

September 2012



Expanding Our Routes To Success

The Final Report By Ontario's Expert Roundtable On Immigration

The Expert Roundtable on Immigration



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Members of the Expert Roundtable on Immigration, with the Honourable Charles Sousa, Minister of Citizenship and Immigration; Chisanga Puta-Chekwe, Deputy Minister of Citizenship and Immigration, and the Deputy Minister Responsible for Women's Issues; MPP Teresa Piruzza, Parliamentary Assistant to the Minister of Citizenship and Immigration, and to the Minister Responsible for Women's Issues; and, Matthew Mendelsohn, Director of the Mowat Centre and Roundtable facilitator.

Letter from the Chair

Dear Minister Sousa,

On behalf of the members of the *Expert Roundtable on Immigration*, I am pleased to submit this report and to thank you for having given us the opportunity to help shape Ontario's first-ever immigration strategy.

It is clear to us that immigration is crucial to the well-being of every person in Ontario.

We must leverage the energy, ideas and resources of more immigrants to ensure that we build the competitive, prosperous economy and vibrant communities we all want. We must also recognize that the success and prosperity of every immigrant is tied to our own.

Attracting and settling immigrants is not just the job of government; this is about nation building and we each have a role to play. From better defining our labour market needs to preparing newcomers, our recommendations emphasize the need for the provincial and federal governments to work together and with other sectors. Our advice is based on evidence and analysis to ensure that the way forward for Ontario is grounded in a strong factual foundation.

Ontario is a global leader in immigrant attraction and settlement; it is Canada's immigrant magnet. Ontario's future success, and Canada's, demands that we protect and promote this enviable position in the growing global competition for talent. As one of our members said, "Canada was built on natural resources; its future will be built on human resources."

We thank you again for this opportunity and stand ready to help advance the new strategy.



Julia Deans, Chair
Past CEO, CivicAction
September 2012



About the Expert Roundtable

The *Expert Roundtable on Immigration* consisted of leaders from the private sector, the settlement services sector, academia, and the not-for-profit sector. The Roundtable's mandate was to advise the Minister of Citizenship and Immigration on the development of an Ontario immigration strategy that addresses immigrant selection, settlement, and integration issues, with an emphasis on economic immigration and labour market integration. The Roundtable's work complemented stakeholder consultations held by the Parliamentary Assistant to the Minister, which will also inform the strategy.

The Roundtable met four times over a period of three months in 2012. During these meetings, the Roundtable heard from a range of experts, including some of Canada's leading economists, immigration researchers, and senior members of the public service from the Governments of Ontario and Canada.

The Roundtable was not asked to evaluate the current system but rather to give advice on a strategy to support nation building and Ontario's long-term economic growth. This report represents the Roundtable's best advice for developing a strategy that aligns immigration to the province's economic and social development goals.

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Expanding Our Routes To Success: The Final Report by Ontario Expert Roundtable on Immigration

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Executive Summary

Executive Summary

Ontario has never had a formal immigration strategy. Throughout its history, immigrants came to the province from around the world, attracted by its economic opportunity, peaceful communities, and stable democratic political system. The federal government largely controlled the selection and admission of immigrants, sharing responsibility for immigrant settlement with the provinces, and most immigrants to Ontario experienced economic and personal success. Ontario did not need to articulate a government-wide strategy to attract and integrate newcomers.

Ontario, like many other jurisdictions, now faces new and different challenges.

Competition to attract immigrants is more intense than in the past. Other countries are more aggressively courting immigrants and many historical source countries are today becoming immigrant destinations, offering greater economic opportunity than they did before. While Ontario remains the top destination in Canada for immigrants, the number of economic immigrants to the province has steadily declined—from 89,079 in 2001 to 36,939 in 2011. Ontario is receiving fewer immigrants selected on the basis of their human capital—their education, skills, and experience—and their ability to integrate into Canada's labour market, which includes proficiency in English or French.

Ontario's value proposition to potential immigrants must be renewed.

An aging population, an anticipated future shrinking workforce, and skills shortages in sectors critical to Ontario's prosperity make this renewal essential. The transformation of the global and Ontario economies makes it all the more necessary.

The Government of Canada recently announced significant changes to both the administration and the focus of Canada's immigration programs. The general thrust of the changes has been announced, but many important details remain to be decided.

Together, these conditions present Ontario with a key opportunity. Other provinces and countries have identified clear objectives and new strategies for attracting skilled and workforce-ready immigrants who are able to adapt and succeed. It is time for Ontario to do the same.

Ontario's value proposition to potential immigrants must be renewed.

An immigration strategy for Ontario should be designed to achieve the following objectives:

- strengthen Ontario's economy, communities, and families;
- attract, retain, and integrate more immigrants, including more immigrants with high levels of human capital;
- increase the proportion of economic class immigrants to the province, while maintaining a balanced approach to immigrant selection to reflect Ontarians' commitment to humanitarian principles and family reunification; and,
- improve economic and social outcomes for new and existing immigrants and their families.

These objectives should be pursued with an appreciation of the fiscal challenges faced by all governments—federal, provincial, and local.

Our overarching advice is grounded in a belief that Canada is strengthened through immigration and that a nation building ambition should inform decisions on immigration. The success of Canada and its immigration system has in large part rested on Canada's ability to attract and integrate newcomers.

Although there are circumstances when temporary workers are necessary and important to the Canadian economy, admitting immigrants to Canada as permanent residents, with access to services, rights, and on a clear path to citizenship, has been a key factor in the successful integration of immigrants and their children. In light of this, we believe Canada should reaffirm its commitment to attracting and settling permanent immigrants.

The Roundtable believes that immigration is key to Ontario's future prosperity and that the development of an immigration strategy should be an integral part of the province's overall economic strategy. The economic vision for the province's future should align with its immigration strategy. A greater role for Ontario in selecting immigrants will support this objective.

Ontario's approach to immigration should work for all communities across the province. This includes ensuring that the Greater Toronto region remains a magnet for immigrants but also that other cities, rural, northern and remote communities, and Francophone communities all benefit from Ontario's immigration strategy.

Ontario must embed its immigration objectives across all of its ministries—from children's services to energy and infrastructure planning. An embedded strategy will ensure cross-departmental collaboration and produce better results than the actions of a single ministry.

A successful strategy will also require better alignment and coordination with other governments and actors including the private sector, post-secondary institutions, and community organizations. Through improved partnerships, Ontario will be better able to promote and leverage its extraordinary strengths in attracting and retaining immigrants.

These strengths include the diversity of our people and the dynamism of our economy. Ontario's future prosperity will hinge on our ability to connect globally, which will include increasing international trade, attracting investment from abroad, and acting as a hub in global exchanges of knowledge and skills. The global connectivity of Ontario's highly international population will be an essential ingredient in our continued prosperity. Ontario and federal policy makers must value and leverage this strength.

Immigration is key to Ontario's future prosperity and the development of an immigration strategy should be an integral part of the province's overall economic strategy.

Making the immigration system work better for Ontario requires a renewed partnership between the provincial and federal governments.

All of our specific recommendations are grounded in the recognition that Canada's Constitution shares jurisdiction for immigration between the federal and provincial governments. It is clear that making the immigration system work better for Ontario requires a renewed partnership between the provincial and federal governments. Successfully acting on the recommendations outlined in this document depends on this renewed partnership, and on a spirit of goodwill and engagement from both the Ontario and federal governments. The success of our province requires it.

The Roundtable Recommends

1. Over the long-term, the level of immigration to Ontario should be increased to at least one per cent of its population, or 135,000 people per year. At least 65 to 70 per cent of these immigrants should be economic class immigrants.
2. Selection processes should be fair, transparent, and facilitate diversity in the mix of immigrant source countries.
3. Economic immigrants should be selected based on criteria that emphasize human capital, rather than current occupation.
4. A revamped Federal Skilled Worker Program should continue to be the main source of economic immigration to Ontario.
5. The priority occupations list for the Federal Skilled Worker Program should be eliminated.
6. The Governments of Canada and Ontario should work in partnership on the design and operation of the new Expression of Interest (EOI) model.
7. The Government of Ontario needs to engage employers and municipalities in identifying labour market needs and challenges.
8. Efforts should be made through the Canadian Experience Class program to retain individuals who have experience working and studying in Ontario.
9. Selecting economic immigrants based on occupational and other narrow criteria should be done only on a limited basis.
10. Ontario's Provincial Nominee Program should be used to respond to specific occupational shortages and to the needs of communities, including Francophone and rural communities.
11. The Government of Canada should raise the cap on Ontario's Provincial Nominee Program from its current level of 1,000 to 5,000 people per year.

12. The Federal Skilled Worker Backlog Reduction Pilot should be extended to 2014 and expanded.
13. The Federal Temporary Foreign Worker Program should focus on recruiting high-skilled workers and workers in the skilled trades and facilitating the rapid filling of temporary vacancies.
14. Ontario should make better use of the Temporary Foreign Worker Agreement to accomplish its objectives under recommendation #13.
15. Ontario needs more information about temporary foreign workers.
16. Protections for temporary foreign workers should be strengthened to prevent abuse and unsafe working conditions.
17. The issue of undocumented workers should be addressed by both the governments of Ontario and Canada.
18. The Government of Canada should maintain and strengthen the Live-In Caregiver Program.
19. Ontario should attract and retain more international entrepreneurs.
20. The Government of Ontario should develop a marketing and promotion strategy to attract immigrants with high levels of human capital to the province.
21. A one-window, client-centred, “no wrong door” approach should be developed for all government services important to immigrants.
22. Pre-arrival information and services should be expanded.
23. Programs that target immigrants’ networks to enable the effective integration of new immigrants —particularly family, friends, and faith groups— should be supported in Ontario.
24. Criteria for accessing settlement and integration programs should be coordinated across funders and service providers to ensure that temporary foreign workers, foreign students, refugee claimants, and new Canadian citizens can access these services.
25. Mentorship, internship, and bridge training programs should be expanded in Ontario.
26. Settlement and integration services should be measured and assessed based on immigrant outcomes.
27. Employers and communities need to be champions in the integration of immigrants.
28. Federal and Ontario government supports for refugees should reflect the need to provide longer-term services to many within this group.

29. The Government of Canada should continue to honour its traditional commitment to refugee claimants, including continuing to fund the Interim Federal Health Program.
30. The Ontario government should continue to work with professional regulatory bodies to improve the assessment and recognition of immigrants' qualifications, including academic credentials, practical training, and experience.
31. The Government of Ontario should ensure that aggrieved applicants for licensure have appropriate recourse.
32. The federal and Ontario governments should work together to ensure that the new federal credential and language assessment system is aligned with licensing bodies and not misconstrued as licensure.

Please Note

This report represents the best advice of the Roundtable with regard to Ontario's goals, needs, and approach to immigration to the province. Unless there is explicit reference to a particular government or other actor, the Roundtable's advice describes our ambitions for the province as a whole. Achieving the vision outlined in this report requires engagement across governments, the private and not-for-profit sectors, and communities.



↑   **Canada / International**

Why an Immigration Strategy? Why Now?

Background

Why an Immigration Strategy? Why Now?

Background

Ontario has long been a top destination for immigrants. However, over the past ten years, immigrant outcomes in the province have worsened and Ontario now faces greater competition for immigrants with other jurisdictions.

The design of an immigration strategy requires balancing a number of short- and long-term objectives. Ontario requires a strategy that will allow it to attract the right people to the province, in the right number, and to use the most appropriate tools and programs to ensure that immigrants succeed, prosper, and integrate across Ontario in both the short- and long-term.

This section briefly outlines the challenging context within which Ontario is developing its immigration strategy, and the major issues upon which the Roundtable focused in providing its advice.

Immigration & Ontario's Transforming Economy

Ontario is in the midst of an economic transition. Many of the industries that were the foundation of its prosperity for generations are struggling. Jobs in the manufacturing sector as a share of all Ontario jobs have declined by 35 per cent in the last decade.³ Other sectors, such as the service and mining industries, are growing their shares.

This shift has contributed to a decline in employment opportunities for those with lower skills or limited English language fluency, and has made it more challenging for recent immigrants to find secure employment at decent wages. This has, in turn, contributed to both an absolute decline in real wages of immigrants and a decline in wages comparable to their Canadian-born counterparts. The situation is particularly acute for very recent immigrants to Ontario, whose average weekly wages were 23.2 per cent below those of Canadian-born workers in 2011 (compared to 21.6 per cent for recent immigrants to Canada overall).⁴

Post-secondary education and core skills for the knowledge economy (including advanced analytical, literacy, numeracy, interpersonal communication, and digital competency skills) are becoming more important for labour market success and for economic growth in Ontario. Regrettably, internationally-acquired education, skills, work experience, and networks are often undervalued.

Key Facts

- Immigrants make up 30 per cent of Ontario's current labour force.
- Recent and very recent immigrants¹ accounted for 8.2 per cent of Ontario's labour force in 2010.²

Immigrants should be supported as they bridge to the Ontario labour market and build the professional networks needed to navigate it. Without concerted action on this front, immigrants end up in jobs that may not be commensurate with their previous education, training, and past employment. Many end up in poorly-paid, precarious employment.

Demographic Trends

A natural decline in the relative size of Ontario’s working age population—due primarily to aging and low fertility rates—will put pressure on public finances as fewer workers support more retired Ontarians. Without any further immigration to Ontario, it is anticipated the working-age population will begin to decline by 2014.⁷

Higher levels of immigration to Ontario will help increase the working age population and improve the province’s long-term economic and fiscal prospects. However, data show that immigrants are experiencing difficulty integrating into Ontario’s labour market and communities. This reinforces the need for a strategy that will attract economic immigrants to Ontario and also help them find appropriate employment that uses their skills, education, and networks.

