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CANADA. PARLIAMENT. HOUSE OF COMMONS.
STANDING COMMITTEE ON LABOUR, EMPLOYMENT
AND IMMIGRATION.

Interim report on demography and
immigration levels.

CANADA. PARLEMENT. CHAMBRE DES COMMUNES.
COMITÉ PERMANENT DU TRAVAIL, DE L'EMPLOI
ET DE L'IMMIGRATION.

Rapport provisoire sur la démographie
et les niveaux d'immigration.

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INTERIM REPORT ON DEMOGRAPHY AND IMMIGRATION LEVELS

**The Third Report of the Standing Committee on
Labour, Employment and Immigration**

**Jean-Pierre Blackburn, M.P.
Chairman**

June 1990

HOUSE OF COMMONS

CHAMBRE DES COMMUNES

Issue No. 48

Processus n° 48

Thursday, May 24, 1990

Le jeudi 24 mai 1990

Chairman: Jean-Pierre Blackburn

Président: Jean-Pierre Blackburn

INTERIM REPORT ON DEMOGRAPHY AND LABOUR, EMPLOYMENT AND IMMIGRATION LEVELS

Labour,
Employment and
Immigration

l'Emploi et de
l'Immigration

RESPECTING

CONCERNANT

Parliamentary Standing Order 106(2), Investigation into
Demography and Immigration Levels

Constitutionnel, Article 106(2) du Règlement
concernant la démographie et les niveaux d'immigration

REPORT

Third Report

The Third Report of the Standing Committee on Labour, Employment and Immigration

**Jean-Pierre Blackburn, M.P.
Chairman**

June 1990



ВІСНОК КОМІТЕТУ
1980
КАНАДА
ПАРЛАМЕНТ

1980

Сторінка

1980-1980

Гарантийне забезпечення і міграція
Третій звіт Комітету з питань

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ІНТЕРНЕТОВИЙ РЕПОРТ НА ДВОМОВАНІ

HOUSE OF COMMONS

Issue No. 40

Thursday, May 31, 1990

Chairman: Jean-Pierre Blackburn

CHAMBRE DES COMMUNES

Fascicule n° 40

Le jeudi 31 mai 1990

Président: Jean-Pierre Blackburn

Minutes of Proceedings and Evidence of the Standing Committee on

Procès-verbaux et témoignages du Comité permanent du

Labour, Employment and Immigration

Travail, de l'Emploi et de l'Immigration

RESPECTING:

Pursuant to Standing Order 108(2), investigation into demography and immigration levels

INCLUDING:

Third Report to the House

CONCERNANT:

Conformément à l'article 108(2) du Règlement, une enquête sur la démographie et les niveaux d'immigration

Y COMPRIS:

Troisième Rapport à la Chambre

Second Session of the Thirty-fourth Parliament,
1989-90

Deuxième session de la trente-quatrième législature,
1989-1990

STANDING COMMITTEE ON LABOUR,
EMPLOYMENT AND IMMIGRATION

Chairman: Jean-Pierre Blackburn

Vice-Chairman: Dave Worthy

Members

Edna Anderson
Warren Allmand
Harry Chadwick
Doug Fee
Dan Heap
Al Johnson
Fernand Jourdenais
Allan Koury
Sergio Marchi
Gilbert Parent
George Proud
Cid Samson—(14)

(Quorum 8)

Researchers

Maureen Baker
Kevin Kerr
Margaret Young
Library of Parliament

Monique Hamilton

Clerk of the Committee

COMITÉ PERMANENT DU TRAVAIL,
DE L'EMPLOI ET DE L'IMMIGRATION

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(Quorum 8)

Attachés de recherche

Maureen Baker
Kevin Kerr
Margaret Young
Bibliothèque du Parlement

Le greffier du Comité

Monique Hamilton

Published under authority of the Speaker of the
House of Commons by the Queen's Printer for Canada.

Available from the Canadian Government Publishing Center,
Supply and Services Canada, Ottawa, Canada K1A 0S9

Publié en conformité de l'autorité du Président de la Chambre
des communes par l'Imprimeur de la Reine pour le Canada.

En vente: Centre d'édition du gouvernement du Canada,
Approvisionnement et Services Canada, Ottawa, Canada K1A 0S9

The Standing Committee on Labour, Employment and Immigration has the honour to present its

THIRD REPORT

In accordance with its mandate under Standing Order 108(2), the House of Commons Standing Committee on Labour, Employment and Immigration began an investigation of demographic change and immigration levels.

