

C.I.H.S. BULLETIN

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Editor's Note

Bernard Brodie (Interim Editor)

In June we promised you that we would do our best to bring you two Bulletins this summer, and here is the second one.

This edition contains some material received from Clarence (Clare) Scatchard concerning his early years in the Immigration Service in British Columbia not long after the end of World War II. I am sure it will strike a chord with many people.

Another article is an account from Al Troy concerning Naomi Bronstein.

This edition concludes with the first in a series of articles drawn from Brian Coleman's work "The Canadian Immigration Service to 1949".

Look soon for another series, this one concerning Indian Family Law as it affects immigration to Canada, based on interviews with K.K. Jarth, for many years the highly respected lawyer who served as an IPO in New Delhi.

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RECENT EVENTS

The Annual Cocktail Party

As announced in our last edition, the Annual Cocktail Party took place at 5:30 p.m. on Thursday June 25th in the Lobby Restaurant on the ground floor of the Jean Edmonds Tower. The refreshments, arranged through our President Randy Orr, were extremely tasty and generous.

We had an excellent showing of about forty members and a few guests. It was specially gratifying to see Al Lukie, who had been in Ottawa from Warsaw on business and had been due out that morning, but had managed to arrange a slight delay so that he could attend this function: a very pleasant surprise for his many friends and colleagues.

COMING EVENTS

The Annual C.I.H.S. Dinner

The Annual Dinner will be held at **6:30 p.m.** on **Thursday August 27th** at "**The Place Next Door**", on Rideau St., Ottawa, near the corner of King Edward Avenue, opposite the old Bourque (now Constitution) Building. We will be reserving for thirty persons (twenty-four actually came to the 1997 Dinner). We hope that those based within reasonable commuting distance will be able to attend.

The Annual General Meeting

The Annual General Meeting is tentatively scheduled for **Saturday, September 12th, 1998, at 10:30 a.m.** The location is not yet determined and will be communicated to you in a later Bulletin.

REMINISCENCES OF CLARE SCATCHARD

" In 1948 I was stationed at Paterson, B.C., about 400 miles east of Vancouver. The staff at Paterson consisted of two Customs Officers and one Immigration Officer: yours truly.

At that time Immigration Officers performed all primary and secondary Immigration examinations and Customs did only Customs and Excise duties. Where no Immigration Officers were stationed or were not available, during Port operating hours, Customs Officers were paid to perform Immigration work. At Paterson the Customs Collector received 50 cents per day for doing Immigration work during my absence.

In 1949 it was decided to send me to Douglas, B.C., for training. Douglas included, as is still does, the railway port of White Rock and the commercial port of Pacific Highway. Officers employed there at that time included Ray Corbett, Scotty Lowe and Bill Adams. It was never said aloud, but it is my belief that anyone from outside the Greater Vancouver area was considered a hick. They referred to us as "coming from up-country" which conjured up visions of travel by horseback, snow shoes, and dog sled.

At that time Great Northern Railway was running two passenger trains per day between Seattle and Vancouver. Two Immigration and two Customs officers would ride the southbound train from White Rock to Burlington or Mount Vernon in Washington State. They would meet the northbound train and "work" it back to the border.

I was sent to examine trains with Bert Hemming, who had been at Douglas since around 1938. The train travelled

alongside the ocean and he suggested, as I was from "up country", I would enjoy the view of the ocean and could examine the passengers on the "seaside".

What a considerate fellow, I thought. Midway through the train I realised that I had been had. Everybody wants to sit on the seaside! Old Bert had finished his side and had gone to sit with the conductor. When we arrived at the border I still had a car and a half to clear. Bert came back and with an innocent smile said "Do you need a hand?", after which he helped bail me out. There was no malice and we later became friends.

The fellows at Douglas told me about an officer who was required to work solo on trains during the Second World War. He would enter a coach and shout, "Anyone who doesn't live in Canada, hold up your hand!". He would examine those passengers and then ignore the rest. He theorized that about 99% of the people were honest, and only about one-tenth of the remaining 1% would ever come to the attention of the District Office in Vancouver. His downfall occurred when a notorious prostitute arrived in Vancouver by train the day after her deportation. A local policeman arrested her at the station with her rail ticket in hand. The examining officer, who has initialled her "Lookout Notice", was given a permanent transfer to the Vancouver District Office.

