



## A NEW BEGINNING

The last edition of the Bulletin appeared in March 1990. This issue, the seventh, will be the first to be produced without Harry Cunliffe, whose unflagging efforts were chiefly responsible for the first six issues. Harry cannot be replaced and his enthusiastic energy will be missed. The Society is indeed fortunate to have him continue as its Archivist. We anticipate his contributions in the future.

Although there has been no Bulletin for some time, the Society has not been inactive. New ground was broken with the successful **Hungarian Symposium** held in cooperation with the University of Ottawa on April 28, 1990. The proceedings are being edited and will be distributed to the membership of the Society. Future events being planned will deal with the Czecho-Slovak and Ugandan movements.

The Society held its Fourth Annual General Meeting on October 13, 1990 in the main conference room of the Lester B. Pearson Building. The minutes are attached as a supplement to the Bulletin. A new President and Board of Directors were elected representing a judicious blend of innovation and continuity. A few words about our new President follow.

The Annual General Meeting was fortunate in securing J.B. (Joe) Bissett as its keynote speaker. As always, Joe's comments were lively and provocative. It was also his last public appearance in Canada prior to taking up his new appointment as Canada's Ambassador to Yugoslavia.

This edition of the Bulletin is a cooperative effort of the Board of Directors. It is hoped that future issues will see more contributions from the wider membership, particularly those outside the National Capital Region. More follows!!

## A MESSAGE FROM VIGGI RING

Our Past President, Viggi Ring, prepared the following remarks on August 26, 1990 in preparation for the Annual General Meeting. They are worth repeating:

"It would be tempting to dwell on the highly successful symposium on the Hungarian Refugee Movement which, in cooperation with the History Department of the University of Ottawa, took place on April 28, 1990. However, as the papers and transcripts of this event are slated for future publication, it is more urgent to apprise our membership of other developments of considerable importance for the future of this organization.

The Society has now formally existed three years, and we have reached that moment when some of those who have laboured mightily for the Society wish to terminate their work on the Board of Directors. This will inevitably become a crucial test of whether the Society has the will and the ability to survive.

Harry Cunliffe, the chief mover and shaker of the Society, has already resigned from the Board. We owe him a tremendous debt of gratitude for his tireless work. Though he will no longer

be directly involved in the current affairs of the Society, Harry is assuming the position of Archivist of the Society, sorting and cataloguing material which he has collected on behalf of the Society with a view to a future inclusion in the National Archives.

Fenton Crosman wishes to terminate his Board membership as of the upcoming AGM, as does also Ed Ziegler. Both have contributed greatly to the development of the Society and are still ready to assist if necessary, but they feel that time has come to make room for younger members. We thank them most sincerely for their work and concern. I am also stepping down as President, but will serve one more year as Past President.

It should be quite obvious that the Society now faces a generation change, and I would encourage anyone who agrees with the aims and objectives of the Society to come forward as potential Board members and contributors to and/or editors of the Bulletin ... ."

NOTE: Since Viggi wrote the above, we are pleased to report that Fenton has decided to remain as a member of the Board and continues to be active on its **Immigration Landmarks Committee**. An appeal to the membership from Fenton follows.

## THE NEW BOARD OF DIRECTORS

The slate of candidates presented by the outgoing Board was accepted at the Annual General Meeting. At a subsequent Board meeting, the following

were appointed or elected as officers; Honourary President Jack Manion, Honourary Vice-President - Fenton Crossman, President - Robert (Bob) Keyserlingk, Past President - Viggie Ring, Vice-President - John Hunter, Secretary - Robert (Bob) Shalka, Treasurer - Al Troy, Membership Secretary - Carrie Hunter. Other Board members are Tove Bording, Bill Burton, Bill Clark (Edmonton), Bert Cheffens (Winnipeg), J.A.W. (Al) Gunn, J.P. LeBlanc (Halifax), Lou Lefaive and Krystyna Rudko.

Board Members with particular Society responsibilities are Fenton Crossman (Pier 21), Bob Keyserlingk (the Hungarian Symposium publication), Bob Shalka (Bulletin), and John Hunter (Planning).

The Board has also formed the following Committees: Publications and Research (John Hunter and Bob Shalka), Immigration Landmarks (Fenton Crossman, Bill Burton and Krystyna Rudko), Membership (Carrie Hunter and Al Troy), Planning (Viggie Ring, Al Gunn, Tove Bording and Lou Lefaive) and Archives (Harry Cunliffe). The membership is encouraged and will be recruited to assist in their work.

## A NOTE FROM THE TREASURER

"At the Annual General Meeting on October 13, 1990 a copy of the Treasurer's Report together with a copy of the Auditors' Report was given to each of the persons attending. Copies are also enclosed with this issue of the Bulletin for general information.

The Report was accepted and a vote of thanks given the Audit Committee for their work. They were also reappointed for a further year. The Report itself was prepared by Harry Cunliffe who has been acting as the Society's unpaid but diligent bookkeeper for some considerable time. Harry has agreed to remain in this capacity for another short period but due to personal circumstances he will be unable to devote as much time to our

activities as he has done in the past. His efforts in the past have certainly been appreciated.

