



F-1272274

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MEMORANDUM TO THE MINISTER

CATEGORIES AND APPROACH TO SELECTION IN EXPRESS ENTRY

FOR DECISION

SUMMARY

- The purpose of this memorandum is to seek your decision on 1) the recommended economic goals, categories and associated Invitation to Apply (ITA) targets for category-based selection rounds in Express Entry in 2023, and 2) the recommended approach to launch category-based selection and achieve those targets.
- The recommended goals and categories would maintain Express Entry's focus on inviting individuals with high human capital while also helping to: 1) address expected occupation shortages from 2022 to 2031 in health and education occupations, natural and applied sciences and related occupations, and trades, transport and equipment operators, sales and related occupations; and 2) support economic growth through Francophone immigration in alignment with the Action Plan for Official Languages and the Africa Strategy.
- We recommend that you approve the recommended economic goals, categories and targets select Option 1 for the approach to launch category-based selection by checking the "I concur" box and signing this memorandum by April 12, 2023 to help ensure that the Ministerial Instructions, which are a legal requirement to administer category-based selection invitation rounds, are in place to allow for the first round by May 2023.

BACKGROUND:

- To ensure that the Express Entry system is more responsive to Canada's changing economic and labour market needs, while building on the human capital approach that has been a hallmark of Canada's successful economic immigration system, the *Immigration and Refugee Protection Act* was amended in June 2022 to grant the authority to the Minister of Citizenship and Immigration to issue Express Entry invitations to apply for permanent residence on the basis of eligibility for a category (category-based selection).
- To meet legislative requirements, a category must support an economic goal. There is also a requirement to engage in a public consultation process, based on written submissions from provincial and territorial partners and stakeholders. At the end of each fiscal year, the Department must table a report containing the list of categories, the selection criteria, and the process applied for the establishment of those categories to each House of Parliament.

- The Department currently plans to issue over 100,000 invitations to apply in 2023 (subject to change at any time), in order to meet the 2023 admissions target and set ourselves up well to meet 2024 admission targets. Currently, the size and frequency of invitation to apply rounds are determined based on annual Levels targets and progress towards those targets. With the introduction of category-based selection and associated targets, invitation to apply round planning will also need to take into consideration those targets.

PROPOSED APPROACH:

Economic Goals, Categories and Targets

- Further to a briefing with you on November 17, 2022, and subsequent public consultations (See Annex C for results), the Department is recommending that the two following economic goals be pursued through category-based selection in 2023:
 - Supporting economic growth through Francophone immigration outside Quebec; and
 - Contributing to Canada's long-term economic success by improving the responsiveness of federal skilled immigration to the labour market.
- The Department is recommending the following four categories and targets to support these goals. Category eligibility criteria was purposely designed for simplicity, to facilitate the development of the Ministerial Instructions required to administer the rounds; to reduce the risk of IT errors; and to facilitate communication to candidates about eligibility. Detailed information on the proposed categories can be found in Annex A.

Category (#1) - Foreign nationals who have demonstrated intermediate French proficiency

- **Economic goal:** Supporting economic growth through Francophone immigration outside Quebec.
- **Rationale:** According to a 2021 report by the Labour Market Information Council, entitled *Under Pressure: Estimating the Demand and Supply for Bilingual Workers in Canada*, even with high unemployment, employers report difficulty finding qualified skilled workers to fill vacancies, including positions requiring both official languages. In addition, the *Evaluation of the Immigration to Official Language Minority Communities Initiative* found that employment incidence for French-speaking economic principal applicants is higher than other economic principal applicants.
- **Category definition:** Express Entry candidates who have French language test results demonstrating a competency of Niveaux de compétence linguistique canadiens 7 or above in all four language abilities. This approach aligns with the Express Entry requirement for additional points for French proficiency and evidence that higher French-language skills are associated with stronger economic outcomes.
- **Target:** The recommended target range is 11-15% of invitations to apply. This would represent a considerable increase over 2022, in which eligible candidates received 10% of invitations to apply, and 5% in 2019. Admissions of French-proficient candidates through Express Entry will also support the Department in meeting the current target of minimum 4.4% of immigrants outside Quebec to be French-speaking by 2023 and to contribute to anticipated increases to the target.

Categories (#2, 3 and 4) - Workers with experience in occupations that are in shortage

- **Economic goal:** Contributing to Canada's long-term economic success by improving the responsiveness of federal skilled immigration to the labour market.

- **Rationale:** Job vacancies have considerably increased as the Canadian economy recovers from the COVID-19 pandemic, including chronic shortages which permanent immigration is better-placed to address than temporary immigration. According to ESDC, as of 2021, there were twice as many occupations in shortage compared to 2019. All recommended occupations have been identified by ESDC as occupations where shortages are expected between 2022-2031. Many employers in Canada report difficulty in finding workers to fill jobs, which can result in labour cost pressures, employee turnover, and missed revenue gains. Increasing invitations to apply to candidates with work experience in these occupations will also help to address shortages in Health Human Resources the Industry Strategy (outlined in the Industry Strategy Council's report titled Restart, Recover, and Imagine Prosperity for all Canadians) and Canada's National Housing Strategy. The focus on STEM professions will also contribute to Canada's low-carbon and clean technology strategy as announced in Budget 2023.
- **Category Definition:** Express Entry candidates with six months work experience, in the last three years, in one of the occupations in shortage (see Annex A for specific occupations) within the following groups of occupations:
 1. Health and education occupations;
 2. Natural and applied science and related occupations; and
 3. Trade, transport and equipment operators, sales and related occupations
- **Targets:**
 - Health and education occupations = 9-12% of invitations to apply (compared to 4.8% in 2019 and 4.5% in 2022);
 - Natural and applied science and related occupations = 28-31% of invitations to apply (compared to 29.5% in 2019 and 28.8% in 2022); and
 - Trade, transport and equipment operators, sales and related occupations = 5-8% of invitations to apply (compared to 1.6% in 2019 and 3.0% in 2022).

Approach to launch Category-Based Selection

- The target proportion of invitations to apply for each category will be set on an annual basis. A combination of general rounds, program-specific rounds, and category-based selection rounds would be used to meet these targets. Progress toward the achievement of annual targets would be actively monitored and internally reported on a monthly basis. Target ranges will be set by calendar year to align with immigration levels targets and will be reviewed annually, while noting that 2023 invitation target ranges will spill over into 2024 admissions.
- The Department recommends the following approach to launch category-based selection:
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Higher CRS scores are linked to stronger economic outcomes in Canada.

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CONSIDERATIONS:

- Impacts on former international students and temporary foreign workers: Based on a simulation exercise conducted earlier this year, it is expected that the proportion of former international students and former temporary workers who are invited to apply will moderately decrease due to category-based selection, as a greater proportion of French-proficient candidates and those with work experience in occupations expected to be in shortage are living outside Canada, and the contributions of International Students and Post-Graduation Work Permit holders are already being made to the economy (i.e. not net new) (see Annex B for additional details).
- Impacts on candidates with job offers: Based on the simulation, it is expected that candidates with an offer of arranged employment in a management occupation will have a slightly increased chance of receiving an invitation to apply, while candidates with an offer of arranged employment in other occupations will have a slight reduction in their chance of receiving an invitation to apply.
- Gender-Based Analysis Plus considerations: In the past, Express Entry has been criticized for prioritizing privileged forms of human capital (e.g. post-secondary education, experience in managerial positions). The proposed categories will give greater weight to other factors (French-language proficiency, experience in occupations expected to be in shortage), which may contribute to greater diversity in economic permanent residents. Based on the simulation exercise that was conducted using 2019 pool data, it is expected that category-based selection will have a small positive impact on the proportion of women who are invited to apply (See Annex B). In addition, it is expected that category-based selection will further diversify source countries (e.g. including non-European countries in the Francophonie), and increase the number of invitations to apply being issued to candidates who are currently outside of Canada.
- Potential for inaccurate/ fraudulent profiles: Express Entry manages immigration selection for candidates intending to live outside of Quebec. Prioritizing French proficient candidates in Express Entry could encourage Quebec residents who do not have a genuine intent to leave Quebec, to apply for permanent residence via Express Entry. With respect to categories to address occupational shortages, this can be expected to increase candidate profiles with non-genuine work experience. For example, Occupation- or NOC-jumping (or dropping) occurs when clients either overstate or understate their duties to fit prioritized occupations. This can also encourage duplicate profile creation. Such fraud could be exacerbated through unscrupulous immigration representatives. These trends were observed in the administration of the permanent residence pathway for essential workers. Such risks can be mitigated through active monitoring of trends and officer assessment.

s.14(a)

s.14(b)

s.21(1)(b)

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The Department is aware of the risk of unconscious and systemic bias in decision making and has procedures in place to ensure procedural fairness.

- CRS Score: With the introduction of category-based selection, modelling indicated that we can expect to see a drop of approximately 10% in average total CRS score (core CRS, plus bonus points, such as Canadian education, job offer), with an approximate drop of 5% in core CRS (i.e., human capital characteristics, such as level of education, or language proficiency) (see Annex B). Reduction in minimum CRS scores will likely help to widen source country and occupational diversity, but could also negatively impact economic outcomes since higher scores are correlated with stronger economic outcomes, including higher wages, and higher incidence of employment.
- Pool replenishment:

Previous experience, however, has demonstrated that favouring certain candidate attributes (e.g. French proficiency) leads to an increase in profile submissions by candidates with those attributes and it is anticipated that the rate of pool replenishment would be sufficient to meet demand.

- IT Systems: In order to allow for sufficient testing of the IT functionally, the first category-based selection round could take place three weeks after the approval of this memo.

Occupation-based categories are more complicated to implement than the French-proficient category. Although the Department will practice running each type of category-based selection round, both in a test environment and in a live environment after the IT functionality is in place, the impact of potential errors necessarily rises with the complexity of the category and the size of the round.

- Operational Implications: The April IT release will not include the ability to verify a minimum duration of work experience for occupation based rounds. Until the August release, applications will need to be manually verified to determine the duration of work to meet the category requirements. Those that do not will be returned to the applicant with their fees. Clear communications will be developed to advise invited clients.
- PI impacts:
- Category-Based Selection to Address Regional Needs: As discussed with you earlier this year, category-based selection can be leveraged address a range of economic goals, including regional immigration to support labour markets and communities outside of major population centres, and This would complement existing measures such as the Provincial Nominee Program, the Atlantic Immigration Program, and the Rural and Northern Immigration Pilot.

s.14(a)

s.14(b)

s.21(1)(b)

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CONSULTATIONS:

- **Provinces and territories:**

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- **Stakeholders:** Participants in the public consultations on *Enhancing Express Entry through category-based selection to better meet Canada's evolving economic needs*, which took place November 2022 to January 2023, noted high vacancies in healthcare, skilled trades, hospitality, IT, and agriculture and expressed strong support for categories to transition former international students and temporary foreign workers to permanent residence. There was also support indicated for a category for French-speaking and bilingual candidates. A report on the consultations that will be made public can be found in Annex C.

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- **Other government departments:** The Department sought input from ESDC, Health Canada, Transport Canada, Agriculture and Agri-Food Canada, Natural Resources Canada, and Innovation, Science and Economic Development Canada.

LEGAL CONSIDERATIONS:

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RESOURCE IMPLICATIONS:

- Implementation will be managed within existing resources.

