Citizenship and Immigration Canada

Report on Plans and Priorities 1998–99



Approved by

The Honourable Lucienne Robillard Minister of Citizenship and Immigration

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Section I:

Messages

A. Minister's Message

I am pleased to submit to Parliament, and to the Canadian public, the Citizenship and Immigration Canada (CIC) *Report on Plans and Priorities* for 1998–99 to 2000–01.

During the past year, CIC worked on the plans and priorities described in Part III of its Main Estimates for 1997–98 to 1999–2000. This *Report on Plans and Priorities*, the first issued by CIC, expands on the directions set out in that document by outlining the department's intentions for the next three years. It is part of the continuous planning, priority setting and performance measurement that CIC conducts to maintain its ability to deliver on its commitments to Canadians.

This Report on Plans and Priorities comes at an important point in CIC's history. In November 1996, I appointed the Legislative Review Advisory Group, comprising three independent advisors, to conduct a review of the Immigration Act. On January 6, 1998, the Legislative Review Advisory Group released its report and recommendations on the immigration and refugee systems. Consultations on the report will be completed in the spring of 1998. The recommendations of the Legislative Review Advisory Group and the views expressed in subsequent consultations will help shape planned new legislation and CIC policy and program development into the new millennium.

The CIC program helps promote the economic and social well-being of Canada and ensure the safety and security of Canadian society. The department upholds Canada's humanitarian tradition of protecting refugees in Canada and resettling refugees from

abroad. CIC settlement and citizenship activities help newcomers integrate into Canadian society. CIC works closely with other federal departments and agencies, provincial and territorial governments, nongovernmental organizations, international partners and the private sector.

In 1998, CIC plans to admit 200,000 to 225,000 new residents to Canada, including 175,900 to 192,700 immigrants and 24,100 to 32,300 refugees. These figures amount to 5,000 more newcomers than the 1997 targets, a slight increase reflective of Canada's flexible immigration policy and the attractiveness of our strengthening economy.

Immigration plays an important role in positioning Canada to meet the challenges and opportunities of the knowledge-based economy while preserving primary access to jobs for qualified Canadians. It contributes to significant social objectives, including strengthening families and communities by reuniting close relatives with their Canadian sponsors. Immigration accounts for 50 percent of total population growth and will continue to play a major role in building a stronger Canada into the next millennium.

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B. Management Representation Report on Plans and Priorities 1998–99

I submit for tabling in Parliament the 1998–99 Report on Plans and Priorities (RPP) for Citizenship and Immigration Canada.

To the best of my knowledge, the information:

- accurately portrays the department's mandate, plans, priorities, strategies and expected key results;
- is consistent with the disclosure principles contained in the *Guidelines for Preparing a Report on Plans and Priorities*;

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- is comprehensive and accurate; and
- is based on sound underlying departmental information and management systems.

I am satisfied as to the quality assurance processes and procedures used for the production of the RPP.

The Planning and Reporting Accountability Structure on which this document is based has been approved by Treasury Board ministers and is the basis for accountability for the results achieved with the resources and authorities provided.

Signed:
Name: Janice Cochrane
Title: Deputy Minister

Date: _____

Telephone: (613) 954-3501

Section II: Departmental Overview

A. Mandate, Roles, Responsibilities and Organizational Structure

Mandate

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

On June 23, 1994, Parliament established a Department of Citizenship and Immigration (Department of Citizenship and Immigration Act) and gave its minister powers, duties and functions over all citizenship and immigration matters within its jurisdiction. Parliament has assigned responsibility for the administration of the Citizenship Act and the Immigration Act to Citizenship and Immigration Canada. CIC is also responsible for the administration of regulations issued under these Acts, including the Citizenship Regulations (1993), the Immigration Act Fees Regulations and the Immigration Regulations (1978).

Roles and Responsibilities

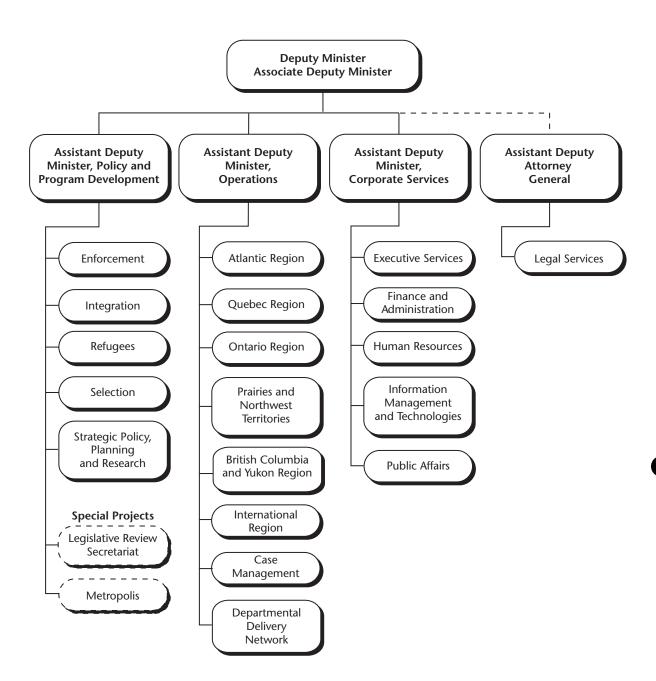
Citizenship and Immigration Canada develops immigration policy, manages immigration levels and, with other federal departments and agencies, facilitates and controls the entry of immigrants, refugees and visitors to Canada. By cooperating with other levels of government, and with non-governmental and intergovernmental organizations, CIC helps newcomers to settle in and adapt to Canada.

CIC supports Canada's humanitarian mission and related international commitments by setting the framework for and managing the government's refugee policy and program. CIC protects the safety and public health of Canadians through the medical examination of all immigrants and certain visitors, and also protects the security of Canadian society by identifying and removing individuals who are not entitled to enter or remain in Canada.

CIC develops citizenship policy, including eligibility and knowledge criteria, grants Canadian citizenship, provides Canadians with proof of citizenship, helps newcomers and ethnocultural organizations understand the meaning of Canadian citizenship, and promotes citizenship as a symbol and expression of the rights and responsibilities of membership in the Canadian community.