We completed the fiscal year in good shape and things have gotten much better since then, particularly due to a \$2000.00 cheque from Employment and Immigration covering the Department's corporate membership for the years 1989/90 and 1990/91. Our President has, or will be, writing to Employment and Immigration expressing our appreciation for their support. Our guest speaker at the Annual General Meeting was Joe Bissett who played a significant part in securing these funds and who we were able to publicly thank for his efforts.

An interesting point worth mentioning was that the little note sent out as part of the notice of the Annual General Meeting brought forth a considerable amount of dues from both current and delinquent members. As of today (October 19, 1990) we have received \$940.00 which included three life memberships and a most generous gift of \$100.00 from our old friend and supporter, R.J. (Robbie) Robillard.

We have a total of 47 life members, 70 annual paid-up members, 22 delinquent members from 1989 and 50 delinquents as of April 1990. We are trying to devise some method of reminding members concerning payment of dues as it is very easy to forget as the year rolls around. Our fiscal and membership year fund from May 1st to the following April 30th instead of the normal calendar year. We shall be sending the Bulletin out to everyone on our list but will have to drop those who are not in good standing from future mailings.

So my friends, we hope that we shall be hearing from those of you who may have forgotten to send in their subscription and we would also ask that every member try and recruit an additional prospective member to our Society."

Al Troy

## OUR NEW PRESIDENT

Robert (Bob) Keyserlingk was chosen as the Society's President at the Annual General Meeting. Bob has been a member of the Board for several years before becoming Vice-President last year. He, like so many others in the Society, is a creation of Harry Cunliffe, the Society's conscience. He feels strongly that retired members should carry the group rather than "working stiff" like himself, and hopes to pass on the President's baton next year.

In the late fifties, Bob was recruited by Colonel Fortier as one of the first crop of Immigration Foreign Service Officers. He survived boot camp during the training year in the Woods Building, on the cross-Canada tour and the border at Windsor. Trained for Hong Kong, the Department in its wisdom sent him to Bonn instead, and from there to London.

To Bob, it became painfully obvious in the early sixties that the title "Immigration Foreign Service Officer" would long remain an empty one. So Bob -- and most of the other FSOs -- reluctantly packed it in. He stayed on in London and wrote a PhD in history at London University. He returned to Canada to teach and is now a full Professor at the History Department of the University of Ottawa. Specializing in Modern European History, his present research deals with WWII diplomatic and immigration history.

His main interest in the society is listening to the reminiscences of the "old timers" and helping collect and preserve these memories and papers, hopefully in a separate section of the National Archives under the Society's name.

## IMMIGRATION LANDMARKS

The CIHS is eager to obtain information on historical immigration landmarks across Canada, such as buildings or locations where immigrants

have been examined, accommodated or detained for medical or other purposes. One example, of course, is Pier 21 in Halifax which has already been well documented. There are others not as well known, such as the old Immigration Building in Victoria, B.C., the former Immigration Quarantine Station in Grosse Ile in the St. Lawrence River east of Quebec City, and the old Quarantine Hospital on Partridge Island near Saint John, N.B. Many others, however, may not have been recorded at all.

We are asking our members across Canada to seek out such old and interesting landmarks and, with the exception of Pier 21, make appropriate inquiries and let us have informative reports on both the historical and contemporary uses of these landmarks. Such information will be made available for historical research, and also will provide some interesting stories for future C.I.H.S. newsletters. All information of this nature should be addressed to the Society's postal box.

Fenton Crosman

## IN MEMORIAM

We regret to inform our members that our Past President, Merrill G. (Bud) Clark passed away on Friday, December 7, 1990 at the age of 62 years. Bud's long-time colleague, W.E. (Bill) Sinclair, has prepared a brief tribute which is printed as a Supplement to this Bulletin. Bill is also a member of the Society.

## THE SUPPLEMENTS

**Supplement "A"** - Minutes of the Fourth Annual General Meeting of the Society held on October 13, 1990.

**Supplement "B"** - Treasurer's and Audit Committee's Reports as well a balance sheet and statement of comparative income and expenses for the Society.

**Supplement "C"** - Notes from Joe Bissett's talk to the Annual General Meeting.

**Supplement "D"** - A tribute to "Bud" Clark by "Bill" Sinclair.

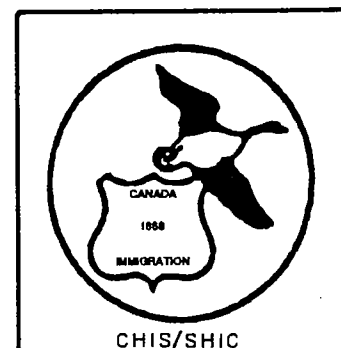
**Supplement "E"** - A paper by John Hunter outlining a research strategy for the Society.

**Supplement "F"** - "The Impact of Immigration at External Affairs." A reprint of an article by Bob Shalka which appeared earlier in *Liaison*, the magazine of the Foreign Service Community Association.

