



Citizenship and
Immigration Canada

Citoyenneté et
Immigration Canada

Evaluation of the Provincial Nominee Program

Evaluation Division

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List of acronyms

AB	Alberta	NB	New Brunswick
ADM	Assistant Deputy Minister	NHQ	National Headquarters
AEO	Arranged Employment Offer	NL	Newfoundland and Labrador
BC	British Columbia	NOC	National Occupational Classification
CEC	Canadian Experience Class program	NS	Nova Scotia
CIC	Citizenship and Immigration Canada	NT	Northwest Territories
CPI	Consumer Price Index	OAG	Office of the Auditor General
CRA	Canada Revenue Agency	OLMC	Official Language Minority Community
CVOA	Canadian Visa Office Abroad	ON	Ontario
DM	Deputy Minister	PA	Principal Applicant
EI	Employment Insurance	PAA	Program Activity Architecture
EWG	Economic Working Group	PEI	Prince Edward Island
FOSS	Field Operations Support System	PN	Provincial Nominee
FPT	Federal-Provincial/Territorial	PNP	Provincial Nominee Program
FTE	Full-time Equivalents	PR	Permanent Resident
FSW	Federal Skilled Worker	PT	Provincial/Territorial or Province/Territory
FSWP	Federal Skilled Worker Program	SK	Saskatchewan
IMDB	Longitudinal Immigration Database	TB	Treasury Board
IOM	International Organization for Migration	TFW	Temporary Foreign Worker
IPM	Immigration Program Manager	TFWP	Temporary Foreign Worker Program
IRPA	Immigration and Refugee Protection Act	UK	United Kingdom
IRPR	Immigration and Refugee Protection Regulations	USA	United States of America
MB	Manitoba	YT	Yukon Territory
MI	Ministerial Instructions		
MOU	Memorandum of Understanding		

Executive summary

Purpose of the evaluation

The evaluation of the Provincial Nominee Program (PNP) addressed thirteen evaluation questions related to program relevance and performance. Program relevance was assessed in terms of a) continued need; b) alignment with government objectives and priorities; and, c) consistency with respect to federal roles and responsibilities. Program performance was assessed by examining results in terms of a) effectiveness and b) efficiency and economy.

The evaluation was designed to address the complexity of the PNP by using multiple methods and lines of evidence. In the course of the evaluation, data was collected and analyzed from a variety of primary (e.g., interviews, surveys and focus groups) and secondary sources (document and literature review, as well as federal government databases – Field Operations Support System (FOSS) and Longitudinal Immigration Database (IMDB)). Key data sources for primary data collection included provincial/territorial (PT) representatives, provincial nominees (PNs), CIC representatives, including those in Canadian Visa Offices Abroad (CVOAs), as well as employer and stakeholder representatives in PTs.

The timeframe of the evaluation covered the 2005 – 2009 period. However, part of the analysis used the Longitudinal Immigration Database (IMDB), which considered PNs landed from 2000 – 2008.

The Provincial Nominee Program

The PNP allows for the eleven participating PTs¹ to nominate potential immigrants whom they believe will meet particular PT needs, and who intend to settle in the PT that nominates them. Moreover, PNP is a mechanism that facilitates economic immigration to Canada. As such, the PNP has four main objectives (PNP logic model, 2009):

- To increase the economic benefits of immigration to PTs, based on their economic priorities and labour market conditions;
- To distribute the benefits of immigration across all PTs²;
- To enhance Federal-Provincial/Territorial (FPT) collaboration; and
- To encourage development of official language minority communities.

While the PNP was initially focused exclusively on attracting skilled workers to contribute to the provinces' economic objectives, many PTs have incorporated additional objectives, such as regional development and population growth, into their PN programs over time. The PNP operates under individual agreements between the federal government and each PT government.

At the PT level, PNP is managed by each PT's department or ministry of labour, education or immigration. Individual PN program streams are defined by the application of unique criteria, such as targeting specific occupational sectors, different requirements regarding job offers, and different requirements around work experience or language ability. By this definition, there are

¹ Including British Columbia, Yukon, Alberta, Northwest Territories, Saskatchewan, Manitoba, Ontario, New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland and Labrador.

² This objective is often described as 'regionalization' and refers to spreading the benefits of immigration across Canada.

over 50 PN program streams currently operating in the 11 jurisdictions. Moreover, as each PT's labour market and/or population needs change over time, so do their available streams of PNP.

For the purposes of analyzing the evaluation evidence, the various iterations of PN programs operating across the 11 PTs are categorized into seven streams: Skilled Worker; Semi-Skilled Worker; Business; International Student Graduate; Family Connection; Community-Sponsored; and Strategic Recruitment.

Scope and limitations

- Given that this is a federal evaluation, specific PT PN programs were not evaluated. External factors are different in each PT, as are labour market needs. Thus, results must be considered in the appropriate context³.
- The evaluation focuses on principal applicants and does not cover spouses and dependants.

The limitations presented below should be considered when reviewing the evaluation results.

- Given the nature of the population and program under study, finding an appropriate population and program against which to compare is difficult.
- Information by PT stream is only collected by PTs, and not in a consistent manner across PTs, limiting the evaluation's ability to present a comprehensive picture of PNs by stream.
- There are several data sources and periods covered for PN outcome information, which means that outcomes, such as incidence of employment, and earnings, are reported using a variety of measures.
- There may be biases in the PN survey due to location and language ability of respondents.
- Employer and focus group respondents were not selected randomly.

Main findings

The main findings associated with the evaluation are presented below.

Findings – relevance

- All stakeholder groups consulted for the evaluation reported a continuing need for the program.
- The program is aligned with the CIC strategic outcome related to the benefits of migration on Canada's economic development and the broader Federal Government priority related to regional development.
- The federal government has a role in both the policy and operational aspects of the PNP. This role is felt to be appropriate by key informants.
- While the PT PNP streams share similar themes and objectives with several federal economic immigration programs, they also include several distinct elements that allow the program to directly address PT-specific needs.

³ This evaluation includes (under separate cover) provincial profiles to depict as much as possible the specificities of the PNP within each PT.

Findings – performance

How the program is meeting PT needs

- According to PT interviewees, PNP is addressing PT local and regional labour market needs (including filling specific skill shortages), attracting investment, and contributing to population growth.
- Only one Province has a formal labour market strategy that directly links labour market shortages to immigration and, ultimately, to their PN program. Most PTs rely on consultations with stakeholders and more general labour market or planning documents. Therefore, this makes it hard to assess to what extent admitted PNs actually meet PT needs.

Economic outcomes

- The vast majority of PNs are becoming established economically, reporting employment or self-employment earnings each year, by years since landing (2000-2008 cohorts). Very few access employment insurance and/or social assistance benefits.
- Majority of PNs have jobs at a skill level equivalent to their intended occupation.
- Economic establishment varies by province of nomination, with PNs in the Atlantic provinces showing lower economic outcomes. Economic establishment also varies by stream, with the skilled and semi-skilled workers being the most successful, by incidence of employment, at establishing economically.
- PNs establish economically earlier than immigrants in other federal economic programs (FSW, Business Immigrants), reporting higher incidence of employment/self-employment earnings and higher earnings in the first year after landing.
- Though PNs continue to maintain a slightly higher rate of reported employment/self-employment earnings each year after landing, at the national level average FSW earnings surpass those of PNs by the fifth year after landing.

Regionalization

- PNP has been successful in distributing a larger proportion of economic immigrants outside Ontario, Quebec and British Columbia compared to other economic immigration programs.
- The majority of PNs (82%) who became permanent residents between 2000 and 2008 and who filed an income tax return in 2008 were residing in their province of nomination. Retention rates vary by PT, with the lowest rates in the Atlantic region (56%) and the highest in Alberta and British Columbia (above 95%).

Program integrity

- Monitoring and evaluation of PT PNPs has been inconsistent over time and varies in method across PTs.
- There has been no systematic collection and reporting of common program performance information.
- CIC and PTs acknowledge a continued need for strong emphasis on program integrity.

Effectiveness of FPT relations

- Respondents expressed a wide range of opinions regarding the clarity of roles and responsibilities for the delivery of PNP. Assessing the ability to establish economically and fraud verification were areas posing particular challenges.

Official Language Minority Communities (OLMCs)

- There was a limited focus on the federal objective of encouraging the development of Official Language Minority Communities (OLMCs), with only three PTs identifying it as a priority for their PNPs.

Efficiency and economy

- Resources are invested in the PNP both at the federal and PT level. Resources invested by the PT vary given the magnitude of their respective programs.

Conclusions

The conclusions of the evaluation are presented below.

- There is a continuing need for the PNP and the program is consistent with CIC and Federal Government priorities. Roles and responsibilities of the federal government were also found to be appropriate.
- While some PT PN program objectives and streams share similar themes with other federal economic programs, the operations of these programs include additional elements that allow the PNP to respond to the unique needs of PTs.
- A majority of PNs become economically established quickly, particularly those with knowledge of an official language, though this is less likely for those in the business stream. As such, the PNP is meeting the objective of increasing the economic benefits of immigration to PTs.
- The PNP has been successful with respect to the objective of regionalizing the benefits of immigration.
- With respect to FPT collaboration, while roles and responsibilities in the PNP were generally clear and well-understood among all partners, several program delivery areas posed particular challenges. As well, there is a continued need for strong emphasis on program integrity as it pertains to fraud and misrepresentation. Finally, monitoring and evaluation of PT PNPs has been varied over time among PTs and inconsistently shared with CIC.
- There has been a limited progress toward the federal objective of encouraging the development of Official Language Minority Communities (OLMCs), with only three PTs identifying it as a priority for their PNPs.
- The evaluation showed limited information was available to assess the efficiency and economy of the program.

Recommendations

The recommendations associated with the evaluation are presented below.

1. CIC should work with PTs to develop a requirement for minimum standards across PT programs regarding language ability.

Establishing minimum language requirements is supported by the fact that language is one of the key determinants of economic establishment. In addition, as a portion of PNs move across PTs, having a minimum language requirement could aid in economic establishment in the new provinces, especially since these individuals were not selected based on the needs of the PT they were moving to.

2. In order to strengthen linkages between the occupational profile of PNs and PT labour market/economic needs, CIC should work with PTs to enable more effective, evidence-based identification of their needs for PNs.

Formalized, evidence-based labour market strategies could assist in the identification of labour shortages, and also be used to assess how PNP addresses these needs.

3. CIC should clarify the roles and responsibilities of the CVOAs and PTs.

Specific areas where clarity is necessary are: a) the assessment of PNP applicants' ability to establish economically, and b) fraud detection. Additional training and/or guidance should be provided regarding how these functions should be interpreted and applied by each partner during the assessment of applications. Clarification and additional guidance and/or training in these areas would be beneficial and could potentially decrease duplication and the level of effort required for these activities, as well as contribute to more effective fraud verification.

4. CIC should work with PTs to strengthen the focus on the PNP objective of encouraging the development of Official Language Minority Communities (OLMCs).

Given the limited success in meeting this objective the department should review how to best incorporate it into the program design and delivery.

5. CIC, in collaboration with PTs, should develop and implement a monitoring and reporting framework that contains common, agreed-upon performance indicators.

The department should define baseline data, establish consistent performance measures, determine a reporting schedule, and allocate responsibility within and across PTs.

Evaluation of the Provincial Nominee Program - management response

Recommendations	Response	Action	Accountability	Completion date
Program Relevance				
<p>1. CIC should work with Provinces and Territories (PTs) to develop a requirement for minimum standards across PT programs regarding language ability.</p> <ul style="list-style-type: none"> Establishing minimum language requirements is supported by the fact that language is one of the key determinants of economic establishment. In addition, as a portion of PNs move across PTs, having a minimum language requirement could aid in economic establishment in the new provinces, especially since these individuals were not selected based on the needs of the PT they were moving to. 	<p>CIC agrees with this recommendation, recognizing that language is a key factor for successful economic and social integration. Minimum language standards would improve PNs' ability to obtain jobs for which they are qualified, reduce the burden on employers to assess language ability and have the added benefit of contributing to workplace health and safety. CIC has been working with PTs over the last year to develop a proposal on minimum language standards for the PNP.</p>	<ul style="list-style-type: none"> Present a finalized proposal for minimum language standards and mandatory testing for low-skilled Provincial Nominees (NOC C & D) to FPT DMs for approval. Develop guidelines/operational materials for visa officers to assist with the implementation of minimum language standards. Implement minimum language standards and mandatory testing for low-skilled PNs. Continue discussions with PTs on minimum language requirements and mandatory testing for entrepreneurs, as part of the upcoming review of federal business programs. Work together with PTs to develop a proposal for minimum language standards for other PN streams through FPT work on PNP design, management and accountability. 	<p>Immigration (lead)/OMC (Permanent Resident Program; International Region)</p>	<p>September 2011</p> <p>May 2012</p> <p>July 2012</p> <p>2012</p> <p>Fall 2012</p>
<p>2. In order to strengthen linkages between the occupational profile of PNs and PT labour market/economic needs, CIC should work with PTs to enable more effective, evidence-based identification of their needs</p>	<p>CIC partially agrees with this recommendation, while recognizing that it is limited to playing a supporting role, since PTs are responsible for developing their own labour market strategies. It should also be noted that the PNP meets a number of different objectives, depending on the specific needs of the PT, (e.g. social, demographic, economic development etc.) As a result, the occupational profile of nominees will</p>	<ul style="list-style-type: none"> One day workshop: "Labour Market Forecasting Supply and Demand" organized by the FPT Research Working Group to address PTs' needs to build an evidence-base for their immigration requirements. The Federal/Provincial/Territorial (FPT) Research Working Group will be developing a PT research proposal on the 	<p>Research & Evaluation</p>	<p>September 2011</p> <p>2012</p>

Recommendations	Response	Action	Accountability	Completion date
<p>for PNs.</p> <ul style="list-style-type: none"> Formalized labour market strategies could assist in the identification of labour shortages, and also be used to assess how PNP addresses these needs. 	<p>not always align directly with specific labour market needs.</p> <p>However, the Multi-Year Levels Planning (MYLP) process enables CIC to work with PTs to develop a common evidence-base which may include labour market forecasts, and quantitative and qualitative measures of economic, social and public policy drivers. This work may support better coherence between PT labour market needs and the occupational profiles of PNs.</p> <p>Within bilateral agreements on provincial nominees, all jurisdictions commit to developing an annual provincial nominee plan. CIC will continue to encourage PTs to include elements of their labour market strategy in their annual PN plans and to develop standardized annual PN reports that provide details on the PNs nominated vs. the specific labour market needs identified in their strategies.</p>	<p>relationship between key socio-economic variables and immigration levels.</p> <ul style="list-style-type: none"> FPT Multi Year Levels Plan (MYLP) Working Group will identify guidelines to support the development of the common evidence base in order to inform the first MYLP Plan for 2013-2015. FPT MYLP Working Group will implement the common evidence base guidelines for the first MYLP Plan (2013-2015). FPT MYLP Working Group will use results of the common evidence base exercise to inform subsequent MYLP plans. 	<p>Strategic Policy</p>	<p>Summer 2012</p> <p>Fall 2012</p> <p>2015 and ongoing</p>
<p>3. CIC should work with PTs to clarify the roles and responsibilities of the Canadian Visa Offices Abroad (CVOAs) and PTs.</p> <ul style="list-style-type: none"> Specific areas where clarity is necessary are: a) the assessment of PNP applicants' ability to establish economically, and b) fraud detection. Additional training and/or guidance should be provided regarding how these functions should be interpreted and applied by each partner during the assessment of applications. 	<p>CIC agrees with this recommendation. IRPA/IRPR and bilateral agreements provide some general guidance on roles and responsibilities with respect to the assessment of economic establishment and program integrity. To improve clarity and efficiency, CIC will work with PTs to codify their PNPs in publicly available policy directives or regulations.</p> <p>A) Each jurisdiction is responsible for the design and management of its respective program, including the development of its own nomination criteria, which are intended to assess the nominee's ability and likelihood of becoming economically established. PTs are also responsible for conducting the necessary due diligence to support their nomination decisions. CIC confirms the ability to economically establish in addition to</p>	<ul style="list-style-type: none"> Update the operational manual chapter on Provincial Nominees to assist visa officers with addressing certain aspects of economic establishment. Develop an Operational Bulletin on economic establishment to provide both visa officers and PTs with greater direction on the meaning of "economically established" and what that entails. Hold anti-fraud training session for PTs at CIC's Buffalo mission to provide an overview of visa office operations as well as anti-fraud tools and practices. Gather detailed information from PTs on verifications conducted for each PNP 	<p>Immigration (lead)/ OMC (Permanent Resident Program; International Region)</p> <p>OMC (Program Integrity Division)</p>	<p>January 2012</p> <p>April 2012</p> <p>November 2011</p> <p>December 2011</p>

Recommendations	Response	Action	Accountability	Completion date
<p>Clarification and additional guidance or training in these areas would be beneficial and could potentially decrease duplication and the level of effort required for these activities, as well as contribute to more effective fraud verification.</p>	<p>ensuring that the nominee meets health, criminality and security requirements of IRPA.</p> <p>CIC is working closely with PTs on a joint PNP Design, Management and Accountability work plan which will provide greater clarity and direction on how to address the issue of economic establishment.</p> <p>B) Shared responsibility for immigration also means sharing the responsibility for addressing risks in individual programs. CIC has been working with PTs over the last year to gather information on antifraud, verification and quality assurance mechanisms within their PNPs, as well as identifying their needs for anti-fraud training.</p> <p>In recognition of the importance of strong program design and integrity for a modernized immigration system, all jurisdictions agreed to work together implement anti-fraud and quality assurance mechanisms to strengthen program integrity and service delivery.</p> <p>CIC is also reviewing the way in which it processes PNP applications in order to improve productivity, consistency and efficiency for the PNP. Clarifying the roles between CIC and PTs will be part of this work.</p>	<p>stream/program.</p> <ul style="list-style-type: none"> Develop Wiki for use by visa officers overseas that contains information that individual PTs have validated prior to their issuing of a nomination certificate, with the dual aims of avoiding duplication of effort and speeding processing times. Develop joint activities related to anti-fraud mechanisms and quality assurance with PTs for presentation to FPT DMs. Develop plan, in consultation with PTs, to pilot the centralization of processing PNP applications in Canada. Develop options for improved regulation of PNPs, as required. 	<p>OMC(Central Processing Region)</p> <p>Immigration</p>	<p>June 2012</p> <p>December 2011</p> <p>December 2011</p> <p>2012-2013</p>
<p>4. CIC should work with PTs to strengthen the focus on the PNP objective of encouraging the development of Official Language Minority Communities (OLMCs).</p> <ul style="list-style-type: none"> Given the limited success in meeting this objective the department should review how to best incorporate it 	<p>CIC agrees with this recommendation. Encouraging the development of official language minority communities remains an objective of the Canadian immigration system and the PNP, as reflected in IRPA and all of the existing FPT bilateral agreements. Some provinces are very active in promoting their PNPs in francophone countries and make a concerted effort to attract and recruit francophone nominees.</p> <p>CIC is currently evaluating the impact of the</p>	<ul style="list-style-type: none"> Share results and recommendations of evaluation with PTs when they are available Discussion at FPT Planning Table on results of evaluation and potential implications for the PNP. Harmonization or strengthening of language clauses upon the renewal of existing FPT bilateral agreements on 	<p>Integration</p> <p>Integration (lead)/ Immigration</p> <p>IIR</p>	<p>Spring 2012</p> <p>Summer 2012</p> <p>As agreements are either renewed or newly negotiated,</p>

Recommendations	Response	Action	Accountability	Completion date
<p>into the program design and delivery.</p>	<p>overall initiative to recruit French-speaking newcomers in OLMCs. Evaluation results are due in Spring 2012.</p> <p>The results may include broader recommendations that will benefit how PNP objectives can be reframed to achieve better results via stronger employer engagement in each province and territory.</p> <p>CIC is also assessing the implementation of 2006-2011 Strategic Plan to Foster Immigration to francophone minority communities. In this plan, the role of provinces as key partners on the recruitment side will be assessed more generally and may lead to a change of the strategy.</p> <p>While individual PN program design is the purview of PTs, CIC does agree that it needs to work with PTs to strengthen their outreach activities with OLMCs. CIC will continue to seek the harmonisation or strengthening of OLMC clauses upon the renewal of existing FPT agreements and the inclusion of similar clauses upon the establishment of new ones.</p> <p>CIC will also review the existing PNP performance measurement framework to ensure that it has adequate indicators for capturing PTs' activities in this area and will also ensure that this information is captured in the first annual PNP report that will be developed in the coming year.</p>	<p>immigration.</p> <ul style="list-style-type: none"> • Inclusion of language clauses upon the establishment of new FPT bilateral agreements on immigration. 		<p>OLMCs clauses will be added or strengthened.</p>

Recommendations	Response	Action	Accountability	Completion date
<p>5. CIC, in collaboration with PTs, should develop and implement a monitoring and reporting framework that contains common, agreed-upon performance indicators.</p> <ul style="list-style-type: none"> The department should define baseline data, establish consistent performance measures, determine a reporting schedule, and allocate responsibility within and across PTs. 	<p>CIC agrees with this recommendation. Performance measurement is essential for good program management and accountability for results. It provides key information on what is happening in the program between evaluation cycles and helps to identify what is working well and areas that could be improved.</p> <p>CIC and PTs worked together to develop a performance measurement framework as part of the preparatory work for the PNP evaluation. Based on this framework, CIC and PTs are in the process of developing a set of common performance indicators for jurisdictions to include as part of annual PNP reports.</p> <p>In recognition of the importance of monitoring and reporting, CIC and PTs have identified activities intended to enhance performance information and to develop comparable outcome indicators for federal and PT evaluations. A key component of the work on evaluation-related indicators will be the development of a measurement approach based on clearly articulated program objectives for each jurisdiction.</p>	<ul style="list-style-type: none"> Review existing PNP performance reporting mechanisms and identify gaps. Develop list of indicators to be included in annual report on PNP for presentation to FPT ADMs/DMs. Collect information from PTs on agreed-upon list of indicators. Draft first annual report on PNP for approval of FPT ADMs/DMs. Consult with Research and Evaluation to develop performance indicators that would be most appropriate for ongoing measurement and future evaluations, and to review data sources. Hold bilateral & multilateral discussions with PTs on potential common indicators Develop common set of indicators to be used for federal & PT PNP evaluations for approval by FPT ADMs/DMs. 	<p>Immigration (lead)/ Research & Evaluation</p>	<p>Fall/Winter 2011 Spring 2012 Summer 2012 Fall 2012 Fall 2011 Winter 2011/ Spring 2012 Summer 2012</p>

1. Introduction

1.1. Provincial Nominee Program overview

1.1.1. Objectives

The Provincial Nominee Program (PNP) was introduced in 1998 to give provinces a mechanism to respond to local economic development needs. Over the years that the program has been in existence, the environment within which it operates has changed significantly. PNP has grown a great deal, representing 20% of the total economic class immigration in 2009. For some provinces, such as Manitoba, New Brunswick and Saskatchewan, the program is now the primary vehicle through which they attract immigrants to their province.

The PNP allows for the eleven participating provinces and territories⁴ to nominate potential immigrants whom they believe will meet particular provincial/territorial needs, and who intend to settle in the PT of nomination. In addition to other federal economic programs, PNP is a mechanism that facilitates economic immigration to Canada, while allowing PTs to respond to their specific needs. As such, the PNP has four main objectives (PNP logic model, 2009):

- To increase the economic benefits of immigration to PTs, based on their economic priorities and labour market conditions;
- To distribute the benefits of immigration across all PTs⁵;
- To enhance Federal-Provincial/Territorial (FPTI) collaboration; and
- To encourage development of official language minority communities.

While the PNP was initially focused exclusively on attracting skilled workers to contribute to the provinces' economic objectives, many PTs have incorporated additional objectives, such as regional development, into their PN programs over time. A more detailed explanation of the PT-specific objectives and program streams (which define the types of immigrants selected by PTs) is provided in section 3.1.1.

1.1.2. Authorities

Section 87 of the Immigration and Refugee Protection Regulations (IRPR) establishes the provincial nominee class as “a class of persons who may become permanent residents on the basis of their ability to become economically established in Canada”⁶. Under the authorities of subsection 8(1) of the *Immigration and Refugee Protection Act (IRPA)* and subsection 5(1) of the *Department of Citizenship and Immigration Act, 1994, c-31*, the PNP operates under individual agreements between the federal government and each PT government. In order to maintain flexibility in adjusting PN programs to changing economic conditions, all 11 PTs have opted not

⁴ There are PN programs operating in British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, New Brunswick, Nova Scotia, Newfoundland and Labrador, PEI, the Northwest Territories and the Yukon Territory.

⁵ This objective is often described as ‘regionalization’ and refers to spreading the benefits of immigration across Canada.

⁶ Source: Justice Canada. Immigration and Refugee Protection Regulations SOR/2002-227 (2002). Retrieved from www.canlii.org/en/ca/laws/regu/sor-2002-227/latest/sor-2002-227.html

to enact their own regulations, but rather to manage their PN programs by means of policy directives.

1.1.3. Roles and responsibilities

Under Section 95 of the *Constitution Act*, 1867, the responsibility for immigration is shared between the federal and PT governments. Additionally, subsection 10(2) of IRPA requires that the Minister of CIC consult with PT governments on an annual basis in order to determine the number of immigrants who will become permanent residents and their distribution in Canada. In administering PNP, both CIC and the designated Ministry/Department of PT governments have outlined their respective roles and responsibilities in agreements. Specifically, PTs are responsible for⁷:

- The design of their own programs and the establishment of requirements for such programs;
- The nomination of immigrants destined to their jurisdiction;
- The promotion and recruitment of PNs, with some support from CIC International Region; and
- Monitoring, evaluation, and reporting on PNPs.

CIC is responsible for⁸:

- Admissibility screening (medical, criminality and security), based on federal admissibility standards and IRPR, Section 87; and
- The final selection of PNs – the satisfaction of the visa officer that the applicant:
 - Has the ability to establish economically in Canada;
 - Intends to reside in the nominating province; and
 - Has not been nominated on the basis of a passive investment.

As such, visa officers can reject a PN application on the basis of an applicant's inability to meet admissibility requirements (resulting in an outright rejection of the application) or on the basis of final selection. In the event that a nominee is to be refused for permanent residence on grounds not related to admissibility, CIC will consult with the PT on the issue. At this point, the PT may provide additional information to CIC, or the PT may withdraw the nomination; ultimately, CIC's decision is final.

Additionally, the federal government has committed to processing PNP applications as a priority within Economic Class applications for permanent residence.

