

Citizenship and Immigration Canada

Report on Plans and Priorities

2003–2004



Approved by

Handwritten signature of Denis Coderre.

The Honourable Denis Coderre
Minister of Citizenship and Immigration

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Section I: Minister's Message and Management Representation Statement

A. Minister's Message



I am pleased to submit to Parliament and the people of Canada the Citizenship and Immigration Canada (CIC) *Report on Plans and Priorities* for the period 2003–2004 to 2005–2006.

Immigration has much to contribute in building the Canada we want. Canadians are searching for ways to express their identity: who we are as a nation, what we are attempting to build together and how we expect new Canadians to contribute to the partnership between government and citizens. Immigration is a key tool in meeting Canada's economic needs and in making Canada a land of expanding opportunity. At the same time, immigration continues to help Canada support family reunification and fulfill our humanitarian commitment to persons in need of protection.

In 2002, I tabled a bill for a new Citizenship of Canada Act¹ that will modernize the granting of Canadian citizenship. This new Act will reinforce Canadian values by changing the citizenship oath to include the concept of loyalty toward Canada and respect for democratic values. It will create a new role of citizenship commissioner to promote the values of Canadian citizenship in communities. In addition, it will establish a new decision-making process to deal with the high volumes of citizenship applications. This legislation represents another significant milestone in the renewal of CIC's legislative, policy and symbolic base.

Making Canada the destination of choice for immigrants, students and temporary workers will contribute to a strong, dynamic, world-class economy. By spreading throughout Canada the benefits of immigration, we can contribute to growth from coast to coast. It is our challenge to find ways to quickly unlock immigrants' productive capabilities and to work closely with our partners to overcome the barriers newcomers face. In choosing Canada, immigrants contribute to the vibrant social fabric of this country.

I am also committed to ensuring that Canadians have confidence in the way we manage access to Canada. The Government of Canada recently signed a Safe Third Country Agreement with the United States

1 For more information, see <<http://www.cic.gc.ca/english/press/02/0238-pre.html>>.

and is implementing the Smart Border Action Plan, steps that will ensure greater safety and security at our shared border. To increase border security and facilitate travel abroad, CIC introduced a new Permanent Resident Card. More work remains to be done to identify and manage risks to Canada and Canadians, while ensuring the free movement of people. This work will be a CIC priority again in 2003–2004.

Our country has a well-deserved international reputation for upholding human rights and protecting those in need. Canadians must have confidence that we are protecting and offering opportunities to those who meet our requirements and that we are keeping out those who do not.

As CIC continues its role in building this great country, it will intensify its focus on careful stewardship and on results-based management. The Department has been undergoing a transformation across the organization in the way it does business. Through a commitment to modern management principles and practices, CIC is building the capacity it needs to deliver on the plans and priorities set out in this report.

A handwritten signature in black ink, reading "Denis Coderre". The signature is fluid and cursive, with the first name "Denis" and the last name "Coderre" clearly legible.

The Honourable Denis Coderre
Minister of Citizenship and Immigration

B. Management Representation Statement

I submit, for tabling in Parliament, the 2003–2004 *Report on Plans and Priorities* (RPP) for Citizenship and Immigration Canada (CIC).

This document has been prepared based on the reporting principles and disclosure requirements contained in the *Guide to the Preparation of the 2003–2004 Report on Plans and Priorities*.

- It accurately portrays the organization's plans and priorities.
- The planned spending information in this document is consistent with the direction provided in the Minister of Finance's budget and by the Treasury Board of Canada Secretariat.

Signed: _____

Name: Michel Dorais
Title: Deputy Minister



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

The reporting structure on which this document is based has been approved by Treasury Board ministers and is the basis of accountability for the results achieved with the resources and authorities provided.

Date: February 26, 2003

Telephone: (613) 954-3501

Section II:

Raison d'être

The mission of CIC is to build a stronger Canada by

- deriving maximum benefit from the global movement of people;
- protecting refugees at home and abroad;
- supporting the settlement, adaptation and integration of newcomers; and
- managing access to Canada.

These goals translate into CIC's four strategic outcomes and form the basis for the strong and integrated package of programs and services that this Department provides.

CIC's strategic outcomes are as follows:

- maximizing the economic and social benefits of migration to Canada;

- protecting refugees and others in need of resettlement;
- supporting the settlement, adaptation and integration of newcomers into Canadian society; and
- managing access to Canada with a fair and effective enforcement strategy.

Canada's immigration and citizenship programs² help build a nation of citizens respected throughout the world. CIC admits immigrants, foreign students, visitors and temporary workers who enhance Canada's social and economic growth. It resettles, protects and provides a safe haven for refugees, and helps newcomers adapt to Canadian society and become Canadian citizens. The Department also manages access to Canada to protect the security and the health of Canadians and the integrity of Canadian laws.

2 For more information on CIC's programs, see <<http://www.cic.gc.ca/english/index.html>>.

Section III:

Planning Overview and Departmental Priorities

A. Planning Overview

Citizenship and Immigration Canada (CIC) takes its mandate from the *Immigration and Refugee Protection Act* and the *Citizenship Act*. A department of national and international dimensions, CIC has 81 locations in Canada and a network of 91 points of service abroad. Each year, CIC receives approximately 500,000 immigration applications and grants citizenship to 160,000 new Canadians. In 2001, departmental employees processed more than 800,000 temporary resident applications for visitors, students and workers, and effected 9,542 detentions and 9,165 removals.

The men and women employed by CIC operate in diverse environments—in offices across Canada, at airports and Canada-U.S. border posts, and in Canadian embassies around the world. Their work involves applying often-complex laws and regulations to individual cases, while balancing these requirements against the very human wants and needs that lie behind applications for permanent or temporary resident status in Canada and for Canadian citizenship.

CIC contributes significantly to the economic and social development of Canada. The Speech from the Throne for the second session of the 37th Parliament contains important references of direct relevance to CIC.³ These ideas include positioning Canada as a destination of choice for

talented foreign students and skilled workers, and reforming our citizenship legislation to reinforce the rights and responsibilities at the core of Canadian citizenship.

Partnerships are critical to CIC's work, and the Department shares jurisdiction for immigration with the provinces. CIC has formed productive partnerships to jointly manage many aspects of the program, as shown by the initiatives resulting from the meeting of the federal, provincial and territorial ministers responsible for immigration in October 2002.⁴ At the community level, CIC has important partnerships with a mosaic of organizations providing services to newcomers, such as language training, basic settlement assistance and integration with the established community. In addition, the Department is working with the provinces and territories to spread the benefits of immigration more widely throughout the country. To take better advantage of the global migration of people, CIC is also continuing to work with industry and with educational partners to help skilled individuals enter Canada more easily.

Under its Multiple Borders Strategy, CIC is working with international and domestic partners to prevent people who pose a risk to the health, safety or security of Canadians from entering Canada. To be successful, this approach requires strong relationships

3 For more information, see <<http://www.ddt-sft.gc.ca>>.

4 For more information on federal-provincial agreements, see <<http://www.cic.gc.ca/english/press/02/0235-pre.html>> and <<http://www.cic.gc.ca/english/policy/fedprov.html>>.

with foreign governments, provincial and territorial governments, other federal departments and agencies, and outside partners, such as airlines.

CIC works closely with several federal departments and agencies. Its overseas delivery network relies on close cooperation with the Department of Foreign Affairs and International Trade (DFAIT) and the Canadian Security Intelligence Service (CSIS). Within Canada, CIC works closely with the Canada Customs and Revenue Agency (CCRA) and the Royal Canadian Mounted Police (RCMP). The Temporary Foreign Worker Program is a seamless government program that involves both CIC and Human Resources Development Canada (HRDC), and CIC and Canadian Heritage share citizenship promotion activities. CIC participates in numerous research activities with federal partners, such as HRDC, the Department of Justice Canada and Statistics Canada. CIC is also working with HRDC and Industry Canada on the federal Innovation Strategy.

The Immigration and Refugee Board (IRB)⁵ is an independent tribunal responsible for making decisions on immigration and refugee matters in accordance with IRPA. Since CIC processes refugee claims before and after their hearing, CIC works closely with IRB at the administrative level.

The Department's settlement and citizenship programs focus on helping newcomers find their place in Canada. This task includes looking for creative ways to break down the barriers to full participation, whether they relate to language skills, foreign credentials recognition, discrimination or recovery from persecution.

In the knowledge-based economy, Canada's performance relies on the skills and innovation of its people. CIC's work is integral

to the government's strategies for fostering these attributes. The Government of Canada is looking to immigration to help sustain growth and economic development, particularly in areas of Canada where recent immigrants have seldom settled.

The unprecedented events of September 11, 2001, in the United States changed the world in terms of global and national security. Canadians are more aware of the impact on security of all types of government programs, including immigration and citizenship programs. The international climate requires a focus on the national security agenda, with a particular emphasis on managing issues continentally. Yet, while concerned about security, Canadians clearly remain supportive of our nation's humanitarian tradition and mindful of its reputation as a leader in human rights, refugee protection and peace-building.

As an organization with national and international reach, CIC operates in a context of potential risks and opportunities. The changing geo-political landscape presents risks, while the emergence of foreign workers who can contribute to Canadian development presents opportunities. The source and number of applications for permanent or temporary residence can change rapidly, requiring the Department to respond quickly to changing circumstances in a tight fiscal environment. To make the most of its opportunities, CIC must be flexible.

The Department's challenge is to balance its facilitation role (admitting and helping newcomers to Canada) and its enforcement role (preventing people who do not meet the legal requirements from entering Canada, or removing them). Operating in this environment requires an ability to set priorities, to establish plans to meet them and to direct resources where they matter most.

5 For more information, see <<http://www.irb.gc.ca>>.

B. Departmental Priorities for 2003–2004

In 2002–2003, a key priority for CIC was the implementation of the new *Immigration and Refugee Protection Act* (IRPA).⁶ The new Act, which came into effect on June 28, 2002, represents the most comprehensive change to Canada's immigration legislation since 1976. IRPA introduced a new selection system for skilled workers and business immigrants, to better serve the needs of Canada's labour market; streamlined procedures for the entry of temporary foreign workers and students; and updated provisions defining family sponsorship. At the same time, IRPA contains strengthened enforcement measures targeted to those who would seek to circumvent the law.

CIC has played a key role in the coordinated efforts of the Government of Canada to better protect the safety and security of Canadians following the terrorist attacks in the United States and has undertaken significant new initiatives to strengthen its enforcement activities. The Canada-U.S. Smart Border Action Plan has enhanced security at our common border. The joint Multiple Borders Strategy puts a new focus on inspection and interdiction at all points along the travel continuum, to prevent inadmissible and potentially harmful individuals from reaching North America. New screening measures at ports of entry and CIC's missions abroad have also improved security. The introduction of the Permanent Resident Card has increased document integrity. CIC has increased the sharing of information and intelligence with domestic and international partners and has created a new Intelligence Branch to ensure greater coordination and collaboration in this area. All of these steps were taken in support of, and in addition to, the stronger legislative authority for enforcement acquired under IRPA.

Building on last year's accomplishments, CIC's key activities during 2003–2004 will focus on four priorities:

- renewing citizenship and integration;
- serving Canadians' economic needs;
- building public confidence in the management of access to Canada; and
- pursuing the implementation of modern management.

Renewing Citizenship and Integration

The definition of citizenship rights and responsibilities has gained importance in the national agenda. CIC will thus focus on developing a new Citizenship of Canada Act⁷ during this planning period. By developing new legislation, redefining citizenship and reviewing the Department's integration programs, CIC will explore new ways of defining the partnership between new Canadians and their governments.

These activities will include reviewing the settlement allocation model in the current fiscal environment, as well as analysing the impact of immigration on communities and the impact of regional strategies, with a special focus on support to official language minority communities. Section IV of this report outlines the key planned activities to support this priority, under the heading "Supporting the Settlement, Adaptation and Integration of Newcomers into Canadian Society."

The initiation of this work will help ensure that Canada has a strong foundation for citizenship and for more effective delivery of CIC's integration programs. Modern integration and citizenship programs that respond to newcomers' needs will benefit all Canadians.

6 For more information, see <<http://cic.gc.ca/english/irpa/index.html>>.

7 For more information, see <<http://www.cic.gc.ca/english/policy/cit-act.html>>.

Serving Canadians' Economic Needs

The Speech from the Throne in September 2002 highlighted the important role that CIC plays in the Canadian economy, while the federal Innovation Strategy⁸ stresses the need for a skilled workforce. CIC has made it a priority to deliver results for the Canadian economy.

In this context, the Department will explore ways to better support Canada's economic needs and to more quickly unlock the productive capacity of newcomers. The Government of Canada has clearly signalled key goals: fast tracking qualified skilled workers, expanding the student program and eliminating barriers to the recognition of foreign credentials. Actions on these goals will be key activities for CIC in this planning period. The Department will continue working with educational partners to support the foreign student file, and it will continue to work closely with HRDC to remove barriers to the recognition of foreign credentials. Regional strategies will be developed in partnership with the provinces, the territories and their communities to share the benefits of immigration more evenly across the country.