COMMUNICATIONS IMPLICATIONS:

- Issues related to Express Entry typically attract a fair amount of media coverage and social media discussion. Recently, there has been steady interest from stakeholders and clients on the upcoming changes to the system, namely category-based selection. While factual and neutral, coverage has primarily focused on the details of category-based selection and when it will be implemented. It is expected that having categories that support the Department's Francophone immigration targets and labour market responsiveness will be of particular interest to media and stakeholders, particularly following the recent funding announcement by the Prime Minister to support the Canadian health care system and address country-wide health human resource shortages.
- A proactive communication approach is recommended to build public awareness of the change and provide current and potential clients time to update their existing profiles and create new ones, prior to the first category-based selection round. A Ministerial announcement in spring 2023 is proposed to outline the categories selected for this year's category-based selection rounds. The announcement would be supported by a full suite of communications products, including a news release, social media graphics and posts, web updates and a SMART message to existing candidates. Timing of the initial announcement will be adjusted based on the readiness of the Ministerial Instructions, and the IT system. Additionally, ongoing communication opportunities, to mark each round, could be used to highlight how category-based selection is helping to address local labour shortages, in specific sectors. It is recommended that PTs be advised prior to any announcement.

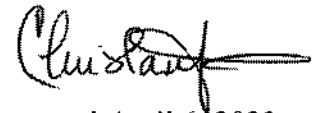
RECOMMENDATIONS:

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s.21(1)(b)

NEXT STEPS:

- Once a decision on categories has been made, the Department will notify PTs through the Forum of Ministers Responsible for Immigration. The Department will continue to work with PTs on the roll-out of category based selection and to explore future improvements, and to advance the necessary IT system changes.
- Operations will develop additional instructions for category-based selection rounds to be added to existing Program Delivery Instructions for programs administered through Express Entry. In addition, officers will be trained on the running and monitoring of category-based selection rounds. Comprehensive IT testing and troubleshooting will also be performed.
- The Department anticipates being able to conduct a first category-based selection round in May 2023; this timeline would allow the Department to provide advance notice to Provinces and Territories, and for testing of IT functionality.
- Ministerial Instruction templates will be prepared for each category and will be administratively authorized through your delegated authority.



DM e-approved April 6, 2023

Christiane Fox
Deputy Minister

Scott Harris
Associate Deputy Minister

Economic Goals, Categories and Targets:

Approach to launch category-based selection:



The Hon. Sean Fraser, P.C., M.P.
Minister of Immigration, Refugees and Citizenship

Annexes (3):

- A: Analysis of Proposed Categories
- B: Category-Based Selection Round Simulation
- C: What We Heard Report

Annex A: Analysis of Proposed Categories

Category for foreign nationals who have demonstrated intermediate French proficiency

Economic goal: Supporting economic growth through Francophone immigration outside Quebec.

Target:

- The target range is recommended at 11-15% of invitations to apply. This would represent a considerable increase over 2022, in which eligible candidates received 10% of invitations to apply, and 2019 in which eligible candidates received 5% of invitations to apply.

Rationale:

- Canadian employers report difficulty finding qualified skilled workers for positions requiring the capacity to communicate effectively in both official languages. According to a 2021 report by the Labour Market Information Council, entitled *Under Pressure: Estimating the Demand and Supply for Bilingual Workers in Canada*, even amid recently elevated unemployment rates, employers report difficulty finding qualified skilled workers to fill key vacancies, including positions requiring the capacity to communicate effectively in both official languages. In addition, the *Evaluation of the Immigration to Official Language Minority Communities Initiative* found that employment incidence for French-speaking economic principal applicants is higher than other economic principal applicants.
- The importance of language rights is clearly recognized in the Constitutional Framework and is anticipated to be reinforced through Bill C-13, which has been tabled in Parliament. Unmet needs for bilingual workers can negatively affect the ability to offer essential public services, such as education and health, in an individual's language of choice. In other cases, a lack of French capacity can dampen the services provided by non-profit organizations and limit Canada's access to foreign markets and capacity to cultivate important economic partnerships.

Consultations:

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- Stakeholders expressed support for a category for French proficient candidates in recently concluded consultations. When asked whether the further promotion of Francophone immigration through Express Entry would help address economic needs or labour shortages,

a small majority of respondents (54%) indicated their support; however, a considerable proportion also indicated that either the category would have no impact (20%), or that they were unsure (22%). When dividing responses according to region, respondents from British Columbia and Alberta were least supportive (with 35 and 42% expecting there to be an either strongly positive or somewhat positive impact, respectively). Despite benefits for the economy across Canada, for these respondents, the selection of Francophone and bilingual workers is not expected to generate significant impacts outside of Francophone minority communities. For those who are supportive of using category-based selection to fill labour gaps in Francophone minority communities however, the most pressing needs were identified in healthcare, tourism and hospitality, and education. In addition, participants placed significant importance on the potential for such a category to advance non-economic objectives. For instance, participants described continued barriers for French-speaking minorities to access services in their first language, and pointed to the further promotion of Francophone immigration through category-based selection as a potential solution.

Implementation:

- Express Entry candidates who have French language test results demonstrating a competency of NCLC 7 or above in all four language abilities would be eligible for this category. This approach aligns with the Express Entry requirement for additional points for French proficiency and evidence that higher French-language skills are associated with stronger economic outcomes.
- Currently, official language information, including skill level, is collected from Express Entry applicants. The proposed category eligibility is focused on language skill levels, verified through an accredited test, to ensure that IRCC officers can easily assess category eligibility.
- Annual reporting will include a summary of invitations to apply to candidates with NCLC 7 test results in all four language abilities.

Considerations:

- **Francophone Immigration Target:** Part VII of the *Official Languages Act*, subsection 41(1) states that “The Government of Canada is committed to enhancing the vitality of the English and French linguistic minority communities in Canada and supporting and assisting their development; and fostering the full recognition and use of both English and French in Canadian society.” Subsection 41(2) underlines that “every federal institution has the duty to ensure that positive measures are taken for the implementation of the commitments under subsection (1).” In addition, the *Immigration and Refugee Protection Act (IRPA)* states that one objective of the Act is to “to support and assist the development of minority official languages communities in Canada (IRPA, paragraph 3(1)(b.1)).”
- The Department has been supporting this priority by working towards ensuring Francophone immigrants represent at least 4.4% of all economic immigrants settling outside Quebec by the end of 2023 and setting the stage for anticipated increases to the francophone target in the near future. This was further underlined in the Minister’s Mandate letter, which includes a commitment to “continue to implement a national strategy to support Francophone immigration across the country.”

- In addition to supporting economic growth through Francophone admissions outside Quebec, admissions of French-proficient candidates through Express Entry will also support the Department in meeting its Francophone Immigration Strategy target of 4.4% (or greater) of immigrants outside Quebec to be French-speaking by 2023. This target was met for the first time in 2022.
- From 2018 to 2022, Federal High-Skilled admissions accounted for 34% to 40% of French-speaking admissions. Bill C-13, which is currently being debated in Parliament, includes a new obligation for the Minister of Citizenship and Immigration and the potential for a higher target. Express Entry will continue to issue a comparable proportion of invitations to apply to French-speaking candidates to help meet the new target.
- Increasing the proportion of French-proficient candidates is expected to have a small negative impact on the proportion of candidates with one year of Canadian work experience or a Canadian post-secondary degree that are invited to apply. The impact of category-based selection on these populations will be monitored closely.
- **Advantage of bilingualism:** The Evaluation of the Immigration to Official Language Minority Communities Initiative found that English can be an asset for French-speaking newcomers living in Official Language Minority Communities, particularly when interacting in public spheres, including at work. Further, average employment earnings were higher for French-speaking immigrants with knowledge of both English and French at admission (compared to knowledge of French only). Consideration was given to requiring English language skills in addition to French language skills for this category, however, it was determined that this would not be necessary, as bilingual candidates would be eligible for this category, and would be expected to rank higher in the Comprehensive Ranking System as a result of their language ability points and additional points for speaking French and English.
- Research conducted by the Research and Evaluation Branch of IRCC on Express Entry, published by Statistics Canada in January 2023, entitled *Official language proficiency and immigrant labour market outcomes: Evidence from test-based multidimensional measures of language skills*, concluded that official language skills were as important as pre-immigration Canadian work experience, and more important than the educational level and age at immigration, in predicting initial earnings for principal applicants admitted through Express Entry.
- **Alignment with temporary programs:** The C16 Francophone Mobility stream is currently in development, with a proposed language requirement of NCLC 4 or 5. If this proposed language level is adopted, some stakeholders may raise concerns that the Express Entry French-proficient category requirements are higher. The French-proficient category is designed to prioritize candidates who are most likely to be successful in Canada in the longer term. It is expected that individuals with a CLB 4 or 5 when they come to Canada temporarily will improve their language skills over time. Further, the minimum language requirement for Express Entry is NCLC 4 or 5 (depending on the program the candidate qualifies for), so individuals who come through the C16 Francophone Mobility stream may still have a pathway to permanent residence through Express Entry.

Categories to Help Address Labour Market Shortages

Economic goal: Positioning Canada for long-term economic success by improving the responsiveness of federal skilled immigration to the labour market.

Target:

- Health and education occupations = 9-12% of invitations to apply (compared to 4.8% in 2019 and 4.5% in 2022);
 - Natural and applied science and related occupations = 28-31% of invitations to apply (compared to 29.5% in 2019 and 28.8% in 2022); and
 - Trade, transport and equipment operators, sales and related occupations = 5-8% of invitations to apply (compared to 1.6% in 2019 and 3.0% in 2022)
- Candidates in the natural and applied sciences and related occupations that are expected to experience shortages between 2022 and 2031 already do well in Express Entry, representing nearly 30% of invitations to apply in 2019 and 2022. As a result of their high-representation, the introduction of category-based selection is expected to result in a reduction of the proportion of candidates in these occupations who are invited to apply. Therefore, a category for natural and applied science and related occupations is recommended to ensure the proportion of invitations to apply does not decrease for these in-demand occupations.
 - Targets for categories for health and education occupations and trade, transport and equipment operators, sales and related occupations would double selection when compared to 2022. This target approach is recommended due to lower representation of these occupations in current invitations to apply as well as their high demand in the labour market.

Rationale:

- The Department's recommended approach focuses on occupations that are anticipated to be in shortage in Canada between 2022 and 2031, according to data received by Employment and Social Development Canada, through its Canadian Occupational Projection System (COPS). Focusing categories on occupations expected to face shortages over the period of 2022 to 2031 increases the likelihood that newcomers who are selected will be able to more easily transition to employment and contribute to Canada's economy where it is needed most. This approach also acknowledges that short-term shortages may be best addressed through existing temporary pathways, such as the Temporary Foreign Worker Program.
- The ESDC COPS projections take into account existing openings (e.g. vacancies) and labour supply (e.g. unemployment) as well as new labour demand (e.g. retirements, economic growth) and supply (e.g. school leavers, new immigrants, etc.). While the updated data is being finalized, it is preliminary and embargoed until it is publicly released, and cannot be publicly cited. It has been provided to IRCC for internal analytical purposes, to help inform the advice on recommended 2023 categories. As the projections were developed with NOC 2016 codes, they have been included here, as received from ESDC. All three proposed categories seek to address expected shortages that either impede access to services for Canadians, or impede further growth of the Canadian economy, as Canada's population grows.

- The recommended categories list occupations for which, despite existing efforts, shortages are expected. Category-based selection provides an opportunity to help address the gap through dedicated categories that will further supplement existing efforts through general and program-specific rounds.