B. Objective and Mission Statement

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



The mission of Citizenship and Immigration Canada is to build a stronger Canada by:

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

C. Financial Spending Plan

Citizenship and Immigration Program (\$ millions)

	Forecast Spending 1997–98*	Planned Spending 1998–99	Planned Spending 1999–00	Planned Spending 2000–01
Gross Program Spending	655.5	645.8	648.7	648.2
Less: Revenue credited to the Consolidated Revenue Fund	(363.7)	(364.6)	(364.6)	(364.6)
Plus: Cost of services provided by other departments	151.9	155.5	155.5	155.5
Net Program Cost	443.7	436.7	439.6	439.1

^{*} Reflects best forecast of total planned spending to the end of the fiscal year.

Section III: Plans, Priorities and Strategies

A. Summary of Key Plans, Priorities and Strategies

On January 6, 1998, the report of the Legislative Review Advisory Group, Not Just Numbers: A Canadian Framework for Future Immigration was released to the public. The report, the result of extensive consultations with the public and stakeholders, contains 172 recommendations for changes to the immigration, citizenship and refugee determination policy and legislation. The Minister has undertaken extensive public consultations on the recommendations made by the group.

The department will review the results of the consultative process in conjunction with extensive analysis of the report as part of the legislative development process. While the scope of policy development required for the fundamental overhaul of CIC's legislative framework will significantly draw on the resources of the department, CIC will continue to carry out its mandate against performance commitments included in the 1997 Annual Report to Parliament by the President of the Treasury Board.

Citizenship and Immigration Canada has a budget of \$645.8 million

CIC plans to provide Canadians with:

CIC strategies to be demonstrated by:

- Maximum economic and social benefit from the global movement of people
- Achievement of target immigration levels
- Family reunification of immigrants with Canadian sponsors
- Selection of business immigrants including investors
- Selection of immigrants capable of adapting to the Canadian labour market
- Visitors, foreign students and temporary workers whose presence in Canada stimulates demand for goods and services
- Enhanced protection of refugees and others in need of resettlement
- Achievement of the target for governmentassisted and privately sponsored refugees
- Negotiation of master agreements between the Government of Canada and private organizations for the resettlement of refugees in Canada
- Canada's influence on international initiatives to protect refugees
- Effective, efficient working arrangements between the Immigration and Refugee Board and Citizenship and Immigration Canada

CIC plans to provide Canadians with:

CIC strategies to be demonstrated by:

- Support for the adaptation, settlement and integration of newcomers into Canadian society
- The successful integration of newcomers into Canadian society
- Advancement of arrangements designed to improve the delivery of settlement services
- Accordance of full participation in Canadian society to eligible permanent residents through the granting of citizenship
- Effective promotion and understanding of citizenship and integration issues
- Management of access to Canada with a fair and effective enforcement strategy
- Departmental activities that contribute to the protection and safety of Canadian society
- Interdiction of individuals attempting to enter Canada with improper documentation
- Reports on and, if necessary, detention of individuals who have contravened the Immigration Act
- Removal of persons who are not eligible for admission to Canada, especially those who pose a threat to Canadian society

The following table summarizes CIC's key current and anticipated legislative and regulatory initiatives. While several of the latter are proceeding as part of the department's regular business, they may need to be adjusted to, or incorporated into, broader legislation reform proposals as they take shape during 1998–99.

Legislation and Regulations	Expected Results
Immigration, Citizenship and Refugee Determination Legislation and Regulations: New legislative and regulatory frameworks will be developed taking into account the recommendations of the report of the Legislative Review Advisory Group.	 simple, transparent and effective legislation and regulations cost-effective, efficient and consistent decision-making processes and program delivery
Immigration Regulations, 1978 — Immigrant Investor Program: The regulations governing the Immigrant Investor Program must be amended to enhance the integrity of the program.	 improved competitive balance among the provinces for attracting investment reduced fraud and program abuse
Humanitarian Designated Class Regulations: The list of source countries must be updated and the expiry date of the regulations extended.	 appropriately rapid, timely response by Canada, where the need is greatest, to international situations that produce refugees
Citizenship Regulations, 1993: The regulations governing the processing of citizenship applications may need to be changed to support the continued reduction of costs and increased efficiency.	more efficient delivery and cost effectiveness
Immigration Regulations, 1978 — New Selection Criteria for Economic Stream Immigrants: The regulations governing the selection of skilled workers and business immigrants may need to be amended to ensure a more effective selection of economic immigrants.	the selection of immigrants who are more self-sufficient, more capable of contributing to the Canadian economy, and less likely to require public assistance
Immigration Regulations, 1978 — Student Requirements: The regulations governing the admission of students may need to be amended to streamline processing and eliminate inconsistencies in the assessment of students who are dependants of foreign workers temporarily in Canada.	 a streamlined administration will result in faster processing times easier, more transparent administrative processes

B. Program Details, by Business Line

Planned Program Spending, by Business Line (\$ millions)

Business Line	Forecast Spending 1997–98*	Planned Spending 1998–99	Planned Spending 1999–00	Planned Spending 2000–01
Maximizing Benefits of International Migration	73.1	81.7	78.9	78.9
Maintaining Canada's Humanitarian Tradition	85.6	81.3	81.2	81.2
Promoting the Integration of Newcomers	299.0	296.3	299.2	299.2
Managing Access to Canada	101.0	98.0	94.9	94.9
Providing Corporate Services	96.8	88.5	94.5	94.0
Total Planned Spending	655.5	645.8	648.7	648.2

^{*} Reflects best forecast of total planned spending to the end of the fiscal year.

Maximizing Benefits of International Migration

Objective

The objective of the Maximizing Benefits of International Migration business line is to derive maximum economic and social benefit for Canada from the global movement of people.

This business line:

- develops policy and programs for the selection of immigrants and assessment of visitors;
- recommends to the Minister the target number of immigrants to be admitted to Canada on an annual basis;
- assesses the qualifications of persons seeking to settle permanently in Canada against the applicable criteria for immigrants;
- assesses potential foreign students and temporary workers against the applicable criteria; and

 evaluates the risk to the health of Canadians and the sustainability of the Canadian public health system posed by potential immigrants, visitors, temporary workers and foreign students.

