



Immigration, Refugees
and Citizenship Canada

Immigration, Réfugiés
et Citoyenneté Canada

Evaluation of the Canadian Experience Class

Evaluation Division

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Acronyms

ADMM	Assisted Decision Maker Macro
AUCC	Association of Universities and Colleges of Canada
C&IC	Colleges and Institutes Canada
CAIPS	Computer-Assisted Immigration Processing System
CEC	Canadian Experience Class
CIC	Citizenship and Immigration Canada
CIO	Centralized Intake Office
CPC	Centralized Processing Centre
CPC-O	Centralized Processing Centre Ottawa
CPI	Consumer Price Index
CPR	Centralized Processing Region
CRS	Comprehensive Ranking System
DFATD	Department of Foreign Affairs, Trade and Development
ESDC	Employment and Social Development Canada
FOSS	Field Operations Support System
FST	Federal Skilled Trades
FSW	Federal Skilled Worker
GCMS	Global Case Management System
GoC	Government of Canada
iCAMS	Immigration Contribution Accountability Measurement System
iCARE	Immigration Contribution Agreement Reporting Environment
IMDB	Longitudinal Immigration Database
IMP	International Mobility Program
ISP	International Student Program
ITA	Invitation To Apply
LMIA	Labour Market Impact Assessment
NOC	National Occupational Classification
OGD	Other Government Department
PA	Principal Applicant
PGWPP	Post Graduation Work Permit Program
PN	Provincial Nominee
PNP	Provincial Nominee Program
PR	Permanent Resident
QA	Quality Assurance
TFW	Temporary Foreign Worker

Executive summary

Purpose of the Evaluation

The evaluation of the Canadian Experience Class (CEC) was conducted in fulfilment of the Treasury Board's *Policy on Evaluation*. Covering the period from program creation 2008-09 to 2013-14, the evaluation was guided by a program logic model and used multiple lines of evidence to examine the relevance and performance of the program.

Canadian Experience Class

The CEC was introduced in 2008 to help address challenges in the Federal Skilled Worker (FSW) program, as well as to increase Canada's labour market responsiveness and global competitiveness in attracting and retaining highly skilled workers and international graduates who had demonstrated their ability to integrate into the Canadian labour market. The program was originally comprised of two streams (a student and a worker stream), but underwent regulatory changes in 2013 which harmonized the two streams. Currently, all CEC applicants are required to have 12 months of Canadian work experience, within the 36 months prior to applying, in a National Occupational Classification (NOC) level 0, A or B occupation, as well as meet the language requirements associated with their respective occupational levels.

Evaluation Findings

Relevance

Finding #1: The CEC responds to a need for a simple and quick pathway to permanent residence for skilled workers, and capitalizes on the opportunity to retain those who have already demonstrated an ability to integrate economically in Canada.

Finding #2: The CEC is aligned with CIC and Government of Canada objectives to foster Canada's economic growth, bridging temporary and permanent immigration objectives.

Finding #3: The CEC is consistent with federal roles and responsibilities in relation to economic immigration, providing a complementary pathway to permanent residence, with a focus on highly skilled workers.

Performance – Effectiveness

Finding #4: Stakeholders are sufficiently aware of the CEC. Over the years, activities have been undertaken by CIC, as well as by employment, education, and immigration stakeholders, to promote CEC requirements and encourage uptake.

Finding #5: Uptake for the CEC was initially lower than anticipated, but increased over time, reflecting the natural growth of a new program, until intake was capped in 2013. While more applications were initially received under the student stream, the number of applications under the worker stream increased over time to represent about half of the overall intake by 2012.

Finding #6: Annual admissions under the CEC generally increased over time, with over 50,000 individuals admitted under the program between 2009 and 2014.

Finding #7: The CEC has contributed to Canada's supply of skilled workers with Canadian work experience.

Finding #8: CEC principal applicants are establishing economically in Canada, and are accessing the labour market quickly, with almost no reliance on social assistance.

Finding #9: Most CEC principal applicants are able to secure employment that is commensurate with their education, training and expertise.

Finding #10: In the first three years following admission to Canada, employment earnings of principal applicants admitted under the CEC are higher, on average, than earnings for those under the FSW and Provincial Nominee (PN) programs. While average earnings are higher for CEC Principal Applicants (PA) admitted under the worker stream compared to those admitted under the student stream, these differences are attributable to the characteristics (e.g., skill level, education, work experience) of individuals within these streams.

Finding #11: In general, principal applicants under the CEC are integrating socially and are satisfied with their lives in Canada.

Finding #12: Almost all principal applicants under the CEC stay in their province of intended destination and there is an indication that most intend to stay in Canada and obtain citizenship.

Performance – Program Management and Resource Utilization

Finding #13: CEC total program costs have increased over time, corresponding to increasing application intake and processing demands, reflecting growth in the program.

Finding #14: Information, coordination, training and tools adequately support program management and delivery.

Finding #15: There are no significant program integrity issues particular to the CEC. Integrity is supported by the program design, and CIC has been proactive in developing strategies to strengthen program integrity.

Finding #16: The CEC design is streamlined, program delivery is centralized and efficient, and application processing is timely.

Finding #17: The recent introduction of the Express Entry system has changed Canada's overall approach to economic immigration, including application through the CEC; however, it is too early to assess the impact that this new approach will have on the relevance and performance of the CEC.

Conclusions and Recommendation

Overall, the findings of this evaluation are positive. The CEC has been successful in achieving its intended outcomes, providing a timely pathway to permanent residence for skilled immigrants who are able to successfully integrate in Canada. However, Canada has now changed its overall approach to economic immigration through the introduction of Express Entry. Under Express Entry, CEC program implementation could lead to the selection of CEC candidates with a human capital profile and resulting economic outcomes that are different from those observed in the current evaluation, and thus, may have implications for the continued relevance and performance of the CEC program in the future.

Recommendation: Given that implementation of the CEC program under Express Entry differs from the program approach considered in the current evaluation, it is recommended that CIC monitor the human capital profile of CEC candidates processed under Express Entry, relative to CEC candidates processed prior to its introduction, as well as candidates assigned to the other economic immigration streams under Express Entry, to assess the continued relevance and performance of the CEC..

Evaluation of the Canadian Experience Class - Management Response Action Plan

Key Finding	Response	Action	Accountability	Completion Date
<p>Recommendation #1:</p> <p>Given that implementation of the CEC program under Express Entry differs from the program approach considered in the current evaluation, it is recommended that CIC monitor the human capital profile of CEC candidates processed under Express Entry, relative to CEC candidates processed prior to its introduction, as well as candidates assigned to the other economic immigration streams under Express Entry, to assess the continued relevance and performance of the CEC.</p>	<p>CIC agrees with the recommendation.</p> <p>CIC agrees that the significant changes made in recent years to the CEC's policy and operational contexts require careful monitoring of program results, including vis-à-vis other Express Entry streams.</p> <p>Monitoring of the human capital profile of CEC candidates and applicants and other Express Entry streams is already being undertaken as part of the ongoing monitoring of Express Entry implementation and early results.</p>	<ul style="list-style-type: none"> CIC will monitor the human capital profiles of CEC and other Express Entry programs and identify trends and issues including those relating to the continued relevance and performance of the CEC through monthly reporting to senior management policy and operations committees. 	<p>Lead: Strategic Policy and Planning</p> <p>Support: Operations Performance Management Branch, Immigration Branch, Research & Evaluation</p>	<p>Monthly – reporting</p> <p>Q2 2016/17 (Formative Assessment) and ongoing</p>
	<p>As part of the Express Entry governance structure, trends and issues are reported monthly to policy and operational senior management committees, as well as within CIC's corporate committee structure.</p> <p>Some of the early results noted in this evaluation as trends to monitor given their potential impact on CEC outcomes, are already undergoing analysis.</p>	<ul style="list-style-type: none"> CIC will assess and make adjustments to Express Entry and the CEC (as required) to ensure they continue to meet departmental and Government-wide priorities. 	<p>Lead: Immigration Branch</p> <p>Support: Strategic Policy and Planning</p>	<p>Q4 2016/17 (Formative Assessment) and ongoing</p>

1. Introduction

1.1. Purpose of the Evaluation

This report presents the findings of the evaluation of the Canadian Experience Class (CEC) program, which examined the program from its inception in 2008 to 2014. The evaluation was conducted in fulfillment of requirements under the Treasury Board *Policy on Evaluation*,¹ and examined program relevance and performance in accordance with the Treasury Board Secretariat *Directive on the Evaluation Function*.²

1.2. Brief Program Profile

The CEC was introduced in 2008 to help address challenges in the Federal Skilled Worker (FSW) program, which was experiencing substantial application backlogs and wait times, as well as to increase Canada's labour market responsiveness and global competitiveness in attracting and retaining highly skilled workers and international graduates who had demonstrated their ability to integrate into the Canadian labour market.

The CEC is based on a streamlined pass/fail assessment of a few simple criteria linked to successful integration in Canada. The program was originally comprised of two streams with slightly different requirements (a student and a worker stream), but underwent regulatory changes in 2013 which harmonized the two streams into one merged program. Currently, all CEC applicants are required to have 12 months of Canadian work experience, within the 36 months prior to applying, in a NOC level 0, A or B occupation, as well as meet the language requirements associated with their respective occupational levels.

The intended clients of the CEC include highly skilled foreign workers and international graduates, implicating many of CIC's temporary resident programs, including the Temporary Foreign Worker (TFW), the International Student Program (ISP), and the International Mobility Programs (IMP), including the Post Graduation Work Permit Program (PGWPP), a program specifically designated for international graduates.

A detailed profile of the CEC is provided in the Extended Evaluation Report³.

1.2.1. Characteristics of CEC Principal Applicants

Administrative data showed that CEC Principal Applicants (PA):

- Tended to be single (66.8%), males (64.6%) and were between 26 to 35 years of age upon admission as a permanent resident (64.8%).
- Many had a university degree upon admission as a permanent resident (63.7%).
- Almost all (99.2%) reported knowing English and/or French upon admission as a permanent resident.

¹ Canada, Treasury Board (2009) Policy on Evaluation. <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15024>

² Canada, Treasury Board Secretariat (2009) Directive on the Evaluation Function. <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=15681>

³ The detailed profile of the CEC program includes information on the program design and evolution over time (2008 to 2015), program management and delivery, beneficiaries and stakeholders, the number of CEC admissions and program resources.

- About half of the CEC PAs admitted were either born in China (22.3%), India (19.7%) or the Philippines (6.4%).
- Over 95% of CEC PAs were intending to settle in Ontario (57.6%), Alberta (22.8%) or British Columbia (16.3%) upon admission as a permanent resident.

For more information on the profile of CEC PAs, refer to Appendix A: Profile of CEC Principal Applicants.

