

# Diversity~



# "Opportunity

and



# Growth"



*An Immigration Strategy for Newfoundland and Labrador*

March 2007

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This document is available online through the Office of Immigration and Multiculturalism Website. To access this and other publications, visit <http://www.hrle.gov.nl.ca/hrle/immigration/index.htm>.

## Acknowledgments

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# FORWARD

## Message from the Premier

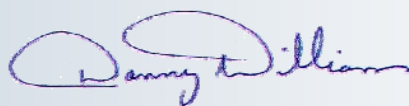
On behalf of the Government of Newfoundland and Labrador, I am pleased to join the Hon. Shawn Skinner, Minister of Human Resources, Labour and Employment (HRLE) in the launch of the provincial immigration strategy, *Diversity ~ Opportunity and Growth*.

This is the province's first ever immigration strategy, which outlines initiatives aimed at attracting and retaining immigrants. This strategy is an important component of the province's growth agenda, and complements other government strategies to promote regional diversification and innovation.

Increased immigration will contribute to the growth of both urban and rural areas. There are many examples of successful rural businesses that were started by immigrants. Public services have also been enhanced by immigrants, many of whom provide much needed health care services.

My vision for this province is of a diverse population working and living in peace and harmony to stimulate economic growth which will result in a healthy, happy, prosperous lifestyle for all residents. Newfoundland and Labrador can offer safe, clean, welcoming communities and generous people who are willing to embrace newcomers and celebrate diversity. Immigrants can offer fresh perspectives, entrepreneurial spirit, specialized skill sets, creative and innovative ideas, as well as new food, music, art, and culture. The contributions of our immigrant population can be seen in a wide variety of sectors from health care, education, science, research, manufacturing, tourism, and the service industry such as restaurants and retail operations.

As outlined in the strategy, government will need the help of its many partners to implement a successful immigration strategy. I look forward to building upon our existing partnerships and developing new ones, as we work together to enhance our immigration policies for an enriched and more prosperous Newfoundland and Labrador.



Danny Williams, Q.C.  
Premier



## Message from the Minister

As Minister of Human Resources, Labour and Employment (HRLE), it is my pleasure to present Newfoundland and Labrador's Immigration Strategy, *Diversity ~ Opportunity and Growth*. The strategy is the result of broad community consensus and government's recognition of the need to attract and retain more immigrants to our province.



I acknowledge the contribution of my predecessors, the Honourable Joan Burke and Paul Shelley, both former Ministers of Human Resources, Labour and Employment, who provided the necessary leadership, encouragement and support in moving the strategy forward.

Beginning in the summer of 2005, a discussion paper was released to stimulate discussion and debate. The department conducted consultations in partnership with Citizenship and Immigration Canada, the Atlantic Canada Opportunities Agency, the Association for New Canadians and Canadian Heritage. Consultation participants included representatives from municipalities, regional economic development agencies, business and labour organizations, women's groups, educational institutions, religious organizations, and members of the public. The department subsequently issued a 'What We Heard' report to summarize the input received. Participants strongly supported a provincial immigration strategy.

This document is the culmination of their input and advice. It provides a set of guiding principles, key elements and eighteen specific goals. It identifies clear target levels, key partners and an accountability framework through which progress in reaching the goals and objectives is reported. Immigration helps enhance the economic, social and cultural growth of the province. Immigration can help address some of the demographic challenges facing the province including a declining and aging population, lower birth rate and out-migration. Immigration helps address specific skill shortages and supports the overall development of the labour force.

Other provinces of Canada have successfully implemented immigration strategies and are seeing the benefits of the increased diversity and innovation that results. I am pleased to join my Atlantic colleagues in promoting the Atlantic Provinces as a welcoming place for immigrants to make their new home.

With the launch of this strategy, the Department will establish an Office of Immigration and Multiculturalism. The office will serve as a single point of service for all immigration matters within the responsibility of the provincial government.

I thank those who contributed to the development of this strategy and look forward to working with partners as we move forward with this exciting initiative.

A handwritten signature in black ink that reads "Shawn Skinner". The signature is written in a cursive, flowing style.

Shawn Skinner  
Minister



## Introduction

In May 2005, the Government of Newfoundland and Labrador announced its intention to develop a provincial immigration strategy. On June 28, 2005, a discussion paper titled, *An Immigration Strategy for Newfoundland and Labrador*, was released in advance of stakeholder consultations which were held during September and October 2005. The discussion paper included a brief overview of immigration in Canada, the Atlantic Region, and Newfoundland and Labrador, recognized the contributions immigrants have made to our province, and provided a rationale for developing a provincial immigration strategy at this time. The paper also included both opportunities and the challenges that the province is expected to face in its attempts to increase immigration.

Throughout the consultation process, the vast majority of stakeholders expressed support for increased immigration, and agreed that attracting entrepreneurs and those with skills not available in the province should be the top priorities of an immigration strategy. They also noted the side benefits of population growth and increased diversity that would come from increased immigration, which would stimulate general economic, cultural and social development of communities.

Immigrants continue to make significant contributions to our province and our economy. Many bring their entrepreneurial spirit to Newfoundland and Labrador and establish businesses which foster economic growth. Consider, for example, Rodrigues' Winery in Markland, Terra Shoes in Harbour Grace, Superior Gloves in Point Leamington, the mink farms in rural communities (Cavendish, Harcourt, Botwood, and Deer Lake), Deluxe Dry Cleaning, AppleCore Technologies, to name a few – each one started or operated by immigrants and each creating employment opportunities for local residents in rural and urban areas.

Not only do many immigrants start businesses, but they provide valuable services in many social sectors, particularly health care. Immigrants historically have taken 'difficult-to-fill' positions, many of which are in rural and remote areas of the province. Studies indicate that up to 46 percent of the province's physicians are foreign-born so reliance on them continues today.

Immigrants also contribute to the cultural development of the province. They bring diversity, and the opportunity to experience other cultures, their food, their music, and their art.

Stakeholders throughout the province agreed that increased immigration offers potential to contribute to regional diversification. Immigrants also provide links to the global marketplace which help local entrepreneurs improve their export potential. Many could point to examples in their respective areas where an immigrant entrepreneur is creating employment.

Throughout the consultation processes for both a provincial innovation strategy and labour market development, the topic of immigration was raised with the general view that increased immigration will foster innovation, create new businesses, and help to address current and projected skills shortages.

Newfoundland and Labrador receives very few immigrants and many who do come here initially, later move away to other parts of Canada within a few years. Stakeholders agreed that the province should undertake initiatives to attract more immigrants and implement programs designed to improve retention. Integration of newcomers into the labour market and the community was seen by stakeholders as key to a successful immigration strategy.

Immigration has become increasingly competitive among countries and, within Canada, among provinces. If Newfoundland and Labrador is to improve its current attraction and retention of immigrants, a cohesive and comprehensive strategy is required.

## The Context

### Other jurisdictions

The provinces of Ontario, British Columbia and Quebec have long been preferred destinations for immigrants to Canada with over 70 percent of all immigrants in recent years settling in Toronto, Montreal, and Vancouver. Recognizing the importance of immigration to economic, social and cultural development, other Canadian provinces have embraced the goal of increased immigration in recent years. Manitoba implemented a strategy in 2002 and since then has increased its numbers from approximately 2,500 to nearly 10,000 annually. New Brunswick and Saskatchewan has developed initiatives to increase immigration; Nova Scotia and Alberta have launched strategies, and Prince Edward Island has established a Population Secretariat with increased immigration as one of its primary goals.

### Numbers

Immigration has always played a significant role in the growth of Canada. Numbers of immigrants to Canada annually have been in the range of 220,000 to 235,000 in recent years. Preliminary numbers for 2006 show an increase to 251,455.

Statistics Canada projections indicate that by 2025, 100 percent of Canada's population growth will be attributed to immigration. As noted in the discussion paper, *An Immigration Strategy for Newfoundland and Labrador*, immigrants are attracted primarily to the major urban centres of Canada, with over 70 percent settling in Toronto, Montreal, and Vancouver.

The Atlantic Provinces represent 7.6 percent of Canada's population yet they attract only 1.2 percent of all immigrants to Canada annually. Newfoundland and Labrador, which has 1.6% of Canada's population, attracts less than 0.2 percent. Coupled with small numbers is a low retention rate, leaving much room for improvement in both attracting and retaining more immigrants before the province will gain the benefits of increased Immigration. (See Appendix A for a summary of benefits).

### Population Decline

As noted in the discussion paper, *An Immigration Strategy for Newfoundland and Labrador*, since the mid-1970s, Newfoundland and Labrador's birth rate has gone from the highest to the lowest in Canada. During the period 1991 to 2001, the population of this province declined by 10.06 percent from 579,525 to 521,200 and currently stands at approximately 505,469.