External Factors Influencing the Business Line

This business line is affected by the following factors:

- changing trends in international migration;
- increased client expectations;
- increased reliance on counsel; and
- changes in the Canadian economy.

The development of selection policy includes extensive consultation within CIC, with other federal departments and agencies, with provincial and municipal governments, and with non-governmental organizations representing interests in business, education and the law, among others. The development of legislation and regulations is a dynamic process in which the concerns expressed in the consultations must be balanced with the

needs of government, our clients and the people of Canada as a whole.

To maintain its global delivery network, CIC must interact with foreign governments and cooperate closely with other departments and agencies of the Government of Canada, especially the Department of Foreign Affairs and International Trade (DFAIT), the Canadian Security and Intelligence Service (CSIS), Health Canada and the Royal Canadian Mounted Police (RCMP). Recent organizational changes in the department affect our service delivery system, both at posts abroad and at immigration centres and case processing centres in Canada. Anticipated technological advancements have taken longer than expected to implement and essential Year 2000 initiatives have used resources that would otherwise have gone into development activities. Legislative changes are a priority in systems development and the business line has proposed several projects.

Key Plans and Strategies

Immigration Plan

The 1998 immigration plan includes a modest overall increase of 5,000 newcomers over the 1997 plan, bringing the target range to 200,000 to 225,000. Immigration plans for the future will be designed to be consistent with Canada's absorptive capacity and to consider the economic and social benefits that arise from the entry of highly skilled, qualified immigrants and visitors.

Immigrant Investor Program

It is expected that a new Immigrant Investor Program, designed to improve program operations and strengthen benefits to the Canadian economy, will be proposed in 1998. Pre-publication of the draft regulations in 1997 did not garner the provincial support expected. However, as a result of further discussions with the provinces, a possible alternative model has been developed. Consultations will be held with the provinces, stakeholders and other federal departments and agencies to work toward a consensus. The

current interim program will be extended if required.

Immigrant Selection — Economic Stream

New criteria will be proposed for the selection of economic stream immigrants (e.g., skilled workers, entrepreneurs, business investors and self-employed immigrants) to support the entry of people who are adaptable to the Canadian labour market. By the fall of 1998, the development of the policy should be complete.

Family Class Sponsorship

To preserve public support for family class immigration, it is critical that sponsors meet their obligations to provide for the essential needs of their sponsored relatives. Links will be established with the provinces to ensure that defaulting sponsors are identified and compelled to carry out their responsibilities. Civil litigation to enforce sponsorship agreements may also be selectively initiated.

Medical Inadmissibility — Excessive Demand

To continue efforts to curb excessive demand for health and social services in Canada, CIC will continue to work toward refining the criteria for medical inadmissibility in consultation with provincial and territorial governments.

Immigration Consultants

Stakeholders and the provinces are being consulted on a comprehensive strategy to protect the public from unscrupulous immigration consultants, while ensuring that CIC clients have access to representatives of their choice when dealing with the department.

Humanitarian and Compassionate Considerations

CIC is reviewing in detail the guidelines for accepting applications for permanent residence from within Canada. The decision to accept such an application (normally, applications for immigration must be made from outside the country) is based on humanitarian and compassionate considerations, and the guidelines are being designed to ensure fairness and consistency in applying these considerations.

Expected Results

- Achievement of the targeted immigration levels of 200,000 to 225,000 newcomers to Canada.
- Conduct research and consultation to develop the 1999 immigration and refugee plan, to be ready for tabling in the House of Commons by November 1, 1998. In support of this result, the business line will:
 - continue to develop new selection criteria to encourage the entry of highly skilled immigrants capable of integrating into Canadian society quickly and successfully;
 - continue to work with provinces to develop a new investor program;
 - maintain and enforce sponsorship obligations; and
 - further refine medical inadmissibility criteria.

Maintaining Canada's Humanitarian Tradition

Objective

The objective of the Maintaining Canada's Humanitarian Tradition business line is to protect refugees and persons in need of humanitarian assistance.

This business line:

- provides international leadership in finding durable solutions to refugee situations through voluntary repatriation, local integration, resettlement in another country or regional approaches to responsibility sharing;
- develops and implements policies and programs in support of Canada's commitments and protection obligations, both domestically and internationally;
- selects government-assisted and privately sponsored refugees from abroad in accordance with annual levels tabled in Parliament;
- provides emergency and essential health care coverage to needy refugee claimants and Convention refugees not eligible for provincial health coverage (Interim Federal Health Program);
- provides financial assistance to refugees who have been accepted for resettlement through the Immigrant Loans Program and the Resettlement Assistance Program; and
- assists the Immigration and Refugee Board (IRB) to arrive at well-informed, timely decisions by providing case-related and country-specific information on refugee situations through the establishment of a Memorandum of Understanding (MOU) between CIC and the IRB.

External Factors Influencing the Business Line

Like most other industrialized countries, Canada is a signatory to the United Nations Convention Relating to the Status of Refugees and its 1967 Protocol, which commits us to protecting persons who seek and obtain refugee status in Canada. This commitment brings with it the challenge of ensuring that Canada's refugee determination system provides protection to genuine refugees and is not abused by those who make refugee claims as a means to migrate.

Canada has a long history of resettling large numbers of refugees from abroad. However, although the world still has millions of displaced people, the number of refugees that are identified by the United Nations who need to resettle in a foreign country has decreased considerably. CIC must conduct a careful review of criteria and processes used by visa officers abroad.

To establish coherent policy approaches on global migration, CIC must formulate partnerships with various stakeholders — other federal departments and agencies, the IRB, provincial and municipal governments, United Nations bodies, and national and international non-governmental organizations. A coherent global migration policy will:

- address the root causes of involuntary migration;
- ensure humanitarian responses to those forced to flee their homelands; and
- foster a positive framework for voluntary migration.

In international discussions of refugee issues, attention is now being directed to the relationship between refugee protection law and human rights law. This new emphasis will influence Canada's refugee initiatives and increase CIC involvement in advancing human rights internationally.

