



Citizenship and
Immigration Canada

Citoyenneté et
Immigration Canada

ANNUAL REPORT
TO PARLIAMENT ON IMMIGRATION

2007



Canada

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Message from the Minister of Citizenship and Immigration



I am proud to present the Citizenship and Immigration Canada (CIC) 2007 Annual Report to Parliament on Immigration.

During this 60th anniversary of Canadian citizenship, I have been deeply moved by the many ceremonies that I attended this year. Witnessing these historic moments with new Canadians and their families has been a tremendous honour for me.

In my travels across the country since becoming Minister of Citizenship and Immigration, I have had the great pleasure of meeting many people from all over the world, newcomers who have found freedom and opportunity in a land that rewards hard work and appreciates cultural diversity.

This country benefits from the skills and enthusiasm that newcomers bring. Ensuring that Canada has the right people and skills that it needs to prosper in the 21st century involves making the best use of the human resources that we have, while providing Canadians with access to emerging employment opportunities through training, education and mobility.

Canada has one of the largest and best-known permanent immigration programs in the world, with approximately 250,000 new immigrants coming to this country each year. In addition to these newcomers, a further

200,000 temporary foreign workers and international students come to Canada to help respond to labour-market needs, support Canadian businesses and influence our culturally diverse communities.

Balancing the economic, family-reunification and refugee components of our immigration program, Canada welcomed over 251,000 newcomers in 2006. In 2008, we expect to welcome somewhere in the range of 240,000 to 265,000 newcomers.

My ongoing goal is to ensure that Canada's immigration program responds to our needs as a country in a way that is fair and transparent, and adheres to the rule of law, while protecting the health, safety and security of Canadians.

We are maximizing this country's social, cultural and economic benefits by working to respond to labour-market needs, attracting and retaining skilled foreign workers, and ensuring that we have the policies and programs in place to support the successful integration of newcomers to this country.

To help immigrants integrate into our communities, improve their language skills, and find work and family support, we allocated \$1.3 billion in settlement funding over five years.

Working with our provincial and territorial partners, we followed through on our commitment to enhance assessment and recognition of foreign credentials by opening the Foreign Credentials Referral Office in Canada.

In 2007, we also signed new agreements with Alberta and Nova Scotia concerning our shared immigration responsibilities. As well, we continued working with the other provinces and territories to uphold and implement our mutual commitments regarding immigration, as outlined in our agreements with them.

Working with Human Resources and Social Development Canada (HRSDC), Service Canada, and the provinces and territories, we implemented a series of administrative improvements to the Temporary Foreign Worker Program. As announced in Budget 2007, we are developing ways to make it easier, faster and less costly for employers to access the workers that they need, while also introducing measures to ensure that employers comply with program terms and conditions. We are also developing the Canadian Experience Class, a new avenue to immigration that will, under certain conditions, permit foreign students with Canadian credentials and work experience, as well as skilled temporary foreign workers who are already in Canada, to apply for permanent residence.

In 2007, CIC also launched a public information campaign directed at those who may have lost, or were at risk of losing, their citizenship or who wish to regain it. We also initiated a campaign aimed at permanent residents, reminding them that their permanent resident cards need to be renewed every five years for those traveling outside the country.

In 2007, we introduced Bill C-57 to amend the *Immigration and Refugee Protection Act* and protect foreign nationals coming to Canada to work from being exploited or abused. As well, Bill C-14, containing amendments to eliminate excessive distinctions in the way the *Citizenship Act* treats foreign-born children adopted by Canadian citizens, was passed in June.

This past year, we further demonstrated our humanitarian reputation as a country through our involvement in efforts to help those most in need. We continued to resettle Karen refugees from Myanmar who have been living in camps in Thailand. Canada accepted more than 800 Karen refugees in 2006, and will welcome 2,000 more over the next two years. As part of an international collaborative response, we committed to resettling 5,000 Bhutanese refugees over the next three to five years.

As part of our continuing work advancing service to clients, we improved electronic services at our overseas offices to allow foreign nationals to enquire about the status of their visa applications by e-mail from anywhere in the world.

As well, we recently announced the implementation of a pilot project that expands the Off-Campus Work Permit Program for international students to include selected private institutions in Manitoba and Alberta. As a result of this project, international students in qualifying programs will be able to gain valuable Canadian work experience.

I want to thank all CIC employees for their talent and expertise in promoting Canada as the truly great nation that it is. I would like to thank each of them for their hard work and dedication in this regard.

For more information on CIC and the work we are undertaking, please visit our Web site at www.cic.gc.ca.

The Honourable Diane Finley, P.C., M.P.
Minister of Citizenship and Immigration

Introduction to the Report



The *Immigration and Refugee Protection Act* (IRPA) came into effect on June 28, 2002, replacing the *Immigration Act* of 1976. Under section 94 of IRPA, the Minister of

Citizenship and Immigration is required to table an annual report in Parliament on Citizenship and Immigration Canada's (CIC's) immigration activities and initiatives (see Annex A). The report focuses on the selection of foreign nationals as permanent and temporary residents during the preceding calendar year (2006, in this case). The legislation also requires an overview of federal-provincial/territorial agreements and joint initiatives, as well as a gender-based analysis (GBA) of the impact of IRPA. The annual report also serves as the vehicle for announcing Canada's immigration plan for the upcoming calendar year (2008, in this case).

This report is divided into seven sections.

Section 1 presents an overview of the current context of Canada's immigration program, a review of some of the key challenges facing the Department and the initiatives it has developed in response. This section also provides a summary of Canada's immigration levels plan for 2008.

Section 2 focuses on CIC's partnerships with the provinces and territories. It outlines the bilateral agreements currently in force between the federal and provincial/territorial governments and describes major joint initiatives.

Section 3 summarizes activities and initiatives regarding the selection of permanent and temporary residents. It also provides key statistics relating to permanent and temporary residents admitted in 2006.

Section 4 outlines Canada's commitment to its humanitarian traditions and to the protection of refugees and others in need of protection and resettlement, including a statistical overview of the refugees and protected persons admitted in 2006.

Section 5 addresses settlement and resettlement programs, special initiatives to facilitate the economic and social integration of newcomers, and activities relating to the promotion of Canadian citizenship.

Section 6 describes CIC's policy framework for Gender-Based Analysis (GBA), reports on key GBA activities, and provides a statistical overview of gender differences in relation to key immigration statistics.

Section 7 offers concluding remarks.

SECTION 1

Making Immigration Work for Canada



Canada has long been a destination of choice for skilled immigrants. It has been active in the resettlement of refugees and it has played an important role in efforts to manage global migration. Maintaining this position in the coming years will require a significant commitment on Canada's part to ensure that its policies and programs are innovative, responsive and efficient, and that it contributes to effective responses to impending global challenges.

At one time, Canada was one of only a handful of countries actively recruiting immigrants. It is now seeing more and more competitors entering the field as all developed nations come face to face with the demographic reality of aging and shrinking populations. As well, some of the important source countries for Canada's immigration program, notably India and China, are themselves beginning to offer more opportunities at home for their skilled workers. At the same time, the number of displaced people – most of them unskilled – is predicted to grow substantially as the world population increases by 2 billion people by the year 2050, the vast majority of whom will be struggling to survive in megacities in the developing world.

Supporting Canada's Economy and Competitiveness

Immigration will play an increasingly important role in supporting Canada's economic prosperity and competitiveness. In a few short years, given our aging population, Canadians who leave school for the workplace will only offset the number of retirements. Immigration will therefore be a key source of labour force growth in the future. Moreover, the country is currently facing significant labour market shortages in some sectors and regions. Immigration can contribute to addressing both short- and long-term labour market needs by attracting people with the right mix of skills and talents to support economic growth today and in the future. With other industrialized countries confronting similar challenges with respect to sustaining population and economic growth, Canada will be operating in an increasingly competitive worldwide market for higher skilled workers.

Despite the success in bringing roughly a quarter of a million new permanent residents to Canada annually over the past few years, there are still many more individuals who would like to come to Canada. This high demand for immigration has pushed the overall inventory of applications beyond 850,000 individuals. Given this large and

growing inventory and the annual immigration levels plan tabled in Parliament, the challenge lies in balancing competing demands to process applications in a timely manner and to sustain high levels of client satisfaction. At the same time, CIC is committed to the timely processing of visitors, students and temporary workers applying to come to Canada. The volumes for these groups have increased steadily in recent years. The same resources are used for processing both permanent and temporary resident streams, so that increased demand in one stream puts pressure on the other.

Canada's immigration program is taking action to meet the diverse skill requirements of an expanding and dynamic economy and to address the growing inventory of applications. This means doing more to meet immediate and regional skills shortages and the longer-term needs of the labour market by attracting and retaining highly qualified and skilled workers. In this regard, the Government has already introduced improvements so that employers across Canada will be able to hire temporary foreign workers more quickly and easily to meet immediate skill shortages. As well, a new avenue to immigration, the Canadian Experience Class, will allow qualified individuals with Canadian skilled work experience, or with a combination of Canadian work and studies, to apply for permanent residence from within the country.

Bringing immigrants to Canada is only part of the challenge. Just as important is ensuring that they settle successfully upon arrival and integrate fully over the longer term. The challenges newcomers face are many: acquisition of English and/or French;

recognition of their credentials, skills and work experience acquired abroad; and familiarity with the norms of the Canadian workplace and society, to name just a few. It will be important to look at ways in which the current range of settlement programs and services – including those provided by provincial and community partners – can be improved to better help immigrants in the early settlement period. CIC is also committed to ensuring that the process of acquiring Canadian citizenship sets a solid foundation for newcomer integration into Canadian society over the long term.

2006 Levels

In the *2005 Annual Report on Immigration*, the Government committed to admit between 225,000 and 255,000 permanent residents in 2006. In the end, 251,649 permanent residents were admitted to Canada in 2006, close to the upper end of the range. Of these, 138,257 new permanent residents were selected under the economic stream, and 113,380 were selected under the non-economic family and humanitarian streams. It should be noted that, while the figures are reported in this manner, they reflect the criteria that was applied to assess eligibility for permanent residence when the application was submitted, not the intention of the applicant upon landing in Canada, nor the economic, social and cultural contributions that these new residents will make to Canada. For example, some new residents admitted under the economic categories do not enter the labour market, but rather attend school or contribute from the home. Conversely, research suggests that the majority of the new residents under

the non-economic category find employment within five years of landing and go on to make economic contributions.

Critical Partnerships

Because immigration is a shared jurisdiction under the Constitution, provinces and territories play a vital role in ensuring that the program succeeds. Within the federal realm, a number of departments and agencies play key partnership roles in the program. CIC shares responsibility for the administration of IRPA with the Canada Border Services Agency (CBSA), which is responsible for the enforcement provisions of IRPA and immigration processing at ports of entry. As well, CIC works closely with Human Resources and Social Development Canada (HRSDC), given its role in assessing labour market needs and supporting immigrant labour

market integration. Other federal partners include Service Canada, Industry Canada, Health Canada, the Public Health Agency, Public Safety Canada, the Royal Canadian Mounted Police (RCMP), the Canadian Security Intelligence Service, Canadian Heritage, Justice Canada, the Immigration and Refugee Board (IRB), the Department of Foreign Affairs and International Trade (DFAIT), and the Canadian International Development Agency. CIC also collaborates with non-governmental organizations (NGOs), community-based service providers and voluntary organizations to address immigrants' social and economic needs. Internationally, CIC tracks global trends and represents Canada's strategic interest in bilateral, regional and multilateral fora and organizations addressing migration-related issues.

