



## SCHEDA DI APPROFONDIMENTO N° 41

### Canadian Immigration Policy Directions: Towards Designer Immigrants?

By Monica Boyd

Canada Research Chair and Prof. of Sociology, University of Toronto  
Paper presented at the 10<sup>th</sup> International meeting on Migration,  
Loreto, Italy September 28-October 3, 2007

#### North American Differences

The expression “a nation of immigrants” originated as a descriptor of the United States (Kennedy, 1964). However, the phrase even more accurately depicts Canada. With a population one tenth that of the United States, Canada admits a greater proportionate share of immigrants to North America. In the first four years of the 21<sup>st</sup> century (2000-2003), twenty percent of all immigrants destined to North America arrived in Canada. As a result of past and present immigration, close to one in five of Canada’s inhabitants are foreign born compared with just over one in ten of the United State’s population. Of all the traditional settlement countries, only Australia has the distinction of having a higher percentage of foreign born in her population (one in four) than does Canada.

Both Canada and the United States share many similarities in their histories of migration flows. And, historically the immigration policies of both Canada and the United States have changed in tandem. From the start, both countries sought migrants as permanent residents to fulfill nation-building agendas. Then, beginning in the 1960s, both dismantled their earlier immigration policies which permitted migration only for those of European, and thus white, origins. One result of the new immigration legislation has been a dramatic shift in the origin, and color composition, of permanent residents in both countries albeit from different regions of the world.

However, the more accurate depiction of policy developments is that of cross-country divergence and inter-connections, or as one writer has noted, “marching together to different tunes” (Rekai, 2002). Divergence arises from country differences in geography, governance, in policy engagement and possibly in values (Boyd and Pikkov, 2004); these factors shape the foci, discussions and politics of policy making in Canada and the United States. As a result, less attention is paid in Canada to temporary labour policies (although interest is growing) or to illegal migration; further, unlike the United States, Canada has reworked its admission policies to increase the numbers of persons entering under the criterion of economic contributions. Yet economic ties, trade agreements, and international relations between

*A cura di Sisifo Italia - Ufficio Stampa MIM*

Responsabile: Giuseppe Lanzi, 335.66.98.734 [giuseppelanzi@scalabrini.net](mailto:giuseppelanzi@scalabrini.net)  
Email: [development@scalabrini.net](mailto:development@scalabrini.net) WEB [www.meetingloreto.it](http://www.meetingloreto.it) [www.sisifoitalia.it](http://www.sisifoitalia.it)  
infoline: 071.7500256 – Fax 071.7501972

Canada and the United States mean that specific immigration related policies are shared by the two countries. This is especially evident with respect to control initiatives, which are evident not only in securing borders for security purposes in the wake of 9/11 but also in procedures targeted at refugee claimants (also called asylum seekers).

In this paper I overview key features of Canada's immigration policy that determine who is able to enter Canada. Specifically, I argue that recent policy developments which are occurring within the contexts of nation-building efforts and globalization, have become more specific with respect to who shall be excluded and who shall be sought. Two core examples are the safe-third country agreements between Canada and the United States that affect refugee claimants and the increasing emphasis in Canada's immigration policy on recruiting high skilled labour.

The focus on policy initiatives governing the admissions of migrations by definition represents a "demand side" approach. Here, Canada is a specific example of a global pattern among post-industrial societies: increasing attempts to be both excluding and including with the target populations varying according to history and political regimes. From a "supply side" perspective, it also is worth noting that both types of migrants – refugee claimants and high skilled labourers - have increased over the course of the late twentieth century. In the globalized context of the 21<sup>st</sup> century, the economic, political and cultural linkages between countries have grown exponentially. When political regimes dissolve and states cannot protect, people seek to move elsewhere for safety and security. As economies in the developing world are restructured, often under the structural adjustment programs of international economic institutions such as the World Bank and the International Monetary fund, dislocations result and highly trained workers may not be able to find sufficient employment within their borders. The increasing reach of communication technologies and advertisements thus creates a ready supply of people on the move, including those seeking to enter on the basis of humanitarian claims and those seeking employment outside their own countries. Canadian policy acts as a sorting device, favouring the admission of some and restricting the admission of others.

### None Shall Apply

Over the course of the twentieth century, immigration has been the cornerstone for Canada's nation building efforts (Green and Green, 1998; Kelley and Treblicock, 1998; Knowles, 2007; Retiz, 2004). Immigrants have been sought both for demographic reasons, to settle less developed part of Canada, and more recently to substitute for declines births among the Canadian born. Immigrants also have been sought to build the economy. As a signatory to the *Convention relating to the Status of Refugees*, and the *Convention Against Torture* Canada also admits those in need of protection. As a result, her policy of admitting international migrants for permanent residence rests on three pillars: family unification (the social component), humanitarian concerns, and economic contribution. Between 1980 and 2005, 49 percent of immigrants to Canada were from the economic class, 34 percent were from the family reunification category and 15 percent were humanitarian cases.

However, the comparative importance of each category of admissibility has varied over time since the 1950s, depending on the state of Canada's economy, the employment of a "tap-on, tap-off" approach to regulating numbers by the authorized government department (the names of the government departments mandated to regulate immigration flows change

*A cura di Sisifo Italia - Ufficio Stampa MIM*

over time). In the late 1970s and the 1980s, admissions in the family class surpassed those in the economic category, partly because the introduction of a point system in the late 1960s (see below) made entry in the economic class more difficult (see: Knowles, 1997, p. 171) and partly because during the recessionary period of 1982-1983, the Canadian government dramatically curbed the admission of those seeking to enter in the economic class.