That reminds me of a pimp from Seattle nicknamed "The Stepper". He was about six-foot-six, and skinny as a bean-pole. He had a lengthy criminal record and we deported him seventeen times. On one occasion our Escort Officers delivered him to the U.S. Immigration Office at Blaine and stopped at the Canadian office for coffee. They later found out that The Stepper had beaten them back to Vancouver! "

NAOMI BRONSTEIN

Bulletin Edition # 27, of November 1997, mentioned that Naomi Bronstein had received the \$250,000 Royal Bank Humanitarian Award.

Several newspaper articles appeared on this subject, one of them in the Ottawa Citizen from columnist Dave Brown. Mr. Brown's article made use of material supplied by Al Troy. While Mr. Brown's column was good, your editor felt that the original material supplied by Al was even better, so here it is as sent by Al to the media.

"On Sunday, June 29, 1997, a single column full-length article appeared in The Citizen giving an excellent account of this lady's long history of rescuing abandoned children from Vietnam and other countries during periods of danger and warfare. I have never met this lady nor has she any knowledge of my existence, but I was indirectly involved in one of her rescue missions and feel I have a bit of an interesting tale to tell.

In late 1972 I was working for Maurice Mitchell as his "gopher". Maurice was Director of Operations for the Foreign Service Branch of the Immigration Overseas Service and was always called in for top level meetings regarding immigrants, or prospective immigrants, from all parts of the world. Things at

Headquarters were proceeding smoothly after a hectic period dealing with the Ugandan Asian movement.

We all know that good times never last too long, and one afternoon Maurice was summoned to a top level meeting on the 11th floor of the Bourque Building. Away we went, and found approximately twenty people gathered around a huge oval table in the Conference Room. We had officers from the Minister's and Deputy Minister's Offices, the Head of Departmental Administration, top dogs representing medical and security services, experts in transportation, Political Stream representatives from External Affairs, not to mention several others for whose presence I could see no clear reason. You could feel an air of panic in the room and when the Chairman called the meeting to order it was immediately evident that Mrs. Bronstein was off on another of her rescue missions.

She had already brought several groups of children to Canada for adoption and had applied for permission to bring in approximately eighty-five orphaned babies to Ontario, where she had couples lined up to receive them into their homes. But we all know that Governments can be very slow in dealing with matters of this kind. They are very quick to tell you why you can't do things, but very slow to tell you how you can. Mrs. Bronstein got fed up with the lack of progress with her plan and simply gathered

funds, and some eight to ten like-minded volunteers, and took off for Saigon. Both Federal and provincial officials stuck to their guns that "you can't do this" and told Mrs. Bronstein that she should cease her efforts until all formalities had been sorted out.

This was a very determined lady. She simply arrived in Vietnam, loaded her babies in the aircraft, and took off on the return flight. I am not sure, but I have a feeling the Vietnamese officials were still saying "you can't do that" as the plane took off!

It was at this point that our Ottawa headquarters got into the act. Jack Cardwell was acting Chief of Admissions and it was his shop that was given this hot potato to handle, hence this top-level meeting. Jack explained the problem, or should I say the many problems, and each and every Head of Section was asked for his or her opinion on what action should be taken. As I recall every one of them, without fail, expressed the "no way" view rather than offering suggestions as to "how we can". You must remember that all the time this bureaucratic chit-chat was going on, an aircraft with eighty-five orphaned babies was in the air, heading for Toronto. What was needed was some positive thinking as to how we could deal with this humanitarian problem. What was happening was everyone digging in their heels and saying "can't be done". After the last Head of Section had had his say, I

remember the Chairman saying "Well, Mr. Cardwell, I think that we have said everything that needs to be said. How do you feel about it?". I will never forget Jack's words to the meeting. "Well, gentlemen, I think it is safe to say that I am now confused at a much higher level."

The meeting broke up, leaving poor Jack dangling in the wind. However, being a resourceful gentleman, he had a few words into various ears, and although I was not involved in these private conversations I seem to recall that the final outcome was a decision to issue Minister's Permits for each child and let the paper-work dealing with security, medicals, landing, adoptions, etc. be dealt with at a later date.

After all, what else could they do? Refuse to let the aircraft land and have it run out of fuel and crash in a field somewhere? Call in the Air Force to take action against this hostile intruder into Canadian airspace? No, the proper decision was taken and the children ended up safely in the grateful hands of their adopting parents.

I like to feel that there eighty-five useful and proud Canadian citizens, now grown and well into their late twenties, whose current lives are entirely due to the courage and efforts of Mrs. Bronstein. The lady is certainly an amazing character, and I can only offer my humble thanks for people like her who are prepared to fight bureaucracy in a worthy cause."