Canada's Immigration Plan for 2008

CIC's commitment is to admit new permanent residents in 2008 within a planning range of 240,000 and 265,000 admissions. In this way, Canada's immigration program will continue to respond to the diverse skill requirements of an expanding and dynamic economy. To meet growing regional needs the Plan aims to admit a record number of provincial nominees. As well,

the Plan includes the introduction of the Canadian Experience Class, a new avenue to immigration that will permit, under certain conditions, temporary workers and foreign students with a Canadian credential to apply for permanent residence. Finally, the Plan will maintain the Government's commitments to support family reunification and humanitarian objectives.

Table 1: Immigration Levels Plan 2008

Immigrant Category	2008 Ranges	
	Low	High
Federal Skilled Workers	67,000	70,000
Quebec Selected Skilled Workers	25,000	28,000
Federal/Quebec Business	11,000	13,000
Live-in Caregivers	6,000	9,000
Provincial/Territorial Nominees	20,000	22,000
Canadian Experience Class	10,000	12,000
TOTAL ECONOMIC	139,000	154,000
Spouses, Partners and Children	50,000	52,000
Parents and Grandparents	18,000	19,000
TOTAL FAMILY	68,000	71,000
Government-Assisted Refugees	7,300	7,500
Privately Sponsored Refugees	3,300	4,500
Protected Persons in Canada	9,400	11,300
Dependants Abroad	6,000	8,500
TOTAL PROTECTED PERSONS	26,000	31,800
Humanitarian & Compassionate/Public Policy Permit Holders	6,900	8,000
	100	200
TOTAL OTHERS	7,000	8,200
TOTAL	240,000	265,000

SECTION 2

Federal-Provincial/ Territorial Partnerships



Since jurisdiction over immigration is a shared responsibility, effective collaboration between the federal government and the provinces and territories is essential to the successful management of the immigration program. Provincial and territorial governments are CIC's primary partners, and the shared goal is to make immigration programs responsive to the unique economic, social and labour market needs of each province and territory.

Under IRPA and the *Department of Citizenship and Immigration Act*, CIC's Minister has the authority, with the approval of the Governor-in-Council, to sign agreements with the provinces and territories to facilitate the coordination and implementation of immigration policies and programs. Table 2 provides a list of the key bilateral agreements currently in force, with their signing and expiry dates.

CIC currently has framework agreements with eight provinces (British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Quebec, Prince Edward Island and Nova Scotia) and one territory (Yukon). These agreements highlight immigration as a key area for bilateral collaboration and formalize how the two levels of government work together.

Agreements under the Provincial Nominee Program (PNP) are also in place with 10 jurisdictions (the Yukon and all provinces except Quebec), either as an annex to a framework agreement or as a stand-alone agreement. Under the PNP, provinces and territories have the authority to nominate individuals as permanent residents to address specific labour market and economic development needs. The *Canada-Quebec Accord* grants Quebec the authority to set annual immigration targets and the responsibility for selecting immigrants. Canada is responsible for selecting members of the Family Class and for determining the status of those claiming refugee status within Canada.

First-ever framework agreements were signed with Alberta on May 4, 2007, and with Nova Scotia on September 19, 2007. To meet the growing demand for labour, the limit on the number of immigrants that can be nominated through the PNP was removed, and the intention to develop annexes to facilitate the entry of temporary foreign workers was announced. In addition, a renewed PNP agreement with Newfoundland and Labrador, which came into force in November 2006, removed the limit on the number of provincial nominees.

In terms of settlement and integration services, there are three different models for service delivery. In the main model used in most

provinces and territories, settlement programs are administered by CIC regional offices and generally delivered by third parties such as community-based organizations. In Manitoba and British Columbia, responsibility for the delivery of settlement programs has been devolved to the provincial level through conditional contribution agreements. Quebec is unique in having full responsibility for the settlement and integration services offered in the province.

In November 2006, a Memorandum of Understanding (MOU) was signed by the federal government, the Ontario government and the City of Toronto. This marks the first time that municipal interests have been formally represented in immigration policy and program discussions. The MOU focuses on improving immigrant outcomes in areas such as access to employment, services, and educational and training opportunities, as well as citizenship and civic engagement.

Also, following through on commitments made under the *Canada-Ontario Immigration Agreement*, CIC and Ontario's Ministry of Citizenship and Immigration are working with the Association of Municipalities of Ontario to increase the involvement of Ontario's municipal governments in attracting and retaining immigrants, as well as ensuring their settlement and integration. This work focuses primarily on the needs of immigrants in smaller centres, as well as rural, northern and official language minority communities throughout the province. CIC is also providing the

province with funding to support the development of content for the Ontario immigration portal to promote Ontario municipalities to prospective immigrants and newcomers to Canada.

Under the auspices of the Atlantic Population Table, CIC continued to work with the Atlantic Canada Opportunities Agency, the four Atlantic provinces, and HRSDC to create a set of integrated initiatives that support increased immigration throughout Atlantic Canada and address local needs. In particular, CIC is collaborating in the development of initiatives to support focused immigration research and labour market integration of international students in Atlantic Canada.

Multilateral meetings are increasingly being used as a mechanism for discussing common approaches and concerns regarding immigration issues and for sharing best practices. During 2006–2007, CIC undertook two sets of consultations with provincial and territorial counterparts regarding the allocation and use of new settlement funding. In May 2007, federal, provincial and territorial ministers met to discuss immigration levels planning, labour market needs, foreign credential recognition, integration, and settlement funding. Through regular multilateral and bilateral interaction at the ministerial, senior official and working levels, CIC continues to strengthen its partnerships with the provinces and territories.

Table 2: Federal-Provincial/Territorial Agreements Currently in Force

	Date Signed	Expiry Date
<i>Agreement for Canada-British Columbia Co-operation on Immigration</i>	April 5, 2004 (Original signed in May 1998)	April 5, 2009
<i>Agreement for Canada-Alberta Cooperation on Immigration</i>	May 4, 2007	Indefinite
<i>Canada-Saskatchewan Immigration Agreement</i>	May 7, 2005 (Original signed in March 1998)	Indefinite
<i>Canada-Manitoba Immigration Agreement</i>	June 6, 2003 (Original signed in October 1996)	Indefinite
<i>Canada-Ontario Immigration Agreement</i>	November 21, 2005	November 21, 2010
<i>Canada-Quebec Accord</i>	February 5, 1991	Indefinite
<i>Canada-New Brunswick Agreement on Provincial Nominees</i>	January 28, 2005 Amended: March 29, 2005 (Original signed in February 1999)	Indefinite
<i>Agreement for Canada-Prince Edward Island on Immigration</i>	March 29, 2001 Extended: March 28, 2007	December 31, 2007
<i>Agreement for Canada-Nova Scotia Cooperation on Immigration</i>	September 19, 2007	Indefinite
<i>Canada-Newfoundland and Labrador Agreement on Provincial Nominees</i>	November 22, 2006 (Original signed in September 1999)	Indefinite
<i>Agreement for Canada-Yukon Co-operation on Immigration</i>	April 2, 2001 Extended: April 2, 2007	December 31, 2007

SECTION 3

Selecting Foreign Nationals as Permanent and Temporary Residents



CIC aims to ensure that the movement of people into Canada contributes to the country's social and economic interests, and meets its humanitarian

commitments while protecting the health, safety and security of Canadians. Canada's immigration program is based on non-discriminatory principles – foreign nationals are assessed without regard to race, nationality, ethnic origin, colour, religion or gender.

Selecting Permanent Residents

Overall, CIC maintains a balanced immigration program that contributes to meeting Canada's labour market needs while fostering family reunification and honouring the humanitarian principles of refugee protection. Permanent residents are persons who have not yet become Canadian citizens, but who have been allowed to live and work in Canada indefinitely, provided they meet the residency requirements and do not lose their status by reason of serious criminality, security, human rights violations, organized crime or misrepresentation. IRPA defines three basic classes of permanent residents: Economic, Family and Protected Persons.

A 50% reduction in the Right of Permanent Residence Fee became effective May 3, 2006. The intention is to make it easier and more attractive to come to Canada by reducing the costs associated with migration. This measure contributes to the Government's commitment to promote a welcoming and well-managed immigration program in Canada.

Other initiatives in 2006 included policy and planning work to develop options for facilitating the transition from temporary to permanent status. This culminated in the announcement in Budget 2007 of a proposed new avenue to immigration by permitting, under certain conditions, foreign students with Canadian credentials and skilled work experience, and skilled temporary foreign workers who are already in Canada to apply for permanent residence. This will allow qualified individuals with Canadian skilled work experience, or with a combination of Canadian work and studies, to make the transition to permanent status. The program is expected to lead to improved economic outcomes for newcomers in this class.

In addition, the interim policy on same-sex marriages was repealed in December 2006. As a result, same-sex marriages are now recognized for all immigration purposes as long as the marriage is legally recognized both under Canadian law and, where the marriage occurred outside of Canada, in the country where the ceremony occurred.

Applications Processed, Visas and Planned Admissions

In 2006, CIC worked with its partners in Canada and overseas to support the admission of 1.2 million temporary residents and more than a quarter-million permanent residents. Much of the work involved in making decisions on who is eligible to come to or remain in Canada is based on the verification of information provided and checks to ensure that these persons do not pose a security or health risk to Canada. In most cases, CIC's role begins when an application is submitted at any of the hundreds of points of service in Canada and abroad, and ends when a visa is issued overseas or an application is approved in Canada. CIC therefore controls all but one of the steps that lead to temporary or permanent admission to Canada: namely, when successful applicants and their families decide to travel to Canada. For a number of reasons, not every visa issued results in a person arriving, and in an average year, about 4% of visas are not used. In 2006, CIC processed approximately 360,000 applications for permanent residence both overseas and in Canada; some 217,000 visas were issued overseas, and more than 37,000 applications for permanent residence were approved in Canada.

Table 3 provides the number of new permanent residents admitted in 2006 under the various immigration categories.

Economic Class Immigrants

The Economic Class includes skilled workers, business immigrants, provincial nominees and live-in caregivers, as well as members of their immediate family. In recent years, approximately 55 to 60% of new permanent residents have been in this class. (Note that the figures in the Economic Class may include an applicant's spouse and children.)

■ Skilled Workers

IRPA places emphasis on the applicant's level of education, previous work experience, and knowledge of English or French. In addition, applicants with pre-arranged employment are awarded extra points. These skilled workers are also expected to have enough funds to support themselves and their dependants as they settle in Canada.

The Department expects that the new selection grid introduced by IRPA in June 2002 will have a positive impact on the long-term ability of skilled workers to integrate effectively and adapt to changing labour market circumstances. CIC will begin an evaluation in 2007–2008, to be completed in 2008–2009, that will monitor these changes and allow for an assessment of economic outcomes for the first year of settlement.

■ Business Immigrants

Business immigrants are selected on the basis of their ability to create jobs for themselves and other Canadian residents, to contribute capital to the Canadian economy, and to stimulate economic activity.

The three categories of business immigration are as follows:

- (1) The Entrepreneur Program is designed to attract immigrants with business experience that can be utilized in Canada. Within two years of their arrival, immigrants must hold at least one-third of the equity of a Canadian business, be actively involved in the management of that business, and employ at least one Canadian citizen or permanent resident.

- (2) Self-employed persons must demonstrate their ability and their intention to be self-employed upon arrival and to make a significant contribution to specific economic activities in Canada in the area of culture, athletics or farm management.
- (3) The Immigrant Investor Program (IIP) seeks to attract immigrants with business and capital management experience. Applicants must demonstrate that they have business experience and a minimum net worth of \$800,000. They are required to make an investment of \$400,000 that is used for economic development and job creation.

