



# Citizenship and Immigration Canada

## Performance Report

For the period ending  
March 31, 2002

Canada

## The Estimates Documents

Each year, the government prepares Estimates in support of its request to Parliament for authority to spend public monies. This request is formalized through the tabling of appropriation bills in Parliament.

The Estimates of the Government of Canada are structured in several parts. Beginning with an overview of total government spending in Part I, the documents become increasingly more specific. Part II outlines spending according to departments, agencies and programs and contains the proposed wording of the conditions governing spending which Parliament will be asked to approve.

The *Report on Plans and Priorities* provides additional detail on each department and its programs primarily in terms of more strategically oriented planning and results information with a focus on outcomes.

The *Departmental Performance Report* provides a focus on results-based accountability by reporting on accomplishments achieved against the performance expectations and results commitments as set out in the spring *Report on Plans and Priorities*.

The Estimates, along with the Minister of Finance's Budget, reflect the government's annual budget planning and resource allocation priorities. In combination with the subsequent reporting of financial results in the Public Accounts and of accomplishments achieved in Departmental Performance Reports, this material helps Parliament hold the government to account for the allocation and management of funds.

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Available in Canada through your local bookseller or by mail from

Canadian Government Publishing — PWGSC

Ottawa, Canada K1A 0S9

Catalogue No. BT31-4/32-2002

ISBN 0-660-62100-2



## Foreword

In the spring of 2000, the President of the Treasury Board tabled in Parliament the document “Results for Canadians: A Management Framework for the Government of Canada”. This document sets a clear agenda for improving and modernising management practices in federal departments and agencies.

Four key management commitments form the basis for this vision of how the Government will deliver their services and benefits to Canadians in the new millennium. In this vision, departments and agencies recognise that they exist to serve Canadians and that a “citizen focus” shapes all activities, programs and services. This vision commits the Government of Canada to manage its business by the highest public service values. Responsible spending means spending wisely on the things that matter to Canadians. And finally, this vision sets a clear focus on results – the impact and effects of programs.

Departmental performance reports play a key role in the cycle of planning, monitoring, evaluating, and reporting of results through ministers to Parliament and citizens. Departments and agencies are encouraged to prepare their reports following certain principles. Based on these principles, an effective report provides a coherent and balanced picture of performance that is brief and to the point. It focuses on outcomes - benefits to Canadians and Canadian society - and describes the contribution the organisation has made toward those outcomes. It sets the department’s performance in context and discusses risks and challenges faced by the organisation in delivering its commitments. The report also associates performance with earlier commitments as well as achievements realised in partnership with other governmental and non-governmental organisations. Supporting the need for responsible spending, it links resources to results. Finally, the report is credible because it substantiates the performance information with appropriate methodologies and relevant data.

In performance reports, departments and agencies strive to respond to the ongoing and evolving information needs of parliamentarians and Canadians. The input of parliamentarians and other readers can do much to improve these reports over time. The reader is encouraged to assess the performance of the organisation according to the principles outlined above, and provide comments to the department or agency that will help it in the next cycle of planning and reporting.

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This report is accessible electronically from the Treasury Board of Canada Secretariat Internet site:  
<http://www.tbs-sct.gc.ca/rma/dpr/dpre.asp>

Comments or questions can be directed to:

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# Citizenship and Immigration Canada

## Departmental Performance Report

For the period ending  
March 31, 2002



Approved by

A handwritten signature in black ink, reading 'Denis Coderre'. The signature is stylized and cursive.

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The Honourable Denis Coderre  
Minister of Citizenship and Immigration





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# Minister's Message



I am pleased to submit, to Parliament and the people of Canada, Citizenship and Immigration Canada's (CIC's) *Departmental Performance Report* for 2001–2002.

On June 28, 2002, I announced the implementation of the new *Immigration and Refugee Protection Act* (IRPA). This meets our commitment to Canadians to modernize our legislation. It also strikes a balance between our two traditional roles: protecting refugees and welcoming immigrants while dealing firmly with those who would abuse Canada's generosity and commitment to fairness.

The Government of Canada is building a stronger, more inclusive nation and securing a higher quality of life for all Canadians. Reuniting Canadians with close family members abroad remains a cornerstone of our immigration program. At the same time, to benefit from the global knowledge economy, Canada needs dynamic and skilled people. We need innovation, ideas and talent. IRPA helps us bring people to Canada who can continue to build our communities and our economy.

The number of people fleeing war or persecution worldwide continues to grow, and their needs—for protection and assistance in obtaining the fundamentals of life—are daunting. Canada can maintain its strong humanitarian tradition by responding rapidly to alleviate human suffering and offering protection to those who truly need it. IRPA helps us do that.

At the same time, global migration pressures and the promise of significant profits from transporting and exploiting migrants have led transnational criminal organizations to expand their migrant smuggling and trafficking activities. Canada, like many developed countries, needs the policy and legislative tools to deter migrant smuggling and trafficking and to punish those who engage in this modern form of slavery. IRPA gives us those tools.

Following the September 11 terrorist attacks in the United States, and building on initiatives that predated the attacks, CIC played a key role in the coordinated efforts of the Government of Canada to ensure the safety and security of Canadians. We worked with our American partners on the "Smart Border" Declaration and Action Plan to ensure the safety of our common border with the United States. We enhanced document security by introducing the Permanent Resident Card. We strengthened security screening at our ports of entry and our missions abroad. We made sharing intelligence and information with our partners a priority. All of these steps were taken in support of and in addition to the new legislative powers that IRPA provides to keep Canada safe while keeping our doors open to the world.

The past year has been a time of great challenges and significant achievement. The accomplishments of 2001–2002 have established the foundation for even greater success in the year ahead.

I invite you to visit us at <[www.cic.gc.ca](http://www.cic.gc.ca)>.







# Section I: Operating Context

Citizenship and Immigration Canada's (CIC's) mission is to ensure that the movement of people into Canada and their membership in Canadian society contribute to Canada's social and economic development while protecting the health, safety and security of Canadians. The context in which CIC provides its programs is changing more rapidly than ever before, and the distinction between the international and domestic environments has become blurred. Trends and events in other countries are intricately linked to the achievement of our domestic objectives, while actions taken in Canada immediately affect other countries around the globe.

Global migration patterns—whether temporary or permanent, regular or irregular—reflect a complex set of international “push” and “pull” factors that are in turn influenced by global conditions. Technology has made travel easier, increased information flow and increased the interactions among nations, making people everywhere more alert to the possibilities of migration. Economic disparity between rich and poor countries, and between the rich and the poor within a given country, is a significant push factor for migrants. International and civil conflicts also spur migration.

Another challenging aspect of this changing environment is the growing sophistication of the methods used by migrant smugglers and traffickers, and the ability of war criminals and members of international criminal organizations to move more freely about the globe. Most significantly during this reporting period, the events of September 11 illustrated the relationship between globalization and migration. The terrorist attacks on the United States heightened awareness in Canada of the

threat that international terrorism poses to our own public security and brought about a new focus on our land border with the United States, with spill-over effects on our most important trading relationship.

These developments have made immigration a matter of growing importance for many countries around the world. This has led to deepening relations and a renewed dialogue with other nations, thus reinforcing the growing interdependence among nations and the blending of international and domestic policies.

This environment poses challenges for CIC but also presents opportunities. The need for higher skill levels in the knowledge-based economy has brought about greater competition among wealthy nations for skilled immigrants. As a multicultural society with a strong history of respect for diversity, Canada is well positioned to compete for the skills that potential immigrants can bring. This reputation attracts migrants, which in turn helps us address the challenges of an ageing population and work force.

CIC has carried out its mission on behalf of all Canadians, including those most directly affected by this dynamic environment: the sponsored relatives of Canadian citizens or permanent residents; people selected for their ability to contribute to Canada's economic well-being; and those who are fleeing their homeland and who need protection. CIC has also moved to protect Canada from others who may pose a threat to Canadians' health and safety or who seek to profit illegally from the desperation of people disadvantaged by world events.

Section II of this report outlines CIC's specific efforts within this context to achieve its mission across the Department, while Section III outlines efforts to meet CIC's four strategic outcomes: maximizing the economic and social benefits of international migration; maintaining Canada's humanitarian tradition by protecting refugees; promoting the integration of newcomers; and managing access to Canada.

# Section II: Departmental Performance

## Resources Used

Planned spending	\$823,398,000
Total authorities	\$998,087,136
<b>2001–2002 Actual</b>	<b>\$943,943,864</b>

**Explanation of resources used:** Total authorities were \$174.7 million higher than planned spending due to additional funding: \$99.5 million for the public security and anti-terrorism agenda;<sup>1</sup> \$20.9 million for the carry forward of the operating budget from 2000–2001 to 2001–2002; \$16.2 million for collective agreements; \$11.5 million for obligations under the *Access to Information Act*, the *Privacy Act*,<sup>2</sup> and information technology infrastructure requirements; \$10 million for the Canada–Quebec Accord; \$8.4 million for war crimes initiatives; and \$7.2 million for the Interim Federal Health program.

Actual expenditures were lower than total authorities by \$54.1 million as a result of reduced requirements: \$10.4 million related to the Kosovo relief effort; \$3.3 million related to settlement contributions; \$2.2 million related to reduced marine arrivals; \$4.7 million due to delays in finalizing the contract process for the Global Case Management System; and \$14.7 million caused by delays in several capital and operating projects, including accommodation projects and related furniture and equipment acquisitions, computer equipment, reduced screening volumes and reduced requirements under the Interim Federal Health program. An additional \$18.8 million was set aside as a carry forward (5 percent) provision to meet program requirements in 2002–2003.

## Results Achieved

The dynamic context in which CIC operates requires the Department to remain flexible and responsive while working to achieve CIC's strategic outcomes and priorities. Section III describes the key CIC activities that support each strategic outcome.

However, many other departmental activities support progress toward CIC's strategic outcomes, as well as helping the Department build the capacities it needs. This section highlights these department-wide activities.

CIC's activities were significantly affected by the terrorist attacks of September 11 and the

<sup>1</sup> Public security and anti-terrorism funds were allocated to the following activities: managing within Canada (\$36.4 million); screening, intelligence and anti-fraud (\$41.1 million); Permanent Resident Card (\$17.2 million); and other activities (\$4.8 million).

<sup>2</sup> See page 11 for information on these two acts.

increased focus on security that followed. In the days following September 11, CIC responded to the immediate operational pressures created by the need to examine the thousands of people who were diverted to Canada when American air space was closed. In addition, CIC collaborated on intelligence issues with domestic and international partners and, in recognition of the long-term need to augment coordination of intelligence capacity, it created the Intelligence Branch. Furthermore, CIC actively participated in the federal government's policy review of security measures.

One initiative in progress was Bill C-11, passed by the House of Commons in June

2001 (and given royal assent as the new *Immigration and Refugee Protection Act*<sup>3</sup> (IRPA) on November 1, 2001), the companion regulations and the plans for successful implementation on June 28, 2002. The Department achieved a high degree of cooperation with its provincial and territorial partners to address the challenges that arose in preparation for the implementation of new legislation in a manner consistent with federal-provincial agreements.<sup>4</sup>

The following table outlines some of CIC's main achievements for the period under review.

Total landings increased over the previous year as a result of a special investment from

<b>Program*</b>	<b>Volume</b>	<b>% Change from 2000</b>
Total landings (immigrants and refugees)	250,386	+10%
Total applications	505,334	+5%
Temporary resident documents <sup>5</sup>	472,292	+7%
Temporary resident applications <sup>6</sup>	828,060	-4%
Refugee claims <sup>7</sup>	44,734	+18%
Interdictions overseas <sup>8</sup>	7,879	+26%
Removals <sup>9</sup>	9,165	+6%
Citizenship grants	158,442	-23%

\*All numbers relate to calendar year 2001 except the number of citizenship grants, which relates to fiscal year 2001–2002.

3 For more information on the Act, see <<http://www.cic.gc.ca/english/irpa/index.html>>.

4 See <<http://www.cic.gc.ca/english/policy/fedprov.html>> for more information.

5 Temporary residents are those who received employment authorizations, student authorizations or visitor records. Visitors, students and temporary workers may have more than one type of visa or authorization, so these figures do not represent the total number of people admitted into Canada.

6 See note 5.

7 This figure represents the number of people who arrived in Canada claiming refugee status.

8 This represents the number of improperly documented travellers who were prevented from travelling to Canada. See page 38 for a discussion of this issue. This is not a final figure.

9 This figure represents the number of people who were found not to have the right to remain in Canada and who were removed.

the 2000 federal budget to reduce inventories of applications. The 18 percent increase in the number of refugee claims is consistent with the trend seen for the past five years in Canada and in other industrialized countries. More interdictions overseas occurred because of an increase in the number of immigration control officers. The number of citizenship grants fell because of a decline in the number of permanent residents applying for citizenship and an increase in the time required for processing security, criminal and immigration checks.