In recent years, the focus on admitting highly educated and often professionally trained immigrant workers has been accompanied by renewed efforts to dampen the flow of the "unwanted." In the Canadian policy arena, refugee claimants are particularly viewed as problematic. Canada officially admits a limited number of persons annually under humanitarian criteria. Statistics for 1980 through 2006 show that numbers initially were around 14,000 but started to rise with each year throughout the eighties. By 1991 the numbers of persons admitted under humanitarian criteria reached over 50,000 annually although this figure in part reflects status adjustments following Tiananmen Square. Numbers during the remainder of the 1990s were around 28,000-30,000. This rise is attributed to an increasing number of claims being made within Canada rather than following procedures of being admitted from abroad.

Discussions of refugee and humanitarian based flows to Canada and the policies responses are inevitably controversial, rooted in debates over the centrality of human rights versus the rights of nations to maintain sovereignty and control borders. What is not debated, however, is that by the late 1980s the refugee status determination system that existed to deal with those who arrived in Canada and petitioned for admission on the basis of humanitarian criteria was overloaded. The number of refugee claimants in Canada awaiting hearings increased (see chart on temporary visas) and the length of time for cases to be heard stretch to over two years and in some instances four years. Under these circumstances, rates of acceptance were as high, ranging from over 80 percent in 1989 to well over half in the mid-1990s (note: percentages vary depending on the method of calculation; see Dolin and Young, 2004).

The aura that was created lead to an image of a immigration management system that was out of control; throughout the 1990s the existing Immigration Act was amended twice and a major report, *Not Just Numbers*, prepared (Dolin and Young, 2004). A new immigration act, the Immigration and Refugee Protection Act 2001 was passed and came into effect on June 22, 2002. As outline in Dolin and Young (2004) and echoed elsewhere in government documents, "it is the government's view that control of the number of claimants in Canada is operationally essential as well, given the great number of potential claimants worldwide. Thus, deterring the arrival of new claimants in Canada by a variety of means is an important government goal. "

Traditional methods included: the imposition of a temporary resident visa requirement on individuals from countries that produce significant numbers of claimants; fines and charges for transportation companies that bring undocumented individuals to Canada; and a network of migration integrity officers (formerly immigration control officers) overseas who work with airlines to prevent those without valid documents from boarding aircraft (Dolin and Young, 2004, footnote 29). However, September 11, 2001 extended the pressures for additional controls. Already a co-partner with the United States by virtue of the North American Free Trade Agreement, and a co-participant in a neo-liberal political drift (Boyd and Pikkov, 2004), Canada implemented measures to tighten border control. In the aftermath of

---

A cura di Sisifo Italia - Ufficio Stampa MIM

September 11, initial blame was placed on Canada for the fraudulent entry of two of the 911 terrorists entering the United States from the United States. In December 2001, Canada and the United States signed the Smart Border Declaration with a plan of action that included biometric identifiers, identity cards, and permanent resident cards. Reflecting 911, much of the initial Canadian focus was on monitoring the Canada-US border, which spans 8,900 kilometers. More agents were assigned to monitor the border. In June 2006, Canadian immigration officials announced a field trial of a face and fingerprint biometric screening system at selected ports of entry and immigration offices. In addition, Canada now deploys immigration officers overseas to identify undocumented travelers, or those with fraudulent documents, and stop them from traveling to Canada to seek asylum (Smick, 2006).

As well, on December 12, 2003 the Canada Border Agency was created, reporting to the Minister of Public Safety and Emergency Preparedness. This creation of this agency transferred immigration enforcement activities from Citizenship and Immigration, the government department mandated to deal with immigration. Enforcement activities include removals, detention and investigations. Also transferred were Pre-Removal Risk Assessments (PRRA), even those these are reviews intended to see if individuals need Canada's protection; they are not enforcement functions.

Critics expressed fears that within the Canada Border Services Agency, protecting those in need of protection would not be a priority and that the very mandate of detaining and deporting risked treating refugee claimants as candidates for deportation.

In fact, the increasing stern treatment of refugee claimants was evident in other agreements. The plan of action also included the sharing of information on asylum seekers and a Safe Third Country Agreement that allows both countries to manage the flow of individuals seeking to access their respective asylum systems. The agreement covers asylum claims made at land border ports of entry ([www.whitehouse.gov/news/releases/2002/12/20021206-1.html](http://www.whitehouse.gov/news/releases/2002/12/20021206-1.html), accessed September 24, 2007).

The Safe Third Country agreement was signed by Canada and the United States on December 5, 2002 and implemented on December 29, 2004. According to announcements made by the Canada Border Services Agency, its purpose is to better manage the flow of refugee claimants at the shared land border. A safe third country is a country, other than Canada and the country of alleged persecution, where an individual may make a claim for refugee protection. Under the [Canada-U.S. Safe Third Country Agreement](#), persons seeking refugee protection must make a claim in the first country they arrive in (United States or Canada), unless they qualify for an exception to the Agreement ([www.cbsa-asfc.gc.ca/agency-agence/stca-etps-eng.html](http://www.cbsa-asfc.gc.ca/agency-agence/stca-etps-eng.html), accessed September 28, 2007). In its assessment of the operation of the agreement between December 29, 2004 and December 28, 2005, the United Nations High Commissioner for Refugees noted a number of concerns, including lack of communication between the two governments on cases of concern, adequacy of detention centres in the United States, inadequate number of staff dealing with claimants in Canada, and expressed particular concern with the "direct-back" policy whereby asylum seekers directed back from Canada to the United States, as a number were detained in the United States and unable to attend their scheduled Canadian interviews (UNHCR, 2006).

