

Federal-Provincial Agreements

Canada

Ontario

Alberta

Provincial Nominee Program

British Columbia

Manitoba

Prince Edward Island

Provincial Programs

Northwest Territories

New Brunswick

Local Immigration Partnerships

Saskatchewan

Provincial Policies

Nova Scotia

UNIVERSITY
of GUELPH

CHANGING LIVES
IMPROVING LIFE

Cross-Jurisdictional Scan of Immigration Policies Across Canada

July 2014

Project Director: Dr. Wayne J. Caldwell
Report prepared by: Bakhtawar Khan

School of Environmental Design and Rural Development
University of Guelph, Guelph, Ontario

Executive Summary

Immigration policy has evolved in response to the changing needs of Canada's economy, in general, and the needs of provinces and territories, in particular (Makarendo, 2011). This cross-jurisdictional scan was conducted to outline the varying policies governing immigration efforts. The document summarizes the federal-provincial and territorial agreements for Alberta, British Columbia, Manitoba, Ontario, Nova Scotia, Newfoundland and Labrador, Northwest Territories, New Brunswick, and Saskatchewan. The federal-provincial agreements suggest that all provinces and territories prioritize immigration for economic development purposes. In addition, the provinces recognize the cultural and social benefits of immigration (CIC, 2012). Through Provincial (and territorial) Nominee Programs, the provinces and territories negotiate their intake of immigrants as per their labour market needs. In addition to the federal-provincial agreements, this jurisdictional scan presents an overview of provincial and territorial immigration priorities and associated programs as outlined on their websites. Provincial and territorial websites revealed that regionalization and localization efforts are encouraging municipalities to take the reins, create immigrant-friendly communities, and design services and programs that cater to the needs of newcomers and their families (Ambard and Sorensen, 2007; Makarendo, 2010; Government of Ontario, 2014).

Project Director: Dr. Wayne J. Caldwell
Report prepared by: Bakhtawar Khan
Rural Immigration Project

School of Environmental Design and Rural Development

Project funded by the Ontario Ministry of Food, Agriculture, and Rural Affairs

Table of Contents

Executive Summary	i
Introduction	2
History and Evolution of Canadian Immigration Policy	2
Jurisdiction Over Immigration	3
Part I: Federal-Provincial Agreements	3
Provincial Nominee Programs	4
Alberta	4
British Columbia	6
Manitoba	6
Ontario	8
New Brunswick	8
Saskatchewan	9
Nova Scotia	9
Quebec	10
Prince Edward Island	10
Newfoundland and Labrador	10
Part II: Provincial Policies and Programs	11
Alberta	11
British Columbia	12
Manitoba	13
Ontario	15
New Brunswick	16
Saskatchewan	17
Nova Scotia	18
Prince Edward Island	19
Newfoundland and Labrador	19
Critiques	20
Summary	21
References	22

Introduction

Immigration policy in Canada has experienced unprecedented change over the past two decades. Increasingly, demand to fill labour market gaps and changing Canadian demographics are bringing attention to immigration. Changes in federal and provincial legislation across the country are driving the immigration strategies and provision of immigration services nationally.

This jurisdictional scan was conducted to identify federal and provincial immigration policies and priorities and the means through which the policies will be translated into strategies for attracting and retaining immigrants. This analysis will also frame the search for immigrant-friendly programs that align with provincial policies.

This scan begins with a brief summary of Canadian immigration policy, past and present. Then, the policy landscape of 10 provinces and one territory is charted. Each province's immigration strategy is traced starting from the federal-provincial agreements, to the provincial rendition of the agreements, to how policies are translated into programs for immigrants at the municipal levels. Following the provincial (and territorial) portraits, a final section presents some of the critiques of Canada's immigration policy as noted in key literature.

History and Evolution of Canadian Immigration Policy

Hiebert et al. (2006), Ambard and Sorensen (2007), and Belanger (2006) identify two defining moments in Canadian immigration policy. The first, they mention, "was the introduction of the points system in 1967" which granted immigrants the opportunity to apply to enter Canada (Hiebert et al., 2006, p. 2). The points system assessed the suitability of immigrants "based on a number of objective criteria such as age, education, work experience along with financial, human, and social capital factors" (Belanger 2006, p. 14). The 1980s marked the second defining moment: "a new philosophy was adopted that saw immigration as an economic stimulus and needed demographic replacement" (Ambard and Sorensen, 2007, p. 8). Perhaps due to these two events, immigration became an economic strategy and the number of immigrants to Canada increased significantly from approximately 85, 000 arrivals in 1985 to approximately 250,000 in 1992 (Ambard and Sorensen, 2007).

Jurisdiction Over Immigration

Jurisdiction over immigration is shared between all three levels of government in Canada. Governed by the Immigration and Refugee Protection Act, the federal government has the authority to determine the criteria by which immigrants are selected (Makrenko, 2010). The provincial, and municipal governments are responsible for providing settlement services (Denton, 2005). Provincial control over settlement services creates variability in the quality and quantity of provisions across the country (Ambard and Sorensen, 2007).

The provinces are responsible for the provision of settlement services to immigrants (Makarenko, 2010). The federal government remains involved at the provincial and local levels through the sponsorship that Citizenship and Immigration Canada provides for programs and services that benefit newcomers and recent immigrants (Makarenko, 2010). In addition, Citizenship and Immigration Canada influences provincial policies and programs, for example: provinces are encouraged to include immigration as part of their larger economic strategies (Ambard and Sorensen, 2007).

Part I: Federal-Provincial Agreements

In Canada, the federal government collaborates with the provinces and territories to draft sound immigration policies that cater to the “unique economic, social, and labour market needs of each province or territory” (CIC, 2012). The bilateral agreements that are signed with the provinces and territories fall under two broad categories: general framework agreements and specific agreements. Eight provinces and one territory have signed framework agreements that formalize mechanisms for the attraction and retention of immigrants. It is worth noting that Quebec is the exception: “Quebec has established its own department of immigration and has negotiated several agreements with the Government of Canada regarding immigration, policy, criteria, and targets” (Makarenko, 2010, p. 10).

