



Immigration, Refugees
and Citizenship Canada

Immigration, Réfugiés
et Citoyenneté Canada

ENF 6

Review of reports under subsection A44(1)

Canada 

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Updates to chapter

2016-12-01

Section 16 has been updated to reflect changes for issuing removal orders *in absentia* following legislative changes and the Federal Court of Appeal decision in *Canada (Minister of Citizenship and Immigration and Minister of Public Safety and Emergency Preparedness) v. Jayamaha Mudalige Don*, 2014 FCA 4.

2014-09-04

Section 19.3: Instructions regarding the delegation for the review of reports concerning long-term permanent residents have been updated.

2007-04-12

- Section 5.1: Substantial changes were made throughout that section.
- Section 5.7: Minor changes were made to the first paragraph. As well, two paragraphs were added.
- Section 7: The entire section was rewritten.
- Section 9: Minor changes were made.
- Section 19.2: The section on non-criminal cases involving permanent residents was re-written.
- Section 20.1: The entire section was rewritten.

2005-10-31

Changes were made to reflect the transition from CIC to the CBSA. The term “delegated officer” was replaced with “Minister’s delegate” throughout text; references to “departmental policy” were eliminated; references to CIC and CBSA officers and to the C&I Minister and the PSEP Minister were made where appropriate, as were other minor changes.

- Appendix A was removed since no countries are listed under subsection A102(1);
- Appendix B, C and D were renamed A, B and C;
- Other minor changes to correct mistakes or relating to terminology were also made.

2004-08-11

ENF 6, *Review of Reports under A44(1)*, has been updated to reflect an amendment to section R228. The amendment prescribes that inadmissibility reports with respect to unaccompanied minors and persons unable to appreciate the nature of proceedings who are unaccompanied must be referred to the Immigration Division if the Minister’s delegate determines that a removal order should be sought.

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2004-01-26

The title for section 23 of chapter ENF 6 in French has been amended and now reads as follows: *Statut de citoyenneté/Citoyens canadiens qui présentent une demande d'asile.*

2003-09-02

A minor change was made to section 3.8 and section 24 of ENF 6.

2003-06-19

Changes to section 3.3 and the addition of section 24 relate to the procedures to follow when issuing administrative removal orders on grounds of misrepresentation pursuant to paragraph R228(1)(b).

1. What this chapter is about

This chapter provides guidance on administrative removal orders (departure, exclusion and deportation), reviewing reports prepared under subsection 44(1) of the *Immigration and Refugee Protection Act* (IRPA) and referral of subsection A44(1) reports to the Immigration Division (ID) of the Immigration and Refugee Board (IRB).

2. Program objectives

The IRPA allows the Minister's delegate to exercise certain decision-making authorities. In the context of this chapter, key decision-making authorities delegated by the Minister of Public Safety include the following:

- the authority to determine certain cases of admissibility and certain violations of the IRPA; and
- the authority to make administrative removal orders.

As will become evident in this chapter, several factors are considered when determining who is best placed to make certain enforcement decisions. These factors include the complexity of the facts and issues concerned, such as criminality abroad.

Note: The constitutional guarantees available to all persons in Canada under the Canadian Charter of Rights and Freedoms apply to decisions made by officers of Immigration, Refugees and Citizenship Canada (IRCC) and the Canada Border Services Agency (CBSA).

3. The Act and Regulations

The Act provides authority both to members of the ID of the IRB and to the Minister's delegate to issue removal orders, depending on the circumstances.

When determining whether a Minister's delegate should have jurisdiction to issue a removal order, the policy considerations to take into account are the complexity of the decision to be made and the latitude to decide the consequences of the order. The more discretion and analysis required in assessing the situation and making a decision, the more likely the jurisdiction should rest with a member of the ID.

To streamline the enforcement process in cases involving straightforward decisions, and to maintain the principle that the Minister's delegate may make determinations in cases where there is little need to weigh evidence, the IRPA empowers Minister's delegate to issue removal orders under the circumstances prescribed in the *Immigration and Refugee Protection Regulations* (IRPR).

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Table 1: Sections of the Act and Regulations applying to administrative removal orders

Provision	IRPA and IRPR
Humanitarian and compassionate considerations	A25(1)
Inadmissible family member	A42
Preparation of report	A44(1)
Referral or removal order	A44(2)
Conditions	A44(3)
No return without prescribed authorization	A52(1)
Arrest and detention with warrant	A55(1)
Detention on entry	A55(3)
Notice	A55(4)
Release – officer	A56
Review of detention	A57(1)
Further review	A57(2)
Application for judicial review	A72(1)
Convention refugee	A96
Person in need of protection	A97
Criminality (see section 3.2 below)	R228(1)(a)
Misrepresentation (see section 3.3 below)	R228(1)(b)
Failure to comply (see section 3.4 below)	R228(1)(c)
Inadmissible family members (see section 3.5 below)	R228(1)(d)
Permanent residents and their residency obligation (see section 3.6 below)	R228(2)
Eligible claims for refugee protection (see section 3.7 below)	R228(3)
Unaccompanied minors (see section 3.8 below)	R228(4)(a)
Persons unable to appreciate the nature of proceedings (see section 3.8 below)	R228(4)(b)

See also chapter AD 13, *CPIC and Interpol Procedures for CIC*.

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3.1. Considerations

The Act provides for three types of removal orders that may be issued:

- departure order;
- exclusion order; and
- deportation order.

The Regulations further specify the type of removal order that the Minister's delegate may make in prescribed circumstances. The Minister's delegate is given the power to issue removal orders against permanent residents only in cases where the sole basis for removal is loss of permanent resident status due to the inability to comply with the requirements of section A28. In such cases, the order shall be a departure order [R228]. The power of the Minister's delegate does not extend to the loss of permanent resident status on other grounds.

3.2. Criminality [R228(1)(a)]

In order to streamline the enforcement process, the IRPA provides the Minister's delegate with the authority to issue deportation orders to foreign nationals convicted of an offence in Canada.

Simply put, the Minister's delegate may make a deportation order where a foreign national is inadmissible for having been convicted in Canada of serious criminality, as defined in paragraph A36(1)(a), or for having been convicted in Canada of an indictable offence or convicted of two offences under any Act of Parliament not arising out of a single occurrence.

Note: Proof of a conviction in Canada may consist of a certified copy of the conviction certificate or the warrant of committal. A certified copy of the court information containing the accusations against the person concerned, and indicating a conviction, can also be used. Further, if a person is not contesting a criminality allegation, then the person's admission of such criminality, which may also take the form of a statutory declaration, can constitute sufficient evidence. In Canada, convictions may be confirmed through the Canadian Police Information Centre (CPIC). See chapter ENF 13, *CPIC Access and Warrant Management, and Interpol Procedures*. See also chapter ENF 1, *Inadmissibility*, and chapter ENF 2, *Evaluating Inadmissibility*. IRCC personnel should refer to chapter AD 13, *CPIC and Interpol Procedures for CIC*.

3.3. Misrepresentation [R228(1)(b)]

This provision allows the Minister's delegate to issue removal orders to foreign nationals who are deemed, under paragraph A40(1)(c), to be inadmissible for misrepresentation because the Refugee Protection Division (RPD) has vacated a decision to allow a claim for refugee protection on the basis that

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the decision was obtained as a result of directly or indirectly misrepresenting or withholding material facts relating to a relevant matter [A109].

In other words, where a removal order is to be issued, the Minister's delegate will make a deportation order when a foreign national is inadmissible on grounds of misrepresentation, and the misrepresentation is the basis for a final decision to vacate the refugee or protected person status.

The Minister's delegate shall not issue the removal order until all court challenges to the decision to vacate the refugee protection claim have been exhausted and are resolved. Paragraph R228(1)(b) can then be applied. This provision is also applicable to decisions granting applications to vacate that were rendered pre-IRPA, in which the Convention Refugee Determination Division (CRDD) decided that the determination was obtained by misrepresentation of any material fact. See section 24 below for the procedure on administrative removals.

3.4. Failure to comply [R228(1)(c)]

The Minister's delegate will make an exclusion order in those instances where foreign nationals fail to comply with the following requirements of the IRPA:

- failure to appear for further examination or an admissibility hearing;
- failure to establish that they hold the visa or other document required by the Act;
- failure to leave Canada by the end of the period authorized for their stay; and
- failure to comply with any conditions imposed relating to members of a crew [R184].

The Minister's delegate will make a deportation order in the case of foreign nationals who are inadmissible for failure to obtain the authorization of an officer before returning to Canada.

3.5. Inadmissible family members [R228(1)(d)]

Where a removal order is to be issued, the Minister's delegate will make the following orders:

- a deportation order, where foreign nationals are inadmissible because of the inadmissibility of a family member, and a deportation order has been made against that family member;
- an exclusion order, where foreign nationals are inadmissible because of the inadmissibility of a family member, and an exclusion order has been made against that family member;
- a departure order, where foreign nationals are inadmissible because of the inadmissibility of a family member, and a departure order has been made against that family member.

Note: Where a report relates to a family member, alleging a person to be inadmissible because a family member was deemed inadmissible and made the subject of a removal order by the ID, the Minister's

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delegate must first determine if the subject of the subsection A44(1) report was included in the removal order issued by the ID. This is necessary as the IRPA provides that, in certain circumstances, family members in Canada may be deemed by the ID to be included in a family members subsection A44(1) report and any resultant removal order issued by the ID [R227(2)]. Simply put, with respect to a report alleging inadmissibility and involving the family member inadmissibility provision under section A42, the first thing the Minister's delegate should ascertain is that the subject of the report is not already included in a removal order issued by the ID.

3.6. Permanent residents and their residency obligation [R228(2)]

The Minister's delegate is given the power to issue removal orders against permanent residents only in cases where the sole basis for removal is loss of permanent resident status due to the inability to comply with the requirements of section A28. In such cases, a departure order will be issued. The power of the Minister's delegate does not extend to the loss of permanent resident status on other grounds.

3.7. Eligible claims for refugee protection [R228(3)]

A removal order made with respect to a refugee protection claimant is conditional and will come into force only in prescribed circumstances [A49(2)].