The Committee invited a number of academic experts to appear as witnesses to their first research report on the demographic trend, the effect of immigration on the Canadian economy, the impact of immigration on the labour market, and the contribution of immigration to Canadian society. The Committee plans to meet with and hear from the witnesses in the next few days. The Committee will also hold public hearings on the subject of immigration and will publish its findings in a report.

The Committee is issuing this interim report now at the request of the Minister of Employment and Immigration in order that she may consider the Committee's views before making her report on immigration levels for 1977, by the end of June. Following this interim report, the Committee will continue the study and complete its final report.

TESTIMONY

Most of the witnesses the Committee has heard to date addressed the issue of the impact of immigration on the Canadian economy. All agreed that immigration has had a positive impact on the Canadian economy. It is agreed that immigration has had a positive impact on the Canadian labour market. It is agreed that immigration has had a positive impact on Canadian society. It is agreed that immigration has had a positive impact on the Canadian labour market. It is agreed that immigration has had a positive impact on Canadian society. It is agreed that immigration has had a positive impact on the Canadian labour market. It is agreed that immigration has had a positive impact on Canadian society.

BACKGROUND

At the end of January 1990, the Standing Committee on Labour, Employment and Immigration began an investigation of demographic change and immigration levels. This study reflected increasing public interest in the question of immigration levels for Canada and coincided with the Minister's expanded consultations with members of the public. Equally important, the Committee's inquiry followed directly on the release of the results of the Demographic Review, a study conducted by Health and Welfare Canada to analyze the relationships between population characteristics, such as population aging and immigration, and a range of social and economic variables. The Review and its findings are expected to assist federal policy development for the 1990s and beyond.

The Committee invited a number of academic experts to appear as witnesses to share their research results on the implications of demographic trends, the effect of immigration on these trends, the impact of immigration on the Canadian economy, the contribution of immigrants to Canadian society, the composition of our immigration flow, and future levels. In the next phase of the study, the Committee plans to invite witnesses from ethnic, cultural and other organizations to hear their views on these important matters.

The Committee is issuing this interim report now at the express request of the Minister of Employment and Immigration in order that she may consider the Committee's views before tabling her report on immigration levels for 1991-95 by the end of June. Following this interim report, the Committee will continue the study and complete its final report.

TESTIMONY

Most of the witnesses the Committee has heard to date addressed the issue of the aging population and what could be done, if anything, to counteract or delay it. All agreed that an aging population was an inevitable consequence of declining birth rates, a trend occurring in all western industrialized countries. Most stated or implied in this regard that population aging could only be counteracted by an increase in fertility, yet they also noted that it could be delayed slightly by higher levels of immigration, giving us a longer period of time to adjust to the changes that aging will bring. Similarly, although Canada's population will eventually begin to decline, given current low levels of fertility, it was estimated that each additional 60,000 immigrants per year would delay that decline by eight or nine years.

All of the Committee's witnesses emphasized the positive aspects of immigration to the development of Canadian society. They noted the important contribution made by immigrants, who bring skills to Canada, create new jobs, invest money, augment consumer demand, and enrich the cultural environment.

Nevertheless, all witnesses noted that immigrants tend to settle in the major urban centres because they perceive the best economic opportunities to be there. In addition, they are attracted to areas of high immigrant concentration because they can often find accommodation and work with family members and friends. On the issue of how Canada might encourage people to move to non-metropolitan areas of Canada, most witnesses responded that the problem is really one of regional economic development and did not present any viable solutions.

Although, most witnesses felt that our present immigration levels were not placing an undue strain on the country, several, however, informed the Committee of potential social pressures, especially if the economy were to slow and job opportunities decline. Most emphasized the importance of government programs to assist immigrants to adapt and integrate, including language classes, education, training, employment assistance, temporary economic assistance, employment equity, and effective anti-discrimination laws.

When witnesses were asked their opinion on optimum immigration levels, none suggested reducing current levels. Although the witnesses were somewhat tentative in their answers, most suggested that Canada could absorb from between 150,000 to 200,000 immigrants per year without social or economic difficulty. Only two witnesses suggested 250,000 per year, provided, however, the increase were gradual.

THE REALITY

It is important to note that although a figure of 200,000 would appear to be a significant increase over the announced level of 150,000 - 160,000 for 1989, and the announced level of 165,000 - 175,000 for 1990, in reality, actual landings have been exceeding planned levels and are now approaching 200,000 per year. This may be compared with the figure of 84,302 in 1985. Moreover, planned levels for this year do not take into account the large number of people who will be landed as a result of the refugee claimant backlog clearance program.

