
 Citizenship and Immigration Canada Citoyenneté et Immigration Canada



Constitutional State as Framework for Integration Policy

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Citizenship and Immigration Canada
BUILDING A STRONGER CANADA

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Canada

- In my discussion today I will be talking about the diversity of our society and the fact that it is increasing and more complex than ever (more groups, increasing religious diversity, differences across cities and regionally, different responses by P/Ts, different outcomes/issues for different groups).

- I will also talk about some of the challenges that arise because of this increasing diversity, and about some of the public policy responses to these challenges.

Agenda

- **Constitutional and Legislative Framework**
 - History of Accommodation and Integration
 - Demographic Change
 - Federal Legislative Framework

- **Modern Integration Policies**
 - Royal Commission on Bilingualism and Biculturalism
 - Multiculturalism Policy and Act
 - Individual and Collective Rights

- **Current Programs**

- **Challenges**

- **Policy Responses**
 - Citizenship Action Plan
 - Multiculturalism Objectives



Current Context

- **Three pillars of diversity:**
 - Aboriginal population (3.8% of total population in 2006)
 - Linguistic duality: French (22%) and English (67%)
 - Increasing ethno-cultural and religious diversity
- **Increasing diversity:**
 - 16.2% (5 million) are visible minorities, of whom 67% were born outside Canada
 - 215 ethnic origins and increased multiple origins
 - 47% of Canadians self-identify at least partial origins other than British, French or Canadian
 - One-fifth of Canadians are foreign-born
 - Growth of non-Christian religions
 - Numbers of people in Canada affiliated with Islam, Buddhism, Hinduism and Sikhism doubled or nearly doubled from 1991 to 2001
- **2031 Projections**
 - Between 25% and 28% of population foreign born
 - Between 29% and 32% belong to visible minority group
 - 14% of population expected to belong to a non-Christian religion



•I will just quickly mention the diversity context shaping federal action, as you are likely all aware of it already.

•In 2006, visible minorities accounted for 16.2% of Canada's total population.

•Between 2001 and 2006, Canada's visible minority population increased by 27.2%. This was five times faster than the 5.4% growth rate of the total population. In 2006, 95.9% of the visible minority population lived in a census metropolitan area, compared with 68.1% of the total population.

•Recently released 2031 projections from Statistics Canada indicate that this diversity is likely to continue to increase

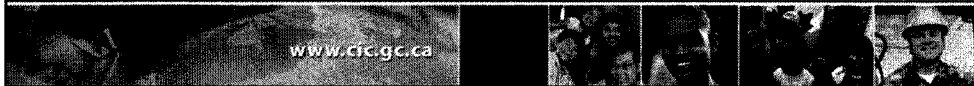
- Between 25% and 28% of population foreign born
- Between 29% and 32% belong to visible minority group

•With increased immigration from non-European countries, Canada is also becoming a society that is more religiously diverse, and demographic projections indicate that this trend will continue.

•By 2031, it is projected that non-Christian religious communities will represent about 14% of the total population of Canada (versus 6.3% in 2001).

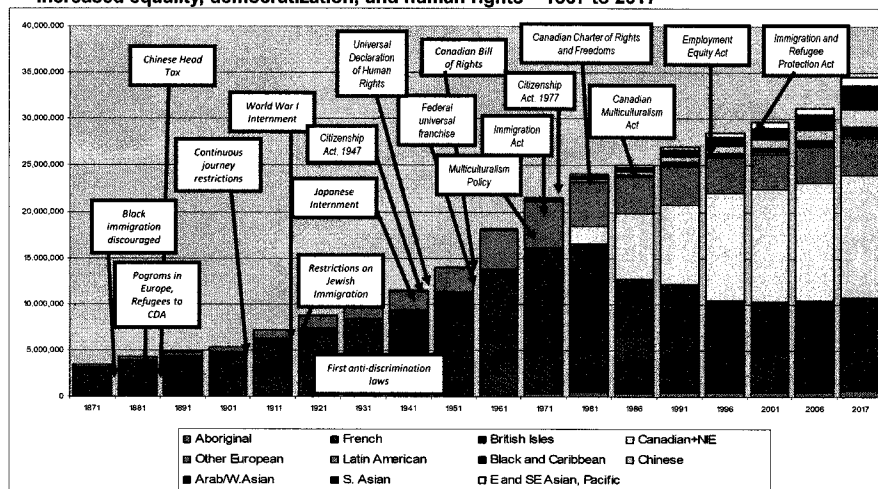
History of Accommodation and Integration