3.8. Reports in respect of unaccompanied minors and persons unable to appreciate the nature of the proceedings [R228(4)]

If a Minister's delegate is of the opinion that a subsection A44(1) inadmissibility report is well-founded, and the case involves a minor who is not accompanied by a parent or adult legally responsible for them, the Minister's delegate does not have jurisdiction to issue a removal order, regardless of the grounds. If the Minister's delegate determines that a removal order is warranted, the report must be referred to the ID of the IRB for an admissibility hearing. This also applies in the case of persons who are unable to appreciate the nature of the proceedings and who are not accompanied by a parent or adult legally responsible for them.

3.9. Administrative removal orders and their effects

The IRPA contains provisions regarding the issuance of removal orders for persons who are found to be inadmissible on one of the grounds listed in the Act. Subsection A44(2) provides that the Minister's delegate may issue a removal order in the circumstances prescribed by the Regulations.

Subsection A49(2) provides that removal orders made with respect to a refugee protection claimant are conditional and specifies the circumstances in which the order comes into force.

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The Regulations specify the type of removal order that may be issued for each of the inadmissibility provisions. In establishing the type of removal order to be issued in relation to the particular circumstances, the Regulations do not distinguish between removal orders that, under the Act, are conditional and those that are not.

The Minister's delegate is authorized to make removal orders at ports of entry and at inland offices. Subsections A44(2), R228(1), R228(2) and R228(3), allow the Minister's delegate to resolve uncomplicated cases of inadmissibility at ports of entry and uncomplicated infractions of the IRPA at inland offices.

Departure orders

The Minister's delegate may make a departure order against foreign nationals who make a claim for refugee protection and are eligible to make such a claim, if the basis for the order is

- failure to appear for further examination or for an admissibility hearing;
- failure to leave Canada by the end of the period authorized for their stay; or
- failure to establish that they hold the visa or other document required by the IRPA.

The Regulations provide that a departure order shall also be made where

- a foreign national is inadmissible because of the inadmissibility of a family member, and a departure order has been made against that family member; or
- the Minister's delegate finds a permanent resident inadmissible for failing to comply with the residency obligations of section A28.

The Act provides the Minister's delegate with the power to issue a removal order to permanent residents only in cases where the sole basis for removal is loss of permanent resident status due to the inability to comply with the requirements of section A28. The power of the Minister's delegate does not extend to the loss of permanent resident status on other grounds.

The Regulations provide that a departure order requires foreign nationals either to leave or be removed from Canada. Departure orders become deportation orders where departure is not confirmed. The provisions respecting departure orders specify the following:

- an enforced departure order does not oblige a foreign national to obtain the authorization of an officer in order to return to Canada;
- a foreign national who is issued a departure order must satisfy the requirement related to departure from Canada within 30 days of the order becoming enforceable, failing which the order becomes a deportation order; and

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- if the foreign national is detained within the 30-day period or the removal order is stayed, the 30-day period is suspended.

Exclusion orders

The Minister's delegate may make an exclusion order where foreign nationals fail to comply with the following requirements of the IRPA:

- failure to appear for further examination or an admissibility hearing;
- failure to establish that they hold the visa or other document required by the Act; or
- failure to leave Canada by the end of the period authorized for their stay.

An exclusion order may also be made where a foreign national is inadmissible because of the inadmissibility of a family member, and an exclusion order has been made against that family member.

Subsections R225(1) and (3) respecting exclusion orders specify the following:

- an exclusion order obliges foreign nationals to obtain the written authorization of an officer in order to return to Canada for a period of one year after the order has been enforced; and
- foreign nationals who are issued an exclusion order as a result of being found inadmissible for misrepresentation must obtain the written authorization of an officer to return to Canada before a period of two years has elapsed since the order was enforced.

Deportation orders

The Minister's delegate has the authority to issue deportation orders to foreign nationals who are convicted of a criminal offence in Canada when the evidence is straightforward and does not require extensive analysis or the weighing of evidence.

Persons who are deemed inadmissible under the IRPA for misrepresentation, based on a decision by the IRB to vacate refugee status, will also be issued a deportation order by the Minister's delegate without the need to re-establish the grounds of misrepresentation at an admissibility hearing.

The Regulations also give the Minister's delegate the power to issue deportation orders to foreign nationals who have previously been removed from Canada and who return without prior authorization.

Consequently, the Minister's delegate may make a deportation order against foreign nationals if they are inadmissible for the following reasons:

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- on grounds of a serious criminality in Canada, as defined in the IRPA, or for having been convicted in Canada of an indictable offence or convicted of two offences under any Act of Parliament not arising out of a single occurrence;
- on grounds of misrepresentation where the misrepresentation is the basis of a final decision to vacate the refugee or protected person status;
- for non-compliance with the requirement to obtain the authorization of an officer before returning to Canada; or
- because of the inadmissibility of a family member where a deportation order has been made against that family member.

The provisions respecting deportation orders specify that receipt of a deportation order obliges foreign nationals to obtain the written authorization of an officer to return to Canada at any time after the order is enforced.

3.10. Forms

Table 2: Forms

Form title	Form number
Mailing Details and Acknowledgement	IMM 1118B
Denial of Authorization to Return to Canada Pursuant to Subsection 52(1) of the <i>Immigration and Refugee Protection Act</i>	IMM 1202B
Authorization to Return to Canada Pursuant to Section 52(1) of the <i>Immigration and Refugee Protection Act</i>	IMM 1203B
Exclusion Order	IMM 1214B
Deportation Order	IMM 1215B
Notice to Appear for a Proceeding under Subsection 44(2)	IMM 1234B
Review of Detention by Officer – (Pursuant to Section 56 of the <i>Immigration and Refugee Protection Act</i>)	IMM 1439E
Subsection A44(1) Highlights – Port of Entry Cases	IMM 5051B
Subsection 44(1) and A55 Highlights – Inland Cases	IMM 5084B
Departure Order	IMM 5238B
Request for Admissibility Hearing/Detention Review Pursuant to the Immigration Division Rules	IMM 5245B

4. Instruments and delegations

Pursuant to subsection A6(1), both the Minister of Immigration, Refugees and Citizenship and the Minister of Public Safety have the authority to designate specific persons as officers to carry out any purpose of any provision of the IRPA with respect to their individual mandates, as described in section A4, and have specified the powers and duties of the officers so designated. In addition, subsection A6(2) authorizes that anything that may be done by each Minister under the Act and Regulations may be done by a person that the Minister authorizes in writing. This is referred to as a delegation of authority.

While section A4 gives the Minister of Public Safety the policy lead for enforcement with respect to the IRPA, IRCC continues to be responsible for screening applicants for inadmissibility and for acting on that responsibility according to its delegated authority.

The Minister of Public Safety has designated officers of both the CBSA and IRCC to write reports and has delegated the review of those reports to officers of both the CBSA and IRCC. For full information, the Designation of Officers and Delegation of Authority documents signed by the Minister of Public Safety and by the Minister of Immigration, Refugees and Citizenship can be found in chapter IL 3. As a general rule, IRCC officers have been designated the authority to write reports for all allegations except section A34 (security grounds), section A35 (grounds of violating human or international rights) and section A37 (grounds of organized criminality). These cases will be referred to the CBSA. The Minister's delegate at IRCC or at the CBSA will review all reports written by IRCC or CBSA officers and have the authority either to issue removal orders or refer the reports to the ID.

5. Departmental policy

5.1. Procedural fairness

The principles of procedural fairness apply to the exercise of the powers of the Minister's delegate. In this context, procedural fairness includes the right of persons affected by a decision to a fair process; the opportunity to know the case one has to meet and respond to it; the opportunity to be represented by counsel; and the right to be tried by an independent and impartial decision maker (i.e., as a disinterested decision maker).

It is important to differentiate those cases where the Minister's delegate may issue a removal order and those cases where the ID issues it. For the latter, participatory rights will be given only once to the person concerned at the subsection 44(1) stage. For cases before the Minister's delegate, participatory rights will be provided twice: once in the call-in letter and once before commencing the interview. The rationale

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behind this is that if the Minister's delegate cannot (for statutory reasons) issue a removal order and decides to refer the case to the ID, the principles of procedural fairness will be applied by the ID.

The decisions of the Minister's delegate on admissibility may be subject to judicial review, with leave, by the Federal Court of Canada. Certain decisions that the Minister's delegate makes may be subject to appeal to the Immigration Appeal Division (IAD).

It is important for the Minister's delegate to make notes detailing the process followed in exercising his decision-making powers. The Minister's delegate has case highlight forms for both port-of-entry and inland processes [IMM 5051B and IMM 5084B, respectively]. These forms should be completed in as much detail as possible.

Persons must be informed of the nature of the allegations made against them in the report(s) at the earliest opportunity and must be given a reasonable opportunity to respond to those allegations before a removal order is issued.

Prior to their interview with the Minister's delegate, the persons concerned must be informed of the purpose of the interview and the possible outcomes of it. Also prior to the interview, the Minister's delegate should give persons the opportunity to obtain the services of an interpreter.

In detained cases: Persons have the right to have a counsel of their choosing present during the interview. Officers must inform persons of their right to counsel prior to commencing the interview.

In released cases: Officers must inform persons of the possibility of retaining counsel prior to commencing the interview. They do not have the right to have counsel present during the interview. However, in the spirit of procedural fairness, officers should permit counsel's presence. At any time during the interview, however, officers may require counsel to leave if they are of the opinion that such an action is warranted.

The Minister's delegate should put on file any additional notes detailing, for example, the identity and presence of counsel, circumstances relating to detention or release, and the basis for any decisions.

In reaching a decision, the Minister's delegate must take into account any representations made by persons or by their counsel and make particular note of the nature and content of these representations.

