



Annual Report

TO PARLIAMENT ON IMMIGRATION

2013



Building a stronger Canada: Citizenship and Immigration Canada (CIC) strengthens Canada's economic, social and cultural prosperity, helping ensure Canadian safety and security while managing one of the largest and most generous immigration programs in the world.

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Message from the Minister of Citizenship and Immigration

As Canada's Minister of Citizenship and Immigration, I am pleased to present the *Annual Report to Parliament on Immigration 2013*.

Immigration plays a key role in driving our national economy. That is why, for the eighth consecutive year, we will maintain an overall admissions range of 240,000 to 265,000 new permanent residents.

For Canada to remain competitive in the global economy and support our national interests, we must ensure our immigration system is designed to best meet our current and future labour market needs. This past year, Citizenship and Immigration Canada (CIC) continued to pursue our vision for a modernized, faster, more flexible and more responsive immigration system.

Reforms to our economic immigration program will accelerate the arrival of highly skilled immigrants who can fill acute labour market shortages, integrate more quickly into our work force and immediately begin making contributions to our economy.

After cutting the large backlog in the Federal Skilled Worker Program by 90 per cent since 2008, our Department has set the stage for more comprehensive reforms to Canada's immigration system. This will include the Expression of Interest application management model that is being developed in consultation with our provincial and territorial partners, as well as Canadian employers.

Instead of long wait times of more than seven years for some applicants, this model will be a key feature of a fast and flexible immigration system that is more responsive to Canada's economic needs. It will prevent future application backlogs and will more directly match skilled immigrants with the nation's labour market shortages.

The launch of the new Start-Up Visa Program pilot in April 2013 will further help Canada's business community attract the world's best and brightest. The first of its kind in the world, this program targets entrepreneurs who will fuel economic growth through the creation of new businesses and jobs. At the same time, the launch of the new Federal Skilled Trades Program in January 2013 is key to our efforts to help ensure that labour force needs are met in key occupations important to Canada's economic growth.

While the government is ensuring our economic immigration program best serves the needs of the economy, we continue to balance our immigration program with family and humanitarian objectives.

As we enter the final phase of the Action Plan for Faster Family Immigration, CIC has published regulatory proposals for a redesigned Parents and Grandparents Program. In order to be sustainable, the redesigned program must avoid future backlogs and bear in mind Canada's generous health-care system and social benefits. Until the launch of a new program, we will further bring down the backlog by continuing to admit the highest number of parents and grandparents in many years. Furthermore, many parents and grandparents continue to come to Canada under the super visas—over 15,000 super visas had been issued as of May 2013.

With respect to Canada's humanitarian tradition, the new asylum system now offers protection to bona fide refugees in weeks and months, rather than years. CIC also continues to honour Canada's commitment to resettle refugees from overseas.

In the years ahead, immigration will continue to play an important role in shaping the Canadian economy and society. The reforms to the immigration system will foster economic growth and ensure long-term prosperity. They will also ensure we can reunite families within a reasonable



amount of time. Finally, changes made to the asylum system will ensure Canada remains a world leader in offering protection to vulnerable persons.

I look forward to continuing our work in improving Canada's immigration system, to ensure it best serves the needs of all Canadians.

The Honourable Chris Alexander, PC, MP
Minister of Citizenship and Immigration



Introduction

The [*Immigration and Refugee Protection Act*](#)¹ (IRPA) came into effect on June 28, 2002, replacing the *Immigration Act* of 1976. Under section 94 of the Act (see [Annex](#)), the Minister of Citizenship and Immigration is required to table an annual report in Parliament on the Department's immigration activities and initiatives. The report focuses on the selection of foreign nationals as permanent and temporary residents during the preceding calendar year. The legislation also requires an overview of federal-provincial/territorial agreements and joint initiatives, as well as a gender-based analysis of the impact of the Act. In addition, the report serves as a vehicle for announcing Canada's immigration plan for the upcoming calendar year.

This report is divided into five sections.

SECTION 1 highlights recent achievements to strengthen Canada's immigration system, as well as the 2014 immigration levels plan.

SECTION 2 provides key statistics relating to permanent and temporary residents admitted in 2012, and summarizes relevant initiatives in these areas.

SECTION 3 focuses on Citizenship and Immigration's (CIC) partnerships with the provinces and territories. It outlines the bilateral agreements currently in force between the federal government and provincial and territorial governments, and describes major joint initiatives.

SECTION 4 provides an overview of settlement and resettlement programs and activities relating to Canadian citizenship and multiculturalism.

SECTION 5 describes CIC's framework for gender-based analysis, highlights gender-based analysis activities and provides a statistical overview of gender differences in relation to key immigration statistics.



Section 1: Making Immigration Work for Canada

Immigration plays a key role in shaping Canada's economy, society and history. As one of the most popular destinations for immigrants, people have come to Canada from all over the world to apply their skills and entrepreneurial talents, to seek new opportunities, to reunite with family members, or to seek security and stability.

Over the last seven years, Canada's immigration system has seen significant transformations, and in 2012 the Government of Canada continued to pursue its vision for a faster, more responsive immigration system. Nowhere was this vision better articulated than in [Budget 2012](#),² where the government committed to building an immigration system that is "truly fast and flexible in a way that will sustain Canada's economic growth." Many of the achievements in 2012 and much of the work now under way at Citizenship and Immigration Canada (CIC) support the attainment of this vision and many of these initiatives are highlighted in this report.

While a modernized immigration system is a key part of Canada's long-term prosperity, Canada's immigration system encompasses much more. In 2012, as in past years, CIC and its partners delivered an immigration program that continued to meet the family, social, cultural and humanitarian objectives that are set out by the [IRPA](#). Moreover, CIC, along with its partners, delivers on these objectives while also protecting the health, safety and security of Canadians.

In July 2013, the primary responsibility for the Passport Program was transferred from Foreign Affairs, Trade and Development Canada to CIC, while passport service delivery will be provided through Service Canada. As passports constitute essential travel documents and a key symbol of Canadian citizenship, the transfer is an opportunity to strengthen the immigration continuum.

The information in this section looks back on CIC's progress in modernizing Canada's immigration system in 2012 and early 2013, presents the latest transformative initiatives now taking shape, and looks forward to plans for 2014.

Looking Back: Highlights of Achievements

CIC focused much of its efforts in this reporting period on working toward realizing the faster and more flexible immigration system at the heart of the Government of Canada's vision for immigration. The Department continued to modernize the way it does business by moving toward more efficient and effective processing, stronger program integrity and improved client service.

Immigration that Supports Canada's Economic Growth

Using immigration to support Canada's economy is a priority for the Government of Canada. In 2012, CIC introduced or improved a number of economic immigration programs, with most of these changes implemented in 2013.

On May 4, 2013, CIC launched the [modernized selection criteria](#)³ (also known as the points system) for the [Federal Skilled Worker \(FSW\) Program](#).⁴ These criteria were based on thorough research, an extensive program evaluation, performance results, stakeholder and public consultations, and a study of best practices in other countries. The new points system reflects, as indicators of positive economic outcomes, the importance of age, Canadian work experience, minimum thresholds of official language skills, and foreign educational credentials that have been assessed for Canadian equivalency. The goal of the updated selection criteria is to improve economic outcomes by selecting immigrants who will be able to integrate more rapidly and successfully into Canada's economy.



On January 2, 2013, CIC launched the new [Federal Skilled Trades Program](#)⁵ to address serious labour shortages in some regions and respond to the needs of employers in many industries across the country. The program accepts applications from skilled tradespersons that demonstrate basic language proficiency in either English or French; have a valid offer of employment in Canada or a certificate of qualification from a province or territory; and, within the last five years, have at least two years of work experience after becoming qualified to practise in their occupation.

The Canadian Experience Class is Canada's fastest-growing immigration program and benefits the country by helping to retain skilled individuals who have already demonstrated their ability to integrate into the Canadian labour market. CIC [streamlined the work experience requirements](#)⁶ to make the program faster and more flexible for temporary foreign workers (TFW) and international student graduates with Canadian work experience to stay in Canada permanently. As of January 2, 2013, applicants require 12 months (reduced from 24 months) of full-time Canadian work experience, or the equivalent in part-time work, in high-skilled occupations and now have more time, up to 36 months, to accumulate that experience.

[Canada's Economic Action Plan 2012](#)⁷ highlighted Canada's commitment to supporting entrepreneurs, innovators and world-class research. On April 1, 2013, CIC launched the [Start-Up Visa Program](#).⁸ This pilot program targets sought-after entrepreneurs and innovators from around the world, offering permanent residence and access to a wide range of business partners. Applicants for the start-up visas require a commitment from a designated Canadian angel investor group or venture capital fund to invest in their business idea before applying for permanent residence.

The Start-Up Visa Program is the first to be created under section 14.1 of [IRPA](#), which authorizes the Minister of Citizenship and Immigration to create small economic immigration programs to take advantage of economic opportunities or to test new program concepts without having to formalize them through a lengthy regulatory process. These programs, which are set out in Ministerial Instructions, are limited to a duration of five years, after which time the program must be discontinued or be made permanent through regulations.

Eliminating Backlogs and Improving Processing Times

Application backlogs in a number of programs pose significant challenges to the immigration system, and reducing and eliminating them is a priority for CIC. The [FSW Program](#) backlog, which in 2008 had peaked at more than 640,000 people, has been particularly problematic as it constituted a major roadblock to Canada's ability to respond to rapidly changing labour market needs. The sizable proportion of CIC's processing capacity for this program was dedicated to clearing applications that were up to eight years old, and this hampered CIC's ability to process applications from persons whose skills are needed today. The continued presence of this backlog was unfair to applicants and delayed the transition to a fast, flexible and responsive immigration system. Since the launch in 2008 of the [Action Plan for Faster Immigration](#),⁹ CIC has limited the intake of new applications under this program. As a result of these efforts, CIC reduced the pre-2008 backlog by more than 50 percent and the overall FSW inventory by over 25 percent. However, the size of the backlog demanded further action and CIC introduced three notable measures in 2012.

First, in February 2012, CIC and participating provinces and territories launched the FSW Backlog Reduction Pilot to respond to Canada's labour market needs while also further drawing down the backlog. Under the terms of the pilot, FSW applicants with work experience required by provinces and territories were redirected to these provinces for possible nomination under provincial nominee programs (PNP).



A more significant measure was introduced in the [Jobs, Growth and Long-term Prosperity Act](#), which received Royal Assent on June 29, 2012. Under this law, CIC terminated around 98,000 FSW Program applications received before February 27, 2008, that had not received a decision before March 29, 2012. The law required that all fees paid to CIC be returned to the applicants. This substantial reduction of the FSW Program application backlog is now smoothing the transition to an increasingly fast and flexible economic immigration system.

The third measure was a temporary pause on the acceptance of new FSW applications, apart from those with valid job offers and students pursuing Canadian PhDs. Implemented July 1, 2012, this measure enabled CIC to focus its processing resources for the FSW Program on the remaining applications received since 2008. The pause remained in place until May 2013, and allowed CIC to develop and implement the program changes mentioned above and make considerable progress toward the goal of processing all FSW applications by the end of 2014. As a result of these efforts, the FSW backlog has been reduced to approximately 65,000 persons as of the end of July 2013.

To address the growing backlog and wait times in the Parents and Grandparents Program, CIC launched the [Action Plan for Faster Family Reunification](#)¹⁰ at the end of 2011. On November 5, 2011, the Minister of Citizenship and Immigration issued [Ministerial Instructions](#)¹¹ that temporarily put a pause on the acceptance of new sponsorship applications for parents and grandparents so that CIC could process the applications already received. With the inflow of new applications paused, CIC was able to accelerate backlog reduction by increasing admissions on existing applications by up to 50,000 over 2012 and 2013. Under [Ministerial Instructions](#) issued in June 2013, CIC will begin accepting new applications in 2014.

On December 1, 2011, CIC introduced the [Parent and Grandparent Super Visa](#),¹² as a follow-up measure to the temporary pause on new parent and grandparent applications. The super visa is a multiple-entry, temporary resident visa (TRV) that allows eligible parents and grandparents of Canadian citizens and permanent residents to visit Canada for up to 24 months at a time over a 10-year period. As of the end of June 2013, over 20,000 super visas had been issued, representing an 85-percent approval rate since the launch of the visa.