- Canada always been a diverse country with Aboriginal, French and British cultures
- As part of our diversity, long tradition of balance between integration and accommodation
- Examples include:
 - Aboriginal treaties: Treaties, while not always observed, illustrate history of recognition and accommodation not present in all countries
 - Quebec Act (1774): Guaranteed free practice of Catholic faith and restoration of French civil law for private matters illustrate effort to accommodate French traditions - rights Catholics in England did not enjoy at the time
- This practice of accommodation has helped frame how Canada integrated newcomers in the past and today



Demographic Change 1867-2017

Legislative change concurrent with population shifts, historical events, increased equality, democratization, and human rights – 1867 to 2017



As this slide shows Canada's legislative framework related to diversity has evolved over the years

As Canada has grown more diverse, policies and legislation have been developed to deal with this diversity, especially in the last 50-60 years

Key pieces of legislation such as the Canadian Bill of Rights, the Multiculturalism Act, the Citizenship Act and the Charter of Rights and Freedoms have helped to shape our legislative framework and define who we are as a people

More recently shifting immigration patterns have presented challenges as our existing framework was not originally developed to address types of diversity Canada is now experiencing (e.g. more visible minorities, increased religious diversity)

Although we maintain that our legislative framework is flexible and sound, it is often being challenged through high profile debates

Federal Legislative Framework

Overall Framework
1960: *Canadian Bill of Rights*
1962: First immigration regulations to eliminate racial discrimination
1971: Multiculturalism policy
1976: *Immigration Act - Non-discrimination*
1977: *Citizenship Act*
1982: *Canadian Charter of Rights and Freedoms* recognizes multicultural character of Canada
1988: *The Official Languages Act*
1988: *Canadian Multiculturalism Act*

Canadian Constitution Act (1867, 1982)
• Responsibility for immigration, including integration, is shared among the federal government and the provinces and territories.
• In the event of a conflict between federal and provincial legislation, federal legislation will prevail

Immigration and Refugee Protection Act (IRPA) (2002)
• IRPA affirms the fundamental principles of non-discrimination and universality in immigration (contained in the *Immigration Act (1976)* & provides authority for settlement programs.

Canadian Multiculturalism Act (1988):
• Recognizes the diversity of Canadians as a fundamental characteristic of Canadian society and makes a commitment to:
• Promote the full and equitable participation of all individuals and communities of all origins;
• Eliminate barriers to that participation;
• Encourage and assist all Canadian institutions to be both respectful and inclusive of Canada's multicultural character; and also

Citizenship Act (1977):
– Lays out inclusive, welcoming requirements for citizenship;
– Affirms all citizens have the same rights and obligations, regardless of whether citizens by birth or naturalisation



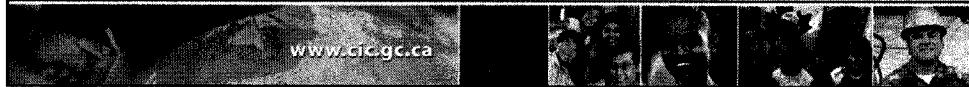
Diversity is supported in Canada by a broad framework of laws and policies. Canada has pursued a deliberate social policy of **immigrant integration, multiculturalism and inclusive citizenship over the past 40 years** in order to combat racial and gender-based discrimination and social exclusion of minority groups, to promote equality and respect for diversity and to provide a welcoming environment for newcomers and visitors to Canada. This slide lists various laws that compose this framework.