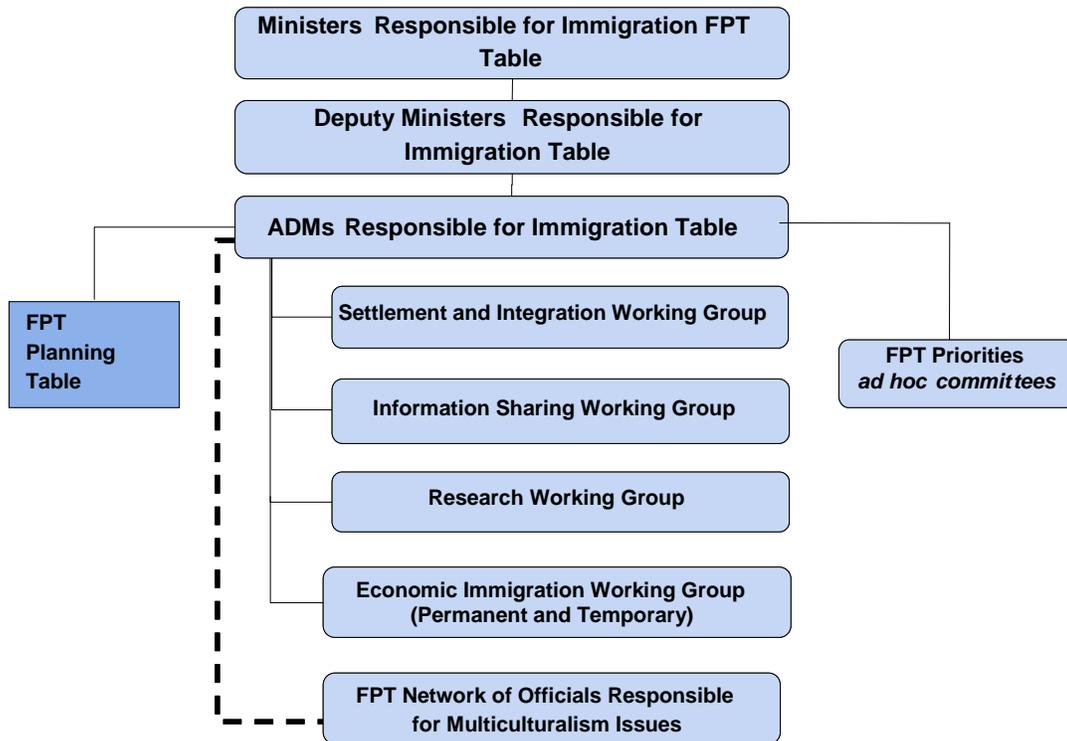
1.1.4. Governance of the PNP

In addition to the specific roles and responsibilities related to PNP described in section 1.1.3, the overall governance for the PNP is integrated with CICs overarching FPT governance structure for immigration (Figure 1-1).

⁷ Source: Canada-PT Immigration Agreements

⁸ Source: Canada-PT Immigration Agreements.

Figure 1-1: FPT governance structure for immigration



In order to facilitate sharing of information on specific areas of immigration and integration, there are four FPT Working Groups, which meet either annually or bi-annually. One of them, the Economic Working Group (EWG), is the principal guidance mechanism for the PNP. It is a multilateral forum for FPT governments to discuss policy and operational issues as they emerge, and to share information on policies, programs, research and other issues of mutual interest, such as PNP, business immigrants, Temporary Foreign Workers and the promotion and recruitment of these groups.

1.2. Organization of the report

The report is organized into five sections:

- 1 - Introduction
- 2 - Evaluation description and methodology;
- 3 - Program and provincial nominee profile
- 4 - Findings; and
- 5 - Conclusions and recommendations.

Within Section 4, findings are presented under the themes of relevance and performance. The report is organized by main issue, rather than by evaluation question. A cross-walk between the section and sub-section headings and the evaluation questions and indicators is presented in Appendix A.

Where qualitative evidence is presented, the following scale has been used in reporting to indicate the relative weight of the responses for each of the respondent groups.

All	Findings reflect the views and opinions of 100% of the key informants in the group;
Majority/Most	Findings reflect the views and opinions of at least 75% but less than 100% of key informants in the group;
Many	Findings reflect the views and opinions of at least 50% but less than 75% of key informants in the group;
Some	Findings reflect the views and opinions of at least 25% but less than 50% of key informants in the group; and
A few	Findings reflect the views and opinions of at least two respondents but less than 25% of key informants in the group.

2. Evaluation description and methodology

2.1. Evaluation objectives

In accordance with the Treasury Board (TB) Policy on Evaluation (2009), the objective of this evaluation was to examine the relevance and performance of Citizenship and Immigration Canada's (CIC) Provincial Nominee Program (PNP). Program relevance was assessed in terms of a) continued need; b) alignment with government objectives and priorities; and, c) consistency with respect to federal roles and responsibilities. Program performance was assessed by examining results in terms of a) effectiveness and b) efficiency and economy. Thirteen evaluation questions were developed by CIC to respond to the two overall evaluation themes (Table 2-1).

The evaluation also gathered information for a program profile that provides a description of the operation of the PNP for each jurisdiction in which it is delivered. The profile briefly describes the individual streams, monitoring and accountability mechanisms, and a description of the approach used by provinces and territories to determine their need for provincial nominees (PNs). Thus by providing an overview of each PN program, it allows a better national understanding of how the PNP operates.

Table 2-1: Evaluation issues and questions

Evaluation Issue	Evaluation Question
Program Relevance	1. Is there a continued need for a provincial nominee program in Canada? <ul style="list-style-type: none"> ▪ Could other CIC economic programs (Federal Skilled Worker program) meet PT permanent economic immigration needs? ▪ How would PTs address economic immigration needs in the absence of a provincial nominee program?
	2. Is the PNP aligned with CIC and Government of Canada priorities?
	3. Is the federal government role in the delivery of the PNP appropriate? <ul style="list-style-type: none"> ▪ What are the authorities for the program?
Program Performance	4. What are the PT objectives and are they being met through the PNP? <ul style="list-style-type: none"> ▪ Have these objectives changed over time? ▪ Are these consistent with the overall federal program objectives?
	5. Are Federal/Provincial/Territorial partnerships and consultations effective? <ul style="list-style-type: none"> ▪ Do regulations and policy and program components reflect consultations between partners?
	6. On what basis do PTs determine their need for provincial nominees (PNs)? <ul style="list-style-type: none"> ▪ Are the PTs using the PNP to meet their economic needs on the basis of a broader labour market strategy?
	7. Is decision-making by CIC timely, consistent and transparent?
	8. To what extent are CIC and PTs able to ensure accountability and integrity? <ul style="list-style-type: none"> ▪ Should there be broader federal regulation?
	9. What are PTs doing to identify, attract and retain PNs? <ul style="list-style-type: none"> ▪ Are PNs taking up residence in the province/ territory in which they were nominated? ▪ How long are they remaining in nominating PTs? Where do they go and why?
	10. To what extent are PNs becoming established economically? <ul style="list-style-type: none"> ▪ Do they undertake their intended economic activity after their arrival?
	11. To what extent does the provincial nominee program contribute to the development of official language minority communities?

Evaluation Issue	Evaluation Question
	12. What program alternatives and best practices exist in other jurisdictions that could improve program design and better facilitate the achievement of program objectives?
	13. What are the CIC and PT resource contributions to the program?

2.2. Methodology

The timeframe of the evaluation covered the 2005 – 2009 period, however, part of the analysis used the Longitudinal Immigration Database (IMDB), which includes PNs landed from 2000 – 2008.

Data collection took place between November 2010 and May 2011; the instruments are presented in a technical annex, available under separate cover.

The evaluation data provided about the PN population is always on Principal Applicants, unless otherwise noted. Similarly, for comparison purposes, data on other economic programs is always reported for Principal Applicants. Additionally, data on spouses and dependants is out of scope for this evaluation.

2.2.1. Document review

The document review provided evidence for most evaluation questions. The following types of key documents were reviewed:

- Program and background information, including Provincial/Territorial (PT) overviews and profiles and links to relevant web sites;
- Minutes of the Economic Working Group (EWG) meetings from 2005 to 2010;
- Information on other federal economic immigration programs, including Federal Skilled Worker Program (FSWP), Temporary Foreign Worker Program (TFWP), and the Quebec Skilled Worker Program;⁹ and
- Other PNP evaluations (conducted at the PT level), analyses/reviews, including Office of the Auditor General (OAG) and PT audits and other research papers.

A list of documents is presented in Appendix B under the technical documents appendix, included under separate cover.

2.2.2. Key informant interviews

Key informant interviews were conducted to respond to all evaluation questions. A large proportion of these interviews were conducted in person, many as part of a site visit to each jurisdiction administering a provincial nominee program¹⁰.

A total of 132 interviews were conducted with 197 individuals, according to the following breakdown by respondent type (see Table 2-2):

⁹ Additional information on this program was sought during an interview with a representative from le Ministère de l'Immigration et des Communautés Culturelles.

¹⁰ With the exception of Northwest Territories (NT), where telephone interviews were conducted in lieu of a site visit due to the small number of potential interviewees, as the program was in the early stages of implementation.

- CIC National Headquarters personnel (n=5 interviews with 6 individuals), including program staff and senior managers at CIC;
- CIC regional and local office staff and managers (n=13 interviews with 17 individuals), including representation from all four regions covered by PNP, as well as Quebec;
- Representatives from PT governments (n=41 interviews with 83 individuals), including individuals in each PT (where a mix of interviewees who could speak from the immigration perspective as well as the labour force strategy perspective was sought), and one representative from the province of Quebec¹¹ who was asked to share descriptive information about the selection of economic immigrants destined to Quebec;
- Representatives from external stakeholder groups at the national or PT level (n=53 interviews with 71 individuals), including relevant industry associations, labour federations, sector councils, unions, national and PT regulatory bodies, employer associations, as well as some interviews with immigration agents, intermediaries, lawyers and/or immigration consultants; and
- Representatives from CIC visa offices (n=20), comprised entirely of Immigration Program Managers (IPMs), conducted after the survey of visa offices (see below).

Table 2-2: Key informant interviews by respondent type

Jurisdiction	CIC NHQ	CIC Local/ Regional Personnel	CIC Visa Offices	Stakeholders	PT Personnel
NHQ/Int'l Region	6		20		
Yukon				5	8
British Columbia		3		7	7
NT				1	5
Alberta				2	6
Saskatchewan		4		4	5
Manitoba				11	7
Ontario		2		1	7
Quebec		1			1
New Brunswick				10	7
Nova Scotia				20	11
PEI		7		8	12
Newfoundland and Labrador				2	7
Total	6	17	20	71	83

¹¹ Note that Quebec was not included in the evaluation since they do not operate a Provincial Nominee Program. Under the Canada-Quebec Accord, Quebec has the sole responsibility for its immigrant selection programs.

2.2.3. Administrative data review/statistical analysis

The main source of administrative data was the Field Operations Support System (FOSS) and the Longitudinal Immigration Database (IMDB).

FOSS is a CIC system that contains landing information on immigrants entering Canada. The analysis of the FOSS data provided detailed profile information on the 33,723 Principal Applicants (PAs) under the PNP for landing years 2005 to 2009. This analysis could be conducted by nominating PT, but not by program stream since stream information is not captured in the FOSS database¹².

IMDB is a database that is managed by Statistics Canada on behalf of a federal-provincial consortium led by CIC. This database links records from FOSS to Canada Revenue Agency (CRA) tax files (mainly T1 data). It is a tax filer database that contains information on all landed immigrants in Canada since 1980 who have filed at least one tax return. The analysis for this evaluation was based on all PNP PAs for the landing years 2000 to 2008¹³, which totals 21,715.

Table 2-3: Number and percentage of PN PAs present in the IMDB for landing years 2000-2008, by PT

Jurisdiction	Count (n)	Percentage (%)
Yukon	-	-
British Columbia	2,975	13.8
NT	-	-
Alberta	1,975	9.2
Saskatchewan	2,065	9.6
Manitoba	11,515	53.4
Ontario	45	0.2
New Brunswick	1,065	4.9
Nova Scotia	785	3.6
PEI	885	4.1
Newfoundland and Labrador	255	1.2
Total	21,565¹⁴	100.0

The IMDB was used to assess a number of evaluation issues related to economic outcomes, retention, and mobility of PNs. The analysis considered employment earnings, self-employment, employment insurance and social assistance benefits. The analysis of the outcomes for PAs was based on extensive bivariate tables as well as regression modelling. For the purpose of the analysis, all earnings were adjusted using the Consumer Price Index (CPI) to account for inflation¹⁵. This allows comparison of earnings across different years.

¹² Information by PNP stream is collected by the PTs.

¹³ Data is only available up to 2008 since tax filing information was not available from subsequent years due to the lag between the end of the calendar year, tax filings and CRA processing.

¹⁴ This difference from the above total of 21,715 is due the “not stated” category in province of nomination, and rounding.

¹⁵ All earnings were converted, using the year 2007 as the base.

2.2.4. Focus groups with provincial nominees

Focus groups were conducted with PNs in order to obtain an in-depth understanding of client outcomes. In all, 14 focus groups were conducted with a total of 122 PNs, as outlined in Table 2-4.

Table 2-4: Focus groups conducted by jurisdiction

Jurisdiction	Number of Focus Groups	Number of PNs (total)
Yukon	1	3
British Columbia	1	6
NT ¹⁶	-	-
Alberta	2	14
Saskatchewan	2	16
Manitoba	2	25
Ontario ¹⁷	-	-
New Brunswick	1	8
Nova Scotia	2	16
PEI	2	29
Newfoundland and Labrador	1	5
Total	14	122

All focus groups except one were organized by the PT representative(s). Each group lasted about two hours and participants were provided with a \$50 honorarium for their participation and to offset any costs they may have incurred to participate in the focus group.

2.2.5. Employer interviews

In all, 67 interviews were conducted with employers who were identified with the help of the PTs. They included 14 conducted in-person during site visits and 53 conducted by telephone. Of the 67, ten interviews were conducted with “large” employers, defined as those with more than 10,000 employees in Canada. Table 2-5 presents the breakdown of employers interviewed by jurisdiction.

¹⁶ Focus groups were not conducted in the NT because there have not been any PN landings to date.

¹⁷ Focus groups were not conducted in Ontario, as names of potential PN participants were not provided by the province.

Table 2-5: Employer interviews conducted by jurisdiction

Jurisdiction	Number of Interviews
Yukon	5*
British Columbia	8
NT	0
Alberta	13
Saskatchewan	10
Manitoba	13
Ontario	5
New Brunswick	2
Nova Scotia	4
PEI	1
Newfoundland and Labrador	4
Total	67

* Note that one of these interviews was, in fact, a focus group with five employers.

Employers in a wide variety of sectors of the economy were interviewed, with the largest numbers being:

- health care and social assistance (n=11);
- manufacturing, machining and fabrication (n=8);
- agriculture, forestry, fishing and hunting (n=8);
- professional, scientific and technical services (n=6);
- accommodation and food services (n=6); and
- meat processing and packaging (n=6).

Employers interviewed hired PNs at a wide variety of skill levels, including Canadian National Occupational Classification¹⁸ (NOC) level A where occupations usually require university education (n=27), NOC level B where occupations usually require college education or skilled apprenticeship (n=25), NOC level C where occupations usually require secondary school and/or occupation-specific training (n=21) and NOC level D where occupations usually require a short demonstration or on-the-job training (n=14). Only five employers interviewed had hired PNs at NOC level 0 which are management occupations.

2.2.6. Survey of PNs

A survey of PNs was conducted between April and June, 2011. Prior to the survey, a letter from CIC seeking consent to participate was sent to all PAs (about 33,000) with landing dates from

¹⁸ The Canadian National Occupational Classification (NOC) is the nationally accepted standardized framework for classifying and describing occupations in the Canadian economy. By organizing more than 30,000 job titles into 520 occupational group descriptions, the NOC reference system provides a foundation for Canadian labour market statistics and career information.

2005 to 2009. Of the 4,894 forms returned, 4,316 contained signed consent. Of those, 4,065 provided usable contact information.

The survey was administered through a hybrid of online and telephone interviews; all 2,357 PAs who provided an e-mail address were sent an e-mail inviting them to participate in an online survey, while other respondents were reached by telephone. In total, there were 2,655 survey completions (1,932 online completions and 723 completed by telephone). For questions where most respondents provided an answer, the sampling error would be approximately +/- 1.9% using a 95% confidence interval.

The response rate was calculated based on the number of survey completions within the given timeframe for the survey out of the total (i.e.: those who consented and provided valid contact information). Using this approach, the response rate for the survey of PNs was 65%.

Table 2-6: Number and percentage of completed surveys, by PT

Jurisdiction	Count (n)	Percentage (%)
Yukon	-	-
British Columbia	522	19.7
NT	-	-
Alberta	558	21.0
Saskatchewan	338	12.7
Manitoba	869	32.7
Ontario	16	0.6
New Brunswick	125	4.7
Nova Scotia	133	5.0
PEI	67	2.5
Newfoundland and Labrador	27	1.0
Total	2655	100.0

The interview could be completed in English or French or one of five languages chosen because they were the top five languages spoken by PNs (according to FOSS). The distribution of respondents by these languages is provided in Table 2-7.

Table 2-7: Language of completed surveys

	Count (n)	Percent (%)
English	2237	84.3
French	33	1.2
Spanish	47	1.8
German	70	2.6
Mandarin	93	3.5
Tagalog	94	3.5
Korean	81	3.1
Total	2655	100.0

The survey data was weighted based on the FOSS data profile for the PN population to reflect the known population characteristics. The weighting was conducted for the nominating province, year of landing, skill type of intended occupation, age, education, and language. A comparison of the profile of the weighted survey respondents on these variables to the profile of the PN population in the FOSS database is provided in the technical appendices. Also, the NOC skill level of the intended occupation of the PNs captured in FOSS was compared to the NOC for the actual employment obtained as described in the survey.

2.2.7. Survey of visa offices

A survey of managers and visa officers at CVOAs was conducted between April and June 2011. Contacts were provided for the 48 visa offices that process PN applications. An e-mail invitation was sent to the Immigration Program Managers (IPMs) who were requested to forward the invitation to visa officers at their location who process PNP applications. In total, there were 62 respondents to the survey from 36 offices. This represents a 75% coverage rate across offices (36 of 48). It is not possible to calculate a response rate for the population of CIC visa officers involved in the processing of PN applications. The total number of individuals sent an invitation was not known, as the managers distributed the surveys to an undisclosed number of visa officers. Moreover, the total number of visa officers who process PN applications across the network is not known.

2.3. Scope and limitations

Given that this is a federal evaluation, the intention was not to evaluate specific PT PN programs.

Provinces and territories are responsible for the monitoring of their programs and are best placed to assess the unique situations under which their programs operate. Based on the role CIC has in the PNP, this federal evaluation focused on assessing the PNP from a nation-wide perspective. It would have been challenging for a federal evaluation to analyze the programs at the PT level, and yet provide a national picture of the PNP.

It is important to note that the PT PN programs vary in terms of maturity and the strategies based on specific labour market needs, with differing external factors and potential influences;

thus the results across PTs may not always be comparable and must be considered in the appropriate context. This evaluation includes provincial profiles to depict as much as possible the specificities of the program operations within each PT.

The evaluation focuses on principal applicants and does not cover spouses and dependants.

PTs nominate candidates to respond to specific needs, and as such, the evaluation focused on how candidates selected on those grounds fared in Canada. While recognizing that spouses and dependants have an impact on the country and PTs where they settle, the unit of analysis had to be on the principal applicants as no information was available in the IMDB on household income, impeding the assessment of economic outcomes of PNs from a family perspective within the evaluation.

There are several challenges and limitations that should be considered when reviewing the evaluation results. Those limitations, their possible impacts on the analysis, and mitigation steps are discussed below.

Given the nature of the population and program under study, finding an appropriate population and program against which to compare is difficult.

Identifying a control group against which to compare outcomes of the PN population is difficult. Canadian-born population is a group that could have been used for comparison purposes; however, given that Canadian-borns are at different stages of their careers, while PNs are just entering the labour market makes the comparison unequal. Educational and occupational distribution of those two groups may also differ, making any comparison difficult. In addition, PNs do not benefit from the same types of social networks and have a different degree of local labour market knowledge. Comparison of PN outcomes across provinces was done, while acknowledging that differences could not necessarily be attributed to the different PN programs. Economic conditions vary by province, as well as the occupational distribution of PNs admitted to each province. Where appropriate, the evaluation compared outcomes of PNs to those of other federal economic categories. Comparison to other economic categories, in terms of program operating costs, was limited by the fact that part of the PNP processing is done at the PT level, as opposed to other immigration programs where all the processing is done by CIC.

Information by PNP stream is only collected by PTs, and not in a consistent manner across PTs, limiting the evaluation's ability to present a comprehensive picture of PNs by stream.

There were no mechanisms nationally established to collect and report data on streams during the timeframe covered by the evaluation. Only PTs maintained information on PNs at the level of program stream. Therefore, without consistent information from all PTs, the evaluation cannot present a comprehensive picture of PNs by stream. This limitation was anticipated in the evaluation design stage and a number of other sources were identified to provide some of the missing information. In particular, the International Region maintains detailed information on applications. Also, the PN survey offers some data on numbers by stream, as respondents were asked to identify the PNP stream under which they applied. However, the degree to which the stream breakdown of PN survey respondents accurately reflects the entire PN population is not

known and it was not possible to weight the data by stream. As well, there is no way to validate the stream information as declared by PNs in the survey.

There are several data sources and periods covered for PN outcome information, which means that outcomes, such as incidence of employment and earnings, are reported using a variety of measures.

To address this limitation, IMDB was relied upon as the primary source of information for PN economic outcomes, as it is the most robust data available in that regard. Outcome information from IMDB is only available up to 2008, which is the most current tax year reported in the system. This time lag in this source was supplemented with the PN survey and other data, where applicable. Since IMDB data is not available by program stream, this information was also derived from the PN survey, where respondents were asked to identify the PNP stream under which they applied. Overall, the sources of information are clearly cited throughout the report so that the limitations can be taken into account, and corroborating evidence from multiple sources is also presented to strengthen the findings.

There may be biases in the PN survey.

The PN survey may be somewhat limited in its ability to assess outcomes since it was administered to those PNs who could be contacted at their most up-to-date address on file at CIC. This could bias the sample towards those who stayed in the PT of nomination, overestimating the retention rates¹⁹. Secondly, the PT survey might also be limited by the fact it was not accessible to those PNs who did not speak one of the seven languages in which the survey was administered. However, this is likely mitigated by the fact that the seven languages in which the survey was offered represents 64% of all PNs.

Employer and focus group respondents were not identified randomly.

This may introduce a potential bias towards those who had positive experiences with the PNP, making them more likely to have more favorable opinions to voice regarding the program. This limitation was anticipated at the design stage and, two mitigation strategies were applied: PT representatives were provided with criteria and guidelines for key informants and focus group participants, with standardized interview guides and protocols used to ensure consistency; and the evaluators were able to contact other key stakeholder organizations that they felt would offer additional perspectives.

¹⁹ Retention rates estimated through the PN survey are higher than what is shown through IMDB data analysis. For more detail on retention rates, based on IMDB and the PN survey analysis, refer to section 4.2.3.1.

3. Program and Provincial Nominee profile

3.1. Profile of PN programs across Canada

Currently, 11 PN programs are operating across Canada. As such, the evaluation team developed a descriptive profile of each of them based on a review of documents provided by CIC and each PT government, administrative data provided by PT PNP representatives and/or CIC personnel, and interviews with PN program stakeholders conducted during a site visit to each PT. This evidence has been used to conduct the following analysis. Full provincial profiles are available in the PT appendices provided under separate cover. .

3.1.1. Overview of PT PN programs

In order to establish an operating PN program, each PT is required to sign a Provincial Nominee Program agreement with CIC²⁰. In 1996, Manitoba was the first to sign an agreement. Manitoba, New Brunswick and Newfoundland were the first PTs to start operating PN programs in 1999. The Northwest Territories signed an agreement most recently, in 2009 and consequently has the newest PN program. Details of each PT's program establishment year are provided in Table 3-1 below.

Table 3-1: Introduction of PN programs to each province/territory

Province/Territory	Date of First Signed PNP Agreement	Start of PN Program in P/T
Newfoundland and Labrador	September 1, 1999	1999
New Brunswick	February 22, 1999	1999
Manitoba	October 22, 1996	1999
Prince Edward Island	March 29, 2001	2001
Saskatchewan	March 16, 1998	2001
British Columbia	April 19, 1998	2001
Alberta	March, 2002	2002
Yukon	April, 2001	2002
Nova Scotia	August 27, 2002	2003
Ontario	November 21, 2005	2007
Northwest Territories	August, 2009	2009

At the PT level, PNP is managed by each PT's department or ministry of labour, education or immigration. Individual program streams are defined by the application of unique criteria, and under this definition there are over 50 PN program streams currently operating in the 11 jurisdictions.

For the purposes of analysis, the various iterations of PN programs operating across the 11 PTs are categorized into seven streams: Skilled Worker; Semi-Skilled Worker; Business; International Student Graduate; Family Connection; Community-Sponsored; and Strategic Recruitment. All

²⁰ These agreements are negotiated and the terms vary from PT to PT.

PTs currently have an operating Skilled Worker stream, most of which (7 of 11) require a job offer. Furthermore, every PT has or has had a Business stream in operation; certain Business streams have closed or are being redesigned. Newfoundland and Labrador closed its Entrepreneur stream in 2003 and its Investor stream in 2007; PEI closed its Partner stream in 2008 and its Entrepreneur stream in 2010; and Nova Scotia closed its Economic Investor stream in 2006, but is currently considering a farm business owner/operator stream. The remaining eight PTs currently operate Business streams.

The remaining five PN program streams (Semi-Skilled Worker; International Student Graduate; Family Connection; Community-Sponsored; and Strategic Recruitment) are operated based on each PT's identified objectives and needs – to meet identified labour market demands or to support population growth. For example, the Community-Sponsored stream is only operating in PTs that identified supporting population growth as an objective of PNP²¹. Similarly, four PTs have developed a Strategic Recruitment stream in order to target specific occupations that are in demand, such as engineers in Alberta or health professionals in British Columbia.

Moreover, as each PT's labour market and/or population needs change over time, so do their available streams of PNP. For example, Saskatchewan developed a Strategic Recruitment stream for health care professionals in 2002 and another stream for long-haul truck drivers in 2004 in order to meet specific labour market shortages. Similarly, Manitoba discontinued its Community Support stream three years after introducing it; however, key informants suggested during the site visit that the stream could be implemented again if community groups identify a need in the future. The start and end date (if applicable) of each PT's PN program streams is provided in the PT appendices under separate cover.