Even using a conservative figure of approximately 200,000 for this year, immigrant landings will have in fact increased by some 137 percent over the last five years. This represents very rapid growth and a relatively high level historically. In fact, immigration

levels have exceeded 200,000 in only three of the last 70 years, as the tables appended to this report illustrate.

COMMITTEE'S RECOMMENDATION

Under the circumstances, the Committee thinks that what is needed now is a period of slower growth so as to take stock of the situation and, in particular, to assure ourselves that settlement and other services are adequate to meet the demand. We would be shortsighted as a country if we fail to listen to the concerns of social scientists and others who maintain that current actual levels are problematic in some key areas, such as social relations, the concentration of immigrants almost entirely in urban areas and immigrant integration.

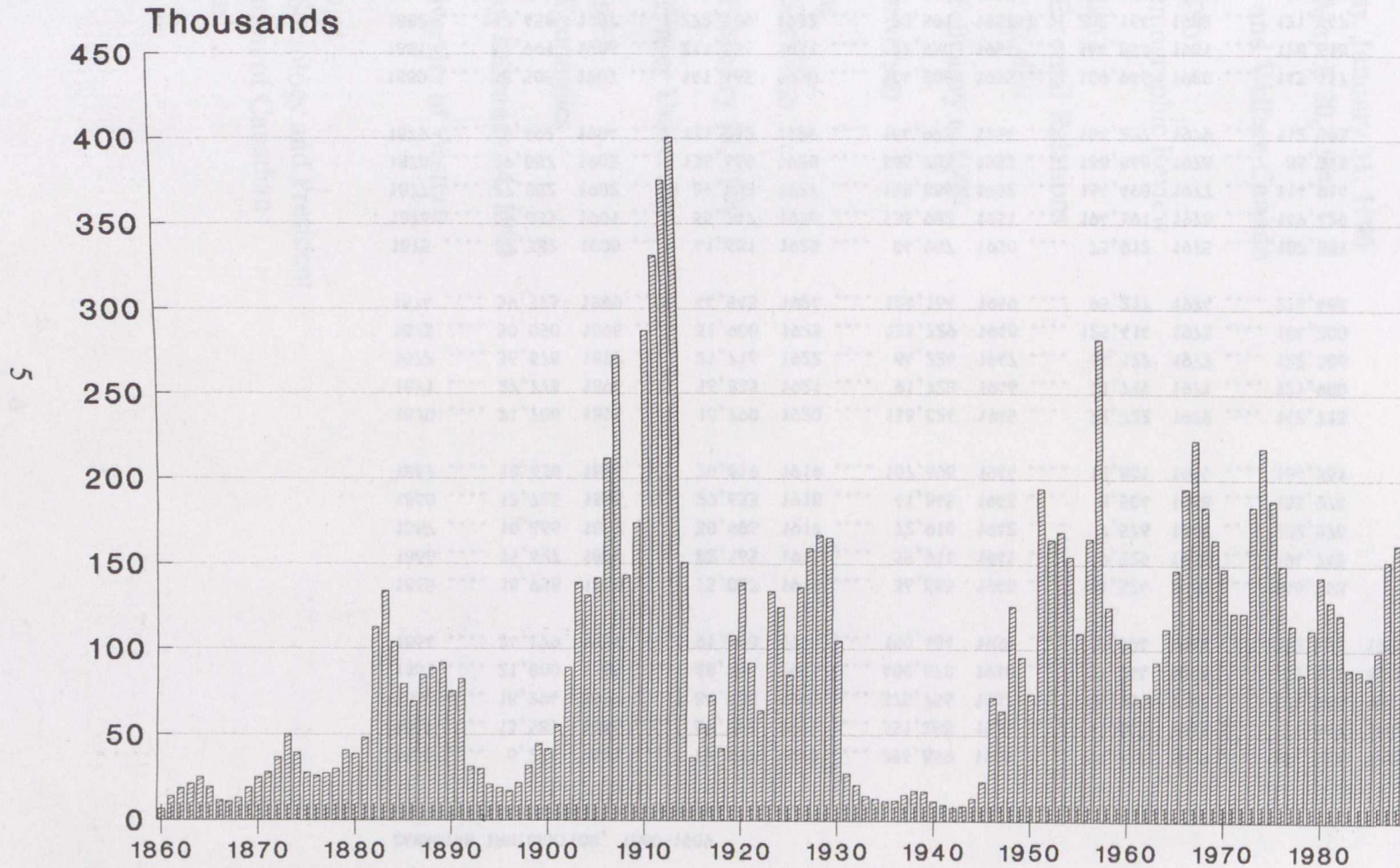
A degree of stability at this time would give our settlement services an opportunity to try to catch up with demand, our schools a chance to upgrade their teaching of English or French to the many immigrant children who know neither, and our large cities a chance to ensure successful integration of their many recent arrivals. For these reasons, the Committee concludes that the present level (approximately 200,000 immigrants), for a period of two years appears appropriate. During that time, the government and the Committee will have an opportunity to assess whether settlement programs and other services are adequate to meet the needs of our newcomers. After that time, if these services are deemed adequate, the Committee would support moderate increases in immigration levels.

