

# POPULATING CAPE BRETON - THE IMMIGRATION FACTOR



## GO FORWARD PLAN

Prepared for:

ENTERPRISE CAPE BRETON CORPORATION

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# 1 EXECUTIVE SUMMARY

This report was developed against the backdrop of an animated public debate on Cape Breton's future largely from the perspective of the depreciating effects of depopulation. It has been assembled at the behest of Enterprise Cape Breton Corporation under the direction of a Steering Committee comprising representatives of a variety of community segments, including human resource development, economic development, youth, citizenship and immigration, and local government. The consulting team was led by Dan White & Associates Limited and included Tom Denton and Bay East Solutions.

The overall objectives of the study as set down in the terms of reference were to:

- develop an immigration strategy for Cape Breton with the potential to attract 600 immigrants over a five year term;
- determine likely skill shortages in Cape Breton over the next decade or more and consider the impact of immigration; and
- develop a long-term immigration strategy that will contribute to economic growth.

This work is the product of primary and secondary research, reviews of published reports and extensive web research, examination of best practices, consultation with key informants, and interviews with interested community stakeholders, various program officials, immigration consultants and labour market analysts. As well, an interim report and preliminary strategic directions were prepared and presented to the Steering Committee and senior officials of Enterprise Cape Breton Corporation.

The report reviews world, Canadian, and Atlantic regional population trends:

- population numbers will rise and peak mid-century, then decline;
- the Canadian population will grow older, retire, shrink, and impact the labour market;
- people everywhere are migrating to cities; large cities are growing larger;
- immigration policies and numbers can modify these trends but will not change them;
- the Atlantic region does not get its proportional share of immigrants to Canada;



- within the region, Cape Breton is attracting only about 20 immigrants a year; and
- robust societies / economies attract migrants; welcoming communities retain them.

Cape Breton's approach to its population issues must acknowledge the link to economic realities, and should be a "population strategy" of which immigration is but one component.

- Cape Breton's small population of immigrants is comparatively well-educated, and has achieved better than average economic success even though not participating in the labour market to the same degree as the general population;
- Cape Breton achieved success with its program to attract retirees, since discontinued due to funding; and
- Cape Breton can anticipate that over the next five years it will experience job openings in high demand occupations, perhaps as many as 1,000.

An immigration strategy for Cape Breton must conform to Federal immigration laws and regulations, as modified by the Province's immigration agreement with Ottawa.

- Family Class immigration holds little promise for Cape Breton at this time, but in later years could prove useful as an echo effect of earlier immigrant arrivals;
- Economic Classes immigration, in the Business subclassification, is an attractive instrument for economic development, but its small numbers of likely immigrants makes it of minor usefulness as a population strategy (even with business success breeding some possibility of an immigration spin-off);
- The Skilled Worker subclassification of the Economic Classes holds promise for Cape Breton, particularly if the Province is prepared to develop its Provincial Nominee Program along the lines that have been negotiated and developed in Manitoba for its highly successful Provincial Nominee Program;
- The Refugee Resettlement program holds the most immediate promise for Cape Breton, particularly if it can receive an allocation of persons under the Federal government-assisted refugee resettlement program; this program develops its own echo effect in subsequent years when other overseas refugees linked to these arrivals are identified for private sponsorship by churches and community groups, and a chain effect takes over; and



- The report cautions that Canadian overseas staff are stretched to the limit processing current immigration numbers, and that in most immigration cases long delays can be anticipated in getting through the queues.

The key to the successful retention of immigrants is a "welcoming community", a term inferring:

- the prospect of employment that is acceptable, suitable, and offers opportunity;
- suitable and affordable housing;
- family or ethnic community connections, or failing these, an actively hospitable community; of course, a hospitable community is needed in any event;
- good educational facilities, including facilities for English language acquisition;
- a proficient immigrant settlement agency, skilled in offering initial supports and services;
- an open and tolerant community that offers easy networking opportunities;
- health, wellness, and other service-providing agencies of a good standard; and
- cultural and faith institutions appropriate to the newcomer.

The report emphasizes the importance of community consensus and support around the population strategy and immigration themes, and the need for a structure and dynamic leadership if this is to be achieved, newcomers attracted, successfully resettled, and retained in sufficient numbers to justify the effort and expense.

Within the context of a population strategy that should have other components, the report recommends that an initial immigration focus be upon the development of a Refugee Resettlement program, a Business immigrant program, and a Skilled Worker program as modified by a Provincial Nominee Program. The report looks at a five-year model, and cautions that a build-up in numbers will only occur over time.



## 2 INTRODUCTION

This chapter briefly considers the population challenges facing the nation as a whole and Cape Breton in particular. It suggests that immigration is one means only of populating and that its impact is better optimized within the context of an overall strategy.

### 2.1 Population Trends A Concern

The world's population has passed 6 billion. Between 1960 and 2000 the population nearly doubled. According to the UN's demographers, it will not double again, but will peak in the 9 to 11 billion range mid way through the 21<sup>st</sup> century. After that, it will begin to decline with relative rapidity. This is due to the combined effects of global increases in living standards (accompanied by spreading use of the birth control pill) that are decreasing birth rates, and the mortality of the 20<sup>th</sup> century's population bulge, the "baby boom" generation.

Within this global context, Canada will reflect similar population trends. The birth rate has already fallen to 1.5 live births per female (population replacement requires 2.1), and is moving toward the even lower levels of the developed nations of Europe, some of which have dropped to 1.2. Former Immigration Minister Denis Coderre spoke frequently of Canada's deaths matching its births by 2026, and growth thereafter being entirely dependent on immigration. But even immigration at annual rates approaching one percent of population, will ultimately be insufficient to overcome mortality rates fueled by deaths within the baby boom generation and its "echo". If Canada continues on its current immigration path, its population will stop growing at about 37 - 38 million around the time that the world's population is leveling off, mid century. Like the world, Canada's population will begin to decline with relative rapidity thereafter.

### 2.2 Migration A Major Factor

Cape Breton will mirror these demographic trends of the world and of Canada. Its challenges will be compounded by an international phenomenon of the past half-century - migration into large cities. Fifty years ago there were only 8 cities in the world with a population of 5 million; today there are 40. The trend in Canada, away from rural areas and small places, to a few large cities, is well known and needs no further description. Whether this trend will continue indefinitely, or be modified as populations consider alternative lifestyle options, is anybody's guess. But at least for a generation, Cape Breton will struggle to maintain its population in the face of these demographic trends and population shifts.





### 2.3 Strategy: Population More So Than Immigration

As Cape Breton considers how and to what degree it might tap into Canada's national immigration strategy, rather than be sidelined and diminished by the population's freedom to move wherever it pleases, Cape Breton should establish first that its over-arching goal is to have a **population strategy**, and that immigration is but one component within it. Whether people migrate from Alberta or Algeria, whether they come as retirees, or vacation home dwellers, or foreign students, or temporary workers, or are born in Cape Breton and are persuaded to stay, they all form part of the economic and cultural sustenance of the region, and are valuable as such. The complex functioning of any successful economy or society requires consumers and producers. A surfeit of the former will attract the latter.

Research underlying this study clearly indicates that economic opportunity is fundamental to success in attracting people, with the capacity to exploit it. Modern economies are built on the premise that it takes skill, enterprise and capital, as well as infrastructure, access to markets, and political stability to exploit opportunities and generate economic growth. Out-migration is the natural outcome of situations in which opportunity or exploitive capacity is lacking.

### 2.4 Vigorous Communities Attract Population

In general, Canada is taking in new immigrants at annual levels purportedly insufficient to off set future population decline. The expectation is that these immigrants will, because of their determination, skills, resources and overall enthusiasm contribute to the future economic growth of the country. Research shows that immigrants have strengthened the country and that they will continue to do so. But the same research leaves little doubt that in selecting places to locate, immigrants are motivated by a strong desire to optimize their potential by engaging diverse robust economies in centres with sufficient cultural, ethnic and religious diversity to facilitate resettlement.

The appeal of immigration to smaller communities such as Cape Breton is that it may be one way of generating population growth. History shows that it can engender higher economic growth as a whole over time. But for Canada's slower-growth regions, it is the pressing need to stem the depreciating effect of out-migration that makes immigration a priority. What is apparent from research of secondary migration trends of immigrants is that attracting them is not enough. Immigrants are no different from a region's native sons and daughters; they will migrate unless opportunity can be found. Small centres like Cape Breton aspire to stable populations, at a minimum; therefore strategies for expanded immigration must be put into effect in tandem with plans for economic advancement. Success in generating economic growth ultimately determines the effect of efforts to attract and retain immigrants.

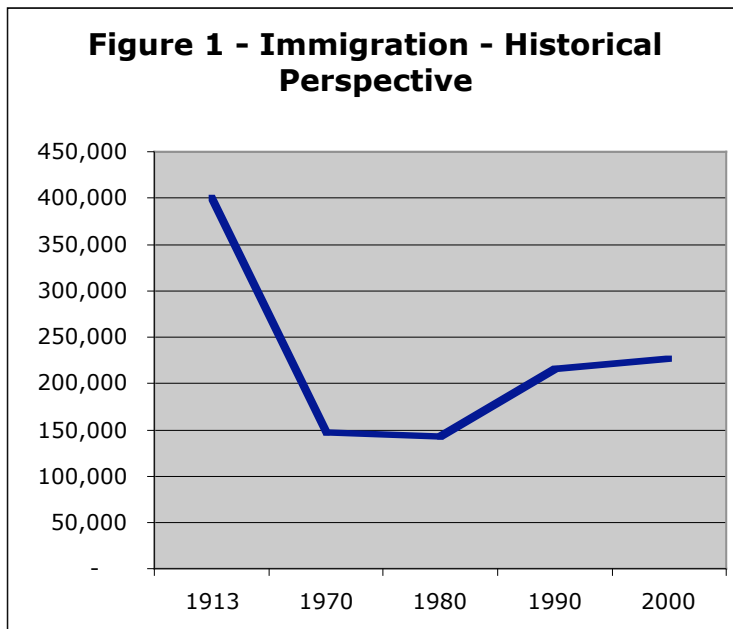


### 3 HISTORIC DATA ANALYSIS – IMMIGRATION

Immigration trends over the past several years are considered in this chapter, recent performance data as reported by Citizenship and Immigration are examined and the overall impact of immigration regionally and provincially is assessed.

#### 3.1 Variation in Levels Until Recently

Looking back at the bigger picture, one sees that over the course of the 20<sup>th</sup> century levels of immigration have varied widely from highs twice that of intake in recent years to lows 95% below current inflows. Over time immigration levels have been influenced by a variety of factors from wars, civil strife, famine, human suffering and public policy changes. Figure 1 below indicates that Canada's immigration levels peaked in 1913 and in recent years have averaged just over 235,000 annually.





### 3.2 2002 Performance Data

Yearly CIC publishes an immigration report card. General examination of 2002 (Table 1 below) data indicates that just over 229,000 immigrants arrived in the Country. In total actual levels slightly exceed the upper targets in the planned range. So, in effect in 2002 levels were 3% higher than planned at the upper range. The 2002 figures consider immigration activity across three program areas or classes: (i) family, (ii) economic, and (iii) other. As well, the 2002 report below considers refugees coming into the country classified as government assisted, privately sponsored, landed in Canada or as dependents abroad.

The area of greatest immigration activity in 2002 was the economic immigrant class. Sixty percent of aggregate immigrants entering the country in 2002 did so in the economic category and within this group, 90% were skilled workers as compared with business or investor immigrants that comprised only 8%. Looking back, 2002 data do not differ markedly in so far as the economic category of immigrants is concerned (Figure 2). The category generates the preponderance of arrivals and skilled workers dominate, where as the family class commands an average 27% share of yearly activity followed by refugees at 11% annually on average.

Table 1 - Immigration Report Card, 2002

Immigrants	Planned Range		Actual Landings 2002	Difference % (Note 3)
	Lower	Upper		
Immediate Family	37,000	41,000	42,775	4%
Parent and Grandparents	19,000	21,000	22,502	7%
<b>Tota Family</b>	<b>56,000</b>	<b>62,000</b>	<b>65,277</b>	<b>5%</b>
Skilled Workers	115,800	125,300	123,357	-2%
Business Immigrants	12,000	13,000	11,041	-15%
Provincial/Territorial Nominees	1,200	1,500	2,127	42%
<b>Total Economic</b>	<b>129,000</b>	<b>139,800</b>	<b>136,525</b>	<b>-2%</b>
Other (Note 1)	2,000	2,800	2,145	-23%
Total Other	2,000	2,800	2,145	-23%
<b>Total Immigrants</b>	<b>187,000</b>	<b>204,600</b>	<b>203,947</b>	<b>0%</b>
Refugees				
Government Assisted Refugee	7,500	7,500	7,504	0%
Privately Sponsored Refugees	2,900	4,200	3,044	-28%
Refugees Landed in Canada	10,500	15,600	10,544	-32%
Dependents Abroad (Note 2)	2,100	3,100	4,019	30%
<b>Total Refugees</b>	<b>23,000</b>	<b>30,400</b>	<b>25,111</b>	<b>-17%</b>
<b>Total Planned</b>	<b>210,000</b>	<b>235,000</b>	<b>229,058</b>	<b>-3%</b>

Note 1: includes live in caregivers and retirees

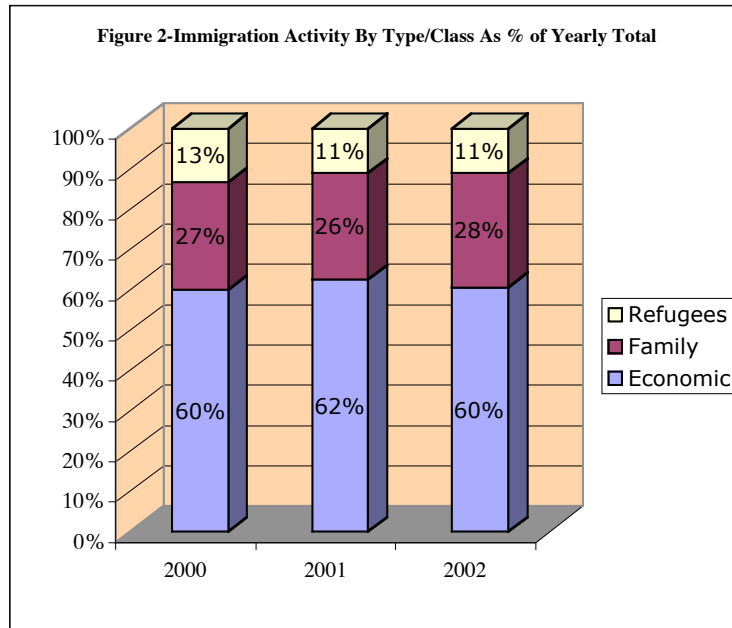
Note 2: Dependents (of a refugee landed in Canada) living abroad

Note 3: Percentage difference calculated using the upper segment of the planned range



### 3.3 Disproportionately Low Levels –Atlantic Canada

It is relatively well known that Atlantic Canada which represents about 7% of the nation's population does not attract a proportionate share of



immigrants. In fact, as indicated in Table 2 below, the Atlantic Region was chosen by only 1% of all new immigrant arrivals in each of the past three years. Unfortunately, over time this situation has not varied significantly.

