

Overview of Federal- Provincial Relations in Immigration and Integration

by

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CONFERENCE:

**IMMIGRANT INTEGRATION AND CANADIAN
FEDERALISM: EXPLORING THE ISSUES**

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Outline of History of Federal-Provincial Relations in Immigration

- **Prelude**
 - pre-Confederation
- **Confederation**
 - sorting out responsibilities in Canada's first half century
- **Interval**
 - WWI through WWII
- **Postwar**
 - 1946 to 1966
- **Getting Involved Again**
 - 1967 to 1977
- **The Era of Consultation**
 - 1978 to 1985
- **The Era of Devolution and Regionalisation**
 - 1985 to the Present Day

(This presentation only includes the sections in black)



Getting Involved Again - I

- **Economic recovery in the mid-1960s**
 - brought higher immigration levels (about 200,000/year)
- **Provinces began getting more involved**
 - QC, ON, MB, SK and AB all have small provincial immigration bureaux
 - In QC, Quiet Revolution led to openness to immigrants and decision to push feds to select more francophone immigrants
 - However, Federal Government unsuccessful in attracting more francophone immigrants



Getting Involved Again - 2

- **Québec Immigration Service**
 - Created in 1965 in Ministry of Cultural Affairs
 - Separate immigration ministry created in 1968
- **Lang-Cloutier Agreement in 1971**
 - First modern federal-provincial agreement
 - Québec allowed to place officers abroad to counsel immigrants destined to Québec
- **Andras-Bienvenue Agreement in 1975**
 - Required immigrants destined to Québec to see QIS officer



Getting Involved Again - 3

- **1973: Minister Andras launched immigration review & Green Paper**
- **1974 Green Paper stated:**
 - there is no constitutional bar to more active and widened collaboration between the central government and the provinces, the purpose being to make immigration policy more sensitive to the provinces' and territories' requirements



Era of Consultation - I

- **1976 Immigration Act (in force 1978)**
 - required consultation with provinces on levels and settlement (s. 7)
 - provided for federal-provincial agreements (s. 109)
- **First regular federal-provincial consultations in spring & summer 1978**
- **Federal Government was determined to conclude s.109 agreements with more than just Québec**



Era of Consultation - 2

- **Cullen-Couture Agreement (1978)**
 - Real selection power for Québec
 - Landing of an independent immigrant requires QIS approval (basically becomes a QC decision)
 - Clearly federal government wanted to demonstrate that federalism could work
- **Agreements with other provinces**
 - NS and SK signed at same time -not substantial but important symbolically
 - In 1979, agreements signed with Newfoundland, New Brunswick and PEI and AB in 1985
 - No agreements with MB, BC and ON at this time



Devolution and Regionalisation - I

- **1984 – Election of Conservatives**
 - Mulroney committed to “bringing Québec into the Constitution”
- **Immigration a key issue for Québec**
 - Wanted Cullen-Couture enshrined in any new Constitution
- **Immigration provisions included in Meech Lake Accord in 1987**
 - Meech Lake fails in 1990
- **Provisions also in Charlottetown Accord**
 - Charlottetown rejected by national referendum



Devolution and Regionalisation - 2

- **Feds offer Quebec same deal as in Charlottetown proposals**
- **Canada-Québec Accord signed by Ministers McDougall & Gagnon-Tremblay in 1991**
 - Confirmed QC control over selection of independent immigrants
 - Federal withdrawal from settlement programs
 - federal funding transferred to Québec
 - Controversial funding formula
 - always goes up – cannot go down...



Devolution and Regionalisation - 3

- **1990s - The Prairies are restless:**
 - **Concerned not getting their fair share**
 - **Movement led by Manitoba**
 - Seeks regionalization of immigration; and,
 - Selection system that works for Manitoba
 - **CIC did not want I 0 Canada-Quebec agreements but needed to be seen to be responsive**
 - Developed Provincial Nominee (PNP) concept
 - Originally a pilot with a 1000 national maximum



Devolution and Regionalisation - 4

- **PNP was impetus for a new round of federal-provincial agreements**
 - October 1996: MB signs the first of the new agreements
 - Framework agreement with provision for annexes for PNP and Settlement Realignment
 - **PNP annexes/agreements concluded:**
 - 1998: SK, BC and MB
 - 1999: NB and NL
 - 2001: PEI and YK
 - 2002: AB and NS
 - Later: ON (2005), NWT (2009)
 - **Over 30,000 PNs in 2009**



Devolution and Regionalisation - 5

- **Settlement Realignment**
 - Driven by Federal Government's Program Review
 - \$62.3M added to settlement budget as an incentive
 - 1999: MB and BC begin delivering settlement
 - But increasing anger with funding to Québec
- **Ontario seeks settlement in multi-billion dollar “fiscal imbalance” argument**
 - In 2005, Martin government put big \$ on the table
 - First ever immigration agreement with Ontario (COIA) concluded in Nov. 2005 - Almost \$1B over 5 years
- **Surprise, surprise!**
 - Other provinces want the same deal.
 - 2006 Federal budget goes part way - increase of \$77M
 - In 2008 another \$121.6M created rough parity with ON



Settlement Arrangements - I

- **3 Differing Funding Models until 2011**
 1. Quebec funding is in form of an ongoing grant
 - Unique formula
 2. Ontario was funded separately from 2006 to 2010
 - Grew despite falling immigration to the province
 3. Other provinces: 'Settlement Allocation Model' (SAM)
 - Based on 3 year rolling average of immigrants received and adjusted for number of refugees and includes base funding for capacity building
- **Settlement funding for 2011-2012:**
 - New funding model including all provinces (except QC)
 - Funding reduced from \$652M in 10-11 to \$599M in 11-12
 - ON funding reduced by \$44M and BC by \$8.5M
 - \$12M increase in Prairies reflects increasing immigration to AB, SK and MB
 - Federal innovation fund reduced by \$13M to \$16M



Settlement Arrangements - 2

I. Devolution to Provinces

○ Quebec:

- financed by Federal Grant – no reporting requirements
- continual increase of funding (now \$258M)

○ Manitoba and British Columbia:

- financed by ‘contribution payments’
- subject to preparing an annual delivery plan and an annual report
- Both provinces have freedom to tailor programs to local needs. MB injects own funds as well.



Settlement Arrangements - 3

2. Co-management

- **Alberta:**
 - Full co-management of settlement adaptation programs (but not language training)

3. In-depth Consultation

- **Ontario:**
 - COIA contains elaborate model for formal consultation prior to CIC decision on spending.

4. Sole Federal Delivery

- **All other provinces and territories:**
 - Local, informal consultation does take place but decision remains with CIC