**Supplement "G"** - A list of Society members. The Society will be pleased to act as a "mail forwarding service" for anyone who wishes to contact old friends.

**Supplement "H"** - Last but not least!!! A renewal form for anyone whose membership is about to fall due. You may also report any change of address.

**THIS CONCLUDES THIS ISSUE OF THE BULLETIN. WE LOOK FORWARD TO HEARING FROM YOU WITH YOUR COMMENTS, CONTRIBUTIONS AND SUGGESTIONS. REMEMBER!!! WE ARE ALL PART OF THE SOCIETY. IT CAN FLOURISH ONLY THROUGH THE PARTICIPATION OF THE WHOLE MEMBERSHIP.**





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**THE CANADIAN IMMIGRATION HISTORICAL SOCIETY****Fourth Annual General Meeting****October 13, 1990**

The AGM was called at 9:30 for 10:00 AM at the main lobby Conference Room of External Affairs and International Trade Canada (Lester B. Pearson Building).

**Call to Order**

President **Viggi Ring** called the meeting to order at 10:15. She suggested that the Minutes of the last AGM be discussed later once members had taken an opportunity to review them. She then conveyed greetings to the membership from J. Manion, H. Cunliffe, B. Danby, L. Lefaive and R. Robaillard before proceeding to the various reports.

**President's Report**

**Viggi Ring** began by paying tribute to **Harry Cunliffe** who, for the first time, was unable to be present at an AGM of the Society. It was always to be remembered that it was **Harry's** steadfastness and tenacity which had given the Society its start. To a great extent, **Harry** had made the Society what it is. The Society had reached a watershed and it was now necessary for a new generation to take over. Nevertheless, the new Board of Directors would enjoy continuity in the persons of **Fenton Crosman**, **Viggi Ring** (as past president), **Al Gunn** and **Al Troy** as well as the continued presence of **Carrie Hunter**, **John Hunter** and **Robert Shalka**. Most of the Society's Board Members outside Ottawa had also agreed to stand again. **Viggi** also paid tribute to **Ed Ziegler** whose travel plans for the coming year precluded his being able to serve on the Board although he would be pleased to assist with research projects whenever in Ottawa. Since the previous AGM, **Viggi** noted that the Society's chief achievements had been the publication of the **Fenton Crosman** memoirs which had been distributed to the membership and the symposium on the Hungarian Refugee Movement which had taken place at the University of Ottawa on April 28, 1990. The proceedings of the later will be published and distributed to the membership. Other symposia were planned, primarily the Czecho-Slovak and Ugandan movements. **Viggi** closed by stating that an immediate priority was the need to identify an editor for the **Bulletin** to succeed **Harry Cunliffe**. **Harry** had undertaken to produce a final issue.

**Treasurer's Report**

**Al Troy** presented financial statements and the report of the Audit Committee. The statements had been prepared by **Harry Cunliffe** and it was a tribute to his bookkeeping that the Society's accounts were in good financial shape. As of September 30, 1990 there was \$1409.77 in the Society's current and \$3401.39 in its investment accounts. The Auditors had kindly volunteered their services for a further year.

Three motions ensued, all of which were carried unanimously.

1. "That the Treasurer's Report be accepted."  
(M: R. Shalka. S: Ron MacDougall)
2. "That the Auditors' Report be accepted."  
(M: Al Troy. S: F. Crosman)
3. "That the Auditors be reappointed."  
(M: R. Keyserlingk. S: C. Hunter)

**Membership Secretary's Report**

**Carrie Hunter** reported that the Society's membership included 1 Corporate, 44 Life and 155 Regular members. A further 88 persons were "delinquent." Updating of the membership lists was in progress.

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## Review of 1989 AGM Minutes

Viggi Ring commented that the letters to the Minister of Transport and the Minister of Employment and Immigration had, unfortunately, fallen between two stools. It was appropriate that appropriate action should be taken in order to get the issue back "on track."

In responding to a query concerning the creation of an "endowment fund" moved at the 1989 AGM, Al Troy observed that it had been found that establishment of such a fund was not possible for corporate and tax purposes.

The following motion was adopted unanimously.

"That the Minutes of the 1989 AGM be approved as written."  
(M: John Hunter. S: Paul Anderson)

## Election of a new President and Board of Directors

Dr. Robert Keyserlingk was acclaimed as President.

The slate of Directors (see attachment) was also acclaimed unanimously. (M: F. Crosman. S: A. Morrison)

## Guest Speaker: Mr. J.B. Bissett

Joe Bissett presented an informative and entertaining talk about current themes in immigration policy and programs facing Canada in the last decade of the century. Joe's talk will be the subject of an article in a forthcoming edition of the Bulletin. The talk closed with a lively discussion from the floor. This was Joe's final engagement in Canada before leaving on October 24 to take up an appointment as Ambassador to Yugoslavia.