In the recent Federal Court of Canada decision in the case of *Hernandez v. Canada (Minister of Citizenship and Immigration)*, Madam Justice Snider found that officers writing reports under subsection A44(1) and the Minister's delegate referring the report (or issuing the removal order) under subsection A44(2) had the discretion to decide whether to write the report or take action on it. The Federal Court of Appeal further clarified the concept in *Cha v. Canada (Minister of Public Safety and Emergency Preparedness)*. In his decision, Mr. Justice Décaré explained that the use of the word "may" in

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section A44 implied that the officers and Minister's delegate' discretion varied depending on the circumstances of the allegations of inadmissibility.

The margin of discretion is further affected by the person's circumstances. Mr. Justice Décaré concluded that permanent residents have more rights and therefore benefit from more discretion by decision makers than foreign nationals do. The nature of the inadmissibility allegation will also affect the degree of discretion enjoyed by the decision maker. The more serious the allegation, the less discretion the officers and Minister's delegate have.

Officers will usually conduct examinations, interviews and/or reviews in the presence of the person concerned (and counsel, where applicable); however, in certain circumstances, such a proceeding may also be conducted by telephone or by other means of live telecommunication with the person concerned.

5.2. Burden of proof

The burden of proof is the obligation to demonstrate that a fact at issue is proved or disproved. The burden of proof in the context of immigration legislation, refers to who is responsible for establishing admissibility to Canada.

Section A45 is the legislative authority regarding who has the burden of establishing admissibility (see also sections A21 and A22 for foreign nationals).

Pursuant to paragraph A45(d), the burden of establishing admissibility depends on whether or not the person has been authorized to enter Canada.

In immigration matters, unless otherwise specified, the standard of proof is the balance of probabilities. This means that the evidence presented must show that the facts as alleged are more probable than not.

At a port of entry, the burden of proving whether a person has a right to enter Canada, or is or may become authorized to enter and remain in Canada, rests with that person. Officers must ensure that all admissibility decisions can be supported in fact and in law.

Generally, the burden of proving that a person in Canada should not be allowed to remain, and should therefore be removed, rests with the Minister of Public Safety.

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Table 3: Burden of proof for authorization of persons to enter Canada

Persons authorized or not authorized to enter	Details
Permanent residents and foreign nationals authorized to enter	<p>Paragraph A45(d) requires the ID to make a removal order against a permanent resident, or a foreign national who has been authorized to enter Canada, if it is satisfied that they are inadmissible.</p> <p>Consequently, in cases involving persons with lawful status in Canada, including permanent residents, the onus rests with the Minister of Public Safety to establish that the person is inadmissible.</p> <p>Once an admissibility hearing has commenced, an officer must be prepared to offer evidence to support the allegation(s) of inadmissibility and rebut any statements that may be made by the person concerned.</p>
Foreign nationals not authorized to enter	<p>Paragraph A45(d) requires the ID to make a removal order if it is not satisfied that a foreign national who has not been authorized to enter Canada is not inadmissible. Subsections A21(1) and A22(1) provide that a foreign national may obtain permanent or temporary resident status, if an officer is satisfied that, <i>inter alia</i>, the person is not inadmissible.</p> <p>This applies to persons seeking entry into Canada and those persons who have entered illegally.</p> <p>Consequently, the onus is on these persons to establish that they are not inadmissible.</p> <p>Synopsis: In cases where the Minister's delegate has jurisdiction under subsection A44(2) to make a removal order and the person does not hold status, the burden of proof lies with that person.</p>

5.3. Duty to provide information

A person claiming at a port of entry or who makes an application at an inland office that they should be allowed to come into or be authorized to enter or remain in Canada, as the case may be, must truthfully provide such information as an officer may require for the purpose of the examination [A16(1), A20(1)].

The same obligation applies to persons claiming to be refugees who are referred for a determination of eligibility [A100(4)].

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These sections of the IRPA place the person concerned under a legal obligation. Although there is no way of compelling persons to provide truthful information, knowingly providing false or misleading information is an offence under section A127 (misrepresentation).

5.4. Notification to persons of their right to appeal or file an application for judicial review

If a statutory appeal, as may be provided for by the IRPA, has not been resolved, neither the Minister of Public Safety nor the person concerned may appeal to the Federal Court.

Where no statutory right of appeal exists, or those rights have been exhausted, there is a right to seek judicial review with respect to any matter arising from the application of the IRPA by filing an application for leave and judicial review to the Federal Court pursuant to subsection A72(1).

Notice of right to appeal to the IAD

When Minister's delegate makes a removal order against persons who may have a right to appeal that decision to the IAD, officers must advise the persons of that right.

This is easily accomplished by giving them a notification of appeal form and informing them of their right to appeal.

The Minister's delegate is also to provide the persons with the address and telephone number of the IAD registry office so that the persons may file a notice of appeal with the Registrar if they so choose.

The Minister's delegate should obtain a written acknowledgement from the persons that they have been advised of their right to appeal to the IAD and place it in the case file.

For example, a written acknowledgement may take the following form:

I acknowledge being informed that I have a right to appeal the removal order issued against me to the Immigration Appeal Division of the Immigration and Refugee Board and that I have 30 days from the date of the removal order to file such notice of appeal with the Immigration Appeal Division.

I also acknowledge having received a notice of appeal form, which I understand is the form to be used to file an appeal with the Immigration Appeal Division.

Signature

Date

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Note: The Minister's delegate may also choose to add an interpreter's block, where applicable, and include a paragraph concerning interpretation standards (e.g., a paragraph detailing that the information was interpreted truthfully, an area for the interpreter's signature).

Notice of right to file an application for leave and judicial review

When Minister's delegate makes a removal order against persons who do not have the right to appeal to the IAD, officers are to advise the persons of their right to file an application for leave and judicial review with the Federal Court.

There is only one valid way to serve an application for leave and judicial review upon the Minister of Public Safety: it must be delivered to the appropriate office of the Department of Justice.

The Minister's delegate should obtain a written acknowledgment from the persons concerned, stating that they have been advised of their right to file an application for leave and judicial review, and place it in the case file.

Applications for leave and judicial review must be filed within 15 days of the date of the removal order.

See also chapter ENF 19, *Appeals before the Immigration Appeal Division (IAD) of the Immigration and Refugee Board (IRB)*, chapter ENF 9, *Judicial Reviews*, and chapter ENF 10, *Removals*.

5.5. Official Languages Act

Members of the public have a right to communicate with employees of IRCC and the CBSA in the official language of their choice, either English or French. A Minister's delegate who speaks the official language requested will be made available.

5.6. Interpreters

The Minister's delegate must be satisfied that the persons concerned are able to understand and communicate in either of the official languages in which the proceeding is being held. If need be, an interpreter is to be provided to enable the persons to understand and communicate fully. When the services of an interpreter cannot be obtained, the Minister's delegate may adjourn on grounds of operational necessity.

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5.7. Counsel

Persons do not have a right to counsel at removal order determinations and eligibility determinations, unless they are detained. In all cases, however, persons must be given the opportunity to obtain counsel at their own cost.

In detained cases: Persons have the right to have a counsel of their choosing present during the interview. Officers must inform persons of their right to counsel prior to commencing the interview.

In released cases: Officers must inform persons of the possibility of retaining counsel prior to commencing the interview. They do not have the right to have counsel present during the interview. However, in the spirit of procedural fairness, officers should permit counsel's presence. At any time during the interview, however, officers may require counsel to leave if they are of the opinion that such an action is warranted.

Counsel includes a barrister, solicitor, family member, consultant or friend.

Note: Participation by counsel involves speaking on the client's behalf, presenting evidence and making submissions on the issues. Allowing counsel to participate, if ready to do so, does not mean that the Minister's delegate is required to tolerate disruptive or discourteous behaviour by counsel. Where such conduct is encountered, the proceeding may be terminated.

6. Definitions

Minor

A minor may be defined as a person under the age of 18 years. Persons claiming to be less than 18 years of age are to be treated as minors unless there is conclusive evidence that they are 18 years old or older.

Persons unable to appreciate the nature of proceedings

This phrase refers to persons who cannot understand the reason for the hearing, or why it is important, or cannot give meaningful instructions to counsel about their case. An opinion regarding competency may be based on the person's own admission, the person's observable behaviour at the proceeding or an expert opinion on the person's mental health or intellectual or physical faculties.

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Adult legally responsible

An adult legally responsible for a minor or suspected incompetent person may be their parent or legal guardian. If the accompanying adult is not a parent or guardian, reasonable efforts must be made to contact a parent or guardian. For more information on accompanying adults, refer to chapter ENF 21, *Recovering Missing, Abducted and Exploited Children*.

7. Procedure: unaccompanied minors and persons unable to appreciate the nature of the proceedings

If the Minister's delegate is of the opinion that a subsection A44(1) inadmissibility report is well-founded, and the case involves a minor who is not accompanied by a parent or adult legally responsible for them, the report must be referred to the ID for an admissibility hearing. This also applies in the case of persons who are unable to appreciate the nature of the proceedings and are not accompanied by a parent or adult legally responsible for them. If it is questionable whether a person is an unaccompanied minor or unable to appreciate the nature of the proceedings, the Minister's delegate should err on the side of caution and refer the report to the ID so that a representative may be appointed.

The Minister's delegate must include in the information provided to the ID that the person is less than 18 years of age or is suspected of being unable to appreciate the nature of the proceedings. In accordance with rule 18 of the *Immigration Division Rules*, if counsel for a party believes that the ID should designate a representative for the subject of the hearing, counsel must, without delay, notify the Division and the other party in writing. If counsel for a party is aware of a person in Canada who meets the requirements to be designated as a representative, counsel must provide the person's contact information in the notice.

The ID member presiding at the proceeding will determine whether to designate a representative and who that representative will be. The *Immigration Division Rules* specify that a designated representative must be

- 18 years of age or older;
- able to understand the nature of the proceedings;
- willing and able to act in the best interests of the person concerned; and
- without interests that conflict with those of the person concerned.

8. Procedure: handling possible claims for refugee protection

Although there is no requirement in the IRPA for the Minister's delegate to ask whether the subject of a determination wishes to make a claim for refugee protection, they should be aware of Canada's obligation

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under the *United Nations Convention relating to the Status of Refugees* and the *Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment*.