THE HISTORY OF THE CANADIAN IMMIGRATION SERVICE TO 1949.

Brian Coleman has extensively researched the history of the Canadian Immigration Service and printed his work in a learned paper that he finished in 1997.

We plan to offer this excellent piece of research to you, edited only where absolutely necessary, in a brief series of articles. Here is the first of them.

[Note for readers. A "lazaretto" in the sense it is used in Lord Durham's remarks (below) means a building or ship used for quarantine purposes.]

Introduction

The two sides of Canada's immigration story, settlement and government, are closely tied. Yet the ties were gradual. British Government policy only saw possibilities in emigration to relieve the burden of the poor on local authorities in the early nineteenth century. Other European governments continued to prevent their citizens from emigrating into the late nineteenth century. As late as 1911, the Canadian Government Agent in Paris needed to camouflage his real work of immigration.

The first *Passenger Act* that applied to British North America was enacted by the Westminster Parliament in 1803. It was an attempt to establish some protection for passengers

during the crossing. Government emigrant agents in Britain and Canada sought to mitigate the exploitation of immigrants and to assist them in practical ways on their arrival. Quarantine of those who were ill prevented epidemics that the "pestilence ships" carried from British to Canadian ports. Immigration policy and practice, whether they were viewed as bane or boon, became as much a part of the immigrants' experience by the last half of the nineteenth century as the immigrant's own decision to choose Canada.

The Immigration Service in Canada

While as early as the American Revolution there had been officers of the Crown responsible for determining the loyalty of people entering British North America, the first true Emigration Department was established at Quebec in 1828. The first emigrant agent in Canada, appointed in the same year as Chief Emigration Officer at Quebec City, was A.C. Buchanan (Senior), who was a public servant of the Imperial Government. Although A.C. Buchanan was an officer of the Imperial Government, yet paid by Lower Canada, he was the first of a line of immigration officers in Canada that continues to the present. In 1831, Anthony Bewden Hawke was appointed chief emigrant agent for Upper Canada and reported to A.C. Buchanan. By 1835 a staff of officials met all Atlantic vessels, and information bureaux were staffed along the most frequented routes to

advise immigrants travelling outside the main embarkation point of Quebec City. Immigration Officers in the Maritimes date from this period also.

A.C. Buchanan (Senior's) successor as emigrant agent was his nephew A.C. Buchanan (Junior), who was also a public servant of the Imperial Government. He was Assistant Agent in Montreal some time before 1835 and became Acting Chief Emigrant Agent in November 1838 at the age of twenty-seven when his uncle retired for health reasons.

As Chief Emigrant Agent at Quebec City and the principal emigrant agent in Canada, A.C. Buchanan was responsible for the other emigrant agents in both Upper and Lower Canada. In 1838 Buchanan reported to the Civil Secretary, who, at the time of the union of Upper and Lower Canada in 1841, became virtually head of the Colonial Civil Service in Canada and reported directly to the Governor of the colony. An Order in Council in 1842 confirmed what was already the practice of subordinating all emigrant agencies to the Chief Emigrant Agent at Quebec City, and of transferring funds from the capitation tax on each immigrant from the Emigrant Societies at Quebec and Montreal to the Chief Emigrant Agent. Lord Durham in his report of 1839 refers to the office of the Chief Emigrant Agent.

"The office which (he) holds is next to useless. I cast no blame on the officer, but would only explain that he has no powers, and scarcely any duties to perform. Nearly all there is

here for the advantage of poor emigrants, after they have passed the lazaretto is performed by the Quebec and Montreal Emigrants Societies – benevolent associations of which I am bound to speak in the highest terms of commendation; to which, indeed, we owe whatever improvement has taken place in the yet unhealthy mid-passage..."

Spurred by the exodus of the Irish from their famine-ridden country, the Province of Canada in 1847 obtained the right to regulate their own immigration service. The Colonial Office decided that the Westminster Parliament would no longer approve annual appropriations for the British American emigrant agencies after March 31, 1855.

