policy levers - is the **failure to distinguish between the different categories of immigrants.** This means that the **findings cannot be linked to policy levers.** For example, knowing that some national measure of the economic performance of immigrants, generally, has deteriorated tells us nothing about the remedial policy measures that might be taken or even whether there is a need to seek a remedy. (The observation may reflect a changing mix across immigrant categories, changing domestic labour market conditions or changing attributes of immigrants or some combination.)

This is not to say that research which does not differentiate between categories of immigrants is not useful in a policy sense. All categories of immigrants include dependants - children in particular - who have common needs for integration support. Most adult immigrants seek jobs and the vast majority have received their credentials abroad. It is just as important to assess overall integration needs at the national and regional levels as it is to tailor policies and programs to the specific objectives of each broad category of newcomers. There are policies and programs that must be category-specific - selection of skilled workers, terms and conditions of

family sponsorship, settlement services for victims of torture. There are others that might best be applied universally - language training, credential recognition.¹

The economic category - skilled workers for the most part - is made up of individuals who have actively sought to resettle in Canada and who have presumably prepared themselves for the transition. They are accompanied by spouses and dependants who may also be relatively well-prepared. They are screened to maximize the probability that they will make an economic contribution of some sort and minimize the probability that they will become a burden on their host community. This group is expected to generate economic benefits and it is legitimate to assess their performance in terms of measurable economic benefits. They represent about 21% of all immigrants and refugees, with their dependants accounting for a further 32%.

The family reunification category is made up of individuals who are joining family members already established in Canada. They are screened to ensure that their sponsors are able and willing to shoulder the responsibility to integrate them into the host community without cost to the taxpayer. It is legitimate to assess their performance in terms of their demonstrated ability to fare for themselves economically without public support. Family class immigrants represent about 30% of all immigrants and refugees.

The humanitarian category is made up of Convention refugees and other refugee-like persons who are deemed to require protection or relief and who may not otherwise have sought or accepted admission to a foreign country. They represent about 13% of the immigrant and refugee flow. They may arrive destitute and ill-equipped to fare for themselves without public support and part of Canada's commitment is to provide them with the assistance they need to successfully resettle in their host community. The time it takes for individuals in this stream to become economically self-sufficient and the cost of providing them with financial and other support are legitimate measures of the humanitarian program's success.

It is to be expected that immigrants in different categories would “behave” differently and their behaviour must be assessed in the light of the policies under which they were admitted. So we expect economic immigrants and their dependants to outperform other categories on the labour market. We also expect family class immigrants not to appear on the welfare rolls. But we are not surprised when we find that refugees remain dependant on public support for extended periods following their arrival.

¹ In 1995, of immigrants age 15 and over, 36% (or almost 60,260 individuals) spoke neither English nor French and 48% (88,128) had only secondary education or less. Of those 15 years and older who spoke neither English or French, 45,646 had only secondary education or less. Just under 70% of those immigrants with only secondary education and just over 70% of those with no knowledge of English or French were family class or refugees. The balance was largely the dependants of economic immigrants, who are not assessed for their language or education.

In 1996, 50,000 children under 15 years were landed as permanent residents. Thirty-three thousand of these children had no knowledge of either English or French. 10,500 of those with no knowledge of English or French were destined for Toronto, 2,800 for Montreal and 8,000 to Vancouver.

To meet specific Departmental policy needs for research, the challenge is to describe the behaviour of the immigrant population and to explain it in a way that informs the design and use of our available policy levers.

On the citizenship side, information related to the following questions would be of assistance in designing policy, programs and practises: does the acquisition of Canadian citizenship enhance or impede the integration process? what are the factors which contribute to naturalization amongst immigrants? what level of official language proficiency should prospective citizens possess? what are the best practises for citizenship education for immigrants? how are our concepts of citizenship affected by globalization, transnationalism and the computer age?

State Of Knowledge

This section is not intended to provide a comprehensive overview of the current state of knowledge on immigration research, but rather to highlight some areas of direct and immediate interest to the Department, identifying where gaps exist and the reasons for them.²

“Costs and Benefits”

There is frequently a discussion of the “costs and benefits” of immigration, with an implicit assumption that a balance sheet can be drawn up and an accounting statement produced at the end of the year. One might assume that the direct economic benefits and financial costs of immigration and integration are relatively easy to identify - after all, they can be quantified. The social benefits and costs, however, are more elusive as they relate to values (tolerance, diversity) and perceptions, which don't lend themselves to being quantified. In the broader picture, costs might refer not only to financial expenditures, but also to the societal cost should the need for integration support exceed our capacity and immigrants not receive the assistance they need. In addition, Canadians and immigrants benefit from successful integration. In terms of the immigrant, it should be possible to measure the impact of settlement and integration programs. The benefits for Canadians are no less significant, but are much less tangible. The conceptual difficulties surrounding social integration are illustrated by our inability to agree on a definition of what this means (see below).

To determine the full cost of immigrant integration we need comprehensive data on the direct and indirect costs of integration services funded by all levels of government, through a myriad of social service and education programs. Within the federal government, numerous departments have programs which are dedicated to or touch on immigrant integration needs, including: CIC, Canadian Heritage, Health, HRDC, Justice, Solicitor General/RCMP and DFAIT. There are, as well, provinces, municipalities and numerous third parties who fund and deliver services to immigrants.

² Among the topics not discussed above, but which are clearly of interest and importance to the Department are the areas of temporary workers and non-permanent residents and citizenship. These needs are reflected in the research themes and topics below.

Economic Research

Macroeconomic research has indicated that immigration has a small but positive contribution to Canada's economic growth (see above). However, the results of this research are conditioned significantly by the available tools, which do not allow any distinction between the characteristics of immigrants and those of Canadian born. Nor do macro models allow analysis of the outcome of competition in the labour market.

There is, to date, no analysis of the impact of immigrants on employment opportunities of Canadians, or of the impact on specific segments of the labour market, as research has focused on the performance of immigrants themselves, based on available data. However, with social policy reforms at all levels of government and growing concern about particular vulnerable groups of Canadians - such as new entrants to the labour market, those with low skills or those who have been displaced from traditional resource sectors - research is needed both on the performance of immigrants themselves and on the impact of immigrants on the economic and employment prospects of Canadians.

The issue of the impact of immigration on unemployment is complex. As there are both demand and supply elements which interact, this issue must be addressed through a research agenda which includes both elements of the equation. This should also reflect a national and urban focus, immigrants and Canadian born - first to determine how competition is occurring in the labour market and then to look at the implications of immigration for wage rates, for demand and for labour supply.

