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population growth that threatened full employment, for Green and like minded economists it is the excessively rapid growth of the working age population and the labour force.

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Employment Visas and the Canadian Labour Force*

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INTRODUCTION

Canadian Public Policy – Analyse de Politiques published in 1975 a useful series of articles which examined Canadian immigration in general and the Green Paper on Immigration in particular (Dept. of Manpower and Immigration, 1974). However, one topic received scant attention, namely the employment of non-immigrants in Canada. After setting out the policy or program in the next section, attention turns to the countries from which the non-immigrants come, how this compares with the immigrant stream, and the occupational distribution of the non-immigrants compared to both the native born and foreign born Canadian labour forces.

THE PROGRAM: EMPLOYMENT VISAS

The second volume of the Green Paper on Immigration states that the issuance of employment visas preserves job opportunities for Canadian resi-

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dents and yet allows non-Canadians to fill jobs if no Canadian or landed immigrant is available (Dept. of Manpower and Immigration, 1974:2:186). As of January 1973 all persons other than Canadian citizens and landed immigrants who wish to work in Canada must obtain an employment visa. Non-immigrants come to Canada and take jobs for a specified time period and then leave Canada; if they desire to apply for landed immigrant status, they must leave Canada before so doing.

In general, non-immigrants fall into five groups: 1) members of an approved group based on an agreement between Canada and another country, 2) persons recruited abroad by Canadian employers, 3) some foreign students, 4) visitors to Canada who take temporary work, 5) certain people involved in judicial proceedings (Dept. of Manpower and Immigration, 1974:2:188-193).

While recognizing that there are costs associated with the non-immigrant program the authors of the Green Paper appear to believe that the benefits outweigh them and that it should be continued (Dept. of Manpower and Immigration, 1974:1:28-30; 2:193-195). The Canadian employer has a ready, short-term supply of labour when Canadian workers are unavailable; labour bottlenecks from skill-scarcity or labour shortages can be reduced in some cases. From the viewpoint of the non-immigrant, he or she gains income and work experience, as well as often having his or her way paid to and from Canada. The Green Paper remarks that the program serves a useful and therefore important service, and should be continued, although certain safeguards with respect to the non-immigrant's welfare need to be instituted and scrutinized. The *Report to Parliament* by the Special Joint Committee on Immigration Policy recommended, with some reservations, that the program of temporary or non-immigrant labour be continued but insisted that where a continual need for labour arises which Canadian citizens or landed immigrants are unwilling to fill, immigrants should be sought out and encouraged to come to Canada (Special Joint Committee, 1975:49-53).

Three questions are dealt with here:

- 1) Do immigrant and non-immigrant labour come from the same sending countries?
- 2) Do non-immigrants enter the same occupations as the native born and immigrant labour force?
- 3) If non-immigrants meet labour market needs on a specific basis, how close is the relationship between job vacancies and the occupational distribution of non-immigrants?

SENDING COUNTRIES AND OCCUPATIONAL DISTRIBUTION

The data on employment visas used here refer only to 1974. Comparisons are made using census data from 1971. This assumes that occupational distributions of the Canadian labour force (native and foreign born) remain constant from 1971 to 1974. Since occupational structure at the aggregate level used here changes slowly, this assumption appears reasonable.

Table 1 presents the data on employment visas issued in 1974 for the top twenty countries by total number issued; these totals are broken down by length of stay. Over fifty per cent of the total visas issued are for four months

TABLE 1

Employment visas issued in 1974, top 20 countries by length of stay

Country	Total	3 months or less	4 months	5 months	6 months	7 months	8 months	9 months	10 months	11 months	12 months
USA	36,008	22,355	2,376	1,163	1,309	2,152	532	546	552	645	4,378
United Kingdom	10,479	2,744	1,395	714	914	1,435	182	145	213	321	2,416
Jamaica	5,993	1,835	1,030	274	470	769	285	59	51	150	1,070
France	2,735	854	291	164	141	168	64	51	90	274	638
Hong Kong	2,561	504	385	238	166	207	173	182	172	155	379
Trinidad and Tobago	2,259	603	596	178	123	259	105	30	32	53	280
India	2,132	245	134	64	64	70	23	28	38	34	1,432
Japan	2,085	487	306	122	142	196	38	27	31	55	681
Barbados	1,317	368	404	98	45	165	107	24	16	21	69
Germany	1,248	490	192	50	50	113	30	11	19	31	262
Portugal	1,215	215	209	85	91	144	13	13	32	22	391
Australia	1,077	245	161	63	78	151	23	28	30	47	251
Poland	1,057	298	227	97	103	138	14	13	10	13	144
Greece	981	323	213	42	52	91	7	7	6	10	230
Mexico	847	233	100	18	30	79	18	217	16	13	123
Haiti	846	52	20	19	30	26	8	8	19	36	628
Guyana	799	137	109	44	58	89	11	17	9	10	315
Italy	758	195	125	39	58	95	10	11	7	11	207
Switzerland	702	150	86	48	76	106	15	16	23	30	152
Netherlands	679	245	158	35	42	46	15	7	8	13	110
Sub-total	75,778	32,578	8,517	3,555	4,042	6,499	1,673	1,440	1,374	1,944	14,156
Others	11,563	2,866	1,577	707	745	1,259	263	238	232	257	3,419
Total	87,341	35,444	10,094	4,262	4,787	7,758	1,936	1,678	1,606	2,201	17,575

SOURCE: Department of Manpower and Immigration.

or less, and twenty per cent of them are for twelve months. There are two partial exceptions to this general distribution, namely Haiti and India where 75 and 67 per cent respectively of the visas are for twelve months.

