

Federalism and Immigrant Integration in in Canada

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Outline

- Immigration and integration in Canada
- Federalism and Immigrant integration
- Outcomes: does federalism matter?

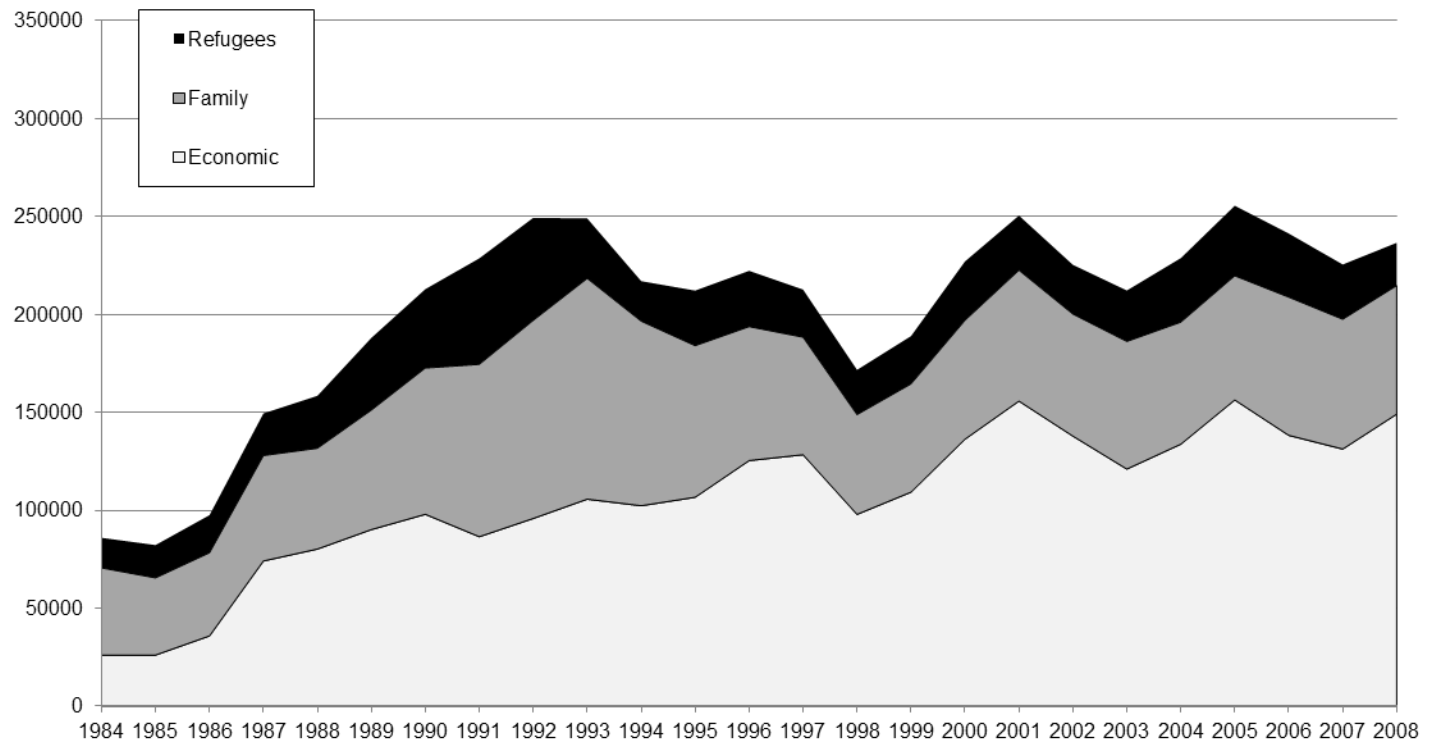
Immigration and Integration



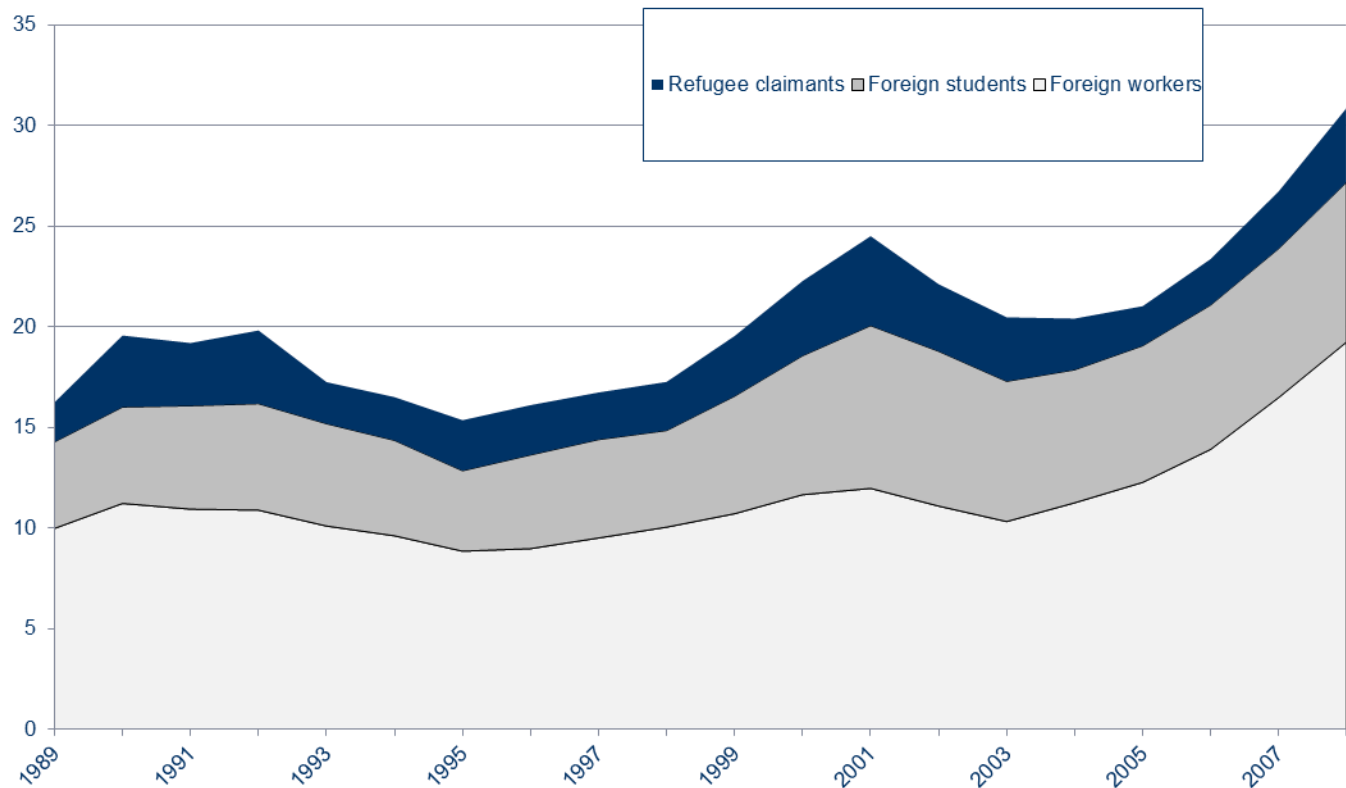
Multicultural policy model

- High levels of immigration
 - 20% of population born outside the country
 - Strong economic immigration program
- Active settlement services
 - Adaptation, language, social networks
 - Delivery largely through NGOs
- Multicultural integration
 - Multiculturalism as integration
 - High rate of naturalization

Immigrant flow, 1984-2008



Temporary Residents, 1989-2008



Pressures on the model

- Economic integration
 - Slowing economic integration of newcomers
 - Increasing poverty levels among immigrants
- Social integration of minorities
 - Differing levels of integration; variation across groups
 - Second generation
 - Security agenda: “Toronto 18”
- Political integration of minorities
 - Naturalization, voting, representation

Canada as a Federation



Federalism and Integration Continuum

Stage	Federal	Provincial	Quebec
Admission	Traditionally dominant	Growing rapidly	Substantial
Settlement	Asymmetric responsibility	Asymmetric responsibility	Exclusive responsibility
Socio-economic Integration	Secondary role	Primary role	Primary role
Political integration	Primary role	Secondary	Secondary

Drivers of asymmetric decentralization

- Substate nationalism
 - Distinctive role of Quebec
- Ambivalence of federal government
 - Discomfort with Quebec's "special status"
 - Reluctant to grant other provinces as much power
 - Budgetary pressures
- Varying interest in other provinces
 - Reliance on bilateral agreements

Admission: asymmetric decentralization

- Traditional federal dominance
 - Consultation with provinces on total numbers
 - Problems in Federal Skilled Workers Program
- Decentralization
 - Quebec: economic migrants and refugees (1987 and 1991)
 - Provincial Nominee Program