Health and Education occupations

- Health occupations are experiencing the most severe labour market shortages of any sector in Canada. According to Statistics Canada, in the third quarter of 2022, job vacancies in health and social assistance increased to an all-time high of 150,100 vacancies, which follows three years of labour shortages in most health occupations. Although the sector generally experiences a low unemployment rate due to its public nature, the current unemployment rate reached particularly low level in recent years (below 2%) illustrating the important labour shortage in many health occupations.
- Projections data compiled by ESDC through the preliminary COPS report suggests that many health occupations are expected to face shortages over the period of 2022 to 2031.
- During the recent public consultation process, respondents consistently underlined needs in healthcare as the most pressing, irrespective of the potential priorities or categories under discussion. Further, in the context of a possible category that would promote Francophone and bilingual selection, stakeholders and the public added that French-speaking minorities are experiencing difficulties in accessing services in their first language, especially health services.

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Natural and Applied Science and related occupations

- A number of occupations in the natural and applied sciences and related occupations have been in shortage for a number of years. ESDC's previous COPS projections for the 2019 to 2028 period projected shortages for a high number of occupations in this sector.
- These candidates generally do well in Express Entry, representing nearly 30% of invitations to apply in 2019 and 2022. As a result of their high-representation, the introduction of category-based selection is expected to result in a reduction of the proportion of candidates in these occupations who are invited to apply. Therefore, a category for natural and applied science and related occupations is recommended to ensure the proportion of invitations to apply does not decrease.
- In input received through stakeholder consultations, participants noted some of the most prevalent high vacancies in the natural and applied sciences and related occupations (notably in IT), and in the trades, transport and equipment operators and related occupations (which includes agriculture).

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Trades, Transport and Equipment Operators, Sales, and related occupations

- Between 2019 and 2021, a number of skilled trades, transport and equipment operators, sales, and related occupations underwent cyclical/frictional shortages. Occupations expected to face shortages over the period of 2022 to 2031 are included in the recommended categories list.
- The most recent list of occupations expected to face shortages over the period of 2022 to 2031 includes managers in transportation; air pilots; flight engineers and flying instructors; air traffic controllers and related occupations; deck officers; water transport engineer officers; and railway controllers and marine traffic regulators.
- The Department received input from Transport Canada, which flagged significant supply chain gaps in the industry's efforts to bring goods across Canada. Trucking Human Resources Canada highlighted that "severe and persistent shortages in the trucking sector are inhibiting economic growth and contributing to inflationary price surges felt by Canadians in every province and territory." Virtually every sector from health services, retail/wholesale trade, public administration and government to construction, agriculture and manufacturing, rely on truck transportation to deliver medical supplies, food, clothing, computer equipment, furniture, fertilizer, seeds and fuel along with other essential goods."
- Provinces and territories could see possible benefits to greater federal selection in transportation and trades given few provincial and territorial nominee programs have specific streams for these occupations.

Implementation:

- Express Entry candidates with at least six months work experience in the last three years (either in Canada or obtained internationally) in one of the occupations in shortage will be eligible for Categories to Help Address Labour Market Shortages. The occupations to be included in each category are in the table below.
- Rounds will be held for each category, comprising the listed occupations. Invitations to apply will be issued to top ranking candidates in each category.
- Currently, National Occupational Classification (NOC) based work experience is collected from Express Entry applicants, and used to assess various eligibility requirements. Based on this information, officers will be able to determine whether applicants possess the relevant work experience for the purposes of category eligibility. However, IT system upgrades will be required for any future categories that may seek to determine the number of years of work experience a candidate may have, or the primary occupation of the candidate (different from the occupation of experience).
- Annual reporting will include a summary of invitations to apply issued to candidates with work experience in the identified sectors and occupations.
- The Department will continue to monitor outcomes for professionals in regulated occupations where licensure or certification is required to practice.

Considerations:

- **Foreign Credential Recognition:** Both stakeholders and
- Licensed occupations in Canada are regulated at the provincial and territorial level. As a result, the regulatory landscape in Canada is diverse and inconsistent, making a standard approach to facilitate the selection of practice-ready candidates in these occupations challenging. To address these challenges, nearly all provinces and territories have introduced new strategies to improve the recruitment and retention of internationally trained health care workers in recent years.
- Similarly, the federal government is introducing new initiatives to improve recruitment and retention in health human resources occupations, including IRCC's recent policy and operational update to provide Labour Market Impact Assessment (LMIA) exemptions to employers hiring foreign nationals in key health occupations.
- While IRCC is strengthening the information provided to newcomers on foreign credential recognition processes (e.g. recent updates to Express Entry letter), the creation of categories that select for these regulated occupations may give candidates the impression that there is a clear and barrier-free path to licensure in these occupations.

*Recommended Occupations for each of the Categories to Help Address Labour Shortages,
Based on ESDC COPS Data for occupations projected to be in shortage until 2031, grouped by category*

| Occupation | 2016 NOC code | 2016 Skill Level | 2021 NOC Code | 2021 TEER | Regulated with exclusive right to practice as per Canadian Information Centre for International Credentials (CICIC)* |
|--|----------------------|-------------------------|----------------------|------------------|---|
| Category: Natural and Applied Sciences and Related Occupations | | | | | |
| Engineering managers | 0211 | A | 20010 | 0 | No |
| Architecture science managers | 0212 | A | 20011 | 0 | No |
| Computer and information systems managers | 0213 | A | 20012 | 0 | No |
| Civil Engineers | 2131 | A | 21300 | 1 | No |
| Electrical and electronics engineers | 2133 | A | 21310 | 1 | No |
| Industrial and manufacturing engineers | 2141 | A | 21321 | 1 | No |
| Metallurgical and materials engineers | 2142 | A | 21322 | 1 | No |
| Computer engineers (except software engineers and designers) | 2147 | A | 21311 | 1 | No |
| Architects | 2151 | A | 21200 | 1 | Yes |
| Landscape Architects | 2152 | A | 21201 | 1 | Yes |
| Urban and land use planners | 2153 | A | 21202 | 1 | Yes |
| Land surveyors | 2154 | A | 21203 | 1 | Yes |
| Mathematicians, statisticians and actuaries | 2161 | A | 21210 | 1 | No |
| Information systems analysts and consultants/ Data scientists | 2171 | A | 21211 | 1 | No |
| Information systems analysts and consultants/ Cybersecurity specialists | 2171 | A | 21220 | 1 | No |

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|--|---------------|---|-------|---|-----|
| Information systems analysts and consultants/ Business systems specialists | 2171 | A | 21221 | 1 | No |
| Information systems analysts and consultants/ Information systems specialists | 2171 | A | 21222 | 1 | No |
| Information systems analysts and consultants/ Web designers | 2171 | A | 21233 | 1 | No |
| Database analysts and data administrators and Software Engineers and Designers/ Data scientists | 2172/ 2173 | A | 21211 | 1 | No |
| Database analysts and data administrators | 2172 | A | 21223 | 1 | No |
| Software engineers and designers | 2173 | A | 21231 | 1 | No |
| Computer programmers and interactive media developers/ Computer systems developers and programmers | 2174 | A | 21230 | 1 | No |
| Computer programmers and interactive media developers/ Software developers and programmers | 2174 | A | 21232 | 1 | No |
| Computer programmers and interactive media developers/ Web developers and programmers | 2174 | A | 21234 | 1 | No |
| Natural and applied science policy researchers, consultants and program officers | 4161 | A | 41400 | 1 | No |
| Category: Health and education occupations | | | | | |
| Nursing co-ordinators and supervisors | 3011 | A | 31300 | 1 | Yes |
| Registered nurses and registered psychiatric nurses | 3012 | A | 31301 | 1 | Yes |

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|--|------|---|-------|---|-----|
| Specialist physicians/ Specialists in clinical and laboratory medicine | 3111 | A | 31100 | 1 | Yes |
| Specialist physicians/ specialists in surgery | 3111 | A | 31101 | 1 | Yes |
| General practitioners and family physicians | 3112 | A | 31102 | 1 | Yes |
| Dentists | 3113 | A | 31110 | 1 | Yes |
| Veterinarians | 3114 | A | 31103 | 1 | Yes |
| Optometrists | 3121 | A | 31111 | 1 | Yes |
| Chiropractors | 3122 | A | 31201 | 1 | Yes |
| Other health diagnosing and treating professionals/ Other professional occupations in health diagnosing and treating | 3125 | A | 31209 | 1 | No |
| Other health diagnosing and treating professionals/ Other professional occupations in health diagnosing and treating | 3125 | A | 31303 | 1 | No |
| Dietitians and nutritionists | 3132 | A | 31121 | 1 | No |
| Audiologists and speech language pathologists | 3141 | A | 31112 | 1 | Yes |
| Physiotherapists | 3142 | A | 31202 | 1 | No |
| Physiotherapists/ Other technical occupations in therapy and assessment | 3142 | A | 32109 | 2 | No |
| Occupational therapists | 3143 | A | 31203 | 1 | No |
| Other professional occupations in therapy and assessment/ Kinesiologists and other professional occupation in therapy and assessment | 3144 | A | 31204 | 1 | No |
| Other professional occupations in therapy and assessment/Therapists in counselling and related specialized therapies | 3144 | A | 41301 | 1 | No |
| Medical laboratory technologists | 3211 | B | 32120 | 2 | No |

| | | | | | |
|---|------|---|-------|---|-----|
| Medical laboratory technician and pathologists' assistants/ Medical laboratory assistants and related technical occupations | 3212 | B | 33101 | 3 | No |
| Medical laboratory technician and pathologists' assistants/Physician midwives and allied health professionals | 3212 | B | 31303 | 1 | No |
| Respiratory therapists, clinical perfusionists and cardiopulmonary technologists | 3214 | B | 32103 | 2 | Yes |
| Medical radiation technologists | 3215 | B | 32121 | 2 | Yes |
| Medical sonographers | 3216 | B | 32122 | 2 | Yes |
| Practitioners of natural healing/ Traditional Chinese medicine practitioners and acupuncturists | 3232 | B | 32200 | 2 | No |
| Practitioners of natural healing/ Other practitioners of natural healing | 3232 | B | 32209 | 2 | No |
| Massage therapists | 3236 | B | 32201 | 2 | Yes |
| Other technical occs. in therapy and assessment/ Other occupations in support of health services | 3237 | B | 32109 | 2 | No |
| Licensed practical nurses | 3233 | B | 32101 | 2 | Yes |
| Paramedical occupations | 3234 | B | 32102 | 2 | Yes |
| Nurse aides, orderlies and patient service associates | 3413 | C | 33102 | 3 | Yes |
| Other assisting occupations in support of health services/ Pharmacy technical assistants and pharmacy assistants | 3414 | C | 33103 | 3 | No |

| | | | | | |
|---|------|---|-------|---|-----|
| Psychologists | 4151 | A | 31200 | 1 | Yes |
| Psychologists/ Therapists in counselling and related specialized therapies | 4151 | A | 41301 | 1 | Yes |
| Education counsellors | 4033 | A | 41320 | 1 | Yes |
| Instructors of persons with disabilities | 4215 | B | 42203 | 2 | No |
| Category: Trades, Transport and Equipment Operators, Agriculture, Sales, and Related Occupations | | | | | |
| Agricultural service contractors and farm supervisors | 8252 | B | 82030 | 2 | No |
| Contractors and supervisors, landscaping, grounds maintenanc and horticulture services | 8255 | B | 82031 | 2 | No |
| Butchers, meat cutters and fishmongers - retail and wholesale/ Butchers- retail and wholesale | 6331 | B | 63201 | 3 | No |
| Welders and related machine operators | 7237 | B | 72106 | 2 | Yes |
| Electricians (except industrial and power system) | 7241 | B | 72200 | 2 | Yes |
| Plumbers | 7251 | B | 72300 | 2 | Yes |
| Carpenters | 7271 | B | 72310 | 2 | No |
| Construction millwrights and industrial mechanics | 7311 | B | 72400 | 2 | No |
| Machine fitters | 7316 | B | 72405 | 2 | No |
| Heating, refrigeration and air conditioning mechanics | 7313 | B | 72402 | 2 | No |
| Elevator constructors and mechanics | 7318 | B | 72406 | 2 | Yes |
| Residential and commercial installers and servicers | 7441 | C | 73200 | 3 | No |

| | | | | | |
|---|------|---|-------|---|-----|
| Contractors and supervisors, other construction trades, installers, repairers and servicers | 7205 | B | 72014 | 2 | No |
| Managers in transportation | 0731 | A | 70020 | 0 | No |
| Aircraft mechanics and aircraft inspectors | 7315 | B | 72404 | 2 | Yes |
| Aircraft assemblers and aircraft assembly inspectors | 9521 | C | 93200 | 3 | No |
| Transport Truck Drivers | 7511 | C | 73300 | 3 | No |
| Air pilots, flight engineers and flying instructors | 2271 | B | 72600 | 2 | Yes |
| Air traffic controllers and related occupations | 2272 | B | 72601 | 2 | Yes |
| Deck officers, water transport | 2273 | B | 72602 | 2 | No |
| Engineer officers, water transport | 2274 | B | 72603 | 2 | No |
| Railway traffic controllers and marine traffic regulators | 2275 | B | 72604 | 2 | No |
| Railway carmen/women | 7314 | B | 72403 | 2 | No |