From 1998 to present, the federal government has signed at least 13 agreements with provinces and territories concerning immigration. The majority of the agreements include a Provincial Nominee Program as an annex or as a stand-alone agreement. At present, 11 jurisdictions have Provincial Nominee Programs in place (CIC, 2012). According to CIC (2012), “each agreement is negotiated separately with the province or territory to address unique needs

and priorities”. The Provincial Nominee Programs are intended to help jurisdictions “meet specific labour-market needs” (CIC, 2014).

Throughout Canada, with the exception of Quebec, the federal government is responsible for the selection of immigrants and for establishing eligibility criteria for settlement programs in provinces and territories (CIC, 2012).

Across all jurisdictions, economic development has been identified as a priority in the federal-provincial agreements. In addition, preserving the social and cultural fabric of Canada and developing minority official language communities have been identified as priorities. Provinces and territories recognize that immigration has the potential to yield multi-dimensional benefits upon successful integration of immigrants into Canadian society.

Provincial Nominee Programs

Although the admissions criteria rests within the hands of the federal government, the Provincial Nominee Programs are illustrative of the collaborative nature of immigration policy in Canada. Provincial Nominee Programs allow provinces to negotiate specific criteria with the federal government to meet their needs through immigration. They allow immigrants “an alternative means of entry into Canada” (Ambard and Sorensen, 2007, p. 11). The provinces get the opportunity to put their needs first and respond to local and regional needs. Ambard and Sorensen (2007) explain that immigrants entering Canada as Provincial Nominees “fall into the economic class as skilled workers” (p. 12). The quota for Provincial Nominees varies between the provinces and the territories across Canada and is determined by the federal government. The following subsections detail specific provincial and territorial agreements.

Alberta

The latest federal-provincial agreement between Alberta and Canada was signed in May 2007 and is valid indefinitely. This federal-provincial agreement outlines that immigration contributes to the economic, social, and cultural fabric of the province (Government of Alberta, 2014). More specifically, immigration is weaved into the economic development and regional development strategies. In addition, the Government of Alberta seeks to establish minority official language communities in the province through targeted immigration efforts.

Filling vacancies in the labour market is a key motivating factor for the immigration policy in Alberta. As a result, immigration tends to be employer-driven and preference is given to economic immigrants, temporary foreign workers, and retaining international students.

According to Ambard and Sorensen (2007), the Government of Alberta expanded its budget allocation for settlement services in 2006 by 15 percent. In partnership with local service organizations and the business community, this increase of \$45.1 million is expected “to help immigrants participate in and benefit from Alberta’s economy” through expanded services such as language training, foreign credential recognition programs, and subsidized bridging programs.

Ambard and Sorensen (2007) also identified four strategies that the Government of Alberta is implementing in an effort to attract and retain immigrants. The strategies are:

1. Providing support for communities as they seek to foster welcoming and inclusive environments for newcomers;
2. Working in collaboration with the business community and other economic actors to attract an increased number of immigrants to Alberta;
3. Expanding the provision of programs and services that help immigrants integrate and contribute to the economy, community, and society; and,
4. Improving access to labour market opportunities for immigrants.

As per Ambard and Sorensen (2007)’s analysis, the Government of Alberta markets the province as a “safe and prosperous place to live and work” (p.14). The Government of Alberta is committed to helping immigrants settle and integrate into the province by: improving settlement services for immigrants and their families; reducing barriers to economic opportunities; and, easing foreign credential recognition processes as well as providing language and technical skills as needed to help immigrants integrate (Government of Alberta, 2014; Ambard and Sorensen, 2007).

The Government of Alberta is interested in cultivating community and workplace partnerships by jointly articulating community integration plans with communities that are interested in attracting and retaining immigrants. Contingent upon the interest of communities, the plans can help communities prepare and plan to welcome immigrants, integrate them into

economic and social life, and to keep them in the communities so that they can contribute economically and strengthen the makeup of the communities (Ambard and Sorensen, 2007).

The Government of Alberta also has a Provincial Nominee Program that allows the province to nominate business immigrants and skilled workers “for expedited permanent residency” in Alberta. This Provincial Nominee Program is employer-driven and is designed to address the labour market needs of the province (Ambard and Sorensen, 2007).

British Columbia

The federal-provincial agreement between British Columbia and Canada was signed in April 2010 and expires on April 2015. In 2011, BC admitted a total of 34,785 immigrants, out of which 4,306 were Provincial Nominees.

Through immigration, the province seeks to:

- Address social, demographic, and economic needs; including, skills and labour shortages;
- Attract French-speaking immigrants;
- Break down barriers to labour market integration for immigrants; and,
- Work proactively to create inclusive and welcoming communities.

British Columbia was recognized as the first in Canada to consult local governments and work collaboratively to foster inclusive and welcoming communities through the Welcome BC initiative (refer to page 14 for more details).

Manitoba

In 2011, approximately 15, 962 permanent residents lived in Manitoba, which is almost double the number of permanent residents (approximately 8,069) in the province as of 2005 (CIC, 2012). The province surpassed the target that was set in 2006 of welcoming at least 10 000 immigrants every year (Ambard and Sorensen, 2007). Manitoba has successfully increased the number of immigrants it attracts over the past nine years (CIC, 2014).

Manitoba’s immigration strategy focuses on:

- Developing minority official language communities;
- Attracting skilled labour to address local and regional labour market needs;

- Collaborating with governmental, non-governmental, and business partners at the local, provincial, and national levels;
- Facilitating permanent residency for international students who wish to pursue careers in Manitoba;
- Easing the process of credential recognition for immigrants to ensure that they are able to contribute to their communities and economies as soon as possible;
- Prioritizing skilled workers and business immigrants through the Provincial Nominee process;
- Improving the provision of settlement services to hasten the integration of immigrants into the labour market and community; and,
- Attracting young farmers and entrepreneurs into the province to keep afloat the agricultural sector in the province (Ambard and Sorensen, 2007).

Manitoba's Provincial Nominee Program is lauded as being the most successful in Canada as nominees account for 50 percent of the immigration to Manitoba (Ambard and Sorensen, 2007). According to Ambard and Sorensen (2007), "the provincial immigration strategy focuses on community and employer partnerships and targeted recruitment efforts to increase the number of skilled immigrants" (p. 20).

