



UNIVERSITY OF
CALGARY

THE SCHOOL OF PUBLIC POLICY

MASTER OF PUBLIC POLICY

CAPSTONE PROJECT

Review of Alberta's Provincial Immigrant Nominee Program: Success and Challenges

Submitted by:

Venkateshwara Balaji Venkatachalam

Approved by Supervisor:

Prof. Lana Wells

**Submitted in fulfillment of the requirements of PPOL 623 and completion of the
requirements for the Master of Public Policy degree**

Acknowledgements

I am grateful to so many people who made this capstone project possible. First and foremost, I thank Prof. Lana Wells for her direction and assistance. I would like to thank Ms. Leanne Bruce and Mr. Brad Trefan from Ministry of Enterprise and Advanced Education for their support. I dedicate this project to my parents, wife and lovely kids (Maya and Karthik), who have been a constant source of happiness and joy in my life. Without my wife, Nazira, unyielding support and encouragement, this work could not be possible. Lastly, I thank the faculty at the School of Public Policy and my friends for their support. A special acknowledgement to Dr. Jack Mintz and Ms. Elena Esina.

Table of Contents

List of acronyms	v
Executive summary	vi
1. PRELUDE.....	1
1.1. Immigration Policy Debate in Canada	1
1.2 Provincial Nominee Program	3
1.3 Objective of the Study	5
1.4 Methodology	8
1.5 Limitation of the Study.....	8
2. OVERVIEW OF IMMIGRATION IN CANADA	9
3. THE CHANGING PLACE OF ALBERTA IN IMMIGRATION POLICY.....	15
4. ALBERTA IMMIGRANT NOMINEE PROGRAM (AINP): BACKGROUND.....	21
5. RESULTS AND FINDINGS.....	26
5.1 Immigration to Alberta	26
5.2 Statistical profile of AINP applicants	27
5.2.1 Landing.....	28
5.2.2 Age, Gender and Marital Status of AINP Nominees	30
5.2.3 Educational Attainment, Language Skills and Country of Birth	31
5.2.4 AINP Nominees by Stream.....	33
5.2.5 AINP Nominee Employment and Economic Indicator	34
5.2.6 AINP Nomination and Temporary Foreign Worker	36
5.3 Program Design and Delivery.....	37
5.3.1 AINP Nomination Approval Rate	37
5.3.2 AINP Processing Time	39
5.3.3 AINP Target, Cost and Efficiency.....	41
5.3.4 AINP Communication Strategies	42
6. CONCLUSION	43
7. EMERGING POLICY ISSUES.....	47
References	51

List of tables

Table 1 Permanent Residents admitted in 2010, by Top 10 source countries	12
Table 2 Permanent Residents by category, 2008-2012	14
Table 3 Immigration to Alberta by Region, 2008-2012	26
Table 4 Total AINP Applications Received (Principal Applicant only), 2002-2012	28
Table 5 Top 3 Source Countries for AINP 2002-2012	30
Table 6 Demographic Profile of AINP nominees from 2002-2012.....	31
Table 7 Educational Attainment and Country of Birth Profile of AINP nominees from 2002-2012 .	32
Table 8 AINP Nomination Made (Principal Applicants only) by stream, 2002-2012.....	33
Table 9 AINP Annual CIC Quotas,2002-2012	42

List of figures

Figure 1 Permanent Residents by PNP Nominee.....	13
Figure 2 Immigration to Alberta by Class, 2006-2011	27
Figure 3 AINP Nominee & Dependants Landed in Alberta	29
Figure 4 Percentage Share by the Stream in AINP Nomination (Principal Applicants only), 2002-2012 .	33
Figure 5 Reported Income at the time of Applying to the AINP, (Principal Applicant only), 2002-2012..	34
Figure 6 Number of Temporary Foreign Worker in Alberta , 2009-2012	37
Figure 7 AINP Nomination Approval Rate, 2002 -2012	38
Figure 8 AINP Completed Application Processing Time	40

List of acronyms

AINP Alberta Immigration Nominee Program

CVOA Canadian Visa Office Abroad (CVOA)

CIC Citizenship and Immigration Canada

FSW Federal Skilled Worker

FSWP Federal Skilled Worker Program

IRPA Immigration and Refugee Protection Act

PN Provincial Nominee

PNP Provincial Nominee Program

Permanent Resident (PR)

IRB Immigration and Refugee Board of Canada

SRS Strategic Recruitment Stream

TWF Temporary Foreign Worker

Executive summary

The study evaluated the Alberta Immigration Nominee Program (AINP) to address its relevance and performance. The methodology consists of a review of Alberta's PNP program over the last 10 years. A case study approach is used, drawing from provincial government sources, statistics and non-traditional sources such as agency websites dealing with immigration in Alberta. The time frame for the evaluation is 2002 to 2012. The data used in this research study was provided by the Ministry of Enterprise and Advanced Education of Alberta. The data analysis is derived from the data set made available to the author by the Ministry.

The AINP is administered by the 'Workforce Strategies' department in the Ministry of Enterprise and Advanced Education. Unlike other PNPs that seek population growth, the AINP is focused on addressing employer needs in Alberta and attracting a skilled workforce to strengthen labour shortages in key industries. AINP is a medium scale program, with an annual nomination of 4,000 applicants per year, which constitutes 10 percent of the annual immigrant settlement in Alberta.

The AINP has grown significantly in the last 10 years, from just over 6 people admitted in 2002 to almost 9,183 (principal and dependents) in 2012. Provincial nominees accounted for 33 percent of economic class admissions and 23 percent of total immigration to Alberta in 2010.

Upon examining the characteristic of AINP nominees, immigrants entering the province through this program had a high level of education: 50% of AINP nominees had a Bachelor's degree or higher when they were nominated. The mean income of AINP nominee was higher than that of other provincial PNP nominees. According to CIC, at the

end of the first year, AINP nominees earned an average of \$79,000. Most of the AINP nominees were of the prime working age group, and the share of female nominees is increasing. In the last two years, 30 percent of nominees were female. From 2002 to 2012, most of the AINP nominees were from the Asia-Pacific region. Philippines, China, the UK and India are a significant source of AINP nominees, together accounting for over 40 percent of AINP nominees.

The literature on the AINP remains scarce. This study offers a preliminary observation on the AINP. It provides a background for the further research on the AINP. Alberta is starting to grapple with policy questions on immigration. This study hopes to provide a starting policy note for further research and debate on the different available options to improve program efficiency.

Review of Alberta's Provincial Immigrant Nominee Program: Success and Challenges

1. PRELUDE

1.1. Immigration Policy Debate in Canada

The global phenomenon of immigration is evident in all the developed countries in general and in Canada, in particular.¹ Canada has one of the highest immigration rates, averaging 0.75% of the population. Between 1990 and 2006, 3.9 million people immigrated to Canada. ² In the past decade, the size and characteristics of immigration to Canada has changed significantly. Immigrants³ to Canada are more numerous and more diverse than ever before. Immigrants have traditionally settled in urban centers, especially in large cities. In the last two decades, from 1991 to 2006, more than 50% of immigrants settled in Ontario.⁴ During the same period, Western and Atlantic provinces attracted fewer immigrants. Toronto, Vancouver and Montreal attracted the majority of immigrants. As Carter, Pandey and Townsend note, “recent immigrants were 2.5% more likely than the

¹There are approximately 214 million international migrants, 49 % of which are women, in the world today, which is about 3.1 % of the global population, International Organization for Migration, *Global Estimates and Trends* , <http://www.iom.int/cms/en/sites/iom/home/about-migration/facts-figures-1/global-estimates-and-trends.html>

² Herbert Grubel, *The Effects of Mass Immigration on Canadian Living Standards and Society*, ed. Canada: Fraser Institute, 2009, xv.

³ Statistics Canada states the following on their website : “[Immigrants are] persons residing in Canada who were born outside of Canada, excluding temporary foreign workers, Canadian citizens born outside Canada and those with student or working visas”. Statistics Canada , *Definition of Immigrant*, <http://www.statcan.gc.ca/pub/81-004-x/2010004/def/immigrant-eng.htm#cont>. Broadly speaking, immigrants to Canada are granted entry as either temporary residents or permanent residents. Temporary residents are migrants who enter Canada for a defined period of time. This group includes visitors, temporary workers, and students. There are various streams of admission for immigrants whose entry is premised on the expectation of permanent residence and possible citizenship. Under current immigration legislation, that is, the 2002 Immigration and Refugee Protection Act (IRPA), permanent residents fall under one of three categories: (a) economic immigrants; (b) family-class immigrants; and (c) refugees. Importantly, ‘immigrant’ and ‘refugee’ are legal categories, affecting individuals in terms of access to settlement services.

⁴ David Campbell, “Canada's pattern of immigration spreads east and west,” *Globe and Mail*, February 24, 2012, <http://www.theglobeandmail.com/report-on-business/economy/economy-lab/canadas-pattern-of-immigration-spreads-east-and-west/article548779/>

rest of the population, as a whole, to live in Toronto, Montreal and Vancouver. ... [And] recent immigrants were less likely to live in smaller cities.”⁵One of the key outcomes of immigration policy in Canada has been to address the demographic and economic issues.

Puttagunta argues that immigration policy revolves around the subject of balance: balance between admitting ‘too many’ or ‘too few’ immigrants into the country with respect to economic and demographic needs; balance between the economic and the social goals of the immigration program; and balance between the costs and benefits associated with being a country of large scale immigration. Much of this debate over ‘balance’ translates into a debate over the type of immigrants (and the respective volume of these groups) being admitted into the country.⁶ Public opinion (which leans toward restricting immigration)⁷ have prompted policy makers to focus on streamlining immigration policy. Economic pressures have dictated the need to streamline its selection systems so that Canada can attract desirable economic immigrants.⁸

⁵ Tom Carter, Manish Pandey and James Townsend, *The Manitoba Provincial Nominee Program Attraction, Integration and Retention of Immigrants*, (IRPP Study, No10, Institute for Research on Public Policy, Canada, 2010), 3.

⁶ Paratha Saradhi Puttagunta, “Invasion of the “Immigrant Hordes”: An Analysis of Current Arguments in Canada Against Multiculturalism and Immigration Policy.” PhD diss., University of British Columbia, Canada, 1998. ProQuest, (NQ27229), 45.

⁷ The immigration debate has, again, resurfaced in the Canada public policy domain in recent years with the downturn in the global economy and its impact on unemployment. Immigration policy in Canada is a key element in implementing a comprehensive policy framework for immigration management. The immigration process in Canada involves multifaceted relationships between the immigrant, host country (Canada), and the immigrant’s country of origin. Conceptually, policy areas for immigration management in Canada have four key areas: immigration and growth; facilitating immigration; regulating immigration and illegal immigration. Developing immigration policy framework in Canada should focus on these four areas as well as other policy issues that have spillover effects on immigration. The 2010 data from an Environics Institute survey shows that 40 percent of Canadians agree that there is too much immigration. The overall, broad-brush picture is, thus, one of hostility toward immigrants, with the public generally convinced that there are too many migrants and the country is slowly moving towards an ‘immigration messes. Environics, *Focus Canada 2010: Public Opinion Research on the Record Serving the Public Interest*, (Canada: Environics), 2010, 32. <http://www.queensu.ca/cora/files/fc2010report.pdf>

⁸ The debate over the costs of immigration was previously unthinkable in Canada since this country has long been considered the land of the immigrant. Thus, any approach was seen as racist, and some of the mainstream federal political parties have persistently denounced any changes in the intake of immigrants. Today, the debate is somewhat less ideological, with the world economy not performing well and the unemployment figure rising in

1.2 Provincial Nominee Program

Despite the current global recession, immigration to Canada is expected to remain at approximately between 240,000 to 265,000 immigrants for the year 2013.⁹ Developing immigration policy in Canada is not an easy or straightforward matter, with different stakeholders having their own interest. While immigration has emerged as an important area of public policy in its own right, it is still deeply reliant on other areas of public policy.¹⁰ Effective immigration policy in Canada has its own challenges as it is exceedingly difficult to find and maintain a balance among various immigration issues without sacrificing one goal for another. Canada's immigration policy and well-defined admission categories have, for long time, benefited the country.¹¹

The changing global scenario of 21st century presents a unique challenge for the immigration policy makers in Canada. Small cities and communities have also found it difficult to attract and retain immigrants. To overcome these issues, the Provincial Nominee Program (PNP) was introduced. The PNP allowed provinces to have a greater say in

Canada. This has also been influenced by the global debate on the deficit in public finances, especially with regards to the southern neighbour (USA), pointing to a quest in rethinking the policy on immigration. That being said, the costs are just one of the variables of immigration policy and cannot be viewed as the only factor in decision-making. There are also many benefits to Canada's economy through immigration, such as increased labour supply and substituting the aging workforce. These factors can be divided into cost and benefit areas. Immigration effects on economic and social conditions in Canada have been considered in a number of papers and conference volumes that have been published by the Fraser Institute. In particular, the Grubel and Grady study analyzed the economic effects of Canadian immigration. The authors estimated that as a result of the immigrants' low average incomes and operation of the welfare state with its progressive income taxes and universal social benefits in the 2005/06 fiscal year, \$23.6 billion was transferred to immigrants, representing 4.7 percent of total program spending that constitutes \$503 billion. Herbert Grubel and Patrick Grady. *Immigration and the Canadian Welfare State 2011*, (Canada: Fraser Institute, 2011), vi-vii. Mohsen Javdani, and Krishna Pendakur presented an alternative estimate with fiscal burden of \$450 on each immigrant (2011). Mohsen Javdani, and Krishna Pendakur. *Fiscal Transfers to immigrants in Canada*. Working Paper 11-08, (Canada: Metropolis British Columbia Centre of Excellence for Research on Immigration and Diversity, 2011), 1.

⁹ Citizenship and Immigration Canada (CIC), Annual Report to Parliament on Immigration (Ottawa: Minister of Citizenship and Immigration, 2012), 8.

¹⁰ International Organization for Migration. *Essentials of Migration Management* (UN: Geneva, 2004), 3. http://www.rcmvs.org/documentos/IOM_EMM/intro/V2Intro_CM.pdf

¹¹ Ibid., 3.

immigration policy. Also, the PNP can address the regional distribution of immigrants better than federal immigration programs.¹² The PNP is intended to decrease the labour shortage at the provincial level, rise economic growth and attract immigrants to smaller towns and cities.¹³ The CIC says the following on their website on the role of PNP :

The Provincial Nominee Program was created to respond to the regional/provincial requirements for workers. It is designed to be responsive to the immediate and specific needs of the province and territories, reflecting the diverse industrial structure across jurisdiction.¹⁴

Immigration as a phenomenon is an essential part of the Canadian public policy debate.¹⁵

In Canada, both the federal and provincial governments have immigration programs. Under section 95 of the 1987 Constitution, immigration is a joint responsibility between the federal and provincial governments. Specifically, the PNP allows provinces and territories to select immigrants according to their economic, social and labour needs. Citizenship and Immigration Canada (CIC) states the following about the PNP on their website:

Persons who immigrate to Canada under the Provincial Nominee Program have the skills, education and work experience needed to make an immediate economic contribution to the province or territory that nominates them. They have been assessed as being able to economically establish themselves successfully as permanent residents in Canada. To apply under the Provincial Nominee Program, applicants must be nominated by a Canadian province or territory.¹⁶

In 2011, around 248,748 immigrants came to Canada, out of which 14 percent (38,420) came through the Provincial Nominee Program.¹⁷ Alberta has been at the forefront in attracting immigrants through this program. There has been a significant increase in

¹² Carter, Pandey and Townsend, "*The Manitoba Provincial Nominee Program*," 3.

¹³ CIC, "Annual Report-2012", 19.

¹⁴ CIC, Backgrounder— Immigration Level Planning: Public and Stakeholder Consultations, <http://www.cic.gc.ca/english/department/media/backgrounders/2012/2012-07-31.asp>

¹⁵ Grubel and Patrick Grady. "*Immigration and the Canadian Welfare State 2011*," v.