Immigration plays a key role in supporting labour force and population growth as well as bringing to Canada the skills, knowledge and talent needed to sustain innovation and productivity in the knowledge-based economy. In recognition of these facts, CIC worked closely with Human Resources Development Canada and Industry Canada as they prepared two policy papers, *Knowledge Matters* and *Achieving Excellence*, the cornerstones of the government's Innovation Strategy. The policy options and proposals in the two papers have been put forward for consultation to ensure that Canada continues to attract the best and the brightest, while maximizing the economic and social contributions of all immigrants and refugees to Canada. Upcoming activities associated with the immigration component of the Innovation Strategy include a round table on integration and a workshop on best practices related to the recognition of foreign credentials, both scheduled for the fall of 2002.

In 2001–2002, CIC also worked to position immigration issues within the context of the government's urban and rural approaches. Generally, in creating the Strategic Directions and Communications Sector and continuing its efforts to build strategic policy capacity in the Department, CIC is well positioned to contribute to the government's broader policy agenda.

In 2001, CIC used gender-based analysis (GBA) to assess the potential differential

impacts of IRPA and its regulations by gender, as well as areas that would require ongoing monitoring after implementation of IRPA.<sup>10</sup> The Department also offered GBA training to CIC policy and program staff to help them incorporate gender and diversity considerations into their work. The training is based on tools and methods tailored to CIC's policy and program work.

Recognizing the importance of partnerships with other levels of government, CIC also initiated a new federal-provincial-territorial planning table. The table will help federal, provincial and territorial governments develop strategies to improve the social and economic integration of newcomers and to share the benefits of immigration across Canada.

CIC's research efforts, emphasizing the continued use of longitudinal and other databases, have focused on the Department's legislative and regulatory reform agenda for 2001–2002 and on broad horizontal policy issues. CIC worked with Statistics Canada to complete the first wave of interviews for the Longitudinal Survey of Immigrants to Canada (LSIC). The LSIC studies the process by which immigrants integrate into Canadian society, including the stages of the integration process, the factors that influence integration, and the impact of various services and policies on newcomers' integration outcomes. CIC will interview the same group of immigrants again in 2002–2003, two years after their arrival in Canada. This project fills a key federal policy research data gap and will provide comprehensive information not only to CIC and other federal departments, but also to provinces, municipalities and the non-governmental organization (NGO) community, which deliver most immigrant settlement services.

In addition, CIC initiated significant, innovative research into the economic performance of skilled workers as they enter the Canadian labour market. Specifically, the research explores to what extent economic performance reflects structural changes in the

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10 For more information, see <<http://www.cic.gc.ca/english/irpa/c11%2Dgender.html>>.

Canadian economy, and to what extent it is inherently related to immigrant characteristics. Due to concern about increasing poverty among immigrants, CIC is also doing an extensive longitudinal analysis of sources and distributions of income by arrival year and entry category. These studies will help the Department determine whether changes in immigration policies and programs can improve future outcomes.

Another important CIC research product in 2001–2002 was the report *Towards a More Balanced Geographic Distribution of Immigrants*.<sup>11</sup> It reviewed evaluations of domestic and international policies and programs designed to promote the greater dispersal of immigrants to small communities. The report examines the link between population and regional economic development; the challenges of attracting people to small and remote locations; the settlement and secondary migration patterns of immigrants; and the success of domestic and international policies and programs designed to promote settlement in smaller communities. This report was discussed at the federal-provincial-territorial planning table meeting in December 2001.

Canada continues to be a leader in the Metropolis Project,<sup>12</sup> an international forum for research and policy on migration and cities. The project has centres of excellence in Montréal, Toronto, Edmonton and Vancouver. Partners include public sector, private sector and non-profit organizations and professionals, and community groups active in immigration. Eleven government departments and agencies fund this project, including CIC and the Social Sciences and Humanities Research Council. The project contributes to our understanding of the social, political and economic effects of immigration on large urban centres. At least 15 countries and several international organizations are involved in the project. The centres of excellence foster collaboration among regional universities and other educational institutions

to promote interdisciplinary research on a wide range of immigration issues. The centres also serve as important forums that allow community participants to present their concerns directly to academic researchers and government policy makers. In 2001–2002, CIC was a key participant at an international Metropolis conference in Rotterdam, as well as at the national conference in Ottawa. In the same year, the renewal process for Metropolis was completed, establishing a new set of research priorities for Phase II, which is scheduled to end in 2007. The Metropolis project also established the Metropolis Institute,<sup>13</sup> an educational body that delivers courses and seminars to Public Service and NGO employees. Work was also done to expand the Metropolis virtual library to more than 850 research papers. As more domestic and international partners join CIC in this project, these tools will continue to help governments develop more relevant immigration policy.

Significant evaluations in 2001–2002 included an evaluation of the War Crimes Program carried out with the Department of Justice and the Solicitor General of Canada—CIC's partners in this initiative—and a review of the lessons learned from CIC's response to the Kosovo crisis of 1999.

Improved communication with internal and external CIC audiences was a priority for the Department in 2001. In particular, CIC made considerable efforts to respond to intense media interest in its programs after September 11. As well, departmental communications supported the legislative change process, the launch of the Permanent Resident Card, the launch of the Government of Canada's Web site portal for non-Canadians, and many other policy and program changes.

11 The report is available at <<http://www.cic.gc.ca/english/srr/pdf/res3fv.pdf>>.

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

13 See <[http://institute.metropolis.net/index\\_e.htm](http://institute.metropolis.net/index_e.htm)> for more information.

Human resources activities were concentrated in three key areas: the development of tools to support the implementation of IRPA, a national classification review of essential operational jobs and employment equity initiatives.

To respond to pressures generated by the September 11 events, and to prepare for the implementation of the new act, the Department modified its organizational operations structure, and created and staffed new positions based on the need for new functions and an increased demand on existing functions. A learning and change management strategy was also developed that included tools such as the Computer-based Learning package for employees, and a national conference for operational managers and supervisors on change management and IRPA.

The departmental job classification review of approximately one thousand operational positions, or one-quarter of CIC employees, was completed in 2001. The review resulted in more appropriate recognition of the complex demands placed on operational staff.

In addition, two major employment equity initiatives were implemented with some financial support from Treasury Board. Eight visible minority employees were recruited into the Departmental Career Progression program, which will facilitate their progression to the middle manager level within three to four years. A system to increase the number of visible minority members on staffing selection committees has also been successfully introduced as a pilot in collaboration with five other federal departments in the National Capital Region.

In 2001–2002, CIC expanded the performance measurement strategy developed in 2000–2001 by reviewing current performance initiatives throughout the Department. It developed a framework to harmonize and rationalize these initiatives, and to identify

critical data and analytical issues related to the implementation of the performance measurement strategy. This positions the Department to implement the strategy by developing integrated performance indicators and continually analysing the information derived.

The *Access to Information Act* affords members of the public the broad legal right to information recorded in any form and controlled by most federal institutions. Access rights are subject to specific and limited exemptions that balance these rights against concerns related to individual privacy, national security, commercial confidentiality and confidentiality needed for effective policy making. The *Privacy Act* protects individuals' privacy regarding personal information about themselves held by a government institution, while giving them the right to see and correct such information.<sup>14</sup>

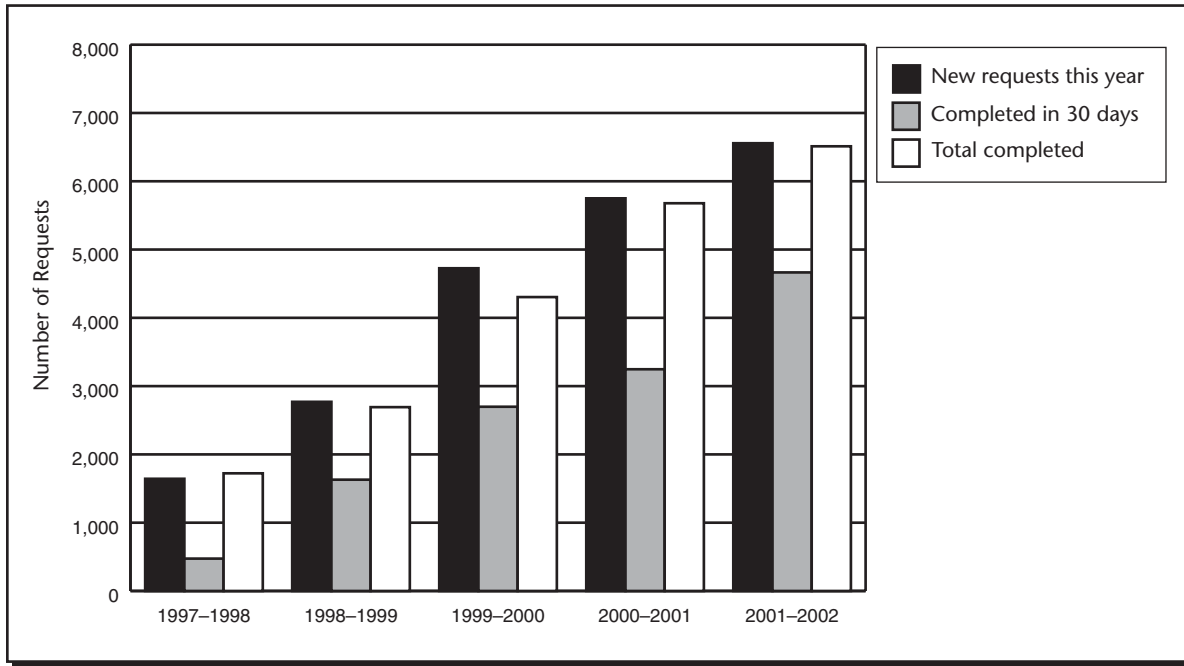
Responding to requests under the *Access to Information Act* and the *Privacy Act* continued to be a significant departmental activity in 2001–2002. CIC receives more access requests than any other federal department or agency. Despite the growing workload, and as a result of two years of additional funding, CIC significantly improved the timeliness of its responses to requests. In 2001–2002, CIC received 6,657 new requests under the *Access to Information Act*, up from 5,750 in 2000–2001. The Department responded to these requests within the legislated deadlines 88.3 percent of the time, an improvement over the compliance rate of 81 percent the previous year. In 2001–2002, CIC received 4,649 new requests under the *Privacy Act*, up from 4,447 in 2000–2001.

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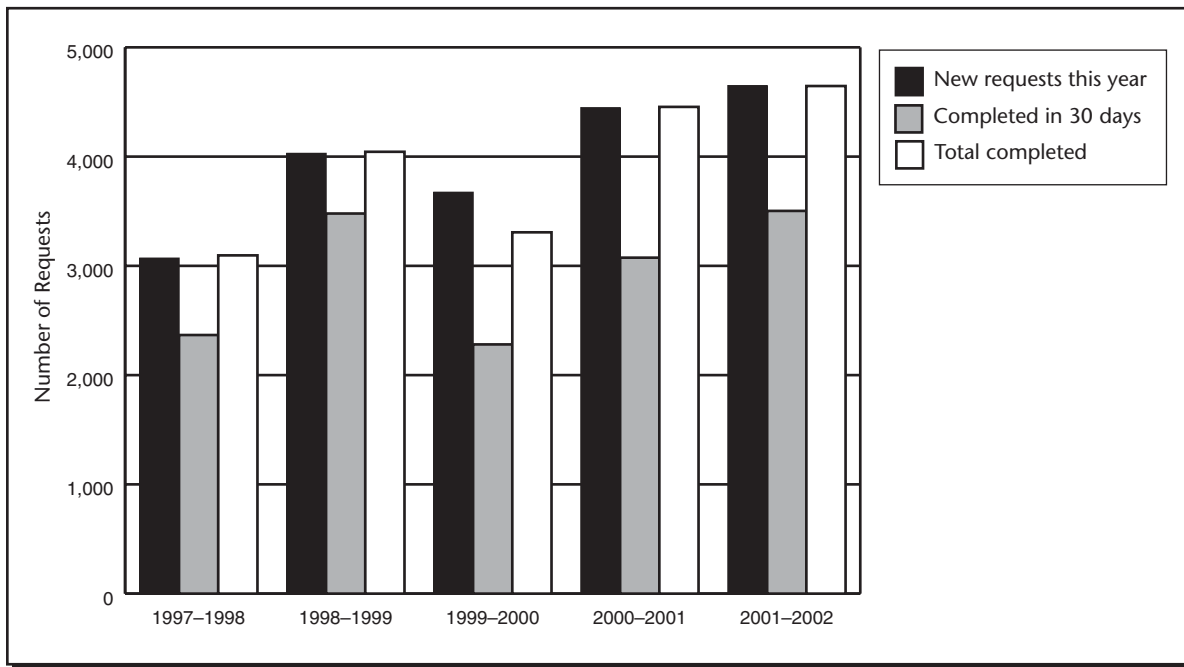
<sup>14</sup> More information can be found at <<http://infosource.gc.ca>>.