2. Methodology

2.1. Evaluation Approach

The evaluation scope and approach were determined during a planning phase, in consultation with Citizenship and Immigration Canada (CIC) branches involved in the design, management and delivery of the Canadian Experience Class. This planning work included the development of a logic model and evaluation framework, including evaluation questions and indicators. Terms of Reference for the evaluation were approved by CIC's Departmental Evaluation Committee in January 2014. The evaluation was conducted in-house, with a targeted contract for the administration of the survey of CEC PAs.

2.2. Evaluation Scope

The evaluation assessed the issues of relevance and performance of the Canadian Experience Class, and was guided by the program logic model, which outlines the expected immediate and intermediate outcomes for the program (see Appendix B: Logic model for the Canadian Experience Class. Evaluation questions were developed to address these core issues, and are presented in Table 2.1.

Table 2.1: Evaluation Questions

Relevance

- Is there a continued need for the CEC?
- Is the CEC aligned with CIC and government-wide priorities and objectives?
- Is the CEC consistent with federal roles and responsibilities?

Performance - Effectiveness

- To what extent are stakeholders and prospective immigrants informed about the CEC?
- To what extent are qualified international graduates and skilled temporary foreign workers applying for permanent residence under the CEC program?
- To what extent has the CEC increased Canada's supply of skilled workers with Canadian education and / or work experience, and language proficiency?
- To what extent are CEC permanent residents staying in Canada and establishing economically?
- To what extent do CEC permanent residents integrate into the labour market quickly, and at a level commensurate with their skills?

Performance – Program Management and Resource Utilization

- To what extent does CEC management support effective program delivery?
- To what extent is the CEC process streamlined and timely? Has CIC's modernization initiative had an impact?
- Are the program's resources managed effectively to facilitate the achievement of outcomes?
- To what extent is CEC program delivery efficient?

Performance indicators were identified for each evaluation question to form the evaluation framework for the study. The evaluation issues, questions and performance indicators are presented in the Extended Evaluation Report.

2.3. Data Collection Methods

The evaluation questions and performance indicators were addressed using multiple lines of evidence to gather qualitative and quantitative data from a wide range of perspectives, including program managers, stakeholders and clients. These lines of evidence are presented in Table 2.2. More detailed information on the data collection methods used in the evaluation is provided in the Extended Evaluation Report.

Table 2.2: Lines of Evidence Used in the Evaluation

Line of Evidence	Description
Literature and Document Review	The review examined relevant background policy and program documents, reports and research articles published in Canada and abroad on programs allowing for a transition to permanent residence, as well as the extent to which shortages of skilled labour exist in Canada. The document review provides background and context, informing the assessment of the relevance and performance of the CEC.
Interviews	Thirty (30) key informant interviews were conducted with CIC representatives (13) involved in the design and delivery of the program, as well as with members of other federal and provincial governments (7), and key external stakeholders (10), including representatives from employment-related and education-related organizations, and immigration representatives.
Administrative Data Analysis	Global Case Management System (GCMS), Computer-Assisted Immigration Processing System (CAIPS) and Field Operations Support System (FOSS) were used to develop the profile of applications and admissions under the CEC since the program inception up to 2014.
	The Longitudinal Immigration Database (IMDB) was used to provide information on the economic establishment and interprovincial mobility of CEC PAs who were admitted between 2009 and 2012 and who filed a tax return within those years. ⁴
	The Immigration Contribution Accountability Measurement System (iCAMS) and the Immigration Contribution Agreement Reporting Environment (iCARE) provided information on the use of settlement services by CEC PAs admitted between 2009 and 2013 who obtained services until the end of June 2014. ⁵
	To provide information on CEC-related communications, summary reports of outreach activities by CIC region were reviewed, as well as sample products and some CIC website and call centre statistics.
	In order to examine the resource utilization by the CEC, program delivery costs were examined in relation to the volume of applications processed. CIC Cost Management data, including federal processing costs for CEC immigrants, were used for this purpose.
Survey of CEC PAs	A survey was administered (by telephone and online) to 1,315 CEC PAs admitted to Canada between 2009 and 2013. The survey collected information on their experiences in applying to the program, their previous education and employment outside Canada and as a temporary resident, their employment and education as a permanent resident and their adaptation to life in Canada. The margin of error for the survey was $\pm 2.6\%$, with a confidence interval of 95%.

⁴ All earnings were adjusted using the Consumer Price Index (CPI) to account for inflation, using the year 2012 as the base.

⁵ Individuals intending to settle in Manitoba or British Columbia were excluded from the analysis, as CIC was not responsible for the provision of settlement services in those provinces for the part of the time period considered (i.e., those services were devolved to the provinces).

Line of Evidence	Description
Survey of Employers	A survey was administered online to 37 current or latest employers identified by CEC PAs in the survey of CEC PAs (described above). ⁶ The goal of this survey was to obtain the views of employers on their experience employing a CEC permanent resident, including their perception on how this person adapted to the work environment, and employer awareness of the CEC. The response rate for this survey was 20.1%.
Survey of Educational Institutions	A survey was administered online to 43 member institutions of the Association of Universities and Colleges of Canada (AUCC) and Colleges and Institutes Canada (C&IC) outside Quebec. The goal of this survey was to assess the degree of awareness of the CEC, as well as the extent of awareness-building efforts by educational institutions. The response rate for this survey was 24.6%.

2.4. Limitations and Considerations

Some limitations were noted in relation to the limited number of survey responses on the employer and educational institutions surveys, the representativeness of iCAMS and iCARE data, and the limited availability of data on long-term outcomes of CEC PAs. Various mitigation strategies were used to address the limitations and to ensure that the evaluation presented reliable information to support strong findings. These limitations and their corresponding mitigation strategies are described in more detail in the Extended Evaluation Report.

Overall, the evaluation design employed a balance of qualitative and quantitative methodologies, enabling the triangulation of research findings. The different lines of evidence were complementary and reduced information gaps, and generally, the various results converged towards common and integrated findings. The triangulation of the multiple lines of evidence, along with the mitigation strategies used in this evaluation, were considered sufficient to ensure that the findings are reliable and can be used with confidence.

⁶ 184 respondents to the Survey of CEC PAs provided their consent to contact their current or latest employer for the Survey of Employers.

3. Relevance

This section addresses the need for the Canadian Experience Class, its alignment with departmental and government-wide objectives and priorities, and its consistency with federal roles and responsibilities. Additional information is available in the evaluation's Extended Report.

3.1. Continued Need for the CEC

Finding: The CEC responds to a need for a simple and quick pathway to permanent residence for skilled workers, and capitalizes on the opportunity to retain those who have already demonstrated an ability to integrate economically in Canada.

3.1.1. Need for a Simple and Quick Pathway to Permanent Residence for Skilled Workers

Advantage Canada (2006) recognized Canada's changing demographics and labour shortages and the need to more closely align the country's immigration policies with its labour market needs, and made a policy commitment to examine "ways to make it easier for Canadian educated foreign students and temporary foreign workers to stay in Canada and become Canadian citizens."⁷ Building on the priorities of *Advantage Canada*, the CEC was announced in Budget 2007 and highlighted in Budget 2008 as one of the measures to "ensure that the labour needs of employers in all provinces and territories [were] met in a more timely fashion."⁸

It was cited in the 2009 Auditor General Report that: "Canada has an ongoing need for permanent and temporary workers with various skills and must compete with other countries to attract them. It is therefore critical that the government's programs to facilitate the entry of these workers to Canada be designed in such a way that the right people are available at the right time to meet the needs of the Canadian labour market."⁹ Budget 2008 positioned the CEC as a key component of the modernization agenda for Canada's immigration system. It recognized the need for Canada to "maintain the ability to compete globally for the best and the brightest by creating the optimal conditions to attract immigrants who can contribute fully to Canada's prosperity."¹⁰

The CEC was expected to help address the challenges that were associated with the FSW program at the time (notably, long wait times), offering a quicker and more responsive pathway to permanent residence for individuals with Canadian work and study experience.¹¹ Several key distinguishing features of the CEC were highlighted in the interviews, including its simpler eligibility criteria and application process, its focus on Canadian work experience (as opposed to a job offer), and the allowance of in-Canada applications. In the years leading up to the introduction of the CEC, FSW applications were taking as long as five years to process in some missions. Processing times for CEC applications ranged from 8 to 15 months for 80% of the cases during the reporting period for the evaluation - well below processing times for FSW applications during the same timeframe (37 to 47 months for 80% of cases).

⁷ Canada, Department of Finance (2006) *Advantage Canada: Building a Strong Economy for Canadians*.

⁸ Canada, Department of Finance (2008) *Responsible Leadership: The Budget Plan 2008*.

⁹ Auditor General of Canada (2009) Chapter 2 – Selecting Foreign Workers under the Immigration Program. *2009 Fall Report of the Auditor General of Canada*.

¹⁰ Canada, Department of Finance (2008) *Responsible Leadership: The Budget Plan 2008*.

¹¹ Program foundational documents, 2006.

Interview findings reflected roughly half of interviewees believing there to be a broad need for an increased supply of skilled workers in Canada, with the other half believing there only to be specific regional or occupational shortages. Yet, most educational institutions and employers surveyed indicated that there was a strong need for an increased supply of skilled workers, and most educational institutions surveyed indicated that the CEC program was important to attract international students to Canada. Most educational institutions and employers surveyed also indicated a need for a fast and easy pathway to permanent residence.

3.1.2. Opportunity to Retain Skilled Workers with Canadian Work Experience

The CEC was one of several initiatives proposed to help increase Canada's labour market responsiveness, encompassing both the temporary and permanent streams of immigration.¹² According to departmental documentation, the CEC was expected to contribute to this objective "by facilitating the retention of temporary workers and [international] students with in-demand skills,"¹³ as certain temporary workers and international students, once experienced and trained in Canada, were seen as "a key talent pool" for this purpose.¹⁴

The program was intended for individuals who had already established themselves as skilled workers in Canada, thereby demonstrating that they have a "capacity to integrate successfully and contribute to the Canadian economy."¹⁵ Evidence underlying CEC program development¹⁶ showed that skilled workers with Canadian work or Canadian work and study experience had better economic outcomes than those without this experience.¹⁷ Further consideration of the literature also found evidence of higher returns to Canadian qualifications in the labour market.¹⁸ The 2009 Auditor General Report referred to studies ordered by CIC looking at the outcomes of skilled workers with Canadian experience, and concluded that, as a result of this work, CIC believed there to be "a need for an effective bridge between temporary and permanent resident status."¹⁹

¹² CEC foundational documents.

¹³ Canada, CIC (2008) *Departmental Performance Report 2007-2008*.

¹⁴ Canada, CIC (2010) *Report on Plans and Priorities 2010-2011*.

¹⁵ Canada, CIC (2015) *Report on Plans and Priorities 2015-2016*.