¹⁶ CIC, Provincial Nominee Program <http://www.cic.gc.ca/english/immigrate/provincial/index.asp>

¹⁷ CIC, "*Annual Report to Parliament on Immigration*," 10-12.

immigrants admitted to Alberta through the PNP. Alberta's provincial nominee program is called the Alberta Immigrant Nominee Program (AINP). As Citizenship and Immigration Canada (2011) notes:

Alberta's PNP has increased by more than 18-fold in recent years, from just over 400 people admitted in 2004 to almost 7,500 in 2010. Provincial nominees accounted for 33 percent of economic class admissions and 23 percent of total immigration to Alberta in 2010.¹⁸

1.3 Objective of the Study

The study of immigration in Canada has grown considerably, largely driven by the wave of immigration in the last century. Most of the immigration studies have focused on theories and methods: demographic; economic; cultural; psychological; social; and political. Among the various areas of study, economic and political aspects have taken much of the space in academic debate in Canada.¹⁹ There is a vast amount of literature that examines immigration in the Canadian context.²⁰ However, few studies have examined the PNP in immigration.²¹ As for Alberta, there has been no specific study evaluating the impact of AINP. In the last decade, the energy sector has been an overriding factor in Alberta's growth and development and it has made the province a key driver in the national

¹⁸ Citizen and Immigration Canada, *More Provincial Nominees Planned for Alberta in 2012*, <http://www.cic.gc.ca/english/department/media/releases/2011/2011-11-07b.asp>

¹⁹ For an in-depth analysis of studies on immigration in Canada review Eric Fong and Elic Chan, "An Account of Immigration Studies in The United States and Canada, 1990-2004." *The Sociological Quarterly* 49 (2008): 483-502.

²⁰ For a detailed statistical review of published immigration research between 1990 – 2004 see Fong and Chan, "An Account of Immigration Studies," 488-489.

²¹ Few studies have explored the Provincial Nominee Program: Carter, Pandey and Townsend, "*The Manitoba Provincial Nominee Program Attraction, Integration and Retention of Immigrants*"; Lewis M Nathaniel, "A Decade Later: Assessing Successes and Challenges in Manitoba's Provincial Nominee Program," *Canada Public Policy* 36, no. 2 (2010): 241-264.; Patricia Lynn McDonough, "Nova Scotia's Provincial Immigration Policy: The Failure of the Business Mentorship Program," (MA diss., Ryerson University, Toronto, 2008); Radostina Pavlova, "Provincial Immigration Policies: The Case of Ontario's Pilot PNP (MA diss., Ryerson University, Toronto, 2008); Haimin Zhang , *Centralized vs. Decentralized Immigrant Selection: An Assessment of the BC Experience*, (working paper no. 12-04, Metropolis British Columbia Centre of Excellence for Research on Immigration and Diversity ,Canada, 2012) ; Manish Pandey and James Townsend, "Quantifying the Effects of the Provincial Nominee Programs," *Canadian Public Policy* 37, no. 4 (2011): 495-512.

economy.²² These factors have contributed to increased immigration to the province.²³ The share of immigrants settling in Alberta rose from 6.4% in 1999, to 10.7% in 2009.²⁴ The growth in the Alberta economy has led to a shortage of skilled workers in the province. The province will require an additional 115,000 skilled workers in the next 10 years.²⁵ This has led to the immigration debate resurfacing again in Alberta's public policy domain.²⁶

Developing regional immigration policies in Alberta is a key element in implementing a comprehensive policy framework for the growth of the provincial economy.²⁷ The Government of Alberta Immigration Progress Report clearly stresses the significance of immigrants in the development and growth of the provincial economy. The report argues that:

... in the next ten years, the province may face a potential shortfall of more than 77,000 workers, which means attracting and retaining immigrants will be key to Alberta's continued prosperity. [Also,] with an aging population and a generation of baby boomers set to retire ... [the] long-term outlook for Alberta

²² Josh Wingrove, "Flaherty heaps praise on Alberta, calls it vital to Canada's growth," *Globe and Mail*, April 12, 2012, <http://www.theglobeandmail.com/news/politics/flaherty-heaps-praise-on-alberta-calls-it-vital-to-canadas-growth/article4100167/>

²³ Robert L. Mansell and Ron Schlenker, *Energy and the Alberta Economy: Past and Future Impacts and Implications. Paper No. 1 of the Alberta Energy Futures Project (Calgary: University of Calgary, 2006)*, 6 http://www.iseee.ca/media/uploads/documents/AB%20Energy%20Futures/policypapers/1-Energy%20and%20the%20Alberta%20Economy_%20Past%20and%20Future%20Impacts%20and%20Implications.pdf

²⁴ Statistics Canada, *Ethnicity and Immigration. In Canada Year Book* (Ottawa: Statistics Canada, 2012), 183. <http://www.statcan.gc.ca/pub/11-402-x/2012000/chap/imm/imm-eng.htm>

²⁵ Louise Elliott, "Skilled trades stream targets 3,000 foreign workers in 2013," *CBC News*. December 10, 2012, <http://www.cbc.ca/news/canada/story/2012/12/08/pol-skilled-trades-program-kenney.html>

²⁶ See Eva Klien, *Can Immigration Solve Alberta's Skill Shortage?* (Calgary: University of Calgary, February 24, 2012, <http://haskayne.ucalgary.ca/files/haskayne/Can%20Immigration%20Solve%20Alberta's%20Skill%20Shortage.pdf>); Vanessa J Lodermeier, *A Chance for a Better Life: Development of the Immigrant Workforce in Smaller Communities and Rural Alberta*, (Calgary: Bow Valley College, September 20, 2012), <https://www.bowvalleycollege.ca/Documents/Regional%20Stewardship/Final%20Report.pdf>

²⁷ Government of Alberta, *Supporting Immigrants and Immigration to Alberta - An Overview* (Edmonton: Alberta Government, 2005), http://eae.alberta.ca/documents/WIA/WIA-IM_framework_overview.pdf

indicates immigrants will be needed to ensure the province has a permanent workforce to support a growing economy.²⁸

As the influx of immigrants increases in Alberta, it is vital that we have the proper policy framework in place. Consequently, there is a need to review the provincial nominee program and its effectiveness in responding to the needs of Alberta's economy.

Immigration research has been more focused on the federal context and has not produced insights into the Alberta PNP program. Research at the provincial level could help support policy makers in developing provincial policies that can better regulate immigration flows and support a more sustainable economy. As more and more immigrants call Alberta their home, understanding the impact of the AINP on Alberta is becoming one of the key public policy issues.²⁹ Much literature has highlighted the various effects of immigration to the Canadian economy and society, but few studies have looked at the AINP in Canada. The present study makes an attempt to understand the AINP in the contemporary Canadian context. The objective of the study is to explore the AINP by addressing the central research question: 'How has Alberta's PNP evolved in the last decade?' The objectives of the research study are:

- a. to examine Alberta's PNP and its policies;
- b. to determine how the demographic and economic profile of the AINP nominees has changed over time;
- c. to determine the effectiveness of the program delivery and design in attracting and retaining immigrants; and
- d. to identify the success and challenges of the program over the last decade.

²⁸ Government of Alberta, *Alberta Immigration Progress Report*, (Edmonton: Alberta Government, 2011), 2 <http://eae.alberta.ca/documents/WIA/WIA-IM-immigration-progress-report.pdf>

²⁹ Government of Alberta, "Supporting Immigrants and Immigration," 2-3.

1.4 Methodology

The methodology consists of a review of AINP, over the last 10 years. A case study approach is used, drawing from provincial government's sources, statistics and non-traditional sources such as agency websites dealing with immigration in Alberta. The time frame for the evaluation is 2002 to 2012. The data used in this research study was provided by the Ministry of Enterprise and Advanced Education, Alberta. The data analysis is derived from the data set made available to the author by the Ministry.

1.5 Limitation of the Study

Several limitations were identified as a part of this research study. In terms of the data set, the author could not access Statistics Canada's Longitudinal Immigration Database. As this data set consists of income earned by AINP nominees, it is difficult to determine the economic benefits of the AINP to Alberta. There are limitations to the information reported in the study, since the data used here only provides static information about income earning on pre-arrival and post-arrival. When looking at the data, it should also be recognised that during the 2002-2012 time period, the information captured through the AINP database changed. Finally, due to budget and time constraints, direct survey with AINP nominees could not be conducted.³⁰

Section I gives a succinct overview of the current immigration law and patterns in Canada.

Understanding immigration at the national level is essential to the question of

³⁰ According to the communication received by author from the Ministry "The AINP does monitoring and program analysis through a combination of annual reports, monthly reporting, follow-up surveys with clients and other research projects. The AINP provides reports on positive decisions (nominations) to Citizenship and Immigration basis, in addition to providing an annual report on CIC-identified measures. On an as-requested basis, the AINP continues to communicate with CIC in Canada and abroad as its nominees move through the permanent residence application process." Leanne Bruce, email message to author, July24, 2013. However, none of these reports and studies were made available to the author.

understanding the PNP . Section II deals with the subject, that is, the role of the province in immigration, with specific reference to the AINP. Sections IV discuss the findings of the study. Policy issues and recommendation and the conclusion are offered in the last section.

2. OVERVIEW OF IMMIGRATION IN CANADA

Immigration law in Canada includes both statutes and regulations. The three main statutes³¹ are – (a) the *Immigration and Refugee Protection Act* (IRPA); (b) the *Department of Citizenship and Immigration Act and Citizenship Act*; and (c) the *Citizenship Act*.

Regulations³² include: (a) Immigration and Refugee Protection Regulations; and (b) Citizenship Regulations. The IRPA Act confers on the Minister of Citizenship and Immigration responsibility for implementing the Act. The Act also confers the right to the Minister and Cabinet to make regulations relating to the Immigration Act. The *Department of Citizenship and Immigration Act S.C. 1994, c. 31* formally established the department of Citizenship and Immigration Canada (CIC)³³.

CIC is the primary agency responsible for administering Canadian immigration law. The Canada Border Services Agency is responsible for enforcing Canadian immigration law by screening immigrants and refugees³⁴. The IRPA provides the Immigration and Refugee Board of Canada (IRB), the largest administrative tribunal in Canada, to hear and decide cases on immigration and refugee matters. The IRB consists of three divisions: a) the immigration division; b) the refugee protection division; and c) the immigration appeal

³¹ Legislation enacted by Canadian Parliament.

³² Rules formed by government agencies, under authority granted by statute.

³³ Department of Citizenship and Immigration Act S.C. 1994, c. 31, Web 12 March 2013 . <http://laws-lois.justice.gc.ca/eng/acts/C-29.4/page-1.html>

³⁴ Canada Border Services Agency Act, S.C. 2005, c. 38, s. 2. Web 12 March 2013, <http://laws-lois.justice.gc.ca/eng/acts/c-1.4/page-1.html>

division. The main act that establishes eligibility criteria for legal immigration is The *Immigration and Refugee Protection Act, S.C. 2001, c. 27*, (IRPA)³⁵ which is an act of the Parliament of Canada, passed in 2002, that replaced the '*Immigration Act, 1976*'. The Act is the primary federal law regulating immigration to Canada. The Act set out the core principles and concepts that govern Canada's immigration and refugee protection program. The introduction of the IRPA in 2001 was meant to streamline the ad hoc policy framework that was created in immigration policy in the 1990s. The Act now serves as a general framework from which all immigration law and policy are derived. The *Immigration and Refugee Protection Act (Regulations)*³⁶ which are passed by the governor in council, further detail the specifics of the immigration policy that is set out in the Act. The *IRPA (Regulations)* relates temporary foreign workers, students, the examination of the person seeking entry, the PR card, residency obligation, the family class, the selection of skilled workers and business immigrants, refugees, as well as humanitarian and compassionate consideration. Policy and program manuals, which are used by the officers in the area and are drafted by Citizenship and Immigration Canada, provide additional practical suggestions regarding the implementation of the immigration rules.³⁷ *The Charter of Rights and Freedoms* also plays a pivotal role in defining the policy framework on immigration. The passage of the Canadian Charter of Rights and Freedoms has resulted in immigration rules and decisions getting closely scrutinised by the courts.³⁸

³⁵ Immigration and Refugee Protection Act, SC 2001, c 27, Web. 7 March. 2013 <http://www.canlii.ca/t/51zdp>

³⁶ *Immigration and Refugee Protection Regulations, SOR/2002-227*, Web. 8 March. 2013 <http://www.canlii.ca/t/51zmb>

³⁷ Recently, the federal government enacted *Balanced Refugee Reform Act, S.C. 2010, c. 8*³⁷ and *Protecting Canada's Immigration System Act, S.C. 2012, c. 17*.

³⁸ Not only did it extend the procedural review of immigration laws, policies and decisions, it also allowed for substantive judicial analysis, which courts were not able to achieve previously. *Singh v. Minister of Employment and*

Among the most significant changes is that immigrants are coming from increasingly diverse backgrounds, that is, immigrants are arriving from a greater constellation of countries than in the past. Canada receives its immigrant population from over 200 countries of origin. According to the recent data by Statistics Canada, immigration is a vital component for the growth of Canada's population:

On July 1, 2012, the population of Canada was estimated at 34,880,500, up 126,600 from April 1, 2012. This represents a growth of 0.4%, similar to the second-quarter growth recorded in current years. Net international migration in the second quarter of 2012 accounted for 73% of the country's population growth.³⁹

The composition of the immigrant population has also changed in the last 50 years. Immigration from countries like Australia, Britain, South Africa and the United States has declined.⁴⁰ Among Canada's recent immigrants, that is, those arriving in Canada after 1990, the most common country of birth are China, followed by India and the Philippines. Ten countries account for about one half of Canada's recent immigrant population. Most of the recent immigrants are members of a visible minority.⁴¹ The growth in non-European immigration source countries has changed the demography of the country, with ever increasing proportions of visible minorities constituting the Canadian population. For instance, the 2006 Census recorded that approximately 16.2% of Canada's population

Immigration, [1985] 1 S.C.R. 177 (Singh decision) is often referred to as a landmark decision for Canada's refugee determination system. The *Singh* decision established that the protections granted by the Charter are enjoyed by all the people present on Canadian territory, including those without residence status.

³⁹ Statistics Canada, *Quarterly Demographic Estimates: Highlights* (Ottawa: Statistics Canada, 2012), 6-7.
<http://www.statcan.gc.ca/pub/91-002-x/2012002/aftertoc-aprestdm1-eng.htm>

⁴⁰ Gloria Suhasini, "New policies could change the demographics of Canada", *Canadian Immigrant*,
<http://canadianimmigrant.ca/immigrate/new-policies-could-change-the-demographics-of-canada>

⁴¹ According to Statistic Canada 'Visible Minority' is defined as, "the category includes persons who are non-Caucasian in race or non-white in colour and who do not report being Aboriginal."
<http://www.statcan.gc.ca/concepts/definitions/minority01-minorite01a-eng.htm>

consisted of visible minorities.⁴² Over time, non-European source countries have come to provide an increasingly substantial portion of Canada’s annual intake of immigrants. For instance, 87.1% of all immigrants admitted to Canada between 1946 and 1955 arrived from Europe (including Britain, which, alone, accounted for 29.3% of immigrants over this time period); in contrast, between 1979 and 2000, only 22.5% of all immigrants to Canada arrived from Europe (with a total of only 5.1% from Britain), while 53.8% arrived from Asia. In 2008, only 20.9% of immigrants arrived from the United States, Europe, and the United Kingdom. For more than 20 years, Canadian immigration has come mainly from Asian countries.⁴³ As indicated in table 1 over 50% of new immigrants admitted in 2010 came from 10 source countries.