**Graph 1: Access to Information Requests, 1997-1998 to 2001-2002**



**Graph 2: Privacy Requests, 1997-1998 to 2001-2002**



# Section III: Performance by Strategic Outcome

Strategic Outcomes <sup>15</sup>		
To provide	As demonstrated by	Achievement reported on page
Maximum economic and social benefits from the global movement of people	• Achievement of target immigration levels	15
	• Family reunification of immigrants with Canadian sponsors	17
	• Selection of business immigrants, including investors	18
	• Selection of immigrants capable of adapting to the Canadian labour market	19
	• Admission of visitors and foreign students whose presence in Canada stimulates the demand for goods and services	19
	• 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	20
Protection of refugees and others in need of resettlement	• Achievement of the target for government-assisted and privately sponsored refugees	22
	• Delivery of an effective and more responsive refugee resettlement program	23
	• Enhancement of Canada's influence on international initiatives to protect refugees	24
	• Development of effective and efficient working arrangements between the Immigration and Refugee Board and CIC	25
Support for the settlement, adaptation and integration of newcomers into Canadian society	• Successful integration of newcomers into Canadian society	28
	• Improved accountability to ensure effectiveness and efficiency in the delivery of settlement programs	30
	• The granting of citizenship to eligible permanent residents to facilitate their full participation in Canadian society	31
	• Effective promotion and understanding of citizenship and integration issues	31
Management of access to Canada with a fair and effective enforcement strategy	• Departmental activities that contribute to the protection of Canadian society	34
	• Interdiction of individuals attempting to enter Canada with improper documentation	37
	• Reports on and, if necessary, detention of individuals who have contravened the <i>Immigration Act</i>	37
	• Removal of people who are not eligible for admission to Canada, especially those who pose a threat to Canadian society	38

<sup>15</sup> As identified in the *Report on Plans and Priorities: 2001–2002*.

## Maximizing Economic and Social Benefits of Migration to Canada

Citizenship and Immigration Canada (CIC) strives to maximize the economic and social benefits of migration to Canada by achieving annual immigration targets; reuniting immigrant family members; selecting business immigrants and other immigrants capable of adapting to the Canadian labour market; admitting visitors and foreign students who stimulate the demand for goods and services; and admitting temporary workers who fill skills gaps in the Canadian labour market and

who transfer occupational skills to Canadian workers.

Economic immigrants are selected for their potential contributions to the Canadian economy. While these economic benefits may be the most tangible outcomes, Canada also benefits from the strong communities and social stability that reunited families support, and the cultures, traditions and knowledge that immigrants and refugees contribute to Canadian society. Immigrants also play an important role by building human capital, filling labour market gaps, and becoming active and responsible citizens.

As demonstrated by	Measures
<p><b>Achievement of target immigration levels</b></p>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Achieving planned immigration target levels of 200,000 to 225,000 newcomers to Canada for 2001</li> <li><input type="checkbox"/> Tabling in Parliament of the <i>Multi-year Planning Process and Immigration Plan for 2001 and 2002</i> to present a projected target range for 2002 and an estimated range for planning purposes for 2003</li> <li><input checked="" type="checkbox"/> Initiation of a strategic consultation process with other levels of government to maximize the capacity of all partners to address challenges related to increasing the number of immigrants and refugees</li> <li><input checked="" type="checkbox"/> Improved service delivery to clients</li> </ul>
<p><b>Family reunification of immigrants with Canadian sponsors</b></p>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Increase in the age of dependent children from under 19 to under 22 years</li> <li><input checked="" type="checkbox"/> Recognition of common-law and same-sex partners under the family class</li> <li><input checked="" type="checkbox"/> Creation of an in-Canada class for spouses, including common-law and same-sex partners</li> <li><input checked="" type="checkbox"/> Exemption of sponsored spouses, common-law partners and their dependants from the excessive demand inadmissibility prohibition</li> <li><input checked="" type="checkbox"/> Reduction in the age of sponsorship from 19 to 18 years</li> <li><input checked="" type="checkbox"/> Reduction in the length of sponsorship of spouses from 10 to three years (this would also apply to common-law spouses)</li> <li><input checked="" type="checkbox"/> Introduction of a sponsorship fee remission for sponsors who cannot meet sponsorship requirements at the outset</li> <li><input checked="" type="checkbox"/> Introduction of sponsorship bars for people in default of court-ordered spousal or child support payments, convicted of a crime related to domestic violence, or in receipt of social assistance for reasons other than disability</li> <li><input checked="" type="checkbox"/> Improvement in the method of recovering the costs of social assistance in cases of sponsorship default</li> <li><input checked="" type="checkbox"/> Suspension of sponsorship processing where the sponsor's Canadian citizenship is in the process of being revoked</li> <li><input checked="" type="checkbox"/> Increase in the length of sponsorship of children from 10 years, to 10 years or age 22, whichever is longest</li> </ul>

As demonstrated by	Measures
Selection of business immigrants, including investors	<input checked="" type="checkbox"/> Development of new eligibility requirements for business immigrants <input checked="" type="checkbox"/> Improvement of the marketability and attractiveness of the federal Immigrant Investor Program
Selection of immigrants capable of adapting to the Canadian labour market	<input checked="" type="checkbox"/> Development of a new selection system for skilled worker immigrants
Admission of visitors and foreign students whose presence in Canada stimulates the demand for goods and services	<input checked="" type="checkbox"/> More efficient processing of student authorizations issued to foreign students

## Resources Used

Planned spending	\$153,355,000
<i>Total authorities</i>	<i>\$218,488,266</i>
<b>2001–2002 Actual</b>	<b>\$218,188,718</b>

**Explanation of resources used:** Total authorities were \$65.1 million higher than planned spending, primarily due to \$15 million for the carry forward provision of the operating budget from 2000–2001 to 2001–2002; \$10.3 million for collective agreements; \$10.1 million in additional authorities for refunds of the right of landing fee paid in previous years; \$4.8 million related to the public security and anti-terrorism agenda; and the realignment of resources transferred from Corporate Services.

## Outcomes Achieved

### Achievement of Target Immigration Levels

Admitting and landing the targeted number of immigrants and refugees are key to maximizing the economic and social benefits of migration. In 2001, Canada exceeded its target for total immigrants and refugees,<sup>16</sup>

largely because it exceeded its target for skilled workers, a category that brings many economic and social benefits to Canada. The increase in landings was the result of a special investment in the 2000 federal budget for temporary resources to reduce inventories of applications at missions overseas.

<sup>16</sup> For more statistics, see <<http://www.cic.gc.ca/english/pub/index-2.html#statistics>>.

<b>Immigration Arrivals 2001</b>		
<b>Immigrants</b>	<b>2001 Plan (as announced February 8, 2001)</b>	<b>Actual</b>
Skilled workers	100,500–113,300	137,119
Business	15,000–16,000	14,579
Provincial/territorial nominees	1,400	1,274
<b>Total economic</b>	<b>116,900–130,700</b>	<b>152,972</b>
Spouses, fiancés and children	42,000–45,000	45,386
Parents and grandparents	15,000–16,000	21,261
<b>Total family</b>	<b>57,000–61,000</b>	<b>66,647</b>
Other <sup>17</sup>	4,000	2,828
<b>Total immigrants</b>	<b>177,900–195,700</b>	<b>222,447</b>
<b>Refugees</b>	<b>2001 Plan (as announced February 8, 2001)</b>	<b>Actual</b>
Government-assisted	7,300	7,324
Privately sponsored	2,800–4,000	3,570
Refugees landed in Canada	10,000–15,000	11,896
Dependants abroad	2,000–3,000	3,740
<b>Total refugees</b>	<b>22,100–29,300</b>	<b>26,530</b>
Kosovo refugees	N/A	1,369
<b>Total immigrants and refugees</b>	<b>200,000–225,000</b>	<b>250,346<sup>18</sup></b>

In 2000, levels planning moved to a two-year cycle with the introduction of the Multi-year Planning Process.<sup>19</sup> However, in 2001, the events of September 11 and the focus on the implementation of IRPA disrupted the momentum for this planning process. As a result, only levels for 2002 were announced when the *Annual Report on Immigration* was tabled. Levels in the range of 210,000 to 235,000 were projected for 2002, representing an increase of 10,000 over the previous year's target.<sup>20</sup>

As part of the Multi-year Planning Process, CIC has established a joint planning table with the provinces and territories. This planning table provides a continuing mechanism for multilateral consultation and dialogue among the federal, provincial and territorial governments on immigration, to better inform planning and program activities. It will also help CIC consider the effects of immigration on provinces and territories, while enabling both levels of government to better coordinate their immigration-related activities and services, including measures to integrate immigrants.

17 This figure includes live-in caregivers and special categories. For more information on the Live-in Caregiver Program, see <<http://www.cic.gc.ca/english/work/caregiver.html>>.

18 See the paragraph above the table for the reasons why actual immigration figures exceeded the planned levels.

19 See <<http://www.cic.gc.ca/english/pub/anrep01.html>> and <<http://www.cic.gc.ca/english/press/01/0101%2Dpre.html>> for further information.

20 For more information on the planning process, see <<http://www.cic.gc.ca/english/pub/anrep02.html>>.

## Family Reunification of Immigrants with Canadian Sponsors

Canada has a long tradition of supporting family reunification through its immigration policy and legislation.<sup>21</sup> The new *Immigration and Refugee Protection Act* (IRPA) and its regulations maintain this tradition. Under IRPA, foreign nationals may be selected as members of the family class on the basis of their relationship to a Canadian citizen or a permanent resident, and Canadian citizens and permanent residents can sponsor members of the family class. Sponsors' support helps new immigrants achieve self-reliance and integrate into Canadian society. Family class members include a spouse, a common-law partner, dependent children, parents and other prescribed family members.

IRPA explicitly addresses Canada's changing social values. For example, under IRPA, excessive medical demand is no longer a bar to processing family class applications from a sponsor's spouse, common-law partner or conjugal partner, or their children. This reflects Canada's commitment to family reunification. For the first time, common-law partners—including same-sex partners—may be sponsored. This change ensures consistency with the *Charter of Rights and Freedoms* and the intent of the *Modernization of Benefits and Obligations Act*.

To help reunite Canadian sponsors with their immediate family, CIC has streamlined the application process for close family members (spouses, common-law partners, conjugal partners and dependent children) applying abroad. It did so by introducing a joint application package for sponsorship and immigration.

To minimize the abuse of social programs and benefits, IRPA allows the government to recover social assistance costs from defaulting sponsors through collection activities other

than litigation. These measures strengthen the integrity of the sponsorship program by making it easier to collect on defaulted payments. Specific collection mechanisms are currently being developed. CIC will take any sponsorship default into account if the sponsor applies to sponsor someone else in the future.

For spouses and common-law partners, the Regulations create an in-Canada landing class. Spouses and common-law partners who have valid temporary status in Canada, and who are cohabiting with their sponsor, may now apply from within Canada. The requirements for processing people in this landing class mirror those for processing similar people abroad.

The new regulations decrease the length of sponsorship for a spouse, common-law partner or conjugal partner from 10 to three years. The Regulations also set the duration of sponsorship undertakings for dependent children at a maximum of 10 years if the dependent child is less than 22 years of age when he or she becomes a permanent resident, or to age 25, whichever comes first; or a minimum of three years (that is, to age 25) if the dependent child is 22 years of age or older when he or she becomes a permanent resident.

Since some young adults enter new family relationships by marrying or cohabiting, while others remain with their parents longer, CIC has expanded the definition of a "dependent child." Under the new definition, children under 22 (increased from under 19) are considered "dependent" if they are not married or in a common-law relationship at the time of the sponsorship or immigration application. This new definition better reflects the longer dependency that may occur as some children remain with their family while pursuing higher education or while

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

unmarried. This definition also takes into account the fact that children may have obligations in their country of origin, such as military duty, that may prevent them from immigrating within a specified period.

Under the Regulations, certain people cannot sponsor family members. These include people in default of court-ordered spousal or child support payments, and people convicted of a sexually related crime or a crime related to family violence. People receiving social assistance other than for reasons of disability are also ineligible. However, this ineligibility may be waived for public policy reasons or on humanitarian and compassionate grounds. Furthermore, the age at which Canadian citizens or permanent residents can be sponsors has been lowered from 19 to 18.

In addition, CIC changed the fees for family class immigrants under IRPA to be fairer to sponsors. The fee under the old *Immigration Act* covered both assessment of eligibility to sponsor and processing of the application for permanent residence. Previously, when sponsors did not meet sponsorship requirements, CIC refused the application for permanent residence and applicants lost the total fee. Now that sponsorship fees are separate from application fees, the fee can be refunded if the sponsor withdraws the sponsorship application before CIC begins processing the permanent resident application.

### **Selection of Business Immigrants, Including Investors**

Business immigrants—whether they are entrepreneurs, investors or self-employed people—create many economic benefits for Canada. CIC’s selection program for these immigrants is designed to choose individuals with business acumen, experience, and the funds required to invest in existing Canadian enterprises or to establish their own businesses.<sup>22</sup>

The new regulations introduce objective and measurable standards for business experience, net worth and business establishment in Canada. These standards will make the selection requirements more transparent. They should also make the program more efficient and easier to apply consistently. The amendments will reduce non-compliance and increase the program’s economic benefits, as they ensure that Canada will select those most likely to succeed. CIC anticipates that the greater transparency of the selection process will decrease the number of court challenges.

The new regulations broaden the definition of “business experience” to include individuals who have exercised managerial control over businesses but who have no ownership experience. The change will allow us to select senior managers, even if those managers have not assumed entrepreneurial risk directly. This new definition will increase the pool of qualified candidates.