### 3.4 Nova Scotia- Popular Within the Region

Within the Atlantic Region, Nova Scotia holds appeal to

immigrants attracting about half of aggregate levels on a yearly basis (Table 3). The preponderance settle in Halifax area with the balance locating in other part of the province. Typically, Cape Breton would receive upwards of 7% of immigrants selecting areas in the province outside Halifax. At this rate the Island receives about 20 on average yearly.

**Table 2- Immigration Levels in Atlantic Canada as a % of Total Annual Immigration Nationally**

	2000	2001	2002
Canadian Totals	227,346	250,484	229,091
Atl. Can Totals	2,974	3,057	2,644
Atl. Can % of Total	1%	1%	1%

**Table 3- Immigration Levels in Nova Scotia**

	<b>2000</b>	<b>2001</b>	<b>2002</b>
Canada	227,346	250,484	229,091
Atlantic Canada	2,974	3,057	2,644
Nova Scotia	1,607	1,711	1,419
Halifax areas	1,318	1,378	1,129

### 3.5 Immigrants- Skewed Distribution

Interestingly, the geographic distribution of immigrants is far more skewed than that of the Canadian born population. Almost 75% per cent of immigrants live in Canada's three largest metropolitan areas with only 14 per cent (about 700,000) living outside the country's 25 census metropolitan areas. By contrast, only 25 per cent of those born in Canada lived in the three largest cities and 43 per cent lived in non-census metropolitan areas.

### 3.6 National Retention

For the most part, immigrants who arrive in Canada tend to remain here. In the sixteen year period 1980 to 1996 Canada lost about 15% of its immigrants to emigration. In the same period, Atlantic Canada lost almost half of its immigrants because of emigration and migration to other parts of the Country. Ontario and British Columbia have a higher immigrant retention rate than the country as a whole.

Attracting immigrants to a particular part of Canada, specifically small communities, is a challenge at the best of times. But as noted it is equally as taxing to hold on to arrivals once secured. For example, about 2.6 million immigrants were admitted to Canada between 1980 and 1995 and 1.27 million were tax filers in 1995. Of this number, just over 166,000 (13%) had moved from their province of original destination since 1995. Not surprisingly, Ontario and British Columbia were the beneficiaries of secondary immigrant migration in the report period.

### 3.7 Business Immigrants Migrate

CIC data indicate that business immigrants exhibited the greatest potential to migrate within the country of any of the classes (Table 4). Of the almost 85,000 who landed in the period 1980 to 1995 and were captured in the 1995 tax year, 21,420 or 25% of total had moved from their province of destination. In comparison, 18.6% of 1995 tax filers landed in the refugee category had moved (39,200 of the 210,570 landed over the period) and 15% of tax filers in the skilled worker category. Education levels, age and language skills are major influencing factors in secondary migration among immigrants. Following secondary migration, immigrant tax files reported higher earnings from paid employment and a lower incidence of receipt of



**Table 4- Immigrant Migration  
As Captured in 1995 Tax Year  
Report Period 1980-1995**

	<b>Business Immigrants</b>	<b>Refugees</b>	<b>Skilled Workers</b>
Secondary Migration Totals	21,420	39,200	53,355
Total Immigrants per Category	84,980	210,570	356,840
Secondary Migration %	25%	19%	15%

EI benefits.

CIC reports that by 1995, the Atlantic provinces taken together were left with less than one-half of the number of business immigrants destined there during the 15 preceding years, as a result of a large outflow and very little migration in the opposite direction.

### 3.8 Cities – Immigrant Appeal

Canadians have come to accept the highly urbanized nature of our population and lament the decline of population in rural Canada. In these matters, immigrants are in a class of their own. They have a much stronger preference for cities, especially the largest cities, than the Canadian-born, perhaps because they come mainly from large cities and tend to have a cosmopolitan outlook. To them, the attraction of communities of people with the same origin is strong. Out of necessity, attempts to disperse immigrants must take account of these tendencies and endeavour to somehow accommodate rather than resist them.

These data serve to amplify research by Roderic Beaujot of the Population Studies Centre, University of Western Ontario, which illustrates that in respect of Canadian demographics immigration can make an important if not significant contribution to population growth at levels of about 200,000 yearly. But it accentuates the inequalities of population distribution in favour of Ontario and British Columbia.

### 3.9 Refugees

What is clear is that generally governments have not tried to influence the location decisions of immigrants. However the Canadian government and governments abroad have involved themselves in settlement of refugees and asylum seekers. This may explain that to some degree the more dispersed pattern of refugee settlement than that of immigrants generally. Over the past two decades, the three Prairie Provinces were the destination of 18 per cent of refugees landing in Canada, compared to 13 per cent of all immigrants. Quebec also took a larger share of refugees than of all immigrants: 19 per cent compared to 17 per cent. British Columbia was the destination of 9 per cent of refugees and 17 per cent of all immigrants

The flip side of the discussion of the more dispersed pattern of refugee settlement as compared with that of immigrants is that refugees have the



second highest rate of interprovincial mobility among immigrants in the years following their admission to Canada, after business immigrants. They exhibit a very pronounced geographical pattern of migration, which nullifies their initial larger presence in Quebec and the Prairie provinces.

The out migration rates of refugees from the smaller provinces are quite high: 73 per cent for the Atlantic region and 68 per cent for Saskatchewan. Clearly, if Atlantic Canada wants to be home to a larger share of immigrants, retention of refugees could make an important difference.

Interestingly there is little quality research on why refugees migrate. The information that is available indicated that the primary motivator in migration decisions among refugees is the search for more sufficient or adequate employment and the desire to be closer to family and people of a similar or like ethnic origin.

### **3.10 Economy Influences Migration Levels**

Influencing where immigrants end up living in Canada is not all that easy. Many new immigrants demonstrate a strong preference for a particular destination. In the first few years after arrival they tend to be quick to move, mainly to the large metropolitan centres with a large immigrant population. Immigrants will settle permanently in a region and the population of a region will increase but only if the regional economy expands and generates more jobs.

Small centres such as Cape Breton will have to be successful at economic development if immigrants are to be attracted and retained. Employment is a vital issue for the large majority of immigrants. History teaches that an inflow of immigrants to a region cannot be expected by itself to generate a sufficient number of jobs for the new arrivals. As such, the outcome is that there will be an outflow of people, unless employment growth occurs for other reasons. The new immigrants themselves are rather likely to move to other parts of the country where there are more job opportunities. Basic principles of economics teach that over time supply creates its own demand. If Canada's population increases, whether through natural increase or immigration, the economy will eventually expand. But as Cape Breton knows only too well, economic growth does not occur necessarily when and where it may be desired. While human resources of high quality are fundamental to economic growth, their presence alone is not a guarantee of economic progress.

### **3.11 Changing Labour Market**

The labour market in Canada is changing and this is having an impact on some classes of immigrants, in particular refugees. CIC reports that average earnings of refugees in the first full year after landing have declined noticeably among cohorts landing since 1988. Generally, average earnings rise markedly in the first two years after landing, with gains somewhat more modest between years three and five. CIC reports that compared with earlier cohorts, the average earnings of more recent cohorts have declined. This suggests the labour market assimilation may be becoming more



problematic for refugees and raises concerns about whether recent cohorts will be able to achieve earnings comparable to those of previous cohorts.

Since 1980 there has been a noticeable increase in self-employment among refugees upon landing. For example, two per cent of the 1980 refugee cohort received self-employment income in the year after landing; this was the case for over 8 per cent of the 1992 cohort. Privately sponsored refugees and accepted refugee claimants (landed in Canada) are most inclined to self-employment.





## 4 IMMIGRATION PROFILE: CAPE BRETON

Cape Breton immigration history is outlined below and using most recent census information along with tax filer data a determination is made as to the number of immigrants residing on the Island and annual intake levels in recent years.

### 4.1 Immigrant Population

As one might expect, Cape Breton mirrors the Atlantic Region where immigration is concerned. The 2001 census indicates that the Island has an immigrant population of 2,875 which represented less than two percent of the total general population of 147,454. This is consistent with Atlantic Canada as a whole where immigrants as a percentage of total population hover at around 2%. Aggregated census data does not profile Cape Breton's immigrant population, so it is difficult to know much about the composition of the number. However, it seems reasonable to suggest that the level of immigrants has remained relatively constant over time and in keeping with the characteristics of other sub-regional areas is made up of well-educated professionals attracted by available specialized employment.

### 4.2 Low Annual Levels

Nova Scotia is home to just over 41,000 immigrants. Not surprisingly, they are largely clustered (60%) in metropolitan Halifax, attracted there by the area's buoyant economy, infrastructure and ethnic and cultural diversity. At 7% of the province's total, Cape Breton's immigrant population is the smallest of five Nova Scotia census regions. Statistics Canada data show that between 1991 and 2000, 10,300 new immigrants arrived in Nova Scotia and the majority (73%) settled in Halifax County. It is assumed that the balance located in the remaining 17 counties of the province in numbers generally reflecting the proportionate distribution of Nova Scotia immigrants as at 2001. If so, this assumes that of the 27% of total new immigrants locating outside Halifax, Cape Breton received approximately 190 in the period 1991-2000, an average of about 20 yearly.

### 4.3 Demographic and Employment

Cape Breton's immigrant population is older as the data show that 97% is 15 years of age or more with greater than 30% being 65 years of age or older as compared with 15% of the general population. Immigrants in Cape Breton generally have higher levels of educational attainment with 61% having a level of education beyond high school as compared with 45% of the general population in the region. Regardless of educational attainment, only 46% of Cape Breton immigrants participated in the labour force as compared with 52% of the general population. However, census data show that immigrants in Cape Breton have lower unemployment rates (14.1% as compared with 18% for the general population). This reinforces the assertion that



immigrants are attracted to Cape Breton by specific job opportunities. Reinforcing this is the fact that on average working immigrants have higher earned income.

#### 4.4 Country of Origin

In recent years the majority of immigrants settling in Nova Scotia and Cape Breton came from Asia and the middle east. Unlike the middle part of the last century, Europe is no longer the continent of origin for the majority of immigrants. Today, only 30% of all Canadian immigrants come from Europe as compared with almost 60% from Asia.

#### 4.5 Perspective Via Tax Filer Data

Another avenue to consider when looking back in time at immigrant activity in Cape Breton is data gathered yearly from tax filers. Clearly these data are not as precise as that found in the non-aggregated census, but offer useful insight, albeit general.

In each of the last five census periods 1977-1982 to 1997-2002 tax filers residing in Cape Breton but having emanated from a country outside Canada were recorded. As shown in Table 5 in a twenty-five year period beginning in 1977, a total of 2,197 persons had come into Cape Breton. In the same period 1,340 persons emigrated from Cape Breton to a foreign country. There are many reasons for this ranging from foreign citizens who concluded a permitted period of work through to Cape Bretoners who had worked overseas at one time and returned conceivably for employment. In any event, over a 25-year period the Island had a net increase of 857 in population that originated from outside the country.

**Table 5- International Inflows and Outflows  
Tax Filers  
Cape Breton Island  
1977-2002**

	<b>In</b>	<b>Out</b>	<b>Net</b>
1977-1982	505	504	1
1982-1987	272	100	172
1987-1992	444	166	278
1992-1997	603	276	327
1997-2002	373	294	79
<b>Total</b>	<b>2,197</b>	<b>1,340</b>	<b>857</b>

Source: Statistics Canada

#### 4.6 Out-Migration

Clearly the net increase was not entirely made up of immigrants as conventionally defined. While it is evident that in recent times Cape Breton



has not been successful in attracting significant numbers of immigrants, the overall situation is further depreciated by out-migration. Again, employing data extracted from tax filers we see (Table 6) in the period 1977 to 2002 that 22,277 persons having lived and worked in Cape Breton at one time reported income earned in another part of the country which at the time of reporting was termed their place of residence. Doubtless, some who located in Cape Breton from a country outside Canada and comprised the net

**Table 6- Outmigration**

<b>Tax Filers</b>	
<b>Cape Breton Island</b>	
<b>1977-2002</b>	
1977-1982	4,853
1982-1987	3,816
1987-1992	3,943
1992-1997	3,797
1997-2002	<u>5,868</u>
<b>Total</b>	<b>22,277</b>

increase in population in the report period mentioned above were among those who migrated to another area of the nation in the same period.

Cape Breton loses population primarily to mainland Nova Scotia, largely metropolitan Halifax, as well as Ontario and Alberta. On average, in each of the last five census periods about 45% settled in the Halifax area, 16% in Ontario and 18 % in Alberta.

#### 4.7 Migration Within Canada

In the broader context of population strategies, migration within the country merits consideration. Yearly, thousands of Canadians, immigrants among them, relocate. They do so for many reasons ranging from a desire to be closer to family and friends, through to interest in a different climate, a preference for closer proximity to special amenities and to pursue economic opportunity. Regardless, migration is an area of opportunity in building population and strengthening an economy.

#### 4.8 Retirement Relocation

Like any opportunity, migration will work best in situations where the natural strengths and attributes of an area are matched to the interests and needs of a particular type of migrant. Cape Breton has some experience in this with its retirement relocation program of the 1990s. It was marketed on, among other things, the strength of the Island's quality of life, affordable housing, abundance of recreational assets and cultural diversity. In a three-year period the program successfully attracted 340 migrants. Clearly the



majority had some historic link to the Island, but regardless the decision to relocate resulted in noteworthy economic benefits. Incremental household income attributable to the new migrants approximated \$2 million and generated 70 full-time equivalent jobs. Some invested in micro-enterprises and successfully created new direct employment. Overall the benefits of the program greatly exceeded costs.



## 5 LABOUR MARKET – ANTICIPATED SKILL SHORTAGES

Data assembled by Human Resources Development Canada is used in this Chapter to characterize the Cape Breton labour force and information from the Canada-Nova Scotia Skills and Learning Network is employed to determine anticipated labour force skill shortages in the next five years.

### 5.1 Introduction

The employed Canadian labour force is getting older. Additionally the overall dynamic of the labour force is changing influenced to a considerable degree by the rapid application of technologies and accompanying changes in occupational skill requirements. Increasingly discussion of the future of the national labour force is focused on anticipated skill shortages and their potential impact on overall economic performance if not addressed. In this context, immigration is receiving consideration as one avenue to be exploited in the eventual reconciliation of this issue.

The purpose of this chapter is to briefly examine the extent to which Cape Breton can expect to be affected by eventual skill shortages and the degree to which immigration might be employed to offset this problem while at the same time strengthening the overall Island economy.

### 5.2 Labour Force-Cape Breton

A brief overview of Cape Breton's labour force indicates that in the past few years employment has risen slightly while the overall size of the labour force has not changed appreciably. For example in 1997 the labour force comprised 52% of the Island's aggregate population as compared with 53% in 2002. The slight change is attributable to overall population decline, a consequence of continued out-migration. An unemployment rate of greater than 15% in Cape Breton is more than double the national rate and significantly above levels for the province as a whole.

In the context of the Cape Breton economy the most active sectors from the perspective of employment in recent years have been management, administration, education and other services. On the flip side trade, forestry, fishing, mining, oil and gas and information sectors were relatively inactive in terms of employment generation. Regardless, in terms of employment, trade (wholesale and retail) is one of the Island's largest employers with almost 17% of aggregate labour force followed by healthcare and social services at about 14% and educational services at 10%.