Studies to date have been at a macro (and national) level and assume that labour markets and the labour force are homogeneous across the country. No information exists on the potential for increased competition brought by immigrants to specific segments of the labour market. Do immigrants - as new entrants to the Canadian labour market - compete directly with Canadian graduates? Do they compete with each other? Do immigrants fill vacancies in important sectors - both low and high skilled? What are the implications of the over-representation of immigrants particularly at the low end of the labour market? Is this indicative of an unwillingness of Canadians to work in these occupations, are immigrants willing to work for lower wages, does it reflect the distribution of skill levels and education of immigrants or are they exploited? To what extent does difficulty with credential recognition and the absence of bridging or certification programs directed towards immigrants result in their underemployment? Or are immigrants and Canadians alike underemployed as a result of Canada's present macroeconomic conditions?

Immigrants represent a significant source of demand for housing and for durable goods and have provided needed stimulus to certain sectors of the economy in recent years. What is the impact of these demands? There is also growing anecdotal evidence that foreign born entrepreneurs are developing niche markets and that foreign born are making major contributions in certain industries such as high tech. Can this evidence be substantiated and measured?

Research on the links between immigration and trade are beginning to show promising results. Rapidly expanding trade links with the Asia Pacific countries and new bilateral and multilateral trade agreements will require more sophisticated managers and a labour force with knowledge of

these countries, customs, languages and business methods. How can we take advantage of immigration to achieve our trade objectives?

A different approach to researching the economic impacts of immigration is needed over the medium term if we are to answer existing and emerging policy questions. The new approach should recognize that the research must be carried out where the impacts are expected to be the most significant (i.e. urban) and not at a level where they will be diluted (i.e. national).

Social Research and Integration

The integration process implicates all levels of government and many social and economic institutions, yet, there is no estimate of the total cost of integrating the around 225,000 new immigrants who come to Canada annually or whether existing expenditures can adequately meet integration needs. The full costs of integrating immigrants go beyond the federal government's traditional role in settlement services and language training. Many federal departments and all levels of government are implicated in programs which contribute to integration: health, employment and community services, social assistance, education and language training for children, policing and justice, etc. All of these programs are facing, and will continue to face, budget constraints that challenge their capacity to deliver not only core services, but also specialized programs to meet the needs of immigrants during the integration process.

Until recently there has been a lack of information to support research into the integration of immigrants. The principal data sources - the Census and a small number of special surveys - have been inadequate because they do not contain a large enough sample of immigrants, do not distinguish between categories of immigrants and/or do not allow the tracking of behaviour over time. In addition, the available data was better suited to support research into the economic and demographic, rather than the social, aspects of immigrant behaviour.

Enormous gaps exist in our knowledge about social integration from a number of perspectives. Apart from the challenges posed by existing data sources (or the absence of data), one of the major reasons for this gap is the difficulty of defining and measuring indicators of successful social integration. Is success defined by the immigrant, by the Canadian or by both?

A seminar sponsored by the government of Quebec in 1994 (Ministère des Affaires Internationales, de l'Immigration et des Communautés culturelles 1994) contributed to setting out the many facets and perspectives of successful integration. This work - dealing with economic, linguistic and sociocultural integration - is one of the rare comprehensive treatments of the concept of integration and is widely used in framing questions on the integration process.

A comment by Peter Li in this regard is instructive: "...It is this interactive process of immigrants becoming a part of Canada and of their being incorporated into Canadian society that challenge academics, researchers and policy makers in their search for conceptual tools and theoretical models in unravelling its complexity."

A further difficulty in examining integration is the absence of any measures of program effectiveness for those settlement programs funded by the federal (or provincial or other levels of) government. Not only are we unable to determine whether settlement funds are spent in an

effective manner (due to the absence of evaluation frameworks and program evaluations), but we have no information on who accesses these services, which would then allow us to determine whether these particular expenditures contribute in a positive or anticipated manner to the integration process of the individual immigrant. (The settlement services might be delivered effectively, but the question remains as to the impact on the immigrant - the broader outcome of the provision of these services.)

Data

Census data offers by far the most comprehensive source of information on the foreign born and allows for important comparisons across groups (e.g. foreign and Canadian born, age cohorts, places of residence, etc.). It has been used effectively to analyse integration patterns of the foreign born, although there is no longitudinal component. (Some studies have used Census cross section data to impute longitudinal behaviour, but the reliability of such analysis is questionable, given the major changes in the composition of immigrant flows and in the state of the economy over time.)

However, as research is needed which provides a closer link to policy intentions and results, and which can inform on how to modify policies to achieve desired results, additional sources of timely data are needed.

The Longitudinal immigrant taxfiler database (IMDB), funded by CIC in partnership with other federal departments and the provinces, matches CIC's own immigrant records with income tax records, tracking the labour market behaviour of different groups of immigrants over time, allowing for a comparison of their earnings with Canadian averages. This data allows, for the first time, for the analysis of relative labour market behaviour of different categories of immigrants over a period long enough to assess the impact of immigrant characteristics at arrival, such as education and knowledge of English or French on their settlement success. It also permits the investigation and measurement of the reliance of different categories of immigrants on social assistance and the measurement and analysis of secondary inter-provincial and inter-urban migration. It also shows promise as a source of data on job creation by immigrant businesses.

CIC is working with Statistics Canada to review the sample size of immigrants included in a number of their regular surveys, with a view to increasing the sample size to one which would support research on the behaviour of the foreign born population as compared to the Canadian born in those surveys - for example, the Population Health survey, the General Social Surveys, the Family Expenditure Survey and the Survey of Consumer Finances. However, there are clearly a number of methodological and financial issues which would need to be resolved before this could take place.

Policy research issues surrounding integration can also be viewed from the perspective of the host society. The research plan contains elements that harness the ongoing public opinion research agenda of the Department to that end. By tracking and analyzing the opinions of a sampling of the general population with regard to immigration and citizenship questions, the Department will gain insight into the attitudes that shape the integration experience, particularly their regional and socio-economic patterns.

Design of the Research Plan

There are any number of models which could be adopted for a research plan. Topics could be organized along the lines of social, economic, demographic, international, etc. And/or by broad policy themes - labour market performance, integration, citizenship. Or by service line, or specific policy initiatives. For this plan, a mix of themes along the lines of both programs and broad policy areas has been selected. It combines a strategic focus on short and medium term needs for research to support policy design, with the broader objectives of situating citizenship and immigration in the broader policy context, with our federal and provincial partners.

The plan is not one which can be met by the Department alone, but which will be achieved through a mix of strategies, including: directed, contracted research; partnered projects with OGDs and the provinces and direction to academics who may be interested in filling research gaps where results are not required on an immediate basis.

The research plan is designed around three broad categories of investment³:

Research Themes - broad areas of policy research under which a number of specific projects will be conducted. The themes would be selected against strategic policy needs with the papers designed to address a number of policy question under each theme. The sub-projects indicated under each theme are simply a first cut at possible research topics. Once a theme is identified as a research priority, a one-day workshop would be convened with experts, to articulate a series of specific research papers. This model has been adopted successfully by Industry Canada and HRDC.