The Department continued to reduce the backlog of in-Canada refugee claims. In late 2009, the backlog peaked at 62,000. This restricted Canada's ability to provide timely protection to refugee claimants in genuine need of protection. It also reduced Canada's ability to remove those not in need of protection from Canada in a timely manner. As of June 2013, the backlog of cases that were referred to the [Immigration and Refugee Board](#)¹³ (IRB) prior to the coming into force of the [Balanced Refugee Reform Act](#)¹⁴ and the [Protecting Canada's Immigration System Act](#)¹⁵ was reduced to 24,000.

The centralization of intake for in-Canada Pre-Removal Risk Assessment (PRRA) applicants and applications for permanent residence under humanitarian and compassionate (H&C) grounds in April 2011 has greatly improved the Government of Canada's approach to managing applications. CIC is better able to move work around its network to where capacity exists and enhance the coordination across Canada between CIC and the [Canada Border Services Agency](#)¹⁶ (CBSA), allowing for more rapid identification of priority work and the processing of both PRRA and H&C applications in greater volumes.

Continued Improvements to the Way CIC Does Business

Modernizing service delivery remained a priority for CIC in 2012, and in November, the Department completed development of a global [visa application centre](#)¹⁷ (VAC) network to support service delivery and [biometric enrolment](#).¹⁸ CIC continues to expand its VAC network. VACs accept



applications for study permits, work permits, temporary resident visas and travel documents for permanent residents; however, they do not play a role in the decision-making process and are expressly forbidden to provide any visa-related advice to applicants. In 2013, CIC was able to make its services more accessible by opening VACs in areas where there had been no point of service before. This service improvement means many applicants no longer have to spend time and money travelling to a VAC that is far from home. In addition, as the requirement for biometrics becomes mandatory for certain temporary resident applicants in 2013, VACs and some visa offices around the world will offer accessible points of service for collecting the biometric data. By 2014, there will be over 130 VACs in 95 countries.

In addition, a number of electronic tools are being implemented for temporary resident visas, including [e-Payment, e-Storage and e-Application](#).¹⁹ These advancements will improve client service and allow CIC to deliver programs more quickly, efficiently and cost-effectively.

CIC is continuing to maximize an increasingly integrated, modernized and centralized working environment. Updated technology, along with robust risk management and program integrity strategies, has allowed CIC to take advantage of capacity anywhere in its network. One of the outcomes has been the development of an integrated application processing model to allow offices in Canada and overseas to share work.

Prior to 2013, work-sharing arrangements were set up on an ad hoc basis to respond to particular pressure points but 2013 marked the beginning of CIC using work-sharing arrangements as a regular tool to solve workload, inventory and capacity challenges across the network. A good example of this is the work sharing of applications in the FSW categories.

In early 2013, the FSW inventory was mainly concentrated in six offices (Ottawa, London, New Delhi, Warsaw, Singapore and Ankara). These offices had more inventory than they could process in 2013, while other offices had capacity, but lacked the inventory they needed. The integrated processing model allowed missions with excess inventory to transfer parts of their caseload to missions with the capacity, target space and expertise to process it. This allowed the network to accelerate the backlog reduction plan even further.

Other measures included shifting some low-risk caseloads to in-Canada processing and further reducing older inventories within the overseas network. These have allowed CIC to build further technical efficiencies and provide faster client service while also ensuring prudent resource management.

Improvements for Travellers Crossing the Canada-U.S. Border

To support economic growth, the Government of Canada is striving to make movement across the border with the United States easier for travellers with low security risk. Under the Canada-U.S. [Beyond the Border Action Plan](#),²⁰ CIC is working with security partners to improve verification of visitor identities, pre-arrival screening of visitors to North America and the management of flows of people across the border. The action plan focuses on four key areas: addressing threats at the earliest possible opportunity; facilitating trade, economic growth and jobs; building on successful cross-border law enforcement programs; and enhancing cross-border critical and cyber infrastructure.

To improve program integrity and support commitments made as part of the action plan, Canada and the United States have committed to implement sharing of systematic biographic immigration information in 2013 and of systematic biometric immigration information in 2014. To help support this, the two nations signed a treaty in December 2012, the [Agreement Between the Government of the United States of America and the Government of Canada for the Sharing of Visa and Immigration Information](#).²¹



Information from third-country nationals who apply for a visa, work permit or study permit, or who are seeking refugee protection, will be shared consistent with Canadian law, including the [Privacy Act](#) and the [Canadian Charter of Rights and Freedoms](#). Under the terms of the treaty, no information will be shared on Canadian or American citizens or permanent residents.

Upholding Canada’s Humanitarian Tradition

Major reforms to the in-Canada asylum system recently came into force to address several weaknesses. While recognized for its fairness, Canada’s asylum system was strained and vulnerable to abuse. People in genuine need of protection waited about 18 months for a protection decision. Conversely, the system was slow to remove people found not to be in need of protection; unfounded claimants could remain in Canada for an average of four and a half years before being removed.

The CIC reforms culminated in the [Protecting Canada’s Immigration System Act](#), which came into force on December 15, 2012, and amended [IRPA](#). The [CBSA](#), [IRB](#), [Department of Justice](#),²² [Royal Canadian Mounted Police](#),²³ [Canadian Security Intelligence Service](#),²⁴ [Public Safety Canada](#)²⁵ and CIC collaborated closely to implement the new system.

The new system includes numerous measures, such as:

- The [designated country of origin](#) (DCO)²⁶ provision, under which countries that generally respect human rights and do not normally produce refugees may be designatedⁱ by the Minister for CIC for the purposes of expedited processing and other restrictions such as the inability to apply for a work permit for six months;
- faster processing of all refugee claims, particularly those from DCO claimants;
- implementation of the IRB’s Refugee Appeal Division, which offers eligibleⁱⁱ persons a primarily paper-based appeal process for rejected refugee claims; and
- restricted access to recourses that could be used to delay removal, including:
 - a 12-month bar on accessing a PRRA following a refugee claim or previous PRRA (this bar is three years for DCO claimants);ⁱⁱⁱ
 - a 12-month bar on H&C consideration following a refugee claim; and
 - no H&C consideration for those with a pending refugee claim.

The new legislation also addresses [human smuggling](#)²⁷ through new measures, such as discouraging asylum seekers from resorting to human smuggling operations by enabling the Minister of Public Safety and Emergency Preparedness to designate the arrival of a group of individuals as an “irregular arrival,” with affected participants (16 years of age and older) detained for up to one year, and restricted from applying for permanent residence for five years (up to a maximum of six years).

Under the new system, the number of refugee claims has decreased significantly, particularly with respect to claimants from DCO countries. In the first six months, intake from DCO nationals decreased by 87 percent and intake from non-DCO nationals decreased by 50 percent when compared with the average intake during this same period over the last three years. Under the new

ⁱ In December 2012, CIC released the initial list of DCOs. This list consisted primarily of European Union countries. Additional countries were added to the list in February and May 2013. A total of 37 countries have now been designated.

ⁱⁱ A number of unsuccessful refugee claimants are ineligible for a Refugee Appeal Division appeal, including: claimants from DCOs; claimants who fall under an exception to the *Safe Third Country Agreement*; those whose refugee claims were determined by the IRB to be manifestly unfounded and with no credible basis; claimants who arrive as part of a designated irregular arrival; and persons who made a refugee claim before December 15, 2012.

ⁱⁱⁱ In the event of a sudden and significant change in country conditions that could lead people to being subject to personalized risk if returned to their home country, an exemption to the bars on PRRA may be granted; so far, eight countries have been granted this exemption.



system, the expedited processing and resulting decrease in intake has resulted in savings to both federal and provincial governments of approximately \$180 million within its first six months.

An enhanced and ongoing capacity to monitor the effectiveness of these new policies has been established to ensure that timely protection is provided to those in need while mitigating abuse of Canada's asylum system.

What has *not* changed in the new system is that every eligible refugee claimant continues to have a fair hearing before the IRB, regardless of what country they come from or how they arrive.

New Measures to Protect the Safety of Canadians

The [*Faster Removal of Foreign Criminals Act*](#), Bill C-43, received Royal Assent on June 19, 2013. Bill C-43 strengthens the integrity of Canada's immigration system by amending [IRPA](#) to:

- make it easier for the government to remove dangerous foreign criminals from Canada;
- make it harder for those who may pose a risk to Canada to enter the country in the first place; and
- remove unnecessary barriers for genuine visitors who want to come to Canada.

Some legislative amendments are already in force but other amendments require supportive regulatory changes. Key provisions now in force include further limiting access to the Immigration Appeal Division for serious criminals, and limiting access to H&C considerations for those inadmissible on the grounds of security, human or international rights violations, or organized criminality. Provisions that will come into force at a later date after supportive regulatory amendments include: giving the Minister of Citizenship and Immigration the authority, in exceptional cases, to deny temporary resident status to foreign nationals whose entry into Canada would raise public policy concerns; increasing the consequences for misrepresentation regarding inadmissibility to enter Canada from two to five years and barring application for permanent residence during this period; and easing temporary entry for individuals with an inadmissible family member except where the family member is inadmissible for security, human or international rights violations, or organized criminality.

2013: A Year of Transition

Building on earlier accomplishments, CIC is continuing in 2013 to focus on improving the role of immigration in supporting Canada's economic growth. CIC continues to develop programs and initiatives that will allow immigrants to thrive in Canada and play an important role in the growth of the Canadian economy.

Among the measures announced in [Budget 2012](#) was a commitment to develop a system that features a pool of skilled workers who are ready to begin employment in Canada. An Expression of Interest application management system will create this pool of employment-ready skilled workers to support Canada's labour market needs. This system will allow for more active recruitment of skilled immigrants and just-in-time processing. This major project, which has operational, policy, program and legislative elements, will make Canada's immigration system more responsive to labour market demand and is similar to successful systems that are already in place in Australia and New Zealand.

To ensure the economic benefits of immigration are distributed across Canada's regions, CIC has been working with provincial and territorial partners on the design of this system. In addition, CIC is holding extensive consultations with employers and employers' associations to ensure that the



system responds to employer needs. The Expression of Interest system is expected to be launched in January 2015.

The TFW Program, jointly managed by CIC and [Employment and Social Development Canada](#)²⁸ (formerly Human Resources and Skills Development Canada), is undergoing a number of changes. By enacting the [Jobs, Growth and Long-term Prosperity Act](#) in 2012 and the [Economic Action Plan 2013 Act, No. 1](#), the Government of Canada enhanced its authority to verify employer compliance monitoring with the conditions imposed under the TFW Program and its authority to suspend and revoke work permits and labour market opinions (LMOs) if the program is being misused.

The Government of Canada announced additional changes in April 2013, including:

- requiring employers to pay TFWs at the prevailing wage by removing the existing wage flexibility;
- temporarily suspending the accelerated LMO process until additional safeguards can be implemented;
- increasing the government's authority to suspend and revoke work permits and LMOs if the program is being misused;
- adding questions to employer LMO applications to ensure that the TFW Program is not used to facilitate the outsourcing of Canadian jobs;
- ensuring employers who rely on TFWs have a firm plan in place to transition to a Canadian work force over time through the LMO process;
- introducing fees for employers for the processing of LMOs and increasing the fees for work permits so that taxpayers are no longer subsidizing the costs; and
- identifying English and French as the only languages that can be used as a job requirement.

The TFW Program continues to be reviewed to improve alignment with labour market demands and to introduce additional measures to ensure that businesses look to the domestic labour force before accessing the TFW Program. The government is seeking input from Canadians on further changes to ensure that the program is working in the best interests of Canadian workers and businesses.

Ensuring that [foreign credentials](#)²⁹ are quickly and fairly assessed helps highly skilled newcomers find work related to their training, and in turn, allows them to contribute quickly to the Canadian economy. Implementation of the [Pan-Canadian Framework for the Assessment and Recognition of Foreign Qualifications](#)³⁰ for the second set of target regulated occupations (i.e., dentists, engineering technicians, licensed practical nurses, medical radiation technologists, physicians and teachers) was completed in 2012. CIC is committed to further improving foreign credential recognition and has been working with provinces and territories to identify the next set of target occupations for inclusion under the framework.