A recent Cape Breton labour market review by Human Resources Development Canada (HRDC) offers that the real issue for the Island is the longer-term trend of out migration of the working aged population, especially among the younger 15 to 24 age group. The assessment also notes



that in the period 1993 to 2001 net out migration exceeded 9,500. This weighs heavily on discussions among human resource and economic development professionals whose concern is that in combination an aging labour force and youth out-migration will deplete the Island's labour pool to the point of forestalling opportunities for economic advancement.

Finally the HRDC review indicated that in terms of the Cape Breton labour force four industry sectors were relatively stable over a five-year period and expected to remain so in the foreseeable future. The sectors comprise construction, manufacturing, trade, professional scientific and technical services and healthcare and social assistance. The education services sector was expected to improve in the near term in respect of employment as was management and administration.

### **5.3 Supply Vs Demand – High Demand Occupations**

The Canada-Nova Scotia Skills and Learning Network comprises on the provincial side the Nova Scotia Department of Education, Office of Economic Development and Intergovernmental Affairs and on the federal front, Citizenship and Immigration, Atlantic Canada Opportunities Agency, Human Resources Development Canada and Industry Canada. The network is committed to strategies and initiatives with the potential to improve, among other things, labour market information, learning, earning and apprenticeship employability, career development and employment counselling and immigration. Out of the network has emerged an immigration-working group. The first piece of significant research by the group attempts to identify high demand occupations as well as estimate potential job growth and supply-demand issues.

As indicated in Table 7 below, across 19 high demand occupations, it is anticipated that in the next five years greater than 7,000 job opening will occur as a consequence of economic/sector growth and attrition. Only two of 19 categories foresee supply-satisfying demand. The expectation is that some of the job openings/growth will occur in Cape Breton. Aggregated provincial data make it difficult to estimate with any degree of accuracy just how many. But if the comparative relationship between Cape Breton's labour force and that of the province as a whole is used as a guide, it might be argued that because the Island is home to 14% of the total labour force upwards of 1000 job openings/growth could occur in high demand occupations in the next five years.



**Table 7- Nova Scotia  
High Demand Occupations**

<b>Occupation</b>	<b>Forecast Job Openings/Growth Next Five Years</b>	<b>Anticipated Supply/Demand Next Five Years</b>
Financial Managers	150	Openings likely to exceed supply
Computer & Information System Mangers	210	Demand expected to exceed supply
School Principals & Administrators	120	Domestic competition but demand will best supply
Retail Trade Managers	1090	Demand will exceed supply
Managers Construction & Transportation	170	Openings greater than seekers
Human Resource Specialists	150	Openings but poor labour market take up
Professionals in Business Services	440	Demand will exceed supply
Civil, Mechanical & Electrical Engineers	540	Seekers keeping pace - immigrants a factor
Computer Systems Analysts & Programmers	1930	High demand-good potential for immigrants
Electronic Service Technicians	290	Modestly higher demand than supply
Specialist Physicians	60	Openings will exceed graduates & immigrants
General Practitioners & Family Physicians	120	More openings than qualified persons
Nursing Supervisors & Registered Nurses	920	Openings to exceed supply with declining graduates
Medical laboratory Technicians & Technologists	240	More job openings than qualified people
Licensed Practical Nurses	240	Below average # of graduates- openings
Ambulance Attendants	50	Likely that demand will exceed supply
University Professors	430	Recent graduates and immigrants insufficient to fill jobs
Paralegals *	90	# of job seekers exceeds openings
Technical & Non-Technical Sales Specialists *	990	Job seekers exceed vacancies
Elemental Medical and Hospital Assistants	60	More openings than job seekers
Subtotal Forecast Openings/Growth	8290	
Less Over Supply *	1080	
<b>Net job openings/growth</b>	<b>7210</b>	



## 6 IMMIGRATION CHANNELS

There are three fundamental channels open for consideration by those resident outside Canada contemplating application for permanent residency status (Illustration 1 below). This chapter briefly profiles each program, including the provincial nominee program, from a policy and procedural aspect. The applicability of programs to a Cape Breton immigration strategy is considered in Chapter 8.

### 6.1 Skilled Worker Class Immigration

It is presumed that a skilled worker has the education and work experience necessary to find employment and make a home in Canada. To be accepted as a skilled worker, applicants must meet the minimum work experience requirement; prove that they have the funds required for settlement; and earn enough points in six selection criteria to meet the pass mark. In recent months the Minister of Citizenship and Immigration Canada, opted to lower the pass mark from 75 to 67 in the case of the six selection criteria employed to determine an applicant's eligibility. This is part of the government's overall effort to come to grips with an anticipated skill shortage in the national labour force. The criteria comprise education, language, experience, age, arranged employment and adaptability.

### 6.2 Business Class Immigration

Persons who can invest in, or start businesses in Canada and support the on-going development of a strong and prosperous Canadian economy may apply under this option. There are three classes of business immigrant:

#### 6.2.1 Investors

The immigrant investor program looks to attract experienced business practitioners and capital to Canada. Candidates must demonstrate business experience, a minimum net worth of CDN \$800,000 and make an investment of CDN \$400,000. Participating provinces will use the investment to generate employment and new economic activity. The investment is returned to the immigrant investor about five years after he/she becomes a permanent resident. Investments can be financed with a number of financial institutions. The province of Quebec has its own immigrant investor program.

#### 6.2.2 Entrepreneurs

Unlike the investor program, those selecting to immigrate as an entrepreneur are expected to have the experience and demonstrated capability to own and actively manage a business in Canada. More specifically, it must be evident that the applicant has managed and owned equity in a qualifying business. The enterprise must have the potential to





contribute to the economy and create new employment for a Canadian citizen. These requirements must be met within three years of the person becoming a permanent resident.

### 6.2.3 Self-employed person

Self-employed persons must have the intention and ability to create their own employment. To qualify an applicant must have relevant experience in cultural activities, athletics or farm management. An individual's potential to make a significant contribution to Canada in the above areas must be clear. The applicant enjoys the option of purchasing and managing a farm. No immigrant conditions are imposed on this class. Candidates must have sufficient money to support themselves and their families after arriving in Canada.

## 6.3 Family Class Immigration

Canadian citizens and permanent residents in Canada may sponsor close relatives or family members who desire to become permanent residents of Canada. Sponsors must commit to support relatives or family members and their accompanying family for a period of three to ten years.

## 6.4 Refugee System

Refugees are persons needing protection in or outside Canada who fear returning to their country of nationality or habitual residence. The refugee protection system offers safe haven to persons with well-founded concerns and fears. The system comprises two main components: (i) refugee and humanitarian resettlement program; and (ii) in-Canada protection process for persons making claims from within the country.

### 6.4.1 Refugee resettlement

This category is comprised of a number of components. In addition to government sponsorships, private sponsorships enable organizations and groups of individuals to assist refugees. Canada selects or approves refugees seeking resettlement. There are three classes of refugees eligible for resettlement: (a) convention refugees abroad (people who are outside their country and fear persecution). Individuals selected are eligible for government assistance or may be privately sponsored; (b) country of asylum (people who are outside their country and are affected by war, conflict or human rights violation). Individuals selected must be privately sponsored; (c) source country (meet the definition of convention refugee but are still in their country of citizenship and suffering deprivation from right of freedom of expression, dissent or to engage in trade union activity. Individuals selected are eligible for government assistance or may be privately sponsored).

Government sponsored refugees are provided with resettlement assistance for such things as accommodation, household items and support. As well, refugees (whether government or privately sponsored) are helped to resettle with loans for overseas medical examinations and transportation to Canada.



The Interim Federal Health program ensures first year emergency and essential health services, thus avoiding expense to provincial medical plans. Joint assistance sponsorships and blended sponsorships combine both government and private contributions in special cases. Private sponsors must be Canadian citizens and committed to providing settlement support to refugees, usually for one year. Private sponsors are typically faith or community groups (with Sponsorship Agreements with the Federal Government), parishes or subsidiaries thereof known as Constituent Groups, or groups of five qualifying individuals

#### 6.4.2 Refugee Claimants

Canada offers protection to people who are afraid of returning to their home country. Claims for protection are made at a port of entry or at a CIC office in Canada and ultimately determined by the Immigration and Refugee Board.

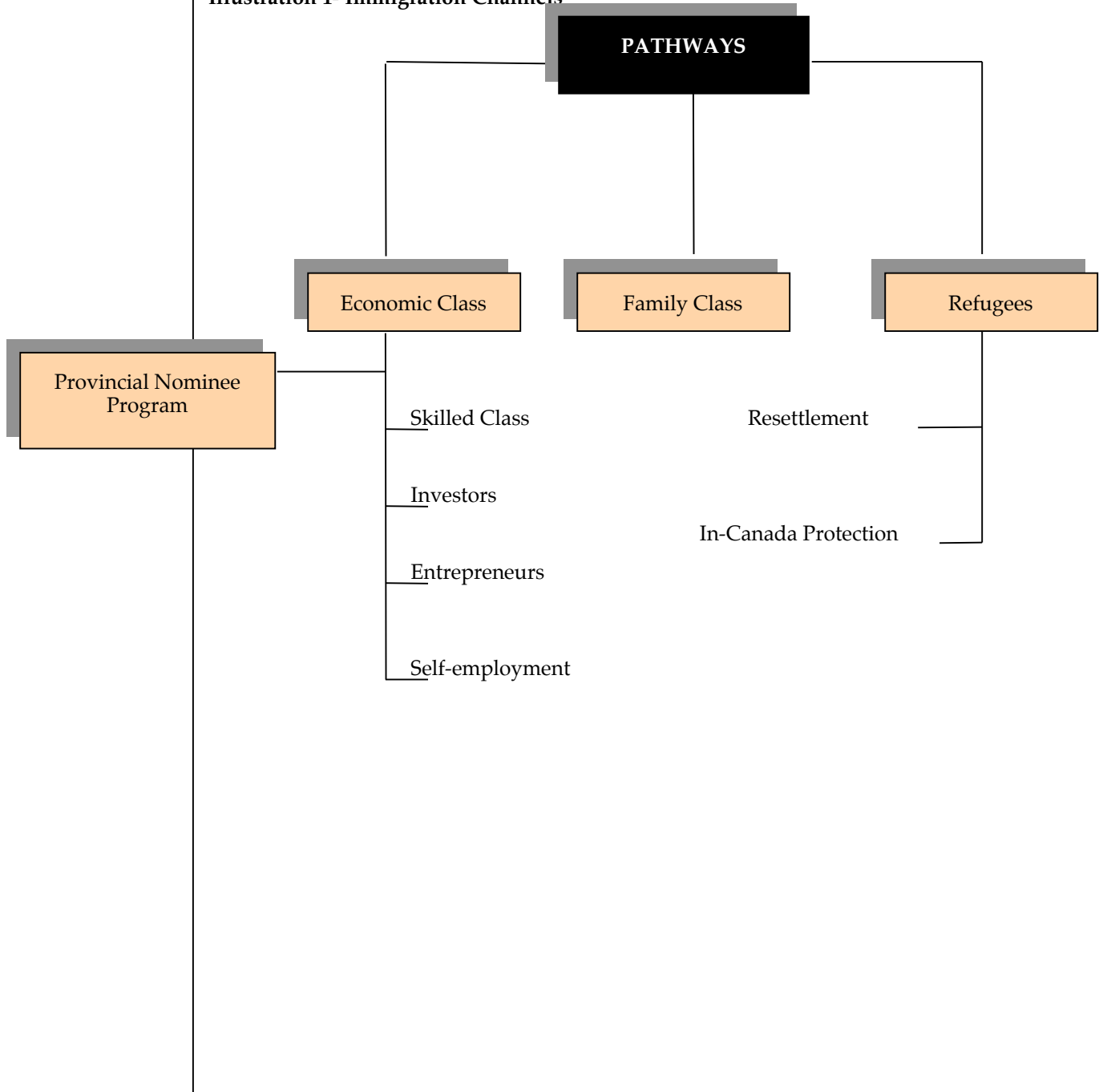
### 6.5 Provincial Nomination

Most Canadian provinces have programs that encourage immigrants to settle in those provinces and benefit their economies. Having signed a Canada-Nova Scotia Agreement on Provincial Nominees in August 2002, Nova Scotia is now included among this class of provinces. The agreement which is administered through the Office of Economic Development recognizes the concurrent powers of legislation of the federal and Provincial Governments in immigration matters as well as the particular needs and circumstances of the province. Further the agreement acknowledges the importance of encouraging the development of the francophone community in Nova Scotia.

The simple objective of Provincial Nomination in Nova Scotia is to engage immigrants in increasing economic benefits, based on industrial and economic priorities and labour market conditions. Under terms of the agreement, Nova Scotia may nominate up to 200 immigrants yearly (anticipated longer term echo effect of 1,000). Targeted levels can be exceeded if mutually agreed upon. In setting national targets CIC will consider immigrants nominated by Nova Scotia to be additional. CIC will determine the admissibility of Nova Scotia nominees, exercise final selection authority, issue necessary visas, and data collection and information dissemination. Careful attention is paid to the potential of the program to impact on domestic labour market opportunities for Canadians. Nova Scotia is empowered to promote the program and actively recruit prospective candidates and Canada will assist where appropriate. The province will accept nominees within the Economic Classes (Skilled Workers and Business categories). Economic Classes nominees are expected to have basic literacy skills in English or French and to make a financial contribution to a Nova Scotia business and enter into an employment contract. The provincial nominee program is not based on a specific skill-shortage lists. Rather, certain provincial sectors have been identified as priorities and include aerospace, offshore oil and gas drilling and exploration, technology and other highly skilled trades.



Illustration 1- Immigration Channels





## 7 IMMIGRATION: ENVIRONMENTAL SCAN

This chapter briefly considers the national and regional context in so far as immigration is concerned. Among other things attitudes and tolerance among Canadians for immigration is examined. The matter is of interest in terms of how the overall health of the economy affects individual attitudes and acceptance of immigrants. The matter is particularly relevant in the case of Cape Breton where the economy is in transition, unemployment is higher than national and provincial averages and sense of community is strong.

### 7.1 Best Practices

Best practices show that communities successful in attracting and holding immigrants are well administered, conversant with immigration programs, share a common vision, are inclined to collaborative action and appreciative of the importance of having community based structures and processes in place that facilitate settlement, foster supportive relationships and the realization of human potential. Additionally, if not more importantly, such communities are largely accepting and tolerant and, therefore, offer a non-offending environment. These are matters of significance to a strategy or planned approach to attracting immigrants. There is nothing about the Cape Breton context to suggest they will not be equally important.

#### 7.1.1 Manitoba Experience

##### 7.1.1.1 Refugees - Winnipeg

Manitoba ([www.immigrationmanitoba.com](http://www.immigrationmanitoba.com)) played a leading role in changing immigration policy in developing a successful program to attract several thousand skilled immigrants, using advertising and contacts with community leaders. It used communities already there to attract German-speaking Mennonites, Argentine Jews, Filipinos and Bosnians. Its major city, Winnipeg, is recognized internationally for the work being done not only in welcoming refugees but encouraging their arrival as part of a population building strategy. The underpinning of Manitoba's efforts with refugees is private refugee sponsorship. The province has been successful in mobilizing church parishes to take up the sponsorship role working in tandem with a local nominating family. Typically the family earlier entered the province as refugees and have nominated additional family members to immigrate to Canada.