### Aging Population

In addition to having a declining population, Newfoundland and Labrador's population is aging more rapidly than that of the rest of Canada. During the 2005 to 2019 period, the cohort aged 65 and over is expected to increase from 67,618 to 107,961, an increase of 59.6 percent. At the same time the group aged 15 – 29 will decrease by 23.6 percent. The Government of Newfoundland and Labrador is taking an aggressive approach to ensuring a prosperous future for our province. It is within this context that



Newfoundland and Labrador has developed an immigration strategy.

In an August 2004 article entitled “Why Atlantic Canada Remains White and Poor”, *Globe and Mail* columnist John Ibbitson stated “Atlantic Canada will only emerge from relative economic decline when it finds ways to persuade at least some of the people arriving in Canada from Beijing and Bombay to move there.” In the same article he notes that immigrants are the lifeblood of Canada’s economy and society.

Increased immigration will also support the province’s Innovation Strategy, the goals of the Rural Secretariat through its Provincial and Regional Councils, and the development of the local labour market in anticipation of future needs and current and projected skills shortages.

While the primary objective of the immigration strategy is to foster economic development, a secondary objective is to help address demographic challenges faced by the province. Other initiatives which would assist in this area are: population retention, especially of youth, and repatriation of Newfoundlanders and Labradorians. At a December 2005 Rural Repopulation Forum held in Moncton, it was noted that all three elements (immigration, population retention, and repatriation) are important for economic and population growth.

## Guiding Principles

Newfoundland and Labrador’s immigration strategy has been developed with a number of guiding principles in mind. These principles were supported by stakeholders during the consultation sessions held throughout the province, and are as follows: Collaborative, Responsible, Holistic, Community/Region-Based, Welcoming, Respectful, Ethical, and Accountable. These guiding principles will contribute to making Newfoundland and Labrador a destination of choice and a welcoming community for newcomers.

### Collaborative

Government is committed to working collaboratively with key partners, such as the federal government, municipalities, employers, the local settlement service provider (Association for New Canadians), economic development boards, health service providers, labour organizations, and ethnic and voluntary service groups in the implementation of the immigration strategy.

Linkages will be made to other government direc-

tives, particularly economic development initiatives, labour market development, the innovation strategy, the regional diversification strategy, the Ireland Business Partnerships, and agencies such as the Rural Secretariat and the office of the Provincial Development Plan.

### Responsible

Government is committed to a responsible approach in attracting and retaining immigrants who will contribute to the social and economic development of the province and who will benefit from settling in Newfoundland and Labrador. It would be irresponsible to encourage people to immigrate to the province if there are no opportunities for them to succeed. Specifically, the priority will be on attracting entrepreneurs to create economic growth, and those with skills not available in the province.



### Holistic

Government is committed to using a holistic approach which addresses the needs of the entire immigrant family and recognizes the economic, social, and cultural contributions immigrants make to the province.

### Community/Region-Based

In recognition of the unique needs of individual communities and regions, Government is committed to a community/region-based approach to immigration. Government will work with community stakeholders, the Rural Secretariat, the Regional Development Branch of the Department of Innovation, Trade and Rural Development, and regional economic development boards to explore immigration as a possible means to build and sustain communities and regions.

### Welcoming

Government is committed to work with partners to ensure a ‘welcoming’ society for immigrants, which goes beyond being friendly or hospitable. It means welcoming immigrants into our communi-



ties, our workplaces, our homes, and our lives. This will involve awareness building throughout the province of the contributions immigrants make and the value of a more diverse society.

### **Respectful**

Government is committed to maintaining and promoting respectful and productive working relationships with all citizens and residents of the province, while recognizing the distinctive contributions of Aboriginal peoples and immigrants to our cultural diversity.

### **Ethical**

Government will respect the needs of underdeveloped countries that have sent students to Newfoundland and Labrador for post-secondary education with the understanding that they would return to their countries upon graduation.

### **Accountable**

Government is committed to the efficient and effective use of resources to achieve the goals and objectives of the strategy.

## **Role of the Federal Government**

Under the Canadian constitution, responsibility for immigration is shared among the federal government and the provinces and territories, although federal legislation takes precedence. Federally, the Department of Citizenship and Immigration Canada (CIC) and the Canadian Border Services Agency (CBSA) have responsibility for immigration matters. In partnership with provinces and territories, CIC sets the annual numbers of immigrants and refugees that Canada will accept. The legislation under which CIC operates is the *Immigrant and Refugee Protection Act (IRPA)* and the *Citizenship Act*.

For more information on Citizenship and Immigration Canada, its mandate and programs, visit its website at [www.cic.gc.ca](http://www.cic.gc.ca).

Newfoundland and Labrador will work in partnership with the federal government in implementing its immigration strategy.



# Elements of the Strategy

## Awareness Building

Government recognizes the need to increase awareness throughout the province of the benefits of immigration and the role it can play in economic and social development, in both urban and rural areas.

### Goal 1:

*To increase awareness of the benefits of immigration and the role it can play in a community's economic, social and cultural development.*

<b>What We Will Do...</b>	<b>How We Will Do It...</b>
<ul style="list-style-type: none"><li>• Provide information to municipal stakeholders on the benefits of immigration.</li><li>• Increase awareness in the business community of the value of a diverse workforce.</li><li>• Increase awareness among the general public of the benefits of increased immigration.</li><li>• Increase awareness within the education system of the benefits of immigration.</li></ul>	<ul style="list-style-type: none"><li>• Offer workshops to interested municipalities. Workshops will include information on the Provincial Nominee Program and how communities or employers can utilize the program for community development.</li><li>• Offer workshops to business/industry groups.</li><li>• Promote the Provincial Nominee Program.</li><li>• Publish profiles of successful immigrant entrepreneurs who are creating employment opportunities in the province.</li><li>• Engage recent immigrants who have established themselves in communities to take leadership roles within their communities.</li><li>• Highlight the contributions made by immigrants in all sectors of our society.</li><li>• Engage local media to promote the benefits of immigration.</li><li>• Encourage elected officials to speak about the importance of immigration, attend multicultural events and citizenship ceremonies.</li><li>• Collaborate with the Department of Education, to distribute information to the Newfoundland and Labrador Teachers' Association, School Boards and other education stakeholders.</li><li>• Update the multicultural education policy.</li></ul>

## Attraction and Promotion

Stakeholder consultations and research activities indicate that one of the primary reasons that immigrants do not choose to settle in Newfoundland and Labrador is that they have very little knowledge about the province.

### Goal 2:

*To increase awareness among potential immigrants of the benefits of choosing Newfoundland and Labrador as their new home.*

#### What We Will Do...

- Promote province to skilled workers and entrepreneurs in target markets (See Appendix B for countries and rationale).
- Provide accurate information on the province, highlighting its potential as a desirable destination for prospective immigrants.
- Build on existing marketing strategies to promote the province.



- Help to promote Atlantic Canada as a desirable destination.

#### How We Will Do It...

- Participate in immigration fairs.
- Visit key missions in target countries.
- Invite visa post staff to visit the province.
- Develop comprehensive promotional materials (video, brochures) that highlight the quality of lifestyle and facilities available.
- Link to Tourism marketing, using existing material where feasible.
- Distribute materials to overseas posts including Canadian Embassies, offices of Citizenship and Immigration Canada and Foreign Affairs Canada.
- Use 'strategic photography' depicting facilities available (e.g. mosque, temples, educational institutions, hospitals).
- Update the Province's immigration and Provincial Nominee websites and link to the CIC "Going to Canada" portal.
- Engage existing immigrant community as 'ambassadors' for the province.
- Survey individuals who are already in the province and would like to stay.
- Engage Newfoundlanders and Labradorians living in other countries to act as ambassadors for the province.
- Partner with the Atlantic Provinces in promoting the region.
- Participate in Atlantic 'missions' aimed at attracting immigrants.

## Welcoming Communities

Newfoundland and Labrador has a rich history of welcoming newcomers. This is a strength on which we can build as we move forward with an immigration strategy.

Increased immigration will be possible only if people and the communities are supportive of this direction. That is why a 'welcoming communities' strategy will be a crucial part of the overall immigration strategy.

What is meant by a 'welcoming community'? Experts note that a welcoming community is one that respects diversity and makes newcomers feel at 'home'. Individuals in welcoming communities are helpful to newcomers, are open to new ideas and customs, and recognize the contributions that newcomers make.

