Federalism and Immigrant Integration in Canada

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Outline

- Immigration and integration in Canada
- Federalism and Immigrant integration
- Outcomes: does federalism matter?
Immigrant flow, 1984-2008
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

<table>
<thead>
<tr>
<th>Stage</th>
<th>Federal</th>
<th>Provincial</th>
<th>Quebec</th>
</tr>
</thead>
<tbody>
<tr>
<td>Selection/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>
</tr>
</tbody>
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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

<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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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?

- 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