Table 1 Permanent Residents admitted in 2010, by Top 10 source countries

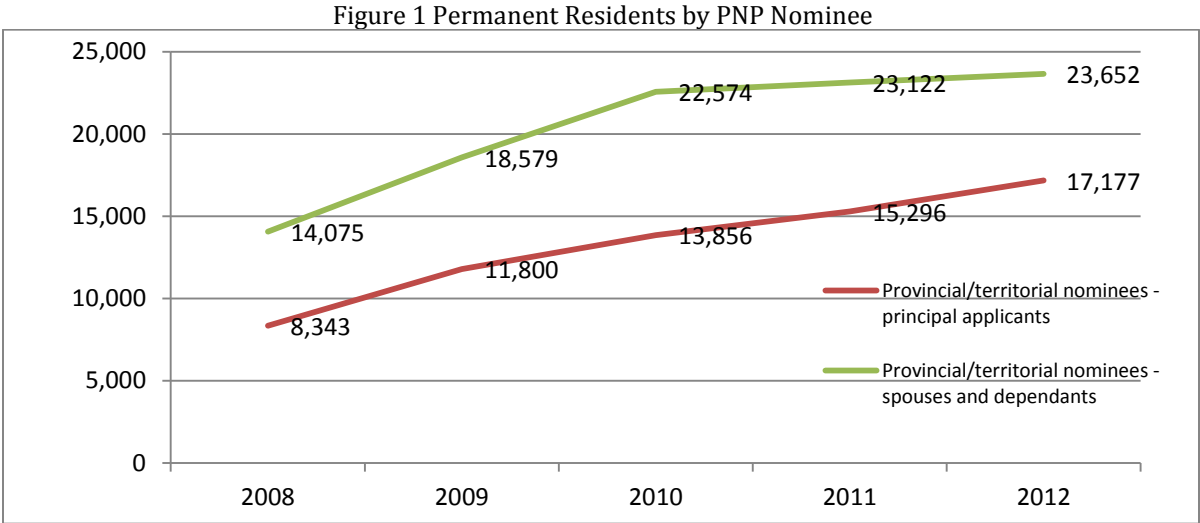
Rank	Country	Permanent Residence Number	Percentage
1	Philippines	36,578	13%
2	India	30,252	10.8%
3	China	30,197	10.8%
4	UK	9,499	3.4%
5	USA	9,243	3.3%
6	France	6,934	2.5%
7	Iran	6,815	2.4%
8	UAE	6,796	2.4%
9	Morocco	5,946	2.1%
10	Republic of Korea	5,539	2%
Total Top 10		147,799	52.7%
All Other source countries		132,822	47.3%
Total		280,681	100%

Source: CIC, Annual Report to Parliament on Immigration, 2011

⁴² Statistics Canada, *Canada’s Ethno cultural Mosaic, 2006 Census* (Ottawa: Statistics Canada, 2008), 29. <http://www12.statcan.ca/census-recensement/2006/as-sa/97-562/pdf/97-562-XIE2006001.pdf>

⁴³ Statistics Canada. *Immigration in Canada: A Portrait of the Foreign-born Population, 2006 Census* (Ottawa: Statistics Canada, 2007), 7. <http://www12.statcan.ca/census-recensement/2006/as-sa/97-557/pdf/97-557-XIE2006001.pdf>

Looking at the reasons for immigrating to Canada, the main motive is economic immigration (60 %). Family migration and the reunification of families, account for more than 25% of entries to Canada, though some migrants later seek to join the workforce. In addition to the above type of immigrants,⁴⁴ there is a large intake of temporary foreign worker (TFW) and international students. Canada admitted almost 280,000 TFWs and international students in 2010. Student migration and TFW are second in order of importance. In contrast, around 33,000 people were admitted as refugees.⁴⁵ In the years, 2005 to 2009, the Canadian Visa Office Abroad (CVOA) received 132,935 PNP applicants, on the average of 26,587 applications per year. 46 % of the applicants came from the Asia-Pacific region, followed by Europe (11%) and Africa-Middle East (9%). From 2008 to 2012, the total number of PNP nominees issued Permanent Resident (PR) status has increased annually. Specifically, in the year 2012, 23,652 nominees landed in Canada (see table 2 and figure 1).



Source: Extrapolated from CIC Data

⁴⁴ In 2013, CIC launched a new stream ‘ Federal Skilled Immigration Trade’ to facilitate immigration of skilled trade worker to Canada. Canada welcomes first immigrant under new Federal Skilled Trades Program , <http://www.cic.gc.ca/english/department/media/releases/2013/2013-08-16.asp>

⁴⁵ CIC, “Annual Report - 2012”, 16.

Table 2 Permanent Residents by category, 2008-2012

Spouses and partners	44,208	43,904	40,763	38,538	39,471
Sons and daughters	3,254	3,025	2,957	2,740	2,710
Parents and grandparents	16,600	17,178	15,326	14,080	21,778
Others	1,519	1,100	1,177	1,094	942
Family class	65,581	65,207	60,223	56,452	64,901
Skilled workers - principal applicants	43,360	40,733	48,820	36,778	38,577
Skilled workers - spouses and dependants	60,372	55,221	70,537	52,007	52,790
Entrepreneurs - principal applicants	446	370	291	184	127
Entrepreneurs - spouses and dependants	1,255	943	796	522	351
Self-employed - principal applicants	164	182	174	113	89
Self-employed - spouses and dependants	341	360	326	236	153
Investors - principal applicants	2,832	2,871	3,223	2,980	2,615
Investors - spouses and dependants	7,370	7,432	8,492	7,606	6,734
Category	2008	2009	2010	2011	2012
Canadian Experience Class - principal	0	1,775	2,533	3,973	5,939
Canadian Experience Class - spouse and	0	770	1,384	2,054	3,414
Provincial/territorial nominees - principal	8,343	11,800	13,856	15,296	17,177
Provincial/territorial nominees - spouses and dependants	14,075	18,579	22,574	23,122	23,652
Live-in caregivers - principal applicants	6,157	6,273	7,664	5,033	3,684
Live-in caregivers - spouses and dependants	4,354	6,182	6,247	6,214	5,315
Economic immigrants	149,069	153,491	186,917	156,118	160,617
Government-assisted refugees	7,295	7,425	7,264	7,364	5,412
Privately sponsored refugees	3,512	5,036	4,833	5,583	4,212
Refugees landed in Canada	6,995	7,206	9,041	10,743	8,578
Refugee dependants	4,057	3,183	3,559	4,183	4,854
Refugees	21,859	22,850	24,697	27,873	23,056
DROC and PDRCC*	2	4	0	6	4
Temporary resident permit holders	113	106	109	88	67
Humanitarian and Compassionate cases	3,453	3,142	2,900	2,687	2,918
Other H and C cases outside the family class / Public Policy	7,168	7,371	5,837	5,524	5,947
Other immigrants	10,736	10,623	8,846	8,305	8,936
Category not stated	2	1	7	3	5
Total	247,247	252,172	280,690	248,751	257,515

Source: Citizenship and Immigration Canada, *Preliminary table, Permanent and temporary residents*
<http://www.cic.gc.ca/english/resources/statistics/facts2012-preliminary/01.asp>

3. THE CHANGING PLACE OF ALBERTA IN IMMIGRATION POLICY

Immigration policy in Canada has seen many divergent priorities and strategies. In the Canadian federalism, immigration policy was a federal and provincial prerogative.

However, in the last few decades, both the federal and provincial governments have taken greater control over immigration policy. Immigration is a shared jurisdiction between federal and provincial governments. With the shift in balance, provinces are becoming more vocal in demanding a greater say in immigration policy.⁴⁶

Immigration is considered a crucial aspect in federal and provincial economic and social policy development. When immigrants come to Canada, it is the province which provides a range of services, from social to healthcare, which have an immediate impact on the immigrants. This was one of the main reasons that the 'Fathers of Confederation' gave provinces a say in immigration policy.⁴⁷

The boundaries of immigration law in Canada are determined by the Constitution. As mentioned earlier, *Section 95* of the Constitution Act, 1867 attributes the power to legislate on immigration matters to both the federal and provincial order of government, with the condition that where two laws conflict, the federal law is paramount (paramountcy rule).

⁴⁶ Nathaniel, "A Decade Later: Assessing Successes and Challenges", 242.

⁴⁷ The first meeting on immigration between the federal and provincial governments took place in 1868, resulting in the first federal-provincial immigration agreement. The federal government always had an upper hand in immigration policy. There are two reasons for their role: (a) to encourage immigration and; (b) to ensure provincial action does not impede the federal government's 'Open Door' immigration policy. After World War II, Canada saw an increased number of immigrants. The federal government responded by setting up the Department of Citizenship and Immigration in 1950. With increased immigration to Canada, provincial governments again started showing interest in immigration policy. However, the federal government remained the key driver in immigration policy. The federal government viewed immigration as a national prerogative and created policy with respect to the recruitment, selection and admission of immigrants. As immigration settlement and increasingly important and related services such as health care and education were still the domain of provincial power, the newly created department developed consultative arrangements with the provinces.⁴⁷ Citizenship and Immigration Canada, *Forging our legacy: Canadian citizenship and immigration, 1900-1977* (Ottawa: CIC, 2010), (chapter 3), 305. <http://www.cic.gc.ca/english/resources/publications/legacy/chap-3.asp#chap3-4>.

The federal government can make immigration law for all provinces or any particular province. As the Constitution Act states:

In each province, the legislature may make Laws in relations to Agriculture in the in the Province, and to Immigration into the Province; and it is hereby declared that the Parliament of Canada may from Time to Time make Laws in relation to Agriculture in all or any of the Province; and any Law of the Legislature of a Province relative to Agriculture or to Immigration shall have effect in and for the Province as Long and as far only as it is not repugnant to any ACT of the Parliament of Canada. **S.95**, Constitution Act, 1867 ⁴⁸

Post World War II industrialization created a shift in immigration policy. There was a greater demand for immigrants in Canada. During this period, the federal and provincial governments started promoting immigration. Alberta was prominent in promoting immigration.⁴⁹ The 1966 White Paper on immigration set the foundation for formulating immigration policy. The federal government started the point system to immigration based on individual skill set. There was also a greater awareness in the federal government of the role of the provinces in immigration policy. The Department of Manpower and Immigration was organized first into five regions, then to 10 regions, one for each province. This created a greater dialogue and input from the province on immigration policy. By the 1970's, Alberta had created an immigration department.⁵⁰

The Immigration Act, 1976, codified suggestions made by Canada Immigration and Population studies during the early 1970's. The Act clearly defined the goals of immigration policy while, at the same time, capping the number of immigrants admitted. The most

⁴⁸ *Constitution Act, 1867*, Distribution of Legislative Powers, **S. 95**. <http://laws-ois.justice.gc.ca/eng/Const/page-4.html#docCont>

⁴⁹ During the 1960's, Canadian immigration policy saw a radical shift. The *Immigration Act, 1962* was a milestone that dismantled the discriminatory immigration policy. The federal government clearly saw the relationship between immigration and economic development. The federal government signed specific agreements with Ontario, Saskatchewan and British Columbia for taking care of immigrants' welfare and hospital assistance during their first year of entry to Canada, after the first year, immigrants' well-being became the responsibility of the province. Ibid, 306.

⁵⁰ R.A.Vineberg, "Federal-provincial relations in Canadian immigration," *Canadian Public Administration* 30, no. 2(1987): 308.

notable aspect with federal–provincial relations was set forth in the Act; the Act made it mandatory for the federal government to consult the provincial governments and territories on immigration policy. The Act remained valid until 2000, when the IRPA 2001 replaced it. The IRPA serves as the general framework for all current immigration law and policy in Canada.⁵¹

Section 10 of the IRPA 2001 defines the intergovernmental relations between federal and provincial governments on immigration policy. Section 10 of the Act clearly demarcates the area where the federal government may consult provinces on immigration issues and policy. The federal government may consult the provinces on immigration and refugee protection policies and programs and encourage collaboration on these areas. It is mandatory for the federal government to consult the provinces on the number of immigrants (PR) to be admitted to Canada. It states:

§ 10(1) The Minister may consult with the government of the province on immigration and refugee protection policies and programs, in order to facilitate cooperation and to take into consideration the effects that the implementation of this Act may have on the province.

§ 10(2) The Minister must consult with the government of the provinces respecting the number of foreign nationals in each class who will become permanent residents each year, their distribution in Canada taking into account regional economic and demographic requirements, and measures to be undertaken to facilitate their integration into Canadian society.⁵²

It is mainly the provinces that offer settlement services, so the provincial governments should have a say in the numbers of immigrants admitted to the country. Section 8 of the IRPA gives the federal Minister of Immigration authority to enter separate agreements with provinces for the purpose of the Act.

⁵¹ Ibid.

⁵² Quoted in *IRPA (2001)*.

The Act clearly defines the roles of each level of government in immigration policy. There are a few appealing characteristics of the Act. First, the federal government has a final say in determining the status of immigrants, once admitted to the country. Second, the federal government has signed bilateral framework agreements with the provinces and one territory.⁵³

Agreements for the PNP are in place with all provinces, except Quebec. The Constitution clearly states that immigration is a concurrent power between the federal and provincial governments. The relationship between both levels of government has been constantly evolving. To a large extent, the Canadian provinces have played a subordinate role in framing national immigration policy. One of the most notable events that changed the way Alberta looks at immigration was Quebec's approach in dealing with the federal government in 1991.⁵⁴

Following the footsteps of Quebec, many other provinces also expressed interest in having an immigration agreement with the federal government. As the federal government was not interested in having similar deals as Quebec with all the other provinces and territories, it developed the PNP. Each province or territory was allowed to identify and select a limited number of immigrants based on provincial needs. These immigrants would receive priority in the immigration process.

⁵³ CIC, "Annual Report-2012,"19.

⁵⁴Quebec not only got exclusive power to select immigrants, but more freedom in dealing with immigration policy. However, the Canada-Quebec agreement (*Canada-Quebec Accord Relating to Immigration and Temporary Admission of Aliens, 1991*) relating to immigration is the most comprehensive agreement on immigration and gives the province broad autonomy in selecting immigrants. The federal government can only reject those Quebec-bound immigrants if they are threat to national security or health. For more in depth analysis, see Chris Kostov, "Canada-Quebec immigration agreements (1971-1991) and their impact on federalism," *The American Review of Canadian Studies* 38, no. 1 (2008), 100.

The first instrument was signed with Nova Scotia, and then other provinces followed. These agreements were consultative in nature, but none gave freedom in choosing immigrants.⁵⁵

Many Atlantic and Western Canadian provinces wanted to have their own immigration program based on the same way as the Canada-Quebec deal.⁵⁶ Manitoba was the first the province to launch a PNP scheme; Alberta followed by having its own PNP scheme by launching the AINP in 2002. The AINP is designed to reduce workforce shortages at the provincial level, increase economic growth and attract immigrants to smaller towns and cities.⁵⁷

The Government of Alberta signed an agreement titled '*Agreement for Canada Alberta Coopertaion on Immigration*' with the Government of Canada in 2007. The agreement defines the roles and responsibilities of both parties for an indefinite period. The agreement states that Alberta is to provide PNP plans and facilitate the federal immigration plan in Alberta.

The bilateral agreements between the province and Canada have no expiry date. The various agreements between the federal government and the different provincial governments share common characteristics, (except Quebec). These include shared immigration planning and shared responsibility for attracting immigrants. Most of the agreements provide details about settlement services and which jurisdiction will provide them. It also provides information on federal transfers for providing settlement service by province.

⁵⁵ Leslie, F. Seidle, "Intergovernmental immigration agreements and public accountability," *Policy Options*, July-August (2010), 51.

⁵⁶ *Ibid.*, 52.

⁵⁷ CIC, "Annual Report 2012", 19.

For all provinces (except Quebec), funding for settlement services is allocated based on the proportion of immigrants in each province.⁵⁸ The funding for immigrant settlement by the federal government given to provinces has changed considerably in the last decade. As CIC notes, “the proportion of immigrants to Ontario continues to decrease while immigration to other provinces and territories, such as Saskatchewan, Manitoba and Alberta, has continued to rise.”⁵⁹ Alberta received \$64,071,989 for 2011, which was increased to \$74,978,539 in 2012 that is, an increase of 17 %. The federal government disbursed \$576,877,662 in 2012 and Alberta’s share was 13%.⁶⁰

Alberta has started playing a key role in formulating immigration policy in Canada. From 2012 to 2014, Alberta has been designated as the host for the Provincial/Territorial Secretariat for immigration. The secretariat was created in 2008–2009 to increase collaboration between the provincial and federal governments on immigration issues. The role of the institution is to build a stronger role/voice of the provinces in immigration issues. The Minister of Enterprise and Advanced Education was the first provincial minister to co-chair the forum of the ministers responsible for immigration. Alberta played a key role in the deliberation of the forum and was instrumental in the federal government adopting the ‘Expression of Interest’ system⁶¹ for accepting and processing applications.⁶²

⁵⁸ The provinces of British Columbia, Manitoba and Quebec have the exclusive right over the design, delivery and management of immigration settlement services.