Interestingly, more than 30 percent of the provincial nominees settled in rural communities outside of Winnipeg such as Winkler, Steinbach, Brandon, Moden, Arborg, and Thompson (Ambard and Sorensen, 2007). As is the case in Alberta, the Provincial Nominee Program in Manitoba is also employer-driven and preference is given to business immigrants, skilled workers, and entrepreneurs (Ambard and Sorensen, 2007). The province prioritizes economic development by capitalizing on the financial and human capital of immigrants (CIC, 2014). Ambard and Sorensen (2007) note that: "in 2004, Manitoba approved 121 businesses that brought with them a total investment of \$44.4 million and the potential to create more than 250 jobs in the province" (p. 21).

The budget for settlement services in Manitoba increased from approximately \$ 4 million in 1999 to \$13 million in 2006-07. In 2006, this funding supported approximately 55 agencies in the province (Ambard and Sorensen, 2007). Immigration in Manitoba peaked in 2011 at approximately 16, 000. Accordingly, the budget for settlement services grew in 2012-13 to over

\$36 million. Unfortunately, the federal government has decided to draw back on the funding as of 2013 (Vineberg, 2014).

Ontario

In 2011, the province of Ontario welcomed a total of 99,458 immigrants, of which 51,403 fell into four economic classes. More specifically, Ontario admitted: 36,943 Skilled Workers; 3,301 Business Immigrants; 1,708 Provincial Nominees; 6,029 Live-in Caregivers; and, 3,422 Canadian Experience Class immigrants.

The federal-provincial agreement was signed in 2005 and expired in 2011. The Provincial Nominee Program has been extended until May 2015 and the Temporary Foreign Worker Annex has been extended indefinitely. The goal of the Provincial Nominee Program is “to ensure that Canada’s immigration policies and programs respond to Ontario’s social, economic development, and labour market priorities” (CIC, 2014).

The province’s priority is to maximize the economic and cultural contribution of immigrants. To this end, Ontario’s immigration strategy focuses on:

1. Reducing barriers to economic integration for immigrants;
2. Easing immigrant settlement and integration in Ontario;
3. Collaborating with municipalities and organizations to provide settlement services to immigrants;
4. Ensuring that programs and services are monitored and evaluated; and,
5. Increasing information sharing across levels of government and within the province.

It is the first time in the history of the province that collaborating with municipalities is formally articulated in the federal-provincial agreement. In an effort to place municipalities at the forefront of immigrant settlement and integration endeavours, Local Immigration Partnerships (LIPs) were proposed as gateway agencies. Ontario also has the *Canada-Ontario Labour Market Development Agreement*.

New Brunswick

In 2011, New Brunswick admitted a total of 1,968 immigrants, of which 1,474 fell into the five economic classes. More specifically, New Brunswick admitted: 180 Skilled Workers; 12

Business Immigrants; 1, 230 Provincial Nominees; 10 Live-in Caregivers; and, 44 Canadian Experience Class immigrants.

The federal-provincial agreement was signed in January 2005 and it does not have an expiry date. The province of New Brunswick hopes to tap into the strength of immigrants to facilitate economic development. It is acknowledged that immigration can provide social, economic, and cultural benefits to the province (CIC, 2014). The province gives preference to international students and business immigrants to help boost the economy.

Saskatchewan

The original agreement between Saskatchewan and Canada was signed in October 1998. The latest version was signed in May 2005 and has no expiry date. The Saskatchewan Immigrant Nominee Program (SINP) is an integral part of Saskatchewan's immigration policy (Ambard, 2007).

In 2011, Saskatchewan admitted a total of 8, 955 immigrants, of which 7, 658 were categorized into the five economic classes. More specifically, Saskatchewan admitted: 524 Skilled Workers; 8 Business Immigrants; 6, 959 Nominees; 118 Live-in Caregivers; and, 49 Canadian Experience Class immigrants.

The Government of Saskatchewan aims to meet demographic, economic, cultural, and humanitarian objectives through its immigration strategy. Economic development, protection of refugees, reunification of immigrant families, regional development, and the development of minority official language communities are articulated as priorities in the federal-provincial agreement (CIC, 2012). Skilled workers in particular have been targeted since 2005 to help the province's economy compete nationally and globally. Since 2005, Saskatchewan has planned to increase the number of provincial nominees (skilled workers and their families) from 1,5000 to at least 5,000 per year (Ambard and Sorensen, 2007, p.33).

Nova Scotia

In 2011, Nova Scotia admitted 2,138 immigrants, of which 1,411 were categorized into the five economic classes. More specifically, Nova Scotia admitted: 500 Skilled Workers; 60 Business Immigrants; 779 Nominees; 28 Live-in Caregivers; and, 44 Canadian Experience Class immigrants.

Nova Scotia signed the federal-provincial agreement in 2007 and the agreement is valid indefinitely. In the agreement, Nova Scotia identifies economic development and maintaining social and cultural integrity as priorities. The economy, it is noted, will benefit from immigrants filling skills shortages in the province.

Quebec

Quebec is not highlighted in this scan because of its unique command over the selection, integration, and settlement of immigrants within its boundaries.

Prince Edward Island

In 2011, Prince Edward Island admitted a total of 1,731 immigrants, of which 1,601 were categorized into five economic classes. More specifically, Prince Edward Island admitted: 31 Skilled Workers; 1 Business immigrant; 1, 565 Nominees; 2 Live-in Caregivers; and, 2 Canadian Experience Class immigrants (CIC, 2014).

The federal-provincial agreement was signed in June 2008 and it is valid indefinitely. The goal, as outlined in the agreement, is to address PEI's demographic, economic, and social needs.

The province seeks to:

- Facilitate economic, social, and cultural contribution of immigrants through settlement services;
- Recognize the potential of international students to benefit the economy;
- Recognize family reunification as a reason for immigration;
- Focus on regional development;
- Prioritize development of minority official language communities; and,
- Achieve humanitarian goals (CIC, 2014).