Other concerns have been expressed by individuals, the media and the action based Canadian Council for Refugees ([www.ccrweb.ca](http://www.ccrweb.ca)). In particular,

*A cura di Sisifo Italia - Ufficio Stampa MIM*

the United States is charged with being a harsh environment for refugee claimants who are returned there. Among a large number of charges, the CCR argues that the United States is not safe for refugees because of higher risks of detention, denial of protection, and discrimination based on religion and colour. ([www.ccrweb.ca/10reasons.html](http://www.ccrweb.ca/10reasons.html), accessed September 24, 2007).

A final charge levied by the Council on Canadian Refugees is that Canada is slamming the door on refugees. Certainly, the numbers of refugee protection claims have dropped significantly since 2001. In a trend consistent with a global decline in refugee claims in industrial countries, the number of asylum claims in Canada went down from over 44,000 in 2001 to slightly over 25,500 in 2004. The number of claims in Canada continued to drop in 2005, the first year of the Safe Third Country Agreement. In particular, the number of claims at the Canada-US border dropped 55% to 4,033 (Citizenship and Immigration, 2006b). The overall impact of the trends can be seen both in the number of persons currently in Canada on a temporary basis on a humanitarian basis, and in the number of claimants waiting to have their claims processed.

### Recruiting Labour in a Globalized World

If doors are increasingly closing for asylum seekers, they are opening wide for workers with skills. As a statement of goals, regulations, and practices designed to regulate who enters Canada for purposes of permanent residence, Canada's immigration policy has always indicated the need to recruit workers as part of nation building efforts (Green and Green, 1999; Knowles, 2007; Kelley and Treblicock, 1998). However, as the core of Canada's economy shifted from farming and manufacturing to services, emphasis shifted away from recruiting unskilled labour to the highly skilled. Through their value-added contributions to Canada's economy, today's high skilled workers are heralded as increasing Canada's economic competitiveness in a globalized world.

### *The Trends*

Since the early 1990s, those entering in the economic class are a rapidly increasing share of all immigrant admissions (Chart). By 1996 and beyond, over half of immigrants entering Canada did so in the skilled worker class, rather than entering through family ties or on the basis of humanitarian concerns. And consistent with this trend, immigrants entering Canada during the 1990s on average were more educated than immigrants arriving earlier. Two out of five had university degrees. (Chart). The increasing proportion of immigrants admitted under economic criteria represents a deliberate policy emphasis along with fine-tuning of immigration targets by Citizenship and Immigration Canada (CIC), which is the ministry responsible for immigration. In its most recent Annual Report to Parliament on Immigration in 2006, CIC stated that building the work force of the future was one of its three priorities<sup>1</sup>. More specifically, the agency

---

<sup>1</sup> Starting in the 1980s, the ministry in charge of immigration has been required to table a report to Parliament in which the annual numbers are reported and in which expected numbers specific to each class of admissibility for the coming year are stated. The Canadian system is a parliamentary one, in which party leaders typically maintain strong control over their party's elected members of parliament. At the federal level, two governing bodies exist, an elected parliament and an appointed senate, with appointments terminated by either resignation or retirement at age 75. Federal-provincial relations are codified and ongoing, achieved by meetings between premiers, and by federal-provincial meetings between representatives of departments. In such a system, regulations are not enshrined in legislation, which instead states major guiding principles. As a result, alterations in immigrant admissions policies can occur with little visibility via bureaucratic guidelines, rather than requiring continual legislative adjudication. Government departments also have

announced that "Building the work force of the future will allow CIC to achieve its objectives and will be key to the success of its work. ... Canada is well positioned to use immigration as a key instrument for its future economic, social and cultural development." (CIC, 2006a).

For the most part those entering under the criterion of making an economic contribution are "skilled workers" (representing nearly 85 percent of all those admitted in 2006 in the economic class). Starting in 1967, the Canadian government devised a point system that assessed the likely economic contributions of would-be immigrants, a procedure that was sustained in the Immigration Act of 1975 (effective in 1978), and in later Acts and amendments to the Acts. Points were given for the principal applicants age, education, knowledge of French or English (Canada has two official languages), and to other factors such as occupational demand, and occupational skill (see: Green and Green, 1999; Boyd 1975).

During the 1980s additional procedures were adopted not just to recruit workers but also those prepared to invest in business. The legacy of these changes are found in the most recent legislation, Immigration and Refugee Protection Act (IRPA) which became effective in June 2002. The act includes provisions to " ... facilitate the entry into Canada of immigrants who are better prepared to adapt to Canada's labour market needs and those who can make a contribution to the economy through investments and the establishment of new businesses. The economic class includes skilled workers, business immigrants, provincial nominees and live-in caregivers, as well as members of their immediate family" (Citizenship and Immigration Canada, [www.cic.gc.ca/english/resources/publications/annual-report2005/section3.asp](http://www.cic.gc.ca/english/resources/publications/annual-report2005/section3.asp), accessed September 12, 2007).