Work on this priority will help ensure that Canadians benefit from the skills newcomers bring and that newcomers have appropriate opportunities to succeed in Canada. Section IV of this report outlines specific actions to support this priority, under the heading "Maximizing the Economic and Social Benefits of Migration to Canada."

Building Public Confidence in the Management of Access to Canada

Safety and security have been perennial priorities in CIC programs. Prudent management of the risks inherent in the business of migration allows Canadians to realize the benefits of one of the world's most dynamic immigration programs. The September 2001 terrorist attacks in the

United States have caused governments and citizens around the world to rethink the level of security necessary to sustain a commitment to international mobility. As noted above, CIC has undertaken many new initiatives to better protect the safety and security of Canadians, including implementing immigration action items in the Smart Border Declaration,⁹ developing the Multiple Borders Strategy, creating an Intelligence Branch and introducing the Permanent Resident Card.¹⁰ While these actions provide a sound foundation for the future, the Department needs to continue this vital work.

CIC will take steps during this planning period to restore public confidence in the way refugee claims are processed, by effectively managing risks while respecting Canada's humanitarian objectives.

To manage in-Canada risks better, CIC will finish developing a new framework for detention and will evaluate the implementation of the public security and anti-terrorism measures. The Department will build on technological investments in screening and case tracking. In the longer term, CIC will be looking at advanced technological solutions to track people who pose potential risks to Canada.

CIC's activities related to this priority are designed to ensure that newcomers have fair but controlled access to Canada and to reassure Canadians that CIC is proactively managing risk. Section IV of this report outlines detailed actions to support this priority, under the headings "Protecting Refugees and Others in Need of Resettlement" and "Managing Access to Canada with a Fair and Effective Enforcement Strategy."

Pursuing the Implementation of Modern Management

Implementing the principles and practices of modern management will be central to the success of the priorities outlined in the

8 For more information, see <<http://www.innovationstrategy.gc.ca>>.

9 For more information, see <<http://www.dfait-maeci.gc.ca/can-am/menu-en.asp?mid=1&cat=10>>.

10 For more information, see <<http://www.cic.gc.ca/english/pr-card/index.html>>.

previous sections. The Department has made significant investments in modern management, but work remains to be done. CIC will continue to address gaps in departmental operations due to increasing volumes and complexity in operations, as well as needed increases in infrastructure capacity.

To address these gaps, action will be taken in seven key areas of modern management: strategic leadership, functional guidance, integrated management information, values and ethics, risk management, human resources management and financial management. The goals for this planning period are to embed the concept of modern management in the culture of CIC, to set clearer standards for operations, to monitor progress and to integrate the lessons learned from these efforts. With the implementation of modern management practices, the Department is being managed in a more forward-looking, effective and efficient manner.

CIC's Strategic Direction

The priorities identified for 2003–2004 will contribute to CIC's overall strategic direction of building dynamic and secure immigration and citizenship programs. A dynamic immigration program is one that brings people from more diverse countries of origin to more places in Canada and, through effective partnerships, provides the support they need to integrate successfully into Canada's economic and social life. CIC's priorities for 2003–2004 are designed to deliver on the commitments made in the Speech from the Throne, to reinforce the commitment to government-wide initiatives and to position the Department well for the future. This strategic agenda builds on recent legislative and infrastructure advances to prepare CIC for future challenges.

Section IV:

Plans by Strategic Outcome

A. Summary

Below is an overview of CIC's four strategic outcomes, together with the measures necessary to achieve the Department's mandate (as approved by Treasury Board in 1997). This is followed by a table showing the Department's planned spending for 2003–2004 to 2005–2006 by strategic outcome.

Part B outlines the key activities that CIC will undertake over the next three years to achieve its strategic outcomes. Activities that contribute to more than one outcome or are of a corporate nature are addressed in the subsections "Implementing Modern Management" and "Strategic Partnerships and Horizontal Initiatives." Each subsection includes a chart summarizing the planned results.

CIC's Strategic Outcomes	
To provide:	As demonstrated by:
Maximum economic and social benefits from migration to Canada	<ul style="list-style-type: none"> • Achievement of target immigration levels. • Reunification of immigrants with Canadian sponsors. • Selection of immigrants capable of adapting to the Canadian labour market. • Selection of business immigrants, including investors. • Admission of temporary workers whose presence in Canada fills skill gaps in the domestic labour market and who transfer to Canadian workers in-demand occupational skills. • Admission of visitors and foreign students whose presence in Canada stimulates the demand for goods and services.
Protection to refugees and others in need of resettlement	<ul style="list-style-type: none"> • Achievement of the targets for government-assisted and privately sponsored refugees. • Provision of an effective and more responsive refugee resettlement program. • Development of effective and efficient working arrangements between the Immigration and Refugee Board and CIC. • Enhancement of Canada's influence in international initiatives to protect refugees.

CIC's Strategic Outcomes (cont'd)	
To provide:	As demonstrated by:
Support for the settlement, adaptation and integration of newcomers into Canadian society	<ul style="list-style-type: none"> • Successful integration of newcomers into Canadian society. • Advancement of accountability to ensure effectiveness and efficiency in the delivery of settlement programs. • Accordance of full participation in Canadian society to eligible permanent residents through the granting of citizenship and the establishment of claims to citizenship. • Effective promotion and understanding of citizenship and integration issues.
Management of access to Canada with a fair and effective enforcement strategy	<ul style="list-style-type: none"> • Departmental activities that contribute to the protection 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 <i>Immigration and Refugee Protection Act</i>. • Removal of people who have no legal right to remain in Canada, especially those who pose a threat to Canadian society.

Table 4.1: Planned Spending by Strategic Outcome

Net Planned Spending by Strategic Outcome (\$ millions)				
Strategic outcome	Forecast spending 2002–2003	Planned spending 2003–2004	Planned spending 2004–2005	Planned spending 2005–2006
Maximizing the economic and social benefits of migration to Canada	151.4	169.7	157.8	150.7
Protecting refugees and others in need of resettlement	116.0	103.1	100.6	100.5
Supporting the settlement, adaptation and integration of newcomers into Canadian society	382.9	420.2	415.4	413.9
Managing access to Canada with a fair and effective enforcement strategy	354.7	377.4	334.9	329.5
Net planned spending	1,005.0*	1,070.4	1,008.7	994.6

*Reflects the best forecast for total net planned spending to the end of the fiscal year. CIC's total number of full-time equivalents for 2003–2004 is 5,515. (For a breakdown by business line, see Table 5.1.)

Explanation of change: CIC's planned spending for 2003–2004 is higher than for the following two years mainly because resources were reprofiled from 2002–2003 to 2003–2004. These reprofiled funds relate primarily to the Global Case Management System (GCMS). Also, funding for the implementation of the Permanent Resident Card peaks in 2003–2004 in accordance with the initial implementation and declines in 2004–2005 due to a decrease required to maintain estimated on-going volumes.

B. Details

Strategic Outcome 1: Maximizing the Economic and Social Benefits of Migration to Canada

Planned Spending and Full-time Equivalents			
Forecast spending 2002–2003	Planned spending 2003–2004	Planned spending 2004–2005	Planned spending 2005–2006
\$151.4M	\$169.7M	\$157.8M	\$150.7M
1,581 FTEs	1,703 FTEs	1,686 FTEs	1,632 FTEs

Explanation of change: Planned spending for 2003–2004 is higher than for the following years, primarily due to resources reprofiled from 2002–2003 to 2003–2004.

Introduction

CIC will maximize the economic and social benefits of migration to Canada by achieving target immigration levels; supporting family reunification of immigrants with Canadian sponsors; selecting immigrants, including business immigrants, who are capable of adapting to the Canadian labour market; admitting temporary workers to fill skills gaps in the domestic labour market; and admitting visitors and foreign students to stimulate the demand for goods and services.

The principal functional direction for activities under this strategic outcome comes from CIC's Selection Branch, with the active involvement of the Department's enforcement network across Canada and visa offices around the world, and in close collaboration with the Integration Branch and the Departmental Delivery Network.

Maximizing the economic and social benefits of migration to Canada will mean focusing on the following areas of activity over the next fiscal year: fully realizing the benefits

of the *Immigration and Refugee Protection Act (IRPA)*;¹¹ managing immigration levels carefully to meet targeted numbers and ensure the appropriate mix; and supporting government commitments.

An overarching activity for 2003–2004 will involve developing and communicating policies and initiatives to support commitments made in the Speech from the Throne and the principles of the federal Innovation Strategy.¹² CIC will consult on, design and test initiatives with projects in 2003–2004. In developing new policies and initiatives, a key focus will be to strengthen existing partnerships and explore opportunities to leverage efforts. This work will also build the foundation for stronger performance measurement in future years.

Achievement of Target Immigration Levels¹³

In 2003, CIC expects to bring between 220,000 and 245,000 newcomers to Canada as permanent residents. Of these, CIC aims

11 For more information, see <<http://www.cic.gc.ca/english/irpa/index.html>>.

12 For more information, see <<http://www.innovationstrategy.gc.ca/cmb/innovation.nsf/pages/index>>.

13 For more information, see <<http://www.cic.gc.ca/english/press/02/0237-pre.html>> and <<http://www.cic.gc.ca/english/pub/immigration2002.html>>.

to achieve a 60–40 split between economic and non-economic immigrants, respectively. In other words, 60% of the people selected are expected to be in the economic class, which comprises skilled workers, business immigrants (entrepreneurs, investors, self-employed people), live-in caregivers and provincial nominees. Of the balance, 26% are expected to be in the family reunification class and 13% in the protected persons class. This plan shows CIC's commitment to balancing the family reunification, protection and economic components of the immigration program. It ensures that the immigration program will bring maximum social and economic benefits to Canada and respond to Canada's needs.

There is a growing recognition that immigration levels and the mix of permanent residents have important ramifications at the federal, provincial and community levels. In 2003–2004, CIC will develop an integrated system for planning and managing immigration target levels to ensure a more predictable yet flexible delivery of the Immigration Plan. This key activity reflects the integrated approach to programs, policies and operations promoted by CIC's Modern Management Framework and aims to increase accountability across the departmental functions that influence annual immigration levels.

Family Reunification of Immigrants with Canadian Sponsors

Family reunification is an important tradition in Canada's immigration program.¹⁴ IRPA, which came into force in June 2002, strengthened family reunification by clarifying the selection criteria and making them responsive to current social realities.

In 2003–2004, CIC will monitor the implementation of the new Act in the context of the selection of permanent residents under the family class category. This task will

include monitoring the impact of the expanded family definition, of the new process for selecting spouses and partners already in Canada, and of the simplified criteria for measuring sponsors' income.

CIC will also continue to work with its partners to develop a federal system to collect, from sponsors, social assistance remitted to those who were sponsored. CIC aims to strengthen relationships with the provinces and other stakeholders in this context.

Selection of Immigrants Capable of Adapting to the Canadian Labour Market

In response to growing international competition for skilled workers and in support of the government's Innovation Strategy, CIC will continue to work with HRDC and Industry Canada to develop a fast-track process for highly skilled workers who have arranged employment. A new administrative process, designed to process applications more quickly, is expected to begin in 2003–2004.¹⁵

The recognition of newcomers' foreign credentials is critical to the success of new permanent residents. CIC will support HRDC in its work with the provinces and territories, which are responsible for professions' regulatory bodies.

In addition, the federal, provincial and territorial ministers of immigration have signalled their intention to develop strategies to share the benefits of immigration more evenly across the country. Currently, over 75% of all immigrants settle in Toronto, Vancouver or Montreal. Attracting immigrants to smaller centres and other regions, including official language minority communities, and encouraging them to stay, will require flexible approaches that respond to provincial and territorial priorities. CIC will continue to work with its provincial and territorial partners to support regional strategies, using new and

14 For more information, see <<http://www.cic.gc.ca/english/sponsor/index.html>>.

15 For more information on the core program, see <<http://www.cic.gc.ca/english/skilled/index.html>>.

existing mechanisms, including provincial nominee agreements, the Temporary Foreign Worker Program and targeted joint promotional activities.

Selection of Business Immigrants, Including Investors

Business immigrants bring skills, entrepreneurial talents and investment capital that Canada needs to strengthen its economy.¹⁶ CIC will closely monitor the impact of the new IRPA selection criteria in 2003–2004 to ensure that program objectives are being met.

Under the previous Act, business immigrants who invested before April 1999 had to place money in an investment fund for five years. In 2003–2004, CIC will continue to oversee, audit and ensure the compliance of these investment funds (200 funds worth approximately \$600 million). Over the next two years, CIC will continue to close these investment funds when the investors have met their obligations.