**Exclusive right to practice means that an individual cannot legally practice the profession without a license. Occupations were included as "yes" in the list if at least one jurisdiction regulates the occupation as having an exclusive right to practice. Regulated occupations can also have reserved title, which means an individual cannot claim they are part of a profession without a license.*

PROTECTED B

Annex B: Category-Based Selection Round Simulation: Results of Four Scenarios

Purpose:

- To explore the possible effects of Category-Based Selection (CBS) rounds on the characteristics of candidates invited over a given year.

Methodology

- Regular invitation rounds are held during which top ranking candidates are invited to apply to one of four programs managed via Express Entry (FSW, CEC, FST and a portion of the PNP). Candidates are ranked according to their Comprehensive Ranking System (CRS) scores (see below for a detailed description). In some cases, invitation rounds target specific programs.
- The features of individual invitation rounds or a series of rounds (i.e. size, frequency and targeted programs) shape the characteristics of invited candidates. The cohort of candidates invited in a given year is shaped by all rounds held in that year. Blending general rounds with the proposed Category-Based Selection (CBS) rounds, will have both intended and unintended effects as targeted groups displace those that are usually invited in rounds focus solely on top-ranked candidates.
- The Department developed a model to explore the effect of adjusting CRS factors, or introducing CBS rounds, on the characteristics of candidates invited. The model allows the size, pace and type of invitation rounds to be redefined to test various scenarios.
- Current scenarios are based on Express Entry candidates that were eligible to be invited to apply in 2019. The baseline, or comparison group, is the actual cohort of inviting candidates in 2019. In this year, 84,300 invitations were issued over 24 general rounds and 1,000 invitations were issued over two FST-specific rounds, culminating in a total of 85,300 invitations issued. The composition of this cohort is skewed toward top-ranking candidates.
- The simulation was based on 2019 data, given that this was the most recent year where COVID-19 did not distort the composition of candidates in the pool, and invitations to apply.
- It is important to note that the model does not simulate changes in the profiles submitted. For this reason the model can only be used to identify possible outcomes but not predict them.

Scenarios

- In each scenario 85,300 invitations will be issued across four targeted groups and in general rounds. Table 1 shows the distribution of invitations across these groups.
- Scenario 4, most closely resembles the proposed approach, whereby:
 - 11-15% of invitations to apply would be issued to individuals with intermediate French proficiency
 - 9-12% of invitations to apply would be issued to individuals with work experience in health and education occupations.
 - 28-31% of invitations to apply would be issued to individuals with work experience in natural and applied science and related occupations.
 - 5-8% of invitations to apply would be issued to individuals with work experience in trade, transport and equipment operators, sales, and related occupations.

Table 1. Scenario definition

| Invitation Round | Scenario 1 | Scenario 2 | Scenario 3 | Scenario 4 |
|---------------------------------------|------------|------------|------------|------------|
| Group 1: French-Speakers | 4,800 | 4,800 | 4,800 | 8,000 |
| Group 2: Natural and Applied Sciences | 2,400 | 2,400 | 4,000 | 4,000 |
| Group 3: Health and Education | 4,800 | 4,800 | 4,800 | 4,800 |
| Group 4: Trades and Transport | 400 | 1,200 | 1,200 | 1,200 |
| CBS % invitation space | 15% | 15% | 17% | 21% |
| General rounds ¹ | 72,900 | 72,100 | 70,500 | 67,300 |
| Total invitations in 2019 | 85,300 | 85,300 | 85,300 | 85,300 |

Targeted group definitions

Three out of the four targeted groups are defined by occupation. A candidate is considered to be in the group if they have ever worked in this occupation. There is no minimum work criteria such as duration. French-speakers are included based on language ability alone, there are no further restrictions. Each group is defined below.

Group 1: French-Speakers

With Niveaux de compétence canadiens (NCLC) 7+ in French, as measured by the French-Speakers attribute, i.e. NCLC 7+ in French for all abilities for first or second Official Language (OL) tested

Group 1: Nature and Applied Science Occupations

| Occupation | NOC 2016 | Skill Level | NOC 2021 | TEER | Regulated* |
|--|----------|-------------|----------|------|------------|
| Engineering managers | 0211 | A | 20010 | 0 | No |
| Architecture science managers | 0212 | A | 20011 | 0 | No |
| Computer and information systems managers | 0213 | A | 20012 | 0 | No |
| Civil Engineers | 2131 | A | 21300 | 1 | No |
| Electrical and electronics engineers | 2133 | A | 21310 | 1 | No |
| Industrial and manufacturing engineers | 2141 | A | 21321 | 1 | No |
| Metallurgical and materials engineers | 2142 | A | 21322 | 1 | No |
| Computer engineers (except software engineers and designers) | 2147 | A | 21311 | 1 | No |
| Architects | 2151 | A | 21200 | 1 | Yes |
| Landscape Architects | 2152 | A | 21201 | 1 | Yes |
| Urban and land use planners | 2153 | A | 21202 | 1 | Yes |
| Land surveyors | 2154 | A | 21203 | 1 | Yes |
| Mathematicians, statisticians and actuaries | 2161 | A | 21210 | 1 | No |
| Information systems analysts and consultants | 2171 | A | 21222 | 1 | No |
| Database analysts and data administrators | 2172 | A | 21223 | 1 | No |
| Software engineers and designers | 2173 | A | 21231 | 1 | No |
| Computer programmers and interactive media developers | 2174 | A | 21230 | 1 | No |
| Natural and applied science policy researchers, consultants and program officers | 4161 | A | 41400 | 1 | No |

Group 2: Health and Education Occupations

| Occupation | NOC 2016 | Skill Level | NOC 2021 | TEER | Regulated |
|--|-------------|----------------|-------------|------|-----------|
| Nursing co-ordinators and supervisors | 3011 | A | 31300 | 1 | Yes |
| Registered nurses and registered psychiatric nurses | 3012 | A | 31301 | 1 | Yes |
| Specialist physicians | 3111 | A | 31100 | 1 | Yes |
| General practitioners and family physicians | 3112 | A | 31102 | 1 | Yes |
| Dentists | 3113 | A | 31110 | 1 | Yes |
| Veterinarians | 3114 | A | 31103 | 1 | Yes |
| Optometrists | 3121 | A | 31111 | 1 | Yes |
| Chiropractors | 3122 | A | 31201 | 1 | Yes |
| Allied primary health practitioners | 3124 | A | 31303 | 1 | Yes |
| Other professional occupations in health diagnosing and treating | 3125 | A | 31209 | 1 | No |
| Dieticians and nutritionists | 3132 | A | 31121 | 1 | No |
| Audiologists and speech language pathologists | 3141 | A | 31112 | 1 | Yes |
| Physiotherapists | 3142 | A | 31202 | 1 | No |
| Occupational therapists | 3143 | A | 31203 | 1 | No |
| Other professional occupations in therapy and assessment | 3144 | A | 31204 | 1 | No |
| Medical laboratory technologists | 3211 | B | 32120 | 2 | No |
| Medical laboratory technician and pathologists' assistants | 3212 | B | 33101 | 3 | No |
| Respiratory therapists, clinical perfusionists and cardiopulmonary technologists | 3214 | B | 32103 | 2 | Yes |
| Medical radiation technologists | 3215 | B | 32121 | 2 | Yes |
| Medical sonographers | 3216 | B | 32122 | 2 | Yes |
| Practitioners of natural healing | 3232 | B | 32209 | 2 | No |
| Massage therapists | 3236 | B | 32201 | 2 | Yes |
| Other technical occupations in therapy and assessment | 3237 | B | 32109 | 2 | No |
| Licensed practical nurses | 3233 | B | 32101 | 2 | Yes |
| Paramedical occupations | 3234 | B | 32102 | 2 | Yes |
| Nurse aides, orderlies and patient service associates | 3413 | C | 33102 | 3 | Yes |
| Other assisting occupations in support of health services | 3234 | C | 32102 | 2 | No |
| Psychologists | 4151 | A | 31200 | 1 | Yes |
| Education counsellors | 4033 | A | 41320 | 1 | Yes |
| Instructors of persons with disabilities | 4215 | A | 42203 | 2 | No |

Group 3: Trades, Transport and Equipment Operators, Sales, and Related Occupations

| Occupation | 2016 | | NOC | TEER | 2021 |
|---|------|-------------|-------|------|----------------|
| | NOC | Skill Level | | | |
| Managers in transportation | 0731 | A | 70020 | 0 | No |
| Air pilots, flight engineers and flying instructors | 2271 | B | 72600 | 2 | No |
| Air traffic controllers and related occupations | 2272 | B | 72601 | 2 | No |
| Deck officers, water transport | 2273 | B | 72602 | 2 | No |
| Engineer officers, water transport | 2274 | B | 72603 | 2 | No |
| Railway traffic controllers and marine traffic regulators | 2275 | B | 72604 | 2 | No |
| Butchers, meat cutters and fishmongers - retail and wholesale | 6331 | B | 63201 | 3 | No |
| Welders and related machine operators | 7237 | B | 72106 | 2 | Yes |
| Electricians (except industrial and power system) | 7241 | B | 72200 | 2 | Yes |
| Plumbers | 7251 | B | 72300 | 2 | Red Seal |
| Carpenters | 7271 | B | 72310 | 2 | Red Seal |
| Construction millwrights and industrial mechanics | 7311 | B | 72400 | 2 | Red Seal |
| Machine fitters | 7316 | B | 72405 | 2 | No |
| Heating, refrigeration and air conditioning mechanics | 7313 | B | 72402 | 2 | Yes – Red Seal |
| Elevator constructors and mechanics | 7318 | B | 72406 | 2 | Yes |
| Residential and commercial installers and servicers | 7441 | C | 73200 | 3 | No |
| Railway carmen/women | 7314 | B | 72403 | 2 | No |
| Aircraft mechanics and aircraft inspectors | 7315 | | 72404 | 2 | Yes |
| Contractors and supervisors, other construction trades, installers, repairers and servicers | 7205 | B | 72014 | 2 | Yes |
| Transport Truck Drivers | 7511 | C | 73300 | 3 | No |
| Agricultural service contractors and farm supervisors | 8252 | B | 82030 | 2 | No |
| Contractors and supervisors, landscaping, grounds maintenance and horticulture services | 8255 | B | 82031 | 2 | No |
| Aircraft assemblers and aircraft assembly inspectors | 9521 | C | 93200 | 3 | No |

* Regulated with exclusive right to practice as per Canadian Information Centre for International Credentials (CICIC)

Results of the Scenarios

- Figures from Table 2, 3 and 4 (below) show the actual figures for ITAs issued in 2019, compared against the ITAs issued under each of the illustrative scenarios.
- The percentages under “Actual Figures” represent the % of all ITAs issued (for example, 6.9% of all ITAs issued were to those with Chinese citizenship), while the percentages under the Scenario columns represent the percentage difference between the Scenario and Actual figures (there would have been 440 (-7.7%) fewer ITAs issued to those with Chinese citizenship under Scenario 1.
- These figures illustrate a displacement effect inherent in targeting certain groups over others and demonstrate the potential trade-offs, and their magnitude, when establishing the number of invitations to be issued for each group in a year.