Sponsors must agree to provide for the support of incoming refugees for one year from the date of arrival or until the refugee is self-supporting, whichever comes first. Consequently each must have a settlement plan for the reception and support of the refugee. The practice in Manitoba in the case of family linked sponsorships is for sponsorship groups to delegate responsibility for the material aspects of resettlement to the nominating family. In practice, the sponsor maintains a friendly watch on a family



linked file after the arrival of the refugee to ensure problems are not developing. As well, it has certain reporting obligations to the government. The Manitoba experience is that about one per cent only of sponsorships land in some kind of difficulty.

Refugee arrivals are a significant and important component of Manitoba's population efforts. In the case of Winnipeg refugee arrivals have been averaging almost 1,050 yearly in recent years. This represents almost 23 per cent of international immigration to the province.

Winnipeg brings in more privately sponsored refugees per capita than any other Canadian city and in absolute numbers was exceeded only by Toronto. This is due in significant measure to the coordinated approach the city's faith-based sponsoring groups have taken. Because most privately sponsored refugees arrive in Winnipeg to join members of their family already there, the families provide meaningful material and emotional support, thereby adding to the success of the program.

The unusual level of private refugee sponsorship activity is attributable to three possible and principle reasons: (i) active and committed community groups; (ii) the collaborative nature and cooperative attitude of citizens of Winnipeg; and (iii) a pro-immigration attitude. Recently, the City of Winnipeg has also entered the picture with establishment of an assurance fund for family-linked private refugee sponsorships and with a financial contribution to administrative costs.

The government of Manitoba has been an important contributor to immigration in the province. Among other things it has openly encouraged private sponsorship, allocated funds to stimulate participation in sponsorship initiatives, and contributed to refugee sponsorship administration.

#### **7.1.1.2 Smaller Manitoba Communities**

Outside Winnipeg, there are a number of interesting examples of successful immigration. Most are unique in terms of overall circumstance and economic and social context. Brandon Manitoba, for example, successfully attracted immigrants, largely from Ethiopia, to staff a large-scale pork processing plant within the community. While compensation was modest by Canadian standards the jobs nicely fits the expectations of the Ethiopians who came in numbers sufficient to facilitate settlement.

Steinbach Manitoba and southern Manitoba generally have significant new immigrants. But both are affected by the reversal of the Mennonite diaspora of some generations back. Currently, Mennonites are arriving from Mexico and Paraguay where circumstance is causing discomfort. Other immigrants have come from Germany, both German nationals and persons displaced to Germany from south Russian states like Kazakstan. These immigrants are drawn to southern Manitoba through linguistic and ethnic compatibility with an area of significant German heritage.

The above examples illustrate that it is difficult to find a model that in terms of regionalization fits the Cape Breton circumstance to any great degree.



Admittedly, there are aspects of immigration practices in communities like Winnipeg, Brandon and Steinbach that have application to the Island, but in general to be successful a Cape Breton strategy must reflect the area's special context and embody elements appropriate to the challenges at hand.

### 7.1.2 Quebec

In the minds of many familiar with immigration issues at the national level, Quebec ([www.immigration-quebec.gouv.qc.ca/anglais](http://www.immigration-quebec.gouv.qc.ca/anglais)) is doing an exemplary job in attracting, accommodating and retaining immigrants. Under terms of the Canada-Quebec Accord, the most comprehensive federal-provincial agreement to date, Quebec has certain selection powers and sole responsibility for integration services. The Federal Government retains responsibility for defining immigration categories, planning levels of immigration and enforcing laws.

Quebec actively promotes immigration and offers those contemplating settlement in Canada comprehensive information in both conventional and digital forms. As well the province offers an array of settlement services including reception, counselling, and language training. Settlement services are inconspicuously community-based.

Quebec has developed a variety of strategies to regionalize the settlement of newcomers, including creating infrastructure in the regions; investing in an attraction policy; trying to establish a critical mass of about 10 or 12 families in small urban centres and, examining selection policy to be more effective in regionalization. As Metropolis research shows, Quebec's experience with regionalization efforts demonstrates the challenges facing policymakers. A program aimed at encouraging immigrants to move from Montreal to non-urban areas, using information sessions, tours of the city, and employment services has resulted in only a 30% increase in the number of immigrants doing so.

## 7.2 Proposed Immigration System Overhaul

### 7.2.1 Regionalization – Pilot Projects

As earlier mentioned, there is increasing concern nationally about the disproportionate settlement of immigrants within the country's largest metropolitan centres. This is occurring at the expense of the regions where population decline and economic disparity are ever-present concerns. Not surprisingly, policy makers have begun to more closely examine the dynamic of the situation and to debate policy and concepts with the potential to better regionalize and retain immigration settlement.

It is the declared intention of the National Government, as indicated by the Minister of Citizenship and Immigration, to overhaul and streamline Canada's refugee determination system. As well, merit based selection is being contemplated within the framework of a new five-year strategy that helps immigrants settle in more quickly and places greater emphasis on the disbursement of newcomers outside large metropolitan areas. Under



consideration on top of this is a new, highly informative, user friendly “going to Canada portal” which links all provinces and facilitates preparation by immigrants before coming to the country.

In some cases, partnerships and pilot projects have emerged to test the viability of various ideas considered to be in the interest of regionalization. One such initiative is being undertaken within Nova Scotia in the Colchester Region. The Colchester Regional Development Agency (RDA) is attempting to improve the region’s ability to attract and hold immigrants by making the community a more welcoming collective, one that respects and embraces diversity and has the requisite infrastructure to meet the unique needs of immigrants.

The overall objective of the Colchester initiative is to attract five new families who share some connection to either each other or to existing community members and to successfully retain the families over the longer term. The RDA is partnered with the Metropolitan Immigration Settlement Association (MISA) based in Halifax. Under terms of the arrangement, MISA will set up a satellite office in Colchester County to guide and counsel project proponents. As well, the Nova Scotia Office of Economic Development will partner with the RDA to best determine areas that should be targeted for sustainable economic growth.

The project comprises five components: (i) develop a welcoming community context; (ii) determine labour market opportunities; (iii) market the community/ region to attract economic class immigrants; (iv) develop retention strategies; and (v) act as a community lens focused on the broad immigration process. Funding is being provided by a host of partners including CIC, HRDC, ACOA and the Office of Economic Development. A three-year budget of \$350,000 has been set.

## 7.3 Nova Scotia

### 7.3.1 Strategy Under Consideration

Like other smaller Canadian provinces, Nova Scotia is awakening to the very real prospect that current demographic trends will generate significant future population challenges. Left unaddressed these will have a destabilizing effect, particularly in economic terms. Compounding the matter is the fact that immigration levels in Nova Scotia have been declining. In the early 1990s, the province received in excess of 3,000 newcomers while in recent years that number has fallen to little more than half and almost 75% are being pulled to the metro Halifax region.

While under the constitution the Federal and Provincial Governments share responsibility for immigration, federal legislation prevails. As earlier noted, several provinces, Nova Scotia included, have signed agreements with the National Government to coordinate and implement immigration policies and programs. For the most part, the provinces have been opting for the right to select immigrants for specific skills as well as those with the potential to advance the economy through investment, new business development and self-employment. These activities are typically



accommodated within provincial nominee agreements. Nova Scotia signed such an agreement in 2002.

Before formalizing an immigration agreement with Canada, the province discharged its responsibilities for immigration largely on a fragmented basis within the framework of various departments with a direct connection to immigrants: for example, the Department of Education whose responsibility it is to address the needs of foreign students studying at secondary schools and institutions of advanced learning. Put another way, the province did not prosecute a strategic plan of action.

The effect of the 2001 census that revealed troubling demographic and population data has been to cause the province to turn its attention to the development of a deliberate immigration strategy. Four departments of government, education, economic development, tourism and culture and intergovernmental affairs are collaborating. Under consideration within a potentially overarching strategy are matters such as expanded levels, settlement and integration, communication, community capacity building, integrated data development, employment challenges, foreign students and expedited processing, administration, resource allocation, regionalization and retention. Guiding the province in going forward with a strategy are a series of principles, including the need to retain skilled immigrants; the importance of community partnerships; value of unique programs and broad disbursement of newcomers.

### 7.3.2 ACOA – Ambitious Research Plan

Nova Scotia accepts that if it is not to be seriously undermined by international and national demographics and population shifts it must now turn its attention in earnest to a population strategy. Immigration is but one component of such a plan. As such, it will be important to optimize its impact and this translates into yearly performance significantly elevated above historic levels. The province attracts too few immigrants as a percentage of yearly national levels and sees significant numbers migrate to larger centres shortly after arriving.

Against this backdrop the Atlantic Canada Opportunities Agency (ACOA) is about to commission expansive research to, among other things, better understand international immigration activity, consider the relevancy of immigration to the province in the longer term, assess the impact of immigration on economic performance and look at models, policy and strategies with potential application in Nova Scotia.

Cape Breton can benefit from ACOA's research and conceivably employ elements of the study to spread the benefits of immigration to smaller centres.

## 7.4 Attitudes On Immigration

Canadian attitudes and perceptions regarding immigration are a key determinant of the effectiveness of public policy. A 1999 study prepared by the research unit of Citizenship and Immigration Canada, (Douglas Palmer, Ph.D.) gave consideration to a series of key questions on how policy

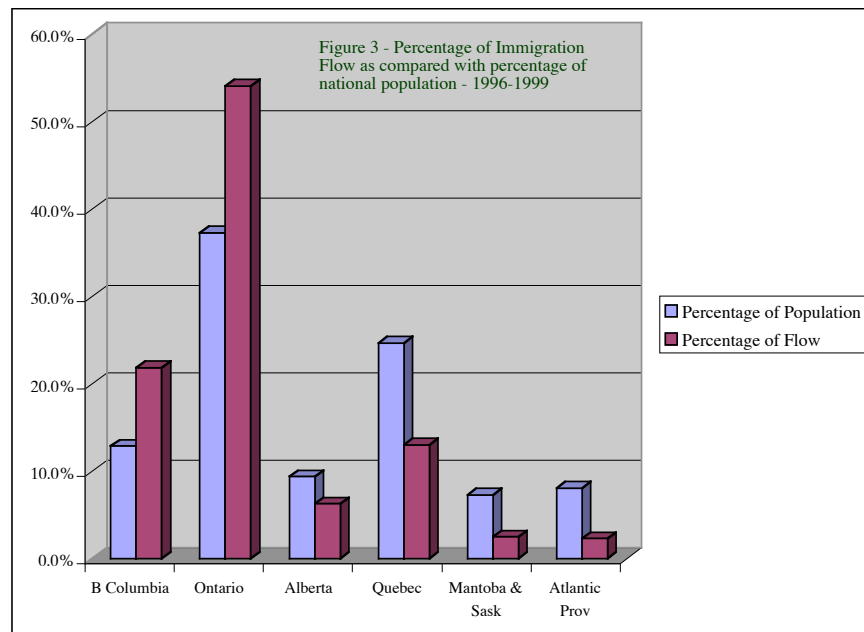




decisions on levels of immigrants coming to Canada affect the attitude and perception of Canadians regarding immigration. Among the things noted in the report is that over the course of the last three decades of the 20<sup>th</sup> century Ontario and British Columbia consistently experienced substantially greater per capita rates of immigration than did other regions except for Alberta. These regional differences are more pronounced in years when the national rate is high. As noted in Figure 3 below in the period 1996-1999 almost 90% of total immigrants (725,000) located in British Columbia, Ontario and Quebec.

#### 7.4.1 Economic Conditions A Factor

So historically, the work of Dr. Palmer, shows that the dispersion of immigrants across the country has been uneven and in the last decade of the 20th century even more so. This has had a bearing on attitudes and perceptions among Canadians regarding immigrants. Economic conditions have a major affect on attitudes. Data illustrate that opposition to immigration levels elevates, particularly in regions with greater per capita unemployment rates, when economic performance declines overall.





#### 7.4.2 Higher Than Average Support-Atlantic Canada

Dr Palmer contends that on average, non-metropolitan areas show the lowest support for immigration, as measured by support for the level of immigration and the perception of negative effects of immigration on employment and of positive effects on culture. However, there are marked differences among the provinces. For instance, during 1996 to 1998, support for immigration levels was above the national average in metropolitan areas of all provinces except Ontario and British Columbia, and it was highest in the Atlantic Provinces and in Manitoba. As earlier noted, attitudes toward immigration generally are related more strongly to the perceived effect of immigration on unemployment than to its perceived effect on culture. The higher the unemployment rate, the more likely people perceive a negative impact of immigration on jobs, and this erodes support for the level of immigration.

#### 7.5 Metropolis Centre for Atlantic Region

On December 11, 2003, the Honourable Denis Coderre, Minister of Immigration and Dr. Marc Renaud, President of the Social Sciences and Humanities Research Council of Canada, announced the creation of a new research centre in Atlantic Canada that will focus on immigration and diversity issues, in association with four centres already established in other regions of Canada. This newest Metropolis Centre of Excellence will benefit from over \$1 million in federal funding during the next three years. There will be twin administrative sites in Moncton and Halifax, and the centre will encompass seventeen universities in the region, including UCCB. The Metropolis Project is an international forum, involving some twenty countries, on research and policy issues surrounding migration, diversity and changing cities. In Canada, Metropolis is built upon partnerships among all levels of government, academic researchers and community organizations who share a vision of strengthened immigration policy by means of applied academic research. This represents an opportunity for region-focused research in the future.



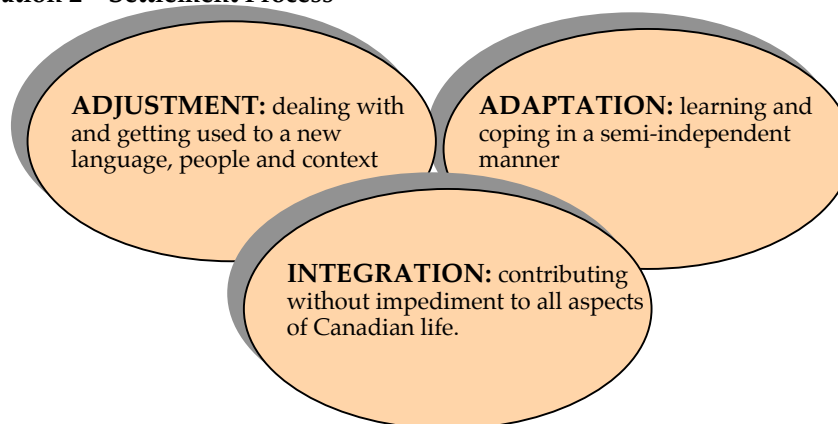
## 8 COMMUNITY-BASED SETTLEMENT, INTEGRATION & RETENTION

This chapter considers the fundamentally important three steps of successful settlement, characterizes settlement service providers, briefly examines models in Calgary and Halifax and looks at programs offered by CIC to support settlement.

### 8.1 Process Components

Throughout this document the fundamental importance of settlement services to immigration is emphasized. But what is settlement? There are several definitions that readily apply. According to Metroolis research, the most frequently used is that settlement is a process that the immigrant goes through upon arrival in his/her new country. It is generally understood to comprise three stages as indicated in Illustration 2 below.

**Illustration 2 – Settlement Process**



The ultimate goal of settlement is to have immigrants acquire the opportunity to optimize their potential and to participate at a level in society of their choosing free of impediments.

### 8.2 Service Providers

The parlance of immigration activists treats community-based settlement as a sector. As such, it is considered to comprise agencies whose mandate it is to provide diverse and specialized services to immigrants and refugees. The work of non-government sector agencies is all about breaking down barriers and opening doors to participation in community life in the complete sense.