Subsection A99(3) excludes persons under removal order from making a claim for refugee protection. Therefore, the Minister's delegate should satisfy himself that removal would not be contrary to the spirit of Canada's obligations before issuing an order, even when the subject does not explicitly request access to the refugee determination process.

It must also be recognized that some people who may have a legitimate need of Canada's protection are unaware of the provision for claiming refugee status.

There is a set of procedures for handling a possible claim for refugee protection:

- Where the subjects of a determination for an administrative removal order have not made a claim, the Minister's delegate should ask them how long they intend to remain in Canada.
- If the persons indicate that their intention is or was to remain temporarily, the Minister's delegate should proceed with the removal order decision and issue the removal order, if appropriate.
- If the persons indicate that their intention is or was to remain in Canada indefinitely, the Minister's delegate is to inquire about their motives for leaving their country of nationality and the consequences of returning there before making a decision on issuing a removal order.
- Where the responses indicate a fear of returning to the country of nationality that may relate to refugee protection, the Minister's delegate is to inform the subjects of the definition of a "Convention refugee" or "person in need of protection", as found in sections A96 and A97, and ask whether they wish to make a claim.
- Where the subjects indicate an intention not to make a claim, the Minister's delegate should proceed with the decision and issue a removal order, if appropriate.
- Where the subjects are uncertain, the Minister's delegate informs them that they will not be able to make a claim for refugee protection after a removal order has been issued [A99(3)] and provide them with an opportunity to make the claim before proceeding with a removal order decision.
- If the persons do not express an intent to make a claim, despite the explanation that this is their last opportunity, the Minister's delegate should proceed with the decision and issue the removal order, if appropriate.
- Whenever the persons indicate a fear of returning to their country of nationality, the Minister's delegate is to refrain from evaluating whether the fear is well-founded. As well, the Minister's delegate must not speculate on their eligibility before they have made a refugee claim, nor speculate on the processing time or eventual outcome of a claim.

These procedures do not preclude any subject from making a claim to Convention refugee status at any time before a removal order is issued, regardless of the responses provided to the officer.

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In order to address concerns that may arise subsequent to the issuing of a removal order, it is important that the notes accurately reflect—in detail—the questions asked and the information provided by the subject during an exchange such as the aforementioned.

9. Procedure: entry for the purpose of an admissibility hearing

Entry for the purpose of an administrative removal order determination proceeding will rarely be necessary. In exceptional circumstances, the Minister's delegate may have to consider a request for entry for an admissibility hearing to ensure that a person has a reasonable opportunity to provide more evidence.

The Minister's delegate may have to initiate entry for an admissibility hearing for operational reasons, such as the lack of an interpreter. Entry for an admissibility hearing should not be used as a tool of administrative convenience.

The Minister's delegate should not consider a request for entry for an admissibility hearing to provide additional information unless all of the following conditions have been met:

- there are strong indications that the person can easily produce additional documents relevant to the inadmissibility report determination;
- the Minister's delegate believes the person's indications to be credible; and
- the person has not yet been given a reasonable chance to present additional documents.

The Minister's delegate should keep in mind the provisions of subsection A44(3), subsection A55(3) and section A56, which provide authority to detain and release persons, and impose conditions—including the payment of a deposit or the posting of a guarantee—following the furthering of an examination of a person who is the subject of a subsection A44(1) report.

See also chapter ENF 8, *Deposits and Guarantees*.

10. Procedure: completing orders

The Minister's delegate must remember that any removal order made may ultimately be subject to a judicial review proceeding. It is important that they complete these documents fully and accurately.

Removal orders will normally be generated by full document entry in the Field Operational Support System (FOSS). If FOSS is temporarily unavailable, the Minister's delegate is to proceed as follows:

- complete a hardcopy of a departure order [IMM 5238B], an exclusion order [IMM 1214B] or a deportation order [IMM 1215B] using clear, legible bold print or a typewriter (if available);

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- ensure that the subject's name is spelled correctly;
- complete the subject's date of birth in the format indicated on the form;
- insert the applicable country name in the country of birth and country of citizenship fields (country codes are not to be used);
- complete the allegation section on the order using the allegation wording found in the Immigration FOSS User Guide;
- check off the box on the departure order indicating whether it is an enforceable order;
- sign and date the document;
- ensure that the order is interpreted and that the interpreter declaration is completed and signed, if appropriate
- ask the subject of the order, if present, to sign and date the order indicating receipt of a copy. If the subject refuses to sign, the Minister's delegate should make the notation "refused to sign" in the space reserved for the person's signature;
- complete the "Date Delivered" and "Delivered by (Mail or in Person)" fields in all cases. If the subject of the order is present and receives a copy of the order, the date delivered is the effective date of the departure, exclusion or deportation order. If the subject of the order is not present, the date delivered is the date the order is mailed and will always be the same as, or later than, the date signed (it must be remembered that the subject of the order is deemed to have been notified of the order seven days after the decision is mailed); and
- distribute the form as follows:
 - for departure orders, give copy 2 to the client, send copy 3 to IRCC National Headquarters (NHQ) for microfilming and send copy 5 to counsel, if available. Retain the other copies on file,
 - for unenforceable departure orders, give copy 2 to the client and copy 5 to counsel, if available. Retain the other copies on file,
 - when the departure order becomes enforceable, complete the bottom portion of copy 3 and send it to IRCC NHQ for microfilming,
 - for exclusion orders, distribute as indicated on the form and send copy 3 to IRCC NHQ immediately for microfilming, and
 - for deportation orders, distribute as indicated on the form; and send copy 3 to IRCC NHQ immediately for microfilming.

11. Procedure: obligations under the *Immigration Division Rules*

Under subsection 24(1) of the *Immigration Division Rules*, any document to be used in a proceeding must be typewritten or be a clear and readable photocopy on one side of a 21.5 cm x 28 cm (8½" x 11") paper.

With the exception of original documents such as photographs, handwritten notes, letters, birth certificates or documents that cannot be made to conform to the requirements set out in subsection 24(1)

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of the *Immigration Division Rules*, all documentation destined for the ID (e.g., an officer's statutory declaration), must be in compliance with the ID's designated size requirements.

In those cases where a document destined for the ID exceeds or does not otherwise comply with the ID's exceptions or designated size requirements, officers must use the office photocopier to reduce or enlarge the document, as appropriate.

12. Procedure: obligations under the *Immigration Appeal Division Rules*

The Minister's delegate will encounter three circumstances in which a person against whom they have made a removal order may have a right of appeal to the IAD. Those circumstances involve a person who is

- a foreign national who holds a permanent resident visa;
- a permanent resident; and
- a protected person.

When the Minister's delegate makes a removal order against a person who may have a right to appeal that decision to the IAD, the Minister's delegate must advise the person of that right.

The Minister's delegate simply has to give the persons concerned a notification of appeal form and inform them of their right to appeal.

The Minister's delegate is also to provide the persons with the address and telephone number of the IAD registry office so that the persons may file a notice of appeal, if they so choose, with the Registrar.

The Minister's delegate should obtain a written acknowledgment from the persons stating that they have been advised of their right to appeal to the IAD and place it in the case file. See also section 5.4 above.

Where a person has a right to appeal, removal orders are stayed until the end of the appeal period expires (30 days) if no appeal is made and until the day of final determination of the appeal, if an appeal is made.

If an appeal proceeds, pursuant to the *Immigration Appeal Division Rules*, all parties must be served with a certified true copy of the record. An appeal record consists of the following:

- a certified true copy of the removal order;
- any documents that are relevant to the removal order or to any other issue in appeal, including a copy of any report and/or direction or any statement of arrest concerning the appellant;

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- any written reasons for the decision to make a removal order; and
- a table of contents.

A certified copy of the appeal record must be filed with the IAD registry office. A certified copy must also be provided to the appellant. One copy should be retained in the case file, and a further copy should be forwarded to the regional appeals office as quickly as possible.

Note: The *Immigration Appeal Division Rules* require that a written statement indicating how and when the appellant was provided with the record be included with the appellant's copy of the record. A sample statement of service can be found in Appendix E, chapter ENF 19, *Appeals before the Immigration Appeal Division (IAD) of the Immigration and Refugee Board (IRB)*.

See also chapter ENF 19, *Appeals before the Immigration Appeal Division (IAD) of the Immigration and Refugee Board (IRB)*, and chapter ENF 10, *Removals*.

13. Procedure: handling persons who are detained

Persons who are detained must be given full reasons for their detention, be informed without delay of their right to retain and instruct counsel for the purpose of review of a detention review and be given a reasonable opportunity to exercise that right.

A reasonable opportunity would include, for example, providing access to a telephone and telephone directory (with an interpreter, if needed) and informing individuals of the possibility of applying for such legal aid as may be available in the applicable province or territory.

The Minister's delegate must respect the strict time frames for detention review. If counsel for detention review is not yet retained or cannot be present within the prescribed period of time, the detention review must proceed in the absence of counsel.

13.1. Taping proceedings

Courts have not imposed an obligation to record proceedings or allow proceedings to be recorded. There is, therefore, no obligation to allow a request to tape or digitally record an administrative removal order determination proceeding or an eligibility proceeding.

13.2. Providing counsel

For more information, see section 5.7 above.

14. Procedure: detention and release authority

14.1. Detention

Section A55 gives a CBSA officer the authority to detain after making a removal order.

If officers are of the opinion that the reasons for the detention no longer exist, and if the ID has not yet conducted a review of the reasons for continued detention, officers may order a permanent resident or a foreign national to be released from detention [A56].

Section A56 gives the authority for officers to impose conditions on release, including the payment of a deposit or the posting of a guarantee for compliance with conditions.

See also chapter ENF 8, *Deposits and Guarantees*.

The Act provides that if a permanent resident or a foreign national is taken into detention, an officer must without delay give notice to the ID [A55(4)].

The Act further provides that where a person has been detained because an officer has grounds to believe the person to be inadmissible and a danger to the public or unlikely to appear for examination, an admissibility hearing, removal from Canada or a proceeding that could lead to the making of a removal order by the Minister, and such an occurrence does not take place within 48 hours after detention, or without delay afterward, the person must be brought before the ID for a review of the reasons for continued detention [A57(1)].