Table 2. Impact of EE simulation complete with 2019 data, on characteristics of candidates invited

| | <i>Number (% of all candidates invited)</i> | <i>Absolute and % Change From Actual Figures</i> | | | |
|--|---|--|-----------------|-----------------|------------------|
| | Actual Figure | Scenario 1 | Scenario 2 | Scenario 3 | Scenario 4 |
| CRS | | | | | |
| Average total CRS | 562 | -7 | -8 | -7 | -11 |
| Average CRS less PN points | 457 | -1 | -2 | -1 | -4 |
| Average core CRS | 442 | -2 | -2 | -2 | -5 |
| Gender (men, women) | | | | | |
| Women | 36,230 (42.5%) | - 890 - 2.5% | + 770 - 2.1 | + 510 + 1.4% | -390 11.1% |
| International Students | | | | | |
| With a Canadian post-secondary degree | 23,850 (28.0%) | -1,540 -6.5% | -1,520 -6.4% | -1,680 -7.0% | -2,530 -10.6% |
| Foreign Workers | | | | | |
| With one year of Canadian work experience | 37,570 (44.0%) | -1,770 -4.7% | -1,770 -5.0% | -1,830 -5.0% | -2,730 -7.3% |
| Country of residence (Canada/abroad) | | | | | |
| Canada | 40,610 (47%) | -1,440 -3.5% | -1,410 -3.5% | -1,500 -3.7% | -2,420 -6.0% |
| CLB for first official language tested (CLB 4 to 7, CLB 8+) | | | | | |
| CLB 8+ | 64,220 (75.3%) | +210 10.3% | +10 0.0% | +110 10.2% | -1,260 -2.0% |
| Country of citizenship | | | | | |
| India | 40,320 (47.3%) | -2,090 -5.2% | -2,130 -5.3% | -1,970 -4.9% | -3460 -8.6% |
| Nigeria | 5,880 (6.9%) | +110 11.9% | +80 1.4% | +50 10.9% | -200 -3.4% |
| China | 5,680 (6.7%) | -440 -7.7% | -540 -9.5% | -490 -8.6% | -710 -12.5% |
| Pakistan | 2,510 (2.9%) | -120 -4.8% | -120 -4.8% | -130 -5.2% | -220 -8.8% |
| United Kingdom | 2,120 (2.5%) | -40 -1.9% | -- | -- | -30 -1.4% |

--: No change

Source: MBR, 2023-01-09

Table 3. Impact of EE simulation completed with 2019 data, on Francophone candidates invited

| | <i>Number (% of all candidates invited)</i> | <i>Absolute and % Change From Actual Figures</i> | | | |
|-------------------------|---|--|------------|------------|---------------|
| | Actual Figure | Scenario 1 | Scenario 2 | Scenario 3 | Scenario 4 |
| Francophone candidates* | 4,750 (6%) | 7,600 (9%) | 7,560 (9%) | 7,570 (9%) | 9,820 (11.5%) |

*Self-declared knowledge of official language equals French

Source: MBR, 2023-01-09

Table 4. Impact of EE simulation completed with 2019 data, on French-Speaker candidates invited

| | <i>Number (% of French-speaker candidates invited)</i> | <i>Absolute and % Change From Actual Figures</i> | | | |
|--|--|--|------------------|------------------|-------------------|
| | Actual Figure | Scenario 1 | Scenario 2 | Scenario 3 | Scenario 4 |
| French-speaker candidates (CLB 7+ in French) | | | | | |
| CLB 7+ in French & CLB 5+ in English | 1,940 (35%) | +1,830 51.1% | +1,820 50.8% | +1,830 51.1% | +2,630 73.5% |
| CLB 7+ in French & Without CLB5+ in English | 3,580 (65%) | +1,710 -88.0% | +1,680 +86.6% | -1,640 +84.5% | +3,330 +171.6% |
| Total | 5,520 | +3,540 -64.1% | +3,500 +63.4% | -3,460 +62.7% | +5,960 +108.0% |

Source: MBR, 2023-01-09

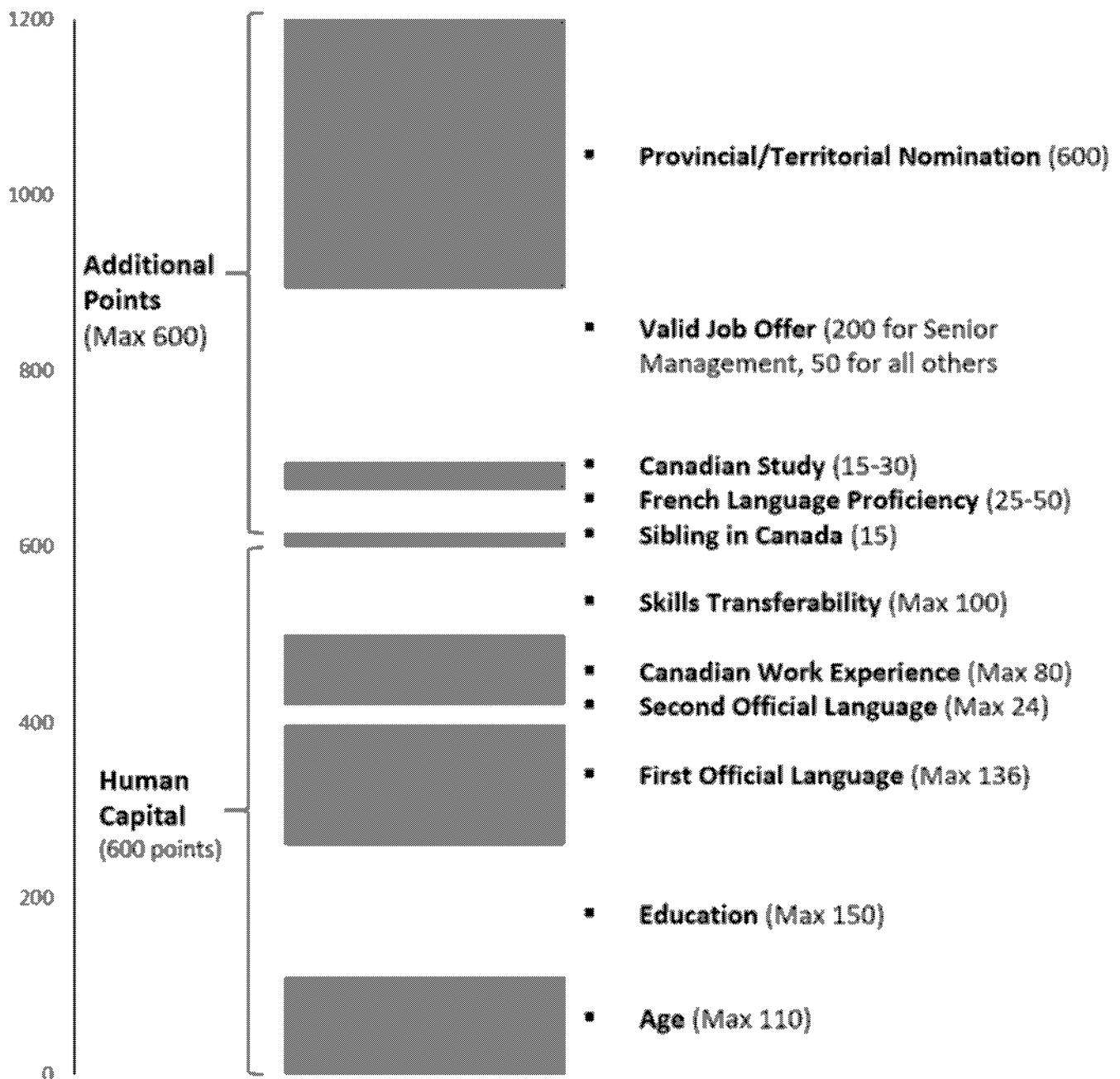
Description of the Comprehensive Ranking System (CRS)

In Express Entry, a **hybrid approach** provides a balance between:

- **Human capital factors** (empirically shown to contribute to better wage outcomes for immigrants); and,
- **Labour market responsiveness** (Job offer, provincial nomination)

The CRS:

- Provides up to 600 points for human capital **factors most closely linked to economic outcomes** (immigrant employment earnings) e.g. education, language, work experience
- Takes into account the **interaction effects** of certain factors (e.g. strong language skills and a post-secondary degree)
- Provides a maximum of 600 points for **additional policy** considerations, including a provincial nomination, job offer, and other factors



Additional Results of the Scenarios

Impact of EE simulation completed with 2019 data, on candidates who ever worked in one of the targeted natural and applied sciences occupations*

| | Number (% of all candidates invited) | Number & % change relative to actual figure | | | |
|--|--------------------------------------|---|-----------------|---------------|---------------|
| | | Scenario 1 | Scenario 2 | Scenario 3 | Scenario 4 |
| Ever worked in one of the targeted occupations | 25,140 (29.5%) | -1,080 -4.3% | -1,310 -5.2% | -270 -1.1% | -590 -2.3% |

*No duration, full-/part-time, country, self-employment status, full-time study status, authorization to work in Canada status constraints or requirements
 Source: MBR, 2023-01-09

Impact of EE simulation completed with 2019 data, on candidates who ever worked in one of the targeted natural and applied sciences occupations*

| | Number | Number & % change relative to actual figure | | | |
|---|--------|---|---------------|---------------|---------------|
| | | Scenario 1 | Scenario 2 | Scenario 3 | Scenario 4 |
| 0211 Engineering managers | 490 | -- | -10 -2.0% | +20 +4.1% | +20 +4.1% |
| 0212 Architecture and science managers | 110 | -- | -- | -- | +10 +9.1% |
| 0213 Computer and information systems managers | 1,280 | -- | -10 -0.8% | +30 +2.3% | +90 +7.0% |
| 2131 Civil engineers | 1,030 | 40 +3.9% | +30 +2.9% | +60 +5.8% | +80 +7.8% |
| 2133 Electrical and electronics engineers | 1,160 | -- | -10 -0.9% | +50 +4.3% | +50 +4.3% |
| 2141 Industrial and manufacturing engineers | 900 | -40 -4.4% | -20 -2.2% | +10 +1.1% | +10 +1.1% |
| 2142 Metallurgical and materials engineers | 100 | -10 -10.0% | -10 -10.0% | -- | -10 -10.0% |
| 2147 Computer engineers (except software engineers and designers) | 890 | +20 +2.2% | +20 +2.2% | +40 +4.5% | +80 +9.0% |
| 2151 Architects | 440 | +20 +4.5% | +10 +2.3% | +40 +9.1% | +50 +11.4% |
| 2152 Landscape architects | 30 | -- | -- | +10 +33.3% | -- |
| 2153 Urban and land use planners | 80 | -- | -- | +10 +12.5% | +10 +12.5% |
| 2154 Land surveyors | 30 | -- | -- | -- | +10 +33.3% |
| 2161 Mathematicians, statisticians and actuaries | 500 | -20 -4.0% | -40 -8.0% | -30 -6.0% | -30 -6.0% |
| 2171 Information systems analysts and consultants | 5,110 | -350 -6.8% | -410 -8.0% | -150 -2.9% | -320 -6.3% |
| 2172 Database analysts and data administrators | 1,480 | -70 -4.7% | -90 -6.1% | -30 -2.0% | -90 -6.1% |
| 2173 Software engineers and designers | 7,200 | -450 -6.3% | -490 -6.8% | -210 -2.9% | -350 -4.9% |
| 2174 Computer programmers and interactive media developers | 4,090 | -250 -6.1% | -270 -6.6% | -140 -3.4% | -220 -5.4% |
| 4161 Natural and applied science policy researchers, consultants and program officers | 220 | +20 +9.1% | -- | +20 +9.1% | +20 +9.1% |

