



Walter and Duncan Gordon Foundation grants \$3000 to CIHS

CIHS has received a substantial boost through a generous one-time grant of \$3000 from the Walter and Duncan Gordon Foundation.



The origins of the grant go back to last summer. The Foundation requested assistance from the Institute for Public Policy Research in identifying someone who could put together a paper on consultative mechanisms between ethnic and other diaspora communities in Canada and the government on the issue of foreign policy development.

Mel Cappe referred to the Retired Heads of Mission Association who, after a canvass of the membership, lodged the task of research and drafting with Raph Girard.

The paper, which incorporates inputs from a number of CIHS members and others, is in the process of being edited along with other contributions on the subject by a writer under contract to *Mosaic*. In recognition of his efforts, Raph got to name a recipient for a grant in lieu of an honorarium.

The Walter and Duncan Gordon Foundation has been supporting a global citizens' initiative in the context of promoting tolerance and pluralism in Canada as a means of reinforcing Canadian sovereignty. In that respect their objectives and those of the CIHS are complementary.

An official expression of thanks on behalf of the membership has been sent to the

Foundation and to Raph. The money will be put to good use in supporting publication of the CIHS Bulletin and funding the annual Gunn Prize.

Presentation of the first annual Gunn Prize – Raph Girard

Stephen Fielding, a Ph.D. student at the University of Victoria, is the inaugural winner of the Gunn Award named for long-time member of the CIHS executive, Al Gunn, for the best essay on international migration in Canada. Stephen was presented with his award, a cheque for \$1000, in a ceremony which took place on 24 September 2010 in the Paul Martin Centre at Wilfrid Laurier University. Present for the ceremony were CIHS executive members Gerry Van Kessel, Raph Girard and Hector Cowan, as well as Jenna Hennebry of the International Migration Research Centre (IMRC) at Wilfrid Laurier University. The award is a joint project of the Society and IMRC; its purpose is to highlight contemporary immigration issues and to support research from multiple disciplines.

Fielding's winning essay is titled, "*We are Promoting an Up-to-Date Image of Italy*": *The Italian Ministry of Foreign Affairs and Italian Ethnicity in Vancouver, Canada, 1973-1998*. The paper explores the interplay between the Italian Ministry of Foreign Affairs, the Italian community in Vancouver and the new institution of multiculturalism in Canada in the 1970s and 1980s. It describes how a diverse community of Italian immigrants from various areas of Italy, and with what they thought was little in common, found aspects

and features of Italian life and culture that united them as Italo-Canadians. This process was guided and supported by the Italian Ministry of Foreign Affairs and the Italian Consulate in Vancouver. In the opinion of the jury, the very well researched and superbly written paper was the clear winner among the 18 essays submitted by anthropologists, geographers, political scientists and historians.

The Gunn Prize competition for 2010-2011 is now underway, with a submission deadline of 30 April 2011. See the website of the International Migration Research Centre:
http://www.wlu.ca/page.php?grp_id=2599&p=14306) or the Society's website for further information.



Stephen Fielding

Academic Outreach

Over the past year CIHS has facilitated contact and consultations between students and academics with former Immigration officials. Topics were post World War II Chinese immigration to Canada, Customs operations at Pier 21, the use of discretion in immigrant selection, immigration of Palestinians, the refugee status determination system and immigration from South Africa.

The CAIPS Chronicles – Jim Humphries

Part 2 – An Age of Reasoning

As the first instalment of the Chronicles ended in Bulletin 59, we were recounting events before the infamous year 1984. Overseas immigration activities were a function of the Department of External Affairs where we were also preoccupied with an “A” base review. Favoured by the former, and in spite of the latter, we persevered with CAIPS development. In fact, we were by then quite optimistic.

The success of the small experimental steps in London and Paris had drawn strong interest from other posts, which provided a helpful “push factor” for further development. The few hiccups we had experienced in London were completely resolved and we were very confident that we could create a much more useful and productive system. One enthusiastic post was New York, where Gary Schroh was Program Manager. He prevailed upon me to try a microcomputer version of our Registry system and had bought a new IBM PC with the fast 80816 processor, just out at the time. I did this one entirely by myself, on the quiet, and soon found I was in over my head! PCs then were more touchy and prone to misbehave, as I found to my embarrassment when the work of several days was lost to a hiccup in the PC. However, with some telephone help from the all-forgiving John Reynolds, I got it going and returned to Ottawa determined to avoid any further solo adventures of that kind. I did, however, use the PC version of John’s database program successfully to prepare my customs inventory for my next posting. And knowledge of the underlying data base John had created proved useful once CAIPS became operational in our test bed of Hong Kong.

Of course there was much more work and decision-making to be done to achieve our goal of creating and implementing a system that managers, visa officers and staff would like and find labour-saving. We soon came to three decisions about how it should work. First, to reduce confusion, we felt it would have to mimic the paper system and thus be "intuitive". Second, we then made the calculated and ambitious decision that it should carry out *all* processing steps for *all* visa types. It was to do such things as record and document all decisions on visa applications right up to final completion, require input from officers and staff at each stage of each type of application, provide space for the officers' notes, record the CEIC data and forward it electronically to their HQ computers. This included the printing of the medical forms and all visas, schedules for interview appointments and regular "BF" and "Apparently Ready for Visa" check lists, along with local information and statistics useful to program managers. And third, all decisions would be entered into CAIPS, as they were made, via the terminals that would be placed on each desk, with differing access and decision privileges established according to need and controlled to prevent errors or misuse. Medical and background check results would be entered directly by the staff of those sections, with provision made for other checks or similar items that might be added later. This would mean that all files would be fully up-to-the-minute. It was nerdy, tedious, work, and the rigorous study of all of the processes and requirements involved took many months.