These policies have, over the past few generations, **fostered an environment of social inclusion and a high degree of public support for an open and managed immigration program.**

Integration is part of Canada's managed immigration program and, in the Canadian experience, full integration of permanent immigrants also entails access to citizenship.

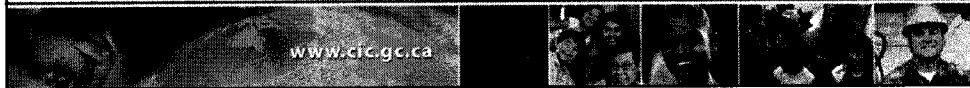
Royal Commission on Bilingualism and Biculturalism

- Modern integration policies developed initially as response to Royal Commission on Bilingualism and Biculturalism (1963-1969)
- Royal Commission responded to rising nationalist feelings in Quebec with mandate to examine state of bilingualism and cultural relations – continuation of French/English practice of accommodation
- However, during hearings, there was promotion of third pillar of diversity led by immigrants from Europe who were neither British or French:
 - Canadians of Ukrainian heritage, among others, did not see themselves in bicultural framework
 - Viewed themselves as pioneers in development of western Canada comparable to French and British pioneers
 - Argued for creation of multicultural framework
- Addressed in final report of Commission which acknowledged contributions of non British or French cultures and recommended "integration" of these groups into Canadian society



Multiculturalism Policy and Act

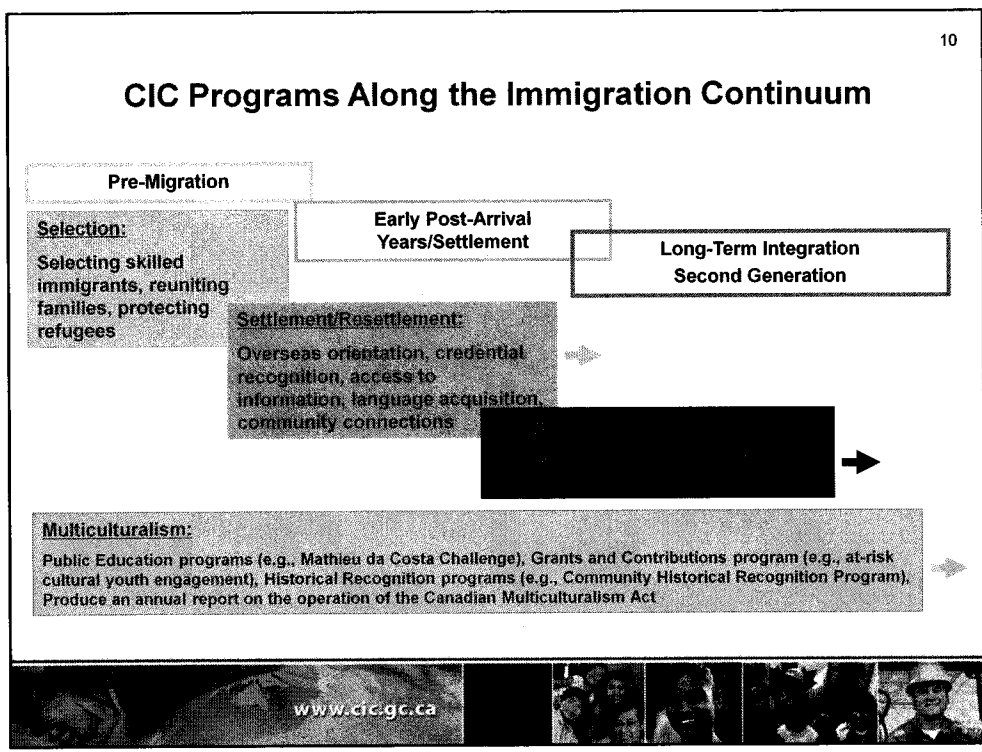
- Royal Commission led to adoption of multicultural framework (Multiculturalism Policy 1971) – later reaffirmed in legislation with adoption of *Canadian Multiculturalism Act* in 1988
- Integration always been central to Multiculturalism policy – retention and fostering ethno-cultural identity was means to encourage full participation in Canadian society
- History of how early integration policies developed – as response to concerns of mainly European immigrants – important factor in high acceptance of multiculturalism
- As immigration patterns have shifted, having solid legislative framework in place (and accepted by most Canadians) has helped Canada deal with new levels and types of diversity
- Within this legislative framework, Canada's suite of programs that facilitate integration have also shifted to be more responsive to new realities