Collections of professionals and volunteers across the country within parish



groups, Chambers of Commerce, the YMCA movement and not-for-profit societies have developed capabilities and special culturally sensitive programs within their respective agencies to respond to the unique needs of their communities. Myriad diverse services are offered and frequently include: settlement counseling, language and citizenship training, employment assistance, social support, health services, legal counseling, and community participation.

Arising out of the Second National Settlement Conference in October, 2003, that like the first conference in 2001, brought together elements not only from the NGO sector, but also persons involved with immigrant settlement on behalf of the Federal Government and the Provincial Governments, there is a spirit of collaboration around settlement in Canada involving all elements, causing them to redefine the "sector" as one with a tripartite identity.

### **8.3 Calgary Model**

The Calgary Catholic Immigration Society (CCIS) is an example of an effective immigrant settlement organization. It has organized services in three main program areas: (i) resettlement, family and children services; (ii) community and education services; and (iii) business, employment and training services.

Incorporated in 1981, CCIS is a non-profit society that grew from earlier efforts of women in Catholic parishes to assist immigrants and refugees to become successfully established in their new community. Over the years the society evolved to include the three primary program areas noted above. Today, it employs more than 100 and enjoys the support of countless volunteers. CCIS operates with an annual budget of more than \$4 million, of that sum greater than half is derived from user fees and the balance comes through the delivery of contract services for the Department of Family and Social Services.

### **8.4 Halifax - MISA**

In Halifax, community-based settlement for new immigrants is the focus of the Metropolitan Immigrant Settlement Association (MISA). In keeping with the character of community-based settlement services, MISA is a not-for-profit volunteer organization offering a range of services, including public education about different cultural issues affecting newcomers, training and awareness on issues of family, violence and culture shock, volunteer opportunities to assist in settlement and adaptation, membership opportunities to promote the role of immigrants and effect policy change and immigrant entrepreneur orientation.

Not unlike countless other volunteer community organizations, MISA does not have core public funding, therefore it meets its financial obligations by engaging in contract service provision, internal revenue generation, fund raising and contributions in kind. As well, the organization is heavily reliant on partnerships and collaborative effort in the delivery of programs and services. Included among key partners are Citizenship and Immigration



Canada, Nova Scotia Office of Economic Development and Nova Scotia Department of Education.

## 8.5 CIC Programs

CIC offers programs and services to help newly arrived permanent residents settle into, adapt to and integrate into Canadian society. Under terms of agreements with the National Government, several provinces including Quebec, British Columbia and Manitoba have assumed responsibility for administering and delivering settlement programming and services.

### 8.5.1 Immigrant Settlement and Adaptation

Generally Canada fosters immigrant settlement and integration through the delivery of three programs. The Immigrant Settlement and Adaptation Program (ISAP) funds service providers such as CCIS and MISA to deliver direct, essential support to newcomers. Included are reception and orientation, translation and interpretation, referral to community resources and counselling. As well, ISAP funds projects to complement or improve the delivery of settlement such as research.

### 8.5.2 Host Program

Successful integration of immigrants depends on building links between newcomers and the community. CIC's Host Program helps to build friendships by matching immigrants with local volunteers who assist in navigating the community. The service is offered with a range of community partners including school boards and community settlement organizations.

### 8.5.3 Language Instruction

Finally, Language Instruction for Newcomers to Canada funds basic instruction in one of Canada's official languages. It is offered to permanent residents in cooperation with Provincial Governments, school boards and community settlement organizations.

## 8.6 Role of Local Government

It is well understood that the role of local government in the integration of newcomers is key to attraction and retention. One need not look beyond the Winnipeg experience for affirmation. The city actively promotes and supports cultural diversity and facilitates the management of cultural exchanges among people, organizations and institutions. Moreover it understands that dealing directly with inequities and discrimination are challenges that local government must face if communities are to be socially inclusive and culturally diverse.

For local government, efforts to attract and retain newcomers and decrease social polarization and manage diversity rest on foundation progressive social policies of public education, health care, and income support. But social inclusion also depends on the quality of the many interactions among



a host of key individuals, social groups and institutions within the jurisdiction of local governments. It is essential that communities understand that the inclusion of newcomers does not just happen on its own.

Immigrants have a variety of needs – from housing to education, language instruction to employment and transportation. These requirements are far from new, but they pose integration challenges, particularly in smaller inexperienced communities such as Cape Breton. Local government needs to consider areas of potential policy intervention to facilitate successful immigration and the integration between newcomers and native-born residents. The range of policy areas is broad and includes governance relationships between municipal governments, non-governmental organizations and social and church groups; policies and programs that support fledging immigrant clusters; housing; and accessibility to employment services.

If efforts to effect the regionalization of immigrants are to meet with success and areas like Cape Breton are to make headway with the important and sometimes troubling matter of population, then local government must be willing to play influential roles in shaping social inclusion and integration pathways. In part, this means that municipal governments must find the means to take on new policies and programs and assume responsibilities in order to respond to the needs, challenges and opportunities of new residents.



## 9 PROGRAM APPLICABILITY-CAPE BRETON

Current immigration programs are assessed in detail in this chapter and the present applicability of each to Cape Breton is considered and recommendations offered as to the program areas of greatest potential to the Island in the near to mid term.

### 9.1 Introduction

Immigration is no quick fix for the current concerns of Cape Breton. It does however offer long-term potential. But this potential exists in a context that is constrained by national policy considerations (money, social cohesion, security), -- and by competition, whether overt or subtle, and arising not only from the appeal of other places, but also from the contesting demands of provinces and cities. Cape Breton will not be unique in its quest for people.

Cape Breton's interest in immigration occurs at a time of increasing Canadian attention to the topic of "regionalization", of developing ways to spread the benefits of immigration across the land so that smaller centres beyond our major cities, can also benefit, as few are now doing. Cape Breton's interest is therefore timely and strategic, and its early approach to the challenge has the potential to place it in the forefront of Canadian thinking and action.

### 9.2 Current Programs-Applicability to Cape Breton

Below is provided a summary analysis of three major classes under Canada's immigration laws, within at least one of which any successful applicant must come. The applicability of the programs to Cape Breton is key to a go forward immigration plan. As well it is important to consider some examples of successful immigration strategies in Canada and their applicability to Cape Breton.

One can predict that as demographic issues and concern for them intensify in coming years, particularly in regions like Cape Breton, the issue of "regionalization" of immigrant arrivals will come more to the fore, and may be reflected in new immigration laws and strategies at that time. For the moment, however, we can only consider the options now available as we look at the different classes of immigrants, and their potential to be part of a Cape Breton immigration initiative.

#### 9.2.1 Family Class

Canada's first named program objective for its immigration strategy is reuniting families, and hence the first named class of immigrants is Family Class. Realistically, this has limited application to the Cape Breton situation at this time.

The Family Class depends for its success upon having family members



already settled in Canada who can apply to sponsor their relatives from abroad. But “relatives” is very narrowly defined, and applies essentially only to one’s linear ascendants or descendants. Siblings or their lines don’t qualify. Various other remote ways of bringing someone in under Family Class rules, may have limited application, but are not worth exploring as part of a community’s immigration strategy. This minutia is best left to the lawyers. Practical success in making the Family Class category a significant part of an immigration strategy, depends upon having recent immigrants in the community already, and Cape Breton has few of these. If, however, immigrants arrive in other ways over time, then as an echo effect of this initial migration, the Family Class holds potential for the future.

### 9.2.2 Economic Classes

Economic immigrants (once called “independent” immigrants), are selected for skills or other assets that will contribute to Canada’s economy. Typically, other than the Skilled Worker component, this class of immigrant tends to result in relatively low settlement levels yearly. So, its effectiveness as a population tool is minimal. However, the economic immigrant class has the potential to bring significant levels of new foreign investment into Cape Breton. In turn, this may result in noticeable job creation and new household income. Given that the original objective of this study was to fashion an immigration strategy for economic and social development, the Economic Class is considered and factored into the go forward plan.

The rules governing are Federal rules, with some limited Provincial modifications negotiated into Federal-Provincial immigration agreements. To avail itself of these classes, Cape Breton needs to understand both the rules and their practical limitations. There are two broad sub classifications:

#### 9.2.2.1 Skilled Workers

Canada’s policy in this area has long been defined as a “labour market strategy”. Underlying it is the dictum that Canada needs workers in particular skills areas that it can only find by going abroad for them. The strategy has political appeal (while the National Government quietly pursues demography-driven population goals) because in large measure it thwarts critics of immigration who express concerns for local unemployment figures, and for newcomers “taking our jobs”. There have been largely unheralded academic challenges to this skilled worker thesis, both on the basis that “immigrants make jobs”, and on the basis that developed societies may actually need “unskilled workers” entering the economic pyramid at lower levels, but these have had no impact on current policy.

Prospective immigrants, who must initiate their own applications, to be successful must score a certain number of points in a selection system based on several factors. Manitoba, that has made the Skilled Workers category the principal piece of an aggressive and already successful population building (immigration) strategy, has largely done so with its own negotiated Provincial Nominee Program (which in 2003 drew ninety percent of all Canada’s PNP immigrants). It uses the Skilled Workers category, but is permitted to “pass” applicants with a lower number of points scored.





Manitoba has both negotiated and earned this dispensation by demonstrating that international immigrants to Manitoba are for the most part “sticking” there, and not merely using Manitoba as an easier “window” to move on to larger Canadian centres. In its own selection processes, Manitoba achieves the “sticking” factor by requiring most applicants to have a family connection to the province (or five sponsors in lieu thereof), and either to have a job lined up, or be qualified in an area of skills shortages. Manitoba’s success with the Provincial Nominee Program is a function not only of the careful application of these criteria, but also of a substantial Provincial Government commitment:

- to significant staffing of its immigration sub-department,
- to achieving a smooth and competent paper flow that has built credibility in Canada’s posts overseas (and speeded processing), and
- to strengthening settlement services in the province by supplementing normal Federal funding for this area, with significant Provincial dollars.

Cape Breton’s ability to make extensive use of the Skilled Workers category, whether with the Federal rules as they now stand, or with Provincial amelioration of them through a Provincial Nominee Program, is limited by some practical factors:

There must be true skill shortages or job vacancies in the Cape Breton market place. A generalized Canadian demand without specificity relating to Cape Breton, will mean that the qualified immigrant will move on to other places when a job isn’t immediately found. Perhaps if a Cape Breton vacancy does exist, it can better and quicker be met from within Canada, rather than undertaking the hazards of looking internationally. Overseas processing times are long, and employers with a vacancy in a skilled category don’t want to wait many months to fill it. For an employer with a specific skilled job vacancy that must be filled abroad (because there is no Canadian available) the most practical option is to bring the skilled worker to Canada as a Temporary Worker (a relatively quick process), and later to allow the normal processes of immigration to occur in their own good time and with entry now assured for an employed and valued worker.

Cape Breton must live with the priorities established by the Provincial Government as it negotiates, or re- negotiates from time to time, or applies its Canada - Nova Scotia agreement on immigration. But Cape Breton cannot control this process, whether during the negotiating phase or afterward, when implemented. It can of course recommend to it, and it may well be that its voice will be heard and heeded.

Given that Cape Breton cannot control the processes or the rules, whether Federal or Provincial, governing the Skilled Workers class, and must live with whatever they are, and given that demand for skilled workers in Cape Breton will be directly related to the health of the local economy, and given that there is a more practical alternative for employers with an immediate and verifiable skill vacancy than the lengthy processes of immigration, the numbers of immigrants likely to be generated for Cape Breton through this class may not be extensive. But the Skilled Worker Class with its Provincial



refinement (the PNP) does provide a structure and affords an opportunity with which Cape Breton can work to bring in immigrants.

### 9.2.3 Business Immigrants

Canada, and the various parts of Canada, are keen to have immigrants who qualify in the Business Class. This is beyond “cherry picking”; this is picking “diamonds”. These immigrants fall into one of three categories: entrepreneurs, investors, and the self-employed. They must have experience, ability, and usually, money. They are never numerous among the annual intake of immigrants to Canada, and they will make their own choices as to where they will go.

Understandably, some of the less-well-off provinces have set their sights on business immigrants, and some have been using their Provincial Nominee Programs to try to land them. Attracting a business immigrant who will enhance the local economy is obviously desirable, but as a population strategy, it is naive at best. No matter how enticing a smaller region or community can make itself appear, the number of immigrant arrivals in this class will be tiny.

There is nothing wrong with the program as one piece of an economic development strategy, but for its implementation it is probably best left to the promotional efforts of local entrepreneurs and immigration consultants, facilitated by PNP bureaucrats in Halifax.

If population growth, or at least population maintenance, is Cape Breton’s goal, then it is questionable whether any public attention or public funds should be devoted to the Business Class. In the case of Nova Scotia, a welcoming climate for Business Class immigrants has already been created by the PNP and the way it is being administered. From Cape Breton’s “population strategy” perspective, this should be sufficient.

## 9.3 Refugee Class

Canada has a long humanitarian tradition of admitting a certain number of refugees each year. In total these may number 30,000 or more, but it is important to understand the sub classifications involved. By far the largest number of refugee admissions (more than half the total admitted annually) comes from the processes of Canada’s inland Immigration and Refugee Board that hears applications from those who arrive, uninvited and unselected, on Canada’s shores and claim to be refugees. It is this sub classification that attracts public and media attention, controversy and expense. At the end of the process, something less than half of the claimants are permitted to stay. Refugee claimants have no relevance to a Cape Breton immigration strategy, primarily for the reason that claimants rarely land in Cape Breton, but rather appear at the principle points of international entry to Canada.

The other two sub classifications do have relevance for Cape Breton: Government Assisted Refugees (GARs) and Privately Sponsored Refugees (PSRs). It is important to note that, unlike successful refugee claimants who must wait through the long processes of their claim adjudication and the



paper work aftermath, GARs and PSRs, although still colloquially referred to as “refugees” after arrival, are actually “landed” or permanent residents of Canada immediately upon their arrival (because they cleared the selection hurdles overseas), in the same manner as those of the Family Class or the Economic Classes are.

### 9.3.1 Government Assisted Refugees

#### 9.3.1.1 Annual Targets Nationally

Canada has an annual target of about 7,500 refugees that it selects abroad for sponsorship into predetermined Canadian cities, where it supports them for one year at rates akin to local welfare rates, expecting them during that period to learn English (or French), to adjust to their new life, and for those heading for the work force, to get a job. Significantly, until the early ‘nineties, this annual quota was about 13,000, but coincident with the end of the Cold War and the political changes in Eastern Europe (from whence many of the refugees had come), this number was reduced to its current level. Depending on Federal priorities and strategies, this number could conceivably be increased. It is unlikely to be reduced, because the dollars for settlement services that follow the allocation of GARs to Canadian cities are a significant part of the financial base for immigrant settlement services in those centres. Changes would be met with great resistance.

#### 9.3.1.2 GARs – Proficient Immigrant Settlement Vehicle

The Government Assisted Refugee program, over the past twenty-and-more years, has, in the cities to where it is targeted (and funded), stimulated the development of a proficient immigrant settlement services sector that today sees itself as “professional”, and defines itself as not only including the non-profit agency (NGO) component, but also those elements of the provincial and federal bureaucracies having responsibilities in the settlement area. The sector, especially the NGO component that is dominated by a small number of relatively large agencies, is cohesive and strong in its advocacy role, and prides itself on the progress made in the area of national standards. There are several of these NGOs spread through the larger centres of Atlantic Canada, but not in Cape Breton. With government funding and involvement, they have an informal association called the Atlantic Region Association of Immigrant Serving Agencies (ARISA) that usually meets annually, and will be meeting next in Fredericton, March 25 to 28, 2004.