During 2003–2004, CIC will examine the principles and processes of the Immigrant Investor Program to assess its relevance in the context of international demand and provincial needs and its impact on business. In 2004–2005, CIC will review the terms and conditions of the Entrepreneur Program to determine whether they meet current economic needs and are functioning as required.

Admission of Temporary Workers Whose Presence in Canada Fills Skills Gaps in the Domestic Labour Market and Who Transfer to Canadian Workers In-Demand Occupational Skills

Admitting temporary workers¹⁷ is an important component of the government's Innovation Strategy. CIC, in partnership with HRDC, will explore—with the provinces, businesses and municipalities—ways to facilitate the entry and dispersion of temporary workers throughout Canada. The Department will also continue to improve procedures for processing and admitting temporary workers.

Admission of Visitors and Foreign Students Whose Presence in Canada Stimulates the Demand for Goods and Services

Visitors and foreign students¹⁸ stimulate the economy by increasing the demand for goods and services. Recognizing the benefits that foreign students bring to Canada, the Speech from the Throne commits the government to positioning Canada as a destination of choice for talented foreign students. CIC will work with interested educational institutions and provinces to develop long-term options to increase the number of foreign students, where required.

16 For more information on this program, see <<http://www.cic.gc.ca/english/business/index.html>>.

17 For more information on this program, see <<http://www.cic.gc.ca/english/work/index.html>>.

18 For information on these two programs, see <<http://www.cic.gc.ca/english/visit/index.html>> and <<http://www.cic.gc.ca/english/study/index.html>>.

Maximizing the Economic and Social Benefits of Migration to Canada

Planned Results

Measures	Key activities
Achievement of target immigration levels	<ul style="list-style-type: none"> • Achieve immigration levels of 220,000 to 245,000 newcomers to Canada in 2003. • Achieve a 60-40 split between economic and non-economic immigrants. • Develop an integrated system for planning and managing target levels.
Family reunification of immigrants with Canadian sponsors	<ul style="list-style-type: none"> • Monitor and assess the application of the new family definition. • Monitor the impact of the new sponsorship criteria. • Enhance partnerships with the provinces.
Selection of immigrants capable of adapting to the Canadian labour market	<ul style="list-style-type: none"> • Implement a new administrative process designed to process qualified skilled workers more quickly. • Develop strategies for sharing the benefits of immigration more widely throughout Canada.
Selection of business immigrants, including investors	<ul style="list-style-type: none"> • Monitor the new IRPA criteria. • Manage investment funds under the pre-IRPA regulations more effectively. • Review the principles and processes of the Immigrant Investor Program. • Review the terms and conditions of the Entrepreneur Program.
Admission of temporary workers whose presence in Canada fills skills gaps in the domestic labour market and who transfer to Canadian workers in-demand occupational skills	<ul style="list-style-type: none"> • Explore, with partners, ways to facilitate the entry and broader dispersion of temporary workers. • Continue to improve the processing and admission of temporary workers.
Admission of visitors and foreign students whose presence in Canada stimulates the demand for goods and services	<ul style="list-style-type: none"> • Develop long-term options for attracting more foreign students, where required.

Strategic Outcome 2: Protecting Refugees and Others in Need of Resettlement

Planned Spending and Full-time Equivalents			
Forecast spending 2002–2003	Planned spending 2003–2004	Planned spending 2004–2005	Planned spending 2005–2006
\$116.0M	\$103.1M	\$100.6M	\$100.5M
182 FTEs	195 FTEs	203 FTEs	201 FTEs

Explanation of change: Forecast spending for 2002–2003 includes additional costs related to the Interim Federal Health Program. Planned spending for 2003–2004 is higher than for the following years, due to Resettlement Assistance Program resources reprofiled from 2002–2003 to 2003–2004.

Introduction

CIC will achieve this strategic outcome by reaching the targets established for government-assisted and privately sponsored refugees; strengthening the refugee resettlement program to make it more effective and more responsive; developing more effective working arrangements between CIC and the Immigration and Refugee Board; and enhancing Canada's influence in international initiatives to protect refugees. The principal functional direction for activities under this strategic outcome comes from the Refugee Branch, with the active involvement of regional offices in Canada and overseas.

The new *Immigration and Refugee Protection Act* (IRPA), implemented in June 2002, identifies the objectives of the refugee program. These objectives highlight Canada's international legal obligations under the 1951 Convention Relating to the Status of Refugees (the Geneva Convention) and its 1967 protocol, and they re-affirm Canada's commitment to international efforts to help those in need of resettlement. IRPA emphasizes the importance of saving lives, protecting displaced and persecuted persons, and maintaining the integrity of Canada's refugee protection system by ensuring fair and efficient procedures.

The September 2001 terrorist attacks in the United States have heightened Canadians' concerns about the way we select and admit people, concerns that extend to our humanitarian programs. Public confidence in Canada's refugee determination system has also been affected by increasing volumes of refugee claims, growing inventories and longer processing times. At the same time, there is increasing awareness of the need to integrate Canada's domestic and overseas refugee protection programs.

One of CIC's key priorities for 2003–2004 is to continue building public confidence in the way we manage access to Canada. This priority includes CIC's commitment to enhance the integrity of Canada's humanitarian programs.¹⁹ In 2003–2004, CIC will review the refugee status determination process with a view to improving the overall management of this process. The Department will also examine ways to use resettlement more strategically to increase overall protection, ways to share responsibilities more effectively, and ways to better structure our relationships with key partners in Canada and abroad to attain our policy goals and re-establish confidence in the protection mandate. CIC staff members will apply their expertise through consultations, workshops and committees to support this process.

19 For information on refugee protection, see <<http://www.cic.gc.ca/english/refugees/index.html>>.

Achievement of the Targets for Government-assisted and Privately Sponsored Refugees

The 2003 Immigration Plan²⁰ projects the number of newcomers who will become permanent residents of Canada, broken down by class. For 2003, the plan projects that between 28,100 and 32,500 protected persons will become permanent residents. This represents an increase of 1% over the 2002 planned refugee numbers. Of this total, 7,500 are expected to be government-assisted refugees (plus an additional 200 refugees destined for Quebec who were selected in 2002 under the Canada-Quebec Accord but who were unable to become permanent residents until 2003). Between 2,900 and 4,200 are expected to be privately sponsored refugees; between 13,000 and 15,600 to be refugees granted permanent residence status; and between 4,500 and 5,000 to be refugee dependants abroad.

Provision of an Effective and More Responsive Refugee Resettlement Program

Strengthening relationships with partners and stakeholders who can support resettled refugees continues to be a key priority for CIC in 2003–2004. Since the new Act permits a greater range of possibilities for private sponsorship, it will help CIC strengthen partnership arrangements. CIC will work in 2003–2004 and beyond to establish new types of partnerships allowed under the new legislation.

In addition, in 2003–2004, CIC will work to enhance Canada's relationships with our key international partners, such as the United

Nations High Commissioner for Refugees and the International Organization for Migration. The Department will also continue its efforts to establish new types of partnerships. For example, CIC plans to develop models for referral organizations to help the Department identify genuine refugee pools and select refugees abroad.

CIC has developed new ways to determine where in Canada refugees selected abroad should resettle. It will develop performance indicators to evaluate the effectiveness of these new approaches in reducing secondary migration.

Another key activity is to continue implementing program monitoring and evaluation (such as the Resettlement Assistance Program²¹ evaluation framework) and developing plans to audit service providers to increase the effectiveness of settlement programs. CIC will finish evaluating the Resettlement Assistance Program in 2003–2004.

The Minister of Citizenship and Immigration Canada, Manitoba's Minister of Labour and Immigration, and the Mayor of Winnipeg have signed a memorandum of understanding²² intended to increase the number of immigrants and refugees coming to Winnipeg, in keeping with the goal of sharing the benefits of immigration more widely. This pilot project, known as the Winnipeg Private Refugee Sponsorship Program, is expected to begin in 2003 and to result in the admission of approximately 250 refugees. These refugees will be privately sponsored and will receive financial assistance for resettlement, as required, from the City of Winnipeg.

20 For more information on the Immigration Plan, see <<http://www.cic.gc.ca/english/press/02/0237-pre.html>> and <<http://www.cic.gc.ca/english/pub/immigration2002.html>>.

21 CIC administers the Resettlement Assistance Program (except in Quebec) in support of Canada's international humanitarian commitment to resettling refugees from abroad. The program provides income support for up to 12 months for government-assisted refugees and up to an additional 12 months for special needs cases. It also funds non-profit organizations to help them provide a set of core services to resettled refugees within their first four to six weeks in Canada.

22 For more information, see <<http://www.cic.gc.ca/english/press/02/0247%2Dpre.html>>.

Maintaining Canada's Humanitarian Tradition and Ensuring Canada's Security

Canada signed the Safe Third Country Agreement with the United States on December 5, 2002, and both parties expect to implement it in 2003–2004.²³ Under this agreement, a foreign national cannot normally claim refugee status if coming to Canada through the U.S. This reciprocal mechanism will enhance the orderly handling of refugee claims and promote shared responsibility for protecting those in need, thus strengthening public confidence in the integrity of the asylum system.

CIC staff responsible for implementing the Agreement will be trained, and information technology systems will be developed to support operations at ports of entry.

CIC and the newly configured Department of Homeland Security in the U.S. plan to develop new and more comprehensive arrangements for sharing information relating to refugee claimants.

Also in 2003–2004, the Department will develop a policy framework that reflects the changes in IRPA regarding the suspension and redetermination of refugee claims and CIC's intervention activities at refugee hearings. New provisions under IRPA prohibit refugee claims from people who are inadmissible for reasons of security, association with organized crime, human rights violations or serious criminality. IRPA also expands the authority to terminate refugee claims in these cases. CIC continues to intervene before the Immigration and Refugee Board in cases where exclusion from refugee protection is raised.

Development of Effective and Efficient Working Arrangements Between the Immigration and Refugee Board and CIC

The Immigration and Refugee Board (IRB)²⁴ is an independent administrative tribunal that decides claims for refugee protection made within Canada. CIC is responsible for processing the claimants before and after their refugee hearing. CIC remains committed to continuing to work with the IRB to improve the effectiveness and the efficiency of the refugee determination system.

Enhancement of Canada's Influence in International Initiatives to Protect Refugees

Canada continues to strategically engage with the United Nations High Commission for Refugees (UNHCR) and with like-minded countries, such as the nations of the European Union (EU), on international protection issues. CIC will build on previous

successes by working with the Canadian International Development Agency and the Department of Foreign Affairs and International Trade to identify key priorities from the UNHCR's Agenda for Protection for follow-up. Canada would then take the lead on one or more of these issues (such as the strategic use of resettlement) in the proposed Forum on International Protection.

Canada will continue to participate in the UNHCR's Standing Committee and Executive Committee meetings, which take place quarterly. The government will also continue to send high-level representatives and experts to ad hoc meetings and working groups, such as the Working Group on Resettlement. Canada is also committed to playing a monitoring role and to participating, where appropriate, in the UNHCR's mandate renewal process in 2004.

Also in 2003–2004, CIC will continue to engage both in bilateral discussions, including the Border Vision partnership with the United States, and in multilateral fora, including the Inter-Governmental

23 For further information, see <<http://www.cic.gc.ca/english/policy/safe-third.html>>.

24 For more information, see <<http://www.irb.gc.ca>>.

Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia.

Through these types of discussions, Canada can contribute to and benefit from international discourse on refugee protection. An example is Canada's cooperation with the EU. On the issue of refugee protection, we

share a number of viewpoints with the EU, and it is important that Canada remain engaged with the EU as its members work toward common asylum policies. Also, Canadian and EU officials regularly meet before UNHCR Executive Committee meetings to discuss their respective positions and build mutual support.

Protecting Refugees and Others in Need of Resettlement

Planned Results

Measures	Key activities
Achievement of the targets for government-assisted and privately sponsored refugees	<ul style="list-style-type: none"> • Receive, under the protected persons category, between 28,100 and 32,500 new permanent residents,²⁵ including 7,500 government-assisted refugees (plus 200 Quebec-destined refugees selected in 2002); 2,900 to 4,200 privately sponsored refugees; 13,000 to 15,600 landed refugees; and 4,500 to 5,000 refugee dependants.
Provision of an effective and more responsive refugee resettlement program	<ul style="list-style-type: none"> • Strengthen partnerships with organizations and create new types of partnerships. • Continue program monitoring, as appropriate. • Complete the evaluation of the Resettlement Assistance Program.
Development of effective and efficient working arrangements between the Immigration and Refugee Board (IRB) and CIC	<ul style="list-style-type: none"> • Continue to collaborate with the IRB to improve the refugee protection program.
Enhancement of Canada's influence in international initiatives to protect refugees	<ul style="list-style-type: none"> • Work to promote the adoption of Canadian positions at international fora.
Maintenance of Canada's humanitarian tradition and ensuring of Canada's security	<ul style="list-style-type: none"> • Review the process pertaining to refugee status determination in Canada. • Develop a policy framework that reflects the changes relating to the suspension and redetermination of refugee claims through IRPA.

