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*Provincial & Territorial Immigrant Nominee Programs  
as Instruments for the Regionalization of Immigration in Canada:  
Overview and Assessment*

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## *1. Purposes of Presentation*

- The central purpose of this presentation is to explain the following:
    1. The importance of the provincial/territorial nominee programs for regionalization of immigration (i.e., the distribution of immigrants to various communities in Canada).
    2. The origins and evolution of nominee programs.
    3. The major features of the provincial/territorial nominee programs.
    4. The major similarities and differences among the provincial/territorial nominee agreements and programs.
    5. The Uneven Distribution of Nominees Across Manitoba Communities in 2004
    6. The Potential Effects of Nominee Programs on Regionalization in the Future
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## *2. Key Themes, Findings & Conclusions*

1. Nine provinces and one territory (Yukon) have established nominee programs. (Northwest Territories and Nunavut do not have such a program).
  2. Although the Quebec immigration program is not generally thought of as a provincial nominee program, in effect it is one, albeit on a much larger scale than anything which the other provinces or territories have established or are authorized to establish under their bilateral agreements with the federal government.
  3. Apart from Quebec, Manitoba is the province which receives the largest number of immigrants under the nominee programs.
  4. The provincial/territorial nominees constitute a very small percentage of all immigrants who enter Canada each year.
  5. Although with the exception of Manitoba and Quebec such provincial/territorial programs do not constitute a major proportion of immigration flows, they are valued by all orders of governments as well as non-governmental companies, organizations and individuals.
  6. If the federal and provincial governments wish to accomplish their shared goal of the regionalization of immigration, they must make more extensive and better use of this particular policy instrument as well as others.
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### *3. Factors Contributing to Use of Nominee Programs as Instruments of Regionalization*

- The utilization of nominee programs as instruments of regionalization has been possible for two reasons:
    1. An increased desire on the part of some provincial and territorial governments to take a much more substantial and proactive role in planning managing immigration flows to their respective provinces; and
    2. The willingness of the federal government to facilitate the ability of provincial and territorial governments to perform such a role.
    3. Both the provinces and federal government are interested in using the provincial nominee programs to rectify the uneven regional distribution of immigration.
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## 4. Uneven Regional Distribution of Immigration

Table 1: Average Annual Distribution of Permanent Immigrant to Canada, 1995-2004

City	Number of Average Annual Permanent Immigrants	Percentage of Average Annual Permanent Immigrants
Toronto	99727	45.67
Vancouver	35471	16.25
Montreal	28485	13.05
Calgary	8036	3.68
Edmonton	4568	2.09
Winnipeg	4130	1.89
Hamilton	2988	1.37
Halifax	1825	0.84
Quebec	1641	0.75
Victoria	911	0.42
Saskatoon	765	0.35
Sherbrooke	718	0.33
Regina	588	0.27
St. John's	339	0.16
Kelowna	282	0.13
Fredericton	236	0.11

Source: Facts and Figures: Immigration Overview Permanent and Temporary Residents 2004,

Produced by Research and Evaluation Branch, Canada, 2005

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## *5. Origins & Evolution of Nominee Programs (1)*

- The provincial/territorial nominee programs originated in the bilateral immigration agreements signed between the federal and Quebec governments from 1975 to 1991 (i.e., Lang/Cloutier agreement of 1975, Andras/Bienvenue agreement of 1978, & the McDougall/Gagnon Tremblay agreement of 1991).
  - Those agreements gradually increased Quebec's role in interviewing, recommending and ultimately nominating, and selecting immigrants.
  - In the late 1970s when the federal and Quebec governments signed the Cullen/Couture agreement the federal government also signed similar bilateral agreements with the some of the other provinces. Those particular agreements contained a short and general section devoted to provincial nominee programs which authorized the provincial governments to nominate a limited number of professionals and skilled workers on a special case basis to fill shortages in their respective provinces.
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## *5. Origins & Evolution of Nominee Programs (2)*