Thereafter, a detention review by the ID shall take place at least once during the seven days following and at least once during each 30-day period following each previous review [A57(2)].

The test that officers use to reach decisions concerning detention and release is “reasonable grounds to believe.” This expression means more than mere suspicion but less than the civil test of “balance of probabilities.” It is a lower threshold than the criminal standard of “beyond a reasonable doubt.” It is a *bona fide* belief in a serious possibility based on credible evidence.

Put another way, the reasonable grounds test is a set of facts and circumstances that would satisfy an ordinarily cautious and prudent person and that are more than mere suspicion. Information used to establish reasonable grounds should be specific, credible and received from a reliable source.

See also section 13 above and chapter ENF 20, *Detention*.

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14.2. Release

As indicated in section 14.1 above, if officers are of the opinion that the reasons for the detention no longer exist, and if the ID has not yet conducted a review of the reasons for continued detention, officers may order a permanent resident or a foreign national to be released from detention [A56].

When officers review a detention, a *Review of Detention by Officer* form [IMM 1439E] form should be completed so that a record may be kept of what took place. Officers may release the person on conditions considered appropriate, including the payment of a deposit or the posting of a guarantee for compliance with conditions that the officer considers necessary.

15. Procedure: issuing removal orders when a Minister's delegate is not on site

Subsection A44(1) requires that inadmissibility reports be transmitted to the Minister after being prepared. Upon receipt of a subsection A44(1) report, a Minister's delegate may, if of the opinion that the report is well-founded, refer the report to the ID for an admissibility hearing or, in specific circumstances, issue a removal order.

As officers cannot prepare and then review and determine their own report, in those instances where a Minister's delegate is not physically on-site and/or otherwise available to conduct a review and determination in person, officers must contact a Minister's delegate by telephone for the purposes of reviewing and determining the subsection A44(1) report.

All subsection A44(1) report reviews and determinations conducted by telephone must have a subsection A44(1) case highlights form [IMM 5051B or IMM 5084B] completed by the officer. The officer who contacts the Minister's delegate must also undertake to make full and complete notes throughout all phases of the review and determination proceeding conducted by the Minister's delegate.

The officer must ensure that all notes made are kept with the case file so that a proper record exists. The officer, on behalf of the Minister's delegate, must also append to the case highlights form a written narrative of the Minister's delegate's decision and, if applicable, any other comments and/or instructions that the Minister's delegate wishes to have recorded.

In those cases where the Minister's delegate has jurisdiction to issue a removal order, officers must be particularly diligent to ensure that all matters relating to natural justice and procedural fairness are satisfied.

If, for any reason, the opportunity does not exist for the person concerned to talk to the Minister's delegate via speakerphone or if, for any reason, the Minister's delegate is of the opinion that the person

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concerned does not truly appreciate the nature of the proceedings, then no decision on the report is to be rendered until a Minister's delegate is physically on-site and able to conduct a review and determination of that report in person.

With respect to all manner of documentation that a Minister's delegate might issue, including a removal order, an officer must issue such documents on behalf of the Minister's delegate only after having received the express verbal authorization from the Minister's delegate to do so, and then only on condition that the officer signs such documents on behalf of the Minister's delegate.

Note: If, for any reason, a Minister's delegate does not wish to proceed with or otherwise continue a telephone review and determination of a subsection A44(1) report, the officer must either conclude the case as though no Minister's delegate were involved or must deal with the case as though an in-person Minister's delegate review is required. In other words, the officer is not to contact other Minister's delegate by telephone if one such delegate has already been contacted and, for whatever reason, has declined to conduct a subsection A44(1) telephone review.

16. Procedure: removal orders in absentia

In absentia is Latin for "in absence" or, more fully, "in one's absence".

In the context of the IRPA, the practical application of an *in absentia* proceeding will be in exceptional circumstances where a foreign national or permanent resident who is subject to a subsection A44(2) Minister's proceeding is found inadmissible and issued a removal order without being present at the proceeding.

On June 28, 2012, the *Protecting Canada's Immigration System Act* (Bill C-31) received royal assent. This legislation introduced several key legislative changes, including an amendment to subsection A55(1) to allow for the issuance of a warrant for the arrest and detention of a foreign national or permanent resident where there are reasonable grounds to believe the person is inadmissible and unlikely to appear at a subsection A44(2) proceeding.

With this amendment, which provides officers with the authority to issue a warrant for a person unlikely to appear at a subsection A44(2) proceeding, removal orders should no longer be issued *in absentia*, except in exceptional circumstances. These cases will be rare, and each will need to be assessed on an individual basis, taking into consideration all relevant information before proceeding with an *in absentia* proceeding. The following scenario illustrates an example where an *in absentia* proceeding may be reasonable.

Scenario: A crew member entered Canada as a member of a crew and deserted their vessel shortly afterward. The crew member did not report to the CBSA or IRCC within the specified time frames outlined

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in the IRPR and was reported under subsection A44(1). In an attempt to locate the person in Canada, all investigative leads were exhausted. The subsection A44(2) proceeding was held in absentia, and, after all the evidence was reviewed, the report was determined to be well-founded and the person was issued a removal order and warrant for removal.

16.1. Notification when scheduling subsection A44(2) proceedings

In some cases, a person may be reported pursuant to subsection A44(1), and the review of that report by a Minister's delegate will not take place until a delegate is available. In these situations, reasonable efforts should be made to notify the person to appear and to provide the person with an opportunity to be heard at the subsection A44(2) proceeding. Reasonable efforts will vary from case to case, depending on the nature of the case, the type of information available and the level of engagement.

Where the person's address is known, the officer should provide written notice in person or by mail, depending on the circumstances, by completing a *Notice to Appear for a Proceeding under Subsection 44(2)* [IMM 1234B]. This form will provide notice of the location, date and time of the subsection A44(2) Minister's proceeding; legal authority to conduct the proceeding; and consequences of failing to appear at the proceeding. Other relevant information, such as a copy of the subsection A44(1) report, which sets out the allegation(s) and contact information, should also be provided.

If the notice is being mailed, reasonable efforts should be made to verify the accuracy of the person's address; this includes querying and updating databases. Reasonable time and opportunity should be provided to the person to allow for attendance at the subsection A44(2) proceeding.

16.2. Failure to appear at subsection A44(2) proceedings

If the person fails to attend on the date specified, the Minister's delegate conducting the review will adjourn the proceeding. Reasonable efforts should be made to determine the reasons for the absence (e.g., a letter sent to the last known address, a site visit and/or a telephone call).

In some circumstances, there will be valid excuses for why the person failed to appear. The onus will be on the person to show cause for not appearing at the proceeding. The officer will make a determination as to whether the explanation is reasonable and attempt to communicate the results of that determination to the person.

If the officer is satisfied with the explanation for not attending the proceeding, a second written notice [IMM 1234] will be delivered in person or by mail, depending on the circumstances. The officer must clearly write or otherwise indicate "second notice" on the form.

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If satisfactory reasons have not been provided, the location in Canada of the person concerned is unknown or the person concerned does not appear and the responsible officer or office where the subsection A44(1) report originated has not received notice or other indication from the person stating why they were unable to attend the proceeding, then the officer should pursue other investigative techniques in order to locate the person and consider issuing an arrest warrant for being unlikely to appear at a subsection A44(2) proceeding. For further information on investigations, warrants and arrests, refer to chapter ENF 7, *Investigations and Arrests*.

16.3. Handling *in absentia* proceedings

In exceptional cases where a Minister's delegate has made a decision to continue with a subsection A44(2) proceeding *in absentia*, they will conduct a paper review of the report with all relevant evidence available at the time of the review. If, after such review, the Minister's delegate determines the report to be well-founded, and if all grounds for inadmissibility are those for which the Minister's delegate has jurisdiction, a removal order may be made against the person concerned, even though that person is not present at the time the removal order is issued.

At this point, the officer should also consider obtaining and/or issuing a warrant for the arrest and detention of the person concerned pursuant to subsection A55(1) for removal from Canada. See also ENF 7, *Investigations and Arrests*.

17. Procedure: included family members and persons accompanying family members

Officers may need to assemble information about the family members of a person who is the subject of a report, or persons whose family member is the subject of a report, and decide whether the family member(s) should also be reported and/or made subject to a removal order by the Minister's delegate or the ID.

Officers should always consider including family members in order to avoid separating families or having other family members abandoned when one member must be removed from Canada.

Subsection R1(3) provides the following:

(3) For the purposes of the Act, other than section 12 and paragraph 38(2)(d), and for the purposes of these Regulations, other than sections 159.1 and 159.5, *family member* in respect of a person means

(a) the spouse or common-law partner of the person;

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(b) a dependent child of the person or of the person's spouse or common-law partner; and

(c) a dependent child of a dependent child referred to in paragraph (b).

In cases involving allegations within the jurisdiction of the Minister's delegate, a separate subsection A44(1) inadmissibility report is required for each family member under paragraph A42(b). In cases where the ID is involved, family members may be included in a removal order without the need for a separate inadmissibility report, unless they are Canadian citizens or permanent residents.

Subsection R227(2) provides that, in the case of a report and removal order made by the ID against a foreign national who has family members in Canada, the removal order may be made effective against the family members provided that

- an officer informed the family members of the report;
- an officer informed the family members that they are the subject of an admissibility hearing and, consequently, have the right to make submissions or representations at the admissibility hearing; and
- the family members are subject to a decision that they are inadmissible under section A42 on grounds of the inadmissibility of the foreign national. For the purposes of subsection A52(1), the making of a removal order against a foreign national on the basis of inadmissibility under paragraph A42(b), that is, being an inadmissible family member, is prescribed as a circumstance that does not oblige the foreign national to obtain the authorization of an officer in order to return to Canada.

Synopsis: In cases involving allegations within the jurisdiction of the Minister's delegate, a separate subsection A44(1) inadmissibility report is required for each family member. The Minister's delegate can make removal orders only against persons about whom a report has been written—the Minister's delegate cannot include family members in an administrative removal order relating to another member of the family.