We also knew that we would soon have a major budget request to make if we were to continue our work. While some developmental programming had continued during our tests of the smaller application, we would now require some serious money to give the project the legs it needed. We had gotten this far only because London and Paris had already purchased and installed their minicomputers, but there were no other posts with both computers and full-service visa offices. We could not implement the full system in either Paris or London because we were "add-on" users there. We had been given only limited access to computers that were primarily set up for finance and accounting purposes. Thus, we had to find the funds to buy and install our own dedicated minicomputer, at about C\$200,000 or more.

Added to that were interdepartmental consultations we undertook to obtain the cooperation and assistance of the other departments, particularly Health and Welfare Canada (HWC) and, of course, the Canada Employment and Immigration Commission (CEIC). We also had to reassure the various parties that their data would be secure and unavailable to us, except through their own reporting. There was initial scepticism, of course, and many potential problems were raised. We had to allay HWC concerns that our personnel might be accessing their files or interfering with their operations. At the same time we were asking them to change how they provided medical input to our processes because we intended to install computer work stations in their offices abroad and have their personnel enter their assessment scores directly into our computer case-files. We hoped they would see that this method would reduce their paper burden and speed up the notification process at the same time. CEIC, with their large IT and Program Statistics professionals, immediately saw the benefits to their operations of obtaining up-to-date programme data electronically, as it would greatly limit their need for manual data input. Reducing or eliminating the paper burden and the frequency of physical movement of the files was our holy grail, and all departments came to recognize that as a "good thing." CEIC also had plans of their own for a new method of preparing visitor visas on a sticker that we had to take into account. Along with their encouragement, and their promise to provide continuous visa forms for our printers, came a lengthy list of the "data objects and definitions" needed to process applications and report to their data systems.

In all of this I was greatly helped by the ongoing and painstaking assistance and advice of Liz Boyce and Fran Psutka. Our programmer, John Reynolds of External Affairs, kept us busy with

direct, to-the-point questions and very practical observations; in turn, we kept him occupied with requests for new or changed functions. I cannot overstate just how talented and helpful he was. On many occasions he would tell us that something was not possible in the morning and then advise us in the afternoon that he had solved the problem. In the end, John created what we felt was the ideal system for its time; one that would meet all of our goals. Our next step was to sell it to management.

Of course, all through the development stages we had been reporting on our work and seeking feedback from our managers. I have already mentioned John Zawisza, Cliff Shaw and Paul Gray, who provided helpful comments, moral support and insightful suggestions. They were also of great help in preparing our proposal for funding and presenting it effectively to External Affairs' management. We had competition for funding from one of the political sections that had submitted a proposal to supply laptop computers to their officers to facilitate their reporting. I like to think we won out in a fair contest. Our project presentation clearly showed that there was genuine promise of considerable savings in resources and improved program delivery in all respects. In the event, we did not suffer from any "old department" favouritism and funds were approved for an overseas trial. I would not say that we got as much as we wanted, but it was enough - \$200,000!

Funding assured, I contacted the Hong Kong office with the news and arranged to visit them for consultations and to learn of any local requirements or problems. We had chosen that office because of its size and the variety of its work load. It was a large post with plenty of staff and the high case-volume necessary to justify a dedicated minicomputer. Also, we were looking for a true field-operations challenge for CAIPS, as we now called it. This was my first flight over such a long distance, and I'm afraid the resulting jetlag had me not at my best but, fortunately, everyone at the post was very enthusiastic from the get-go. Bill Sinclair called a meeting of his supervisors and we got down to the work of looking at the post's situation and requirements. This was both eased and complicated by the fact that they were to move to new quarters before CAIPS would be ready. I studied their current operations and spoke to local staff members who would be most involved. Ella Kwan, the registry supervisor, proved invaluable in helping me to understand their methods and problems. Put simply, they had a huge paper pile and many months of correspondence languishing in the registry awaiting attachment to their missing paper files. Files were out of the registry very often and for lengthy periods. Looking at the charge-out record, it was clear that they left the registry over 30 times during "normal" processing. Just lifting their weight and moving them around to various units represented a huge, invisible, but real, clerical burden.

Back home, we continued work on the design of CAIPS. It was to be a menu-based system, as was common then when computer memories were slow and small. The whole system, with 30 or more terminals for an office the size of Hong Kong, would depend upon a 16-bit CPU. For comparison, present-day PCs have 64 bits to work with. Security and programme integrity were concerns, of course, and we developed a system of access privileges based upon individual roles in the process. Thus, only officers could enter decisions and approve or disapprove visa issuance and printing. Locally-engaged clerical staff would enter case-information into the system, including routine applicant details, etc. HWC staff could only enter medical assessments, and so on. Passwords would be centrally assigned and changed every few months by either of two people who held the status of super-user – the wizards. To avoid typos, the various "fields" were given rules, so that, for example, only legal dates could be entered into date fields, some of which would have to accept only future dates while others could not; and only existing CIC codes could go into the various decision fields. "Look up" files were created to assist staff with codes. As I said, it was indeed tedious and nerdy work.

Development was a constant process of iteration and testing until we were satisfied we had a robust, practical and efficient model for overseas testing. It was not fully finalized until a year after I left on posting to Hong Kong to prepare for its arrival and run in. That will be the next equally exciting instalment.