The Parent and Grandparents Program (PGP) also underwent a review in 2012. The Department explored ways to redesign the program to avoid future backlogs, while remaining sensitive to fiscal constraints, bearing in mind Canada's generous public health-care system and other social benefits. In spring 2012, CIC conducted national public consultations on the redesign of the PGP. The Minister of Citizenship and Immigration hosted roundtables with stakeholders, and public online consultations were launched to gather feedback on how CIC can achieve these goals. The online consultations ran until May 25, 2012, and received 6,444 responses, the highest number of responses ever received by CIC through an online consultation.



In May 2013, CIC published [proposed changes](#) to the sponsorship regulations for parents and grandparents to ensure that sponsored family members are well supported by their sponsors throughout their time in Canada. The regulations are expected to be finalized and come into force in 2014.

Canada’s Immigration Plan for 2014

Table 1 presents the 2014 immigration levels plan, which outlines the anticipated number of permanent residents that will be admitted to Canada throughout the year. In 2014, the overall planned admission range is 240,000 to 265,000. The distribution among immigration programs is designed to support the modernization of the immigration system, strengthen program integrity and improve client service, while setting the foundation for a fast and flexible immigration system to be realized with the introduction of the Expression of Interest application management system in 2015. The levels plan is informed by consultations with Canadians and stakeholders, ongoing discussions with provinces and territories, earlier performance results, objectives of the [Action Plan for Faster Immigration](#) and the [Action Plan for Faster Family Reunification](#), and operational capacities.

Table 1: Immigration Levels Plan 2014

| Projected Admissions | Low | High |
|---|----------------|----------------|
| Federal-selected Economic Programs, Provincial/Territorial Nominees, Family, Refugees, Humanitarian Entrants and Permit Holders | 209,000 | 232,500 |
| Quebec-selected Skilled Workers* | 26,000 | 27,000 |
| Quebec-selected Business* | 5,000 | 5,500 |
| TOTAL | 240,000 | 265,000 |

* Planned admission ranges may differ from the Government of Quebec’s 2014 Levels Plan when it is published. Quebec’s ranges will be accommodated within the existing total planning range.



Section 2: Managing Permanent Immigration and Temporary Migration

People from around the world may apply to come to Canada as either a permanent resident or a temporary resident, whether to visit, study or work.

Citizenship and Immigration Canada (CIC) handles large volumes of applications for permanent and temporary immigration across CIC's extensive global processing network. Managing this movement of people is always balanced with protecting the health, safety and security of Canadians. CIC collaborates with partners in the Public Safety portfolio ([Public Safety Canada](#), [CBSA](#), the [Royal Canadian Mounted Police](#) and the [Canadian Security Intelligence Service](#)), as well as the [Department of Justice](#) and [Health Canada](#)³¹ to identify applicants who could pose security or health risks to Canadians. CIC also works in partnership with other countries to mitigate risks and protect Canada from international threats.

To meet the admissions targets set out in the immigration levels plan, CIC balances resource pressures related to high volumes of applications for temporary residence and backlog reduction strategies for various permanent immigration programs, while striving to maintain service standards.

This section reports on the permanent resident admissions and temporary resident (temporary foreign workers, international students and visitors) entries processed by CIC in 2012.

Permanent Residents

Permanent residents are persons who have not become Canadian citizens, but have been authorized to live and work in Canada, provided that they continue to meet residency requirements and do not lose their status by reason of serious criminality, security, human rights violations, organized crime or misrepresentation. The [Immigration and Refugee Protection Act](#) (IRPA) defines three basic classes of permanent residents: economic, family and protected persons. The Government of Canada, in consultation with the provinces and territories, plans admissions of permanent residents each year in order to uphold the objectives for immigration as set out in IRPA, achieve specific priorities, and balance the benefits and costs of the immigration program so as to maintain public confidence.

Admissions of permanent residents in 2012

Canada admitted 257,887 new permanent residents in 2012, which constitutes a slight increase over 2011 (248,748). Admissions in 2012 were also greater than the five-year average from 2008 to 2012 of 257,000. The proportions among the economic, family and protected persons classes in 2012 are comparable to previous years: 62.4 percent of admissions were economic immigrants (along with their spouse/partner and dependants), 25.2 percent were in the family reunification category, and 12.4 percent were protected persons and other immigrants.

Some applicants who received a visa in 2012 arrived within the same calendar year while others will choose to arrive in 2013 (or in a small number of cases, not at all). For this reason, CIC reports both on the number of visas it issued in 2012 as well as the number of people who arrived in Canada during that year (admissions). Table 2 provides a detailed breakdown of the 2012 admissions by immigration category. More statistical information on admissions in 2012 can be found in CIC's [Facts and Figures 2012](#).³²



Table 2: New Permanent Residents Admitted in 2012

| Immigrant Category | 2012 Plan Admission Ranges | | Number Admitted in 2012 |
|---|----------------------------|----------------|-------------------------|
| | Low | High | |
| Federal-selected* | 74,500 | 79,300 | 81,030 |
| Federal Skilled Workers | 55,000 | 57,000 | 57,213 |
| Federal Business | 5,500 | 6,000 | 5,446 |
| Canadian Experience Class | 6,000 | 7,000 | 9,359 |
| Live-in Caregivers | 8,000 | 9,300 | 9,012 |
| Quebec-selected Skilled Workers | 31,000 | 34,000 | 34,256 |
| Quebec-selected Business | 2,500 | 2,700 | 4,634 |
| Provincial and Territorial Nominees | 42,000 | 45,000 | 40,899 |
| Subtotal Economic Class: Principal Applicants | | | 68,266 |
| Subtotal Economic Class: Spouses and Dependants | | | 92,553 |
| Total Economic Class | 150,000 | 161,000 | 160,819 |
| Spouses, Partners and Children** | 38,000 | 44,000 | 43,193 |
| Parents and Grandparents | 21,800 | 25,000 | 21,815 |
| Total Family Class | 59,800 | 69,000 | 65,008 |
| Government-assisted Refugees | 7,500 | 8,000 | 5,430 |
| Privately Sponsored Refugees | 4,000 | 6,000 | 4,220 |
| Protected Persons in Canada (PPiC) | 7,000 | 8,500 | 8,586 |
| Dependants Abroad | 4,000 | 4,500 | 4,858 |
| Total Protected Persons | 22,500 | 27,000 | 23,094 |
| Humanitarian and Compassionate Grounds/Public Policy*** | 7,600 | 7,800 | 8,894 |
| Permit Holders | 100 | 200 | 67 |
| Total Other | 7,700 | 8,000 | 8,961 |
| Category Not Stated | — | — | 5 |
| TOTAL | 240,000 | 265,000 | 257,887 |

Source: Citizenship and Immigration Canada, *Facts and Figures 2012*. Additional CIC data are also available through the [Quarterly Administrative Data Release](#).³³ Any numbers in this report that were derived from CIC data sources may differ from those reported in earlier publications; these differences reflect typical adjustments to CIC's administrative data files over time. As the data in this report are taken from a single point in time, it is expected that they will change over time as additional information becomes available.

*Federal-, provincial/territorial- and Quebec-selected immigrants are calculated by province/territory of intended destination.

**Includes other relatives not included in parents and grandparents.

***Includes Deferred Removal Order Class and Post-determination Refugee Claimants in Canada.



Highlights of Economic Class admissions in 2012

The Economic Class includes skilled workers (federal-selected and Quebec-selected), business immigrants (federal-selected and Quebec-selected), provincial and territorial nominees, the Canadian Experience Class, and live-in caregivers, as well as spouses, partners and dependants who accompany the principal applicant in any of these economic categories. In 2012, 160,819 permanent residents were admitted to Canada in Economic Class programs, which is within the planned admission range of 150,000 to 161,000. CIC issued 161,085 visas (for overseas applicants) and authorizations (for applicants already in Canada) for permanent residence in this category in 2012.

The [Federal Skilled Worker \(FSW\) Program](#) is the Government of Canada's flagship program for selecting immigrants with the skills and experience needed to contribute to the Canadian economy. Selection is based on a points system that assesses education, age, work experience, official language proficiency, pre-arranged employment in Canada and adaptability. Of note, there were 57,213 FSW Program admissions in 2012, which is slightly higher than the planned range of 55,000–57,000. With respect to processing times, CIC processed 88 percent of FSW applications within 12 months, which adhered to the FSW Program service standard of processing at least 80 percent of those applications in 12 months.

As has been the practice since late 2008, CIC continued to carefully manage the number of new applications accepted in 2012 for processing in the FSW Program through the issuance of [Ministerial Instructions](#). Ministerial Instructions, issued under the authority of section 87.3 of [IRPA](#), enable the Minister to direct visa officers to process applications in a manner that supports the attainment of the Government of Canada's immigration goals. Hence, the Minister is able to focus CIC's processing capacity in a more strategic way, including by reducing (or temporarily stopping) new application intake to address backlog pressures, or, as has been the case with the FSW Program, by requiring that applicants have experience in an in-demand occupation.

In July 2012, section 87.3 Ministerial Instructions were issued to enact a temporary pause on the acceptance of new FSW applications, except those with valid job offers or international students in a Canadian PhD program, or who recently graduated with a Canadian PhD. This pause enabled CIC to develop and implement important program changes and focus processing of FSW applications on those already received (i.e., those in the application backlog) and in this way supported efforts to reduce the FSW backlog. The pause was lifted in May 2013 to coincide with the coming into force of important changes to the FSW Program, as described in [Section 1](#). Currently, Ministerial Instructions require FSW applicants to have a valid job offer, have experience in one of 24 eligible occupations that are experiencing labour shortages in Canada, or meet the terms of the PhD eligibility stream; the Ministerial Instructions also limit the number of new applications that will be accepted for processing each year.

Section 87.3 Ministerial Instructions were also issued in late December 2012 to manage the intake of applications to be accepted under the new [Federal Skilled Trades Program](#). This program was launched on January 2, 2013, to address skilled labour shortages by facilitating the entry of a wide range of skilled tradespersons. The Ministerial Instructions were developed to ensure that processing of applications in this new program focused on the occupations most in demand across Canada and that intake volumes aligned with CIC's capacity to process them in six to 12 months. In the program's first year, CIC will accept applications from up to 3,000 people in 43 specific trades. Within the 3,000, there is no limit on 26 in-demand occupations, while 17 occupations will be subject to individual limits of 100 applications each.

The Canadian Experience Class is the fastest-growing immigration stream and, in 2012, [a record 9,359](#)³⁴ people were admitted as permanent residents in this program. The program allows high-



skilled temporary foreign workers and international student graduates with at least one year of full-time work experience to stay in Canada permanently. Applicants must also provide the results of a language test to demonstrate that they have the ability to read, write and speak English or French at a certain level of proficiency.

The Provincial Nominee Program (PNP) provides provinces and territories with a mechanism to respond to their particular economic needs by allowing them to nominate individuals who will meet specific local labour market demands. In addition, the PNP was designed to spread the benefits of immigration across Canada by promoting immigration to areas that are not traditional immigrant destinations. It is currently the second-largest economic immigration program after the FSW Program, and the number of provincial nominees continues to increase. In 2012, Canada admitted a record number of nominees under the PNP with 40,899 persons settling across Canada. Eighty percent of applications were processed in 16 months or less.

On July 1, 2012, CIC [made changes](#)³⁵ to the PNP to ensure that most applicants in semi- and low-skilled professions have the language abilities required to succeed in Canada. CIC is working with provinces and territories to ensure that the PNP better meets economic objectives.

CIC's Federal Business Immigrants Program comprises four separate streams: entrepreneurs, immigrant investors, self-employed persons and the newly launched [Start-Up Visa](#) Program pilot, which is described in [Section 1](#). Business immigration programs are intended to attract experienced business people who will contribute to national and regional economic development. The immigrant investor stream requires candidates to make a one-time investment in the Canadian economy in the form of a five-year, zero-interest loan to the Government of Canada, which is allocated to participating provinces and territories to fund economic development and job creation initiatives in their region.