*No duration, full-/part-time, country, self-employment status, full-time study status, authorization to work in Canada status constraints or requirements
 --:No change
 Source: MBR, 2023-01-09

Additional Results of the Scenarios (continued)

Impact of EE simulation completed with 2019 data, on candidates who ever worked in one of the targeted health and education occupations*

| | Number (% of all candidates invited) | Number & % change relative to actual figure | | | |
|--|--------------------------------------|---|------------------|------------------|------------------|
| | | Actual Figure | Scenario 1 | Scenario 2 | Scenario 3 |
| Ever worked in one of the targeted occupations | 4,100 (4.8%) | +3,820 +93.2% | +3,800 +92.7% | +3,710 +90.5% | +3,740 +91.2% |

*No duration, full-/part-time, country, self-employment status, full-time study status, authorization to work in Canada status constraints or requirements
 Source: MBR, 2023-01-09

Impact of EE simulation completed with 2019 data, on candidates who ever worked in one of the targeted health and education occupations*

| | Number (% of all candidates invited) | Number & % change relative to actual figure | | | |
|---|--------------------------------------|---|-----------------|-----------------|-----------------|
| | | Actual Figure | Scenario 1 | Scenario 2 | Scenario 3 |
| 3011 Nursing co-ordinators and supervisors | 10 | +30 +300.0% | +30 +300.0% | +30 +300.0% | +20 +200.0% |
| 3012 Registered nurses and registered psychiatric nurses | 810 | +510 +63.0% | +520 +64.2% | +490 +60.5% | +530 +65.4% |
| 3111 Specialist physicians | 390 | +320 +82.1% | +320 +82.1% | +290 +74.4% | +300 +76.9% |
| 3112 General practitioners and family physicians | 690 | +670 +97.1% | +670 +97.1% | +650 +94.2% | +670 +97.1% |
| 3113 Dentists | 830 | +900 +108.4% | +900 +108.4% | +880 +106.0% | +860 +103.6% |
| 3114 Veterinarians | 110 | +60 +54.5% | +70 +63.6% | +70 +63.6% | +70 +63.6% |
| 3121 Optometrists | 50 | +40 +80.0% | +50 +100.0% | +40 +80.0% | +40 +80.0% |
| 3122 Chiropractors | 0 | 10 | -- | -- | -- |
| 3124 Allied primary health practitioners | 30 | +30 +100.0% | +30 +100.0% | +30 +100.0% | +30 +100.0% |
| 3125 Other professional occupations in health diagnosing and treating | 10 | -- | -- | -- | -- |
| 3132 Dietitians and nutritionists | 60 | +80 +133.0% | +80 +133.0% | +80 +133.3% | +80 +133.3% |
| 3141 Audiologists and speech-language pathologists | 30 | +50 +166.7% | +50 +166.7% | +50 +166.7% | +50 +166.7% |
| 3142 Physiotherapists | 200 | +260 +130.0% | +260 +130.0% | +250 +125.0% | +250 +125.0% |
| 3143 Occupational therapists | 20 | +30 +150.0% | +30 +150.0% | +30 +150.0% | +30 +150.0% |
| 3144 Other professional occupations in therapy and assessment | 30 | +30 +100.0% | +20 +66.7% | +20 +66.7% | +20 +66.7% |
| 3211 Medical laboratory technologists | 90 | +130 +144.4% | +120 +133.3% | +130 +144.4% | +120 +133.3% |
| 3212 Medical laboratory technicians and pathologists' assistants | 70 | +60 +85.7% | +60 +85.7% | +60 +85.7% | +70 +100.0% |

| | | | | | |
|---|-----|-----------------|-----------------|-----------------|-----------------|
| 3214 Respiratory therapists, clinical perfusionists and cardiopulmonary technologists | 20 | +20 +100.0% | +20 +100.0% | +10 +50.0% | +20 +100.0% |
| 3215 Medical radiation technologists | 30 | +30 +100.0% | +30 +100.0% | +40 +133.3% | +40 +133.3% |
| 3216 Medical sonographers | 10 | -- | -- | -- | -- |
| 3232 Practitioners of natural healing | 20 | +20 +100.0% | +20 +100.0% | +20 +100.0% | +20 +100.0% |
| 3233 Licensed practical nurses | 140 | +120 +85.7% | +100 +71.4% | +100 +71.4% | +100 +71.4% |
| 3234 Paramedical occupations | 20 | +10 +50.0% | +10 +50.0% | +10 +50.0% | +10 +50.0% |
| 3236 Massage therapists | 20 | +10 +50.0% | +10 +50.0% | +10 +50.0% | +10 +50.0% |
| 3237 Other technical occupations in therapy and assessment | 40 | +60 +150.0% | +60 +150.0% | +60 +150.0% | +60 +150.0% |
| 3413 Nurse aides, orderlies and patient service associates | 30 | +20 +66.7% | +20 +66.7% | +20 +66.7% | +20 +66.7% |
| 4033 Educational counsellors | 180 | +190 +105.6% | +190 +105.6% | +200 +111.1% | +180 +100.0% |
| 4151 Psychologists | 110 | +90 +81.8% | +90 +81.8% | +90 +81.8% | +80 +72.7% |
| 4215 Instructors of persons with disabilities | 60 | +40 +66.7% | +50 +83.3% | +40 +66.7% | +40 +66.7% |

*No duration, full-/part-time, country, self-employment status, full-time study status, authorization to work in Canada status constraints or requirements

--: No change

Source: MBR, 2023-01-09

Annex B – Additional Results of the Scenarios (continued)

Impact of EE simulation completed with 2019 data, on candidates who ever worked in one of the targeted trades and transport occupations*

| | <i>Number (% of all candidates invited)</i> | <i>Number & % change relative to actual figure</i> | | | |
|--|---|--|----------------|----------------|----------------|
| | Actual Figure | Scenario 1 | Scenario 2 | Scenario 3 | Scenario 4 |
| Ever worked in one of the targeted occupations | 1,410 (1.7%) | +270 +19.1% | +960 +68.1% | +960 +68.1% | +990 +70.2% |

*No duration, full-/part-time, country, self-employment status, full-time study status, authorization to work in Canada status constraints or requirements
 Source: MBR, 2023-01-09

Impact of EE simulation completed with 2019 data, on candidates who ever worked in one of the targeted health and education occupations*

| | <i>Number (% of all candidates invited)</i> | <i>Number & % change relative to actual figure</i> | | | |
|--|---|--|-----------------|-----------------|-----------------|
| | Actual Figure | Scenario 1 | Scenario 2 | Scenario 3 | Scenario 4 |
| 0731 Managers in transportation | 200 | +70 +35.0% | +230 +115.0% | +210 +105.0% | +220 +110.0% |
| 2271 Air pilots, flight engineers and flying instructors | 70 | +20 +28.6% | +60 +85.7% | +70 +100.0% | +70 +100.0% |
| 2272 Air traffic controllers and related occupations | 30 | +20 +66.7% | +40 +133.3% | +40 +133.3% | +40 +133.3% |
| 2273 Deck officers, water transport | 20 | +10 +50.0% | +40 +200.0% | +50 +250.0% | +40 +200.0% |
| 2274 Engineer officers, water transport | 30 | +10 +33.3% | +60 +200.0% | +50 +166.7% | +60 +200.0% |
| 2275 Railway traffic controllers and marine traffic regulators | 0 | -- | +10 | +10 | +10 |
| 6331 Butchers, meat cutters and fishmongers - retail and wholesale | 50 | -- | +10 +20.0% | +10 +20.0% | +20 +40.0% |
| 7205 Contractors and supervisors, other construction trades, installers, repairers and servicers | 90 | +10 +11.1% | +60 +66.7% | +40 +44.4% | +50 +55.6% |
| 7237 Welders and related machine operators | 90 | +10 +11.1% | +40 +44.4% | +40 +44.4% | +40 +44.4% |
| 7241 Electricians (except industrial and power system) | 90 | +10 +11.1% | +30 +33.3% | +30 +33.3% | +30 +33.3% |
| 7251 Plumbers | 50 | -10 -20% | +10 +20.0% | +10 +20.0% | +10 +20.0% |
| 7271 Carpenters | 210 | +20 +9.5% | +60 +28.6% | +60 +28.6% | +60 +28.6% |
| 7311 Construction millwrights and industrial mechanics | 110 | +20 +18.2% | +70 +63.6% | +70 +63.6% | +70 +63.6% |
| 7313 Refrigeration and air conditioning mechanics | 20 | -- | +10 +50.0% | +10 +50.0% | +20 +100.0% |
| 7314 Railway carmen/women | 10 | -- | -- | +10 +100.0% | +10 +100.0% |
| 7315 Aircraft mechanics and aircraft inspectors | 80 | +20 +25.0% | +80 +100.0% | +80 +100.0% | +80 +100.0% |
| 7316 Machine fitters | 0 | -- | +10 | +10 | +10 |
| 7318 Elevator constructors and mechanics | 0 | -- | -- | -- | +10 |

| | | | | | |
|--|-----|---------------|----------------|----------------|----------------|
| 7441 Residential and commercial installers and servicers | 0 | +10 | +10 | +10 | +10 |
| 7511 Transport truck drivers | 30 | -- | +30 +100.0% | +30 +100.0% | +20 +66.7% |
| 8252 Agricultural service contractors, farm supervisors and specialized livestock workers | 210 | +20 +9.5% | +90 +42.9% | +90 +42.9% | +100 +47.6% |
| 8255 Contractors and supervisors, landscaping, grounds maintenance and horticulture services | 30 | +10 +33.3% | +20 +66.7% | +30 +100% | +20 +66.7% |
| 9521 Aircraft assemblers and aircraft assembly inspectors | 0 | -- | -- | -- | -- |

*No duration, full-/part-time, country, self-employment status, full-time study status, authorization to work in Canada status constraints or requirements

--:No change

Source: MBR, 2023-01-09

2022-2023 Consultations on Enhancing Express Entry through Category-based Selection – Final Report

Contents

| | |
|--|----|
| Overview and context..... | 1 |
| Consultation process..... | 2 |
| Key findings..... | 3 |
| Proposed priorities and categories for category-based selection | 3 |
| Other economic needs and considerations | 6 |
| Learning from the process | 8 |
| Next steps..... | 9 |
| Annexes..... | 10 |
| Annex A: Online questionnaire | 10 |
| Annex B: Participating organizations | 15 |

Overview and context

Canada’s immigration system is critical to supporting our economic recovery and building a stronger Canada for all. With this in mind, Immigration, Refugees and Citizenship Canada (IRCC) is looking at ways to transform how we serve Canadians and clients, positioning our immigration system for the future. As part of this broader strategic immigration review, we are committed to making our immigration system more responsive to changing economic and labour market needs. We also want to build on the human capital approach that has been a hallmark of Canada’s successful economic immigration system. This includes enhancing Express Entry, the online system that IRCC uses to manage immigration applications from skilled workers, such as those with work experience in managerial, professional and technical or trades occupations.