Welcoming Immigrants to a New Land during Canada's First Century – Robert Vineberg

As with so many aspects of our history, Canadians have simply been very poor in remembering and preserving our immigration history. Across the country, but particularly in the west, the Immigration Service operated an extensive system of 'immigration halls' to provide temporary shelter for immigrants, on arrival and en route to their destinations. Originally called 'immigration sheds,' as in other countries, the more impressive term 'immigration hall' was adopted later and became common usage by the 1890s. A typical early shed was the one built at Lévis, Québec, likely in the 1860s (Figure 1).

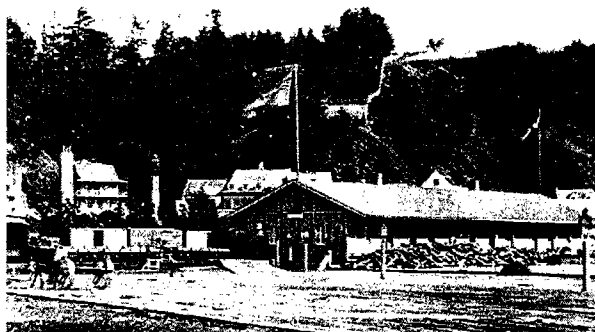


Fig. 1 Immigrant Shed at Lévis, Québec, c.1860, Library and Archives Canada, A165571.

The immigration hall became, very much, the tangible symbol of Canada's commitment to its immigrants in the late nineteenth and early twentieth centuries. The concept of truly providing for the immigrant rather than just "getting them out of the way" was a key element in the government's thinking. Even before Confederation, in order to provide basic comfort and care to arriving immigrants and to protect them from the countless hustlers trying to part immigrants and their life savings, the government of the Province of Canada decided that immigration stations

consisting not only of offices for immigration agents but also of decent accommodation for immigrants ought to be provided. These had been built, both at ports of arrival such as Quebec City and Montreal, and also at inland points, including Ottawa, Kingston, Toronto and Hamilton. And, in 1872, the government of the new Dominion of Canada authorized the construction of two more stations, in London, Ontario, and in the capital of its newest province, Winnipeg, Manitoba.¹

It was a clear signal of the importance the Canadian government attached to populating the west that, once Canada had purchased the Northwest Territories from the Hudson Bay Company, one of the first federal public works in the new territory was to build an immigration shed at the Forks of the Red and Assiniboine Rivers, in what is now Winnipeg, within steps of the location of present local Citizenship and Immigration Centre and Prairies regional office. The immigrant shed could hold 250 immigrants at a time, while arrangements were made to move them onward to their homesteads, first by Red River Cart and later by train (Figure 2). This shed was found not to be sufficient and a second shed was added at the Forks the following year doubling the capacity to 500.²



Fig. 2 Immigrant Shed at the Forks, Archives of Manitoba, Bole, Elsworth 6, N13803.

With the arrival of the CPR mainline in 1881, immigrants began arriving in Winnipeg in greater and greater numbers, so a new and larger immigration hall had to be built near the new CPR station at Main St. The first hall in the area of the CPR line was constructed in 1881. It was replaced, successively, by two other wooden immigration halls; the second, built in 1890, was much larger, designed to accommodate the growing numbers of immigrants passing through Winnipeg³ (Figure 3).



Fig. 3 Winnipeg Immigration Hall, c.1890, Library and Archives Canada, A046609.

Elsewhere across the Prairies, immigration halls sprouted wherever they proved necessary. By the early 1900s there was a standard design for immigration halls and the new hall in Medicine Hat was one of the halls built to that standard design (Figure 4).



Fig. 4 Immigration Hall, Medicine Hat -Library and Archives of Canada, A046342.

However, in Winnipeg, through which all immigrant trains from the East passed, a much larger facility was required. In 1906, a grand brick and stone immigration hall opened beside the CPR Station⁴ (Figures 5 and 6).

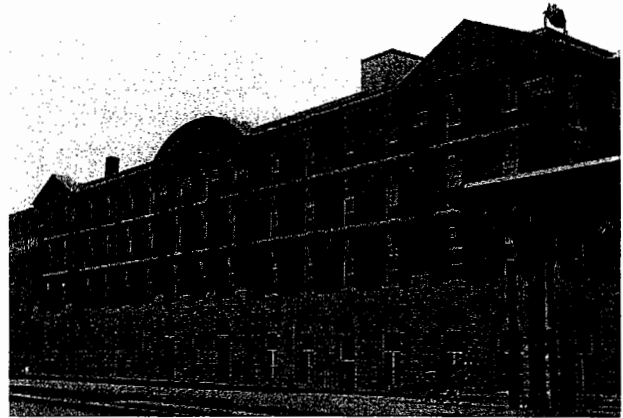


Fig. 5 Dominion Immigration Building with CPR tracks in foreground, Archives of Manitoba, Architectural Survey-Winnipeg-Maple St/1 28/69 N21668.

The 1890 hall was also retained, to accommodate 'foreign' - that is not British - immigrants. British and American immigrants got to stay in the new hall, which offered about 100 rooms for families and single women in addition to dormitories for single men. The new hall was designed for 500 people but, in a pinch, could



Fig. 6 Dominion Immigration Building – interior, Library and Archives Canada, C075993.

accommodate twice that number. By 1911, there were about 50 immigration halls across the country, mostly on the Prairies.⁵ In that year, the Minister of the Interior, Frank Oliver, explained, in Parliament the purpose of Immigration Halls:

...another very important part is that of dealing with the immigrants after they arrive in Canada. ...it is our policy to facilitate, as far as possible, the

immigrant reaching the destination and the purpose for which he came to Canada. For that reason, we have a system in the western provinces of distributing immigrants on the land. There is what might be called a central distribution office in Winnipeg in charge of the Commissioner of Immigration. All railroads of the west radiate from Winnipeg, and at different points throughout the western provinces which immigrants are likely to seek, we have immigration halls, that is, places, where immigrants may be temporarily entertained on leaving the train and before they go out on the land.⁶