#### 9.3.1.3 Cape Breton – Share of Nova Scotia Allocation

Canada, currently, is annually allocating 176 GARs to Nova Scotia, and these appear to be all going to Halifax where there is an established settlement infrastructure (especially the Metropolitan Immigrant Settlement Association - MISA). Changing the allocation between provinces, and within provinces, would require difficult negotiations unless any new allocations sought were to be additional to current numbers. It is instructive to note that Winnipeg, with 564, gets a greater portion of GARs than its population would indicate (and as many as all of Atlantic Canada combined), while other *larger* cities relatively or absolutely get less. Behind these numbers can be seen a history of strong settlement services in



Winnipeg, of aggressive negotiating, and of a civic and provincial need and expressed desire for more immigrants. This contrasts, for example, with Alberta and its cities, to where both Canadians and immigrants have tended to flock, obviating any demographic necessity for refugee immigrants to be planted, but happening anyway for reasons of perceived fairness and of funding. The same is true of Toronto that, although obviously not “needing” refugees since it attracts more than half of all Canadian immigrants, still had a 2003 GAR allocation of 717, the biggest in Canada. Current GAR allocations are an apparent blend of history and of, at least “small p”, politics.

In this context, Cape Breton should at the very least seek a share of the current provincial allocation. With Provincial Government support, there could be a case made for an increased share of the national pie, based on an allocation to the Sydney area.

#### **9.3.1.4 Retention Rate a Challenge**

Government Assisted Refugees are not an automatic “win” in the desire to boost population. Having been assigned largely arbitrarily to a city (although sometimes they are sent to where they have identified relatives), their retention rate is mixed. Places like St. John’s, Newfoundland, have great difficulty retaining them. Winnipeg, with a strong and diverse economy, low unemployment, and ethno-cultural groupings of every persuasion, still estimates that it loses one-quarter within a year or two. This happens largely because of the pull of ties of family or friends who are most likely to be living in larger cities elsewhere in Canada. A recent Statistics Canada study has revealed that these types of ties are the single most significant reason why initially an immigrant chooses any place to live.

It is significant to note in the case of St. John’s, however, that they continue to be allocated 154 GARs, which fuels their (well established and proficient) immigrant settlement infrastructure, and they do retain some refugee immigrants. This retention builds a base for “echo effects” as we shall see below, and increases the cultural diversity of the community, enhancing its appeal for future immigrants. These factors can also work for Cape Breton.

#### **9.3.1.5 Capacity Must Be Evident**

For Ottawa to make an assignment of GARs to Cape Breton, it will have to be convinced that there exists there some form of settlement infrastructure to receive them. In large centres receiving large numbers of GARs, one can find substantial and sophisticated structures, trained staff and appropriate programs. Settlement issues are able to be addressed, language classes are established, communities are accustomed to newcomers, and a welcoming environment is a given. Some degree of settlement infrastructure will be necessary for Cape Breton to receive and retain any class of immigrants with success. The attraction of the GAR program is that an amount of Federal funding will attach to this movement, both for the support of the individual’s living costs for one year, and for minimal initial settlement services. This will provide support of embryonic settlement services upon which future expanded services for a larger immigrant in-flow can build.



Cape Breton should not be intimidated by a current lack of immigrant settlement services. In the first place, it already has a full range of generic services for the wider community that can adapt to the presence of newcomers if there is some community coordination, and it has institutional structures like ECBC, chambers of commerce, or service clubs that can play a coordinating role. Communities like Whitehorse in the Yukon, or Fort McMurray, Alberta, or Moose Jaw, Saskatchewan, or Steinbach, Manitoba, have instituted effective immigrant settlement services that, while no match for the institutions in the large cities, do an adequate and effective job within their local context. The same can hold true, for example, for Sydney.

#### 9.3.1.6 GARs Hold Promise

A negotiated introduction of the Federal GAR program into the Sydney area is a logical first step for a Cape Breton immigration program. Even though the numbers may not be large, they will create a base and an environment for community involvement, for the initiation of immigrant settlement structures, and for the future and larger development of immigration programs.

### 9.3.2 Privately Sponsored Refugees

#### 9.3.2.1 PSRs- Best Option for Cape Breton

The Privately Sponsored Refugee (PSR) program may well afford the best current opportunity for a successful Cape Breton immigration program. It is the only part of Canada's immigration strategy that at this time offers the ability: –

- to self-initiate,
- to generate significant numbers,
- to in-build future expanding immigrant flows,
- to involve the wider community,
- to be relatively inexpensive,
- to offer the best hope of retention of immigrants in a weak economy,
- to have the least involvement of Federal and Provincial rules and governments.

#### 9.3.2.2 Manitoba Experience

It is significant that Manitoba and Winnipeg have identified this program as an important part of their population strategy, and are now supporting it financially. It is instructive to understand why this is so. In brief terms, the province and the city have recognized the program's potential as a source of immigrants because the private sponsoring community had been so effective already in bringing in refugee immigrants in very large numbers over a period of many years. In 2003, 556 refugee immigrants arrived in Manitoba under the PSR program, out of approximately 3,000 arrivals in all of Canada. The two levels of government are merely attaching themselves to a program of demonstrated success, and encouraging it to continue. The program in Winnipeg is the most successful in Canada. The conditions for success can readily be replicated in Cape Breton, if community support and



involvement can be generated.

#### 9.3.2.3 Sponsorship Make Up

Under the PSR program, now across Canada some ninety-three incorporated bodies have entered into an agreement with the Federal Government, permitting them to undertake the responsibility of sponsoring refugees into Canada as permanent residents. These bodies are typically the principal religious denominations. The United Church of Canada has one such national agreement; so does the Presbyterian Church in Canada. Because of the way they are structured into dioceses, the Anglican and Roman Catholic denominations have many sponsorship agreements, each coinciding with a diocese or archdiocese. Once possessed of a sponsorship agreement, the holder is permitted to delegate its sponsoring capacity to its individual congregations or parishes, known as "Constituent Groups". It is not necessary for a Sponsorship Agreement Holder (SAH) to be a particular faith group, and other community groups have sought and received their own agreement with Ottawa when they have established their financial and organizational capacity. In Winnipeg for example, the Manitoba Interfaith Immigration Council (currently the most active sponsor), a body supported by many faith communities (Christian, Jewish, Muslim, Buddhist, Hindu, etc.) has a sponsoring agreement with Ottawa, and under it has some 21 Constituent Groups that are mainly defined by ethnic ties.

#### 9.3.2.4 Community Involvement Key

It is therefore probable that all the mainline religious denominations represented in Cape Breton through their many churches, already have the legal capacity to sponsor refugees; it is equally probable that this is rarely done. Cape Breton remembers the sponsorship of "boat people" refugees by community groups some twenty-five years ago, and also remembers that they did not "stick", that retention rates were poor. It is well to remember of course that retention rates for the community's own sons and daughters have not been good when passing judgment on past refugee retention. Today's PSR program offers another chance to combine a compelling humanitarian initiative with a population-building strategy. Of necessity it involves the community (more than other types of immigration), which is useful in building the social cohesion that is essential when integrating newcomers who come from different cultural and racial backgrounds than the established population. Most refugees today are coming from non-Caucasian countries.

#### 9.3.2.5 National Targets

In the days of the "boat people" migration, Canadians were bringing in as many as 20,000 PSRs in a single year. Numbers have fallen dramatically since, to their present low levels. Ottawa's annual targets, pushing into the 4,000 range, reflect the desire that this number be bigger, and hence new initiatives from Cape Breton would be officially welcome. One drawback is that overseas processing times are long. This is true of all classes of immigrants, but it is especially true of PSRs where processing backlogs are running in the order of two-to-three years. Thus the payoff in terms of numbers arriving in Cape Breton is three years down the road. GARs



(supra) on the other hand, will arrive in the year allocated.

#### 9.3.2.6 Echo Effect

One important attribute of refugee immigration, whether GARs or PSRs, is the inevitable “echo effect”. Those who arrive, very soon afterward, want to rescue elements of their families, extended families, or friends, left behind in deplorable refugee circumstances. They therefore seek sponsoring groups who can facilitate this migration. This is the basis for an estimated 99 percent of the push for refugee sponsorships in Winnipeg, for example. As each refugee arrives, like a chain letter, the demand for refugee sponsorships grows exponentially. In Winnipeg the sponsoring groups are hard pressed to meet this demand, and sometimes refer to it as “infinite”. But they are committed to do so. This becomes a remarkable and seemingly inexhaustible source of immigrants and of population growth.

#### 9.3.2.7 Cost of Sponsorship

There is of course a cost to sponsoring a refugee - the cost of support for one year (in the usual case). Once the program is established, and refugees already arrived and settled, are in a position to undertake the cost of this support of the relatives or friends they have nominated, then the cost to the sponsoring group disappears (although the legal liability remains). These sponsorships are called “family-linked”, and in Winnipeg comprise an estimated 99 percent of all private sponsorships undertaken. So apart from the time taken to administer the file, there is rarely any cost to the sponsoring group. On occasion the family support fails, perhaps because of loss of a job, or even death, and then the responsibility falls back on the sponsoring group. In Winnipeg, to cover this eventuality, the City has established an assurance fund of \$250,000 for the protection of sponsoring groups who may get caught in this way, and lack the financial resources to sustain the refugee through the remainder of the initial year.

Initially there is of course no “family link” in Cape Breton to spare the sponsor the cost of support, and start the sponsoring “chain letter” rolling. One tactic used in Winnipeg to start the process among new groups or those with insufficient funds, was to establish a fund that offered, dollar-for-dollar, to match funds raised for refugee support by the intending sponsoring group. The initial fund was \$175,000, provided by the Provincial Government. So there are tested devices that can be used to introduce and promote a PSR program in Cape Breton.

## 9.4 Conclusions

This chapter has reviewed the various immigration avenues currently open to Cape Breton as part of a *population strategy*, and it has assessed their practical relevance at this time (Summary Tables 8 & 9 below). The challenge of attracting settlers, whether immigrant or other, must be met by a coordinated strategy that involves community will as expressed through welcoming structures, public and private. The challenge of retaining the newcomers is of equal importance, and must be met by ensuring that the



community's economic, public, and societal structures are as smoothly functioning and continually welcoming as possible.

**Table 8-PROGRAM APPLICABILITY**

Program	Objective	Key Elements For Success	Cape Breton Context	Likely Affect on CB Immigration Levels
<b>FAMILY CLASS</b>	Reunite immigrant families	Family members already settled to apply to sponsor	Low immigration levels result in limited prospects to sponsor family members	In the near term little appreciable affect. Over time there may be potential
<b>ECONOMIC CLASS</b> (1) Skilled Workers	Strengthen national labour force and enhance economic performance	<ul style="list-style-type: none"> <li>Economic-job opportunities</li> <li>Flexibility within Prov. Nominee Program</li> <li>Retention</li> <li>Promotion and support systems</li> <li>Ethnic, religious and cultural diversity</li> </ul>	<ul style="list-style-type: none"> <li>Anticipated skill shortages in high demand occupations</li> <li>Opportunities within advanced learning and health communities</li> <li>Advantages within Prov. Nominee Program (PNP)</li> <li>Limited cultural, ethnic diversity</li> </ul>	<ul style="list-style-type: none"> <li>Employers with shortages likely act independently</li> <li>Prov. Nominee Program in the formative stage</li> <li>Overall potential to impact levels limited in the near term</li> </ul>
(2) Business Class	Attract new investment and business expertise	<ul style="list-style-type: none"> <li>Condition of investment climate</li> <li>Ethnic, religious and cultural diversity</li> <li>Community size and diversity</li> <li>Location relative to major markets</li> </ul>	<ul style="list-style-type: none"> <li>PNP targeting business class</li> <li>Rich array of incentives</li> <li>Basic infrastructure</li> <li>Size limitation</li> <li>Limited cultural, religious, ethnic</li> </ul>	<ul style="list-style-type: none"> <li>Not a major contributor to overall levels nationally</li> <li>#s locally likely to be low in near term</li> <li>Take advantage of PNP efforts</li> </ul>

**Table 9-PROGRAM APPLICABILITY cont'd**

Program	Objective	Key Elements For Success	Cape Breton Context	Likely Affect on CB Immigration Levels
<b>PROVINCIAL NOMINEE PROGRAM</b>	Engage the province directly in immigration to increase levels	<ul style="list-style-type: none"> <li>Allocation of resources sufficient to identify and nominate 200 skilled immigrants yearly</li> <li>Community support/involvement</li> <li>International networks</li> </ul>	<ul style="list-style-type: none"> <li>Links to PNP need to be developed</li> <li>Market/promotion strategy needed</li> <li>Need in community drivers - Chamber of Commerce</li> <li>Lacking key clusters</li> <li>Limited ethnic, cultural ... diversity</li> </ul>	<ul style="list-style-type: none"> <li>PNP in the formative stages &amp; building networks</li> <li>Process will take time to develop</li> <li>Numbers initially likely to be low</li> <li>Retention will be a challenge</li> </ul>
<b>REFUGEE CLASS</b> (1) Government Assisted	Fulfil Canada's humanitarian commitments	<ul style="list-style-type: none"> <li>Support and settlement systems</li> <li>Community involvement</li> <li>Retention strategies</li> <li>Ethnic, religious &amp; cultural diversity</li> </ul>	<ul style="list-style-type: none"> <li>Values &amp; appreciation of cultural diversity</li> <li>Awareness of humanitarian efforts</li> <li>Solid value system</li> <li>Sense of community</li> <li>Diverse volunteer network</li> </ul>	<ul style="list-style-type: none"> <li>Opportunity to influence allocation</li> <li>Take advantage of NS situation</li> <li>Yearly #s could be significant</li> </ul>
(2) Privately Sponsored	Fulfil Canada's humanitarian commitments	<ul style="list-style-type: none"> <li>self-initiated</li> <li>welcoming community</li> <li>support and settlement services</li> <li>Strong sense of community</li> <li>Solid community structures</li> </ul>	<ul style="list-style-type: none"> <li>Values &amp; appreciation of cultural diversity</li> <li>Awareness of humanitarian efforts</li> <li>Solid value system</li> <li>Sense of community</li> </ul>	<ul style="list-style-type: none"> <li>Least restrictive in terms of . government/procedural regulations</li> <li>Annual targets missed</li> <li>Yearly #s could be significant</li> </ul>





## 10 STRATEGY

This chapter enunciates a go forward immigration strategy for Cape Breton centred on two deliberate components, sets out a ten year goal as regards forecast yearly levels of newcomers, articulates the objectives of each strategic direction and presents a suggested operating budget for a five year term.

### 10.1 Preamble

Cape Bretoners value the unique cultural and geographic differences of the many different communities that make up the Island. The diversity they represent defines the place. Each has different needs with varied economic, social and environmental challenges.

National data illustrate the difference between non-metropolitan and metropolitan areas. Generally rural areas have higher unemployment rates, formal education levels tend to be lower, and in many communities more people are leaving than moving in.

However, data do not always paint a complete picture. Many smaller communities, like Cape Breton, are filled with a strong sense of identity, clear and deep appreciation of history and full understanding of the value that is attached to quality of life.