Government's immigration strategy will include initiatives to ensure there are 'welcoming communities' throughout the province. A 'tool box' of ideas for small communities interested in the attraction and retention of newcomers has been developed by a national working group funded by Citizenship and Immigration Canada and is available online at <http://integration-net.ca/inet/english/prof/tbo/index.htm>

### Goal 3:

#### *To encourage Newfoundlanders and Labradorians to welcome immigrants*

<b>What We Will Do...</b>	<b>How We Will Do It...</b>
<ul style="list-style-type: none"><li>• Ensure interested communities are aware of the importance of being welcoming to newcomers.</li><li>• Ensure that immigrants throughout the province have access to information and support resources.</li><li>• Ensure that immigrants are aware that their economic, social, and cultural contributions are valued.</li></ul>	<ul style="list-style-type: none"><li>• Offer workshops to communities, using the "Tool Box" of ideas for smaller centers interested in attracting and retaining immigrants".</li><li>• Engage recent immigrants who have established themselves within their new communities as resources for "welcoming committees".</li><li>• Develop a resource booklet entitled "Welcome to Newfoundland and Labrador" outlining useful information for new immigrants.</li><li>• Establish an "Immigrant Support Network".</li><li>• Develop a provincial policy on multiculturalism which will encourage the fostering of harmonious relations among people of diverse cultural and ethnic backgrounds.</li></ul>

## Integration and Retention

Newfoundland and Labrador does not retain many of the immigrants who initially come here. For example, while the province is quite successful in attracting international medical graduates, retention, especially of rural physicians, remains a challenge. Many newcomers report difficulty in finding employment in the province and are forced to move on to other parts of Canada. Some say they do not feel accepted and move on to other cities where there are more members of their respective ethnic communities.

In the field of immigration, the common term used for the process of receiving and integrating newcomers is 'settlement'. The term 'integration' is used to describe the process of involving immigrants in their new community. Integration is a two-way process that involves commitment on the part of newcomers to adapt to life in Canada, as well as commitment on the part of Canadians to adapt to new people and cultures.

Throughout the consultation process, many stakeholders noted the necessity of ensuring that adequate services are available to newcomers. The province's capacity to settle and integrate immigrants should be a determining factor in how many newcomers to attract.

To date, settlement and integration services for newcomers have been funded primarily by the federal government, which determines funding levels by applying a formula based on a rolling three-year average of the numbers of immigrants annually. The Department of Citizenship and Immigration Canada provides funds to settlement-providing organizations throughout Canada through a competitive bidding process. In Newfoundland and Labrador, the Association for New Canadians (ANC) has consistently been the successful bidder.

The services provided by the ANC include, settlement and integration, community and cultural orientation, English language instruction (including enhanced language training), public education, cross-cultural awareness, and translation services. Also, Service Canada and the provincial department of Human Resources, Labour and Employment fund the ANC to provide career integration programs for newcomers.



Unfortunately, most of the services of the ANC are limited to newcomers who live in or near St. John's. The ANC does not have any offices outside the capital, and there are no other groups which perform work similar to the ANC's outside the capital city.

The Coordinating Committee on Newcomer Integration (CCNI) was established by the Association for New Canadians and is a collaborative partnership with key immigration stakeholders. The mandate of the committee is to support immigrant inclusion, integration and retention through targeted projects and research.

The Department of Canadian Heritage also provides funding to local groups, including the ANC, for programs designed to promote citizenship, eliminate racism and foster multiculturalism.

The Refugee Immigrant Advisory Council (RIAC), a volunteer organization, advocates on behalf of refugee claimants in the province and offers advice and support.

The Government of Newfoundland and Labrador commits to working with all interested stakeholders to increase and enhance programs and services that help to integrate immigrants into our culture and society.

It is believed that the following measures, in conjunction with a 'welcoming community' initiative will result in improved retention of immigrants in the province.

#### Goal 4:

*To increase and enhance settlement and integration services in the province aimed at increasing retention of immigrants.*

#### **What We Will Do...**

- Improve the retention rate of immigrants to the province.
- Expand labour market integration programs for newcomers.
- Increase cultural awareness among employers, other stakeholders, and the general public.
- Explore the feasibility of expanding settlement services to other areas of the province.
- Improve access to Provincial Government services.

#### **How We Will Do It...**

- Conduct and build on local research to determine the retention rate of immigrants to the province in the past 10 years and the factors affecting retention.
- Support the activities of the Coordinating Committee on Newcomer Integration.
- Fund settlement service providers.
- Work with employer groups.
- Fund the delivery of cultural awareness workshops and round table discussions to sensitize stakeholders.
- Discuss citizenship promotion with Citizenship and Immigration Canada (CIC) and Canadian Heritage.
- Work with the Canadian Heritage and CIC to:
  - Promote multicultural events
  - Promote awareness of Citizenship ceremonies.
- Conduct a feasibility study to determine appropriate areas and associated costs.
- Build cross-cultural competency throughout the public service by offering workshops to front-line workers on the needs of an increasingly diverse population.





## English as a Second Language (ESL) Services

The ESL K-12 student population in the province is concentrated primarily in the Eastern School District, which takes in the Avalon, Bonavista and Burin peninsulas. As of June 2006, there were 193 ESL students, 113 in elementary, 38 in intermediate, and 42 in high school. High school ESL courses are offered at one high school in St. John's, Holy Heart of Mary. Program delivery in K-9 is achieved with itinerant teachers working in multiple schools. Elementary students attend one of 18 schools in the St. John's – Mount Pearl – CBS area plus Carbonear (2), Green's Harbour (4) and Placentia (7). Intermediate ESL students are attending school in one of 6 metro area schools plus Placentia (2).

These students come from many different countries, including the following: Colombia (42), Sudan (29), Liberia (15), China (11), Libya (9), Egypt (7), Russia (7), Turkmenistan (6), Canada (2 Chinese speaking). There are also 7 ESL students in Natuashish, Labrador (7). Aside from the Eastern School District, there are a few ESL students scattered throughout the province.

In 2002, the Department of Education published a handbook designed to guide administrators and classroom teachers in the reception and orientation of ESL students and families into schools and communities, and to provide suggestions for program planning and delivery. Since that publication, revised curriculum guides have been written for the high school curriculum, new learning resources have been authorized for grades 7-12, and in September, 2006, a new English Second Language Literature course (ESL 3206) was implemented.

The number of ESL students has been steadily increasing as has the number of schools where ESL programming is necessary. It is therefore incumbent upon many institutions to work together adequately to provide educational services to this clientele.

Stakeholders have identified the need to increase access to ESL and to better prepare classroom teachers to address other cultural issues faced by students from other countries.

**Goal 5:**

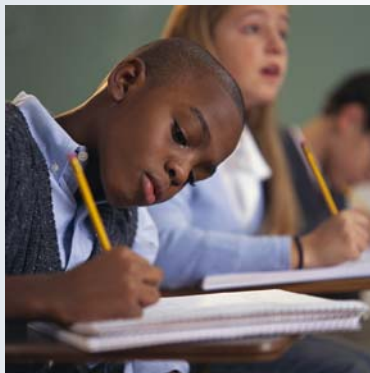
*To provide improved educational services for K-12  
English as a Second Language (ESL) students across the province.*

**What We Will Do...**

- Review teacher allocation for provision of ESL programs in K-12.
- Continue to refine ESL curriculum and secure suitable learning resources for K-12.
- Provide ongoing professional development for classroom teachers and ESL teachers.
- Examine different modes of providing ESL service including the use of distance technology.
- Work with other educational partners and network with community and post-secondary institutions to enhance ESL programs in this province.

**How We Will Do It...**

- Collaborate with school districts to identify challenges with delivering ESL services to examine how students can be best served.
- Review ESL teacher allocation.
- Hire an ESL Program Development Specialist to review and revise curriculum, to identify suitable learning resources, to provide teacher professional development and to coordinate all other provincial activities related to ESL.
- Establish a working group to conduct research related to the challenges faced by the ESL teacher (hiring practices, transportation and scheduling have been identified as areas of concern).
- Organize professional development activities including summer institutes and web-based learning opportunities.
- Work with school districts to develop in-service models.
- Establish partnerships with MUN and TESL to review pre-service programs and program delivery options.
- Work with the Centre for Distance Learning and Innovation (CDLI) and school districts to examine the effectiveness of distance technology.
- Establish an advisory committee to identify solutions for delivering services, particularly in rural communities.





## Enhanced Language Training (ELT)

One of the major barriers internationally trained immigrants face is the lack of technical language and workplace communication skills. Research has shown that language proficiency is a determining factor in how quickly immigrants integrate into the labour market. The Enhanced Language Training Program is designed to provide assistance to internationally trained professionals by combining advanced language training with initiatives that support labour market attachment. It is comprised of two components:

Occupational Specific Language Training (OSLT) and Mentoring/Bridge to Work. OSLT focuses directly on sector-specific language competencies related to occupations and trades, while Mentoring/Bridge to Work assists internationally trained professionals in gaining knowledge of the Canadian workplace and providing employment linkages. In this province ELT is delivered by the Association for New Canadians (ANC).