In order to accommodate the growing numbers passing through Winnipeg, by 1928, there were three immigration halls in operation - two by the CPR station and one near the CNR station. According to the 1928-29 *Annual Report* of the Department of Immigration and Colonization, the three halls in Winnipeg accommodated over 20,000 people during that fiscal year, with the average stay being four to five days.⁷ In the twenties, as settlement was mostly in northern areas of the Prairies, halls in cities such as Brandon and Regina were closed, but the hall in Edmonton operated as a secondary distribution point for immigrants heading to the areas to the north, such as the Peace River country; smaller halls were in communities such as Prince Albert, North Battleford, Athabaska, Peace River and Grand Prairie. In fact, a new hall was built in Edmonton just at the beginning of the 1930s, too late for the immigration boom and just in time for the bust of the Great Depression.

In addition to the halls in the Prairies, halls operated in major eastern cities and at the ports of Vancouver, Quebec and Halifax. Pier 21 included temporary accommodations and functioned as an immigration hall for many years. During both world wars, the halls were often used as barracks or veterans' hospitals and in the postwar period, demobilization centres for returning soldiers. Following Second War, the halls also received thousands of war

brides en route to their new homes in Canada, prior to reverting to their original use once large-scale immigration resumed. The Hungarian refugee crisis was the last time that the halls were used on a major scale and, as more and more immigrants chose to travel by air, rather than by sea and by rail, the need for the halls waned. The last halls were closed in the 1960s. The grand hall in Winnipeg continued as the Prairies' regional office until 1966 and as a local immigration office until 1969. Unfortunately, it was torn down in 1975.⁷

Only a handful of immigration halls survive, including the halls in Halifax (Pier 21), in Edmonton, in Prince Albert and in North Battleford. In Edmonton, after lying vacant for over a quarter century, the immigration hall has recently been renovated as transitional inner city housing (Figure 7.) Appropriately, the building still retains its old name: 'Immigration Hall.'



Fig. 7 Immigration Hall, Edmonton -Frank Dumont, CIC Edmonton.

Notes

1. Library and Archives Canada (LAC), *Order-in-Council*, PC1872-0062B, June 21, 1872, RG2, Privy Council Office (PCO), Series A-1-a.
2. Guinn, Rodger, *The Red Assiniboine Junction: A Land Use and Structural Study 1770-1980*, (Manuscript Report No. 355), Parks Canada, Ottawa, 1980, pp. 108-110 *passim*.
3. *Henderson Directories* for Manitoba, 1881-1900.
4. Saunders, Ivan J., Rostecki, R.R. and Carrington, Selwyn, *Early Buildings in Winnipeg, Vol. III*, Parks Canada, Ottawa, 1974-77, pp 76, 77.
5. 'Bruce Walker Autocrat of Canada's Immigrants,' *New York Times*, October 15, 1910.

6. Canada, House of Commons, *Debates 1910-11*, pp. 5170, 5171.
7. Minister of Immigration and Colonization, *Annual Report, 1927-28*, King's Printer, Ottawa, 1929, p.95

Winnipeg *Tribune*, March 13, 1975, cited in Saunders, Ivan J., Rostecki, R.R. and Carrington, Selwyn, *Early Buildings in Winnipeg, Vol. III*, Parks Canada, Ottawa, 1974-77, p. 79.

More on the Istrians – Mike Molloy

Readers will recall that in Bulletin 53 in June, 2008, Jim Mitchinson filled a gap in Canada's immigration history by providing an article on the Istrian Refugee movement. Going through the records kept by our late Secretary Al Gunn, I came across another reference to Istrian refugees. On 18 January 1999, Roger St. Vincent wrote to Al Gunn about Istrian Refugees that he visaed in October, 1951. (The movement Jim Mitchinson was involved in took place in 1959.) In Roger's letter he states:

My quest concerns "Istrian Refugees" that I visaed at the IRO (International Refugee Organization) Bagnoli Camp, near Naples. I was at Karlsruhe and Robie (JFRR Robillard), as Chief of the CGIM, (Canadian Government Immigration Mission) asked that I proceed to Naples, calling at the Rome Visa Office, on my way to the IRO Camp. I was at the camp between October 28 and November 1951.

I would want to know the ethnic origin of the refugees I visaed. I recall they spoke a dialect [ed. note: Friuli, a dialect of the Venezia - Giulia region] and I needed an IRO interpreter at all times. They may have been Croats, Slovenes or Italians. Some seemed to speak a Slavic language with a mix of Italian or vice versa. My instructions were to accept them all as farm labourers if they were medically fit! One has to remember that it was near the end of the IRO mandate (December 31, 1951). They most likely departed for Canada from Naples for Halifax at that time of the year. Also, their visas would expire at the end of February or the beginning of March... this question has troubled me for years. I have made enquiries locally and at Trieste -- they are reticent to talk about the events of that period, especially the Italians who have lost a lot of territory at the hands of the Yugoslavs.

So it seems that we may in fact have received two batches of Istrians: those visaed by St. Vincent in October-November 1951, and those recruited by the Dominion Sugar Company and resettled by Jim Mitchinson and Noldi Colletto in 1959. Roger's memoir, *A Fortunate Life*, includes an account of his work at Bagnoli Camp and he notes that the largest exodus of Italians from Istria took place after 1953.