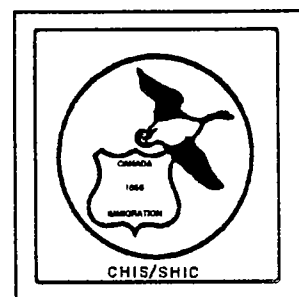
## Closing Remarks

The new President, Robert Keyserlingk, began by proposing a vote of thanks to Viggi Ring (M: R. Keyserlingk. S: R. St. Vincent) which was adopted unanimously. He then noted that he was the first President to be an academic and not a retired immigration officer. His main interest was the preservation of history through collection of information which was not retained by the Public Archives as part of its normal programs. The principal problem was that the public frequently has "wrong" information from an academic world which knows little or nothing about the immigration environment. For the coming year, the Society's main focus would be in 3 committees: Research and Publications, Membership and Forward Planning. A primary objective would be the planning of a symposium on the 1968 Czech and Slovak Refugee Movements.

There being no further business, at 12:30 PM Dr. Keyserlingk declared the meeting adjourned.

October 20, 1990  
Ottawa, Ontario

Robert J. Shalka  
Secretary, C.I.H.S.



**FOURTH ANNUAL GENERAL MEETING**

**OCTOBER 13, 1990**

**TREASURER'S REPORT**

**REPORT OF THE AUDIT COMMITTEE**

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## THE REORGANIZATION OF IMMIGRATION

The Society's Annual General Meeting, held on October 13, 1990, was addressed by Joe Bissett. Joe had just completed an assignment as Executive Director, Immigration at Employment and Immigration Canada. He was shortly to begin a new post as Canada's Ambassador to Yugoslavia.

Joe's wide-ranging and challenging talk brought the members in attendance up-to-date with the recent reorganization of the Department and underlined some of the major procedural and policy problems facing the immigration program.

Joe's immigration career goes back to the late 1950's, much of it with the former Foreign Branch of the Department of Employment (Manpower and Immigration). He served as Director General of the Foreign Branch from 1974 to 1981 and took the Branch over to External Affairs during foreign service consolidation. He then was sent to Trinidad as Canada's High Commissioner and returned to Ottawa in 1985 as Executive Director, Immigration. His primary objective was to set out some of the strategic goals in the immigration program: a firm policy base and a solution to the refugee issue. "I believed that we also needed a stronger A-base, more resources, people, technological equipment, modernized offices and the concept of quality of service." This led to a submission to Treasury Board for more resources and some long-awaited recognition for the importance and complexity of immigration work.

Joe also argued for restructuring and reorganizing the department so there would be more direction from the centre. Because senior management's attention was usually focused upon operational concerns, long-term issues and policy often suffered. Reorganization divided Joe's position between two Executive Directors responsible for Operations (Terry Sheehan) and Policy (André Juneau). "Having an Executive Director for Policy makes a big difference. Taking the day to day pressures off has been great. When you had to do policy stuff and deal with the refugee issue, the media and the press, the PCO and the PMO, Sikh boats, task forces, individual cases, leaks, parliamentary committees ... it was too much." Joe's successors are well-known: Terry Sheehan has been with the Immigration Department and External Affairs since the 1950's and André Juneau has been active for several years as Director General responsible for policy. Prior to that, he was with other Government departments, including Treasury Board.

In his talk, Joe noted that immigration programs have been under great strain in the face of ever-increasing arrivals of refugee claimants and asylum seekers. "Refugee issues, being hot and always in the media, got all the time and attention, so that other issues suffered." The new refugee legislation has certainly received a great deal of attention. "In a sense the public demanded action and forced the government to bring this legislation forward. I won't say I'm optimistic that the new law can solve the entire issue because there are tremendous migratory pressures building up in the world, and our current system may have to be revised again."

"We need more research on the demographic, social and economic impact of immigration; we have to know what the key issues are. Because of the increasing world population and the migration pressures building up in the third world, immigration and refugee issues will be paramount in the 90s." In Joe's estimation, these issues will rank with the environment as critical issues which governments must deal with.

"In the 90s there will be a number of fundamental changes, and Canada is going to have to examine very carefully the whole *raison d'être* of immigration. The entire field has been plagued by myths, like the old ones about immigrants taking jobs and crowding out Canadians." Yet even as old myths fade, Joe noted that new ones were emerging, as economic, social and demographic research provide information about the real impact of immigration, both positive and negative. "The recent demographic study of Health and Welfare puts to rest the idea that immigration can solve the aging problem, and the impact of immigration on population growth is not nearly as great as we had earlier expected."

Joe pointed out that it was necessary to examine the economic and environmental arguments for and against immigration. These have become critical questions with the world population doubling every 30 or 40 years. "Immigration must be looked at carefully, and in this context. The old optimism of the 50s -- the more immigrants we bring in, the better we will be -- has to be re-examined; it's a very different world."