In July 2012, section 87.3 Ministerial Instructions were issued to enact a temporary pause on the acceptance of new applications under the federal immigrant investor stream. The pause was to allow CIC to redesign business programs in consultation with provinces, territories and stakeholders. This pause on new applications was renewed in May 2013, along with a corresponding pause on federal entrepreneur applications; both will remain in place until further notice. In addition to supporting work on program reforms, these two pauses have helped CIC focus processing resources on reducing the sizable application backlogs in these programs. In 2012, CIC admitted 4,927 people as immigrant investors, 353 as entrepreneurs and 166 as self-employed persons.

CIC also held public consultations in 2012 on ways to improve the immigrant investor stream; the results will be published in 2013. Program design options are currently being developed and reviewed with stakeholders, and provinces and territories. The self-employed persons stream continues to provide a pathway to permanent residence for individuals who are able to make a significant contribution to the Canadian economy in athletics, arts, cultural activities and farm management.

Highlights of family reunification admissions in 2012

Family reunification is a key objective of [IRPA](#). To facilitate the reunification of families, Canadian citizens and permanent residents may sponsor spouses or partners, dependent children, parents, grandparents and other close relatives to become permanent residents as Family Class immigrants. Sponsors must undertake to provide for the basic requirements of the sponsored person and his or her family members for a specified period. Sponsors of parents and grandparents and some other relatives must also meet a minimum income test.



The Government of Canada is committed to family reunification and Canada has one of the most generous family reunification programs in the world. For example, Australia, New Zealand, the United Kingdom and the United States do not allow grandparent sponsorships at all or in only very limited circumstances. These countries also have very restrictive criteria for sponsoring parents.

In 2012, CIC admitted 65,008 permanent residents to Canada in the Family Class, which is within the planned admission range of 59,800 to 69,000, representing a 15-percent increase compared with 2011. This includes a 54.9-percent increase in the number of parents and grandparents admitted, which is the highest level in 10 years. CIC also issued 72,725 visas and authorizations for permanent residence in the Family Class. Furthermore, CIC launched the [super visa](#) to allow parents and grandparents of Canadian citizens and permanent residents to visit Canada for up to two years at a time, with the visa being valid for 10 years. As of the end of June 2013, over 20,000 super visas had been issued since the program was launched in December 2011, representing an acceptance rate of 85 percent.

Currently, new sponsorship applications for parents and grandparents are not being accepted by CIC for processing. Rather, CIC is focusing on reducing the backlog of parent and grandparent applications through accelerated processing, as committed to in the [Action Plan for Faster Family Reunification](#). Under [Ministerial Instructions](#)³⁶ issued in June 2013, CIC will begin accepting a maximum of 5,000 new applications per year in 2014.

In 2012, CIC admitted 43,193 spouses, partners and children as permanent residents under the Family Class, which is at the high end of the planned admission range of 38,000 to 44,000. Applications for permanent residence in this stream are demand-driven and volumes may vary from year to year, which can affect processing times. CIC processed 80 percent of spouses, partners and children applications in 19 months or less, which fell short of achieving the service standard of processing at least 80 percent of these applications in 12 months.

Intercountry Adoption Services (IAS) were transferred from [Employment and Social Development Canada](#), formerly Human Resources and Skills Development Canada to CIC in 2012, to streamline federal involvement in intercountry adoption and ensure better coordination and collaboration on related issues at the federal level. The IAS supports provinces and territories through obtaining and disseminating information on adoption practices in other countries; facilitating the development of pan-Canadian responses to matters such as unethical or irregular adoption practices; and promoting communications among provinces and territories and across the relevant federal departments.

Highlights of protected persons admissions in 2012

According to the [United Nations High Commissioner for Refugees](#),³⁷ there were about [10.4 million refugees](#)³⁸ in the world at the beginning of 2012, many of whom have been living in exile for decades. By offering protection to refugees and persons in need of protection, and through active participation in international forums on refugee protection, CIC plays a significant role in upholding Canada's international obligations and humanitarian tradition.

There are three main categories of protected persons: government-assisted refugees, privately sponsored refugees and persons who received protected person status in Canada as a result of a positive asylum claim. A total of 8,586 people were admitted as protected persons in Canada in 2012, which was slightly higher than the planned range of 7,000 to 8,500 people.

Many of CIC's visa offices were affected by instability and heightened security concerns in some parts of the Middle East and Africa. Despite these challenges, 5,430 government-assisted refugees and 4,220 privately sponsored refugees were resettled in Canada in 2012. CIC continues to maintain



its commitments under the [Balanced Refugee Reform Act](#) to increase the annual number of refugees resettled from abroad to as many as 14,500 refugees by 2013.

Bhutanese refugees of ethnic Nepalese descent have been living in seven camps in eastern Nepal since the early 1990s. In 2007, the Canadian government committed to resettle up to 5,000 Bhutanese refugees over a three- to five-year timeframe. In June 2012, the government [announced](#)³⁹ that it would resettle up to 500 more refugees with family connections in Canada and, in March 2013, plans to resettle an additional 1,000 Bhutanese refugees were announced, for a total target of 6,500.

The uprisings in the Middle East that began in December 2010 have had a significant impact on the Department's operations both in Canada and internationally over the past few years. Visa operations in Tripoli, Tunis and Cairo were temporarily suspended, and several officers were evacuated at the height of the turmoil as the security situation deteriorated. The most significant impact on the Department has been the forced closure of Canada's embassy in Damascus, Syria, on January 31, 2012, due to security concerns. Following the closure in Damascus, the regional headquarters in the Middle East was transferred to Ankara, Turkey. Instability, conflict and other program challenges in the Horn of Africa have meant that the visa office in Nairobi has been unable to receive sufficient referrals for government-assisted refugees.

To manage the challenges posed by these upheavals, CIC has been exploring a number of innovative solutions to meet its ambitious refugee targets, including: funding an innovative pilot project with the International Organization for Migration, using digital video conferencing to conduct interviews in regions that are inaccessible due to security concerns, distributing work throughout the network to create efficiencies, conducting area trips, and creating a pilot project to waive the interviews of some United Nations High Commissioner for Refugees-referred government-assisted refugees.

Highlights of admissions under humanitarian and compassionate grounds and public policy in 2012

[IRPA](#) authorizes the Minister of Citizenship and Immigration to consider the circumstances of and grant permanent resident status to individuals and their families who would not otherwise qualify in an immigration program. These discretionary provisions for humanitarian and compassionate consideration or for reasons of public policy provide the flexibility to approve deserving cases that come forward.

In 2012, a total of 8,894 people were admitted into Canada based on humanitarian and compassionate grounds or for public policy reasons, which is above the planned admission range of 7,600 to 7,800.

Using his authority to grant permanent residence for reasons of public policy, the Minister of Citizenship and Immigration has adopted special measures since 2009 to facilitate immigration to Canada for certain Afghan nationals who provided direct support to the Canadian mission in Kandahar province, Afghanistan. Under these measures, 533 persons were resettled to Canada in 2012, over and above those resettled under the government-assisted refugee and privately sponsored refugee programs. These individuals received resettlement services similar to what is currently offered to government-assisted refugees.

Admissions of permanent residents by knowledge of official language in 2012

Table 3 shows the knowledge of official languages among permanent residents. Of the permanent residents admitted in 2012, 72.5 percent self-identified as having knowledge of English, French or both official languages.



For economic immigrant principal applicants, 90.9 percent self-identified as having knowledge of at least one of the official languages in 2012.

Table 3: Knowledge of Official Languages Among Permanent Residents, 2012

| Immigrant Class | English | French | Both | Neither | Total |
|--|----------------|---------------|---------------|---------------|----------------|
| Family Class | 31,982 | 3,309 | 2,496 | 27,221 | 65,008 |
| Economic Immigrants—Principal Applicants | 43,306 | 3,982 | 14,785 | 6,193 | 68,266 |
| Economic Immigrants—Spouses and Dependants | 51,128 | 5,988 | 7,015 | 28,422 | 92,553 |
| Protected Persons | 10,857 | 2,525 | 1,207 | 8,505 | 23,094 |
| Other Immigrants | 7,253 | 861 | 293 | 554 | 8,961 |
| Category Not Stated | 5 | 0 | 0 | 0 | 5 |
| TOTAL | 144,531 | 16,665 | 25,796 | 70,895 | 257,887 |
| PERCENTAGE | 56.0% | 6.5% | 10.0% | 27.5% | 100.0% |

Source: Citizenship and Immigration Canada, *Facts and Figures 2012*.

Admissions of permanent residents by top 10 source countries in 2012

Canada's immigration program is based on non-discriminatory principles, where foreign nationals are assessed without regard to race, nationality, ethnic origin, colour, religion or gender. Canada receives its immigrant population from over 200 countries of origin.

As Table 4 indicates, 56.6 percent of new permanent residents admitted in 2012 came from the top 10 source countries, which is comparable to 2011, where 54 percent of new permanent residents came from the top 10 source countries. The top 10 countries in 2012 are similar to 2011, with the People's Republic of China, the Philippines and India remaining as the top three source countries in both years.



Table 4: Permanent Residents Admitted in 2012, by Top 10 Source Countries

| Rank | Country | Number | Percentage |
|----------------------------|-----------------------------|----------------|--------------|
| 1 | People's Republic of China | 33,018 | 12.8% |
| 2 | Philippines | 32,747 | 12.7% |
| 3 | India | 28,943 | 11.2% |
| 4 | Pakistan | 9,931 | 3.9% |
| 5 | United States of America | 9,414 | 3.7% |
| 6 | France | 8,138 | 3.2% |
| 7 | Iran | 6,463 | 2.5% |
| 8 | United Kingdom and Colonies | 6,365 | 2.5% |
| 9 | Haiti | 5,599 | 2.2% |
| 10 | Republic of Korea | 5,308 | 2.1% |
| Total Top 10 | | 145,926 | 56.6% |
| All Other Source Countries | | 111,961 | 43.4% |
| TOTAL | | 257,887 | 100% |

Source: Citizenship and Immigration Canada, *Facts and Figures 2012*.

Temporary Residents

In addition to selecting permanent residents, CIC also processes applications for the temporary entry of: foreign workers, important to Canada's economic growth; international students, attracted by the quality and diversity of Canada's educational system; and visitors, who come to Canada for personal or business travel.

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

CIC's global processing network handles both permanent and temporary resident applications. While CIC plans admission ranges for permanent residents, temporary resident applications are processed according to demand.

Temporary Foreign Workers

CIC facilitates the temporary entry of foreign 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. Temporary foreign workers (TFWs) are intended to help meet acute and short-term needs in the labour market that could not be filled by the domestic labour force; they are to complement, rather than substitute, the Canadian labour force. In response to short-term labour market demand, Canada welcomed 213,573 TFWs in 2012. This is a sizable increase of 11.9 percent from 2011 (190,842), consistent with the improvements in the economy after the recent global economic downturn. This program is currently under review.

In 2012, the Minister of Citizenship and Immigration issued [Ministerial Instructions](#) with the aim of protecting vulnerable TFWs from the risk of abuse and exploitation in sex trade-related businesses. Under the terms of these Instructions, which were issued under the authority of section 87.3 of [IRPA](#), CIC no longer processes new work permit applications from TFWs intending to work for sex trade-related businesses, such as strip clubs and escort services.



Live-in Caregiver Program

The Live-in Caregiver Program allows Canadian families to hire temporary workers from abroad to provide live-in home care to a child, an elderly person or an adult with disabilities when there is a demonstrated shortage of workers already in Canada who are able to fill available positions. In 2012, 6,242 TFWs were admitted under this program.

Caregivers first come to Canada on a temporary basis; they become eligible to apply for permanent residence in Canada after working for two years as a live-in caregiver. Last year, CIC admitted 9,012 live-in caregivers for permanent residence and processed 80 percent of work permit applications for live-in caregivers within 175 days.

International students

International students bring with them new ideas and cultures that enrich the learning environment within Canadian educational institutions. International students are well prepared for the Canadian labour market and integrate more quickly into Canadian society since they have Canadian educational credentials and have spent several years interacting with Canadian students in their post-secondary institutions. The number of foreign students entering Canada in 2012 was 104,810, a modest rise of 6.5 percent from the previous year's total of 98,383.