Newfoundland and Labrador

In 2011, Newfoundland and Labrador admitted 682 immigrants, of which 392 were categorized into five economic classes. More specifically, Newfoundland and Labrador admitted: 104 Skilled Workers; 4 Business Immigrants; 274 Nominees; 2 Live-in Caregivers; and, 8 Canadian Experience Class immigrants.

The federal-provincial agreement was signed in November 2006 and is valid indefinitely. Interestingly, the Minister of Intergovernmental Affairs, the Minister Responsible for

Francophone Affairs and the Minister of Innovation, Trade and Rural Development represent the Government of Newfoundland and Labrador in this agreement. This reflects a provincial focus on innovation and rural development. The goal as articulated in the agreement is to ensure that the composition of immigrants to the province reflect provincial economic priorities (CIC, 2014). In addition, three priority areas were identified:

1. Regional development;
2. Gender equity; and,
3. Development of francophone communities.

Part II: Provincial Policies and Programs

It is difficult to trace a chain of transmission from federal-provincial agreements to program implementation for immigrants in localities. The mention of collaboration between provinces and municipalities indicates that the provinces craft the policy but the onus of implementation is left to the municipality. This section will highlight the provincial immigration policies and settlement services that are available for immigrants.

Alberta

At the provincial level, Alberta's immigration strategy is responsive to the needs of the businesses. In other words, the strategy is "employer-driven". The province prioritizes corporate partnerships. As such, preference is given to skilled workers and professionals, Canadian experience class, investors, entrepreneurs, and the self-employed, as well as families of immigrants.

In addition, Alberta has international offices in 12 countries across the globe to "develop important business relationships worldwide through their trade promotion and investment attraction initiatives" (Government of Alberta, 2014).

Alberta's website, <http://www.albertacanada.com/opportunity.aspx>, showcases a number of videos to facilitate the immigration process for immigrants. Some of the services available for immigrants that are highlighted on the website include: Immigration Help Centre, language training, settlement services, credentials recognition services, Service Canada's Skills Link

Program, Alberta Learning Information Service (ALIS), Alberta Innovation and Advanced Education, Alberta Career Information Hotline, Alberta Works Centres, Legal Services.

A potential case study in Alberta is the beef slaughtering and meat packing industry in the Brooks region. More information on this can be found in a document entitled “Meatpacking, Refugees, and the Transformation of the Brooks Region”.

British Columbia

In British Columbia, there is a clear link between the federal-provincial agreements, the provincial priorities, and the programs and services that are provided to immigrants. The province prioritizes providing support for immigrants so that they can contribute to the economy; establishing official language minority groups in BC; and, maintaining a multicultural fabric of BC that is representative of the multiculturalism that is present in the rest of Canada. Preference is given to skilled workers, international graduates from Canadian higher education institutes, business people/investors for immigration.

BC’s approach is innovative because the website provides links to resources, videos featuring success stories, a comprehensive handbook for newcomers, multilingual guides for seniors and newcomers, sensitive services, chapter on Environment in the handbook, as well as a chapter on First Peoples’ in the handbook (Government of BC, 2014).

At least nine programs and services for immigrants are highlighted at <http://www.welcomebc.ca>, including: a newcomer guide for immigrants, Community Airport Newcomer Network, ESL classes, Adult Basic Education Student Assistance Program, among

Provincial Program: Welcoming and Inclusive Communities and Workplaces

In June 2007, the Province of BC announced a program called Welcome BC. The program has a two fold purpose: 1) “to assist immigrants in accessing a wide variety of settlement and integration services”; and, 2) “to ensure that B.C. communities have the capacity to be welcoming and inclusive” (Government of BC, n.d., p. 3). The Immigrant Integration Branch of the Ministry of Advanced Education and Labour Market Development developed the program in collaboration with the Multiculturalism and Inclusive Communities Office of the Ministry of Attorney General. The program focuses on the role of immigrants, communities, and workplaces in the integration process and has achieved recognition across the Country since inception.

others. Partnering with governmental and non-governmental organizations at the federal, provincial, and municipal levels, BC has consistent policy and programs that are congruent for

immigrants. BC is also recognized nationally for their welcoming and inclusive communities and workplaces programs.

Manitoba

As mentioned earlier, Manitoba's Provincial Nominee Program is considered a success story (Ambard and Sorensen, 2007). According to Clement (2013), Manitoba's vision is to become "a welcoming province where immigrants can contribute to Manitoba's economic, social, and cultural goals" (p. 5). Strategic directions of immigration policy at the provincial level in Manitoba include:

- Contributing to the economic growth of the province through a sustained supply of immigrant labour and investment in businesses and farms;
- Providing inclusive, responsive, and accessible programs and services;
- Helping immigrants settle and integrate into the social, economic, and political life in Manitoba;
- Strengthening the diversity of Manitoban society; and,
- Supporting the ongoing development of rural Manitoba (Clement, 2013).

The Manitoba Immigration Council is also an important component of Manitoba's immigration strategy (Ambard and Sorensen, 2007). The Council is made of representatives from the business community, labour force, and multicultural organizations. Through the Council, the government is advised on how best to promote immigrant attraction and retention while keeping the perspectives of various stakeholders in mind (Ambard and Sorensen, 2007). Another body that informs immigration policy and programs in Manitoba is the Manitoba Ethno-cultural Advisory Advocacy Council.

In addition, Ambard and Sorensen (2007) highlight that the Government of Manitoba has created a guide to help communities plan for immigration. This guide was developed in consultation with rural stakeholders to identify ways in which rural areas can attract and retain immigrants within their communities. The guide can be accessed at:

<http://www.gov.mb.ca/labour/immigrate/multiculturalism/1.html>.