2010 Annual General Meeting 21 October 2010

President's Report – Mike Molloy

The past year has been a remarkable one in terms of achievements. The response to the "Get a Second Life" campaign means that the new initiatives we announced last year can be sustained. For any life-members who have not brought their initial \$100.00 investment in the Society up to the new standard of \$250.00, and who have a little spare cash, we can put it to very good use, and provide a tax receipt.

We have produced three solid Bulletins since this time last year. The new "Contact with Members" column has proven very popular and will be a regular feature from now on. We all like to hear how friends and colleagues are doing; there is something very satisfying in hearing from those we worked with over the years.

In terms of the articles themselves, the quality and the human and historical interest seem to get better from issue to issue. I'm very proud to tell you that Pier 21 has asked to use Rob

Vineberg's article on Port of Entry Quebec in its educational materials and that Lynda Joyce has received an offer to have her article included in an upcoming book. *Bout de Papier*, the award winning PAFSO magazine has expressed an interest in doing a series on Immigration using articles from our Bulletin.

My thanks go out to our Editor, Hector Cowan, for pulling the Bulletins together, and to a certain wife who has looked after production and distribution for the past two years. We are always looking for articles and they don't have to be long. We all have hundreds of stories of incidents from our experiences in the immigration business – send us yours.

For the coming year, look for the new CIHS website, a steady stream of interesting articles in the Bulletin, and a higher profile for the Gunn Prize and our relationship with the International Migration Research Centre at Sir Wilfred Laurier University. We also intend to strengthen our relationship with the new National Museum of Immigration History at Pier 21 in Halifax, and continue interaction with scholars of Canadian immigration history, including the recently established Canadian Committee on Migration, Ethnicity and Transnationalism.

In 1994, June Coxon and her late husband did a series of video interviews with Al Troy, Jack Manion, Al Gunn, Bill Burton, Viggi Ring and Edna Whinny, Canada's first female immigration officer. They came to light last year and we decided to have them transferred to DVD; they are now available for viewing. I hope that in due course we will be able to put them on the web and perhaps do another series.

There are times when I wonder if our efforts have had any impact. I recently picked up a copy of a new book called "The 1956 Hungarian Revolution: Hungarian and Canadian Perspectives", a collection of essays taken from a symposium in 2006 marking the 50th anniversary of that revolution. I was delighted to see it contained repeated references to Bob Keyserlingk's "Breaking Ground: the 1956 Refugee Movement to Canada" the product of a Symposium of that name co-sponsored by our society and the University of Ottawa History Department in 1990.

Overall, a solid, productive year for the Society.

Treasurers Report - Raph Girard

The year ending September 30, 2010 shows us in a very healthy cash situation thanks to the generosity of members in responding to Mike Molloy's appeal. During the year we had significantly higher than average levels of expenditure because we spent money on modernizing the website, digitizing the archived copies of the Bulletin and because we donated \$500 to the Vietnamese Boat People Museum project. In addition, we paid our share of the 2010 award ahead of time in order to preserve a balance between revenue and expenditures, as required under the Charities Act. Our investment account generates very little income but we weathered the market meltdown with our capital intact. A new investment that will guarantee a yield sufficient to pay for the annual Gunn Prize is being investigated. Operating expenses should subside due to the reduction in mailing costs of the Bulletin and the fact many of the outlays in the last year were one-time costs.

Cash on hand Oct. 1 2009	\$4660.46	Investment Account Sept 30 2010	\$6813.85
Invoices paid	(\$4493.68)	Total	\$13,600.20
Revenue from all sources	\$6695.57	Commitments	\$636.00
Cash on hand Sept 30 2010	\$6862.35	True total liquid assets as of Sept 30 2010	\$12,964.20

Membership Report – Lorraine LaFlamme

Over the past year our President's wife, Jo Molloy, has been working through the Membership list to establish a reliable picture of who we have out there. As a result of her efforts we have

had conversations and contact with people who have been CIHS members since the founding of the Society but with whom there has been little or no personal contact in a decade or more. Sadly we also discovered that a number of members outside Ottawa had passed away and we had not been notified.

As it now stands our membership is 135, plus 2 honorary members (KK Jarth and Laura Madokoro) and three corporate members (CIC, Library and Archives Canada and Pier 21). The membership breaks down as follows:

Annual Members – 47

Life Members – 88.

Jo's research indicates that there are an additional 32 people formally "on the books", but not included in the 135, who have not paid annual dues for several years. 21 life members have responded to our "Get a Second Life" campaign and topped up their original \$100 membership fee to the new rate of \$250.

Election of Officers - Joe Bissett

Officers

President – Michael Molloy
Vice President – James B. "Joe" Bissett
Treasurer – Raphael Girard
Secretary – Lorraine LaFlamme
Editor – Hector Cowan

Members at Large

David Bullock
Ian Rankin
Jerry Van Kessel
Erica Usher
Brian Davis
Ian Thomson

Other Business

The meeting heard the report on the Gunn Prize which was masterminded by Gerry Van Kessel in partnership with Wilfred Laurier University. Brian Davis, who is deep into the process of converting all of our old Bulletins into "machine readable text" for the new website gave an account of the daunting challenges involved and the progress in designing the new website.

Guest Speaker

This year's Guest Speaker was Robin Higham, a former Canadian Ambassador to Morocco and a Senior Fellow at the University of Ottawa's Graduate School of Public and International Affairs. Mr. Higham is the author of a book about diversity and its limits titled "*Who do we think we are?*" His remarks will be in our next Bulletin.

We were delighted to have an even larger turn out for the AGM this year.

Contact with Members

When mail is returned we become concerned about our members. Thanks to Canada Post, we recently were prompted to be in touch with member **Arthur Kuderian**, and we are pleased to announce that all is well with Arthur in Windsor.