In collaboration with its partners, CIC continued to successfully deliver key initiatives to help Canada maintain its competitive edge in attracting and retaining international students. Important vehicles for accomplishing this include the off-campus work permit, which allows certain international students to seek employment off campus, and the post-graduation work permit, which allows graduates from participating post-secondary institutions to gain valuable Canadian experience for up to three years. In 2012, CIC issued 33,714 off-campus permits and extensions, and 27,341 post-graduation work permits, which are increases from 2011, demonstrating the success of these permits for international students.

With respect to processing times, CIC processed 100 percent of applications for off-campus work permits in four months, which exceeded the service standard of 80 percent of applications within 120 days. For new study permits from overseas, CIC processed 90 percent of applications within 60 days, which exceeded the service standard of 80 percent of applications within 60 days. For extensions to study permits submitted from within Canada, CIC processed 97 percent of applications within 120 days, which exceeded the service standard of 80 percent of applications within 120 days.

Tourists and business visitors

Tourists contribute to the economy by creating a demand for services in the hospitality sector, and business visitors allow Canadian businesses to benefit from their specialized expertise and international links. Under [IRPA](#), all foreign nationals wishing to visit Canada must have a [temporary resident visa](#)⁴⁰ (TRV) before arriving in Canada unless they are from countries specifically exempted, or they benefit from certain other limited exceptions, for example, by being accredited diplomats in Canada.

As of December 1, 2012, citizens from 148 countries and territories require TRVs to visit Canada. In 2012, CIC processed applications (new and extensions) from over one million persons seeking TRVs to come to Canada. Moreover, CIC was successful in promoting the use of multiple-entry visas, which are valid for up to 10 years and thus allow applicants from visa-required countries to travel to Canada more frequently and on their own schedules. Multiple-entry visas represented nearly half (46 percent) of all visas issued in 2012, up from only 34 percent in 2010. This proportion



is expected to continue to increase in the coming years as CIC continues to be successful in promoting multiple-entry visas to travellers from priority trade and tourism markets such as China, India, Mexico and Brazil. The service standard for TRVs outside Canada is 14 days in 80 percent of cases, and in 2012, CIC processed 76 percent of applications within this standard.

Temporary resident permits

Subsection 24(1) of [IRPA](#) authorizes designated officers of CIC and the [CBSA](#) to issue temporary resident permits (TRPs) to foreign nationals who they believe are inadmissible or who do not meet the requirements of the Act under other programs. Foreign nationals can be considered inadmissible—that is, barred from entering or remaining in Canada—on grounds such as national security, violation of human rights, criminality, organized crime, health, financial reasons, and misrepresentation. These permits are issued when there are justified reasons to admit an otherwise inadmissible individual into Canada. In exercising their discretion, designated officers must act in accordance with subsection 24(3) of the Act, which stipulates that officers shall take into consideration any instructions from the Minister and weigh the risk to Canada against the reasons for permitting temporary residence. TRPs are issued for a limited period of time and are subject to cancellation at any time. They provide flexibility to address exceptional circumstances and can be used to further Canada’s national and international objectives.

CIC continues to make an important contribution to the Government of Canada’s multi-faceted efforts to combat trafficking in persons. Since May 2006, immigration officers have been authorized to issue TRPs to foreign nationals who may be victims of this crime, so that they have a period of time to remain in Canada and consider their options. In 2012, 26 TRPs were issued to 24 victims of human trafficking. This figure includes subsequent permits issued to the same victim to maintain legal status in Canada.

In 2012, a total of 26 visas were issued under the public policy authority provided in section 25.2(1) of IRPA that exempts certain foreign nationals from the inadmissibility provisions to facilitate their temporary entry. This public policy has been in place since September 2010 to advance Canada’s national interests while continuing to ensure the safety of Canadians.

On March 1, 2012, two new public policies were implemented to facilitate the temporary entry of certain foreign nationals by allowing for a fee-exempt TRP under certain conditions.

The first policy is for foreign nationals from select countries with valid U.S. visas transiting Canada on select air carriers and arriving in Canada at select Canadian airports as part of the Transit Without Visa Program or China Transit Program. Under certain unforeseen circumstances, such as a delay in their departing flight, these travellers may seek temporary entry to Canada. This policy also includes emergency landings. From March 1 to December 31, 2012, 1,013 fee-exempt TRPs were issued under this public policy.

The second policy applies to foreign nationals who are inadmissible due to a single criminal offence as described under subsection 36(2) of IRPA. Those eligible for consideration are travellers who were convicted of a criminal offence, excluding child pornography or any sexual offence, who received no term of imprisonment as part of the sentence imposed, and are not inadmissible for any other reason. From March 1 to December 31, 2012, officials issued 2,256 fee-exempt TRPs under this public policy.

Table 5 indicates the number of TRPs issued in 2012, categorized according to grounds of inadmissibility under IRPA. In 2012, 13,564 permits were issued, with 826 representing permits issued to foreign nationals who continued to maintain their status as permit holders from within



Canada. Of the total, 159 TRPs were issued under instruction of the Minister. The authority to issue TRPs is shared between designated CIC officials and [CBSA](#) officers working at ports of entry.

Table 5: Temporary Resident Permits Issued from January 1 to December 31, 2012

| Description of Inadmissibility | Provision under the <i>Immigration and Refugee Protection Act</i> | Number of Permits in 2012 |
|--|---|---------------------------|
| Security (espionage, subversion, terrorism) | 34(1)(a), (b), (c), (d), (e) and (f) | 20 |
| Human or International Rights Violations | 35(1)(a), (b) and (c) | 15 |
| Serious Criminality (convicted of an offence punishable by a term of imprisonment of at least 10 years) | 36(1)(a), (b) and (c) | 888 |
| 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) | 7,014 |
| Organized Criminality | 37(1)(a) or (b) | 8 |
| Health Grounds (danger to public health or public safety, excessive burden) | 38(1)(a), (b) and (c) | 91 |
| Financial Reasons (unwilling or unable to support themselves or their dependants) | 39 | 11 |
| Misrepresentation | 40(1)(a), (b), (c) and (d) | 18 |
| Non-compliance with Act or Regulations (e.g., no passport, no visa, work/study without permit, medical/criminal check to be completed in Canada, not examined on entry)* | 41(a) and (b) | 5,206 |
| Inadmissible Family Member | 42(a) and (b) | 186 |
| No Return Without Prescribed Authorization | 52(1) | 107 |
| TOTAL | | 13,564 |

Source: Global Case Management System as of May 13, 2013, and Field Operations Support System as of April 9, 2013.

Note: The statistics in this table include the number of TRPs used to enter or remain in Canada in 2012.

*Includes all sections of IRPA other than 34-42 and 52.



Section 3: Federal-Provincial/Territorial Partnerships

Jurisdiction over immigration is a joint responsibility under section 95 of the [Constitution Act, 1867](#), and effective collaboration between the Government of Canada and the provinces and territories is essential to the successful management of the immigration program. Provincial and territorial governments are primary partners of Citizenship and Immigration Canada (CIC). Under the [Federal-Provincial-Territorial \(FPT\) Vision Action Plan for Immigration](#),⁴¹ jurisdictions commit to welcoming and supporting newcomers to join in building vibrant communities and a prosperous Canada. Implementation of the Vision Action Plan will improve Canada's immigration program to the benefit of all regions.

Under the [Immigration and Refugee Protection Act](#) and the [Department of Citizenship and Immigration Act](#), the Minister for Citizenship and Immigration has the authority, with the approval of the Governor in Council, to enter into agreements with the provinces and territories to facilitate the coordination and implementation of immigration policies and programs. Table 6 provides a list of the [key bilateral agreements](#)⁴² currently in force, with their signing and expiry dates. Framework agreements with eight provinces and one territory highlight immigration as a key area for bilateral collaboration and formalize how governments work together on this issue. Agreements for a Provincial Nominee Program (PNP) are also in place with 11 jurisdictions (Yukon Territory, Northwest Territories and all provinces except Quebec), either as an annex to a framework agreement or as a stand-alone agreement.

Under a PNP, provinces and territories have the authority to nominate individuals as permanent residents to address specific labour market and economic development needs. Under the [Canada-Québec Accord relating to Immigration and Temporary Admission of Aliens](#),⁴³ Quebec has full responsibility for the selection of immigrants (except Family Class and in-Canada refugee claimants), as well as the sole responsibility for delivering reception and integration services, supported by an annual grant from the federal government. The federal government is responsible for establishing eligibility criteria for settlement programs in the other provinces and territories, reuniting families, determining refugee claims within Canada, defining immigration categories, setting national immigration levels, and establishing admission requirements. Table 7 presents the breakdown of permanent residents admitted in 2012 by province or territory of destination and immigration category.

The Federal-Provincial/Territorial immigration ministers approved an FPT Vision Action Plan for Immigration that reflects shared objectives.^{iv} The vision identifies key outcomes that describe what success will look like for the immigration program and sets out guiding principles by which the immigration program will be jointly managed through intergovernmental partnership. CIC will continue to work closely with provinces and territories in five key areas over the next three years:

- Expression of Interest application management system;
- immigration levels planning;
- economic immigration programs;
- pan-Canadian framework for settlement outcomes; and
- FPT partnership models.

^{iv} Note that under the Canada-Quebec Accord, Quebec fully assumes sole responsibility for establishing immigration levels, and for the selection, francization and integration of immigrants. In areas under its responsibility, Quebec develops its policies and programs and legislates, regulates and sets its own standards.



Table 6: Federal-Provincial/Territorial Agreements Currently in Force

| Agreement | Date Signed | Expiry Date |
|---|---|---|
| <i>Canada-Newfoundland and Labrador Agreement on Provincial Nominees</i> | November 22, 2006 (Original signed in September 1999) | Indefinite |
| <i>Agreement for Canada-Prince Edward Island Co-operation on Immigration</i> | June 13, 2008 (Original signed in March 2001) | Indefinite |
| <i>Canada-Nova Scotia Co-operation on Immigration</i> | September 19, 2007 | Indefinite |
| <i>Canada-New Brunswick Agreement on Provincial Nominees</i> | January 28, 2005 Amended: March 29, 2005 (Original signed in February 1999) | Indefinite |
| <i>Canada-Québec Accord relating to Immigration and Temporary Admission of Aliens</i> | February 5, 1991 | Indefinite |
| <i>Canada-Ontario Immigration Agreement</i> | November 21, 2005 | Expired March 31, 2011 (Provincial Nominee Program authority extended to May 31, 2015; Temporary Foreign Worker Annex continues indefinitely) |
| <i>Canada-Manitoba Immigration Agreement</i> | June 6, 2003 (Original signed in October 1996) | Indefinite |
| <i>Canada-Saskatchewan Immigration Agreement</i> | May 7, 2005 (Original signed in March 1998) | Indefinite |
| <i>Agreement for Canada-Alberta Cooperation on Immigration</i> | May 11, 2007 | Indefinite |
| <i>Canada-British Columbia Immigration Agreement</i> | April 9, 2010 (Original signed in May 1998) | April 8, 2015 |
| <i>Agreement for Canada-Yukon Co-operation on Immigration</i> | February 12, 2008 (Original signed in April 2001) | Indefinite |
| <i>Canada-Northwest Territories Agreement on Provincial Nominees</i> | September 26, 2013 | September 26, 2018 |