IRCC is working to implement a new way of selecting candidates through Express Entry to better help meet specific economic goals. This selection will be done by creating “categories” – in other words, by selecting immigrants with particular qualifications such as education, work experience, or language skills to support identified economic needs and priorities. As part of this process, IRCC conducted consultations to inform immigration selection priorities and categories, with first implementation of category-based selection targeted for the spring of 2023.

The engagement process involved gathering feedback and suggestions from a broad range of stakeholders and the public. Participants could provide input through an online questionnaire or by sending a written submission to IRCC. Additionally, IRCC engaged with provincial and territorial representatives, and invited their written input on potential priorities, needs and categories. This request was part of broader ongoing federal-provincial/territorial collaboration to enhance the economic immigration system through the Forum of Ministers Responsible for Immigration (FMRI).

This consultation was a requirement of the *Immigration and Refugee Protection Act* (IRPA). Specifically, the authorities for category-based selection in Express Entry require that public consultations be held with provinces and territories, members of industry, unions, employers, workers, worker advocacy

groups, settlement provider organizations and immigration researchers and practitioners, prior to the Minister establishing a new category.

The findings summarized in this report reflect the views of only those who participated in the consultations. Results should not be projected as representative of all IRCC stakeholders, or the Canadian population. Furthermore, percentages have been rounded to whole numbers, and as a result, totals may not add up to 100.

Consultation process

From November 29, 2022 to January 16, 2023, IRCC held a public consultation on enhancing Express Entry through category-based selection. A [website page](#) with background information on enhancements being considered was made public, which linked to an online questionnaire (see Annex A). As part of this process, a total of 2,960 organizations were also directly invited by email to provide feedback by completing the questionnaire or sending a written submission via email. IRCC received 263 responses through the online questionnaire, and 26 written submissions via email, for a total of 289 contributions. See Annex B for the list of all participating organizations.

Survey response distribution

Region of operation

| Province/Territory | Response % | Count # |
|--|------------|---------|
| National organization¹ | 16% | 44 |
| Atlantic Canada (New Brunswick, Nova Scotia, Prince Edward Island, Newfoundland and Labrador) | 14% | 37 |
| Alberta | 13% | 34 |
| British Columbia | 17% | 45 |
| Manitoba and Saskatchewan | 6% | 18 |
| Northern Canada (Yukon, Northwest Territories, Nunavut) | 3% | 8 |
| Ontario | 48% | 130 |

Organization type

| Focus of stakeholder organization ² | Response % | Count # |
|--|------------|---------|
| Academia, research foundation/institution, or think tank | 6% | 16 |
| Business | 19% | 52 |
| Chamber of commerce or board of trade | 1% | 4 |
| Economic development organization | 8% | 21 |
| Educational institution or school board | 5% | 14 |

¹ Stakeholders who identified as a national organization also identified the province(s) or territory(ies) in which they operate. Similarly, some participating stakeholders operate in more than one province or territory and could select multiple jurisdictions when completing the questionnaire. As such, totals do not add up to 100%.

² The stakeholder organization categories provided as options in the questionnaire are not universally defined. Some organizations may self-identify in a different category than another organization with a similar mandate. As well, some participating stakeholders identify as more than one type of organization, and could select multiple types when completing the questionnaire. As such, totals do not add up to 100%.

| | | |
|--|-----|----|
| Educational credential assessment organization | 1% | 4 |
| Employment services | 6% | 17 |
| Faith-based organization | 0% | 0 |
| First Nations/Inuit/Métis organization | <1% | 1 |
| Francophone or official language minority community organization | 3% | 9 |
| Government – Federal | <1% | 1 |
| Government – Municipal or regional administration | 3% | 7 |
| Government – Provincial or territorial | 2% | 6 |
| Government – Arm's-length agency/Crown corporation | 1% | 2 |
| Healthcare organization or other care service | 3% | 7 |
| Immigration consultant or lawyer | 9% | 25 |
| Industry or sector council | 9% | 25 |
| Labour organization | 1% | 3 |
| 2SLGBTQI+ organization | 0% | 0 |
| Member of a Local Immigration Partnership (LIP) or Réseau en immigration francophone (RIF) | 5% | 14 |
| Multicultural or ethno-cultural association | 1% | 4 |
| Not-for-profit/non-governmental organization | 17% | 47 |
| Settlement or resettlement organization | 8% | 21 |
| Other | 11% | 31 |
| Does not represent an organization | 11% | 29 |

A number of stakeholders were also invited to attend a virtual information session that offered an overview of category-based selection in Express Entry, as well as IRCC's proposed priorities and categories for implementation in 2023. Invitations were issued to the range of stakeholders referenced in the legislation, while prioritizing criteria such as national organizational mandate, geographic or multi-sectoral reach, sectors or occupations that primarily employ skilled workers, and representatives speaking on behalf of frequent users of Express Entry. These sessions, which were 60 minutes in length and conducted by departmental officials, were held in English and French on December 13 and December 15, 2022, and had a total of 25 participants for both.

Key findings

Proposed priorities and categories for category-based selection

Priority: Addressing chronic labour market shortages and positioning for the future

Possible category: Selecting candidates based on work experience in a particular occupation or sector

When asked about using category-based selection to fill chronic labour market shortages in particular occupations or sectors, participating stakeholders were generally supportive, and the majority provided specific suggestions. According to respondents, the following areas are experiencing the greatest needs: trades, transport and equipment operations and related occupations (including agriculture); occupations in healthcare; natural and applied sciences and related occupations (including IT); and occupations in hospitality. Generally, respondents spoke to needs in areas related to the focus of their organizations. Of the areas mentioned, trades, transport and equipment operations and related occupations was viewed as the sector experiencing the greatest needs by around 16% of respondents, which reflected the high

proportion of respondents representing this sector. However, healthcare was mentioned as the sector experiencing the greatest needs irrespective of stakeholder type and organizational focus. Respondents spoke to the impacts of current shortages on businesses and communities, as well as Canada’s economic prosperity and global competitiveness. IRCC also heard recommendations, including from representatives of government and business, to more closely involve provinces and territories as well as employers, in the process of determining categories in order to account for their insights into labour market needs.

Possible category: Transitioning temporary foreign workers to permanent residence

Participating stakeholders were asked about whether increasing transitions of temporary foreign workers to permanent residence through Express Entry would help respond to current economic needs and priorities. An overwhelming majority (93%) noted that they expected a positive impact (strongly or somewhat positive). Stakeholders in Alberta were the most likely to see increasing temporary-to-permanent transitions through Express Entry as having a strongly positive impact (94%), with national organizations being the least likely to say the same (67%).

Question: To what extent would increasing the number of temporary foreign workers that transition to permanent residence through Express Entry help respond to current economic needs and priorities?

| | Response % |
|--------------------------|------------|
| Strongly positive impact | 76% |
| Somewhat positive impact | 17% |
| No impact | 2% |
| Somewhat negative impact | 1% |
| Strongly negative impact | 0% |
| I don't know | 4% |

Respondents emphasized that temporary workers will more easily integrate, due to their Canadian work experience and proficiency in Canada’s official languages. A number of participating employers raised additional considerations, indicating that there could be opportunities to avoid the burdensome process associated with recruiting temporary foreign workers. When commenting on how to design such a category, participants also voiced support for prioritizing workers already in Canada and those with recent Canadian work experience.

Possible category: Transitioning international student graduates to permanent residence

A similarly high proportion of respondents (89%) indicated support for transitioning more international student graduates to permanent residence as a way of responding to current economic needs.

Question: To what extent would increasing the number of international students that transition to permanent residence through Express Entry help respond to current economic needs and priorities?

| | Response % |
|--------------------------|------------|
| Strongly positive impact | 69% |
| Somewhat positive impact | 20% |
| No impact | 7% |
| Somewhat negative impact | 2% |

| | |
|--------------------------|-----|
| Strongly negative impact | <1% |
| I don't know | 2% |

For those supportive of such a category, international student graduates were perceived as well-placed to work, integrate, and stay in Canada. The main reasons given by respondents were international student graduates' familiarity with Canada's official languages, as well as their possession of Canadian educational credentials and work experience. Nevertheless, there were divergences around the importance given to Canadian work experience, with a number of participating stakeholders suggesting that the focus be on the potential transferability of skills and experience rather than where they were acquired. Respondents from educational institutions and educational credential assessment organizations also raised concerns with prioritizing work experience given existing restrictions for working in Canada while on a study permit.

Priority: Supporting Francophone immigration and economic growth in Francophone minority communities

Possible category: Selecting Francophone and bilingual candidates

When asked whether the further promotion of Francophone immigration through Express Entry would help address economic needs or labour shortages, a slim majority of respondents (54%) indicated their agreement with this proposition. A considerable proportion indicated that either the category would have no impact (20%), or that they were unsure (22%).

Question: To what extent would the further promotion of Francophone immigration through Express Entry help address economic needs or labour shortages?

| | Response % |
|--------------------------|------------|
| Strongly positive impact | 30% |
| Somewhat positive impact | 24% |
| No impact | 20% |
| Somewhat negative impact | 3% |
| Strongly negative impact | 1% |
| I don't know | 22% |

An even smaller proportion of participating stakeholders from Alberta (42%) and British Columbia (36%) indicated that this category would have either strongly or somewhat positive impacts. Similarly, we heard from respondents that needs for French-speaking or bilingual workers vary across Canada. Those supportive of increasing Francophone immigration through Express Entry viewed category-based selection as a means of strengthening economic growth in Francophone minority communities. Respondents also pointed to opportunities to maintain the vitality of Francophone minority communities across Canada, as well as ensuring the provision of services to Francophones in their first language.

In your words – reactions to proposed priorities and categories

Some of the comments submitted by participants on proposed priorities and categories are shared below as examples, edited for length and clarity.

Other economic needs and considerations

Beyond expressing support for a category focused on labour market needs, participating stakeholders consistently emphasized that work experience in in-demand fields should be prioritized when designing categories. Respondents also raised a number of other considerations, such as the importance of working with provincial and territorial governments, as well as regulatory bodies, to help ensure skilled newcomers can practice in their intended professions. They also indicated that thresholds for official language proficiency should be set to align with job requirements. For instance, while representatives of immigration consultants or lawyers, not-for-profit organizations, businesses and clients expressed concerns with high French proficiency requirements, others, such as those speaking on behalf of Francophone minority communities, were supportive of them, especially in contexts such as healthcare. Many respondents also underlined that category-based selection should function as a complement to provincial and territorial selection efforts to meet regional labour market needs, and as a result generally saw more potential for the use of category-based selection to further advance Francophone immigration or to meet critical occupational shortages. Likewise, some cautioned against using category-based selection where other immigration levers (such as temporary immigration programs) would be more appropriate.

s.14(a)

s.20(1)(b)

Participating stakeholders also raised a number of concerns related to Express Entry or economic immigration more generally. These included barriers and issues around foreign credential recognition, processing times for applicants, clarity around immigration processes and channels of communication with IRCC, as well as settlement supports for newcomers, especially for Francophone newcomers. Concerns with processing times frequently emerged from business representatives and individual respondents.