Under the new regulations, CIC will assess investors and entrepreneurs against a selection grid similar to the skilled immigrants grid (described in the next section). However, this grid will consider business experience rather than employment experience. It will also consider adaptability, measured by the applicant’s demonstrated interest in participating in a business in Canada. Investors and entrepreneurs must have a specified minimum number of points in the selection grid to be eligible to immigrate. CIC will continue to use discretion when selecting immigrants. Self-employed people will be evaluated against a similar grid, modified to reflect their circumstances.

Quebec operates its own Immigrant Investor Program by virtue of the Canada–Quebec Accord Relating to Immigration and Temporary Admission of Aliens.<sup>23</sup> Under this accord, Quebec administers its investor

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

23 For more information on the Accord, see <<http://www.cic.gc.ca/english/irpa/fs-quebec.html>> and <<http://www.parl.gc.ca/information/library/PRBpubs/bp252-e.htm>>.

program in a manner consistent with the spirit and objectives of the federal program.

CIC promoted the federal Immigrant Investor Program by advertising in major source countries in the Middle East and Asia and supporting the provinces' efforts to recruit immigrants in Asia and Europe. The Department also partnered with Canadian banks to provide a visible, risk-free means of promoting the program and make it more attractive vis-à-vis its competitors. The program was restructured to pay commissions to brokers to encourage their participation.

### **Selection of Immigrants Capable of Adapting to the Canadian Labour Market**

Historically, skilled worker immigrants have earned higher wages than other immigrants. While that is still the case, the earnings of recently arrived skilled workers upon entry have been declining. They are now below those of the average Canadian for the immigrants' first three to four years in Canada. CIC's immigrant selection system has been updated to achieve better outcomes.<sup>24</sup>

The new regulations allow CIC to select skilled workers through a human capital approach, valuing flexible skills over intended occupation. To this end, the points awarded for education, language ability and experience were increased. Points are also awarded for arranged employment in Canada and adaptability (for example, a spouse's or a common-law partner's education, or previous work experience in Canada), both of which will help immigrants adjust to Canada's economy and society. The new regulations strike a better balance between the value of professional education and training for skilled trades or technical occupations. Potential immigrants in this category must also show that they have enough money to support themselves and their family members in Canada.

By revising the system, CIC has ensured that it can select workers who will successfully establish themselves in Canada and that the system is objective, consistent and transparent.

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

The admission of foreign students<sup>25</sup> leads to significant economic benefits for Canada since each foreign student spends an average of \$20,000 per year on tuition fees and living expenses. Furthermore, foreign students bring a diversity that enriches our post-secondary institutions.

The Regulations increased the exemption period for a study permit from three to six months to harmonize it with the length of stay normally authorized for visitors.<sup>26</sup> This exemption will now apply to all types of study in Canada, rather than just to studies in English as a second language and French as a second language. Allowing foreign nationals to take courses or study programs in Canada of six months or less without study permits makes it easier to recruit foreign students for short periods of study in Canada. This helps Canadian educational institutions compete with those of other countries and increase their share of international students.

Client service to foreign students will improve significantly as students from countries whose residents do not need Canadian temporary resident visas will no longer need to contact an immigration office abroad. This change will allow visa offices in those countries to reallocate resources to other priority activities.

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24 For further information, see <<http://www.cic.gc.ca/english/skilled/index.html>>.

25 For information on the student program, see <<http://www.cic.gc.ca/english/study/index.html>>.

26 For more information on the visitor program, see <<http://www.cic.gc.ca/english/visit/index.html>>.



**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**

who previously required an employment authorization, may now work in Canada without a work permit.

In September 2001, a pilot project to address the current critical skill shortage in the Ontario construction industry was formalized.<sup>27</sup> Human Resources Development Canada, CIC and the Greater Toronto Home Builders' Association entered into an agreement to ease the entry of up to 500 temporary construction workers over two years. The pilot project will be complemented by a long-term industry strategy to attract young Canadians to the field, raise awareness of employment opportunities and attract workers from high unemployment areas.

On November 30, 2001, CIC launched a program to allow spouses or common-law partners of skilled temporary foreign workers to work in Canada.<sup>28</sup> This program will help Canadian employers attract skilled workers to Canada as workers will be more receptive to accepting offers from Canadian employers when they know their spouse or common-law partner can also work in Canada. This initiative includes the spouses and common-law partners of management and professional employees, as well as those of technical and skilled tradespeople.

The Regulations now also provide for the entry of business visitors to Canada. Business visitors are people who seek to engage in business activities in Canada without directly entering the Canadian labour market. They include people coming to Canada to purchase Canadian goods or services, to sell goods and services to Canadian businesses, or to give or receive training within a Canadian parent or subsidiary of a corporation. In all cases, the primary source of remuneration is outside Canada and the principal base of business activities is outside Canada. These people,

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27 For more information on the pilot project, see <<http://www.cic.gc.ca/english/work/index.html>>.

28 See the news release at <<http://www.cic.gc.ca/english/press/01/0125-pre.html>>.

**Protecting Refugees and Others in Need of Resettlement**

Canada’s humanitarian commitments and international obligations require us to protect refugees and others in need of resettlement.<sup>29</sup> CIC achieves this strategic outcome by meeting the targets set for government-assisted and privately sponsored refugees, and

by providing an effective and responsive refugee resettlement program. The Department also strives to ensure continuing, effective and efficient working arrangements with the Immigration and Refugee Board (IRB), which confers refugee status. Canada’s influence on international initiatives to protect refugees enhances both of these program elements.

As demonstrated by	Measures
Achievement of the target for government-assisted and privately sponsored refugees	<ul style="list-style-type: none"> <li>☑ Achievement of the target of 7,300 for government-assisted refugees and between 2,800 and 4,000 for privately sponsored refugees from abroad</li> </ul>
Delivery of an effective and more responsive refugee resettlement program	<ul style="list-style-type: none"> <li>☑ Development of regulations that will provide for greater flexibility with respect to program eligibility and assessment of settlement potential, allow for the subsequent processing of dependants left abroad and provide for a greater range of possibilities for private sponsorship</li> <li>☑ Global implementation of the expedited processing of urgent protection cases</li> <li>☑ Greater involvement of NGOs in the resettlement process through the implementation of the In-Canada Service Provider Pilot Project and, in Bogota and Ankara, the Overseas Service Provider Pilot Project</li> <li>☑ Implementation of the Resettlement Assistance Program Evaluation Framework and development of plans for the auditing of service provider organizations</li> <li>☑ Identification and removal of barriers to programs and services to be achieved in cooperation with other federal departments and central agencies</li> </ul>
Development of effective and efficient working arrangements between the Immigration and Refugee Board and CIC	<ul style="list-style-type: none"> <li>☑ Development of an operational framework for the implementation of a streamlined front-end processing system resulting in refugee claims being referred to the IRB within three working days</li> <li>☑ Formalization of a strategic national intervention policy regarding inland refugee determination</li> <li>☑ Regulatory change to reduce the waiting period for landing from five to three years for undocumented Convention refugees</li> </ul>

<sup>29</sup> For information on refugee protection, see <<http://www.cic.gc.ca/ref-protection/english/index.htm>>.

## Resources Used

Planned spending	\$127,266,000
<i>Total authorities</i>	<i>\$131,435,771</i>
<b>2001–2002 Actual</b>	<b>\$113,407,237</b>

**Explanation of resources used:** Total authorities were \$4.2 million higher than planned spending, primarily due to additional Interim Federal Health resources. Resources totalling \$18 million lapsed, primarily due to reduced requirements of \$10.4 million for the Kosovo relief effort, reduced program requirements of \$5.6 million, and reduced Resettlement Assistance Program requirements of \$2 million. CIC could not reallocate funding provided for Kosovo to other CIC initiatives.

## Outcomes Achieved

### **Achievement of the Target for Government-assisted and Privately Sponsored Refugees**

Admitting and landing the targeted number of refugees are important elements in meeting CIC's objective of protecting refugees at home and abroad. In 2001, CIC slightly exceeded its target of 7,300 for government-assisted refugees as 7,321 people became permanent residents. Quebec was able to resettle 1,813 individuals, slightly more than its target of 1,800. The number of privately sponsored refugees landed also fell within the target range of 2,800 to 4,000, with 3,560 people resettled in Canada. The Department landed 11,886 refugee claimants and 3,746 dependants abroad, meeting the target range for the first group and exceeding it for the second.<sup>30</sup>

CIC met these targets through dynamic relationships with partners such as the International Organization for Migration, the United Nations High Commissioner for Refugees (UNHCR) and private sponsors who support newly resettled refugees. For example, in the Overseas Service Provider Pilot Project, selected NGOs helped prepare and process refugee case files. A preliminary evaluation of this pilot showed that this partnership increased the UNHCR's capacity to refer cases to Canada.

<sup>30</sup> For more statistics on the refugee program, see <<http://www.cic.gc.ca/english/pub/index-2.html#statistics>>.

## Immigration Arrivals 2001

Refugees	2001 Plan (as announced February 8, 2001)	Actual
Government-assisted	7,300	7,321
Privately sponsored	2,800–4,000	3,560
Refugees landed in Canada	10,000–15,000	11,886
Dependants abroad	2,000–3,000	3,746
<b>Total refugees</b>	<b>22,100–29,300</b>	<b>26,513</b>

### Delivery of an Effective and More Responsive Refugee Resettlement Program

The passage of IRPA was an important step in strengthening the refugee resettlement program. It provided the legislative basis to develop regulations and policies to promote governmental objectives. IRPA regulations formalize administrative guidelines put in place in 2000, which encourage flexibility in assessing an individual's resettlement potential and give greater consideration to a refugee's existing connections to Canada. The Department worked with NGOs, including the Canadian Council for Refugees, to ensure that the Regulations met the objectives agreed on during consultations. In particular, the new regulations delivered on two commitments: to provide greater flexibility for processing dependants (spouses and dependent children) who were unavoidably left behind, and to allow a greater variety of private sponsorships, such as private individuals co-sponsoring a refugee with a group.

The new regulations also reflect a commitment to strengthening protection for particularly vulnerable people. The global implementation of an expedited processing program for urgent protection cases enabled CIC to respond to UNHCR requests to urgently resettle 141 people. The new regulations, which clearly define urgent protection, will allow CIC and the UNHCR to quickly identify people most in need of protection and to exempt them from the resettlement criteria.

In addition to formalizing previously developed policies, CIC also worked to strengthen cooperation with its strategic partners. The Overseas Service Provider Pilot Project allowed qualified NGOs to help prepare and process refugee case files. The project began and ended during the fiscal year.

During the pilot, CIC implemented procedures to speed up the processing of cases to resettle refugees from Iran who sought temporary refuge in Turkey. A preliminary evaluation of this pilot showed that the project clearly enhanced the UNHCR's capacity to refer cases to Canada and the mission's ability to process the cases. Of the people referred to Canada through the Overseas Service Provider Pilot Project, CIC selected 248 to resettle in Canada. The new regulations allow the Minister to sign memorandums of understanding with organizations, which could foster more such initiatives.

A similar project, aimed at the community of Sierra Leone nationals in Canada, was designed to enhance the community's knowledge and understanding of Canada's refugee resettlement programs and to help the community participate in the private sponsorship program. Under the project, five Sierra Leone community groups joined the sponsorship program, submitting undertakings to sponsor approximately 700 Sierra Leone refugees. Of this total, 250 people were sponsored under a 4/8 blended initiative (four months of government support, eight months of sponsor support). The pilot project ended in June 2001.

Working with other federal departments, CIC also improved services in Canada for resettled refugees. In particular, the barrier to travel for certain refugees was removed. For the first time, resettled refugees who entered Canada as members of the humanitarian designated classes (HDC) could apply for a Canadian-issued refugee travel document. In addition, discussions with provinces made it easier for HDC members entering Canada on temporary permits to access Interim Federal Health benefits in some provinces.

In 2001–2002, CIC also introduced an Internet-based data collection system (iCAMS: the Immigration Contribution Accountability Measurement System) to allow service providers receiving CIC contribution program funds to report on services delivered to refugee clients. The data collected will allow CIC to assess program results and thereby improve its results-based accountability. The Resettlement Assistance Program component of iCAMS was piloted in 2001–2002 and fully implemented in the summer of 2002.

### **Enhancement of Canada's Influence on International Initiatives to Protect Refugees**

Through its participation in international initiatives to protect refugees, CIC is considered a world leader in addressing international refugee protection challenges. CIC coordinates Canada's role in the UNHCR for stakeholder departments and agencies: CIC, the Department of Foreign Affairs and International Trade, and the Canadian International Development Agency. In this role, CIC takes the lead in establishing mechanisms that stakeholders and NGOs can use to develop horizontal policies. In performing this role effectively, CIC has coordinated consistent Canadian policy positions on the UNHCR file.