Under the IIP, as of April 1, 1999, CIC acts as an agent to allocate immigrant investor capital to participating provincial and territorial governments for their use in economic development initiatives. Newfoundland and Labrador, Ontario, British Columbia, Prince Edward Island, Manitoba and the Northwest Territories participate in the IIP. No new provinces or territories joined the program in 2006–2007; however, CIC is continuing discussions with other provinces that have expressed an interest in participating. As of March 31, 2007, CIC had outstanding gross allocations of some \$875.2 million to the provincial government funds operating under the new IIP.

CIC actively monitors some 40 immigrant investor funds from the pre-April 1999 IIP. The majority of the remaining funds are managed by provincial/territorial governments for investment in their respective economies. CIC ensures that partners managing the funds are in compliance with the 1976 *Immigration Act*.

■ Provincial and Territorial Nominees

The PNP allows provincial and territorial governments to participate actively in the immigration process. As noted in section 2, a number of provinces and territories have entered into agreements with the Government of Canada to designate immigrants who will meet their local economic needs. While these nominees must meet federal health and security admission criteria, they are not subject to the skilled worker selection grid for determining eligibility. This program has grown five-fold in the past five years.

The PNP has the potential to support efforts to encourage immigrants to settle outside Canada's three largest cities. Manitoba has the most active PNP and accounted for over 6,661 admissions in 2006, representing 66.3% of the 10,051 admissions in that province that year. In recent negotiations of PNP agreements with provinces and territories, clauses have been integrated that support official language minority communities.

CIC signed new agreements with Alberta, Nova Scotia, and Newfoundland and Labrador. See Table 2 for more details on federal-provincial/territorial agreements.

■ Live-in Caregivers

The Live-in Caregiver Program allows individuals residing in Canada to employ qualified foreign workers in their private residence when there are not enough Canadians and permanent residents to fill the available positions. Live-in caregivers must be qualified to provide care for children, sick or elderly people, or persons with a disability. Initially, successful candidates are granted temporary resident status and a work permit and, after two years, they are eligible to apply

for permanent resident status. In 2006, the maximum duration of the work permit for live-in caregivers was extended from one year to three years and three months.

Family Class Immigrants

Reuniting families is an important principle of Canada's immigration policy and legislation. Long-standing policy allows Canadian citizens and permanent residents to bring their family with them when they immigrate or to sponsor close family members for immigration to Canada (for more information, see www.cic.gc.ca/english/immigrate/sponsor/index.asp).

The Family Class is made up of people who join family members already settled in Canada. Canadian citizens and permanent residents who are 18 years of age or older may sponsor family members. Sponsors are responsible for addressing the essential needs of their family members upon arrival and ensuring that they do not become dependent on provincial social assistance systems for a period of three to 10 years, depending on their age and relationship to the sponsor.

Since 2003, CIC has placed particular emphasis on ensuring prompt and efficient processing to facilitate family reunification in Family Class priority cases (sponsored spouses, partners and dependent children). As a result, the percentage of Family Class priority cases processed within six months rose from 38% in 2002–2003 to 70% in 2006–2007. Nevertheless, inventories have been building up in the Parents and Grandparents category.

To address this issue, CIC introduced measures to increase the number of admissions in this category. As a result, 20,006 parents and grandparents were admitted overall in 2006.

CIC is committed to ensuring that only those Canadian residents who meet IRPA eligibility criteria are permitted to sponsor relatives for permanent residence in Canada. Since 2002, sponsors in arrears of court-ordered support payments have been ineligible to sponsor. Sponsors who default on their undertaking to support a family member cannot usually sponsor again unless they repay the province the amount of social assistance received by a sponsored immigrant.

Permanent Resident Status on Humanitarian and Compassionate Grounds

On an exceptional basis, IRPA gives CIC the authority to grant permanent resident status to individuals and families who would not otherwise qualify in any category, in cases where there are strong humanitarian and compassionate (H&C) considerations, or for public policy reasons. The purpose of these discretionary provisions is to provide the flexibility to approve deserving cases not anticipated in the legislation.

An evaluation framework was completed in December of 2006, as part of the ongoing review of the current H&C policy. The review will continue through 2007–2008 and is expected to identify areas where the policy may be improved.

Statistical Overview of Permanent Residents Admitted in 2006 and 2007

Immigration Targets for 2006

Canada's Immigration Plan for 2006, set out in the *Annual Report to Parliament on Immigration 2005*, indicated a target range for new permanent residents of 225,000 to 255,000. The plan underscored the Government's commitment to balancing immigration in the Economic, Family and Protected Persons classes, and to maximizing the social and economic benefits to Canada.

In 2006, a total of 251,649 people were admitted to Canada as permanent residents. This number falls within the planned target range of 225,000 to 255,000 permanent residents. The 2006 results represent a 4% decrease over the 2005 total of 262,236 newcomers. There are a variety of factors that explain this slight decrease in the level of admissions in 2006. First and foremost, 2005 saw a spike of 6,971 admissions in the Parents and Grandparents category, following a decision to increase the target. As well, on average, immigrants used their visas faster in 2005, with the standard time between visa issuance and immigrant arrival in Canada declining by close to 30 days in 2005. This resulted in almost one "extra" month of

admissions in 2005. Moreover, in 2005, the number of people with immigrant visas who chose not to use them dropped substantially compared with other years.

Of the newcomers admitted:

- 54.9% (138,257) were economic immigrants and their dependants in 2006, as compared to 59.61% (156,310) in 2005;
- 28% (70,506) were in the Family Class in 2006, as compared to 24.16% (63,352) in 2005;
- 12.9% (32,492) were protected persons in 2006, as compared to 13.64% (35,768) in 2005; and
- 4% (10,223) were granted permanent resident status on H&C grounds in 2006, as compared to 2.54% (6,653) in 2005.

Overall, in 2006, almost 55% of the new permanent residents were in the Economic Class, while just over 45% were in the non-economic classes. Table 3 provides more detailed breakdowns by immigration category and allows for a comparison with the 2006 Immigration Plan.

**Table 3: New Permanent Residents in 2006, by Immigration Category
(Compared to the Immigration Plan)**

	2006 Plan Target Ranges	Admitted	
		Number	%
ECONOMIC CLASS			
Skilled Workers	105,000 – 116,000	105,949	42.1
Business Immigrants	9,000 – 11,000	12,077	4.8
Provincial/Territorial Nominees	9,000 – 11,000	13,336	5.3
Live-in Caregivers	3,000 – 5,000	6,895	2.7
Total Economic Class (including dependants)	126,000 – 143,000	138,257	54.9
FAMILY CLASS			
Spouses, Partners, Children and Others	44,000 – 46,000	50,500	20.1
Parents and Grandparents	17,000 – 19,000	20,006	8.0
Total Family Class	61,000 – 65,000	70,506	28.1
PROTECTED PERSONS			
Government-Assisted Refugees	7,300 – 7,500	7,316	2.9
Privately Sponsored Refugees	3,000 – 4,000	3,337	1.3
Protected Persons in Canada	19,500 – 22,000	15,892	6.3
Dependants Abroad	3,000 – 6,800	5,947	2.4
Total Protected Persons	32,800 – 40,300	32,492	12.9
OTHERS			
Humanitarian and Compassionate Grounds/Public Policy	5,100 – 6,500	10,223	4.0
Permit Holders	100 – 200	159	0.1
Total Others	5,200 – 6,700	10,382	4.1
Category Not Stated	–	12	–
TOTAL		251,649	100

Source: Citizenship and Immigration Canada, *Facts and Figures 2006*

Table 4 breaks down the categories in the Economic Class for 2006 into principal applicants and their dependants. Overall, 40% of the immigrants selected in the Economic

Class were principal applicants who were evaluated on the basis of criteria developed to maximize their integration into the labour market or business world.

Table 4: Permanent Residents in the Economic Class in 2006, by Principal Applicant and Dependants

Economic Class	Total	Percentage	Principal Applicants	Dependants
Skilled Workers	105,949	76.6	44,163	61,786
Business Immigrants	12,077	8.7	3,342	8,735
<i>Entrepreneurs</i>	3,098	2.2	821	2,277
<i>Self-employed</i>	952	.7	320	632
<i>Investors</i>	8,027	5.8	2,201	5,826
Provincial/Territorial Nominees	13,336	9.7	4,672	8,664
Live-in Caregivers	6,895	5.0	3,547	3,348
Total Economic Class	138,257	100	55,724	82,533

Source: Citizenship and Immigration Canada, *Facts & Figures 2006*

Canada receives its immigrant population from over 200 countries of origin. As indicated in Table 5-A, 53.8% of new immigrants admitted

in 2006 came from 10 source countries. Table 5-B shows the breakdown of newcomers by region of origin.

Table 5-A: Permanent Residents Admitted in 2006, by Top 10 Source Countries

Country	Number	Percentage	Rank
China, People's Republic of	33,080	13.2	1
India	30,753	12.2	2
Philippines	17,717	7.0	3
Pakistan	12,332	4.9	4
United States	10,943	4.3	5
Iran	7,073	2.8	6
United Kingdom	6,542	2.6	7
Korea, Republic of	6,178	2.5	8
Colombia	5,813	2.3	9
France	4,915	2.0	10
Total – Top Ten Countries	135,346	53.8	
All Other Source Countries	116,303	46.2	
TOTAL	251,649	100	

Source: Citizenship and Immigration Canada, *Facts & Figures 2006*

Region	Number	Percentage
Africa and the Middle East	51,863	20.6
Asia and Pacific	126,480	50.2
South and Central America	24,306	9.7
United States	10,943	4.4
Europe and the United Kingdom	37,946	15.1
Source Area Not Stated	111	-
TOTAL	251,649	100

Source: Citizenship and Immigration Canada, *Facts & Figures 2006*

Table 6 demonstrates that, as in previous years, the most popular provinces of destination in 2006 were Ontario (50.0%), Quebec (17.8%) and British Columbia (16.7%).

Table 6: Permanent Residents Admitted in 2006, by Destination and Immigration Category

Category	Province													Total	
	NL	PE	NS	NB	QC	ON	MB	SK	AB	BC	YT	NT	NU		Not Stated
ECONOMIC CLASS															
Skilled Workers	155	24	792	193	23,629	54,445	594	537	8,823	16,688	17	49	-	-	105,949
Business Immigrants	0	9	114	19	1,642	4,303	44	24	321	5,601	0	0	0	0	12,077
Provincial/Territorial Nominees	77	423	863	967	32	470	6,661	960	956	1,924	3	0	0	0	13,336
Live-in Caregivers	7	0	5	12	649	3,417	76	61	1,121	1,528	9	10	0	0	6,895
Total Economic Class	239	456	1,774	1,191	25,952	62,635	7,375	1,582	11,221	25,741	29	59	-	-	138,257
FAMILY CLASS															
Spouses, Partners, Children and Others	100	46	465	230	8,268	26,001	1,011	402	4,801	9,109	31	24	7	5	50,500
Parents and Grandparents	12	0	45	19	951	12,348	321	75	1,877	4,346	-	10	0	-	20,006
Total Family Class	112	46	510	249	9,219	38,349	1,332	477	6,678	13,455	33	34	7	5	70,506
PROTECTED PERSONS															
Government-Assisted Refugees	124	49	149	151	1,749	2,367	522	494	913	798	0	0	0	0	7,316
Privately Sponsored Refugees	13	5	22	15	529	1,299	633	122	476	223	0	0	0	0	3,337
Protected Persons in Canada	8	0	35	12	3,461	11,145	61	10	588	577	-	-	-	0	15,892
Dependants Abroad	**	5	11	**	1,363	3,889	25	**	356	290	0	0	0	0	5,947
Total Protected Persons	145	59	217	178	7,102	18,700	1,241	626	2,333	1,888	-	-	-	-	32,492
Humanitarian and Compassionate Grounds/Public Policy															
Other*	14	4	83	28	2,386	6,111	92	37	479	982	-	-	0	1	10,223
Category Not Stated	-	0	-	0	18	111	-	-	6	-	0	0	0	0	159
	-	0	-	0	0	8	-	-	0	-	0	0	0	0	12
TOTAL	511	565	2,585	1,646	44,677	125,914	10,051	2,724	20,717	42,079	65	98	9	8	251,649
PERCENTAGE	0.20	0.22	1.03	0.65	17.75	50.04	3.99	1.08	8.23	16.72	0.03	0.04	0.00	0.00	100.00

Source: Citizenship and Immigration Canada, *Facts and Figures 2006*

NOTE: Due to privacy considerations, some cells in this table are replaced with the notation "-". As a result, components may not add up to the total indicated. * "Other" includes Post-Determination Refugee Claimants, Deferred Removal Orders and Temporary Resident Permit Holders.