Key Plans and Strategies

Policy and Program Design

To analyse and develop an operational response to recommendations made in the report of the Auditor General of Canada on refugee determination.

Operational Delivery Model for the Selection and Resettlement of Refugees from Abroad

To address concerns about inconsistent application of eligibility and selection criteria, program delivery, partnerships, training and security screening, CIC will develop an action plan to maximize the effectiveness of resources devoted to the resettlement of refugees from abroad. In a related initiative, a reporting framework will be developed for regular exchange of information between regions, non-governmental organizations and missions abroad.

Resettlement Assistance Program

One outcome of recent consultations on the delivery of settlement services to new immigrants was that CIC retain its role in administering income support and immediate essential services for certain refugees and members of groups resettled from abroad requiring humanitarian assistance. In 1998–99, the Resettlement Assistance Program (RAP), which will replace the existing Adjustment Assistance Program (AAP), will be gradually implemented. The RAP will allow CIC functions and responsibilities in these areas to ensure that clients receive transition services through delivery partners.

Resettlement from Abroad

CIC will meet the 1998 government-assisted refugee target of 7,300. Delivery will be enhanced by working more closely with provinces and non-governmental organizations on special-needs cases, and with domestic and international organizations on refugee selection and resettlement issues. A new tracking system will be implemented to ensure a more even flow of refugee arrivals.

International Protection of Refugees

By increasing its participation in bilateral and multilateral discussions on refugee issues, CIC will be a major influence on international refugee policy and practice. Actions to support the United Nations High Commissioner for Refugees will help to ensure that refugee situations are anticipated and responded to quickly and decisively. Participation in international forums such as meetings of European Union working groups will help deliberations in Canada on our refugee determination system.

Humanitarian Designated Classes/ Undocumented Convention Refugees in Canada Class (UCRCC)

CIC will develop frameworks to evaluate these classes of refugees, which were implemented last year, to ensure that they meet their objectives. Clarification of selection criteria and procedures for special-needs categories, such as women at risk and unaccompanied minors, and better training for visa officers, will assist in the resolution of immediate protection cases.

Education and Promotion

Working with service providers, including non-governmental organizations, CIC will formulate training modules and other materials for informing the public about the private sponsorship program, the obligations of sponsors, the needs of refugees and the services available to them. By promoting private sponsorship, CIC will encourage individuals and groups to participate in the settlement of refugees and people admitted to Canada for humanitarian reasons.

Immigration and Refugee Board

To follow up on the Auditor General's recommendations, CIC will improve its methods for sharing information with the IRB, as agreed under the MOU signed by CIC and the IRB in August 1997. As part of this initiative, new working groups are being established with some provinces to discuss refugee problems and exchange information.

Loans Programs

CIC will review the loan options currently available to determine whether loan programs should be refined to better meet the needs of refugees.

Expected Results

CIC will process the admission to Canada of 7,300 government-assisted refugees and 2,800 to 4,000 privately sponsored refugees as targeted in the 1998 immigration and refugee plan. To achieve this result, the business line will:

- develop an action plan to maximize the effectiveness of resources devoted to the selection and resettlement of refugees from abroad;
- implement a redesigned RAP; and
- review and monitor the humanitarian designated classes.

Promoting the Integration of Newcomers

Objective

The objective of the Promoting the Integration of Newcomers business line is to define membership in Canadian society, enhance the role of Canadian citizenship, and support the adaptation, settlement and integration of newcomers.

The Promoting the Integration of Newcomers business line:

- develops policies and programs that promote integration and citizenship;
- provides basic assistance to newcomers upon arrival in Canada;
- ensures that the federal government's responsibilities toward the immigrants it accepts for permanent residence are met;
- educates potential new Canadians about the rights and responsibilities of Canadian citizenship;
- promotes the value of Canadian citizenship to newcomers; and
- administers and interprets the *Citizenship Act*.

External Factors Influencing the Business Line

This business line is strongly influenced by relationships with partners, stakeholders and newcomers to Canada who benefit from its activities from the time of selection overseas until they become citizens. CIC relies on arrangements with the Department of Foreign Affairs and International Trade, the Department of Justice, the Department of the Solicitor General of Canada (including the RCMP and CSIS), the Department of Canadian Heritage, and the Governor General of Canada. It also works with the provinces, school boards, the English as a Second Language (ESL) community, affiliates of Teachers of English as a Second Language

(TESL), Canada, immigrant-serving organizations and service providers, universities, and the private sector.

The main task of this business line is ensuring that immigrants receive information about citizenship and Canada, and settlement services such as orientation, language training and counselling, which are delivered by nongovernmental organizations and private-sector agencies funded by CIC. The business line is responsible for the delivery of efficient, effective citizenship services.

This business line is also involved in negotiating settlement agreements with all the provinces, and developing and implementing the role the federal government will take in settlement when negotiations are completed. Negotiations and/or discussions have taken place with all provinces.

Key Plans and Strategies: Citizenship

Amendments to the Citizenship Regulations

The possible need to amend the Citizenship Regulations will be examined with a view to supporting more efficient program delivery and cost reductions.

Quality Assurance

A National Quality Assurance Program was implemented to standardize and improve internal decision making and ensure that clients provide the department with reliable information. In 1998–99, CIC will continue to refine the National Quality Assurance Program by designing a reporting structure.

Key Plans and Strategies: Settlement

Settlement Renewal

Settlement renewal is an initiative to develop new partnership arrangements for the management and delivery of settlement services to newcomers. As a result of two rounds of consultations held in 1995–96 and 1996–97, a framework for a new approach to delivering settlement and integration services was developed. Within this framework, CIC has undertaken the realignment of responsibilities to allow the provinces and territories to administer federal settlement funds and services according to their own needs. Discussions and negotiations with the provinces and territories, now under way, will continue into 1998–99.