In particular, CIC leads Canada's participation in the UNHCR's Global Consultations on Refugee Protection and was key to placing the link between refugee movements and migrant flows on the UNHCR policy agenda. CIC contributed significantly to the development of the UNHCR's *Agenda for Protection*. The Department's contributions to this debate have helped countries develop international approaches to protecting refugees, while controlling irregular migration. In February 2002, Canada participated in the Ministerial Conference on People Smuggling and Trafficking held in Bali, and has committed to following up through working groups.

CIC has been engaged with the United States in the Border Vision<sup>31</sup> process since 1997. After the events of September 11, CIC and the United States signed the Smart Border Action Plan,<sup>32</sup> designed to foster collaboration on security issues while expediting the legitimate flow of people and goods across the Canada–U.S. border.

The action plan calls on Canada and the United States to “review refugee/asylum practices and procedures to ensure that applicants are thoroughly screened for security risks and take necessary steps to share information on refugee and asylum claimants.” To that end, CIC and the U.S. Immigration and Naturalization Service continued to discuss opportunities for information sharing to improve program integrity while respecting refugee claimants' confidentiality and special privacy concerns.

The Smart Border Action Plan also calls on Canada and the United States to negotiate a “safe third country agreement.”<sup>33</sup> The “safe third” concept is based on the premise that, if a refugee claimant travels through a safe country and then makes a refugee claim in a third country, it is reasonable to require the claimant to return to the previous safe country. The intent of this agreement is to

31 For more information, see <<http://www.can-am.gc.ca/menu-e.asp?act=v&mid=2&cat=26&did=289>>.

32 See <<http://www.can-am.gc.ca/menu-e.asp?print=1&act=v&mid=2&cat=26&did=1247>>.

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

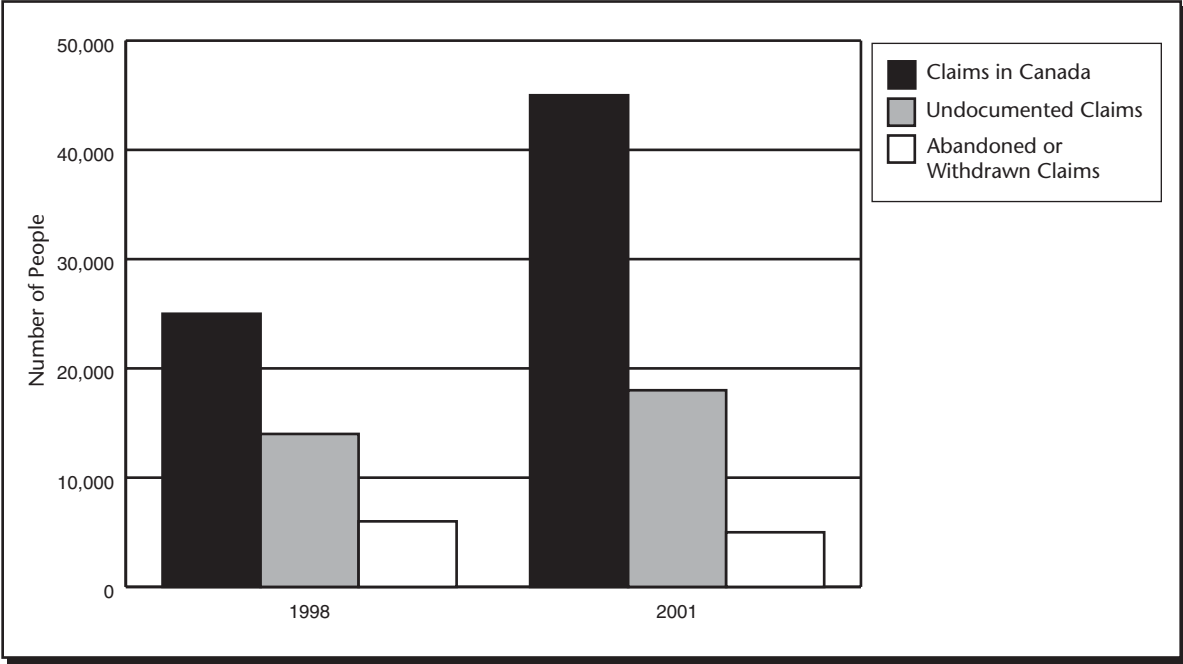
discourage the abuse of asylum systems by economic migrants. An agreement in principle was reached in June 2002. Stakeholder consultations have been concluded. The final step is to obtain the approval of the governments of both countries.

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

While the Immigration and Refugee Board<sup>34</sup> determines whether a claimant in Canada qualifies for refugee status, CIC deals with these claimants before and after their hearings, no matter what the decision. Therefore, effective and efficient working arrangements between the IRB and CIC are critical to the protection of refugees in Canada and to the integrity of the refugee determination system.

Under IRPA, a CIC officer has three working days after receiving a claim for refugee protection to decide whether the claim is eligible for referral to the IRB. Accordingly, CIC has developed a model for processing claims for refugee protection. It applies both to ports of entry and to CIC offices across the country. In this model, all individuals who claim refugee protection must go through an immigration examination, during which an officer will assess the admissibility of the claim and determine whether it can be referred to the IRB. Under IRPA, if the officer does not decide on the claim’s admissibility, the claim is deemed referred to the Board. If CIC receives any adverse information after the case goes to the IRB, the admissibility of the claim may be redetermined and the IRB will terminate the proceedings.

**Graph 3: Pressures on the Refugee System**



34 The Immigration and Refugee Board’s Web site is at <<http://www.irb.gc.ca/>>.

CIC has eliminated the Undocumented Convention Refugee in Canada Class (UCRCC). Under IRPA, applicants without a passport or a travel document do not have to wait a specified period before applying for landing. The new regulations contain specific instructions regarding undocumented protected persons who apply for landing.<sup>35</sup>

CIC, in consultation with key stakeholders, has developed a national interventions policy. The policy establishes priorities for intervening in refugee cases before the IRB and provides guidance to field officers regarding the appropriate means and venue for these interventions. The policy will foster consistency in interventions and ensure that they are also consistent with broader CIC policy.

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<sup>35</sup> For more information on these instructions, see <<http://www.cic.gc.ca/english/irpa/faq%2Drefugees.html>>.

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

Many newcomers to Canada need help to adapt to Canadian social, cultural and economic life. In helping newcomers integrate and become Canadian citizens as quickly as possible, CIC helps all Canadians benefit from the contributions newcomers can make when they become participating members of Canadian communities.

To achieve this strategic outcome, CIC works to support and improve the delivery of successful integration programs to

newcomers, and to promote understanding of the requirements and benefits of Canadian citizenship.<sup>36</sup>

Promoting a better understanding of integration and citizenship issues among Canadians helps society adapt to the needs of immigrants while enhancing Canadians’ and newcomers’ shared sense of citizenship. As immigration plays an increasingly important role in Canada’s population and labour market growth, these programs—and the granting of citizenship itself—will become essential to building a cohesive society that draws on the diverse experiences of new immigrants and refugees.

As demonstrated by	Measures
Successful integration of newcomers into Canadian society	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Improved delivery of settlement programs to newcomers through the implementation and continued development of a measurement and evaluation framework</li> <li><input checked="" type="checkbox"/> Improved labour market readiness for new immigrants and youth programming through collaboration with other government departments</li> </ul>
Improved accountability to ensure effectiveness and efficiency in the delivery of settlement programs	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> A process of dialogue on policy and program capacity through voluntary sector involvement</li> <li><input checked="" type="checkbox"/> Improved monitoring of service providers’ active offer of service in minority official languages as appropriate</li> </ul>
The granting of citizenship to eligible permanent residents to facilitate their full participation in Canadian society	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Improved measurement and evaluation of citizenship program delivery</li> </ul>
Effective promotion and understanding of citizenship and integration issues	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Increased awareness and involvement in citizenship and integration issues through the promotion of volunteerism as a Canadian value</li> </ul>

36 For information on integration services and related issues, see <<http://www.integration-net.cic.gc.ca/e1home.htm>>.



## Resources Used

Planned spending	\$324,407,000
<i>Total authorities</i>	<i>\$351,807,069</i>
<b>2001–2002 Actual</b>	<b>\$350,756,891</b>

**Explanation of resources used:** Total authorities were \$27.4 million higher than planned spending due to \$10 million for the Canada–Quebec Accord on Immigration (\$5 million for each of 2000–2001 and 2001–2002); \$3.7 million for public security and anti-terrorism funding; and \$13.7 million for collective agreements, the operating budget carry forward provision from 2000–2001 to 2001–2002, and the realignment of resources transferred from Corporate Services.

## Outcomes Achieved

### Successful Integration of Newcomers into Canadian Society

CIC's integration strategy aims to enable newcomers to settle, adapt and integrate as quickly and comfortably as possible so that they may become contributing members of Canadian society. It is a two-way process that encourages adjustment on the part of both newcomers and the receiving society. Canada responds to the needs of newcomers through a variety of settlement programs, services and integration promotion activities throughout the integration process.

Barriers to successful integration include language difficulties, problems with labour market access, difficulties in getting credentials recognized, discrimination and the absorptive capacity of the major urban centres where many newcomers choose to live. CIC works with other government departments to help newcomers overcome these barriers. The Department also provides vital settlement services, including language training to adult

newcomers under the Language Instruction for Newcomers to Canada program,<sup>37</sup> orientation and job-search skills training through the Immigrant Settlement and Adaptation Program,<sup>38</sup> and connection with Canadian families under the Host program.<sup>39</sup>

To ensure consistent delivery of integration services across Canada, the Department integrated new performance measurement practices into its operations. The Department's service delivery partners will need to adopt similar practices to allow program monitoring and evaluation based on standardized criteria. This will be achieved in part through the Contribution Accountability Framework (CAF).<sup>40</sup>

The framework reflects CIC's vision for collaborating with service providers and settlement stakeholders to implement a performance measurement approach for four settlement programs. The main elements of the CAF are frameworks for evaluation, performance measurement, management control (where applicable under an agreement), and provincial/territorial

37 See <<http://www.cic.gc.ca/english/newcomer/linc-fs1.html>>.

38 See <<http://www.cic.gc.ca/english/newcomer/isap-fs1.html>>.

39 See <<http://www.cic.gc.ca/english/newcomer/host-fs1.html>>.

40 For a brief summary of the CAF, see <<http://www.integration-net.cic.gc.ca/sp/caf/index.htm>>.

accountability, as well as a renewed contribution agreement process. These elements provide an overall structure to ensure accountability for the use of settlement funds.

In 2001–2002, CIC made progress on all five components of the CAF. Among other measures taken to improve the accountability for settlement expenditures, CIC completed the national performance measurement database pilot for the Resettlement Assistance Program and launched a similar pilot for the Language Instruction for Newcomers to Canada program.

As implementation of the CAF progresses, the Department will be better able to collect and analyse data, improving CIC's ability to measure the results of its programs.<sup>41</sup> CIC will use this information when developing policies and programs.

CIC also developed and updated standardized national contribution agreement documents, now available for CIC contribution agreements with service providers. In addition, it developed evaluation frameworks for settlement programs and a draft management control framework. To contribute to provincial/territorial accountability, it produced a draft provincial/territorial accountability framework for discussion with British Columbia and Manitoba.<sup>42</sup> This document includes proposed formats for an annual service plan and annual report, as well as common indicator measures.

CIC is also working with stakeholders (regional CIC offices, service provider organizations and the Office of the Privacy Commissioner) on security and privacy issues to ensure that all stakeholders handle newcomers' information in a secure manner to respect the privacy of these individuals.

CIC is co-chair of the CIC Francophone Minority Communities Steering Committee. The committee was launched on March 19,

2002, to foster consultations between the Department and Francophone communities, and to make the most of opportunities to support community development. The committee's first task will be to evaluate, before the fall of 2002, the ability of six communities—Moncton, Ottawa, Sudbury, Edmonton, Winnipeg and Vancouver—to absorb new French-speaking immigrants. Afterwards, the committee will outline a strategic plan to support the increased immigration of French-speaking people.

CIC continues to work to improve the labour market readiness of newcomers to Canada. In 2001–2002, it collaborated with other government departments to enhance access to labour markets for young newcomers and other Canadian youths. CIC worked with Industry Canada and Human Resources Development Canada (HRDC) to develop the policy papers *Achieving Excellence: Investing in People, Knowledge and Opportunity* and *Knowledge Matters: Skills and Learning for Canadians* under Canada's Innovation Strategy.<sup>43</sup> The goals of the policy papers include ensuring that Canada continues to attract the skilled immigrants it needs and to help immigrants achieve their full potential in the labour market and society. The papers have been widely disseminated. Using the papers as a basis, CIC will consult with stakeholders regarding labour market integration and the recognition of foreign credentials.

In 2001–2002, CIC participated in an HRDC working group on at-risk youth, helping to expand the definition of "youth at risk" to include immigrant youth. The Department also provided input on immigrant youth, and the agencies that serve them, to the Youth Employment Strategy<sup>44</sup> renewal process. HRDC used CIC's input into the renewal process to help establish focus groups and to develop plans for youths under the Innovation Strategy.

41 For further information on the CAF, see <<http://www.integration-net.cic.gc.ca/sp/caf/e/index.htm>>.

42 See related news releases at <<http://www.cic.gc.ca/english/press/02/0204-pre.html>> and <<http://www.cic.gc.ca/english/press/02/0209-pre.html>>.