Key Facts

- It is estimated that Ontario will face a shortage of 364,000 skilled workers by 2025.⁵
- Immigration would need to be more than 2.5 times greater than it is today to offset the decline in Ontario’s labour force growth being caused by its aging population.⁶

Decline in Economic Immigration

While the past decade has seen relatively little change in overall immigration to the country, Ontario’s share has declined. From 2001 to 2011, Ontario’s share of immigrants to Canada dropped by almost a third, from a 59.3 per cent peak in 2001 to 40 per cent in 2011.⁸ This is Ontario’s lowest share in at least 30 years (but consistent with its share of the Canadian population).

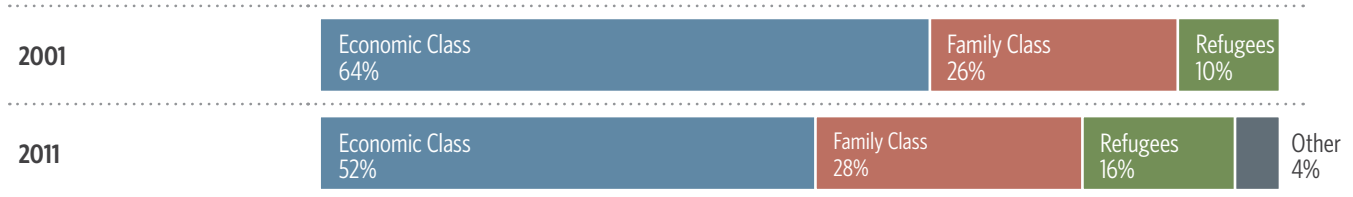
At the same time, the profile of immigrants to Ontario has changed. The percentage of economic class immigrants coming to Ontario has dropped by nearly 20 per cent, from 64 per cent in 2001 to 52 per cent in 2011. This figure is the lowest in the country; on average, 71 per cent of immigrants arriving to provinces outside Ontario were economic.⁹

Ontario now receives a higher share of recent immigrants through the family class and humanitarian streams than in the past. These types of immigrants typically experience greater difficulty in the labour market and require more settlement supports after arrival.

Key Facts

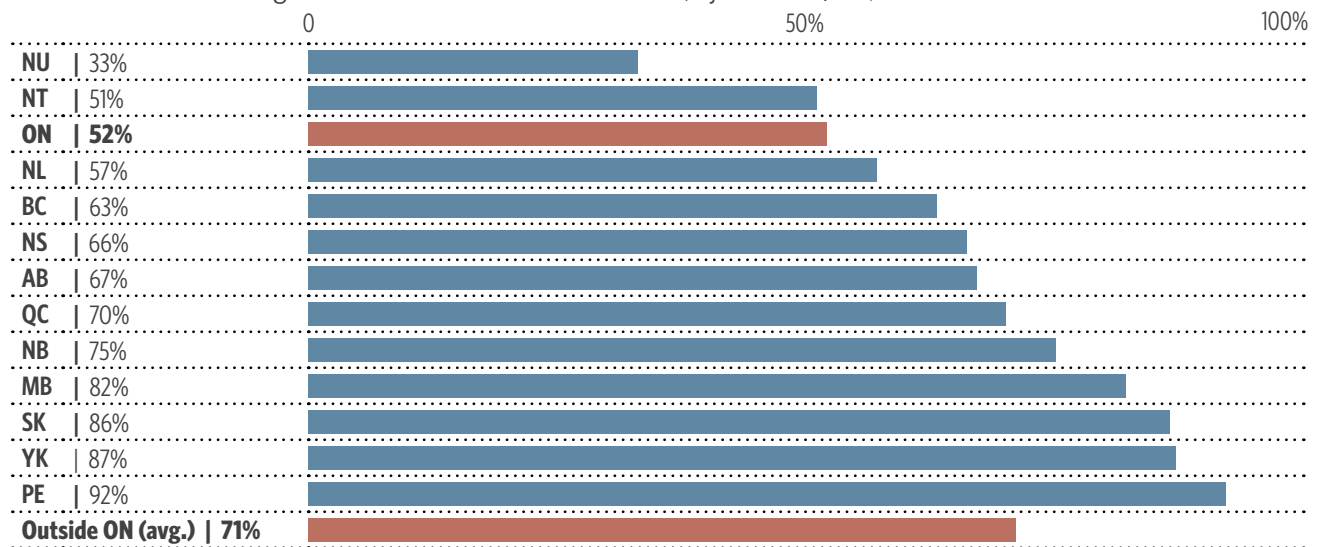
- Over the last 10 years, Ontario’s share of economic immigrants has declined by 19 per cent.
- In 2011, Ontario received 57.1 per cent of refugees to Canada, an increase of 6.1 per cent since 2001.

FIGURE 1 Change in Number of Immigrants to Ontario, by Class (2001-2011)



Citizenship and Immigration Canada, Permanent Resident Data System, 2011.

FIGURE 2 Economic Immigration as a Per Cent of Total Admissions, by Province (2011)



Citizenship and Immigration Canada, Permanent Resident Data System, 2011.

The Shift Away from Human Capital

Those selected to fill particular jobs may do well in the short-term, but the evidence is clear that immigrants selected on the basis of their education, skills and experience—or their human capital—do better over the long-term. Citizenship and Immigration Canada’s 2010 evaluation of the Federal Skilled Worker Program found that higher levels of post-secondary education and greater official language capacity result in better economic outcomes for principal immigration applicants.¹¹

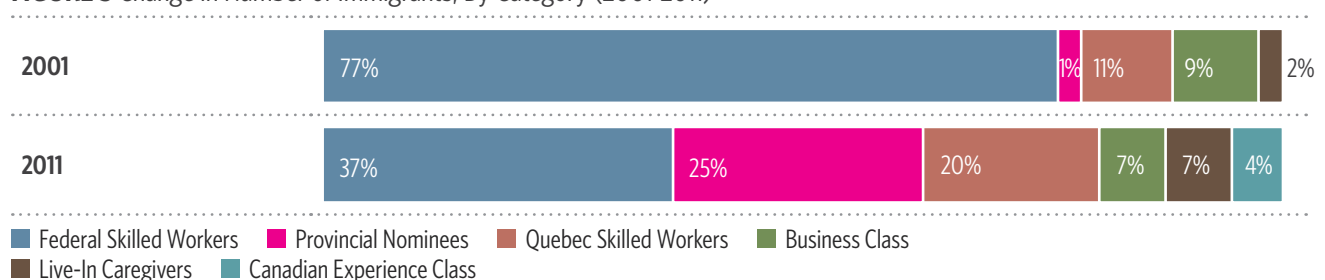
Those selected on the basis of their human capital also appear to enjoy stronger earning potential. “Nationally, earnings of the federal skilled worker class grow faster than those of provincial nominees. By the first year after landing, federal skilled workers’ annual earnings are on average \$2,000 to \$7,000 higher than those of provincial nominees.”¹²

Despite strong evidence that selection based on human capital produces better long-term results for immigrants, recent shifts in federal selection policy, such as expanding opportunities for provinces to nominate immigrants for specific jobs and the introduction of a priority occupations list to filter applicants to the Federal Skilled Worker Program, have resulted instead in selection policies that emphasize narrow and often outdated occupation-based criteria. This focus has come at the expense of overall human capital, and has subsequently contributed to worse long-term outcomes for immigrants.

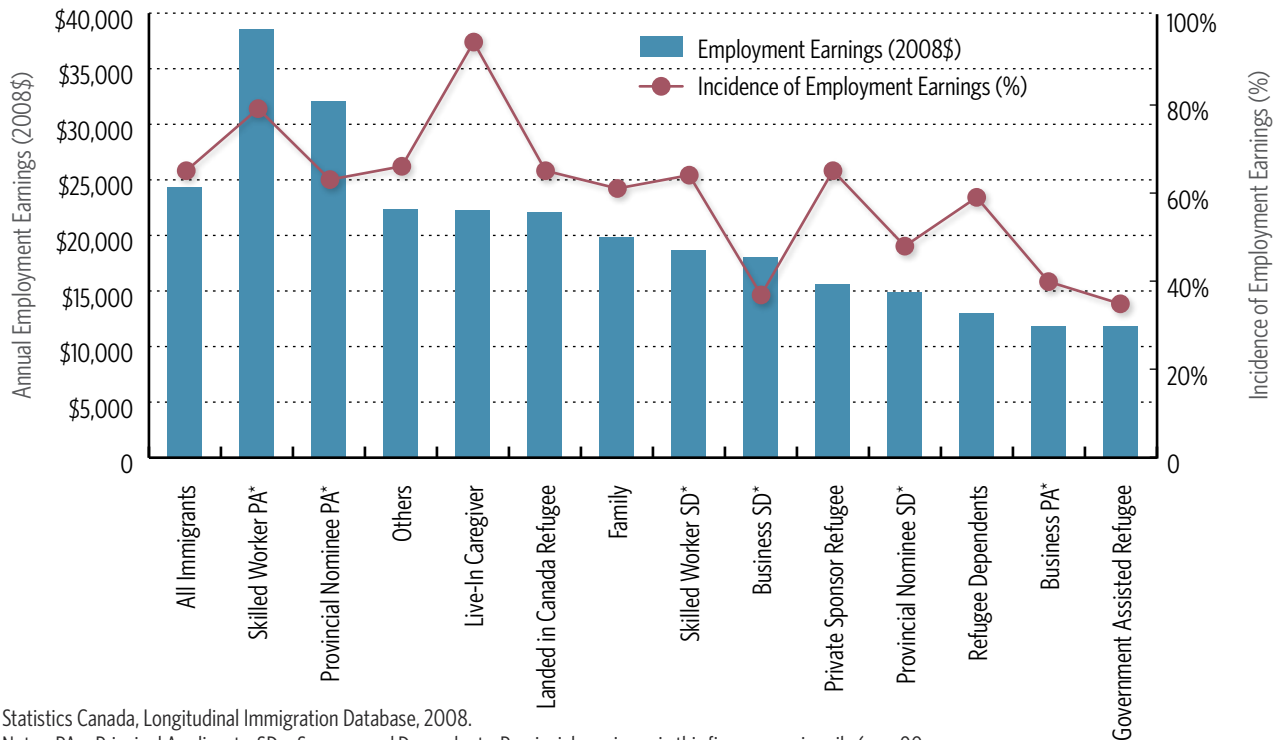
Key Facts

- In 2001, the Federal Skilled Worker Program, which selects immigrants on the basis of their human capital, represented 77.1 per cent of all economic immigrant admissions to Canada. By 2011, only 36.7 per cent of economic immigrants entered through this program.¹⁰

FIGURE 3 Change in Number of Immigrants, By Category (2001-2011)



Citizenship and Immigration Canada, Permanent Resident Data System, 2011.

FIGURE 4 Employment Incidence and Earnings, Very Recent Immigrants in Ontario (2008)

Statistics Canada, Longitudinal Immigration Database, 2008.

Notes: PA = Principal Applicants, SD = Spouses and Dependents; Provincial nominees in this figure are primarily (over 90 per cent) those nominated by other provinces (secondary migrants).

Worsening Immigrant Outcomes

Outcomes for recent immigrants to Ontario have been worsening. While working-age immigrants are, on average, better educated than the Canadian-born, they experience higher rates of unemployment and are significantly less likely to work in the fields for which they were trained.

For many immigrants arriving in Canada, the greatest barriers to employment in their fields are lack of Canadian experience, lack of recognition of their international credentials, and unfamiliarity with Canadian professional cultures and business language. In 2010, only 24 per cent of internationally trained immigrants in Ontario were working in professions for which they were trained (compared to 62 per cent of the Ontario population).¹⁵

The result is that many recent immigrants take lower paying jobs for which they are overqualified, greatly underutilizing their human capital. The failure to integrate highly skilled immigrants is and will continue to be a challenge for Ontario's workforce.

Coming out of the recession, there is an additional cause for concern as unemployment for very recent immigrants remains twice that of the Canadian-born. This is compounded by the major structural shifts in Ontario's economy, which are having a significant and continuing impact on immigrants.