For skilled workers who represent the largest number of immigrants entering Canada under the criterion of economic contributions, the new legislation departs from earlier attempts to link the labour supply of applications to occupational demand and to the robustness of the economy. IRPA now focuses on selecting immigrants with the flexible and transferable skills needed to succeed in a rapidly changing, knowledge-based economy, rather than on qualifications for specific occupations. The current criteria place more emphasis than previous point systems on the applicants' level of education and previous work experience, and there is greater importance attached to their knowledge of English or French. In addition, applicants with pre-arranged employment in occupations that are considered to be "skilled" occupations are awarded extra points. (Citizenship and Immigration Canada, [www.cic.gc.ca/english/resources/publications/annual-report2005/section3.asp](http://www.cic.gc.ca/english/resources/publications/annual-report2005/section3.asp), accessed September 12, 2007). The current point system is provided in Appendix A.

### *The Issues*

The increasing emphasis in Canada immigration policy on admitting skilled workers raises several readily identifiable issues, and creates two paradoxes. The first paradox is internal to Canada and the second is one existing globally.

#### *Under-utilization of Skills*

A first issue arises from concern over the welfare of the immigrants themselves, and highlights a paradoxical situation in which nations seek high skilled immigrants who then find their skills under-utilized. The potential for

---

discretion to fine-tune objectives

---

*A cura di Sisifo Italia - Ufficio Stampa MIM*

Responsabile: Giuseppe Lanzi, 335.66.98.734 [giuseppelanzi@scalabrini.net](mailto:giuseppelanzi@scalabrini.net)  
Email: [development@scalabrini.net](mailto:development@scalabrini.net) WEB [www.meetingloreto.it](http://www.meetingloreto.it) [www.sisifoitalia.it](http://www.sisifoitalia.it)  
infoline: 071.7500256 - Fax 071.7501972

the under-utilization of immigrant talents is at the core of two integration issues that are currently center-stage in Canada: a) the declining fortunes of recently arrived immigrants, particularly in relation to the experiences of earlier cohorts upon their arrival in Canada; and 2) the barriers to successful labour market integration that can arise when professionally trained newcomers must be re-accredited or re-certified to practice in their professions.

Research on the economic integration of immigrants during the 1990s shows that they are not doing as well as previous entry cohorts. Immigrants who entered Canada in the 1990s were less likely to be employed in 2000 compared to the Canadian born or to immigrants who had arrived earlier. But, they also had experienced a relatively greater gap in employment compared to recent immigrants who entered in earlier decades (Chart). Compared to entry cohorts that arrived in previous decades, immigrants who entered Canada in the 1990s also have higher percentages that fall below Statistics Canada Low Income Cut-offs<sup>2</sup> (Chart). Low income rates have risen throughout the 1990s for immigrants, but they are highest for those who have been in Canada for less than five years. In 2000, the low income rates for these immigrants were 2.5 times higher than rates observed for the Canadian born (Picot and Hou, 2003). As well, studies of immigrant earnings strongly support an image of recent arrivals not doing as well as newly arrived groups that entered Canada in previous decades. Comparisons of the earnings of new arrivals across censuses from 1961 on indicate that the relative entry earnings of those who arrived in the 1990s have declined over time (Aydemir and Skuterud 2005; Statistics Canada 2004b; also see Frenette and Morissette, 2005 for comparisons of entry cohorts between 1981 and 2001). Further the earnings gap between immigrant and Canadian-born men widened from 11 percent in 1980 to 33 percent in 1995, before declining to 22 in 2000 (Frenette and Morissette, 2005; Warman and Worswick, 2004). Studies also suggest that the time it takes for the wages of new cohorts to catch up to those of the Canadian born is getting longer (Frenette and Morissette, 2005).

As noted in a release by Statistics Canada (2004b) and a review in 2005 (Picot and Sweetman, 2005), these trends cannot be explained by any one factor. Studies suggest that the changing composition of immigrants does not play a direct role since educational levels have been rising among recent immigrants. But from a demand side set of explanations, it does appear that employers may be increasingly discounting foreign experience, treating immigrants as if they are new entrants to the labour force instead of being simply new arrivals in Canada. As well, in the early 1990s Canada experience a severe recession which impacted on Canadian new labour market entrants as well as recent immigrants. Some researchers refer to the early 1990s as generating scarring effects that entry cohorts continue to carry with them over time.

When asked what were the challenges faced during the 6 months after arrival, 7 out of ten newcomers in a recent longitudinal survey indicated difficulties in finding jobs (Statistics Canada, 2003). The top three most serious difficulties were lack of Canadian experience, transfer of foreign qualifications and language .

---

<sup>2</sup> Statistics Canada's low income cutoffs (LICOs) are constructed according to the proportion of annual family income spent on food, shelter and clothing. Currently, LICOs are based on the results from the 1992 Family Expenditures Survey, which shows that the average family spent 44% of its after-tax income on these daily necessities. Statistics Canada cautions that LICOs are not "a de facto definition of poverty" although some researchers have used LICOs in their discussion of poverty in Canada (Statistics Canada 2004a).

Difficulties faced by immigrants in gaining recognition for educational and professional training, as well as in trades, is an issue that is now being extensively discussed among immigrants and non-governmental organizations and within government agencies. A recent study found that slightly over half of the foreign trained who studied medicine were working as physicians compared to over 90 percent of the Canadian born. Further more than half of the foreign trained who studied engineering were employed in lower level technical occupations or jobs unrelated to their training compared to approximately one-fourth of the Canadian born (Boyd and Schellenberg, 2007; also see Boyd and Thomas, 2000). In Canada, regulated occupations in certain trades, law, engineering and health areas require certification and/or licensing. Such certification and/or licensing occur primarily through professional associations, who are often mandated to do so by provincial government statutes, the purpose being to assure public health and safety. However, the domestic requirements of professional accreditation can be at odds with migration policies that recruit highly educated labour. A paradox thus appears to exist: while nations such as Canada increasingly admit immigrants on the basis of their potential professional contributions, skilled migrants may face re-accreditation requirements that act as barriers to the full utilization of their skills.