25 For information on the *Annual Report to Parliament on Immigration 2002*, see <<http://www.cic.gc.ca/english/press/02/0237-pre.html>>.

Strategic Outcome 3: Supporting the Settlement, Adaptation and Integration of Newcomers into Canadian Society

Planned Spending and Full-time Equivalents			
Forecast spending 2002–2003	Planned spending 2003–2004	Planned spending 2004–2005	Planned spending 2005–2006
\$382.9M	\$420.2M	\$415.4M	\$413.9M
536 FTEs	687 FTEs	686 FTEs	573 FTEs

Explanation of change: Planned spending for 2003–2004 and future years includes increased resources under the Canada-Quebec Accord.

Introduction

CIC will achieve this strategic outcome by supporting and enhancing the delivery, both directly and indirectly, of integration programs for newcomers to Canada; granting citizenship to eligible permanent residents; and ensuring that citizenship and integration issues are effectively promoted and understood.

The principal functional direction for activities under this strategic outcome comes from the Integration Branch, with the active involvement of the Departmental Delivery Network and of regional offices and considerable collaboration across branch lines. Under formal agreements, the governments of Quebec, Manitoba and British Columbia provide settlement and integration services to newcomers. Elsewhere in Canada, the program is delivered through partnerships with service provider organizations.

As noted earlier, a key priority for CIC in 2003–2004 is the renewal of its citizenship and integration programs. The introduction of the new Citizenship of Canada Act, and the planning necessary for its successful implementation (pending approval by Parliament and royal assent), will be critical to addressing this priority.

CIC has committed to reforming the citizenship legislation and regulations to update the expression of what it means to be Canadian and to reinforce the equity and efficiency of the citizenship process. On October 31, 2002, the Minister tabled a new Citizenship of Canada Act (Bill C-18).²⁶ This proposed legislation establishes clear, fair and objective criteria for citizenship; reasserts the rights and freedoms of Canadians; and reinforces the responsibilities associated with citizenship. It will modernize Canada's citizenship rules, address gaps and inconsistencies in the current legislation, and allow for more efficient processing of applications for citizenship. The proposed changes complement the recent *Immigration and Refugee Protection Act* (IRPA) and are consistent with other recent legislation, such as the *Crimes Against Humanity and War Crimes Act*.

Successful Integration of Newcomers into Canadian Society

To enhance the integration of newcomers into Canadian society, CIC will continue to reinforce and expand its partnerships with service provider organizations throughout the country.²⁷ Building on the momentum created by the federal Voluntary Sector Initiative (VSI),²⁸ CIC aims to encourage

26 For more information, see <<http://www.cic.gc.ca/english/press/02/0238-pre.html>>.

27 For information on integration services, see <<http://www.cic.gc.ca/english/newcomer/index.html>>.

28 For more information, see <<http://www.vsi-isbc.ca>>.

the involvement of service providers and other levels of government to improve settlement programming and address critical issues, such as settling immigrants more widely throughout Canada.

A key focus for 2003–2004 is the planning for the second national conference on settlement/resettlement (to be held in October 2003), in collaboration with VSI national working groups and other settlement sector and government partners. CIC aims to enhance discussion on priority issues and information-sharing among partners and stakeholders.

The Department will also work with its partners to develop new initiatives to help adult immigrants improve their official language skills, so that they can integrate more easily into the labour market. Expected results and performance measures will be identified through the new Contribution Accountability Framework.

To advance policy work relating to the recognition of foreign credentials, CIC will work with other federal departments, such as HRDC, and with the provinces and territories.

During 2003–2004, CIC will continue to work with other federal departments and stakeholders within the Government On-Line agenda to enhance the Government of Canada's Portal for Immigrants (which creates a single Internet access point). The long-term goal is to provide immigrants and potential immigrants with a wide range of information and services, including tailored labour market information, on-line assessment of credentials and language ability, and e-learning opportunities.

CIC is committed to working with official language minority communities to help them attract and retain immigrants.²⁹ Through the

joint CIC-Francophone Minority Communities Committee, CIC will help develop strategies to support the growth of official language minority communities throughout Canada. CIC will undertake pilot projects and partnerships with these communities and with other stakeholders, including other federal departments, the provinces and employers. The Department will also enhance its efforts to integrate the perspective of official language minority communities into all its operations, both in Canada and in visa offices abroad. CIC will work with Canadian Heritage and HRDC to develop profiles of official language minority communities, to promote them as possible destinations for immigrants. In addition, CIC will continue to promote and assist official language minority communities across Canada through existing³⁰ and new bilateral agreements with the provinces and territories.

In 2003–2004, CIC will also review and, if appropriate, revise its settlement allocation model.

Advancement of Accountability to Ensure Effectiveness and Efficiency in the Delivery of Settlement Programs

In 2003–2004, CIC will work with service providers to implement the Contribution Accountability Framework.³¹ This framework ensures accountability for settlement spending by monitoring service delivery, as well as evaluating program effectiveness and efficiency. Information collected will be used to identify program changes that would help newcomers integrate into Canadian society.

The framework will guide accountability, performance measurement and program evaluation, and will help standardize the management and administrative practices

29 For more information, see <<http://www.cic.gc.ca/english/press/02/0206-pre.html>>.

30 For more information, see <<http://www.cic.gc.ca/english/press/98/9835-pre.html>>.

31 For more information, see <<http://www.cic.gc.ca/english/newcomer/linc-fs1.html>>.

of the four key contribution programs: Language Instruction for Newcomers to Canada,³² the Immigrant Settlement and Adaptation Program,³³ the Host Program³⁴ and the Resettlement Assistance Program.³⁵

In 2003–2004, CIC will be able to obtain and analyse performance measurement information for these four contribution programs. Since these data are based, in part, on client information, CIC will finalize privacy and security policy issues related to collecting them. In cooperation with service providers and other stakeholders, CIC will also begin implementing the evaluation strategy, a task that will include defining program-level outcomes and evaluating programs. CIC will also continue its negotiations on provincial/territorial accountability frameworks with British Columbia and Manitoba.

Accordance of Full Participation in Canadian Society to Eligible Permanent Residents Through the Granting of Citizenship and the Establishment of Claims to Citizenship³⁶

While Parliament is considering the new Citizenship of Canada Act, the Department will develop the regulations, administrative processes, policies and procedures required to implement the new legislation. Planning will also take place to address the recruitment and training of staff for new functions. Also during 2003–2004, CIC will develop measures to preserve the integrity of program delivery during the transitional period. Operationally, this means a focus on supporting citizenship judges in their efforts to dispose of cases pending under the current legislative framework.

To monitor, measure and ensure the integrity of its citizenship programs, CIC will continue its National Quality Assurance program. New

data collection systems and analytical tools implemented in 2002–2003 will ensure reliable client information relating to granting citizenship and issuing proof of citizenship cards. CIC also plans to introduce sampling software to ensure that clients are surveyed. Also in 2003–2004, pending royal assent of the new Act, CIC will work to expand the National Quality Assurance program. With a new process for administrative decision-making to support the new Act, CIC will do targeted examinations of files to ensure that the Department is implementing new legislative provisions correctly.

Effective Promotion and Understanding of Citizenship and Integration Issues³⁷

The *Canada: We All Belong* campaign,³⁸ which promotes the core Canadian values of respect, freedom and “belonging” to newcomers and Canadians, will be continued in 2003–2004, and moderate outreach activities throughout Canada will be continued. The material produced under this campaign will be used for citizenship education and will support numerous activities organized across the country to promote Canada’s Citizenship Week, National Flag Day and Celebrate Canada Week. For example, a new video series highlighting the rights and responsibilities of Canadians, produced through the National Film Board, will be distributed to English as a second language (ESL) and French as a second language (FSL) classes.

The Immigrant Speakers Bureau, initiated in Toronto in 2002–2003, will be expanded to Vancouver in 2003–2004. Through this program, which aims to educate Canadian students about the many contributions immigrants make to Canada, immigrants make presentations at schools on their experiences as newcomers, highlighting

32 For more information, see <<http://www.cic.gc.ca/english/newcomer/linc-fs1.html>>.

33 For more information, see <<http://www.cic.gc.ca/english/newcomer/isap-fs1.html>>.

34 For more information, see <<http://www.cic.gc.ca/english/newcomer/host-fs1.html>>.

35 For more information, see <<http://www.cic.gc.ca/english/refugees/resettle%2D3.html>>.

36 For more information, see <http://www.cic.gc.ca/english/newcomer/fact_09e.html>.

37 For more information, see <http://www.cic.gc.ca/welcomehome/main_e.htm>.

38 For more information, see <http://www.citzine.ca/steng.e/facts.citizenship_week.html>.

both challenges and successes. Cultivating Peace,³⁹ a joint initiative with Canadian Heritage to provide teaching resources to high schools and community organizations to promote conflict resolution, will also be continued in 2003–2004.

CIC reviewed and improved the Citation for Citizenship process in 2002–2003. These awards, which recognize outstanding efforts by Canadians to help newcomers, will once again be presented in 2003–2004.

Upon royal assent of the new *Citizenship of Canada Act*, CIC will develop, in collaboration with the new citizenship commissioners, material to help them in their new promotional role. The Interdepartmental Committee on Citizenship Promotion will ensure consistency of messaging and effective collaboration with key federal departments.

Supporting the Settlement, Adaptation and Integration of Newcomers into Canadian Society

Planned Results

Measures	Key activities
<p>Successful integration of newcomers into Canadian society</p>	<ul style="list-style-type: none"> • Initiate or enhance partnerships between CIC and voluntary sector service providers. • Develop strategies to encourage partners to become more involved in policy or program development. • Plan a successful national conference on settlement/resettlement, with increased opportunities to discuss issues and share information with and among service provider organizations. • Develop initiatives to give adult immigrants more opportunities to improve their proficiency in English or French. • Develop strategies to promote the settlement of immigrants in official language minority communities and to prepare communities. • Negotiate or enhance partnership agreements with provincial/territorial governments. • Review and, if appropriate, revise the settlement allocation model.

39 For more information, see <http://www.citzine.ca/steng.e/facts.citizenship_week.html>.

Measures (cont'd)	Key activities (cont'd)
<p>Advancement of accountability to ensure effectiveness and efficiency in the delivery of settlement programs</p>	<ul style="list-style-type: none"> • Implement the Contribution Accountability Framework. • Collect and analyse performance measurement data for settlement programs. • Complete privacy and security policies and procedures related to data collection. • Implement an evaluation strategy. • Negotiate provincial/territorial accountability frameworks with B.C. and Manitoba.
<p>Accordance of full participation in Canadian society to eligible permanent residents through the granting of citizenship and the establishment of claims to citizenship</p>	<ul style="list-style-type: none"> • Develop regulations, administrative processes, policies and procedures in preparation for the implementation of the new Citizenship of Canada Act. • Support citizenship judges during the transition period. • Implement and expand a new quality assurance process for the citizenship program; introduce sampling software.
<p>Effective promotion and understanding of citizenship and integration issues</p>	<ul style="list-style-type: none"> • Increase emphasis on promoting citizenship by producing and disseminating new tools. • Continue educational initiatives, such as Cultivating Peace and the Immigrant Speakers Bureau. • Reactivate the Citation for Citizenship program. • Develop material to assist citizenship commissioners in their new promotional role.

Strategic Outcome 4: Managing Access to Canada with a Fair and Effective Enforcement Strategy

Planned Spending and Full-time Equivalents			
Forecast spending 2002–2003	Planned spending 2003–2004	Planned spending 2004–2005	Planned spending 2005–2006
\$354.7M	\$377.4M	\$334.9M	\$329.5M
2,691 FTEs	2,930 FTEs	2,659 FTEs	2,656 FTEs

Explanation of change: Planned spending for 2003–2004 includes resources reprofiled from 2002–2003 to 2003–2004. Planned spending for 2004–2005 and future years reflects reduced funding for the Permanent Resident Card.

Introduction

Managing access to Canada with a fair and objective enforcement strategy involves protecting the health, safety and security of Canadians, while preserving the integrity of Canada's immigration and refugee programs. The principal functional direction for activities under this strategic outcome comes from CIC's Enforcement Branch (with the active involvement of the Department's enforcement network across Canada and in visa offices around the world), in close collaboration with the Intelligence and Medical Services branches and their networks, and with the Departmental Delivery Network's Case Processing and Immigration Warrant Response centres.