Additionally, most PTs (9 of 11) require that an applicant work in the nominating province/territory for a minimum period of time on a temporary work permit, either as a TFW or as a post-graduation worker²², in order to be eligible for certain PNP streams. Further details are provided in the PT appendices, under separate cover.

3.1.2. How PTs attract immigrants

All PTs have websites that are specifically targeted to their PN programs and most PT respondents cited their website as an important promotional tool. Also, many PTs attend international job fairs and trade shows in order to attract foreign workers to their jurisdiction and promote their respective PN programs. Many PTs work with and/or market directly to (and provide tools and advice for) employers and some PTs promote their PN program directly to students through universities. Interviewees in some PTs mentioned that their PN program is also promoted through immigration consultants. Finally, three PTs directly market to francophone markets.

About 21% of employers interviewed (n=14) stated that they have accompanied PT representatives on an international recruitment mission. Additionally, 9% of employers (n=6) stated that they have provided their organization's information to their PNP PT office for inclusion in an international fair/recruitment drive.

²¹ While Saskatchewan has also identified population growth as an objective of PNP, the province does not have a community-sponsored stream.

²² Note: Requirement only applies for international student graduates.

Apart from participating in PT activities to recruit internationally, many employers (n=28; 42%) indicated that they go overseas to recruit internationally on their own and some (n=9; 13%) hired an international recruitment agency.

Interviewees from CVOAs were also asked about their role in promoting PNP. Most interviewees (16 of 20) said that they do not promote the program; either because they do not see this as their role (n=10) or because they do not feel there is a need to promote the program (n=6). Of the few that do promote PNP, they attend job fairs, immigration fairs, distribute promotional materials on behalf of PTs at job fairs that the PT cannot attend, and help PTs make presentations at embassies.

3.1.3. Trends in nominations, applications and landings

There are different steps involved between candidates' applications to the PNP and the receipt of permanent residency. The first part of the process involves the PT, while the second part of the processing is handled by CIC. Initially, candidates have to submit an application to the PT where they intend to settle. The PT assesses them against the requirements for their specific program and stream and if they meet the requirements, the PT issues nomination certificates. The files are then submitted to the Canadian Visa Office Abroad (CVOA) which corresponds to the applicants' last country of permanent residence. As such, the number of applications received at all CVOAs in a given year should approximately represent the total number of PN nominations across all PTs²³.

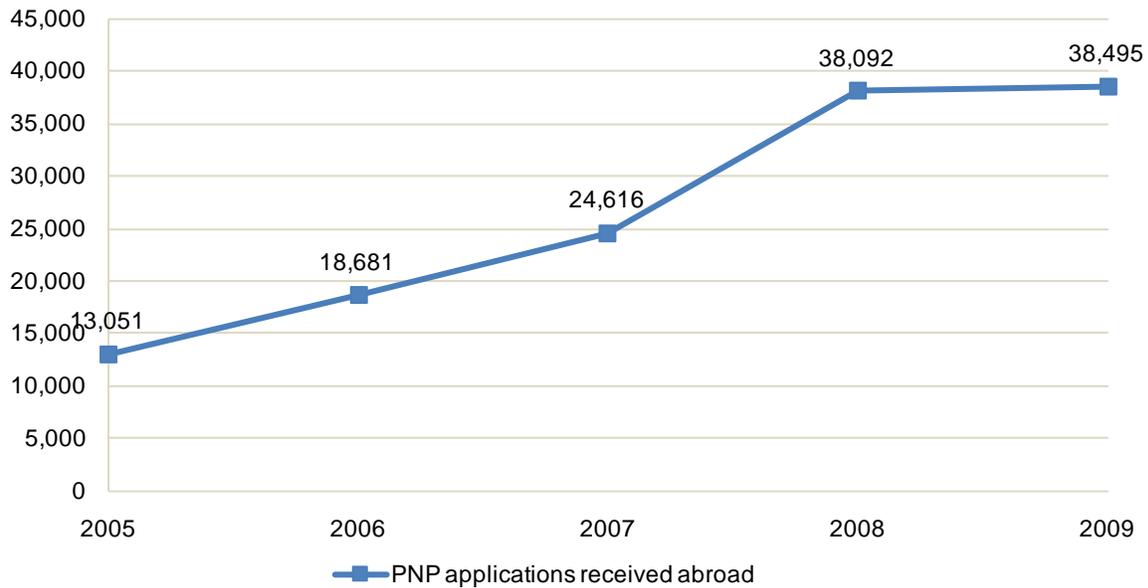
Once CIC receives the applications, it processes them and assesses them against economic establishment requirements and does the admissibility screening. The successful candidates are then issued a visa they can use to obtain permanent residency.

From 2005 to 2009, the total number of PN applications²⁴ received by all CVOAs has increased annually. Specifically, from 2006 to 2008, CVOAs were receiving between 32 and 55% more applications each year than the previous year; however, in 2009 the Offices received just 1% more applications over the previous year. Further details are provided in Figure 3-1.

²³ Given that no comparable PT data were available for considering the number of applications and nominations received by PTs, data from CIC's International Region was used, to the extent possible, to conduct an analysis of trends resulting from nominations and thus applications received by CVOAs. Also note that there could be some lag time before a PN applicant receives a nomination certificate and the time the application is received by CIC. Therefore the number of nomination certificates issued in a given year does not directly correlate with the number of application received by CIC for that same year.

²⁴ Applications include principal applicants and dependants.

Figure 3-1: PNP applications received abroad for principal applicants, spouses, dependants



Source: CIC International Region Data

In considering the world area from which PNP applications are received, most applications in 2008 (46.4%) came from the Asia – Pacific world area, followed by the Americas (33.6%). About one-fifth of applications received were from Europe (11.1%) and Africa – Middle East (8.8%) combined. In 2009, about half of these applications (47.6%) were received in the Americas, where 7 additional CVOAs received applications (19 CVOAs) in comparison to the previous year. All other world areas received between 14.4 and 45.5% fewer applications than they did in 2008. Details are presented in Table 3-2.

Table 3-2: PNP applications (persons) received abroad, by world area

World Area	Number of Applications Received			
	2008	%	2009	%
Americas	12,790	33.6%	18,351	47.7%
Asia - Pacific	17,691	46.4%	14,677	38.1%
Europe	4,240	11.1%	3,629	9.4%
Africa - Middle East	3,371	8.8%	1,838	4.8%
Total - All Offices Abroad	38,092	100%	38,495	100%

Source: CIC International Region Data

Once a PN has been issued a visa and has presented the visa at a Canadian port of entry, the individual is granted his/her permanent residence status and is considered “landed” in Canada. As such, the number of landings in a given year does not correlate to the number of PN nominations from that same year because PNs will not necessarily arrive in Canada in the same year that they are nominated due to time required for processing and/or the time required for moving to Canada. Consequently, for the purpose of analysis, the “total nominations” figure includes nominations from 2005 to 2008, and the “total landings” figure includes landings from 2006 to 2009 (Table 3-3).

Table 3-3: Total nominations and total landings

	TOTAL		TOTAL for Analysis	
	# of Nominations ²⁵ 2005-2009	# of Landings 2005-2009	# of Nominations ²⁶ 2005-2008	# of Landings 2006-2009
TOTAL PNPs (PAs, spouses, dependants)	132,935	90,415	94,440	82,459

Source: Nominations: International Region data; Landings: FOSS data

As evidenced from the presented data, 87.3% of the total number of PNPs nominated from 2005 to 2008 landed in Canada between 2006 and 2009. This consequently indicates that PNP is succeeding in bringing immigrants to Canada and making these individuals permanent residents. The remaining 12.7% of PNPs who had not landed by 2009 may have still been in the federal application process, or they may not have come to Canada at all²⁷.

3.1.4. Approval rates

From 2005 to 2009, the approval rate²⁸ for PNP cases across all CVOAs was approximately 96%²⁹. By comparison, during this same period, CVOAs approved 67% of all permanent resident applications and 56% of all economic immigration permanent resident applications. The PNP approval rate was most comparable to the Quebec Skilled Worker category which had an approval rate of 97% over the same period.

More specific to the economic class, only 50.1% of FSW³⁰ cases were approved. For the federal Business Immigration programs, 75.1% of Investors were approved, followed by 41.5% of Entrepreneurs and 37.8% of Self-Employed. Processing of applications for the Canadian Experience Class only begun in 2009; the approval rate was 88% for the year. While the PN approval rate was much higher than that of the average economic immigration category for the period of 2005 to 2009, this can be mostly explained by the initial application process, which is administered by the PTs. The PTs do the initial screening of PNP applications when individuals are selected for nomination; CIC is responsible for the admissibility screening of PNP processing and final selection based on economic establishment criteria. Conversely, CIC does all of the screening and processing of applications for federal immigration programs.

²⁵ The total number of nominations is the total number of applications received (cases) at all CVOAs for the specified period. Given that this information is not available from 2005 to 2009 for “persons”, “cases” has been used.

²⁶ The total number of nominations is the total number of applications received (cases) at all CVOAs for the specified period. Given that this information is not available from 2006 to 2009 for “persons”, “cases” has been used.

²⁷ Some applicants who have been accepted for immigration and issued a visa never come to Canada during the validity period of their visa. This is referred to as wastage rates.

²⁸ Approval rates refer to the proportion of applications processed by CIC that were approved in a given year (i.e., those who successfully met the requirements for the PNP for economic establishment and admissibility screening).

²⁹ Source: CIC International Region data.

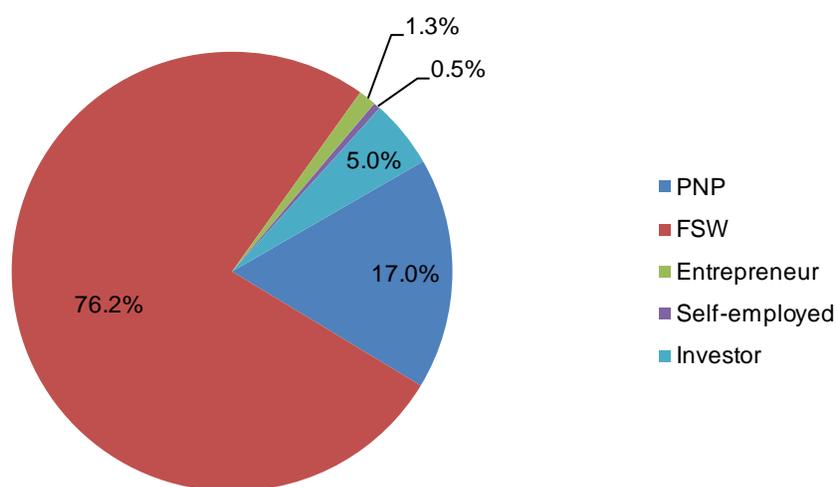
³⁰ FSW Pre-C-50 from 2005 to 2009 and C-50 for 2009; FSW Pre-C-50 are federal skilled workers with application received date before February 26, 2008.

3.1.5. Relative importance of PNP

Compared to federal economic immigration categories

The relative importance of PNP was considered in comparison to four other federal economic immigration programs: FSW; Entrepreneurs; Self-Employed; and Investors. In total, 198,105 principal applicants landed in Canada between 2005 and 2009 via these five immigration programs. Based on this total, PNP Principal Applicants accounted for 17.0% of landed immigrants (PAs) during this period. Figure 3-2 illustrates the proportion of landed immigrants (from 2005 to 2009) who came to Canada via PNP in comparison with the four other identified federal immigration programs.

Figure 3-2: Relative size of PNP vs. federal economic immigration programs (2005-2009)



Source: FOSS Data

The share of the PNP compared to the other four economic programs considered however increased over the years, from representing 5.8% of the PAs admitted under those programs in 2005, to accounting for 31.1% of them in 2009.

PNP importance for PTs

PNs represent a significant portion of immigrants for the PTs. From 2005 to 2009, there were more landed immigrants from PNP PAs in PEI (94.7% of all landed immigrants to the province), New Brunswick (74.0%), Manitoba (91.1%), Saskatchewan (79.9%) and Yukon (56.5%) than any of the other four immigration categories. Both Newfoundland and Labrador and Nova Scotia still received about 40% of their total landed immigrants from the PNP during this period.

Although the relative proportion of PNs who landed in Alberta and British Columbia between 2005 and 2009 is lower than the above-mentioned PTs, both of these provinces still received the third- and fourth-most PNs in terms of gross numbers (behind only Manitoba and Saskatchewan). By contrast, Ontario received a very small proportion of immigrants (1.2%) through the PNP during the period specified. Details for all PTs are presented in Table 3-4.

Table 3-4: PNP compared to other selected economic immigration categories - landing years 2005-2009, principal applicants only

PT	PNP		FSW		Entrepreneurs		Self-employed		Investors		TOTAL by PT	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Newfoundland and Labrador	222	38.5	353	61.3	0	0.0	0	0.0	1	0.2	576	100.0
PEI	1,348	94.7	72	5.1	1	0.1	2	0.1	1	0.1	1,424	100.0
Nova Scotia	1,255	42.5	1,580	53.6	42	1.4	19	0.6	54	1.8	2,950	100.0
New Brunswick	1,545	74.0	533	25.5	0	0.0	1	0.0	8	0.4	2,087	100.0
Ontario	1,247	1.2	98,733	94.2	1,485	1.4	425	0.4	2,954	2.8	104,844	100.0
Manitoba	13,089	91.1	1,223	8.5	5	0.0	36	0.3	16	0.1	14,369	100.0
Saskatchewan	4,155	79.9	1,012	19.5	5	0.1	8	0.2	19	0.4	5,199	100.0
Alberta	4,698	22.0	16,174	75.8	137	0.6	75	0.4	240	1.1	21,324	100.0
Northwest Territories	0	0.0 ³¹	73	100.0	0	0.0	0	0.0	0	0.0	73	100.0
British Columbia	6,085	13.5	31,161	69.1	892	2.0	395	0.9	6,588	14.6	45,121	100.0
Yukon	78	56.5	56	40.6	0	0.00	3	2.2	1	0.7	138	100.0
TOTAL - National	33,722	17.0	150,970	76.2	2,567	1.3	964	0.5	9,882	5.0	198,105	100.0

Source: FOSS Data

According to data provided from CIC's International Region, the total number of PNP applications received for all PN programs in 2008 and 2009 represented 8% and 9%, respectively, of the total number of immigration applications received for all Canadian immigration programs³².

3.2. Profile of PNs

FOSS data from 2005 to 2009 was used to develop a profile of landed PAs under the PNP, looking at characteristics such as sex, age, marital status, country of last permanent residence (by world area), self-reported language ability, education, skill level of nomination (NOC code) and the top ten landing destinations of PAs in Canada (see Table 3-5). This information was also compared to data provided for four other economic immigration categories: FSW; Entrepreneurs; Self-Employed; and Investors. In addition to analyzing FOSS data, the evaluation team also used data obtained through a survey of 2,655 PNs in order to determine the streams under which PNs are being nominated.

³¹ The Northwest Territories only started their PN Program in August 2009 and therefore had very few nominations in 2009.

³² Immigration programs include: FSW, Business, Entrepreneurs, Self-Employed, Investors, PNP, Live-in Caregivers, CEC, Family Class (both Spouses, Partners, Children and Parents and Grandparents), Protected Persons, Government-Sponsored Refugees, Private-Sponsored Refugees, Refugee Dependants, and Other (PD2, RM2 and Missing and Invalid entries).

Table 3-5: Summary demographic profile for PNs (PA) landings from 2005 to 2009³³

Characteristics		2005	2006	2007	2008	2009	Overall (% 2005- 2009)
Province of nomination	Newfoundland and Labrador	1.5	0.7	0.5	0.7	0.7	0.7
	Prince Edward Island	4.5	4.2	5.4	6.2	5.4	5.4
	Nova Scotia	4.4	6.2	5.4	4.0	2.5	4.1
	New Brunswick	6.4	7.6	5.4	4.6	3.6	5.0
	Ontario	0.0	0.0	0.0	1.1	1.7	0.9
	Manitoba	59.4	50.7	45.5	36.8	32.9	40.7
	Saskatchewan	6.4	7.8	11.0	14.1	16.4	12.8
	Alberta	8.0	7.6	10.5	14.7	18.3	13.7
	British Columbia	9.6	15.1	16.3	17.5	18.0	16.5
	Yukon	0.0	0.1	0.0	0.2	0.5	0.2
Gender	Male	76.3	76.4	72.4	74.1	72.9	73.8
	Female	23.7	23.6	27.6	25.9	27.1	26.2
Age group	15-24 years old	4.6	4.3	5.4	5.4	4.6	4.9
	25-44 years old	74.0	72.9	74.3	73.4	76.9	74.8
	45-64 years old	21.0	22.4	19.9	20.9	18.3	20.0
	65 years old or more	0.3	0.2	0.3	0.2	0.1	0.2
Level of education	0 to 9 years of schooling	2.3	2.3	3.2	3.2	2.6	2.8
	10 to 12 years of schooling	8.8	9.5	11.7	11.9	12.5	11.5
	13 or more years of schooling	2.9	4.0	3.1	3.6	3.7	3.5
	Trade certificate	15.4	14.2	13.7	15.1	14.2	14.4
	Non-university diploma	17.4	16.1	16.1	16.7	16.8	16.6
	Bachelor's degree	39.4	38.3	40.0	37.2	39.3	38.8
	Master's degree	9.6	10.0	8.3	8.9	8.2	8.8
Doctorate	4.1	5.7	4.0	3.4	2.7	3.6	
Knowledge of official languages	English	79.3	82.1	81.6	80.8	83.2	81.8
	French	0.7	0.2	0.2	0.3	0.3	0.3
	English and French	5.2	4.5	4.4	4.1	4.1	4.3
	Neither	14.8	13.2	13.8	14.8	12.5	13.6
Country of last permanent residence - world area	Africa, Middle East and some islands of the Atlantic and Indian Oceans	12.7	11.9	9.3	10.1	9.1	10.0
	Asia, Australasia and Pacific	49.4	53.5	55.2	52.8	59.5	55.4
	Latin America, Greenland, some islands of the Atlantic and Pacific	5.2	3.4	6.8	5.8	5.2	5.4
	United States	3.8	4.4	4.0	3.9	2.7	3.6
	Europe except the U.K.	20.8	17.9	15.4	17.8	15.5	16.8
	United Kingdom	8.0	8.9	9.2	9.6	8.0	8.7
NOC skill type	0- Senior management occupations	5.2	5.2	5.1	6.2	5.4	5.5
	1- Business, finance and administration occupations	10.0	13.6	13.9	13.2	13.6	13.3
	2- Natural and applied sciences and related occupations	19.0	17.1	16.3	16.5	15.8	16.5
	3- Health occupations	7.8	8.4	6.7	6.5	6.8	7.0

³³ Data from NWT is not included in this table, as their PNP did not commence, and no nominees landed, until after 2009.

Characteristics	2005	2006	2007	2008	2009	Overall (% 2005- 2009)
4- Occupations in social sciences, education, government service and religion	3.3	5.7	5.8	5.7	4.9	5.3
5- Occupations in art, culture, recreation and sport	2.9	2.4	1.9	2.2	1.5	2.0
6- Sales and service occupations	12.7	13.5	14.1	14.3	17.3	15.2
7- Trades, transport and equipment operators and related occupations	30.9	26.6	23.3	24.3	23.0	24.3
8- Occupations unique to primary industry	3.3	2.4	2.6	3.3	3.3	3.1
9- Occupations unique to processing, manufacturing and utilities	4.8	5.1	10.2	7.9	8.2	7.9
NOC skill level						
0-Management occupations	19.8	20.7	17.9	17.6	14.4	17.0
A-Occupations usually requiring university education	24.6	25.1	22.4	23.2	22.1	22.9
B-Occupations usually requiring college education or apprenticeship training	43.5	38.4	36.3	38.6	40.6	39.2
C-Occupations usually requiring secondary school and/or occupation specific training	11.4	15.0	19.7	17.5	17.3	17.2
D-On the job training is usually provided for those occupations	0.7	0.8	3.7	3.2	5.6	3.7

Source: FOSS

The male to female ratio of landed PNP PAs between 2005 and 2009 has remained fairly consistent at about 3 males for every female. Similarly, there have been no shifts in the trend of the ages of landed PAs over this period: most landed PAs (74.8%) have been between the ages of 25 and 44 years of age and 20% of all landed PAs in any year (2005 to 2009) were from 45 to 65 years of age. With respect to the last country of permanent residence, by world area, approximately half (55.4%) of all PAs from 2005 to 2009 have been from Asia, Australasia and Pacific.

Between 2005 and 2009, 4.3% of landed PNP PAs have been bilingual (English/French). However, the overwhelming majority (81.8%) of all landed PNP PAs from that period self-reported being able to speak English alone. Conversely, less than 1% of landed PAs during this period said they were able to speak French alone. Additionally, 14% of landed PAs reported not being able to speak either English or French.

In considering the highest level of education attained, the majority (85.7%) of PNs that landed between 2005 and 2009 had completed some post-secondary education (above 12 years of schooling). Approximately half (51.1%) of all landed PNP PAs from 2005 to 2009 had a bachelor's degree, some post-graduate studies a Master's Degree or a Doctorate.

The NOC codes for the intended occupation of landed PNP PAs from 2005 to 2009 seem to align with the education levels of landed PNP PAs: 79.1% of landed PAs intended to work in an occupation requiring a NOC B skill level or higher (NOC A, NOC 0), with 39.2% of landed PAs targeting an occupation that had a NOC B skill level. By contrast, 20.9 percent of landed PNP PAs from the same period had a NOC code of C (17.2%) or D (3.7%) for their intended occupation^{34 35}.

³⁴ Percentages were calculated out of the total valid NOC codes for landed PNP PAs. Note that 9.2% of PNP PAs who landed between 2005 and 2009 had unknown NOC values.

The top ten landing destinations of PNP PAs from 2005 to 2009 have been cities in British Columbia (Vancouver), Alberta (Calgary, Edmonton), Saskatchewan (Saskatoon, Regina), Manitoba (Winnipeg, Winkler, Steinbach, Brandon) and PEI (Charlottetown). Of these top ten destinations, Winnipeg, Manitoba has been the destination with the most PA landings each year from 2005 to 2009 with 29.0% of all landed PNP PAs (in Canada) going to this city, followed by Vancouver with 6.9% of all landed PNP PAs.

Based on the survey of PNs, about half (49.2%) of the respondents cited being nominated under a Skilled Worker (requiring a university degree) stream, followed by one-fifth (20.3%) of respondents being nominated under the Semi-skilled Worker (no university degree required) stream. A significant number of respondents had also been nominated under the Family Connection stream (12.4%) and the Business stream (7.5%). The remaining four streams (International Student Graduate, Community Sponsored, General and Other) each accounted for less than 4% of all nominations³⁶.

Additionally, from 2005 to 2009, between 31 and 54% of the total PA landings across Canada were individuals who had been in Canada on a work permit within four years prior to landing, depending on the cohort (see Table 3-6). During this period, Ontario³⁷ (91% in 2009), British Columbia (88% in 2009) and Alberta (83% in 2009) had consistently the highest proportions of these PAs. A significant share of the PAs in Yukon (85% in 2009) and in Newfoundland (80% in 2009) were already in Canada on a work permit within four years prior to landing, even though their share fluctuated from one cohort to the other. Saskatchewan and Nova Scotia (both 45% in 2009), New Brunswick (37% in 2009), and Manitoba (30% in 2009) all had less than half of their PAs already in Canada on a work permit within four years prior to landing. Few of PEI's PAs (5% in 2009) were already in Canada on a work permit up to four years prior to landing.

Table 3-6: Provincial nominees (PAs only) who had been in Canada on a work permit within 4 years of landing, as a percentage of total Provincial nominee landings, by province, 2005-2009³⁸

Province/Territory	2005	2006	2007	2008	2009
AB	90%	89%	91%	86%	83%
BC	84%	90%	88%	87%	88%
MB	15%	19%	19%	31%	30%
NB	33%	37%	39%	35%	37%
NL	11%	39%	56%	75%	80%
NS	14%	13%	20%	41%	45%
ON	N/A	N/A	100%	98%	91%
PE	10%	9%	7%	7%	5%
SK	61%	73%	45%	40%	45%
YK	100%	0%	67%	100%	85%
Total	31%	40%	42%	51%	54%

³⁵ In PNP streams that are not employer-driven, NOC codes are assigned based on previous education/training and work experience rather than on intended occupation.

³⁶ 2.2% of respondents cited "I do not know/cannot remember".

³⁷ Ontario's PN program has only been operating since 2007 and as such this figure is the province's average from 2007 to 2009 rather than from 2005 to 2009.

³⁸ Data from NWT is not included in this table because their PNP did not commence, and no nominees landed, until after 2009.

3.2.1. Profile of PNs (PAs) compared to immigrants coming to Canada under other federal programs

In this section, principal applicants under the PN programs are compared to principal applicants from FSW, Entrepreneur, Self-Employed and Investor programs.

Table 3-7: Summary demographic profile by immigration category - PA, Landings from 2005 to 2009

Characteristics		PNP (%)	FSW (%)	Entrepreneurs (%)	Self-employed (%)	Investors (%)
Gender	Male	73.8	69.9	85.8	72.9	83.6
	Female	26.2	30.1	14.2	27.1	16.4
Age group	15-24 years old	4.9	0.9	0.1	1.3	0.2
	25-44 years old	74.8	83.1	37.5	45.6	47.3
	45-64 years old	20.0	15.8	60.8	49.5	51.6
	65 years old or more	0.2	0.1	1.7	3.4	0.9
Level of education	0 to 9 years of schooling	2.8	3.3	7.9	4.9	10.0
	10 to 12 years of schooling	11.5	0.3	23.9	14.4	20.3
	13 or more years of schooling	3.5	2.1	7.5	10.0	5.8
	Trade certificate	14.4	1.8	7.5	11.2	6.3
	Non-university diploma	16.6	7.4	16.3	20.0	22.6
	Bachelor's degree	38.8	47.2	28.3	26.8	25.0
	Master's degree	8.8	32.1	6.7	10.5	8.3
	Doctorate	3.6	5.8	1.9	2.3	1.7
Knowledge of official languages	English	81.8	79.1	58.6	68.4	30.8
	French	0.3	0.7	0.2	0.2	0.1
	English and French	4.3	9.8	2.3	5.7	0.8
	Neither	13.6	10.4	39.0	25.7	68.3
Country of last permanent residence - world area	Africa, Middle East and some islands of the Atlantic and Indian Oceans	10.0	17.9	31.2	11.7	7.7
	Asia, Australasia and Pacific	55.4	57.1	54.0	43.3	89.1
	Latin America, Greenland, some islands of the Atlantic and Pacific	5.4	5.8	3.3	3.3	0.7
	United States	3.6	2.9	2.4	12.9	0.4
	Europe except the U.K.	16.8	11.6	5.4	19.3	1.1
	United Kingdom	8.7	4.7	3.7	9.5	1.1
NOC skill type ³⁹	0- Senior management occupations	5.5	1.2	-	0.2	-
	1- Business, finance and administration occupations	13.3	17.8	-	1.6	-
	2- Natural and applied sciences and related occupations	16.5	40.4	-	1.7	-
	3- Health occupations	7.0	8.1	-	2.0	-
	4- Occupations in social sciences, education, government service and religion	5.3	15.5	-	1.8	-

³⁹ Information on Entrepreneurs' and Investors' NOC skill type and skill level is not presented as over 75% did not provide information on intended occupation given the nature of the activities they were to undertake in Canada. Information on NOC skill type and level of the intended occupation presented for PNs, FSWs and Self-employed is calculated out of the total valid NOC codes for landed PAs in those categories. Note that 9.2% of PNP PAs who landed between 2005 and 2009 had unknown NOC values, while it was the case for 0.3% of FSWs and 2.2% of Self-employed.