#### *Competition or a New Migration Regime?*

Two issues emerge from the active recruitment by Canada and other of highly educated and skilled immigrants. From viewpoint of sending countries, the recruitment of highly educated and highly skilled immigrants may represent a brain drain, even if partially recuperated through remittances. Although the brain-drain issue has general applicability to the movement of the highly educated and professionally trained, a core concern for developing nations is the extensive and increasing reliance of post-industrial countries, including European countries, on recruiting foreign trained health care workers (Hamilton and Yau, 2004).

The challenge posed by global "raiding" of human talent is one that has had ample discussion in recent years. Global responsibility is the mantra in which developed countries that are recruiting skilled workers are encouraged to incorporate mechanisms that facilitate the economic growth of developing countries. These mechanisms include, but are not limited to (Lowell and Findlay, 2001; Wickramasekara, 2002):

- Encouragement of temporary and return migration
- Control recruitment from at risk countries
- Establish best practices<sup>3</sup>
- Regulate recruitment agencies
- Establish bilateral agreements
- Encourage mutually beneficial brain circulation

Such actions however require the establishment of migration regimes that are collaborative and co-operative. At the moment, however, a worldwide "race for talent" exists among recruiting countries, and Canada and the United States are not immune<sup>4</sup>. Shachar (2006) observes that in a highly competitive global environment, developed nations will compete to attract highly skilled migrants. In doing so, countries will borrow, learn from or

<sup>3</sup> Best practices are those processes and activities that, through experience and research, are proven to be most effective in leading to a desired result.

<sup>4</sup> On July 9, 2007, Maclean's Magazine covered possible immigration reform in the United States with the headline "Send Us Your Skilled: Immigration Reform in the US could end up Hurting Canada." (But see Jenks, New York Review of Books, September 14, 2007 who argues reform will never occur.)

simply copy the innovations that lead some to be successful. Rather than co-operating with each other to establish mutual expectations, rules and regulations regarding international migration, he argues that post-industrial nations will increasingly compete among themselves for the best and the brightest.

#### **Bibliography**

Aydemir, Abdurrahman and Mikal Skuterud. 2005. "Explaining the deteriorating entry earnings of Canada's immigrant cohorts, 1966 – 2000." *Canadian Journal of Economics* 38(2): 641-672.

Monica Boyd and Deanna Pikkov. 2006. *Gendering Migration, Livelihood and Entitlements: Migrant Women in Canada and the United States*. Occasional Paper # 6 (ISBN 92-9085-059-0), Geneva: United Nations Research Institute for Social Development. Paper and web copy: [http://www.unrisd.org/80256B3C005BCCF9/\(search\)/9A49929849CEB521C125708A004C328B?Opendocument&highlight=2,monica,boyd&fromsearch=yes&query=monica+boyd](http://www.unrisd.org/80256B3C005BCCF9/(search)/9A49929849CEB521C125708A004C328B?Opendocument&highlight=2,monica,boyd&fromsearch=yes&query=monica+boyd)

Boyd, Monica and Derrick Thomas. 2001. "Match or Mismatch? The Labour Market Performances of Foreign-Born Engineers." *Population Research & Policy Review*. (Special Refereed Issue on High-Skill Migration) 20: 107-133.

Boyd, Monica and Grant Schellenberg. 2006. "Re-accreditation demands and skilled labor flows: The paradoxes of professional migration." Paper presented at the 25<sup>th</sup> International Population conference, International Union for the Scientific Study of Population, Tours, France, July.

Boyd, Monica and Grant Schellenberg. 2007. Re-accreditation and the Occupations of Immigrant Doctors and Engineers. *Canadian Social Trends*. No. 84 (September): 2 – 8.

Citizenship and Immigration Canada. 2006a. Annual Report to Parliament on Immigration, 2006. Section 7. October 31.

Citizenship and Immigration Canada. 2006b. Fact Sheet on Canada-U.S. Safe Third Country Agreement. [www.cic.gc.ca/english/abut/laws-policy/safe-third-stats.asp](http://www.cic.gc.ca/english/abut/laws-policy/safe-third-stats.asp), accessed September 28, 2007.

Dolin, Benjamin and Margaret Young. 2004. *Canada's Immigration Program* Ottawa: Library of Parliament. Research Branch. BP190e. Revised October, 2004. <http://www.parl.gc.ca/information/library/prbpubs/bp190-e.htm>

Frenette, Marc and Rene Morissette. 2005. "Will They Ever Converge: Earnings of Immigrant and Canadian-born Workers for the Last Two Decades." *International Migration Review* 39 (1): 229-258.

Green, Alan G. and David A. Green. 1999. "The Economic Goals of Canada's Immigration Policy: Past and Present." *Canadian Public Policy* 25(4): 425-452.

Hamilton, Kimberly and Jennifer Yau. 2004. "The Global Tug-of-War for Health Care Workers." *Migration Information Source*. December 2004. Web

---

A cura di Sisifo Italia - Ufficio Stampa MIM

Responsabile: Giuseppe Lanzi, 335.66.98.734 [giuseppelanzi@scalabrini.net](mailto:giuseppelanzi@scalabrini.net)  
Email: [development@scalabrini.net](mailto:development@scalabrini.net) WEB [www.meetingloreto.it](http://www.meetingloreto.it) [www.sisifoitalia.it](http://www.sisifoitalia.it)  
infoline: 071.7500256 – Fax 071.7501972

Address:

<http://www.migrationinformation.org/Feature/display.cfm?id=271>.