Key Facts

- In 2011, Ontario's unemployment rate for very recent immigrants was the second highest in the country (15.7 per cent) and double Ontario's overall rate (7.6 per cent).¹³
- The Conference Board of Canada estimates that the cost of not recognizing the credentials and skills of Canadians, notably immigrants, is between \$4.1 and 5.9 billion annually.¹⁴

FIGURE 5 Unemployment Rate for Very Recent and Recent Immigrants, by Province (AVG. Mar 2011-Feb 2012)

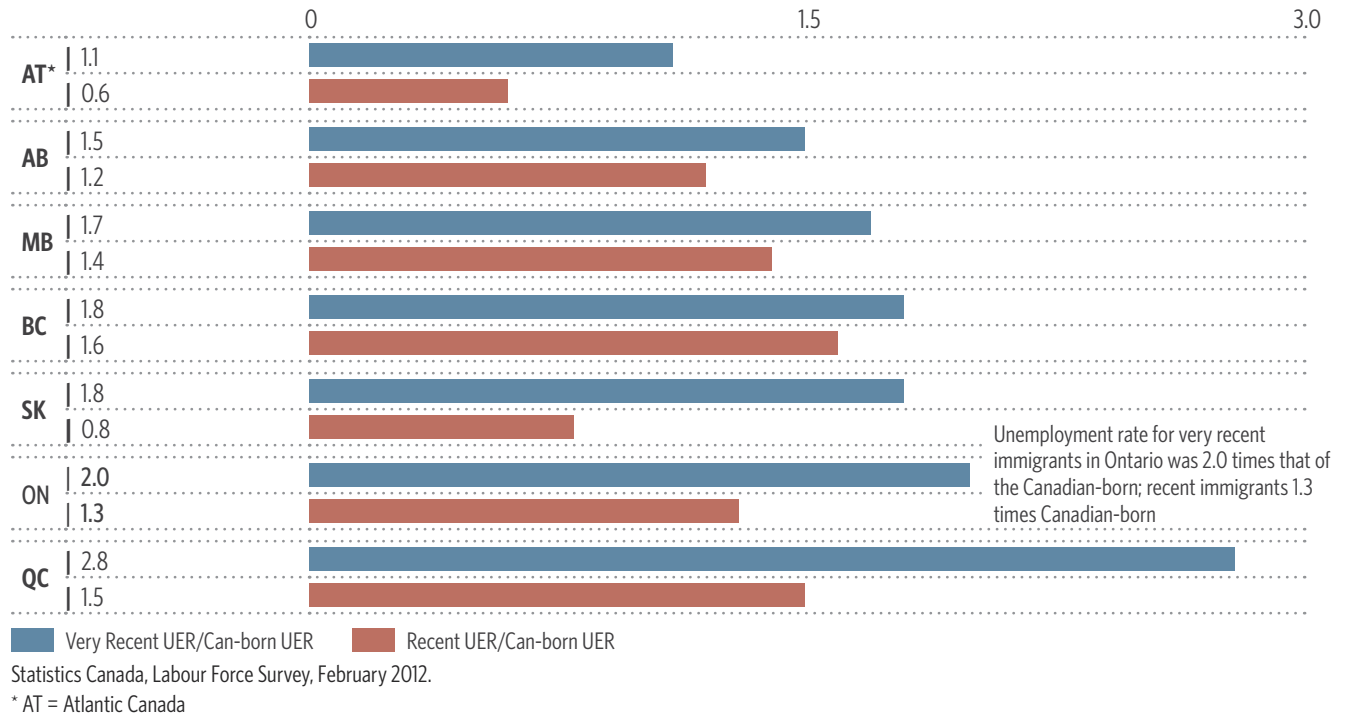
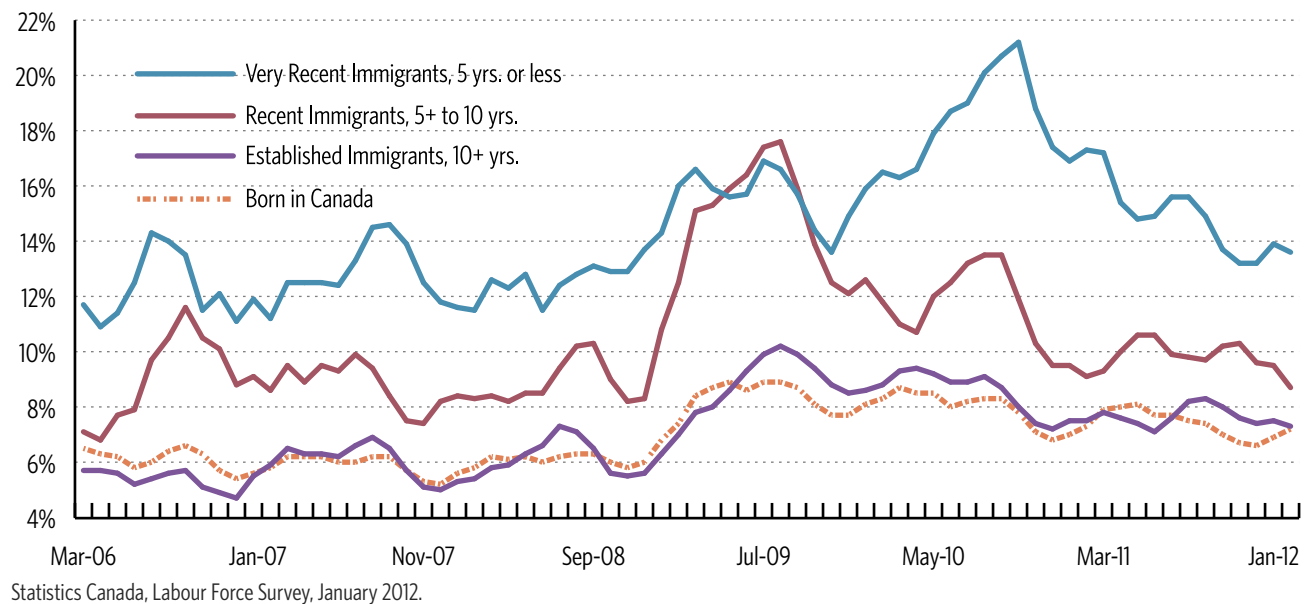


FIGURE 6 Unemployment Rate in Ontario, by Immigrant Arrival Period (2006-2012)



The Expansion of Temporary Migration

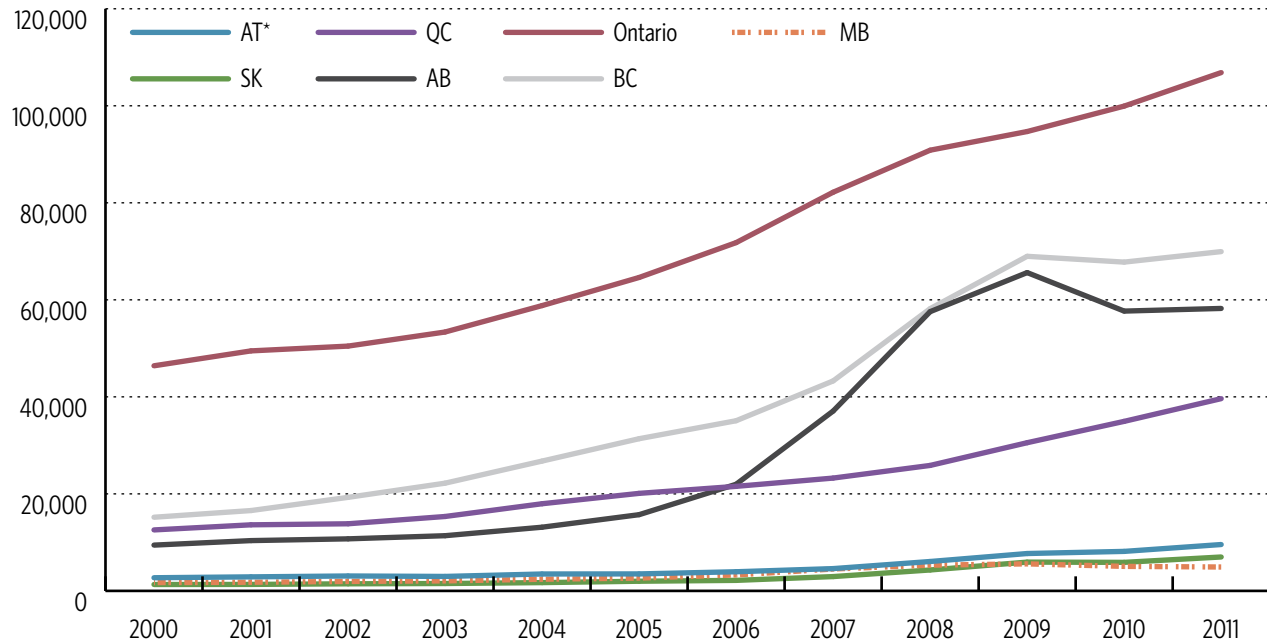
The Federal Temporary Foreign Worker Program was originally designed to enable Canadian employers to hire foreign high-skilled and skilled trades workers on a temporary basis to fill immediate skills and labour shortages when Canadians and permanent residents are not available.

Over time, the program has grown rapidly in size. Between 2002 and 2011, the number of temporary foreign workers present in Canada rose by 196 per

cent, from 101,259 to 300,111. Of the total temporary foreign workers in Canada in 2011, 35.6 per cent (106,849) were in Ontario.¹⁶

In addition, despite the program’s intended purpose, many employers now use it to bring in low-skilled workers to fill positions on an extended basis. In 2000, 51 per cent of foreign workers in Canada were high-skilled (what the program refers to as National Occupational Levels O, A, or B). By 2011, this number had dropped to only 29 per cent.¹⁷

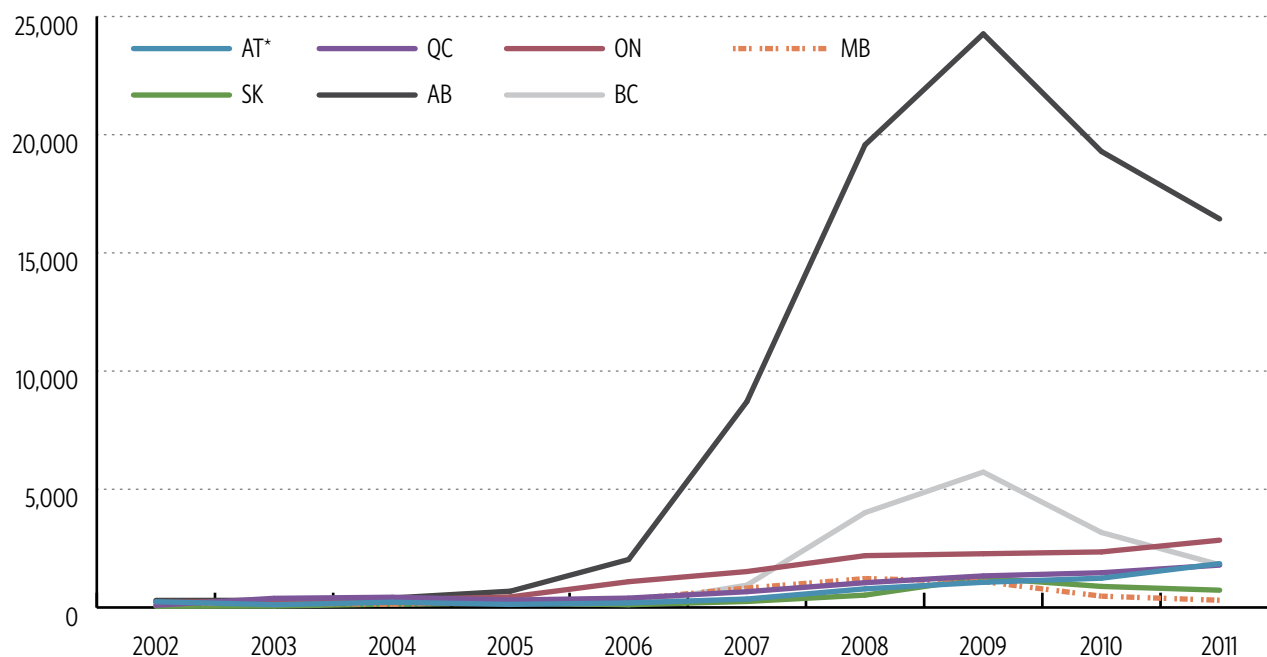
FIGURE 7 Growth in Temporary Foreign Workers, by Province (2000-2011)



Citizenship and Immigration Canada, Temporary Resident Data, 2012.

* AT = Atlantic Canada

FIGURE 8 Growth in Temporary Foreign Worker Stream for Lower-skilled Occupations, by Province (2002-2011)



Citizenship and Immigration Canada, Temporary Resident Data, 2012.

* AT = Atlantic Canada

Note: This program was previously known as the Temporary Foreign Worker Low Skill Pilot and, more recently, the Pilot Project for Occupations Requiring Lower Levels of Formal Training.

Measuring the Return on Investment in Settlement & Integration Services

Settlement and integration services play a key role in helping immigrants adjust to their new lives in Canada. Settlement service agencies fulfill an invaluable role in helping immigrants find employment and housing, and connect to their new communities.

The Ontario and federal governments have made significant investments in settlement and integration services but it is difficult to assess the outcomes and value for money using existing data and outcomes measurements. Governments need to work together to better measure and assess which programs yield the best results and warrant continued or increased investment.

In light of the poor economic outcomes of newcomers, many organizations providing settlement services have popped up over the years. However, the patchwork way in which services are delivered such as language training programs has resulted in uneven outcomes for newcomers.

- Craig Alexander et al., Knocking Down Barriers Faced by New Immigrants to Canada, TD Economics, 2012

Key Facts

- The Ontario Ministry of Citizenship and Immigration will invest \$112.1M in settlement and integration services in 2012-13.
- Since the end of the Canada-Ontario Immigration Agreement, the allocation from Citizenship and Immigration Canada varies by year; it is set at just under \$315M in program spending for 2012-13.

Increased Competition for Skilled Workers

Canada is in a “race for talent” with other traditional immigrant-receiving countries such as the United Kingdom, Australia, the United States, and many continental European countries. At the same time, countries that have traditionally been major sources of immigrants, such as China and India, are undergoing rapid economic development, better enabling them to retain highly skilled citizens and even to entice members of their diaspora communities to return.

Ontario is also facing increased competition for highly skilled workers from other provinces, in particular those experiencing resource-fuelled booms and labour shortages.

The growing intensity of knowledge means that all countries have a greater need for highly skilled workers who are able to access, understand and use knowledge for technological and economic development. The global competition for this talent pool is on the rise.

- The Global Competition for Talent, OECD Policy Brief, 2009

Key Facts

- A 2012 Gallup poll places Canada as the third most popular destination for potential immigrants, next to the US in first, and the UK in second.¹⁸

Recent Federal Developments


The Government of Canada recently announced its intention to significantly change both the administration and the focus of Canada's immigration programs, with the aim of building a faster and more demand-driven immigration system that will respond to specific labour market needs. Many of these changes will have a major impact on the types of immigrants coming to Ontario.

Some of the most important proposed changes include the elimination of the large backlog of pre-2008 applicants to the Federal Skilled Worker Program, the introduction of a new employer-driven Expression of Interest selection model (similar to what has been adopted in both Australia and New Zealand), and the termination of devolved settlement services in British Columbia and Manitoba.

Many important components of the programmatic architecture are yet to be defined. The Roundtable sees tremendous opportunity for federal-provincial collaboration in order to achieve these governments' shared objectives.