In Joe's view, one of the reasons Canada has been successful with its immigration policy, and able to change the face of its major cities with minimum disruption and racial tension is because immigration movements have always been

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organized and planned. "We had programs and money set aside and we were able to maintain some control. We planned it, we financed it, we organized it, we controlled it, but now, how can we maintain this degree of control? The large number of people who come here illegally calls into question the very integrity of the system. This is a problem for every western industrialized nation and poses a critical question -- can you build a wall around your country?"

Joe stressed that we will have to examine many other issues. "Nearly all our immigrants are going to 3 major cities, and we're already seeing tensions and problems. Our programs, our approach, our settlement services and the role of the provinces -- they must all be looked at in an urgent fashion. We also have to look at escalating costs, given our current financial state. We have many tough decisions ahead."

Shortly after speaking to the AGM, Joe left for Belgrade. We all wish him every success in his new assignment as Canada's envoy to a country facing its own "interesting times."

Robert H. Keyserlingk

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## A TRIBUTE TO M. G. (BUD) CLARK

It was thirty-one years ago that I first became a co-worker with Bud Clark. At that time we were both personnel officers at the Civil Service Commission in Ottawa; Bud, a classification specialist and myself a staffing officer.

In those days virtually all human resource management was centralized with the Commission. However, the winds of change had started to blow. Then-Commissioner Paul Pelletier and George Davidson, Deputy Minister of the Department of Citizenship and Immigration believed it was time to experiment with a program of delegation of authority from the central agency to a department. To that end, Bud and I were seconded to the Department of Citizenship and Immigration and given central agency authority to perform all personnel functions which hitherto had been vested with the Commission.

These were three great years for us. Bud taught me the classification function and I taught him the staffing role. Together, we performed under the monitoring of the Commission. During this time we were not only able to identify in a personal way with immigration policy and departmental objectives but, more importantly, with immigration activities; an opportunity not regularly available to central agency bureaucrats.

The experiment was considered successful and recognized by the Glasco Commission as a model for a full-scale delegation of central agency authority in human resource management in all government departments.

It was during these early years that Bud's affinity for the work of the Immigration Department was firmly rooted. He developed a full understanding of and sincere appreciation for the role that our officers performed both in the administration of policy and as representatives of Canada abroad. He was convinced that our officers performed a professional role and as such deserved equality in status with their other colleagues in the Canadian foreign service community.

In the years that followed this initial association with the immigration program, Bud maintained his interest and support while employed with the Treasury Board Secretariat and the Privy Council Office.

A bibliography of Bud's thirty-five year career in the Public Service is highlighted in the earliest years by his several appointments in the foreign service arena. In 1964 he was Chief, Foreign Service Group, in the Personnel Policy Branch of the Treasury Board. One year later he was appointed Director, Management Branch, Foreign Service, in the Department of Manpower and Immigration, a position he held for five years. In 1970 he was appointed Director-General of the Immigration Foreign Service. In 1974 Bud was seconded to the Department of External Affairs to serve as Commissioner for Canada to Hong Kong for a period of three years. On return to Canada he concluded his career with appointments as Director, Management Category, in the Treasury Board Secretariat and Special Projects Officer with the Privy Council Office. These latter appointments did not lessen his interest in and support of the immigration program. Indeed, he took every opportunity to lend support in the enhancement of the lot of our immigration officers abroad.

There were two very important periods where Bud rendered a major contribution in this regard. Firstly, in those early year I had worked with Bud in the development of a new classification standard for immigration officers in the Foreign Service. Bud had recognized at an early stage that the function performed by our officers was more than merely a service function and that the standard against which our officers were classified and paid did not properly represent the scope of their duties and responsibilities. He viewed our officers as professionals responsible both for the administration of Canada's immigration policy and as representatives of their country abroad. The new standard was entitled "Canadian Immigration Affairs Officer (CIAO)" and marked the initial step in what was to be a long and arduous struggle for comparability with our colleagues in the Department of External Affairs. Later, as a member of the Interdepartmental Committee on External Relations (ICER) which had been set up to study the consolidation of Canada's operations abroad, Bud provided strong support for a proper recognition of the immigration officer role. He also contributed equally in the Conversion Program which followed and saw our officers converted to the new Foreign Service Officer category.

Bud was a founding member of the Canadian Immigration Historical Society and at the time of his death was its Past-President. The Society will rightly record the continuing contribution rendered by our good friend and colleague over many year's to Canada's immigration service and to the betterment of immigration officers who spend their careers in a most important aspect of nation building.



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## RESEARCH STRATEGY FOR THE SOCIETY

At its meeting on January 9, 1991 the Executive Committee approved a strategy proposed by Robert Shalka and John Hunter to continue the Society's efforts to achieve objective 2.1 of its Constitution: "To support, encourage and promote research into the history of Canadian Immigration, and to foster the collection and dissemination of that history."

The strategy outlines the following research priorities for the next five years:

- a. Collecting and preserving the experiences (with related documents wherever possible) of retired and soon-to-be retired Immigration staff.
- b. Helping organize public symposia on major immigrant movements since World War II.
- c. Encouraging members of the Society and non-members to conduct research into aspects of immigration history including the development and administration of Immigration policy and programs, the reception and settlement of immigrants and the impact of immigration on Canada's society and economy.
- d. Fostering the implementation of practices inside and outside government to ensure that current Immigration policies, programs, administration and impacts are suitably recorded for the benefit of future researchers.