Like the United States and many other countries, Canada has been operating in a state of heightened security since September 11, 2001. The critical need to intensify efforts to protect North America is widely acknowledged. Terrorist attacks and continuing international tensions have changed Canadians' perceptions of our vulnerability in terms of public safety and security, and have raised concerns about how we select and admit people to Canada. Nevertheless, an open and vibrant immigration program remains a cornerstone of Canada's economic and social growth and an overarching goal for CIC.

CIC is a key partner in the Canadian public safety and security community and plays a critical role in supporting broader government policy and in bringing successes, challenges and issues relating to immigration enforcement to the table. Effective strategies are critical to maintaining the integrity of Canada's immigration and refugee programs and to meeting the expectations of a more risk-conscious Canadian public.

In addition, since migration and security issues are high on the G-8 agenda and throughout the world, international collaboration is expected to increase during 2003–2004 and over the next few years. For example, negotiations are underway with key international partners (such as the United States and the European Union) on information-sharing agreements that will enhance CIC's strategic enforcement interests and increase the international capability to control smuggling of human beings.

CIC strives to help legal immigrants, refugees, students, temporary workers and visitors enter Canada more easily. However, to ensure the integrity of Canada's immigration and refugee system, the Department must also focus on preventing inadmissible people from entering, transiting through or remaining in Canada, particularly those who may pose a risk to the health, safety or security of Canadians. CIC tries to identify inadmissible persons as early as possible and

prevent their arrival in Canada. It does so by screening individuals who seek entry to Canada at several points before their arrival (that is, at visa offices abroad, at overseas airports and at our own borders). International partnerships greatly enhance these efforts.

To effectively manage access to Canada, CIC aims to base its strategies on timely and reliable information and intelligence, supported by effective information-sharing, sound risk management, effective tools and staff development, and strategic domestic and international partnerships. In addition, the Department has made a strategic decision to use new technologies as much as possible.

The key activities and plans for 2003–2004 and beyond under this strategic objective demonstrate CIC's intention to (i) develop more effective enforcement strategies to prevent criminals and those who present a threat to national security from entering or remaining in Canada; (ii) build its capability in intelligence; and (iii) enhance its global health surveillance and the medical screening of individuals who are eligible to enter Canada.

In October 2002, the Minister announced the creation of an advisory committee to address issues pertaining to the immigration consulting industry. This committee has begun identifying concerns and is expected to provide recommendations to the Minister in 2003. During 2003–2004, the Department will assess these recommendations to determine appropriate actions.

Departmental Activities that Contribute to the Protection of Canadian Society

(i) Strengthening CIC's Enforcement Strategies

The successful launch of the new *Immigration and Refugee Protection Act* (IRPA) in 2002 increased CIC's ability to protect the safety, security and health of Canadians. It provides stronger authority to deny entry to, detain

or remove individuals who pose a risk to national security, criminals and persons whose identity is in doubt. Continued support, monitoring and evaluation will be required over the coming years to ensure that CIC fully implements and communicates the important changes resulting from the new legislation. Regulatory amendments and refinements to policies and procedures may be necessary to make the Act more effective.

During 2003–2004, CIC will undertake the following key activities to strengthen its enforcement function: (i) continue to work with the United States under the Multiple Borders Strategy to ensure more effective and secure management of our borders; (ii) implement the immigration items in the Smart Border Action Plan;⁴⁰ (iii) explore options for improved tracking and screening of travellers destined for Canada who may pose security risks; and (iv) improve strategies for detention and removals. Further information on these priority activities is provided below.

With its federal partners, CIC has been working with the United States government to modernize and improve processes to safeguard access at all ports of entry and border crossings. The Multiple Borders concept will continue to guide CIC's strategy for border management, including the enforcement and intelligence networks. The aim is to ease the legitimate movement of people across our borders, while blocking access to high-risk individuals and combating migrant smuggling. CIC will continue to collaborate with the U.S. on this strategy in 2003–2004 by implementing the risk mitigation strategy identified in the Multiple Borders Risk Management Framework. CIC will also strengthen its strategy by doing work under the Smart Border Action Plan and by developing new systems to track international travellers who may pose a risk to Canada.

CIC will continue to implement the Smart Border Action Plan in 2003–2004, in partnership with key domestic partners and the U.S. This work will include analysing alternative inspection methods and assessing

40 For more information, see <<http://www.dfait-maeci.gc.ca/can-am/menu-en.asp?act=v&mid=1&cat=10&did=1671>>.

automated systems that could enhance the control function. CIC is committed to working with CCRA and the U.S. federal inspection agencies on new programs at ports of entry, including Nexus, Nexus Air, Canpass Air, and Free and Secure Trade (FAST). This will enable us to clear low-risk traffic by using pre-approval mechanisms and new technologies at the borders.

Domestic collaboration will also be strengthened through the negotiation of a new partnership agreement with CCRA and the implementation of a recently signed memorandum of understanding with the Royal Canadian Mounted Police (RCMP). CIC also expects more collaboration with U.S. partners, which will include negotiating new arrangements to improve the sharing of information relevant to public safety and enforcement.

CIC has embarked on major technological and operational improvements to better track international travellers and to enhance screening processes. The aim is to develop effective systems to intercept potentially high-risk travellers before they enter Canada, while speeding up the processing of legitimate travellers. For example, CIC is implementing new technology at ports of entry and inland offices that will allow fingerprints to be transmitted to the RCMP electronically, ensure fingerprint quality, improve the security of fingerprint information and improve response times.

In October 2002, joint CIC and CCRA Passenger Analysis Units (PAUs) in three Canadian centres began receiving and assessing advanced passenger information (API) on passengers and crew destined for Canada. The second component of this program, Passenger Name Record (PNR) data analysis, is slated for implementation in spring 2003. The PNR includes passengers' itineraries and booking information. CIC is also assessing the feasibility of expanding the PAU initiative.

In addition to the domestic program, the Shared Border Accord included three trans-border API/PNR initiatives: the National Centres of Expertise, the Automated Data Exchange Program and the Joint Passenger Analysis Unit (JPAU) six-month pilot project. Co-sponsored by four agencies (CIC, CCRA, the U.S. Immigration and Naturalization Service, and U.S. Customs), these initiatives are designed to respond quickly to terrorists and other high-risk travellers entering either Canada or the U.S. The first phases of the National Centres of Expertise and the Automated Data Exchange Program are expected to be implemented by the end of 2002–2003.

In keeping with the Multiple Borders concept, CIC is also studying the feasibility of advance passenger processing. This process would allow CIC to identify high-risk passengers or crew members before they board a commercial vehicle bound for Canada. The results of this study are expected by summer 2003.

CIC will also continue to implement the National Case Management System in 2003–2004. This system improves the electronic tracking and management of enforcement cases, ensures consistency in approach, provides CIC with key data when required and increases overall accountability.

CIC will complete the implementation of the new Permanent Resident Card⁴¹ in 2003–2004 and will monitor the card's effectiveness. This card was introduced in June 2002 to increase Canada's border security. As of December 31, 2003, all permanent residents travelling abroad will need a Permanent Resident Card to re-enter Canada.

To further increase public safety and security, the Department will continue to develop enforcement strategies and joint initiatives with national partners, such as the RCMP and the Department of Justice Canada, and international partners. CIC will also work to increase program integrity and reduce program and system vulnerabilities. In

41 For more information, see <<http://www.cic.gc.ca/english/pr-card/index.html>>.

addition, it will carefully monitor and evaluate its role in the government's Public Security and Anti-Terrorism Agenda in 2003–2004 and over the next few years.

(ii) Increasing Intelligence Capacity at CIC

In April 2002, CIC established an Intelligence Branch to centralize its intelligence functions. CIC did so to increase its capacity to provide timely, reliable and relevant intelligence information and to improve coordination on intelligence issues. As a focal point for liaison and information-sharing, this new branch facilitates communication within CIC's internal intelligence network, which includes other branches, regional offices and overseas missions. The Intelligence Branch also allows CIC to contribute more effectively to Canada-wide intelligence efforts, and promotes collaboration with foreign governments and international organizations.

Building on decades of work, the Intelligence Branch will enhance CIC's use of intelligence in managing access to Canada. This requires using "tactical intelligence" (relating to organized crime, terrorist activity or war crimes), as well as "strategic intelligence" (relating to broader issues and trends, such as irregular migration). CIC is also committed to increasing its capacity to detect and prevent document fraud and to improving document integrity.

Key activities for 2003–2004 and the next few years include identifying and assessing CIC's intelligence requirements; establishing priorities for collecting, analysing and disseminating secure information; strengthening CIC's internal intelligence network through better coordination; increasing CIC's participation in the broader Canadian intelligence and security community; and laying the groundwork for stronger relations with international partners.

Of particular importance to CIC's intelligence capacity is its relationship with its American counterparts. Thus, the Department will make a significant effort over the next three years to establish an effective relationship with the newly configured Department of Homeland Security in the U.S., which is slated to assume the duties of the Immigration and Naturalization Service in April 2003. One recent

example of the way CIC is strengthening its partnerships is the U.S.-Canada Joint Intelligence Assessment Program. Recently completed assessments will be followed by a joint project in 2003–2004, which will focus on human smuggling.

Effective enforcement depends on reliable, timely information and on sound intelligence. CIC and its regional offices will work closely with CCRA and American partners to expand its intelligence capacity, thus helping CIC effectively screen individuals who seek to enter Canada. Increased intelligence will help CIC maintain a high pre-arrival interception rate. CIC will also provide better intelligence support to the new Canada-U.S. Integrated Border Enforcement Teams.

Using new information technologies, CIC is also improving both the efficiency and the security of its data collection and information-sharing systems.

In January 2003, CIC established a departmental task force to develop an integrated departmental strategy on document integrity and to consider the issues of a national identity card, as part of a national debate. In the preparation of the document integrity strategy, the task force will act as an integration and information resource, working to better connect key initiatives within CIC and to identify areas where additional resources are required. This will result in a consultative report detailing a vision for document integrity at CIC. The consideration of a national identity card will incorporate the viewpoints of Canadians, as well as develop and cultivate networks with a broad range of stakeholder groups, including other federal departments and other levels of government. Among the activities to be undertaken will be follow-up initiatives resulting from the national debate, including a strategy that could include key objectives and milestones for a national identity card and communications initiatives related to the initiative.

(iii) Enhancing Medical Screening and Health Surveillance

Protecting the health and safety of the Canadian public is a cornerstone of the activities and programs of CIC's Medical Services Branch, which works closely with Health

Canada and other national and international partners. In the context of the increased global movement of people and new health challenges, CIC intends to further minimize risks through strategies designed to improve medical screening, to acquire reliable intelligence on global health threats and to ensure the sound management of health issues.

At the policy level, CIC needs to develop an integrated system to deal proactively with medical issues, rather than relying on situation-specific, reactive approaches. To make this paradigm shift, the Medical Services Branch will focus its attention on strengthening its capacity for planning, analysis and policy development and on creating effective policy frameworks to guide future work.

Stronger partnerships and increased access to expert advice are also critical for CIC to improve its ability to exercise diligence and mitigate risks relating to immigration medical issues. In 2003–2004, for example, CIC will develop detailed recommendations to establish two steering committees. These committees will strengthen the governance of the Interim Federal Health Program⁴² (a \$50-million federal health insurance program covering emergency and essential health care for refugee claimants) and enhance CIC's capacity to carry out medical surveillance to prevent public health crises.

On the operational side, the number and complexity of caseloads continues to grow, making it harder to manage a delivery network involving about 1,500 designated medical practitioners, both overseas and in North America. In addition, CIC needs to screen potential immigrants more extensively and to increase its efforts in public health surveillance.

Over the next few years, CIC will assess the current situation and explore innovative methods for delivering medical programs, especially through new technologies. It will determine whether the current staff complement is still adequate to train, monitor

and supervise medical examiners overseas, given the current size and distribution of the network. CIC will also emphasize the importance of building skills in public service health.

From a medical perspective, CIC's overarching goal is to ensure that the vast majority of immigrants are healthy when they arrive in Canada, thus minimizing risks to Canadians and preventing undue demands on Canada's already overburdened health and social services. CIC will thus continue to focus on effective and rapid medical assessments and screening for some 400,000 individuals in 1,200 locations annually. CIC will also try to ensure that the diseases common in vulnerable populations are identified while immigrants are still in their country of origin. As part of its surveillance program, CIC will continue to help immigrants find medical help after they arrive in Canada.

In addition, during this planning period, CIC will strengthen its process for managing risks related to health surveillance and medical screening. It will also extend these control frameworks throughout the entire medical delivery network.

Interdiction of Individuals Attempting to Enter Canada with Improper Documentation

CIC strives to deny access to Canada to individuals who lack proper documentation. The Department dedicates substantial resources to detecting counterfeit documents and identity fraud. Overseas, officers working in this capacity advise international airlines and local authorities on the validity of documents for entry into Canada. They detect and investigate fraudulent documents submitted with visa applications. Officers work with foreign immigration and law enforcement authorities to interrupt the flow of illegal migrants to North America and to share intelligence information. These interdiction, anti-fraud and intelligence liaison efforts form the core of CIC's migration integrity program.