Key Facts

- The 2012 federal budget announced a number of significant changes to the immigration system that will have an impact on Ontario's programs and its immigrants.
- The elimination of the Federal Skilled Worker Program applicant backlog potentially impacts 280,000 people who have been waiting years for a decision on their immigration application status.
- It is estimated that 70 per cent of the applicants in the Federal Skilled Worker Program applicant backlog were destined for Ontario.

- 
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 18. *Globe and Mail*. 2012. Canada must actively recruit the best and brightest immigrants. 4 May.



Objectives of an Immigration Strategy

Objectives of an Immigration Strategy

Increased competition for immigrants, a changing economy, and declining immigrant outcomes lead us to conclude that an immigration strategy is critical to the province's economic future. To be successful, this strategy must rest on the foundation of a renewed federal-provincial partnership and be fuelled by enhanced employer and stakeholder engagement.

Any new approach must be clear about what it is meant to achieve. The Roundtable believes that Ontario's immigration policies and programs should do the following:

- **strengthen Ontario's economy, communities, and families;**
- **attract, retain, and integrate more immigrants, including more immigrants with high levels of human capital;**
- **increase the proportion of economic class immigrants to the province, while maintaining a balanced approach to immigrant selection to reflect Ontarians' commitment to humanitarian principles and family reunification; and,**
- **improve economic and social outcomes for new and existing immigrants and their families.**

The Roundtable's overarching strategic advice and program recommendations were developed with these objectives in mind.

Overarching Strategic Advice

Based on the objectives, the Roundtable makes the following eight pieces of overarching strategic advice to the Government of Ontario:

1. **Develop an immigration strategy as part of an overall economic strategy for Ontario.**

Immigration is critical to Ontario's economic future and should be part of a broader economic strategy that informs all provincial programs and policies, including in areas such as education, training, infrastructure planning, and economic development. Immigration policies and programs should, for example, align with sector strategies currently under development and with the future recommendations of the new Jobs and Prosperity Council.

2. **Increase alignment and coordination between programs, governments, and other actors.**

Improving outcomes for immigrants requires increased engagement and better coordination of immigrant-specific and other human services across government programs and with actors including business, municipalities, community organizations, and post-secondary institutions. Enhanced program coordination will help drive other provincial goals, including economic growth and poverty reduction. A renewed partnership between the federal and Ontario governments is crucial, and the Ontario government must have a greater role in the selection of immigrants to the province to ensure that its specific needs are met.

3. **Promote and leverage Ontario's existing strengths.**

Ontario offers its residents a high quality of life, opportunities for social and economic mobility, diversity, democracy, rule of law, excellent primary and secondary schools, a healthy ecosystem, leading post-secondary institutions, high-quality public services, and a rich and unrivalled tapestry of immigrant communities to welcome newer immigrants. Its cities have enormous economic potential and thus provide great opportunities. The province should market these strengths within and outside of Canada to attract highly skilled immigrants.

4. **Develop immigration policies and programs on the basis of evidence and continuous evaluation and measurement of their impact.**

More and better data are required to assess programs and make informed policy decisions regarding the selection, settlement and integration of immigrants. Increased information-sharing between the federal and provincial governments would improve program coordination and policy.

Increased information-sharing between the federal and provincial governments would improve program coordination and policy.

Ontario also needs to better understand the skills and competency gaps it faces in both the near-term and the long-term in order to inform selection processes, attraction strategies, and training programs.

Labour market forecasting models are useful in suggesting long-term aggregate labour market needs, but they cannot be used in isolation. Governments, the private sector and other employers must better collaborate in defining and monitoring shortages and in generating accurate, timely, and forward-looking labour market data.

5. **Ensure that the immigration system works for all communities across Ontario.**

The Greater Toronto region is a top destination for immigrants and refugees to Canada, and a key piece of Ontario's value proposition to immigrants. Successful global city regions are important to the provincial, national, and global economies, so ensuring that the Greater Toronto region remains attractive to immigrants must be a key priority.

At the same time, immigrants are also needed in other parts of the province. Many communities offer new economic opportunities but at the same time face demographic and infrastructure challenges, such as a lack of high-speed Internet connectivity. An immigration system must be effective for communities across Ontario, including smaller urban centres, Francophone communities, and northern and rural communities. Ontario should work closely with these communities in the design and delivery of immigration programs and policies to ensure that programs satisfy their mutual needs and commitments.¹⁹

6. **Consider anchoring Ontario's immigration policy, programs, and services in legislation.**

The federal government may require the province to create a legislative and regulatory framework to govern its role in selection processes. This is an opportunity to enshrine Ontario's commitment to immigrant selection, settlement, and integration in legislation. Ontario's Poverty Reduction Act and the federal Multiculturalism Act have demonstrated the positive impact of such affirmations. Legislation could also establish a framework for consultation with business and other stakeholders on future planning, reporting on outcomes or target setting, and complementary amendments to other pieces of legislation, where needed. We note that other provinces are considering joining Quebec in enacting immigration legislation.

7. **Reorient Ontario's vision outwards in the recognition that Ontario's future prosperity will hinge on its ability to connect globally.**

Canada's prosperity in the coming decades will hinge on its ability to connect globally, which will include increasing international trade and attracting investment from abroad. It will also include acting as a hub in global exchanges of knowledge and skills. These cross-border exchanges depend on relationships: networks of people with knowledge of multiple markets, communities, and cultures.

Canada has the fifth most immigrants of any country in the world, which is remarkable given its relatively small population. If any country is well positioned to draw on the value of diaspora networks, it is Canada. The global connectivity of Canada's highly international population will be an essential ingredient in its continued prosperity. Policymakers in the Ontario and federal governments need to reorient their thinking outwards in recognition of these conclusions.

Ontario's employers must also play their part in leveraging the value of immigrants' international experience by embracing diversity and proactively developing cultural competencies in their workplace. Rather than seeing immigrants' different backgrounds, languages, and cultures as barriers to workplace integration, employers should view diversity as an advantage for competing in an increasingly globalized market and for servicing Canada's increasingly diverse population.

8. **Emphasize permanent immigration and nation building.**

The success of Canada's immigration system has, in large part, rested on Canada's ability to welcome and integrate newcomers. Admitting newcomers to Canada as permanent residents, with access to services, rights, and on a clear path to citizenship, has been important for the successful integration of immigrants and their children, and a key factor in Canada's success.

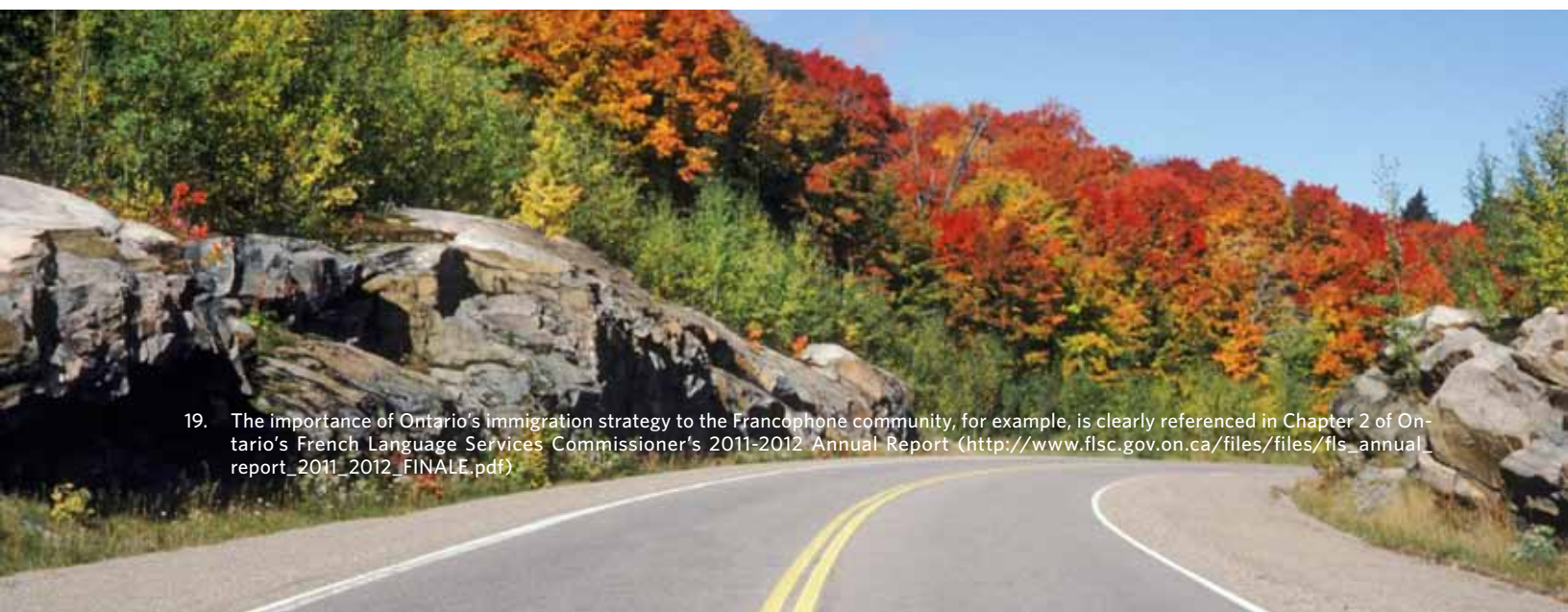
Although there is a role for temporary workers to play in filling short-term labour market needs, Canada's historic commitment to nation building should be re-emphasized and its focus on permanent settlement renewed in order to meet the country's demographic and labour market needs.

This renewed focus on the successful long-term integration of immigrants is particularly important for refugees, many of whom arrive in Canada with greater needs than other immigrants, and the majority of whom will continue to arrive in Ontario. The federal government should recognize the importance of making a sustained financial commitment to refugees, consistent with their needs and our collective desire for their successful long-term integration.

For Canada to remain globally competitive, we have to broaden our thinking and truly integrate skilled people who may not have Canadian experience, credentials or references. Only by taking calculated risks and being open to learning from the experiences of foreign-born workers, will Canadian companies fully capitalize on the potential for innovation and growth that comes with hiring foreign-born employees.

- Deloitte, Welcome to Canada. Now What?, 2011

19. The importance of Ontario's immigration strategy to the Francophone community, for example, is clearly referenced in Chapter 2 of Ontario's French Language Services Commissioner's 2011-2012 Annual Report (http://www.flsc.gov.on.ca/files/files/fls_annual_report_2011_2012_FINALE.pdf)





Recommendations

Selection

Recommendations: Selection

How Many Immigrants Does Ontario Want? Who Should They Be?

1. **Over the long-term, the level of immigration to Ontario should be increased to at least one per cent of its population, or 135,000 people per year. At least 65 to 70 per cent of these immigrants should be economic class immigrants.**

Current immigration levels to Ontario are too low. The level of immigration to Ontario should be increased to at least one per cent of its population, or 135,000 people per year, over the long-term. The level should be periodically adjusted to suit overall economic conditions and the capacity of the labour market to absorb newcomers.

This target is consistent with recent norms. In 2001, 2002, and 2005, immigrant landings in Ontario exceeded the 135,000 mark. Ontario received just 99,000 immigrants in 2011.

Ontario's future prosperity will depend on its ability to strategically increase its working age population, which is set to decline in the upcoming decades, without immigration. While immigration alone will not be the answer to Ontario's looming demographic challenges, it will be a key component of a larger strategy to sustain the province's workforce.

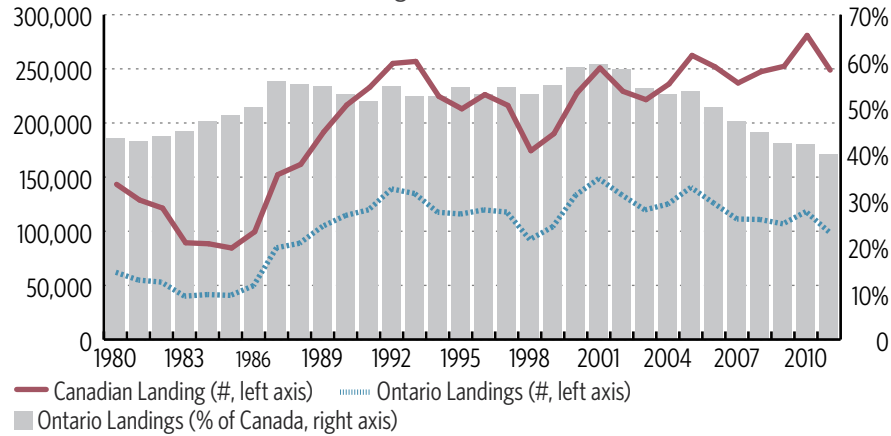
The long-term success of Ontario's economy also depends on attracting a higher proportion of immigrants who are selected on the basis of their ability to contribute economically. The proportion of economic class immigrants to Ontario should be increased to 65 to 70 per cent of all immigrants to Ontario.

An increase in overall immigration and a proportional increase in the number of economic class immigrants to Ontario would result in a younger, more productive, and more innovative population that can contribute to the economy and better address existing and looming labour shortages.

As long as the overall number of immigrants to Ontario goes up, an increase in the share of economic class immigrants will not result in a decrease in other classes. Family class immigrants are often productive contributors to the economy and play an important role in the success of working im-

migrants and nation building. Ontario also values the many benefits of being a destination of choice for refugees. Maintaining a balanced commitment to all classes of immigrants will reflect Ontario's values and humanitarian commitments.