** Due to small numbers, values for "Dependants Abroad" in these cases were grouped with "Protected Persons in Canada" for privacy considerations.

In terms of the language profile of permanent English or both official languages. residents admitted in 2006, 67% spoke French,

Immigrant Class	English	French	Both	Neither	Total
Family Class	35,627	2,903	2,728	29,248	70,506
Economic Immigrants – p.a.**	34,650	2,598	12,426	6,050	55,724
Economic Immigrants – s.d.**	37,968	3,609	5,883	35,073	82,533
Protected Persons	16,961	2,634	883	12,014	32,492
Other Immigrants	7,911	818	740	913	10,382
Category Not Stated	12	0	0	0	12
Total	133,129	12,562	22,660	83,298	251,649
Percentage	52.9	5.0	9.0	33.1	100

Source: Citizenship and Immigration Canada, *Facts & Figures 2006*

* Self-reported data.

** Where p.a. refers to principal applicants and s.d. refers to spouses and dependants.

Table 8 provides a mid-year report on the number of people in the various immigration categories who became permanent residents between January and June 2007. The admissions for 2007 are generally on target in relation to the 2007 Immigration Plan.

Table 8: New Permanent Residents Admitted in 2007 (January to June)			
	2007 Plan Target Range	Admissions (Jan.-June)*	Percentage of Plan**
ECONOMIC CLASS			
Skilled Workers	116,000 – 128,000	44,111	38.0%
Business Immigrants	9,000 – 11,000	4,391	48.8%
Provincial/Territorial Nominees	13,000 – 14,000	8,130	62.5%
Live-in Caregivers	3,000 – 5,000	2,616	87.2%
Total Economic Immigration (including dependants)	141,000 – 158,000	59,248	42.0%
FAMILY CLASS			
Spouses, Partners and Children	49,000 – 50,000	23,629	48.2%
Parents and Grandparents	18,000 – 19,000	8,231	45.7%
Total Family Class	67,000 – 69,000	31,860	47.6%
PROTECTED PERSONS			
Government-Assisted Refugees	7,300 – 7,500	2,561	35.1%
Privately Sponsored Refugees	3,000 – 4,500	1,414	47.1%
Protected Persons in Canada	10,600 – 12,000	6,328	59.7%
Dependants Abroad	5,000 – 6,800	2,471	49.4%
Total Protected Persons	25,900 – 30,800	12,774	49.3%
OTHERS			
Humanitarian and Compassionate Grounds/Public Policy	6,000 – 7,000	5,588	93.1%
Permit Holders ***	100 – 200	56	56.0%
Total Others	6,100 – 7,200	5,644	92.5%
Category not stated		1	n.a.
TOTAL	240,000 – 265,000	109,527	45.6%

* Based on data as of September 17, 2007.

** Percentage of Plan is calculated using the low end of the 2007 Plan.

*** Includes a small number of people granted permanent residence under the Post-Determination Refugee Claimants and Deferred Removal Order Class.

Selecting Temporary Residents

In addition to selecting permanent residents, Canada's immigration program provides for the temporary entry of:

- foreign workers and business people who are important to our economic growth;
- foreign students attracted by the quality of our educational system; and
- visitors.

These temporary residents contribute to Canada's economic development by filling gaps in the labour market, enhancing trade, and purchasing goods and services.

Foreign nationals wishing to come to Canada as temporary residents must show that they will respect the conditions that apply to temporary residents. Individuals who apply to come to Canada as temporary residents must satisfy the visa officer abroad that they are in good health (in some cases, a medical examination may be required); have not committed a crime; do not pose a threat to Canada's security; have a valid passport or travel document; have enough money to support themselves and their family members while in Canada; will leave Canada voluntarily at the end of their authorized stay; and meet all other requirements under IRPA.

Foreign Workers

CIC facilitates the temporary entry of workers needed to address labour market shortages and to provide other economic opportunities for Canadians such as job creation and the transfer of new skills and knowledge. With a

few exceptions, foreign workers must have an approved job offer and a work permit before arriving in Canada. CIC works in close collaboration with HRSDC to ensure that the admission of foreign workers does not adversely affect employment opportunities for Canadian citizens or permanent residents.

In 2006, CIC admitted 112,658 foreign workers for whom employment was authorized, to fill skill gaps in the domestic labour market. This total represents an increase of about 13% over the level of 99,141 recorded in 2005.

In many cases, before a work permit can be offered to a foreign worker, HRSDC must provide a Labour Market Opinion (LMO) regarding the employer's job offer. In addition, HRSDC can enter into agreements with specific sectors that are experiencing serious labour shortages to help expedite the issuing of the necessary work permits. In certain circumstances, foreign nationals in Canada can receive a work permit without having the job offer approved by HRSDC, for example, under the *North American Free Trade Agreement* or for intra-company transfers. In 2006, approximately 50% of the work permits issued did not require an LMO. As well, some foreign workers do not need a work permit issued by CIC. (For more information on specific cases allowed under IRPA, see www.cic.gc.ca/english/work/apply-who-nopermit.asp.) Specific hiring criteria may also apply to some sectors and professions, including universities, seasonal agriculture, movie production and performing arts, information technology, and live-in caregiving.

CIC is actively involved in initiatives to further facilitate the entry of temporary foreign workers into Canada. Requests for the entry of

foreign workers have been processed more quickly thanks to ongoing discussions at the federal and provincial/territorial levels and with stakeholders in certain sectors with acute labour shortages. In addition, work by HRSDC and CIC is well underway to support a series of improvements to the Temporary Foreign Worker Program. These improvements are designed to reduce processing delays and respond more effectively to regional labour and skill shortages.

Key initiatives in 2006 included extending the maximum duration of the work permit for temporary foreign workers with less formal training from 12 months to up to 24 months; extending the maximum duration of the work permit for live-in caregivers from one year to three years and three months; and expediting the process for employers hiring foreign workers by allowing, at the workers' request, work permit applications to be processed at the same time as applications for an LMO with HRSDC.

Foreign Students

Foreign students bring with them new ideas and cultures that enrich the learning environment within Canadian educational institutions. Foreign students who enter Canada on temporary visas may also be an important source of future immigrants in the skilled worker category since they are well prepared for the Canadian labour market.

To obtain a study permit, candidates must submit an application to a visa office outside Canada for approval. With the introduction of IRPA, foreign nationals taking a course or participating in a short program of study that is less than six months in duration no longer require a study permit. This exemption also

applies to minor children already in Canada whose parents are not temporary residents in the visitor category (for further information on minor children studying in Canada, see www.cic.gc.ca/english/study/study-minors.asp) and to all family members or employees of foreign representatives in Canada. The number of foreign students entering Canada in 2006 totalled 61,703, a rise of 9% from the previous year's total of 55,975.

Building on the success of the pilots for off-campus work opportunities for foreign students, the Minister announced in April 2006 the national roll-out for the Off-Campus Work Permit Program, which will allow foreign students to gain valuable Canadian work experience. Foreign students will be able to work off campus during their course of study and for up to two years after graduation. (For more details on this new program, please visit www.cic.gc.ca/english/study/index.asp.)

Visitors

Under IRPA, every foreign national wishing to visit Canada must have a temporary resident visa before arriving in Canada unless they are from countries specifically exempted in the *Immigration and Refugee Protection Regulations*, or unless they benefit from certain other limited exceptions, for example, being members of the diplomatic corps. At present, citizens from 146 countries require temporary resident visas to visit Canada. Currently, 46 countries are visa-exempt. The list of countries requiring visas to enter Canada can be found at www.cic.gc.ca/english/visit/visas.asp.

Tourists and business visitors make a significant contribution to our economy by creating a demand for services in the hospitality sector and allowing Canadian businesses to benefit

from their specialized expertise. In 2006, CIC processed applications from 987,378 persons seeking temporary resident visas as tourists and business visitors to Canada, approximately a 7% increase over the previous year (920,664 persons). Millions of additional foreign visitors from countries whose citizens do not require a visa to travel to Canada also cross our borders every year.

In addition to the above, 123,266 visitor records were issued to foreign nationals on entry into Canada. These include, for example, foreign nationals who want to stay in Canada for over six months without working or studying, visitors who intend to work but are not required to obtain a work permit, and business visitors under the *North American Free Trade Agreement* who provide after-sales service for longer than two days.

In the continuing World Trade Organization negotiations concerning trade in services, Canada tabled a revised offer to liberalize further rules and regulations on the temporary entry of certain business persons. However, future negotiations have been postponed indefinitely. CIC contributed to the federal government initiative to improve the accessibility and quality of information about Canada to tourists and business visitors by providing content on temporary entry rules and regulations on the Going to Canada Web site at www.goingtocanada.gc.ca/Going_To_Canada-en.htm.

Temporary Resident Permits

As part of the Department's commitment to protecting victims of human trafficking, guidelines were released in May 2006 which

encourage immigration officers to issue possible victims a short-term temporary resident permit (TRP). A longer-term TRP can be issued when it is established that the person is a victim of trafficking. The initial permit is fee-exempt. The permit gives access to health care and counselling via the Interim Federal Health Program (IFHP). The guidelines were further refined and updated in June 2007.

Subsection 24(1) of IRPA authorizes designated officers to issue temporary resident permits to foreign nationals whom they believe are inadmissible or who do not meet the requirements of the Act. These permits are issued when there are compelling reasons to admit an otherwise inadmissible individual into Canada. In exercising their discretion, officers must take into consideration any instructions issued by the Minister under subsection 24(3), and weigh the risk to Canada against the reason for permitting temporary residence. Issued for a limited period and subject to cancellation at any time, TRPs give CIC the flexibility to address exceptional circumstances or cases affecting the national interest.

Table 9 indicates the number of TRPs issued in 2006, categorized according to grounds of inadmissibility under IRPA. In 2006, 13,412 permits were issued, with approximately 11% (1,426) representing TRPs issued to foreign nationals who continued to maintain their status as permit holders from within Canada. Of the total, 203 individuals were issued permits in light of ministerial instruction. The balance was authorized by departmental officials. The authority to issue TRPs is shared between delegated CIC officials and CBSA officials working at ports of entry.

Table 9: Temporary Resident Permits Issued from January 1 to December 31, 2006*

Description of Inadmissibility	Provision under IRPA	Permits
Security (espionage, subversion, terrorism)	34(1)(a), (b), (c), (d), (e) and (f)	29
Human or International Rights Violations	35(1)(a), (b) and (c)	20
Serious Criminality (convicted of an offence punishable by a term of imprisonment of at least 10 years)	36(1)(a), (b) and (c)	982
Criminality (convicted of a criminal act or of an offence prosecuted either summarily or by way of indictment)	36(2)(a), (b), (c) and (d)	7,421
Organized Criminality	37(1)(a) or (b)	1
Health Grounds (danger to public health or public safety, excessive burden)	38(1)(a), (b) and (c)	243
Financial Reasons (unwilling or unable to support themselves or their dependants)	39	28
Misrepresentation	40(1)(a), (b), (c) and (d)	18
Non-Compliance with Act or Regulations (no passport, no visa, work/study without permit, medical/criminal check to be completed in Canada, not examined on entry, etc.)	41(a) and (b)	4,387
Inadmissible Family Member	42(a) and (b)	202
No Return Without Prescribed Authorization	52(1)	81
TOTAL		13,412

* In 2005, the number of permits reported represented the total number approved. However, the statistics in the above chart include the number of TRPs utilized to enter or remain in Canada in 2006.