FUTURE WORK

In our next report, in addition to the review of immigrant services discussed above, the Committee will take a close look at the composition of our immigrant flow, an issue raised by most of our witnesses. We will examine such questions as: What proportion of our immigrants should we admit in each of our three broad categories—family class, refugees, and independent immigrants? Do we place sufficient emphasis on immigrants selected for their labour market skills? Should we expand immigration programs that are directly geared to job creation for Canadians? Are we doing enough to resettle refugees? These are difficult questions but the Committee feels that they need to be addressed in the context of a serious review of the direction of our immigration policies.

Canadian Immigration, 1860 - 1989

Historical Perspective



Source: Employment and Immigration Canada, Strategic Analysis, Strategic Planning and Research Directorate.

CANADIAN IMMIGRATION, 1860-1989

1860	....	6,276	1885	....	79,169	1910	....	286,839	1935	....	11,277	1960	....	104,111	1985	....	84,302
1861	....	13,589	1886	....	69,152	1911	....	331,288	1936	....	11,643	1961	....	71,689	1986	....	99,219
1862	....	18,294	1887	....	84,526	1912	....	375,756	1937	....	15,101	1962	....	74,586	1987	....	152,098
1863	....	21,000	1888	....	88,766	1913	....	400,870	1938	....	17,244	1963	....	93,151	1988	....	161,929
1864	....	24,779	1889	....	91,600	1914	....	150,484	1939	....	16,994	1964	....	112,606	1989	....	189,199
1865	....	18,958	1890	....	75,067	1915	....	36,665	1940	....	11,324	1965	....	146,758			
1866	....	11,427	1891	....	82,165	1916	....	55,914	1941	....	9,329	1966	....	194,743			
1867	....	10,666	1892	....	30,996	1917	....	72,910	1942	....	7,576	1967	....	222,876			
1868	....	12,765	1893	....	29,633	1918	....	41,845	1943	....	8,504	1968	....	183,974			
1869	....	18,630	1894	....	20,829	1919	....	107,698	1944	....	12,801	1969	....	164,531			
1870	....	24,706	1895	....	18,790	1920	....	138,824	1945	....	22,722	1970	....	147,713			
1871	....	27,773	1896	....	16,835	1921	....	91,728	1946	....	71,719	1971	....	121,900			
1872	....	36,578	1897	....	21,716	1922	....	64,224	1947	....	64,127	1972	....	122,006			
1873	....	50,050	1898	....	31,900	1923	....	133,729	1948	....	125,414	1973	....	184,200			
1874	....	39,373	1899	....	44,543	1924	....	124,164	1949	....	95,217	1974	....	218,465			
1875	....	27,382	1900	....	41,681	1925	....	84,907	1950	....	73,912	1975	....	187,881			
1876	....	25,633	1901	....	55,747	1926	....	135,982	1951	....	194,391	1976	....	149,429			
1877	....	27,082	1902	....	89,102	1927	....	158,886	1952	....	164,498	1977	....	114,914			
1878	....	29,807	1903	....	138,660	1928	....	166,783	1953	....	168,868	1978	....	86,313			
1879	....	40,492	1904	....	131,252	1929	....	164,993	1954	....	154,227	1979	....	112,093			
1880	....	38,505	1905	....	141,465	1930	....	104,806	1955	....	109,946	1980	....	143,117			
1881	....	47,991	1906	....	211,653	1931	....	27,530	1956	....	164,857	1981	....	128,618			
1882	....	112,458	1907	....	272,409	1932	....	20,591	1957	....	282,164	1982	....	121,147			
1883	....	133,624	1908	....	143,326	1933	....	14,382	1958	....	124,851	1983	....	89,157			
1884	....	103,824	1909	....	173,694	1934	....	12,476	1959	....	106,928	1984	....	88,239			

