The Canadian Immigration Historical Society
La société historique de l'immigration canadienne

CIHS Bulletin

Issue #83
December
2017

C.P./P.O. Box 9502, Station T, Ottawa, ON K1G 3V2 info@cihs-shic.ca cihs-shic.ca

Senate Sesquicentennial Medal: An Unexpected Honour

L to R: Ian Hamilton, Ernest Allen, Joyce Cavanagh-Wood, Raphael Girard, Hon. Peter Harder, Anne Arnott, Mike Molloy, Donald Smith (Photo courtesy of Senator Harder's office)

On 29 November 2017, immigration veterans Ernest Allen, Anne Arnott, Joyce Cavanagh-Wood, Raphael Girard, Ian Hamilton, and Mike Molloy, along with Donald Smith, sponsorship coordinator for the Anglican Diocese of Ottawa, were invited to the office of the Government Representative in the Senate, the Honourable Peter Harder.

Harder, founding CEO of the Immigration and Refugee Board and former Deputy Minister of Citizenship and Immigration, explained to the group that in honour of the 150th anniversary of the Senate, each senator had been given 12 Senate Sesquicentennial Medals to present to Canadians for their contributions to the country. He had divided his medals between agricultural innovators in the area he comes from (Niagara) and former immigration employees whose significant contributions to Canada's immigration and refugee programs had never received recognition. During the ceremony, Raph Girard stressed that the immigration program relies on team work and that the accomplishments of each of the recipients rested on the efforts of many hard-working colleagues.

"Best Ever AGM"

Gerry Maffre

Before a gathering of 45 Society members and friends on Thursday, 26 October, the 31st annual general meeting was called to order. In addition to the requisite reports and board appointments reported on elsewhere in this Bulletin, the audience was treated to three very interesting presentations:

- Carleton University officials reported on the progress and expansion of the Ugandan Asian Archive,
- the Gunn Prize was presented, and
- our keynote speaker spoke about the British Home Children.

Contents

Society President Mike Molloy was pleased to introduce his report with a greeting from Immigration, Refugees, and Citizenship Canada Minister Ahmed Hussen, which is printed in this Bulletin. Recounting some details of a very busy year, Molloy happily noted an increase in membership, especially as member dues constitute such a critical element of the Society's budget.

CIHS members gather at the 2017 AGM

In his remarks Molloy also remembered those CIHS members lost in the past year: June Baker, wife of our colleague John; Jean Isobel Cunliffe, wife of Harry Cunliffe, a moving spirit in the creation of our Society; and Brian Davis, arguably the most respected manager of his generation, and a man whose integrity, determination and vision embodied the best values of the public service. The passing of Woody Cross, Peggy Baillargeon and Barbara Cram were also noted. The Society also mourns the untimely death of Ron Atkey, the gutsy Minister of Employment and Immigration in the Joe Clark government who, with Flora MacDonald, was the architect of the 1979-1980 Indochinese refugee movement. Atkey wrote the introduction to *Running on Empty: Canada and the Indochinese Refugees, 1975-1980* and passed away just days after he received his copy of the book.

Molloy continued with an overview of the effort and resources that the Society put into producing and marketing the book with McGill-Queen's University Press. There was a highly successful initial launch in May in Ottawa with the Right Honourable Joe Clark as speaker and substantial support from the Vietnamese and Cambodian communities. Subsequent launch events took place at the Longue Pointe Canadian Forces Base in Montreal, which had been used as a reception centre at the height of the movement; at Pier 21 in Halifax; at IRCC NHQ during Public Service Week; and at the Senate of Canada through the efforts of Government Representative in the Senate, Senator Peter Harder. And in November, Molloy participated in a trans-Canada armchair discussion through the Canada School of Public Service.

A first printing of 600 copies sold out, and McGill-Queen's did a second printing. Selling only 400 more copies would make *Running on Empty* a best seller for an academic book! And so the marketing continues. Events in Toronto, Winnipeg and further west will be pursued. There is preliminary discussion of a Vietnamese translation, as many community leaders want their descendants to know of their experiences.

AGM 2017 keynote speaker Sandra Joyce

Somehow members of the board also found time to continue an ambitious and diverse publication program with the Bulletin, revamp the CIHS website, and speak at the Canada-Hungary Educational Foundation's three-day conference, Flight to Freedom: the Canadian Refugee Experience since 1957 (see separate report in this Bulletin). The conference attracted a constellation of topnotch speakers, including the Honourable Bob Rae.

CIHS is partnering with academics from Carleton University and the Vietnamese, Cambodian, and Laotian communities in a project called Hearts of Freedom (see update in this Bulletin), which will collect 200 oral histories from former refugees. We provided technical advice for the Heritage Minute, *The Boat People,* that attracted hundreds of thousands of downloads.

Finally, CIHS donated to Pier 21 an extensive collection of photos taken by CIC staff involved in the evacuation of the Kosovars to Canada. These will eventually be on the Pier 21 website and be used in a forthcoming travelling exhibition on the refugee experience.