Case Study: Morris, Manitoba

The Town of Morris is situated within the rural municipality of Morris in the Southcentral Manitoba Region (Wiginton, 2013). The Town of Morris and the Rural Municipality of Morris have a total population of 4,976 (Statistics Canada, 2012). The Town of Morris has a “healthy cross-section of employment opportunities” in the government services sector, education, transportation, agriculture, retail, and manufacturing (Wiginton, 2013, p. 18). In the Rural Municipality of Morris, manufacturing is the dominant industry. According to Statistics Canada (2006), approximately 11 percent of the population of both the Town and the rural municipality of Morris is made up of immigrants. Many of these immigrants are of German, Ukrainian, or Mennonite background. Since 2006, immigration in Morris has been increasing because of two main factors: the community-driven attraction of Mennonite immigrants; and, employer-driven recruitment. The Mennonite community is attracted to the region because of the critical mass of Mennonite immigrants already present, the agricultural opportunities, and employment opportunities in small businesses and trades. The manufacturing employers in the Morris area were experiencing a labour shortage of approximately 150 workers and decided to pursue the recruitment of immigrants to fill this gap. They recognized the potential role that secondary migrants, those who had initially settled in Winnipeg with their families, to fill this role. The lead manufacturer in the region set up daily shuttle buses from Winnipeg to the manufacturing plant, thereby tapping into a larger workforce. Many of these workers came to Canada through the family class and were not trained in manufacturing. In addition, many did not speak English. These two factors presented challenges for communication, health, and safety; however, the lead manufacturer in the region addressed these challenges by ensuring that a translator was present for every large group of trainees and they created an in-house welding school to provide the new recruits with the training they needed for the job. While the company had to lower their standards initially to hire low skilled workers with minimal language skills, they found that the workers, once trained, were productive and the company was able to access the workers’ friends and family network for more recruitment. This case study shows that with community support and employer-driven initiatives industries like manufacturing and agriculture in rural communities can tap into the labour pool of immigrants to meet their needs and the needs of the immigrants (Wiginton, 2013).

The success of Manitoba’s immigration policy invites other provinces and territories across the country to learn from their immigration planning. Some key factors, according to Ambard and Sorensen (2007), that helped Manitoba attract and retain immigrants include:

- “Employment opportunities;
- Affordable and available housing;
- Settlement and integration support;
- Timely, accessible, and appropriate language training;
- Access to health, education, and social programs;
- Community support and appreciation of diversity;
- Cultural and recreational opportunities; and,
- Family and social support” (p. 32).

The programs and services the provincial government in Manitoba sponsors align with these retention factors. These programs include: Settlement and Adult Language Training programs, the Manitoba Immigrant Integration program, and the Qualification Recognition Initiative (Ambard and Sorensen, 2007).

The success of the provincial immigration strategy is illustrated by case studies such as the Town of Morris, the sponsorship of the Filipina nurses in 2001 (CIC, 2001), the Farm Strategic Recruitment Initiative, and the Manitoba Pork industry.

Ontario

The recognition that there is increasing competition amongst Canadian provinces and territories to attract high caliber immigrants has compelled the Ontario government to take concerted action (Government of Ontario, 2012). As such, Ontario called together a team of experts, called an Expert Roundtable on Immigration, to assist with immigration planning in 2012. Ontario's Expert Roundtable on Immigration recommended that the province engage in the process of articulating a formal immigration strategy. This recommendation helped inform the document entitled "A New Direction: Ontario's Immigration Strategy". The document outlines that Ontario seeks to select, welcome, and integrate immigrants into the province by:

1. "Attracting a skilled workforce and building a stronger economy;
2. "Helping Newcomers and their families achieve success; and,
3. "Leveraging the global connections of our diverse communities" (Government of Ontario, n.d.).

At a more tacit level, the Government of Ontario is prioritizing integration programs, services to facilitate settlement, helping immigrants find jobs, and collaboration with service agencies and municipalities to ensure that once immigrants have arrived in Ontario, they are supported (Government of Ontario, 2014).

Some of the services offered include: Settlement Services, Language Training Services, Newcomer Information Centres, Housing Help Centres, Employment Services, Public Libraries, Community Information Centres, Community Health Centres, Community Recreation Centres, Legal Services, Doctor Search Service, Health Care Connect, Crisis and/or Distress Centres, Lawyer Referral Service, Community Legal Clinics, World Education Services (for degree

evaluation/accreditation), Small Business Enterprise Centres, and Newcomer Settlement Programs (Government of Ontario, 2014). In addition, informational documents -- such as “Welcome to Ontario”, “First Days in Ontario”, and “Building a New Life in Ontario” -- are offered in 17 languages.

Some relevant programs include: Newcomer Settlement Program, ‘Bringing Skilled Immigrants to Ontario’, Opportunities Ontario: Provincial Nominee Program, Canada Job Grant, LMA and LMDA, OrgWise Governance, and Strategic Leadership Webinar Series (Government of Ontario, 2014).

In addition, the proposal for Local Immigration Partnerships has materialized across Ontario. Forty local immigration partnerships exist, 12 of which are in the Greater Toronto Area. Local Immigration Partnerships play a coordinating role between local service agencies to help address the settlement and integration needs of immigrants in various localities (Government of Ontario, 2011).

Provincial Program: Local Immigration Partnerships

Local Immigration Partnerships started as a pilot program in Ontario through Citizenship and Immigration Canada (CIC)’s call for proposals in 2007. Local Immigration Partnerships, often referred to as LIPs, provide a space in which organizations rendering settlement services can coordinate and collaborate in order to identify and fill gaps in service delivery for immigrants. As of 2014, more than 40 LIPs existed in Ontario, approximately 12 of which sought to coordinate agencies in the GTA. Reports from CIC suggest that successful LIPs include membership from employers, media, universities and colleges, municipal government, provincial government, federal government, community services, social services, faith-based organizations, community groups, and immigrants. The position of the chair of the LIP is typically funded through CIC and LIPs are encouraged to leverage funds from participating organizations to ensure sustainability. The work carried out by LIPs is organized through the formation of sub-committees and work plans that are monitored by CIC through their Integration Officers. LIPs are context-specific by design, so each LIP takes on its own form, shape, and character depending on the people and organizations involved. The success of LIPs in Ontario has led CIC to consider administering similar programs across Canada.

New Brunswick

The government of New Brunswick seeks to fulfill specific economic needs through the Provincial Nominee Program. To this end, resources are invested into attracting and retaining skilled workers and business people, recognizing foreign credentials, and building official minority language communities within the province (Government of New Brunswick, 2014).

Joining forces with federal, provincial, and local allies, the government of New Brunswick is working to attract economic-minded immigrants and helping them settle and integrate smoothly so that they can contribute to the economy (Government of New Brunswick, 2014).