Kelley, Ninette and Michael Trebilcock. 1998. *The Making of the Mosaic: A History of Canadian Immigration Policy*. Toronto: University of Toronto Press.

Kennedy, John F. 1964. *A Nation of Immigrants*. New York: Harper and Row.

Knowles, Valerie. 2007. *Strangers at our Gates: Canadian Immigration and Immigration Policy, 1540-2006, Revised Edition*. Toronto: Dundurn Press.

Lowell, B. Lindsay and Allan M. Findley. 2001. *Migration of Highly Skilled Persons from Developing Countries: Impact and Policy Responses: Synthesis Report*. Geneva: ILO.

Milan, Anne and Kelly Tran. 2004. "Blacks in Canada: A Long History". *Canadian Social Trends*. Spring. Statistics Canada – Catalogue No. 11-008.

Picot, Garnett and Feng Hou. 2003. "The Rise in Low-Income Rates Among Immigrants in Canada." Statistics Canada. Analytical Studies Branch: Research Paper Series No 198.

Picot, Garnett and Arthur Sweetman. 2005. "The Deteriorating Economic Welfare Of Immigrants And Possible Causes: Update 2005." Statistics Canada: Analytical Studies Branch. Research Paper Series No. 262. Web address:

[www.statcan.ca/english/research/11F0019MIE/11F0019MIE2005262.pdf](http://www.statcan.ca/english/research/11F0019MIE/11F0019MIE2005262.pdf)

Reitz, Jeffrey G. 2004. "Canada: Immigration and Nation-Building in the Transition to a Knowledge Economy." Pp. 95-133 in Wayne A. Cornelius, Takeyuki Tsuda, Philip L. Martin, and James F. Hollifield (eds) *Controlling Immigration: A Global Perspective, Second Edition*. Stanford: Stanford University Press.

Schachar, Ayelet. 2006. "The Race for Talent: Highly Skilled Immigrants and Competitive Migration Regimes." *New York University Law Review* 81(1): 148-206.

Smick, Elizabeth. 2006. "Background: Canada's Immigration Policy." Council of Foreign Relations. [www.cfr.org/publication/11047/#8](http://www.cfr.org/publication/11047/#8) Accessed September 24, 2007.

Statistics Canada. 2003. Longitudinal Survey of Immigrants to Canada. The Daily. September 4. web address: [www.statcan.ca/Daily/English/030904/d030904a.htm](http://www.statcan.ca/Daily/English/030904/d030904a.htm)

Statistics Canada. 2004a. "Low income cutoffs from 1994 to 2003 and low income measures from 1992 to 2001." Income Statistics Division: Income research paper series. Catalogue no. 75F0002MIE — No. 002. Ottawa, Statistics Canada.

Statistics Canada. 2004b. "Study: Why the earnings of new immigrants to Canada have deteriorated over time, 1966 to 2000." *The Daily* May 17. Web address: [www.statcan.ca/Daily/English/040517/d040517a.htm](http://www.statcan.ca/Daily/English/040517/d040517a.htm)

Statistics Canada. 2005. Longitudinal Survey of Immigrants to Canada. The Daily. October 13. Web address: [www.statcan.ca/Daily/English/051013/d051013b.htm](http://www.statcan.ca/Daily/English/051013/d051013b.htm)

United Nations High Commissioner for Refugees. 2006. Monitoring Report: Canada-United States. "Safe Third Country" Agreement, 29 December 2004 – 28 December 2005.

*A cura di Sisifo Italia - Ufficio Stampa MIM*

---

Responsabile: Giuseppe Lanzi, 335.66.98.734 [giuseppelanzi@scalabrini.net](mailto:giuseppelanzi@scalabrini.net)  
Email: [development@scalabrini.net](mailto:development@scalabrini.net) WEB [www.meetingloreto.it](http://www.meetingloreto.it) [www.sisifoitalia.it](http://www.sisifoitalia.it)  
infoline: 071.7500256 – Fax 071.7501972

Warman, Casey R. and Christopher Worswick. 2004. "Immigrant Earnings Performance in Canadian Cities: 1981 through 2001." *Canadian Journal of Urban Research* 13(1): 62-84.

Wickramasekara, Piyasiri. 2002. Policy Responses to Skilled Migration: Retention, Return and Circulation. ILO: Perspectives on Labour Migration 5E.