- In subsequent years the bilateral agreements were expanded so that provinces could nominate a broader and larger number of applicants.
  - Thus in subsequent bilateral federal-provincial/territorial agreements signed between 1984 and 2005 provisions were included which also authorized provinces/territories to nominate entrepreneurs and investors as part of their business immigration programs.
  - The most recent agreements generally specify the maximum numbers of applicants which a province or territory may nominate each year.
  - During approximately the past decade, the roles and responsibilities related to the provincial/territorial nominee programs are generally articulated in two types of agreements (See Table 1):
    - ❑ separate special bilateral federal-provincial agreements as in the case of Nova Scotia, New Brunswick, and Newfoundland, or
    - ❑ as part of the comprehensive bilateral federal-provincial immigration agreements as in the case of Manitoba, Saskatchewan, British Columbia, Prince Edward Island, Yukon Territories and Ontario
  - To date Northwest Territories and Nunavut have not signed either type of agreement.
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## 6. *Bilateral Federal-Provincial Immigration Agreements*

<b>Table 1: Federal-Provincial/Territorial Agreements</b>		
	<b>Date signed</b>	<b>Expiry date</b>
Canada-Quebec Accord	February 5, 1991	Permanent
Canada-Manitoba Immigration Agreement	October 22, 1996; Renewed June 6, 2003	Permanent
Canada-Saskatchewan Immigration Agreement	March 16, 1998; Letter of Extension March 16, 2004	March 16, 2005
Agreement for Canada-British Columbia Co-operation on Immigration	May 19, 1998; Renewed April 5, 2004	April 5, 2009
Canada-New Brunswick Agreement on Provincial Nominees	February 22, 1999; Letter of Extension February 22, 2004	February 22, 2005
Canada-Newfoundland and Labrador Agreement on Provincial Nominees	September 1, 1999	December 31, 2004
Agreement for Canada-Prince Edward Island Co-operation on Immigration	March 29, 2001	March 29, 2006
Agreement for Canada-Yukon Co-operation on Immigration	April 2, 2001	April 2, 2006
Canada-Alberta Agreement on Provincial Nominees	March 2, 2002; Letter of Extension October 16, 2003	March 2, 2005
Canada-Nova Scotia Agreement on Provincial Nominees	August 27, 2002	August 27, 2007
Canada-Ontario Agreement	November 1, 2005	November 10, 2010

Source: CIC, Annual Report to Parliament on Immigration, 2004.

## *7. Provincial Nominee Agreements*

Province	Signed	Number of Provincial Nominees Allocated
<b>Saskatchewan</b>	March 16, 1998 Nov 14, 2002 <hr/> May 7, 2005	Total: 300 over 3 years 200 per year for 5 years <hr/> Subject to annual provincial plan and federal-provincial agreement
<b>British Columbia</b>	May 19, 1998	Total: 1,000 over 5 years
Manitoba	June 29, 1998  Nov 13, 2002  June 2003	Total: 3,400 over 5 years 1,500 for 2002 and 2003  Manitoba and Canada will agree on annual provincial nominee targets, subject to the principle that total immigration to Manitoba "...should be at least proportional to its percentage of Canada's total population as determined by Statistics Canada on July 1st of the previous year."
New Brunswick	February 22, 1999	200 per year for 5 years
Newfoundland	September 1, 1999	Total: 300 over 5 years
Prince Edward Island	March 29, 2001	200 per year for 5 years
Yukon	April 2, 2001	Total: 25 over 3 years
Alberta	March 2, 2002	Total: 400 over 2 years
Nova Scotia	August 27, 2002	200 per year for 5 years
Ontario	Signed Nov. 21, 2005 Operational Nov. 21, 2006	Ontario, in cooperation with Canada, will determine annual targets for the term (3 years) of this Annex.

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## *8. Features of Nominee Programs*

- The provincial and territorial nominee programs are sanctioned by regulations which are established pursuant to Section 8 of *The Immigration and Refugee Protection Act*.
  - The statute and regulations authorize the federal minister responsible for immigration to enter into bilateral agreements with their provincial and territorial counterparts to recruit and select immigrants which are needed to fill labour and capital market needs.
  - Such programs are designed to allow provincial and territorial governments that have agreements with the federal government to nominate the number and types of immigrants which are specified in such bilateral agreements.
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## 9. Processes for Selecting Provincial Nominees

