

# Federalism and Immigrant Integration in Canada

Keith Banting  
Queen's University

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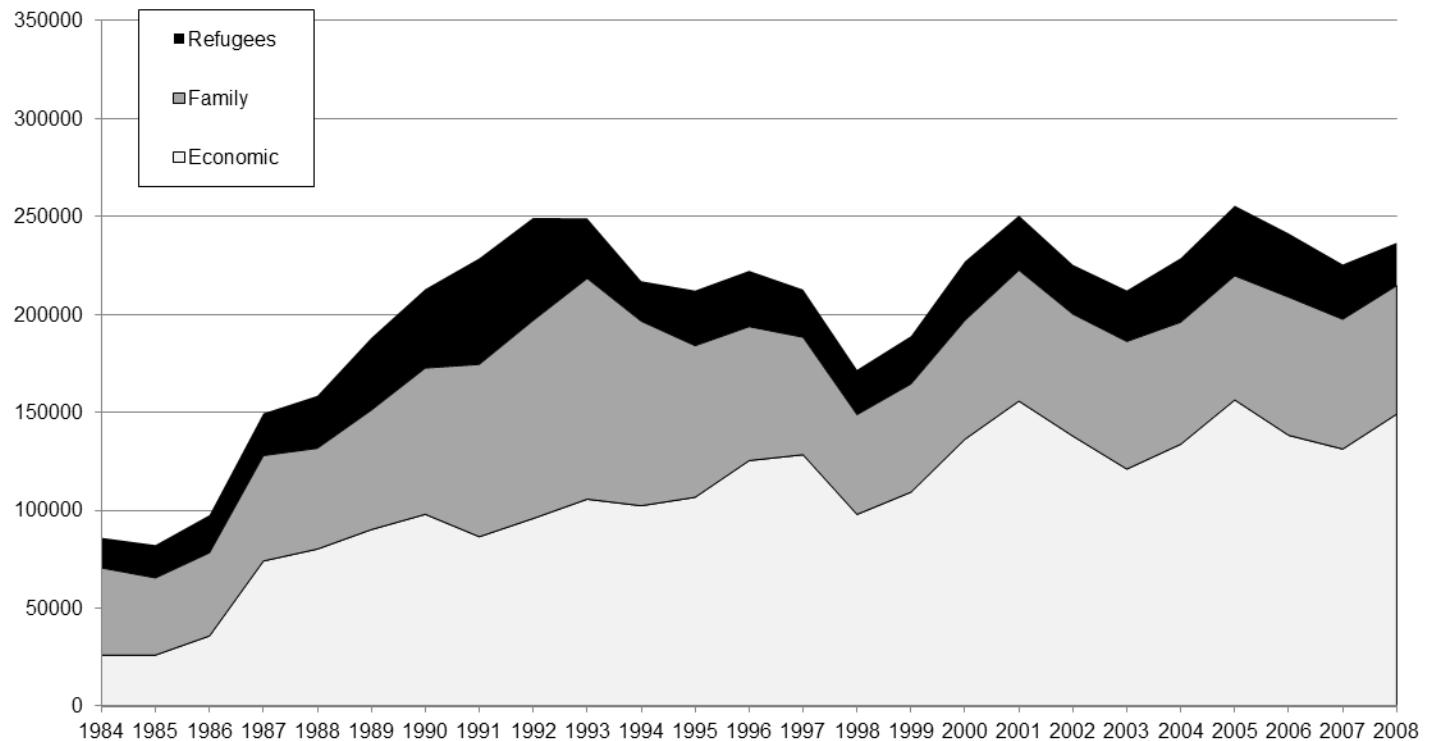