CIHS let **Ellery Post's** membership disappear into some other universe but we have found him again and established contact. Welcome back, Ellery.

Kate O'Brien sent greetings from Canberra and advised that "it's almost spring here, and my new 'fledgling parrots and cockatoos and all the other birdies' are demanding that they are fed by their parents... so just to let you know that my mornings are fairly squawky... okay, really noisy. Not as much adventure as a game drive in Africa, but incredibly amusing antics of young parrots ... who walk around like little sailors and trip over their big feet."

On 2 Nov I had lunch in Victoria with a number of CIC alumni including **Ron**

Button, Jim Cross, Jim Humphries, my old Class of '68 mate **George Sutherland** and **Dr. Doug Denny**. Nice to see old friends and comrades.

We are very pleased to welcome **Denise Defoy** to the "Get a Second Life" club.
....mike

Sylvie and I took advantage of a trip to North Carolina's outer banks in August to call in on J and **Joyce Cavanagh-Wood** in their rustic splendour in the rolling hills of the Piedmont, where J has built a comfortable hideaway for their retirement. Joyce is as trim and as energetic as ever but disappointed that North Carolina matrons had other priorities than taking up her offer of Pilates classes like she used to

give in Buffalo. She is deep into watercolour painting and they have taken over a house on an adjacent property that will serve as her studio and guesthouse. J has embarked on a second career as a consultant to the Robin Sage exercises of the US military. He drew upon those connections to stage what I am sure many former colleagues would have hoped might happen sooner when he arranged for me to be ambushed and murdered by terrorists at an impromptu road block in the area. The machine guns certainly sounded authentic but luckily the bullets were blank. On the army simulation of a newscast of the event it certainly looked real and I did learn that I probably look better as a cadaver than I do fully animate.
...Raph

Letter to the Editor - John Baker

I enjoyed enormously Lynda Joyce's poignant story about her father, his origins and how he came to Canada under the Home Children program. Just days before reading it, I had sent off £100 to Dr Barnardo's to obtain a copy of my grandfather's file. My grandfather Baker was a "Dr Barnardo orphan" who came to Canada in 1888, at the age of 12. I knew him quite well, as he died when I was 11, and I had spent several weeks each summer with him. He had been the product of a second marriage and his father was 64 when he was born; his mother was 42. They both had children from their first marriages who were adults or near adults. When his father died, the mother had insufficient resources to care for him. He was placed in Barnardo's, whose donation boxes in pubs I frequently saw when posted to London in the late 60s. My grandfather was lucky in that the family he was placed with in Haliburton treated him more like a child. Indeed, I found him listed in the 1891 census as an "adopted son," although no adoption ever took place. He considered coming to Canada was his good fortune. He ended up a boilermaker on the CNR, and during the Depression gave my father half of his salary so my dad could go to university. He figured he was lucky to have a job during those tough times.

After years of procrastination, I finally started working on my family genealogy this past June. At first, I used available online Canadian censuses, but then I discovered Ancestry.com and quickly worked back to 14 of my 16 great-great grandparents. Strangely, the only two that I could not find were my Baker great grandparents. In two cases, I got back to ancestors in Cornwall in the early 1500s and in Scotland to the 1400s.

Again, thanks so much to Lynda for sharing her father's story.

Ed. note: With 100,000 of these children there must be many Canadians with a Home Child ancestor. Mike Molloy's maternal grandmother was a Barnardo orphan housed in a facility near Bristol and trained as a seamstress, a skill that saved the day when she was widowed in Nelson, BC, a year after immigrating to Canada in the early 1920s. It would be interesting to hear from any other members with Home Child antecedents.

Canada's War Crimes Program - Craig Goodes

Introduction:

Canada's historical response to the multitude of global conflicts, and the atrocities committed in the midst of those conflicts, has taken many different forms. In keeping with its commitment to multilateralism, Canada has actively supported efforts in the international community to create legal and institutional frameworks to combat war crimes (a term used here to include genocide and crimes against humanity - not just violations of the rules of war). These efforts have included the creation of several *ad hoc* tribunals to seek justice for victims of atrocities in such places as the Former Yugoslavia, Rwanda, Sierra Leone and Cambodia. The momentum behind these *ad hoc* efforts eventually led to the passage, with significant Canadian involvement, of the Statute of the International Criminal Court in July 1998.

Closer to home, the Government of Canada has sought, through a variety of legislative, policy and program responses, to ensure that Canada will not be a safe haven for war criminals. Canada's prosperity and our reputation as a lawful, peaceful society has traditionally acted as a magnet for immigrants and refugees; unfortunately, these same qualities may also attract those who have committed serious human rights offences and who seek to put their past crimes behind them and start over elsewhere. We ask a lot of our front-line colleagues, in visa offices and at ports of entry, in requiring them to detect such persons, who can be very adept at concealing their backgrounds. Over time, various support mechanisms - a solid legislative and regulatory framework, analytical and research support, training and technology - have been put in place to help reduce the vulnerability of our officers, and of Canadian Society.

History

A detailed history of the war crimes program is beyond the scope of this article, but more

information can be found in various annual reports and program evaluations available on the websites of CIC, CBSA and the Department of Justice. For our purposes, a brief summary will help illustrate the complexity of this program and set the context for the many challenges it presents to practitioners in several Government departments.