Do the sending countries which received high numbers of visas also send relatively large numbers of immigrants to Canada? Since the processing facilities are the same for non-immigrants as for immigrants, and immigration offices are located in only certain countries, some similarity is hypothesized. To test this, a simple correlation coefficient is calculated between the totals by country in Table 1 and the corresponding number of Canadian immigrants for 1974 from these same twenty countries. The coefficient is relatively high at .61, substantiating in part the connection between immigration and employment visa issuance. As well, for 1974 fifteen of the twenty countries of Table 1 appear in the list of the top twenty immigrant-sending countries. The five that do not are the Philippines, Yugoslavia, Ecuador, Kenya, and South Korea.

All this suggests that Canadians are likely successful in obtaining non-immigrants in the same countries that immigrants come from. A change in this program in terms of number of visas issued would not entail higher costs for processing facilities; the existing ones would do nicely.

The place of the non-immigrant might be filled by permanent additions to the Canadian labour force. There are undoubtedly very specialized skills for which this is untrue. There may be a substantial percentage of employment opportunities for which employment visas are granted and for which it would be undesirable to bring in immigrants on an indeterminate basis since the duration of the demand for their employment is limited. The large percentage of visas which are granted for a period of four months or less indicate that a significant portion of labour demand which is being filled by non-immigrants is short-term. However, the simple correlation between the sum of ten, eleven, and twelve months visas and total immigration for the twenty countries in Table 1 is .76. This suggests that more immigrants could be attracted to fill vacancies currently filled by employment visas.

The occupations for which employment visas are given in 1974 appear in Table 2. The destinations are broken down by provinces and by region, and for the correlation coefficients reported here, the data for the regions are used. It was stated above that employment visas are issued if Canadian citizens or landed immigrants are unavailable to fill a job vacancy; non-immigrants are supposed to be complementary to rather than competitive with other workers in the Canadian labour force. If there is a weak or negative relationship between the occupational distributions of resident and non-immigrant labour, then the non-immigrants are in a sense 'non-competitive.' It should be noted that this is only a very partial test of the operation of the program.

How closely related is the total occupational visa distribution in Table 2 (the last column) to the same distribution of the stated intended occupations of those immigrants who came to Canada in 1974? While the correlation coefficient between these two distributions is positive, its value is relatively low at .36. In the sense used here, the non-immigrants are 'non-competitive' with the immigrants of the same year.

Next, the Atlantic, Quebec, Ontario, Prairie, and BC visa distributions from Table 2 are correlated with the total occupational distributions for the corres-

TABLE 2

Employment visas issued - by occupation and estimation for the year 1974

Occupational groups	Nfld.	PEI	NS	NB	Atl. total	Que.	Ont.	Man.	Sask.	Alta.	Pr. total	BC, Y & NW/T	Total
Entrepreneurs	—	2	6	1	9	17	178	4	4	16	24	13	241
Managerial, admin.	42	2	99	138	281	990	2179	133	49	370	552	610	4612
Natural sc., eng. & maths	124	15	392	336	867	1319	2693	245	117	835	1197	1098	7174
Social sc.	12	4	25	3	44	272	932	50	16	73	139	153	1540
Religion	6	—	8	7	21	83	160	108	20	27	155	55	474
Teaching	89	10	220	138	457	1243	2443	226	209	858	1293	1031	6467
Medicine & Health	359	7	330	90	786	543	978	208	155	422	785	397	3489
Artistic, lit. & perf. arts	58	47	226	209	540	2160	5333	661	740	1431	2832	2527	13392
Recreation	2	1	17	24	44	238	404	59	62	198	319	189	1194
Clerical	22	8	36	52	118	515	1912	135	22	352	509	504	3558
Sales	5	1	15	13	34	284	689	56	12	164	232	215	1454
Service	37	37	106	52	232	2330	7501	795	236	1499	2530	1472	14065
Agriculture	—	8	18	5	31	228	8208	156	400	792	1348	663	10478
Fishing, hunting, trapping	4	2	3	1	10	5	101	1	—	—	1	1	118
Forestry & logging	—	—	37	3	40	70	101	11	1	1	13	38	262
Mining & quarrying	2	—	4	—	6	38	50	49	6	142	197	88	379
Processing	75	1	6	1	83	73	538	45	4	50	99	61	854
Food, beverage proc.	2	4	8	16	30	365	509	42	6	63	111	523	1538
Machining	7	16	60	199	282	261	1405	106	9	118	233	215	2396
Fabricating	34	24	179	152	389	1481	3690	296	91	502	889	630	7076
Construction	26	24	88	441	579	299	1170	408	86	686	1180	958	4186
Transport equipment	53	2	72	117	244	121	149	29	14	149	192	160	866
Material handling	2	—	4	5	11	147	411	29	4	43	76	62	707
Other crafts	—	—	6	13	19	75	312	4	6	44	54	115	575
Others	12	—	2	2	16	64	77	19	2	29	50	48	255
Total	973	215	1967	2018	5173	13221	42123	3875	2271	8864	15010	11826	87353