42 For more information, see <<http://www.cic.gc.ca/english/refugees/asylum%2D5.html>>.

In 2001, CIC deemed 12,058 international passengers inadmissible due to improper documentation. Of these passengers, CIC intercepted 7,879 (or 65%) before they arrived in Canada. In the first 10 months of 2002, CIC intercepted 4,892 of the 7,221 inadmissible passengers (or 68%) before arrival. In 2003–2004, CIC aims to maintain or surpass this pre-arrival interception rate.

Reports on and, if Necessary, Detention of Individuals Who Have Contravened the *Immigration and Refugee Protection Act*

Detention is a vital tool for controlling the movement of individuals who are in Canada illegally, particularly those who pose a threat to Canadians. As noted above, the new legislation gives CIC stronger authority to arrest and detain criminals and individuals deemed to be a security risk, as well as persons without proper identification.

Guided by a new strategic policy framework, a key activity for CIC in 2003–2004 will be to develop a more coherent and more effective national strategy for detention. CIC will undertake further policy work to design a cost-effective detention program based on increased collaboration with other government departments and agencies. Operational guidelines and national standards will be developed so that the program can be delivered consistently across the country.

Removal of People Who Have No Legal Right to Remain in Canada, Especially Those Who Pose a Threat to Canadian Society

The investigation of immigration violations and the quick removal of persons who do not have the right to remain in Canada, particularly foreign criminals and those who

present serious security risks, is essential to preserving the integrity of our immigration program. As noted above, new legislation gives CIC increased authority to remove high-risk individuals.

CIC signed a national policy framework with the RCMP in 2002–2003 to establish Integrated Immigration Enforcement Teams in Toronto, Montreal and Vancouver. The objective is to enhance CIC's capacity to investigate and remove individuals subject to immigration warrants who may pose a threat to public security. These teams will begin their work in 2003–2004. CIC will also identify performance measures to evaluate the effectiveness of this initiative.

The Department is developing a strategy to improve CIC's ability to coordinate difficult removals. In 2003–2004, CIC will continue to collaborate with the U.S. government in the use of joint charter flights to remove "difficult" individuals cost effectively and efficiently. (These people would pose a safety risk on regular flights.)

CIC will work with the U.S. on the implementation of the transit provisions of the Safe Third Country Agreement, which aim to facilitate the movement of persons being removed through our two countries.

CIC will continue to work with international partners, particularly the U.S., the U.K. and Australia, to share best practices and coordinate efforts to expedite removals. The Department will also continue to encourage cooperation from targeted source countries to issue travel documents and accept the return of their nationals.

To strengthen program management relating to inland enforcement, CIC will consolidate program units in 2003–2004. This initiative is expected to improve coordination and overall results related to removing persons who have no legal right to be in Canada.

Managing Access to Canada with a Fair and Effective Enforcement Strategy

Planned Results

Measures	Key activities
<p>Departmental activities that contribute to the protection of Canadian society</p>	<ul style="list-style-type: none"> • Monitor IRPA to ensure that the legislative changes have been fully implemented and to assess the need for regulatory amendments or refinements to policies and procedures. • Continue to implement the risk mitigation strategy in the Multiple Borders Risk Management Framework and the immigration items in the Smart Border Action Plan. • Continue to work with the U.S. to negotiate and implement new information-sharing arrangements. • Renew the partnership agreement with CCRA and implement the new agreement with the RCMP. • Implement new fingerprinting technology. • Develop systems to support new screening programs (API, PNR, Advance Passenger Processing, PAUs, JPAUs). • Continue to implement the National Case Management System. • Continue to implement and monitor the new Permanent Resident Card. • Develop and implement alternative inspection systems (Nexus, Nexus Air, Canpass Air and FAST), in partnership with CCRA, the U.S. Immigration and Naturalization Service, and U.S. Customs. • Develop strategies to identify and prioritize CIC's intelligence requirements. • Develop strategies to improve coordination within CIC's intelligence network. • Develop a joint intelligence project on human smuggling in collaboration with American partners. • Strengthen CIC's capacity for planning, analysis and policy development pertaining to medical screening and health surveillance. • Establish steering committees to strengthen the governance of the Interim Federal Health Program and to advise CIC on health surveillance. • Analyse the impact on staff of increasing caseloads and the need for increased medical screening and public health surveillance. • Strengthen the process for managing risks related to health surveillance.

Measures (Cont'd)	Key Activities (Cont'd)
Interdiction of individuals attempting to enter Canada with improper documentation	<ul style="list-style-type: none"> • Maintain or surpass the current rate for pre-arrival interception of high-risk individuals.
Reports on and, if necessary, detention of individuals who have contravened the <i>Immigration and Refugee Protection Act</i>	<ul style="list-style-type: none"> • Complete the development of the detention framework. • Develop a new national strategy pertaining to detention. • Develop operational guidelines and national standards to support the new strategy.
Removal of people who have no legal right to remain in Canada, especially those who pose a threat to Canadian society	<ul style="list-style-type: none"> • Establish Integrated Immigration Enforcement Teams with the RCMP in Toronto, Montreal and Vancouver to enhance investigation and removals. • Continue to work with the U.S. to use joint charter flights to remove “difficult” persons. • Implement the transit provisions of the Safe Third Country Agreement. • Work with international partners to share best practices and coordinate efforts to expedite removals. • Seek continued cooperation from targeted source countries to issue travel documents.

Implementing Modern Management

CIC has identified “implementing modern management” as a key priority for 2003–2004. The overall goal of modern management across the Government of Canada is to build capacity to meet government needs and the expectations of the Canadian public in the 21st century.

As a framework, modern management promotes a coherent, integrated approach to managing programs, policies and operations, and helps organizations develop appropriate tools, systems, procedures and controls. This approach will ensure that CIC is efficiently and effectively managing its programs, services and functions.

CIC created the Modern Management Office in 2000 to lead the Department’s efforts to modernize its management practices, under the direction of a steering committee of senior managers. Based on an intensive needs assessment and following structural changes to strengthen organizational capacity, a comprehensive five-year action plan has been developed to build CIC’s management capacity. CIC will begin implementing the first phase of this action plan in 2003–2004. The Department is also committed to monitoring and reporting on progress regularly.

Created in September 2002, the Planning, Priorities and Research Branch provides leadership and direction by ensuring an integrated approach to developing strategic plans and priorities. It monitors, evaluates and reports on departmental progress in the context of planned activities, and oversees CIC’s business planning process. In 2003–2004, a new environmental scanning framework will be implemented to help CIC set priorities, make plans and analyse risk. In addition, to promote the application of results-based management in all departmental activities, a new integrated Performance Measurement Action Plan will be implemented in 2003–2004.

The Planning, Priorities and Research Branch also manages the Department’s regulatory process (see Annex 5: Major Regulatory Initiatives) and produces CIC’s *Annual Report to Parliament on Immigration*.⁴³ In addition, the Branch serves as the departmental centre for strategic research expertise and statistics. It produces and disseminates publications⁴⁴ on immigration trends and issues that have implications for CIC’s horizontal and international policy framework and for the government’s broader economic and social agenda (see the “Strategic Partnerships and Horizontal Issues” section for planned activities).

The Department’s Business Solutions Strategy aims to improve business processes by focusing on innovation, prioritization and rationalization. It will do so through a new governance model—the Business Innovation Governance Committee and its supporting structure. The Committee assesses business cases to ensure they are aligned with CIC’s strategic objectives and recommends priorities for new initiatives. It validates business process designs and launches new and improved business solutions. Subject matter experts define the business requirements, map the process, and propose design and implementation options. The Committee uses a “by the field, for the field” approach (particularly for the Global Case Management System, described below) and uses an implementation strategy modeled on the successful IRPA project in 2002.

The Global Case Management System (GCMS) is a critical component of the infrastructure that helps CIC accomplish strategic outcomes and priorities. GCMS is a five-year program to replace CIC’s outdated business systems with an integrated, automated case management system to support all of CIC’s client operations. GCMS will make CIC’s case management system more secure and effective by improving program integrity,

43 For more information, see <<http://www.cic.gc.ca/english/press/02/0237-pre.html>> and <<http://www.cic.gc.ca/english/pub/immigration2002.html>>.

44 For more information, see <<http://www.cic.gc.ca/english/srr/index.html>>.

overall efficiency and client service delivery. It will also help CIC communicate and share data with its partners, and provide the data needed for effective operations and sound management decisions. GCMS will be the foundation that will enable CIC to support Government On-Line and new business initiatives, to capitalize on new technologies and to integrate additional security measures in the future.

In 2003–2004, work will begin to develop GCMS, based on departmental requirements and using commercial software for core functions. The concept and functionality of the new system will also be validated. Other key activities for 2003–2004 relate to transitional planning and to completion of the performance management strategy for GCMS. As for Government On-Line activities for 2003–2004, CIC plans to improve its electronic client application status query system (e-CAS), which allows CIC clients to learn the status of their immigration or citizenship application.

A key activity for 2003–2004 under CIC's Financial Management Action Plan is the Cost Management Initiative. Launched in 2002–2003, this five-year initiative aims to develop a cost management model that is integrated with departmental business and corporate systems. An activities-based costing approach will enable CIC to show the relationship between outputs and costs.

When completed, this new model should give CIC access to better data for strategic planning and operational decision-making, thus increasing overall accountability.

Established in June 2001, the Internal Audit and Disclosures Branch aims to help CIC accomplish its mission by providing effective, objective assurances and advisory services designed to improve CIC operations. Key activities for 2003–2004 include the implementation of the new Integrated Risk Management Framework and the new Internal Control Framework, as well as the development of an Internal Audit Charter and a Risk-based Audit Plan.

Also in 2003–2004, in the context of public service reform, CIC will modernize its management of human resources. Initiatives will include developing strategies to (i) strengthen accountability relating to human resources management; (ii) redefine delegation in staffing; (iii) link human resource planning with CIC's new strategic planning process; (iv) strengthen policy capacity throughout the Department; (v) renew the emphasis on career development and training under the departmental Learning Framework; and (vi) pursue CIC's employment equity efforts (specifically, the initiatives for which funds have already been obtained under Treasury Board's Employment Equity Positive Measures Program and the Embracing Change Support Fund).

Implementing Modern Management

Planned Results

Measures	Key activities
<p>Building management capacity and improving management practices at CIC</p>	<ul style="list-style-type: none"> • Implement the first phase of the five-year action plan to build management capacity at CIC. • Incorporate environmental scanning into the departmental planning process. • Implement an integrated Performance Measurement Action Plan. • Develop and disseminate the 2003 <i>Annual Report to Parliament on Immigration</i>. • Finish developing and testing the first release of the new integrated GCMS, launch the first implementation phase and develop the performance measurement strategy. • Improve the client application status query system (e-CAS). • Develop and test the model for the new integrated Cost Management Initiative. • Implement the new Integrated Risk Management Framework. • Implement the new Internal Control Framework. • Develop an Internal Audit Charter. • Develop a Risk-based Audit Plan. • Develop strategies to strengthen accountability in human resource management, to link human resource planning to strategic planning, to redefine delegation in staffing and to increase policy capacity at CIC. • Develop strategies to renew CIC's emphasis on career development and training, and on employment equity.

Strategic Partnerships and Horizontal Initiatives

Strengthening Intergovernmental Partnerships

Given that immigration is an area of shared jurisdiction with the provinces, intergovernmental collaboration is critical to the achievement of CIC's objectives. As key strategic partners, the provincial and territorial governments provide many of the programs that support immigrants, refugees and refugee claimants.⁴⁵ Quebec, Manitoba and British Columbia now offer the full range of settlement and integration services, with federal compensation.

CIC is committed to maintaining strong federal-provincial-territorial partnerships, both bilaterally and multilaterally. Following the success of the first meeting of ministers responsible for immigration in October 2002, and the implementation of consultative mechanisms at both the deputy minister and assistant deputy minister levels, CIC expects an increase in consultation and collaboration with its provincial and territorial partners over the next few years. The Immigration Planning Table also provides a mechanism for consulting on the annual target levels for immigration.

At their October 2002 meeting, ministers highlighted the importance of building new partnerships with communities, including official language minority communities, to help newcomers integrate.⁴⁶ Ministers also agreed to work toward removing the labour market barriers many immigrants face, to focus on selecting highly skilled workers, to work with employers and to increase efforts relating to the recognition of foreign credentials. Working groups will guide the implementation of a wide range of supporting mechanisms, such as temporary foreign worker permits and provincial nominee agreements.

During the planning period, CIC will also work with the provinces and territories, as well as with the private and voluntary

sectors, to further help newcomers integrate into Canadian society. Specifically, CIC and its provincial and territorial partners are committed to developing broad principles to guide the implementation of regional immigration strategies. These strategies aim to maximize the economic and social benefits of immigration throughout Canada by encouraging newcomers to settle in smaller urban or rural communities.