FIGURE 9 Permanent Resident Landings to Ontario and Canada (1980-2011)



Citizenship and Immigration Canada, Permanent Resident Data System, 2012

2. Selection processes should be fair, transparent, and facilitate diversity in the mix of immigrant source countries.

Ethnic diversity enhances the Canadian economy and our communities. It is one of the major reasons why many immigrants choose to settle and stay in the country. Canada's prosperity in the coming decades will hinge on its ability to increase international trade and attract foreign investment. Canada's immigrants give it a distinct advantage in establishing and accessing global markets and trade networks.

To fully capitalize on Canada's diversity advantage, selection policies and practices should be designed to avoid ethno-cultural bias and ensure even treatment for immigrants, regardless of source country. This could include ensuring that visa offices and services are accessible to potential immigrants across the globe, and establishing a monitoring and reporting system to ensure that new initiatives are consistent with this objective.

Newcomers complement the skills of the domestic labour force, bring new investment and innovative practices, help to open trade routes with their countries of origin and enhance cultural diversity.

- Craig Alexander et al., *Knocking Down Barriers Faced by New Immigrants to Canada*, TD Economics, 2012

A Human Capital Emphasis for Ontario

3. **Economic immigrants should be selected based on criteria that emphasize human capital, rather than current occupation.**

It is in Ontario's best interest that immigrants be selected on the basis of their human capital.

Recent federal policy shifts, such as the use of priority occupation lists for the Federal Skilled Worker Program, have weakened the human capital model by emphasizing more narrow criteria in the selection of economic immigrants.

Fewer immigrants arriving through the Federal Skilled Worker Program and a net decrease in the number of economic immigrants arriving to the province means that a higher proportion of individuals not selected on the basis of their human capital, such as family and humanitarian immigrants, are coming to Ontario.

Ontario's knowledge economy is complex and diverse, requiring a dynamic and highly skilled labour force. Citizenship and Immigration Canada's 2010 evaluation of the Federal Skilled Worker Program showed that immigrants who are selected for their human capital do better economically than those selected on the basis of occupation. Immigrants with high levels of human capital are also better able to adapt to changes in the economy and the labour market.

An emphasis on human capital will strengthen Canada over the long-term. The Roundtable's strong belief in the importance of re-emphasizing human capital underlies recommendations in this paper.

Immigrants do best when they come to Canada with human capital.... Although immigrants overall are doing more poorly than previous cohorts, skilled worker principal applicants continue to achieve the highest income levels of all immigrant categories because the point system assesses them for human capital.

- Naomi Alboim and Maytree, *Adjusting the Balance*, Maytree, 2009

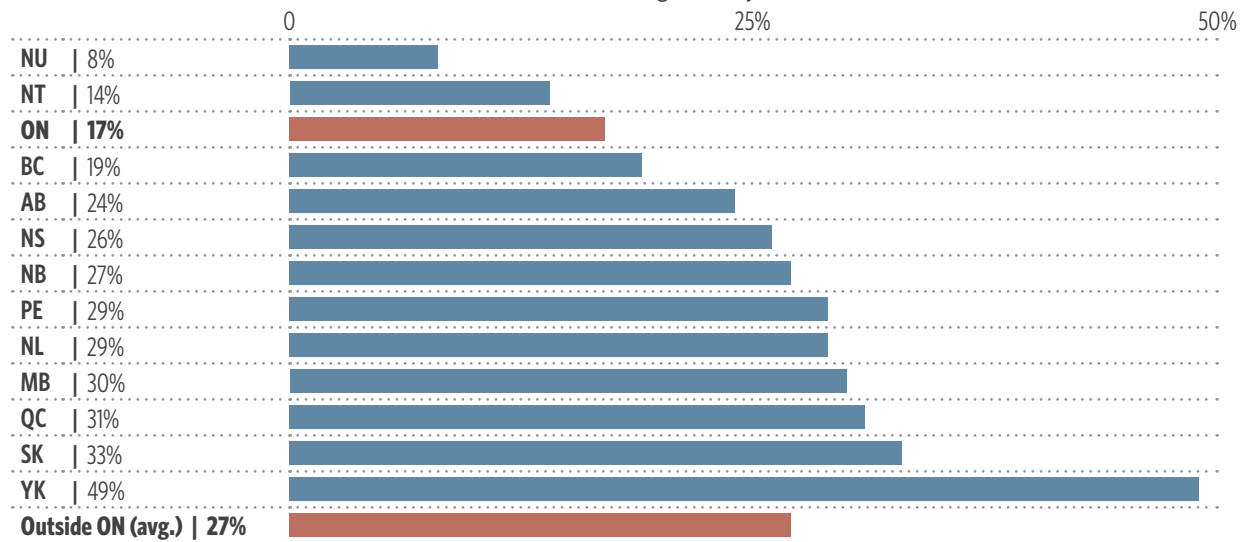
The Federal Skilled Worker Program

4. **A revamped Federal Skilled Worker Program should continue to be the main source of economic immigration to Ontario.**

The Federal Skilled Worker Program is currently the best program for bringing in immigrants with high potential for long-term economic success. Consistent with the recommendation on prioritizing human capital in selection, the Federal Skilled Worker Program should continue to be the main source of economic immigration to Ontario.

The Federal Skilled Worker Program has served Ontario well. Principal applicants through this program tend to have higher levels of education, better official language capacity, and better economic outcomes than immigrants arriving through other streams.

In recent years, the effectiveness of this program has been hampered by a growing backlog of applications, long delays in processing, the introduction of narrow lists of priority occupations, and inadequate weight accorded to those in the skilled trades. All of these changes have contributed to the decline in economic immigration to Ontario through the Federal Skilled Worker Program. The recent federal announcement introducing a skilled trades stream within the program is a welcomed development.

FIGURE 10 Selected Federal Skilled Workers as a Share of Total Immigration, by Province (2011)

Citizenship and Immigration Canada, Permanent Resident Data System, 2011.

5. **The priority occupations list for the Federal Skilled Worker Program should be eliminated.**

Ontario should seek the elimination of the priority occupations list in the Federal Skilled Worker Program.²⁰ This list was established to control intake and reduce the backlog of applicants to the program. This work has been done. In light of the federal government's current actions to eliminate and better manage the Federal Skilled Worker Program application backlog, the rationale for a priority occupations list is substantially weakened.

The list is too static to respond to the realities and dynamics of Ontario's labour market. To the extent that Canada wishes to target particular occupational categories, it should do so through programs explicitly designed for this purpose, such as the Provincial Nominee and Temporary Foreign Worker programs (see recommendation #9), and based on up-to-date labour market information from employers and other sources.

The Roundtable recognizes that other provinces may have different labour market needs that should be accommodated. But this should not be done by weakening the design of the program that best serves Ontario's and, in the longer term, Canada's interests.

6. **The Governments of Canada and Ontario should work in partnership on the design and operation of the new Expression of Interest (EOI) model.**

The federal government has recently announced its intention to introduce a new approach to selecting economic immigrants: the Expression of Interest model.

In the Expression of Interest model, candidates express an interest in immigrating and are pre-screened against a set of criteria; those who pass are placed into a pool for possible selection. Candidates selected from the pool by employers or by governments acting on guidance from employers

are then invited to submit a full application. Non-selected applicants are periodically removed from the pool, with the opportunity to reapply. Depending on eventual program design for Canada, applicants with a job offer may be fast-tracked through a parallel federal stream or through a provincial-territorial selection program. Importantly, the federal government is required to process only those applications selected from the pool.

The Expression of Interest model is a promising opportunity to enhance the flexibility, responsiveness, and speed of economic immigration to Canada, with the potential to focus on top talent and human capital. By controlling intake, the model is expected to provide greater flexibility in adjusting selection criteria to respond to changing conditions. For example, it could result in the elimination of the priority occupations list or in an expanded list that reflects regional economic needs. If properly implemented, the EOI model may combine the best of human capital selection criteria, so important to Ontario and Canada, with responsiveness to short-term labour market needs.

The Government of Ontario can help ensure that the model's promise is realized by collaborating with the federal government and other provinces and territories in its design and implementation, perhaps including hosting a pilot. In particular, the Ontario government should ensure that it includes an emphasis on human capital and diversity among source countries. By collaborating in the design of the EOI, the Ontario government will have greater influence on the selection of immigrants.

7. **The Government of Ontario needs to engage employers and municipalities in identifying labour market needs and challenges.**

The development of the Canadian Expression of Interest model may result in provinces, municipalities, and employers playing more prominent roles in economic immigrant selection, beyond the Provincial Nominee Program and the Temporary Foreign Worker Agreement. The Government of Ontario should engage employers and municipalities to identify specific labour market needs and challenges, paying particular attention to small- and medium-sized enterprises.

This should be accomplished through two-way conversations with employers, regional and local governments, Local Immigration Partnerships, sector associations, chambers of commerce, and others. Employers, in particular, must be encouraged to identify and communicate labour market needs.

Retaining and Integrating Students

The VALOA project, led by the University of Helsinki, has joined 19 universities, city councils, and entrepreneur organizations to create a framework to transition international students into the local market. The project started in the Helsinki metropolitan area in 2009 and is specifically targeting small and medium size enterprises that are internationalizing and growing.

Leveraging Canadian Experience

8. **Efforts should be made through the Canadian Experience Class program to retain individuals who have experience working and studying in Ontario.**

Individuals who have experience working and studying in Canada have demonstrated their ability to contribute and participate in Canadian life and are thus more likely to achieve long-term success in Ontario's labour market.²¹

As Canada's top destination for foreign students and skilled temporary foreign workers, Ontario is well-positioned to retain these individuals and leverage their Ontario experience.

Introduced in 2008, the federal Canadian Experience Class program fast-tracks permanent residency applications of skilled temporary foreign workers and international students who have studied and worked in Canada on temporary permits or student visas.

Data suggest that the program could be better leveraged to provide skilled foreign workers and international students with pathways to permanent residence. Ontario should take a more proactive approach to making participants aware of the opportunities presented by the Canadian Experience Class, and also do the following:

- Market the merits of the Canadian Experience Class to employers of high-skilled Temporary Foreign Workers.
- Promote the Canadian Experience Class as the primary program for international students seeking to transition to permanent resident status.²²
- Work closely with its post-secondary institutions to promote the Canadian Experience Class to all foreign students from public colleges and universities without a job offer to transition to permanent resident status.
 - This may require more on-campus settlement and integration services for international students. The Ontario government should consider reviewing its current funding allocation for international post-secondary students to identify resources that could support these enhanced services.
 - On-campus and cooperative work should count as Canadian experience for students applying through the Canadian Experience Class. Many employers recognize the value of on-campus and cooperative work experience, which helps many Canadian students gain initial entry into the labour force.
- Ontario's universities and colleges should continue efforts to expand recruitment initiatives aimed at international students. These efforts would enhance the quality of research in the province's universities and will increase the size of an exceptionally talented pool of potential immigrants that could be retained. These recruitment efforts should complement the recent recommendations of the *Advisory Panel on Canada's International Education Strategy*.

Filling Immediate Labour Shortages

9. **Selecting economic immigrants based on occupational and other narrow criteria should be done only on a limited basis.**

Although economic immigrants should be selected primarily on the basis of human capital, Ontario will continue to require immigrants and temporary workers to address specific short-term labour market needs, which can vary from year to year.

The Provincial Nominee Program and programs targeted at temporary foreign workers should complement and be highly coordinated with the rest of the immigration system. They should also maintain a focus on longer term economic priorities, strengthening Ontario's human capital, and nation building. Wherever appropriate, temporary foreign workers should have access to pathways to permanent residency.

Opportunities Ontario: Provincial Nominee Program

10. **Ontario's Provincial Nominee Program should be used to respond to specific occupational shortages and to the needs of communities, including Francophone and rural communities.**

The Opportunities Ontario: Provincial Nominee Program allows Ontario to nominate individuals and their families for permanent resident status based on a pre-approved job offer or graduation with a Master's or PhD degree from an Ontario university. This enables the province to quickly fill specific gaps in the labour market by giving Ontario employers the ability to identify and select the workers they need and to retain graduates to respond to Ontario's changing economy.

It is evident that the Provincial Nominee Program has moved beyond its initial pilot phase (it is currently subject to periodic renewal), as it has proven its value in addressing province-specific labour needs. The Provincial Nominee Program should be given some permanency, either as a distinct program or as a complementary program to the new Expression of Interest model.

The Provincial Nominee Program should also continue to be used, in part, to target economic immigrants who meet the specific needs of Ontario employers and populations, such as rural and Francophone communities.

Unless the cap on the Provincial Nominee Program is increased (see recommendation #11), it should not be used to nominate individuals who can apply through other, more suitable programs. For example, international students without a job offer should be encouraged to apply for permanent residency through the Canadian Experience Class (see recommendation #8).

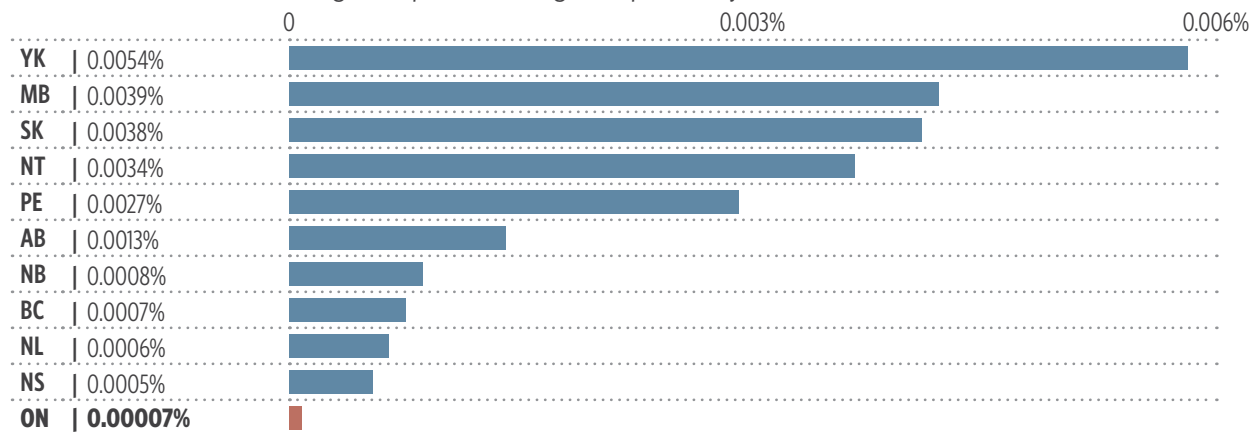
11. The Government of Canada should raise the cap on Ontario's Provincial Nominee Program from its current level of 1,000 to 5,000 people per year.