### Goal 6:

*To ensure the availability of Enhanced Language Training (ELT) and English as a Second Language (ESL) programs for immigrant adults.*

<b>What We Will Do...</b>	<b>How We Will Do It...</b>
<ul style="list-style-type: none"><li>• Increase access to Enhanced Language Training.</li><li>• Increase access to ESL programs throughout the province.</li></ul>	<ul style="list-style-type: none"><li>• Enhance funding to service providers such as the ANC.</li><li>• Explore on-line delivery.</li><li>• Fund language service providers.</li></ul>

## International Credential Recognition

Immigrants possess the skills needed to make key contributions to the province's economic and social fabric. Ensuring immigrants can make their contributions is critical to allow the province to have the human resources to realize major opportunities in offshore oil and gas and other key areas. Unfortunately, even though there are processes in place through the Agreement on Internal Trade (AIT) to work toward the mobility of workers who have credentials obtained in Canada, these processes do not yet fully recognize foreign credentials. As a result, many immigrants cannot realize their full potential because employers, and organizations that issue a license to work in a regulated occupation (i.e. regulatory authorities), do not recognize credentials and work experience that are obtained outside the country. Effective mechanisms to recognize international credentials and competencies are critical to the integration of immigrants so that they can make the greatest possible contribution to our economic prosperity.

In recent years, the unemployment rate in the province has been declining. It is anticipated that over the coming years occupational imbalances may develop in a number of areas. It is important that the province ensure that immigrants can contribute in reducing the severity of skill shortages.

It is recognized that there are tremendous economies of scale to develop cost-effective services to assess and recognize credentials and competencies. Given the relatively low numbers of immigrants in the province who currently require assessment services, partnership arrangements with other provinces, notably the Atlantic Provinces, is a preferred approach to develop services in a cost effective manner. In coming years, the Province's immigration strategy will increase the number of immigrants, allowing possible adjustments to any regional service arrangements that the Province may develop.

The 2006 federal budget has allocated \$18 million toward the establishment of a national credential assessment agency. Newfoundland and Labrador will work with the federal government through the Council of Atlantic Ministers of Education and Training (CAMET) and the Department of Education to ensure that newcomers in the province can avail of any measures implemented by this agency.

### Goal 7:

#### *To reduce barriers to recognition of international credentials and competencies*

<b>What We Will Do...</b>	<b>How We Will Do It...</b>
<ul style="list-style-type: none"><li>• Recognize equivalencies to credentials obtained in Canada.</li><li>• Develop bridging programs to integrate immigrants into the labour market.</li></ul>	<ul style="list-style-type: none"><li>• The province will examine the experiences of other provinces and territories to identify opportunities to recognize credentials obtained outside the country.</li><li>• Work through the CAMET and other partners to identify options for Atlantic services to recognize credentials and competencies.</li><li>• Work with the Association for New Canadians and Service Canada to develop programs aimed at easing the transition to employment.</li></ul>

### Women's Issues

Participants in the women stakeholder session identified the need for programs and initiatives aimed at the special needs of immigrant women. These women often defer addressing their own needs until their families are settled; often then they are ineligible for settlement services, but still need assistance to integrate. Concerns expressed included: isolation, the need for information and orientation, lack of culturally sensitive services in the area of health and violence, access to employment preparation services (such as career counseling, education or skills upgrading, credential recognition, and language training), difficulty in entering the labour market, lack of child care services, the need for safe and affordable housing, and the issue of immigrant poverty.

### Goal 8:

#### *To address gender-related issues identified by immigrant women in the province.*

<b>What We Will Do...</b>	<b>How We Will Do It...</b>
<ul style="list-style-type: none"><li>• Introduce and support measures to address the needs of immigrant women in our province.</li></ul>	<ul style="list-style-type: none"><li>• Encourage collaboration among Women's Policy Office, other provincial and federal government departments and agencies, and immigrant women to ensure a coordinated approach to meeting the needs of immigrant women.</li><li>• Ensure that a gender lens is applied to any programs or initiatives developed or continued under the immigration strategy.</li><li>• Support current and new programs and activities for immigrant women, and seek federal and provincial partnerships as appropriate.</li></ul>

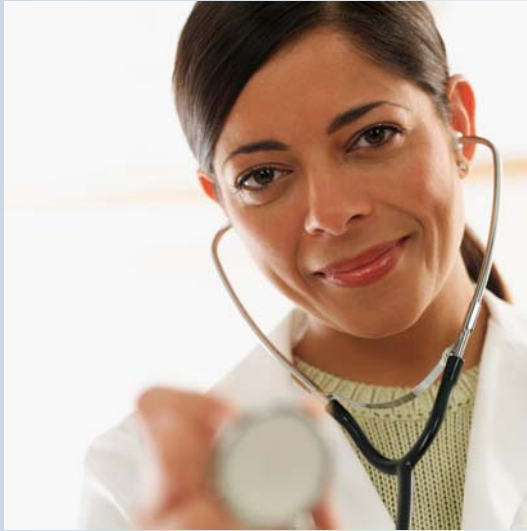
### What We Will Do...

- Increase immigrant women's awareness of services and programs, and how to access them.
- Introduce special measures to prevent violence and to assist immigrant women who are victims of violence.
- Improve child care services for immigrant women.
- Improve access to the labour market for immigrant women.
- Contribute to the identification of poverty issues of immigrant women.

### How We Will Do It...

- Support the development and distribution of information and resource material to assist immigrant women during pre-arrival, arrival, and settlement.
- Through the Violence Prevention Initiative, undertake a cross-departmental review of policies and programs to ensure culturally sensitive services are in place to prevent and address violence against immigrant women.
- Support the development of strategies to meet the particular needs of immigrant women in regard to child care services.
- Work with federal and provincial officials to identify barriers to immigrant women's participation in the labour market, and develop equitable measures and strategies to increase their success.
- Receive recommendations from Multicultural Women's Organization of Newfoundland and Labrador (MWONL) on the special needs of immigrant women in regard to the continuing development of poverty reduction initiatives, and consult with MWONL and "Connections", the Women's arm of ANC, regarding the effectiveness of approved poverty reduction initiatives in addressing the poverty of immigrant women.





## Focus on Immigrant Physicians and other Healthcare Professionals

Newfoundland and Labrador has historically relied on physicians from other countries to provide medical services to residents. Of these physicians, many have been recognized by their peers and patients for their considerable contribution to the medical and educational fields. Immigrant physicians (international medical graduates) currently provide more than a third of our physician services and often become our strongest recruitment ambassadors in a very competitive world market.

Newfoundland and Labrador has had much success in attracting high numbers of physicians and is credited within the international medical community for facilitating practice opportunities. Lessons learned from this success could be applied to other professions.

Although successful in recruitment, the province has not enjoyed equal success in retention. A percentage of international medical graduates leave the province to join family and friends in provinces that have more population diversity. New retention strategies need to provide incentives for physicians to remain in the province and build their supports and family networks in order to improve retention of immigrant physicians.

### Goal 9:

#### *To support physician recruitment and retention initiatives.*

#### **What We Will Do...**

- Assist in streamlining the immigration processes for international medical graduates.
- Support the efforts of the Province's Physician Recruitment Office.
- Partner with the Physician Recruitment Office to promote the province as a desirable destination for immigrants.
- Support the retention of physicians, particularly in rural areas.
- Assist in providing additional supports to Internationally Educated Health Professionals (IEHP), who are government-sponsored refugees, to access the labour market.

#### **How We Will Do It...**

- Enhance the Provincial Nominee Program to include a new category for international medical graduates (International Student Category).
- Invite physician recruitment personnel to participate with the Province at immigration related promotional and recruitment events.
- Partner in the preparation of promotional materials aimed at attracting and retaining international medical graduates.
- Focus on the needs of physicians and their families in the proposed 'welcoming communities' initiative.
- Use Provincial Nominee Program categories such as Family Class and Community Connections to allow immigrant physicians/healthcare professionals residing in the province to sponsor family members.
- Work with the medical licensing agencies to review models for IEHP that are currently in place in other jurisdictions across Canada. (e.g., Manitoba and Ontario models.)

## Labour Standards

*The Labour Standards Act and Regulations* establish the minimum terms and conditions of employment in Newfoundland and Labrador. In establishing minimum employment standards, the legislation ensures fundamental protection for workers and employers by ensuring minimum standards are adhered to in areas such as hours of work, wage protection, minimum wage, maternity leave, employment of children, etc.