⁵⁹ CIC, *Backgrounder — Government of Canada 2012-13 Settlement Funding Allocations*, <http://www.cic.gc.ca/english/department/media/backgrounders/2011/2011-11-25.asp>

⁶⁰ Settlement funds for immigration have been used as a bargain tool in federal-provincial relations. Funding to the provinces was tied to a formula based on the number of immigrants in the province and territory and its capacity. This method was not used for Ontario and Quebec. Since 2005, Ontario has received over a billion dollars in settlement funding. From 2012, the Ontario government will receive funds based on the settlement formula. The fund allocation for Ontario was pegged at \$314.9 million followed by Quebec at \$ 283.1 million. CIC, *Settlement Funding Allocations* (Ottawa: CIC, 25 November 2011), <http://www.cic.gc.ca/english/department/media/backgrounders/2011/2011-11-25.asp>

⁶¹ CIC States the following on ‘Expression of Interest’ on their website :

4. ALBERTA IMMIGRANT NOMINEE PROGRAM (AINP): BACKGROUND

The Alberta Immigrant Nominee Program (AINP) was introduced in 2002 to give Alberta a means to respond to its economic and labour⁶³ market needs.⁶⁴ According to Ministry of Enterprise and Advanced Education the objective of AINP is:

Alberta has individuals with the skills needed for Alberta's labour market in the short and long term. Immigration is just one part of the province's overall labour development strategy, and the AINP is just one tool to help meet the province's labour market needs. The objective of the AINP is to support Alberta's economic growth by attracting work-ready immigrants to the province. The intent of the AINP is to retain individuals who have the skills needed by providing a pathway to permanent residence. This is a supplement to other division labour development work focused on Albertans and Canadians, including groups currently under represented in the work force.⁶⁵

In the last 10 years that the program has been in existence, the environment it operates in has altered drastically. The AINP has grown a great deal in the last 10 years.⁶⁶ The AINP is a unique system within the Canadian immigration system that gives Alberta greater control

“Under an Expression of Interest system – or EOI – prospective immigrants fill in an online form indicating their “interest” in coming to a host country as permanent residents. The form can include information that relates to, for example, language proficiency, work experience and assessed education credentials. Assigned a points score and ranked, these expressions of interest would then be entered into a pool from which candidates that best match a country's national and regional skills needs can be drawn and invited to submit an immigration application, subject to priority processing. In effect, the EOI form submitted by a prospective immigrant is not an application itself but only a first stage in the assessment of a potential candidate. Not all candidates who file an expression of interest are invited to apply for a permanent resident visa.” Citizenship and Immigration Canada, <http://www.cic.gc.ca/english/resources/enewsletter/2012/12/interest.asp>

⁶² Government of Alberta, *Annual Report 2012-13* (Edmonton: Ministry of Enterprise and Advanced Education, June 14, 2012), 19.

⁶³ “The AINP utilizes labour market information produced and secured by other units in the Workforces Strategies Division to inform its programming. Data considered includes, but is not limited to, the division-produced Short-Term Employment Forecast and other sector-based employment data, socio-economic statistics, long-term economic forecasts, data on temporary foreign workers, etc. The AINP also obtains first-hand information from employers and applicants through interviews and documentation provided during the application assessment process. The AINP works closely with counterparts in the Workforces Strategies division who work in sector development and who communicate with industry.” Leanne Bruce, email message to author, July 24, 2013.

⁶⁴ “Alberta signed the Canada-Alberta Agreement for Cooperation on Immigration in May 2007. Under this agreement, Alberta has greater control over immigration to the province through the selection and retention of newcomers to fill gaps in the labour market,” Government of Alberta, *Alberta Immigration Program Report 2011*, (Edmonton: Ministry of Human Services), 7.

⁶⁵ Leanne Bruce, email message to author, July 24, 2013.

⁶⁶ Government of Alberta, *Alberta immigration program report 2011*, (Edmonton: Minister of Enterprise and Education, 2012), 18. <http://eae.alberta.ca/documents/WIA/WIA-IM-immigration-progress-report.pdf>.

over the selection of immigrants. The AINP agreement allows Alberta to nominate immigrants who will contribute to the economic and labor market demands of the province. The immigrants are also intended to settle in Alberta. In addition to immigrants from the federal economic program, the AINP facilitates economic immigration to Canada, at the same time taking into consideration the needs of Alberta. The immigration division develops and supports the delivery of immigration policy and programs aimed at promoting the AINP.⁶⁷ The AINP's main objectives are (Logic Model)⁶⁸:

- a) To increase the economic benefits of immigration to Alberta , based on their economic priorities and labour market conditions ;⁶⁹
- b) To enhance Federal- Alberta collaborations on immigrations;⁷⁰
- c) providing settlement and integration services to new immigrants;
- d) administering the AINP, English language training programs and foreign qualification recognition; and
- e) promoting Alberta among new immigrants.⁷¹

The AINP program was administered by Employment and Immigration under the Ministry of Human Services. In 2012, the Government of Alberta announced cabinet restructuring and, as a result, the responsibility for immigration was moved to Ministry of Enterprise and

⁶⁷ Government of Alberta, “Annual Report 2011-12” , 39.

⁶⁸ “The purpose of a logic model is to identify the causal linkages between the activities of a policy, program, or initiative, the outputs, and the achievement of its outcomes – to highlight the steps that would demonstrate progress towards the final goal, and to help determine where to focus measurement efforts.” Treasury Board of Canada Secretariat, Performance Measurement for the Government On-Line Initiative <http://www.tbs-sct.gc.ca/si-as/performance/performance07-eng.asp>

⁶⁹ Citizenship and Immigration Canada, Evaluation of the Provincial Nominee Program, (Ottawa: Minister of Citizenship and Immigration, 2011), iii.

⁷⁰ Ibid.,iii.

⁷¹ Government of Alberta, “Annual Report 2011-12,” 14.

Advanced Education.⁷² The AINP is administered by the 'Workforce Strategies' department in the Ministry of Enterprise and Advanced Education.

In addition to the specific roles and responsibilities related to the AINP being handled by the separate department in the Ministry of Enterprise and Advanced Education, the overall governance of the AINP is integrated with (CIC) federal- provincial structure for immigration. There are four federal-provincial working groups that coordinate the PNP, and this group meets either annually or bi-annually. One of the groups, The Economic Working Group, is the main forum for discussing issues on the AINP. This group discusses and share policy and operational issues for the AINP.⁷³

In the year 2013, the AINP streams consist of the Employee Driven Stream, the Strategic Recruitment Stream (SRS), and the Self-Employed Farmer Stream.⁷⁴ Individual program streams in the AINP are "defined by the application of unique criteria, and under this definition there are" three programs currently operating in the AINP.

Under the SRS, applicants can apply directly to the AINP without requiring an employer to support the application. The SRS is for jobs/occupations that are in demand in Alberta. The jobs falling under the SRS change according to the needs of the Alberta labour market. The SRS can be categorized under the following: Alberta Work Experience Criteria, Compulsory and Optional Trades Criteria and Engineering Occupation Criteria.

⁷² Government of Alberta, "Human Services, Annual Report 2011-12," 4.

⁷³ CIC, "Evaluation of the Provincial Nominee Program," 3.

⁷⁴ Government of Alberta, Alberta Immigrant Nominee Program, <http://www.albertacanada.com/immigration/immigrating/ainp.aspx>.

The Strategic Recruitment Stream⁷⁵ in the AINP exists in order to target specific occupations that are in demand in Alberta, such as Engineers and Tradespersons.

In June, 2013, the AINP started a new category under the SRS called the Alberta Work Experience Category. This category allows eligible foreign workers to nominate themselves for the AINP.⁷⁶ In the year 2010 AINP suspended SRS –US VISA Holder and Family Stream. These both streams were closed in 2013.

The AINP Employer Driven Stream is for an employer who wants to retain employees on permanent and full-time basis. The Employer Driven Stream can be categorized in the following manner: Skilled Worker, Semi-Skilled Worker, and International Graduate. Most of the categories in the AINP are employer (company) driven, which means the employer in Alberta has to apply (nominate) the potential candidate to the program. The companies must be incorporated or legally registered in Alberta or Canada and operate in Alberta. If the applicant does not have an employer or job offer, the applicant cannot apply to the AINP. Additionally, the AINP requires that an applicant work in Alberta for a minimum period of time on a temporary work permit, either as a TWF or as a post-graduation worker, and it only applies for international student graduates. The AINP currently limits eligibility under the Semi-Skilled Worker Category to five industries. The five industries are: Food and Beverage Processing; Hotel and Lodging; Manufacturing; Trucking; and Food Service.⁷⁷

⁷⁵ In 2011, the AINP changed its rules in the Strategic Recruitment Stream, Temporary Foreign Workers (TFW) certified by Alberta Optional Trade will be able to apply directly using the Strategic Recruitment Stream and not, as it was before, through the Employer driven stream.

⁷⁶ AINP, Alberta Work Experience Category, <http://www.albertacanada.com/immigration/campaigns/ainp-awe.aspx>.

⁷⁷ Government of Alberta , Semi-skilled worker criteria, <http://www.albertacanada.com/immigration/immigrating/ainp-eds-semi-skilled-criteria.aspx>

As stated earlier, all AINP applicants must have a full time job offer. Under the AINP, the company (employer) stipulates the number of nomination they intend to make, describe the job profile and specify settlement plans. The AINP allocates a fixed number of nominations to each company and a maximum number to each business sector. Semi-skilled employees must be employed for six months with the nominating company before they are eligible for the AINP. In 2011, the AINP made language testing mandatory.

The application process and the receipt of PR in the AINP are different from the federal program. The first part of the process involves Alberta, while the second part of the processing is handled by CIC. In the first phase of application, the intended applicant submits an application for the AINP to Alberta. The Alberta government assesses them against the requirements for the specific stream and, if the applicant meets the requirement, the Alberta government issues a nomination letter. The candidate has to submit the application to CIC's Centralised Intake Office at the Central Processing Centre in Sydney, Nova Scotia, Canada.⁷⁸

Once CIC receives the applications, it processes them and assesses them against the set criteria and admissibility screening. The successful nominees are then issued a visa they can use to obtain PR in Alberta. Once an AINP applicant "has been issued a visa and has presented the visa at a Canadian port of entry", the applicant is granted PR status and is considered a landed immigrant in Canada. The Alberta government does the initial screening for the AINP application when individuals "are selected for nomination, CIC is

⁷⁸ In 2009, the total number of PNP applications received for all provincial nominee programs represented 9% of the total number of immigration applications which includes the categories of: FSWs (Federal Skilled Worker); Business; Entrepreneurs; Self Employed; Investors; PNP; Live-in Caregivers; Canadian Experience Class; Family Class; and Refugees). CIC, "Evaluation of the Provincial Nominee Program," 21.

responsible for the admissibility screening”⁷⁹ for the AINP processing and final selection based on the economic establishment. However, CIC does all of the screening and processing of applications for the federal immigration program.

5. RESULTS AND FINDINGS

5.1 Immigration to Alberta

Immigration to Alberta has seen a drastic increase in the last five years. Averaging 29,519 new immigrants annually most were of the economic class, accounting for more than 70% on average (see figure 2). From 2008 to 2012, the number of immigrants arriving in Alberta increased by 48%. In 2012, Alberta received 35,764 immigrants and the majority (80%) of the immigrants arrived in Calgary or Edmonton. 14 % of immigrants made Alberta their landing destination (see table 3).

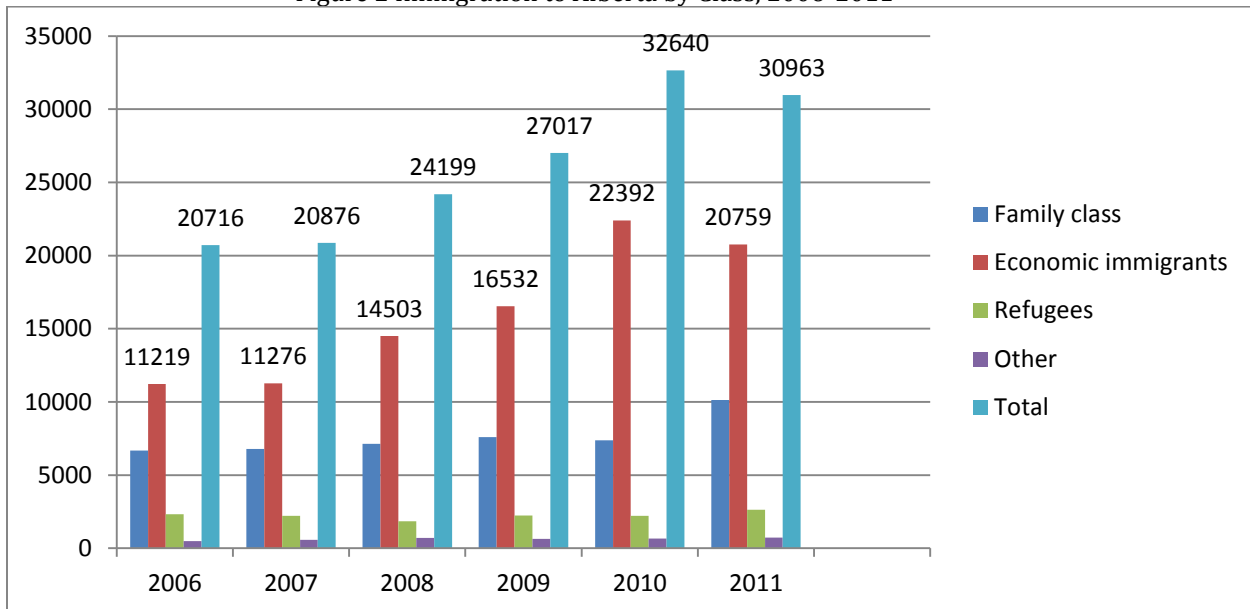
Table 3 Immigration to Alberta by Region, 2008-2012

	2008		2009		2010		2011		2012	
	Count	Per cent	Count	Per cent	Count	Per cent	Count	Per cent	Count	Per cent
Calgary	13,039	54%	13,708	51%	16,106	49%	15,060	49%	16,685	47%
Edmonton	7,517	31%	8,508	31%	11,009	34%	10,457	34%	11,806	33%
Red Deer	676	3%	537	2%	586	2%	759	2%	1,069	3%
Wood Buffalo	478	2%	681	3%	691	2%	731	2%	845	2%
Lethbridge	298	1%	483	2%	556	2%	509	2%	551	2%
Medicine Hat	181	1%	169	1%	207	1%	189	1%	205	1%
Other Alberta	2,012	8%	2,931	11%	3,495	11%	3,258	11%	4,603	13%
Alberta	24,201 (100%)		27,017 (100%)		32,650 (100%)		30,963 (100%)		35,764 (100%)	
Total Canada Immigration	247,247		252,172		280,690		248,751		257,515	

Source: CIC, *Preliminary table, Permanent and temporary resident*
<http://www.cic.gc.ca/english/resources/statistics/facts2012-preliminary/02.asp>

⁷⁹ CIC, “Evaluation of the Provincial Nominee Program,” 17.

Figure 2 Immigration to Alberta by Class, 2006-2011



Source: Extrapolated from Citizenship and Immigration Canada, *Annual Report to Parliament on Immigration* (Ottawa: Minister of Citizenship and Immigration, 2012), 21-22. Ministry of Enterprise and Advanced Education, *Alberta Immigration Progress Report 2011* (Edmonton: Government of Alberta), 15.