Characteristics		PNP (%)	FSW (%)	Entrepreneurs (%)	Self-employed (%)	Investors (%)
	5- Occupations in art, culture, recreation and sport	2.0	3.6	-	56.2	-
	6- Sales and service occupations	15.2	8.8	-	5.0	-
	7- Trades, transport and equipment operators and related occupations	24.3	3.6	-	1.4	-
	8- Occupations unique to primary industry	3.1	0.2	-	29.7	-
	9- Occupations unique to processing, manufacturing and utilities	7.9	0.7	-	0.4	-
NOC skill level	0-Management occupations	17.0	13.5	-	6.7	-
	A-Occupations usually requiring university education	22.9	62.1	-	36.8	-
	B-Occupations usually requiring college education or apprenticeship training	39.2	23.6	-	54.6	-
	C-Occupations usually requiring secondary school and/or occupation specific training	17.2	0.7	-	1.9	-
	D-On the job training is usually provided for those occupations	3.7	0.0	-	0.0	-

Source: FOSS

The profile depicted above demonstrates that the PNPs admitted to Canada have a distinct set of educational and occupational characteristics reflecting the nature of the program they were admitted under. As such, the FSWs, one of the major comparison groups, were selected against human capital criteria, reflecting the program's intent to select workers that would have the ability to adapt to changing labor market conditions. On the other hand, the PNP selected immigrants to respond to specific provincial needs, both for skilled and semi-skilled occupations as reflected in their profile.

4. Findings

4.1. Program relevance

4.1.1. Continuing need for the program

Finding #1: All stakeholder groups consulted for the evaluation reported a continuing need for the program.

The majority of respondents in all interview categories (including CIC, PT, stakeholder and employer representatives) stated that there is a continuing need for the PNP. Specifically, interviewees from all PTs strongly felt that there is a continuing need for the PNP. Reasons given by interviewees in many PTs included: the need to respond to unique labour market needs for their jurisdiction; other programs not addressing PT needs; and the view that PTs should have control over the selection of immigrants.

All CIC interviewees at NHQ and in the regions agreed that there is a continuing need for the program. Two key reasons cited were that the PNP responds to the need for regionalization (including the concept of sharing the benefits of immigration) and that it fills a gap related to addressing local employment needs (especially for low and semi-skilled workers, specifically).

For their part, of the 66 employers interviewed, 87% (n=58) want to see the PNP continue. In the absence of this program, nearly one quarter of employers (27%, n=18) indicated that their business's operations or service(s) would have suffered and another 15% (n=10) claim they would have gone out of business altogether. About one fifth of employer respondents (22%, n=15) said they would have had to rely more heavily on other immigration programs for workers (including temporary programs). Just over one quarter of employers discussed other negative impacts on their business in the absence of the program, including an unstable workforce due to turnover of their foreign workers (11%, n=7), slower/no growth in their business (9%, n=6), and greater out-of-pocket investment in recruitment activities (7%, n=5).

4.1.2. Alignment with federal priorities

Finding #2: PNP is consistent with the CIC strategic outcome related to the benefits of migration on Canada's economic development and the broader Federal Government priority related to regional development.

Two of the primary objectives of PNP (*To increase the economic benefits of immigration to PTs and To distribute the benefits of immigration across all PTs*) are consistent with the CIC strategic outcome *Migration of permanent and temporary residents that strengthens Canada's economy* within the departmental Program Activity Architecture (PAA)⁴⁰.

As well, as found in the CIC Annual Report to Parliament (2010), making "immigration programs responsive to the unique economic, social and labour market needs of each province

⁴⁰ CIC Program Activity Architecture (PAA). CIC, April 2011.

and territory” is a “shared goal” of both CIC and PTs⁴¹, with PNP designed to be mechanism to accomplish this.

Most CIC interviewees felt the program was consistent with the CIC outcome of maximizing the benefits of immigration. All interviewees from all respondent groups felt that the program is consistent because it aims to respond to Canada’s specific and local economic needs in a more direct way than other programs.

In its most recent Speech from the Throne, the Government reinforced its commitment to enabling communities to meet their unique needs: “Local communities are best placed to overcome their unique challenges, but government can help create the conditions for these communities—and the industries that sustain them—to succeed.”⁴², which aligns with the objectives of the PNP to increase the economic benefits of immigration to PTs and enhance FPT collaboration.

Additionally, PNP is linked to government priorities around economic development and prosperity, addressing skills/labour shortages and contributing to diversity in general. Finance Canada highlighted PNP as an important program by which immigration could be linked with labour market needs suggesting that, “greater use of the PNP could help address local shortages.”⁴³ As well, other federal documents illustrated the necessity to engage PTs on the best ways to “broaden the regional distribution of immigrants”, a PNP objective.⁴⁴ Thus, PNP is consistent with not only CIC priorities, but also priorities of the Federal Government more broadly.

4.1.3. Appropriateness of the Federal Government Roles and Responsibilities

Finding #3: The federal government has a role in both the policy and operational aspects of the PNP. This role is felt to be appropriate by key informants.

Key informants expressed the view that the federal role is different in the context of the PNP than it is for other federal immigration programs in that the responsibilities for the PNP are shared between two levels of jurisdiction. They reported that CIC not only has a role in the policy realm and in providing directions for the program nationally, but also has an operational role related to admissibility screening of applicants and final selection of PNs.

Most interviewees from all respondent groups stated that the federal role in PNP, as they understood it, is appropriate. This was also supported by findings from the document review. Some CIC interviewees also suggested that there is room for an expanded federal government role in terms of responsibility for program and policy direction. A few regional and local office CIC interviewees acknowledged the federal role as appropriate, noting that for such a program, CIC needs to have a balanced national view, while respecting PT interests given that this is a shared jurisdiction.

⁴¹ CIC Annual Report to Parliament on Immigration, 2010. Page 18.

⁴² Government of Canada. Speech from the Throne, June 3, 2011. Page 13.

⁴³ Finance Canada, Advantage Canada, Building a Strong Economy for Canadians, 2006. Page 49.

⁴⁴ Finance Canada, Economic and Fiscal Update, Chapter 5, 2005. www.fin.gc.ca/ec2005/ec/ecc5-eng.asp

4.1.4. Relationship with other programs: Potential complementarity, overlap and alternatives

Finding #4: While the PT PNP streams share similar themes and objectives with several federal economic immigration programs, there are additional elements that allow the PNP to meet PT-specific needs linked to economic development and population growth for example.

Finding #5: Respondents were not able to identify alternatives to the PNP that would meet the needs of PTs and employers to the same degree.

Finding #6: From 2005-2009, a large proportion of landed PNs (principal applicants) had previously been in Canada as temporary foreign workers. While the PTs' use of the TFWP in conjunction with PN programs offers benefits to the applicants and employers, it raises the question of conflicting program objectives.

4.1.4.1. Other federal economic immigration programs

A natural comparison for the PNP is with four other federal immigration programs that offer permanent residence: FSW; business immigration programs; CEC; and Federal Family Class, as they most closely align with the various PT PNP streams. Each of these programs is similar to PNP to some degree (especially with regard to certain PT streams).

While some objectives of these federal economic programs are very similar to those of PNP, they do not necessarily overlap, as the applicants they are meant to attract differ. The evaluation sought to explore the concept of overlap with a closer examination of criteria and program streams. The following section provides a description of the federal economic immigration and family class programs in order to illustrate the degree to which they share themes with PNP. The descriptions highlight the nuances within the programs that help assess the extent to which there is overlap between the PNP and other federal programs. A comparison of the requirements for the federal programs and the parallel PN streams is provided in the PT appendices, under separate cover.

Federal Skilled Worker Program

The objective of the FSW program is to bring in foreign nationals who are skilled workers and professionals to Canada. This program focuses on the human capital model and is similar to the “employable skills” models adopted by some PTs in their PN programs, often a skilled worker stream. Most skilled worker streams under the various PN programs require applicants to have a permanent, full-time job offer, which is similar to the Arranged Employment Offer (AEO) criterion of FSW⁴⁵.

Although the FSW is based on a human capital model, in February 2008, CIC introduced Ministerial Instructions (MI), which identified a list of targeted occupations as an eligibility requirement for processing. After the introduction of the first set of MI, some PTs indicated that the FSW Program was no longer meeting their needs for specific occupations.

Four PTs have developed “Strategic Recruitment” streams as part of their PN programs in order to address specific labour market needs and/or to target specific occupations in the PT, such as engineers in Alberta. In many cases, the occupations targeted by these Strategic Recruitment streams overlap with occupations included in the MI (e.g., health professionals, engineers);

⁴⁵ AEO is an item on the selection grid where applicants can obtain points.

however, PT representatives indicated that the FSW alone does not meet their PT's labour market needs for these occupations and FSWs may not necessarily choose to settle in the PTs where occupational needs were identified. These Strategic Recruitment streams may appear to overlap with TFW, given that nominees are brought in to target a specific occupation; however, where TFW is intended to focus on short term needs, strategic recruitment is intended to address long terms needs and offers permanent residence.

Business immigration programs

There are a number of federal business programs and several have criteria that overlap with those of the PNP. The federal Entrepreneur program is very similar to several PNP business streams, in that both the federal and the PT programs seek to attract experienced business people who will own and actively manage a business in Canada. They seek different types of business people, as the federal Entrepreneur program requires a higher level of investment (\$800,000) than most similar PT programs where there is a range of minimum investment amounts from \$65,000 in New Brunswick to \$3 million in Ontario; \$150K is the minimum investment amount in three PTs.

The Immigrant Investor program is different in that it is a passive investment in a business by a foreign national. Since the changes to the IRP Regulations, passive investment programs are not allowed under the PNP. Those PTs that had PN streams that were deemed to be passive investments were discontinued by September 2008.

Canadian experience class

The federal CEC, introduced in 2008, has some overlap with PN streams. The CEC was developed to build

a more responsive and attractive immigration system and [facilitate] the transition from temporary to permanent residence for certain TFWs and International Students who have demonstrated their ability to integrate into the Canadian labour market.⁴⁶

Program criteria include having skilled Canadian work experience (at NOC Code skill levels 0, A or B for two years for TFWs and for one year for international student graduates), proficiency in English or French (measured according to the Canadian Language Benchmarks) and Canadian post-secondary education (for international students).

The potential overlap between the CEC and some PN streams lies most notably with the international student graduate streams and the use of TFW in combination with some skilled and semi-skilled worker streams. Eight PTs have international student graduate PN streams to attract students who have studied in their PT to remain. Some PTs require the graduate to have a minimum amount of work experience in Canada in his/her field and/or to have a permanent, full-time job offer. The criteria for these PN streams are very similar to those of the CEC except for the language testing requirements. The language testing requirements under the international graduate PN streams are not as formal as they are under CEC or the FSWP.

Nine PTs have PN streams that require applicants to have a specified minimum amount of work experience in that PT (usually six months) under a temporary work permit before being eligible for PNP. As will be discussed in Section 4.1.4.2, this is designed to strengthen the match between

⁴⁶ "Canadian Experience Class: Performance Measurement Strategy", Government Consulting Services, September 2010, p. 1.

the worker and the PT and encourage settlement in that PT, which is very similar to the CEC program.

Family class

The objective of the Family Class is to facilitate the reunion in Canada of Canadian citizens and permanent residents with their close relatives and family members.⁴⁷ This differs from the objective of PT PN family connection streams, as all of the PN streams are related to the objective of economic benefits from immigration. However, there is an intention to build on the notion that having family connections in the PT would also mean that PNs would be more likely to stay in the nomination province or territory while demonstrating the ability to establish economically.

The federal Family Class is open to limited family members (spouse/common-law partner, dependent children, parent and grandparent). The Family Connection stream offered in six PTs is similar to the federal program because Canadian citizens or permanent residents may sponsor an eligible family member for permanent residence in the PT. However, all PTs have tied their PNP family streams to the labour market: in three PTs, there is a requirement that the nominated family member have a permanent, full-time job offer. In all other PTs, the family member is required to meet criteria that are related to employability.

Another difference from the family class program is that some PT streams open the definition of an “eligible family member” to a wider group than that offered through the federal program, including, for example, sisters/brothers, step-brothers/sisters, nieces/nephews, step-daughters/sons, uncles/aunts, sisters/ brothers-in-law and first cousins. As such, the target group for the PN family streams is broader than that for the federal Family Class.

Comparison of programs

While there are similarities in objectives and criteria across the federal and PN programs, there are several ways in which the PN streams differ from the federal programs:

- Language requirements: Two of the major federal economic programs give a lot of weight to language ability in the official languages. Language is one of the main factors of the FSWP selection grid, where an applicant can obtain up to 24 points out of a possible 100 for language abilities in French and English. The CEC has minimum language requirements for applicants (which vary according to the job classification). Applicants to both programs have to submit official test results to prove their language proficiency. On the other hand, there is no consistent minimum standard across PTs and streams.
- Link to a particular PT: None of the federal programs include a requirement that the applicant have the intention to settle in any given province while all PN streams have this requirement. Though many CIC interviewees suggested that those applying under the CEC are likely to remain in their current province of residence, the lack of attachment to a specific employer/job may contribute to their likely inter-provincial mobility.
- Flexibility regarding eligible occupations: While introduced in February 2008 and only overlapping two years of this evaluation, the Ministerial Instructions did not include several occupations that PTs have identified as critical. Thus, some needs identified by PTs have not

⁴⁷ Operating Procedures (OP2) Processing Members of the Family Class, dated November 14, 2006.

been met through the federal economic immigration programs, especially since Ministerial Instructions were introduced.

- Permanent residency for semi-skilled workers: There are no federal programs that allow for the entry of semi-skilled workers as permanent residents.
- Broader definition of family members, but requiring employment/employability: The family connection streams allow for a broader range of family members to apply as PNs than the federal Family Class. All family connection PN programs have criteria that require the family members to be able to establish economically, something that is not found in the federal class.

According to representatives in a few PTs, some of them encourage applicants who qualify for a federal program to apply under that program, particularly if there is evidence that the applicant will settle in the PT. However, this is not the case in all PTs.

4.1.4.2. Temporary foreign worker program

A number of PTs use the TFW program and other temporary resident programs in combination with their PN programs. However, the extent to which they do varies by year and by PT of nomination. From 2005 to 2009, the period covered by this evaluation, the share of PNP PA landings that were individuals who had been in Canada on a work permit within four years prior to landing has ranged from a low of 31% in 2005, increasing gradually to a high of 54% in 2009⁴⁸. Throughout this period, over 50% of PAs nominated to British Columbia, Yukon, Alberta, Ontario and Newfoundland and Labrador were already in Canada on a work permit as a TFW (up to four years prior to landing). In other PTs, the rate is generally considerably lower – e.g. PEI (10% or lower across all years) and Manitoba (generally below 30%).

The interviews with PTs and CIC NHQ and regional and the document review suggest that there are several advantages of using temporary visas in conjunction with the PN programs:

- It provides an opportunity for the PN and employer to see if there is a ‘good fit’ with the employer and the position, and whether the PN is interested in and/or likely to stay in the PT. PNs are often required to have been working for an employer in the PT for six to nine months prior to making a PNP application. In some PTs, this requirement is waived if the PN has a permanent job offer. The requirement to have worked as a TFW is expected to contribute to ensuring that the PN is likely to remain employed in the long-term and have the ability and intention to settle in the nominating PT;
- It provides an opportunity for the PN to become familiar with the community and/or establish a business. Three PTs require that PNs who want to apply to a PN business stream reside in that PT for two years prior to applying. This provides them with the opportunity to establish a residence in the PT, transfer the required investment funds to the PT and generally meet the requirements of performance agreements established with the PT. After the two years and successful completion of the requirements, the applicant is nominated as a PN.
- It is used as a mechanism to bring workers into the PT faster and, as a result, be able to meet employer needs in a more timely way.

⁴⁸ CIC Data Warehouse.

In terms of disadvantages, a few CIC interviewees noted that as part of the requirement to get a temporary visa, the applicant must satisfy a CIC visa officer that he/she will leave Canada at the end of his/her stay. This requirement was raised in the interviews with IPMs and it appears that given the ability to consider “dual intent,” as outlined in the IRPA, IPMs did not see a conflict with the use of temporary visas in conjunction with PNP. In fact, in some cases, IPMs noted that considering two applications for the same immigrant at the same time, or closely together, facilitated the process.

However, TFWs becoming permanent residents through the PNP presents potentially conflicting program objectives, as TFW is designed to fulfill short-term labour market needs, whereas the PNP is a permanent resident program designed to address long-term needs⁴⁹.

4.1.4.3. Alternatives

Interviewees from PTs unanimously felt that there was no other federal program that would respond to their needs to the extent that PNP currently does. In discussing other federal immigration programs during interviews, none were considered to be true alternatives to PNP since these other programs were noted to have limitations. Interviewees in a few PTs mentioned that FSW does not bring in immigrants with the necessary skills for their labour markets (namely those in the trades and agriculture sectors). The FSW evaluation also found that “most provincial governments prefer the PNP, citing perceived advantages such as greater responsiveness to immediate labour needs and provincial priorities, the ability to attract workers who wish to settle in destinations other than major urban centres and shorter processing times”.⁵⁰ Regarding the TFWP as a possible alternative, interviewees from a few PTs mentioned that the program does not allow for sustainable growth because foreign workers under this program must leave when their temporary visa expires, requiring the employer to hire and train new workers.

When asked to describe what the impact would be on their PT in the absence of the program, interviewees from a few PTs cited specific potential impacts, including lower PT GDP and labour shortages, businesses shutting down and lower PT economic growth. Interviewees from a few PTs said that they would focus on training local workers. Of the three CIC NHQ interviewees who answered this question and most of the CIC regional interviewees, there was agreement that there are no other federal programs able to do what PNP does in terms of regionalization of immigration, meeting local/regional labour market needs and granting permanent resident status to semi-skilled workers. If the PNP no longer existed, these interviewees acknowledged that federal program criteria would have to be adjusted to serve the same needs as those currently addressed by PNP (for example, assigning extra points if the immigrant wishes to settle outside of Montreal, Toronto or Vancouver).

PN survey respondents cited a number of reasons for applying to PNP rather than through another federal immigration category. The most common reason was they had been told PNP was faster than other programs (45%), followed by PNP was suggested to them by family and/or friends (36%). The third most common reason was that the application process seemed to be easier than for other programs (33%). Most of the 4% who said they had previously applied to another federal program applied under the FSW program. Of the 36% who said they were referred by a friend or family member, 56% of the referring individuals were themselves PNs.

⁴⁹ As discussed, some PT streams require work in Canada as an eligibility condition to the program.

⁵⁰ CIC (2010), Evaluation of the Federal Skilled Worker Program, p. 4.

4.2. Performance

The performance of the program against its four key objectives is addressed in this section. First, findings related to the objective of increasing the economic benefits of immigration to PTs are presented. Then, the objective related to distributing the benefits of immigration across all PTs is assessed. Next, the ways in which the program enhances Federal-Provincial/Territorial (FPT) collaboration is discussed. Finally, the evaluation addresses the extent to which the PNP encouraged development of official language minority community.

4.2.1. How the program is meeting PT needs

Finding#7: According to PT interviewees, PNP is addressing the PT needs related to local and regional labour market needs (including filling specific skill shortages), attracting investment, and contributing to population growth.

Finding #8: In terms of how PTs identify their need for PNs, only one PT has a formal labour market strategy that directly links labour market shortages to immigration and, ultimately, to their PN program. Others rely on consultations with stakeholders and more general labour market or planning documents. Therefore, this makes it hard to assess to what extent admitted PNs actually meet PT needs.

4.2.1.1. PT objectives/needs addressed by the program⁵¹

Interviewees from most PTs indicated that labour market needs were being addressed by PNP, and seven noted skills shortages as a need being addressed by the program. Five PT interviewees mentioned attracting investment as a need addressed by the program. Table 4-1 provides further details on these and other findings. Of the ten PT interviewees who highlighted that the program addressed labour market needs, interviewees from five PTs indicated that their PN program also served to address the need for the PT to increase its population, either because the existing population is declining or not growing, or because it is aging.

Table 4-1: PT needs addressed by PNP

Need cited by at least one interviewee	Total PTs
Labour market needs	10
Skill shortages	7
Investment	5
Population/demographic	5
Economy (as a whole)	4
Immigration	3
Semi-skilled labour/trades	3
Communities outside urban areas	3
Succession planning (small businesses, farms)	2

Source: PT Interviewees

⁵¹ Interviewees in PTs were asked to describe the needs the PNP was addressing in their jurisdiction, as well as the objectives of their PT's PN program. The evidence for both questions was similar and has therefore been grouped together in this section.

4.2.1.2. Degree to which PNs address labour market shortages

Labour shortages are not well documented in PTs. However, where PTs have conducted evaluations or reviews of their PN programs, results suggest that PNP is helping them to fill shortages in the labour market. As well, interviewees from most PTs indicated that the PNP does help them to address their identified labour market shortages.

In considering their overall experience with PNP, 66% of employers (n=44) said PNP has allowed for them to fully meet their identified labour market needs, while 15% of employers (n=10) said PNP has helped them to meet their identified labour market needs but they continue to experience labour shortages.

Employers reported that PNP helps to address labour market shortages in their workplace and in their sector. In fact, all employers interviewed (n=67) cited using PNP as a result of experiencing difficulties hiring locally and/or nationally. The following reasons were cited as contributing to the difficulty of hiring within their city, province and/or Canada:

- Workers lack the relevant skill set(s)/shortage of qualified workers in the sector;
- Local workers uninterested in the work;
- Size of the labour pool is small in small communities;
- Difficult to attract workers to a rural community; and
- Difficult to attract workers due to the low salaries that accompany the low cost of living.

When asked for suggestions on how the PNP could be more responsive to their needs, almost all employers cited concerns with the perceived lengthy timelines involved in securing permanent residence. The average acceptable timeline cited by employers, from the start of the PNP application process through to PR status, was thought to be one year.

4.2.1.3. PN needs identification

PTs use a number of different methods to identify their needs for PNs. Because many say they are operating with limited labour market information, many identify needs in dialogue with employers, industry associations and other stakeholders (e.g., regulatory bodies, regional development authorities, chambers of commerce). In fact, only one PT was able produce an evidence-based, formal labour market strategy that directly links general labour market shortages (in key sectors) to immigration and illustrates how the PN program can be used to respond to those shortages. Other PTs had labour market planning documents that did not specifically identify the extent of shortages or contain a sufficient level of detail regarding how the PT would address those shortages, but still specifically linked immigration to the PT's labour market planning approach.

Of those PTs that did not have labour market planning documents, most have an Immigration Strategy or other immigration-related planning document that links immigration to the PT's economic and/or population growth needs.

4.2.2. Economic outcomes for PNs

Finding #9: The vast majority of PNs have established economically, with employment incidence at almost 80% in the first year. They are working from the first year after landing and continue to do so afterwards. The large majority report employment or self-employment earnings each year and very few access employment insurance and/or social assistance benefits.

Finding #10: Their average annual employment earnings increase over time. The majority also have jobs at a skill level commensurate with, or higher than, the skill level of their intended occupation.

Finding #11: Economic establishment varies by province of nomination and residence:

- PNs nominated by the Atlantic provinces have lower incidence rates of employment earnings;
- PNs nominated by the Atlantic provinces and Manitoba have lower earnings than those nominated by other PTs; and
- Those in PEI, New Brunswick and Manitoba are less likely to have employment at the level of their intended occupation, compared to PNs nominated by other PTs.

Finding #12: Economic establishment varies also by PN stream, with the most successful, by incidence of employment, being skilled and semi-skilled workers and international graduate students.

Finding #13: PNs who came in under the business or family connection streams are less likely to establish economically. They are less likely to report employment earnings and have earnings below those of other PN streams. Just half of the PNs in the business stream established or took over an existing business after landing.

Finding #14: PNs who have been in Canada on a temporary permit before landing are more likely to establish economically. They are more likely to have a job offer prior to landing, have a job at a higher job classification and report a higher salary.

Finding #15: PNs establish economically earlier than immigrants in other federal economic programs (FSW, Entrepreneur, Self-Employed and Investors), reporting higher incidence of employment/self-employment earnings and higher earnings in the first year after landing. When compared to FSWs, PNs continue to maintain a slightly higher rate of reported employment/self-employment earnings over the years after landing. However, FSW earnings have surpassed those of PNs by the fifth year after landing.

A fundamental aspect of the PNP, being an economic immigration program, is the ability of nominees to become economically established in Canada. IRPA does not define “economic establishment” as it applies to the PNP, so for the purposes of this evaluation, this was measured by the following indicators:

- The extent to which PNs are working (as measured by the extent to which they report employment earnings and/or self-employment earnings, as well as the use of employment insurance (EI) and social assistance);
- Average earnings and employment history; and
- A job at a skill level commensurate with their intended occupation on landing.

The two primary sources for this information were IMDB data and the PN survey.

It is important to recall that PN program priorities vary by PT; for instance, some are more focussed on business or investor immigrants, or lower skilled occupations. This may be reflected

in the particular PT PN economic outcomes (such as average employment earnings), and results should be considered in the appropriate context.