The Provincial Nominee Program was introduced in Ontario as a pilot program in 2007, with an annual target of 500 nominees. Since then, the federal government has increased Ontario's annual nominee cap marginally to 1,000. This is a very small number relative to Ontario's population and volume of immigration. It is also significantly lower than in many other provinces, where annual caps have been set at up to 5,000 per year.

The cap on Ontario's Provincial Nominee Program should be raised from its current level of 1,000 to 5,000. Ontario cannot address its specific labour shortages for skilled workers through this program under the current cap. Given that other provinces are now attracting a greater share of immigrants, the rationale for keeping Ontario's provincial nominee cap relatively low has disappeared.

This increase should be done in conjunction with an overall increase in the level of immigration to Ontario, and with the recognition that a revamped Federal Skilled Worker Program will be the main source of immigration to Ontario. Undertaken as a package, these increases should not result in a decrease in family or humanitarian immigrants.

FIGURE 11 Provincial Nominee Program Cap as a Percentage of Population, by Province (2012)



2012 Provincial Nominee figures supplied by Citizenship and Immigration Canada.

12. The Federal Skilled Worker Backlog Reduction Pilot should be extended to 2014 and expanded.

The Federal Skilled Worker Backlog Reduction Pilot Program is a joint initiative of the Governments of Canada and Ontario. It was created to help the federal government reduce the Federal Skilled Worker Program backlog while temporarily enabling Ontario to select highly skilled immigrants from the backlog to fill specific gaps in key areas of its labour market.

Under this program, Ontario can nominate an additional 600 applicants in five priority occupations to apply through its Provincial Nominee Program. These applicants are to be drawn from the Federal Skilled Worker Program backlog of applications submitted before February 2008.

The successful pilot program expires in November 2012. This partnership should be extended to 2014 and the target increased so that Ontario can continue to fast-track high-potential nominees from applicants awaiting processing.

Enhancing the Temporary Foreign Worker Program

13. **The Federal Temporary Foreign Worker Program should focus on recruiting high-skilled workers and workers in the skilled trades and facilitating the rapid filling of temporary vacancies.***

*This does not apply to workers under the Seasonal Agricultural Worker Program.

Roundtable members have heard suggestions that the Temporary Foreign Worker Program is distorting the labour market by providing employers with access to foreign labour willing to work at below market wages. There is also a concern that, after living and working in Canada for years, some of these individuals will overstay their visas and become undocumented workers.

The Temporary Foreign Worker Program should complement and be well-integrated with the rest of the immigration system. The program should renew its focus on high-skilled workers and rapidly filling temporary vacancies, and should be leveraged to nimbly attract top talent. It should not be used to bring low-skilled workers into the labour market other than in limited circumstances where there is clear evidence that all domestic labour options have been exhausted.

14. **Ontario should make better use of the Temporary Foreign Worker Agreement to accomplish its objectives under recommendation #13.**

The Temporary Foreign Worker Agreement allows Ontario to select and facilitate work permits for temporary foreign workers who can help advance Ontario's economic development priorities. It allows selected Ontario employers to bypass the federal Labour Market Opinion process involved in hiring high-skilled temporary foreign workers. While used infrequently to date (about three times for 30 workers), the Agreement is broad in scope and unlimited in number, making it a powerful tool for Ontario to admit high-skilled temporary workers.

The Agreement is administered by the Ministry of Economic Development and Innovation, which is developing a framework to guide its usage. Ontario should scale up efforts to promote and use the Agreement more frequently and to do so strategically so that businesses and other employers get the top talent they need to effectively compete with their international peers. The Agreement should be closely coordinated with the Ministry of Citizenship and Immigration to maximize its benefit to the province.

The Temporary Foreign Worker Program should complement and be well-integrated with the rest of the immigration system.

15. **Ontario needs more information about temporary foreign workers.**

The federal government collects detailed information about temporary foreign workers in Canada. This information, however, is not shared with provincial authorities.

Ontario and the federal government should enter into an information-sharing agreement with regard to data on temporary foreign workers. The Government of Ontario should also work to better share available information among its ministries.

Better information about temporary foreign workers would enable Ontario to more effectively calibrate its economic and labour market strategies and to more accurately inform federal economic immigration programs.

Increased information-sharing would also help strengthen protections for temporary foreign workers (see recommendation #16) and address the challenges associated with undocumented workers (see recommendation #17).

16. **Protections for temporary foreign workers should be strengthened to prevent abuse and unsafe working conditions.**

Low-skilled temporary foreign workers are among Canada's most vulnerable individuals when it comes to abuse and poor conditions in the workplace.

While temporary foreign workers are generally covered by the same employment rights that apply to Canadians and permanent residents, they may not be aware of or assert these rights because they lack experience with the Canadian legal and social systems, face language barriers, are subjected to misleading employer-provided information, or self-censor to protect their jobs and avoid threats of deportation.²³

While the federal government regulates the entry and stay of temporary foreign workers, it is the provinces that provide work-related protections to the majority of these workers. Both governments share a commitment and a responsibility for protecting temporary foreign workers. It is possible that better sharing of information could assist in monitoring the working conditions of these immigrants.

The Ontario government should continue to increase its proactive efforts to seek out and provide temporary foreign workers and their employers with information about their workplace rights.

17. **The issue of undocumented workers should be addressed by both the Governments of Ontario and Canada.**

Undocumented workers are individuals who are not authorized to be present in Canada. They are typically failed refugee claimants who do not report for removal from Canada, visitors or foreign workers who remain in Canada after the expiry of their visa, or individuals who enter Canada without authorization.

Estimates of the number of undocumented workers range widely. It is estimated that the majority of these individuals reside in the Greater Toronto region. While undocumented workers contribute to Ontario's labour market, particularly in certain sectors such as construction, they may also depress

wage growth, provide unfair competitive advantage for some businesses, and negatively impact the employment prospects for permanent residents and Canadian citizens. Undeclared income may also cost governments billions of dollars in lost revenue.

People without legal status and their families are also vulnerable because they may be exploited and may have very limited access to healthcare, social services, and settlement services.

Ontario should work with the federal government to address the challenges associated with an underground, undocumented workforce. The following actions should be considered:

- Enhancing information-sharing and enforcement. Increasing information-sharing (as suggested in recommendation #15, above) would plug many of the data gaps that hinder the ability of authorities, enforcement agencies, and policymakers to develop solutions to the challenges associated with undocumented workers. For example, Ontario officials could complement federal efforts to enforce immigration laws if they had information about the identities and whereabouts of temporary workers and others at risk of becoming undocumented.
- Making pathways to permanent residence available to more temporary foreign workers, especially those in skilled trades. Some researchers attribute the rise in the number of undocumented workers to the expansion of temporary residency programs. Many of these workers have no hope of obtaining permanent resident status because they cannot meet required criteria of Canada's selection programs. As a result, some may elect to overstay their visas and become undocumented workers, rather than leave Canada.
- Consider offering pathways to normalization to undocumented workers who have resided in Ontario for a certain period of time and have demonstrated the ability to integrate into Ontario's economy. A well-designed normalization program would help surface undocumented workers and take full advantage of the contribution of workers who have proven their ability to work in Ontario's economy.

18. **The Government of Canada should maintain and strengthen the Live-In Caregiver Program.**

Live-In Caregivers respond to the need of many Ontario families for in-home care for children, seniors, and people with disabilities. This need is likely to grow given our aging population and the necessity of alternatives to institutionalized care. Although there have been some problems with the Live-in Caregiver Program, the Roundtable considers it a success and urges the federal government to continue and strengthen it.

Consideration should be given to granting program participants access to settlement services upon arrival and faster routes to family reunification and permanent resident status (as opposed to after two years of employment), to better reflect the shared interest of Ontario and participants in permanent settlement. Consideration should also be given to the live-in requirement, and whether additional options would better meet the needs of Ontario families and their caregivers.

Live-In Caregivers respond to the need of many Ontario families for in-home care for children, seniors, and people with disabilities.

Attracting More Entrepreneurs

19. **Ontario should attract and retain more international entrepreneurs.**

Immigrant entrepreneurs strengthen Ontario's economy by creating jobs and injecting innovative ideas into businesses, products, and services. They bring new knowledge to Canadian business communities and offer opportunities to access overseas business and trade networks.²⁴

Immigrant entrepreneurs are also among the most sought after individuals in the world. The federal government's commitment to revamp the immigration program for foreign entrepreneurs (i.e. the "start-up" visa) is an important step in proactively targeting these global business leaders.

Ontario should take a leadership role in piloting programs to attract and retain immigrant entrepreneurs. The federal government has expressed an interest in piloting a number of small, short-term programs to attract entrepreneurs. As Canada's largest hub for global business, research, and financial services institutions, Ontario can provide immigrant entrepreneurs with the opportunities and supports that are necessary for success.

Attracting immigrant entrepreneurs should be a component of the Government of Ontario's *Open for Business* strategy, which aims to make the province more attractive to businesses and entrepreneurs. Through this strategy, Ontario should identify ways in which its policies and business incubators can support the attraction and retention of immigrant entrepreneurs and collaborate with the federal government in piloting "start-up" visa programs.²⁵

20. **The Government of Ontario should develop a marketing and promotion strategy to attract immigrants with high levels of human capital to the province.**

There are many reasons why Ontario is among the premier destinations for immigrants. To compete in the global market for human capital, the province must take the proactive lead in attracting the best and brightest individuals to settle within its boundaries.

Ontario should develop a marketing and promotion strategy to attract immigrants with the skills that Ontario needs to drive its economy. The strategy should be brand-focused, savvy, and tightly integrated within the province's international post-secondary recruitment and economic development efforts. It should also leverage and complement the impending recommendations from the Advisory Panel on Canada's International Education Strategy and the Jobs and Prosperity Council.

This strategy should target potential immigrants on two fronts: internationally, by promoting Ontario as the preferred destination for potential immigrants in their home countries; and domestically, by raising awareness of immigration options available to temporary residents already working in Ontario. The marketing and promotion strategy should also focus on equipping Ontario residents with information they can share with prospective immigrants among their families, friends, and associates.

Startup Act 2.0

A bipartisan group of American senators recently unveiled a bill aimed at improving the environment for entrepreneurs to create and expand businesses, and create jobs across the United States. The Startup Act 2.0 would retain international students graduating from American universities with Masters or PhD degrees in specific fields. The Act would also create an entrepreneur visa allowing immigrants to stay in the United States as long as they start a business that employs Americans. The Act would also eliminate the per-country cap for employment-based immigrant visas, which currently limits American companies' ability to recruit international top talent.



20. The priority occupations list was introduced by Citizenship and Immigration Canada in a set of Ministerial Instructions in 2008, which removed the obligation to process all Federal Skilled Worker applications and included a list of 38 priority occupations for expedited processing. In June 2010, the occupation list was reduced to 29 occupations with an overall cap of 20,000 applicants and 1,000 per occupation.
21. Immigrants landing in Ontario through the Canadian Experience Class demonstrate both the highest average reported employment earnings (\$57,401) and the highest incidence of reported employment earnings (92 per cent, the same as Live-in Caregivers) (Longitudinal Immigration Database, 2009).
22. This approach complements Opportunities Ontario: Provincial Nominee Program, which should maintain its focus on international students with job offers or those who are graduating with a Masters or PhD degree from an Ontario university, as they are valuable sources of highly skilled professionals who are expected to significantly contribute to Ontario's economic growth.
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Recommendations

Settlement & Integration

Recommendations: Settlement & Integration

Better Services, Better Coordination, Better Outcomes

21. **A one-window, client-centred, “no wrong door” approach should be developed for all government services important to immigrants.**

Governments must work better together and within their organizations to provide a continuum of services with minimal gaps.

Given the shared jurisdiction for immigration, careful coordination of federal and provincial immigration services is needed to avoid gaps, overlap, or silos in offerings. The Canada-Ontario Immigration Agreement led to some joint initiatives to improve service coordination, but it expired in 2011 and has not been renewed.

While federal and provincial officials maintain good working relations, many programs and services remain uncoordinated. The federal and provincial governments should jointly undertake a client-centred review of their offerings with the goal of better coordination and delivery. Language training programs appear to be a particularly promising service area where better coordination could yield immediate results and improve immigrants’ ability to fully contribute to and benefit from working and living in Ontario.

Within the Ontario government, several ministries manage selection and integration-related services that would benefit from increased coordination.²⁶ The Ontario government is advised to adopt a one-window, client-centred, “no wrong door” approach for all immigrant-focused programs and services to ensure that immigrants get the support they need, regardless of where they initially access services.

Particularly as the Ontario government works to improve and streamline service delivery, it should ensure the continued availability of appropriate immigrant-specific services and that immigrants can easily access mainstream services. This will require a client-centred, system-wide assessment of what services immigrants need and how they access these services.

The Ontario Public Service Inclusion Lens is already being used to identify and address diversity and accessibility issues across government and could be used to advance immigrant access.

Governments must work better together and within their organizations to provide a continuum of services with minimal gaps.