5.2 Statistical profile of AINP applicants

Table 4 shows the number of applicants who have applied to the AINP since 2002. In 2002, when the program was launched, only 85 applicants applied for the AINP. However, in the year 2009, 12,200 applicants applied to the AINP. There was a steady increase in AINP applicants from 2002 to 2009. After 2009, an average of 3,900 applicants applied for the AINP in the last three years. One of the reasons for the high number of applicants in 2009 was that many applied under the Family Stream (nominated from abroad) or the SRS - U.S. Visa Holder Category (nominated from the U.S.). In April 2010, the AINP suspended the SRS - U.S. Visa Holder Category (nominated from the U.S.) In August of the same year, the AINP suspended the Family Stream category.

Table 4 Total AINP Applications Received (Principal Applicant only), 2002-2012

Year	Status	Applications Received	Total
2002	n/a **	85	85
2003	n/a **	233	233
2004	n/a **	354	354
2005	Labour Market Opinion (LMO)	1	
	n/a **	510	511
2006	International Graduate	3	
	Labour Market Opinion (LMO)	5	
	n/a **	869	877
2007	International Graduate	8	
	Labour Market Opinion (LMO)	28	
	Other *	3	
	n/a **	1,382	1421
2008	International Graduate	302	
	Labour Market Opinion (LMO)	1,758	
	Other *	131	
	n/a **	1,715	3906
2009	International Graduate	233	
	Labour Market Opinion (LMO)	4,632	
	Other *	202	
	n/a **	7,133	12,200
2010	International Graduate	128	
	Labour Market Opinion (LMO)	4,023	
	Other *	86	
	n/a **	1,036	5,273
2011	International Graduate	190	
	Labour Market Opinion (LMO)	2,242	
	Other *	130	
	n/a **	147	2,709
2012	International Graduate	600	
	Labour Market Opinion (LMO)	2,456	
	Other *	318	
	n/a **	361	3,735

Note:

The level of detail captured by AINP on this measurement have changed over time.

Other* includes, for example, Intra-company Transferees, Spousal Work Permits, Working Holiday Visas, etc.

n/a** means the data was not captured and/or the applicant was not a Temporary Foreign Worker at the time of application. Individuals who are not TFWs were primarily nominated under the Family Stream (nominated from abroad) or the SRS U.S. Visa Holder Category (nominated from the U.S.).

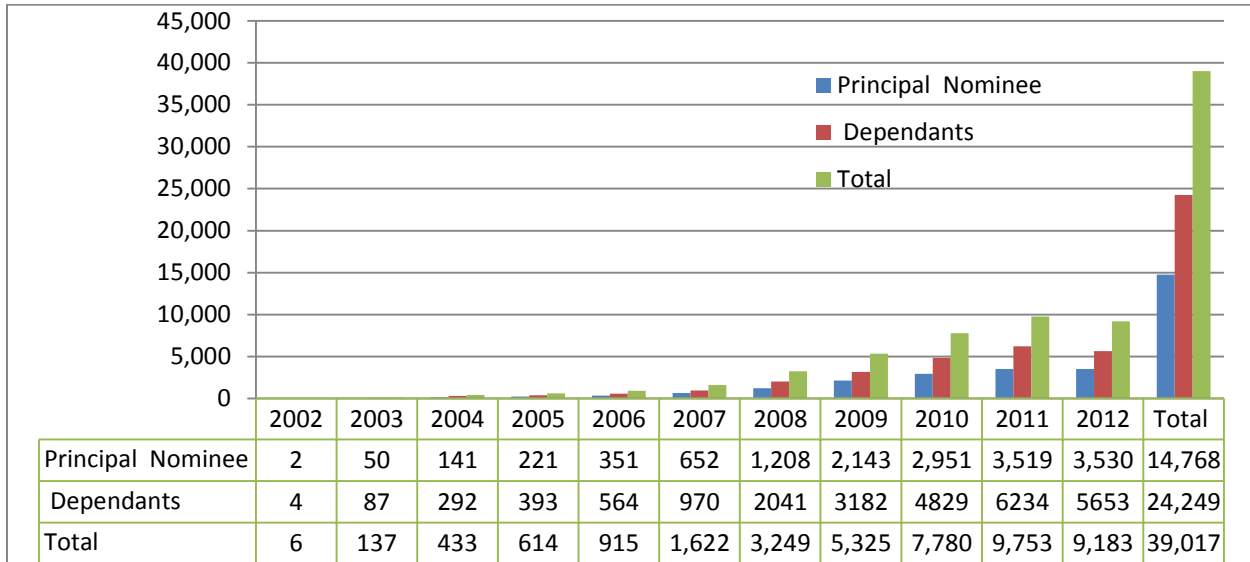
Source: Ministry of Enterprise and Advanced Education, Government of Alberta

5.2.1 Landing

Figure 3 shows the number of principal nominees and dependants who have landed under the AINP. From two principal nominees (when the program was started), in the year 2012 3,530 principal nominees landed through the AINP. In 2012, 9,183 prospective new immigrants landed in Alberta through AINP (principal nominee and their dependants). Overall, from 2005 to 2009, out of all the Provincial Nominees nominated in Canada,

Alberta’s share has been continuously increasing. In 2005, Alberta nominated 8% of the provincial nominees in Canada, which increased to 18.3% in 2009.⁸⁰

Figure 3 AINP Nominee & Dependants Landed in Alberta



Note: The AINP relies on data from Citizenship and Immigration (CIC) to track the landings of nominees and their dependants. CIC makes the decision on including dependants at the Permanent Resident visa stage. The Number of nominees and their dependants landing are an estimate and may vary over time as the nominee and their dependants do not have to land at the same time. The nominee will not necessarily arrive in Alberta in the same year that they are nominated due to the time required for processing the application.

Source: Ministry of Enterprise and Advanced Education, Government of Alberta

Table 5 represents the top three source countries for provincial nominees to Alberta during the period 2002-2010. In the early part of the program, from 2003- 2004, South Africa was the top country, later United Kingdom (2005-2008) and Philippines (2009-2012) became the top source countries for the AINP.

⁸⁰ CIC, “Evaluation of the Provincial Nominee Program,” 22.

Table 5 Top 3 Source Countries for AINP 2002-2012

Year	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Rank	Germany	South Africa	South Africa	United Kingdom	United Kingdom	United Kingdom	United Kingdom	Philippines	Philippines	Philippines	Philippines
1	(50%)	(18%)	(16%)	(16%)	(16%)	(17%)	(16%)	(22%)	(36%)	(39%)	(44%)
Rank	South Africa	USA	United Kingdom	Venezuela	South Africa	Philippines	Philippines	India	India	India	India
2	(50%)	(14%)	(14%)	(9%)	(11%)	(17%)	(15%)	(14%)	(17%)	(22%)	(17%)
Rank	n/a	India	U.S.A.	U.S.A.	U.S.A.	El Salvador	India	United Kingdom	China	China	China
3		(10%)	(13%)	(9%)	(9%)	(7%)	(9%)	(9%)	(5%)	(4%)	(5%)

Source: Ministry of Enterprise and Advanced Education, Government of Alberta

5.2.2 Age, Gender and Marital Status of AINP Nominees

Table 6 shows the age distribution of AINP nominees from 2002 to 2012. The majority of the AINP nominees were in the prime working age group: 30-39 years. In the last ten years, the share of principal nominees over the age of 50 has considerably decreased. The gender distribution of AINP nominees from 2002 to 2012 has seen remarkable changes. While the first years of the program saw an exceptionally high percentage of male nominees (90%), there was a greater share of female nominees from 2006, and in the last two years, around 30% of AINP nominees were female. The male to female ratio of AINP nominees is about three males for every female. Observing the marital status of AINP nominees, around 30% of the nominees are single (see table 4.4).

Table 6 Demographic Profile of AINP nominees from 2002-2012

Category		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
AGE	Under 29 years old	2 (5%)	1 (1%)	2 (1%)	20 (5%)	51 (6%)	114 (9%)	386 (14%)	523 (12%)	641 (13%)	703 (14%)	959 (24%)
	30-39 years old	10 (23%)	35 (22%)	65 (33%)	135 (34%)	323 (40%)	512 (40%)	1285 (46%)	2222 (53%)	2618 (52%)	2364 (46%)	1656 (42%)
	40-49 years old	14 (33%)	61 (39%)	77 (39%)	154 (39%)	302 (38%)	462 (36%)	810 (29%)	1091 (26%)	1346 (27%)	1494 (29%)	949 (24%)
	50 years old or more	17 (40%)	60 (38%)	53 (27%)	83 (21%)	125 (16%)	200 (16%)	324 (12%)	380 (9%)	407 (8%)	602 (12%)	416 (10%)
	Total	43 (100%)	157 (100%)	197 (100%)	392 (100%)	801 (100%)	1288 (100%)	2805 (100%)	4216 (100%)	5012 (100%)	5193 (100%)	3980 (100%)
GENDER	Female	4 (9%)	13 (8%)	47 (24%)	73 (19%)	145 (18%)	209 (16%)	621 (22%)	1019 (24%)	1257 (25%)	1638 (32%)	1220 (31%)
	Male	39 (91%)	144 (92%)	150 (76%)	319 (81%)	656 (82%)	1079 (84%)	2184 (78%)	3197 (76%)	3755 (75%)	3525 (68%)	2760 (69%)
	Total	43 (100%)	157 (100%)	197 (100%)	392 (100%)	801 (100%)	1288 (100%)	2805 (100%)	4216 (100%)	5012 (100%)	5193 (100%)	3980 (100%)
Marital Status	Common - Law	1 (2%)	6 (4%)	9 (5%)	25 (6%)	60 (7%)	69 (5%)	134 (5%)	154 (4%)	186 (4%)	184 (4%)	6 (0.2%)
	Divorced	n/a	3 (2%)	8 (4%)	16 (4%)	22 (3%)	38 (3%)	50 (2%)	60 (1%)	84 (2%)	133 (3%)	160 (4%)
	Married	3 (7%)	99 (63%)	131 (66%)	237 (60%)	459 (57%)	850 (66%)	1680 (60%)	2679 (64%)	3358 (67%)	3024 (59%)	93 (2%)
	Unknown (N/A)*	37 (86%)	17 (11%)	12 (6%)	8 (2%)	5 (1%)	14 (1%)	12 (0.4%)	103 (2%)	67 (1%)	14 (0.3%)	2221 (56%)
	Separated	n/a	1 (1%)	1 (1%)	6 (2%)	12 (2%)	9 (1%)	21 (1%)	23 (1%)	43 (1%)	73 (1%)	40 (1%)
	Single	2 (5%)	31 (20%)	36 (18%)	99 (25%)	242 (31%)	307 (24%)	900 (32%)	1186 (28%)	1251 (25%)	1715 (33%)	1445 (36%)
	Widow	n/a	n/a	n/a	n/a	1 (0.1%)	1 (0.1%)	8 (0.3%)	11 (0.3%)	23 (0.5%)	20 (0.4%)	15 (0.4%)
	Total	43 (100%)	157 (100%)	197 (100%)	392 (100%)	801 (100%)	1288 (100%)	2805 (100%)	4216 (100%)	5012 (100%)	5193 (100%)	3980 (100%)

Note: *Tracking of Marital Status has changed over time. Unknown ('N/A') marital status indicates gaps in the AINP data of this requested measure.

Source: Ministry of Enterprise and Advanced Education, Government of Alberta

5.2.3 Educational Attainment, Language Skills and Country of Birth

Table 7 shows the highest level of education held by AINP nominees. Fewer than 15% are educated only to secondary school. 50% of AINP nominees had a Bachelor's degree or higher when they were nominated.

Table 7 Educational Attainment and Country of Birth Profile of AINP nominees from 2002-2012

Category		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Education	Secondary or Less	1 (2%)	10 (6%)	16 (8%)	62 (16%)	259 (32%)	194 (15%)	455 (16%)	584 (14%)	922 (18%)	871 (17%)	460 (12%)
	Non-University Certificate or Diploma	6 (14%)	18 (18%)	32 (16%)	47 (12%)	87 (11%)	207 (16%)	616 (22%)	709 (17%)	855 (17%)	885 (17%)	530 (13%)
	Formal Trade Certification	12 (28%)	27 (17%)	22 (11%)	52 (13%)	78 (10%)	203 (16%)	221 (8%)	362 (9%)	416 (8%)	323 (6%)	361 (9%)
	Bachelor's Degree	11 (26%)	60 (38%)	79 (40%)	120 (31%)	231 (29%)	471 (37%)	1132 (40%)	1667 (40%)	1866 (37%)	2283 (44%)	1807 (45%)
	Master's Degree	11 (26%)	34 (22%)	34 (17%)	56 (14%)	61 (8%)	150 (12%)	274 (10%)	735 (17%)	737 (15%)	600 (12%)	663 (17%)
	PhD	2 (5%)	8 (5%)	13 (7%)	55 (14%)	84 (10%)	60 (5%)	105 (4%)	121 (3%)	147 (3%)	147 (3%)	112 (3%)
	Unknown (N/A)*	n/a	n/a	1 (1%)	n/a	1 (0.1%)	3 (0.2%)	2 (0.1%)	38 (1%)	69 (1%)	54 (1%)	47 (1%)
	Total	43 (100%)	157 (100%)	197 (100%)	392 (100%)	801 (100%)	1288 (100%)	2805 (100%)	4216 (100%)	5012 (100%)	5163 (100%)	3980 (100%)
Official Language Proficiency	English	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	French	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	English and French	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Neither	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Total	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
AINP Nominee Country of Birth	Africa & Middle	14 (33%)	39 (25%)	34 (17%)	49 (13%)	58 (7%)	95 (7%)	157 (6%)	262 (6%)	182 (4%)	193 (5%)	505 (13%)
	Asia & Australia	9 (21%)	41 (26%)	49 (25%)	89 (23%)	273 (34%)	511 (40%)	1574 (57%)	3197 (76%)	3876 (75%)	3987 (77%)	2602 (65%)
	Latin America & Caribbean	1 (2%)	8 (5%)	16 (8%)	75 (19%)	146 (18%)	138 (11%)	305 (11%)	256 (6%)	256 (5%)	418 (8%)	289 (7%)
	United States	5 (12%)	19 (12%)	20 (10%)	32 (8%)	53 (7%)	53 (4%)	68 (2%)	42 (1%)	45 (1%)	70 (1%)	80 (2%)
	Europe	14 (33%)	50 (32%)	78 (40%)	147 (38%)	271 (34%)	491 (38%)	701 (25%)	459 (11%)	653 (13%)	525 (10%)	504 (13%)
	Total	43 (100%)	157 (100%)	197 (100%)	392 (100%)	801 (100%)	1288 (100%)	2,805 (100%)	4216 (100%)	5,012 (100%)	5,193 (100%)	3,980 (100%)

Note:* Highest level of education is self-reported by AINP nominees. Tracking of 'education' has changed over time. Unknown ('n/a') level of education indicate gaps in the AINP data.

Source: Ministry of Enterprise and Advanced Education, Government of Alberta

The majority of AINP nominees are from the Asia-Pacific region, accounting for more than 60% of the AINP. The second highest were equally distributed from Europe, Africa and the Middle East. Over a period of time, AINP nominees from the United States has decreased, and in the last few years, they account for 2 % of AINP nominees (see table 7. The AINP has changed the way language ability data is tracked, so the Ministry was not able to provide the data. Though data on AINP language proficiency is not available, CIC notes that,

between 2005 and 2009, of all the landed provincial nominee program applicants, the majority (81.1%) had knowledge of English only, and hardly 4.3% of provincial nominee applicants were bilingual (English/French).⁸¹

5.2.4 AINP Nominees by Stream

Table 8 and Figure 4 shows AINP nominees by the stream in which they were nominated.

The Employer-Driven Stream was introduced in 2002, followed by the Self Employed Farmer Stream in 2004, and the Strategic Recruitment and Family Streams in 2008. More than 50% were nominated in the Employer-Driven Stream. The Strategic Recruitment stream has seen growth in last few years, and its shares have been around 20 %. Less than 1 per cent of AINP nominees are from the Self-Employed Farmer stream.