¹⁶ Evidence underlying CEC program development included an analysis using the IMDB which examined the average earnings of skilled worker principal applicants (1995 cohort) by pre-landing experience in Canada and tax year (1996-2003).

¹⁷ CIC (2006), *Analyse de l'impact de l'expérience de travail et/ou d'études avant l'admission sur l'évolution des revenus d'emploi* [Internal Document]; Program foundational documents.

¹⁸ Jeffrey G. Reitz (2007) *Immigrant Employment Success in Canada, Part I: Individual and Contextual Causes*. *International Migration & Integration*, 8:11-36; Garnett Picot and Arthur Sweetman (2005) *The Deteriorating Economic Welfare of Immigrants and Possible Causes: Update 2005*.

¹⁹ Auditor General of Canada (2009) Chapter 2 – Selecting Foreign Workers under the Immigration Program. *2009 Fall Report of the Auditor General of Canada*.

3.2. Alignment with Departmental and Government of Canada Objectives

Finding: The CEC is aligned with CIC and Government of Canada objectives to foster Canada's economic growth, bridging temporary and permanent immigration objectives.

3.2.1. Alignment with CIC Objectives and Programs

The CEC is aligned with CIC's *Strategic Outcome 1: Migration of Permanent and Temporary Residents that Strengthen Canada's Economy*, as evidenced in departmental planning and strategic documents.²⁰ In the interviews with CIC representatives, economic immigration was identified as a priority of CIC, and the CEC was generally described as a small but significant program within the cluster of economic programs. It was also suggested in the interviews that there was value in providing multiple pathways to permanent residence, and that if the CEC did not exist, some potential immigrants might not qualify under the other economic immigration streams.

The CEC was compared and contrasted to the FSW program and Provincial Nominee Program (PNP) in the interviews, and was generally portrayed as complementary to CIC's other economic programs. The CEC plays a unique role within CIC's economic immigration programming, given its relationship to the temporary resident programs, and its objective to attract and retain TFWs and international students. CIC also has the PGWPP, which falls under the broader IMP. It allows international graduates to obtain Canadian work experience, which if skilled, can be used to help them qualify for permanent residence in Canada through the CEC.

While interviewees generally believed the CEC to be aligned with the temporary resident programs, some limitations were mentioned. In particular, the CEC was noted to focus on higher skilled workers, and it was suggested that it may align more closely with the International Student Program (ISP) rather than the TFW program. However, views were mixed as to its degree of alignment with the ISP²¹, particularly in light of program changes implemented in 2013 which harmonized the two streams. Under these changes, having Canadian work experience is more central, while having a Canadian education credential, though an asset, is no longer a requirement.

3.2.2. Alignment with Government of Canada Objectives and Priorities

Overall, the CEC is aligned with Government of Canada (GoC) objectives and priorities related to immigration reform, as articulated, most notably, in the federal budgets, beginning in 2006 with *Advantage Canada*. The 2012 *Economic Action Plan* renewed this commitment, indicating the GoC's intention to "provide further incentives to retain educated and experienced talent through the Canadian Experience Class".²² The CEC was intended to support Canada's ability to compete internationally for skilled workers, and international students²³, and is consistent with the GoC's

²⁰ Canada, CIC (2014) *Program Alignment Architecture - Program Titles and Descriptions*; Canada, CIC (2014) *Report on Plans and Priorities 2014-2015*; Canada, CIC (2014) *Departmental Performance Report 2013-2014*.

²¹ In 2015, CIC's *Evaluation of the International Student Program* recommended that the department review the alignment of its program for international students with CIC's other temporary and permanent resident programs, namely the CEC program.

²² Canada, Department of Finance (2012) *Economic Action Plan 2012*.

²³ CEC foundational documents.

International Education Strategy, which describes international students as a future source of skilled labour and well-positioned to immigrate to Canada through programs like the CEC.²⁴

In addition, a possible link between the objectives of the CEC and the GoC's *Putting Canadians First* initiative was highlighted in the interviews. Under this initiative, the GoC is reforming the TFW program to ensure that Canadian workers come first, as well as the IMP to ensure that the exemptions under these programs continue to promote Canada's economic and labour market interests. Statistics presented in *Overhauling the TFW Program: Putting Canadians First* showed significant growth in the number of foreign nationals entering Canada under the IMPs between 2004 and 2013. By 2013, the number of entrants under the IMPs reached 137,533, representing 62% of the foreign nationals entering Canada to work that year.²⁵ A corresponding analysis of administrative data for the present evaluation found that 67.0% of the CEC PAs intending to work in skilled occupations had obtained work permits as temporary residents through the IMPs, while 26.2% had done so through the restructured TFW program (see section 4.3). For CEC PAs under the student stream, work permits through the IMPs were likely issued under the PGWPP, given that 93.7% of those surveyed for the evaluation had at least one previous post-graduate work permit.²⁶ Together, these findings illustrate how the work programs for temporary residents are connected to Canada's economic immigration objectives through the CEC.

3.3. Consistency with Federal Roles and Responsibilities

Finding: The CEC is consistent with federal roles and responsibilities in relation to economic immigration, providing a complementary pathway to permanent residence, with a focus on highly skilled workers.

Immigration is a joint federal/provincial responsibility²⁷, and one priority area identified under the *Joint Federal-Provincial-Territorial Vision for Immigration* is economic immigration, with the strategic objective to create a fast, flexible economic immigration system focused primarily on meeting labour market needs across Canada.²⁸ As previously noted, the CEC is one of the initiatives that has been identified to help address this objective.²⁹

The CEC and some streams under the PN programs have similar objectives; however, these objectives are generally more complementary than duplicative. The PNP is tailored to the specific needs of each province, and may have various program objectives, including economic objectives. The CEC has a federal perspective and national scope, addressing Canada's economic objectives throughout the country. While the PNP expects that immigrants will stay and establish in the sponsoring province, the CEC is more flexible, permitting TFWs or international students to move to a place of employment where there is a labour market shortage.

²⁴ Canada, DFATD (2014) *Canada's International Education Strategy: Harnessing our knowledge advantage to drive innovation and prosperity*.

²⁵ Canada, ESDC (2015) *Overhauling the TFW Program: Putting Canadians First*.

²⁶ This analysis was based on the sample of CEC PAs surveyed for the evaluation. It showed that the vast majority (93.7%) of CEC PAs admitted under the student stream had at least one previous post-graduate work permit, whereas the vast majority (94.6%) of those admitted under the worker stream did not have this type of work permit previously. The Post-Graduate Work Permit Program is one program under the IMPs. Further analysis would be needed to better understand trends in the use of the IMPs for the population of CEC PAs under both the student and worker streams.

²⁷ Canada, Department of Justice (2013) *Constitution Acts, 1867 to 1982*.

²⁸ Canada, CIC (2012) *Background — Joint Federal-Provincial-Territorial Vision for Immigration*.

²⁹ Canada, Department of Finance (2012) *Jobs Growth and Long-Term Prosperity. Economic Action Plan 2012*.

Similarly, the *Evaluation of the Provincial Nominee Program* (2011) found that while some objectives of the federal economic programs were very similar to those of the PNP, they did not necessarily overlap, as the applicants they were meant to attract differed.³⁰ The PNP evaluation highlighted the absence of a pathway for semi-skilled (or low-skilled, National Occupational Classification (NOC) C and D) workers in the federal programs. Given that the CEC focuses on highly skilled workers (NOC 0, A, B), its introduction may have opened up space in the PNP to address other regional priorities (e.g. need for low-skilled labour). Correspondingly, the analysis of CIC administrative data for the evaluation revealed that the number of PNs admitted to Canada has continued to grow since the introduction of the CEC (from 11,766 PAs in 2009 to 20,978 PAs in 2014).

³⁰ Canada, CIC (2011) *Evaluation of the Provincial Nominee Program*.

4. Performance - Effectiveness

This section addresses the awareness of the CEC, application and admission trends, the impact of the CEC on the supply of skilled workers, as well as the economic and social integration of CEC permanent residents in Canada to determine the extent to which each of these expected outcomes were achieved. Refer to the program logic model in Appendix B.

4.1. Awareness of the CEC

Finding: Stakeholders are sufficiently aware of the CEC. Over the years, activities have been undertaken by CIC, as well as by employment, education, and immigration stakeholders, to promote CEC requirements and encourage uptake.

The evaluation first considered the degree of awareness of the CEC as an initial step to program uptake. Overall, CIC and partner interviewees believed stakeholders to be sufficiently aware of the CEC, although it was suggested that awareness might be lower among smaller employers, employer organizations, or educational institutions. In addition, nearly all educational institutions surveyed indicated that they were aware of the CEC prior to taking the survey, and the majority of employers surveyed felt they knew enough about the program to recruit a foreign worker, in many cases because they had done so. The CIC website was the most commonly reported way that different stakeholders surveyed had learned about the program, representing 39.5% of educational institutions who had reported being aware of the CEC, nearly a third of the employers, and 58.3% of CEC PAs.

As program awareness depends in part on how information on the program is communicated, the level of promotion of the CEC was also examined in the evaluation. Promotion of the CEC has been done both by CIC and by partners and stakeholders, with CIC efforts including the publication of some backgrounders and news releases on the departmental website, as well as outreach efforts through engagements at events, organized primarily by universities. In 2013, CIC also advertised the CEC in selected university campus newsletters and sent letters promoting the program to university heads and international student centres. Promotion undertaken by partners and stakeholders have included efforts to promote the CEC as part of the international promotion of education in Canada, led by the Department of Foreign Affairs, Trade and Development (DFATD)³¹, as well as various efforts undertaken by provincial government, education, employment and immigration stakeholders (described in more detail in the Extended Evaluation Report).

When asked about current efforts to promote the CEC, CIC interviewees were generally uncertain what efforts were currently underway, or if additional efforts were required. However, provincial government representatives and external stakeholders noted that CIC could usefully increase outreach and engagement efforts for the CEC. In 2012, the DFATD International Education Strategy recommended the expansion and promotion of CEC to attract and retain skilled international students.³²

³¹ Canada, DFATD (2014) *International Education Promotion*.

³² Canada, DFATD (2012) *International Education: A Key Driver in Canada's Future Prosperity. Advisory Panel on Canada's International Education Strategy*.