Infrastructure and Data Development - investment in the development and maintenance of new/existing data sources, including the IMDB, surveys etc. and in other forms of research infrastructure, including monitoring of published academic research and new methodologies, of research initiatives in other immigrant receiving countries (the United States, Australia, New Zealand). An effective Departmental research presence requires professionals who are current with research findings, methodologies and data. At present the only research infrastructure being funded is the IMDB; and

Specific Topics - As short term policy needs, or research projects in areas not covered by the “themes” are identified, they will be conducted under this “umbrella”. As seen below, there are currently a number of projects which fit this category.

The tables below articulate in a preliminary way, major research themes and specific projects. Infrastructure needs, beyond that of keeping current with research and methodologies, will fall out of the research themes and identification of data gaps.

³ The databases being developed and the research conducted under the themes and specific topics, are closely linked to the Department’s evaluation activities - to providing information on the outcomes of the Department’s policies and programs. In fact, evaluation frameworks currently being developed make use of our research databases and will draw on “evaluative research” to support their analysis.

“Delivery Options” and Cost

While this inventory of research would be updated, to reflect new needs and completion of certain themes and research papers, it is clearly beyond the reach of the Department to tackle, even over a number of years. Who conducts the research and where, is very much a function of the urgency with which it is required. Those projects which must meet immediate policy design requirements, will need to be contracted out to consultants who can deliver in a short time frame. Academics would be used through direct contract to conduct research of a longer term, less urgent nature. Partnerships with other departments would permit CIC to play a contributory role, rather than project manager, although CIC would be looked to by the provinces to lead on joint federal-provincial projects, with financial contributions from the provinces. CIC currently participates in a number of research networks such as the CPRN and the Policy Research Initiative, which will be used to identify additional opportunities for partnered research, particularly where immigration is viewed to play a supporting role in the policies of other federal departments. For that research which is broadly informative and not of the highest priority, Metropolis could be used as a vehicle to encourage academics' participation. In short, a number of mechanisms would be used to undertake the research, but with significant project management on the part of CIC for those areas where we would lead.

Some possible examples of vehicles to deliver on our needs (in addition to in-house and direct contracts with consultants and academics) include:

Policy Research Seminars - these seminars would serve to bring together experts in a particular policy area, to identify and discuss the policy issues, present and propose research to address the issues. They would sensitise policy makers to differing perspectives on an issue, inform on the way other countries deal with similar challenges and be a forum for presentation and discussion of existing research in the area. They could also serve to flesh out the specific research papers for a particular theme - e.g. demography, or temporary workers, immigrants in business. Expert seminars could also be organized for the Department under this rubric, to take advantage of the presence of foreign government officials or academics.

Experimental Research and Graduate Support - One of the shortcomings in current immigration research relates to the inadequacy of existing methodologies and databases. This category would fund a small number of “experimental” research projects into developing new methodologies to address specific issues - for example, how to examine the question of whether immigrants affect the employment/unemployment prospects of the resident population. In addition, a small number of graduate students would receive partial funding towards their dissertation. (In the past, we have successfully funded a number of graduate students, whose research was directly relevant to the Department and in whom we could develop an interest in immigration research and in specialized sources of data.

Metropolis - There are a number of ways in which Metropolis could be used as a vehicle to meet the Department’s research needs. For example, the Centres could be encouraged, through more active participation by CIC staff in the development of their research plans, to take on research which is not required on a timely basis and which would expand our knowledge base, without necessarily a direct link to policy levers. Metropolis and its networks, nationally and internationally could be used to organize seminars, similar to the one held recently on selection criteria, to delineate a policy direction and associated research needs, or to inform the Department of existing research in an area of interest and provide a venue for discussions with experts. The Metropolis international networks might also serve as a vehicle to access research carried out in other countries - particularly those with similar immigration policies and objectives.