43 Both documents are available at <<http://www.innovationstrategy.gc.ca>>.

44 See <[http://www.youth.gc.ca/yesinfo\\_e.shtml](http://www.youth.gc.ca/yesinfo_e.shtml)>.

### **Improved Accountability to Ensure Effectiveness and Efficiency in the Delivery of Settlement Programs**

CIC continues to build on its collaborative relationships with its provincial partners through the Federal-Provincial-Territorial Working Group on Settlement and Integration.<sup>45</sup> Through the group, all provinces and territories share concerns and best practices.<sup>46</sup> In 2001–2002, CIC also made significant progress in collaborating with other government departments, particularly HRDC and Canadian Heritage, and with the voluntary sector.

Specifically, CIC is collaborating with settlement organizations, and with other federal and provincial government departments, on the Voluntary Sector Initiative (VSI) settlement project, to be delivered in three phases. The first phase resulted in a successful National Settlement Conference in July 2001, which 350 sector and 50 government representatives attended.<sup>47</sup>

Four national working groups arose from the conference, comprising voluntary sector and government members who focus on settlement policy. This creates partnership opportunities and promotes a more open dialogue between the government and the voluntary sector regarding policy and program development. The groups represent the second phase of the project and will continue to exist until the second conference.

The voluntary sector and government members of a joint planning committee have also begun planning the third phase of the project: the National Settlement Conference II, to be held in October 2003. The working groups will deliver concrete products for this conference, which the joint planning committee will incorporate into its program design.

CIC also supports the national VSI by participating in the Inter-Departmental Working Group and the Joint Accord Table led by the Privy Council Office. The Joint Accord Table has developed draft codes of good practice for policy development and funding, which were released for wider government and sector consultation in early June 2002.

These partnerships, together with the CAF discussed above, ensure that the Canadian public has information on program expenditures, purposes and results.

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

46 The following bilateral agreements are in place with British Columbia, Manitoba and Quebec: the Canada-Quebec Accord, the Agreement for Canada-British Columbia Co-operation on Immigration, and the Settlement Service Agreement (for Manitoba). These provinces deliver settlement services and receive federal funding to that end.

47 See <[http://integration-net.cic.gc.ca/conferences/e\\_nscindex.htm](http://integration-net.cic.gc.ca/conferences/e_nscindex.htm)> for more information.

## **The Granting of Citizenship to Eligible Permanent Residents to Facilitate Their Full Participation in Canadian Society**

The process of integration into Canadian society begins with an application for immigration; continues with the selection of an individual or family as immigrants, and their reception and initial settlement in Canada; and ultimately leads to the granting of Canadian citizenship. CIC is developing new citizenship legislation and improving the integrity of the citizenship application and certificate issuance processes.

Until new citizenship legislation can be tabled, CIC has developed new procedures to make it simpler for Canadians living overseas to adopt children. Under the current legislation, Canadians living abroad who adopt foreign children and continue living overseas cannot gain citizenship for their children because of residency requirements.

In 2001–2002, CIC continued to improve the way it measures and evaluates citizenship program delivery. For example, it developed a National Quality Assurance System, which produces two types of reports: *Reliability of Client Information* and *Quality of Decision Making*. The new system greatly enhances CIC's ability to evaluate citizenship program delivery.

After September 11, CIC worked closely with the Passport Office and provincial authorities in order to ensure the integrity of citizenship documents used to acquire passports.

## **Effective Promotion and Understanding of Citizenship and Integration Issues**

Although settlement programs are a critical element in helping immigrants and refugees integrate into Canadian society, it is also important to help all Canadians understand citizenship and integration issues.

On average, 2,175 citizenship ceremonies are held every year. In 2001–2002, CIC held ceremonies to welcome 158,442<sup>48</sup> people as new Canadians. The citizenship ceremonies are a unique opportunity to honour these newcomers and their friends and families.

To promote Canadians' understanding of the benefits newcomers bring to Canada, CIC organizes Canada's Citizenship Week<sup>49</sup> each October, when several special citizenship ceremonies are held across Canada. Building on the "Canada: We All Belong!" theme launched in 2000–2001 to promote acceptance of diversity and newcomers, CIC carried out an enhanced campaign during Citizenship Week in 2001 and in the weeks that followed. The campaign featured a televised public service announcement and newspaper advertisements to widely promote a sense of belonging among all Canadians. Research following the campaign indicated that 32 percent of respondents recalled at least one of the campaign advertisements, and 82 percent said it was a good time to air such messages. The results showed that Canadians feel the Government of Canada should speak out against racism and promote diversity, and that the advertisements helped raise awareness of issues related to cultural diversity in the aftermath of September 11. The campaign's success led to a modified campaign tied to March 21, the International Day for the Elimination of Racial Discrimination.

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<sup>48</sup> This is a tentative figure. Official figures will not be available until January 2003.

<sup>49</sup> See <<http://www.cic.gc.ca/english/press/01/0118%2Dpre.html>> for further information on Citizenship Week and the "Canada: We All Belong!" campaign.

To underscore the “Canada: We All Belong!” campaign, speeches made during Citizenship Week by the Prime Minister and the Minister of Citizenship and Immigration included messages to all Canadians that belonging and living free from discrimination are their rights, and that accepting other people is their responsibility. Citizenship judges presented similar messages at citizenship ceremonies and other national and international events. CIC distributed additional promotional materials across the country, primarily to teachers and youth group leaders. More than 60,000 copies of an activity guide called *The Voices of Our People* went to youth organizations, schools and service provider organizations.

In addition, the Government of Canada conducted a successful volunteer recognition program in 2001. A special ceremony was held on Parliament Hill for the top winners of the Citation for Citizenship. The Citation for Citizenship program recognizes the efforts of people who help newcomers settle in Canada. In 2001, the 80 nominations received represented an increase over previous years.

The “Passages to Canada” campaign was also conducted for six weeks in two newspapers, the *Globe and Mail* and *La Presse*. The campaign featured articles on the immigration and integration experiences of successful Canadians. Like other citizenship and integration promotion activities, the campaign was designed to foster a better understanding of immigrant and integration experiences, and a sense of belonging among all Canadians.

**Managing Access to Canada with a Fair and Effective Enforcement Strategy**

CIC manages access to Canada through coordinated activities that include preventing individuals with improper documentation from entering Canada; reporting on and, when necessary, detaining individuals who have contravened the *Immigration Act*; removing people who do not have the right to remain in Canada, particularly those who pose a threat to Canadian society; participating in domestic and international intelligence communities; and cooperating with like-

minded countries. Continuing objectives include improving CIC’s ability to prevent illegal migration to Canada, especially organized, large-scale movements of smuggled migrants; expediting removals; and increasing CIC’s intelligence capacity, both domestic and international.

In the aftermath of the terrorist attacks of September 11, 2001, CIC introduced additional measures designed to protect the health, safety and security of Canadians while not compromising Canada’s ability to attract the newcomers whose contributions enhance our economic and social development.

As demonstrated by	Measures
<p>Departmental activities that contribute to the protection of Canadian society</p>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Development, with the United States, of innovative strategies to address continental migration concerns</li> <li><input checked="" type="checkbox"/> Completion of the evaluation of the War Crimes Program</li> </ul>
<p>Interdiction of individuals attempting to enter Canada with improper documentation</p>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Continued development with regard to the introduction of a more secure identity document for permanent residents, contingent on the availability of sufficient funding</li> </ul>
<p>Reports on and, if necessary, detention of individuals who have contravened the <i>Immigration Act</i></p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Enhancement of CIC’s ability to minimize risk to the Canadian public through completion of the review and revision of the detention policy</li> </ul>
<p>Removal of people who are not eligible for admission to Canada, especially those who pose a threat to Canadian society</p>	<ul style="list-style-type: none"> <li><input checked="" type="checkbox"/> Improved international cooperation with like-minded countries to deal with war crimes, terrorism and organized crime, particularly with respect to information sharing</li> </ul>

## Resources Used

Planned spending	\$218,369,000
<i>Total authorities</i>	<i>\$296,356,030</i>
<b>2001–2002 Actual</b>	<b>\$261,591,018</b>

**Explanation of resources used:** Total authorities were \$78 million higher than planned spending primarily due to public security and anti-terrorism funding of \$51.4 million, War Crimes Program funding of \$8.4 million and realignment of resources transferred from Corporate Services. Resources totalling \$34.7 million lapsed, primarily due to reduced program requirements of \$12.5 million; unused marine arrivals funding of \$2.2 million; and \$14.7 million due to delays in several capital and operating projects, including accommodation projects and related furniture and equipment acquisitions, computer equipment, reduced screening volumes and reduced requirements under the Interim Federal Health program.

## Outcomes Achieved

### Departmental Activities That Contribute to the Protection of Canadian Society

In addition to ongoing activities that reflect CIC's commitment to interdict, report, detain or remove people who pose a threat, CIC undertook several major new initiatives to better manage access to Canada. These initiatives included renewing CIC's legislative base by implementing IRPA. IRPA provides greater scope for CIC to contribute to the Government of Canada's public security and anti-terrorism agenda.

The new CIC Intelligence Branch, created after the September 11 attacks, brought together existing intelligence resources in CIC and provided a focal point for sharing information with partners in the intelligence community. CIC has also invested in intelligence activities, which concentrate on three main areas: building capacity, improving

screening and managing security within Canada. CIC, the U.S. Immigration and Naturalization Service and the U.S. State Department progressed on the renegotiation of the 1999 Statement of Mutual Understanding.

New funds from the December 2001 budget allowed CIC to place more officers at ports of entry to improve the front-end security screening of refugee claimants and to work with the United States on innovative strategies and policies to address continental migration concerns. Significant achievements included the development of the Multiple Borders Strategy; the signing of the Canada–U.S. Smart Border Action Plan;<sup>50</sup> the development of the risk management framework; negotiation of the Safe Third Country Agreement;<sup>51</sup> and exploration of creative border management solutions, such as advanced passenger information.

50 See <<http://www.can-am.gc.ca/menu-e.asp?print=1&act=v&mid=2&cat=26&did=1247>>.

51 See <<http://www.cic.gc.ca/english/policy/safe-third.html>> for the agreement.

The Multiple Borders Strategy, developed by CIC, is the foundation for the joint approach adopted by CIC and the U.S. Immigration and Naturalization Service to address continental migration concerns. The strategy involves focusing inspection and interdiction strategies on all points of entry along the travel continuum, from source country to North America. This process begins with visa screening and continues as an individual travelling to North America proceeds through check-in, initial embarkation, the stages of the journey, final embarkation, and passage through international airports and seaports. The last point on this travel continuum is the Canada–U.S. border. Opportunities exist at each checkpoint to identify and intercept inadmissible travellers, either before their departure for, or during their transit to, North America. In essence, border control begins overseas. CIC is focusing its intelligence and interdiction efforts on each of these checkpoints in order to keep inadmissible and potentially harmful individuals as far away from North America as possible.

To support the multiple borders approach, the Department has been working with the Canada Customs and Revenue Agency (CCRA) to obtain advanced passenger information from international air carriers. Under IRPA, CIC can require airlines to provide specific information from international flight manifests. Passenger analysis units will be established at Canadian airports to identify high-risk travellers before they arrive, thus enabling CIC to identify criminals and security threats earlier in the travel continuum.

The joint Canada-U.S. Immigration Risk Management Framework complements the Multiple Borders Strategy by identifying risks at all points of entry along the travel continuum, assessing the degree of threat and matching it with an appropriate level of control. CIC's interdiction efforts will be increasingly concentrated on early

identification of inadmissible travellers who pose a threat to North American society. At the same time, CIC continues to work with the CCRA and U.S. agencies on alternative inspection systems, such as NEXUS<sup>52</sup> and the Expedited Passenger Processing System. These programs are designed to make it simpler for low-risk travellers to cross the border through a joint enrolment process, thus enabling governments to clear travellers more quickly.

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52 See <<http://www.cic.gc.ca/english/visit/nexus.html>>.



### War Crimes Program

An evaluation of Canada's War Crimes Program<sup>53</sup> was completed this year. The evaluation found that the rationale for and the design of the program were valid, and that the program had increased interdictions, improved CIC interventions before the IRB, and strengthened partnerships with the international community dealing with war crimes and crimes against humanity. The evaluation also found that the program could be made more effective by strengthening the role of the Interdepartmental Operations Group, agreeing on a model for investigating cases, expediting the removal process, and strengthening resource allocation for intelligence coordination and prosecution of modern war crimes.

In response to the evaluation, CIC's War Crimes Division and the IRB have agreed on a more timely and effective mechanism for addressing issues of concern.

### Immigration Health Issues

CIC reviewed its immigration health activities in 2001. The review produced an action plan that significantly changed the way the Department managed the medical components of the immigration program. CIC created the Medical Services Branch as a single focus point for the medical aspects of selection, admissibility and the Interim Federal Health program. The rationale for and design of the Branch will foster collaboration and improve partnerships with Health Canada and Canadian health organizations and agencies. Related changes have included a more efficient process for sending public health surveillance notifications to provincial authorities. The Department continues to modernize its approach to health in the immigration context.