Enhancing Interdepartmental Collaboration

The Department's strategic approach to policy development has enabled CIC to support key commitments in the Speech from the Throne—such as skills and learning, innovation and social cohesion—by working with other federal departments on horizontal challenges and opportunities. These collaborative activities have led to a better understanding of the impact of immigration on broader economic and social issues.

Key policy activities for 2003–2004 will focus on continued work with our strategic partners to further the government's innovation, urban and official languages strategies. CIC will also work with partners to develop regional immigration strategies that will help ensure that the benefits of immigration are spread more evenly across the country. In addition, CIC will support HRDC and provincial and territorial efforts to break down barriers to integration, such as foreign credential recognition.

Building on a solid foundation of accomplishment, CIC will support the attainment of the broader objectives of the Speech from the Throne over the medium and longer terms by leveraging the cooperation and collaboration of its strategic partners.

45 For further information on federal-provincial agreements, see <<http://www.cic.gc.ca/english/policy/fedprov.html>>.

46 For further information, see <<http://www.cic.gc.ca/english/press/02/0235-pre.html>>.

Ensuring the Integration of Gender and Diversity Considerations in CIC Activities

CIC is committed to integrating gender and diversity considerations into its policy, program and legislative work. The new *Immigration and Refugee Protection Act* includes an unprecedented legislative requirement to report to Parliament annually on the impact of the legislation and regulations from the perspective of gender-based analysis.

To meet this new reporting requirement, CIC will develop mechanisms for collecting and analysing gender data from across the Department, as well as a framework for reporting the information. Also in 2003–2004, the Gender Equality and Diversity Analysis Framework will be published and promoted through a launch, and the companion *Handbook of Gender-based Analysis Methods and Tools* will be refined and produced. The Department will also start developing an accountability framework and a performance measurement strategy for these activities.

CIC will continue to consult with non-governmental organizations, both Canadian and international, as well as with other federal departments, to seek input on issues related to gender and migration. In addition, to ensure that CIC employees have the capacity to integrate gender equality and diversity analysis into their policy and program work, CIC will continue to offer training on gender-based analysis throughout the Department.

Advancing Strategic Research to Support Policy and Program Development

Objective and timely research is a prerequisite to informed decisions for policy action and program development. CIC's core strategic research over the next few years will focus on analysing major data

sets that have recently become available, with particular emphasis on the Longitudinal Survey of Immigrants to Canada, the 2001 Census and the economic performance data from the Longitudinal Immigration Database. In 2003–2004, using these new data, CIC plans to augment its report series on the economic outcomes of immigrants, to further support immigration programming at both federal and provincial levels. CIC will also enhance its series of profiles of immigrants in the 13 largest metropolitan areas in Canada, based on the new census data.

Given that official language fluency is a key indicator of economic success for immigrants, CIC needs reliable data on this topic in order to set policies. To address this research gap, CIC will carry out a pilot survey in 2003–2004 that will focus on newcomers' official language proficiency at the time they become citizens.

CIC is also striving to increase outreach to the public and private sectors and to promote informed discussions on immigration issues. For example, in 2003–2004, CIC will begin regularly producing a new Web-based quarterly publication, the *Citizenship and Immigration Monitor*.

CIC will continue its program of public opinion research, which contributes to the development and communication of policies and programs throughout the Department.

Fostering Academic Research and Interchange with Policymakers

CIC is committed to promoting independent research on issues relating to immigration. Funded by a consortium of 11 federal departments and agencies, with overall leadership and project coordination provided by CIC, the Metropolis Project⁴⁷ aims to build academic research capacity and to encourage the use of academic research in policy-making on issues relevant to migration, integration and diversity.

47 For more information, see <<http://canada.metropolis.net/>>.

Through conferences, symposiums, workshops and institutes for professional development, Metropolis strives to strengthen public policy at all levels of government. Also, in collaboration with the Federation of Canadian Municipalities, Metropolis helps Canadian cities develop strategies to effectively integrate immigrants and refugees from a wide range of ethno-cultural and racial backgrounds.

Fifteen Canadian universities and some 500 researchers participate in the Metropolis Project through four Centres of Excellence. Through its extensive network, Metropolis creates opportunities for significant interchange on immigration-related issues among academic researchers, government policy-makers and non-government organizations across Canada. Metropolis has also forged strategic alliances with researchers and policy makers in organizations around the world, including UNESCO, the International Centre for Migration Policy Development and the International Organization for Migration.

As key activities for 2003–2004, the Metropolis Project Team at CIC will organize the annual Metropolis conference, which will take place in Edmonton in 2003. It will also play a lead role in planning the international Metropolis conferences, which will be held in Vienna in 2003 and in Miami in 2004. In addition, the team will continue to build the Metropolis Web site (which provides access to policy and research papers and fosters information exchange), to produce the Metropolis newsletter and to oversee the publication of the peer-reviewed *Journal of International Migration and Integration*. Seminars, workshops and training institutes will also be organized across Canada.

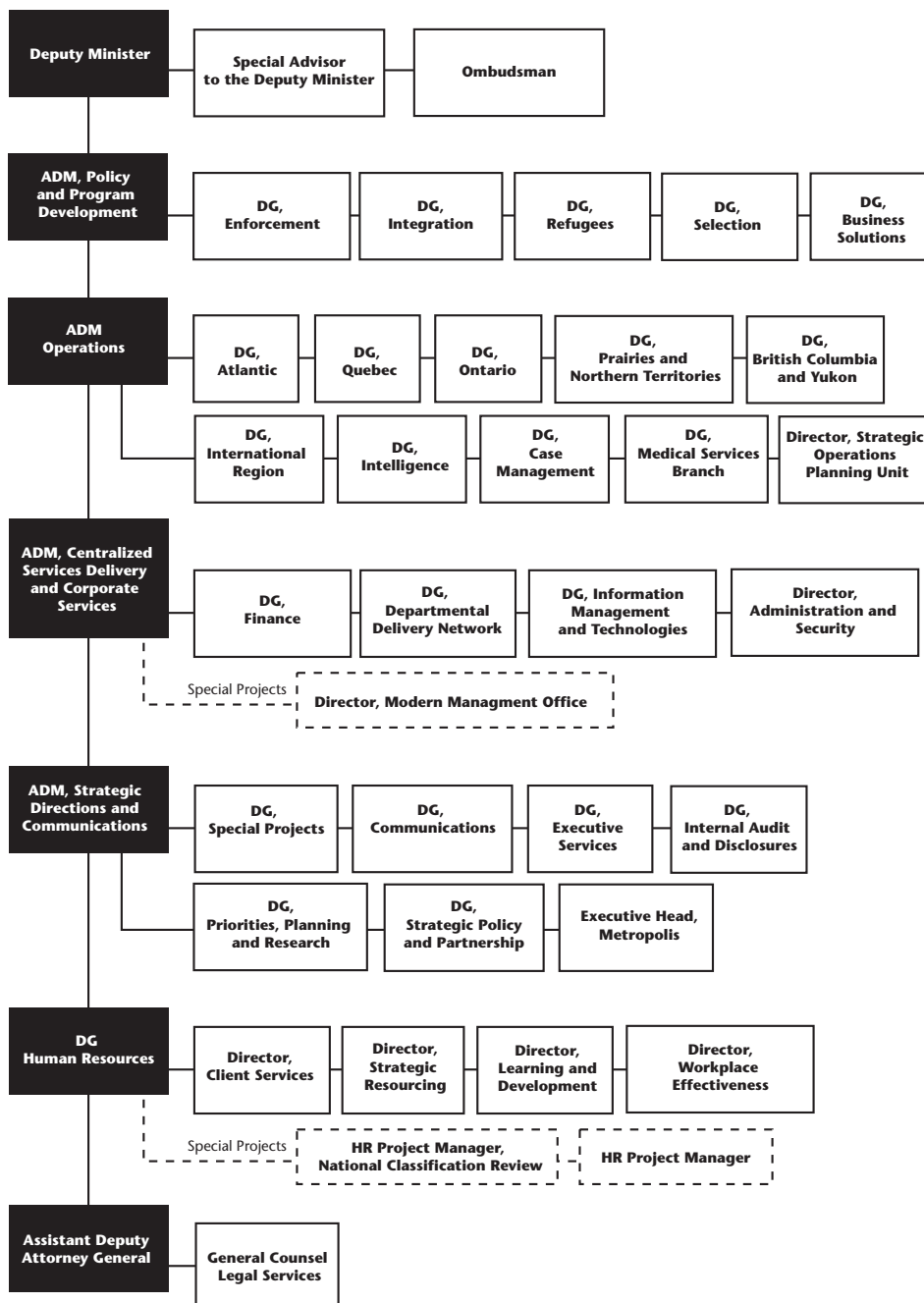
Strategic Partnerships and Horizontal Initiatives

Planned Results

Measures	Key activities
Strengthening intergovernmental partnerships	<ul style="list-style-type: none"> • Continue working with provincial and territorial partners toward the recognition of foreign credentials. • Develop principles to guide the implementation of regional immigration strategies, in collaboration with provincial and territorial partners.
Enhancing interdepartmental collaboration	<ul style="list-style-type: none"> • Strengthen strategic partnerships with federal and provincial departments and key stakeholders, particularly in support of the Government of Canada's agenda.
Ensuring the integration of gender and diversity considerations	<ul style="list-style-type: none"> • Develop mechanisms for collecting and analysing gender data. • Develop a reporting framework for the annual report to Parliament. • Publish, launch and promote the Gender Equality and Diversity Analysis Framework. • Produce the <i>Handbook of Gender-based Analysis Methods and Tools</i>. • Continue training CIC staff.
Advancing strategic research	<ul style="list-style-type: none"> • Complete research reports on the economic outcomes of immigration. • Develop profiles of immigrants in the 13 largest urban areas, based on 2001 Census results. • Survey immigrants on their official language proficiency at time of citizenship. • Produce a quarterly Web-based publication for outreach to the public and private sectors.
Fostering academic research and interchange with policy-makers	<ul style="list-style-type: none"> • Organize the annual Metropolis conference (Edmonton). • Help plan the international Metropolis conferences (Vienna and Miami).

Section V: Organization

A. Organization of the Department



B. Accountability

Minister: The Honourable Denis Coderre is the Minister responsible for Citizenship and Immigration Canada.

Deputy Minister: Michel Dorais reports to the Minister and has four Assistant Deputy Ministers* who report to him.

Assistant Deputy Minister, Strategic Directions and Communications: Alfred A. MacLeod reports to the Deputy Minister. The Strategic Directions and Communications Sector contributes primarily to the following business line: *providing corporate services*. This sector leads the department's strategic agenda on both the domestic and international levels and directs related strategic policy, planning, research, and communications and consultation strategies.

Assistant Deputy Minister, Operations: Lyse Ricard reports to the Deputy Minister. The Operations Sector contributes primarily to the following business lines: *maximizing the benefits of international migration, maintaining Canada's humanitarian tradition, promoting the integration of newcomers and managing access to Canada*.

Assistant Deputy Minister, Policy and Program Development: Daniel Jean reports to the Deputy Minister. The Policy and Program Sector contributes primarily to the following business lines: *maximizing the benefits of international migration, maintaining Canada's humanitarian tradition, promoting the integration of newcomers and managing access to Canada*.

Assistant Deputy Minister, Centralized Services Delivery and Corporate Services: John McWhinnie reports to the Deputy Minister. The Centralized Services Delivery and Corporate Services Sector contributes primarily to the following business lines: *maximizing the benefits of international migration, promoting the integration of newcomers and providing corporate services*.

* Although all Assistant Deputy Ministers contribute to all five business lines, only their areas of primary accountability are indicated.

C. Departmental Planned Spending

Table 5.1: Net Planned Spending for 2003–2004 by Business Lines (\$ millions) and Full-time Equivalents

Business line	Planned spending 2003–2004	FTEs*
Maximizing the benefits of international migration	119.8	1,363
Maintaining Canada's humanitarian tradition	96.8	152
Promoting the integration of newcomers	396.4	525
Managing access to Canada	263.1	2,152
Providing corporate services	194.3	1,323
Total FTEs		5,515
Net planned spending	1,070.4	

* These figures do not include the 1,177 locally engaged staff working for the immigration program in missions abroad. CIC covers all related costs by means of a permanent transfer to the Department of Foreign Affairs and International Trade.