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
Foreign Born and the Labour Market			
<p>Most research on the foreign born in the labour market is confined to the immigrant - permanent resident/citizen population. While this is an extremely important component, we propose - where possible - to extend the scope of traditional immigrant labour market analysis to include non-permanent residents - temporary workers, refugee claimants, students and individuals on Minister's Permits, many of whom in fact remain in Canada and change status.</p> <p>What is the impact of the foreign born (immigrants and non-permanent residents) on Canada's labour supply and demand - an analysis of entry and exit and the contribution of the foreign born;</p> <p>What are the relative contributions of those here on a permanent basis and those who enter to meet specific labour market/employer needs?</p> <p>What are the wages and use of EI or social assistance by foreign born, and what characteristics would predict economic self-sufficiency?</p> <p>What is the employment pattern for foreign born; whom do they displace in the labour market - an analysis by industry of employment and occupation of the foreign born, to examine their patterns of employment over time.</p> <p>The impact on the resident population - are residents displaced as foreign born enter the labour market, or is there a pattern of normal transition through industries and occupations which are fed by the foreign born? In related research we would examine the expenditures of the foreign born and their contribution to job creation.</p> <p>There is evidence that those who arrived in the 1990s have not fared nearly as well in their initial years as those who arrived in the 1980s. Does the pattern of economic performance for new immigrant entrants to the labour market reflect that for new Canadian workers, where there has been an increasing divergence between wages for older and younger (new) workers? Do immigrants compete with this growing group, despite potentially more education, skills and experience? If this is the case, what are the ramifications over the medium to longer term - are there different concerns than for young Canadian graduates?</p>	<p>Labour market impacts are one of the key concerns in the setting of levels, in situating immigration in the context of the federal and provincial governments' economic and social objectives - knowledge-based economy, skilling the workforce and prospects for youth. Analysis of comparative performance across immigrant classes will inform design of selection criteria and inform on the economic integration challenges facing specific immigrant groups - for a more strategic focus of settlement/integration services.</p> <p>Policies and programs - levels, selection, settlement and integration policies.</p>	<p>HRDC, Finance, the provinces</p>	<p>Selection, Integration, Public Affairs, provinces, OGDs</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
Skilled Workers			
<p>To meet the immediate need for research to support the design of new selection criteria for skilled workers. Research is underway using the IMDB to examine the correlation between selection criteria and economic performance of skilled workers, as the basis for design of new criteria.</p>	<p><u>Policies and programs</u> - new selection criteria for skilled workers</p>	<p>HRDC, the provinces</p>	<p>Selection, Public Affairs</p>
Temporary Workers			
<p>What is the composition and characteristics of Canada's flow of temporary workers (those who enter for labour market purposes)?</p> <p>Which industries employ temporary workers?</p> <p>Focus on intra-company transferees: what are the factors which employees take into account when reaching a decision on a transfer or move? Are these factors the same, regardless of the direction of the move - i.e. would the motivation be the same for someone moving from Canada to the U.S. as vice versa? What is the experience of large multinationals in Canada and the United States?</p> <p>To what extent is spousal employment an inhibiting factor in attracting workers to Canada? How have corporations addressed this and what is the magnitude of the problem? How many spouses might be involved and what would be the impact on Canada? (Surveys and interviews with corporations.)</p> <p>What are the rights of temporary workers - access to social services, contributory programs, education, etc. How do these differ - if at all - from those of permanent residents or citizens? (What is the situation in other countries - Australia, the United States?) How long do "temporary workers" stay in Canada and what are our expectations of these individuals as "residents in Canada"?</p>	<p>CIC and HRDC are currently co-operating on a pilot project for software workers. Facilitating entry of foreign workers to meet skill shortages will remain a priority for both Departments.</p> <p>CIC will need to position itself to better address the growing number of intra-company transfers, so that Canada benefits from this flow. Globalization is a fact. As an increasing share of our skilled workforce is mobile, it will be crucial to understand the distinctions and delineation between temporary workers, permanent residents and citizens. What are the rights and responsibilities of these three groups and what are the implications for the interpretation of "citizenship".</p> <p><u>Policies and programs</u> - criteria for admission of temporary workers, targeting for skill shortages, intra-company transferees, temporary to permanent transition.</p>	<p>HRDC, provinces, Industry Canada,</p>	<p>Selection, Integration, Refugee Affairs, Public Affairs</p>
Global Labour Markets			
<p>Most experts agree that the highly skilled population will be increasingly mobile in the next century. What is the nature of this workforce and how should we position ourselves to take advantage of this trend?</p> <p>Will all workers move to jobs, or will jobs move to workers with increased use of electronic communication? (e.g. insurance industry, software). What is the current evidence of these trends? Which industries or occupations lend themselves to move the work to the workers, as opposed to moving the workers?</p>	<p>Labour market impacts are a key consideration in the setting of levels and in the evaluation of federal and provincial government policy success concerning immigrants. CIC will need to better understand this phenomenon so that Canada benefits from its effects.</p> <p><u>Policies and programs</u> - levels, selection, settlement and integration policies.</p>	<p>HRDC, Industry Canada, DFAIT, the provinces</p>	<p>Selection, Integration, Public Affairs</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
What are the implications for our medium to long term strategic policy on temporary workers, on recruitment to meet skill shortages?			
Cross Border Labour Mobility: Canada - U.S.			
<p>A particular case of temporary worker flows and global labour markets is the Canada - U.S. flow. The U.S. INS has proposed a joint study with the Canadian federal government to examine a number of critical aspects of cross border movements of workers, drawing on our respective administrative datasets, among other sources.</p> <p>The proposed issues to be addressed include: has cross border mobility been altered by increasing integration of the Canada/U.S. economies? How has this affected business visitors, professional and other skilled workers, seasonal labourers, entertainers, daily commuting labour and academic exchanges?</p> <p>Is there a need to enhance and/or expand Canada/U.S. educational exchanges for academics, graduate and undergraduate students? How can we facilitate temporary entry for students (co-op and summer terms)?</p> <p>Are there significant migration barriers detracting skilled labour movements into Canada?</p>	<p>Flows of temporary workers between Canada and the United States are poorly understood, from the perspective of a comprehensive examination of who moves and for how long. We also have an interest in understanding the net flows of individuals, by skills and education levels.</p> <p><u>Policies and programs</u> - A better understanding of the push and pull factors affecting Canada-U.S. labour flows may suggest changes to labour mobility policies to better reflects needs, without prejudice to the respective domestic labour markets.</p> <p>This project would fit well with the border initiative and with other policy proposals to facilitate the movement of certain categories of business visitors, across the Canada U.S. border.</p>	<p>DFAIT, HRDC, PCO, Industry Canada, Canadian Heritage, Statistics Canada, the provinces, the U.S. INS, Department of Labor and State Department.</p>	<p>Selection, Integration, Public Affairs, the provinces, other Canadian federal departments, U.S. federal departments</p>
Immigrants in Business			
<p>There are presently three economic programs which have as objectives the creation of businesses, or investment - the investor program, the entrepreneur program and the self-employed.</p> <p>Our knowledge of the economic impact of these programs is limited. Developmental work on the IMDB is required to incorporate tax information from employers, which will allow us to identify both business immigrants and immigrants in business. Immigrants are alleged to have a much higher rate of entrepreneurship than the Canadian born, contributing to job creation and economic growth.</p> <p>What is the extent of business creation by immigrants? What are the characteristics of these immigrants and what is the economic contribution? What are the differences between those we select to establish a business and those who are admitted through other immigrant categories? Do immigrant-owned businesses differ from</p>	<p>This research will provide support for the discussion of economic contribution of immigrants, evaluative information on the existing programs and a comparison with the Canadian-born population. It will also link to research on trade.</p> <p><u>Policies and programs</u> - criteria for business immigrants; economic impact of immigration; levels.</p>	<p>Industry Canada, Canadian Heritage, the provinces, HRDC, Statistics Canada</p>	<p>Selection, Public Affairs, Integration</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
<p>those operated by Canadian-born?</p> <p>Is the entrepreneurial nature of immigrants different from that of the Canadian born population? Why do immigrants start their own businesses? what are the difficulties they encounter when doing so? What help do they receive from their families, their communities (both here and abroad) and the government? What is their perception of the entrepreneurial experience in the host country? Is there a differential role played by men and women?</p>			
Trade			
<p>How do immigrants contribute to Canada's trade flows - imports and exports? Do they create demands for specific imported products? Do they establish links with their countries of origin and opportunities for export and import? Do they enhance opportunities for existing companies through their knowledge of language and customs? Which immigrants work in import/export businesses?</p> <p>What are the links between immigration and investment flows?</p> <p>Is there a relationship between immigration flows and tourism? Does immigration from a country increase subsequent flows of tourists from the same country? How are specific Canadian tourism industry needs met, for example, to provide tourism services in a specific language?</p> <p>A large number of foreign visitors come to Canada to pursue short term English language training. What is the size of this industry and what are the benefits of providing these services? Are there longer term impacts, from, say, increased tourism, decisions to migrate, etc.?</p>	<p>Increased trade opportunities are often cited as a benefit of skilled immigration. What evidence is there that immigrants facilitate Canada's transition to the globalized, knowledge-based economy?</p> <p>What does this suggest for our selection policies, for levels? What are the economic benefits and to whom?</p> <p><u>Policies and programs</u> - levels, selection.</p>	<p>Industry Canada, HRDC, Canadian Heritage, DFAIT</p>	<p>Selection, Integration, Public Affairs</p>
Immigrant Mobility - Secondary Migration			
<p>While CIC has information on the intended destination of permanent residents, it is known that there is significant secondary mobility of immigrants once in Canada.</p> <p>This mobility has implications for provincial policy, for provision of settlement services and for funding. The IMDB now offers an opportunity to examine mobility longitudinally, by destination (province and CMA), by immigrant category and characteristics.</p> <p>The provinces have indicated an interest in collaborating on this research</p>	<p>Mobility of immigrants has implications for levels decisions and affects the positions of the provinces. Secondary migration may also impact on the need for settlement services and on the population count and transfer payments to provinces.</p> <p><u>Policies and programs</u> - levels, provision of settlement services, provincial targeting of immigrants</p>	<p>The provinces, Statistics Canada, Finance</p>	<p>Selection, Integration, Public Affairs, the provinces, settlement agencies</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
Immigrant Profiles (IMDB based)			
<p>The IMDB offers the first opportunity to provide factual information to the public (and the Department) on the economic performance and mobility of immigrants.</p> <p>A profile will depict an immigrant group emphasizing one or more selected characteristic observed to have an effect on the group's labour market behaviour, described in terms of employment earnings, (un)employment insurance benefits and/or social assistance, and, where relevant, earnings from business enterprises. The first set, to be released shortly, will deal with immigrant class, knowledge of official languages and level of education. The second set of profiles will highlight mobility, intended occupation, and age and gender.</p> <p>A number of research contracts are in progress - on immigrant earnings profiles, immigrants and self-employment, immigrant mobility and immigrants and unemployment.</p> <p>In addition to these contracts, there is room to provide profiles of various immigrant categories, to inform as well as to identify trends which warrant further research.</p>	<p>Profiling economic performance and mobility will situate immigrants in terms of federal and provincial government objectives and inform selection criteria and integration policy formulation.</p> <p><u>Policies and programs</u> - selection, settlement and integration policies</p>	<p>HRDC, Finance, Health Canada, Statistics Canada, the provinces</p>	<p>Selection, Integration, Public Affairs, Refugee Affairs, provinces, OGDs</p>
Privately and Government Sponsored Refugees			
<p>How long does it take refugees selected from abroad to be self-supporting? Is the 12-24 month sponsorship period long enough to be effective? What are the differences between government and privately sponsored refugees? Why does it appear that settlement outcomes are better for privately over government sponsored refugees? What about special needs cases? What are the causes for secondary migration of refugees, while they are being sponsored, how many move and to where?</p>	<p>Changes are being proposed for the "criteria" for refugee selection and the delivery of support (RAP) to government sponsored refugees. In addition, little is known about the integration of refugees who have come to Canada under differing programs and sponsorship arrangements.</p> <p>Research will help to inform the federal government, the provinces and service providers alike on the outcomes, allowing better targeting of services to needs.</p>	<p>The provinces, Health Canada</p>	<p>Refugee Affairs, Integration, Public Affairs, UNHCR</p>
Refugee Claimants			
<p>Refugee claimants may be in Canada for some length of time before their claims are determined and before they acquire permanent</p>	<p>Following the Auditor General's report and recommendations from the</p>	<p>HRDC, Finance, Statistics Canada, the provinces</p>	<p>Refugee Affairs, Settlement, Public Affairs, OGDs</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
<p>resident status in Canada</p> <p>At some points in time there have been in excess of 30,000 individuals with outstanding claims. The federal government provides employment authorizations to claimants, to reduce their reliance on social services, yet we have no information on the impact of this group on the labour market, on social assistance or on other social services such as health and housing. Do the employment authorizations and access to other social services act as a draw, as compared to other countries?</p> <p>Nor do we know with any certainty at a point in time how many individual have outstanding claims, how many have been granted refugee status and have applied for permanent resident status, or how many have not applied and their whereabouts.</p> <p>This group is not subject to medical screening for admissibility. How do their short and long term health needs differ from those of permanent residents?</p> <p>How many children from this group are in the school system and what are their needs?</p> <p>Do claimants use Canada as a safe transit to the United States?</p> <p>Are there claimants who receive a positive determination but then do not apply for landing - apart from those known to the government (e.g. undocumented)? How large is this group, how do they support themselves and what is their legal status? Why have they not applied to land?</p> <p>Research on these elements of the program would provide improved information to provinces and the federal government for population/transfer purposes, information on the effectiveness of granting employment authorizations, and on special needs of this population, most of whom remain in Canada.</p>	<p>Legislative Review, more information will be needed on the refugee determination system to support new policies. discussions with the provinces on policy changes will have to be informed, particularly with respect to the number of individuals involved and the costs.</p> <p><u>Policies and programs</u> - employment authorizations for refugee claimants, better tracking of the number of claimants as they move through the system to landing; population count and transfer payments ; designing effective settlement services.</p>		
Asylum Seekers - Motivations and Reactions to Barriers			
<p>Developed countries are continually investing in new policies to deter movements of asylum seekers across borders, or to better control and manage the flow into their own country. Inevitably these are only stop-gap measures, which may succeed in managing or limiting one kind of flow, while creating another - as asylum seekers finds new avenues for legal entry, or resort to other illegal means.</p> <p>What are the motivations of asylum seekers and what behaviour have they exhibited over time when faced with new barriers? What, ultimately, is the most effective and efficient way to address this</p>	<p>Policies related to protection and asylum seekers, international agreements on border controls and UNHCR policies are all premised on a certain rational behaviour and reaction on the part of asylum seekers. A better understanding of the motivations, reactions and risks asylum seekers are willing to take would lead to a more informed policy framework and basis for international co-</p>	<p>DFAIT, Customs, IRB, international agencies and partner countries.</p>	<p>Refugee Affairs, Enforcement, Public Affairs, IRB, Customs, DFAIT</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
<p>flow - from the perspective of multilateral and/or bilateral policies?</p> <p>What evidence exists in this area? Is a survey feasible, or would asylum seekers be unwilling to provide truthful responses, even after their legal status has been resolved?</p>	<p>operation.</p>		
Illegal Migration and Country Strategies			
<p>Illegal and clandestine movements of people are posing increasing challenges for countries in protecting the integrity of their borders. Illegal migration can take many forms, from those with valid travel documents, crossing borders and claiming refugee status, those who enter allegedly with no documentation, those who are smuggled into the country - with no record of entry and those who overstay and remain illegally. The incidence of these various movements shifts over time, reflecting the controls in place at any point in time, the weak links in the system, and the pressures on individuals to leave for improved economic prospects or to flee for reasons of personal security.</p>	<p>Border control, policies on refugee claimants, enforcement and removals issues.</p>	<p>DFAIT, Justice, IRB, Solicitor General</p>	<p>Refugee Affairs, Enforcement, Case Management, Public Affairs</p>
Settlement Models for Different Communities			
<p>A large number of settlement agencies and ethnic communities provide assistance - formally and informally - to newly arrived immigrants and refugees. The types of services and support often differ widely across ethnic communities. What are some of the models used, what evidence do we have on differing outcomes by “model”, what are the implications for policies of targeted integration interventions based on evidence of varying outcomes?</p>	<p>This research will be of particular interest to the provinces for funding decisions with respect to different service agencies. It will also contribute to a better understanding of where targeted interventions for vulnerable populations could improve medium and long term outcomes.</p>	<p>The provinces, HRDC, Solicitor General, Health</p>	<p>Public Affairs, Integration, Selection, Enforcement</p>
Social Services - Impact on and Access to Health, Education, Housing			
<p>While health, housing and education are all provincial responsibilities, the impact of immigration on these services is of high public interest and relates to the broad question of Canada’s absorptive capacity.</p> <p>With respect to housing, how do immigrants affect the availability of housing, how do neighbourhoods evolve and what is the pattern of immigrant mobility across neighbourhoods in urban areas. What is the role of ethnic neighbourhoods in the immigrant integration process, which immigrants remain within these communities and how does this impact on language acquisition and on broader interactions with non-immigrants and the community at large?</p> <p>Do immigrants access health services in the same patterns and to the</p>	<p>These are some of the issues which contribute to understanding Canada’s absorptive capacity, feeding into the levels discussion. Much of the information needed to address these questions resides with the provinces.</p>	<p>Integration, Selection, HRDC, Canadian Heritage, the provinces</p>	<p>Selection, Integration, Public Affairs</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
<p>same extent as Canadian born? How does the concentration of immigrant populations affect the overall availability of health services to the public at large? What special services are required to meet immigrant health needs?</p> <p>The high concentration of immigrant children in and within urban centres places special demands for ESL and other special training on primary and secondary schools. How are these needs being met? What is the cost and what are the impacts of not being able to provide these services to youth? What is the impact on the non-immigrant population in these schools?</p>			
The Integration Process - Longitudinal Survey and Comparative Studies			
<p>While data now exists on the longitudinal economic performance of immigrants, there is no information on the integration process, or the experiences of recent arrivals in Canada. The last longitudinal survey of immigrants to Canada was conducted in the late 1970s.</p> <p>CIC recently completed a pilot test for a longitudinal survey. However, more work needs to be done on the design to bring the cost down to a point where provincial participation is feasible.</p> <p>We would take advantage of lessons learned from the Australian Longitudinal Survey which has completed its second wave and from Israeli experience with longitudinal surveys of immigrants.</p> <p>Provincial participation would be essential, with oversampling in the provinces, to provide information for target groups within each province and to allow provinces to add their questions to the survey.</p> <p>The survey could also be used to track immigrants making use of specific settlement and language programs.</p> <p>In addition to a longitudinal survey of immigrants to Canada information on the success of integration programs in various countries could be collected with a view to determining the potential for transferring best practices across countries.</p>	<p>Policies aimed at the societal integration of immigrants and ethnic minorities have only been partially successful. New initiatives will be needed to ensure the full participation of these communities. The impact of globalization underscores the need for international co-operation.</p> <p><u>Policies and programs</u> - selection, refugee, settlement and integration policies.</p>	<p>Finance, HRDC, Health Canada, Statistics Canada, Industry Canada, the provinces, Canadian Heritage</p>	<p>Integration, Refugee Affairs, Selection, Public Affairs, OGDs, provinces</p>
Credentials/Occupational Attainment			
<p>What is the extent and impact of this problem? To what extent does language play a compounding role in the difficulty of acceptance of credentials? What solutions or alternatives have been successful? What is the impact and pay-off of bridging training?</p>	<p><u>Policies and programs</u> - selection, settlement and integration policies.</p>	<p>HRDC, Industry Canada, Canadian Heritage, the provinces</p>	<p>Selection, Integration, Public Affairs</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
Immigrant Outcomes/Indicators of Integration			
<p>It has been difficult if not impossible to agree on a definition of integration, or - as a result - a set of indicators of integration. How do we know whether our settlement funding has been effective in contributing to the successful integration of immigrants.</p> <p>Evaluations may measure the direct impact of settlement programs on “integration” of immigrants, but with Settlement Renewal these will be the purview of the provinces.</p> <p>As part of the Department’s Enduring Federal Role, can we develop a series of measures which would reflect the social and economic well-being of immigrants, their settlement patterns, civic participation?</p> <p>As the federal government does not control or directly influence most factors which might be argued to contribute to successful integration, these “indicators” would not be indicative of the impact of settlement services - or indicators for which the government would be held accountable - but rather would take the pulse of the immigrant community, and would provide early-warnings for pressure points, in the same way that social profiles of the Canadian population are used to signal pressures from low incomes, welfare dependency, low skills or marginalization.</p> <p>A first step would be to develop a detailed profile of the foreign born based on the wealth of information available from the 1996 Census. This would provide a very useful reference document, which could be updated and which would signal possible areas for future research.</p>	<p>Policies and programs - settlement, integration and selection policies.</p>	<p>Finance, HRDC, Health Canada, Statistics Canada, Industry Canada, the provinces, Canadian Heritage</p>	<p>Integration, , Selection, OGDs, provinces, Public Affairs</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
Citizenship - Acquisition and Participation			
<p>How many immigrants pursue citizenship after landing? Does the take-up rate vary by source country? Does the legislation regarding dual citizenship or tax regimes in other countries affect the take-up rate?</p> <p>What is the relationship between citizenship and civic participation? What are the differences in rights of temporary workers versus permanent residents versus citizens (Charter issues)? What are our expectations of and what are the responsibilities of Canadian citizens?</p> <p>With a growing transnational population, who may move frequently from one country to another over their working careers and who may hold citizenship in one or a number of countries, what are the implications: for the granting of citizenship, if any; for the concept of citizenship - for citizens who are not mobile; for long-term mobile residents who may be holders of dual (or more) citizenship; how are rights and responsibilities articulated and how do holders of multi-citizenship view their responsibilities towards and attachments to their countries of citizenship? Are distinct communities evolving of those who are highly mobile and those who are not? What are the implications for legislation?</p>	<p>Policies and programs - citizenship, integration and settlement policies.</p>	<p>Canadian Heritage, the provinces</p>	<p>Citizenship, Integration, Selection, OGDs, provinces, Public Affairs</p>
Citizenship - Language Ability			
<p>The LLAG proposal for language tests as part of the citizenship process is being examined. However, appropriate benchmarks for this testing have not been researched. A language survey for new citizens, designed to determine the existing knowledge of official languages by new citizens, has been proposed to fill this gap.</p> <p>Before the survey can proceed more work is needed to determine the representative sample size.</p>	<p>This requirement reflects the LLAG proposal that applicants for citizenship be required to pass a test of their knowledge of one of Canada's official languages.</p>	<p>Canadian Heritage</p>	<p>Integration, Public Affairs, the provinces</p>
Attitudes and Tolerance			
<p>CIC contributes to questions on a number of omnibus surveys and purchases subscriptions to major syndicated research studies on topics such as the relationship between public policy and the economy, the nature of government, and citizen engagement techniques.</p> <p>Key questions are tracked over time, allowing CIC to determine support for immigration levels policy and assess the likely drivers of attitudes in this regard.</p>	<p>Attitudinal research has implications for levels decisions and is invaluable in the policy formulation and communications activities surrounding a particular policy initiative.</p> <p>Information on public attitudes is also important to the Strategic Corporate Communications Framework of the Department, particularly its key objective</p>	<p>Canadian Heritage, Privy Council Office, Public Works and Government Services Canada</p>	<p>Public Affairs, SPPR, Service Lines</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
<p>In addition to the placement of questions, statistical research is required to mine the data produced by survey research firms to make best use of these results.</p> <p>CIC also purchases custom public opinion research studies or places questions on omnibus studies to study public attitudes to particular policy initiatives</p> <p>While providing the Department with a workable set of data and analyses, the research projects offer limited opportunity to explore broader issues relating to tolerance.</p> <p>The design for a tolerance survey exists, but it has not proceeded to field.</p> <p>Federal departments are funding the Canadian portion of the 1999-2000 World Values Survey, designed to collect data to enable crossnational comparisons of values and norms in a wide variety of areas and to monitor changes in values and attitudes of mass publics in 45 societies around the world. This survey would provide an opportunity to examine and compare differences or similarities between the Canadian and foreign born populations which might contribute to a better understanding of values as they relate to citizenship and to the responsibilities of "citizens".</p>	<p>of attacking misperceptions and misconceptions around citizenship and immigration in public discourse.</p> <p>Overall information on tolerance indicators has implications for the integration policies of the Department.</p>		
Immigrant Health			
<p>CIC screens immigrants abroad for a number of infectious diseases and illnesses, which may result in their inadmissibility to Canada. What specific conditions are the most likely cause for refusal? How effective is this screening? What are the risks to Canadians from these diseases? We do not screen visitors, what are the risks from this group?</p> <p>Immigrants with inactive tuberculosis can be admitted to Canada, but require medical surveillance. How successful is our medical surveillance program?</p> <p>What is the use of health services by immigrants and how does it vary - by age, by class of admission, by source country? How are immigrant health needs met by existing services and what are the implications for access to the same services by the resident population? How does immigrant use of health services compare to the Canadian born population by age group/income level?</p>	<p>An examination of post entry health care utilization is likely to result in both positive and negative correlations with current health screening procedures and provide a potential quality control tool which could be employed to amend the immigration medical process.</p>	<p>Provincial public health authorities, Health Canada</p>	<p>Selection/Health, Integration, Public Affairs</p>