Table 7: Permanent Residents Admitted in 2012, by Destination and Immigration Category

| Category | NL | PE | NS | NB | QC | ON | MB | SK | AB | BC | YT | NT | NU | Not Stated | Total |
|--|-------------|--------------|--------------|--------------|---------------|---------------|---------------|---------------|---------------|---------------|-------------|-------------|-------------|-------------|----------------|
| ECONOMIC CLASS | | | | | | | | | | | | | | | |
| Skilled Workers | 115 | 43 | 520 | 149 | 34,256 | 35,439 | 663 | 580 | 9,748 | 9,939 | 3 | 12 | 1 | 1 | 91,469 |
| Business Immigrants | 0 | 0 | 41 | 8 | 4,634 | 2,403 | 8 | 6 | 166 | 2,813 | 0 | 0 | 0 | 1 | 10,080 |
| Provincial and Territorial Nominees | 365 | 896 | 957 | 1,580 | 86 | 1,957 | 9,531 | 9,019 | 10,287 | 5,943 | 225 | 46 | 4 | 3 | 40,899 |
| Live-in Caregivers | 2 | 1 | 20 | 19 | 645 | 4,724 | 87 | 89 | 1,591 | 1,807 | 7 | 20 | 0 | 0 | 9,012 |
| Canadian Experience Class | 23 | 11 | 85 | 43 | 25 | 4,663 | 48 | 40 | 2,783 | 1,613 | 1 | 20 | 4 | 0 | 9,359 |
| Total Economic Class (including dependants) | 505 | 951 | 1,623 | 1,799 | 39,646 | 49,186 | 10,337 | 9,734 | 24,575 | 22,115 | 236 | 98 | 9 | 5 | 160,819 |
| FAMILY CLASS | | | | | | | | | | | | | | | |
| Spouses, Partners, Children and Others* | 104 | 67 | 401 | 213 | 7,787 | 19,530 | 1,296 | 693 | 5,575 | 7,448 | 25 | 42 | 8 | 4 | 43,193 |
| Parents and Grandparents | 13 | 6 | 67 | 23 | 1,400 | 12,443 | 443 | 134 | 2,860 | 4,407 | 9 | 10 | 0 | 0 | 21,815 |
| Total Family Class | 117 | 73 | 468 | 236 | 9,187 | 31,973 | 1,739 | 827 | 8,435 | 11,855 | 34 | 52 | 8 | 4 | 65,008 |
| PROTECTED PERSONS | | | | | | | | | | | | | | | |
| Government-assisted Refugees | 93 | 49 | 169 | 132 | 1,110 | 1,957 | 327 | 332 | 719 | 530 | 0 | 3 | 0 | 9 | 5,430 |
| Privately Sponsored Refugees | 0 | 1 | 12 | 17 | 521 | 1,787 | 755 | 155 | 616 | 355 | 0 | 0 | 0 | 1 | 4,220 |
| Protected Persons In-Canada | 7 | 2 | 7 | 2 | 1,872 | 5,648 | 38 | 34 | 607 | 366 | 0 | 3 | 0 | 0 | 8,586 |
| Dependants Abroad | 0 | 1 | 7 | 4 | 1,106 | 3,197 | 20 | 28 | 308 | 187 | 0 | 0 | 0 | 0 | 4,858 |
| Total Protected Persons | 100 | 53 | 195 | 155 | 4,609 | 12,589 | 1,140 | 549 | 2,250 | 1,438 | 0 | 6 | 0 | 10 | 23,094 |
| OTHER | | | | | | | | | | | | | | | |
| Deferred Removal Order Class and Post-determination Refugee Claimants in Canada | 0 | 0 | 0 | 0 | 1 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 |
| Temporary Resident and Permit Holders | 0 | 0 | 0 | 0 | 9 | 42 | 1 | 1 | 10 | 4 | 0 | 0 | 0 | 0 | 67 |
| Humanitarian and Compassionate Cases | 1 | 1 | 9 | 2 | 542 | 1,994 | 19 | 10 | 210 | 129 | 0 | 8 | 3 | 0 | 2,928 |
| Other Humanitarian and Compassionate Cases Outside the Family Class/ Public Policy | 8 | 10 | 46 | 19 | 1,068 | 3,362 | 76 | 56 | 612 | 700 | 3 | 2 | 0 | 0 | 5,962 |
| Total Other | 9 | 11 | 55 | 21 | 1,620 | 5,401 | 96 | 67 | 832 | 833 | 3 | 10 | 3 | 0 | 8,961 |
| Category Unknown /Not Stated | 0 | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 |
| TOTAL | 731 | 1,088 | 2,341 | 2,211 | 55,062 | 99,154 | 13,312 | 11,177 | 36,092 | 36,241 | 273 | 166 | 20 | 19 | 257,887 |
| PERCENTAGE | 0.3% | 0.4% | 0.9% | 0.9% | 21.4% | 38.4% | 5.2% | 4.3% | 14.0% | 14.1% | 0.1% | 0.1% | 0.0% | 0.0% | 100.0% |

Source: Citizenship and Immigration Canada, *Facts and Figures 2012*.

Notes: Numbers presented in this table are up to date and may differ from numbers previously published by CIC.

* Includes other relatives not included in parents and grandparents.



Section 4: Integration of Newcomers and Canadian Citizenship

Immigration is fundamental to the development of Canada's economy, society and culture, and Canada strives to be a world leader in maximizing its benefits. To create a stronger nation benefiting both newcomers and Canadians, Canada is one of the few countries with a managed immigration program directed toward newcomers ultimately becoming full citizens. The successful settlement and integration of new immigrants to Canada is an important objective of the [Immigration and Refugee Protection Act](#).

Settlement

The Settlement Program of Citizenship and Immigration Canada (CIC) funds projects to assist newcomers in making linkages with Canadians and their local communities in support of an integrated society. Services include: information and orientation, language training, initiatives to facilitate community connections and labour market participation, and support services to provide access to CIC settlement programming. CIC manages settlement services in provinces and territories outside of Quebec and British Columbia. As announced in [Budget 2012](#), CIC resumed management of settlement services in Manitoba in April 2013 and will resume management of settlement services in British Columbia in 2014–2015. This will allow CIC to provide consistent, effective and efficient settlement services across the country, and strengthen federal leadership for ensuring comparable results for newcomers.

In 2012–2013, CIC supported services for an increased number of clients both in Canada (outside Quebec, Manitoba and British Columbia) and overseas, growing from 213,346 in 2011–2012 to 220,904 in 2012–2013. Domestically, the Department reached more immigrants in 2012–2013, serving 203,668 clients in Canada, a 7.5-percent increase from 2011–2012.

The Department continued collaborative efforts with provinces and territories on the [Federal-Provincial-Territorial Vision Action Plan for Immigration](#) that includes a work plan to improve coordination and streamlining of settlement service delivery, as well as a pan-Canadian framework for settlement outcomes. The purpose of the framework is to provide a cohesive, national approach for defining and measuring settlement outcomes and to establish the evidence base for better accountability and policy decisions. In 2012–2013, CIC worked in partnership with provincial and territorial governments to administer a nationwide survey with the goal of assessing settlement outcomes across Canada and identifying the factors that influence successful settlement within the first five years after landing in Canada. CIC received the national results at the end of 2012–2013 and will receive additional province-specific data in 2013–2014. After an in-depth analysis of the information collected, CIC will work with provinces and territories to develop a roadmap to improve the settlement outcomes of newcomers in Canada.

CIC continued to support local immigration partnerships (LIPs), which are local tables seeking to facilitate community-level planning and coordination as well as to engage a variety of stakeholders in the integration process. In 2012–2013, most LIPs in Ontario initiated or pursued the implementation of their local immigration strategies and found collaborative ways to address local barriers to integration. LIPs also expanded outside of Ontario: a new partnership was created in Calgary and pilot projects are under way in Halifax and St. John's.

In 2012, CIC launched its first national Call for Proposals (CFP). The CFP model is the primary method through which the Department seeks applications for grants and contributions funding



under its settlement, resettlement and multiculturalism programs. In the past, each region and program had a separate CFP, which led to some duplication of efforts across the country. A centrally coordinated national CFP allowed for a standard assessment of each proposal, thereby facilitating consistency and replacing some 20 individual CFPs. CFP 2012 received over 950 applications, just under 400 of which will receive funding. Close to 85 percent of the required contribution agreements were in place by the beginning of fiscal year 2013–2014.

In March 2013, innovative partners of the [International Qualifications Network](#)⁴⁴ were recognized at an awards ceremony held in Ottawa. The Network is an online forum where employers, regulatory bodies, governments and immigrant-serving organizations can share best practices in foreign credential assessment and recognition, thus facilitating newcomers' integration into the Canadian labour market.

Over 2012–2013, CIC finalized two additional initiatives aimed at assisting the integration of newcomers: the updated [Welcome to Canada](#)⁴⁵ guide and the new [Living in Canada](#)⁴⁶ tool. The new version of the Welcome to Canada Guide contains twice as much information and offers practical details on many different topics including how to access language classes, basic information about Canada's education system, laws and the justice system, the labour market, and much more. This is the first time the guide has been revamped since it was first introduced in 1997. Two videos were also produced to provide information to newcomers on Living in Canada. The online Living in Canada tool produces a semi-customized settlement plan filled with tips, next steps and useful links based on user responses to a short settlement needs questionnaire. Users can also find local immigrant-serving organizations with the integrated Find Services map, and can bring with them their settlement plan for additional, personalized support.

The [Federal Internship for Newcomers Program](#)⁴⁷ was expanded in 2012, and is gaining recognition within the Government of Canada and private sector organizations. Since 2010, more than 200 interns have been placed in 24 participating departments and agencies and five private sector organizations within the four delivery locations. In 2012, a survey was sent to program graduates to assess their employment outcomes after completion of the internships; preliminary results indicate that more than 75 percent of those who participated in the Program were subsequently able to enter the Canadian work force.

Canadian Citizenship

The acquisition of citizenship is a significant step in the integration of newcomers. Granting citizenship to eligible applicants allows newcomers to acquire the full range of rights and encourages them to fulfil the responsibilities of citizenship. The acquisition of citizenship also helps newcomers secure a stronger sense of belonging to Canada and share a common bond as part of the Canadian family. Supporting citizenship involves providing an environment where civic participation and the expression of identity are fostered through tools for promoting and celebrating citizenship, and through enhancing the meaning of Canadian citizenship.

The purpose of the Citizenship Program is to administer citizenship legislation and promote the rights and responsibilities of Canadian citizenship. In 2012, CIC continued to focus on enhanced program integrity and strengthening the value of Canadian citizenship by instituting greater scrutiny when verifying applicants' eligibility for citizenship, as well as ensuring adequate language proficiency of newcomers. The Department also implemented measures to increase efficiency and prioritized addressing citizenship fraud. In addition, CIC continued to promote civic participation and the value of citizenship to both newcomers and long-standing Canadians, with a focus on



Canadian values, history, symbols and institutions, as well as the rights and responsibilities of citizenship. In 2012, CIC released an updated audio version of [Discover Canada: The Rights and Responsibilities of Citizenship](#).⁴⁸ This citizenship audio study guide features the voices of prominent Canadians such as former Governor General, the Right Honourable Adrienne Clarkson, actor Albert Schultz and broadcaster Ian Hanomansing. Strengthening the essential knowledge base for citizenship is a key goal of the Citizenship Program. Various promotional activities such as Celebrate Citizenship Week and citizenship and reaffirmation ceremonies took place in communities across the country, often in partnership with community organizations. The Department held 1,658 citizenship ceremonies, of which 262 were enhanced ceremonies (i.e., in partnership with community organizations). In 2012, activities focused on the Commemoration of the War of 1812 and the Queen's Diamond Jubilee. The Department also hosted, as part of the Royal Tour, a special citizenship ceremony with Their Royal Highnesses The Prince of Wales and The Duchess of Cornwall, in Saint John, New Brunswick.

In 2012, CIC received and initiated processing of 193,243 applications for citizenship, and made 126,571 decisions on applications, resulting in 113,143 individuals becoming Canadian citizens in 2012. CIC also issued 46,032 citizenship certificates (proofs of citizenship) to existing citizens.

CIC continues to explore where modernization efforts can support greater operational efficiency and reduce risk in the Citizenship Program. For example, under the Citizenship Modernization initiative, CIC reinforced roles and responsibilities of officers in maintaining program integrity by implementing expanded mandatory system checks at strategic points in the citizenship grant application process to identify applicants who may not meet the residence obligation. A number of tools and procedures were implemented to assist citizenship officials in the detection of fraud. In partnership with the [Canada Border Services Agency](#) (CBSA) a consent mechanism was added to applications to allow the Agency to provide to CIC the applicant's travel history of entries into Canada, and to allow CIC to collect and use this information in determining whether residence requirements have been met. Work also took place to develop a new citizenship certificate along with an electronic validation portal, allowing CIC to move to an easier-to-produce certificate while ensuring partners can validate citizenship in a highly secure manner. The new certificate and portal were launched in February 2012.