The Enduring Role of the Federal Government After Settlement Renewal

Under proposed settlement arrangements with the provinces, the federal government will continue to have a role in settlement, including income support and immediate essential services for government-assisted refugees and members of humanitarian groups (see section on Resettlement Assistance on page 13 for more details). Also, settlement activities will take place mainly in the following areas:

■ National Clearinghouse on Settlement As proposed in the 1994 CIC strategic framework document Into the 21st Century, the National Clearinghouse on Settlement was envisaged as an electronic interface for information exchange between the parties involved in settlement, including federal and provincial governments, service provider organizations, and immigrants. The clearinghouse will include information on settlement practices, settlement services in other countries, employment and resources; answer questions; undertake research; and host discussions. Preliminary work on content development defining user requirements was done in 1997–98. Implementation is planned for fiscal year

■ Canadian Language Benchmarks

1998-99.

The English as a Second Language (ESL) community and the provinces support the Canadian language benchmarks initiative. In 1998–99, CIC will support a newly created not-for-profit independent administrative agency, the Centre for Canadian Language Benchmarks. CIC will continue to develop language assessment

tools in partnership to support its integration activities.

■ Integration Indicators

During 1998–99, multilateral work with stakeholders, including provinces, will begin to establish common integration indicators such as the ability to communicate in one of Canada's official languages. The objective of this initiative is to help shape future policies and report on results achieved.

■ Port of Entry

A federal presence at Toronto and Vancouver international airports will be maintained in the future to welcome new immigrants (under the Canada-Quebec Accord, the province of Quebec is responsible for reception services at ports of entry). This presence will be enhanced by the development of an information kit.

■ Orientation Overseas

The settlement renewal consultations and the evaluation of the Language Instruction for Newcomers to Canada (LINC) overseas program indicated that more orientation on life in Canada is needed abroad for prospective immigrants. In 1998–99, language training sessions will be enhanced by cultural orientation sessions.

Expected Results

- Integration indicators will be developed to ensure the effective settlement of newcomers and help shape future policies and programs.
- Improvement on the current service standard of 12 months for citizenship processing.
- Agreements reached with provinces on settlement renewal.
- Comparison of figures on potential and actual applications for citizenship with the goal of maintaining the current citizenship acquisition rate of approximately 82 percent.

Managing Access to Canada

Objective

The objective of the Managing Access to Canada business line is to preserve the integrity of Canada's citizenship, immigration and refugee programs, and to protect the safety, security and well-being of Canadian society.

The Managing Access to Canada business line:

- develops policies and programs to prevent abuse of Canada's citizenship, immigration and refugee programs and to protect the safety of Canadians and the security of Canada;
- contributes to the management of international migration and travel by combating illegal migration, including trafficking in people, while facilitating the movement of legitimate travelers;
- admits to Canada persons who comply with the *Immigration Act* and regulations; denies admission to those who do not comply, including criminals and terrorists;
- detects abuse of the citizenship, immigration and refugee programs;
- manages CIC cases before the IRB, Federal Court and other tribunals;
- detains persons who pose a serious risk to Canadians or who would not appear for immigration proceedings; and
- removes persons not legally entitled to remain in Canada.

External Factors Influencing the Business Line

Canada continues to be a destination of choice for potential migrants worldwide. Canadians continue to support managed immigration that reflects Canada's interests. However, they do not want that openness of Canadian society abused. The challenge for CIC is to move quickly against those who may have committed acts that would undermine Canadians' trust in the immigration legislation while respecting their legal rights.

Key Plans and Strategies

Removals

Prompt removal from Canada of all individuals for whom removal orders have been issued, especially criminals and failed refugee claimants, is a high priority. During the coming year, removals will increase thanks to initiatives such as integrating investigations and removals functions, information gathering in Canada and abroad, and information exchange with our partners, to try and improve cooperation from countries that do not issue travel documents to their nationals in a timely manner.

International Enforcement Strategy

To help in the struggle against criminality, security threats and the worldwide phenomena of increasing illegal migration, CIC will seek to develop an international enforcement strategy. Increased cooperation among affected countries will be pursued through partnership agreements with public and private sector bodies, coordination of immigration control activities, and the sharing of information on security threats, trends in illegal migration, and the activities and movement of criminals. Special emphasis is being placed on enhancing cooperative arrangements with the United States and the United Kingdom.

Port of Entry Redesign

In 1998–99, CIC will bring its efforts to redesign Canada's ports of entry into the international enforcement strategy, and begin testing new methods to improve service. In 1997–98, a national working group on improving service at ports of entry identified three components of the enforcement program at ports of entry for detailed study in 1998–99: the examination process, refugee determination, and the optimal balance between control and facilitation.

Border Vision

In 1998-99, CIC will develop a strategic framework for its discussions with the United States Immigration and Naturalization Service and the State Department on the Canada-United States border. The framework will focus on a number of areas for possible cooperation, including control activities overseas, information sharing, the development of compatible technologies to strengthen external borders and visa convergence (coordination of overseas visa screening). The longer-term goal of these discussions is to develop a ten-year vision of the Canada-United States border within a regional context, in order to balance an open, facilitative approach along our long, undefended land border with enhanced screening offshore and at international airports.

Strengthening Canada's War Crimes Strategy

CIC will continue using existing legislation and administrative systems to identify and remove war criminals and those who have committed crimes against humanity. Work will continue with the Department of Justice to develop an integrated comprehensive plan of action.

Regulatory Plans

In 1998–99, the business line may propose amendments to the list of countries whose nationals require visas to visit Canada, as required by changes in domestic and international circumstances.

Expected Results

- Design an evaluation framework to assess the impact and value of existing and future policies and programs. Implementation will take place in the following two years. The aim is to find innovative ways to minimize the risk of abuse.
- Implement recommendations from the Port of Entry Redesign project which will focus port of entry resources on the examination and processing of persons who may be inadmissible or a threat to Canada.
- Determine the existing level of compliance with the terms and conditions imposed on entry by analysing the cases of persons admitted to Canada who subsequently become subject to enforcement action.
 Using this information, establish targets for improvement in the following two years with the goal of reducing the level of enforcement activities required after admission.
- Explore measures to encourage voluntary compliance with removal orders, including the increased use of cash bonds when a person under removal is released from detention and increased focus on the treatment of delinquent performance bonds.
- Establish interdiction targets for those missions located at the last point of embarkation for Canada to reduce the number of improperly documented passengers.