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Immigrant Children (first generation)			
<p>While the second generation of immigrants has been the focus of much research, what happens to immigrants who come to Canada as children?</p> <p>What are their educational/language/social needs and how are they being met? How does concentration of populations/ethnicities impact on the acquisition of language and social skills by newcomers?</p> <p>What funding is devoted to these integration needs and is it adequate?</p> <p>Which immigrant children are at greatest risk, with respect to their social integration and future labour market and economic prospects - refugee children, those who arrive as teenagers, those with no previous formal education, etc.?</p> <p>What factors contribute to successful outcomes for immigrant children at risk - what are best practices?</p>	<p><u>Policies and programs</u> - provision of settlement services, integration</p>	<p>Education ministries, community and social services ministries, Finance, HRDC, Health Canada, the provinces, Canadian Heritage, NGOs</p>	<p>Selection, Integration, Public Affairs, the provinces, settlement agencies</p>
Foreign Students			
<p>A number of federal departments, provinces and education institutions are interested in promoting the attractiveness of Canada to foreign students - for language training as well as for secondary and post-secondary education. In addition, foreign students are viewed as important prospective immigrants, who have already spent several years in Canada, are well educated and speak English or French. Foreign students have also been an important source of financing for universities' capital projects.</p> <p>However, we know very little about this population. Research on the characteristics of foreign students, the propensity for them to remain in Canada, the duration of their studies and their numbers would all contribute to a better understanding of the size and impact of the program.</p> <p>Foreign students (on authorizations) also form an important component of certain provinces' populations for which they receive transfer payments from the federal government. The method for processing these individuals can, therefore have certain unforeseen consequences.</p>	<p><u>Policies and programs</u> - Canada's education policies concerning foreign students; population estimates and transfer payments to provinces; selection criteria policy regarding the access of foreign students to the skilled worker program; the economic impact of the temporary admission programs.</p>	<p>Industry Canada, Statistics Canada, Finance, DFAIT, Canadian Heritage, the AUCC, the provinces</p>	<p>Selection, Public Affairs</p>