SOURCE: Department of Manpower and Immigration.

ponding region. The correlation coefficients for the respective regions are: Atlantic, .07; Quebec, .30; Ontario, .32; Prairies, .34; BC, .19. Therefore, like the total distributions reported above, the regional distributions are all positively related, but the level of association is relatively low. The non-immigrants, in the sense used here, are 'non-competitive' with the rest of the Canadian labour force.

The Canadian labour force excluding non-migrants in each region is now subdivided into the native born and the foreign born, and the regional distributions of Table 2 are related to each separately. First, the correlation coefficients between the occupational distributions of the native born and the foreign born are very high and positive: Atlantic, .86; Quebec, .88; Ontario, .89; Prairies, .90; BC, .92. The occupational distributions of native and foreign born in each region are similar; both workers groups gravitate towards the same occupations. The correlation coefficients between the non-immigrants and the native born are all positive, but once again the largest is .31 which is a relatively weak relationship. With the foreign born, the relationship with the non-immigrants is positive in all regions and the absolute size of the coefficient is larger than the ones between the native born and the non-immigrants. It appears that the non-immigrants are more 'competitive' with the foreign born than with the native born. Two relatively high correlation coefficients occur between the non-immigrant and foreign born distributions: Quebec, .52; Prairies, .47. The others are: Atlantic, .31; Ontario, .38; BC, .30.

Finally, job vacancies by region in Canada can be related to the employment visas issued to non-immigrants. There are at least two sources of job vacancy data, namely Statistics Canada's job vacancy survey and the registered vacancies at Canada Manpower Centres. The latter is preferable for two reasons. First, Statistics Canada's job vacancy data subdivided by occupation are available only for Ontario in a large number of occupations. The Manpower data are available for all occupations of Table 2 in every region (see Table 3). Second, even though the Manpower data miss non-registered vacancies, Manpower and Immigration ought to refer to them when placing non-immigrants. There should be a relationship between their registered vacancies and employment visas by occupation. Correlation coefficients are calculated between registered vacancies and visas by occupation for Canada total and the five regions. The correlation coefficients are Canada total, .41; Atlantic, .20; Quebec, .43; Ontario, .47; Prairies, .38; and British Columbia (Pacific), .31. The correlations for Quebec and Ontario reflect some matching of job vacancies and visas, but in the Atlantic region the association is not close.

CONCLUSIONS

The analysis suggests some policy options. For visas of more than nine months, the authorities may well seek to replace them with immigrants, although for visas of shorter term this is often impractical. These immigrants can be recruited from the populations of existing sending countries. While the relationship of visas to job vacancies is good in some regions, it could be closer, especially in the Atlantic region.

TABLE 3

Annual averages of end of month current vacancies registered at CMC's, by major region and 2-digit CCDO occupational group, calendar year 1974

Occupation	Atlantic	Quebec	Ontario	Prairies ^a	Pacific ^b
Managerial, administrative & related	194	412	636	300	162
Natural science, eng. & math.	256	1,035	1,617	619	345
Social sciences and related	48	197	208	117	76
Religion	—	—	—	—	—
Teaching & related	49	184	132	136	57
Medicine & health	386	472	611	635	280
Artistic, literary, performing arts & related	39	205	167	104	74
Clerical & related	998	3,163	4,808	2,396	1,350
Sales	705	1,658	2,921	1,287	709
Service	1,579	4,315	6,462	3,918	2,361
Farming, horticultural and animal-husbandry	103	258	1,637	497	155
Fishing, hunting trapping & related	26	6	11	—	14
Forestry and logging	557	1,368	305	69	147
Mining & quarrying, incl. oil and gas fields	103	418	297	324	76
Processing occupations	455	1,363	1,726	548	380
Machining and related	291	1,654	3,213	935	360
Product fabricating, assembling and repairing	1,044	4,561	4,951	2,905	1,032
Construction trades	1,374	1,829	1,984	2,625	993
Transport equipment operating	213	553	906	787	264
Material-handling & related, n.e.c.	155	1,306	1,482	481	128
Other crafts & equipment operating	106	325	409	212	72
Occupations not elsewhere classified	8	33	252	48	37
Total	8,689	25,315	34,735	18,943	9,072

^aPrairie Region includes NWT.

^bPacific Region includes Yukon.

SOURCE: Department of Manpower and Immigration.

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