- Develop improved methods for security and criminal screening of all visa applicants by examining reports on persons who have entered Canada in contravention of the *Immigration Act*. The aim is to improve the interdiction of inadmissible persons prior to their arrival at the port of entry while increasing the number of inadmissible persons refused entry who are not subject to prior screening (visitor visa exempt) by the department.
- Establish removal targets with the aim of increasing the number of persons actually removed in each of the next three years.

Providing Corporate Services

Objectives

The objectives of the Providing Corporate Services business line are to promote organizational effectiveness and support the department in adapting to its changing environment through the management of resources, knowledge and partnerships.

This business line:

- coordinates CIC's planning and review processes;
- manages the spending and use of public funds:
- develops and oversees cost-recovery and revenue-generation activities;
- provides administrative, financial and personnel services to the department, and functional guidance to business line and program delivery directors general;
- manages, coordinates and maintains the information technology infrastructure to support decision making and performance measurement, and to improve service delivery;
- conducts and disseminates research on citizenship and immigration issues;

- coordinates the development of citizenship and immigration policy and positions the department within the government's socioeconomic agenda;
- designs and disseminates information about CIC's goals, policies, programs and activities;
- influences the operating environment of the program to facilitate its success, including by promoting the contribution of newcomers to Canadian society;
- responds to case inquiries and requests for information; and
- coordinates the department's relations with provincial governments, non-governmental organizations, international organizations and other government departments and agencies.

External Factors Influencing the Business Line

The structure of CIC is designed to accommodate the complexity and continuity of citizenship and immigration issues by encouraging and taking advantage of linkages among its various activities.

CIC is responsible for policy issues with wideranging effects. Therefore, the department takes a strategic approach, forming partnerships with other government departments and agencies, other orders of government, nongovernmental organizations and the private sector. Also, CIC activities require the support of research that informs policy development and clarifies the potential effects of policies and programs.

In order to provide critical business requirements with less risk and at lower cost, CIC will focus on improving rather than replacing its information technology over the next three years. Delivery of informatics services may be hindered if private sector demand for skilled staff continues to increase and employees leave the department. Preparations to overcome the Year 2000 date change will be an important factor; most CIC informatics resources will be allocated to this task.

Finally, if partner departments, especially DFAIT and Human Resources Development Canada, change their information technology significantly, CIC will be compelled to adjust accordingly.

Key Plans and Strategies

Strategic Policy

The report of the Legislative Review Advisory Group deals with modernizing Canada's citizenship and immigration legislation. Its recommendations, and the findings of related consultations, will shape CIC planned new legislation and CIC priorities into the new millennium. CIC will manage issues horizontally by working in close partnership with other government departments and agencies, other orders of government, international partners and the private sector on policies that support social and economic objectives as well as those related to refugees, integration of newcomers and the protection of Canadian society.

La Relève

In 1998–99, the department will implement and further develop its human resources plan, in the context of the government-wide effort to renew the public service and taking into account a recent all-staff survey on organizational health. Our plan includes both corporate and local initiatives to revitalize CIC's workforce. It places special emphasis on helping staff apply to their changing and complex work the professional values and ethical standards public servants are expected to uphold.

National Case Management System

To address the essential tracking requirements to support the enforcement program, CIC will implement an interim enforcement case management system developed for the Greater Toronto Enforcement Centre. In order to provide a longer-term solution to support both the enforcement and war crimes programs, CIC will develop the National Case Management (NCM) System, which will provide a national centralized database

accessible from all sites across the country. The first phase of the new NCM is scheduled for implementation in the three major enforcement centres in early-to-mid 1999. It will be implemented in subsequent sites in mid-to-late 1999. The new NCM will replace the interim Toronto system.

Year 2000 Date Change

The majority of informatics resources will be concentrated on modifications to departmental applications and infrastructure required for the Year 2000 date change. Exceptions to this will be resources related to base operations and necessary development to support new legislative requirements and program priorities. The latter include the National Case Management System and the extension of the Integrated Client File to be used by CIC staff worldwide.

Federal-Provincial-Territorial Relations

CIC will seek to strengthen cooperation with provincial and territorial governments on immigration matters. The department will maintain a high level of co-operation with Quebec and continue discussion of issues in the context of the Canada-Quebec Accord. Negotiations of co-operative agreements will continue with those jurisdictions that have expressed interest, building on the significant progress achieved in this field over the past year with Saskatchewan and British Columbia.

Research and Review

Canada will continue to take the lead in the Metropolis Project, an innovative experiment and partnership bringing together the policy and external research communities to stimulate multidisciplinary research on the effects of international migration on urban centres. The department will develop a multiyear strategic research plan to better focus on CIC's strategic policy priorities. Review activities will emphasize the development of evaluation frameworks for all new policy initiatives, audits of program integrity and post-implementation reviews of major change initiatives.

Call Centre

The three regional stations of the Call Centre will continue to provide a high level of client accessibility and will work to achieve fully stable operations and improve call handling quality.

Handling of Public Money Project

CIC will increase arrangements with its private sector partners to collect fees on its behalf. In 1998–99, following an evaluation of the current Mississauga pilot project, the Handling of Public Money (HPM) Project will begin implementation in the Vegreville and Sydney case processing centres. The HPM Project will streamline the application process since CIC staff will not have to receive, count, deposit or reconcile application fees.

Co-location Service Delivery Pilot with the Canadian Passport Office

CIC and the Canadian Passport Office will initiate a pilot project to improve service delivery by sharing facilities. The potential for improving the cost efficiency of service delivery, increasing information sharing and improving interdepartmental cooperation through the integration of services will be evaluated.

Universal Classification Standard

In 1998–99, CIC will begin implementing the government-wide Universal Classification Standard (UCS), a new job classification system that will apply to all employees and will take full effect on April 1, 1999. The key activities will be evaluating and revising all job descriptions.