SECTION 4

Maintaining Canada's Humanitarian Tradition



There are millions of refugees worldwide, the majority of whom have been living in refugee camps for a very long time. According to statistics released by the United Nations High Commissioner for Refugees (UNHCR), the number of refugees around the world increased to almost 10 million by the end of 2006, reversing a declining trend which had seen the number of refugees reaching 8.4 million in 2005, the lowest level since 1980.

CIC plays a significant role in maintaining Canada's humanitarian tradition by offering protection in Canada for refugees and persons in need of protection, and through active participation in multilateral and bilateral international fora on refugee protection. Each year, Canada protects many thousands of people through the in-Canada refugee protection system and the resettlement of refugees selected abroad.

Convention refugees are individuals who, because of a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group, or political opinion, are outside their country of nationality or habitual residence, and are unable or unwilling by reason of that fear to return to that country.

In conformity with the United Nations Convention Against Torture, protection may be

granted to individuals who are already in Canada and whose removal to their country of nationality or former habitual residence would subject them to risk of torture, risk to life, or cruel and unusual treatment or punishment.

Refugees selected abroad fall into two categories: government-assisted and privately sponsored. In addition to Convention refugees, resettlement is extended to individuals who do not fully meet the definition of a Convention refugee but are seriously and personally affected by civil war, armed conflict or massive violations of human rights.

As part of the international community, Canada is engaged in helping to find comprehensive solutions for protracted refugee situations, and supporting efforts to help emerging democracies look for ways to solve many of the problems that create refugee populations in the first place.

Canada's Role in International Protection

Canada's international and domestic refugee protection agenda continues to be challenged by international events, the increased number of refugees and internally displaced persons worldwide, and the related security concerns and human rights issues. Canada participates in various international fora to influence discussions and the future directions of multilateral partnerships and strategies. CIC has remained an active participant in

international discussions on protection through the Executive Committee of the UNHCR, the Inter-Governmental Consultations on Asylum, Refugees and Migration Policies, and the Trans-Atlantic Dialogue with the European Union (Canada-EU Partnership Agenda/Trans-Atlantic Dialogue). The United Nations High Commissioner for Refugees, António Guterres, visited Canada in November 2006, at which time Canada announced a \$1-million contribution to the Mexico Plan of Action for initiatives to strengthen refugee resettlement capacity in the Latin American region.

Resettlement of Refugees from Abroad

Through the Refugee and Humanitarian Resettlement Program, Canada works closely with international partners, including the UNHCR, to select for resettlement in Canada refugees from abroad for whom there is no other durable solution available within a reasonable period of time. This group includes refugees found to be disproportionately more at risk than the general refugee population. With the Resettlement Assistance Program (RAP), CIC helps government-assisted refugees (GARs) settle in Canada. The Government's efforts are supplemented by private sponsorships in accordance with the Private Sponsorship of Refugees (PSR) Program. Under this program, sponsorship organizations and groups of individuals also assist refugees and other people in similar circumstances in rebuilding their lives in Canada.

To be eligible under the GAR and PSR programs, individuals must be unable to return to their country of nationality or habitual residence, or to remain in the country that has granted them temporary protection — the first

country of asylum. They must also undergo a medical examination, and security and criminality checks.

In 2006–2007, CIC continued to use the refugee resettlement program more strategically, in order to have a greater impact on international protection needs. This was achieved by working with other government departments, the international community and other resettlement countries to find more durable solutions for refugees.

In response to the UNHCR's appeal to the international community to address the humanitarian crisis in Iraq, CIC agreed to accept an additional 500 referrals beyond the previous commitment to resettle 900 Iraqis in 2007, and is prepared to make a multi-year commitment for 2008 and beyond.

In 2006, as part of a multilateral effort to reduce the number of refugees in Thailand, CIC selected 810 Burmese Karen refugees from refugee camps in Thailand. The majority have since arrived in Canada. In early 2007, CIC interviewed and selected an additional 1,850 Karen refugees from two refugee camps in Thailand. The first groups arrived in Canada in June 2007.

In 2006, Canada strategically engaged in international fora to improve deplorable camp conditions and find durable solutions for 26,000 Burmese Rohingya refugees who are currently living in two refugee camps in a difficult and protracted situation in Bangladesh. To support these efforts, CIC selected 23 refugees for resettlement, the majority of whom have since arrived. In 2007, Canada will accept approximately 70 Rohingya refugees.

An estimated 108,000 Bhutanese refugees have resided in camps in southeastern Nepal

since the early 1990s. During the past several years, Canada has been working with international partners and the UNHCR to achieve a comprehensive solution. In May 2007, Canada announced that it has agreed to resettle up to 5,000 Bhutanese refugees over the next three to five years.

The Resettlement Assistance Program

CIC offers financial support and immediate essential services to help GARs resettle in Canada and integrate into Canadian society. Through RAP, the Government ensures the delivery of essential services (such as reception services at the port of entry, temporary accommodation, assistance in finding permanent accommodation, and financial orientation) through contribution agreements with service provider organizations (SPOs). This program also provides income support for up to one year in most cases, and up to two years for refugees with special needs, such as victims of trauma or torture. In addition, the IFHP provides emergency and essential health-care coverage until refugees are eligible for provincial health-care programs. It also provides access to supplementary health-care services such as eyewear, dental and pharmacare for 12 months from the day of landing. This program is available to all resettled refugees upon arrival in Canada.

In 2006–2007, CIC continued to develop and promote effective relationships with SPOs responsible for the delivery of RAP. In February 2007, CIC held the National RAP Conference in Vancouver, B.C., which was attended by 240 delegates from SPOs, provinces, national and international NGOs, and CIC. The conference was an opportunity for SPOs to share experiences, develop skills, and provide

recommendations to make settlement programming more focused on the needs of refugee clients. In addition, the joint CIC-SPO RAP Working Group held multiple consultative meetings throughout the year to develop strategies to improve outcomes for refugees.

In response to the 2004 RAP evaluation, CIC continued to enhance the program in order to meet the immediate and essential needs of GARs more effectively. Enhancements include increased support programming and income supports for GARs. Additional income support included an increase in RAP allowances to match increases in social assistance rates by the provinces, and the introduction of a new monthly school allowance for children. Programming enhancements in 2006 included a new life skills orientation program for resettled refugees who need basic life skills education, and an overall increase in the funded hours of RAP service support for each GAR. These refinements give service providers greater flexibility to respond to the particular needs of resettled refugees.

The Private Sponsorship of Refugees Program

In addition to government support, refugees receive assistance to resettle in Canada from private sponsorship organizations representing religious, ethnic and community groups, and from groups of five or more individuals. Through the PSR Program, these groups take on the responsibility of providing refugees with accommodation, resettlement assistance and emotional support for up to one year. In exceptional circumstances, this assistance can be extended for up to three years for refugees with special needs such as victims of trauma and torture, or women and children at risk.

Over the past year, both CIC and the private sponsorship community have acknowledged the need for continued efforts to strengthen their relationship and to maintain clearer lines of communication in order to address program challenges. In addition to ongoing engagement through the NGO-Government Committee on the PSR Program, CIC undertook a formal evaluation of the program in 2006. The results of the evaluation can be found at www.cic.gc.ca/english/resources/evaluation/psrp/psrp-summary.asp.

As a means to improve the program, and as a special effort to reduce the inventory, Sponsorship Agreement Holders voluntarily cut back on the number of applications they submitted in 2006 by over 30%, and CIC increased the number of PSR cases it processed. This resulted in the smallest annual increase in inventory size in over five years, and further impact on the inventory size is expected to be felt in 2007–2008. The upper end of the PSR target was raised to 4,500 for 2007 to provide greater flexibility in responding to emerging refugee populations and in addressing protracted refugee situations. In addition, CIC continued to fund a refugee eligibility training program to help private sponsors with refugee identification. Further steps to strengthen the program will be identified following a PSR Program conference that is expected to take place in the fall of 2007.

The Immigration Loans Program

In accordance with IRPA, CIC also manages the Immigration Loans Program. Geared primarily to refugees from abroad seeking permanent residence in Canada, these loans are intended

to cover the pre-entry medical examination, transportation costs to Canada, and expenses associated with initial settlement in Canada.

The current limit on the loan fund is \$110 million, of which outstanding loan accounts totalled \$38.1 million as of March 31, 2007. Loan collection will continue to be managed with due diligence to maintain the strong recovery rate for repayment – currently at 91%.

In 2006–2007, CIC contributed \$1.2 million from RAP towards alleviating the loans of some refugees with special needs (namely, seniors, refugees with health issues, single parents with large families). In addition, Parliament gave its approval to write off \$978,102 in immigration loans in the 2006–2007 final supplementary estimates.

Protection for Individuals Who Make Refugee Protection Claims in Canada

In addition to refugees selected abroad for resettlement, protection can be extended to individuals who seek asylum upon or after their arrival in Canada. The IRB, an independent administrative tribunal, oversees a quasi-judicial process that determines claims for refugee protection made in Canada. For further information on the IRB, please see www.irb-cisr.gc.ca. This process is designed to ensure fair and consistent decision making in accordance with Canadian law and Canada's international obligations and humanitarian traditions. The IRB hears refugee protection claims referred by CIC and the CBSA.

In 2006, a total of 22,944 individuals made a claim for refugee protection across Canada.

This represents an increase of 14% over the 2005 total of 19,761 (the 2004 total was 25,521). In 2006, the IRB approved 47% of all cases for which it rendered final decisions.

Persons whose claim for protection has been accepted may apply for permanent residence for themselves and dependants or close family members, whether in Canada or abroad. However, if the claim for protection is refused, the individual is informed of the reasons in writing and is required to leave the country. A person whose claim is refused and who must leave the country may apply to the Federal Court for a judicial review. A judge of that court decides whether leave will be granted. In most cases, a person has the right to remain in Canada pending the outcome of the judicial review. Refused claimants may also apply to CIC for a Pre-Removal Risk Assessment (PRRA) before removal from Canada. The PRRA process ensures that the risk to the individual is assessed before that person is removed from Canada, particularly in cases where there has been a change in situation in the country of nationality, or new evidence indicates that the person needs protection. Most successful PRRA applicants may apply for permanent residence

in Canada under the Protected Persons category. The IFHP provides supplementary and basic health-care coverage for refugee claimants during the period in which they do not qualify for provincial medical insurance.

Statistical Overview of Protected Persons Admitted in 2006

With the admission of 7,316 GARs and 3,337 privately sponsored refugees in 2006, the planned targets for these two categories of resettlement of refugees overseas were met, as was the target for admissions of dependants abroad of protected persons in Canada. The number of protected persons in Canada admitted in 2006 was 15,892, which was short of the planned range. The number of inland protected persons admitted to Canada is largely dependent on the number of persons making asylum claims in Canada and the number of whom are found to be in need of Canada's protection. It is not unusual for these numbers to vary significantly from one year to the next, reflecting changing conditions in source countries.

Category	2006 Plan	Number Admitted	Percentage
Government-Assisted Refugees	7,300 – 7,500	7,316	22.5
Privately Sponsored Refugees	3,000 – 4,000	3,337	10.3
Protected Persons in Canada	19,500 – 22,000	15,892	48.9
Dependants Abroad	3,000 – 6,800	5,947	18.3
TOTAL PROTECTED PERSONS	32,800 – 40,300	32,492	100

SECTION 5

Integrating Newcomers



The successful settlement and integration of new immigrants is an important objective under IRPA. In order to maximize the economic, social and cultural benefits of immigration, newcomers should be enabled to fully participate in Canadian society and have access to the same quality of life that Canadians enjoy.