18. Procedure: Charter arguments

The Minister's delegate may occasionally be asked, in the course of an administrative removal order proceeding, to rule on the constitutionality of certain provisions of the IRPA. They may also be asked to delay eligibility or admission procedures so that the person concerned may make an application to the Federal Court on the constitutionality of a provision of the IRPA.

Legal advice has been received to the effect that the scheme of the Act does not envision decisions by the Minister's delegate on constitutionality. Under the IRPA, officers have very limited jurisdiction.

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Additionally, the decision-making process is not a formalized court-like hearing process and involves applying rather than interpreting the Act.

This situation is in contrast to the IRB tribunals, which have been granted sole and exclusive jurisdiction to hear all questions of law and fact.

As a result of the legal analysis received, the Minister's delegate should use the following phrase if they are asked to rule on the constitutionality of a provision under the IRPA:

Officers do not have jurisdiction to deal with Charter issues under section 52 of the *Constitution Act*. Furthermore, officers are not considered a court of competent jurisdiction and as such cannot grant remedies sought under section 24 of the Charter.

If the Minister's delegate is requested to delay eligibility or admissibility procedures so that persons may make an application to the Federal Court on the constitutionality of a provision of the IRPA, the Minister's delegate is to advise such persons that the legal process permits application to the Court to be made following the decision on eligibility or admissibility. Consequently, there is no reason, based on a Charter argument, to permit a delay of procedures for the purpose of pursuing any Federal Court application.

To view the *Canadian Charter of Rights and Freedoms*, see the Department of Justice website.

19. Procedure: decisions to refer a report to the ID of the IRB

In cases where the Minister's delegate does not have jurisdiction to issue a removal order, they may refer the report to the ID of the IRB if satisfied that the report is well-founded. At the end of the admissibility hearing, the member of the ID will, pursuant to paragraph A45(d), make the applicable removal order against the person, if satisfied that the person is inadmissible.

Before referring a report that is believed to be well-founded to the ID for an admissibility hearing, the Minister's delegate must assess each case on its own merits. This section is intended to assist officers in making decisions that are consistent with the objectives of the IRPA; it is not intended to restrict Minister's delegate in the lawful exercise of his discretion. What follows are guidelines only.

19.1. Subsection A44(1) reports concerning foreign nationals

Decisions to refer a report to the ID for an admissibility hearing should be guided by the same factors as decisions to write an inadmissibility report concerning a foreign national or to issue a removal order in cases where the Minister's delegate has the jurisdiction to do so.

See also chapter ENF 5, *Writing A44(1) Reports*, specifically section 8.1, *Considerations before writing an A44(1) report*.

19.2. Subsection A44(1) reports concerning permanent residents of Canada

The relative weight of the factors involved in determining whether to recommend a referral to the ID will vary depending on the circumstances of the case. The following non-exhaustive list of factors may be considered in both criminal and non-criminal cases:

- **Age at time of landing**—Has the person been a permanent resident of Canada since childhood? Was the permanent resident an adult at the time of admission to Canada?
- **Length of residence**—How long has the permanent resident resided in Canada after the date of admission?
- **Location of family support and responsibilities**—Are family members in Canada emotionally or financially dependent on the permanent resident? Are all extended family members in Canada?
- **Conditions in home country**—Are there any special circumstances in the likely country of removal, such as civil war or a major natural disaster?
- **Degree of establishment**—Is the permanent resident financially self-supporting? Are they employed? Do they have a marketable trade or skill? Has the permanent resident made efforts to establish themselves in Canada through language training or skills upgrading? Is there any evidence of community involvement? Has the permanent resident received social assistance?
- **Criminality**—Has the permanent resident been convicted for any prior criminal offence? Based on reliable information, is the permanent resident involved in criminal or organized crime activities?
- **History of non-compliance and current attitude**—Has the permanent resident been cooperative and forthcoming with information? Has a warning letter been previously issued? Does the permanent resident accept responsibility for their actions? Are they remorseful? Have they supplied any necessary documentation requested by an officer?

Criminal cases

With respect to criminality, the seriousness of the offence will be an important consideration in assessing whether to refer a report to the ID.

Three principal factors indicate the seriousness of an offence:

- the circumstances of the particular incident under consideration;
- the sentence imposed; and
- the maximum sentence that could have been imposed.

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The fact that a conviction falls within subsection A36(1) is itself an indication of its seriousness for immigration purposes.

Sentences imposed by the courts may have been subject to plea bargaining. The Crown may agree to a reduced sentence if the person pleads guilty. The circumstances of the crime are not viewed less seriously, but the person is compensated for agreeing to save the court the time and expense of a full trial.

It is strongly urged that, whenever possible, officers who write the report obtain proper documentation (independent evidence or supplementary documentation) to support the assessment. Officers will also find this documentation essential when presenting the case before the ID or when defending a removal order that is challenged.

The best documentation is a transcript of the trial judge's remarks on conviction or sentencing, commonly known as the *Judge's Reasons for Sentence*. Also, reports from probation officials, police agencies, correctional facilities, etc. provide valuable information regarding the circumstances of the offence and sometimes the potential for rehabilitation.

Seriousness of offence

The following factors should be considered:

- Is it a crime that involves violence?
- Did the crime include the use of a firearm?
- Was it a crime against a person (specifically, was it a crime against a child or children, mentally or physically challenged persons, or senior citizens), a racially motivated crime, a crime of violence or a crime involving trafficking in large quantities of drugs or in hard drugs (e.g., heroin)?
- How serious were the consequences for the victim?

Criminal history

The following factors should be considered:

- Is the permanent resident a first time offender?
- Is there a pattern of committing offences (recidivist), and, if so, are the offences committed becoming more serious?
- Was the permanent resident influenced by others in the commission of the crime?

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Length of sentence

The following factors should be considered:

- What type of sentence was imposed on the permanent resident?
- Was jail imposed?
- Has probation or parole been denied?

Potential for rehabilitation

The following factors should be considered:

- What is the potential for rehabilitation?
- How much time has passed since the last conviction?
- Has the permanent resident already been released? For how long?
- Has the permanent resident accepted culpability, expressed remorse, enrolled in or completed educational, skills upgrading or rehabilitation programs (e.g., Alcoholics Anonymous, Narcotics Anonymous, anger management programs, life skills programs)?
- Are family members willing and able to support/assist, etc.?

Non-criminal cases involving permanent residents

In cases of misrepresentation, had the information now coming to light been available to the reviewing officer, permanent resident status would not have been granted. Similarly, in cases of non-compliance with conditions, the granting of permanent residence was given with a commitment from the client, without which, the privilege of permanent residence would not have been granted.

Additional factors to consider in non-criminal cases

What follows are some specific factors that could be considered in assessing non-criminal cases. The list is not meant to be, nor should it be considered, exhaustive.

- Would the person concerned have otherwise been granted permanent residence? Does the permanent resident qualify in any of the economic or family classes?
- Are family members also the subjects of a section A44 inadmissibility report?
- What are the reasons for failure to comply with conditions? Are there any mitigating or extenuating factors that would explain the permanent resident's breach of conditions? Is there any evidence that the permanent resident (business immigrant) made a genuine attempt to meet the conditions? Is there any information gathered from other sources (e.g., the sponsor) and is it consistent with that provided by the person concerned?

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Simple knowledge of the conditions would be sufficient. In the case of a sponsor who has refused to go through with a marriage, the referral may still be warranted, as the foundation upon which the person was granted permanent resident status no longer exists.

The following factors should be considered:

- What were the reasons for misrepresentation?
- Was the misrepresentation intentional, deliberate or planned?
- Did the misrepresentation involve falsification of documents?
- Was the misrepresentation made on the permanent resident's behalf, without their knowledge?
- Was the person eligible at the time of application and did they render themselves ineligible prior to departure for Canada, such as through a marriage that renders an accompanying dependent ineligible?

19.3. Limited delegation for long-term permanent residents

The authority to receive a report and to decide whether to refer it to the Immigration Division for an admissibility hearing concerning certain long-term permanent residents has been amended. The limited delegation to review these cases is now at the Manager or Director level in the regions. There is no longer a requirement to refer subsection A36(1) cases to IRCC Danger to the Public Unit, Case Management Branch, NHQ nor to refer sections A34, A35 and A37 cases to the CBSA Inland Enforcement Operations and Case Management Branch. The existing Designation and Delegation by the minister of Public Safety and Emergency Preparedness under the IRPA and the IRPR allows subsection A44(1) reports to be reviewed at the regional level (see items 109 and 114 in the Delegations instrument).

Long-term permanent residents are persons who

- became permanent residents before attaining the age of 18 years;
- were permanent residents of Canada for 10 years before being convicted of a reportable offence or, in cases not involving a conviction, the preparation of the subsection A44 report; and
- would not have a right to appeal a decision of the Immigration Division to the Immigration Appeal Division by virtue of section A64.

19.4. Preparation of referral or warning letter

Referral

In the case of permanent residents, the *Request for Admissibility Hearing/Detention Review* form [IMM 5245B] should be completed as follows:

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- The form must reflect the complete name of the person as it appears on the *Record of Landing/Confirmation of Permanent Residence* form. It is preferable that officers not list aliases on the referral. It is not incorrect to do so, but it is not a required piece of information. If aliases are recorded on the referral, they must appear exactly as they do on the section A44 inadmissibility report.
- The allegations cited must reflect exactly what appears on the subsection A44(1) inadmissibility report. It is necessary to list the subparagraphs, if applicable.
- The referral must be signed by the Minister's delegate who has authority to make a decision in the particular case.
- The Minister's delegate should record in their file notes what factors they considered in arriving at their decision. It is important that discretion be exercised in a way that is reasonable and fair.

No referral: warning letter—criminal and non-criminal cases

Where the Minister's delegate believes the report is well-founded but decides not to refer the report to the ID for an admissibility hearing, a letter is to be sent advising the person that a decision could be made to refer the report at a later date. The inherent value of a warning letter should not be underestimated. Its purpose is twofold: it conveys the decision and it is intended to act as a deterrent.