As part of the strategy a revised and expanded inventory will be developed of persons (both members and non-members) who are willing to contribute to the research efforts in one or more of the following ways:

- preparing memoirs of personal experiences as an immigration official or as an immigrant;
- being interviewed by a volunteer to record on tape personal experiences related to immigration matters;
- volunteering to conduct interviews;
- editing memoirs, transcriptions of taped interviews etc.
- providing papers, photographs or other memorabilia;
- conducting research into immigration topics and preparing reports.

The strategy will also contain plans for helping interested volunteers develop research skills and for organizing the editing and cataloguing of material provided.

Officials of the National Archives were consulted in the drafting of the strategy and have promised full support.

Further information about the research strategy and a questionnaire on research activities which members would be interested in undertaking will be contained in the next newsletter.

John Hunter

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## THE IMPACT OF IMMIGRATION AT EXTERNAL AFFAIRS

Immigration officers were among Canada's first representatives abroad. The Province of United Canada sent Immigration Agents to Europe in the 1850's. After Confederation in 1867, federal immigration officers were posted abroad, first to Great Britain and later to other European countries. This activity continued in various ways until 1939. The highest level of immigration occurred in 1913 when 400,870 persons were admitted.

Nevertheless, a truly "rotational" immigration foreign service evolved only after 1945 with massive post-war immigration from Europe and the dispatching overseas of officers from the Department of Citizenship and Immigration and its successor, Employment and Immigration Canada. Of particular significance was the recruitment of Canadian Immigration Affairs Officers (CIAOs) in 1957. Along with officers from the domestic immigration service who had shown an inclination and interest in overseas assignments, the CIAOs were to become rotational Foreign Service Officers by the early 1970s. Their primary responsibility was, and remains, the overseas selection, control and counselling of prospective immigrants and visitors.

With foreign service consolidation in 1981, the Department of External Affairs assumed responsibility for "overseas delivery of immigration programs." Foreign Service Officers were transferred from Employment and Immigration to become the Social Affairs Stream of External Affairs. Development of immigration policy remained the responsibility of Employment and Immigration Canada. Nevertheless, immigration policy is not an exclusively domestic issue. It has a foreign policy dimension to which External Affairs

makes a significant and ongoing contribution.

The immigration programme has grown considerably since 1985 when only 72,810 immigrant visas were issued world-wide. This increased to 154,789 in 1988. In the first 9 months of 1989, overseas missions issued 134,987 immigrant visas and may reach 185,000 by the end of the year. These same years have also seen dramatic expansion of the visitor visa system as visa exemptions have been removed from more and more countries. Compared to approximately 309,000 visitor visas/authorizations issued or refused world-wide in 1985, over 553,000 were processed in 1988. It is projected that approximately 700,000 visas/authorizations will be issued or refused in 1989. This growth has been achieved with an increase of only 8% in the resources committed to the immigration programme overseas.

Of the External's 1,569 officers, 264 are in the Social Affairs Stream. At present, 63 overseas missions are staffed by 213 Canada-based Social Affairs officers. Of these 213 officers, 120 are dedicated to immigrant processing, 83 to visitors and 10 to enforcement liaison.

From 1967, with the introduction of "universality" and the "point system," a program has evolved to determine who may be admitted to Canada and in what priority. Coincidentally, 1967 witnessed the highest level of immigration (222,876 arrivals) in the post-WWII era. The three pillars of this system are well-known; family reunification, recruitment of skilled and talented economic migrants, and humanitarian programs.

Entering the 1990's, the program overseas has reached a watershed. Until now, the underlying assumption of the overseas delivery

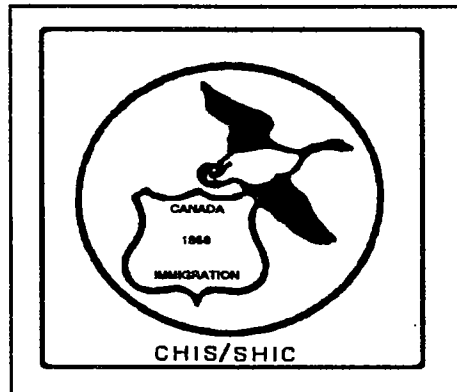
system has been that the number of immigrants the government wishes to admit within any given year would more or less match the number of persons qualified for immigration. With the advent of the 1990's, a significant change is occurring. Many more people are now qualified to immigrate to Canada than the government is prepared to admit in any one year. In effect, the system has become "over-subscribed."

Faced with this situation, how can the delivery system meet the pressures of increased demand while maintaining the principle of universality? With ever growing demand, is it appropriate to attempt to maintain service to certain areas with only one officer (eg. Peru and area, Ireland, USSR) at a time of overwhelming demand in other areas (eg. Hong Kong) where large immigration sections are already present? The simplest solution would advocate deployment of more officers everywhere but this is hardly consistent with attempts to curb the deficit and reduce departmental establishments. In addition, the Treasury Board would have difficulty in authorizing additional officers at a time when the system already delivers appreciably more immigrants than the government has stated it plans to admit.