RESEARCH THEMES AND SUB-PROJECTS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
Emigration/Brain Drain			
<p>We generally refer to gross immigration data when we analyse contributions to labour force or population. What new sources can we explore to get a better handle on emigrants, return migrants, Canadians who leave the country for extended periods of work.</p> <p>what is the composition of this flow and what is our balance in regards to brain drain?</p>	<p>A better understanding of the net flows and of the composition of the flows - particularly as these relate to the impact of the immigration program on labour supply. Pinpointing those sectors of the Canadian economy which may be subject to greater inflows/outflows, for employers and educators.</p> <p><u>Policies and programs</u> - levels, education, immigration and the labour market</p>	<p>Statistics Canada, Industry Canada, Canadian Heritage, DFAIT (promotion of Canada as a supplier of education), provinces, Finance (better handle on population flows and stocks), educational institutions</p>	<p>Selection, Integration, Public Affairs</p>
Demography			
<p>What is the contribution of immigration to population growth; can immigration be used to forestall or prevent population decline; what is the sensitivity of population projections to changes in assumptions of other contributing factors, such as the fertility rate.</p> <p>What are the impacts on the age structure of differing assumptions and how realistic are these assumptions?</p> <p>What are the implications of population size for Canada, in terms of urban concentration, environmental impacts? What is the role of immigration?</p> <p>Should or can immigration be used as an explicit demographic tool?</p> <p>What are the implications of immigration patterns for the future “ethnic” composition of Canada’s major urban centres?</p> <p>(Investigative research describing current thinking on many of these issues is underway.)</p>	<p>Should immigration levels be determined on the basis of demographic objectives? How should demographic considerations be factored in to levels decisions?</p> <p><u>Policies and Programs</u> - selection, levels</p>	<p>Other federal departments which have an interest in the age structure of the population - HRDC (labour force, pensions), Auditor General (impact of ageing on the fiscal position), Finance, Health.</p>	<p>Selection, Integration, Public Affairs, provinces, OGDs</p>