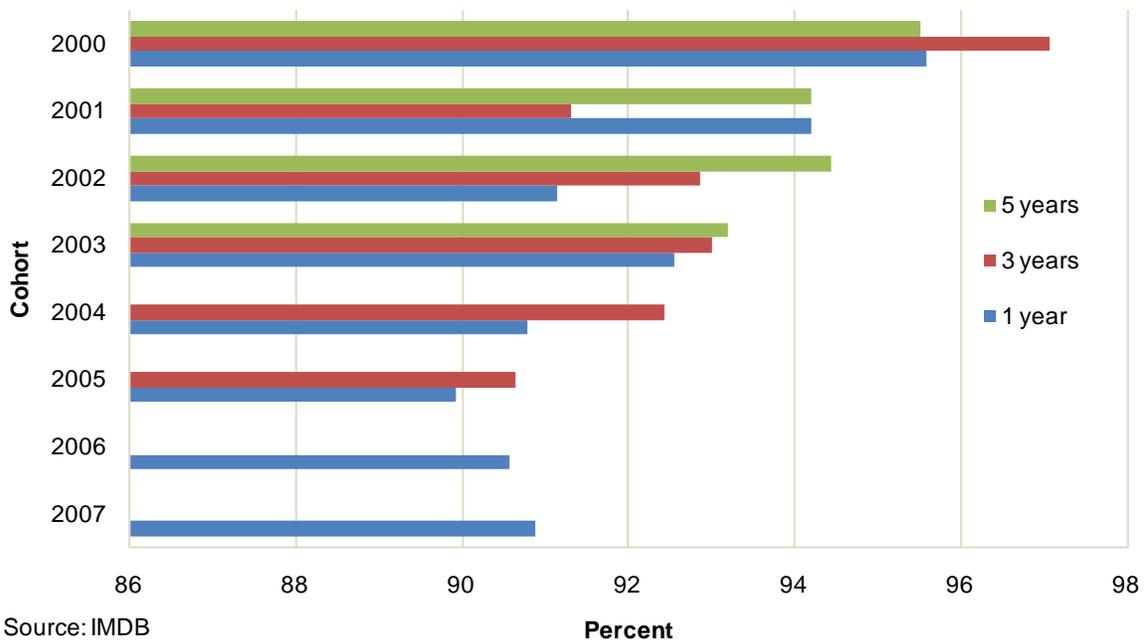
4.2.2.1. Economic outcomes

This section presents the economic outcomes for PNs, looking at three major indicators: extent to which PNs are working, their level of employment earnings and their occupation level.

Extent to which PNs are working

The primary indicator of whether a PN is working is the reporting of employment or self-employment earnings. The IMDB data shows that, after one year in Canada⁵², 90% or more of PNs have declared employment and/or self-employment earnings (see Figure 4-1). The incidence rate of declaring earnings, by cohort, is generally stable over time; for those cohorts where the incidence rate does change, the change is very slight (between 1% and 3%). Three years after landing, between 91% and 97% of PNs have declared employment and/or self-employment earnings. Five years after landing, between 93% and 96% of PNs have declared earnings.

Figure 4-1: Percentage of provincial nominees (PAs) declaring employment and/or self-employment earnings, by years since landing (2000-2008 cohorts)



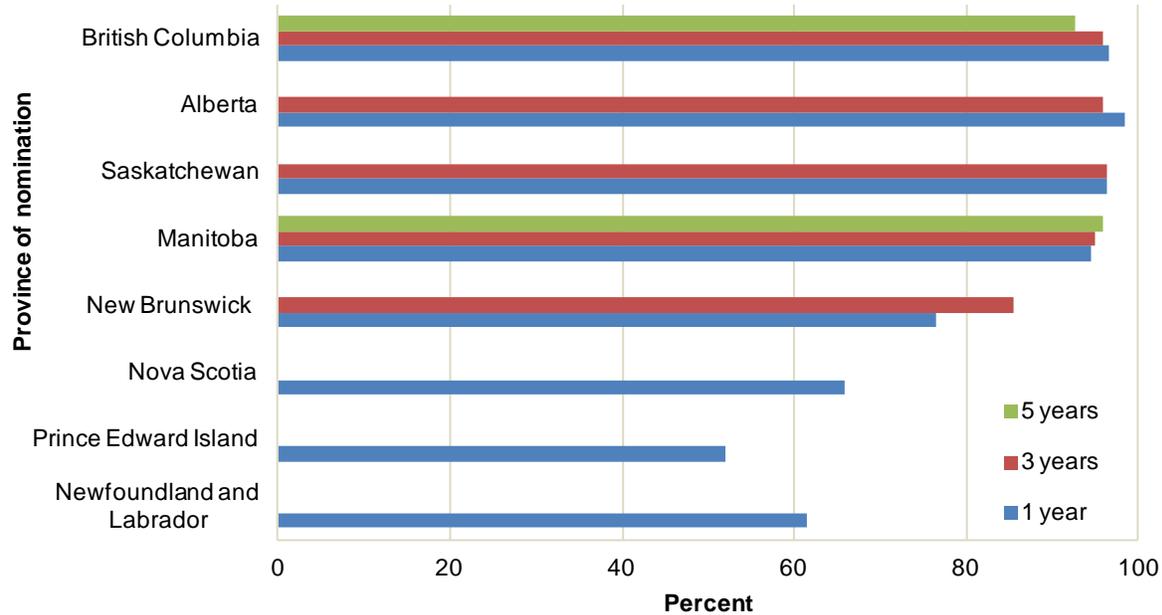
The extent to which PNs are working varies by PT⁵³. Compared to the other provinces, PNs nominated in the Atlantic provinces have a lower incidence of reporting employment/self-employment earnings. In the first year after landing, between 52% and 76% reported such earnings depending on the province, compared to 94% - 98% in Manitoba, BC, Alberta and

⁵² Measures are not reported for the year of landing because the data does not indicate whether the measurements cover a full or partial year.

⁵³ Note that differences in economic outcomes across PTs should not be directly attributed to the differences across PN programs. Other factors such as economic opportunities, and industry composition, occupational distribution and cost of living in the various jurisdictions can also account for outcome differences.

Saskatchewan (see Figure 4-2).⁵⁴ PNs nominated by New Brunswick have the highest incidence rate (76%) among the Atlantic provinces.

Figure 4-2: PNs (PAs) reporting employment/self-employment earnings, by province of nomination and years since landing



Source: IMDB

Note: No data is available for Ontario because of the low number of PNs nominated by that province. There was also insufficient data on certain provinces to report 3 and 5 years after landing

The incidence rate of declaring employment and/or self-employment earnings by province of residence, rather than by province of nomination, also varies by province (Figure 4-3). The comparison of these rates reflects the impact of secondary migration.

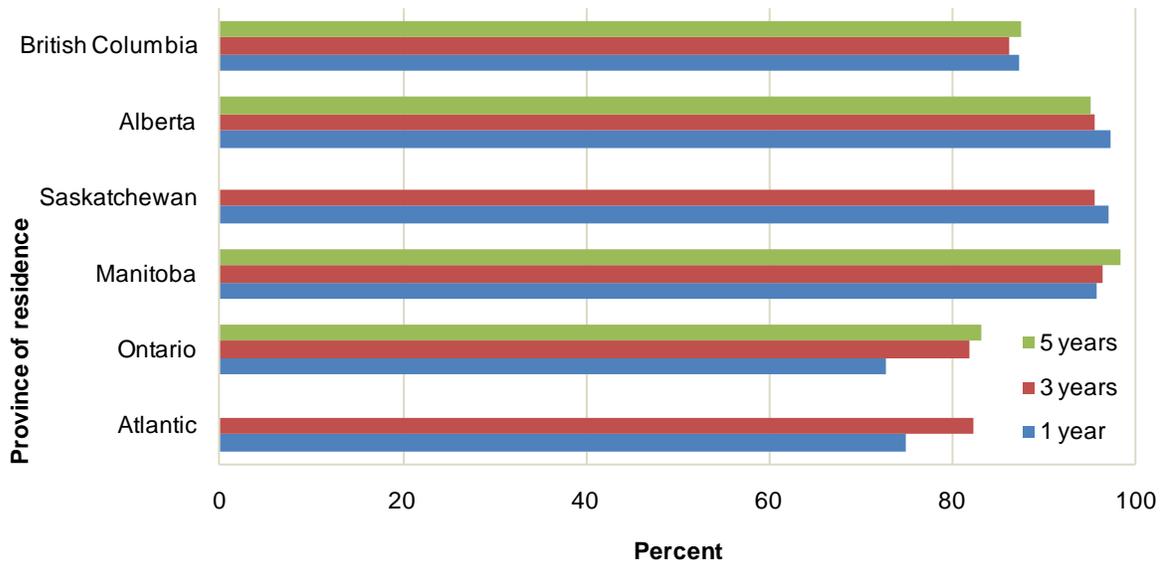
When shifting the focus to province of residence, results indicate that PNs residing in British Columbia, Alberta, Saskatchewan and Manitoba are still more likely to report employment/self-employment earnings compared to those in Ontario and the Atlantic provinces. However, the incidence rates are between five and ten percent higher for those PNs nominated by BC than they are for PNs residing in BC. This suggests that the BC is receiving PNs nominated by other PTs who may be taking longer to establish economically than those who remain in their PT of nomination.

On the other hand, in the Atlantic provinces, incidence rates are higher for PNs residing in these provinces than they are for PNs nominated by the Atlantic provinces. On average, 75% of PNs in the Atlantic provinces report earnings one year after landing and 89% reporting earnings five years after landing.⁵⁵ This suggests that those PNs nominated by the Atlantic provinces who have not found employment have left the nominating region to improve their economic outcomes.

⁵⁴ Data is only discussed for one year after landing, because that is the only year for which there is sufficient data for all PTs, except Ontario. After that, there are too few individuals to comment on the findings for all provinces.

⁵⁵ It should be noted, however, that the number of PNs remaining in the Atlantic provinces was too small to allow for disaggregation of the data by province.

Figure 4-3: PNs (PAs) reporting employment/self-employment earnings, by province of residence and years since landing



Source: IMDB

Note: Data for the Atlantic provinces could not be disaggregated due to the low numbers resulting from secondary migration. For the same reason, data is not available for the Atlantic provinces and Saskatchewan for 5 years after landing. On the other hand, data for Ontario is available because the province receives secondary migrants.

The PN survey reflects similar results to the IMDB data. When looking at salaried employment, survey results indicate that at the end of their first year in the country, 80% of the PNs are employed, this proportion increasing to 84% and 85% three and five years after arrival.⁵⁶

Employment insurance/social assistance

Another indicator of whether PNs are working is the extent to which they rely on employment insurance and/or social assistance benefits as a source of income. PNs make very low use of employment insurance benefits. Between 6 and 11% of PNs used these benefits in the first year after landing, depending on the cohort, compared to between 4 and 7% of FSWs.⁵⁷ This low use of EI may be explained, in part, by the fact that individuals must accumulate a minimum number of work hours in order to be eligible for EI⁵⁸. The use of EI increases over the first two to three years in Canada, after which it tends to slightly decrease. This indicates that PNs are working.

The incidence rate for the use of social assistance is negligible, too low to report.

⁵⁶ When only looking at the incidence rate of reporting employment earnings, IMDB results indicate that 87% of the PNs are working at the end of the first full year after landing. Three and 5 years after landing, it is 84% who do so

⁵⁷ These differences would be expected, given the differences in types of work done by each group. Additionally, comparing to the Canadian rate is not appropriate due to the different contexts surrounding each population.

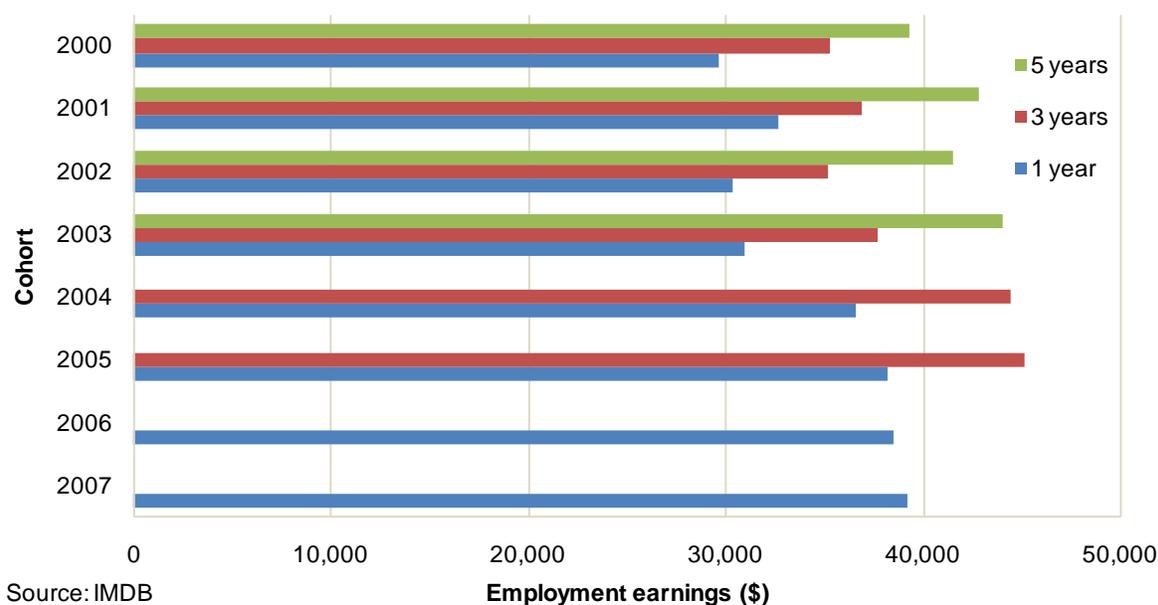
⁵⁸ Although a number of PNs were already in Canada as TFW, and thus may already have accumulated the required number of hours to be eligible for EI when they become PR, a significant share of PNs were not in Canada prior to obtaining PR and therefore need to accumulate the required hours of work before being able to redeem EI benefits.

Earnings

This section looks at the level of employment earnings⁵⁹, which is a second key indicator of economic establishment.

IMDB data show that one year after landing in Canada, PN employment earnings range from \$29,600 to \$41,700, depending on the cohort (see Figure 4-4). Average employment earnings increase with the number of years spent in Canada: after three years, the average increases to between \$35,200 and \$45,100 (increase of about \$5,000 to \$7,000). Five years after landing the average is \$39,300 to \$44,000, which represents a further increase of \$4,000 to \$6,000 depending on the cohort, when compared to the average earnings at the three year mark.

Figure 4-4: Average PN (PA) employment earnings, by years since landing (2000-2008 cohorts)

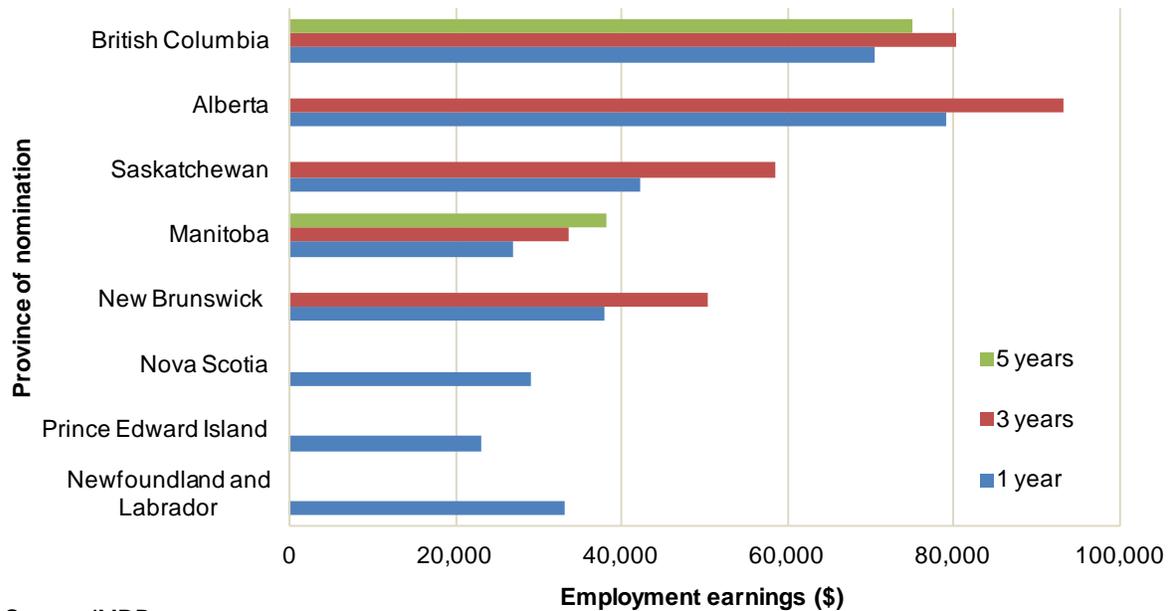


IMDB results show that employment earnings vary considerably by PT of nomination. Earnings are lower in the Atlantic than in other provinces. The average employment earnings of PNs nominated in the Atlantic provinces and Manitoba are below \$40,000 in the first year after landing – the lowest is PEI at \$23,200 and the highest in the Atlantic is NB at \$37,900 (See Figure 4-5). The average employment earnings are above \$40,000 in the Prairie provinces and British Columbia for the same time period. Average employment earnings in most PTs rise the longer the PN is in Canada; however, the profile of earnings by PT changes slightly. Even though data is not available for all provinces three years after landings due to declining numbers of PNs to report on⁶⁰, PNs nominated by Alberta still have the highest employment earnings with an average of \$93,300, followed by PNs nominated by BC at \$80,300. The average earnings in the other provinces also continue to rise. After three years in Canada, PNs nominated by Saskatchewan have average employment earnings of \$58,000, followed by New Brunswick (\$50,300) and Manitoba (\$33,600).

⁵⁹ It does not include self-employment earnings as these are not a reliable indicator of income.

⁶⁰ Numbers decline because insufficient PNs have been in Canada for long enough to have 3 or 5 years of earnings data, since data are only available until 2008.

Figure 4-5: Average PN (PA) employment earnings, by province of nomination and years since landing



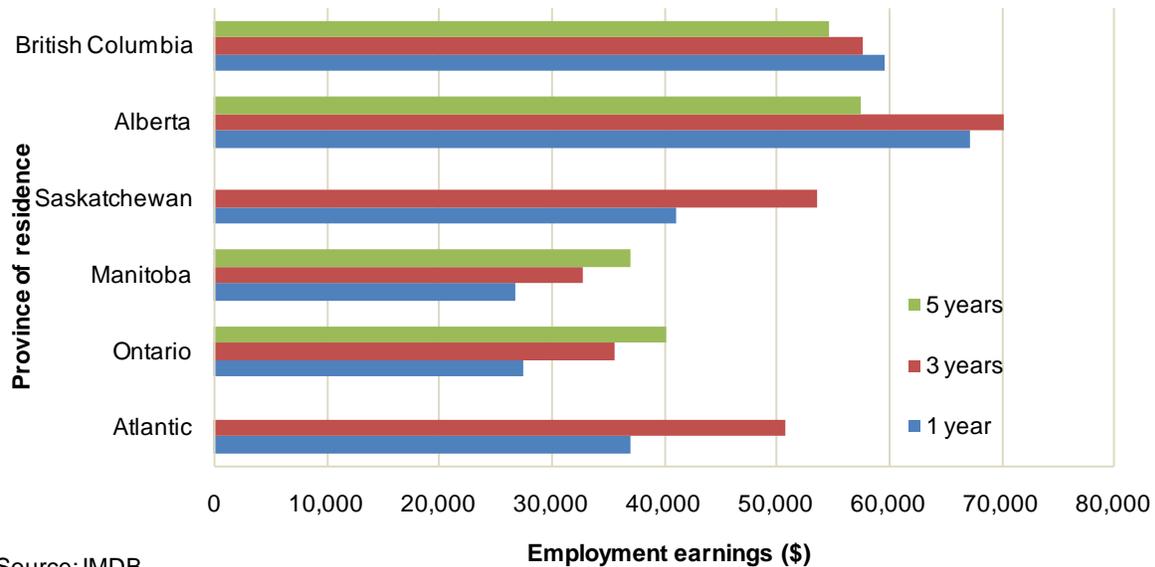
Source: IMDB

Note: No data is available for Ontario because of the low number of PNs nominated by that province. There was also insufficient data on certain provinces to report 3 and 5 years after landing.

The average employment earnings also vary by province of residence (see Figure 4-6). The trends are similar to those seen in the incidence of reporting employment/self-employment earnings.

Whereas the PNs *residing* in Alberta and BC have the highest average earnings, these earnings are lower than those for PNs *nominated* by those two provinces. Whereas there were too few cases of PNs nominated by Ontario to report on average earnings, the average earnings for PNs residing in this province rise to \$40,200 by the fifth year after landing. BC, Alberta and Ontario are affected by the secondary migration of PNs from other PTs who are seeking better economic outcomes. This brings down the average employment earnings in these provinces. On the other hand, the average earnings for PNs residing in the Atlantic provinces are higher than the average earnings for PNs nominated by all the Atlantic provinces except NB. This also reflects the impact of secondary migration. Those PNs residing in the Atlantic provinces tend to be those who have become established economically and remain in the province of nomination.

Figure 4-6: Average PN (PA) employment earnings, by province of residence and years since landing



Source: IMDB

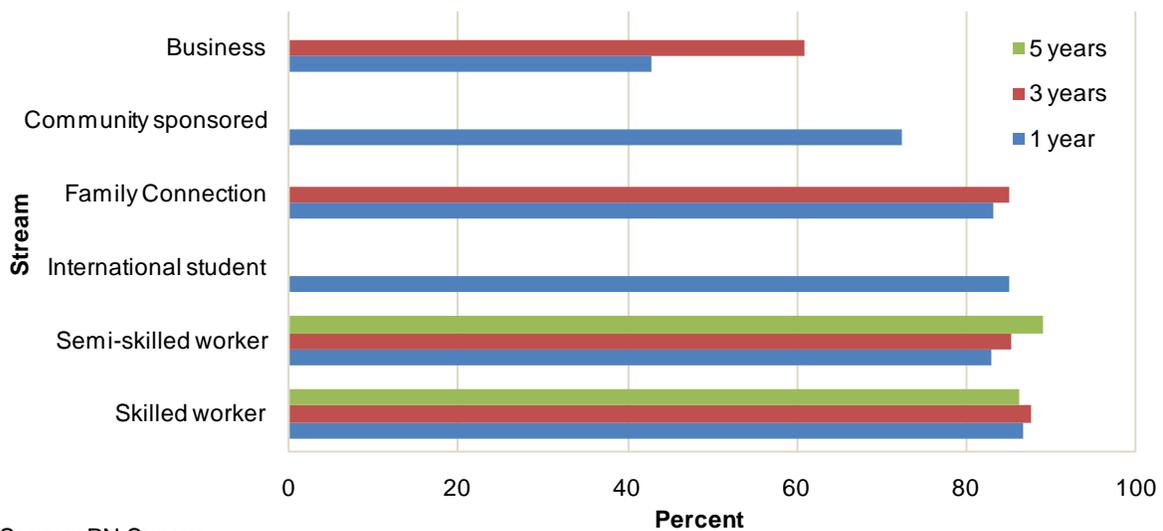
Note: Data for the Atlantic provinces could not be disaggregated due to the low numbers resulting from secondary migration. For the same reason, data is not available for the Atlantic provinces and Saskatchewan for 5 years after landing. On the other hand, data for Ontario is available because the province receives secondary migrants.

The PN survey reflects somewhat higher salary levels for PNs. By the end of their first year in Canada, PNs surveyed earned on average \$54,100, their earnings increasing to \$61,500 and \$64,600 three and five years after landing. The difference between the IMDB data and the PN survey results may be due to the fact that earnings for the survey results were calculated based on the employment situation at the end of each year of residence, projecting their salary to an annual basis (whether they have worked or not the entire year). Also, these are self-reported figures from the survey, which may also account for some of the difference from the IMDB data.

Economic outcomes by stream

Economic establishment also varies by PN stream. The PN survey – the only data source for the PN streams – reflects relatively high levels of employment incidence in most streams, beginning with the first year after landing (see Figure 4-7). Over 80% of PNs, except those in the business (43%) and community sponsored (72%) streams, reported employment by one year after landing. These percentages remain steady, or rise slightly, by the third or fifth year after landing for PNs who came in under the skilled worker, semi-skilled worker and family connection streams. Employment for PNs in the business stream gradually increases up to 61% by the third year after landing.

Figure 4-7: Percentage PNs (PAs) employed, by streams and years since landing



Source: PN Survey

Note: The numbers for the General and Other streams are very small, thus cannot be reported. Too few individuals were also observed in some of the remaining streams to report past the 1st and 3rd year in Canada.

A similar pattern of variation across the streams is also reflected in the average earnings for PNs. The PNs with the highest average earnings are those who came in as skilled workers – \$66,400 in the first year after landing, rising to \$74,400 and \$79,400 in the third and fifth year, respectively. Semi-skilled workers earn \$45,600 to \$50,000 in the first and third year after landing. Respondents in the skilled worker stream were more likely to be employed in occupations at the NOC 0 and A levels, while respondents in the semi-skilled stream were more likely to be in occupations at the NOC B and C skill levels.⁶¹ As a result, it is understandable that the gross salaries for semi-skilled workers are lower than those for skilled workers.

Business streams

Economic establishment for survey respondents coming to Canada under business streams would be expected to be different from that of PNs expecting to integrate into existing jobs. Business stream respondents are generally required to establish or take over existing businesses. Half (46%) of the respondents who came to Canada under a business stream indicated they had set up a business after becoming a PN, which is a relatively low rate of economic establishment when compared to incidence rates of employment earnings reported by PNs overall. Audits conducted by provincial government auditors in selected PTs highlighted concerns with the business streams, noting, for example, in some PTs, ineffective selection processes and the lack of monitoring and outcomes. These challenges are also noted in selected PT profiles. Key informants reported many of the provisions now in place to ensure that business stream PNs follow-up on their commitments were put in place to address the lack of adequate performance of business stream PNs in the early years of the PNP.

However, for the half who set up a business, the businesses appear to be operating well – three-quarters of the businesses are still operating and over three-quarters had full- and/or part-time staff. Some PTs identified, during the site visits, success stories from some business stream PNs.

⁶¹ Based on survey respondents' last job before becoming a PR and their first job after becoming a PR.

The economic establishment of respondents in the business stream was not limited to setting up a business. About three-quarters (72%) of survey respondents in the business stream had one or more jobs after becoming a PR at a gross salary of \$28,600.⁶² However, they were more likely to not have had a job since arrival (4%) compared to 2% for all PN survey respondents. They were more likely to have salaries under \$20,000 than PNs in the other PN streams and they were more likely to say that their first job was below their expectations. This suggests that the level of economic establishment of those in the business streams was below that of other PN streams⁶³.