At the same time, the overseas delivery system is under considerable and understandable pressure to do more in Eastern Europe, Lebanon, Central America and the Gulf. It is criticised for not deploying more resources to Hong Kong, which already provides 14.6% of the total immigrant movement. New demands to do more can also be foreseen. For example, with the landing of much of the Refugee Claimant Backlog, pressures for family reunification will occur in countries where, until now, there has been only a modest Canadian immigration presence. These include

China, Sri Lanka, Ghana, Somalia, El Salvador and Iran.

The Charter of Rights and related legislation is also having an important impact on the immigration programme. Court decisions stemming from legal challenges have meant that the judiciary has become a major player in immigration policy formation and operational practise. Officers must now become ever more conversant with legislative and procedural detail. The demand to be "fair" in all respects, however, has impacted negatively on efficiency.



Immigration issues will assume a significant share of the Department's activities in the 1990's and beyond. Mass population movements have been, and will continue, a basic global phenomenon as people leave their traditional homes, voluntarily or otherwise, to seek a better life. Without doubt, millions throughout the world would gladly come to Canada. The question and the challenge for External Affairs is to maintain a system of delivery which is equitable, fair and responsive without being rigid and bureaucratic. There is a truism in immigration programme delivery that nothing remains the same. Procedures and approaches which may have worked in 1967 or even in 1989 may not be applicable in 1990 or beyond. Those responsible for managing the programme must adapt. For example, 7 officers in Eastern Europe have sufficed for a limited programme of family reunification and official visitors. Recent events, which continue to unfold, demonstrate that this is inadequate.

The next 10 years will be challenging ones for the Social Affairs component of the Department of External Affairs.

Robert J. Shalka



## **DIRECTORY OF SOCIETY MEMBERS**

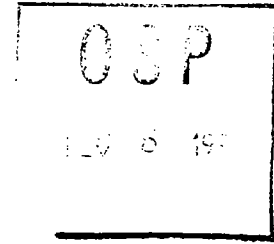
We enclose a list of all members of the Society as of January 31, 1991. We had considered providing addresses but concerns for privacy prevailed. If you are interested in writing any of the members but do not have their address, please write in care of our postal box and we will be pleased to forward your letter.

The Board of Directors

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*Canadian Immigration Historical Society*  
Register of Members  
As at January 31, 1991



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1. Employment & Immigration

Life:

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30. I. C. MacDonald, Toronto, Ontario
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33. Sylvia Manion, Ottawa, Ontario
34. William J. Marks, Dartmouth, Nova Scotia

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5. Kristina Anderson, Ottawa, Ontario
6. Paul H. Anderson, Ottawa, Ontario
7. Sharleen M. Bannon, Wakefield, Quebec
8. Laurent Beaulieu, Gloucester, Ontario
9. Raymond V. Beck, Halifax, Nova Scotia
10. W. Kirk Bell, Geneva, Switzerland
11. W. L. Bernhardt, Ottawa, Ontario
12. Rene Bersma, (BRSL) Station A, Ottawa, Ontario
13. Kathleen M. Betteridge, Edmonton, Alberta
14. Mohammed Bhabha, Oakville, Ontario
15. James B. Bissett, (YUGOSLAVIA), Station A, Ottawa
16. Tove Bording, Ottawa, Ontario
17. George Bonavia, Ottawa, Ontario
18. Arthur B. Bourgeau, Nepean, Ontario
19. Bernard Brodie, Ottawa, Ontario
20. David A. Brown, Ottawa, Ontario
21. W. Harvey Bryans, London, Ontario
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28. J.J. Daniel Chemia, (MXCO) Station A, Ottawa, Ontario
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30. Rolf Christensen, Gloucester, Ontario

31. A. Irene Christie, Halifax, Nova Scotia
32. Susan T. Comstock, Toronto, Ontario
33. John D. Corning, (LOSANG), Station A, Ottawa, Ontario
34. Ruby Crosman, Ottawa, Ontario
35. R. J. Curry, Ottawa, Ontario
36. Charles J. Dagg, Ottawa, Ontario
37. H. A. Dantzer, Ottawa, Ontario
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39. Terrence J. Delaney, Toronto, Ontario
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42. James H. Douthart, Hamilton, Ontario
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60. John A. Hunter, Ottawa, Ontario
61. Kurt F. Jensen, Ottawa, Ontario
62. Terry Johnston, Winnipeg, Manitoba
63. Joseph Kage, Outremont, Quebec
64. Kalman Kaplansky, Ottawa, Ontario
65. Robert H. Keyserlingk, Ottawa, Ontario
66. Gerald D. King, Ottawa, Ontario
67. Valerie J. Knowles, Ottawa, Ontario
68. Arthur Kuderian, Windsor, Ontario
69. Louis E. Lefavre, Ottawa, Ontario
70. Brian K. Le Conte, (BAIRES) Station A, Ottawa, Ontario
71. Susan M. Lopez, Stittsville, Ontario
72. William Gordon Low, Dartmouth, Nova Scotia
73. Alexander Lukie, (HKONG) Station A, Ottawa, Ontario
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75. R. G. MacDougall, Ottawa, Ontario
76. Louis Mach, Scarborough, Ontario