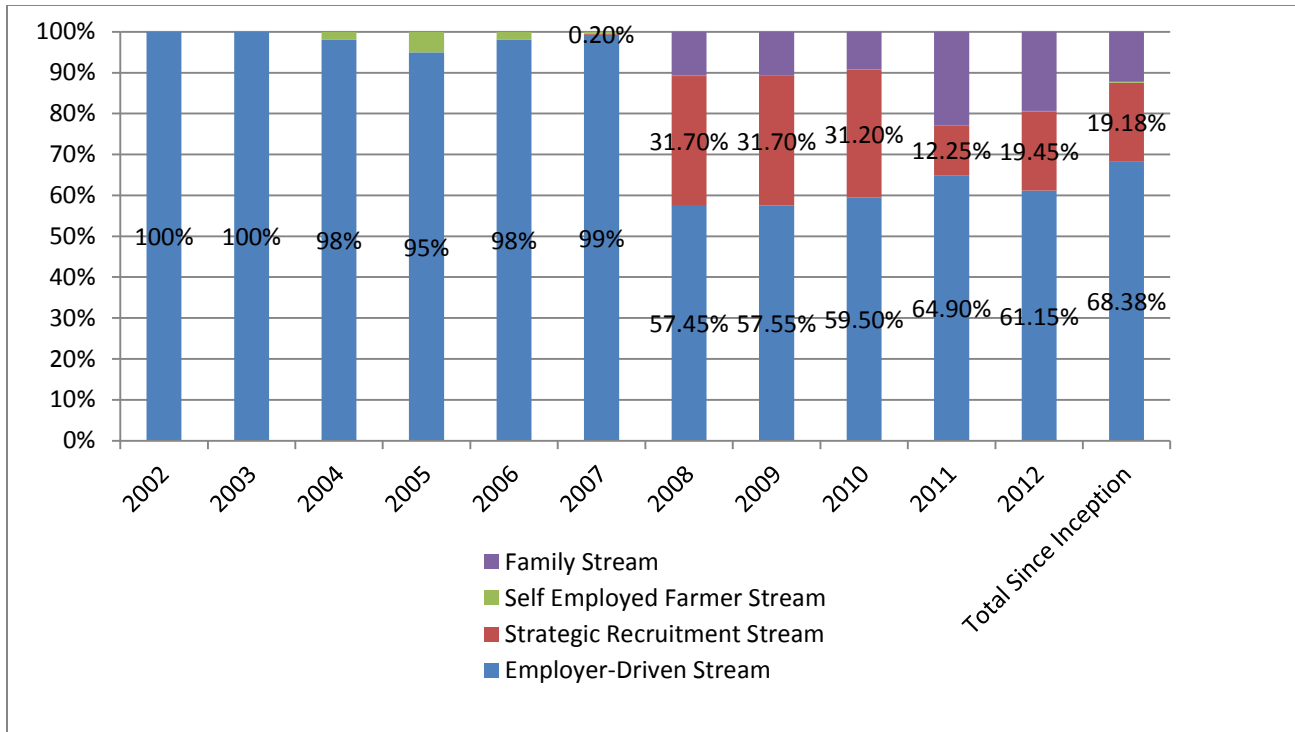
Table 8 AINP Nomination Made (Principal Applicants only) by stream, 2002-2012

Year→ Category ↓	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total Since Inception
Employer-Driven Stream	43	157	193	372	789	1279	2422	2426	2982	3351	2434	16,448
Strategic Recruitment Stream						2	306	1336	1563	632	774	4,613
Self Employed Farmer Stream			4	20	12	7	4	4	1	1	2	55
Family Stream							73	450	466	1,179	770	2,938
Total	43	157	197	392	801	1,288	2,805	4,216	5,012	5,163	3,980	24,054

Note: Employer-Driven Stream includes Semi-Skilled Category, Skilled Category and International Graduate Category
Source: Ministry of Enterprise and Advanced Education, Government of Alberta

Figure 4 Percentage Share by the Stream in AINP Nomination (Principal Applicants only), 2002-2012

⁸¹ CIC, "Evaluation of the Provincial Nominee Program," 23.

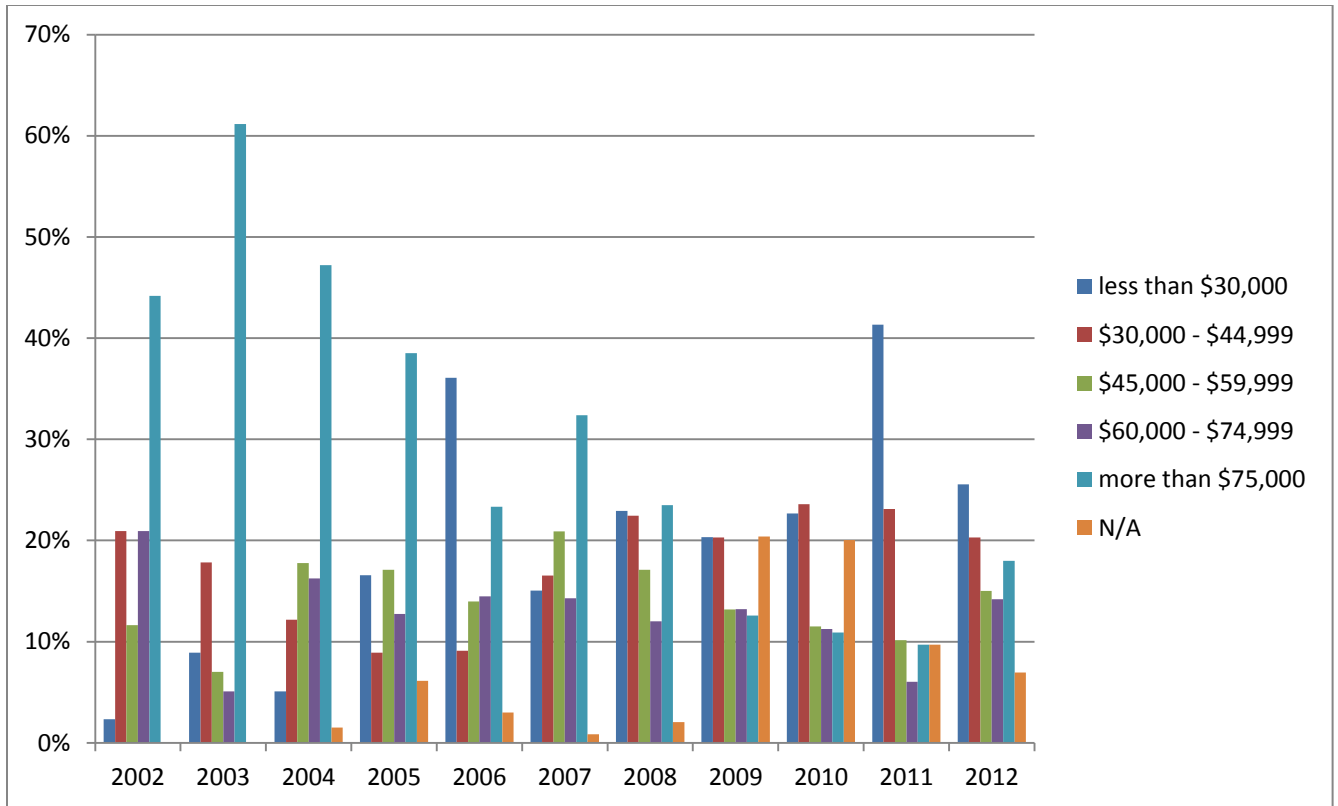


Source: Ministry of Enterprise and Advanced Education, Government of Alberta

5.2.5 AINP Nominee Employment and Economic Indicator

The applicant provides the job offer that specifies the salary that will be paid to the nominee applicant. The salary offer is treated as a contractual guarantee for the purpose of screening and assessing the applications. These salary offers were analysed as a part of the study. As indicated in figure 5 , on average, 25 % of applicants each year show a salary less than \$30,000.

Figure 5 Reported Income at the time of Applying to the AINP, (Principal Applicant only), 2002-2012



Note: The salary range only applies to nominees under the Employer Driven Stream, Self-Employed Farmer Stream and selected Strategic Recruitment Streams. The nominee's salary under the Employer Driven Stream is corroborated by the supporting Employer. Salaries for the Strategic Recruitment Stream nominees are self-reported. The salary for U.S. Visa Holder nominees (under the Strategic Recruitment Stream) was not tracked as these individuals were living and working in the U.S. at the time of nomination. The salary for Family Stream nominees was not tracked as these nominees were not employed in Canada at the time of nomination. Source: Ministry of Enterprise and Advanced Education, Government of Alberta

An AINP nominee is more likely to report employment and/or self-employment earnings compared to other provincial nominees. In the first year after landing, 95 % of AINP nominees report income. The AINP nominee has one of the highest average earnings among those for provincial nominees nominated by other provinces. According to CIC, at the end of the first year, AINP nominees earned on average \$79,000, and their earnings increase to above \$90,000 after three years. The AINP nominee employment earnings increases after three years in Canada; however, it decrease after five years in Canada. One

of the reason for the decreases in income can be, the secondary migration of other immigrants to Alberta, which brings down the employment earning in Alberta.⁸²

Retention of AINP nominees in Alberta is one of the key issues of the program. AINP nominees are nominated to fill specific labour market needs within Alberta. The retention rate among AINP nominees is one of the highest among PNPs. 95 % of AINP nominees who landed between 2002 and 2008 are still residing in Alberta. CIC notes that "... data regarding net migration over the 2000-2008 cohorts reveals that ... Alberta experienced positive net migration [34.9%]."⁸³

5.2.6 AINP Nomination and Temporary Foreign Worker

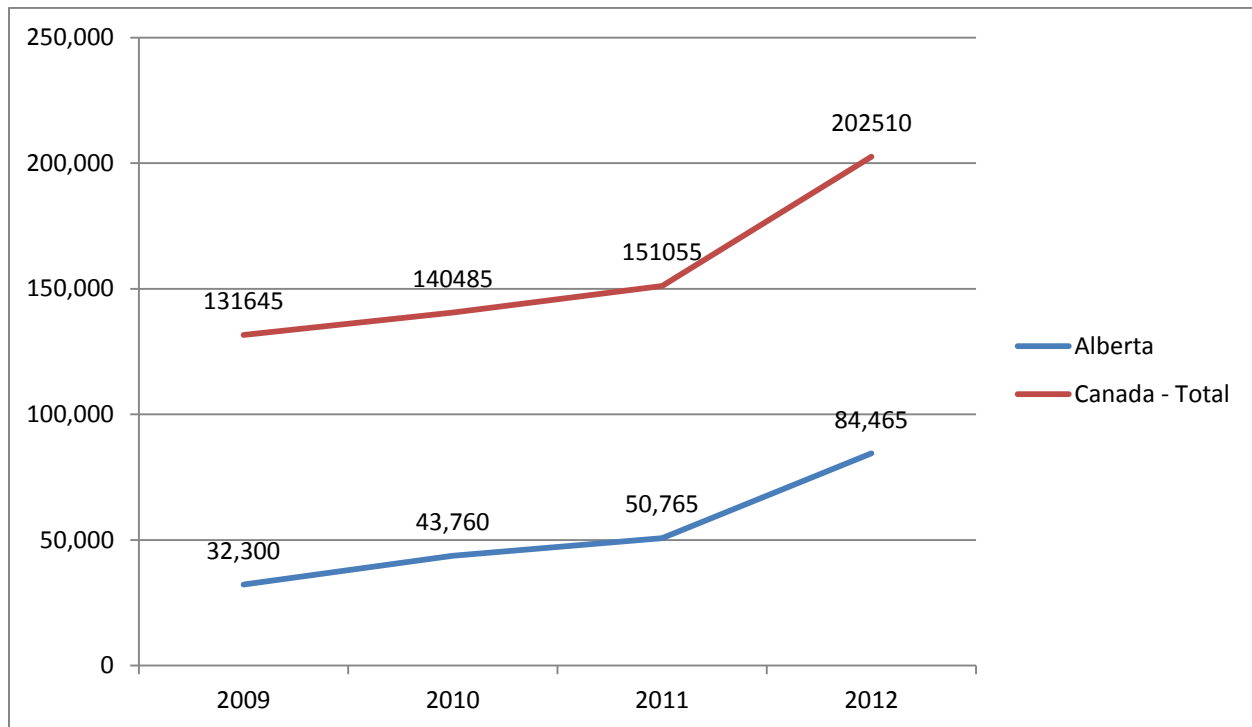
The Temporary Foreign Worker (TFW) is an integral part of the Albertan economy. TFWs enable companies in Alberta to hire foreign workers on a temporary basis to fill immediate skill and labour shortages. The number of TFWs in Alberta has been continuously increasing in the last four years (see figure 4.6). In the year 2012, 41 per cent of TFWs who entered Canada were working in Alberta. Alberta has about 84,000 TFWs in 2012, an increase of 35,000 from 2011. Until last year, TFWs required nomination from their employers for the AINP. In June 2013, the AINP started a new category called the Alberta Work Experience Category. This category allows eligible TFWs to nominate themselves for AINP.⁸⁴

⁸² "Evaluation of the Provincial Nominee Program," 37-41.

⁸³ *Ibid.*, 53.

⁸⁴ AINP , Alberta Work Experience Category, <http://www.albertacanada.com/immigration/campaigns/ainp-awe.aspx>

Figure 6 Number of Temporary Foreign Worker in Alberta , 2009-2012



Source : Extrapolated from Employment and Social Development Canada Data
http://www.hrsdc.gc.ca/eng/jobs/foreign_workers/lmo_statistics/annual2012.shtml

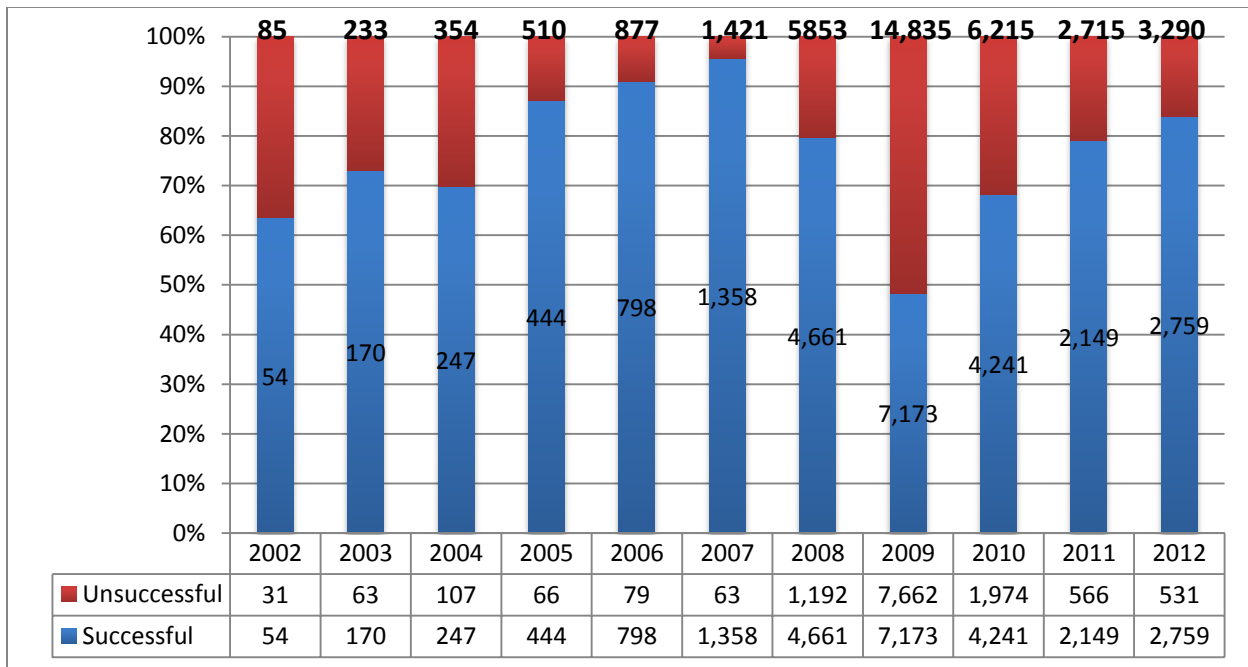
5.3 Program Design and Delivery

5.3.1 AINP Nomination Approval Rate

As discussed early, the application process through the AINP is a two stage process. The first part of the process involves the province of Alberta, and the second part of the processing is handled by CIC. In the first phase of application, the intended applicant submits an application for the AINP to Alberta. The Alberta government assesses them against the requirements for the specific stream and, if the applicant meets the requirements, the Alberta government issues a nomination certificate. The federal government (CIC) is responsible for the admissibility screening for the AINP processing and final selection.

