Federalism and Immigrant Integration 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

<table>
<thead>
<tr>
<th>Stage</th>
<th>Federal</th>
<th>Provincial</th>
<th>Quebec</th>
</tr>
</thead>
<tbody>
<tr>
<td>Admission</td>
<td>Traditionally dominant</td>
<td>Growing rapidly</td>
<td>Substantial</td>
</tr>
<tr>
<td>Settlement</td>
<td>Asymmetric responsibility</td>
<td>Asymmetric responsibility</td>
<td>Exclusive responsibility</td>
</tr>
<tr>
<td>Socio-economic Integration</td>
<td>Secondary role</td>
<td>Primary role</td>
<td>Primary role</td>
</tr>
<tr>
<td>Political integration</td>
<td>Primary role</td>
<td>Secondary</td>
<td>Secondary</td>
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</tbody>
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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
  - Re;iance 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

<table>
<thead>
<tr>
<th>Category</th>
<th>Low (000s)</th>
<th>High (000s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal economic class</td>
<td>74.0</td>
<td>80.4</td>
</tr>
<tr>
<td>Provincial economic class</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Quebec</td>
<td>34.6</td>
<td>35.9</td>
</tr>
<tr>
<td>• PNP</td>
<td>42.0</td>
<td>45.0</td>
</tr>
<tr>
<td>Total</td>
<td>150.6</td>
<td>161.3</td>
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</table>
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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