Saskatchewan

The Government of Saskatchewan increased the budget for immigration from \$1.7 million in 2005-06 to \$6.3 million in 2006-07 showing increased commitment. The increased budget was used to support additional staff, to support the Saskatchewan Immigrant Nominee Program (SINP), and community-based initiatives for settlement support (Ambard and Sorensen, 2007). The increased funding also supported creation of the position of Associate Deputy Minister within the Immigration Branch of the Department of Advanced Education and Employment in 2006.

Saskatchewan's immigration strategy is comprehensive in that it is attached to the education strategy and economic strategy of the province (Ambard and Sorensen, 2007). The primary objective of immigration for Saskatchewan is to help "meet the province's economic objectives" (Ambard and Sorensen, 2007, p. 33). The SINP has six categories for nominees to help address labour market needs. The categories include: skilled workers and professionals, health professionals, business/entrepreneurial immigrants, foreign students, farm owners/operators, and family members.

The Government of Saskatchewan has also been making efforts to collaborate with community organizations and communities to help immigrants settle within the province.

In 2006, a new Community Partnerships and Settlement (CPS) Unit in the Immigration Branch was established. This Unit works with employers, ethno-cultural groups, and communities to develop community-based settlement plans that will facilitate the settlement and retention of newcomers in smaller and rural communities across Saskatchewan. In the larger urban centres of Saskatchewan, the CPS Unit works with already established Settlement Agencies.

In addition, communities are encouraged to develop Settlement Plans for immigrants and to create Community Immigration Committees as platforms to discuss immigrant retention and settlement strategies (Ambard and Sorensen, 2007). Settlement services are also being expanded:

- Increasing number of assessment and referral services;
- Improving employment and bridging programs;
- Strengthening foreign credential recognition programs;
- Enhancing language training programs; and,
- Building capacity of local settlement agencies to be able to address the needs of their clients.
- There is also a push towards increasing availability of and access to portals that serve immigrants as they settle in Saskatchewan.

Similar to the Government of Manitoba, the Government of Saskatchewan promotes the quality of life, low housing costs, and low personal taxation rates to entice immigrants. The government of Saskatchewan stresses its quality of life attributes as well as the low housing costs, utility rates, and personal taxation rates. Organizations such as the Open Door Societies and the Moose Jaw Multicultural Council serve as settlement agencies in Regina and Saskatoon (Ambard and Sorensen, 2007).

Nova Scotia

Meeting labour market needs and developing welcoming communities are the priorities in Nova Scotia. The Government of Nova Scotia aims to attract and select immigrants who have the skills, education, and experience needed to meet labour market needs. They focus on the regionalization of immigration by assessing the needs of localities and targeting populations that may be able to meet those needs through recruitment missions abroad.

The Government of Nova Scotia has created a toolbox for ideas on Small Centres to help develop welcoming communities. They partner with federal and provincial governmental and non-governmental bodies as well as the business community to create and implement their immigration strategy.

The Provincial Nominee Program in Nova Scotia is unique in creating a “Regional Labour Market Demand Stream” (Government of Nova Scotia, 2014). A list of the occupations

that are in demand can be found at: http://novascotiaimmigration.com/wp-content/uploads/2014/02/In_Demand_List_of_Occupations.pdf.

Prince Edward Island

In general, Prince Edward Island (PEI) is concerned with meeting labour market needs through immigration. More specifically, health professionals are currently in demand. In addition, PEI is putting effort into helping immigrants get their credentials recognized so that they can contribute to the local economy as soon as possible.

The Provincial Nominee Program for PEI includes two distinct categories: labour impact and business impact. In addition, the province has highlighted industries that are looking to benefit from immigration: Aerospace, Bioscience, Healthcare, Information Technology, and Renewable Resources. Some of the tools that they offer to help bridge the gap between labour shortage and immigrant credentials include: Settlement Services, PEI Career Development Services, and the Finding Work in PEI Tool.

The Government of PEI partners with governmental and non-governmental organizations at the federal, provincial, and local levels along with the business community and education institutes within the province.

Newfoundland and Labrador

Newfoundland and Labrador prioritizes “selecting immigrants with specialized skills that contribute to the local economy”, developing minority official language communities in the province, creating a multicultural fabric of the province, and retaining international students (Government of Newfoundland and Labrador, 2014).

Newfoundland and Labrador offers various programs to help immigrants settle and integrate upon arrival including: the Host Program, the Language Instruction for Newcomers in Canada Program, Resettlement Assistance Program, Immigrant Settlement and Adaptation Program (ISAP), Connections Women’s Program, Family Reunification Support Groups, Summer Program for Children, AXIS Career Services Program, Adult Basic Education program, Strategic Transitions and Employment Partnerships (STEP), and Career Essentials. Some of the adjunct services that are offered include orientation, translation, interpretation, referral to resources, counseling, and employment related assistance, ESL training, Services for

Francophones, AXIS career services, public health services, community services, victims services, 23 emergency/assistance services, Career Connections Workshops, Occupation Specific Language Training, and Portfolio Preparation Seminars. These programs and several others are offered in collaboration with federal, provincial, and local partners.

Newfoundland and Labrador is also keen to share information about the programs offered in collaboration with CIC such as STEP. In addition, it is noted that the Association for New Canadians, a partnering agency, is funded by CIC.

Critiques

Canadian immigration policy, although comprehensive in its scope, is often subjected to criticism and scrutiny (Ambard and Sorensen, 2007; Makarendo, 2010). Two main concerns will be mentioned below.

The first major concern that is apparent while trying to chart the landscape of Canadian immigration policy and practice is that budgeting information is difficult to come across. Transparency seems to be at a loss: resources and funding details are rarely made explicit on government websites. Third-party sources, such as academic and consultant publications, shed some light on the expenditures of the federal, provincial, and municipal governments' on immigration. Thorough financial reports have the potential to help governments, organizations, and people plan for the design and delivery of programs and services that can impact immigrants and Canadian society at large.