Occupation level

Even though data illustrates that PNs are becoming economically established, a key consideration is whether they are finding work consistent with their intended occupation, and whether their actual job is consistent with their skill level prior to becoming a PR.⁶⁴ This analysis is based on a comparison of survey respondents' intended NOC code skill level⁶⁵ with the NOC skill level associated with their jobs one, three and five years after landing as a PR.

Overall, about 70% of the PNs surveyed have a job commensurate with their skills, this rate being fairly consistent across the years. As can be seen in Figure 4-8, over half of PNs in all provinces have had jobs at a skill level equal to, or higher than, the skill level of their intended occupation in the first year after landing. However, as with rate of reporting employment/self-employment earnings and the earnings levels, the comparison of intended and actual NOC code skill levels varies by PT. Survey results show that over 80% of the PNs nominated by Alberta and BC have jobs at these skills levels by the end of the first year in Canada. Survey respondents in the Atlantic, except in Newfoundland, are less likely to have a job at a NOC code skill level equal to, or higher than, their intended level in (below 80% at the first year after landing). The levels in Manitoba (62%) are also similar to those seen in PEI.

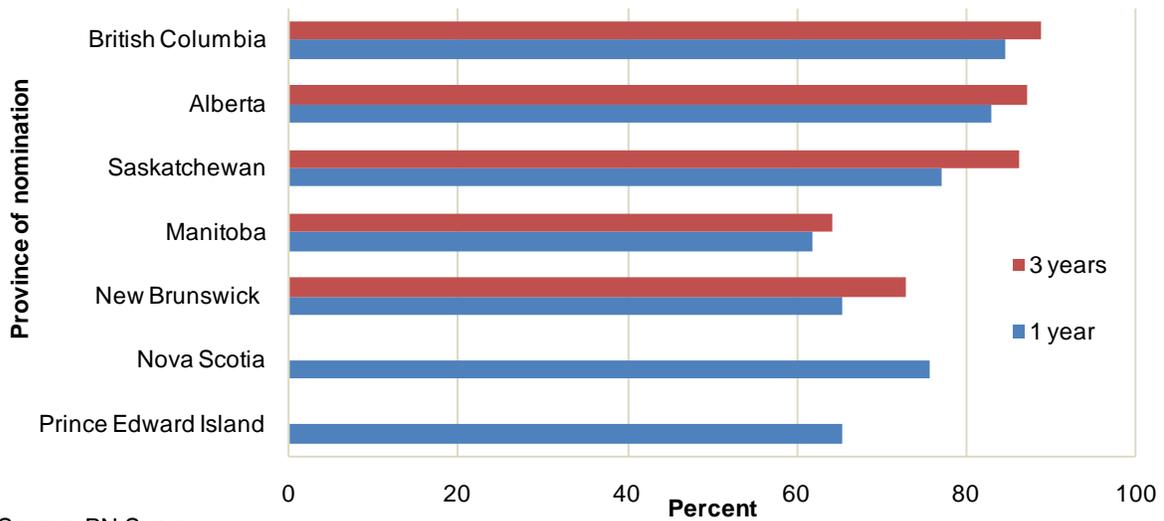
⁶² It is not certain whether this figure includes any employment within businesses they set up.

⁶³ Because of the limited number of respondents reporting admission under a business stream, analysis for this stream could not be broken down by province. However, there is wide variation in terms of business streams requirements by PTs. Thus results could vary by province.

⁶⁴ Information on the PNs intended occupation (including intended occupational skill level) is provided to CIC and reported in FOSS.

⁶⁵ As determined from the PT coding of information indicated on PN application forms, which is then input into FOSS.

Figure 4-8: Percent of PNs (PAs) with jobs at skill level equal to, or higher than, the skill level of their intended occupation, by PT of nomination and years since landing



Source: PN Survey

Note: The numbers for Newfoundland, Ontario and Yukon are very small, thus cannot be reported. Too few individuals were also observed in some of the other provinces to report past the 1st and 3rd year in Canada.

Similarly, the match between the intended and actual skill level of the jobs held in Canada also varies by PN stream. In the first year after landing, PNs in the following streams have a job at a NOC skill level equal to, or higher than, their intended level (see Figure 4-9):

- Semi-skilled worker (81%); and
- International graduate students stream (82%).

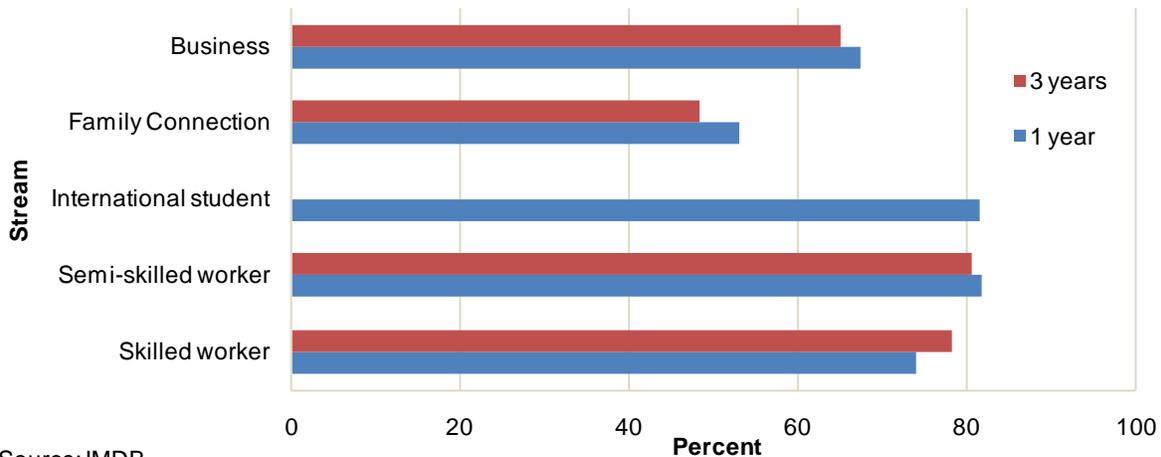
PNs respondents in the skilled worker stream have a slightly lower match rate (74%) one year after landing. Lower matches between intended and actual occupation level are found in the following streams one year after landing:

- Business stream (67%);
- Family connection stream (53%).⁶⁶

The considerably higher rates for semi-skilled workers can possibly be explained by the fact that a high proportion of PNs in the semi-skilled worker stream (89%) are working in Canada as TFWs before landing as a PR, compared with other streams.

⁶⁶ Note that “General Stream” does not appear in all tables because this was a new stream that developed during the analysis, based on responses to “others”.

Figure 4-9: Percent of PNs (PAs) with jobs at skill level equal to, or higher than, the skill level of their intended occupation, by stream and years since landing



Source: IMDB

Note: The numbers for the General and Other streams are very small, thus cannot be reported. Too few individuals were also observed in some of the remaining streams to report past the 1st and 3rd year in Canada.

4.2.2.2. Characteristics associated with economic establishment

A regression analysis of IMDB data on the characteristics associated with the likelihood (in 2008) of reporting employment or self-employment earnings identifies the following list of characteristics that are associated with successful economic establishment:⁶⁷

- The chances of reporting earnings decreased with age: Compared to their younger counterparts aged less than 30 when becoming a PN, those aged between 40-49 years old and those who were aged 50 and above when becoming PR are less likely to report employment earnings;
- PNs are more likely to report earnings if they speak an official language;⁶⁸
- PNs nominated by the Atlantic PTs are less likely to report earnings compared to Alberta;
- Males are more likely to report earnings than females;
- PNs from Africa, Middle East and some islands of the Atlantic and Indian Ocean, from Asia, Australasia and Pacific and from Europe (except UK) were less likely to report earnings than PNs from the United Kingdom;
- PNs who stayed in their province of nomination since landing had increased likelihood of reporting earnings; and
- The NOC skill type of the intended occupation was also significantly associated with chances of reporting earnings. When compared to those intending to work in the natural and applied sciences and related occupations, most PNs had significantly less chances of reporting earnings, except for those who intended to work in occupations unique to the

⁶⁷ IMDB. See Appendix I for the full regression results

⁶⁸ Few PNs reported knowing French. Thus the effect shown for the knowledge of official languages most likely reflects the impact of knowledge of English. In addition, previous research on the impact of official language knowledge has shown that French does not have the same impact as English on employment prospects.

primary industry or to processing, manufacturing and utilities for which no significant difference was found. The only group who had a higher likelihood of reporting earnings than the reference group was for PNs intending to work as trades, transport and equipment operators and related occupations.

If the regression analysis only includes the reporting of employment earnings (as opposed to the previous analysis which also included self-employment), a slightly different picture is presented for two variables, thus suggesting a slightly different dynamic associated with self-employment:

- Gender was not significant in terms of predicting the likelihood of reporting employment earnings; and
- PNs from two regions (the Asia, Australasia and Pacific region and the Latin America, Greenland, some islands of the Atlantic and Pacific region) were more likely to report employment earnings than PNs from the United Kingdom.

A similar linear regression was done for the log of employment earnings for PNs (see technical appendices, provided under separate cover). It illustrates the following:

- Employment earnings of the PNs grow over time, as suggested by earlier cohorts earning more than PNs who arrived more recently;
- Men earn more than their women counterparts;
- PNs who come from the United States fare better than PNs from UK, while all groups from other regions compare negatively to this reference group (except for those from Latin America, Greenland, some islands of the Atlantic and Pacific region for which no significant differences are found);
- When compared to PNs nominated by Alberta, PNs nominated by another PT all reported significantly lower employment earnings (the greatest earnings difference being for Nova Scotia and PEI);
- Higher levels of education are associated with better earnings;
- PNs who report knowing an official language upon arrival earn more;
- Individuals aged 50 and over compare negatively to their younger counterparts; and
- NOC skill type of the intended occupation is also associated with earnings.

These results are comparable to the analysis of the likelihood of reporting employment/self-employment earnings.

4.2.2.3. *Impact of TFW Program on PN economic outcomes*

The use of the TFW program in conjunction with the PNP has an impact on outcomes. According to the PN survey, about one-third of PNs self-reported being in Canada as a TFW prior to landing as a PR.⁶⁹ The survey data suggests that these PNs are more likely to establish

⁶⁹ There is a limitation in the PN survey with respect to this data. Whether a PN was a TFW prior to landing was one choice in a multiple response question about reasons for applying to that PT. As a result, it is possible that some PNs who had been a TFW may not have identified themselves as such. A comparison of this data with data on the PNs' first job after landing suggests that the numbers are slightly under-reported.

economically than those who are not working in Canada on a temporary visa before becoming a PR⁷⁰. These PNs who were in Canada as TFWs are more likely to:

- Have a job offer prior to becoming a PR (95% compared to 40% for those with no temporary visa);
- Have had only one job since becoming a PR (51% compared to 36% for those with no temporary visa);
- Have had job at NOC Code level 0 or A in their first job after becoming a PR (see Table 4-2);
- Have reported salaries in their first job of \$60,000 or more (47% compared to 15% for those with no temporary work permit); and
- Say their first job met or exceeded expectations (81% compared to 52% for those with no work permit).

Table 4-2: NOC skill level of first job since landing by temporary visa/permit streams (*)**

	TFW	Student	Other	No Temp Visa/Permit	% of respondents
NOC 0	29%	23%	28%	21%	23%
NOC A	35%	55%	37%	14%	23%
NOC B	24%	17%	23%	35%	31%
NOC C	9%	3%	9%	18%	15%
NOC D	4%	2%	3%	12%	9%
Total	100%	100%	100%	100%	100%
N	657	88	126	1245	2116

Source: PN Survey

*** $p < .001$ ⁷¹

The vast majority of the TFWs have jobs at a level equivalent to, or higher than, their intended occupation (see Table 4-3). As with the semi-skilled workers, the match between their intended and actual occupation drops between their first and current job.

Other temporary visa holders (e.g., international students) are likely to get jobs at skill levels equivalent to, or higher than, their intended occupations. The match between international students' intended and actual job increases slightly between their first and current job.

⁷⁰ Those not working in Canada as a TFW before becoming a PR include PNs who were in Canada under a student visa, as well as PNs who were not already in Canada prior to obtaining PR.

⁷¹ *** Indicates that there is a significant relationship (at the $p < 0.001$ level) between the NOC skill level of the first job and temporary visa/permit categories, based on chi-square analysis of the data.

Table 4-3: Actual NOC skill level equal to, or higher, than intended NOC skill level of first and current job, by use of temporary visa (***)

	TFW	Student	Other	No Temp Visa/Permit	Total
Percentages					
First job	93%	84%	85%	71%	78%
Current job	90%	87%	82%	75%	79%
Counts (n =)					
First job	558	71	110	1172	1911
Current job	574	73	108	1187	1942

Source: PN Survey

*** $p < .001$

Note: NOC "Other" consists of those that did not provide enough information to code into NOC.

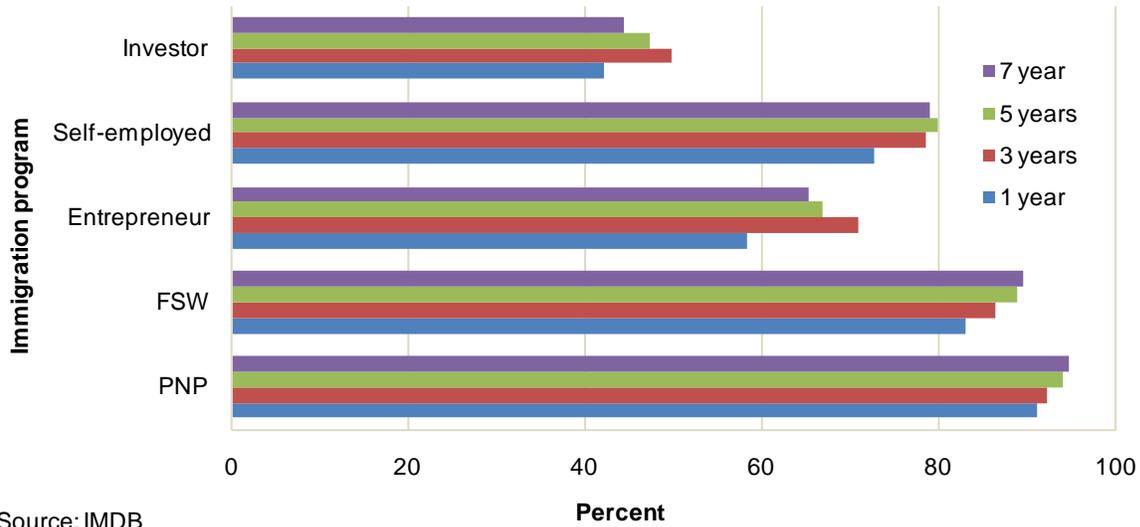
4.2.2.4. Comparison with other federal economic immigration programs

This section compares the economic outcomes for PNs with immigrants who came to Canada under other federal economic immigration programs, namely the FSWP, the Entrepreneur Program, Self-Employed Program and the Investors Program.

PNs' incidence rate of reporting either employment and/or self-employment earnings are higher than those of other immigration categories (see Figure 4-10). One year after landing, the incidence rates for PNs of different cohorts are all 90% or higher; whereas the incidence rates for FSWs are between 81% and 86%. The rates for the Entrepreneur and Self-Employed Programs are lower.

After three years in Canada, incidence rates for PNs are between 91% and 97%, whereas the incidence rates for FSWs are between 86% and 87% depending on the cohort. Again, the rates for the Entrepreneur and Self-Employed Programs are lower. The gap between PNs and FSWs, in terms of incidence rates, does not close even past five years after landing.

Figure 4-10: Percentage of PAs who declared employment and/or self-employment earnings by immigration category and years since landing (2000 to 2007 cohorts)⁷²



Source: IMDB

There is a somewhat different pattern for the earnings by economic program.⁷³ The average employment earnings for PNs (except the 2000 cohort) are generally higher than FSWs' employment earnings in their first year after landing.⁷⁴ After three years in Canada, the average employment earnings for PNs are slightly higher (between \$35,200 and \$45,100) than FSWs (between \$36,400 and \$42,700).⁷⁵ The earnings of FSWs grow faster than those of PNs and by the fifth year after landing, the FSWs' earnings, on average, are \$2,000 to \$7,000 higher than the PNs'.⁷⁶

The two immigration categories with the lowest average employment earnings are Investors and Entrepreneurs. PN earnings remain higher than earnings for immigrants in these categories even over five years after landing. Contrary to a large share of PNs, the main source of income for immigrants admitted under the Business programs might come from outside salaried employment (from business and self-employment revenues), thus explaining the lower employment earnings for this category (see Figure 4-11).

⁷² A table containing further details (cohort by years since landing / tax year) is provided in Appendix J

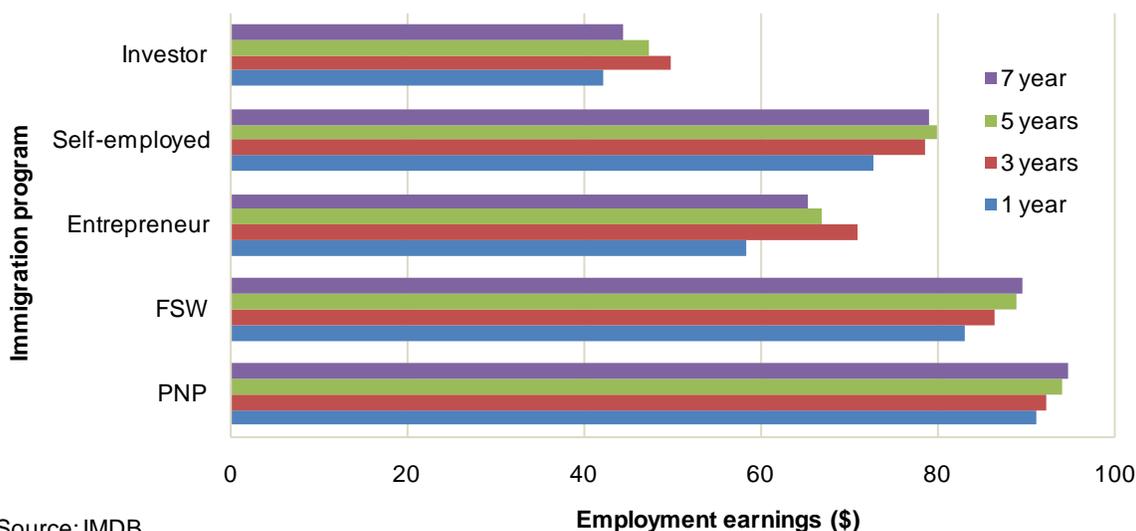
⁷³ Note that this includes only employment earnings.

⁷⁴ The results of this analysis are somewhat different from those reflected in the recent evaluation of the FSW program. The FSW evaluation was able to distinguish between pre-IRPA and IRPA cases. However, this was not the case in the PNP evaluation, as this is not a field that is generally available in the IMDB. As such, this evaluation was not able to distinguish by selection regime since pre-IRPA and dual assessed cases were still landing under a same cohort even a few years after the introduction of IRPA (2002).

⁷⁵ However, for some cohorts (notably 2001), the FSWs' employment earnings are higher than the PNs'.

⁷⁶ Note that only the 2000 and 2001 PNP cohorts have data for 7 years after landing, resulting in a small number of PNs for both figures: only 3 PTs had programs in 2000 and only 6 PTs had programs in 2001.

Figure 4-11: Average employment earnings for PAs by landing year, 2000 to 2007 cohorts⁷⁷



4.2.3. Regionalization of immigration

Finding #16: The PNP distributes a larger proportion of economic immigrants outside Ontario, Quebec and British Columbia compared to immigrants entering under other economic immigration programs, thus contributing to the objective of regionalizing the benefits of immigration.

Finding #17: In 2008, more than three-quarters of PNs who became permanent residents between 2000 and 2008 had remained in the PT that nominated them, with retention the lowest in the Atlantic provinces (56%) and highest for Alberta and British Columbia (above 95%). PNs who leave their nominating PT tend to do so within the first five years after landing.

Finding #18: PNs that arrived under a Skilled Worker or Family Connections stream are more likely to stay in their PT of nomination than PNs who came to Canada under other streams. PNs who declared employment earnings in the previous year, have knowledge of at least one official language, and have a Bachelor's degree are more likely to stay in their PT of nomination.

Finding #19: Inter-provincial mobility of PNs is of concern to the PTs that are losing PNs, as their labour market and population growth objectives are not being fully met. It is also an issue to PTs that are gaining PNs, since the PNs that arrive may not fit with the specific labour market needs of their new PT.

PNP is spreading the number of economic immigrants across Canada, rather than being concentrated in a few PTs in their major centres (as is the case with other economic immigration programs). See Table 4-4 for a breakdown of the proportion of PAs by province of destination for PNP and FSW.⁷⁸ While over 95% of FSW PAs are destined to either Ontario, British Columbia or Alberta, only 36% of PNP PAs are destined for these same provinces. Some PTs with a low PNP share of provincial immigration are still seeing a higher absolute number of economic immigrants through PNP than FSW.

⁷⁷ A table containing further details (cohort by years since landing / tax year) is provided in Appendix G (under separate cover).

⁷⁸ While comparative data are available for other economic immigration programs such as the Entrepreneur, Self-Employed and Investor programs, the absolute numbers are very small and not meaningful for comparison purposes.

Table 4-4: PNP (principal applicants) compared to other immigration categories - landing years 2005-2009

PT	PNP		FSW	
	Count	% of PNP	Count	% of FSW
Newfoundland and Labrador	222	0.7%	353	0.2%
PEI	1,348	4.0%	72	0.05%
Nova Scotia	1,255	3.7%	1,580	1.1%
New Brunswick	1,545	4.6%	533	0.4%
Ontario	1,247	3.7%	98,733	65.4%
Manitoba	13,089	38.8%	1,223	0.8%
Saskatchewan	4,155	12.3%	1,012	0.7%
Alberta	4,698	13.9%	16,174	10.7%
NT	0	0.0%	73	0.05%
British Columbia	6,085	18.0%	31,161	20.6%
Yukon	78	0.2%	56	0.04%
TOTAL - National	33,722	100%	150,970	100%

Source: FOSS data

As well, CIC data⁷⁹ reveal a downward trend in the percentage of economic immigrants who are intending to settle in Vancouver, Toronto or Montreal (from 80% in 2000 to 75% in 2005 and 63% in 2009). However, when subtracting the PNs from the equation, the percentage of economic immigrants destined to the three traditional immigration cities remained steady at around 75%, suggesting that the overall decline of the share destined to Montreal, Toronto or Vancouver stated above for economic immigrants in general can be attributable to the PNP. Indeed, during these years, the PNP grew substantially over the period considered by the evaluation (a 450% increase in the number of admissions, from about 8,000 admissions in 2005 to 36,000 admissions in 2009), which contributed to distributing the benefits of immigrations across PTs.

4.2.3.1. Retention in nominating PT

Retention is important because PNs are brought into PTs to fill specific labour market needs. IMDB data reveal that, overall, in 2008, 82% of PNs who landed between 2000 and 2008 continued to reside in their PT of nomination. The retention rate of PNs varies by region and PT (Table 4-5)⁸⁰. In particular, only 56% of PNs who were nominated by an Atlantic province remained in the region as of 2008; however, the retention rate varies by province in the Atlantic

⁷⁹ Source: Citizenship & Immigration Canada, RDM, Facts and Figures 2010.

⁸⁰ Comparatively, another study using IMDB data and looking at interprovincial mobility of immigrants to Canada showed that 86% of skilled workers (including spouse and dependants) who landed between 2000 and 2006 were residing in their province of intended nomination in 2006. Retention also varied by province of intended destination for skilled workers, with the lowest rates being found for Saskatchewan (56%), Manitoba (59%) and the Atlantic provinces (61%), while the highest rates were for Quebec (90%), Ontario (88%), Alberta (85%) and British Columbia (80%) (Okonny-Myers, 2010). It is important to note that this timeframe is not the same as the timeframe for this evaluation, but the variation of retention across provinces is similar.

region. Nova Scotia and New Brunswick have a higher retention rate with 68% of their PNs continuing to reside in the province in 2008, while only a minority of PNs nominated in PEI (37%) and Newfoundland (23%) were still residing in the province in 2008. Conversely, retention was the highest (over 95%) for PNs that were nominated in Alberta and BC.⁸¹

Table 4-5: Percentage of PNs (PAs), landed between 2000-08, who were residing in their province of nomination in 2008, by province of nomination

Province of Nomination	Continuing to Reside		Total Nominations (N)
	%	N	
Atlantic Provinces	56.4	1,630	2,890
Newfoundland and Labrador	22.9	55	240
PEI	36.6	315	860
Nova Scotia	68.4	530	775
New Brunswick	68.1	695	1,020
Ontario	-	-	45
Manitoba	82.6	9,235	11,180
Saskatchewan	86.0	1,720	2,000
Alberta	95.3	1,830	1,920
British Columbia	96.4	2,710	2,810

Source: IMDB

The survey of PNs found that 95% of respondents reported that they were currently living in the PT that nominated them⁸². Respondents who arrived under a Skilled Worker or Family Connections stream were also more likely to report living in the PT that nominated them than respondents who came in under a different stream, whereas respondents who came under a Business stream were less likely to report this. Respondents who were former international students were also less likely to report living in the PT that nominated them.

An analysis of IMDB data regarding net migration⁸³ over the 2000 to 2008 cohorts reveals that only Ontario, BC and Alberta experienced positive net migration (see Table 4-6). British Columbia experienced the largest net change (43.4%) followed by Alberta (34.9%).⁸⁴

According to FOSS data on landings, most PAs intend to land in the PT that nominated them (found to be over 90% for all PTs except Nova Scotia, Newfoundland and Labrador and PEI). This proportion is highest among PNs nominated by Ontario, British Columbia and Alberta.⁸⁵ Ontario and BC were the two most frequent destinations for those PNs not intending to settle in their province of nomination.

⁸¹ Note that numbers for Ontario are not sufficiently large to report trends or compare to other jurisdictions.

⁸² As discussed in section 2.3, the profile of the respondents to the PN survey might be affected by the method that was used to contact PNs to participate in the survey (i.e., contacting them at the last updated address CIC had in the administrative records). Thus, mobility might be under-estimated.

⁸³ Net migration refers to the difference between the number of PNs leaving their PT of nomination and the number of PNs entering a PT that did not nominate them.

⁸⁴ Ontario's net change was larger, but because of the low numbers for Ontario (as their PN program had only begun in 2007), additional analysis could not be performed.