In 1853, a newly constructed Bureau of Agriculture was made the titular head of the Emigration Service of Canada. Not until 1862, when the Bureau of Agriculture was reorganized and became a full-fledged department, did the administration of immigration affairs become part of the Canadian departmental structure. A Parliamentary Committee in 1859 on Immigration Settlement (later Colonization) was at work. The beginnings of the departmental system in the mid-1860s strengthened discipline and replaced lines of authority. Until 1862, A.C. Buchanan Jr. retained the title of Chief Emigrant Agent and reported to the Governor General. But by 1862 he had become a Canadian civil servant who reported to the then Minister responsible for Agriculture, who was also responsible for

Immigration. The Department of Agriculture was constituted in 1868 to direct and control, in addition to Agriculture, Immigration and Emigration, Public Health and Quarantine, and Marine and Immigrant Hospitals. The Dominion Office of Immigration reported to the Department of Agriculture until 1892, and then, until 1917, to the Department of the Interior. In 1918 the Department of Immigration and Colonization was established, which in 1936 became the Immigration Branch of the Department of Mines and Resources. Supervision of the health of immigrants was transferred in 1919 to the Department of Pensions and National Health.

Titles

The titles of the early immigration officers varied. A.C. Buchanan Snr. was appointed in 1828 as Chief Emigrant or Emigration Officer, but was more frequently called Chief Emigrant Agent. The term "emigrant agent" or "emigration agent" had sole currency until Confederation in 1867. The Immigration Service was defined from earliest days as the Emigration Department or the Superintendence of Her Majesty's Emigration Department. After 1867 "immigration" began to replace "emigration" and "emigrant" in titles and in Acts. But "emigration" and "immigration" were used interchangeably into the early twentieth century. "Emigration Agent" was used more consistently for agents overseas. The change reflects a changing viewpoint from Britain as an exporter of a surplus population to that of Canada as a

developing country. The Act of 1869 was the first to identify itself as the *Immigration Act*. In December 1875, an Order in Council provided that the Officer in Charge of London, England, be styled Canadian Immigration Agent.

Those agents who did immigration work on boats or trains were referred to as Ocean Travelling Officers, Ocean Mail Officers, or Travelling Agents. Those who helped to settle immigrants were Dominion Land Agents, Colonization Agents, and Land Guides. In addition there were commissioners of immigration reports, statisticians, accountants, registrars, clerks, caretakers, interpreters, and guardian night-watchmen, whose work included being alert to the entry of illegal immigrants. In 1837, a Hamilton physician was also referred to as an emigrant agent.

The provinces continued to have their own immigration agents overseas into the early twentieth century. Clergymen shared immigration work in the later nineteenth century in the repatriation of French Canadians from the United States and in promoting immigration overseas, including lectures in the United States and Britain. The Rev. Lachlan Taylor lectured in Gaelic in Scotland. Father Albert Lacome, who has a place in Canadian history in the development of the West, lectured on immigration matters in Detroit. Another clergyman, the Rev. H.L. Vachon, is referred to in a 1903 departmental report as an Immigration Agent in Prince Albert. Quarantine stations had their own

chaplains, and the Sisters of Mercy were employed at the Tracadie Lazaretto in Chatham, New Brunswick.

Customs

Even before the beginning of the Emigration Department in 1828, Customs Officers had a responsibility for immigrants. On March 29, 1826, Lower Canada passed an Act that required the Collector of Customs to transmit annually to the Governor triplicate returns of emigrants arriving at Quebec. From the earliest days of the Emigration Department the work of Customs Officers was interchangeable with that of Immigration. Frequently, they were required to serve as Immigration Officers as well, sometimes with additional salary. In 1848, a New Brunswick Customs Officer acted also as an Immigration Officer. In 1908, the Minister recommended the employment of Landing Waiters of Customs on the border with the United States to inspect immigrants, and such officers would receive an additional \$100 annually. Towards the end of the Depression, around 1938-1939, out of the 231 ocean and boundary ports of entry, about 163 were staffed entirely by Customs Officers. At 24 additional ports of entry, other officers of the Customs Department were employed as part-time Immigration Inspectors. In 1942-1943, the work of Immigration and Customs was further coordinated at many of the large ports.

The *Immigration Act* of 1910 (Chapter 27, sections 74-75) is the earliest Act that refers to a distinctive immigration uniform. But the distinctive role of Canada's Immigration Service had its own identity from the earliest days of the Emigration Department. As early as 1835, emigrant agents in Lower and Upper Canada were required to wear a distinctive dress so that immigrants on arrival would know who to approach for assistance. In 1872, it was recommended that Immigration Agents at Point Levis wear a badge, identifying their office.

In future sections of this series, Brian will inform you further on:

- **The Immigration Service Outside Canada**
- **Employee Benefits**
- **Working Conditions**
- **Occupational Hazards**
- **Promotions**
- **Women Employees**
- **Public Affairs**
- **Medical Examinations**
- **Immigration and Employment**
- **Financial Aid to Immigrants**
- **"Preferred" and "Non-preferred" countries**
- **Federal Provincial Relations**

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