Improving equitable access to permanent residence

Participants were also asked to reflect on equity considerations. The most common suggestion for improving equitable access to opportunities for permanent residence, across stakeholder types, was to expand the focus of the Express Entry system, which is currently designed to manage immigration applications from skilled workers. Many also raised issues with the weighting of the [Comprehensive Ranking System](#). For instance, respondents described the barriers the current age assessment presents for older candidates – many of whom may have more experience in their given fields – to receive an invitation to apply. A number of participating stakeholders shared concerns that Francophone talent from countries in Africa and the Caribbean face additional barriers when applying for permanent residence. Specifically, some described persistent racism and discrimination, pointing to examples such as high refusal rates and French testing that is biased towards European French speakers. Other issues raised related to family reunification, as well as some of the particular barriers faced by temporary foreign workers and international student graduates, such as their inability to access settlement supports.

In your words – feedback on other economic needs and considerations

A selection of comments submitted by participants on other needs and considerations is shared below, edited for length and clarity.

Learning from the process

Finally, we asked participants how their understanding of category-based selection had changed as a result of these consultations, whether the online platform facilitated their engagement, and what they liked or did not like about the process.

Most respondents (67%) reported an improvement in their understanding.

Question: How has your understanding of category-based selection changed by engaging in this exercise?

| | Response % |
|-------------------------|------------|
| Significantly improved | 21% |
| Improved | 46% |
| No change | 29% |
| Decreased | <1% |
| Significantly decreased | <1% |
| I don't know | 3% |

There were some noticeable differences among stakeholder types, with immigration consultants or lawyers much more likely to report no change in their understanding (57%), while 79% of those identifying as settlement or resettlement organizations and 76% of not-for-profit/non-governmental organizations described an improvement (significantly improved and improved). Respondents did, however, share a number of outstanding questions on topics related to category-based selection and to the economic immigration process more generally.

The majority of respondents (84%) also agreed that the online platform (i.e. online questionnaire platform) facilitated their participation. Most described the platform as easy to use, while some recommended adding features, such as the ability to save works-in-progress, to further improve usability.

In general, participating stakeholders appreciated being involved, while stressing that it would be important for IRCC to continue the dialogue with stakeholders on a broad range of issues. Similarly, there were recommendations to explore other consultation and engagement modalities that would better support such dialogue, such as focus groups, while also expanding the ability of diverse stakeholders to voice concerns and ideas. On the latter point, many also suggested greater outreach and promotion to reach a broader audience of potential participants.

Views were mixed, however, on the complexity and clarity of the information provided, and the questions posed. While many welcomed the detailed information that was shared, others wished content was more accessible. Those recommending that IRCC pursue other means of engagement also saw potential for expanding the number of information sessions developed to educate participants on category-based selection.

With respect to the questions asked, while a number of participating stakeholders appreciated the mix of open-ended and closed questions, many nevertheless saw the process as lengthy and demanding. A few explicitly welcomed the call for suggestions to increase equity and remove barriers in the immigration process.

In your words – input on the engagement process

These quotations, again edited for length and clarity, speak to some of the input received.

Next steps

IRCC appreciates the detailed input shared with us on immigration selection priorities and categories, as well as on Express Entry and the economic immigration system more broadly. These valuable insights will inform the implementation of category-based selection, as well as our thinking as IRCC considers further economic immigration enhancements.

In addition to publishing this summary of consultation findings, IRCC will report to Parliament on an annual basis on the categories for Express Entry that were chosen during the previous year and the selection process, including the rationale for choosing them; the instructions establishing a category; and the numbers of invitations to apply that are issued in support of a given category. The feedback shared around how we could improve the consultation process will shape future engagement on this topic with interested individuals, organizations, and groups, and inform the Department's broader efforts to engage stakeholders and the public.

Annexes

Annex A: Online questionnaire

Tell us about yourself

Q1 – Please provide your organization’s name:

- Organization’s name: _____
- Your name (optional): _____

Q2 – Which of the following best describe(s) your organization? Please select all that apply.

- Academia, research foundation/institution, or think tank
- Business
- Chamber of commerce or board of trade
- Economic development organization
- Educational institution or school board
- Educational credential assessment organization
- Employment services
- Faith-based organization
- First Nations/Inuit/Métis organization
- Francophone or official language minority community organization
- Government – Federal
- Government – Municipal or regional administration
- Government – Provincial or territorial
- Government – Arm’s-length agency/Crown corporation
- Healthcare organization or other care service
- Immigration consultant or lawyer
- Industry or sector council
- Labour organization
- 2SLGBTQI+ organization
- Member of a Local Immigration Partnership (LIP) or Réseau en immigration francophone (RIF)
- Multicultural or ethno-cultural association
- Not-for-profit/non-governmental organization
- Settlement or resettlement organization
- Other, please specify: _____
- I do not represent an organization

Q3 – In which province or territory do you mainly operate? Please select all that apply.

- National organization
- British Columbia
- Alberta
- Saskatchewan
- Manitoba
- Ontario
- Québec

- New Brunswick
- Nova Scotia
- Prince Edward Island
- Newfoundland and Labrador
- Yukon
- Northwest Territories
- Nunavut

Q3a – [IF Q3=QUEBEC] Does your organization have a national mandate, or is your mandate limited to the province of Québec?

- National mandate
- Québec mandate [IF SELECTED, END SURVEY: “Thank you for your interest in this survey. Due to the [Canada-Québec Accord](#), IRCC only engages organizations that operate in Québec with a national mandate, as Québec is responsible for its own immigrant selection.”]

Selecting candidates based on work experience in a particular occupation or sector

Q4 – Selecting on the basis of work experience in occupations or sectors experiencing chronic shortages could be a way to improve the responsiveness of the economic immigration system.

According to Statistics Canada, the most acute skilled shortages are found in construction (trades), administrative and support services, waste management and remediation services, health care and social assistance, and other services (with the exception of public administration, which is considered a separate industry as per the North American Industry Classification System).

Are these areas of concern to your organization? Are there other occupations or sectors experiencing chronic and long-term needs that you could identify, and for which permanent residence through Express Entry can complement in-Canada solutions (such as better wages and working conditions, skills upgrading and improving productivity)? For each identified occupation or sector, we would also appreciate considerations on numbers, including data. How might solutions incorporate equity considerations?

- [OPEN END]

Transitioning international student graduates to permanent residence

Q5a – We are interested in your feedback on whether selecting international student graduates could help to fill labour market needs quickly. To what extent would increasing the number of international students that transition to permanent residence through Express Entry help respond to current economic needs and priorities?

- Strongly positive impact
- Somewhat positive impact
- No impact
- Somewhat negative impact
- Strongly negative impact
- I don't know

Q5b – Please provide details on why increasing transitions to permanent residence through Express Entry would/would not help respond to existing needs. Are there any gaps that need to be addressed?

Q6 – What are the most important considerations to take into account when defining categories for selection for international students? In your response, you might wish to consider sectors or occupations with the most critical needs, recent work experience in Canada, or recent Canadian credentials from a designated learning institution, whether international students with limited to no Canadian work experience should be considered for eligibility, and any considerations with respect to numbers in this category, for example.

- [OPEN END]

Q7 – Is there any other feedback you would like to provide about selecting international students in Express Entry?

- [OPEN END]

Transitioning temporary foreign workers to permanent residence

Q8a – We are also proposing that selecting temporary foreign workers, with in-Canada experience, could address current chronic labour market needs. To what extent would increasing the number of temporary foreign workers that transition to permanent residence through Express Entry help respond to current economic needs and priorities?

- Strongly positive impact
- Somewhat positive impact
- No impact
- Somewhat negative impact
- Strongly negative impact
- I don't know

Q8b – Recognizing existing provincial/territorial and federal programs that support the transition of temporary foreign workers to permanent residence, please provide details on why increasing transitions through Express Entry would/would not help respond to existing needs. Are there any gaps that need to be addressed?

Q9 – What are the most important considerations to take into account when defining categories for selection for temporary foreign workers? Are there needs in specific areas (in certain skillsets or sectors, such as healthcare or STEM) that could be met by increasing transitions of temporary foreign workers to permanent residence through Express Entry?

In your response, you may wish to comment on chronic and long-term needs that cannot be solved through in-Canada solutions, such as better wages and working conditions, or skills upgrading and improving productivity, including with capital and technological investment. You may also wish to comment on whether to focus on workers who are in-Canada versus those with recent experience who may/may not currently reside in the country, as well any implications from a diversity and anti-racism perspective. We would welcome any considerations with respect to numbers.

- [OPEN END]

Q10 – Is there any other feedback you would like to provide about selecting temporary foreign workers in Express Entry?

- [OPEN END]

Selecting Francophone and bilingual candidates

Q11a – We are interested in your views on whether a category designed to select on the basis of French language proficiency could help fill labour shortage demands in Francophone minority communities. To what extent would the further promotion of Francophone immigration through Express Entry help address economic needs or labour shortages?

- Strongly positive impact
- Somewhat positive impact
- No impact
- Somewhat negative impact
- Strongly negative impact
- I don't know

Q11b – Please provide details on why the further promotion of Francophone immigration through Express Entry would/would not help respond to existing needs. Are there any gaps that need to be addressed?

Q12 – What are the most important considerations to take into account when defining categories for selection for Francophone immigration? In your response, you might wish to consider the level of proficiency in French, specific requirements for certain trades or professions, experience in sectors or occupations with the most critical needs, work experience in Canada, or Canadian educational credentials, for example. What are the implications of prioritizing in-Canada versus out-of-Canada French-speaking populations, including for diversity? We would also welcome your input on numbers for this priority, including relative to other selection priorities.

- [OPEN END]

Q13 – Is there any other feedback you would like to provide about selecting Francophone and bilingual candidates in Express Entry?

- [OPEN END]

Other priorities

Q14 – Beyond the proposed priorities, are there any other economic objectives that could be met via category-based selection under Express Entry?

- [OPEN END]

Q15 – Are there any ways to improve equitable access to opportunities for permanent residence through Express Entry?

- [OPEN END]

Learning from the process

Q16 – How has your understanding of category-based selection changed in engaging in this exercise?
Please select one of the following options.

- Significantly improved
- Improved
- No change
- Decreased
- Significantly decreased
- I don't know

Q17 – Are there any aspects that remain unclear?

- [OPEN END]

Q18 – The online platform facilitated my participation in this engagement process.

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

Q19 – What did you like about this engagement process?

- [OPEN END]

Q20 – Was there anything you did not like about this engagement process?

- [OPEN END]

Q21 – Do you have any changes or further recommendations that could support your participation in future years?

[OPEN END]

Q22a – Do you agree to have your written submission published in whole or in part in subsequent reports?

- Yes
- No

Q22b – [IF Q4=YES] How would you like the material to be attributed in subsequent reports?

- Full attribution – My full name and my organization's name can be published
- Partial attribution by name – Only my full name can be published
- Partial attribution by organization – Only my organization's name can be published
- Anonymized contribution – My comments can be published, but without reference to either my full name or my organization's name

s.14(a)

s.20(1)(b)

Annex B: Participating organizations

The list below includes all organizations that contributed to our consultations on category-based selection in Express Entry. IRCC has also received a number of anonymous and/or individual contributions that are not listed here for privacy reasons.

s.14(a)

s.20(1)(b)

s.14(a)

s.20(1)(b)

s.14(a)

s.20(1)(b)

s.14(a)

s.20(1)(b)