22. **Pre-arrival information and services should be expanded.**

Immigrants who receive pre-arrival information about working and living in Canada perform better. Evidence from Australia and the recent federal Canadian Immigration Integration Project (CIIP) Pilot demonstrated the benefits of offering pre-arrival services.²⁸ It suggests that those who do not receive accurate pre-arrival information often take longer to settle and encounter difficulties accessing services and entering the labour market. They often rely on misinformation received from numerous sources, including family members, social networks, and unprofessional recruitment and immigration consultants.

Pre-arrival services should be enhanced to ensure that new immigrants arrive in Canada with complete, correct, and current information on the Canadian labour market and the settlement services that are available to them. It is especially important that immigrants get a more accurate depiction of how their credentials and work experience will stack up in the Canadian labour market, and whether they will require additional training upon arrival.

This enhancement should be coordinated with other orders of government, and build on existing efforts, such as www.OntarioImmigration.ca, www.settlement.org, Ontario's network of municipal websites and the Canadian Immigration Integration Project. The expansion of pre-arrival services provides another opportunity for the Ontario and federal governments to work together on additional pilot projects on information provision, the evaluation of foreign credentials, and training.

23. **Programs that target immigrants' networks to enable the effective integration of new immigrants—particularly family, friends, and faith groups—should be supported in Ontario.**

Many immigrants turn to their family, friends, and faith groups for advice before and after arrival. Since the information provided by these sources may be incomplete, out of date, or inaccurate, efforts should be made to increase knowledge and awareness of settlement services among immigrant networks. The Ministry of Labour's outreach to workers via places of worship and other cultural centres may provide a model for this.

24. **Criteria for accessing settlement and integration programs should be coordinated across funders and service providers to ensure that temporary foreign workers, foreign students, refugee claimants, and new Canadian citizens can access these services.**

Current federal eligibility criteria prevent many new immigrants and new Canadian citizens from accessing the settlement services they need to better integrate into Canada.

Federally-funded settlement services are, for the most part, only available to permanent residents and refugees (as defined by the United Nations Convention and Protocol relating to the Status of Refugees). Provincial services are available to the same client pool as federal programs, in addition to refugee claimants and new Canadian citizens. The result is that temporary

The Trend Toward Human Services Coordination and Client-Centered Approaches

Governments across Canada and the OECD are looking at coordinated human services as a means of meeting the twin challenges of improving services and reducing costs.

A significant proportion of program spending is devoted to the small number of people who have complex needs and use multiple human services—from social assistance and housing to health and children's services—at any one time. Current service delivery models often fail to improve outcomes for these individuals, and as such, do little to reduce the long-term strain on program budgets.

By bringing together discrete services, this client-centred approach typically offers individuals a single point of access and coordinated case management as they move through the system. Clients no longer have to navigate complex and "siloed" government structures. They are less likely to fall between the cracks in the system.

Coordination also allows for a more dynamic approach to public service delivery. Global budgets and coordinated strategic planning enable real-time adjustments to changing needs. Staff can be reallocated from one part of the system to another in response to workload imbalances. Cost savings in one area can be reinvested in another.²⁷

foreign workers, foreign students, and others—many of whom are “immigrants in waiting”—may reside in Canada for years before being able to access these beneficial services.

To the extent that the federal government maintains its shift toward “two-step” immigration programs, it is important that temporary immigrants at “step one” have access to a more robust suite of settlement and integration programs. Broadening eligibility criteria to settlement services so that immigrants and citizens can access these services will improve their ability to quickly integrate into the workforce and Canadian society.

Ensuring common, complementary, and flexible eligibility for programs and services should be one of the issues addressed by a coordinated federal-provincial review of programs. This review of eligibility criteria should be undertaken with the goal of expanding eligibility and recognizing the importance of two-step immigration to Canada. It should be recognized that some temporary residents do not intend to remain in Canada and will not expect, or require, access to these services.

25. Mentorship, internship, and bridge training programs should be expanded in Ontario.

Many employers have voiced concern that training programs are not adequately preparing immigrants to join the Canadian workforce. A greater emphasis needs to be placed on developing “soft skills”, including workplace and business language competencies.

Mentorship, internship, and bridge training programs have proven effective in helping new immigrants acquire the additional skills they need to meet employers’ expectations and enter the labour market at a level commensurate with their training, education, and experience. Ontario should work with service delivery partners, in consultation with employer sector associations and other informed parties, to refine and deliver these programs. Particular attention should be paid to the needs of strong employment sectors, such as financial services, and of small and medium enterprises, an underleveraged source of jobs for immigrants.

It should be noted that Ontario has been a leader in bridge training for skilled immigrants and has worked with a wide variety of organizations to develop, deliver, and sustain projects across a number of sectors, both regulated and unregulated. The majority of bridge training projects provide intensive soft-skills and business communication components. The Government of Ontario is currently working closely with employers and improving its employer outreach strategy.

26. Settlement and integration services should be measured and assessed based on immigrant outcomes.

To support the successful settlement and integration of immigrants, the Governments of Ontario and Canada both fund and manage settlement, language training, and labour market integration programs. Many of these programs would benefit from more robust mechanisms to measure and assess their effectiveness.

To ensure that immigration policies and programs are evidence-based and warrant continued investment, their impact must be continuously

Good Practices in Mentoring Immigrants

The National Mentoring Initiative supports urban centres in Canada to develop, implement and enhance mentoring programs for skilled immigrants in their communities. Mentoring is a cost-effective way to help immigrants establish a professional network, understand Canadian workplace culture, and learn to talk about their transferable skills.

According to data currently available from eight cities, 1,676 mentor-mentee matches were made in 2011/2012. 87 employers across Canada are currently participating in the program as corporate partners from both private and public sectors. 17 employers are participating in the mentoring program in more than one province as national partners. Toronto’s The Mentoring Partnership is the oldest such program, and has made 6,614 mentoring relationships between skilled immigrants and established Canadian professionals.

evaluated and measured. Consistent with this goal, Citizenship and Immigration Canada is working with provinces and territories to begin benchmarking settlement and integration programs by 2013, with full measurement to be in place by 2014.

Building on this basis, the federal and provincial governments should develop joint measures and assessment criteria. They should share the results with each other and with settlement service providers so that all parties can improve their own effectiveness and outcomes and better understand gaps in service provision. Both governments should work with the settlement and integration services sector to increase providers' capacity and expertise in outcomes measurement and assessment.

Reporting and other accountability requirements should be reviewed to ensure that they focus on appropriate evidence-based indicators and outcomes and are made as simple and clear as possible for service providers.

The Ontario government may conduct this review as part of its *Open for Business* initiative to streamline reporting and accountability provisions for the not-for-profit sector, including settlement service agencies. The federal government is encouraged to participate in the process so that organizations that receive funds from both governments do not have to unnecessarily duplicate their reporting work.

27. **Employers and communities need to be champions in the integration of immigrants.**

The successful integration of immigrants is a “collective ambition” of all Ontarians and thus requires the commitment and engagement of key players in Ontario society. Ontarians must understand the vital role immigration plays in ensuring the future prosperity of the province and do their part.

Communities and employers play a crucial role in helping new immigrants effectively enter the labour market and settle into their new communities.

Local Immigration Partnerships (LIPs) are an important tool. They are comprised of key members and organizations in individual communities—municipal representatives, employers, school boards, and settlement and social service agencies—and play an important role in the development of a settlement strategy for immigrants to their communities. LIPs, chambers of commerce, and other multi-sectoral organizations should be engaged, encouraged, and leveraged by the province to advance immigration planning and integration.

Ontarians must understand the vital role immigration plays in ensuring the future prosperity of the province and do their part.

Refugees

28. Federal and Ontario government supports for refugees should reflect the need to provide longer-term services to many within this group.²⁹

The majority of refugee claimants arriving in Canada land in Ontario. Given the Greater Toronto region's significant immigrant population and that Pearson Airport is Canada's key arrival point, Ontario is likely to continue to be the destination of most refugees to Canada.

Programs to support refugees and refugee claimants often do not adequately account for the needs associated with settlement and integration services for refugees, which can be greater and longer in duration than those associated with other types of immigrants. Ontario currently bears the costs of refugee resettlement through its housing, welfare, and other programs.

The Roundtable calls on the federal government to recognize the unique needs of refugees and to fairly compensate Ontario for their longer-term support requirements. Governments should coordinate their efforts to ensure that Canada's humanitarian commitment to refugee protection is met, and that all refugees and refugee claimants receive the short- and long-term support they need.

29. The Government of Canada should continue to honour its traditional commitment to refugee claimants, including continuing to fund the Interim Federal Health Program.

Refugees are among the most vulnerable people in the world and face more challenges than other immigrants. The federal move to strip certain health care coverage from sponsored refugees, asylum seekers generally, and refugee claimants from countries deemed "safe" is a step in the wrong direction.

In addition to honouring Canada's humanitarian commitments, it is in Canada's economic interest to help refugees adjust and integrate.

Ontario receives the vast majority of refugees to Canada (57.1 per cent in 2011). Ontario cannot afford and should not be forced to bear the brunt of their healthcare costs. Continued federal funding for all refugees under the Interim Federal Health Program, or new funding arrangements, are necessary.

International Qualification Recognition

30. **The Ontario government should continue to work with professional regulatory bodies to improve the assessment and recognition of immigrants' qualifications, including academic credentials, practical training, and experience.**

Effective and efficient assessment and recognition of international qualifications are needed to reduce employment barriers for immigrants and better utilize their skills. This could include expanding pre-arrival services to connect new immigrants with professional regulatory bodies so they can begin the credential assessment process prior to arriving in Canada. To ensure that criteria for recognition are evidence-based, regulated professions are encouraged to reduce to the greatest extent possible the Canadian experience requirement.

The Office of the Fairness Commissioner should continue to work with regulatory bodies to ensure that their assessment of international work experience and their requirement for Canadian work experience do not pose barriers to internationally trained individuals seeking licensure. Consideration should be given to whether stronger enforcement and incentive mechanisms would increase the Office's effectiveness.

Ontario should also continue to pursue qualification recognition efforts targeted toward non-regulated professions, in addition to the skilled trades through the Ontario College of Trades.

31. **The Government of Ontario should ensure that aggrieved applicants for licensure have appropriate recourse.**

The Office of the Fairness Commissioner assesses licensing in 40 regulatory bodies for Ontario professions. The Commissioner's mandate is to ensure that regulatory bodies and professions have registration practices that are transparent, objective, impartial, and fair. The Commissioner may recommend changes to how a regulatory body measures and assesses professional competence; if her recommendation is not accepted, the Commissioner may refer the recommendation to the ministry responsible for that regulatory body.

The Office of the Fairness Commissioner does not investigate individual complaints brought against professional regulatory bodies concerning their licensing decisions. Complaints are made to a committee of the regulatory body concerned. They may be appealed to either a further committee of the same regulatory body (in the case of non-health professions) or to the Health Professions Appeal and Review Board (for health professions). A further appeal is available to Ontario's Divisional Court. The Government of Ontario should continue to closely monitor this process and ascertain whether or not additional routes should be considered to ensure that immigrant professionals have access to appropriate, timely, and transparent recourse.

A Potential Model for Skills Assessment

In 1999 the Australian government instituted the pre-application skills assessment. This requires that prospective applicants' overseas qualifications be reviewed by the appropriate domestic body for regulated professions or by Trades Recognition Australia for skilled trades prior to applying for a visa. The assessment is valid only for the purpose of immigration as registration and licensing are still required upon arrival. Six years after this program commenced, labour-force attachment of recently arrived skilled immigrants had increased from 76 per cent to 83 per cent.

- Commission on the Reform of Ontario's Public Services, Ontario Ministry of Finance, 2012

32. The federal and Ontario governments should work together to ensure that the new federal credential and language assessment system is aligned with licensing bodies and not misconstrued as licensure.

The federal government recently announced that applicants to the Federal Skilled Worker Program will be required to have their foreign education credentials assessed and verified by designated third-party organizations before they arrive in Canada.

While efforts to improve credential assessment and recognition are needed, this new process will need to be coordinated with regulatory bodies' licensure systems across the country and it is unclear who will do the significant work needed to align the processes. According to the Office of the Fairness Commissioner, only one third of new federal language tests are commonly used by regulatory bodies in Ontario, meaning that immigrants will likely have to write two tests and meet two different benchmarks.

The assessment of international educational credentials would not mean that Federal Skilled Workers would automatically find employment in Canada commensurate with their skills. Nor would it guarantee that they would become licensed to practice in a regulated occupation. It is the federal government's responsibility to ensure that immigrants understand that the new system is not the same as licensure.

26. These include the Ministry of Citizenship and Immigration, the Ministry of Economic Development and Innovation, the Ministry of Training, Colleges and Universities, the Ministry of Education, the Ministry of Health and Long-Term Care, the Ministry of Community and Social Services, the Ministry of Labour, and the Ministry of Government Services.
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29. See the glossary in the Appendix for a description of the different categories of refugees and refugee claimants.





The Need for Renewed Federal-Provincial Partnership

The Need For Renewed Federal-Provincial Partnership

Making the immigration system work better for Ontario requires a renewed partnership between the provincial and federal governments. For too long, immigration policy at the federal and provincial levels has been shaped independently. The expired Canada-Ontario Immigration Agreement encouraged greater dialogue and collaboration, and coordination across governments can still be improved. It is time to turn the page and build a new partnership between governments.

Ontario is the largest provincial recipient of immigrants. Federal immigration policy must work for Ontario or it is not working for Canada.

The need for a renewed federal-provincial partnership is a persistent theme throughout this report. Partnership and engagement across sectors, across the province, is also necessary. The successful implementation of the report's recommendations requires it.