- The provincial nominees must go through a two stage application process and must meet two sets of criteria.
    1. **The first stage** of the application requires prospective nominees to apply to a province or territory to be considered as a provincial nominee pursuant to its selection criteria. For those who meet the provincial selection criteria, the provincial government sends a Certificate of Provincial Nomination to the federal visa office where the applicants will be submitting their application to the federal government.
    2. **The second stage** of the application process requires prospective nominees who meet the provincial and territorial selection criteria to fill out the federal application form and to be screened by the federal government officials pursuant to its health and security criteria. The applicants who meet both the provincial selection criteria and the federal government's health and security admissibility criteria, along with their accompanying family members, are granted a visa for permanent resident status.
  - The fundamental difference between provincial and territorial nominees and other immigrants is that they must meet the provincial or territorial selection criteria rather than the selection criteria established by the federal government.
  - In the case of skilled workers, this means that such nominees are not assessed according to the six key elements of federal government's selection criteria, which is known as the point system. This includes education (25 points), language skills (24 points), work experience (21 points), age (10 points), arranged employment (10 points), and adaptability to life in Canada (10 points).
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## *10. Categories of Provincial Nominees*

- The precise categories of provincial nominees vary among the provincial/territorial nominee programs. Some have a few categories and some have many categories.
  - In New Brunswick the nominees are grouped into two categories known as:
    1. “Job offer applicants,” and
    2. “Business applicants”.
  - In the Yukon the nominees are grouped into two categories:
    1. Worker Program (“Skilled Workers” and “Critical Impact Employee”
    2. Business Program (“Entrepreneur” and “Self-Employed Professional”
  - In Saskatchewan provincial nominees are grouped into the following seven:
    - ❑ Skilled Workers
    - ❑ Family Members
    - ❑ Long Haul Truck Drivers
    - ❑ Health Professions
    - ❑ Entrepreneurs
    - ❑ Farmers
    - ❑ Foreign Students
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## *11. Quota of Nominees*

- All of the provincial and territorial nominee agreements contain provisions related to the number of nominees that provincial and territorial governments may nominate.
  - However there are some notable difference between them.
  - Three agreements (i.e., Manitoba, Ontario, Saskatchewan) indicate that the annual number will be determined by the province in cooperation with Canada the others specify the number of nominees over two to five years.
  - One agreement (i.e., Alberta's) stipulates 400 nominees over two years.
  - One (Newfoundland's) stipulates 300 over five years.
  - Four agreements (i.e., British Columbia's, New Brunswick's, Nova Scotia' and PEI's) stipulate 1000 over five years.
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## *12. Number of Provincial/Territorial Nominees (1996-2005)*

Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Principal Applicants	116	23	0	151	368	411	680	1417	2086	2643
Spouses & Dependants	117	24	0	326	884	864	1447	3,041	4,162	5,404
Total	233	47	0	477	1,252	1,274	2,127	4,418	6,248	8,047

**Source:** CIC, Facts and Figures 2005 Immigration Overview: Permanent Residents

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### *13. Current and Future Uses of Provincial Nominee Programs*

#### **Potentially Very Useful**

- The nominee programs represent a potentially very useful instrument for attracting and retaining immigrants to provinces and territories and regions therein which have not received many immigrants in recent years.

#### **Substantial Differences in Use of Nominee Programs**

- To date, however, there has been a substantial difference among the provinces in the degree to which they have fully utilized this instrument to increase the volume of immigrants destined to their respective urban and rural regions.

#### **Determinants of Differences in Use of Nominee Programs**

- Such differences are largely a function of differences among the provincial and territorial governments in their perceptions of the costs and benefits of using this particular instrument to attract and retain immigration to their provinces.
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## ***14. Differences in Structures and Resources for Nominee Programs***

### **Differences in Organizational Structures**

- Unlike Quebec which has a full fledged immigration department, in all other provinces responsibility for immigration rests with units within other departments. Instead, the other provinces have established small units within other departments.

### **Differences in Human Resources:**

- Whereas the staffing levels in the Atlantic provinces are from 3 to 12, the staffing levels in the Western provinces and Ontario range from 20 to 50.
- Saskatchewan plans to increase its staff complement from 20 in May 2006 to 60 by December 2007.