Settlement Services for Newcomers

Each year, newcomers receive settlement services and programs to help facilitate their successful integration into Canada. CIC's core settlement programming consists of the Immigrant Settlement and Adaptation Program (ISAP), Language Instruction for Newcomers to Canada (LINC) and the Host Program. In all three programs, services are delivered by service providers such as community-based organizations through formal contribution agreements with CIC.

Through federal-provincial agreements, British Columbia, Manitoba and Quebec assume direct responsibility for the design, administration and delivery of settlement programs and services to newcomers who settle in these provinces.

Several important initiatives were started in 2006. A prime example is the Government's commitment to increase immigration settlement funding by \$307 million over two years, announced in May 2006. Budget 2007 confirmed funding from Budget 2006 and announced funding for the remaining three years for a total of \$1.3 billion over five years and \$342 million per year ongoing. With this funding, CIC expects to enhance current settlement programs to help newcomers overcome the barriers and challenges faced during the settlement process. In addition to enhancing current programs, a part of the new funding was used for client-centred pilot initiatives across the country as one aspect of the development of a new approach to settlement programming.

Immigrant Settlement and Adaptation Program

The objective of ISAP is to help newcomers settle and integrate into Canadian society so that they can participate in Canadian life as soon as possible. This program funds the delivery of services, such as providing general information on life in Canada, translation and interpretation, referral to community resources, solution-focused counselling, and basic employment-related services. ISAP also provides funding to SPOs to undertake "service-bridging" activities with other community organizations, and special projects

aimed at complementing and improving the delivery of settlement services.

ISAP services include the Canadian Orientation Abroad (COA) Initiative. COA is aimed at orienting future newcomers to life in Canada before their arrival. Different COA modules are designed to meet the needs of a diverse clientele. Topics include an introduction to Canada, the settling-in period, employment and education, rights and responsibilities, climate, finding a place to live, living in a multicultural society, the cost of living, family life, communications, and adapting to life in Canada. During 2006–2007, 13,831 people received COA training in approximately 24 countries overseas.

Along with COA, CIC's strategy for the development and delivery of settlement information includes print publications, the Going to Canada Immigration Portal and a video called *Canada Day to Day*.

Language Instruction for Newcomers to Canada

The LINC Program provides basic language training to adult newcomers in one of Canada's official languages. Aimed at facilitating social, cultural and economic integration into Canada, LINC courses are provided, either on a full- or part-time basis, through school boards, colleges, community organizations, workplaces or community settings. The program also provides information that helps acquaint participants with the Canadian way of life.

CIC is committed to focusing on the French delivery of its program in order to raise the current level of service. In 2005–2006, CIC funded the Centre for Canadian Language Benchmarks to perform a review of the lexical

semantics and syntax of the French version of the Canadian Language Benchmarks (*Standards linguistiques canadiens 2002*). The new document, entitled *Niveaux de compétence linguistique canadiens 2006*, was validated in 2006–2007.

Host Program

The Host Program is a volunteer-based program whereby newcomers are matched with Canadian volunteers who help them learn about available services in their community, practise their English or French, participate in community activities, understand the Canadian labour market, and find job contacts in their field. By connecting newcomers to Canadians, the program promotes inclusion and diversity, improves cross-cultural understanding, and helps reduce racial stereotyping. Over 4,988 clients received Host-related services in 2006.

Special Initiatives to Facilitate Integration into the Labour Market

Canada welcomes thousands of skilled immigrants every year who want to contribute to the country's need for skilled workers. However, many newcomers are finding it challenging to enter the labour market due to issues such as the lack of recognition of foreign credentials and experience, and difficulties associated with language and literacy skills in one of the official languages.

HRSDC, working in close collaboration with CIC, led extensive interdepartmental and intergovernmental stakeholder consultations to develop the mandate, activities and governance structures for the creation of the Foreign Credentials Referral Office (FCRO),

which was announced as part of Budget 2007. Launched in May 2007, the FCRO is a new federal office located within CIC to help internationally trained individuals find the information and access the path-finding and referral services they need to put their skills to work when they arrive in Canada. The FCRO is also working closely with partners across jurisdictions and with employers and other stakeholders to strengthen foreign credential assessment and recognition processes in Canada.

The Enhanced Language Training (ELT) Initiative benefits newcomers and employers and has shown that it can facilitate the integration of newcomers into the Canadian labour market. The initiative has helped immigrants improve their language, pronunciation and workplace skills, as well as improve their self-confidence through a variety of bridge-to-work activities and services. Many employers have participated by providing mentors or opportunities for job placements; in return, many have benefited by successfully recruiting newcomers into their enterprise.

The Second National ELT Conference was held in November 2006, bringing together provincial and territorial representatives and service providers involved in delivering advanced language training to skilled newcomers in all jurisdictions (except Nunavut and the Northwest Territories), to share lessons learned and promising practices.

Also in 2006, the management and monitoring of ELT contribution agreements with service provider agencies was decentralized to further integrate the delivery of settlement and integration services in communities across Canada, and to provide ongoing local support to these service provider agencies.

Three years after the launch of ELT, over 246 projects are completed or underway, providing services to an estimated 9,000 skilled newcomers. Based on the data collected by SPOs, findings confirm that, on balance, ELT is reaching its target audience of skilled newcomers. And, most importantly, services are being provided that help these newcomers improve their language skills, become more familiar with the Canadian workplace and make contacts in their professional field.

The ELT Initiative has been undergoing its formative evaluation, and the evaluation report is expected in the fall of 2007.

The Going to Canada Immigration Portal, developed by CIC and HRSDC, offers comprehensive and integrated information to prospective and new immigrants to assist them in preparing to live, work and study in Canada. Work continues on the development of portal tools and content, and agreements have been put in place with provinces and territories.

Immigrants for Francophone Minority Communities

In the past year, CIC has made significant progress toward enhancing the vitality of Francophone minority communities (FMCs). To help achieve this objective, the Department works with partners to promote Francophone immigration and integration into Canadian communities outside of Quebec.

In 2006, the CIC-FMCs Steering Committee, co-chaired by CIC and a representative of the FMCs, launched its *Strategic Plan to Foster Immigration to Francophone Minority Communities*. The plan will be carried out by the Implementation Committee, formed in January 2007, as well as by a variety of regional

committees made up of representatives from various levels of government and FMC members. The Steering Committee's mandate was also renewed for five years in 2007.

Activities that support FMCs take place both in Canada and in targeted French-speaking areas abroad. CIC undertakes numerous awareness-raising sessions and communications activities, providing potential French-speaking immigrants with relevant, up-to-date information. Examples of such activities include *Destination Canada*, held in Paris, Nice and Brussels; *Promotion Canada*, held in Rabat; and student promotion fairs in Tunis. CIC and the provinces have also worked with the Canadian education and employment sectors to target students and potential immigrants.

CIC has also supported activities for the referral of French-speaking refugees to Canada. A particularly successful project involved the referral of 149 refugees from East Africa's Great Lakes region. These refugees will be arriving in Canada sometime this year. CIC also supports projects that build awareness and the capacity of FMCs to receive and welcome refugees.

To promote the integration of French-speaking newcomers into Canadian society, CIC has funded numerous projects through support to the provinces and territories, and through direct support to service providers. Such projects develop awareness and capacity in FMCs, and provide tools and support for French-speaking immigrants. For example, through CIC's ELT Initiative, educational institutions in Ontario received funding to provide targeted labour market language training for French-speaking immigrants. Tools

and services have also been developed to meet the specific needs of women and youth in FMCs.

In light of CIC's mandate, awareness of the importance of linguistic duality and of FMC priorities is an integral part of the Department's work. Events, discussions and publications continue to promote understanding throughout the Department. CIC is also incorporating the FMC perspective into many of its policy, program and reporting structures. For example, the *Strategic Plan to Foster Immigration to Francophone Minority Communities* provided a modified definition of French-speaking immigrants. This definition is intended to ensure that French-speaking immigrants who settle outside Quebec can integrate and contribute to the growth of FMCs. It makes attainment of the objective of increasing immigration to FMCs a more ambitious goal, but also a more significant one, and CIC will explore new ways to achieve it. CIC also continues to include linguistic clauses in all new and renewed federal-provincial/territorial agreements.

In many ways, CIC has led by example with respect to enhancing the vitality of FMCs and supporting linguistic duality. Under the amended *Official Languages Act*,¹ federal institutions now have the enforceable obligation to take "positive measures" to implement the Government's commitment outlined in Part VII of the Act. In the *2006-2007 Annual Report* of the Commissioner of Official Languages, CIC received an exemplary rating and was showcased as a success story for taking "positive measures."

¹ The *Official Languages Act* was amended on November 25, 2005. The amendment increases the accountability of federal institutions with respect to implementation of Part VII of the Act.

Canadian Citizenship

Obtaining citizenship is a significant step in the integration process for newcomers because it signifies full participation in Canadian life. In 2006, Canadian citizenship was granted to 259,802 individuals.

Immigrants to Canada with permanent residence status have a qualified right to apply for citizenship once they have lived here for three years. With high immigration levels from 2000 to 2006 – more than 225,000 per year – the number of people applying for citizenship has increased. Over the past couple of years, there has been an increase in the number of long-term permanent residents who have decided to apply for citizenship because of such factors as the need for a permanent resident card, the imposition by the U.S. of visa and border screening mechanisms for many of Canada's permanent residents, and policy changes in some countries allowing their citizens to hold multiple nationalities.

With the increased demand for Canadian passports and the media attention given to citizenship, the CIC Web site has been updated to provide more information to persons who have concerns about their citizenship status. Publications are being created or updated to address these concerns. CIC has collaborated with Service Canada, Passport Canada and DFAIT in order to update partner Web sites.

Bill C-14, *An Act to Amend the Citizenship Act (adoption)*, received Royal Assent in June 2007. It will allow a foreign-born child adopted by a Canadian citizen after February 14, 1977 to access citizenship without first having to become a permanent resident. CIC supported Bill C-14 through the House of Commons and is taking steps to prepare for implementation,

including conducting consultations with the provinces and stakeholders on the proposed content of regulations.

More recently, operational policy and procedures were implemented following the Minister's announcement in January 2007 to identify and facilitate applications for citizenship for individuals who have been residing most of their lives in Canada and had a reasonable but mistaken belief they were Canadian citizens. A Citizenship Fees Remission Order was approved in March 2007, providing the authority to remit citizenship fees for these individuals who are under consideration for, or granted, citizenship under section 5(4) of the *Citizenship Act* and who meet certain conditions provided in the Remission Order.

In addition, in March 2007, following a pilot launched in December 2006, CIC joined phase one of the RCMP Real Time Identification project, which allows for the transmission of electronic fingerprints. This will reduce processing times for citizenship applicants who are required to submit fingerprints.

Promotional Activities

Citizenship promotion activities are an important instrument for the continued integration of newcomers and new citizens into Canadian society. Several initiatives were started in 2006 in support of this objective. For example, CIC launched the Enhanced Citizenship Ceremonies Initiative in order to make ceremonies more meaningful and interactive for new and established Canadians, and to encourage community participation. Some of the activities implemented as part of this initiative include holding receptions after most ceremonies, encouraging candidates for

citizenship to share their story during the ceremony, inviting members of the community to ceremonies held in CIC offices and not just to ceremonies held off site, and increasing the number of established Canadians who reaffirm their citizenship at ceremonies. A total of 2,999 citizenship ceremonies took place in 2006–2007.