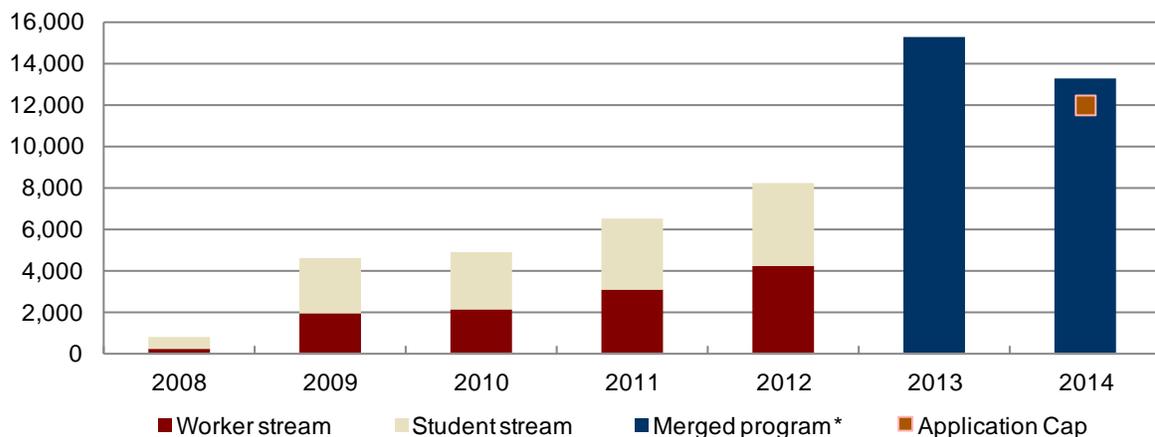
4.2. CEC Application and Admission Trends

4.2.1. Trends in Applications

Finding: Uptake for the CEC was initially lower than anticipated, but increased over time, reflecting the natural growth of a new program, until intake was capped in 2013. While more applications were initially received under the student stream, the number of applications under the worker stream increased over time to represent about half of the overall intake by 2012.

Program uptake was considered in relation to the number of applications received under the CEC. As shown in Figure 4.1, the number of applications received under the CEC grew over time, until a cap on the number of applications was introduced on November 9, 2013 through Ministerial Instructions, which set an annual cap of 12,000 on the number of applications that would be considered for processing.^{33 34}

Figure 4.1: Number of CEC Applications Received by Year and Stream



Source: GCMS and FOSS

*In January 2013, regulatory changes harmonized the requirements for all CEC applicants, eliminating the separate streams.

Most applications initially received were made under the student stream (representing 76.7% of applications made in 2008), but the proportion of applications submitted under the worker stream gradually increased over time to represent half of the CEC applications in 2012. Applications received in 2013 and 2014 were made under the new program requirements, which no longer distinguished between student and worker applications, eliminating the two streams. However, further analysis showed that 47.3% of applicants after the 2013 program changes had previous study permits, suggesting that international graduates are continuing to apply under the new program requirements.

³³ Canada, CIC (2013) *Operational Bulletin 554 – November 8, 2013. Ministerial Instructions: Canadian Experience Class Applications.*

Note that the initial cap year began on November 9, 2013, and ended on October 31, 2014; subsequent years are calculated from November 1 to October 31. As such, the number of applications received for each calendar year may not exactly correspond to the yearly number of applications allowed under the cap.

³⁴ The annual cap was lifted with the introduction of Express Entry in January, 2015. There is no limit to the number of people who may enter the Express Entry pool. The number of candidates issued an invitation to apply for permanent residence is based on the Annual Immigration Levels Plan. See Canada, CIC (2014) *Notice – Express Entry questions and answers.*

In terms of an explanation for the pattern in uptake over time, it was noted in the interviews that gradual growth was to be expected with a new program. It was suggested in the interviews with CIC representatives that the growth may have been due to word-of-mouth communications and increased knowledge of the CEC by immigration representatives, while it was noted in the interviews with CIC representatives and immigration stakeholders that changes to other economic immigration programs, such as changes to the FSW program which restricted application intake, may have diverted applicants to the CEC. In the interviews with immigration stakeholders, it was also suggested that it may have taken some time for representatives to become familiar with the program, as well as for potential clients to become eligible to apply.

4.2.2. Trends in Admissions

Finding: Annual admissions under the CEC generally increased over time, with over 50,000 individuals admitted under the program between 2009 and 2014.

A target number for CEC admissions is set each year through the Department's *Annual Report to Parliament on Immigration*. Table 4.1 shows the number of immigrants admitted under the CEC by year, and compares that to the target admission ranges provided in CIC's Annual Reports to Parliament on Immigration. Consistent with application trends, the number of individuals admitted as permanent residents grew over time, from 2,545 admissions in 2009 to 23,767 in 2014.

Table 4.1: Number of CEC Immigrants (Principal Applicants, Spouses and Dependants) Admitted (2009-2014)

Year	Targeted number of admissions		Annual admissions			
	Range low	Range high	Worker stream	Student stream	Merged program	Total admissions
2009	5,000	7,000	1,080	1,465	0	2,545
2010*	2,670	2,856	2,161	1,756	0	3,917
2011	6,000	7,000	3,219	2,807	0	6,026
2012	6,000	7,000	5,556	3,803	0	9,359
2013	9,600	10,000	4,343	2,537	336	7,216
2014	14,000	15,000	2,227	913	20,627	23,767
Total	N/A	N/A	26,748	13,392	12,690	52,830

*The 2010 target range for the CEC was based on a percentage of the targeted admissions for all federally selected streams within the economic class – 3% of 89,000 (low) or 95,200 (high). Source: Canada, CIC (2011) *Annual Report to Parliament on Immigration 2011*.

Source: Targets data from *Annual Reports to Parliament on Immigration*; admissions data from GCMS and FOSS.

The admissions target ranges do not align well with the flow of admissions. Between 2009 and 2013, the number of admissions under the CEC was only within the target ranges in 2011. The number of admissions was well below the targeted number of admissions for two of the five years the CEC has been delivered (2009 and 2013), while it exceeded the high end of the range in two other years (2010 and 2012). The 2010 *Annual Report to Parliament on Immigration* noted that the number of applications received was too low to achieve initially planned targets for the new

CEC, and that the Department was taking steps to promote awareness of this class to potential applicants.³⁵

In 2014, the number admitted was well above the range high, or more than triple the number of admissions in 2013. The increase in admissions is consistent with the increase in application intake in the 2013, which can be attributed, in part, to changes to program regulations in January 2013, which decreased the amount of work experience required to qualify under the CEC. The increase in uptake and corresponding resources is further discussed in section 5.1.

4.3. Impact of CEC on the Supply of Skilled Workers

Finding: The CEC has contributed to Canada's supply of skilled workers with Canadian work experience.

One of the objectives of the CEC is to increase the supply of skilled workers in Canada. Between 2009 and 2014, the CEC admitted a total of 32,676 PAs, 99.4% of whom were skilled workers intending to work in NOC 0, A and B occupations.³⁶ The NOC skill level B represented slightly over half (51.9%) of CEC admissions, with a greater percentage of CEC PAs admitted under the student stream (56.7%) than under the worker stream (40.2%) intending to work at this skill level (Table 4.2).

Table 4.2: Percentage of Principal Applicants Admitted (2009-2014) by NOC Level of Intended Occupation and Immigration Category

NOC Level	CEC				CEC overall	FSW	PNP
	Worker stream	Student stream	Merged program				
0	17.4%	7.2%	9.9%	11.1%	21.6%	10.5%	
A	42.0%	35.0%	33.8%	36.5%	57.0%	23.0%	
B	40.2%	56.7%	55.9%	51.9%	20.8%	37.7%	
C						17.0%	
D	0.4%	1.1%	0.4%	0.6%	0.6%	11.9%	

Note: percentages may not add to 100% due to rounding.

Source: GCMS and FOSS

For the three economic programs considered, the skill level distribution of CEC PAs fell between that of PAs admitted under the FSW and the Provincial Nominee (PN) programs. Relative to the CEC distribution, a greater percentage of FSW PAs were intending to work in occupations requiring university education (NOC skill level A - 57.0%) or a management occupation (NOC skill level 0 - 21.6%), while a greater percentage of PN PAs were intending to work in occupations requiring secondary school and/or occupation-specific training or on the job training (NOC skill level C and D - 28.9%).

The evaluation also explored the extent to which the CEC had increased the number of skilled workers with Canadian work experience, in addition to the numbers already being brought in under the FSW program and the PNP. This analysis found that the combined number of skilled

³⁵ Canada, CIC (2010) *Annual Report to Parliament on Immigration 2010*.

³⁶ Under the NOC, skill level 0 designates management occupations, skill level A designates occupations usually requiring university education, skill level B designates occupations usually requiring college education or apprenticeship training, skill level C designates occupations usually requiring secondary school and/or occupation-specific training and skill level D designates occupations usually requiring on-the-job training.

workers with previous Canadian work experience admitted through the FSW program and the PNP has generally increased over the years (from 3,068 in 2004 to 11,972 in 2014), as has the number of CEC admissions since 2009 (from 1,575 in 2009 to 13,360 in 2014), showing an overall increase in the number of skilled workers with previous Canadian work experience partly attributable to the CEC.

In order to better understand how CEC PAs obtained this Canadian work experience, the evaluation examined the previous work permits held by CEC PAs admitted to Canada intending to work in NOC 0, A, and B occupations. This analysis found that approximately a quarter (26.2%) had had a previous work permit (for work purposes) supported by a Labour Market Impact Assessment (LMIA), while 67.0% had had a work permit through the IMPs.

4.4. Economic Establishment

The economic outcomes of CEC PAs were examined in relation to incidence of employment and the quality of this employment, specifically, the degree to which it was commensurate with their education/training and expertise, as well as employment earnings. Difficulties in obtaining employment, as well as the incidence of social assistance, were also considered. Two main methods were used to assess economic outcomes: the IMDB, which provided general information on employment for the population of CEC tax filers, and the survey of CEC PAs, which provided more in-depth information about employment history for a sample of the CEC population.^{37 38}

4.4.1. Incidence of Employment and Reliance on Social Assistance

Finding: CEC principal applicants are establishing economically in Canada, and are accessing the labour market quickly, with almost no reliance on social assistance.

Employment

Analysis of IMDB data showed a high incidence of employment among CEC PAs during their first three years in Canada as permanent residents³⁹, with 92.7% already employed during their landing year. Slight differences were observed between the CEC streams, with those admitted under the worker stream having a higher incidence of employment (compared to the student stream) during this timeframe. When compared to the PNP and the FSW program, the incidence of employment for those admitted under the CEC was similar to that observed in the PNP, but higher than that of the FSW program, with a difference remaining of about 10 percentage points three years after admission (see Table 4 3).

³⁷ The survey of CEC PAs recorded a complete history for each respondent of their employment in Canada as a permanent resident (including the start and end dates for each job as well as detailed information on each job), permitting the evaluation to examine, using time series analysis, the employment situation (incidence of employment, commensurate employment and earnings) of CEC PAs over the course of their first 4 years in Canada as permanent residents.

³⁸ Other findings related to surveys of educational institutions and employers, as well as the interviews are presented in the Extended Evaluation Report.

³⁹ The incidence of employment earnings declines slightly over the first three years. This decrease may be attributable to the small number of CEC cohorts (i.e., the number of individuals admitted each year) available for the analysis. By three years since admission, only the first CEC cohort (landing in 2009) had permanent residents in Canada long enough to be included in the analysis for the evaluation.