⁸⁵ FOSS, Principal Applicants, Landing Years 2005 to 2009.

PT interviewees from Alberta, Ontario and British Columbia all acknowledged that they have a net in-migration of PNs from other jurisdictions. Most interviewees from these provinces characterized this in-migration as a concern since they did not choose the profile of those PNs who are moving to their jurisdiction. Interviewees from PTs with out-migration are also concerned when this occurs.

Table 4-6: Summary statistics on PN (PAs) inter-provincial mobility - 2008 status (2000-2008 cohorts)

	Province of nomination ⁸⁶	Out-migration	In-migration	Net change	Net change (%)	Retention rate
Newfoundland and Labrador	240	185	5	-180	-75.0%	22.9%
PEI	860	545	10	-535	-62.2%	36.6%
Nova Scotia	770	245	55	-190	-24.7%	68.4%
New Brunswick	1015	325	35	-290	-28.6%	68.1%
Quebec	-	-	90	-	-	-
Ontario ⁸⁷	45	-	1415	-	-	100.0%
Manitoba	11180	1945	80	-1865	-16.7%	82.6%
Saskatchewan	2000	280	100	-180	-9.0%	86.0%
Alberta	1920	90	760	670	34.9%	95.3%
British Columbia	2810	100	1320	1220	43.4%	96.4%

Source: IMDB

When considering the IMDB data by years since landing rather than status of PNs in 2008 as above, PNs do leave their nominating PT over time with more out-migration in the early years after landing (Table 4-7). In particular, one year after landing, 17.9% of PNs resided outside their PT of nomination. This proportion increases to 26.6% after 3 years of landing and to 30.5% after 5 years. After 5 years, the proportion of PNs leaving their nominating PTs stabilizes with few departures over the next three years.

⁸⁶ Note that numbers may differ from the numbers shown on Table 4-5 due to rounding requirements.

⁸⁷ Additional analyses were not performed for Ontario due to the small number of nominations up to 2008. Hence, many cells show a (-) sign. As Quebec was not part of the PNP, the only number provided is to indicate the number of PNs from other province who subsequently went to Quebec. No further statistics could have been computed for this province as it is not part of the PNP.

Table 4-7: Distribution of PNs (PAs) who have resided at one point in another province/region than their province of nomination by years since landing⁸⁸

		Years since landing								
		0	1	2	3	4	5	6	7	8 ⁸⁹
Have resided elsewhere than province of nomination	%	11.6	17.9	22.9	26.6	28.2	30.5	31.0	32.1	29.2
	n	2,360	2,655	2,255	1,675	1,165	730	375	215	95
Total tax filers	n	20,425	14,820	9,850	6,130	4,130	2,395	1,210	670	325

Source: IMDB

Factors contributing to PN mobility

Regression analyses of the IMDB data were conducted to better understand the factors that influence the chance of a PN leaving their PT of nomination to settle in another PT over time⁹⁰. The evaluation found that there are five main factors that predict whether a PN will remain in the PT of nomination:

- **Province of nomination:** When compared to PNs nominated by Alberta⁹¹, PNs nominated by an Atlantic province experience a significantly higher risk of leaving their province of nomination (especially for nominees from NL and PEI). Manitoba and Saskatchewan PNs also have a considerably higher risk of leaving their province of nomination for another PT when compared to Alberta. On the other hand, BC nominees have a lower risk of settling outside their province of nomination over time than those in Alberta.
- **Country of last permanent residence:** When compared to PNs from the United Kingdom⁹², PNs are more at risk to leave their nominating PT if they were from Africa, the Middle East and some Atlantic/ Pacific islands⁹³ (90% more chance of leaving). This was followed by PNs from Asia, Australasia and Pacific (50% more chance of leaving). PNs who had a lower risk of leaving their nominating PT were those from the United States (57% less chance of leaving).
- **Extent of economic establishment:** PNs who had employment earnings the previous year⁹⁴ had a decreased risk (by about 50%) of leaving their PT of nomination, while those who were self-employed saw the risk of leaving decreased by 45% when compared to those who did not have such earnings.

⁸⁸ This table looks at whether PNs lived in a province other than the province of nomination as identified by their tax filings. The PA may have returned to the province of nomination, but the present analysis cannot capture this.

⁸⁹ The percentages of PNs who have resided at one point outside their province of nomination are cumulative over time. The percentages are calculated based on the people who filed a tax return each year. As the number of PNs who fill out tax returns fluctuates from year to year (not all PNs have filed for each tax year), and as the only cohort left 8 years after arrival is the 2000 cohort, this explains the slight decline in proportion between year 7 and year 8.

⁹⁰ Cox Regressions were conducted to see the characteristics associated with PNs leaving their PT of nomination to settle in another Canadian PT over time.

⁹¹ A regression was performed using Alberta as the reference group.

⁹² As with the province of nomination, a reference group was used to perform the regression. In this case, the United Kingdom was used.

⁹³ These areas were grouped into one world area for the purposes of the analysis.

⁹⁴ The introduction of a lag in the employment situation was necessary because within a tax year, it was impossible to distinguish whether finding employment or moving from one PT to another happened first.

- Knowledge of official language: PNs who knew at least one of Canada’s official languages have approximately 30% less chance of exiting their PT of nomination than PNs who did not know either French or English upon arrival.
- Education: PNs with a Bachelor degree are at a lower risk of moving than PNs with a Masters degree or doctorate degree.

The survey of PNs also explored the reasons (outside of the aforementioned IMDB variables) PNs chose to leave their PT of nomination. The most commonly cited responses:

- 49% of respondents said they had a specific job offer in another PT and/or saw more job opportunities elsewhere;
- 21% cited the reason as wanting to join family and/or friends; and,
- Other reasons were all cited by fewer than 10% of respondents.

The survey asked PNs who had stayed in their nominating PT whether they planned to move in the next one to three years. A majority (83%) said they were not intending to move and only 3% said they were; the remaining 13% said they did not know. PN respondents in Alberta and those who came under a skilled worker or community stream were most likely to say they were planning to stay, while those in Nova Scotia, PEI and those who came under an international graduate stream were most likely to say they were planning to leave.

During site visits, when discussing the retention of PNs, interviewees in many PTs mentioned that they have increased the availability of settlement services (including language training services, among others) to PNs to encourage them to stay in their jurisdiction. A few PTs have established regional welcome centres and/or otherwise increased settlement services available in smaller communities.

4.2.4. Delivery / processing of PNP

Finding #20: The processing of PN applications by CIC has historically been faster than other federal economic immigration programs; it remains faster than almost all federal economic immigration programs. Currently only FSW C-50 application processing is similar in duration to PNP.

Finding #21: PTs each have guidelines that support consistent processing, but the approaches vary across PTs. There is a broad variation in CVOAs processing procedures for PNP applications.

Finding #22: PNs were generally satisfied with the overall timeliness of the federal and PT application process. However, PTs and applicants expressed a desire for more information about the status of applications during the federal process.

As discussed in section 2.2, 11 PTs each deliver a PNP and are responsible for designing and managing their programs. In delivering PNP, PTs have designed their own PN programs and unique streams, criteria and delivery mechanisms.

4.2.4.1. *Overview of processing*

Provinces and territories

For PNP, under the Canada-PT Immigration Agreements, the PTs are responsible for the nomination of immigrants destined to their jurisdiction. To determine these nominations, all PTs reported or documented standard approaches to guide consistent processing, however, these steps vary across PTs, meaning that processing and assessment may not be consistent across Canada. In general, a review of PT processes found that the process starts with an administrative review of applications to verify that all required information is provided. The next step is for program officers to review files to determine that applications meet the criteria for the stream under which they were received. These criteria are posted on PT websites, and PT representatives reported that they work with applicants to assist with clarifying criteria. Most jurisdictions then have a secondary review of applications prior to nomination decisions being made. In addition, most PTs reported that they have written guidelines for staff to apply in the review process.

CIC

In terms of processing, CIC is responsible for⁹⁵:

- Admissibility screening (medical, criminality and security), based on federal admissibility standards and IRPR, Section 87; and
- The final selection of PNs – the satisfaction of the visa officer that the applicant:
 - has the ability to establish economically in Canada;
 - intends to reside in the nominating province; and
 - has not been nominated on the basis of a passive investment.

These responsibilities are met through CVOAs. Visa Officers receive formal training, guided by training manuals to assist them in understanding these responsibilities. In addition, CVOAs receive interpretive guidelines to clarify processing.

4.2.4.2. *Assessment of federal processing*

Timeliness

A key attraction to PNP noted by many respondents is the timeliness of processing. Most PT interviewees, employers, and PN focus group participants reported that PNP was a faster mechanism for immigrating to Canada when compared to other federal programs. Notably, CIC International Region data (see Figure 4-12) indicate that PNP applications, on average, are processed faster than other economic category applications, including FSWs. When looking at the period of the evaluation (2005 to 2009), on average, CIC processed 80% of PNP applications within 12 months, compared to 55.5 months for FSW applications and 53.5 months for all economic categories, a significant difference.

It should be noted that agreements with PTs commit CIC to process PN applications as expeditiously as possible, taking into account mutually agreed upon targets in the national levels plan, legislative requirements and operational and resource constraints.

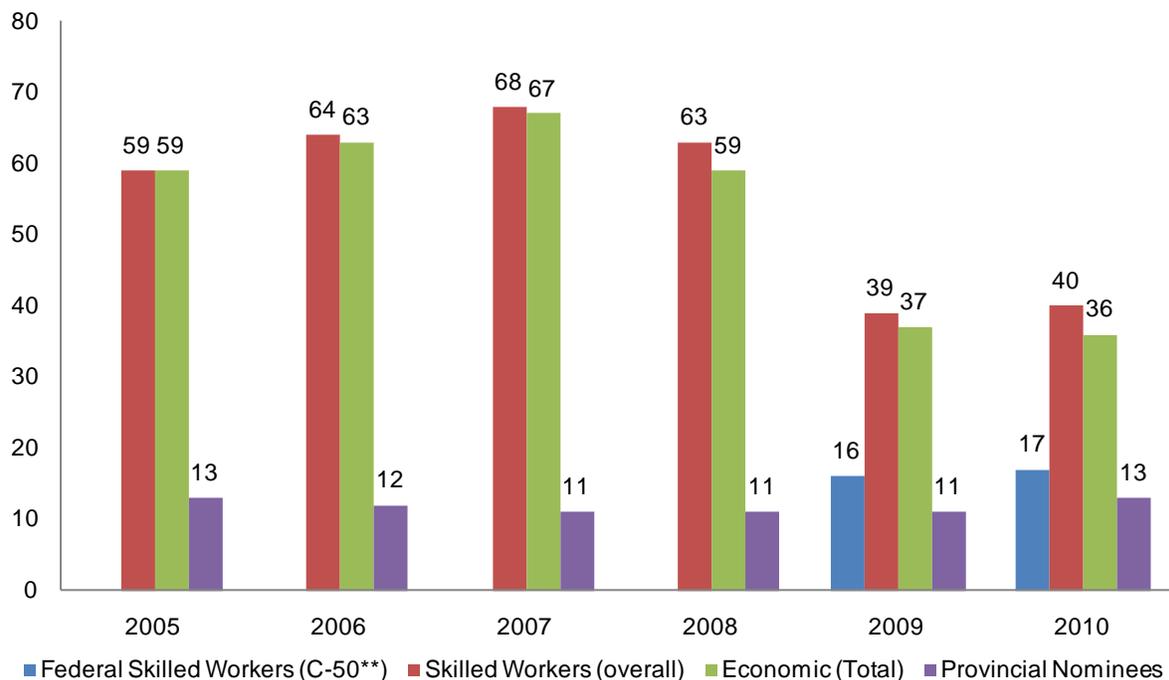
⁹⁵ Source: Canada-PT Immigration Agreements.

In recent years there have been some improvements to processing times for FSWs due to the introduction of Bill C-50⁹⁶. For example, the average processing time in 2009 for a sub-set for FSW applications (i.e., C-50⁹⁷) was 17 months. Therefore, the recent total processing time for PNP is comparable to FSW C-50 applications, considering that PNP applications must first go through a PT nomination process that is approximately 6 months in addition to the CIC process.

When discussing priority processing, CVOA interviewees reported that PNP applications are generally a processing priority ahead of other economic categories.

A few CVOA interviewees reported that given the size of their caseload, every type of application is processed immediately because they do not have any backlog or inventory. Most CVOA interviewees indicated that office priorities are determined by NHQ and target numbers are established by category, as a proportion of all visas to be issued by the office in all categories in a given year. As such, a category (i.e., PNP) will only be a priority until the category's target is reached. With respect to individual cases, CVOA survey respondents noted that certain factors and associated level of effort needed to review issues with documentation, inability to confirm applicant information, and potential fraud, can influence timing of the application process.

Figure 4-12: Months to process 80% of economic category applications



Source: CIC IIR data

**FSWC-50 are Federal Skilled Workers with application received date after February 26, 2008

With respect to PT processing timelines, employer interview results suggested that it varied by province. Interviews with employers also found that the federal component of the PN application process varied in duration, with respondents estimating a range of from 4 to 24

⁹⁶ Bill C-50 allows the Minister of Citizenship, Immigration and Multiculturalism to introduce instructions for priority processing of specific types of applications.

⁹⁷ **FSWC C-50 are Federal Skilled Workers with application received date after February 26, 2008.

months. Interviewees indicated that many provinces processed PN applications in less than 6 months, while some provinces often took more than 6 months. PN survey respondents reported that it took an average of 9.9 months from the time of application to the receipt of the nomination certificate.

Overall, PNs were satisfied with PT and federal application processes and processing time. Most PNs (84%) reported that they were satisfied with the PT process, while slightly fewer PNs (74%) reported satisfaction with the federal process. PNs were fairly consistent in reporting satisfaction with the time required for application processing (71% satisfied with PT component; 68% satisfied with federal component).

Consistency

The evaluation found that despite the training and guidance documents provided to CVOAs, applications are not processed consistently among CVOAs. This is evident in the differing prioritization and scope of review across CVOAs. For example, many CVOAs (69%) report that they prioritize PN applications above other immigration streams; however, some CVOAs (39%) do not. Moreover, when asked about the extent to which CVOAs review PN applications to ensure that sufficient documentation has been included to support the PN nomination (e.g., verify applicant's educational or occupational credentials) some (34%) CVOAs review 10% or less of the PT files, while almost half of CVOAs (42%) review more than 50% of PT files to confirm evidence to support the PN nomination.

When considering the tools and information necessary for consistent visa office decision-making in processing PN applications, CVOA survey evidence shows that 85% of CVOAs are satisfied with information from NHQ to a "moderate/ large" extent. In addition, 65% of CVOAs report that they receive adequate training. However, CVOAs do not consistently understand PT criteria, with 48% of CVOA survey respondents stating that lack of understanding of PT eligibility criteria is a factor in slowing down processing. Some CVOA interview respondents reported that some of the confusion over PT eligibility criteria is related to revisions to multiple streams across PTs. In addition, the review of documentation found that some PTs do not provide CIC missions sufficient information to make decisions on PN applications. For example, many CIC Missions report a lack of information on employers, verification of the experience claimed by the PN, and limited assessment of the PNs' actual plan to stay in the nominating PT, as the main areas of concern.

Transparency

Most PN survey respondents (74%) were satisfied with the process, but did indicate they felt that the federal process was not entirely transparent. Overall, most PN focus group respondents indicated that they would like more access to federal information throughout the PN application process. Specifically, respondents felt that transparency would be improved if PNs were provided with: a contact name or phone number for PNs to track the process of the CIC portion of their application process (41%); more information about required documents (36%); and more information on admissibility requirements (32%). In addition, from a PT perspective, most PTs reported that their system is transparent in that they have a formal appeal system in place if applicants oppose decisions. These PT respondents reported that very few appeals have occurred to date; however, no systematic collection of appeal data has occurred.

4.2.5. Program integrity

Finding #23: While the extent to which fraud is occurring in the PNP is not fully known, CIC and PTs representatives interviewed acknowledged a continued need for strong emphasis on program integrity as it pertains to fraud and misrepresentation.

Finding #24: Monitoring and evaluation of PT PNPs has been inconsistent over time and differs across PTs. There has been no systematic collection and reporting of common metrics of success by PTs and CIC, and where PT monitoring has occurred, findings have not been consistently shared with CIC and among PTs.

4.2.5.1. *Fraud and program misuse*

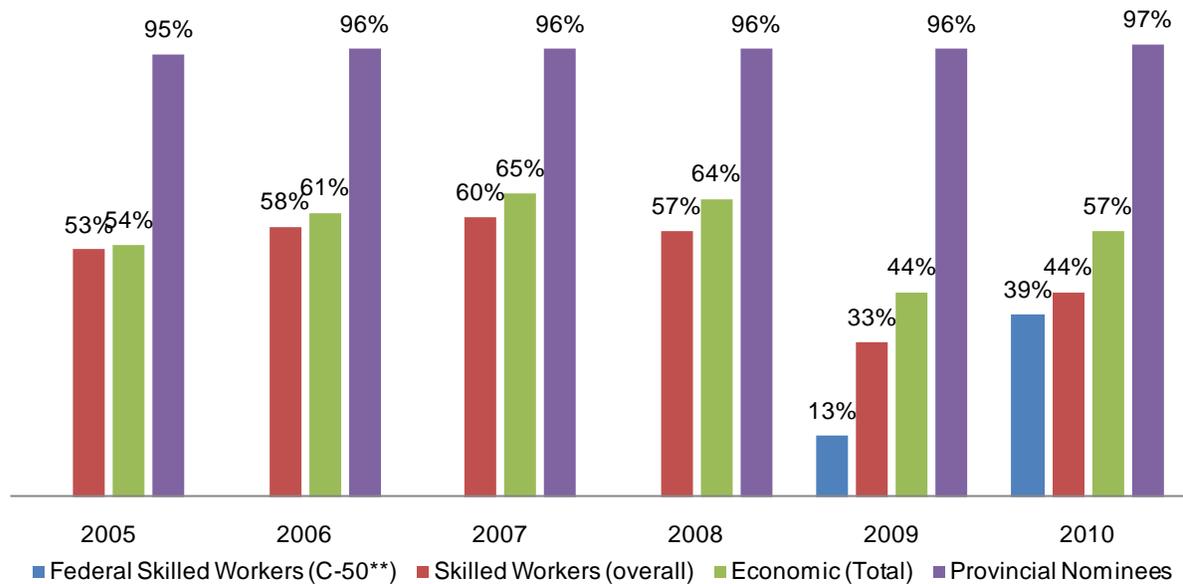
The definition of program integrity varies among PTs. Some look at integrity in terms of internal review processes while others take on integrity efforts such as investigation of potential fraud and/or misrepresentation on applications, with most PTs reporting that they are investing resources to address issues such as fraud and misrepresentation investigation, and mistreatment of workers. At least one PT has established a dedicated Program Integrity unit, which focuses on follow-up with PNs after they arrive.

One indicator of potential fraud or misuse is the rate of defaults on good faith deposits and business bonds. Evidence from PT interviews indicates that most provinces that have a business stream require PN applicants to submit good faith deposits or bonds that are refundable, contingent on establishing a business. These PTs report that the deposit or bond mitigates the chance that a PN would arrive and not establish a business. Interviewees in PTs reported that there are some cases in which PNs do not recover their deposits; however, the extent to which this is occurring across PTs could not be confirmed due to lack of consistent data on defaults.

A few interviewees from CIC NHQ expressed concern that there are challenges to program integrity. For example, they suggested that there are differing levels of rigour applied by PTs when confirming applicants' adherence to eligibility criteria and, as a result, fraud and misuse can occur. It should be noted that some CVOA staff interviewed for this evaluation expressed the same types of concerns, but the general perception was that it was no more likely that there would be fraud (mainly related to jobs) on PNP applications than on any other economic program applications.

A few CIC NHQ interviewees raised concerns that fraud detection is not at an optimal level. CIC International Region data (Figure 4-13) indicates that 56% of FSW applications are refused, while only 3% of PNP applications are refused by CVOAs. Although this suggests that the level of scrutiny applied to PNP applications is different than that applied to FSW applications, acceptance rates for the PNP are similar to those for Quebec skilled worker applications (97% to 98% between 2005 and 2010) where the province also does the initial screening of the applications.

Figure 4-13: Economic program application approval rate



Source: CIC IIR data

**FSWC-50 are Federal Skilled Workers with application received date after February 26, 2008

Interviewees from a few PTs stated that they would like CIC to provide more thorough fraud detection training to PTs. In other instances, a few PTs report hiring the International Organization for Migration (IOM) to verify certain documents and/or information as genuine, based on local knowledge, which PTs reported assists with fraud mitigation. Based on these findings, a potential gap in fraud detection could be occurring due to insufficient training at the PT level and variation in practices among CVOA officers. To that end, PTs expressed the desire to access local expertise for document verification prior to nomination.

4.2.5.2. Monitoring and evaluation

As stated earlier, program monitoring, evaluation, and performance reporting are part of the responsibilities of PTs. To that end, the evaluation explored the extent to which CIC and PT evaluations and accountability tools are being developed, shared and implemented.

Monitoring

CIC and PTs have made progress in recent years in developing and implementing monitoring tools. Document review evidence shows that CIC generates landing and retention data and provides this to PTs on a periodic basis. Interviewees in most PTs reported that their jurisdiction conducts periodic monitoring of PNs who enter under a Business stream. The evaluation found little data available about whether this monitoring actually occurred.

The document review and key informant interview findings showed significant differences in levels of monitoring of PNs among PTs. Program documentation shows that most PTs try to track the percentage of PNs who remain in the nominating province and the percentage who find employment in their intended occupation through a variety of methods ranging from qualitative

inquiry with third-parties (e.g. employers, SPOs, etc.) to follow-up surveys with PNs. A few PTs also look at length of employment and average salaries and other retention/integration statistics. However, a comparison of administrative data reflects that information is not systematically collected or shared. CIC NHQ interviewees also supported this finding in stating that they had not been able to obtain regular, timely program outcome information from PTs. This lack of information on PN outcomes was recognized by a 2009 report from the Auditor General of Canada, which notes –

Although PNP agreements require the provinces and territories to collect information on the retention of nominees within their respective jurisdictions, the information is either absent or incomplete and not always shared with the Department. The lack of information on the retention of nominees was raised in recent reports of three provincial auditors general in which one specifically noted that this represented non-compliance with the PNP agreement.⁹⁸

Evaluation

Most PTs have planned evaluations or reviews for 2011 or 2012. In addition, in the past two years, several PTs have completed or are in the process of planning evaluations or surveys of their own PNPs. The numerous PT PNP evaluations or surveys recently completed or underway use various approaches and timeframes for analysis in their studies. A review indicates that some reports categorized by PTs as evaluations are actually client feedback surveys, and some are limited to one or two lines of inquiry, making the results less comprehensive and also leading to a lack of comparability of results.

4.2.6. Effectiveness of FPT relations

Finding #25: Respondents expressed diverse opinions regarding the clarity of roles and responsibilities for PNP; the areas of determining the ability to establish economically and fraud verification were felt to be particularly unclear.

Finding #26: The effectiveness of FPT PNP oversight mechanisms was unclear, as respondent views were mixed and findings were not consistent across data sources.

4.2.6.1. Clarity regarding roles and responsibilities

Although the Canada-PT Immigration Agreements clearly outline the PT and CIC responsibilities for PNP, these roles are not exercised consistently. Key informant interview evidence from most respondent categories suggests that further work is required to clarify and agree upon roles and responsibilities.

Among CIC NHQ interviewees, there was a lack of agreement on the clarity of roles and responsibilities. Some CIC NHQ interviewees reported that roles and responsibilities are not clear, while some other CIC NHQ interviewees suggested that they are fairly well understood. A few CIC NHQ interviewees also suggested that PTs do not fully understand the intention of their roles as written in PT agreements. For their part, interviewees from most PTs (9 of 11) indicated that the roles are clearly understood.

⁹⁸ Auditor General of Canada, 2009, pg. 26.

In particular, there were two main areas reported where a lack of clarity around roles and responsibilities presented challenges described below.

Canada-PT Agreements stipulate that CIC must be satisfied that a PN applicant has the ability to establish economically in Canada, yet evidence from CVOA interview data suggests that this remains an area of ambiguity. Specifically, many CVOA interviewees reported that they understand that determining the ability of PNs to become economically established is part of their mandate, while some suggested that CVOA staff had a limited role to play in this regard because it is the responsibility of the PTs when presenting nominations. Thus, to many respondents, the extent to which CVOA staff is expected to review applications against this criterion remains unclear.

A second responsibility that was noted to require additional clarity is regarding fraud verification, especially verifying job offers and educational/training credentials and work experience. Interviewees indicated that visa officers may be hesitant to review this documentation because their roles and responsibilities for this activity are not clearly outlined in operational guidelines, and some PTs noted that CIC also does fraud verification, confirming the uncertainty about the understanding of that role. As such, almost all interviewees stated that the interpretation of federal versus PT roles and responsibilities must be clarified. Most CIC NHQ interviewees indicated concerns about program integrity/quality assurance in the selection and nomination of PNs, which was intended to be a PT responsibility, but CIC is playing a role in this area. To that effect, interviewees from a few regional and local CIC offices indicated that PTs should have a larger role in program integrity. The respondents indicated that PTs should be diligent about ensuring that they are getting legitimate applications from people who intend on staying in the province of nomination.

4.2.6.2. Effectiveness of consultations and oversight

Although several committees and working groups exist within the FPT immigration governance structure, CIC and PT interviewees reported that for PNP, the most significant one is the FPT Economic Immigration Working Group (EWG)⁹⁹.

Respondent views on the effectiveness of the PNP FPT working groups were mixed. When asked, almost half of the CIC NHQ respondents reported that the FPT working groups are challenging, rather than effective mechanisms for consultation and collaboration. Specifically, interviewees commented on the lack of consistent information collection and sharing across PTs which limits the effectiveness of the working groups. The lack of appropriateness and utility of FPT working groups was also raised as a concern – since the EWG is a multilateral forum, there can be challenges in managing to raise and discuss the views, needs and issues of all participants. Additionally, CIC respondents stated that there is no formal decision-making structure for the EWG, which can result in prolonged periods of time to achieve decisions. Conversely, interviewees from many PTs stated that the EWG forum is useful for bringing together all PNP PT heads in a discussion forum, providing a mechanism to address operational issues, sharing general information across all PTs, and providing a forum for PTs to share information as they wish.

⁹⁹ Note: The EWG is comprised of PT immigration representatives and CIC representatives from Immigration Branch, International Region, Strategic Policy and Partnerships, and CIC Inland Regions. The EWG is described in detail in section 1.1.4.

