

sary collaboration between the two branches. There were other suggestions as well, that a new Department be established, called Immigration and Population, or that immigration be closely linked to regional development in order to put emphasis on human settlement.

171. Of the several proposals put to the Committee, the one which attracted most support was that Immigration be detached from Manpower and the Unemployment Insurance Commission and instead be linked with citizenship, multiculturalism and population to form a new portfolio. It was felt this represented a rational grouping of federal responsibilities, and a Minister with such a portfolio could expect to carry considerable weight in the Cabinet. Also, there was a widespread feeling that serious efforts should be made to strengthen the settlement services within the Immigration Branch.

Federal Provincial Cooperation

172. Federal-provincial cooperation is an area where the Committee feels substantial changes in practice are required. Vigorous efforts are needed to involve the provinces more closely in order to ensure that immigration policy reflects varied regional requirements. The Minister advised the Committee that he is committed to doing this, and it is apparent that serious efforts in this direction are being made. Quebec, the only province with an immigration act and an immigration department, is far ahead of the other provinces in assessing its needs and making them known at the federal level. The Committee is aware that the federal government would welcome other provinces following Quebec's example and hopes that collaboration will develop along the following lines:

- a permanent joint federal-provincial committee to coordinate the development and implementation of immigration policy including a consultative mechanism for identifying "designated communities" and for elaborating deportation and "required to depart" procedures;

- a provincial presence in immigrant selection; this could involve sending officers abroad for counselling and promotional duties under arrangements similar to those provided by the Lang-Cloutier and Andras-Bienvenue Agreements between Ottawa and Quebec;

- collaboration on the scrutinizing teaching institutions receiving foreign students and on fixing the numbers of foreign students accepted by each institution;

- cooperation on immigrant services beginning with a joint evaluation of needs as requested by an ad hoc committee formed by Toronto Mayor David Crombie (041).

173. The Committee paid special attention to the political problem faced by Quebec as a result of the decisive fall in the fertility rate in the last 15 years. In the past, the high fertility rate of French-Canadians had compensated for the consistently small francophone immigration to Canada. To forestall a decline in the size of the French-speaking population in Canada, Quebec has found it necessary in recent

years to look abroad more actively for French-speaking immigrants or for immigrants who more readily integrate into the French-Canadian community.

174. The Committee has received submissions from various groups and individuals on this subject. It has also been made aware of communications from the Government of Quebec to the Government of Canada, and has heard, in camera, two senior officials of the Quebec Department of Immigration.

175. The French fact is an essential element in the political and cultural life of Canada. Therefore, the Committee agrees that to the economic, social, and other considerations which normally enter into the formulation and application of immigration policy must be added a concern for the maintenance of the French-Canadian presence in healthy and thriving condition. The Committee realizes that this goal cannot be achieved primarily through immigration policy. But it considers that the Government of Canada should not refrain from any reasonable effort within the limits of its jurisdiction which could contribute to the realization of this objective. For instance, the Committee would approve of increased activity to encourage immigration from Latin American countries because people with a Latin cultural background usually integrate easily into French language communities in Canada.

The Statute and Regulations

176. Under the present system, immigration law comprises mainly statutes enacted by Parliament and regulations introduced by the Government from time to time under the authority granted by the Immigration Act. The Committee sees no alternative but to maintain a balance between a basic act which establishes the framework of principle and regulations which set out the procedures for putting the principles into effect.

177. However, as the Green Paper admitted, "*the essential criteria governing admissions to Canada are dispersed through the [present] Act and Regulations [somewhat haphazardly]. This makes it unnecessarily complicated for anyone who merely reads the Act to grasp the fundamental principles and conditions that surround the admission of immigrants and non-immigrants*" (Green Paper I, p. 66). Therefore, the Committee recommends that a new Immigration Act contain in its initial provisions a clear statement of principles and objectives including those pertaining to admission, non-discrimination, sponsorship of relatives, refugees, and the prohibition of certain classes of persons. Operational details and procedures should be specified in regulations. These should continue to be published in the Canada Gazette, and presented as well in a form readily accessible to the public and available to prospective immigrants. Significant changes in regulations should be explained and defended before the Standing Committee on Labour, Manpower and Immigration; where possible this should be done before they are put into effect. The Committee objects to the practice of in effect issuing regulations in the guise of confidential departmental directives.

178. The Committee noted that Minister's Permits were used in more than 16,000 instances in 1974 to supercede in