### **Differences in Financial Resources:**

- Provinces with small immigration units tend to devote \$100K to \$300K to their respective immigration programs,
  - Provinces with large administrative units tend to devote several million dollars.
  - Manitoba's budget for 2004 was \$11.1 million of which \$6.1 million comes from federal contributions to settlement services.
  - Saskatchewan's budget for 2005-2006 was \$1.7 million.
  - Saskatchewan's budget for 2006-2007 is \$6.3 million.
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## 15. Differences in Provincial Nominees Admitted 2003 & 2004

**Table 3:**  
**Distribution of Provincial Nominees Admitted by Province for 2003**  
**and 2004**

Province	Nominees Admitted in 2003	Nominees Admitted in 2004	Number & Percentage of Nominees Admitted 2004 & 2005	
British Columbia	441	598	1039	(9.75%)
Alberta	178	425	603	(5.7%)
Saskatchewan	173	323	476	(4.46%)
<b>Manitoba</b>	<b>3,106</b>	<b>4,048</b>	<b>7154</b>	<b>(67.0%)</b>
Ontario	277	280	557	(5.2%)
Quebec	16	37	53	(0.5%)
New Brunswick	146	161	307	(2.0%)
Nova Scotia		64	64	(0.6%)
Prince Edward Island	44	141	185	(1.7%)
Newfoundland	37	171	208	(1.9%)
Total	4,418	6,248	10,666	(100%)

Source: CIC, Annual Report to Parliament on Immigration, 2004 & 2005

## *16. Uneven Distribution of Nominees in Manitoba in 2004*

<b>Community</b>	<b>Number of Nominees</b>	<b>Percentage of Nominees</b>
Winnipeg	2,898	71.60%
Winkler	428	10.60%
Steinbach	281	6.94%
Brandon	65	1.61%
Altona	30	0.74%
Plum Coulee	25	0.62%
Arborg	22	0.54%
Richer	17	0.42%
Stonewall	17	0.42%

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## *17. Assessment of Effects of Nominee Programs on Regionalization (1)*

### **Major Differences in Results of Among Provinces**

- Considerable differences in results of Provincial Nominee Programs
- The most remarkable story of program achievement to date is the ability of the Manitoba provincial nominee program to direct a relatively large number of immigrants both to that province and to some of its cities and rural areas.

### **Major Differences in Results Among Manitoba Municipalities**

- Even in Manitoba's case, however, there is an interesting and potentially important pattern in the distribution of provincial nominees.
  - The data for the distribution of Manitoba's provincial nominees in 2004, for example, reveal that vast majority of them were destined for Winnipeg, and the bulk of the remainder were destined to three other communities (i.e., Winkler, Steinbach and Brandon).
  - This pattern suggests that the largest urban centre in a given province is likely to get a disproportionate share of immigrants. It also suggests that the efforts of the other communities in that province in recruiting and retaining immigrants do matter.
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## *17. Assessment of Effects of Nominee Programs on Regionalization (2)*

- Those communities which have received a substantial number of immigrants have done so largely because various governmental and non-governmental stakeholders therein were very committed to:
    - 1. using the nominee program for attracting immigrants to work and live in there
    - 2. to provide such immigrants with a welcoming and supportive reception and ambiance.
  
  - It is highly unlikely that many of those immigrants would have moved to and stayed in those communities if they had not been so committed and they had not been so welcoming and supportive.
  
  - The contribution of the provincial nominee program to the intra-provincial distribution of immigrants in Manitoba is evident in the fact that about 34% of those who arrived under the provincial nominee program before October 2001 settled outside of Winnipeg, compared to 15% of immigrants who did not arrive under the provincial nominee program (Report of the Standing Committee on Citizenship and Immigration, 2003).
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### *17. Assessment of Potential Effects of Nominee Programs on Regionalization in the Future (3)*

- Although most of the nominee programs have only had a limited effect on the regionalization of immigration to date, they have the potential for making a significant contribution to the regionalization objectives of the federal, provincial and municipal governments.
  - The remarkable example set by Manitoba indicates that there is a possibility to attract immigrants both to the province and to various city-regions within the province.
  - However, it requires governmental and non-governmental stakeholders to develop and implement much more ambitious provincial nominee programs than they have to date.
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