### Goal 10:

*To ensure that immigrants to the province are aware of their workplace rights and responsibilities in relation to the Labour Standards legislation.*

<b>What We Will Do...</b>	<b>How We Will Do It...</b>
<ul style="list-style-type: none"><li>• Advise immigrants of their workplace rights and responsibilities under the Labour Standards legislation.</li></ul>	<ul style="list-style-type: none"><li>• Conduct educational seminars for groups of new immigrants and their advocates.</li><li>• Distribute information booklets to immigrants and advocacy groups.</li></ul>

## Review and Development of Government Policies/Initiatives

A number of stakeholders expressed the view that existing government policies need to be reviewed to ensure there are no systemic barriers to immigrants' integration into the economic and social fabric of the province. Several immigrants noted their difficulty in accessing the labour market and wondered whether they were being screened out of job competitions and not given an equal opportunity simply because they were from outside the province.

### Goal 11:

*To ensure that existing government policies and programs do not create barriers for immigrants in the province.*

<b>What We Will Do...</b>	<b>How We Will Do It...</b>
<ul style="list-style-type: none"><li>• Identify barriers that may be created by existing government policy, programs, or practice.</li><li>• Address gaps in government policies that may serve to create barriers for immigrants.</li></ul>	<ul style="list-style-type: none"><li>• Encourage government departments to ensure that immigrants have equal access and opportunity to all programs and services.</li><li>• Transfer the responsibility for multiculturalism from the Intergovernmental Affairs Secretariat to the Office of Immigration and Multiculturalism in HRLE.</li><li>• Work with the Public Service Commission to ensure hiring practices do not create systemic barriers for immigrants.</li><li>• While encompassing the principles of merit, assess the need for and elements of a diversity policy and strategy for the public service.</li></ul>

## International Students

A decline in the number of Newfoundland and Labrador students expected to attend provincial post-secondary institutions is anticipated to continue. Given these changing demographics it is essential that international students be recruited. International students help to maintain a high-quality, comprehensive post-secondary education system in our Province, despite declining domestic demographics. They bring cultural diversification to our institutions and communities, offer opportunities for our students to learn about and experience other cultures, and help to better prepare our youth to compete in the knowledge-based global economy.

International students are arguably the best immigration pool for this Province. The global demand for education, and the inability of many developing countries to meet the training needs of more than a fraction of their student populations, creates great opportunity to increase our enrollment numbers.

In addition to the many social benefits offered by international students there are substantial economic benefits as well. Through higher tuition fees and other spending these students provide significant revenues to our institutions and economic benefits to our communities. International students, on average, spend between \$18,000 and \$25,000 per year in the community.

The worldwide value of the international student market is estimated at about US \$38 billion annually and is expected to grow to about US \$60 billion per year by 2010 with 3 million students studying outside their home country. In 2005 there were 154,113 international students studying in Canada. Approximately 0.7% of these students studied in Newfoundland and Labrador.

### International Students by Province or Territory (2005)

NL	PE	NS	NB	QC	ON	MB	SK	AB	BC	Other	Total
1,099	323	4,891	2,930	23,817	57,281	4,701	3,522	11,338	44,125	86	154,113

Source: *Citizenship and Immigration Canada*

Newfoundland and Labrador is currently a small player in the international education sector where, given the significant potential benefits, many jurisdictions are competing for market share. Countries such as the United Kingdom, United States, Australia, and more recently the European Union, are Canada's biggest competitors and unlike Canada, are aggressively marketing their respective education systems internationally with substantial financial resources being committed in this area.



Newfoundland and Labrador is also competing on the domestic front with other provinces in Canada. Ontario, British Columbia, Quebec and Alberta collectively have about 90 per cent of the international students who are studying in Canada. Of the international students studying in Atlantic Canada almost 85 per cent are attending schools in Nova Scotia and New Brunswick.

The Government of Newfoundland and Labrador has only been involved in the international education sector for a few years. Most of the province's competitors have been recruiting international students for many years. Although the province has seen strong growth in the number of international students coming to Newfoundland and Labrador since 2001, enrollment numbers are still quite low. The province must remain committed and focused in its recruitment efforts in order to compete for a larger share of the international student market.

## Provincial International Student Enrollment

Institution	Level of Study	Fall 2001	Fall 2002	Fall 2003	Fall 2004	Fall 2005	Fall 2006
College of the North Atlantic	Post-Secondary	64	59	51	47	56	46
Memorial University of Newfoundland	Post-Secondary	420	553	693	749	947	999
Newfoundland International Student Education Program (NISEP)	K-12	-	-	19	46	71	92
Western School District	K-12	-	-	-	1	25	44
Private Career Colleges	Post-Secondary	0	7	0	10	0	0
<b>Total</b>		<b>484</b>	<b>619</b>	<b>763</b>	<b>883</b>	<b>1099</b>	<b>1181</b>

Source: Department of Education

International students represent a large potential pool of immigrants to the province. These students are highly skilled, talented, and creative young people who have already adjusted to our culture and our weather, and have likely made friends and connections in the community. In addition, international students have credentials that are easily recognized by local employers, and international graduates have specific skill sets that could be useful in sectors with impending skill shortages or high turnover rates (i.e., university faculty, medical sector).

Provincial international student recruitment activities are very much dependent on the study permit approval process of Citizenship and Immigration Canada. Slow processing times and denial of study permits adversely affect our efforts in this area. With respect to study permit processing times, in some countries it takes up to six months or more to get a Canadian study permit. This compares to Australia's one week turnover period. Denial of study permits is of particular concern when our institutions are partnering with foreign institutions to deliver Newfoundland and Labrador programs that require periods of study in both the student's country of origin and in Newfoundland and Labrador.

Over the past several years the Government of Newfoundland and Labrador has worked with CIC and other provinces to develop initiatives that would make it more attractive for international students to come to the Province as well as to entice these students to stay after graduation. Initiatives such as the Memorandum of Understanding (MOU) allowing international students to work off-campus, as well as the MOU allowing graduates to work in the province for up to two years post-graduation, are two initiatives that are being promoted by our institutions to attract more international students to study in the province and to encourage graduates to stay. The provinces needs to continue to work with CIC in the future to address concerns regarding study permit approvals and processing times as well as the process of transition from student to permanent resident.



### Goal 12:

*To increase enrollment of post-secondary international students.*

#### **What We Will Do...**

- Using a provincial approach, continue to work with our educational institutions to promote province as a destination of study for international students.
- Make the province more attractive as a study destination for international students.
- Continue to work with federal government to improve visa processing issues.



#### **How We Will Do It...**

- Produce and disseminate promotional materials; update web-sites.
- Engage current and former international students, including those that have become permanent residents, as ambassadors.
- Support incoming missions.
- Negotiate cooperation agreements with foreign governments.
- Pursue opportunities to work with other Atlantic Provinces to promote Atlantic region.
- Provide Medical Care Plan (MCP) coverage to international students.
- Promote, implement and enhance MOU allowing international students to work off-campus, as well as MOU allowing international graduates to work in the province for up to two years post-graduation.
- Educate visa officials about what the province has to offer as an education/immigration destination.
- Participate on Federal/Provincial marketing and immigration committees.

### Goal 13:

*To increase retention of post-secondary international students upon graduation from our institutions.*

#### **What We Will Do...**

- Ease transition from student to permanent resident.
- Provide linkages between graduates and local labour market.

#### **How We Will Do It...**

- Work with the federal government and institutions to implement initiatives, such as MOUs for post-graduation and off-campus work programs.
- Promote the MOU allowing international graduates to work in the province for up to two years post-graduation, as well as the MOU allowing international students to work off-campus.
- Promote academic programs in identified sectors with impending skills shortages.
- Work with employers to build awareness of the availability of international graduates.
- Encourage international graduate students to participate in the Knowledge Exchange program of Memorial University's Harris Centre, which puts students in contact with potential employers of investors.



## Provincial Nominee Program

In 1999, the Province signed an agreement with CIC to establish the Provincial Nominee Program which allows the Government of Newfoundland and Labrador to nominate individuals to immigrate to the province. This allows selected individuals to be fast-tracked through the immigration process. The Provincial Nominee Program currently has three categories: skilled worker, immigrant entrepreneur, and immigrant partner. More information on the program is available at [www.nlpnp.ca](http://www.nlpnp.ca).

Newfoundland and Labrador has signed a renewed Provincial Nominee Agreement with the federal government to allow the Province to nominate, for permanent residency, immigrant candidates who will contribute to the social and economic goals of the province. The Provincial Nominee Program is a key tool that will be instrumental in increasing the number of immigrants to the province.