Expected Results

- Now that the report of the Legislative Review Advisory Group has been released, CIC has set a high priority on assessing its recommendations and preparing for the reform of immigration legislation and policy to ensure that they respond to the needs of Canadian society.
- More efficient and lower-cost informatics solutions to achieve the department's critical business requirements and minimize the effect of the century date change.
- Improved client service through an effective Call Centre, streamlined application processes and interdepartmental cooperation.
- Improved partnerships and better working relationships with other government departments and agencies, other levels of government, and private sector bodies.
- Continued investment in training for CIC employees and in ensuring compliance with and developing strategies for federal government initiatives.

Section IV: Supplementary Information

Table 1: Plan of Immigration Levels

	1998 Announced	1997 Projection*	1997 Plan	1996 Actual	1995 Actual
IMMIGRANTS					
Family Class:					
Spouses, Fiancés and Children	35,200 - 38,300	39,500	35,000 - 40,000	43,615	44,110
Parents and Grandparents	18,300 - 20,000	21,200	23,400 - 26,200	24,550	33,114
Total Family Class	53,500 - 58,300	60,700	58,400 - 66,200	68,165	77,224
Economic:					
Skilled Workers	96,600 - 106,600	103,000	82,000 - 90,000	97,623	81,451
Business Immigrants	19,300 - 21,300	22,300	20,000 - 23,000	22,387	19,453
Total Economic	115,900 - 127,900	125,300	102,000 - 113,000	120,010	100,904
Other	6,500	6,400	8,500	8,823	6,217
TOTAL IMMIGRANTS	175,900 - 192,700	192,400	168,900 - 187,700	196,998	184,345
REFUGEES					
Government-assisted	7,300**	7,300	7,300	7,846	8,191
Privately Sponsored	2,800 - 4,000**	2,800	2,800 - 4,000	3,073	3,251
Refugees Landed in Canada	12,000 - 18,000	9,500	14,000 - 18,000	13,842	13,778
and Dependants Abroad	2,000 - 3,000	3,000	2,000 - 3,000	3,554	2,535
TOTAL REFUGEES	24,100 - 32,300	22,600	26,100 - 32,300	28,315	27,755
TOTAL IMMIGRATION	200,000 - 225,000	215,000	195,000 - 220,000	225,313	212,100

^{*} Final figures will be available in the spring of 1998–99.

^{**} Includes Humanitarian Designated Class.

Definitions: Categories of Immigrants

Spouses, Fiancés and Children: Spouses, fiancés and dependent children sponsored by a permanent resident or citizen of Canada who is at least 19 years of age.

Parents and Grandparents: Sponsored by a child at least 19 years of age who is a permanent resident or citizen of Canada.

Skilled Workers: Immigrants selected for their suitability for the Canadian labour force, with their spouses and children.

Business Immigrants: Entrepreneurs, investors and self-employed persons who will make a significant economic contribution by establishing, purchasing or investing in a business or commercial venture in Canada, with their spouses and children.

Other: Members of the Live-in Caregiver Class, Deferred Removal Orders Class, Post-Determination Refugee Claimants in Canada Class, provincial and territorial nominees, and those landed on humanitarian and compassionate grounds. Government-assisted Refugees: People who are selected for resettlement as Convention refugees under the *Immigration Act* or as members of a class designated pursuant to section 6.3 of the Act, whose settlement will be assisted by the federal government.

Privately Sponsored Refugees: Assisted refugees and designated classes receiving aid from private sources.

Refugees Landed in Canada: People who have been determined to be Convention refugees by the Immigration and Refugee Board in Canada, and who have been granted permanent residence as a result.

Dependants Abroad: Dependants, living abroad, of a Convention refugee applying for landing in Canada; their applications for permanent residence are considered concurrently with that of the principal applicant in Canada.

Table 2: Spending Authorities Financial Requirements, by Authority

Vote (\$ thousands)	1998–99 Main Estimates	1997–98 Main Estimates	
Citizenship and Immigration Program			
1 Operating expenditures	291,654	284,353	
5 Capital expenditures	5,000	7,500	
10 Grants and contributions	315,135	256,235	
(S) Salary and motor car allowance	49	49	
(S) Contributions to employee benefit plans	34,001	27,032	
Total Financial Requirements	645,839	575,169	

Table 3: Resource Requirements, 1998–99, by Business Line and Organization (\$ millions)

Business Line	Policy and Program Development	Operations	Corporate Services	Totals
Maximizing Benefits of International Migration	4.1	73.3	4.3	81.7
Maintaining Canada's Humanitarian Tradition	50.9	30.4	_	81.3
Promoting the Integration of Newcomers	271.8	22.0	2.5	296.3
Managing Access to Canada	3.8	89.2	5.0	98.0
Providing Corporate Services	5.7	23.4	59.4	88.5
Totals	336.3	238.3	71.2	645.8

Table 4: Planned Full-time Equivalents (FTEs), by Business Line

Business Line	Forecast 1997–98	Planned 1998–99	Planned 1999–00	Planned 2000–01
Maximizing Benefits of International Migration	1,102	1,216	1,216	1,216
Maintaining Canada's Humanitarian Tradition	155	108	108	108
Promoting the Integration of Newcomers	365	418	418	418
Managing Access to Canada	1,287	1,167	1,167	1,167
Providing Corporate Services	862	906	906	906
Total FTEs	3,771	3,815	3,815	3,815

Table 5: Details of Planned FTE Requirements

Salary Range (\$)	Forecast 1997-98	Planned 1998–99	Planned 1999–00	Planned 2000–01
<30,000	757	757	757	757
30,000–40,000	1,144	1,188	1,188	1,188
40,000-50,000	1,425	1,425	1,425	1,425
50,000–60,000	173	173	173	173
60,000–70,000	181	181	181	181
70,000–80,000	33	33	33	33
>80,000	58	58	58	58
Total FTEs	3,771	3,815	3,815	3,815

Table 6: Planned Capital Spending, by Business Line (\$ millions)

Business Line	Forecast Spending 1997–98*	Planned Spending 1998–99	Planned Spending 1999–00	Planned Spending 2000–01
Providing Corporate Services	7.5	5.0	10.0	10.0
Total Planned Capital Spending	7.5	5.0	10.0	10.0

^{*} Reflects best forecast of total planned spending to the end of the fiscal year.