Special events at the national level include the National 4-H Citizenship Seminar, held in partnership with the Canadian 4-H Council; the Rotary Club of Ottawa *Adventure in Citizenship*, held in partnership with the Rotary Club of Ottawa; special ceremonies held across the country on Canada Day and during Veterans' Week; and a Sunset Ceremony, held in partnership with the RCMP. Canada's Citizenship Week, which takes place in the third week of October, provides an opportunity for all Canadians to reflect on the value of citizenship, the meaning of being Canadian, and the rights, privileges and responsibilities of citizenship.

In 2006, planning and organizing continued for the 60th anniversary of the Canadian citizenship campaign, which was launched during a special citizenship ceremony at the Supreme Court of Canada on February 16, 2007. Seventeen families from across the country participated. This ceremony was broadcast live on national television and created a lot of interest in citizenship. Thirty youth reaffirmed their commitment to Canada during this ceremony, and the Governor General of Canada administered the oath of citizenship. The 60th anniversary campaign launched new promotional materials including a pin, logo, banners, ceremony program covers and other promotional products.

Canada's Action Plan Against Racism

A key challenge in ensuring effective integration involves reaching out to community partners and engaging a broad spectrum of Canadians in facilitating the integration of newcomers. CIC is an active participant in *A Canada for All: Canada's Action Plan Against Racism*. Led by the Department of Canadian Heritage, this plan provides an overarching approach across federal departments and agencies to build a society free from racism, and a partnership between governments and civil society. CIC's contribution to this multi-departmental endeavor is the Welcoming Communities Initiative (WCI). The WCI supports a range of anti-racism activities intended to foster more inclusive and welcoming communities, and to promote the full participation of newcomers in Canadian society. Under the WCI, funding is allocated to provinces for anti-racism activities directed at youth and adult newcomers, their communities and community-serving organizations. Projects, therefore, will promote the empowerment of newcomers to effectively confront racism, and communities and organizations will be supported in combatting racism internally. In 2006, a national call for proposals was implemented to support national anti-racism activities over 2006–2008. As a result of this process, CIC entered into six national funding relationships, four of which represented new partnerships. Projects include:

- a tool kit for smaller centres to attract and retain newcomers to Canada, which includes ways to reduce racism and discrimination at the community level (Inter-Cultural Association of Greater Victoria);

- discussion groups regarding the effects of internalized racism and an anti-racism tool kit designed to address internalized racism and to educate immigrant women about the laws against racist behaviour and the recourses available to help them stand up to instances of racism (Alberta Network of Immigrant Women);
- a partnership approach between the Settlement sector and the Family Resource Programs (FRP) sector to enhance family-related programming to ensure that newcomers can access programs that are respectful of cultural differences and respond to the unique needs of immigrant families; also included is the translation of parenting resources into six languages, and the development and translation of an FRP brochure (Canadian Association of Family Resource Programs);
- youth focus groups, workshops and multi-media tools to document racialized immigrant struggles and strategies related to racism and workplace conflict (Canadian Labour Congress);
- an anti-racism curriculum designed to support settlement workers and an anti-racism tool kit for newcomers designed to raise awareness of the realities of racism, highlight existing legal protection against discrimination based upon race, and identify ways to confront racism when it is encountered (National Anti-Racism Council of Canada); and
- a searchable on-line database and discussion paper on existing anti-racism resources and promising practices (Carleton University-Research Resource Division for Refugees).

SECTION 6

Gender-Based Analysis of the Impact of the *Immigration and Refugee Protection Act*



IRPA includes a requirement to report annually on the impact of this legislation and the corresponding regulations from the perspective of gender-based analysis

(GBA). The legislative requirement to report on gender-related impacts is unprecedented in federal statutes.

GBA is not a stand-alone activity or product. While it is an ongoing analytical process that supports more informed decision making and better public policy, it represents only one aspect of the analysis undertaken in policy formulation, program development, management and evaluation. Gender impact analysis focuses on important social and economic differences between men and women, and between different groups of men and women over their life cycles. It seeks to examine existing and proposed policies, programs and legislation to ensure that they are having their intended effects and producing fair results.

In early 2005, CIC launched the *Strategic Framework for Gender-Based Analysis (2005–2010)*. The framework sets out the strategic objectives and principles for GBA and the steps that will be taken to strengthen capacity and performance throughout the Department.

Central to the framework's implementation are the GBA branch plans, which identify priority issues for gender-based analysis of the impact of IRPA. Five branches have developed GBA plans: Refugee, Integration, Immigration, Risk Mitigation, and Strategic Policy.

The Department was reorganized in April 2006, and the GBA function was transferred to the Corporate Services Sector. This step affords greater opportunities to integrate GBA into the planning and reporting processes. In addition, the CIC Policy Committee, which guides departmental policy directions, priorities and decision making, will provide an oversight role to ensure that gender considerations are taken into account in the policy development process.

Gender Impacts of IRPA: Highlights of Branch Activities

Data Gathering

A literature review of gender-based settlement needs and barriers as well as information gathered from SPOs, provinces and territories facilitated an analysis of relevant challenges, drawing attention to those issues distinct to either women or men. The analysis examines trends in the newcomer population as a whole and draws links to gender issues particular to

sub-groups such as youth, seniors, labour-market entrants, Francophone immigrants, and refugees. A gender-sensitive lens on settlement programming will help with upcoming initiatives to refine newcomer services so that they can reduce barriers, better serve needs, and improve settlement outcomes for both men and women.

Another literature review of integration challenges and outcomes for refugees was conducted, including the different settlement and integration needs of female and male refugees. This research highlighted gender-differentiated integration outcomes, and will inform future integration programs and policies for resettled refugees.

CIC-Francophone Minority Communities Steering Committee

One of the key directions of the *Strategic Plan to Foster Immigration to Francophone Minority Communities* is better integration of immigrants and refugees already in FMCs, which proposes to continue supporting vulnerable clients, such as women. In addition, the Action Plan 2006–2007, 2007–2008 and 2008–2009, Implementation of Section 41 of the *Official Languages Act*, proposes integration-support actions by paying special attention to the more vulnerable client groups, such as women and children. During 2006, a project was conducted to develop communication tools on diversity awareness

and to facilitate the integration of French-speaking women from ethnocultural communities in New Brunswick.

Monitoring of Safe Third Country Agreement

Last year, CIC committed to establishing baseline data regarding gender impacts and trends over time for the Canada-United States Safe Third Country Agreement. A gender-based analysis was undertaken to inform ongoing monitoring and review processes associated with this Agreement.

Table 11 shows that the proportion of female claimants at the border has been comparable to that of the total claimant population over the past five years. The proportion of females among total claimants and among border claimants has remained relatively constant, with a slight increase over the last five years (42% in 2002 and 45% in 2006). With the exception of a slight increase in the proportion of females among minor border claimants over last year (47% in 2005 and 49% in 2006), the proportion of minors among total claimants and border claimants has also remained relatively constant over the last five years. This preliminary analysis continues to suggest that the Agreement has not been a strong deterrent, and that women and minors continue to want to make asylum claims in Canada and were eligible to do so under the terms of the Agreement.

Table 11: Proportion of Applicants by Women and Minors, 2002-2006

Claim Year	Gender		Age		
	% Female Among Total Claimants	% Female Among Border Claimants	% Minors Among Total Claimants	% Minors Among Border Claimants	% Female Among Minor Border Claimants
2002	42%	43%	21%	29%	48%
2003	42%	41%	22%	30%	47%
2004	43%	44%	21%	28%	47%
2005	44%	47%	20%	28%	47%
2006	45%	46%	20%	26%	49%

Source: Citizenship and Immigration Canada, *Facts and Figures 2006*

Claims for refugee protection from persons who arrive at a Canadian land border port of entry from the United States are ineligible unless they fall within an exception. These exceptions are consistent with the principles established in IRPA that favor family reunification and protection of the best interests of the child.

According to Table 12, 47% of non-U.S. citizen border claimants who were granted an

exemption were female. This figure compares closely with 46% of females among total border claimants and 47% among total exceptions. Although the total number of unaccompanied minor refugee claimants remained unchanged in 2006, the proportion of female claimants decreased to 35%. Given the particular vulnerability of this subgroup, and the Government's commitment to considering the best interests of the child, this category will continue to be monitored closely.

Table 12: Exceptions by Gender, 2006

Type of Exceptions	Number of Exceptions Granted	% Female
Total Claims – Non-U.S. Citizens	3,489	47%
Relative	1,737	47%
Moratorium Country	1,672	48%
Had Canadian Visa	9	33%
Unaccompanied Minor	49	35%
No CDN Visa Required	22	46%

Source: Citizenship and Immigration Canada, *Facts and Figures 2006*

Immigration Policy and Programs

CIC supported the Government's introduction of amendments to IRPA to help prevent vulnerable foreign workers from being exploited or abused. The amendments would give the Minister of Citizenship and Immigration the authority to issue instructions giving immigration officers the discretion to deny work permits to otherwise admissible individuals, including those applying to work as exotic dancers, who could be vulnerable to humiliating and degrading treatment, including sexual exploitation, in Canada.

Preliminary results indicate that while the majority of H&C applicants from 1992 to mid-2006 were men (57%), women had a higher acceptance rate (65% compared to 54%). When examined by age, adult women in all age groups had an acceptance rate that ranged from 10 to 17% higher than that of men, with the greatest differential being for those aged 56 to 65. However, the acceptance rates between male and female children were roughly the same.

To complement the guidelines for protecting victims of human trafficking described in section 3 of this report, CIC, in cooperation with the CBSA, is developing training programs for front-line officers to raise awareness of trafficking. Although international data indicate that trafficking in persons is mostly aimed at women and children, men can also be victims. This finding will be reflected in the training materials on trafficking in persons.

In the Coming Year

A range of other initiatives and activities will continue during the coming year. CIC will update the training material used in departmental GBA training. It will also consider developing new tools that could support the implementation of GBA. For CIC, the focus will be put on strengthening the branches' capacity to do GBA and provide support as it is required.

CIC will incorporate GBA considerations into the review of the Entrepreneur Immigration Program. Also, as announced in Budget 2007, CIC has committed to creating a new avenue to immigration for Canadian-educated foreign students and experienced temporary foreign workers. Based on current trends, it is possible that this initiative will create avenues for more female immigrants to apply to stay permanently in Canada. Creating an immigration opportunity for Canadian-educated foreign students and experienced temporary foreign workers may create more gender balance in the Department's immigration programs. The design of the new program will include gender considerations. As well, impacts by gender will continue to be monitored once the initiative is implemented.

CIC has recently begun negotiations with the provinces and territories on an evaluation framework for PNPs, and intends to inform provinces and territories of departmental GBA requirements. Further to stakeholder consultations on the Live-in Caregiver Program, a GBA will be conducted regarding the extension of work permits to a maximum of three years and three months, as announced in February 2007. In addition, a Results-based Management Accountability Framework for off-campus work permits and postgraduates will be updated in 2007 and will include a GBA.

GBA will be included in the Regulatory Impact Analysis Statements for all proposed regulatory changes concerning social immigration policy and programs. Analysis of data related to the H&C policy will continue to take gender considerations into account.

The PRRA and the Safe Third Country initiatives have been selected as IRPA priority areas for GBA. In addition, a more detailed gender and diversity analysis of protected persons admissions will be undertaken. The Guardianship Protocol and RAP have been identified as areas for future GBA.