Undeniably people are the foundation of any non-metropolitan community. While Cape Bretoners have strong social and cultural attachments to their communities, a constant is the need to adapt to an ever-changing world in order to survive. With time, the pace of change has quickened and, therefore, the challenges are becoming more varied and complex.

One of Cape Breton's more pressing concerns is the continuing loss of population, in particular young skilled adults, through urban migration. As young people leave, there is left behind a smaller but increasingly older population. Not only does this confront the community with the requirement to provide support services to an aging collective but the shrinkage depreciates the economy resulting in a decline in commercial activities, loss of diversity and depreciation of key services.

Cape Breton, in particular Cape Breton County, is at a crossroads. Recent studies are forecasting continued significant loss of population and citing the potential for economic instability. The community is endeavouring to determine what future priorities should be and how levels of service can be maintained on a sustainable basis.

It is against this backdrop that this study has been commissioned. While the focus of the research is immigration, it is apparent that the underlying broadly based concern is population. Therefore, it is in the context of



population that this body of work has evolved.

## 10.2 Varied and Complex Challenges

### 10.2.1 Regionalization Uniquely Demanding

Immigration is but one of a series of initiatives potentially effective in peopling or populating an area. But with smaller centres, like Cape Breton, the option takes on somewhat complex dimensions. Regionalization of newcomers is a challenge at the best of times. Over the years, policy makers have found that strategies to effect the more equitable settlement of immigrants across the country are significantly, if not entirely, dependent on collaboration both within and outside government. New thinking on how best to direct immigrant flows away from the cities is emerging. Among other things, strategies have emerged that are centred on developing infrastructure appropriate to enhancing the appeal of non-urban areas to immigrants; the allocation of significant resources to enhance attraction programs; the attainment of critical mass of families; and the enhancement of selection policies.

### 10.2.2 Retention Key

While increasing the flow of newcomers to the regions is important, equally as significant is the challenge of retaining them once they've arrived. Clearly the overarching objective is to hold newcomers in Canada – not a particular-region – and limiting the voluntary movement of individuals within the nation goes against the grain of basic democratic principles and a market driven economy, not to mention the peoples' Charter rights.

### 10.2.3 Factors Influencing Settlement

In considering how to effect increased immigration levels it is important for Cape Breton to understand the factors that influence settlement choices among newcomers. The characteristics of a receiving community include:

- Critical mass of already established immigrants from a similar background;
- A welcoming community that is tolerant, accommodating, imbued with equality, and conscious of the value and importance of ethnic, cultural and religious diversity;
- An array of services, particularly immigrant services; and
- Educational, cultural and economic opportunities.

Of the above characteristics, research indicates that critical mass is perhaps the leading factor influencing community selection. Typically immigrants are motivated to settle by the presence of parents, friends and people of a similar origin. There have been cases where location decisions have seen individuals compromise their economic status to be near their ethnic community.



#### 10.2.4 Collaboration Essential

Immigration settlement is more directly influenced by collaboration than may be obvious at first glance. The dynamic of the matter is such that unless government (all three levels, but with particular emphasis on the local level), receiving communities; business; and educational institutions are working in concert it is especially difficult to effect settlement and virtually impossible to realize satisfactory retention levels.

The national and Provincial Governments have an important role to play in facilitating immigration outside major centres. Largely they need to motivate and assist communities to develop their own strategies and provide resources and support appropriate to implementation.

Typically receiving communities mobilize local groups, organizations and individuals as part of overall preparations to welcome and integrate immigrants. As an aspiring receiving community, Cape Breton has to ensure that adequate services exist to support immigrants, things like language training and employment services and that policies are in place to address housing, health, employment and education needs of newcomers.

Business has a role to play in complementing conventional settlement structures. Clearly commercial enterprises have a vested interest in immigration because of current and anticipated labour shortages. Because of the significance of economic conditions to both settlement and retention, business directly helps to shape an environment which provides for immigrants to realize individual economic goals.

#### 10.3 Delivery Model Important

If Cape Breton is to launch and successfully prosecute an immigration strategy a means must be found to bring collaborators from across the Island together in among other things, the adoption of the plan, agreement on respective roles, selection of governance or delivery models, and shaping of necessary policies. In some cases, community-based councils or boards have proven effective means to accommodate the interests of participants, determine community needs, and develop services to meet the requirements of newcomers.

#### 10.4 SWOT Analysis

In going forward it is important to identify key strengths to build upon in the strategies developed for immigration, weaknesses that must be addressed, the range of opportunities to consider, and some threats which must also be taken into account.



<p><b><u>STRENGTHS</u></b></p> <p>Cape Breton has strengths to build on shown as follows -</p> <ul style="list-style-type: none"> <li>▪ Size and make-up of the current population;</li> <li>▪ Diversity and skill make up of the labour force;</li> <li>▪ Affordable housing and supply of industrial land;</li> <li>▪ Beautiful surroundings &amp; temperate climate;</li> <li>▪ Progressive learning structures;</li> <li>▪ Solid infrastructure: transportation and communications;</li> <li>▪ Modern, progressive healthcare system;</li> <li>▪ Array of community NGOs;</li> <li>▪ Rich cultural and ethnic diversity;</li> <li>▪ Obvious government presence; and</li> <li>▪ Broad array of investment incentives.</li> </ul>	<p><b><u>WEAKNESSES</u></b></p> <p>Care must be taken to address deficiencies in going forward as shown below -</p> <ul style="list-style-type: none"> <li>▪ Lacking critical mass of settled immigrants;</li> <li>▪ Limited capacity and expertise in matters related to settlement &amp; retention;</li> <li>▪ Not experienced as a welcoming community;</li> <li>▪ Limited employment opportunities;</li> <li>▪ No formal immigration service delivery model;</li> <li>▪ Absence of community consensus on immigration;</li> <li>▪ Overall readiness to accept immigrants not apparent;</li> <li>▪ Absence of a formal network of collaborators; and</li> <li>• No deliberate communications plan.</li> </ul>
<p><b><u>OPPORTUNITIES</u></b></p> <p>In many respects, this may be an opportune time to launch a Cape Breton immigration program as noted -</p> <ul style="list-style-type: none"> <li>▪ Timely consideration in terms of national and provincial policy debate;</li> <li>▪ Province of Nova Scotia shaping an immigration strategy with implications for Cape Breton;</li> <li>▪ Nova Scotia's PNP facilitates settlement;</li> <li>▪ Population debate locally stimulating interest in immigration;</li> <li>▪ Regionalization of settlement a developing priority nationally;</li> <li>▪ 2001 Census has elevated the profile of immigration;</li> <li>▪ Public sector resources accessible for immigration; and</li> <li>▪ Priority of federal and provincial regional economic development.</li> </ul>	<p><b><u>THREATS</u></b></p> <p>Success, in the case of a Cape Breton immigration program, will require careful management of threats as follows -</p> <ul style="list-style-type: none"> <li>▪ Public resistance in the context of an under performing economy;</li> <li>▪ Constrained regional government;</li> <li>▪ Inability to achieve critical mass;</li> <li>▪ Limited employment opportunities;</li> <li>▪ Insufficient resources to develop community capacity and expertise;</li> <li>▪ Difficulty securing an allocation of GARs;</li> <li>▪ Possible slow response by the Provincial Government;</li> <li>▪ Poor retention; and</li> <li>▪ Insufficient collaboration.</li> </ul>



## 10.5 Strategy Structure

This plan is organized around several key components. It advances a rationale, articulates a long-term aim, considers principles that are the foundation of the strategy, delineates objectives and details three directions central to the go-forward plan along with specific steps to be considered in the realization of each.

### 10.5.1 Rationale

As earlier noted, midway through this century the world's population is expected to peak. After that it will decline in a near precipitous manner. Several factors will contribute to this outcome including increased living standards, decreasing birth rates and the mortality of the 20<sup>th</sup> century population bulge. The gravity of the issue became apparent to Canadians in the 2001 Census that suggests that within the global context Canada will reflect similar population trends.

Cape Bretoners have been struggling with population decline for more than four decades. In recent years the rate of loss has accelerated. Forecasts indicate continued decline at hastened rates. Naturally there is growing concern that this will confront the Island with potentially overwhelming demographic and economic challenges.

With a sense of urgency, consideration is being given to ways and means of populating Cape Breton. Immigration has garnered attention as one potential option, but, thus far, discussions generally have not been in the context of a broad population plan. While immigration can effectively attract people to the Island, it is unlikely to generate significant arrivals, at least in the near term.

In the national arena, immigration is the subject of renewed public debate. Policy makers and researchers have singled out several issues for discussion and possible changed emphasis. One such matter is the 'regionalization of immigrants'. In short, Canada needs to develop improved means of directing the flow of immigrants to smaller centres, like Cape Breton.

What is apparent from earlier chapters in this document is that to be successful in attracting and holding newcomers generally communities must conform to key criteria. Immigrants are attracted to non-traditional centres by a handful of important factors, including the presence of family and individuals from their country of origin, support systems, economic opportunity and overall community receptiveness.

Typical of most small centres, currently Cape Breton does not have first hand experience in attracting and retaining immigrants. The capacity and expertise that are prerequisites to success need to be developed. Naturally this will take time, but there is every reason to believe it is doable and that the will to engage immigration as an effective component of an overall population plan can be wellled up within key segments of the community.

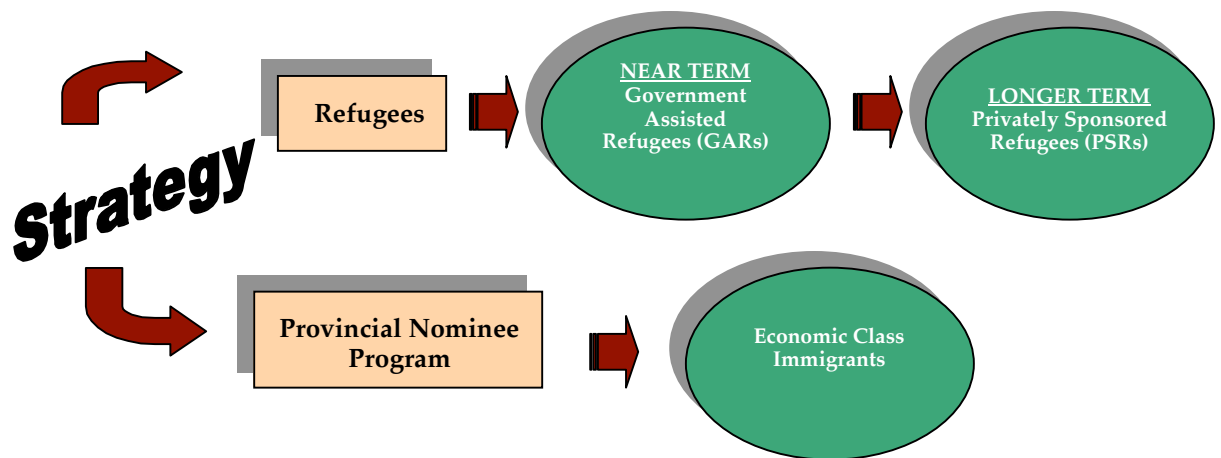
The strategy outlined herein emphasizes practicality and reflects the



importance of allowing the community the time necessary to develop requisite structures and processes. Further, it endeavours to optimize Cape Breton's position within the framework of specific government policy and current discussions respecting 'regionalization'. As well, it positions Cape Breton to piggyback on the recently signed Canada-Nova Scotia provincial nominee agreement.

As indicated in Illustration 3 below, the strategy embodies two fundamental thrusts or components:

Illustration 3 – Strategy Components



**Refugees** – Canada has a long tradition of admitting refugees to the country yearly. The proposed Cape Breton strategy would target two of three sub-classifications of refugees – GARs and PSRs. GARs provide a good starting point for a local immigration initiative. Nova Scotia currently has an allocation of which Cape Breton would request a portion on the basis that the Halifax area receives virtually the entire complement. In addition, there is ample evidence that GARs have stimulated proficient immigration settlement services in targeted areas. Finally, GARs come to an area with Federal Government assistance that helps to facilitate settlement. Although the numbers will not be large, GARs will serve to create critical mass or a cluster, shape an environment for community development and create an echo effect.

In the longer term, PSRs represent the best opportunity for successful immigration to the Island. Among the many positive features of the program are the ability for Cape Breton to self-initiate, build future immigrant flows and minimize the involvement of federal and provincial rules. Canada desires to elevate current yearly PSR levels and this plays to the advantage of Cape Breton. PSRs are a natural extension of GARs and successful development of an immigrant cluster. The only drawback is that processing times are long (3-4 years) and, therefore, the eventual impact is down the road.



**Provincial Nominee Program** – Economic class immigrants comprise skilled workers, and investors who gain entry to the province through the PNP with restrictions somewhat less onerous than national program criteria. Nova Scotia is developing its nominee program and it makes sense for Cape Breton to endeavour to employ it as part of an immigration initiative. PNP is less a tool useful in populating an area that it is an instrument appropriate to economic development. Typically the number of investors coming into the country through PNP will be small. PNP is an advantage in the attraction of skilled workers and to the extent that Cape Breton anticipates labour shortages in some high demand occupations it can be employed to the benefit of the Island.

### 10.5.2 Aim

The long-term aim of this strategy is: *to contribute to the population of Cape Breton over time (estimated net increase of almost 2,200 over ten years – Table 10 below) while enriching its diversity, strengthening its social and economic fabric; and building capacity and expertise appropriate to the effective utilization of immigration as a vehicle for long term development.*

**Table 10-Forecast Immigrant Settlement  
Cape Breton Island  
Ten Year Time Frame**

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Total
<b>Source:</b>											
Current Levels	20	20	20	20	20	20	20	20	20	20	200
GARs	20	20	20	25	25	35	35	35	45	50	310
PNP - Business Class		3	3	3	3	4	5	5	6	6	38
PNP - Skilled Workers	3	3	3	5	10	15	25	30	30	40	164
PSRs				95	101	101	325	350	385	901	2,259
Sub-Total	43	46	46	148	159	175	410	440	486	1017	2,971
Less Immigrant Migration	17	18	16	44	48	44	102	110	122	254	776
<b>Net Population Increase</b>	<b>26</b>	<b>28</b>	<b>30</b>	<b>103</b>	<b>111</b>	<b>131</b>	<b>307</b>	<b>330</b>	<b>365</b>	<b>763</b>	<b>2,195</b>

Note: echo effect calculated at 2.2

nominees per settled immigrant

Note: Computer rounding may affect totals

Sources of immigration would include current levels mostly comprising skilled workers, government assisted refugees, provincial nominees, and privately sponsored refugees. As indicated in the table above, the early years of the program or plan would produce modest totals. Activity is forecast to pick up in Year four when the first group of privately sponsored refugees begin to arrive. Thereafter, based on a yearly echo effect of 2.2 nominees per settled immigrant levels climb, with almost 3,000 anticipated to have settled in the area over a ten year period.

Clearly retention is important, however it is not realistic to anticipate that migration can be completely eliminated. Therefore, the forecast anticipates an average yearly loss of just over 30% over the ten year period.