The second major criticism is the variation of settlement integration services across the country. Since settlement services fall under the jurisdiction of provinces and, in some cases, municipalities, programs and services tend to lack consistency. In addition, the system for monitoring and evaluating immigrant services across Canada is lacking; thereby, standards are hard to maintain (Ambard and Sorensen, 2007). These two gaps require further attention as the study of immigrant attraction, retention, and settlement gains prominence.

Summary

This jurisdictional scan was conducted to chart the landscape of Canadian immigration policy by examining the federal-provincial agreement, provincial and territorial nominee programs, and provincial and territorial websites of 10 provinces and 1 territory across Canada. The scan revealed that provinces prioritize immigration because of their economic, social, and cultural benefits to the regional and local economies. While attraction (bringing immigrants into Canada) has historically been the responsibility of the federal government, the provincial and territorial agreements as well as the provincial and territorial nominee programs accord the provinces more voice in the immigrant attraction and retention process. Moreover, provincial governments are consulting municipalities to help fill local labour market needs through skilled immigrants. Key provincial programs such as Local Immigration Partnerships in Ontario and the Welcome BC initiative in British Columbia are starting to address some of the critiques of the inconsistent policies governing immigration and programs serving immigrants across the Country.

References

- Alberta. (2008). *Workforce Opportunities*. Retrieved from: <http://www.albertacanada.com/opportunity.aspx>
- Ambard, M. and Sorensen, M. (2007). Improving attraction and retention of rural immigrants: Alberta, Saskatchewan, and Manitoba. Agriculture and Agri-Food Canada Publication. Retrieved from: <http://www.fcssaa.org/sites/default/files/documents/Improving%20Attraction%20and%20Retention%20of%20Rural%20Immigrants.pdf>
- Association for New Canadians. (n.d.). Newcomer's Guide to Services and Resources in Newfoundland and Labrador. Retrieved from: http://www.nlimmigration.ca/media/10108/newcomersguidetoservicesinnl_.pdf
- Blurr, Kathleen. (2011). Local Immigration Partnerships: Building Welcoming and Inclusive Communities through Multi-Level Governance. Retrieved from: <http://p2pcanada.ca/wp-content/uploads/2011/10/Local-Immigration-Partnerships-Building-Welcoming-and-Inclusive-Communities.pdf>
- British Columbia Government. (2014). Come to British Columbia. Retrieved from: <http://www.welcomebc.ca/Immigrate/Immigrate.aspx>
- British Columbia Government. (2014). BC Provincial Nominee Program. Retrieved from: <http://www.welcomebc.ca/Immigrate/About-the-BC-PNP.aspx>
- British Columbia Government. (2014). Skills Immigration. Retrieved from: <http://www.welcomebc.ca/Immigrate/About-the-BC-PNP/Skills-Immigration.aspx>
- British Columbia Government. (2014). Immigrating to B.C. Retrieved from: <http://www2.gov.bc.ca/gov/theme.page?id=0339B87162CF4D379BE87E7DE5E72656>
- Canadian Immigrant. (2014). Federal, Provincial, Territorial Governments working to recruit economic immigrants. Retrieved from: Canadian Immigrant. Federal Provincial Territorial Governments Working to Recruit Economic Immigrants. Retrieved from: <http://canadianimmigrant.ca/news-and-views/federal-provincial-territorial-governments-working-to-recruit-economic-immigrants>
- Canadian Newcomer Magazine. (2014). LIPs Across Canada -- Local Immigration Partnerships Go National. Retrieved from: <http://cnmag.ca/local-immigration-partnerships/1292-lips-across-canada-local-immigration-partnerships-go-national>
- CBC. (2015). Lesson 62: Manitoba's Immigration Success Story. Retrieved from: <http://www.cbc.ca/manitoba/eal/2010/11/lesson-62-manitobas-immigration-success-story.html>

- Citizenship and Immigration Canada. (n.d.). Local Immigration Partnerships Handbook. Retrieved from: <http://tamarackcommunity.ca/downloads/index/Local-Immigration-Partnerships-Handbook.pdf>
- Citizenship and Immigration Canada. (1994). The Canada-Quebec Accord Made Easy. Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/quebec/can-que-guide.asp>.
- Citizenship and Immigration Canada. (2003). Canada-Manitoba Immigration Agreement. Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/manitoba/can-man-2003.asp>
- Citizenship and Immigration Canada. (2005). Canada-Ontario Immigration Agreement. Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/ontario/ont-2005-agree.asp>
- Citizenship and Immigration Canada. (2005). Canada-New Brunswick Agreement. Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/nb/nb-agree.asp>
- Citizenship and Immigration Canada. (2005) Canada-Saskatchewan Immigration Agreement, 2005. Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/sask/sask-agree-2005.asp>
- Citizenship and Immigration Canada. (2006). Canada-Newfoundland and Labrador Agreement on Provincial Nominees. Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/nfld/can-nfld-2006.asp>
- Citizenship and Immigration Canada. (2007). Agreement for Canada-Alberta Cooperation on Immigration. Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/alberta/can-alberta-agree-2007.asp>
- Citizenship and Immigration Canada. (2007). Canada-Nova Scotia Co-operation on Immigration. Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/ns/ns-2007-agree.asp>
- Citizenship and Immigration Canada. (2008). Agreement for Canada - Prince Edward Island Co-operation on Immigration. Retrieved from: Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/pei/can-pei-agree-2008.asp>.