*Canada's Performance 2001*, the summary document of quality of life in Canada, highlights CIC's role in supporting strong communities through immigration enforcement.

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53 For more information on the program, see <<http://www.cic.gc.ca/english/press/01/0115%2Dpre.html>>.

## **Interdiction of Individuals Attempting to Enter Canada with Improper Documentation**

In 2001, interdictions rose 26 percent to 7,879 people. To reduce the potential for document fraud, CIC replaced the existing Record of Landing document with the new Permanent Resident Card (PR Card),<sup>54</sup> designed to be a more secure and easier to use identification document for legitimate permanent residents. The introduction of the PR Card was a longstanding goal of the Department, which became more urgent in the wake of the September 11 terrorist attacks on the United States. The PR Card is now an integral part of the Government of Canada's new security agenda.

This technologically advanced, fraud-resistant card was developed as part of a package of proposed legislative and policy changes. Under IRPA, a status document must be issued to legitimate permanent residents of Canada. To launch the card, the Department ran a communication and advertising campaign to promote awareness of the card among the Canadian public and potential cardholders.

The PR Card is being provided to permanent residents. It incorporates security features such as a machine-readable zone and an optical stripe with high data storage capacity. In addition, the card could be made even more secure in the future through new identification technologies. Significant research has gone into the design and layout of the card to ensure that it is highly fraud resistant and that it complies with all applicable international standards. The PR Card provides more secure and reliable information to verify the status of the cardholder and will reduce the number of illegal entries into Canada.

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

At ports of entry to Canada and at inland immigration offices, CIC may detain individuals who have contravened the *Immigration Act* to maintain public safety and security.

The events of September 11 cast a public spotlight on CIC's detention program, highlighting the positive role of judiciously applied detention practices in the Government of Canada's security agenda and response to terrorism. In 2001–2002, CIC detained 9,542 people for a total of 141,307 days. This represents an 8.6 percent increase in individuals detained, and a 3.6 percent increase in the number of total detention days, over the previous fiscal year.

In 2000, CIC undertook a national review of its detention practices. Strengthening the management of the detention program throughout the organization was a key recommendation. As a result, the Detentions Directorate and the National Detention Management Committee were established. The objectives of the new organizational structure were to promote consistency; provide strategic direction; develop and maintain national standards and principles for the treatment of detained people; and support regional operations.

Although CIC finished reviewing its detention policy early in 2001, the process intended to advance strategic directions for detention was overtaken by the events of September 11. The Department is revisiting the strategy in the context of those events.

In 2001–2002, CIC signed an agreement with the Red Cross to act as an external monitoring agency for immigration detention. The regulations and the guidelines put in place to support the new legislation promote

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<sup>54</sup> For more information on the card, see <<http://www.cic.gc.ca/english/pr-card/index.html>>.

Canada-wide consistency in the application of the immigration detention provisions, support the public safety agenda and maximize detention resources. In addition, IRPA amends the *Corrections and Conditional Release Act* to ensure that people subject to a removal order and serving a sentence are ineligible for day parole.

### **Removal of People Who Are Not Eligible for Admission to Canada, Especially Those Who Pose a Threat to Canadian Society**

The removal of ineligible people is vital to the integrity of Canada's citizenship, immigration and refugee programs. To protect the safety, security and well-being of Canadian society, Canada must remove criminals, particularly those who pose a danger to Canadian society—that is, people convicted of more serious offences involving weapons, drugs and violence—as well as war criminals, terrorists and participants in organized crime. In 2001, removals increased by six percent, to 9,165 people. To effectively address the challenges posed by irregular migration, including the movement of criminals and security threats, international cooperation is important.

In March 2002, CIC completed an information-sharing and cooperation agreement with the Netherlands. Under this agreement, the countries will exchange information on illegal migration (including people inadmissible for criminal and security reasons), and officers of both countries' networks abroad will cooperate. A similar agreement already exists with the United Kingdom, and information-sharing agreements are in place with Australia and the United States.

The Convention against Transnational Organized Crime<sup>55</sup> and its two supplementary protocols against migrant smuggling and trafficking in persons are the primary international instruments dealing with organized crime. The Convention and protocols were signed in December 2000, and Canada ratified them in May 2002. Canada was very active in the development and negotiation of all three instruments. At the national level, CIC led the development of the two protocols. As a result of the protocols, human trafficking became an offence in Canada for the first time. IRPA sets a maximum sentence of life imprisonment and a fine of \$1 million for those convicted of this offence.

CIC remains active in many international forums, sharing information, best practices and improvements to standards, and cooperating in migration control. The primary focus for 2002 has been Canada's presidency of the G8. For several years, CIC's Enforcement Branch chaired a G8 working group dealing with migration issues. As a result of the Canadian presidency, CIC is also hosting these meetings and setting the agenda.

Recognizing the increased importance of counter-terrorism efforts and global security after September 11, the migration working group focused on improved information sharing, travel document standards and operational cooperation. The group first met in Canada in late January 2002, and accepted and launched several project proposals to further these activities.

More specifically, CIC improved the national coordination of difficult removals by strengthening expertise in chartering aircraft. It also implemented a consultative process to review the temporary suspension of removals. As a result of this review, the moratorium on removals to Algeria was cancelled.

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55 See <[http://canada.justice.gc.ca/en/news/nr/2000/doc\\_25784.html](http://canada.justice.gc.ca/en/news/nr/2000/doc_25784.html)> for further information.

# Section IV: Consolidated Reporting

## Performance of Legislative and Regulatory Initiatives

Legislative or Regulatory Initiative	Expected Results	Results Achieved
<p><b>Immigration and Refugee Protection Act (IRPA) and Regulations:</b> CIC will implement this new framework legislation and its regulations. IRPA and its regulations bring many new concepts into play to ensure fairness and transparency.</p>	<ul style="list-style-type: none"> <li>• Greater legislative transparency</li> <li>• Reinforcement of the integrity of immigration legislation</li> <li>• A family class immigration program that is more contemporary in its orientation and requirements</li> <li>• The selection of new permanent residents who are better able to contribute to the Canadian economy</li> <li>• Faster, more effective and more efficient determination of claims for refugee status</li> <li>• Cost-effective, efficient and consistent decision-making processes and program delivery</li> </ul>	<p>IRPA and its regulations were implemented on June 28, 2002.</p>
<p><b>Citizenship Act and Regulations:</b> CIC will pursue new citizenship legislation. The legislative framework takes into account the recommendations of the Standing Committee on Citizenship and Immigration. CIC will develop regulations to support the new legislation, to reduce costs and to make the processing of citizenship applications more efficient.</p>	<ul style="list-style-type: none"> <li>• Simple, transparent and effective legislation and regulations</li> <li>• Reinforcement of the integrity of citizenship legislation</li> <li>• Cost-effective, efficient and consistent decision-making processes and program delivery</li> </ul>	<p>CIC stopped developing the citizenship regulations as Bill C-16, the "Citizenship of Canada Act," did not pass during the reporting period.</p>
<p><b>Extension of the Humanitarian Designated Classes (HDC) Regulations:</b> CIC planned to extend the regulations before June 30, 2001, and to review the Source Country List to ensure that it reflected current international conditions.</p>	<ul style="list-style-type: none"> <li>• Flexibility to deal with the different circumstances of each crisis as it emerges</li> <li>• Continued ability to deal promptly with refugee crises</li> </ul>	<p>On June 29, 2001, the sunset date for the HDC Regulations was amended to December 31, 2002, so that the Regulations wouldn't expire before a new act came into force. There is no sunset date under IRPA. In June 2001, CIC amended the Source Country List to include Sierra Leone and to remove two countries: Bosnia-Herzegovina and Croatia.</p>

## **Sustainable Development Strategy (2001–2003)**

CIC seeks to contribute to Canada's economic growth and social and cultural enrichment by selecting newcomers and helping them integrate. Similarly, CIC helps Canada meet its international humanitarian commitments by resettling and protecting refugees. At the same time, the Department strives to protect the health, safety and security of Canadians. In pursuing these objectives, CIC takes into account sustainable development principles along with a variety of other policy considerations.

CIC's second Sustainable Development Strategy (SDS) was tabled in Parliament on February 14, 2001.<sup>56</sup> The strategy has four key goals:

- to minimize the negative environmental impact of departmental operations;
- to promote awareness of sustainable development principles and objectives among departmental staff, clients and stakeholders;
- to better integrate environmental considerations into departmental policy development and decision-making processes; and
- to promote accountability and ensure compliance.

The SDS includes a three-year action plan (covering 2001 through 2003) with specific objectives, actions and target dates for each key goal. CIC's Coordinating Committee on Sustainable Development (CCSD), which includes representatives from all branches with responsibilities under the action plan, coordinates implementation and ensures performance measurement reporting through the annual *Report on Plans and Priorities* and the annual *Departmental Performance Report*.

In 2001–2002, CIC made significant progress in achieving the objectives targeted for completion in 2001, as well as a number of ongoing objectives. Some highlights include establishing the CCSD, preparing a communications strategy to raise awareness of sustainable development issues, completing a comprehensive waste audit and including information on sustainable development in material for newcomers to Canada.

For more information on CIC's progress in implementing the SDS, see *Sustainable Development Strategy Progress Report 2001*, available at <http://www.cic.gc.ca/english/policy/sds/sds-2002.html>.

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<sup>56</sup> The strategy is available at <<http://www.cic.gc.ca/english/about/policy/sds/sds-2001/html>>.

# Section V: Financial Performance

## Financial Performance Overview

This section summarizes the Department's financial performance. The following schedules outline the resources that Parliament has approved for the Department, as well as the Department's annual expenditures and revenues.

**Table 1: Summary of Voted Appropriations (\$ millions)**

**Authorities for 2001–2002  
Financial Requirements by Authority**

Vote	Planned Spending	2001–2002 Total Authorities <sup>a</sup>	Actual
Operating expenditures	418.2	571.8	526.7
To write off from the Accounts of Canada 3,394 debts due to Her Majesty in Right of Canada, amounting in the aggregate to \$1,757,203	–	1.8	1.8
Capital expenditures	27.9	25.2	24.9
Grants and contributions	336.5	345.8	337.1
Salary and motor car allowance	0.1	0.1	0.1
Contributions to employee benefit plans	40.7	42.5	42.5
Refund of amounts credited to revenues in previous years	–	10.5	10.5
Payments to private collection agencies pursuant to section 17.1 of the <i>Financial Administration Act</i>	–	0.1	0.1
Court awards	–	0.2	0.2
Spending of proceeds from the disposal of surplus Crown assets	–	0.1	0.0
<b>Total Department</b>	<b>823.4</b>	<b>998.1</b>	<b>943.9</b>

<sup>a</sup> For an explanation of variances, see page 7.

**Table 2: Comparison of Total Planned Spending to Actual Spending (\$ millions)**

The following table provides details on the allocation for 2001–2002 Total Planned Spending, Total Authorities (in italics) and Actual Expenditures (shaded areas), by strategic outcome and type of expenditure. For an explanation of the variances in each strategic outcome, see Performance by Strategic Outcome, beginning on page 13.

<b>Strategic Outcomes</b>	<b>FTEs<sup>a</sup></b>	<b>Operating<sup>b</sup></b>	<b>Debt Write-off<sup>c</sup></b>	<b>Capital</b>	<b>Grants and Contributions</b>	<b>Total Gross Expenditures</b>	<b>Less Responsible Revenues</b>	<b>Total Net Expenditures</b>
Maximizing Benefits of International Migration	1,746	153.3	-	-	-	153.3	-	153.3
		<i>218.3</i>	-	<i>0.2</i>	-	<i>218.5</i>	-	<i>218.5</i>
		218.0	-	0.2	-	218.2	-	218.2
Maintaining Canada's Humanitarian Tradition	179	67.2	-	-	60.1	127.3	-	127.3
		<i>75.7</i>	-	-	<i>55.7</i>	<i>131.4</i>	-	<i>131.4</i>
		66.1	-	-	47.3	113.4	-	113.4
Promoting the Integration of Newcomers	591	48.0	-	-	276.4	324.4	-	324.4
		<i>60.9</i>	-	<i>0.8</i>	<i>290.1</i>	<i>351.8</i>	-	<i>351.8</i>
		60.1	-	0.8	289.8	350.7	-	350.7
Managing Access to Canada	1,878	190.5	-	27.9	-	218.4	-	218.4
		<i>270.3</i>	<i>1.8</i>	<i>24.3</i>	-	<i>296.4</i>	-	<i>296.4</i>
		235.9	1.8	23.9	-	261.6	-	261.6
Total	4,394	459.0	-	27.9	336.5	823.4	-	823.4
		<i>625.2</i>	<i>1.8</i>	<i>25.3</i>	<i>345.8</i>	<i>998.1</i>	-	<i>998.1</i>
		580.1	1.8	24.9	337.1	943.9	-	943.9

#### **Other Revenues and Expenditures**

Revenues	(374.7)
	(374.7)
	(509.2)
Cost of Services Provided by Other Departments	214.3
	214.3
	219.8
<b>Net Cost of the Program</b>	<b>663.0</b>
	837.7
	654.5

a A full-time equivalent (FTE) is a measure of human resources consumption based on average levels of employment. An FTE factor is the length of time an employee works each week by calculating the rate of assigned hours of work over scheduled hours of work.

b Operating includes statutory votes identified in Table 1: Summary of Voted Appropriations.

c Write-off of outstanding immigration loans under section 25 of the *Financial Administration Act*.