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79. Gerry K. Maffre, Ottawa, Ontario
80. Stanley Maletich, Sudbury, Ontario
81. Donald R. Manuge, Dartmouth, Nova Scotia
82. Earl E. McCarthy, Nepean, Ontario
83. William A. McFaul, Huntingdon, Quebec
84. Graeme J. R. McIntyre, Ottawa, Ontario
85. Del McKay, Ottawa, Ontario
86. J. Edward McKenna, Nepean, Ontario
87. Caroline M. A. Melis, (KLMPR) Station A, Ottawa
88. D. Darrell Mesheau, Fredericton, B.C.
89. James C. Metcalf, (DTRT) Station A, Ottawa, Ontario
90. Alfred J. Miles, North Sydney, Nova Scotia
91. Alan R. Molander, Regina, Saskatchewan
92. Albert J. Morin, Quebec City, Quebec
93. Helen M. Morrison, Ottawa, Ontario
94. Charles W. Morrow, Gloucester, Ontario
95. Allan Nash, Ottawa, Ontario
96. Stanley G. Noble, Niagara-on-the-Lake, Ontario
97. Thomas J. O'Brien, Fort Erie, Ontario
98. N. D. Olson, St. Albert, Alberta
99. Murray Oppertshauser, (MANILA) Station A, Ottawa
100. Robert J. Orr, (DMSCUS) Station A, Ottawa, Ontario
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102. Weston L. Pettis, Halifax, Nova Scotia
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104. E. Jean Pottie, Halifax, Nova Scotia
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108. Ian H. Rankin, (WSHNGTN) Station A, Ottawa, Ontario
109. Robert E. S. Romano, (MXCO) Station A, Ottawa, Ontario
110. Krystya Rudko, Ottawa, Ontario
111. C. K. Scatchard, Surrey, B.C.
112. L. M. Scott, Ottawa, Ontario
113. Ernest A. Short, Vanier, Ontario
114. Valerie A. Sims, Nepean, Ontario
115. William E. Sinclair, Ottawa, Ontario
116. Donald M. Sloan, Carleton Place, Ontario
117. R. Ian Smillie, Ottawa, Ontario
118. Hume E. Smith, (PSPAN) Station A, Ottawa, Ontario
119. Harold G. Speck, Perth, Ontario
120. George C. Spence, (KGSTN) Station A, Ottawa, Ontario
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122. Mary C. Sterling, North York, Ontario

123. Leslie G. Stuart, Sherkston, Ontario
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129. Alison E. Trapnell, Halifax, Nova Scotia
130. J.A. Troy, Gloucester, Ontario
131. Floyd J. Tufts, Port Colborne, Ontario
132. Ginny Twomey, Winnipeg, Manitoba
133. G. J. Van Kessel, Aylmer, Quebec
134. William J. Van Staalduinen, Nepean, Ontario
135. Henrik Verdier, Ottawa, Ontario
136. Frank Verwimp, Mississauga, Ontario
137. Robert L. Wales, Victoria, B.C.
138. Edna M. Whinney, Ottawa, Ontario
139. Denis Whitney, Nepean, Ontario
140. Harold E. Wright, Saint John, New Brunswick

NOTE: If you're interested in writing any of the members and you don't have their addresses, you could send their letters to us and we'll gladly forward them on for you.





# MEMBERSHIP RENEWAL/SUBSCRIPTION CHANGE OF ADDRESS

As in previous years, the Society's membership list continues to carry an unduly high percentage of members not in "good standing", i.e., failure to forward membership subscriptions. In most instances, this is due probably to a failure to "remind" members that their subscription was overdue. Hoping to resolve this problem, we are attaching a subscription form which you are asked to complete and return with an appropriate contribution. PLEASE NOTE THAT THE SOCIETY'S MEMBERSHIP YEAR RUNS FROM MAY 1 TO APRIL 30 !!!

Please enter/renew my membership in the Canadian Immigration Historical Society or note my new address:

NAME: \_\_\_\_\_

ADDRESS: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

CHANGE OF ADDRESS ONLY [ ]

[PLEASE PRINT]

I enclose the following fee:

Corporate	-	\$1,000.00	[ ]
Life	-	100.00	[ ]
Sustaining	-	25.00	[ ]
Annual	-	10.00	[ ]

PLEASE SEND THIS FORM WITH YOUR CHEQUE TO "CANADIAN IMMIGRATION HISTORICAL SOCIETY" TO:

The Treasurer  
The Canadian Immigration Historical Society  
P.O. Box 9502, Station T  
Ottawa, Ontario K1G 3V2