### 10.5.3 Principles:

The eventual impact of a Cape Breton immigration program will be governed by the degree to which collaborators hold firm to core principles:

**Partnership** – the effectiveness of the plan will be governed by the level of collaboration and cooperative effort between governments at all levels, the community in general, the learning sector, volunteer groups, not-for-profit organizations, business and church communities;

**Resources** – building capacity and expertise to foster immigration will require the allocation of resources, including development or seed money, in-kind contributions, program support and services;

**Inclusion** – central to the plan are accommodating structures and processes that facilitate participation and involvement and encourage the support of individuals, organizations, and various other collectives;

**Sustainability** – sustainable development is central to the strategy’s long-term aim. Sustainability will be applied to key initiatives employed to build a welcoming community, develop settlement support and foster integration and retention. Central to this will be:

- Community acceptance and support;
- Confident capable and versatile networks;
- Partners with requisite skills and capacity; and
- Use of available resources to the long-term benefit of immigration.

**Responsibility** – to ensure effective deployment and management of resources through efficient governance;

**Accountability** – Effective communication is fundamental to building awareness, instilling confidence and fostering joint commitment to immigration.

## 10.6 Strategic Directions

Informed choices are the product of strategies that embody processes that among other things, consider the context in which the plan will be implemented, key factors influencing success, best practices, emerging policy, individual and collective capacity, resource availability and challenges to advancement. This plan comprises two principle directions.

### 10.6.1 Strategic Direction ONE – Immigrant Refugees

Many millions of refugees have been forced to flee their countries of origin. A significant number are settled annually in countries with overarching humanitarian values, such as Canada. Clearly, refugees are a special kind of immigrant in the sense that their resettlement must take into account the unusual circumstances surrounding their experience prior to arrival in Canada, as well as their unique social and economic needs.

As earlier indicated, two classes of refugees are believed to represent a





viable opportunity for Cape Breton in building population: Government Assisted and Privately Sponsored. Both afford Cape Breton the chance to build critical mass which is so vitally important to attracting immigrants and because of the nature of the programs they offer the possibility to self initiate appropriate- to-community capacity and expertise.

#### 10.6.1.1 Goal

*To acquire an allocation of GARs in launching an immigration initiative for the purpose of building critical mass while developing the experience and capability to engender community-based private sponsorship of refugees which over time, in combination with GARs, will grow to represent significant (upwards of 2,400 over ten years) new population.*

#### 10.6.1.2 Principles

Principles in the case of Strategic Direction ONE are:

- a) Out of necessity, immigration settlement and integration require community involvement at many levels and are reliant on collaborative processes with government;
- b) Success of a community-based immigration initiative requires the allocation of necessary human and financial resources;
- c) Communication is of fundamental importance to the overall effectiveness of community-based immigration initiatives;
- d) Community capacity and expertise are the foundation of settlement and integration activities, therefore learning structures are an important component of community-based immigration programs; and
- e) Innovation is fundamental to success in immigration.

#### 10.6.1.3 Objectives

There are five objectives in the case of Strategic Direction ONE:

- a) To develop community support of immigration through community consultation and on-going effective communication;
- b) To structure partnerships appropriate to effective immigration program delivery;
- c) To engage the community in the advancement of immigration;
- d) To develop means appropriate to the delivery of immigration settlement services; and
- e) To partner with the business community in developing mechanisms to address the employment and prosperity needs of immigrants.

#### 10.6.1.4 Tasks

Undertaking the following tasks is considered essential to the realization of



the above objectives:

- a) **Communications** - The success of a Cape Breton immigration program will be governed by the extent to which the community embraces the idea and mobilizes to create an environment that fosters success. Therefore, as a first step it will be necessary to mount a communications initiative that introduces the concept, builds community awareness, emphasizes the potential for success and employs products and initiatives that inform interested citizens of details and specifics. A key message will be that immigration is but one component of a Cape Breton population plan.

Ideally communications will encompass a number of activities and products. For instance, there is an obvious advantage to consulting with key stakeholders and representatives of the three levels of government. Several products should be considered to facilitate communications and information flow and among them an informative web site and relevant literature. As well, effective use of media will be important.

- b) **Program Delivery** – If Cape Breton is to launch an immigration program and optimize its potential for success, careful consideration will have to be given to delivery. At present, the Island does not have a position or entity dedicated to immigration. Expertise will be necessary to move forward and given that Nova Scotia is currently discussing an enhanced immigration capability, it seems to make sense that Cape Breton look to couple its efforts with those of the province. Therefore, a potential delivery vehicle comprises the Island’s regional development authorities. RDAs are currently part of a province wide network mandated to contribute to the advancement of the Provincial Nominee Program. In the case of a Cape Breton program, it is anticipated that RDAs will find the will and means to collaborate.

Delivery will encompass a series of key functions, including communications, development of settlement services, liaison with government, in particular federal and provincial, to secure necessary allocations and demonstrate capacity, mobilization and support of key community-groups, in particular sponsors and prospective employers, and activities and initiatives appropriate to enhancing the welcoming nature of the community.

- c) **Community Immigration Task Force** – In the case of Manitoba, Quebec, and Alberta community involvement is a shared characteristic of immigration efforts. Cape Breton should not expect that an immigration program can function as desired without engaging the community. The issue is simply too varied and complex to be left singularly in the charge of an implementing agency or organization. Community input and participation can be facilitated by a variety of means. One option is a Cape Breton Community Immigration Task Force.

Ideally a Task Force would be broadly representative and active in



the provision of advice, policy recommendations, communications, partnership development, promotion and marketing, and strategic inputs to government and community immigration organizations. It would serve as a type of portal through which the community can be involved in the successful prosecution of an immigration plan.

- d) **Settlement Services** - as emphasized throughout, settlement and integration of immigrants are fundamental to eventual success. A Cape Breton program must rest upon a solid settlement services foundation, one that provides newcomers with ready access to a range of products from, language training, through to housing, healthcare services, employment identification, community orientation, and crisis intervention.

Looking across the country it is apparent that there is no prototypical settlement services provider. The sector, as it is termed in immigration circles, comprises a range of organizations from YMCAs through to church groups. The one thing they have in common is sustainability. Each funds operations through a variety of activities ranging from discharging contracts with CIC under three programs to deliver settlement services through to conventional fund raising.

The nearest comprehensive settlement service provider is in the Halifax area. Metropolitan Immigration Settlement Association has been in operation for more than a decade and has worked with countless immigrants. MISA stands as a model for consideration by Cape Breton as it advances an immigration program.

As indicated, immigration levels in Cape Breton are expected to build slowly over time. Consequently in the beginning, settlement services are best accommodated as an add on to an existing not-for-profit community-based organization. The Cape Breton YMCA represents one option for settlement services delivery. Nationally the movement is currently engaged in the provision of such services. Locally the YMCA includes among its programs activities of potential importance to successful immigrant settlement.

- e) **Employment** – Like Canadians in general, immigrants aspire to prosperity and self-sufficiency. Consequently, economic opportunity is as important a factor to the prospective immigrant in settlement as the presence of family and people from a similar country of origin. Therefore, out of necessity a Cape Breton immigration program will rely on the versatility and capacity of local business to provide employment opportunities. In keeping with successful practices in other areas of the country, partnerships with Chambers of Commerce and other segments of the business community will be important to a local immigration program. An expectation underlying relations with the business community is that existing employment assistance programs will be available to facilitate the placement, training and productive engagement of immigrants in the labour force.



## 10.6.2 Strategic Direction TWO – Provincial Nominee Program

Like several other provinces, Nova Scotia is party to a Federal-Provincial Immigration Agreement. The centrepiece of the Nova Scotia agreement is the Provincial Nominee Program. The program is designed to allow the province to ameliorate the effect of eligibility criteria in national programming and afford immigrants a less onerous option in gaining entry to the country. There are two broad sub classes of immigrants that Nova Scotia hopes to attract through PNP and they are skilled workers and Business Class.

It is logical for Cape Breton to shape a local immigration program with a view to capitalizing on existing mechanisms such as the PNP and, thereby, refine and demonstrate a working relationship within the framework of Nova Scotia's overall immigration plan.

Nova Scotia's PNP is in the early stages of advancement. Regardless, progress is being realized and the Province anticipates settlement of at least three Business Class immigrants in Cape Breton in the foreseeable future. While overall, numbers of Business Class immigrants inclined to settle on the Island in any given year are likely to be small, the program's potential to effect significant economic advancement through new strategic investment is something to be carefully considered.

If the Skilled Worker category is to be successfully employed by Cape Breton as a component of a population building (immigration) strategy, it is best pursued within the context of the Nova Scotia Provincial Nominee Program. Drawing on the Manitoba experience, Nova Scotia must secure agreement to "pass" applicants with a lower number of points scored than typically required under the national program. Nova Scotia can expect to be required to negotiate and earn this dispensation by demonstrating that international immigrants to the Province, including areas like Cape Breton, are for the most part staying in the area. Retention will require, among other things, that most applicants have a family connection to the destination area (or sponsors in lieu thereof), and either have a job lined up, or are qualified in an area of skills shortages.

### 10.6.2.1 Goal

*In concert with Nova Scotia develop a capability in Cape Breton appropriate to the effective use of the PNP vehicle in settling skilled workers and in attracting new foreign investment from business immigrants, thereby generating noticeable economic growth and contributing to population expansion.*

### 10.6.2.2 Principles

In the case of Strategic Direction TWO, the following principles are believed to have application:

- a. Immigration is a potentially effective vehicle in attracting foreign investment and engendering GDP growth;



- b. Cape Breton will benefit from an active partnership with Nova Scotia within the PNP;
- c. Partnerships, particularly with the business community, will be of fundamental importance to the successful execution of the PNP in Cape Breton;
- d. Success in the use of the PNP vehicle will be governed by the availability of necessary human and financial resources; and
- e. Innovation is fundamental to success in the case of the PNP.

#### 10.6.2.3 Objectives

There are five objectives regarding Strategic Direction TWO:

- a. Drawing on successful models, facilitate adjustments to the PNP to better address the requirements of Skilled Worker Class immigrants, grow yearly levels and ensure acceptable retention rates;
- b. To develop necessary capacity to promote and facilitate the delivery of PNP in Cape Breton;
- c. To promote and market Cape Breton to prospective Business Class immigrants;
- d. To identify and communicate investment opportunities in Cape Breton; and
- e. To ensure the presence of settlement services appropriate to the needs of Business Class and Skilled Worker Class immigrants.

#### 10.6.2.4 Tasks

Execution of the following tasks is considered essential to the realization of the above objectives. Some overlap exists with those steps recommended in Strategic Direction ONE.

- a. **Skilled Worker Class** – The Skilled Worker component of the Provincial Nominee Program in Manitoba is the principal plank in Manitoba's immigration strategy. Workers may qualify for nomination with a lesser point score (55 points) than is required of Skilled Workers generally under Canada's criteria (where 67 points are required). But the Manitoba-bound worker is expected to be experienced in a skill area in demand in Manitoba or to have a verifiable job offer, or both. The worker must also have ties to Manitoba, either through family relationships or through the guarantee of five sponsors; in this way the worker's retention in Manitoba is probable. The challenge is to win approval to structure the Nova Scotia PNP in ways that incorporates elements of proven models such as Manitoba.
- b. **Capacity Development** – Nova Scotia is currently organized to deliver PNP to the regions in cooperation with the RDAs. Among



other things, regional development authorities are looked to for promotional materials, investment opportunities and generally context information that can be provided to the province's agent to facilitate the identification of nominees.

As indicated above, Cape Breton's RDAs are one potential vehicle to be considered in the development of an immigration program delivery capability. That being said, it seems logical that if this instrument is employed it should also be the means used to facilitate the enhanced application of the PNP in Cape Breton.

- c. **Promotion and Marketing** – Investment decision-making involves consideration of key data and information germane to a target community or area. Such things are labour force characteristics, financial services, raw materials, market composition, infrastructure and education facilities are consequential. To engender desired outcomes in the case of PNP, Cape Breton must ensure that prospective immigrant investors have easy access to key information and community profiles. Ideally, the material will be available in both digital and conventional format and that in the case of the former it will be part of an appealing and informative Web site.

Ideally, marketing Cape Breton to immigrant investors will take two forms: distribution of materials to and active liaison with networks developed by Nova Scotia's immigrant agents. As well, marketing will require participation at meetings, trade shows and promotional events overseas.

- d. **Identification of Investment Opportunities** – Small centres like Cape Breton frequently complain about difficulties accessing capital, particularly from non-conventional channels, including venture capital. Despite this, the Island has incubated successful enterprises which arguably would be of interest to and benefit from outside venture investment. As well, there are business opportunities across several key sectors of the Island's economy with potential appeal to foreign investors.

The challenge in attracting immigrant investors is to identify opportunities and assemble requisite information and background material for consideration within the context of PNP. The realization of this objective will depend on the extent to which a Cape Breton immigration program is successful in developing and sustaining networks for this purpose within the business community and government circles.

- e. **Appropriate Settlement Services** – Again settlement support will be as important to economic class immigrants coming to the area by means of the PNP vehicle as it is to all other classes. Consequently this capacity has to be developed appropriately.



## 10.7 Budget

Below (Table 11) is considered a five year operating budget for a Cape Breton immigration program. The forecast contemplates funding of four activities: (i) program delivery, (ii) settlement services, (iii) community-based immigration task force, and (iv) enhanced PNP delivery. As noted earlier, it is envisioned that oversight of program delivery comprising all four functions would be centred in a single office under the direction of a coordinator. Activities such as the delivery of settlement services would be delivered under contract by an existing not-for-profit community organization. The community-based immigration task force would function in an advisory capacity, be involved in public education and activities and initiatives for the purpose of enhancing community receptiveness.

**Table 11-Cape Breton Immigration Program  
Forecast Operating Budget  
Years 1-5**

	Year 1	Year 2	Year 3	Year 4	Year 5	Total
<b>Program Delivery:</b>						
Salaries & Wages	\$ 65,000	\$ 65,000	\$ 65,000	\$ 105,000	\$ 105,000	\$ 405,000
Office and Utilities	15,000	15,000	15,000	25,000	25,000	95,000
Marketing & Promotion	30,000	30,000	40,000	40,000	40,000	180,000
Consulting/Contract Services	25,000	25,000	25,000	25,000	25,000	125,000
Sponsorship Development	25,000	25,000	25,000	25,000	25,000	125,000
<b>Settlement Services</b>						
Capacity Development	20,000	20,000	20,000	10,000	10,000	80,000
Contracted/Purchased Services	25,000	30,000	45,000	50,000	60,000	210,000
Public Education	10,000	10,000	10,000	10,000	10,000	50,000
<b>Community Based Immigration Task Force</b>						
Administrative Support	20,000	20,000	20,000	20,000	20,000	100,000
Communications/Promotion	15,000	15,000	15,000	15,000	15,000	75,000
Study Tour	10,000	5,000	5,000	5,000	5,000	30,000
<b>Enhanced PNP Delivery</b>						
Marketing & Promotion	25,000	25,000	25,000	30,000	30,000	135,000
Research	15,000	15,000	15,000	15,000	15,000	75,000
<b>TOTAL</b>	<b>\$ 300,000</b>	<b>\$ 300,000</b>	<b>\$ 325,000</b>	<b>\$ 375,000</b>	<b>\$ 385,000</b>	<b>\$ 1,685,000</b>

**Notes:**

- a) Capacity Development refers to activities and projects undertaken to develop capabilities within the community to accommodate the settlement needs of newcomers as well as demonstrate this ability.
- b) Contract/Purchase Services refers to activities undertaken under contract to the Program Delivery Agent by a designated service provider specific to settlement
- c) Consulting/Contract Services refers to strategic inputs made by organizations such as MISA and other expert service providers under contract.