In terms of consultation and oversight, key informant interview evidence revealed a range of perspectives on the effectiveness of FPT relations. However, the underlying issue appears to be a lack of clarity regarding the nature and type of consultations and oversight that should be occurring. For instance, a few CIC regional and local office interviewees believe that the centralized policy role at CIC NHQ likely means that CIC is missing some valuable policy input from regional and local CIC offices. However, some other CIC regional and local office interviewees indicated that the current structure for policy development is appropriate, as well as noting that CIC NHQ is increasing consultative activities with regional offices.

Many interviewees from all respondent groups suggested that CIC is improving the consultative process to allow more PT input on various issues, with document review evidence indicating that several FPT joint initiatives are being undertaken. However, some challenges remain as CIC attempts to take on a larger role in implementing policies to guide PT PNP design. Some interviewees from CIC regional and local offices and interviewees from a few PTs identified a need for stronger communication linkages between the various committees in terms of policy development.

Finally, with respect to information sharing, a few CIC regional and local office interviewees stated that FPT relations could be improved through more open sharing of information between PTs and CIC. While there is documentary evidence of sharing information related to program design changes, best practices and training, it is not clear if these items were timely or effective. This was supported by key informant interview evidence which suggested that both CIC and PTs would appreciate timelier sharing of information (e.g., changes to program delivery, annual PT level plans and program results/reports).

4.2.7. Official language minority communities (OLMCs)

Finding #27: There has been a limited focus on the federal objective of encouraging the development of Official Language Minority Communities (OLMCs), with only three PTs identifying it as a priority for their PNPs.

One of the federal PNP objectives is to encourage development of official language minority communities. However, only a few CIC NHQ interviewees and one PT interviewee cited supporting and enhancing OLMCs as an objective of PNP. While there is a clause pertaining to OLMCs in all PNP agreements, it was unclear to CIC NHQ respondents the extent to which this objective is being met. It was considered as a priority for only three PT programs. CIC regional interviewees were generally more positive about the extent to which PTs are addressing (or attempting to address) this objective, particularly in the Atlantic and Prairie regions.

Applications data reveal that a small percentage of PAs speak French, averaging 4.6% between 2005 and 2009 (with the highest proportion reported in 2005 at 5.9% indicating they speak French). In comparison, the percentage of PAs admitted under the FSW program between 2005 and 2009 who reported some knowledge of French upon landing was twice as high (10.5%).

Interviewees in some PTs mentioned that they directly engage with francophone organizations/communities in their jurisdiction. A few specifically mentioned that these efforts are in support of official language minority communities. In terms of the contribution of PNP to strengthening OLMCs, a few PTs specifically mentioned it is not a focus of their PN program and some PTs indicated that PNP has had a small or no contribution to this federal objective.

4.2.8. Economy and efficiency

Finding #28: Resources are invested in the PNP both at the federal and PT level. Resources invested by the PT vary given the magnitude of their respective programs.

Given that PNP is jointly administered by the federal and PT governments, the two levels of government allocate resources to the program separately. Federally, PNP resources are managed by the Permanent Resident Policy and Programs group within CIC's Immigration Branch. In 2011-12, CIC NHQ resources devoted to PNP include 4.5 FTEs.

CIC provides resources to all CVOAs which issue Permanent Resident visas to PNs. According to the information available from the survey of CVOAs an average of 2.7 visa officers per office process PNP applications, with a range of one to six officers across all offices. More than half of the CVOAs (59%) have one or two officers¹⁰⁰.

The PTs utilize their own resources to manage PNP. Most PN programs (8 of 11) have a separate budget and resources allocated to the administration, operation and management of the program, ranging from \$540,000 to \$4,300,000 in annual operating costs, and from 4.5 to 43 program staff¹⁰¹. The other three PN programs are operated from within the budget and resources of the PTs' larger immigration services' budget and staff. Most PN programs are currently managed by immigration units within each PT's responsible Ministry or Department. In some PTs, the Business streams of PNP are managed by business development units. Details of each program's management and resource costs are provided in Table 4-8.

Table 4-8: Human and financial resources for PT PN programs (2010/11)^{102, 103}

PT Ministry	Human Resources	Financial Resources
Newfoundland and Labrador Office of Immigration and Multiculturalism in the Department of Human Resources, Labour and Employment	6.5 FTEs	\$600,000
PEI Island Investment Development Inc. (crown corporation) under the Ministry of Innovation and Advanced learning	7 FTEs	\$1.05 million
Nova Scotia Nova Scotia Office of Immigration	19 FTEs	\$5 million
New Brunswick Population Growth Division in the Department of Post-Secondary Education	Not available	\$4.1 million
Ontario Opportunities Ontario unit in the Ministry of Citizenship and Immigration	9 FTEs	\$1.6 million ¹⁰⁴

¹⁰⁰ Given that CVOAs process applications for all federal immigration programs, no visa officer is exclusively dedicated to PN processing.

¹⁰¹ Note, that in terms of FTEs, for many PT departments/ministries, PNP is only one component of the program staff workload.

¹⁰² Financial figures do not include cost recovery.

¹⁰³ The data provided by FTEs did not specify whether FTEs were solely dedicated to PNP or if they had responsibilities other than PNP.

¹⁰⁴ Note that these HR and budget figures are for 2008.

PT Ministry	Human Resources	Financial Resources
Manitoba Manitoba Provincial Nominee Program	43 FTEs ¹⁰⁵	\$2.16 million ¹⁰⁶
Saskatchewan Saskatchewan Immigrant Nominee Program in the Ministry of Advanced Education, Employment and Immigration	43 FTEs ¹⁰⁷	\$2.33 million
Alberta Alberta Immigrant Nominee Program in the Ministry of Employment and Immigration	33 FTEs	\$4.3 million
British Columbia Economic Immigration Programs Branch in the Ministry of Regional Economic and Skills Development	41 FTEs	\$2.5 million
NT Department of Education, Culture and Employment delivers the non-business streams Department of Industry, Tourism and Investment delivers the business stream	11 FTEs ¹⁰⁸	\$540,000
Yukon Advanced Education Branch in the Department of Education delivers the non-business streams Business and Industry Development Branch in the Department of Economic Development delivers the business stream	3.5 FTEs	Not available

Source: PT documents and data

¹⁰⁵ This figure includes 27 FTEs in Skilled Workers and 16 FTEs in Business.

¹⁰⁶ This figure does not include the Business stream.

¹⁰⁷ This figure includes 29 FTEs in Skilled Workers, 12 FTEs in Entrepreneur and 2 FTEs in Program Integrity.

¹⁰⁸ This figure includes staff in the 6 regional services centres that may assist with NTNP as a component of their work.

5. Conclusions and recommendations

The following section provides the overall conclusions and recommendations of the Evaluation of the Provincial Nominee Program.

5.1. Conclusions

Relevance

There is a continuing need for the PNP and the program is consistent with CIC and Federal Government priorities. Roles and responsibilities of the federal government were also found to be appropriate.

The majority of respondents felt that there is a continuing need for the PNP. This was a particularly strong view from all PTs, with most citing the need to respond to the unique labour market needs of their jurisdictions and a dearth of other programs able to address PT needs.

The evaluation found that the PNP is consistent with a CIC strategic priority related to the goal of migration that strengthens Canada's economy, and to a broader Federal Government priority related to regional development. This consistency demonstrates that the program is aligned with the current government direction. As such, PNP remains a relevant program in which it is appropriate for the federal government to have a role, as supported by various federal government documentation such as the Speech from the Throne and the departmental Program Activity Architecture. Roles and responsibilities were seen to be appropriate by stakeholders consulted given the cross-jurisdictional context in which the program operates.

While some PT PN program objectives and streams share similar themes with other federal economic programs, the operations of these programs include additional elements that allow the PNP to respond to the unique needs of PTs.

PTs have demonstrated a need for this program insofar as it responds to their economic needs aligned with broad labour market and population growth strategies. In order for these needs to be addressed in a sustainable way, the evaluation found that PTs reinforced the necessity of a mechanism to attract, select and retain economic immigrants. PNP offers a flexible mechanism under PT direction which allows them to address their specific labour market needs that would be difficult to address otherwise, with few able to identify superior alternatives.

However, in assessing how these needs are identified, only one PT had a formal labour market strategy that directly linked the labour market needs with immigration and their PN program. The lack of formal strategies, supported by evidence, that connect PT labour market needs with the requirement for PNs/economic immigrants at specific skill levels or in particular sectors makes it difficult to determine the extent to which the PNP is effective in meeting those needs and responsive to labour market shortages in the different jurisdictions. Ensuring a close, rigorous alignment between identified PT labor market shortages and PNP nomination strategies could further enhance the economic establishment of PNs and positively affect retention.

Performance

The PNP has four main objectives:

- To increase the economic benefits of immigration to PTs, based on their economic priorities and labour market conditions;
- To distribute the benefits of immigration across all PTs;
- To enhance Federal-Provincial/Territorial (FPT) collaboration; and
- To encourage development of official language minority communities.

Evidence from the evaluation indicates that significant progress towards three of the four objectives was made.

A majority of PNs become economically established quickly, particularly those with knowledge of an official language, though this is less likely for those in the business stream. As such, the PNP is meeting the objective of increasing the economic benefits of immigration to PTs.

For the most part, PNs are becoming economically established, although less so in the Atlantic provinces and Manitoba. PNs report employment or self-employment earnings from their first year after landing and continue to report earnings over five years. On the whole, their average employment earnings increase over time. Further, most PNs have jobs at NOC skill levels equivalent to, or higher than, the skill level of their intended occupation. Those PNs arriving in the business streams fared less well, with only half of them indicating they had established a business, and generally reporting lower earnings than the other PN streams.

The evaluation found that one of the main determinants of PNs' ability to establish economically is the knowledge of one of the official languages, yet there are no consistent language requirements across all PTs. Inter-provincial mobility and the importance of language reinforces the need for some consistent minimum criteria across PTs; some standardized criteria – such as language - may reduce the negative impacts associated with secondary migration and further improve the economic outcomes of PNs.

The rate of retention by nominating province is high, which, when taken in the context of the finding about the successful regionalization of immigration, demonstrates the distribution of economic benefits of immigration throughout the PTs. While the overall retention rate for PNs was high, those who leave their province of nomination will do so within the first 5 years of landing, and tend to move to Ontario, British Columbia and Alberta – with these provinces experiencing the largest positive net migration of PNs over the 2000-2008 period. Conversely, out-migration was most prevalent in the Atlantic provinces, though broader economic conditions and migration patterns may also influence this movement and should be considered.

The impact of inter-provincial mobility is felt by both PTs who are losing as well as gaining PNs. When PNs leave there is a direct effect on the nominating PT in that their needs continue to be unmet to some degree when the nominees do not settle in their province. The evaluation also found challenges for PTs who experience net in-migration, as the overall economic performance of those PNs who leave their province of nomination tends to decrease. A further concern cited by those experiencing in-migration is that since the PNs arriving were not selected by that PT, the need or labour market connection was not determined. Two of the key factors cited by PNs

for choosing to leave the PT of nomination were the existence of a job offer in another PT/more opportunities elsewhere and the desire to join family or friends in another PT.

The PNP has been successful with respect to the objective of regionalizing the benefits of immigration.

While over 95% of FSW PAs are destined to either Ontario, British Columbia or Alberta, only 36% of PNP PAs are destined for these same provinces. Further, the evaluation found that almost half (47%) of PN PAs report they intend to settle outside of PT capitals and, for those destined to British Columbia, outside Vancouver.

With respect to FPT collaboration, while roles and responsibilities in the PNP were generally clear and well-understood among all partners, several program delivery areas posed particular challenges. As well, there is a continued need for strong emphasis on program integrity as it pertains to fraud and misrepresentation. Finally, monitoring and evaluation of PT PNPs has been varied over time among PTs and inconsistently shared with CIC.

While most roles and responsibilities appear to be generally well understood by key informants at the federal and PT level, there are some key areas where additional clarity is required. The role of determining the ability of PNs to establish economically is a responsibility of CIC, yet the extent of the role of PTs in assessing this criterion was not clear to all respondents, which suggests that this role is not well understood. The role of CVOAs and PTs in fraud verification was also found to be unclear.

The capacity for program integrity (through fraud detection and identifying misrepresentation) during the selection of PNs varies considerably across PTs. While most PTs have implemented a number of mechanisms in their processing approaches, they seek additional training on fraud detection and related matters. CVOAs, on the other hand, report being well equipped and well trained for verifying information on applications from around the world.

Finally, with respect to monitoring and evaluation, the lack of common indicators among PTs and the inconsistent reporting on PT PN programs has made it difficult to compare program outcomes and led to varying levels of comprehensiveness in evaluations and reviews conducted by PTs. This inconsistent monitoring and evaluation means that PTs (and subsequently CIC) have varying degrees of understanding about the performance of their PN programs, and therefore the extent to which they are addressing objectives. One area of particular concern is the business stream, as there is a widespread lack of information in PTs about the number of new businesses established or whether these businesses resulted in the creation of jobs.

There has been a limited progress toward the federal objective of encouraging the development of Official Language Minority Communities (OLMCs), with only three PTs identifying it as a priority for their PNPs.

The PNP has had little success in encouraging immigration to OLMCs, which is one of the federal program objectives. PTs seem to be placing little emphasis on this, as most did not cite developing OLMCs as a PT program objective. A small percentage of PAs speak French, averaging 4.6% between 2005 and 2009 (with the highest proportion reported in 2005 at 5.9% indicating they speak French). This modest proportion of PNs (half of the equivalent proportion

of FSWs) and the fact that only a subset of those reporting this ability will choose to establish in OLMCs support this conclusion.

The evaluation showed limited information was available to assess the efficiency and economy of the program.

Resources are invested in the PNP both at the federal and PT level. Resources invested by the PT vary given the magnitude of their respective programs. To further assess efficiency and economy, thorough analysis on costs associated with administering the program would have been needed. However, not only would information about the costs associated to select PNs have been required, but these would have to be assessed against an appropriate benchmark. As the PNP is unique given that part of the processing of applications is handled by PTs, comparison against other federal immigration programs is difficult.

5.2. Recommendations

The following recommendations are presented based on the findings and conclusions of this evaluation to enhance the operations of, and outcomes associated with, PNP.

1. CIC should work with PTs to develop a requirement for minimum standards across PT programs regarding language ability.

Establishing minimum language requirements is supported by the fact that language is one of the key determinants of economic establishment. In addition, as a portion of PNs move across PTs, having a minimum language requirement could aid in economic establishment in the new provinces, especially since these individuals were not selected based on the needs of the PT they were moving to.

2. In order to strengthen linkages between the occupational profile of PNs and PT labour market/economic needs, CIC should work with PTs to enable more effective, evidence-based identification of their needs for PNs.

Formalized labour market strategies could assist in the identification of labour shortages, and also be used to assess how PNP addresses these needs.

3. CIC should clarify the roles and responsibilities of the CVOAs and PTs.

Specific areas where clarity is necessary are: a) the assessment of PNP applicants' ability to establish economically, and b) fraud detection. Additional training and/or guidance should be provided regarding how these functions should be interpreted and applied by each partner during the assessment of applications. Clarification and additional guidance or training in these areas would be beneficial and could potentially decrease duplication and the level of effort required for these activities, as well as contributing to more effective fraud verification.

4. CIC should work with PTs to strengthen the focus on the PNP objective of encouraging the development of Official Language Minority Communities (OLMCs).

Given the limited success in meeting this objective the department should review how to best incorporate it into the program design and delivery.

5. CIC, in collaboration with PTs, should develop and implement a monitoring and reporting framework that contains common, agreed-upon performance indicators.

The department should define baseline data, establish consistent performance measures, determine a reporting schedule, and allocate responsibility within and across PTs.

Appendix A: Cross-walk between report sections and evaluation questions and indicators

Evaluation Questions	Indicators	Section of the Report
Program Profile		
The program profile will provide a comprehensive description of the operation of the Provincial Nominee Program for each jurisdiction in which it is delivered, including individual streams, monitoring and accountability mechanisms, and a description of variables used by provinces and territories to determine their need for PNs.	<ul style="list-style-type: none"> Profile of provincial/territorial Provincial Nominee Program streams 	3.1. Profile of PN Programs Across Canada 3.1.1 Overview of PT PN Programs 3.1.2 How PTs Attract Immigrants 3.1.5 Relative Importance of PNP 3.1.4 Approval Rates 4.2.1 How the Program is Meeting PT Needs
	<ul style="list-style-type: none"> Profile of provincial/territorial-identified labour market and other needs 	4.2.1 How the Program is Meeting PT Needs
	<ul style="list-style-type: none"> Number and profile of PNs by province/ territory, and trends over time compared to other CIC economic programs, including demographic information and aspects such as destination P/T, country of last permanent residence, intended occupation, average employment earnings, official languages spoken, etc. 	3.2. Profile of PNs 3.2.1 Profile of PNs Compared to Immigrants Coming to Canada under Other Federal Programs
Program Relevance		
1. Is there a continued need for a provincial nominee program in Canada?	1.1 Economic program skill (educational credentials and intended occupation) and economic profile comparison by PT	3.1.1 Overview of PT PN Programs
a) Could other CIC economic programs (FSW) meet PT permanent economic immigration needs?	1.2 Perceptions of key stakeholders with respect to continued need and effectiveness of alternatives	4.1.1 Continuing need 4.1.4. Relationships with other Programs Potential Complementarity, Overlap, and Alternatives
b) How would PTs address economic immigration needs in the absence of a provincial nominee program?	1.3 Regional distribution of landings (intended and actual) by program over time (comparison with M/T/V)	4.2.3 Regionalization of Immigration
	1.4 Volume and trend in PN nominations by PT and stream	3.1.3 Trends in Applications, Nominations, Landings 4.2.3 Regionalization of Immigration
	1.5 Evidence of shortages in labour market compared with skill sets/intended occupations of PNs and other economic immigrants over time	4.2.1 How the program is meeting PT needs
	1.6 Comparison of PT-identified labour market needs with nominations (by NOC code/sector/occupation) vs. PNs working in occupations identified	4.2.1 How the program is meeting PT needs
2. Is the PNP aligned with CIC and GOC priorities?	2.1 Degree of alignment with GOC priorities	4.1.2 Alignment with Federal Priorities
	2.2 Degree of alignment with departmental strategic outcomes	4.1.2 Alignment with Federal Priorities
	2.3 Key stakeholders identify provincial nominees as a federal government priority	4.1.2 Alignment with Federal Priorities

Evaluation Questions	Indicators	Section of the Report
3. Is the federal government role in the delivery of the PNP appropriate?	3.1 Degree of alignment with federal and legislative objectives	4.2.6 Effectiveness of FPT Relations
a) What are the authorities for the program?	3.2 Perceptions of key stakeholders with respect to the federal role in the Provincial Nominee Program	4.2.6 Effectiveness of FPT Relations
Program Performance		
4. What are the PT objectives and are they being met through the PNP?	4.1 Stakeholder perception and understanding of both federal and PT PNP objectives	4.1.2 Alignment with Federal Priorities 4.2.1 How the program is meeting PT needs 4.2.6 Effectiveness of FPT Relations
a) Have these objectives changed over time?	4.2 Stakeholder understanding / clarity of roles and responsibilities	4.2.6 Effectiveness of FPT Relations
b) Are these consistent with the overall federal program objectives?	4.3 Analysis of provincial/territorial program streams/ objectives against federal objectives	4.2.6 Effectiveness of FPT Relations
	4.4 Evidence that PT objectives are being met	4.2.1 How the program is meeting PT needs 4.2.3 Regionalization of Immigration 4.2.2 Economic Outcomes of PNs
	4.5 Comparison of PT program streams to PT and federal program objectives	4.2.6 Effectiveness of FPT Relations
5. Are FPT partnerships and consultations effective?	5.1 Stakeholder perceptions regarding the effectiveness of consultations and the PNP governance structure	4.2.6 Effectiveness of FPT Relations
a) Do regulations and policy and program components reflect consultations between partners?	5.2 Evidence that issues are resolved in a collaborative manner	4.2.6 Effectiveness of FPT Relations
	5.3 Evidence of timely sharing of program information (e.g., changes to program delivery, annual PT level plans and reports)	4.2.6 Effectiveness of FPT Relations
	5.4 Evidence of consultations and joint frameworks and initiatives (i.e., joint communication products, FPT joint workplans, joint promotion and recruitment strategy, tools and activities, public info - web or publications, joint training initiatives)	4.2.6 Effectiveness of FPT Relations
6. On what basis do PTs determine their need for PNs?	6.1 Profile of PT-identified labour market and other needs for PNs	4.2.1 How the program is meeting PT needs
a) Are the PTs using the PNP to meet their economic needs on the basis of a broader labour market strategy?	6.2 Perceptions of PTs regarding their ability to address their identified economic needs using the PNP	4.2.1 How the program is meeting PT needs
	6.3 Evidence of process for PN need identification by PTs	4.2.1 How the program is meeting PT needs
	6.4 Evidence that identified labour market shortages are being filled by PNs	4.2.1 How the program is meeting PT needs
	6.5 Evidence that PT PN programs reflect federal input	4.2.6 Effectiveness of FPT Relations

Evaluation Questions	Indicators	Section of the Report
7. Is decision-making by CIC timely, consistent and transparent?	7.1 Number and nature of complaints and legal challenges regarding selection decisions	4.2.5 Program Integrity
	7.2 Stakeholder perceptions of consistency, transparency and timeliness of processing	4.2.4 Delivery / Processing of PNP
	7.3 Average processing time (initial screening to visa issuance) of PN cases compared to other immigrant categories	4.2.4 Delivery / Processing of PNP
8. To what extent are CIC and PTs able to ensure accountability and integrity? a) Should there be broader federal regulation?	8.1 Evidence of CIC and PT evaluations and accountability tools developed, shared and implemented	4.2.5 Program Integrity
	8.2 Degree of defaults on good faith deposits and business bonds	4.2.5 Program Integrity
	8.3 Evidence of PNs who fail to report to province	4.2.3 Regionalization of Immigration
	8.4 Occurrences of fraud detected/reported (A40 refusals, PN certificates revoked for fraud, etc.)	4.2.5 Program Integrity
	8.5 Nature and extent of provincial monitoring	4.2.5 Program Integrity
	8.6 Evidence that CIC has the tools and information necessary for visa office decision-making on PNs	4.2.4 Delivery / Processing of PNP
9. What are PTs doing to identify, attract and retain PNs? a) Are PNs taking up residence in the province/ territory in which they were nominated? b) How long are they remaining in nominating P/Ts? Where do they go and why?	9.1 # and percentage of PNs who arrive in province/territory to which they are destined	4.2.3 Regionalization of Immigration
	9.2 # and percentage of PNs taking up residence in nominating PT for 1, 3 and 5 years	4.2.3 Regionalization of Immigration
	9.3 PN perception of the PN program compared to other options	4.1.4 Relationships with other Programs: Potential Complementarity, Overlap, and Alternatives
	9.4 Extent to which Temporary Foreign Worker program is used in the context of PN recruitment	4.1.4 Relationships with other Programs: Potential Complementarity, Overlap, and Alternatives
	9.5 Distribution of interprovincial migration of PNs	4.2.3 Regionalization of Immigration
	9.6 Rates of PN secondary migration over time, and reasons	4.2.3 Regionalization of Immigration
	9.7 Evidence of onward migration	4.2.3 Regionalization of Immigration
	9.8 Wastage rates (# of PN applications vs. landings)	4.2.3 Regionalization of Immigration
	9.9 # and types of activities undertaken by PTs to attract and retain PNs	3.1.2 How PTs Attract Immigrants 4.2.3 Regionalization of Immigration

Evaluation Questions	Indicators	Section of the Report
10. To what extent are PNs becoming established economically? a) Do they undertake their intended economic activity after their arrival?	10.1 # and percentage of PNs employed in intended occupation upon entry	4.2.2 Economic Outcomes of PNs
	10.2 # and percentage of PNs employed in intended occupation after 1 and 2 years	4.2.2 Economic Outcomes of PNs
	10.3 # and percentage of PNs reporting employment income in nominating PT after 1, 3 and 5 years by PT and stream and compared with other immigration categories	4.2.2 Economic Outcomes of PNs
	10.4 Average employment earnings by stream, by PT and compared to relative average wage rate in nominating PT	4.2.2 Economic Outcomes of PNs
	10.5 Incidence of EI and SA by PT	4.2.2 Economic Outcomes of PNs
	10.6 Perception of the extent to which PNs are becoming economically established and the factors affecting successful establishment, by stream/subcategory	4.2.2 Economic Outcomes of PNs
11. To what extent does the provincial nominee program contribute to the development of official language minority communities?	11.1 Number of PNs who report French mother tongue or French as their first official language	4.2.3 Regionalization of Immigration
	11.2 Evidence of development of and participation in promotion and recruitment activities aimed at attracting francophone immigration	4.2.3 Regionalization of Immigration
	11.3 # of PN streams in which the ability to speak French is measured and taken into account in the evaluation process	4.2.3 Regionalization of Immigration
	11.4 Perception of extent to which PNP is contributing to the development of official language minority communities and the factors affecting this, by stream/subcategory	4.2.3 Regionalization of Immigration
12. What program alternatives and best practices exist in other jurisdictions that could improve program design and better facilitate the achievement of program objectives?	12.1 Best practices identified for nominee programs in other countries (e.g. Australia) and Quebec immigrant selection in the economic class	4.1.4 Relationships with other Programs: Potential Complementarity, Overlap, and Alternatives
	12.2 Best practices identified through comparative analysis of different PT program streams	4.2.4 Delivery / Processing of PNP
13. What are the CIC and PT resource contributions to the program?	13.1 Evidence and amount of PT FTEs and funding allocated to PN programs	4.2.8 Economy and Efficiency
	13.2 Evidence and amount of CIC FTEs and funding allocated to PN programs	4.2.8 Economy and Efficiency

Technical appendices and PT profiles

Appendix B: Data collection instruments

Appendix C: List of documents

Appendix D: Comparison of population profiles and survey respondent profiles on variables used to weight survey data

Appendix E: Regression results

Appendix F: Percentage of individuals who declared either employment and/or self-employment earnings per taxation year, by landing year

Appendix G: Average employment earnings per taxation year, by landing year

Appendix H: Profiles of PT PNPS

Appendix I: Operation of PNP streams, by PT

Appendix J: Requirement of a temporary work permit prior to PNP, by PT

Appendix K: Summary of federal immigration programs and comparable PT streams

Appendices are available, in the language of drafting, upon request to Research-recherche@cic.gc.ca