Individual and Collective Rights in Canada

- Canadian framework provides combination of individual rights for all and collective rights for certain groups
- Individual rights are set out in Canadian Charter of Rights and Freedoms
- In addition, certain groups have collective rights:
 - Aboriginal groups have special rights based on negotiated treaties
 - English and French have official language rights confirmed in *Official Languages Act*
- Collective rights in Canada are historically based – new Canadians have individual rights but are not accorded new group rights





CIC's Settlement and Resettlement Programs and the Multiculturalism Program and Citizenship Program are distributed along the immigration continuum, overlapping to some degree in their sequencing and duration.

Each box describes some of the activities associated with these programs. These will be examined more closely in the next part of the presentation.

Overview of Settlement Programming	
<p>1870-1980s</p> <ul style="list-style-type: none"> • European descent • Mostly low-skilled labourers • Low settlement and integration needs 	<ul style="list-style-type: none"> • Pre – 1950s: community and private sector assistance • 1950-1967: The Settlement Service – reception and advice; funding for not-for-profits • 1967: The Department of Manpower and Immigration – focus on needs of employers and employees • Precursors to current settlement programming: ISAP (1974), RAP (1978), Host (1984)
<p>1990s - Present</p> <ul style="list-style-type: none"> • Shifting demographics • Higher skilled workers • Complex settlement and integration needs 	<ul style="list-style-type: none"> • Early 1990s: Federal Immigrant Integration Strategy (1990), LINC (1992), Settlement Renewal Consultations (1994-95) • Greater federal willingness to devolve responsibility and growing Provincial-Territorial interest in integration leads to a mixture of settlement delivery models, including an explicit role for municipalities under the Canada Ontario Immigration Agreement • Immigration agreements Quebec (1991), Manitoba (1996), B.C. (1998), Ontario (2005), Alberta (2007) • From 2008: The modernized approach to settlement programming <ul style="list-style-type: none"> – Focus on improved newcomer outcomes – New policy frameworks, performance measurement strategy

Settlement refers to the shorter-term transitional issues faced by newcomers.

Over the years, CIC's Settlement Program has evolved in its design and focus. Settlement services fluctuated with the changes in overall intake and diversity of immigrants to Canada.

Prior to the 1950s, the settlement needs of newcomers to Canada were largely met by their receiving communities and the private sector.

In 1950, the Government of Canada introduced The Settlement Service to offer reception services and information to newcomers as well as to provide funding to non-profit organizations to assist in the process.

In the 1970s and 1980s, the Government introduced a series of programs to meet the demonstrated needs of its growing newcomer population, including the Information Settlement and Adaptation Program, aimed at information and orientation needs, and the Host program, for networking and community involvement. These were later completed by the Language Instruction for Newcomers to Canada program and the Refugee Assistance Program.

I'll also note that from the 1990s there was an interest in devolving settlement services from the federal level to the provincial delivery. Currently, 3 Canadian provinces, Quebec, Manitoba and British Columbia has agreements with CIC which give them responsibility for the design and delivery of programs which achieve comparable outcomes to those across Canada.

The programs that evolved from the 1970s onward, laid the foundations for our settlement services.