- Citizenship and Immigration Canada. (2010). Canada-British Columbia Immigration. Retrieved from: <http://www.cic.gc.ca/EnGLish/department/laws-policy/agreements/bc/bc-2010.asp>
- Citizenship and Immigration Canada. (2012). Canada Facts and Figures: Immigration Overview Permanent and Temporary Residents 2011. Retrieved from: <http://www.cic.gc.ca/english/pdf/research-stats/facts2011.pdf>
- Gerry Clement's Keynote entitled: "The Building Blocks of a Welcoming Community: The Manitoba Blueprint – Shared Experiences". Retrieved from: <http://olip-plio.ca/keynote-speech-by-gerry-clement/>.
- Government of Alberta. (2014). Workforce Opportunities. Retrieved from: <http://www.albertacanada.com/opportunity.aspx>
- Government of Alberta. (2014). International Offices. Retrieved from: <http://www.albertacanada.com/business/international-offices.aspx>
- Government of Manitoba. (2015). Home Page. Retrieved from: <http://www.immigratemanitoba.com/>
- Government of Manitoba. (2015). Invest in Manitoba. Retrieved from: <http://www.gov.mb.ca/jec/invest/pnp-b/>
- Government of Manitoba. (2015). Manitoba Provincial Nominee Program for Business. Retrieved from: http://www.gov.mb.ca/jec/invest/pnp-b/pdf/app_kit.pdf
- Government of Manitoba. (2015). Career Destinations Manitoba. Retrieved from: <http://immigrantsandcareers.mb.ca/>
- Government of Manitoba. (2014). Home Page. Retrieved from: www.welcomenb.ca
- Government of New Brunswick. (2014). This is New Brunswick. Retrieved from: <http://www.welcomenb.ca/content/wel-bien/en.html>
- Government of Saskatchewan. (2015). Farm Owners/Operators. Retrieved from: <http://www.saskimmigrationcanada.ca/farmer>
- Government of Saskatchewan. (2015). Saskatchewan's Immigration Policy. Retrieved from: <http://economy.gov.sk.ca/saskatchewan-immigration-strategy>
- Grady, P. (2012). Is Manitoba's Immigration Success Worth Crowing Over? Retrieved from: <http://www.winnipegfreepress.com/opinion/analysis/is-manitobas-immigration-success-worth-crowing-over-170807246.html>
- Hiebert, D., A. Germain, R. Murdie, V. Preston, J. Renaud, D. Rose, E. Wyly, V. Ferreira, P. Mendez, and A.M. Murnaghan. (2006). The Housing Situation and Needs of Recent

- Immigrants in the Montréal, Toronto, and Vancouver CMAs: An Overview. Ottawa: Canada Mortgage and Housing Corporation.
- Makarendo, J. (2010). Immigration Policy in Canada: History, Administration, and Debates. Mapleleafweb. Retrieved from: <http://mapleleafweb.com/features/immigration-policy-canada-history-administration-and-debates>
- Manitoba Farm and Rural Support Services. (2010). Home Page. Retrieved from: <http://www.ruralsupport.ca/>
- Ministry of Citizenship, Immigration, and International Trade. (2012). A New Direction: Ontario's Immigration Strategy. Retrieved from: http://www.citizenship.gov.on.ca/english/keyinitiatives/imm_str/strategy/index.shtml?utm_source=mailoutinteractive&utm_medium=email&utm_campaign=The+Maytree+New+sletter+-+November+2012
- National Working Group on Small Centre Strategies. (2007). Attracting and Retaining Immigrants: A Toolbox of Ideas for Smaller Centres. Funded by Citizenship and Immigration Canada. Retrieved from: https://novascotiainmigration.com/wp-content/uploads/EN_Toolbox.pdf
- Newfoundland and Labrador Immigration. (2015). Welcome to Newfoundland and Labrador. Retrieved from: <http://www.nlimmigration.ca/>
- Nova Scotia Immigration. (2015). Home Page. Retrieved from: <http://novascotiainmigration.com/>
- Nova Scotia. (2014). Nova Scotia Immigration. Retrieved from: http://novascotiainmigration.com/wpcontent/uploads/2014/02/In_Demand_List_of_Occupations.pdf
- Ontario Council of Agencies Serving Immigrants (OCASI). OCASI Agencies Across Ontario. Retrieved from: <http://www.ocasi.org/>
- Ontario Ministry of Citizenship and Immigration. (2009). Welcome to Ontario: A Guide to Programs and Services for Newcomers to Ontario. Retrieved from: <http://www.citizenship.gov.on.ca/english/publications/docs/welcometoontario/Welcome-to-Ontario.eng.pdf>
- Ontario Ministry of Citizenship and Immigration. (n.d.). Building a New Life in Ontario. Retrieved from: http://www.ontarioimmigration.ca/prodconsum/groups/csc/@oipp/documents/document/oi_settlement_english.pdf

- Ontario Ministry of Citizenship and Immigration. (n.d.). A New Direction: Ontario's Immigration Strategy. Retrieved from:
http://www.citizenship.gov.on.ca/english/keyinitiatives/imm_str/strategy/strategy.pdf
- PEI Association for Newcomers to Canada. (2015). Guide fro Newcomers to Prince Edward Island, Canada. Retrieved from: http://www.peienc.com/content/page/guide_home
- Preugger, V. and Cook, D. (2007). An analysis of Immigrant Attraction and Retention Patterns Among Western Canadian CMA's. Priarie Metropolis Centre. Retrieved from:
<http://p2pcanada.ca/wp-content/uploads/2012/03/Analysis-of-Immigrant-Attraction-and-Retention-Patterns-West-Cdn-CMAs.pdf>
- Province of Manitoba. (2014). Home Page. Retrieved from: <http://www.gov.mb.ca/index.html>
- StatsCan. (2012). (Multiple tables). Census Profile, 2011 Census. Statistics Canada Catalogue no. 98-316-XWE. Ottawa. Released May 29, 2012. Retrieved June 14, 2012, from
<http://www12.statcan.gc.ca/Census-recensement/2011/dp-pd/prof/index.cfm?Lang=E>
- Stobbe, S. & Harris, J. (2013). Tracking Immigrant Professionals' Experience in Manitoba's Labour Market. Retrieved from:
http://www.ryerson.ca/content/dam/rcis/documents/RCIS_WP_Stobbe_Harris_No_2013_6.pdf
- The Government of Prince Edward Island. (2015). Immigration. Retrieved from:
<http://www.gov.pe.ca/immigration/>
- Vineberg, R. (2014). After 40 years, Immigration Settlement Program needs an overhaul. *The Globe and Mail*. Retrieved from: <http://www.theglobeandmail.com/globe-debate/after-40-years-immigrant-settlement-program-needs-an-overhaul/article18075025/>
- Wiginton, L. (2013). Canada's decentralized immigration policy through a local lens: How small communities are attracting and welcoming immigrants. Brandon University: Rural Development Institute. Retrieved from:
https://www.brandonu.ca/rdi/files/2011/02/LWiginton_monograph_with-cover_FINAL.pdf