New regulations to require citizenship applicants to provide objective evidence of their language ability at the time of application were published in the *Canada Gazette* on October 10, 2012, and came into force on November 1, 2012. These regulations will enhance the integrity of the Citizenship Program by making language assessment more objective, while improving language outcomes for newcomers and streamlining processing. This could also lead to improved employability and earnings for permanent residents by providing an incentive to enhance their language skills before applying for citizenship; Canadian employers benefit as well by an increased pool of available employees with good language proficiency.

Finally, recognizing that the legislative framework for the *Citizenship Act* has not undergone a comprehensive update in more than 30 years, CIC continued its review of the legislation in 2012 with a view to possible improvements in areas such as access, program integrity and fraud, and streamlined processing. CIC also provided support for consideration of a private member's bill, Bill C-425, [An Act to amend the Citizenship Act \(honouring the Canadian Armed Forces\)](#),⁴⁹ by the Standing Committee on Citizenship and Immigration.



Multiculturalism

The majority of Canadians support immigration and their support is underpinned by their pride in Canadian multiculturalism. The Multiculturalism Program supports the government's efforts to build an integrated, socially cohesive society. Its objectives emphasize fostering intercultural and interfaith understanding, civic memory and pride, respect for core democratic values, and equal opportunity for all Canadians.

[Inter-Action](#),⁵⁰ a component of the multiculturalism grants and contributions program, funds both long-term, multi-year projects and small, community-based events that promote intercultural understanding between various communities. In 2012–2013, CIC allocated \$8 million in funding through this program.

The *Canadian Multiculturalism Act* requires the promotion of a coordinated approach to implementing multiculturalism policy. CIC continues to provide guidance to federal institutions on the implementation of the Act and reports on progress in the [Annual Report on the Operation of the Canadian Multiculturalism Act](#).⁵¹ CIC also chairs the interdepartmental Multiculturalism Champions Network, made up of 90 champions across the Government of Canada, which allows federal institutions to collectively address short- and medium-term priorities for implementing multiculturalism and addressing federal institutional challenges.

In March 2013, Canada assumed the chairmanship of the [International Holocaust Remembrance Alliance](#).⁵² In preparation, CIC worked in partnership with key government and community stakeholders to develop a strategy to support the Canadian Chair. CIC also initiated the preparatory work to host two meetings of the [Alliance](#), one in Berlin (June 2013) and the other one in Toronto (October 2013).⁵

⁵ The International Holocaust Remembrance Alliance was founded in 1999 under the name Task Force for International Cooperation on Holocaust Education, Remembrance and Research, or the ITF.



Section 5: Gender-based Analysis of the Impact of the *Immigration and Refugee Protection Act*

Gender-based analysis (GBA) is the evidence-based assessment of the impact that policies, programs, legislation and services have on diverse groups of women, men, girls and boys. Over the past year, Citizenship and Immigration Canada (CIC) has continued to make progress in advancing GBA. CIC's commitment to report to Parliament on the gender impacts of the [*Immigration and Refugee Protection Act*](#) (IRPA) is enshrined in the Act. By proactively incorporating gender analysis into policy and program development, CIC is able to develop monitoring mechanisms and mitigation strategies for potential negative impacts on particular groups.

CIC continues to work with its federal and international partners in areas relevant to GBA. For example, the Department supported efforts by [Status of Women Canada](#)⁵³ to implement GBA as a sustainable practice across departments and agencies, including conducting a self-assessment exercise on a departmental initiative. As well, CIC participates with 14 other federal departments and agencies in the [Family Violence Initiative](#)⁵⁴ led by the [Public Health Agency of Canada](#).⁵⁵

CIC also contributed to a number of international reports related to gender and diversity, including Canada's biennial report to the Organization of American States' [Inter-American Commission on Women](#)⁵⁶ and Canada's initial report on the United Nations [Convention on the Rights of Persons with Disabilities](#).⁵⁷

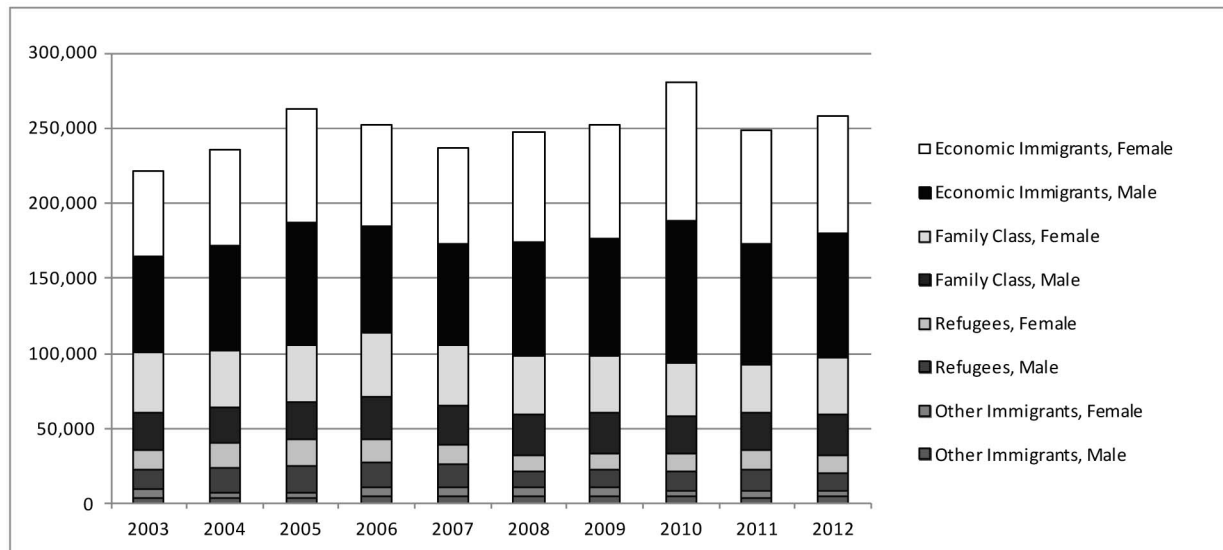
CIC's operational data-gathering and reporting activities continue to incorporate gender as a standard element in the analysis of permanent and temporary resident arrivals. The key findings in 2012 include the continued strength in the number of women entering Canada in the economic streams.

Gender-based Analysis of Permanent Residents

As Chart 1 illustrates, Canada admitted 257,887 permanent residents in 2012. The proportion of women (and girls) to men (and boys) admitted as permanent residents has remained stable from 2003 to 2012; on average, women accounted for 51 percent and men accounted for 49 percent of permanent residents. In 2012, the largest source countries for women were the Philippines, China, India, Pakistan, the United States, France, Iran, Haiti, Republic of Korea and the United Kingdom and colonies. For men, the largest source countries were China, the Philippines, India, Pakistan, the United States, France, the United Kingdom and colonies, Iran, Haiti and Egypt.



Chart 1: Female and Male Permanent Residents in Economic, Family Class, Refugee and Other Immigrant Streams, 2003 to 2012



Source: Citizenship and Immigration Canada, *Facts and Figures 2012*.

Overview of Female and Male Residents in Economic, Family Class, Refugee and Other Immigrant Streams, 2003 to 2012

Men and boys continued to make up the largest proportion of the 160,819 economic class immigrants (including spouses and dependents) in 2012; 51 percent entering in this category were males and 49 percent were females.

For the period from 2003 to 2012, women made up the largest proportion of Family Class entrants. Female spouses are the largest single group of sponsored Family Class entrants. In 2012, female spouses comprised 36 percent of all Family Class entrants. Male spouses accounted for 25 percent of Family Class entrants in the same year.

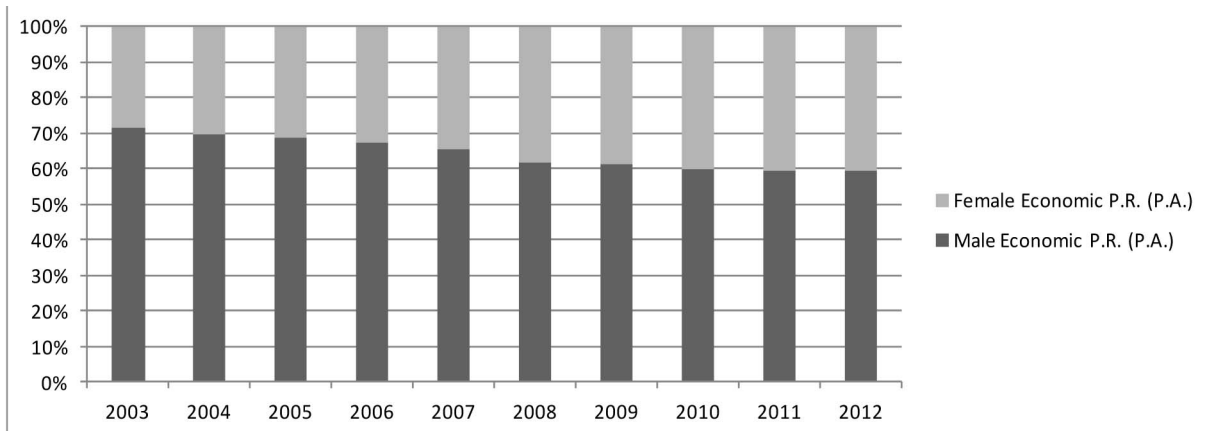
There has been a steady but relatively small increase in the proportion of women in the refugee and asylum stream over the past decade from a low of 47 percent in 2003 to a high of 50 percent in 2012.

Female and Male Permanent Resident Principal Applicants in Economic Streams, 2003 to 2012

As Chart 2 illustrates, women have been making up a larger proportion of economic principal applicants over the past decade (skilled workers, entrepreneurs, self-employed, investors, Canadian Experience Class applicants, provincial/territorial nominees and live-in caregivers). The 2012 figure, at 41 percent, represents the second-largest proportion of women over the past 10 years, and exceeds the average for the decade.



Chart 2: Proportion of Female and Male Permanent Residents in Economic Streams, 2003 to 2012



Source: Citizenship and Immigration Canada, *Facts and Figures 2012*

Note: P.R.: Permanent Resident; P.A.: Principal Applicant

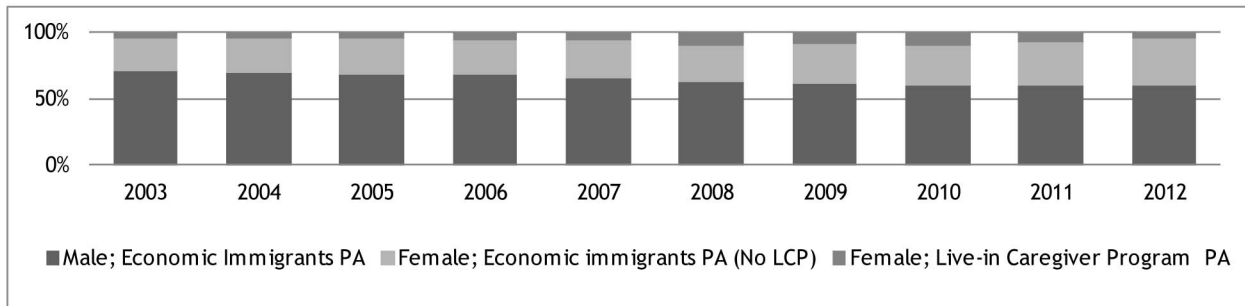
Live-in Caregiver Program Permanent Residents

Over the past 10 years, there has been a marked change in the flow of Live-in Caregiver Program (LCP) permanent residents. This has particular implications for gender because, from 2003 to 2012, an average of 95 percent of those who gained permanent residence through the LCP were women. From 2003 to 2008, LCP applicants made up an increasing proportion of the female economic stream, reaching a peak in 2008 of 25 percent of all female economic principal applicants. The year 2011 marked the beginning of a decline in the proportion of female principal applicants from the LCP stream, down to 18 percent of all female economic principal applicants. This percentage further declined in 2012, with only 13 percent of all female economic principal applicants coming through the LCP. In numerical terms, the past two years have seen a decline in LCP principal applicant permanent residents from its peak in 2010 of 7,192 to 4,748 in 2011 and 3,520 in 2012.

As Chart 3 illustrates, when LCP figures are removed from total economic principal applicants for women, women are still making up greater proportions of the principal applicants in the remaining economic categories. This is particularly apparent in 2011 and 2012 when LCP numbers declined significantly: during this time women made up 36.3 percent in 2011 and 37.5 percent in 2012 of all principal applicants who entered Canada in economic streams other than the LCP stream. In comparison, this figure was 25.5 percent for 2003.