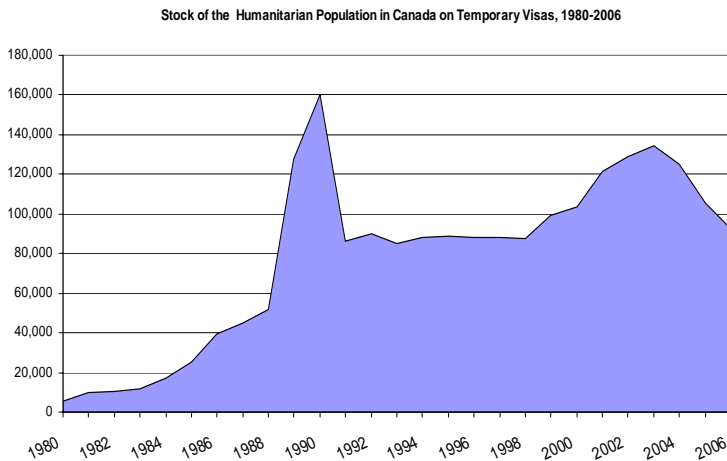
**Charts:**

Numbers of humanitarian admissions increasing over time

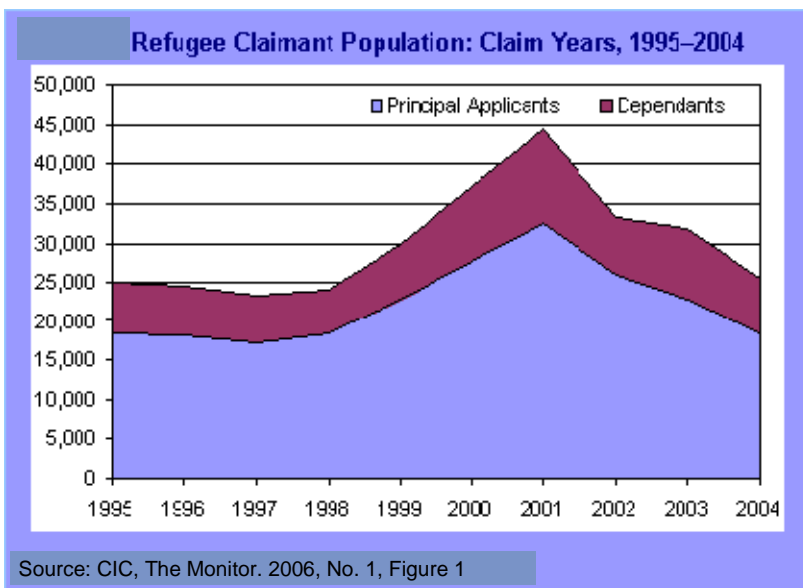
Early 1980s - around 14,000 per year

By 1991, approximately 50,000

Thereafter around 30,000



Source: CIC Facts and Figures 2006 Immigration Overview: Temporary Residents



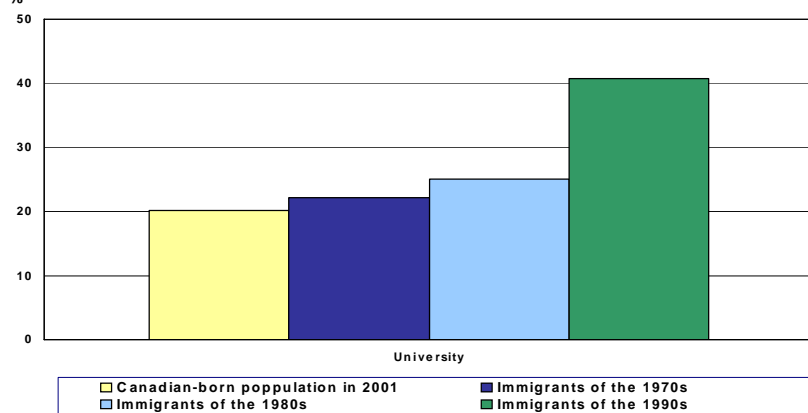
Source: CIC, The Monitor. 2006, No. 1, Figure 1

**A cura di Sisifo Italia - Ufficio Stampa MIM**

Responsabile: Giuseppe Lanzi, 335.66.98.734 [giuseppelanzi@scalabrini.net](mailto:giuseppelanzi@scalabrini.net)  
 Email: [development@scalabrini.net](mailto:development@scalabrini.net) WEB [www.meetingloreto.it](http://www.meetingloreto.it) [www.sisifoitalia.it](http://www.sisifoitalia.it)  
 infoline: 071.7500256 - Fax 071.7501972

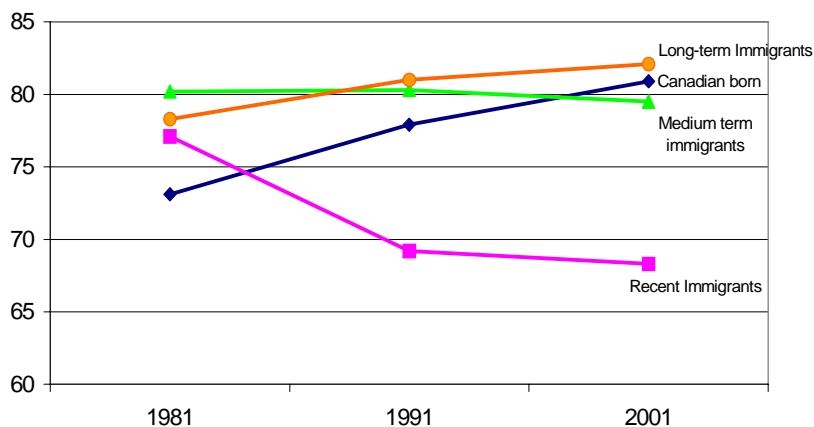
A very high proportion of immigrants who arrived during the 90's had a university diploma.

**Chart 2: % distribution by educational attainment of the population aged 25-64 immigrants of the 1970s, 1980s and 1990s compared to the 2001 Canadian-born population**



Source: Statistics Canada. 2001 Census of Canada. Reproduced from Statistics Canada presentation files with permission from Statistics Canada.