What does a renewed partnership look like? What are the priorities for enhanced collaboration? We identify four areas:

1. **Coordinate selection priorities and processes**

Jurisdiction over selection resides primarily with the federal government. The absolute numbers of economic immigrants to Ontario must increase if the province's labour market and demographic needs are to be addressed. The trend toward decreasing numbers of skilled immigrants must be reversed. We identify numerous steps to accomplish this. The most important of these steps would be ensuring that Ontario has a role in the design and implementation of the EOI model that prioritizes human capital in selection.

2. **Streamlined and client-first settlement services**

Settlement and integration services are provided by both the provincial and federal governments. Despite some progress on coordination, progress is still called for. Governments should:

- Streamline settlement and integration service delivery to minimize program overlap and close service gaps.

For too long,
immigration policy
at the federal and
provincial levels
has been shaped
independently.

- Coordinate eligibility requirements, including a review of the impact of eligibility criteria for refugees and refugee claimants, 68 per cent of whom reside in Ontario.

3. **Principled funding arrangements**

A third priority for a renewed federal-provincial partnership is to ensure long-term, predictable funding arrangements. Commitments around funding should be met. As the largest recipient of immigrants, Ontario bears a disproportionate cost for the settlement and integration of non-economic immigrants. This should be reflected in a renewed and principled funding commitment.

4. **Improved data and information sharing**

The implementation of the recommendations in this report will be improved through continued and improved evidence and monitoring. Federal, provincial and territorial governments should see themselves as partners in delivering better outcomes for immigrants and for the communities that welcome them. Governments should collaborate in the collection, sharing and interpretation of data, research and evidence, and should work to share these with delivery partners as appropriate.





Appendix

Glossary of Key Terms

Bridge Training

Programs that are designed to provide internationally trained individuals with occupation-specific training and other supports to help program participants prepare for licensure and employment in regulated occupations, or get the training and experience required to work in highly-skilled, non-regulated professions.

Business Immigrants

Permanent residents in the economic immigrant category selected on the basis of their ability to establish themselves economically in Canada through entrepreneurial activity, self-employment or direct investment. Business immigrants include entrepreneurs, self-employed people and investors. The spouse or common-law partner and the dependent children of the business immigrant are also included in this category.

Canada-Ontario Immigration Agreement (COIA)

Provided a framework for long-term cooperation on immigration issues by defining the respective roles and responsibilities of each government and increased federal funding of settlement and integration programs and services in Ontario to better reflect the cost of service delivery and the magnitude of immigration to the province. COIA expired on March 31, 2011. Ontario is currently the only province without a bilateral immigration agreement with the federal government.

Canadian Experience Class (CEC)

This immigration category came into effect on September 17, 2008. This is a prescribed class of persons who may become permanent residents on the basis of their Canadian experience. They must intend to reside in a

province or territory other than Quebec and must have maintained temporary resident status during their qualifying period of work experience as well as during any period of full-time study or training in Canada.

Economic Immigrants

Permanent residents selected for their skills and ability to contribute to Canada's economy. The economic immigrant category includes skilled workers, business immigrants, provincial or territorial nominees, live-in caregivers and persons arriving through the Canadian Experience Class.

Entrepreneurs

Economic immigrants in the business immigrant category who are selected on the condition that they have managed and controlled a percentage of equity of a qualifying business for at least two years in the period beginning five years before they apply, and that they have a legally obtained net worth of at least \$300,000. They must own and manage a qualifying business in Canada for at least one year in the three years following arrival in Canada.

Expression of Interest (EOI)

A model that employs a pool of highly skilled workers who have expressed interest in immigrating to Canada, from which employers can select based on labour market need. This is the model currently used by Australia and New Zealand. The Federal Budget 2012 reference to a faster and fairer immigration system includes the development of an EOI system.

Family Class

Permanent residents sponsored by a Canadian citizen or a permanent resident living in Canada who is 18 years of age or over. Family class immigrants include spouses and partners (i.e., spouse, common-law partner or conjugal partner); parents and grandparents; and others (i.e., dependent children, children under the age of 18 whom the sponsor intends to adopt in Canada, brothers, sisters, nephews, nieces, and grandchildren who are orphans under 18 years of age, or any other relative if the sponsor has no relative as described above, either abroad or in Canada). Fiancés are no longer designated as a component of the family class under the Immigration and Refugee Protection Act.

Foreign Students

Temporary residents who are in Canada principally to study in the observed calendar year. Foreign students have been issued a study permit (with or without other types of permits). Under the Immigration and Refugee Protection Act, a study permit is not needed for any program of study that is six months or less. Foreign students exclude temporary residents who have been issued a study permit but who entered Canada principally for reasons other than study.

Foreign Workers

Temporary residents who are in Canada principally to work in the observed calendar year. Foreign workers have been issued a document that allows them to work in Canada. Foreign workers exclude temporary residents who have been issued a work permit but who entered Canada mainly for reasons other than work.

Federal Skilled Worker Program (FSWP)

This is the federal government's primary program for permanent economic immigration. The worker's overall capacity to adapt to Canada's labour market is evaluated by a points-based selection system. Skilled workers are assessed on education, official language ability, age, overall adaptability, arranged employment, and skilled work experience. To be eligible, applicants must meet the minimum number of points required of a skilled worker or the "pass mark" set by the federal Minister. Since September 2003, the pass mark is 67 points (out of 100). Citizenship and Immigration Canada (CIC) is proposing additional changes to the FSWP Program that would increase points for first official language proficiency and a younger age cohort, introduce minimum language requirements depending on occupation, relax points for education, and require a rigorous assessment of arranged employment.

Government-Assisted Refugees (GARs)

Permanent residents in the refugee category who are selected abroad for resettlement to Canada as Convention refugees under the Immigration and Refugee Protection Act or as members of the Convention Refugees Abroad Class, and who receive resettlement assistance from the federal government.

Human Capital-Based Selection

The process of selecting immigrants based on their level of human capital (e.g. language skills, education, and work experience). Citizenship and Immigration Canada's 2010 evaluation of the Federal Skilled Worker Program found that more diversity of occupations and countries of origin, higher levels of post-secondary education, and greater official language capacity resulted in better economic outcomes for principal applicants.

Humanitarian and Compassionate Cases

Permanent residents included with other immigrants who are sponsored humanitarian and compassionate cases outside the family class, humanitarian and compassionate cases without sponsorship, and cases that take into account public policy. On an exceptional basis, the Immigration and Refugee Protection Act gives Citizenship and Immigration Canada the authority to grant permanent resident status to individuals and families who would not otherwise qualify in any category, in cases where there are strong humanitarian and compassionate (H&C) considerations, or for public policy reasons. The purpose of these discretionary provisions is to provide the flexibility to approve deserving cases not anticipated in the legislation.

Immigration and Refugee Protection Act (IRPA)

Regulates immigration to Canada. IRPA defines three primary classes of immigrants: economic class immigrants, family class immigrants, and refugees. IRPA also allows for several temporary resident categories including: temporary foreign workers, international students, visitors, and holders of temporary resident permits (TRPs).

Interim Federal Health Program (IFHP)

Provides varying levels of temporary health insurance coverage to resettled refugees, protected persons, and refugee claimants prior to coverage by a provincial or territorial health insurance plan.

Investors

Economic immigrants in the business immigrant category who are required to make a substantial investment in Canada that is allocated to participating provinces and territories for economic development and job creation.

Jobs and Prosperity Council

Will advise the Government of Ontario on a plan to boost Ontario's productivity. The Council will seek to leverage the experience of business, labour, academics and non-government organizations.

The Council will recommend and lead a comprehensive research agenda on Ontario's productivity and innovation challenges. The government will seek advice from the Council on improving research and development tax credits to increase business R&D expenditures and simplify compliance and administration.

The Council will advise on restructuring and transforming Ontario's existing business advisory services to boost their role in driving productivity. It will also help the government promote entrepreneurship and reach out to global markets and host an Ontario Productivity Summit.

Labour Market Opinion (LMO)

An assessment provided from HRSDC/Service Canada to an employer who wants to hire a foreign worker. The assessment is based on the impact a worker would have on Canada's labour market or, in other words, how the offer of employment would affect Canadian jobs. In some cases, special exemptions apply. For example, some defined occupations do not require an LMO but need a CIC exemption approval.

Live-in Caregiver (LIC)

Persons granted permanent resident status as economic immigrants after their participation in the Live-in Caregiver Program. This program brings temporary foreign workers to Canada as live-in employees to work without supervision in private households to care for children, seniors or people with disabilities. Participants in this program may apply for permanent resident status within three years of arrival in Canada, once they have completed two years of employment as live-in caregivers. The Live-in Caregiver Program replaced the Foreign Domestic Movement Program on April 27, 1992.

Mentorship Program

Programs that help skilled immigrants meet people in their profession and learn more about Ontario's workplaces. These programs allow immigrants to gain a

better understanding of the local job market in their field or occupation, establish valuable networking contacts, and learn more about sector-specific language and professional practice in Canada.

Occupation-Based Selection

The process of selecting immigrants based on narrow, occupation-based criteria. Selection policy shifts over the past several years have resulted in increased use of occupation-based criteria as a means of addressing the backlog of applications to the Federal Skilled Worker Program. Currently, Citizenship and Immigration Canada will only process FSWP applications based on a list of 29 priority occupations, with a cap of 500 applications per occupation.

Permanent Resident

Someone who has acquired permanent resident status by immigrating to Canada but is not yet a Canadian citizen. Permanent residents have rights and privileges in Canada even though they remain citizens of their home country.

Principal Applicant

Permanent residents identified as the principal applicant on their application for a permanent resident visa for themselves and, if applicable, for accompanying spouse and/or dependents when they apply to immigrate to Canada. For individuals or families applying to immigrate to Canada in the skilled worker category, only the principal applicant is assessed on the basis of selection criteria in place at the time of the application.

Provincial Nominee Program (PNP)

Under IRPA, provinces can nominate people for permanent residence on the basis of their ability to economically establish themselves in Canada. Provinces can set criteria for nomination in order to meet provincial objectives. Opportunities Ontario is Ontario's Provincial Nominee Program. This program is mainly targeted at immigrants with job offers. Opportunities Ontario also nominates international students who have recently graduated from an Ontario university with a Master's or PhD degree.

Refugee

Permanent residents in the refugee category include government-assisted refugees, privately sponsored refugees, refugees landed in Canada and refugee dependants (i.e., dependants of refugees landed in Canada, including spouses and partners living abroad or in Canada).

Refugee Claimant

Temporary residents in the humanitarian stream who request refugee protection upon or after arrival in Canada. A refugee claimant receives Canada's protection when he or she is found to be a Convention refugee as defined by the United Nations' 1951 Geneva Convention Relating to the Status of Refugees and its 1967 protocol, or when found to be a person needing protection based on risk to life, risk of cruel and unusual treatment or punishment, or danger of torture as defined in the Convention Against Torture. A refugee claimant whose claim is accepted may make an application in Canada for permanent residence. The application may include family members in Canada and abroad.

Resettlement Assistance Program

Helps refugees and protected persons resettle in Canada by providing them with financial assistance to cover the costs of accommodations, essential clothing, household effects and other living expenses. It is delivered by Citizenship and Immigration Canada.

Seasonal Agricultural Workers

Matches workers from Mexico and Caribbean countries with Canadian farmers who need temporary support, when qualified Canadians or permanent residents are not available.

Source Country

Refers to the principal country of last permanent residence for all permanent residents and temporary residents, unless otherwise indicated. For refugee claimants, source country refers to the principal country of alleged persecution.

Temporary Foreign Worker Program (TFWP)

Enables Canadian employers to hire foreign workers on a temporary basis to fill immediate skills and labour shortages when Canadians and permanent residents are not available.

Temporary Resident

Foreign nationals who are lawfully in Canada on a temporary basis under the authority of a valid document (i.e., a work permit, study permit, temporary resident permit, or a visitor record) issued for the purpose of entering Canada and individuals who seek asylum upon or after their arrival in Canada and remain in the country pending the outcome of processes relative to their claim. Temporary residents include foreign workers, foreign students, the humanitarian population and other temporary residents.

Two-Step Immigration

In the past, economic immigrants often received permanent residency status before arriving in Canada. Now, economic immigrants usually receive temporary visas, through temporary foreign worker programs or international student visas. These temporary visas are the first step of the two-step immigration process. The Canadian Experience Class program and provincial nominee programs are the second step in the two-step process—immigrants who have proven their labour market success on a temporary visa are then invited to apply for permanent residency.

Undocumented Worker

Individuals who are not Canadian citizens and do not have authorization from CIC to be present in Canada. Undocumented workers can be in Canada for a variety of reasons. Examples of undocumented workers include, but are not limited to: failed refugee claimants who do not report for removal from Canada; visitors or foreign workers who remain in Canada after the expiry of their visa; and individuals who enter Canada without authorization.

Who Does What?

Shared Jurisdiction in Immigration

Federal Role	Ontario's Role
Administers the <i>Immigration and Refugee Protection Act</i> (IRPA) and other legislation governing immigration to Canada.	Supports the social and economic integration of newcomers through orientation and referral services, language training, and employment supports.
In consultation with provinces, sets annual immigration levels / selects most immigrants to Canada.	Limited selection of immigrants destined to Ontario through Opportunities Ontario: Provincial Nominee Program and the Temporary Foreign Worker Agreement.
Ensures public safety and security related to immigration, including determining admissibility.	Influences federal immigration policies and programs in Ontario by engaging in multilateral immigration tables and bilateral agreements.
Funds immigrant settlement services to support the integration of newcomers.	
Provides admission to temporary residents and provides determinations on refugee claims.	
Confers and/or revokes citizenship.	

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A vibrant red maple leaf with a black shadow cast on a grey concrete surface. The leaf is the central focus, with its stem extending downwards. The background is a textured, light grey concrete.

Canada was built on
natural resources; its
future will be built
on human resources.

-The Expert Roundtable on Immigration