Table 4.3: Percentage of Immigrant Tax Filers who Declared Employment Earnings by Years since Admission and Immigration Category (2009 to 2012)

Immigration category	Landing year	Years since admission		
		1	2	3
Worker stream	93.7%	92.3%	91.1%	88.9%
Student stream	92.0%	88.4%	87.0%	86.3%
CEC	92.7%	89.9%	88.5%	87.1%
FSWs	61.0%	74.0%	75.9%	77.2%
PNs	83.7%	88.5%	87.4%	86.8%

Note: Principal applicants only.

Source: IMDB 2012

Survey findings were consistent with IMDB evidence. They showed that 75.0% of CEC PAs surveyed were employed within the same month that they became permanent residents, suggesting that most transition to permanent residence in the same job they have as temporary residents.⁴⁰ Furthermore, 85.0% reported being employed by the end of their first year in Canada as permanent residents, and this rate of employment was relatively stable during the four-year timeframe under observation.

Social Assistance and Difficulties Finding a Job in Canada

Incidence of social assistance benefits was also explored to identify any challenges with the economic establishment of CEC PAs. The analysis of IMDB data showed almost no reliance on social assistance among CEC PAs, with less than 0.5% reporting receipt of these benefits during their first three years in Canada as permanent residents. Comparatively, a slightly higher proportion of PAs admitted as FSWs (ranging from 2.5% to 3.5%) and PNs (ranging from 1.0% to 1.6%) reported receiving social assistance benefits during their first three years in Canada as permanent residents.

Survey results also showed that most CEC PAs (85.2%) did not experience difficulties in finding a job since becoming permanent residents. Only 14.8% indicated some difficulty, and many were CEC PAs under the student stream (67.3%). The most frequently reported difficulties included lack of employment opportunities in general (40.7%), not having enough job experience (27.3%) and not being able to find a job in their field (27.3%).

4.4.2. Commensurate Employment

Finding: Most CEC principal applicants are able to secure employment that is commensurate with their education, training and expertise.

Commensurate employment was first considered by comparing the level of education attained by CEC PAs to the level of education usually required by their jobs (as per the NOC code).⁴¹ This analysis found that about 76% of the CEC PAs surveyed had a job commensurate with their level of education. Differences were observed by CEC stream, with more PAs admitted under the

⁴⁰ Correspondingly, 74.7% of CEC PAs surveyed reported that their first job in Canada as a permanent resident was the same as their main job while working as a temporary resident.

⁴¹ This assessment was considered to be an objective measure of the degree to which employment obtained was commensurate with the individual's skill level. If the level of education attained by the CEC PA upon admission was equivalent or lower than the level usually required to perform their type of job, the individual was deemed to be working in a job commensurate with their education.

worker stream (about 86%) being employed in jobs commensurate with their education, compared to those admitted under the student stream (about 69%). These rates were found to be relatively stable over the first four years in Canada following admission (see Table 4.4).

Table 4.4: Percentage of CEC PAs Surveyed Employed in a Job Commensurate with their Education by Stream and Months since Admission

Comparison of education level of PA to job requirements	Months since admission					
	0	6	12	24	36	48
Education level of PA is lower or equivalent to job requirements						
CEC overall	75.5%	76.0%	76.1%	76.9%	77.6%	74.3%
Worker stream	86.7%	86.2%	85.3%	87.0%	87.8%	83.7%
Student stream	66.5%	67.4%	68.7%	69.2%	70.6%	68.8%

Source: Survey of CEC PAs

The self-assessed employment situation of CEC PAs was also assessed, revealing an even more positive picture. When the self-assessments of respondents were considered,⁴² about 91% of CEC PAs surveyed indicated that their jobs required the same or a higher level of education/training and expertise than they possessed, and about 94% indicated that their job was completely or somewhat related to their field of education/training and expertise. No significant differences were found between the CEC streams for the self-assessed measures considered (see Table 4.5).

Table 4.5: Percentage of CEC PAs Surveyed in a Job Commensurate with their Level and Field of Education/Training and Expertise by Stream and Months since Admission

Self-assessments	Months since admission					
	0	6	12	24	36	48
Job required same or higher level of education/ training and expertise as possessed by PA						
CEC overall	89.2%	89.3%	88.5%	91.3%	92.0%	93.5%
Worker stream	90.7%	91.6%	90.7%	92.4%	91.8%	95.7%
Student stream	87.8%	86.9%	86.7%	90.5%	92.2%	92.2%
Job related to field of education/training and expertise of PA						
CEC overall	94.5%	94.2%	93.1%	94.3%	93.8%	93.9%
Worker stream	94.3%	94.7%	93.8%	93.8%	91.2%	92.5%
Student stream	94.8%	93.8%	92.5%	94.7%	95.5%	94.8%

Source: Survey of CEC PAs

Therefore, rather than a clear mismatch between occupations and skill levels, these findings, considered together, suggest that CEC PAs admitted under the student stream may be at a different stage in their careers than those admitted under the worker stream. While some individuals under the student stream have obtained jobs that are objectively below their education level, this may be a situation that they intended, or at least accept, given that they are likely just entering the labour market.

Correspondingly, CIC administrative data showed that CEC PAs admitted under the student stream tended to be younger than those admitted under the worker stream. Most (96.1%) admitted under the students stream were 35 years of age or less at admission, compared to 57.4%

⁴² These self-assessments were considered to be more subjective measures of the degree to which employment obtained was commensurate with the individual's skill level.

of those admitted under the worker stream. Furthermore, survey results showed that CEC PAs admitted under the student stream tended to have less work experience than those admitted under the worker stream prior to becoming permanent residents. On average, CEC PAs admitted under the student stream had 3.5 years of overseas and 2.3 years of in-Canada work experience, compared to 10.7 years of overseas and 4.2 years of in-Canada work experience for those admitted under the worker stream. In this light, it may be appropriate that some CEC PAs admitted under the student stream have obtained jobs below their education level, given their age and the stage of their career, and thus education level for them becomes more a measure of their skill potential in the future as they progress in their careers.⁴³

4.4.3. Earnings

Finding: In the first three years following admission to Canada, employment earnings of principal applicants admitted under the CEC are higher, on average, than earnings for those under the FSW and PN programs. While average earnings are higher for CEC PAs admitted under the worker stream compared to those admitted under the student stream, these differences are attributable to the characteristics (e.g., skill level, education, work experience) of individuals within these streams.

Employment earnings were considered to further assess the extent to which CEC PAs were establishing economically in Canada. On average, CEC PAs reported over \$60,000 in employment earnings in each of the first three years following their admission as permanent residents, with those admitted under the worker stream earning over two times more than those admitted under the student stream.⁴⁴ In addition, CEC PAs earned, on average, more than their economic immigrant counterparts admitted under the PN and FSW programs, although the gap in earnings diminished over time (see Table 4.6).

Table 4.6: Average Employment Earnings of Immigrant Tax Filers by Years since Admission and Immigration Category (2009 to 2012)

Category	Landing year	Years since admission		
		1	2	3
Worker stream	\$92,000	\$99,000	\$111,000	\$95,000
Student stream	\$39,000	\$42,000	\$45,000	\$47,000
CEC	\$62,000	\$65,000	\$70,000	\$62,000
FSWs	\$29,000	\$39,000	\$46,000	\$51,000
PNs	\$41,000	\$46,000	\$50,000	\$54,000

Note: Principal applicants only.

Source: IMDB 2012

⁴³ The notion that individuals admitted under the CEC student stream might initially obtain jobs below their skill level, but have career trajectories comparable to those of Canadian graduates, was raised in the interviews. However, given that the CEC was still relatively new at the time of the evaluation, there were not sufficient years of data to support a longer-term analysis assessing the career progression of CEC PAs admitted under the student stream.

⁴⁴ While average earnings for CEC PAs (student and worker streams) increased until two years after admission, there was a decrease at three years for the worker stream. This decrease is likely due to the fact that only the first CEC cohort (i.e., those who were admitted in 2009) had been permanent residents for three years at the time of the analysis for the evaluation. Admission data showed that the 2009 CEC cohort is comprised of a large percentage of PAs admitted under the student stream (70.1%), for whom the evaluation has shown a tendency for lower earnings compared to PAs admitted under the worker stream. The 2009 cohort in the IMDB included 510 CEC PAs admitted under the worker stream and 1,185 admitted under the student stream.

Subsequent regression analyses of the survey data further clarified the differences in earnings between CEC PAs admitted under the student and worker streams. Results showed that the difference in earnings between the student and worker streams for the CEC PAs surveyed was largely attributable to differences in: (1) the skill level (e.g., NOC 0, A, B) of the employment that they obtained; (2) the amount of overseas and in-Canada work experience that they had accumulated; (3) their education level; and (4) their age composition.⁴⁵ Once these factors were introduced into the analysis, the difference in earnings between the two CEC streams no longer remained significant.

Regression results showed that higher earnings were significantly associated with:

- NOC 0 and A occupations (when compared to NOC C and D occupations);⁴⁶
- Having more overseas work experience prior to becoming a permanent resident;
- Having more Canadian work experience prior to becoming a permanent resident;
- Having a university-level education; and
- Being somewhat older (between 36 and 45 years of age).⁴⁷

While these effects on earnings were significant for most factors throughout the two-year period considered in the analysis, the effects associated with work experience were only significant during the first year following admission as a permanent resident in Canada. Although overseas and in-Canada experience were both positively associated with earnings within the first year as a permanent resident, regression results showed a higher return on the years of Canadian work experience accumulated compared to the overseas work experience.

4.5. Social Integration

Finding: In general, principal applicants under the CEC are integrating socially and are satisfied with their lives in Canada.

The evaluation also examined the social integration of CEC PAs to better understand how the Canadian experience, accumulated as temporary residents, either as foreign workers or international students, had contributed to their integration into Canadian society.

4.5.1. Adjustment to Life in Canada

Most CEC PAs surveyed indicated that their previous experience in Canada as temporary residents had contributed to the social networks they had established in Canada through work (80.2%) and outside of work (77.7%), to adjusting to life in Canada (85.8%) and to feeling a sense of belonging to the country (85.6%). In addition, a little under half (48%) of CEC PAs surveyed indicated that they had not experienced any difficulties since becoming permanent residents. This proportion was consistent for both CEC streams. Of those who identified difficulties, missing

⁴⁵ Differences in earnings were also related to whether individuals were pursuing education while working, gender, province of work and the world area in which the individual was born. These results are discussed in the Extended Evaluation Report.

⁴⁶ The size of the effect on earnings was strongest for the skill level of the job.