### Employment rates by immigrant status and Canadian-born, 25-54 year olds, 1981-2001



Note: - Recent immigrants are those who immigrated in the 10 years preceding the census.  
 - Medium-term immigrants are those who immigrated between 10 and 20 years preceding the census.  
 - Long-term immigrants are those who immigrated more than 20 years preceding the census.  
 Source: Census of Canada, 1981, 1991, 2001 (taken from Statistics Canada Catalogue no.89-613-MIE-No.6)

## Summary of the immigrant experience in Canada

- The labour market increasingly demands higher education.
- Immigrants arrive with increasing levels of education – and much higher than the Canadian born.
- Yet recent immigrants do not do well economically.
- Foreign labour market experience is increasingly discounted by the Canadian labour market.
- Professionally-trained and trades need to be re-accredited or recertified.

Finding a job is the major challenge faced by newcomers to Canada six months after arrival

	% who experienced difficulties	Top three most serious difficulties		
		1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>
Finding a job	70%	Lack of Canadian experience	Transfer of foreign qualification	Language

Source: Statistics Canada. Longitudinal Survey of Immigrants in Canada, 2001. Reproduced from Statistics Canada presentation files with permission from Statistics Canada.

*A cura di Sisifo Italia - Ufficio Stampa MIM*

Responsabile: Giuseppe Lanzi, 335.66.98.734 [giuseppelanzi@scalabrini.net](mailto:giuseppelanzi@scalabrini.net)  
 Email: [development@scalabrini.net](mailto:development@scalabrini.net) WEB [www.meetingloreto.it](http://www.meetingloreto.it) [www.sisifoitalia.it](http://www.sisifoitalia.it)  
 infoline: 071.7500256 – Fax 071.7501972

Appendix A: Canada Skilled Migrant Category Selection Factors and Pass Mark

<b>Factor One: Education</b>	<b>Maximum 25</b>
You have a master's degree or PhD <b>and</b> at least 17 years of full-time or full-time equivalent study.	25
You have two or more university degrees at the bachelor's level <b>and</b> at least 15 years of full-time or full-time equivalent study.	22
You have a three-year diploma, trade certificate or apprenticeship <b>and</b> at least 15 years of full-time or full-time equivalent study.	22
You have a university degree of two years or more at the bachelor's level <b>and</b> at least 14 years of full-time or full-time equivalent study.	20
You have a two-year diploma, trade certificate or apprenticeship <b>and</b> at least 14 years of full-time or full-time equivalent study.	20
You have a one-year university degree at the bachelor's level <b>and</b> at least 13 years of full-time or full-time equivalent study.	15
You have a one-year diploma, trade certificate or apprenticeship <b>and</b> at least 13 years of full-time or full-time equivalent study.	15
You have a one-year diploma, trade certificate or apprenticeship <b>and</b> at least 12 years of full-time or full-time equivalent study.	12
You completed high school.	5
<b>Factor Two: Official Languages</b>	<b>Maximum 24</b>
<b>1st Official Language</b>	
High proficiency (per ability)	4
Moderate proficiency (per ability)	2
Basic proficiency (per ability)	1 to maximum of 2
No proficiency	0
Possible maximum (all 4 abilities)	16
<b>2nd Official Language</b>	
High proficiency (per ability)	2
Moderate proficiency (per ability)	2
Basic proficiency (per ability)	1 to maximum of 2
No proficiency	0
Possible maximum (all 4 abilities)	8
<b>Factor Three: Experience</b>	<b>Maximum 21</b>
1 year	15
2 years	17
3 years	19
4 years	21

(continued on next page)

A cura di Sisifo Italia - Ufficio Stampa MIM

Responsabile: Giuseppe Lanzi, 335.66.98.734 [giuseppelanzi@scalabrini.net](mailto:giuseppelanzi@scalabrini.net)  
 Email: [development@scalabrini.net](mailto:development@scalabrini.net) WEB [www.meetingloreto.it](http://www.meetingloreto.it) [www.sisifoitalia.it](http://www.sisifoitalia.it)  
 infoline: 071.7500256 - Fax 071.7501972

**(Appendix A continued)**

<b>Factor Four: Age</b>	<b>Maximum 10</b>
21 to 49 years at time of application	10
Less 2 points for each year over 49 or under 21	
<b>Factor Five: Arranged Employment in Canada</b>	<b>Maximum 10</b>
You have a permanent job offer that has been confirmed by Human Resources and Skills Development Canada (HRSDC)	10
You are applying from within Canada and have a temporary work permit that was:	
issued after receipt of a confirmation of your job offer from HRSDC; or you have a temporary work permit that was exempted from the requirement of a confirmed job offer from HRSDC on the basis of an international agreement (e.g. NAFTA), a significant bene	10
<b>Factor Six: Adaptability</b>	<b>Maximum 10</b>
Spouse's or common-law partner's education	3-5
Minimum one year full-time authorized work in Canada	5
Minimum two years full-time authorized post-secondary study in Canada	5
Have received points under the Arranged Employment in Canada factor	5
Family relationship in Canada	5
<b>Total</b>	<b>Maximum 100</b>
<b>Pass Mark</b>	<b>67</b>

*A cura di Sisifo Italia - Ufficio Stampa MIM*

Responsabile: Giuseppe Lanzi, 335.66.98.734 [giuseppelanzi@scalabrini.net](mailto:giuseppelanzi@scalabrini.net)  
Email: [development@scalabrini.net](mailto:development@scalabrini.net) WEB [www.meetingloreto.it](http://www.meetingloreto.it) [www.sisifoitalia.it](http://www.sisifoitalia.it)  
infoline: 071.7500256 – Fax 071.7501972