The candidate has to submit the application to the CIC Centralised Intake Office at the Central Processing Centre in Sydney, Nova Scotia, Canada.⁸⁵ From 2002 to 2012, the nomination approval rate for AINP cases was more than approximately 60%. Last year, 2759 Alberta Provincial Nomination Certificates were issued (see figure7).⁸⁶

Figure 7 AINP Nomination Approval Rate, 2002 -2012



Notes:

AINP applications are not necessarily finalized in the same year they are received. For calculation, the author has excluded ‘in process, not yet finalised’ AINP applications. For the year 2005, 1 application is ‘in the process, not yet finalised’; 2008, 10 applications are ‘in the process, not yet finalised’; 2009, 52 applications are ‘in the process, not yet finalised’; 2010, 16 applications are ‘in process, not yet finalised’; 2011, 8 applications are ‘in process, not yet finalised’; and for 2012 (447 applications are ‘in process, not yet finalised’.

Source: Ministry of Enterprise and Advanced Education, Government of Alberta

⁸⁵ In 2009, the total number of PNP applications received for all provincial nominee programs represented 9% of the total number of immigration applications which includes: FSWs, Business, Entrepreneurs, Self Employed, Investors, PNP nominees, Live-in Caregivers, CEC, Family Class and Refugees. CIC, “Evaluation of the Provincial Nominee Program,” 21.

⁸⁶ For PNP cases across various provinces in Canada, the approval rate was approximately 96 %. “Evaluation of the Provincial Nominee Program,” 19.

From 2007 to 2012, the total number of applications received for the AINP increased annually. Specifically from 2008, AINP was receiving more applications, and in 2009, the AINP received a record 14,835 applications. Since 2010, AINP is receiving, on an average, 3000 applications a year. Though, data specific to how many AINP nominated applications were approved by CIC for PR are not available to the author. However, CIC reports that “from 2005 to 2009 the approval rate for PNP cases across all CVOAs was approximately 96%”.

5.3.2 AINP Processing Time

The processing time for AINP applications varies according to the stream in which the applicant has applied. For the Skilled Worker category, International Graduate category, Compulsory and Optional Trade category and the Engineering Occupation category the processing times are one month, and for Semi Skilled Worker category the processing time is four months.⁸⁷ As the AINP is a two stage process, the CIC takes approximately 16 months to process most PNP cases.⁸⁸ The average processing time for AINP application in the last ten years has been around seven months. The processing time of application depends upon the number of streams available through the AINP. It is also influenced by the volume of applications. In the year 2012 , the average processing time was nine months (see figure 8).

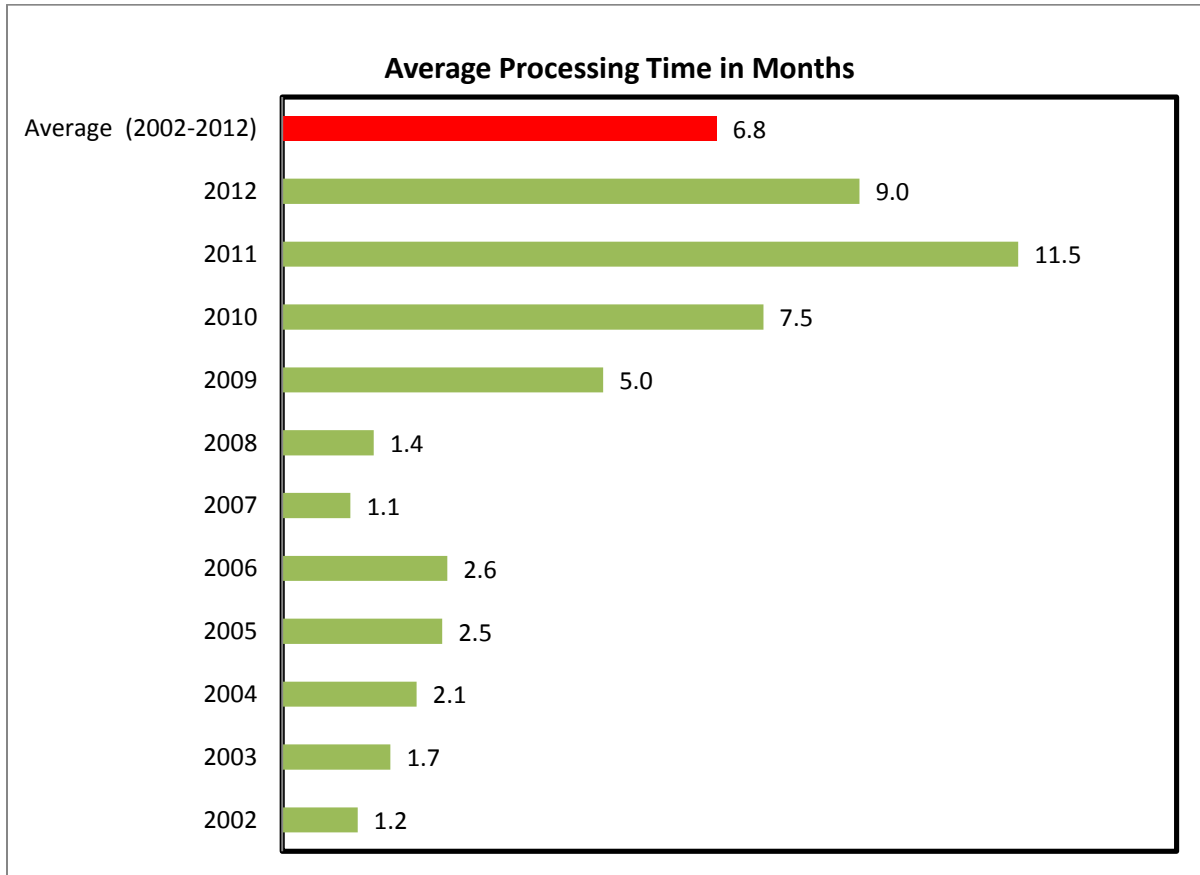
After the applicant receives the nomination certificate, they submit the complete application to CIC; the processing time (at the visa office) for the federal part of provincial

⁸⁷ Alberta Government , AINP processing time , <http://www.albertacanada.com/immigration/immigrating/ainp-processing-times.aspx>

⁸⁸ CIC, “Provincial Nominee Program, <http://www.cic.gc.ca/english/hire/provincial.asp>

nominee applications varies according to the region. The processing time for PNP applicants varies from 8 to 41 months.⁸⁹

Figure 8 AINP Completed Application Processing Time



Note: These processing times reflect processing times across all AINP streams and categories. Due to the volume of applications received in some AINP streams/categories, particularly in 2008 and 2009 in two specific categories, processing times for all applications increased over time.

Source: Ministry of Enterprise and Advanced Education, Government of Alberta

⁸⁹ CIC, Processing times for provincial nominee applications, April 24, 2013, <http://www.cic.gc.ca/english/information/times/perm/provincial.asp#europe>

5.3.3 AINP Target, Cost and Efficiency⁹⁰

Given that the AINP is jointly administered by the federal government and Alberta, the two levels of government allocate resources to the program independently.⁹¹ Within CIC, PNP is administered by the PR policy and program.⁹² The AINP is administered by the Workforce Strategies Department in the Ministry of Enterprise and Advanced Education, and the department allocated \$13,744,000 under 'Immigration Program Development and Support'.⁹³

In 2010-2011, the Ministry resources devoted to the AINP program stood at \$4.3 million and 33 FTEs (Full-Time Equivalents).⁹⁴ According to the Canadian Bar Association, the AINP employs approximately 35 people, 25 are program officers. The officers are allocated based on the processing demand and no officer is allocated to any particular AINP stream.⁹⁵ As the Ministry of Enterprise and Advanced Education is responsible for the AINP, the author reviewed the business plan for 2011-2014 and 2012-2015, and didn't come across any fiscal year target or specific plans for the AINP.⁹⁶ In each of the last few years since

⁹⁰ "The AINP is continually looking for ways to improve program efficiency, from clarifying/simplifying criteria and forms to streamlining the application intake and decision-making process. From a processing standpoint, the AINP champions "lean" processes (based on the Toyota Production System focussed on reducing waste). The AINP has a team committed to identifying and implementing change to improve AINP processes for users and staff. The AINP's recently launched Alberta Work Experience Category is based on lean principles – candidate is able to apply on own (without an employer) to a category with limited criteria, submitting a single AINP application form with limited supporting documents that are generally readily available. The AINP also makes continual improvements to its 2D barcode based applications, making them more users friendly as well as contributing to application input efficiencies." AINP, email message to author, July24, 2013.

⁹¹ According to the Ministry of Human Services, which was responsible for delivering the AINP in 2012, the consolidated statement of operations for the year ended March 2012; the AINP was allocated \$ 4,109,000 and the actual expense was \$3,404,000.

⁹² CIC, "Evaluation of the Provincial Nominee Program," 65.

⁹³ Government of Alberta, Annual Report 2012-13 (Edmonton: Ministry of Enterprise and Advanced Education, June 14, 2012), 62.

⁹⁴ CIC, "Evaluation of the Provincial Nominee Program," 66.

⁹⁵ "Top 10 Issues in PNP - Western Canada." http://www.cba.org/cba/cle/PDF/IMM11_Panel1B_Paper.pdf

⁹⁶ In the last few years, various ministries have been involved with administering the AINP. The author reviewed the business plans of the various ministries and found no reference to the AINP. There has been reference to immigration in Alberta in general, but there is no mention of the AINP in specific.

2009, excluding 2012, the AINP exceeded the target (benchmarked against CIC cap; see table 9).

The AINP doesn't charge the application fee, so it is difficult to measure the program revenue and operation costs of the program. The Immigration division has an annual budget of approximately \$48 million for the immigration program.⁹⁷ While there is no processing fee for the AINP applicant, the Self-Employed Farmer Stream applicants must make a minimum investment of \$500,000 in primary production farming business in Alberta.

Table 9 AINP Annual CIC Quotas,2002-2012

Year	Target	Actual
2002	No CIC cap	43
2003	No CIC cap	157
2004	No CIC cap	197
2005	No CIC cap	392
2006	No CIC cap	801
2007	No CIC cap	1,288
2008	No CIC cap	2,805
2009	4000	4,216
2010	5000	5,012
2011	5000	5,163
2012	5500	3,980
Total		24,054

Note: CIC implemented a nomination cap in 2009. During the calendar year, re-allocation of nomination quotas may take place between provinces under CIC's authority; therefore, the calendar year quota may fluctuate and the original quota may be exceeded. Initial calendar year quotas are presented in this table. Source: Ministry of Enterprise and Advanced Education, Government of Alberta

5.3.4 AINP Communication Strategies

For promoting the AINP, the Alberta government has a web portal that is specifically targeted to potential candidates. The Ministry website, AlbertaCanada.com, has been

⁹⁷ Government of Alberta, *Human Services Annual Report 2011-12*, (Edmonton: Ministry of Human Service , June 14, 2012), 39.

redesigned, and provides specific information about AINP. The site had one million hits last year.⁹⁸

The web portal has detailed information on the AINP and it includes: a description of the application categories and the requirements of each AINP stream. The web portal contains forms and instruction for completing the AINP application. The website also contains a frequently asked questions section and all information on the AINP is current.

Also, the AINP is promoted through collaborating with other departments such as Alberta Agriculture and Rural Development and the hotel and lodging industry. The department also takes part in international career fairs and through the Immigrate to Alberta Information Service, which has responded to 112,000 phone calls.⁹⁹ Many times, the AINP is promoted by working with or providing tools and advice to various industry associations or employers to attract employees in their respective industry.

6. CONCLUSION

Canada has one of the highest immigration rates in the world. Between 1990 and 2006, 3.9 million people immigrated to this country. Despite the current global recession, immigration to Canada is expected to remain at approximately between 240,000 to 265,000 immigrants for the year 2013. In Canada, immigration is influenced by federalism and the constitutional division of power under Sec 95 of the Constitution Act, 1867. Immigrants have traditionally settled in urban centers, especially in large cities. To overcome this imbalance, the Provincial

⁹⁸ Government of Alberta, “*Annual Report 2012-13*,” 19.

⁹⁹ Government of Alberta, “*Alberta Immigration Program Report 2011*,” 7.

Nominee Program (PNP) was introduced. The launching of the PNP program in the 1990s marks a shift in the role of province/territories in immigration policy in Canada.

The increasing role of the PNP in the immigration system creates an opportunity for prospective immigrants. Between 2008 and 2012, 66,472 immigrants became Canadian permanent residents through the PNP. In 2008, 8,343 immigrants landed in Canada through the PNP, which increased to 17,177, a rise of more than 100 percent in the last four years.

Manitoba was the first province to launch a PNP scheme; Alberta followed by having its own PNP scheme with the implementing of the AINP in 2002. During the last decade, Alberta has been taking an active interest in its immigration policy through its Alberta Immigration Nominee Program (AINP). Though the AINP commenced in 2002, as hitherto stated, the federal-provincial agreement was signed in 2007. The bilateral agreements between the province and Canada have no expiry date. The AINP is administered by the 'Workforce Strategies' department in the Ministry of Enterprise and Advanced Education. The AINP is designed to reduce workforce shortages at the provincial level, increase economic growth and attract immigrants to smaller towns and cities. The application process and the receipt of permanent residency in the AINP are different from the federal program. The first part of the process involves Alberta while the second part of the processing is handled by CIC.

Unlike other PNPs that seek population growth, the AINP is focused on addressing employer needs in Alberta and attracting a skilled workforce to strengthen labour shortages in key industries. Particular emphasis is placed on semi-skilled workers and

occupational trades. The AINP also targets the Temporary Foreign Worker (TWF) to become an immigrant in Alberta and contribute to the province's economy.

AINP is a medium-scale program, with an annual nomination of 4,000 applicants per year, which constitutes 10 percent of the annual immigrant settlement in Alberta. The role of the AINP in Alberta's immigration policy also becomes complex due to the fact that Alberta remains one of the major destinations for immigrants under the federal program.

Additionally, there has been a net migration of immigrants to Alberta from other provinces such as British Columbia and Saskatchewan.

Thus, the AINP is complementary to the federal program and acts as an incentive for TWFs working in Alberta to become permanent residents in Alberta. However, the AINP is not the leading source of newcomers for Alberta. The AINP creates new opportunities for immigration, especially among semi-skilled workers in Alberta. The AINP also gives skilled workers the option of immigrating to Canada. This is particularly beneficial for individuals who possess skills that are not in the Federal Skilled Worker Program list.

The AINP has significantly grown in the last 10 years, from just over 6 people admitted in 2002 to almost 9,183 (principal and dependents) in 2012. Provincial nominees accounted for 33 percent of economic class admissions and 23 percent of total immigration to Alberta in 2010.

The AINP has been successful not only in attracting immigrants but also in retaining them as well. As the CIC notes, the retention rate among AINP nominees is one of the highest among PNPs: 95 percent of AINP nominees who landed between 2002 and 2008 are still

residing in Alberta. This clearly demonstrates that AINP has been successful with respect to its objective of reducing workforce shortages at the provincial level.

The AINP has been quite successful in identifying many labour needs. Several new categories have been added under various streams such as the recently launched Alberta Skill Category. The AINP provides for a broader nomination base and reflects a different approach to the Federal Skilled Worker Program. By allowing immigration in non-skilled occupations, it creates a departure from the focus on skilled labour at the federal level. Most of the applicants in the semi-skilled stream are TFWs who stay on the job for the purpose of nomination. There was a concern that TFWs are being exploited as the employer had to nominate the applicant. The Alberta Skill category is a step in the right direction, where the applicant can nominate himself/herself.