⁴⁷ Although CEC PAs aged 18 to 35 years at landing had significantly higher earnings than those aged 45 years of age or above, it was the CEC PAs aged 36 to 45 years of age who had the highest earnings.

social or family support was the most frequently reported difficulty (31.1%), followed by finding an "adequate" job (23.8%).⁴⁸

Findings from the survey of CEC PAs were consistent with results from the other surveys of educational institutions and employers, as well as the interviews. Many educational institutions surveyed felt that it may be easier for international students (compared to other skilled workers who did not study in Canada) to settle economically and socially in Canada, and most employers surveyed indicated that CEC employees adapted well to their work environment. It was also noted in the interviews that CEC PRs would have already faced integration challenges while they were temporary residents, and that their previous experience as temporary residents would have been beneficial.

Overall, when asked to reflect on their lives in Canada, most CEC PAs surveyed (79.2%) indicated that they were satisfied with how their life was progressing in Canada, and the vast majority (97.9%) indicated that if they had to make the decision again, they would become a permanent resident of Canada.

4.5.2. Use of CIC Settlement Services

An analysis of data from CIC's iCAMS and iCARE systems showed that most (92.2%) CEC PAs had not accessed CIC settlement services after becoming permanent residents, further supporting the notion that previous experience in Canada may help ease integration once admitted as a permanent resident. Moreover, compared to other economic immigrants, CEC PAs accessed settlement services the least frequently. Only 7.8% of CEC PAs had used settlement services, compared to 31.0% of PN PAs and 44.7% of FSW PAs.

Of the CEC PAs who had accessed CIC settlement services, the most frequently used types of services were needs assessment and referral services (77.6%), and information and orientation services (76.9%). A much smaller proportion accessed services either related to language (assessment and/or training) (22.9%) or employment (short-term and/or long-term) (20.5%). In contrast, 47.3% of FSW PAs and 57.5% of PN PAs had accessed services related to language, while 52.9% of FSW PAs and 25.7% of PN PAs had accessed services related to employment.

Therefore, few CEC PAs were accessing settlement services, but when they did, they did not tend to rely heavily on services related to employment or language. These findings suggest that the CEC eligibility criteria (Canadian work experience and official language capacity) are successful in selecting people who settle easily in Canada, and do not need very much settlement assistance.

⁴⁸ Additional information from the survey of CEC PAs on their adjustment to life in Canada, as well as their attachments to Canada, including family and home ownership, are provided in the Extended Evaluation Report.

4.6. Interprovincial Mobility, Intentions to Stay and Canadian Citizenship

Finding: Almost all principal applicants under the CEC stay in their province of intended destination and there is an indication that most intend to stay in Canada and obtain citizenship.

The CEC aims to not only attract, but also retain skilled workers in Canada. Although too early in the life of the CEC to measure out-migration from Canada, retention was explored through an assessment of the interprovincial mobility of CEC PAs within Canada using the IMDB, as well as through an analysis of survey data on the intentions of CEC PAs in relation to their continued residence in Canada and citizenship acquisition.

4.6.1. Interprovincial Mobility

The analysis of interprovincial mobility compared CEC PAs' intended province of destination at landing (where they intended to establish) to their province of residence (where they resided) in 2012. The analysis showed that 95% of CEC PAs were residing in their province of intended destination in 2012, with no differences between the CEC streams. Retention rates were however found to vary by province. While Ontario, Alberta and British Columbia had retention rates of about 95% for CEC PAs, retention was lower in the Atlantic (75.6%), as well as in Manitoba and Saskatchewan (76.7%).

Although most were residing in their province of intended destination in 2012, the retention rates for PAs admitted under the FSW program and the PNP (87.6% and 88.8% respectively) were lower compared to the retention rate for PAs admitted under the CEC.

4.6.2. Intentions to Stay in Canada and Obtain Citizenship

To further assess whether CEC PAs are likely to remain in Canada, the survey of CEC PAs asked respondents about their plans to remain in Canada. Survey results indicated that 88.5% of CEC PAs intended to stay in Canada with no intentions of leaving, while 3.0% intended to live in Canada for some time and then return to their home country, about 1% were intending to move to another country and 7.5% did not know their plans. No significant differences were found between CEC streams in terms of intentions of staying in Canada.

Citizenship acquisition was also examined in the survey of CEC PAs to assess their plans to stay in Canada, and found that that 87% of CEC PAs surveyed had obtained, applied or intended to apply for Canadian citizenship. The most common reason given by those not intending to apply for Canadian citizenship was that their current country of citizenship did not allow for dual citizenship. No significant differences were found between the CEC streams in terms of citizenship acquisition.

5. Performance - Program Management and Resource Utilization

5.1. Program Resources

Finding: CEC total program costs have increased over time, corresponding to increasing application intake and processing demands, reflecting growth in the program.

Administrative data showed that the volume of applications received, as well as program resources, grew over time, with a substantial increase between FY 2012/13 and FY 2013/14. During this timeframe, the number of applications received increased by 76.3% and program costs increased by 121.9% (see Table 5.1).

Table 5.1: Total Program Costs and Applications Received for the CEC by Fiscal Year

	FY 2009/10	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14
Total program costs*	\$2.528M	\$2.129M	\$4.459M	\$6.645M	\$14.746M
Total applications received**	4,931	5,065	6,726	9,340	16,470

* Total program costs take into account various costs associated with program delivery, program management and departmental support processes internal and external to CIC. They do not, however, represent the full Government of Canada costs, as they do not include all CIC and other government department (OGD) costs.

** The number of applications received for FY 2010-11 may be inconsistent due to the transition of application processing from the visa office in Buffalo to Centralized Processing Centre (CPC) Ottawa

Source: CIC, CMM (February 6, 2015); CIC operational statistics (February 24, 2015).

According to program documentation, the rapid growth in CEC application intake during this period can be attributed, in part, to changes to program regulations in January 2013, which decreased the amount of work experience required to qualify under the CEC. It was also recognized as having led to the creation of an inventory, as well as increased processing times, for the program.⁴⁹ In fact, operational data show that the CEC inventory more than doubled between 2012 and 2013, increasing from 9,523 to 21,889 persons.⁵⁰ As a result, a cap was introduced on CEC application intake, beginning in 2013. The annual cap was intended to prevent intake from exceeding the processing capacity of the department, and prepare for the implementation of the new Express Entry application management system.⁵¹ Correspondingly, in 2014, the inventory decreased by 14.1% to 18,794, suggesting that the cap in conjunction with increased resources between FY 2012-13 and FY 2013-14 helped reduce the inventory and better manage resources for application processing.

While CIC interviewees generally believed CEC resource levels to be adequate, some mentioned the lack of permanent funding, which has been challenging. It was noted that CEC processing staff at Centralized Processing Centre Ottawa (CPC-O) were either engaged on contract or on assignment, resulting in ongoing staff turnover. However, at the time of the evaluation, the CEC had recently been approved for permanent funding. Additional funding was secured in conjunction with the new Express Entry system in order to better align processing capacity within the CIC network to respond to CEC growth and service standard commitments.⁵²

⁴⁹ Program foundational documents.

⁵⁰ CIC operational statistics (January 13, 2015).

⁵¹ Canada, CIC (2014) *Annual Report to Parliament on Immigration 2014*.

⁵² Program foundational documents.

5.2. Program Information, Coordination, Tools and Training

Finding: Information, coordination, training and tools adequately support program management and delivery.

Various informational resources and coordination mechanisms were identified in the interviews with CIC representatives, which were believed to adequately support the management of the program. While the information available to CIC was generally described as sufficient, a tendency to rely on anecdotal information, occasional delays in the receipt of statistical information, and a desire for a more formalized flow of information were also noted in the interviews with CIC representatives. It was also suggested that the formalization of some working-level mechanisms could help enhance program coordination. More information on the information and coordination mechanisms available to manage the program is provided in the Extended Evaluation Report.

Tools and training have been developed or acquired over time, and were believed to adequately support application processing. Key tools mentioned in the interviews with CIC representatives included the operational manuals 25 and 25A, as well as a specialized tool, called the Assisted Decision Maker Macro (ADMM)⁵³, and a database providing information on Canadian employers.⁵⁴

In terms of training, it was noted that officers processing CEC applications were provided with on-the-job training and mentoring, and that some had taken a portion of the visa officer training, offered by CIC's International Region. However, there was no consistent, standardized training for officers in the Centralized Processing Region (CPR) at the time of the evaluation. While a desire for more formal training was noted in the interviews, the main challenge identified was the high rate of staff turnover⁵⁵, which was linked to challenges in retaining trained staff and building expertise within the CEC, and the need for additional training resources, which was considered to be cost-ineffective.

5.3. Program Integrity

Finding: There are no significant program integrity issues particular to the CEC. Integrity is supported by the program design, and CIC has been proactive in developing strategies to strengthen program integrity.

Many interviewees noted issues that could affect CEC program integrity, including concerns related to the actions of applicants, employers, and immigration representatives (described in more detail in the Extended Evaluation Report). However, it was noted that the magnitude of fraud within the CEC had not been formally established, and perceptions of the extent of program misuse or fraud among CIC interviewees varied. In addition, a review of selected departmental quality assurance reports⁵⁶ found that, where CEC program integrity issues were

⁵³ The ADMM is further described in section 5.4.

⁵⁴ The database on Canadian employers was available for a short time as a pilot in early 2013. Renewed access to the database was provided to officers processing CEC applications, again as a pilot, in 2015.

⁵⁵ At the time of the evaluation, CPC-Ottawa had been relying heavily on temporary staffing measures for the CEC.

⁵⁶ The review examined Quality Assurance (QA) reports submitted between April 2012 and May 2014, which included information related to CEC cases.

observed, they related to single incidents or files, rather than to trends, and were similar to program integrity risks facing the CEC's contributor programs, the TFW and International Student programs.⁵⁷

The key CEC program integrity issue raised in the interviews was the exaggeration of the quality of previous work experience (e.g., applicants or employers misrepresenting low-skilled experience as being in a high-skilled occupation). Program documentation also identified this issue as a concern supporting the introduction of caps and exclusions of various NOC B applications.⁵⁸ However, the percentage of NOC B admissions has increased only slightly over time (from 48.4% of CEC admissions in 2009 to 55.3% in 2014), suggesting that these program integrity concerns have not been realized.

The design of the CEC program helps reduce the risk of some kinds of fraud. It was noted in the interviews that Canadian work and study experience is more easily verifiable, and concentrating processing experience in a small number of officers helps increase awareness of indicators of potential fraud. It was also mentioned that some measures introduced through the revised TFW and ISP regulations could help further reduce CEC program integrity concerns. Various program integrity controls, mechanisms and strategies, in line with CIC's Program Integrity Framework, were observed in the evaluation, and are described in more detail the Extended Evaluation Report.

5.4. Efficiency of Program Delivery

Finding: The CEC design is streamlined, program delivery is centralized and efficient, and application processing is timely.