In 1987, the Deschênes Commission of Inquiry on War Criminals produced a list of 883 persons suspected of committing war crimes during the Second World War. In response, the Government created the War Crimes Section of the Department of Justice and extended the mandate of the RCMP Special Investigative Unit, originally created to assist Justice Deschênes. Between 1987 and 1992 four prosecutions were pursued. In 1994, when the Supreme Court of Canada upheld the acquittal of *Imre Finta*, the Government determined that prosecution under the *Criminal Code* would no longer be the preferred course of action; rather, revocation of citizenship under the *Citizenship Act* and deportation under the *Immigration Act* would be pursued. To date, over 1,800 investigations have been opened into allegations of war crimes from the Second World War era; this is more than twice as many as contemplated by the Deschênes Commission.

In the late 1980s, as Canada and other Western democracies experienced increased refugee claimant flows, there was a growing realization that within these movements were relatively small, but nonetheless worrisome, numbers of persons who were perpetrators, not victims, of serious human rights violations. Various amendments to the *Immigration Act and Regulations* were pursued over a number of years to render inadmissible to Canada persons involved in war crimes, crimes against humanity and genocide, and to deny them the benefits of refugee protection under the Geneva Convention as well as the various humanitarian reviews available

to failed refugee claimants in Canada. In 1993, Canada introduced a unique legislative provision - the "designated regimes" clause - which rendered inadmissible to Canada senior officials of governments designated by the Minister by reason of their engagement in war crimes, terrorism or gross human rights violations. To date, nine such regimes have been designated by the Minister.

To respond to the increased demands created by these legislative initiatives and by the increased targeting of Canada by alleged war criminals, CIC established a War Crimes Section in 1996. The original Section was comprised of three staff. In 1998, Cabinet approved new funding - \$46.8 million over three years - for CIC, DOJ and the RCMP, to establish a collaborative model for Canada's efforts to combat the presence of war criminals on our territory. An Interdepartmental Operations Group was set up to direct and coordinate an integrated approach. CIC's share of the funding was devoted to a variety of pressing requirements: an increase in staffing to 16 in the Headquarters Unit, as well as dedicated resources for domestic regions and visa offices; development of IT infrastructure to support enhanced analysis and research; creation of a war crimes intelligence unit to enhance access to and utilization of classified information in support of casework; and development of procedural guidelines and training programs to support decision-makers in the field.

In December 2003, the Government created the Canada Border Services Agency; this had major implications for CIC and the war crimes program. CIC's enforcement and intelligence mandate was at that time assigned to CBSA, followed in October 2004 by its port-of-entry inspection responsibilities. While the creation of CBSA introduced a new and significant player in the integrated program, CIC nevertheless retained key responsibilities, with its ongoing mandate for visa-issuance, the granting of status in Canada under the

Immigration and Refugee Protection Act, and revocation of citizenship.

Over time, the need to ensure an integrated approach to the war crimes issue has required change within the Interdepartmental Operations Group. With a Steering Committee of senior managers created to guide strategy, the IOG has evolved into the Policy Coordination and Operations Group, which guides day-to-day operations and case-strategies. With four key pieces of legislation in play - the *Crimes Against Humanity and War Crimes Act*, the *Extradition Act*, the *Immigration and Refugee Protection Act* and the *Citizenship Act* - it is critically important that decisions as to the most appropriate course of action to take in any given case are carefully considered and endorsed by all program partners. In this way, the partners support each other in seeking outcomes which best reflect the interests of Canada, our international obligations and the need for the victims of these horrible acts to see justice done.

Results

Involvement in the commission of war crimes is, regrettably, a truly global phenomenon. At any given time, several dozen countries are represented in the modern war crimes caseload. Cases described in annual reports over the years have included members of the military (Argentina, Colombia, Croatia, Burundi, Bosnia-Herzegovina), judiciary (Iran), paramilitary groups (Nigeria, El Salvador), senior police (Zimbabwe, Haiti, Former Yugoslavia, Guatemala) and government officials (Rwanda, Democratic Republic of Congo).

Since the commitment of significant resources to the war crimes program in 1998, more than 4,000 persons suspected of involvement or complicity in the commission of war crimes, crimes against humanity, or genocide, have been refused admission to Canada. During this period, Government intervention at hearings before the Immigration and Refugee Board has resulted in more than 600 persons being

excluded from the benefits of Convention Refugee protection in Canada. In total, almost 500 alleged war criminals have been removed from Canada. By international standards, this is an extraordinary record.

At the same time, efforts to pursue revocation of citizenship for Second World War cases continue unabated. Revocation is now being initiated for modern-day cases and can be expected to be pursued more often in the future. To those who suggest that Canada's approach to war crimes cases is too heavily weighted towards immigration solutions (i.e., deportation) which do not adequately address concerns regarding impunity, it is worth noting that, having learned from our unhappy experience with the prosecution of Second World War cases under the *Criminal Code*, Canada is also now actively pursuing prosecution as an option under the *Crimes Against Humanity and War Crimes Act*.

Conclusion

Those of us who have worked on Canada's war crimes program have difficulty in viewing it objectively; nobody who comes close to the program is left unmoved. The

program has earned Canada a strong reputation internationally, as evidenced by the many countries which send officials here to learn how to establish or enhance their own programs on the Canadian model.

The debate about the efficacy of various solutions will no doubt continue. Priorities and preferred approaches may evolve over time, but the goal remains the same - to make this world a smaller, more unpleasant place for those who inflict suffering on their fellow human beings.

In the fall of 2000, at an armchair discussion hosted by the Canadian Centre for Management Development, Madame Justice Louise Arbour spoke of her admiration for her former staff at the International Criminal Tribunal for the Former Yugoslavia in The Hague. She said that she was impressed by how hard they worked every day "to place themselves on the right side of history." One could equally suggest that over the past several years, many dedicated public servants in Canada have also worked hard to put themselves, their colleagues and their fellow Canadians on the right side of history.