SPECIFIC TOPICS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
Live-In Caregivers			
<p>Service Lines and HRDC have expressed an interest in examining the experience of live-in caregivers (LCPs) before and after landing. Are LCPs abused by their employers? What proportion of LCPs remain in the same occupation after landing? Does the labour market require LCPs or does the program promote the need? Why are Canadian-born only attracted to live-out caregiving work? Is this regionally sensitive? If the LCP program was cancelled, how would employers respond? Do LCPs emigrate back to their home country? to another country? without asking for landing? What direct links does this program have to the provision of old age care, day care and care for the disabled?</p> <p>Changes to the program in 1992 were designed to raise the qualifications to attract individuals who would have a higher probability of economic self-sufficiency after landing. The program has not been evaluated, although there now exists sufficient information from the IMDB to conduct evaluative research.</p>	<p><u>Policies and programs</u> - criteria for the Live-in Caregiver program</p>	<p>HRDC, the provinces</p>	<p>Selection, Integration, Public Affairs</p>
Adoption			
<p>Canadians adopt infants from overseas. Some of these children become a burden on the Canadian social welfare system. What is the extent of this burden?</p> <p>Canadians also adopt older persons from abroad. Some of these adoptions are undertaken to circumvent the immigration system. How common is this practice?</p>	<p><u>Policies and programs</u> -selection criteria, enforcement considerations</p>	<p>Health Canada, the provinces</p>	<p>Selection, Public Affairs</p>
Marriages			
<p>How long do immigrant marriages last? Are marriages of convenience a common practice?</p>	<p><u>Policies and programs</u> -selection criteria, enforcement considerations</p>	<p>the provinces</p>	<p>Selection, Public Affairs</p>