Chart 3: Proportion of Female and Male Permanent Residents in Economic Streams, Controlling for Female Live-in Caregiver Principal Applicants, 2003 to 2012



Source: Citizenship and Immigration Canada, *Facts and Figures 2012*.

Note: PA: principal applicant; No LCP: Not a Live-in Caregiver

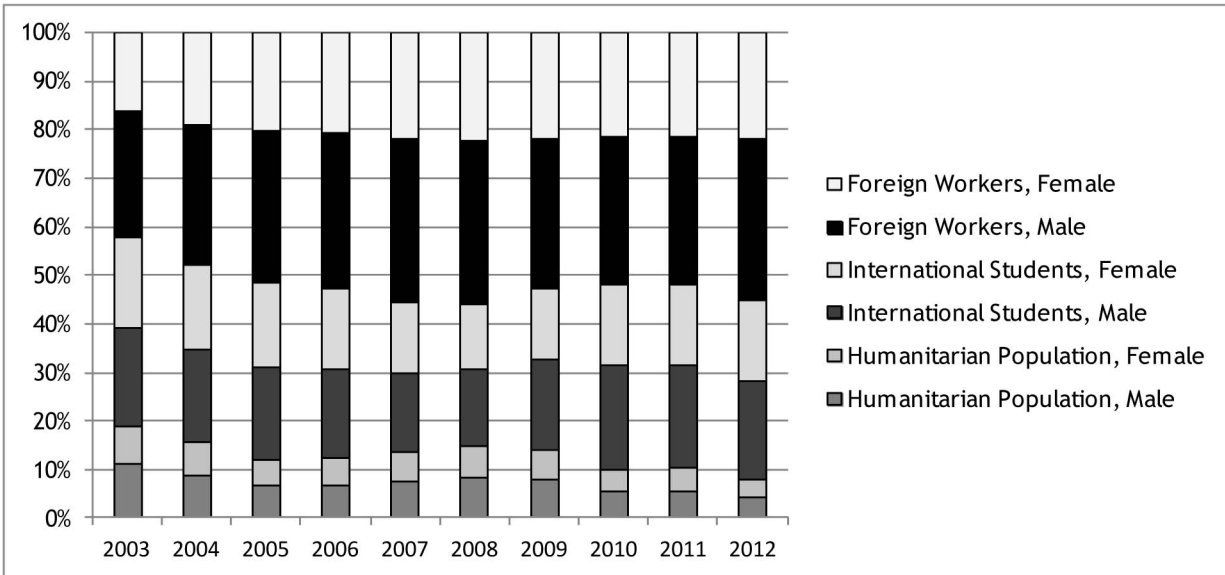
Federal Skilled Workers

The Federal Skilled Worker Program (principal applicants) saw a narrowing in the gender gap from 2003 to 2012 (from a difference of 52 percentage points between men and women down to 21). This trend was also reflected in many National Occupational Classification skill level categories. For example, in the managerial skill level, there was a steady increase for women from a low in 2003 of 21 percent up to 25 percent in 2012. This exceeds the average for the decade of 24 percent. Furthermore, in the professional skill level category, women made up 46 percent of entries in 2012; in 2003, this figure was 24 percent. Finally, the proportion of women in the skilled and technical category grew from 25 percent in 2003 to 35 percent in 2012.

Gender-based Analysis of Temporary Resident Entries

For temporary resident initial entries (foreign worker, international student, humanitarian and other categories), the 2012 total of 315,936 is the highest annual figure during the 2003–2012 period, as Chart 4 illustrates. In 2012, men continued to represent a greater proportion of these temporary resident entries at 56 percent. However, the proportion of women in the temporary foreign worker stream has increased from 38 percent in 2003 to 41 percent in 2009. The figure for 2012 is slightly below the 2009 peak, at 40 percent.

Chart 4: Chart 4: Female and Male Temporary Foreign Workers, International Students and Humanitarian Categories (Initial Entry), 2003 to 2012



Source: Citizenship and Immigration Canada, *Facts and Figures 2012*.

Note: Initial entry represents the number of temporary residents identified as entering Canada for the first time. Initial entries are calculated as of the earliest effective date of any valid permit issued to a temporary resident.

International Students Entering Canada

In 2012, more than 93,000 international students arrived in Canada (initial entries). Of this figure, 45 percent were women, a slight increase from 2011 (44.6 percent). In 2012, 39 percent of female international students were bound for university, which is the same percentage as for men. Both males and females bound for the “other post-secondary” category have seen significant growth. In 2012, 23 percent of female and 29 percent of male foreign students entered Canada intending to attend post-secondary institutions other than universities. This represents significant growth, particularly when compared with figures in 2004, when 9 percent of female and 10 percent of male students intended to attend these institutions. On the other hand, trade schools saw declines over the past decade. In 2003, 18 percent of the female and 17 percent of the male international students intended to attend trade institutions; in 2012, these same institutions were the intended destination of 5.1 percent of the female and 4.5 percent of the male international students.

Gender-based Analysis across CIC Policy, Program and Evaluation Areas

Immigration

Gender-based analysis was applied to the conditional permanent residence regulatory amendments that came into force on October 25, 2012. Under the new regulations, sponsored spouses and partners in new relationships who have no children in common are required to live with their sponsor for a period of two years after being granted permanent residence. The GBA revealed that, in 2009, 61 percent of all overseas sponsored spouses/partners and 57 percent of all inland sponsored spouses/partners were female. CIC undertook extensive consultations on the conditional permanent residence measure with the public; provincial and municipal levels of government; stakeholders; non-government organizations with expertise in the area of abuse in immigrant

communities; and various federal departments, including the [Royal Canadian Mounted Police](#) and [Status of Women Canada](#). These consultations revealed concerns about the vulnerability of spouses and partners in abusive relationships.

These consultations were also used to address concerns over vulnerability. In partnership with various groups with expertise in this area, CIC built an exception into the regulations that allows newly sponsored persons who are impacted by the conditional permanent residence measure and who are victims of abuse or neglect to come forward without having to worry that they might face enforcement action. Guidelines have also been developed to assist officers in processing requests for exceptions based on abuse or neglect and in handling sensitive information related to them. Drawing from these consultations, CIC also developed a communication strategy to inform sponsored spouses and partners of the conditional measure and of the exception available to them in cases of violence or neglect.

Settlement and Integration

The [Canadian Immigrant Integration Program](#)⁵⁸ (CIIP) enables prospective economic immigrants to effectively prepare to meet foreign credential recognition requirements, and to achieve faster labour market integration. Since 2011, the Tracking of Overseas Orientation Session Graduates (TOSG) system has collected gender-disaggregated data on the labour market outcomes of CIIP participants. The TOSG system collects information related to gender, age, ethnicity, socio-economic status, marital status and country of origin of participants. In doing so, TOSG enables GBA and gender-sensitive policy development, and enhances the Department's research capacity and program development for overseas services. This information helps to develop a better understanding of potential challenges related to employment and foreign credential assessment and recognition faced by newcomers.

The [Federal Internship for Newcomers Program](#) (FINP) provides newcomers an opportunity to gain Canadian work experience within the federal government or private sector organizations, with a view to improving their integration into the Canadian labour market. Since 2010, the FINP has collected gender-disaggregated data through its exit survey for interns. The survey focused on career development activities and employment outcomes of FINP interns who have completed their internship. The results of FINP exit surveys continue to be monitored and used to inform policy and program changes.

The [Settlement Workers in Schools \(SWIS\) program](#)⁵⁹ helps newcomer students and their families settle in their schools and communities. SWIS is designed to address “newness to Canada” as a barrier to school success. A comprehensive review of existing SWIS initiatives in all CIC regions is currently being conducted. The GBA aspect of this assessment will focus on gender differences/implications and diversity considerations related to service provisions. A gender and diversity lens was applied during the preliminary review of local and regional SWIS reports. GBA was helpful in identifying variations in service delivery and highlighting the ways that SWIS has evolved to meet disparate needs. Preliminary examination reveals two main gender and diversity considerations:

- Newcomer clients are often hard to reach; SWIS is an effective way to serve immigrant and refugee families who may not otherwise access settlement services;
- SWIS focuses on gender-appropriate and culturally appropriate support for clients and enables newcomers to understand the Canadian context, including learning about gender equality and diverse sexual orientations.

As the SWIS policy framework evolves, the GBA process will continue to be prioritized and clarified.



Citizenship

In March 2010, the Department began administering a new citizenship test based on the new citizenship study guide [Discover Canada: The Rights and Responsibilities of Citizenship](#). *Discover Canada* and the accompanying test are designed to ensure that new Canadians have a better understanding of Canada to further their integration into Canadian society. Through continuous analysis of citizenship test results, including GBA, CIC monitors the citizenship test pass rate and tracks the performance of different demographic groups. Recent analysis is consistent with previous studies that reveal that an applicant's education level is the strongest factor affecting test scores. Further, gender differences were more evident for applicants with lower levels of education and for applicants from certain source countries or regions. In response, CIC enhanced the accessibility of the guide with supplementary study materials, including an audio version to facilitate learning of the content and concepts, an electronic book version, and mobile applications. The Department is also funding a number of additional projects for service-providing organizations to pilot the development of early citizenship preparation resources.

Gender-based Research

CIC continues to gather and generate gender-disaggregated data and disseminate research in support of policy and program development. The Department's [Facts and Figures: Immigration Overview—Permanent and Temporary Residents](#) is a key data source for immigration statistics for the government, researchers and stakeholders. *Facts and Figures* provides a gender breakdown by principal applicants and dependants.

CIC continues to view GBA as an essential tool to identify potential impacts on diverse groups and seeks to mitigate measures for negative impacts on vulnerable groups across all of its business lines. In moving forward with its Policy on Gender-based Analysis, the Department will identify new areas of analysis, while continuing to collaborate with key GBA partners, such as [Status of Women Canada](#) and the [Public Health Agency of Canada](#), as well as the broader interdepartmental community.



Conclusion

Immigration continues to play a crucial role in shaping Canada's economic prosperity and sustainability. The improvements in 2012 to modernize the way Citizenship and Immigration Canada (CIC) does business—by moving toward more efficient and effective processing, stronger program integrity and improved client service—continued to yield multiple benefits: supporting Canada's economic growth, continuing to reduce application backlogs, increasing protection to potential and new immigrants, and facilitating travel across our borders while protecting the health, safety and security of Canadians. The changes have been much broader in 2013, which can be characterized as a year of transition at CIC. Numerous changes have been implemented to align efforts with Canada's evolving economic conditions while supporting the Department's commitment to create a fast, flexible and responsive immigration system.

As CIC implements its 2014 immigration levels plan, it will continue to build an immigration system that responds to Canada's labour market needs, upholds its family reunification and humanitarian commitments, while continuing to protect the health, safety and security of all Canadians.



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

The following excerpt from the [*Immigration and Refugee Protection Act*](#), which came into force in 2002, outlines the requirements for CIC to prepare an annual report to Parliament on immigration.

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 instructions given under section 87.3 and other 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 each of subsections 25(1), 25.1(1) and 25.2(1);
 - (e.1) any instructions given under subsection 30(1.2), (1.41) or (1.43) during the year in question and the date of their publication; and
- (f) a gender-based analysis of the impact of this Act.



Endnotes

- ¹ For federal legislation, see <http://laws-lois.justice.gc.ca>.
- ² For more information, see www.budget.gc.ca/2012/home-accueil-eng.html.
- ³ For more information, see www.cic.gc.ca/english/department/media/backgrounders/2012/2012-12-19.asp.
- ⁴ For more information, see www.cic.gc.ca/english/hire/skilled.asp.
- ⁵ For more information, see www.cic.gc.ca/english/immigrate/trades.
- ⁶ For more information, see www.cic.gc.ca/english/department/media/releases/2013/2013-02-28.asp.
- ⁷ For more information, see www.cic.gc.ca/english/resources/enewsletter/ceap.asp.
- ⁸ For more information, see www.cic.gc.ca/english/department/media/backgrounders/2013/2013-01-24.asp.
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