Currently, while most immigration services are provided or coordinated by the Department of Human Resources, Labour and Employment, the Provincial Nominee Program is administered by the provincial Department of Innovation, Trade and Rural Development. Officials in provinces with successful immigration strategies have suggested that to optimize the effectiveness of the program, immigration-related activities, such as the Provincial Nominee Program, should be consolidated into one unit, by way of an Office of Immigration and Multiculturalism.



### Goal 14:

#### *To increase immigration levels by enhancing the use of the Newfoundland and Labrador Provincial Nominee Program.*

##### **What We Will Do...**

- Position the Provincial Nominee Program to align with the goals and objectives of the immigration strategy.
- Ensure that the Provincial Nominee Program has the appropriate resources and operational structure required for successful administration of the program.
- Develop new categories of immigrants within the Provincial Nominee Program to increase the number of individuals eligible for nomination.
- Educate employers, communities, REDBs, and industry associations on ways to benefit from the Provincial Nominee Program.
- Ensure that the program is responsive to changing labour market conditions.

##### **How We Will Do It...**

- Transfer the Provincial Nominee Program and its resources to the Office of Immigration & Multiculturalism on April 1, 2007.
  - Complete an analysis of the Provincial Nominee Program work plan and program criteria and implement changes where necessary.
  - Conduct a review of Provincial Nominee Program operations and resources to determine challenges to successful administration of the program.
  - Streamline application processing where necessary.
  - Evaluate the current database and improve functionality where necessary.
  - Evaluate the need for external resources to gather due diligence data.
- New categories to be consider:
- International Graduates
  - Community Connection
  - Family Class
  - Healthcare Professionals
  - Research and Development
  - Skill Mentoring
- Conduct workshops and information sessions.
  - Provide information packages to stakeholders.
  - Consult with stakeholders when considering new categories.
  - Encourage employers to use the Provincial Nominee Program to transfer new expertise to the local labour market (Skill Mentoring).
  - Consult with the Labour Market Division of HRLE and other appropriate organizations to identify skill shortages on a semi-annual basis.
  - Consult with labour associations and industry associations on an annual basis.

## What We Will Do...

- Continue to develop and refine strategies to ensure the Provincial Nominee Program is used to support social and economic development goals.



## How We Will Do It...

- Consult with lead departments responsible for economic development policies.
- Ensure activities of the Provincial Nominee Program contribute to economic development strategies.
- Promote the Provincial Nominee Program as an option for business owners/organizations and labour groups involved in succession planning.
- Create an interdepartmental committee consisting of INTRD and other departments responsible for sector development to ensure timely and thorough business plan analysis.
- Provide contact information to potential immigrant entrepreneurs/investors seeking business counseling services, advice or information on local business opportunities (regional offices of INTRD, Government Service Centres, INTRD and Immigration website addresses and ANC).
- Partner with the Department of Business and INTRD to ensure the Provincial Nominee Program is linked to investment prospecting leads and local employers who require the foreign workers.
- Partner with the Department of Tourism, Culture and Recreation to identify opportunities to attract immigrants through existing tourism marketing initiatives and repeat visitors.
- Include information for potential immigrant entrepreneurs in the Resource Booklet for Newcomers.



## Link to Provincial Strategies

Immigration will play an important role in Newfoundland and Labrador's economic development and will provide an opportunity to meet our labour force needs. Immigrants will bring new skills and ideas as well as present new opportunities to invest in or start a new business. They will enrich the province culturally and bring global connections and inside knowledge that will support our international trade activities. In addition, increased immigration will enhance our local skilled workforce and contribute to economic prosperity. Increased immigration will provide opportunities to promote the province as a desirable place for international businesses looking to relocate and to those looking to invest foreign capital.

### Innovation Strategy

Newfoundland and Labrador's newly released Innovation Strategy (Department of Innovation, Trade and Rural Development) sets out a plan to increase the province's capacity for innovation so that we can be competitive and prosperous in the changing global marketplace. The province's success as an innovative culture and economy depends on having a strong cohort of entrepreneurs and a skilled and educated workforce. Increased immigration has been shown to cultivate new ideas, new ways of thinking, new expertise, access to capital and access to global markets.

During stakeholder consultations, one of the themes that emerged was the importance of immigration policies in attracting world-class researchers and specialists to the province. The fresh perspectives and new ideas that newcomers bring were recognized as being extremely beneficial in fostering innovation.

### Regional Diversification Strategy

In March 2005, the Province announced the details of a regional diversification strategy (Department of Innovation, Trade and Rural Development) that will guide the economic development of the nine key regions of the province.

The regional boundaries were identified based on patterns of natural economic, social and community activity already existing in each region. Factors such as available infrastructure, number of communities, population, economic and labour market activity have been taken into account. Economic development strategies have been identified for each region based on its particular strengths. Short, medium, and long-term strategies will be continually identified for each region that will generate new industry, small business, and employment opportunities. Increased immigration can bring new business, investment capital, skill transfer and access to foreign markets, elements that are essential to grow and diversify regional economies.

### Cultural and Tourism Development Strategies

The mandate of the Department of Tourism, Culture and Recreation is to strengthen economic growth and employment in the tourism industry, foster creativity through the arts, preserve and interpret the province's natural and cultural heritage, and promote active living through recreation and sport. The Department has several strategies which provide guidance and a balanced approach to preserving the province's past and protecting our natural and cultural resources, with the potential to create jobs and develop economic opportunities.

## Goal 15:

*To support the efforts of the Provincial Innovation Strategy, the Regional Diversification Strategy, the Cultural Industries Strategy and the Tourism Development Strategy.*

### **What We Will Do...**

- Collaborate with the Innovation, Research and Advanced Technologies Branch, Department of Innovation, Trade and Rural Development in the recruitment of highly skilled people who will contribute to increased innovation.
- Collaborate with the Regional Economic Development Division, Department of Innovation, Trade and Rural Development in the recruitment of business immigrants who are looking for new business opportunities in smaller centers.
- Partner with the Department of Tourism, Culture and Recreation in the recruitment of immigrants who are looking for new business opportunities in the Tourism and Cultural sectors.

### **How We Will Do It...**

- Enhance the Provincial Nominee Program to include a category for individuals who specialize in research and development.
- Jointly promote the province as a desirable destination for immigrants by partnering in the preparation of promotional materials aimed at attracting and retaining world class innovators.
- Highlight regional opportunities in promotional materials.
- Work with the regional offices of INTRD, the Regional Economic Development Boards and the Newfoundland and Labrador Federation of Cooperatives (Business network) to highlight the role of immigration in the development of regional opportunities.
- Use the Provincial Nominee Program to streamline the immigration process for immigrants interested in investing in regional opportunities.
- Work with the marketing branch of the Department of Tourism, Culture and Recreation, to jointly promote the province as a place to visit and a place to live.
- Use the Provincial Nominee Program to recruit new investment for cultural industries.
- Use the Provincial Nominee Program to recruit world class artisans who would contribute to our cultural enrichment and provide access to international markets.



## Francophone Immigration

A special consultation session on a provincial immigration strategy was held with representatives of the francophone community in the province. In addition to indicating support for increased activities to promote/market the province in francophone markets, and the enhancement of settlement services, stakeholders noted that the francophone community faced particular challenges caused by declining numbers. Maintaining the viability of francophone facilities and services will require increasing the number of community members.

### Goal 16:

*To increase the number of francophone immigrants to the province.*

<b>What We Will Do...</b>	<b>How We Will Do It...</b>
<ul style="list-style-type: none"><li>• Ensure that the provincial immigration strategy assists the francophone community to achieve their goals.</li></ul>	<ul style="list-style-type: none"><li>• Offer information workshops to the francophone communities.</li><li>• Promote francophone immigration.</li><li>• Pursue target markets identified by stakeholders.</li><li>• Translate promotional materials to French.</li><li>• Increase immigration to the francophone community using the Provincial Nominee Program.</li></ul>

## Partnering with the Federal Government

### Bilateral Agreements

The federal *Immigration and Refugee Protection Act (IRPA)* expressly commits to cooperation with the provinces and territories in a variety of matters, including agreements to coordinate and implement immigration policies and programs. Under Section 8 of the IRPA, the Minister of Citizenship and Immigration has the authority to sign agreements with provinces and territories that will facilitate the coordination and implementation of immigration policies and programs.

<b>What We Will Do...</b>	<b>How We Will Do It...</b>
<ul style="list-style-type: none"><li>• Work with the federal government to promote the province, and enhance settlement/integration services.</li></ul>	<ul style="list-style-type: none"><li>• Negotiate a bi-lateral agreement with Citizenship and Immigration Canada aimed at increasing settlement funding, information sharing, and enhancing service delivery.</li><li>• Explore the potential for a partnership with THE Atlantic Canada Opportunities Agency (ACOA) to fund immigration activities.</li></ul>

## Target Levels and Administrative Structure

During the stakeholder consultation process, there was much discussion on target levels. Opinions ranged from setting targets very high (up to 10,000 per year) knowing that people create opportunity, to the need to be very realistic on our capacity to accommodate and integrate. Many suggested that the province attract only those numbers that can be successfully integrated into the local labour market or for whom we can provide adequate settlement services.