# Outline

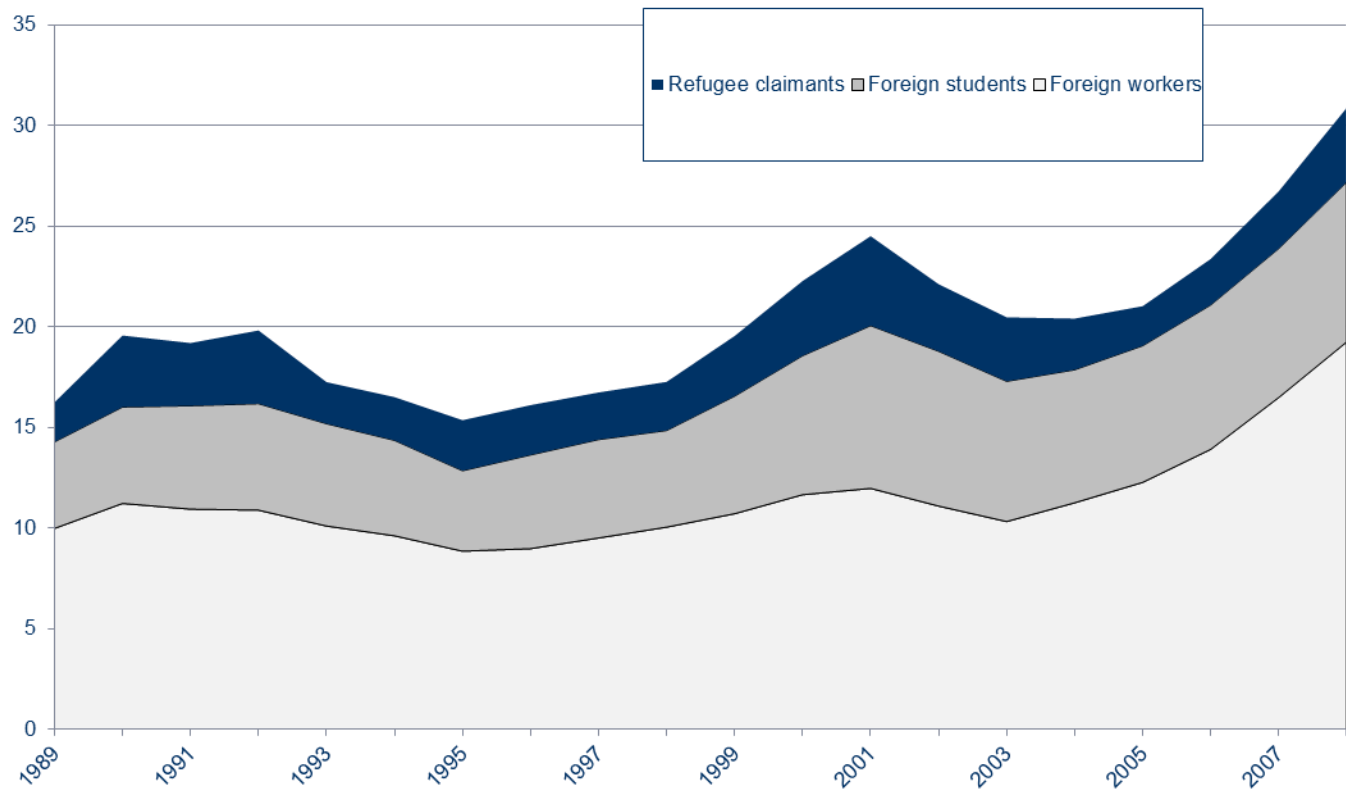
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- Immigration and integration in Canada
- Federalism and Immigrant integration
- Outcomes: does federalism matter?

# Immigrant flow, 1984-2008



# Temporary Residents, 1989-2008



# Federalism and immigration

- Constitutional provisions
  - Section 95: concurrent jurisdiction over “laws related to immigration” with federal paramountcy
  - Section 91(25): federal jurisdiction over “naturalization and aliens”
- Complex intergovernmental agreements
  - Historical accumulation of bilateral agreements
  - Asymmetry
  - Decentralization

# 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
  - Willingness to devolve variable over time
- Varying interest in other provinces
  - Reliance on bilateral agreements
- Historical accumulation of asymmetric deals

# Federalism and Integration Continuum

Stage	Federal	Provincial	Quebec
Selection/ 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

# Selection: asymmetric decentralization

- Traditional pattern: federal dominance
  - Consultation with provinces on total numbers
  - Problems in Federal Skilled Workers Program
- Decentralization of selection: economic immigrants
  - Quebec: 1978 and 1991
  - Provincial Nominee Program
    - Economic immigrants
    - Each province determines its own selection criteria and levels
- Trend stabilizing at 2011 levels
  - Balance between federal and provincial selections



# 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"><li>• Quebec</li><li>• PNP</li></ul>	34.6 42.0	35.9 45.0
Total	150.6	161.3

# Settlement: asymmetric decentralization

- Federal programs
  - Settlement and adaptation program
  - Adult language training
  - Enhanced language training
  - Links newcomers to Canadian volunteers
  - Counselling for potential migrants in their home countries
- Asymmetry in federal-provincial relations
  - Comprehensive control: Quebec
  - Devolved: Manitoba and BC
  - Co-management: Alberta
  - Tri-Level consultation/federal delivery: Ontario
  - FP consultation / federal delivery: remaining provinces

# Socio-economic integration: decentralized

- 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
  - Basic education, health and social services

# Political integration: centralized

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

# Impacts: does federalism matter?

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- Responsiveness to regional diversity
- Equity
- Policy coherence
- 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 integrated national vision