A warning letter sometimes has a third critical role: if, at some point in the future, the subject becomes reportable again, the file copy, acknowledged and signed by the person concerned, is very persuasive documentation to support a recommendation for referral to the ID. Officers also rely on the warning letter to demonstrate to the IAD that the person concerned was duly cautioned as to the negative repercussions if another violation occurred.

- The warning letter should always be printed on letterhead. The letter can be stored in a computer for easy access and completion. The fields should never be handwritten. This cannot be a standard form letter, as it needs to be tailored to the individual circumstances of the person concerned.
- Every effort should be made to hand-deliver the warning letter. The person concerned should be asked to sign the file copy acknowledging receipt of the original. This is especially important in criminal cases in the event of a subsequent violation.
- It may happen that the letter cannot be hand-delivered because the inmate has been transferred to an institution outside of the local office's jurisdiction. In this event, officers should forward the letter to the responsible office with a request to hand-deliver the letter on their next visit to the facility. If this is not feasible or practical, or if the inmate has already been released, then officers should obtain a current address and forward the letter by registered mail.

For an example of the warning letter for criminal and non-criminal cases, see Appendix C.

20. Procedure: judicial review

Delegated officers' decisions are subject to judicial review, with leave, by the Federal Court. A review is commenced when an application for leave is filed with the Court.

Neither the Minister nor a person concerned may access the Federal Court if a statutory appeal, as may be provided for in the IRPA, has not been decided.

Where no statutory right of appeal exists, or that right has been exhausted, there is a right to seek judicial review with respect to any matter arising from the application of the IRPA by filing an application for leave and judicial review to the Federal Court pursuant to subsection A72(1).

When delegated officers make removal orders against persons who do not have the right to appeal to the IAD, they are to advise the persons of their right to file an application for leave and judicial review.

Officers should obtain a written acknowledgment from the persons stating that they have been advised of their right to file an application for leave and judicial review. These acknowledgements should be placed in the case file. See also section 5.4 above.

“Service” is a legal term for delivering a document to the opposing party. There is only one way to validly serve an application for leave and judicial review upon the Minister: it must be delivered to the appropriate office of the Department of Justice.

If an officer is served with an application for leave and judicial review, the officer should note when the document was received and send it immediately, by facsimile, to the local Department of Justice office.

If an officer is presented with proof that an application for judicial review has been filed with the Federal Court concerning an order or decision made, the officer should send a copy to the regional justice liaison officer responsible for Federal Court litigation.

Under the *Federal Court Immigration and Refugee Protection Rules*, “tribunal” is defined as “a person or body who has disposed of a matter...which is the subject of an application for leave or an application for judicial review”. This means that the Minister’s delegate is considered to be a tribunal by the Federal Court; consequently, they are placed under certain obligations to provide information to the Court.

When applications for leave are filed, the Court may ask the Minister’s delegate to provide certain documents to the Court registry and to the parties under rules 9, 14 and 17 of the *Federal Court Immigration and Refugee Protection Rules*.

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Officers should follow their respective region's standard procedures to comply with whatever order the Court may make for producing documents. If officers need assistance to comply with an order, they are to contact their respective regional justice liaison officer.

Minister's delegate is likely to encounter three kinds of requests from the Federal Court, as outlined in sections 20.1, 20.2 and 20.3 below.

20.1. Judicial review: requests under rule 9 of the *Federal Court Immigration and Refugee Protection Rules*

If persons indicate in an application for leave that they have not received the reasons for the decision that is to be challenged, the Federal Court will order that these reasons be provided, if they exist.

On receiving such a Court order, the Minister's delegate is required to send a copy of the decision/order and the written reasons for it, certified by an appropriate officer to be a true copy, to each of the parties and two copies to the Court registry. Neither the Minister nor a person concerned may access the Federal Court if a statutory right of appeal, as may be provided for in the IRPA, has not been exhausted.

If a Minister's delegate did not give reasons for the decision/order, or reasons were given but not recorded, the Minister's delegate must send their interview notes. For further clarity, if no formal reasons for a decision exist, the notes taken by the officer during the process will suffice. These notes will be considered to be the officer's reasons and they must be provided to the Federal Court upon receipt of a rule 9 request.

20.2. Judicial review: requests under rule 14 of the *Federal Court Immigration and Refugee Protection Rules*

The Minister's delegate may be ordered by a judge to produce and file any additional documents that the judge may feel are necessary to dispose of the leave application before the Court. The order will specify the material to be provided, and the Minister's delegate must provide it without delay. Officers are to send a copy of the material, certified by an appropriate officer to be a true copy, to each of the parties and two copies to the Court registry.

20.3. Judicial review: requests under rule 17 of the *Federal Court Immigration and Refugee Protection Rules*

When the Federal Court grants an application for leave, officers will be served with a copy of the Court order granting leave immediately after it is made. The order will require that the Minister's delegate prepare and forward a record of the proceedings to the Court and to the parties to the application.

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A record consists of the following:

- the decision or order in respect of which the application is made and the written reasons the Minister's delegate gave, if any;
- all papers relevant to the matter that are in the possession of the Minister's delegate;
- any affidavits or other such documents filed during the proceeding; and
- a transcript, if any, of any oral testimony given during the proceeding that gave rise to the decision or order that is the subject of the application.

The Minister's delegate must prepare a record in accordance with the above guidelines. Since the proceedings of Minister's delegate are not a matter of record, there is no need to enclose a transcript in the record.

The Minister's delegate, or the officer designated to fulfil this function, will send a certified true copy of the record to each of the parties and two copies to the Federal Court registry (rule 17 of the *Federal Court Immigration and Refugee Protection Rules*). Any questions concerning the materials to be sent to the Court should be directed to the designated regional justice liaison officer responsible for litigation.

See also chapter ENF 9, *Judicial Review*.

21. Procedure: written authorization to return to Canada [A52(1)]

If a removal order has been enforced, a foreign national shall not return to Canada, unless authorized by an officer or in other prescribed circumstances [A52(1)].

These prescribed circumstances are set out in sections R224, R225 and R226.

What this means is that under subsection A52(1), a foreign national who is obliged to obtain the written authorization of an officer in order to return to Canada, as a consequence of having been the subject of a previously enforced removal order, may do so (i.e., return to and seek entry to Canada) only after securing authorization from an officer or in other prescribed circumstances.

It should be noted that this authorization satisfies only the requirement that an authorization be obtained before returning to Canada; it does not exempt the person from any other requirement or obligation under the IRPA.

An authorization overcomes only that inadmissibility provision that renders a person inadmissible for failing to obtain the authorization of an officer as required by subsection A52(1).

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In other words, the reasons why the person was initially made the subject of a removal order may still exist and, consequently, may still render the person inadmissible, regardless of the person being in possession of an authorization from an officer.

For example, if a person were convicted in Canada and as a consequence of that conviction, had been issued a deportation order, the person may still be inadmissible based on a conviction in Canada. Thus, if no authorization was issued, the following two inadmissibility allegations may be in order:

1. inadmissible for having been convicted in Canada; and
2. inadmissible for not being in possession of an authorization to return.

Note: Evidence of the granting of an authorization to return will be in the form of an *Authorization to Return to Canada Pursuant to Section A52(1) of the Immigration and Refugee Protection Act* form [IMM 1203B], otherwise known as an authorization to return to Canada.

21.1 Requests for authorization to return

Officers must obtain all available information about a person's removal from the responsible office in Canada. Officers should ask for the removing office's recommendation about approving or denying a request for authorization to return to Canada.

Officers are also to ask and/or otherwise determine if the applicant must repay any removal costs [R243]. There is no specific application form for an authorization to return to Canada.

In the case of an overseas office, however, applicants for permanent residence who need authorization will have already completed an application for permanent residence; temporary residents should complete an application for temporary entry.

There is a fee for processing a request for authorization to return to Canada. Officers are advised to refer to the most current cost recovery fee schedule to determine the exact fee.

Generally, requests for authorization to return to Canada are appropriate only if the applicant is not inadmissible for any other reason.

21.2. Denial of Authorization to Return to Canada form [IMM 1202B]

For both permanent resident and temporary resident applicants, officers are to record the refusal of an authorization to return to Canada on an IMM 1202B form. In the case of an overseas office, only an officer in charge of a visa office can sign this form.

A copy of the IMM 1202B form should be given to the person who requested authorization to return.

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In the case of an overseas office, if applicants also apply for a visa, overseas officers will generally give applicants a refusal letter for the visa application as well.

21.3. Approval of the *Authorization to Return to Canada* form

[IMM 1203B]

For both permanent resident and temporary resident applicants, officers are to record the approval of an authorization to return to Canada on an IMM 1203B form. In the case of an office abroad, only an officer in charge of a visa office can sign an IMM 1203B form and make the required entry in the Computer-Assisted Immigration Processing System (CAIPS) notes.

Officers are to inform applicants that they must present the IMM 1203B form at a port of entry.

When completing the IMM 1203B form, officers must be sure to check the appropriate box pertaining to either permanent or temporary residents. Officers are to make two copies of the original and give the original to the applicant. One copy must be sent to the office that removed the applicant from Canada. The second copy must be sent to Quality Assurance, Operations, Information Management and Technologies Branch, IRCC NHQ, with a *Mailing Details and Acknowledgement* form [IMM 1118B] to confirm receipt.

22. Procedure: admissibility on humanitarian and compassionate grounds

The requirement that persons apply for and obtain a permanent resident visa outside Canada remains basic to the IRPA. Circumstances may exist, however, where the requirement to apply for a visa from outside Canada may cause undue hardship for the applicant.

The courts have confirmed that officers are under a duty to consider requests for an exemption from the visa requirement on compassionate or humanitarian grounds [*Minister of Employment and Immigration v. Jiminez-Perez*, [1985] 1 W.W.R. 577 (S.C.C.)].

The IRPA gives the Minister of Immigration, Refugees and Citizenship the discretion to grant an exemption from any applicable criteria or obligation of the Act or to grant permanent residence when it is justified by humanitarian and compassionate or public policy considerations [A25(1)].