Citizenship and Multiculturalism Approaches Over Time

- Since *Canadian Citizenship Act* in 1947, citizenship policy has balanced two objectives:
 - encourage and facilitate naturalization; and
 - enhance meaning of citizenship as unifying bond for Canadians
- Similarly, Canadian multiculturalism policy has balanced two objectives:
 - encourage newcomers to integrate into broader society; and
 - ensure broader society is welcoming and accommodates newcomers

"I first of all think immigrants come to this country to belong to this country. I also think that the Canadian approach to this, which is a mixture of integration and accommodation, for lack of a better term, is the right approach."

Prime Minister
Stephen Harper
December 2007



-US naturalization rate: 49% in 2005 from a high of 64% in 1970. US lowest naturalization rate: 39% in 1996. (According to Urban Institute estimates based on Census and CPS data:

http://www.urban.org/UploadedPDF/310847_trends_in_naturalization.pdf).

-However, the total number of naturalizations in the US has almost doubled since 2005 from 604,280 to 1,046,539 in 2008 (IGC USA Country Factsheet data, 2010).

-Divergent naturalization outcomes in both countries may have to do with Canada's more active promotion of citizenship acquisition (based on comparison of US and Canadian IGC citizenship questionnaire responses, 2010). The US has indicated however, that in recent years citizenship promotion activity has increased (IGC data). In recent years, the total number of naturalizations in the US has also increased.

Multiculturalism in Evolution

	<i>Ethnicity Multiculturalism (1970s)</i>	<i>Equity Multiculturalism (1980s)</i>	<i>Civic Multiculturalism (1990s)</i>	<i>Integrative Multiculturalism (2000s)</i>
Focus	Celebrating differences	Managing diversity	Constructive engagement	Inclusive citizenship
Reference Point	Culture	Structure	Society building	Canadian identity
Mandate	Ethnicity	Race relations	Citizenship	Integration
Magnitude	Individual adjustment	Accommodation	Participation	Rights and Responsibilities
Problem Source	Prejudice	Systemic discrimination	Exclusion	Unequal access, "clash" of cultures
Solution	Cultural sensitivity	Employment equity	Inclusiveness	Dialogue/Mutual Understanding
Key Metaphor	"Mosaic"	"Level playing field"	"Belonging"	"Harmony/Jazz"

Kunz and Fleras (2001)



- Multiculturalism policy has evolved to accommodate changes in Canada in recent decades.
- From the 1970s mandate of responding to ethnicity, government efforts have since focused on race relations, then citizenship and now integration.
- The corresponding "solution" has also shifted in focus, from cultural sensitivity to employment equity and inclusiveness, to a current emphasis on dialogue and mutual understanding.
- Although our approach to managing diversity evolves as social realities change, the cornerstone principles of inter-ethnic relations in Canada remain the same: equality; respect for diversity; fundamental human rights; and full participation.

Current Challenges

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Social/Cultural

- Challenges regarding religious diversity - lack of intercultural/faith understanding
- Persistence of racism and hate crimes
- Radicalization, though not widespread, potentially impacts social cohesion
- Perceived vulnerability to flashpoints/international conflicts
- Integration challenges faced by specific groups (e.g. youth, 2nd generation, women)
- Concerns about ethnic neighbourhood concentration (including virtual enclaves)

Economic

- Recent immigrants facing underemployment and limited upward mobility
- Earnings gap between recent immigrants and Canadian-born widening
- Some visible minorities doing worse than others (e.g. from Caribbean, West Africa)

Civic/Political

- Declining civic participation
- Lack of knowledge of Canadian history and political institutions amongst all Canadians
- Perceptions of citizenship of convenience
- Elected bodies at all levels do not yet reflect Canada's diversity