SPECIFIC TOPICS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
Immigrant Engineers			
<p>Immigrant engineers have been identified as a group with serious problems with credential recognition. It is alleged that foreign-born engineers are frequently underemployed. What evidence is there that foreign born engineers are not working in their occupations or are underemployed? What are the causes? For those who are working as engineers, what have they done differently from their counterparts? What are the policy implications?</p>	<p><u>Policies and programs</u> - selection, credential review, labour market bridging programs.</p>	<p>HRDC, provinces</p>	<p>Selection, Integration, Public Affairs, HRDC, the provinces</p>
Propensity to Sponsor Family			
<p>It has been very difficult to predict family class flows. Depending very much on culture and the concept of “family” flows from certain countries are fairly steady while those from other countries sporadic or non-existent. For example, in the past we have witnessed significant increases in the number of spouses from Poland and Sri Lanka following refugee flows from those countries. Is the family class self-perpetuating, how do changes in source countries affect subsequent family reunification? Which countries are more likely to sponsor spouses or parents? Is it a function of culture? What is the relationship between initial flows of refugees and subsequent family reunification (beyond the immediate family)?</p> <p>By linking sponsorship applications back to the sponsor’s records, it is possible to conduct research which would assist in explaining shifts in the family class flows.</p>	<p><u>Policies and programs</u> - levels and levels planning.</p>	<p>provinces</p>	<p>Selection, Integration, International, DDN, Public Affairs</p>
Long-term Effects of Arranged Employment			
<p>While the presence of arranged employment provides a very significant short term benefit to new arrivals, as there is essentially no labour market integration or transition period, there is no information on how long this advantage persists. Evidence from Quebec also suggests that the share of immigrants with arranged employment who actually work in the position for which they were selected is low.</p> <p>How many immigrants who enter with pre-arranged employment actually work in that position and how long does the economic advantage persist?</p>	<p>This research would assist in determining the role of arranged employment in the selection of skilled workers - the importance it should be accorded and the effectiveness of the existing program.</p> <p><u>Policies and programs</u> - skilled workers selection criteria.</p>	<p>HRDC, the provinces</p>	<p>Selection, Integration, the provinces</p>
Economic Contribution of Unpaid Work (Family Class)			
<p>Economic contribution has traditionally been narrowly defined to paid work. Immigrant groups have argued that the presence of family (parents) frees up other members of the family to enter the paid labour force and that this economic contribution should be</p>	<p><u>Policies and Programs</u> - levels, family class criteria, economic impact of immigration</p>	<p>HRDC, Statistics Canada, Status of Women</p>	<p>Selection, Integration, Public Affairs, the provinces</p>

SPECIFIC TOPICS	STRATEGIC POLICY LINK	HORIZONTAL LINKAGES	KEY USERS
<p>recognized.</p> <p>What evidence is there that parents provide child care or other household assistance which allows another member to enter the paid work force?</p> <p>What information would be needed to conduct such a study? Could the framework used to estimate the value of unpaid work of females be applied to this question?</p>			
Criminality among the Foreign Born			
<p>Criminality among the foreign born is an important public policy issue, which receives considerable attention in the media. In 1993 a study was conducted using the 1991 Census data to examine criminality among the foreign born in Canada's federal penitentiary system. There have been numerous requests to update this study, to use the 1996 Census information. In addition to the update of the "federal" study, there may be other avenues to pursue with the provinces, to examine this issue from a provincial perspective as well. Which groups are at highest risk, what are the characteristics which contribute to higher risk and what can be done to reduce this risk?</p> <p>Trafficking in women is an issue which is receiving increasing profile and for which there is little information. What is the extent of this issue, what are the characteristics of the women involved, source countries, method of admission to Canada?</p> <p>Is it possible to link federal and provincial records to examine criminality of the foreign born and of foreign born youth, in provincial institutions?</p>	<p>Whenever foreign born are convicted of a serious offence, there is a high level of media attention, based on very little factual information. It is one area where public perception is poorly informed on the overall situation. Information on the characteristics and attributes of immigrants who are incarcerated is also important in the design of programs to mitigate the circumstances which might contribute to a higher incidence of criminality.</p>	<p>Solicitor General, Justice, the provinces</p>	<p>Enforcement, Selection, Integration, Public Affairs</p>
Women at Risk			
<p>What has been the experience to date of the Women at Risk program? Are there lessons to be learned from the integration experiences of women admitted under the program?</p>	<p>Design of the program, type and availability of settlement services</p>	<p>Status of Women, the provinces</p>	<p>Refugee Affairs, Integration, Public Affairs</p>

INFRASTRUCTURE AND DATA DEVELOPMENT

The current major investments in infrastructure and data development are the IMDB and enhancements to the reporting of administrative data for policy analysis and research purposes.

The **IMDB** is funded by a consortium of federal and provincial partners. While the database, with essential information on immigrant characteristics at landing and T1 (Personal income tax form) data are available, there remain a number of additional developments which must be completed to make use of the IMDB to address a number of key policy questions.

The development and outstanding data production work includes: SIC conversion and incorporation; geo-coding, CMA coding of destination and postal codes; outlier identification; variable definition - self-employment, all income, investment income; incorporation of IDSO; completion of user guide; conversion files - occupation, country, class, industry; design of immigrant business data sets; creation of industry concentration files; completion of compendium tables for 1980 - 1995, introduction of family or household unit of analysis and expansion of temporary resident coverage.

It is anticipated that certain research projects - particularly those partnered with the provinces or with other federal departments - may require construction of and investment in new linked datasets.

Apart from specific projects proposed in the framework (such as the longitudinal survey) no other significant infrastructure projects are planned at this time to respond to policy needs. The medium term focus will be on completion of outstanding development of the IMDB and increased usage of this data. This excludes the possibility of linking CIC's sponsorship and citizenship data to landings data.

Within CIC, in the context of the data warehouse, investments will be made in the integrity and accessibility of the Department's administrative data for reporting, analytical and other purposes.