**Table 3: Historical Comparison of Total Planned Spending to Actual Spending (\$ millions)**

The following table provides a history of spending by strategic outcome. A comparison of the 2001–2002 Total Planned Spending and the actual expenditures recorded in the Public Accounts are also incorporated.

Strategic Outcomes	Actual 1999–2000	Actual 2000–2001	2001–2002		Actual <sup>a</sup>
			Planned Spending	Total Authorities	
<b>Budgetary</b>					
Maximizing Benefits of International Migration	169.8	215.7	153.3	218.5	218.2
Maintaining Canada's Humanitarian Tradition	173.1	133.7	127.3	131.4	113.4
Promoting the Integration of Newcomers	327.7	340.4	324.4	351.8	350.7
Managing Access to Canada	185.2	213.8	218.4	296.4	261.6
<b>Total Budgetary</b>	<b>855.8</b>	<b>903.6</b>	<b>823.4</b>	<b>998.1</b>	<b>943.9</b>
<b>Non-budgetary</b>					
Settlement – Immigrant Loans Program <sup>b</sup>	(6.9)	(4.1)	-	-	(3.7)

a For an explanation of variances, see pages 15, 22, 28 and 34.

b Loan amounts represent disbursements (loans issued) less receipts (loans reimbursed). Figures in parentheses (indicating a negative value) denote receipts exceeding disbursements.



**Table 4: Crosswalk between Strategic Outcomes and Business Lines (\$ millions)**

Business Lines	Strategic Outcomes				Planned Spending 2001–2002
	Maximizing the Benefits of International Migration	Maintaining Canada’s Humanitarian Tradition	Promoting the Integration of Newcomers	Managing Access to Canada	
Maximizing the Benefits of International Migration	115.0				115.0
Maintaining Canada’s Humanitarian Tradition		118.2			118.2
Promoting the Integration of Newcomers			312.2		312.2
Managing Access to Canada				142.2	142.2
Providing Corporate Services	38.3	9.1	12.2	76.2	135.8
<b>Total</b>	<b>153.3</b>	<b>127.3</b>	<b>324.4</b>	<b>218.4</b>	<b>823.4</b>

Business Lines	Strategic Outcomes				Total Authorities 2001–2002
	Maximizing the Benefits of International Migration	Maintaining Canada’s Humanitarian Tradition	Promoting the Integration of Newcomers	Managing Access to Canada	
Maximizing the Benefits of International Migration	155.8				155.8
Maintaining Canada’s Humanitarian Tradition		121.7			121.7
Promoting the Integration of Newcomers			334.2		334.2
Managing Access to Canada				199.6	199.6
Providing Corporate Services	62.7	9.7	17.6	96.8	186.8
<b>Total</b>	<b>218.5</b>	<b>131.4</b>	<b>351.8</b>	<b>296.4</b>	<b>998.1</b>

	<b>Strategic Outcomes</b>				<b>Actual 2001–2002</b>
	<b>Maximizing the Benefits of International Migration</b>	<b>Maintaining Canada’s Humanitarian Tradition</b>	<b>Promoting the Integration of Newcomers</b>	<b>Managing Access to Canada</b>	
<b>Business Lines</b>					
Maximizing the Benefits of International Migration	154.6				154.6
Maintaining Canada’s Humanitarian Tradition		106.5			106.5
Promoting the Integration of Newcomers			333.1		333.1
Managing Access to Canada				174.7	174.7
Providing Corporate Services	63.6	6.9	17.6	86.9	175.0
<b>Total</b>	<b>218.2</b>	<b>113.4</b>	<b>350.7</b>	<b>261.6</b>	<b>943.9</b>

**Table 5: Revenue (\$ millions)**

Strategic Outcomes	Actual 1999-2000	Actual 2000-2001	2001-2002	
			Planned	Actual
<b>Maximizing Benefits of International Migration</b>				
Immigration Cost-recovery Fees	244.3	280.5	186.2	281.2
Right of Landing Fees	126.7	166.9	131.0	170.2
<b>Maintaining Canada's Humanitarian Tradition</b>				
Immigration Cost-recovery Fees	8.5	9.8	6.6	10.0
Right of Landing Fees*	18.1	0.0	0.0	0.0
Interest on the Immigrant Loan Program	0.8	0.9	1.0	0.9
<b>Promoting the Integration of Newcomers</b>				
Citizenship Cost-recovery Fees	21.0	23.4	19.9	21.4
Right of Citizenship Fees	13.7	14.7	22.4	14.9
<b>Managing Access to Canada</b>				
Immigration Cost-recovery Fees	5.9	7.0	5.1	7.0
Obligations of Transportation Companies	4.6	2.8	2.5	3.6
<b>Total Revenue</b>	<b>443.6</b>	<b>506.0</b>	<b>374.7</b>	<b>509.2</b>

\* The right of landing fee was introduced in the February 1995 budget. On February 28, 2000, it was eliminated for refugees.

**Table 6: Transfer Payments by Strategic Outcome (\$ millions)**

Strategic Outcomes	Actual 1999–2000	Actual 2000–2001	2001–2002		
			Planned Spending	Total Authorities	Actual
<b>Grants</b>					
<b>Promoting the Integration of Newcomers</b>					
Grant for the Canada–Quebec Accord <sup>a</sup>	102.9	104.1	101.7	111.7	111.7
Grants to provinces	51.4	0.0	0.0	0.0	0.0
<b>Total Grants</b>	<b>154.3</b>	<b>104.1</b>	<b>101.7</b>	<b>111.7</b>	<b>111.7</b>
<b>Contributions</b>					
<b>Promoting the Integration of Newcomers</b>					
Immigrant Settlement and Adaptation Program <sup>b</sup>	32.2	39.8	18.1	35.2	35.2
Host Program <sup>c</sup>	2.4	2.7	2.6	2.7	2.7
Language Instruction for Newcomers to Canada <sup>d</sup>	95.6	93.6	106.2	91.0	90.7
Contributions to provinces (B.C., Manitoba)	0.0	52.8	47.8	49.5	49.5
<b>Maintaining Canada's Humanitarian Tradition</b>					
Resettlement Assistance Program <sup>e</sup>	80.9	67.8	58.1	53.7	46.3
International Organization for Migration	1.1	1.1	2.0	2.0	2.0
<b>Managing Access to Canada</b>					
Agreement with the Province of British Columbia on unaccompanied minors <sup>f</sup>	0.0	4.5	0.0	0.0	0.0
<b>Total Contributions</b>	<b>212.2</b>	<b>262.3</b>	<b>234.8</b>	<b>234.1</b>	<b>225.4</b>
<b>Total Transfer Payments</b>	<b>366.5</b>	<b>366.4</b>	<b>336.5</b>	<b>345.8</b>	<b>337.1</b>

a Grants for the Canada-Quebec Accord and contributions to provinces recognize the importance of settlement services by responding to the growing need to help immigrants integrate.

b The Immigrant Settlement and Adaptation Program provides funds for services such as orientation, paraprofessional counselling, translation and job-finding help.

c Host funds are used to match newcomers with Canadian volunteers (individuals and groups), who help them settle in and integrate.

d The Language Instruction for Newcomers to Canada program provides funds for basic language training in both of Canada's official languages to help adult immigrants integrate socially, culturally, economically and politically.

e The Resettlement Assistance Program, formerly the Adjustment Assistance Program, helps pay for temporary accommodations, clothing, household effects and living expenses for up to one year for indigent Convention refugees.

f Funding for the extraordinary costs incurred by the province for the special care of the unaccompanied minors who arrived by boat in 1999.

**Table 7: Loans, Investments and Advances (\$ thousands)**

<b>Immigration Loans</b>	<b>Actual 1999-2000 (\$000s)</b>	<b>Number of Loans 1999-2000</b>	<b>Actual 2000-2001 (\$000s)</b>	<b>Number of Loans 2000-2001</b>	<b>Actual 2001-2002 (\$000s)</b>	<b>Number of Loans 2001-2002</b>
Transportation, Admissibility and Right of Landing Fee <sup>a</sup> Loans	14,232	6,778	12,324	5,051	11,965	5,079
Assistance Loans	1,064	1,930	1,581	2,834	1,272	2,422
<b>Total</b>	<b>15,296</b>	<b>8,708</b>	<b>13,905</b>	<b>7,885</b>	<b>13,237</b>	<b>7,501</b>

a The right of landing fee was introduced in the February 1995 budget. On February 28, 2000, it was eliminated for refugees.

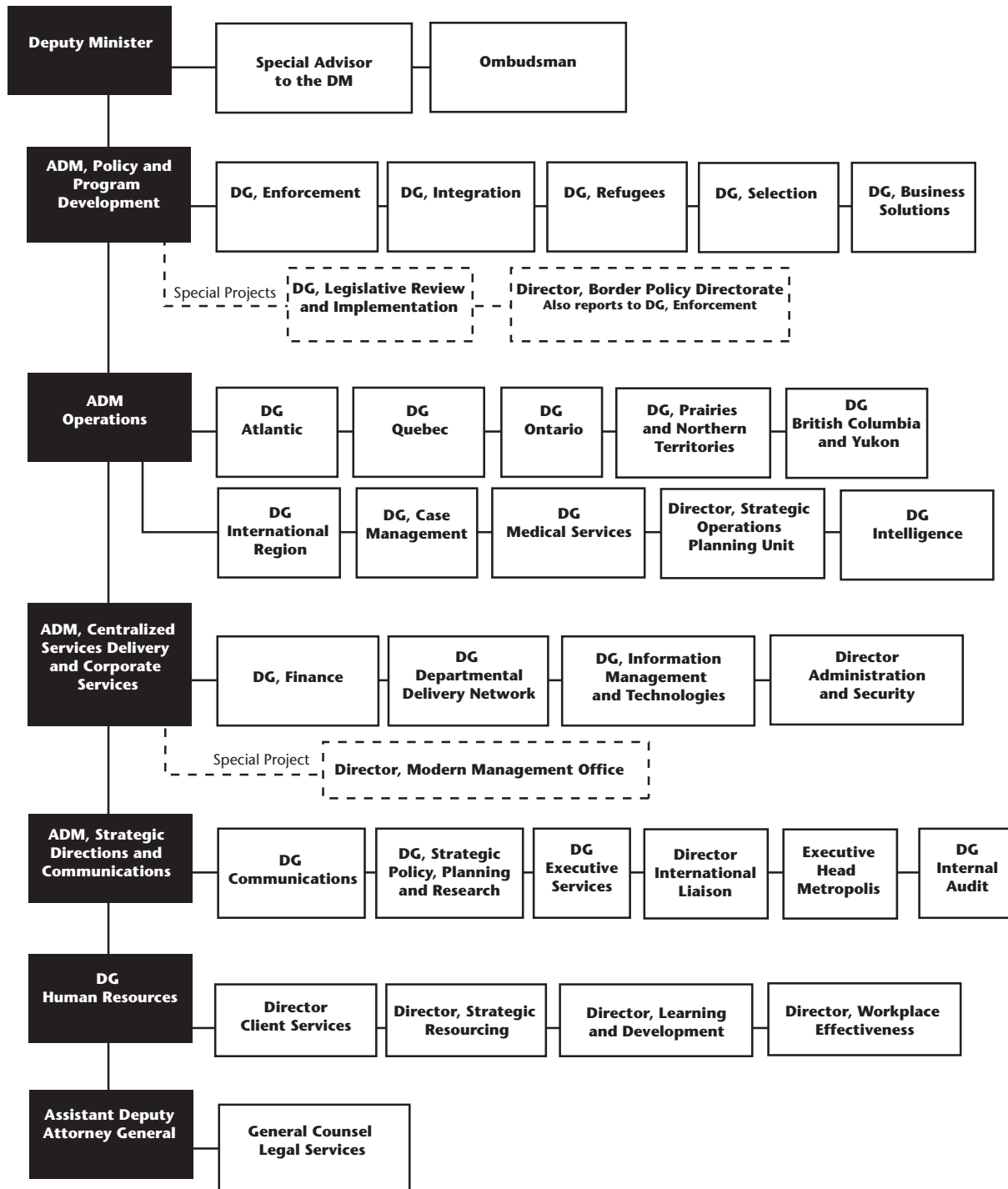
**Table 8: Contingent Liabilities (\$ millions)**

<b>Contingent Liabilities<sup>a</sup></b>	<b>March 31 2000</b>	<b>March 31 2001</b>	<b>March 31 2002</b>
1. Claims related to two individuals who, while under deportation order, were convicted of or accused of murder	10.0	10.0	10.0
2. Cases arising from the application of the provisions of the <i>Immigration Act</i>	7.7	23.0	17.7
<b>Total</b>	<b>17.7</b>	<b>33.0</b>	<b>27.7</b>

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

# Annexes

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