- Although, generally, our country is working well there are some challenges that exist which affect our social cohesion. These can be grouped into different categories. The first category is social/cultural and these include:
 - Challenges related to religious diversity and lack of intercultural/faith understanding
 - Persistence of racism and hate crimes
 - Concerns related to social cohesion and the effect of radicalization and international conflicts
 - Integration challenges faced by specific groups like the second generation
 - Concerns about ethnic enclaves both physical and virtual
- In addition, we also talk about economic challenges and civic/political challenges. Economic challenges include:
 - Underemployment and earning gaps amongst recent immigrants
 - Concerns that some visible minority groups are doing worse than others
- In terms of civic/political challenges, these include:
 - Declining civic participation and an overall lack of knowledge of Canadian history and political institutions amongst all Canadians
 - Perceptions of citizens of convenience
 - Concerns that elected bodies do not reflect Canada's diversity
- Many of these challenges are government-wide and CIC only holds some of the tools necessary to address them.
- As such, it is important to work in a horizontal manner across levels of governments and with other departments and agencies, public and private institutions, and civil society on new initiatives and long-term solutions.

Policy Responses: Focusing on Our Commonalities

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- Shift in emphasis amongst policy makers and some academics:
 - Traditional balance between integration and accommodation still important
 - However, greater focus on commonalities
- Need to distinguish between ad-hoc issues (e.g. multi-faith rooms) and broader issues (e.g. sharia law, funding of separate schools)
- Current emphasis on common narrative, focusing on what unites us as a country and citizens

Canadian citizens have rights and responsibilities. These come to us from our history, are secured by Canadian law, and reflect our shared traditions, identity and values.

Discover Canada: The Rights and Responsibilities of Citizenship



- Given this increasing diversity, what can we do to ensure continued social cohesion?
- Recently, there has been a shift in emphasis by policy makers and some academics.
- While we still see a great deal of support for multiculturalism and its traditional focus on the integration/accommodation dynamic (e.g. Will Kymlicka, Michael Adams, Phil Ryan), others are arguing that we need a shift in emphasis towards commonalities (e.g. Robin Higham, Andrew Cohen).
- While specific issues without huge consequences can be dealt with on a one off basis (e.g. Photo for security ID purposes) other issues have far reaching societal implications for how we live together (e.g. Reasonable accommodation, sharia law etc.).
- In this context we need to have a common narrative as a society-with a focus on what unites us a country.

Recent Policy Shift

Citizenship

- **Meaningful citizenship**
 - Citizenship Futures
 - Adoption (C-14)
 - First generation limit (C-37)
 - *Discover Canada* and test
 - New approach on language
 - Revocation, residence, and consultants

Multiculturalism

- **Integrated society**
 - New program objectives
 - Links to civic values
 - New approach to racism and discrimination with focus on unique experiences
 - Faith-related issues
 - Interculturalism and multiculturalism blurring

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Citizenship Action Plan (CAP)

Strengthening Canadian Citizenship is a key step to having all Canadians understand, value and practice their citizenship – an important pillar of an integrated society.

Objectives	Key Initiatives
Provide access to essential knowledge base for citizenship	- New citizenship study guide – Discover Canada
Enhance respect for democratic values and status of citizen	- Changed citizenship test
Ensure integrity of naturalization process and promote civic responsibility	- Changes to language testing
	- Making citizenship ceremonies more meaningful
	- Improving tools for citizenship education and promotion
	- Improving client service via improved processing times
	- Measures to address fraud
	- Streamlined revocation process



“Integrated society”

Language/approach has evolved over time (Kunz and Fleras, 2001):

Mandate: ethnicity, then to race relations, then to citizenship, now to integration

Focus: celebrating differences, managing diversity, constructive engagement, inclusive citizenship

CAP

-The Citizenship Action Plan (CAP) is a medium-term set of coordinated initiatives to make citizenship a key pillar of an integrated society.

Key activities

-Revising the citizenship study guide to strengthen knowledge and appreciation of Canadian history, values and identity.

-Corresponding changes to the citizenship test and related Regulations.

-Changes to language testing regime, including new assessment tools to ensure consistent assessment of citizenship applicants' language skills; changes to the Regulations being explored as mid-to-long term options

-Making citizenship ceremonies more meaningful by increasing the visibility of Canadian institutions and symbols.