 - Economic immigrants
 - Each province determines its own selection criteria

Economic Immigration: 2011 targets

Category	Low (000s)	High (000s)
Federal economic class	74.0	80.4
Provincial economic class <ul style="list-style-type: none">• Quebec• PNP	34.6 42.0	35.9 45.0
Total	150.6	161.3

Settlement: asymmetric decentralization

- Federal programs
 - ISAP: Settlement and adaptation program
 - LINC: Adult language training
 - ELT: Enhanced language training
 - HOST: Links newcomers to Canadian volunteers
 - CIIP: Counselling for potential migrants in their home countries
- Asymmetry in federal-provincial relations
 - Comprehensive control: Quebec (1978, 1991)
 - Devolved model: Manitoba and BC (1995)
 - Co-management model: Alberta
 - Tri-Level model: Ontario
 - Consultation model: remaining provinces

Socio-economic integration: decentralized sector

- Limited federal role limited:
 - Federal Credentials Referral Office
 - Federal funding to provinces and stakeholders
- Provincial role dominant
 - Labour market regulation
 - Accreditation to skilled trades and professions
 - Pressures for development :
 - Internship programs
 - mentoring programs
 - bridge training with income support/loans

Political integration: federal dominance

- Federal instruments
 - Multiculturalism policy
 - Charter of Rights and Freedoms
 - Naturalization
 - Resident for 3 years; citizenship test (94% pass rate)
 - 84% of eligible immigrants were citizens in 2001
- Quebec challenge
 - Interculturalism
 - Language policies
 - Two nation-building projects

Citizenship ceremony in Montreal



Impacts: does federalism matter?

- Responsiveness to regional diversity
- Equity
- Policy coherence and accountability
- Federal balance
- Levels of integration

Conclusions

- Decentralized asymmetrical system
 - Most complicated in OECD?
- Drivers of change
 - Dualism and bilateralism
- Impacts:
 - Mixed record
- Debate over multi-level governance
 - Social autonomy versus coherent national vision

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