There was no consensus from stakeholders on target numbers for either attraction or retention. Currently Newfoundland and Labrador attracts an average of 400 immigrants annually, and according to Statistics Canada (using tax filer data), our retention rate is only 36%, the lowest in Canada. However, indications are that our retention rate is increasing as our economy improves.

A review of 'best practices' in other provinces indicate that those experiencing the greatest success have consolidated their efforts relating to immigration into one 'administrative unit'. In Manitoba, for example, there is a Department of Labour and Immigration with a branch dealing with immigration matters. In Nova Scotia, there is an Office of Immigration; in New Brunswick, there is an Immigration and Repatriation Secretariat.

Currently, various activities relating to immigration are handled by a number of departments within the provincial government. For example, the Provincial Nominee Program is administered by the Department of Innovation, Trade and Rural Development, and the responsibility for multiculturalism rests with the Intergovernmental Affairs Secretariat.

A consolidated effort is required to attract and retain immigrants, and in order that immigration matters are given an enhanced profile and strong focus, an Office of Immigration & Multiculturalism will be established. The office will provide leadership on all matters relating to immigration, will develop an annual work plan in collaboration with other government departments, take the lead role in all activities relating to immigration, and represent the province at intergovernmental meetings and policy forums.



## Goal 17:

*To increase the number of immigrants to Newfoundland and Labrador and to improve the retention rate of those who arrive in the province.*

### **What We Will Do...**

- Attraction:  
Within 5 years, attract between 1,200 and 1,500 immigrants annually.
- Retention  
Within five years, improve the retention rate to 80% for Provincial Nominees, 70% for all other immigrants and 60% for government-assisted refugees.
- Track the number of immigrant arrivals to province on a monthly basis.
- Maintain a record of the number of immigrants who remain in the province.

### **How We Will Do It...**

- Establish an Office of Immigration and Multiculturalism within the Department of Human Resources, Labour and Employment.
- Implement the immigration strategy which will involve promoting the province to prospective immigrants and enhancing the settlement/integration services available to newcomers.
- Address needs of newcomers using data identified in retention research to allow for better integration into the labour market and community.
- Improve settlement/integration services.
- Expand settlement/integration services to other areas of the province.
- Build on existing reporting relationships with Citizenship and Immigration Canada (i.e. CIC landing reports).
- Build on the Provincial Nominee Program process of periodic contact with nominees.





## Key Partners

Government cannot implement a successful strategy on its own. Success will depend on the support and active participation of many partners. These include settlement-providing organizations, educational institutions, the business community, professional associations, labour groups, regional development boards, the Rural Secretariat regional councils, community groups, religious organizations, multicultural and ethnic associations, and all three orders of government.

### Goal 18:

*To engage key partners in the implementation of the provincial immigration strategy.*

Partner	How We Will Engage Them...
<ul style="list-style-type: none"><li>• <b>Settlement-providing Organizations</b> The high quality of services provided by the Association for New Canadians (ANC) has been recognized nationally and the Association has received the Citation for Canadian Citizenship award. The quality services provided and extensive experience of the staff of the ANC are tremendous strengths on which the province can build.  Currently, the Association for New Canadians has offices only in St. John's, with a small number of outreach services (e.g. language tutoring). During the consultation process, stakeholders mentioned the need to expand settlement services to more areas of the province.</li><li>• <b>Educational Institutions</b> Memorial University, the College of the North Atlantic and the district school boards and private training institutions are key partners in the implementation of a provincial immigration strategy. As more and more international students choose to study in Newfoundland and Labrador, the pool of potential immigrants increases. By providing a quality educational experience and assisting in the successful integration of international students into the province's society and culture, an increased number may opt to make Newfoundland and Labrador their permanent home.  Also by offering employment opportunities to newcomers, educational institutions will play a key role in the retention of immigrants to the province.  Sound local research on immigration issues will also be key to a successful immigration strategy, and Memorial University, particularly through the Harris Centre, will provide capacity in this area.</li></ul>	<ul style="list-style-type: none"><li>• Work with the Association for New Canadians to identify any gaps in services for newcomers</li><li>• Collaborate with the ANC on the enhancement of services for newcomers.</li><li>• Collaborate with the ANC on conducting a feasibility study for the expansion of services to other areas of the province where numbers warrant.</li><li>• Collaborate with the educational institutions on their efforts to recruit international students.</li><li>• Promote the Provincial Nominee Program as a useful tool in the recruitment of university professors.</li><li>• Work with Memorial University and the Harris Centre to develop a research agenda for immigration issues.</li><li>• Work with educational institutions to ease the transition from student to permanent resident.</li><li>• Promote increased collaboration between educational institutions and immigrant service providers to enhance labour market attachment for international students and their dependants.</li></ul>

## Partners

- **Professional Associations/Regulatory Bodies**

Professional associations and regulatory bodies are key partners given their role in the assessment and recognition of international credentials.

- **Business and Industry**

Increased immigration will bring economic development opportunities to Newfoundland and Labrador, but immigrants will stay in the province only if they are able to find suitable employment or create a successful business enterprise.

Business and industry groups are key partners in the provincial immigration strategy and can help to ensure its success by developing diversity policies for hiring, and offering employment and/or mentoring opportunities to newcomers. Also, providing opportunities for local residents to apprentice with a highly-skilled immigrant would ensure a transfer of skills to the local economy.

- **Organized Labour**

During the consultations, and in written feedback to the discussion document, *An Immigration Strategy for Newfoundland and Labrador*, stakeholders noted the imminent skills shortages in certain sectors of the economy. They recognized that increased immigration can help to address these shortages, but noted that other measures are required such as ensuring the participation of under-represented groups, and the repatriation of Newfoundlanders and Labradorians currently working in other provinces or countries.

- **Rural Secretariat**

The Rural Secretariat has been established to promote the well-being of rural Newfoundland and Labrador through a comprehensive and coordinated approach aimed at integrating economic, social and cultural aspects of rural and regional development.

## How We Will Engage Them

- Engage professional associations and licensing/regulatory bodies to find creative ways to assess prior learning, recognize credentials and to bridge the skills gaps (if any) of internationally-trained individuals.
- Promote the benefits of hiring temporary foreign workers and immigrants.
- Support career integration programs for newcomers.
- Support the delivery of cultural awareness workshops for the business community.
- Support succession planning of local businesses that recognize immigration as an option.
- Encourage the development of diversity policies for hiring.
- Support the matching of highly-skilled immigrants to local employees to ensure skills transfer.
- Partner with the Strategic Partnership Initiative to identify opportunities for collaboration and communication among business, labour and government with respect to immigration.
- Work with organized labour to identify current and projected skills shortages.
- Explore ways that immigration can be used to address skills shortages without displacing local labour.
- Partner with the Strategic Partnership Initiative of the Department of Innovation, Trade and Rural Development, to identify opportunities for collaboration among business, labour and government.
- Promote the benefits of increased immigration to the members of the regional council.
- Support the delivery of cultural awareness workshops for regional communities.
- Provide promotional materials to council members.

## Partners

The Rural Secretariat has nine regional councils and a provincial council which provide advice on long-term rural and regional sustainable development. These councils will play an important role in the Province's immigration strategy as it seeks to build awareness of the benefits of immigration and diversity.

- **Municipal Governments**

What happens at the community level is essential to an immigrant's decision to stay in the province or more elsewhere. Municipal governments will play a key role in the development of a 'welcoming communities' strategy and initiatives aimed at the retention of immigrants.

- **Regional Development Boards and Agencies (REDBs)**

Our province has twenty Regional Economic Development Boards which provide coordination and leadership for regional and community growth. REDBs recognize the importance of a skilled workforce and access to capital to regional development. Immigration provides an opportunity for employers and businesses to access both.

REDBs will play a key role in building awareness of the benefits of immigration to communities and businesses within their region.

- **Ethnic, Religious and Volunteer Groups**

These groups can play a key role in the Province's immigration strategy. New immigrants usually seek out members of their own ethnic communities and religions to provide information and generally assist them with the 'settling in' process.

These groups are especially important to immigrant women who may not be in the workplace and tend to be more isolated.

Some religious groups in the province are involved in the private or joint sponsorship of refugees, helping Canada address the humanitarian and compassionate aspect of immigration.