In Memoriam

William O'Donnell Costello by Joe Bissett

Bill, as he was known by his colleagues, died on March 8, 2010, in his 77th year after a short illness. He joined the Immigration Foreign Service in the early 1960s and was posted to Leeds, England. He found the work and the city not to his liking, so he returned to Canada and was reassigned to the domestic service at Ottawa Headquarters, where he worked in the Secretariat along with John Dobson, Jessie Falconer, Wally Dickman, and Don Bandy. Among a group of skilful writers Bill stood out as an excellent drafter, and soon won a reputation as the writer of choice for Ministerial correspondence. It was not only his writing style that made him a centre of attention; Bill was also stylish in dress, and could often be seen in his expensive Persian lamb collared coat and sporting a fine bowler hat. He was proud of his Irish and Catholic heritage but curiously was at the same time a staunch monarchist and strong admirer of Churchill. Bill had a great sense of humour and was always fun to be with. At his funeral his brother-in-law shared the opening lines of a letter Bill had written to his sister that read, "I am writing these lines having just perused the obituary page of the morning newspaper hoping to see the names of some of my enemies but finding none decided to dampen my disappointment by writing you this letter." This was Bill at his best: witty, charming, and brilliant. He was the Oscar Wilde of the Immigration service. He is survived by his wife, Eiko and daughter Melisa.

Terry Sheehan sent the following: Bill Costello worked for several years in what was called the Immigration Secretariat, headed up by John Dobson. Their offices in the Bourque Building on

Rideau Street were adjacent to that of Burns Curry, then ADM (Immigration). Office hours started at 8:30, and Bill usually arrived then, more or less, often wearing a bowler hat that he had acquired in London. One morning he arrived just before nine and met Mr. Curry in the corridor. Curry looked at his watch and said "Bill, you should have been here twenty minutes ago!" Bill's immediate response was "Why? What happened?"

James Michael Thomas Reich by Ian Thompson

Jim Reich passed away on October 4, 2010 in Lethbridge, Alberta. Born in 1947 in Craik, Saskatchewan, he remained a "prairie boy" all his life. He attended the University of Regina, the University of Saskatchewan and completed his Masters degree in political science at the University of Calgary in 1971. Following graduation, he joined the Foreign Service of Citizenship and Immigration in 1971. He retired after 35 years of service with postings in England, the Philippines, India, Jamaica and The United States. Following retirement, Jim and his wife, Heather, relocated to Lethbridge, Alberta, to enjoy the Prairies once again.

He was an accomplished guitarist, pianist and a prolific songwriter. For the past 15 years, Jim enjoyed playing music at a variety of senior's residences in Ottawa and Lethbridge.

Family was his #1 priority, and, as well as his loving wife, Heather Corbett, he is survived by daughters Stephanie (Kevin) Davis, Julie (Paul) Duerichen, son Nathan Reich and stepson David (Catherine) Scown, as well as ten cherished grandchildren.

At his funeral his sister, Judy Waters, best described her brother as intelligent, handsome, talented, blessed with a wry sense of humour, generous and hospitable; but she believed that the quality that most defined him throughout his life was his kind and gentle nature. She never heard him utter an unkind or mean word about anyone. He was a truly good person. Abraham Heschel said "When I was young, I admired clever people. Now that I am old, I admire kind people".

Gavin Stewart told the Bulletin: Jim and I were classmates on the French course over a long winter at Merivale Road, and then next-door neighbours and co-workers in Delhi a couple of years later. As rural prairie boys we saw a lot of things through the same prism. He was a real gentleman with a lovely, wry sense of humour.

John Kimble Hamilton Abbott by Joe Bissett

Kim or "JKA", as he was known in the years he worked in the Immigration Service, died in Perth, Ontario, on November 16, 2010. He was 89 years of age and had led a remarkable life. He was a direct descendent of the first Canadian-born Prime Minister, Sir John Abbott, and as well of a Father of Confederation, Colonel John Hamilton Gray. When World War II broke out, Kim was eighteen years old and desperate to join the air force. He took private flying lessons from a bush pilot in British Columbia and, upon learning to fly, was readily accepted into the RCAF and shipped off to England. There he was assigned as a pilot to the famous 407 "Demon Squadron", flying Hudson bombers on deadly shipping strikes along the Dutch and French coast. On one mission, 40 bombers left England, but only two returned and Kim was the pilot of one of them. He survived the war but with a bad leg as a result of an air crash.

Upon his return to Canada he joined the public service and served most of his career in the Immigration Service, first as the Chief of Personnel and later as the head of Inspection Services and of the Canadian Service. Kim was not a typical civil servant, and operated in unconventional ways. He liked to get things done, and to get them done his way. This unorthodox management style earned him enemies and sometimes got him in trouble with his seniors, but he was never intimidated by authority, especially when he felt he was right. He

eventually resigned when he realized he could no longer work effectively with a new team of senior managers, and retired to a stone house in the countryside near Perth. Until the end he took a strong interest in immigration and had just finished a book about the history of Chinese immigration to Canada. He is survived by his wife Joan ("Bunty"), his daughter Susan and son John.

Helen MacDougall

We note with sadness the passing of Mrs. Helen MacDougall, widow of long-time immigration employee Ron MacDougal.

Jack Manion

Jack Manion, who rose from clerk in the Immigration department to Cabinet Secretary, passed away on December 24 2010. We will be devoting much of Bulletin 61 to Jack's life and work and we invite members and others to send their reminiscences of Jack to joandmikeca@yahoo.com and thehector@gmail.com.

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