Table 7: Capital Projects (\$ millions)*

	Current Estimated Total Cost	Forecast Spending to March 31,1998	Planned Spending 1998–99	Future Years' Spending Requirement
CIC Systems Modernization**	89.6	74.2	15.4	_
Total Capital Projects	89.6	74.2	15.4	_

^{*} This schedule includes all operating and capital resources.

^{**} Previous systems development projects have been amalgamated into the CIC systems modernization initiative, which will use new investments to modernize departmental information systems. Definitions relate to the classes and approval levels that apply to capital projects (i.e., Substantive Estimate — Effective Project Approval and Treasury Board Authority).

Table 8: Summary of Planned Spending, by Standard Object (\$ millions)

Standard Object	Forecast Spending 1997–98*	Planned Spending 1998–99	Planned Spending 1999–00	Planned Spending 2000–01
Personnel				
Salaries and wages	159.1	162.0	161.9	161.9
Contributions to employee benefit plans	27.0	34.0	34.0	34.0
Subtotal Personnel	186.1	196.0	195.9	195.9
Goods and Services				
Transportation and communications	30.3	29.6	29.5	29.5
Information	9.0	5.7	5.7	5.7
Professional and special services	84.3	71.7	71.4	70.9
Rentals	2.6	3.0	3.0	3.0
Purchased repair and maintenance Utilities, materials and supplies	2.8 7.0	3.3 7.5	3.3 7.5	3.3 7.5
Other subsidies and payments	0.1	0.2	0.2	0.2
Minor capital	3.9	8.7	3.7	3.7
Subtotal Goods and Services	140.0	129.7	124.3	123.8
Controlled Capital	7.5	5.0	10.0	10.0
Transfer Payments	321.9	315.1	318.5	318.5
Total Planned Spending	655.5	645.8	648.7	648.2

^{*}Reflects best forecast of total planned spending to the end of the fiscal year.

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Table 9: Program Resources for 1998-99, by Business Line (\$ millions)

Business Line	FTEs	Operating*	Capital	Transfer Payments	Total
Maximizing Benefits of International Migration	1,216	81.7	_	_	81.7
Maintaining Canada's Humanitarian Tradition	108	33.4	_	47.9	81.3
Promoting the Integration of Newcomers	418	29.1	_	267.2	296.3
Managing Access to Canada	1,167	98.0	_	_	98.0
Providing Corporate Services	906	83.5	5.0	_	88.5
Total	3,815	325.7	5.0	315.1	645.8
Plus: Estimated cost of services from other government departm	ients				155.5
Less: Revenue credited to the Consolidated Revenue Fund					(364.6)
Net Cost of the Program					436.7

^{*}Operating includes contributions to employee benefit plans and Minister's allowances.

Table 10: Details of Planned Transfer Payments, by Business Line (\$ millions)

Business Line	Forecast Spending 1997–98*	Planned Spending 1998–99	Planned Spending 1999–00	Planned Spending 2000–01
Promoting the Integration of Newcomers — Grants				
Grant for the Canada–Quebec Accord on immigration	90.0	90.0	90.0	90.0
Grants to provinces to respond to growing need to assist immigrants in integrating into Canada**	65.7	58.9	62.3	_
Total Grants	155.7	148.9	152.3	90.0
Promoting the Integration of Newcomers — Contributions				
Immigrant settlement and adaptation	14.3	14.3	14.3	14.3
Host program	2.2	2.2	2.2	2.2
Language instruction for newcomers to Canada	101.9	101.8	101.8	101.8
Contributions to provinces to assist immigrants in integrating into Canada	_	_	_	62.3
Maintaining Canada's Humanitarian Tradition — Contributions				
Adjustment assistance	45.8	45.9	45.9	45.9
International Organization for Migration	2.0	2.0	2.0	2.0
Total Contributions	166.2	166.2	166.2	228.5
Total Transfer Payments	321.9	315.1	318.5	318.5

Reflects best forecast of total planned spending to the end of the fiscal year. New grants for settlement programs were introduced in March 1997.

Table 11: Details of Revenue Credited to the Consolidated Revenue Fund, by Business Line (\$ millions)

Business Line	Forecast Revenue 1997–98	Anticipated Revenue 1998–99	Anticipated Revenue 1999–00	Anticipated Revenue 2000–01
Maximizing Benefits of International Migration				
Immigration Cost- recovery Fees	181.0	181.0	181.0	181.0
Right of Landing Fees	106.5	106.5	106.5	106.5
Maintaining Canada's Humanitarian Tradition				
Immigration Cost- recovery Fees	3.4	3.4	3.4	3.4
Right of Landing Fees	13.3	13.3	13.3	13.3
Interest on the Immigrant Loans Program	0.2	0.1	0.1	0.1
Promoting the Integration of Newcomers				
Citizenship Cost- recovery Fees	20.8	20.8	20.8	20.8
Right of Citizenship Fees	29.5	29.5	29.5	29.5
Managing Access to Canada				
Immigration Cost- recovery Fees	4.0	4.0	4.0	4.0
Obligations of Transportation Companies	5.0	6.0	6.0	6.0
Total Revenue Credited to the Consolidated Revenue Fund	363.7	364.6	364.6	364.6

Table 12: Net Program Cost, 1998–99 (\$ millions)

	Total
Gross Planned Spending	645.8
Services received without charge from other departments	
Accommodation (Public Works and Government Services Canada)	18.5
Employer's share of employee benefits covering insurance premiums and costs (Treasury Board Secretariat)	10.7
Accommodation at Canadian airports (Transport Canada)	0.1
Workers' Compensation costs (Human Resources Development Canada)	0.1
Legal services (Department of Justice)	1.1
International immigration services (Foreign Affairs and International Trade Canada)	125.0
Total Cost of Program	801.3
Less: Revenues credited directly to the Consolidated Revenue Fund	364.6
Estimated Net Program Cost, 1998–99	436.7

Statutes and Regulations

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

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

Immigration Act Fees Regulations, SOR/97-22, as amended.

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

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

Humanitarian Designated Classes Regulations, SOR/97-183.

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

Foreign Ownership of Land Regulations, SOR/79-416, as amended.

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