## How We Will Engage Them

- Encourage participation by immigrants in civic society (e.g. municipal councils, zone boards, school boards, non-governmental organizations (NGOs)).

- Partner with the Newfoundland and Labrador Federation of Municipalities to build awareness of the potential for immigration to address community development needs. Hold workshops for municipalities interested in attracting and retaining immigrants.

- Encourage municipalities to develop websites to promote their communities.

- Link municipal websites to the provincial immigration web site.

- Partner with REDBs in building awareness of the benefits of immigration in all regions.

- Offer workshops which will focus on how the Provincial Nominee Program can be used.

- Explore the possibility of REDBs suggesting nominations for immigrants who would match a local need, i.e., Community Connection Category.

- Work with ethnic and religious groups to develop strategies around welcoming newcomers to improve integration and retention.

- Increase the number of matches between immigrants and host families to help new arrivals with the challenges of adapting to a new language and a new culture.

- Offer workshops to ethnic, religious, and volunteer groups to inform them about private sponsorship of refugees with a view to increasing the sponsorship of persons in need of protection.

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## Partners

- **Atlantic Provincial Governments**

Increased immigration has been identified by the Council of Atlantic Premiers (CAP) as an issue of importance to the region. They have agreed to collaborate on activities through relevant ministries to promote the region to prospective immigrants, to conduct research, and to share best practices on retention strategies.

An Atlantic Population/Immigration 'table' has been established with representation from the Atlantic Canada Opportunities Agency (ACOA), Citizenship and Immigration Canada (CIC), Human Resources and Social Development (HRSD), and the four provincial governments.

## How We Will Engage Them

- Collaborate with the other Atlantic provinces through established mechanisms under CAP in developing promotional material, overseas marketing missions, conducting research, credential assessment and recognition, and sharing information.
  
- Participate in the initiatives of the Atlantic Population/Immigration 'table' including:
  - Awareness
  - Attraction and Promotion
  - Labour Market Integration
  - Retention and Repatriation
  - Research
  - Foreign Credential Recognition
  - Atlantic Immigration Web Portal (website)

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## Next Steps

Work will begin immediately on a work plan to implement elements of the strategy including promoting the province and improving settlement and integration services. Also, steps will be taken to establish an Office of Immigration and Multiculturalism effective April 1, 2007.

## Accountability and Reporting

The strategy will include specific targets for attraction and retention, and time frames for achievement. The Office of Immigration and Multiculturalism will report annually on its progress toward meeting the identified targets.

An accountability framework will be developed by the Office of Immigration and Multiculturalism to ensure that appropriate programs are developed to achieve the targets and objectives.

# Appendix A

## Benefits of Increased Immigration

- Immigration will help to enhance the economic, social and cultural growth of the province in a number of ways:
  - Increase in population
  - Increase in tax base
  - Increase in transfer payments
  - Increase the demand for goods and services
  - Increase in employment opportunities resulting from new businesses
  - Increase in capital investment into the local economy as a result of access to new capital and immigrant investors.
  - Transfer of new skills
  - Increase innovation, creativity and entrepreneurship
  - Access to global markets for local businesses that would enhance international trade
  - Increase enrollment in the K-12 education system
  - Increase enrollment of international students at Memorial University, College of the North Atlantic, and private training institutions.
  - Provide strong linkages to the province's economic agenda such as the Innovation Strategy and the Regional Diversification Strategy.
  - Enrich the province culturally
- Immigration can help to address some demographic challenges (e.g. declining and aging population, low birth rate, and out-migration).
- Immigration is an important element in addressing specific skill shortages (e.g. rural physicians, other medical professionals, and university Faculty) and supporting development of a skilled labour force.
  - Opportunity to address skills shortages and difficult-to-fill positions, particularly through the Provincial Nominee Program.
  - Infusion of new ideas and specialized skills.
  - Opportunity to match immigrant entrepreneurs with economic opportunities in all regions of the province.
  - Enhance the provincial work force which makes the province more attractive to foreign businesses looking to relocate and to invest.
- The provision of settlement services to government-assisted refugees and immigrants is an employment generator for the province. The federal department of Citizenship and Immigration Canada provides funding through a competitive process. The successful bidder, the Association for New Canadians, employs over 40 individuals to deliver its many programs and services.

## Appendix B

The following target markets have been selected based on traditional and current migration patterns and historic relationships. The province will, of course, welcome immigrants from other countries as well.

Target Market	Rationale
<b>United Kingdom Ireland</b>	<ul style="list-style-type: none"> <li>• The province has a rich history of immigration from this area</li> <li>• Close proximity</li> <li>• English speaking</li> <li>• High probability of successful integration and retention</li> <li>• Build on Irish Business Partnerships initiative</li> </ul>
<b>France St. Pierre et Miquelon</b>	<ul style="list-style-type: none"> <li>• Close proximity to NL</li> <li>• French speaking</li> <li>• Increase population in francophone communities</li> <li>• High probability of integration into local francophone communities</li> </ul>
<b>United States</b>	<ul style="list-style-type: none"> <li>• Close proximity</li> <li>• Strong historic connection</li> <li>• English speaking candidates</li> <li>• High probability of successful integration and retention</li> <li>• During the past five years many Provincial Nominee Program enquiries have been from the US</li> </ul>
<b>Europe</b>	<ul style="list-style-type: none"> <li>• Relatively close proximity</li> <li>• Clusters of English speaking candidates</li> <li>• Some European countries have history of immigration to the province</li> <li>• Some countries have a similar climate</li> <li>• Residents are attracted to open spaces, and relaxed lifestyle</li> </ul>
<b>South America</b>	<ul style="list-style-type: none"> <li>• Province has a growing community of newcomers from South American countries</li> <li>• Clusters of English speaking candidates</li> <li>• Immigrants are looking for quality lifestyle and a secure environment</li> </ul>
<b>India</b>	<ul style="list-style-type: none"> <li>• Vibrant Indian community within the province</li> <li>• Well-educated and English speaking candidates</li> <li>• Large number of people looking to migrate</li> <li>• Integration and retention prospects are good</li> </ul>
<b>Korea</b>	<ul style="list-style-type: none"> <li>• Large number of people looking to emigrate</li> <li>• Immigrants are looking for safe environment, small cities and excellent education facilities</li> <li>• The K-12 system is attracting a number of students from Korea</li> <li>• Other Atlantic provinces are having success in recruitment and retention of immigrants from Korea</li> </ul>
<b>China</b>	<ul style="list-style-type: none"> <li>• Considerable Chinese population dispersed throughout the province with majority within the St. John's area</li> <li>• Younger Chinese population are usually educated in the English language</li> <li>• Large number of people looking to emigrate</li> <li>• Immigrants are looking for security and excellent education facilities</li> <li>• Memorial University attracts a significant number of Chinese students and the College of the North Atlantic has a campus in China</li> </ul>
<b>Africa</b>	<ul style="list-style-type: none"> <li>• A growing and vibrant community within the province</li> <li>• Well-educated and English speaking candidates</li> <li>• Large number of people looking to migrate</li> <li>• Integration and retention prospects are good</li> </ul>

# Glossary

<b>AIT</b>	Agreement on Internal Trade
<b>ANC</b>	Association for New Canadians
<b>ACOA</b>	Atlantic Canada Opportunities Agency
<b>CAMET</b>	Council of Atlantic Ministers of Education and Training
<b>CAP</b>	Council of Atlantic Premiers
<b>CBSA</b>	Canada Border Services Agency
<b>CCNI</b>	Coordinating Committee for Newcomer Integration
<b>CDLI</b>	Centre for Distance Learning and Innovation
<b>CIC</b>	Citizenship and Immigration Canada
<b>CNA</b>	College of the North Atlantic
<b>ELT</b>	Enhanced Language Training
<b>ESL</b>	English as a Second Language
<b>HRLE</b>	Human Resources, Labour and Employment
<b>HRSD</b>	Human Resources and Social Development
<b>INTRD</b>	Innovation, Trade and Rural Development
<b>IEHP</b>	Internationally Educated Health Professionals
<b>IRPA</b>	Immigrant and Refugee Protection Act
<b>ISN</b>	Immigrant Support Network
<b>NGOs</b>	Non-governmental Organizations
<b>NISEP</b>	Newfoundland International Student Education Program
<b>MCP</b>	Medical Care Plan
<b>MOU</b>	Memorandum of Understanding
<b>PNP</b>	Provincial Nominee Program
<b>REDBs</b>	Regional Economic Development Boards
<b>RIAC</b>	Refugee and Immigrant Advisory Council
<b>TESL</b>	Teachers of English as a Second Language
<b>MWONL</b>	Multicultural Women's Organization of Newfoundland and Labrador

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