Table 5.2: Planned Spending—Crosswalk of Strategic Outcomes and Business Lines (\$ millions)

Business lines	Strategic outcomes				Total planned spending 2003–2004
	Maximizing the benefits of migration to Canada	Protecting refugees and others in need of protection	Supporting settlement, adaptation and integration	Managing access to Canada	
Maximizing the benefits of international migration	119.8				119.8
Maintaining Canada's humanitarian tradition		96.8			96.8
Promoting the integration of newcomers			396.4		396.4
Managing access to Canada				263.1	263.1
Providing corporate services	49.9	6.3	23.8	114.3	194.3
Total	169.7	103.1	420.2	377.4	1,070.4

Table 5.3: Departmental Planned Spending (\$ millions) and Full-time Equivalents

	Forecast spending 2002–2003	Planned spending 2003–2004	Planned spending 2004–2005	Planned spending 2005–2006
Budgetary Main Estimates	927.1	1,029.7	974.2	971.0
Non-budgetary Main Estimates	N/A	N/A	N/A	N/A
Less spendable revenue	N/A	N/A	N/A	N/A
Total Main Estimates	927.1	1,029.7	974.2	971.0
Adjustments to planned spending*	77.9	40.7	34.5	23.6
Net planned spending	1,005.0**	1,070.4	1,008.7	994.6
Less non-spendable revenue	433.1	433.1	425.1	425.1
Plus cost of services received without charge	240.2	283.3	283.3	283.3
Net cost of program	812.1	920.6	866.9	852.8
Full-time equivalents	4,990	5,515	5,234	5,062

* Adjustments reflect Supplementary Estimates for 2002–2003 and future year approvals obtained since the Annual Reference Level Update exercise.

** Reflects the best forecast of total net planned spending to the end of the fiscal year.

Overall, CIC's net planned spending decreases over the three-year planning period. Planned spending for 2003–2004 and 2004–2005 is higher than 2002–2003 due to initiatives included in the 2003 Budget. Planned spending for 2003–2004 is higher than for the next two years primarily due to an investment relating to the implementation of the new *Immigration and Refugee Protection Act*, the Permanent Resident Card and the Global Case Management System. Also, some resources from 2002–2003 were refiled (carried forward) to 2003–2004. This decrease is, however, partially offset by an increase in funding for the Canada-Quebec Accord. Forecast spending for 2002–2003 includes additional costs relating to the Interim Federal Health Program.

Section VI: Annexes

Annex 1

Table 6.1: Summary of Transfer Payments (\$ millions)

Business line	Forecast spending 2002–2003	Planned spending 2003–2004	Planned spending 2004–2005	Planned spending 2005–2006
Promoting the integration of newcomers—Grants				
• Grant for the Canada-Quebec Accord	157.4	164.1	172.0	179.2
Total grants	157.4	164.1	172.0	179.2
Promoting the integration of newcomers—Contributions				
• Immigrant Settlement and Adaptation Program	26.5	30.0	29.9	26.4
• Host Program	2.8	2.8	2.8	2.8
• Language Instruction for Newcomers to Canada	100.3	100.4	100.4	100.4
• Contributions to provinces	45.1	45.1	45.1	45.1
Maintaining Canada's humanitarian tradition—Contributions				
• Resettlement Assistance Program	42.8	47.2	45.0	45.0
• International Organization for Migration	2.0	2.0	2.0	2.0
Total contributions	219.5	227.5	225.2	221.7
Total transfer payments	376.9*	391.6	397.2	400.9

*Reflects the best forecast for total planned spending to the end of the fiscal year.

Explanation of change: Planned spending for 2003–2004 and beyond includes increased resources under the Canada-Quebec Accord.

Annex 2

Overview of Transfer Payment Programs

Resettlement Assistance Program		
Objective To provide income support and a range of immediate essential services to refugees and humanitarian cases accepted for resettlement in Canada who require financial assistance or who have other special needs.	Planned results <ul style="list-style-type: none">• Refugees who lack sufficient income are in a position to receive benefits to cover the basic necessities of life for up to 12 months or until they become self-sufficient, whichever comes first.• Refugees with special needs are in a position to receive benefits to cover the basic necessities of life for up to 24 months.• Service-provider organizations deliver a range of immediate essential services to government-assisted refugees effectively and efficiently.	Milestones <ul style="list-style-type: none">• Over the next several years, CIC will develop the Contribution Accountability Framework to guide evaluation, performance measurement and administrative standardization activities.
Language Instruction for Newcomers to Canada		
Objective To promote integration by providing basic language training to adult immigrants in one of Canada's official languages.	Planned results <ul style="list-style-type: none">• Newcomers acquire language skills up to a basic threshold level.	Milestones <ul style="list-style-type: none">• Over the next several years, CIC will implement the Contribution Accountability Framework to guide evaluation, performance measurement and administrative standardization activities.
Immigrant Settlement and Adaptation Program		
Objective To provide services to newcomers, including reception, orientation, translation and interpretation, referral to community resources, para-professional counselling, general information and employment-related services.	Planned results <ul style="list-style-type: none">• Newcomers are connected to social services and their community as required.	Milestones <ul style="list-style-type: none">• Over the next several years, CIC will implement the Contribution Accountability Framework to guide evaluation, performance measurement and administrative standardization activities.

Host Program

Objective

To recruit, train, match and monitor volunteers who help newcomers settle into, adapt to and integrate into Canadian life.

Planned results

- Newcomers are assisted in their transition into Canadian society.

Milestones

- Over the next several years, CIC will implement the Contribution Accountability Framework to guide evaluation, performance measurement and administrative standardization activities.

Contributions to provinces responsible for settlement and integration services under a federal-provincial agreement (British Columbia and Manitoba)

Objective

To provide settlement and integration services to newcomers in the provinces of Manitoba and British Columbia.

Planned results

- Provinces deliver settlement and integration services effectively and efficiently.

Milestones

- Provinces provide the annual service plan and annual report.

Grant for the Canada-Quebec Accord

Objective

To preserve Quebec's demographic importance within Canada and to integrate immigrants within that province in a manner that respects the distinct identity of Quebec.

Planned results

- Reception, linguistic and cultural integration services provided by Quebec, when considered in their entirety, correspond to the services offered by Canada in the rest of the country.
- Services provided by Quebec are offered without discrimination to any permanent resident of Quebec, whether or not that permanent resident has been selected by Quebec.

Milestones

- Under the Accord, a joint committee of federal and provincial officials has been established to periodically study reception and integration services provided by Canada and Quebec.

Annex 3

Table 6.2: Net Cost of CIC Programs for 2003–2004 (\$ millions)

	Total
Net planned spending	1,070.4
Plus: Services received without charge	
• Accommodation (Public Works and Government Services Canada)	31.8
• Employer's share of employee benefits covering insurance premiums and expenditures paid by Treasury Board of Canada, Secretariat	20.8
• Workers' Compensation costs (Human Resources Development Canada)	0.1
• Legal services (Department of Justice Canada)	35.7
• International immigration services (Department of Foreign Affairs and International Trade)	194.9
Less: Non-responsible revenues	433.1
Net cost of programs	920.6

Annex 4

Table 6.3: Non-responsible Revenue (\$ millions)

Strategic outcome	Forecast revenue 2002–2003	Planned revenue 2003–2004	Planned revenue 2004–2005	Planned revenue 2005–2006
Maximizing the benefits of international migration				
• Immigration cost-recovery fees	241.1	234.5	231.3	231.3
• Immigration rights fees	125.0	125.0	125.0	125.0
Maintaining Canada's humanitarian tradition				
• Immigration cost-recovery fees	8.1	8.1	8.4	8.4
• Interest on the Immigrant Loans Program	1.0	1.0	1.0	1.0
Promoting the integration of newcomers				
• Citizenship cost-recovery fees	20.9	20.9	20.9	20.9
• Right of citizenship fees	13.9	13.9	13.9	13.9
Managing access to Canada				
• Immigration cost-recovery fees	20.0	26.6	21.5	21.5
• Obligations of transportation companies	3.1	3.1	3.1	3.1
Total non-responsible revenue	433.1*	433.1	425.1	425.1

*Reflects the best forecast for total non-responsible revenue to the end of the fiscal year.

Annex 5

Major Regulatory Initiatives

Legislation and regulations	Planned results
<p>Bill C-18 (the new Citizenship of Canada Act and regulations) was tabled on October 31, 2002, and CIC will seek its passage in 2003.</p>	<ul style="list-style-type: none"> • Reassert and celebrate the values, rights and responsibilities of Canadian citizenship. • Reduce or eliminate fraud and the potential for fraud within the citizenship application process. • Increase accountability by refining the National Quality Assurance program. • Build a more inclusive Canada. • Foster a sense of belonging and attachment to Canada. • Maintain public confidence in the citizenship process.
<p>The <i>Immigration and Refugee Protection Act</i> and its regulations came into effect on June 28, 2002. Refinements to these regulations will be developed in 2003–2004.</p>	<ul style="list-style-type: none"> • Increase the quality of skilled workers while improving the efficiency and effectiveness of CIC processing. • Achieve more cost-effective, efficient and consistent program delivery. • Determine refugee claims more efficiently.

Annex 6

Sustainable Development Strategy for 2001–2003

CIC's second Sustainable Development Strategy⁴⁸ was tabled in Parliament on February 14, 2001, and covers the period 2001 through 2003. It commits CIC to minimizing the negative environmental impacts of departmental operations; promoting awareness of sustainable development principles and objectives; better integrating environmental considerations into policy development and decision-making processes; promoting accountability;

and ensuring compliance. This year, the Department will prepare its next Sustainable Development Strategy, covering the period 2004 through 2006.

The following chart sets out the objectives, actions and target dates for the 2003 portion of the Department's current Sustainable Development Strategy.

48 See <<http://www.cic.gc.ca/english/policy/sds/sds-2001.html>>.

Goal I: To minimize the negative environmental impacts of departmental operations.		
Planned objectives	Planned actions	Target dates
Communicate to overseas personnel CIC's support of the Department of Foreign Affairs and International Trade's (DFAIT's) measures to "green" facilities abroad. This support includes responding to requests for statistics and baseline measures on energy consumption and procurement practices.	Ensure that the DFAIT mission checklist is available to Responsibility Centre (RC) managers.	2003
Develop a set of indicators in areas of common interest with other government departments.	Participate in the Interdepartmental Performance Measurement for Sustainable Government Operations Working Group. Use indicators to measure performance.	2001–2003 2003
Identify and ensure the availability of relevant material on greening initiatives, policies and achievements.	Create an environmental management system resource centre.	2002–2003
Maximize opportunities to oversee the sustainability of the Department's fleet of vehicles, develop national standards, and introduce a standard approach to maintaining and tracking vehicle utilization data.	Identify reporting requirements and the subsequent development of a new vehicle logging method, including regional reporting of monthly odometer readings within the framework of the new vehicle management system.	2002–2003
Finalize with lead departments the <i>Guide on Green Procurement Resources</i> for purchasing agents, and disseminate it to managers.	Distribute guidelines to managers.	2002–2003
Make the most of ongoing opportunities to optimize space, and retrofit programs with facility custodians.	Identify facilities where space optimization and retrofits would be appropriate.	2001–2003

Goal II: To promote awareness of sustainable development principles and objectives among departmental staff, clients and stakeholders.		
Planned objectives	Planned actions	Target dates
Develop a communications strategy to raise staff awareness of sustainable development.	Expand departmental awareness-building events. Maintain and update CIC Internet and intranet sites. Organize Environment Week activities and awards.	2003 2001–2003 2001–2003

Goal III: To better integrate environmental considerations into departmental policy development and decision-making processes.

Planned objectives	Planned actions	Target dates
Enhance CIC's knowledge base by improving the Department's research and analytical capacity.	Acquire research and information on CIC programs, such as the Global Case Management System, the Government On-Line initiative, the Data Warehouse, the Performance Measurement Strategy and the Metropolis Project.	2001–2003
	Participate in research networks and working groups to acquire information on and approaches to sustainable development, and to contribute a citizenship and immigration perspective to horizontal policy issues.	2001–2003
	Ensure that policy and program staff and decision-makers have access to needed information on the social, economic and environmental impacts of CIC policies and programs.	2001–2003
Integrate an environmental component within CIC's planning, policy and implementation processes.	Participate in interdepartmental networks through such activities as the Policy Research Initiative and related consultations to determine options for integrating an environmental component within departmental policies and programs.	2001–2003
	Ensure that sustainable development considerations are taken into account in levels planning consultations with provincial and territorial governments and stakeholders.	2001–2003
Incorporate strategic environmental assessments within the memoranda to Cabinet process.	Prepare memoranda to Cabinet that incorporate strategic environmental assessment principles, where appropriate.	2003

Goal IV: To promote accountability and ensure compliance.

Planned objectives	Planned actions	Target dates
Create an intradepartmental working group to assess progress in attaining sustainable development objectives.	Assess sustainable development initiatives annually to facilitate reporting in the Departmental Performance Report and the Report on Plans and Priorities.	2001–2003
Develop, implement and continually refine performance measures to assess departmental policies and programs.	Prepare and disseminate a framework for performance measurement.	2003

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