-Improving tools for citizenship education and promotion.

-Improving client service via improved processing times for proofs.

-Analyzing the extent of fraud in the citizenship program.

-Process for revocation will be streamlined through legislative change.



In line with CAP objectives, recent legislative initiatives enhance respect for democratic values and the status of citizen, and improve the integrity of the naturalization process.

2009 amendments were designed to address inequities in past legislation; the first generation limit removes the possibility of citizenship being passed on to endless generations of Canadians born abroad.

Bill C-37:

If passed, these amendments would strengthen the application process and address fraud.

-Applicants must have three years physical presence out of four years. It is currently possible to become a citizen with less than three years physical presence.

-C-37 would improve the integrity of the citizenship process by enabling the regulation of citizenship consultants for consumer protection and to safeguard against unscrupulous consultants.

-C-37 next step: second reading in the House of Commons and referral to Standing Committee for Citizenship and Immigration for clause-by-clause study.

Multiculturalism New Objectives

- **Build An Integrated, Socially Cohesive Society by:**
 - Building bridges to promote intercultural understanding;
 - Fostering citizenship, civic memory, civic pride, and respect for core democratic values grounded in our history;
 - Promoting equal opportunity for individuals of all origins.
- **Improve the Responsiveness of Institutions to the Needs of a Diverse Population by:**
 - Assisting federal and public institutions to become more responsive to diversity by integrating multiculturalism into their policy and program development and service delivery.
- **Actively Engage in Discussions on Multiculturalism and Diversity at the International Level by:**
 - Promoting Canadian approaches to diversity as a successful model while contributing to an international policy dialogue on issues related to multiculturalism.



Citizenship and Multiculturalism Instruments

Citizenship

Celebrating Citizenship

- Citizenship ceremonies where oath is administered to new Canadians (2,225 ceremonies in 2009)
- Reaffirmation ceremonies
- Canada's Citizenship Award honouring individuals for outstanding contributions in helping newcomers integrate
- Citizenship Week (October)

Educating Citizens

- New citizenship guide (Discover Canada) and revised test
- Community outreach by citizenship judges
- Teachers and Youth Corner

Multiculturalism

Building An Integrated Society:

- Ministerial outreach to communities
- Public Education programs (e.g., Mathieu da Costa Challenge)
- Multiculturalism Grants and Contributions Program
- Historical Recognition Programs
- Canada's Action Plan Against Racism
- Metropolis

Working with Public Institutions:

- Annual Report on the Operation of the *Canadian Multiculturalism Act*
- Multiculturalism Champions Network
- Federal-Provincial-Territorial meetings
- Canadian Race Relations Foundation

Canada and the World:

- International Task Force on Holocaust Education, Remembrance, and Research
- Positioning in Global forums (e.g., UN, OSCE)
- Global Centre for Pluralism

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Instruments or tool at the disposal of the Program can be grouped into three categories:

- Public instruments that help in building an integrated society such as grants and contributions and public education programs
- Tools related to public institutions that help to make government more responsive to diversity and foster collaboration between different levels of government
- Instruments related to international discussions and forums

Conclusion

- Canada not only country dealing with these issues - debate occurring in most other liberal democratic countries
- While Canada's constitutional framework important factor, cannot be separated from our history, values and culture
- Historical tradition of balance (accommodation with integration and facilitation with meaningfulness) still important, but current focus on enhancing commonalities



- The Multiculturalism Program will continue to work to help meet the societal challenges identified in this presentation.
- The instruments outlined in this presentation along with new program priorities will help to place a greater emphasis on emerging issues such as:
 - Socio-economic integration
 - Achieving a balance between integration and accommodation
 - Promoting core Canadian values
 - Fostering inter-faith and inter-cultural understanding
- As has been noted throughout this presentation, the Multiculturalism Program only holds some of the tools necessary to meet these challenges and thus must also continue to work collaboratively with other Government Departments and agencies.

Questions?

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