5.4.1. Program Design and Application Processing

The CEC program design is based on a simple pass/fail assessment, with a small number of eligibility criteria, linked to factors associated with successful integration. Generally, interviewees believed the CEC application process to be streamlined. Several features were noted in the interviews with CIC representatives, including the ability of clients to apply to the program from within Canada, the use of pass/fail criteria (rather than a points grid), the simpler eligibility requirements, and the reduced effort required in assessing Canadian qualifications and experience. Centralization of application processing was also mentioned in the interviews as a key element of the CEC's streamlined process.⁵⁹

In addition, CIC interviewees generally believed the CEC to be delivered efficiently. Although various elements contributing to program efficiency were noted in the interviews, one key innovation mentioned was the development of the Assisted Decision Maker Macro (ADMM). The ADMM is an electronic case assessment tool which guides users through the processing of

⁵⁷ These reports noted incidents of concern related to work permits, immigration representatives, family composition, and employers.

⁵⁸ Program foundational documents; Canada, CIC (2013) *Operational Bulletin 554 – November 8, 2013. Ministerial Instructions: Canadian Experience Class Applications.*

⁵⁹ Application processing for the CEC was first concentrated in Buffalo, New York, and later transferred to CPC-O in 2011. Intake of applications for the CEC program was consolidated at the Central Intake Office (CIO) in Sydney in 2012. A brief description of the application process is provided in the Extended Evaluation Report.

an application. According to program documentation⁶⁰, the use of the ADMM has resulted in savings in time (with time spent by case analysts reduced by close to 50%), fewer mistakes and omissions, and improved case notes.⁶¹

Efficiency of CEC program delivery was also explored in terms of program costs relative to applications processed and processing times (see Table 5.2). Consistent with the streamlined design and process of the CEC, cost per CEC application processed, though increasing over the reporting period, was generally lower compared to the FSW program and PNP⁶². The CEC also achieved considerably better processing times than the FSW program, and on par or better processing times than the PNP, even though not meeting its service standard (80% of cases processed within 10 months) overall during the 2009-10 to 2013-14 period. Furthermore, many CEC PAs surveyed (71.0%) indicated that they were satisfied with the amount of time it took to process their application.⁶³

Table 5.2: Resource Utilization by Fiscal Year for the CEC, FSW and PN Programs

Resource Utilization	FY 2009/10	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14	Overall
CEC Cost per application	\$848.91	N/A	\$620.11	\$1,146.83	\$1,310.46	\$1,042.71
Processing time (months)*	8	13	15	13	13	N/A
FSW Cost per application	\$1,712.08	\$1,680.67	\$2,123.51	\$2,541.57	\$3,627.77	\$2,111.62
Processing time (months)*	40	42	41	37	47	N/A
PNP Cost per application	\$1,161.62	\$845.00	\$1,029.88	\$1,632.60	\$1,572.21	\$1,286.17
Processing time (months)*	12	13	15	17	17	N/A

*Number of months to process 80% of the cases

**CMM data should be considered with a degree of caution as definitions and data collection may be partly responsible for some of the cost fluctuations within classes. Results should be illustrative of overall relativity.

Source: CMM and CIC operational statistics (March 9, 2015)**

As shown in Table 5.2, processing times for the CEC started out low, then increased, but eventually decreased and stabilized in the last two years of observation. At the same time, CEC approval rates ranged from 80% to 85% between 2009/10 and 2013/14; they were higher than FSW approval rates in the first three years of observation, but comparable in the last two years, and not surprisingly, consistently lower than PNP approval rates overall.⁶⁴ Overall, this pattern of results appears to reflect the natural progression of a new program as it stabilizes its processing capacity in the context of increasing intake, expertise and resourcing for application processing.

Therefore, at the time of data collection for the evaluation, the CEC application process was streamlined and timely, and program delivery was relatively efficient. In January 2015, CIC introduced the new Express Entry system, adding a pre-screening step to the CEC application process (see section 5.5 for more information). As with all applications under Express Entry, the

⁶⁰ Canada, CIC (2015) *Deputy Minister's Achievement Award Recipients*. This tool was recognized in 2015 by the Deputy Minister for Business Innovation and Efficiency.

⁶¹ It has also been suggested that with further development, the ADMM may even aid staff in providing an assessment of program integrity indicators in the future. More information related to program efficiency is provided in the Extended Evaluation Report.

⁶² Processing times for the PNP do not include the provincial/territorial component of the application process, and thus, may under-represent overall processing times for the program.

⁶³ More information on the perceptions of CEC PAs surveyed is provided in the Extended Evaluation Report.

⁶⁴ PNP approval rates do not take into account the provincial/territorial part of the application process. Provincial/territorial jurisdictions have more control over selection and decision-making in the PNP. More detailed information on approval rates for the three programs is provided in the Extended Evaluation Report.

new processing target for CEC applications submitted under this regime is 80% of applications within six months or less, while the processing target for CEC applications submitted prior to the introduction of Express Entry remains at 80% of applications within 10 months.

5.4.2. Modernization

As part of CIC's modernization initiative, the department has been shifting from paper-based, place-based processing of applications to an increasingly digital and integrated processing network.⁶⁵ CEC application processing has been centralized since the inception of the program, and CPC-Ottawa, where CEC application processing is currently concentrated, was created in 2010, and implemented, in particular, to support CIC's modernization agenda. It played a pivotal role in supporting the roll-out of GCMS and the restructuring of the North American program delivery network.⁶⁶ While not in effect at the time of data collection for the evaluation, the introduction of e-applications was discussed in the interviews as a potential modernization-related change which would help to increase the effectiveness and efficiency of program delivery.

5.5. Introduction of Express Entry

Finding: The recent introduction of the Express Entry system has changed Canada's overall approach to economic immigration, including application through the CEC; however, it is too early to assess the impact that this new approach will have on the relevance and performance of the CEC.

The Express Entry system was launched on January 1, 2015 as a new process to manage applications for permanent residence in the FSW program, Federal Skilled Trades (FST) program and the CEC, as well as a for a portion of the PNP. Under this system, foreign nationals interested in coming to Canada as economic immigrants create a profile online, and those who meet the minimum criteria for one or more of the designated programs are entered into a pool, assessed and ranked using the Comprehensive Ranking System (CRS)⁶⁷. Individuals with the highest scores are drawn from the pool and issued an Invitation to Apply (ITA), according to a schedule reflecting CIC's levels targets and processing capacity.⁶⁸ While not in scope for the present evaluation⁶⁹, the Express Entry system may have significant implications for the CEC in the future, and is thus examined here in a very preliminary way to offer a few early observations in moving forward.⁷⁰

Initial implementation of Express Entry has seen a relatively large proportion of invitations issued to candidates under the CEC program stream⁷¹, with one round dedicated exclusively to the CEC.⁷² While some concern was raised in the interviews regarding the primacy given job offers under Express Entry, as well as how well CEC applicants would fare under the new system relative to FSW applicants, early indications have been positive. However, there is some evidence

⁶⁵ Internal program documentation.

⁶⁶ Internal program documentation.

⁶⁷ The Comprehensive Ranking System (CRS) is based on various human capital characteristics, such as language, education and work experience, with bonus points given for a provincial/territorial nomination or a job offer supported by a Labour Market Impact Assessment.

⁶⁸ Canada, CIC (2015) *Express Entry Performance Measurement Strategy (DRAFT)*.

⁶⁹ The Express Entry system was launched after data collection had been completed for the evaluation.

⁷⁰ More information on the Express Entry system is provided in the Extended Evaluation Report.

⁷¹ Canada, CIC (2015) *Express Entry Mid-Year Report*.

⁷² Canada, CIC (2015) *Previous Express Entry Ministerial Instructions – Ministerial Instructions respecting invitations to apply for permanent residence under the Express Entry system*.

to suggest that it may become challenging for some CEC candidates to be invited to apply under Express Entry in the future, as more and more candidates do not have qualified job offers and the focus shifts increasingly to the assessment of human capital. The following observations are noteworthy:

- The CIC mid-year report on Express Entry⁷³ indicated that almost all candidates invited to apply in the first four rounds had job offers supported by LMIAs, and that the vast majority were already working in Canada and were familiar with Canada's immigration system.⁷⁴ This is consistent with evaluation findings which suggested that many CEC PAs have been transitioning to permanent residence in the same job that they had as temporary residents.⁷⁵
- Under Express Entry, jobs first acquired as a temporary resident without a LMIA must be assessed against labour market needs in order to qualify for bonus points, making it more challenging for CEC candidates, who often do not have LMIA-supported work permits as temporary residents⁷⁶, to receive bonus points for arranged employment in this new regime.
- The mid-year report on Express Entry also highlighted that invitation rounds since March had seen invitations issued on a more regular basis to candidates without job offers or provincial nominations.⁷⁷ Correspondingly, a review of the first 13 rounds of ITAs showed that, on average, CRS cut-offs were higher (above 600 points) in the first four invitation rounds (average of 812 points), and lower (below 600 points) in subsequent rounds (average of 497 points).⁷⁸
- In terms of human capital, eligibility for the CEC (post 2013 changes) is less demanding than the FSW program relying on two main factors: 12 months of eligible work experience in Canada and official language proficiency. In contrast, eligibility under the FSW program includes a broader assessment of human capital, looking at multiple factors (also applicable under the CRS)⁷⁹, including work experience in and outside Canada, language, education, and age.

Another key consideration for the relevance and performance of CEC in the future is the way in which invitations to apply are issued under Express Entry. Applicants no longer select the program under which they apply, they are invited to apply under the program for which they appear to be eligible. When there is a general round of invitations and candidates appear to be eligible under multiple programs, the Express Entry system automatically invites them to apply under one program. At the time of the evaluation, the following order was being applied: PNP, FSW, CEC and FST.^{80 81} As a result, candidates who may have opted to apply under the CEC in

⁷³ The mid-year report on Express Entry was based on administrative data as of July 6, 2015.

⁷⁴ Canada, CIC (2015) *Express Entry Mid-Year Report*.

⁷⁵ Analysis of survey data showed that 75.0% of CEC PAs surveyed were employed within the same month that they became permanent residents, and correspondingly, 74.7% reported that their first job in Canada as a permanent resident was the same as their main job while working as a temporary resident.

⁷⁶ Analysis of administrative data showed that only 26.2% of CEC PAs (2009 to 2014) intending to work in NOC 0, A, or B occupations had a previous work permit supported by a Labour Market Impact Assessment/Labour Market Opinion.

⁷⁷ Canada, CIC (2015) *Express Entry Mid-Year Report*.

⁷⁸ Canada, CIC (2015) *Previous Express Entry Ministerial Instructions – Ministerial Instructions respecting invitations to apply for permanent residence under the Express Entry system*.

⁷⁹ Canada, CIC (2015) *Express Entry – Comprehensive Ranking System (CRS) Criteria*.