The purpose of this discretion is to provide the Minister with the flexibility to approve deserving cases. It is not an alternative stream for immigration to Canada, nor is it an appeal mechanism. It is a discretionary tool to enhance the attainment of the objectives of the IRPA and to uphold Canada's humanitarian tradition.

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For further guidance on the topic of admissibility on humanitarian and compassionate grounds, officers are advised to refer to the relevant manual chapter(s) and the most current published guidelines. See chapter IP 5, *Immigrant Applications in Canada made on Humanitarian or Compassionate Grounds*.

23. Procedure: possibility of Canadian citizenship and Canadian citizens making refugee claims

Should an officer detect that an applicant may hold Canadian citizenship, this officer should investigate or cause an investigation of the matter to be initiated before taking any further steps to cause an admissibility hearing or a removal order to be issued.

When questioning persons in this regard, officers should be fully cognizant of the *Citizenship Act* and/or make contact with a citizenship officer who can provide assistance and guidance.

Should a person claiming to be a Canadian citizen make a refugee claim to an officer, the officer should ascertain whether the person is indeed a Canadian citizen. If such is the case, the officer should advise the person that the IRPA does not allow for a determination of refugee status for Canadian citizens who are in Canada.

24. Procedure: administrative removals under paragraph R228(1)(b)

Paragraph 228(1)(b) allows the Minister's delegate to issue removal orders to foreign nationals who are deemed, under paragraph A40(1)(c), to be inadmissible for misrepresentation because the RPD has vacated "a decision to allow a claim for refugee protection if...the decision was obtained as a result of directly or indirectly misrepresenting or withholding material facts relating to a relevant matter" [A109].

The Minister's delegate shall issue the removal order once all court challenges to the decision to vacate the refugee protection claim have been exhausted and are resolved. Paragraph R228(1)(b) can then be applied.

Once the RPD has decided to vacate a decision to allow a claim for refugee protection, the person has 15 days to apply for leave to the Federal Court for a judicial review as stipulated in subsection A72(2).

Therefore, the Minister's delegate shall wait a minimum of 22 days [seven days for receipt of a decision sent by mail and 15 days for the application under subsection A72(2)] before issuing the removal order following the writing of a report under subsection A44(1) for inadmissibility under paragraph A40(1)(c).

Where an application for leave to the Federal Court has been filed, the Minister's delegate shall wait until the final decision is rendered and all legal means of challenging the decision have been exhausted and

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resolved. Prior to issuing the removal order, the Minister's delegate must look in the litigation screen in FOSS and make sure that no outstanding litigious entries have been made stipulating the person filed an application for leave to the Court or filed a request for an extension of time to serve and file an application for judicial review. In the latter case, it is clear that the person is seeking to have the decision set aside by the Federal Court and that, if the person's request is granted, an application for judicial review will follow. Therefore, the Minister's delegate shall wait until the final decision on the request for an extension of time is rendered and, if it is granted, they shall wait for the final outcome of the judicial review.

Simply put, in the event that no removal order has been issued, the delay to serve and file the application has expired and the person applies to the Federal Court for an extension of the time for filing and serving the application or notice, the Minister's delegate must not issue the removal order until the request for the extension is resolved, and, if granted, they must wait until the final determination to issue the removal order [A72(2)].

Applications to vacate granted pre-IRPA

If the CRDD decided, prior to the implementation of the IRPA, to vacate a decision to allow a claim for refugee protection, and if no further action has been taken and no report prepared, a report under subsection A44(1) for inadmissibility under paragraph A40(1)(c) may be prepared and a removal order issued pursuant to paragraph R228(1)(b), even if the misrepresentation was pre-IRPA.

Appendix A: Overview—Minister’s opinions and interventions

Requesting the Minister’s opinion

Information may come to the attention of an officer during an examination, or in the course of an investigation, that may warrant securing the opinion of the Minister of Immigration, Refugees and Citizenship that a person is a danger to the public.

Examples:

- A refugee protection claim where the claimant has been convicted outside Canada of an offence that, if committed in Canada, would constitute an offence under an Act of Parliament that is punishable by at least 10 years’ imprisonment [A101(2)(b)].

In such a case, if the Minister is of the opinion that the person is a danger to the public in Canada, and if it is determined at an admissibility hearing that the conviction is for an offence that, if committed in Canada, would constitute an offence under an Act of Parliament that is punishable by a maximum term of imprisonment of at least 10 years, then that person’s claim will be ineligible to be referred to the RPD under paragraph A101(1)(f).

- A protected person who is inadmissible on grounds of serious criminality and who constitutes, in the opinion of the Minister, a danger to the public in Canada [A115(2)(a)].

In such a case, if the Minister’s opinion is issued, then that protected person, or person who is recognized as a Convention refugee by another country to which the person may be returned, will no longer be protected from the non-refoulement provisions [A115(1)].

Intervention, cessation and vacation

Officers may have occasion to deal with information that may support a possible intervention, cessation or vacation process.

If such is the case, the information should be brought to the attention of an officer; the officer will then decide if the information and/or evidence should be brought to the attention of the IRB.

In some cases, an officer may receive information that could affect the decision of the Refugee Protection Division. If an officer becomes aware of new information relative to any of the inadmissibility provisions under sections A34 through A37, or where there is information to suggest that there is a contradiction of any document or statement made by a refugee, the officer should take the following steps:

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- conduct an interview with supporting notes (see chapter ENF 7, *Investigations and Arrests*, section 14.2, *General rules for note-taking*) and prepare a statutory declaration (see chapter ENF 7, section 14.6, *Statutory Declarations*) recording information or identifying documents received;
- seize any relevant documents under subsection A140(1) that could be used as evidence;
- create a general information non-computer based entry in FOSS and update the National Case Management System to indicate that the case is under investigation and the reason(s) for investigation (e.g., “under investigation—grounds to support intervention, cessation or vacation, as appropriate, may exist”);
- contact the appropriate officer to discuss case details;
- at the request of the officer, conduct further investigation to collect additional evidence;
- when the investigation is complete, transfer the file and all supporting documentation to the appropriate officer with a memorandum outlining the case details.

See chapter ENF 7, *Investigations and Arrests*, and chapter ENF 24, *Ministerial Interventions*.

Appendix B: Noteworthy provisions of the Act

A48. (1) A removal order is enforceable if it has come into force and is not stayed.

(2) If a removal order is enforceable, the foreign national against whom it was made must leave Canada immediately and it must be enforced as soon as is reasonably practicable.

A49. (1) A removal order comes into force on the latest of the following dates:

(a) the day the removal order is made, if there is no right to appeal;

(b) the day the appeal period expires, if there is a right to appeal and no appeal is made; and

(c) the day of the final determination of the appeal, if an appeal is made.

A51. A removal order that has not been enforced becomes void if the foreign national becomes a permanent resident.

A52. (1) If a removal order has been enforced, the foreign national shall not return to Canada, unless authorized by an officer or in other prescribed circumstances.

A55. (2) An officer may, without a warrant, arrest and detain a foreign national, other than a protected person,

(a) who the officer has reasonable grounds to believe is inadmissible and is a danger to the public or is unlikely to appear for examination, an admissibility hearing, removal from Canada, or at a proceeding that could lead to the making of a removal order by the Minister under subsection A44(2).

A63. (2) A foreign national who holds a permanent resident visa may appeal to the Immigration Appeal Division against a decision at an examination or admissibility hearing to make a removal order against them.

(3) A permanent resident or a protected person may appeal to the Immigration Appeal Division against a decision at an examination or admissibility hearing to make a removal order against them.

(4) A permanent resident may appeal to the Immigration Appeal Division against a decision made outside of Canada on the residency obligation under section 28.

A64. (1) No appeal may be made to the Immigration Appeal Division by a foreign national or their sponsor or by a permanent resident if the foreign national or permanent resident has been found to be inadmissible on grounds of security, violating human or international rights, serious criminality or organized criminality.

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(2) For the purpose of subsection (1), serious criminality must be with respect to a crime that was punished in Canada by a term of imprisonment of at least two years.

Appendix C: Sample warning letters

Warning letter for criminal cases

Your file

Votre référence

Our file

Notre référence

Date

Address

Dear [name]:

This letter is in reference to your interview on [enter date of interview] concerning your criminal convictions and status in Canada.

Permanent residents of Canada are reported to the Minister when they have engaged in criminal activity of a serious nature. Your conviction for [name offence] is a reportable offence and, consequently, a report has been filed.

This report is now a permanent part of your immigration record. The circumstances of your case have been considered carefully and it has been decided that the report will not be referred to the Immigration Division for an admissibility hearing at this time.

If you have any further criminal convictions registered against you, or if new information comes to light, this decision will be reviewed. A future decision to pursue enforcement action may result in the referral of a report to the Immigration Division of the Immigration and Refugee Board for an admissibility hearing. The outcome of this hearing could result in a deportation order and your permanent removal from Canada.

We trust that you understand the gravity of this matter and we hope that we will not be required to contact you again regarding this matter.

Yours truly,

Minister's delegate

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Address

Warning letter for non-criminal cases

Your file

Votre référence

Our file

Notre référence

Date

Address

Dear [name]:

This letter is in reference to your interview on [enter date of interview] concerning your [describe violation, i.e., failure to comply with the conditions of your authorization to enter Canada or misrepresentation of a fact material to your confirmation of permanent resident status in Canada].

Permanent residents of Canada are reported to the Minister when a violation such as yours has been detected. This report is now a permanent part of your immigration record. The circumstances of your case have been considered carefully and it has been decided that you will not be referred to an admissibility hearing before the Immigration Division at this time.

If additional information comes to our attention, this decision may be reviewed. A future decision to pursue enforcement action may result in the referral of a report to the Immigration Division of the Immigration and Refugee Board for an admissibility hearing. The outcome of this hearing could result in a deportation order and your permanent removal from Canada.

We trust that you understand the gravity of this matter and we hope that we will not be required to contact you again regarding this matter.

Yours truly,

Minister's delegate

Address