Upon examining the characteristic of AINP nominees, immigrants entering the province through this program had a high level of education: 50 percent of AINP nominees had a Bachelor's degree or higher when they were nominated. The mean income of the AINP nominee was greater than that of other provincial PNP nominees. According to CIC, at the end of the first year, the AINP nominees earned an average of \$79,000. Most of the AINP nominees were of the prime working age group, and the share of female nominees is increasing. In the last two years, 30 percent of nominees were female. From 2002 to 2012, most of the AINP nominees were from the Asia-Pacific region. Philippines, China, UK and India are a significant source of AINP nominees, together accounting for over 40 percent of AINP nominees.

7. EMERGING POLICY ISSUES

Some institutional changes are already visible in the AINP. CIC implemented a nomination cap for the AINP in 2009. During the calendar year, re-allocation of nomination quotas may take place between provinces under CIC's authority; therefore, the calendar year quota may fluctuate, and the original quota may be exceeded. The availability of the AINP stream or category is dependent upon the application volume and labour market needs. The AINP can close any stream or category at any time, without prior notice. This clearly shows that annual nomination caps are symbolic and are thereby allowing growth according to Alberta's needs.

Today there are more PNP immigrants in Canada. Last year (2012), there was around 40,000 provincial nominees (principal applicants and dependents), which is a 100 percent increase compared to 2008. Alberta's agreement with the federal government on provincial nominees is for an indefinite duration, which alludes to the perpetuity of this agreement and thus allows the province to have a greater say in immigration policy.

The AINP introduces a new dynamic to immigration policy in Alberta. While provincial participation in immigration policy is not a new phenomenon, the key question is the interaction between the federal and the provincial government as the AINP is a two stage process. In the first stage, the province has a role, and the second stage involves the federal government. This two-tiered system creates a unique challenge for applicants. If we observe the waiting time, last year (2012) at the provincial level the applicant waited for an average of 7 months and upon adding another 18 months at the federal level, the AINP applicant had to wait a total of 25 months (more than 2 years) to get approval. As a result, the AINP should explore ways to reduce the waiting time.

Monitoring the AINP nominees is a crucial aspect of the program. The monitoring ends when the applicants land in Alberta. Though the Charter of Rights and Freedoms allows free mobility for landed immigrants to reside anywhere in Canada, monitoring landed AINP nominees and identifying the characteristics of successful nominees (those who are still in Alberta), especially in the semi-skilled category, would provide useful information to refine the AINP program and make it more effective. Given that the AINP may change quickly and without notice in such matters as categories and eligibility for AINP nomination, the policy landscape becomes quite dynamic and, as a result, requires constant monitoring.

Different selection criteria at the provincial level create a unique set of challenges for applicants. For example, the new 'Federal Skilled Trades Program' launched by the federal government in January 2013 clearly competes with the skilled trade category of the AINP.¹⁰⁰ The first permanent resident landed in August 2013 through this program. This evidently shows the ever-moving environment in which the AINP operates. Ergo, the AINP which reflects the provincial needs and interests requires being reconciled with other immigration programs. The increasing complexity of different considerations requires a comprehensive study of the AINP with emphasis on each stream and category that must also encompass AINP interaction with other FSWPs or PNPs.

On the other hand, the AINP website is quite comprehensive. Nonetheless, the AINP could attract more applicants if the AINP information is available in other languages. Providing data in other languages would allow the AINP applicants to understand the program criteria in a better way and would consequently be useful for potential immigrants. The

¹⁰⁰ CIC, "Canada welcomes the first immigrant under Federal Skilled Trades Program," <http://www.cic.gc.ca/english/department/media/releases/2013/2013-08-16.asp>.

AINP should also consider providing the website information on the AINP in the languages of the countries of the AINP's target market.

According to the communication received by the author, Alberta conducts an evaluation of the AINP, which is also mandated by the Federal- Alberta agreement. However, statistics or policy documents are not available on the AINP website. Furthermore, reports on the AINP are not made public. There can be many reasons for the lack of information and evaluation on the AINP in the public domain. The information reported to the public by the Ministry via their annual report only includes landed nominees through the program.

Therefore, performance indicators are needed for the AINP that can be shared in the public domain, which would create greater accountability. A financial analysis comparing actual costs to the projected figure for the AINP should be done. To provide better answerability to the public, the Ministry should report the performance of the AINP on its website. This study showed that limited information was available on the AINP to assess the efficiency of the program.

One of the objectives of the AINP was to retain TWFs, at the work place, by giving them permanent residence. The AINP wants to encourage immigration to smaller cities in Alberta. Using data from CIC, the study shows 80 percent of immigrants are in the Calgary CMA and the Edmonton CMA. Given that the AINP does not impose restrictions on mobility as this would be unconstitutional, the success of the AINP requires that Alberta retain the nominee in smaller cities.

Less than 1 percent of AINP nominees are from the Self-Employed Farmer Stream. The AINP should track the outcome of this particular AINP stream and how it can be better

aligned with the overall objective of the program. The Self-Employed Farmer Stream should be examined to see if it is attracting the type of business investment that is required in Alberta.

Although the AINP has focused on the economic needs of Alberta, the program should also look at ways to provide a viable tool for maintaining family connections. With the family category stream removed from AINP and with the reduction in the number of independent and family class applicants being processed through federal programs, it is becoming quite difficult for the AINP nominated PR to sponsor a family member. The AINP should explore starting the family category stream for applicants working and residing in smaller Alberta cities. This will also help Alberta retain PR in smaller cities.

Managing and improving the efficiency of the AINP requires further investment by Alberta. There are many ways to do the latter. For example, an increase in administrative staff can improve the processing time of the application. In 2010-2011, the Ministry resources devoted to the AINP program stood at \$4.3 million and 33 FTEs (Full-Time Equivalents). The availability of financial and administrative resources is important in delivering the program. The Ministry should explore charging a nominal fee for the AINP applicants as this will give the Ministry additional resources.

The literature on AINP remains scarce. This study offers a preliminary observation on the AINP. It sets out a background for further research on the AINP. Alberta is starting to grapple with policy questions on immigration. This report hopes to have provided a starting policy note for additional research and debate on the different available options to improve program efficiency.

References

Carter, Tom, Manish Pandey, and James Townsend. "The Manitoba Provincial Nominee Program Attraction, Integration and Retention of Immigrants." IRPP Study, No10, Institute for Research on Public Policy, Canada. 2010.

Campbell, David. "Canada's pattern of immigration spreads east and west," *Globe and Mail*, February 24, 2012, <http://www.theglobeandmail.com/report-on-business/economy/economy-lab/canadas-pattern-of-immigration-spreads-east-and-west/article548779/>

Canada Border Services Agency Act, S.C. 2005, c. 38, s. 2. March 2013, <http://laws-lois.justice.gc.ca/eng/acts/c-1.4/page-1.html>

Citizenship and Immigration Canada. *Annual Report to Parliament on Immigration*. Ottawa: Minister of Citizenship and Immigration, 2012.

Citizenship and Immigration Canada. *Backgrounder— Immigration Level Planning: Public and Stakeholder Consultations*.

<http://www.cic.gc.ca/english/department/media/backgrounders/2012/2012-07-31.asp>

Citizenship and Immigration Canada. *Provincial Nominee Program*.

<http://www.cic.gc.ca/english/immigrate/provincial/index.asp>

Citizenship and Immigration Canada. *Backgrounder — Government of Canada 2012-13 Settlement Funding Allocations*.

<http://www.cic.gc.ca/english/department/media/backgrounders/2011/2011-11-25.asp>

Citizenship and Immigration Canada. *Settlement Funding Allocations*.

<http://www.cic.gc.ca/english/department/media/backgrounders/2011/2011-11-25.asp>

Citizenship and Immigration Canada. *Settlement Funding Allocations* Ottawa: CIC, 25 November 2011.

<http://www.cic.gc.ca/english/department/media/backgrounders/2011/2011-11-25.asp>

Citizenship and Immigration Canada. *Newsletter*.

<http://www.cic.gc.ca/english/resources/enewsletter/2012/12/interest.asp>

Citizenship and Immigration Canada. *Federal Skilled Immigration Trade*.

<http://www.cic.gc.ca/english/department/media/releases/2013/2013-08-16.asp>

Citizenship and Immigration Canada. *Preliminary table, Permanent and temporary residents*

<http://www.cic.gc.ca/english/resources/statistics/facts2012-preliminary/01.asp>

Citizenship and Immigration Canada. *Forging our legacy: Canadian citizenship and immigration, 1900-1977*. Ottawa: CIC, 2010.

<http://www.cic.gc.ca/english/resources/publications/legacy/chap-3.asp#chap3-4>.
Constitution Act, 1867, Distribution of Legislative Powers, s. 95. <http://laws-lois.justice.gc.ca/eng/Const/page-4.html#docCont>

Department of Citizenship and Immigration Act S.C. 1994, c. 31, March 2013 . <http://laws-lois.justice.gc.ca/eng/acts/C-29.4/page-1.html>

EnviroNics. *Focus Canada 2010: Public Opinion Research on the Record Serving the Public Interest*, Canada: EnviroNics, 2010. http://www.queensu.ca/cora/_files/fc2010report.pdf

Elliott, Louise. "Skilled trades stream targets 3,000 foreign workers in 2013," *CBC News*. December 10, 2012 , <http://www.cbc.ca/news/canada/story/2012/12/08/pol-skilled-trades-program-kenney.html>

Fong , Eric and Elic Chan. "An Account of Immigration Studies in The United States and Canada, 1990-2004." *The Sociological Quarterly* 49 (2008): 483-502.

Friesen, Joe. "Why Canada needs a flood of immigrants," *Globe and Mail*, May 04. 2012. <http://www.theglobeandmail.com/news/national/time-to-lead/why-canada-needs-a-flood-of-immigrants/article4105032/?page=all>

Government of Alberta. *Supporting Immigrants and Immigration to Alberta - An Overview*. Edmonton: Alberta Government , 2005. http://eae.alberta.ca/documents/WIA/WIA-IM_framework_overview.pdf

Government of Alberta. *Human Services Annual Report 2011-12*, Edmonton: Ministry of Human Service , June 14, 2012.

Government of Alberta, *Annual Report 2012-13*. Edmonton: Ministry of Enterprise and Advanced Education, June 14, 2012.

Government of Alberta, *Alberta Immigration Program Report 2011* , Edmonton: Ministry of Human Services.

Government of Alberta. *Alberta Immigration Progress Report, (Edmonton: Alberta Government, 2011)*. <http://eae.alberta.ca/documents/WIA/WIA-IM-immigration-progress-report.pdf>

Government of Alberta , Semi-skilled worker criteria,
<http://www.albertacanada.com/immigration/immigrating/ainp-eds-semi-skilled-criteria.aspx>

Government of Alberta , Alberta Work Experience Category,
<http://www.albertacanada.com/immigration/campaigns/ainp-awe.aspx>

Grubel, Herbert. *The Effects of Mass Immigration on Canadian Living Standards and Society*, ed. Canada: Fraser Institute, 2009.

Grubel, Herbert and Patrick Grady. *Immigration and the Canadian Welfare State 2011*. Canada: Fraser Institute, 2011.

Immigration and Refugee Protection Act, SC 2001, c 27. 7 March. 2013.
<http://www.canlii.ca/t/51zdp>

Immigration and Refugee Protection Regulations, SOR/2002-227.8 March. 2013
<http://www.canlii.ca/t/51z mh>

International Organization for Migration. *Essentials of Migration Management* .UN: Geneva, 2004. http://www.rcmvs.org/documentos/IOM_EMM/intro/V2Intro_CM.pdf

International Organization for Migration. *Global Estimates and Trends* .
<http://www.iom.int/cms/en/sites/iom/home/about-migration/facts-figures-1/global-estimates-and-trends.html>

Klien, Eva. *Can Immigration Solve Alberta's Skill Shortage?* Calgary: University of Calgary, February 24, 2012.
<http://haskayne.ucalgary.ca/files/haskayne/Can%20Immigration%20Solve%20Alberta's%20Skill%20Shortage.pdf> ;

Javdani, Mohsen and Krishna Pendakur. *Fiscal Transfers to immigrants in Canada*. Working Paper 11-08. Canada: Metropolis British Columbia Centre of Excellence for Research on Immigration and Diversity, 2011.

Lodermeier, J Vanessa. *A Chance for a Better Life: Development of the Immigrant Workforce in Smaller Communities and Rural Alberta*. Calgary: Bow Valley College, September 20, 2012.
<https://www.bowvalleycollege.ca/Documents/Regional%20Stewardship/Final%20Report.pdf>

Mansell, L Robert and Ron Schlenker. *Energy and the Alberta Economy: Past and Future Impacts and Implications. Paper No. 1 of the Alberta Energy Futures Project* Calgary : University of Calgary, 2006 , 6 .

<http://www.iseee.ca/media/uploads/documents/AB%20Energy%20Futures/policypapers/1-Energy%20and%20the%20Alberta%20Economy%20Past%20and%20Future%20Impacts%20and%20Implications.pdf>

McDonough, Patricia Lynn. "Nova Scotia's Provincial Immigration Policy: The Failure of the Business Mentorship Program." MA diss., Ryerson University, Toronto, 2008.

Nathaniel, M. Lewis. "A Decade Later: Assessing Successes and Challenges in Manitoba's Provincial Nominee Program." *Canada Public Policy* 36, no. 2 (2010): 241-264.

Pandey, Manish and James Townsend, "Quantifying the Effects of the Provincial Nominee Programs." *Canadian Public Policy* 37, no. 4 (2011): 495-512.

Pavlova, Radostina. "Provincial Immigration Policies: The Case of Ontario's Pilot PNP ." MA diss., Ryerson University, Toronto, 2008 .

Provincial Nominee Program . Citizenship and Immigration Canada.
<http://www.cic.gc.ca/english/immigrate/provincial/index.asp>

Puttagunta ,S. Paratha. " Invasion of the "Immigrant Hordes": An Analysis of Current Arguments in Canada Against Multiculturalism and Immigration Policy." PhD diss., University of British Columbia, Canada, 1998. ProQuest, (NQ27229).

Kostov, Chris. "Canada-Quebec immigration agreements (1971-1991) and their impact on federalism." *The American Review of Canadian Studies* 38, no. 1 (2008): 91-103.

Seidle, F Leslie. "Intergovernmental immigration agreements and public accountability," *Policy Options*, July-August (2010): 49-53.

Statistics Canada. *Canada's Ethno cultural Mosaic, 2006 Census* Ottawa: Statistics Canada, 2008.

Statistics Canada. *Immigration in Canada: A Portrait of the Foreign-born Population, 2006 Census* . Ottawa: Statistics Canada, 2007.
<http://www12.statcan.ca/census-recensement/2006/as-sa/97-557/pdf/97-557-XIE2006001.pdf>

Statistics Canada, *Quarterly Demographic Estimates: Highlights* .Ottawa: Statistics Canada, 2012. <http://www.statcan.gc.ca/pub/91-002-x/2012002/aftertoc-aprestdm1-eng.htm>

Statistics Canada. *Ethnicity and Immigration. In Canada Year Book* . Ottawa: Statistics Canada, 2012. <http://www.statcan.gc.ca/pub/11-402-x/2012000/chap/imm/imm-eng.htm>

Statistic Canada. *Visible Minority*.
<http://www.statcan.gc.ca/concepts/definitions/minority01-minorite01a-eng.htm>

Statistics Canada . *Definition of Immigrant*. <http://www.statcan.gc.ca/pub/81-004-x/2010004/def/immigrant-eng.htm#cont>

Suhasini , Gloria. " New policies could change the demographics of Canada". Canadian Immigrant. <http://canadianimmigrant.ca/immigrate/new-policies-could-change-the-demographics-of-canada>

Wingrove, Josh. "Flaherty heaps praise on Alberta, calls it vital to Canada's growth." *Globe and Mail*, April 12, 2012, <http://www.theglobeandmail.com/news/politics/flaherty-heaps-praise-on-alberta-calls-it-vital-to-canadas-growth/article4100167/>

Vineberg, R.A. "Federal-provincial relations in Canadian immigration." *Canadian Public Administration* 30, no. 2(1987): 299-317.

Zhang, Haimin. "Centralized vs. Decentralized Immigrant Selection: An Assessment of the BC Experience." Working paper no. 12-04, Metropolis British Columbia Centre of Excellence for Research on Immigration and Diversity, Canada, 2012.