IMMIGRANT CATEGORY	Male		Female		TOTAL
	Number	%	Number	%	
ECONOMIC CLASS					
Skilled Workers	56,251	46.0	49,698	38.4	105,949
Business Immigrants	6,273	5.1	5,804	4.5	12,077
Provincial/Territorial Nominees	6,995	5.7	6,341	4.9	13,336
Live-in Caregivers	2,377	2.0	4,518	3.5	6,895
Total Economic Class (including dependants)	71,896	58.8	66,361	51.3	138,257
FAMILY CLASS					
Spouses, Partners, Children and Others*	19,585	16.0	30,913	23.8	50,500
Parents and Grandparents	8,931	7.3	11,075	8.6	20,006
Total Family Class*	28,516	23.3	41,988	32.4	70,506
PROTECTED PERSONS					
Government-Assisted Refugees	3,811	3.1	3,505	2.7	7,316
Privately Sponsored Refugees	1,802	1.5	1,535	1.2	3,337
Protected Persons in Canada	8,434	6.9	7,458	5.8	15,892
Dependants Abroad	2,644	2.2	3,303	2.5	5,947
Total Protected Persons	16,691	13.7	15,801	12.2	32,492
OTHER					
Humanitarian and Compassionate Grounds/Public policy	4,957	4.1	5,266	4.1	10,223
Other**	81	0.1	78	0.1	159
Total Other	5,038	4.2	5,344	4.2	10,382
Category Not Stated	5	0.0	7	0.0	12
TOTAL*	122,146	100	129,501	100	251,649

Source: Citizenship and Immigration Canada, *Facts & Figures 2006*

* Information on gender is not available for two persons in this category.

** "Other" includes Post-Determination Refugee Claimants, Deferred Removal Orders and Temporary Resident Permit Holders.

Table 14: 2006 Permanent Residents in the Economic Class, by Principal Applicants versus Spouses/Dependents and by Gender

ECONOMIC CLASS	Principal Applicants		Spouses and Dependents	
	Male	Female	Male	Female
Skilled Workers	31,053	13,110	25,198	36,588
Business Immigrants	2,803	539	3,470	5,265
<i>Entrepreneurs</i>	709	112	947	1,330
<i>Self-Employed</i>	228	92	271	361
<i>Investors</i>	1,866	335	2,252	3,574
Provincial/Territorial Nominees	3,568	1,104	3,427	5,237
Live-in Caregivers	164	3,383	2,213	1,135
TOTAL ECONOMIC CLASS	37,588	18,136	34,308	48,225

Source: Citizenship and Immigration Canada, *Facts and Figures 2006*

SECTION 7

Conclusion and Key Challenges for the Future



Immigration is a defining feature of Canada's development as a nation and its path to the future. Much of what our country stands for today has been built on and shaped by immigrants of the past, and newcomers will continue to significantly contribute to Canada's economic prosperity in decades to come. CIC is strongly committed to harnessing this strength by laying the foundation for attracting and retaining immigrants, and for successfully integrating them upon arrival in Canada.

In the past year, concrete steps have been taken to build on our capacity to support newcomers in their early settlement period, and to ensure that we have the human resources we need to enhance our competitiveness on the global stage. These included additional resources to settlement services, and measures to further build our capacity to assess and recognize foreign credentials. Legislative action has also been taken to provide all Canadians with certainty of their citizenship status. We also continued to make our mark on the global humanitarian effort through resettling those who are most in need of protection, and meeting the needs of those who are victims of trafficking. How migration is managed globally is an important consideration in Canada's policy and program development. Through its active international

engagement, CIC continued to work with other governments and regional and multilateral organizations to influence the international migration agenda.

While Canada's immigration system provides a strong foundation upon which to build, a fundamental challenge facing the system is the large and growing inventory of applications, which results in long wait times for clients. CIC is obligated to process all applications that it receives until a final decision is reached. Application intake far exceeds CIC's annual admission levels. As a result, application inventories, particularly in the Skilled Worker category, continue to put pressure on program delivery, hinder system responsiveness and erode public confidence. These pressures are exacerbated by the continuing increase in the temporary immigration workload, essential to meeting immediate labour market needs, as both the permanent and temporary streams are managed by the same network. Looking ahead, actions to control application intake and bring down the inventory are critical to meeting Canada's immigration objectives.

CIC continues to focus on client service. In 2006, measures were taken to facilitate and simplify the process for temporary residents (in particular, students and temporary workers), permanent residents (especially skilled workers) and refugees. The operational policies and procedures concerning citizenship were amended in order to speed up the processing

of exception cases and to regularize the situation of the affected applicants. These concrete actions demonstrate the Department's willingness to put forth solutions that reconcile Canadians' economic, social and humanitarian interests with the legitimate aspirations of an immigrant clientele being courted by a growing number of industrialized, and even developing, countries. The stakes are high, and resources are limited. Thus, it is more important than ever to target initiatives to invest in and to work with partners at all levels to provide quality information and services in a

timely fashion. The Department's approach is progressive, responsive to changing needs and centred on client satisfaction. In 2007, CIC will continue working to make service delivery more effective while offering clients innovative options using reliable, modern and secure technology.

These efforts are part of an ongoing commitment to meet the economic and social needs of Canada, to uphold its humanitarian tradition, and to make immigration work for Canada today and in the future.

Annexes



Annex A: Section 94 of the *Immigration and Refugee Protection Act*

The following is an extract from the 2002 *Immigration and Refugee Protection Act*, outlining the requirements for CIC's *Annual Report to Parliament*.

Reports to Parliament

94. (1) The Minister must, on or before November 1 of each year or, if a House of Parliament is not then sitting, within the next 30 days on which that House is sitting after that date, table in each House of Parliament a report on the operation of this Act in the preceding calendar year.

(2) The report shall include a description of

- (a) the activities and initiatives taken concerning the selection of foreign nationals, including measures taken in cooperation with the provinces;
- (b) in respect of Canada, the number of foreign nationals who became permanent residents, and the number projected to become permanent residents in the following year;
 - (b.1) in respect of Canada, the linguistic profile of foreign nationals who became permanent residents;
- (c) in respect of each province that has entered into a federal-provincial agreement described in subsection 9(1), the number, for each class listed in the agreement, of persons that became permanent residents and that the province projects will become permanent residents there in the following year;
- (d) the number of temporary resident permits issued under section 24, categorized according to grounds of inadmissibility, if any;
- (e) the number of persons granted permanent resident status under subsection 25(1); and,
- (f) a gender-based analysis of the impact of this Act.

ANNEX B: GLOSSARY

Asylum Claimants

Refugee claimants are temporary residents in the humanitarian population category who request refugee protection upon or after arrival in Canada. A refugee claimant receives Canada's protection when he or she is found to be a Convention refugee as defined by the United Nations 1951 Geneva Convention Relating to the Status of Refugees and its 1967 protocol, or when found to be a person needing protection based on risk to life, risk of cruel and unusual treatment or punishment, or danger of torture as defined in the Convention against Torture.

Business Immigrants

Business immigrants include three classes of immigrants: investors, entrepreneurs and self-employed people. Business immigrants become permanent residents on the basis of their ability to become economically established in Canada. Spouses and children of business immigrants are also included in this category.

Convention Refugees

Persons who, by reason of a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group, or political opinion, are (i) outside their countries of nationality and unable or, by reason of that fear, unwilling to avail themselves of the protection of those countries; or (ii) not having a country of nationality, are outside the country of their former habitual residence and unable or, by reason of that fear, unwilling to return to that country.

Economic Immigrants

People selected as permanent residents for their skills and ability to contribute to Canada's economy, including skilled workers, business people, live-in caregivers and provincial nominees.

Entrepreneurs

Immigrants admitted to Canada as permanent residents by demonstrating that they

- have managed and controlled a percentage of equity in a qualifying business for at least two years in the period beginning five years before they apply; and
- have a legally obtained net worth of at least CAN\$300,000.

Family Class

A class of immigrants to Canada made up of close relatives of a sponsor in Canada, including a spouse, common-law partner or conjugal partner; dependent children; parents and grandparents; children under age 18 whom the sponsor intends to adopt in Canada; brothers, sisters, nephews, nieces and grandchildren who are orphans under age 18; and any other relative, if the sponsor has no relative as described above, either abroad or in Canada.

Family Members

Family members include the spouse, common-law partner or conjugal partner, and dependent children, or the children of dependent children of a permanent resident. A dependent child is either a biological child or an adopted child. Children are considered dependent if they meet one of the following conditions:

- they are under age 22 and unmarried or not in a common-law relationship;
 - they have been full-time students since before age 22, attend a post-secondary educational institution and have been substantially dependent on the financial support of a parent since before age 22 and, if married or a common-law partner, since becoming a spouse or a common-law partner; or
 - they are age 22 or over and have been substantially dependent on the financial support of a parent since before age 22 because of a physical or mental condition.
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Foreign Students

These temporary residents have been approved by an immigration officer to study in Canada. Study permits identify the level of study and the length of time the individual may study in Canada. Students do not need a study permit for courses of six months or less if they will finish the course within the period of stay authorized upon entry, which is usually six months. Before June 28, 2002, students did not need a study permit for English- and French-as-a-second-language courses of three months or less. Every foreign student must have a student authorization, but may also have been issued other types of permits or authorizations.

Foreign Workers

These foreign nationals have been authorized to enter and remain in Canada, on a temporary basis, as workers. This category excludes foreign students and people who have been issued employment authorizations for humanitarian reasons. Most foreign workers must have an employment authorization, but may also have other types of permits or authorizations.

Government-Assisted Refugees

Government-assisted refugees are people who are selected abroad for resettlement to Canada as Convention refugees under IRPA or as members of the Convention Refugees Abroad Class, and who receive resettlement assistance from the federal government.

Investors

These immigrants are admitted to Canada as permanent residents because they

- have business experience as defined in the Regulations;
- have a legally obtained net worth of at least CAN\$800,000; and
- have invested CAN\$400,000 before receiving a visa.

The Government of Canada allocates the investment to participating provinces and territories, which guarantee the investment and use it to develop their economies and create jobs. The investment is repaid, without interest, after five years.

Live-in Caregivers

Temporary residents of Canada who have successfully completed the equivalent of Canadian secondary school; have six months of full-time training in a field or occupation related to that for which they are seeking a work permit; are able to speak, read and understand English or French at a level sufficient to communicate effectively in an unsupervised situation; and sign an employment contract with the future employer. Participants in this program may apply for permanent resident status in Canada after completing two years of live-in caregiving employment within three years of arrival in Canada.

Permanent Residence for Protected Persons in Canada

People who have been determined to be protected persons by the Immigration and Refugee Board in Canada or through the Pre-Removal Risk Assessment, and who have been granted permanent residence as a result.

Principal Applicant (Business Applicant)

The person who best meets the definition for one or more of the types of business immigrants or in whose name the application for immigration is made.

Principal Applicant (Economic Applicant)

The person who is likely to earn the most points in the self-assessment or in whose name the immigration application is made.

Privately Sponsored Refugees

Refugees selected abroad for resettlement to Canada who receive resettlement assistance from private sources.

Protected Persons

Persons who have been determined to be Convention refugees or persons in similar circumstances abroad, persons whom the Immigration and Refugee Board determines to be Convention refugees or persons in need of protection in Canada, and most persons with a positive Pre-Removal Risk Assessment.

Provincial Nominees

Immigrants selected by the provinces and territories for specific skills that will contribute to the local economy. The Regulations establish a Provincial Nominee Class, allowing provinces and territories having agreements with CIC to nominate a certain number of workers. A nominee must meet federal admissibility requirements, such as those related to health and security, but is not subject to the selection grid applied to federal skilled workers.

Self-Employed Persons

Immigrants who have shown that (i) they can and intend to create their own employment in Canada; and (ii) they can contribute significantly either to the Canadian economy as farmers or to the cultural or athletic life of Canada.

Skilled Workers

Immigrants selected for their skills to help ensure their success in a fast-changing labour market. The Regulations stress education, English or French language abilities, and work experience involving certain skills, rather than specific occupations.