⁸⁰ Canada, CIC (2015) *Express Entry: Invitation to Apply; Canada, CIC (2015) Program delivery update – September 15, 2015 – Update to Express Entry instructions for certain economic permanent residence classes*.

the past, possibly with higher human capital, may be processed as FSW candidates under Express Entry, thus affecting access to the CEC.

In sum, Express Entry has changed how the CEC program is implemented. Under Express Entry, candidates are now assessed and ranked based on their human capital through the CRS, and invited to apply for permanent residence under one of the economic immigration streams based on eligibility and a program hierarchy. As access to the CEC is now, to a large extent, superseded by these new design elements, the human capital profile and economic outcomes of future CEC immigrants processed under Express Entry may be different from those observed in the present evaluation.

⁸¹ This hierarchy is subject to change at any time. The Express Entry instructions in relation to this hierarchy were changed as part of a program delivery update on September 15, 2015 to reflect the order shown in this report. Originally, the program hierarchy was: PNP, FST, FSW, and then CEC.

6. Conclusions and Recommendation

In light of the findings presented throughout this report, the evaluation offers the following conclusions, and proposes a corresponding recommendation for moving forward with the CEC as the department continues to fully implement Express Entry.

There is a need for a quick and simple pathway to permanent residence for international students and temporary foreign workers, as currently provided by the CEC program. While the CEC has similar offerings to the PNP, the program is complementary and consistent with federal roles and responsibilities. The CEC is a small but significant program within CIC's suite of economic immigration programs, bridging Canada's temporary and permanent resident program objectives, and is aligned with GoC priorities to create a fast and flexible immigration system to better meet Canada's labour market needs.

Application intake and admissions under the CEC increased over time, and the CEC has contributed to the supply of skilled workers in Canada. There is now a general awareness of the CEC, and CIC, as well as other stakeholders, have done some promotion to foster this awareness.

At the time of the evaluation, CEC PAs were most often single, with a university education and knowledgeable of at least one of Canada's official languages upon admission. There were also some key differences between the profiles of PAs under the CEC and other economic programs, as well as between the worker and student streams of the CEC. A greater share of CEC PAs were younger and single compared to PAs admitted under the FSW and PN programs, with a greater percentage of those admitted under the student stream (compared to the worker stream) reflecting this profile.

CEC PAs were establishing economically and integrating socially in Canada, with little reliance on social assistance and CIC settlement services. The incidence of employment among CEC PAs in the first few years following admission was higher than that among FSW PAs. CEC PAs, notably those under the worker stream, also, on average, had higher earnings than FSW PAs. Most CEC PAs were accessing the labour market quickly, and were finding employment commensurate with their education, training and expertise. Some had family ties in Canada, and most had plans to stay in Canada, with very little mobility occurring within the country.

Furthermore, CEC program management was sufficiently coordinated, supporting program delivery through adequate information, tools, and training, and program integrity was being maintained. The CEC design was simple, application processing was timely, and program delivery was centralized, relatively efficient and aligned with CIC's modernization initiative.

Overall, the findings of this evaluation are positive. The CEC has been successful in achieving its intended outcomes, providing a timely pathway to permanent residence for skilled immigrants who are able to successfully integrate in Canada. However, Canada has now changed its overall approach to economic immigration through the introduction of Express Entry. Under Express Entry, CEC program implementation could lead to the selection of CEC candidates with a human capital profile and resulting economic outcomes that are different from those observed in the current evaluation, and thus, may have implications for the continued relevance and performance of the CEC program in the future.

Recommendation: Given that implementation of the CEC program under Express Entry differs from the program approach considered in the current evaluation, it is recommended that CIC monitor the human capital profile of CEC candidates processed under Express Entry, relative to CEC candidates processed prior to its introduction, as well as candidates assigned to the other economic immigration streams under Express Entry, to assess the continued relevance and performance of the CEC.

Appendix A: Profile of CEC Principal Applicants

Table A-1 summarizes the socio-demographic characteristics of CEC PAs arriving in Canada from 2009 to 2014. For CEC PAs who applied prior to the 2013 program changes, separate profiles have been developed for CEC PAs admitted under the worker and student streams. Characteristics of CEC PAs are also contrasted with those admitted through other comparable economic immigration programs, namely the Federal Skilled Worker (FSW) and Provincial Nominee (PN) programs.

Table A-1: Characteristics of Principal Applicants (2009-2014) by Immigration Category

Characteristics at Time of Admission		Worker	Student	Merged program	CEC overall	FSWs	PNs
Gender	Male	75.8%	53.7%	66.3%	64.6%	63.1%	67.3%
	Female	24.2%	46.3%	33.7%	35.4%	36.9%	32.7%
Age	Total Number	8,994	11,030	12,652	32,676	126,472	97,784
	18-25	2.4%	24.3%	13.9%	14.2%	1.7%	9.0%
	26-35	55.0%	71.8%	65.6%	64.8%	48.1%	48.5%
	36-45	30.1%	3.4%	16.1%	15.6%	36.2%	29.5%
	46-55	9.8%	0.4%	3.6%	4.2%	13.0%	11.4%
	56+	2.7%	0.1%	0.8%	1.1%	0.9%	1.5%
	Total Number	8,994	11,030	12,652	32,676	126,472	97,784
Marital Status	Single	41.6%	87.4%	66.7%	66.8%	27.3%	41.9%
	Married/Common law	54.7%	11.6%	31.8%	31.3%	70.5%	55.4%
	Separated, Divorced, Widowed	3.7%	1.0%	1.6%	2.0%	2.3%	2.7%
	Total Number	8,993	11,030	12,652	32,675	126,469	97,784
Education	0-9 years of schooling*	19.8%	16.4%	2.0%	11.8%	6.2%	10.9%
	10-12 years of schooling	4.4%	0.0%	2.3%	2.1%	0.2%	8.9%
	13+ years of schooling	4.5%	2.7%	8.1%	5.3%	0.9%	4.9%
	Trade certificate	5.4%	0.8%	5.3%	3.8%	1.9%	9.8%
	Non-university diploma	9.8%	18.1%	11.4%	13.2%	7.4%	13.1%
	Bachelor degree	32.8%	49.9%	49.6%	45.0%	39.8%	38.9%
	Master's degree	15.0%	11.1%	17.2%	14.5%	37.0%	11.6%
	Doctorate	8.3%	1.0%	4.2%	4.2%	6.7%	1.8%
Total Number	8,994	11,030	12,652	32,676	126,472	97,784	
Official Languages	English	90.8%	95.0%	94.6%	93.7%	83.8%	88.0%
	French	0.2%	0.1%	0.0%	0.1%	0.6%	0.2%
	Both	7.9%	3.9%	5.1%	5.5%	7.3%	3.4%
	Neither	1.1%	1.1%	0.2%	0.8%	8.4%	8.4%
	Total Number	8,994	11,030	12,652	32,676	126,472	97,784
Intended Province of Destination	Atlantic	1.4%	1.7%	1.5%	1.5%	1.6%	9.8%
	Ontario	49.8%	64.5%	57.1%	57.6%	62.6%	5.6%
	Manitoba	0.7%	0.4%	0.6%	0.6%	1.0%	25.8%
	Saskatchewan	0.8%	0.6%	1.6%	1.0%	0.9%	18.9%
	Alberta	31.2%	14.9%	23.7%	22.8%	15.8%	21.7%
	BC	15.9%	17.7%	15.5%	16.3%	18.0%	17.6%
	Territories	0.2%	0.1%	0.2%	0.2%	0.1%	0.7%
Total Number	8,994	11,030	12,652	32,676	126,472	97,784	

Note: Percentages may not total 100% due to rounding.

*A significant share of CEC PAs fall within the lowest education category (0 to 9 years of schooling). However, data issues were reported starting in 2011 related to this field. For most of the PAs flagged in this category, it is expected that the value they have on this field reflects missing values on education instead of people with no education (i.e., missing values were assigned the value of 0 in the system, causing these observations to be coded as people with the lowest level of education. The issue with the level of education field applies to all PR immigration classes, and not only to the CEC. As such, data on education should be used with caution, and are only indicative.

Source: GCMS and FOSS

Administrative data showed that CEC PAs tend to be single (66.8%), males (64.6%) and between 26 to 35 years of age upon admission (64.8%). In addition, many have a university degree upon admission as a PR (63.7%), and almost all (99.2%) report knowing English and/or French when they become a permanent resident. About half of the CEC PAs admitted were either born in China (22.3%), India (19.7%) or the Philippines (6.4%). Over 95% of CEC PAs were intending to settle in Ontario (57.6%), Alberta (22.8%) or British Columbia (16.3%) when they obtained their permanent residence in Canada.

There are some differences by CEC stream. A greater percentage of CEC PAs admitted under the worker stream (75.8%) are males (compared to 53.7% for the student stream). Those admitted under the student stream are generally younger, with 96.1% being between 18 and 35 years of age upon admission (compared to 57.4% for the worker stream). A larger proportion of CEC PAs admitted under the student stream (87.4%) are also single when they become permanent residents (compared to 41.6% for the worker stream). Although a relatively similar share of CEC PAs have a university degree upon admission for both streams (56% for the worker stream, and 62% for the student stream), a greater percentage of those admitted under the worker stream have a graduate degree (23.3%, compared to 12.1% for the student stream).

In addition, while those admitted under the two streams tend to come from different countries, they tend to settle in the same areas of Canada. The top three countries of birth for PAs admitted under the worker stream are India (20%), the Philippines (10.5%) and the United Kingdom (10.4%), while those admitted under the student stream come from China (45.6%), India (11.7%) and the Republic of Korea (5.9%). CEC PAs under both streams mainly intend to reside in Ontario, Alberta and British Columbia. However, a greater proportion of those admitted under the student stream intend to settle in Ontario (64.5% for the student stream versus 49.8% for the worker stream), while a greater proportion of those admitted under the worker stream intend to settle in Alberta (31.2% for the worker stream versus 14.9% for the student stream).

In comparing the socio-demographic profile of PAs admitted under the CEC to the profile of those admitted under the FSW program or the PNP, key differences were noted. Those admitted under the FSW program and the PNP tend to be older, with respectively 50.1% and 42.4% aged 36 or older upon admission, compared to 20.9% of those admitted under the CEC. In addition, a greater percentage of FSW (70.5%) and PN PAs (55.4%) are married compared to 31.3% of those admitted under the CEC. While a larger share of FSW PAs have a university education (83.5%), a smaller share of PN PAs have this level of education (52.3%) compared to their CEC counterparts (63.7%). Finally, a slightly smaller proportion of FSW and PN PAs reported speaking English and/or French upon admission, with 8.4% of PAs admitted under both programs reporting not knowing either of Canada's official languages upon admission (compared to less than 1% of CEC PAs reporting no official language capacity).

Appendix B: Logic Model for the Canadian Experience Class