APPENDIX B
LIST OF WITNESSES

On Wednesday, January 31, 1990

On Tuesday, March 20, 1990

From Health and Welfare Canada

Michael Murphy
Secretary, Demographic Review

Krystyna Rudko
Director for External Relations
Demographic Review

On Tuesday, February 6, 1990

From York University

Alan Simmons
Professor of Sociology

On Tuesday, February 13, 1990

From Simon Fraser University

Don J. DeVoretz
Professor of Economics

On Wednesday, February 14, 1990

**From the University of Western
Ontario**

Roderic Beaujot
Professor of Sociology and President
of the Federation of Canadian
Demographers

On Wednesday, February 21, 1990

From McGill University

Morton Weinfeld
Associate Professor and Chairman
Department of Sociology

On Tuesday, March 6, 1990

From the University of Toronto

Jeffrey Reitz
Professor of Sociology
Centre for Industrial Relations

On Thursday, March 8, 1990

From the University of Toronto

Warren Kalbach
Professor of Sociology

On Thursday, March 15, 1990

From the University of Montreal

Jacques Henripin
Professor of Demography

On Thursday, March 22, 1990

From Wilfrid Laurier University

William Marr
Professor of Economics

On Tuesday, March 27, 1990

From Carleton University

John Samuel
Adjunct Professor of Sociology
and Anthropology

On Tuesday, May 15, 1990

**From the Institute for Research on
Public Policy**

Shirley B. Seward
Director
Studies in Social Policy

On Tuesday, May 22, 1990

From the Economic Council of Canada

Neil Swan
Research Director

On Thursday, May 24, 1990

From the University of Toronto

David Foot
Professor of Economics

A copy of the relevant Minutes of Proceedings and Evidence (*Issues Nos. 14, 15, 16, 17, 18, 19, 20, 22, 23, 25, 26, 33, 34, 37, 38, 39 and 40, which includes this Report*) is tabled.

Respectfully submitted,

JEAN-PIERRE BLACKBURN,

Chairman.

Members of the Committee present: Bobo Anderson, Jean-Pierre Blackburn, Bernard Jourdain, Allan Knory and Dave Westby.

Acting Member present: Al Hurling for Doug Fee, Joe Fontana for Warren Allmand and Ron Fisher for Dan Heap.

In Attendance: From the Library of Parliament: Kevin Kerr, Research Officer.

Pursuant to Standing Order 109(7), the Committee resumed consideration of its investigation into demography and immigration levels.

Moved — That the Standing Committee on Labour, Employment and Immigration present its stranded interim report on Demography and Immigration Levels to the House of Commons on Tuesday, June 5, 1990.

Moved — That the motion be amended by striking out all the words after Tuesday and substituting the following therefor: "Wednesday, June 6, 1990".

After debate the question being put on the amendment, it was, by show of hands, negatived.

After debate, the question being put on the motion, it was, by show of hands, agreed to.

Moved — That the reliability opinion of the Liberal and New Democratic parties be appended to the Committee's report.

After debate, the question being put on the motion, it was, by show of hands, negatived.

It was agreed — That the Chairman be authorized to correct any typographical, stylistic or translation errors contained in the Report.

MINUTES OF PROCEEDINGS

THURSDAY, MAY 31, 1990

(51)

[Text]

The Standing Committee on Labour, Employment and Immigration met *in camera* at 12:20 o'clock p.m. this day, in Room 269, West Block, the Chairman, Jean-Pierre Blackburn, presiding.

Members of the Committee present: Edna Anderson, Jean-Pierre Blackburn, Fernand Jourdenais, Allan Koury and Dave Worthy.

Acting Member present: Al Horning for Doug Fee, Joe Fontana for Warren Allmand and Ron Fisher for Dan Heap.

In attendance: From the Library of Parliament: Kevin Kerr, Research Officer.

Pursuant to Standing Order 108(2), the Committee resumed consideration of its investigation into demography and immigration levels.

Moved,—That the Standing Committee on Labour, Employment and Immigration present its amended interim report on Demography and Immigration Levels to the House of Commons on Tuesday, June 5, 1990.

Moved,—That the motion be amended by striking out all the words after Tuesday and substituting the following therefor “Wednesday, June 6, 1990”.

After debate the question being put on the amendment, it was, by show of hands, negatived.

After debate, the question being put on the motion, it was, by show of hands, agreed to.

Moved,—That the minority opinion of the Liberal and New Democratic parties be appended to the Committee's report.

After debate, the question being put on the motion, it was, by show of hands, negatived.

It was agreed,—That the Chairman be authorized to correct any typographical, stylistic or translation errors contained in the Report.

It was agreed,—That the Committee print 550 copies, in a tumble format, of its report to the House.

At 12:51 o'clock p.m., the Committee adjourned to the call of the Chair.

Monique Hamilton
Clerk of the Committee