Another Society accomplishment this past year was sparked by a request from member Roger St. Vincent. A letter he had long ago received from then Prime Minister P.E. Trudeau commending his work in bringing expelled Ugandan Asians to Canada had gone missing in HQ personnel files. Raph Girard enlisted the help of Ottawa MP David McGinty, and

ultimately a copy of the letter was found. Not only that, but the copy was sent to Roger under cover of a letter signed by Prime Minister Justin Trudeau!

Carleton University's Ugandan Archive

Carleton University Librarian Wayne Jones took the podium to introduce his colleagues Patti Harper, Head, Archives and Research Collections; Kylie Patrick, Senior Development Officer; and Heather Leroux, Oral Historian. Jones thanked the Society for its support in the launch of the on-line archive and asked Harper and Leroux to walk the audience through the changes to the website. It now allows for easier searching of family records and is starting to build a collection of oral histories in addition to the newspaper clippings CIHS donated and material collected from Canadians directly affected by the expulsion from Uganda.

Gunn Prize

L to R: Prof. Christopher Anderson of IMRC, Gunn Prize winner Iain Wilson with certificate, Kurt Jensen, and Mike Molloy

Iain Wilson, this year's Gunn Prize winner and at the time an undergraduate student at the University of Toronto, received his prize from Mike Molloy and a certificate honouring his achievement from Professor Christopher Anderson of the International Migration Research Centre at Wilfred Laurier University—the Society's partner in the Gunn Prize. Kurt Jensen, one of the Society's representatives on the selection committee, presented him with a bound version of his essay.

Wilson's essay "Organic Settlement in Pre-19th Century Newfoundland" presents a well-rounded view of early settlement, a story not always well covered in the literature. Wilson was the unanimous choice of the selection committee and was the only undergraduate to submit an essay. He is now pursuing his Master's degree in history at Queen's.

The British Home Children

This year's guest speaker Sandra Joyce spoke about the British Home Children. Joyce, sister of CIHS member Lynda Joyce, is vice-president of the British Home Child Group International and has published books on the topic. She became an advocate of British Home Children when she discovered in 2004 that her father and uncle were sent to Canada as part of this scheme, and she was instrumental in the British Home Children receiving an official apology in the Canadian House of Commons on 16 February 2017 (see Bulletin 82).

Through slides and storytelling, Sandra laid out the movement's origins and highlighted both the depredations and the successes of the estimated 100,000 children sent to Canada. Others were sent to Australia, New Zealand, and Rhodesia. She recounted how her own research and good luck led her to a fuller understanding of her father's experiences and to connections with till then unknown relatives elsewhere in Canada and in the United Kingdom, including a cousin—the first female Beefeater at the Tower of London. Finishing her talk, she answered a number of questions from the floor. After that exploration of an important chapter in Canadian immigration history, Mike Molloy brought the 31st, and "the best ever", AGM to a close.

Treasurer's Report

Raph Girard presented his 2017 Treasurer's Report, pointing out that the publication of *Running on Empty* significantly affected CIHS finances in 2016/17 and, in some respects, moved the Society to a more business-oriented footing. Publishing and marketing the book used up almost $10,000. This was partially offset by a spike in membership revenue and generous donations from members who stepped up to help push the project forward. Nevertheless, the Society's operating capital balance has been reduced to little more than $7,000 due to the discrepancy between revenue and expenses. The cost of publishing and marketing the book is largely over, and so, while the cash balance is slim, it will be sufficient to meet ongoing needs.

It should be noted that the Society paid no travel costs during the year. The four authors did most of the marketing and travelling at their own expense, for which a vote of thanks from the Society is highly merited.

A second garden party fundraiser generously hosted by Liz and Scott Heatherington in June raised $1,400 for our investment account, which now stands at a healthy $12,000 and provides adequate interest to cover the annual Gunn Prize obligation. Full details of revenues and expenditures for the 2016/17 fiscal year compared to last year can be found on the CIHS website.

CIHS 2018 Board (missing Greg Chubak, Gerry Van Kessel and Valerie de Montigny)

Board Election

Vice-president Anne Arnott presented a slate of current board members, who were all reappointed. Executive members are President Mike Molloy, Vice-President Anne Arnott, Treasurer Raphael Girard, Secretary Gail Devlin, and Bulletin Editor Valerie de Montigny. Members at large are Brian Casey, Roy Christensen, Peter Duschinsky, Charlene Elgee, Kurt Jensen, Gerry Maffre, Ian Rankin, Robert Shalka, and Gerry Van Kessel. Greg Chubak is the IRCC representative. Joe Bissett continues as member emeritus.

Membership Report

For 2017, the total number of members is 146, an increase of 11: life members=89 (up 10), annual members=44 (up 3), corporate members=6 (down 1), and honorary members=7 (down one).

Greetings from the Minister of Immigration, Refugees and Citizenship

I am pleased to extend my warmest greetings to all those attending the Annual General Meeting of the Canadian Immigration Historical Society.

Since its inception 31 years ago, the Canadian Immigration Historical Society has brought together individuals with a shared interest in the history of Canadian immigration and refugee matters. They help support, encourage, and promote diversity in Canada by fostering understanding of our history as a welcoming nation.

This year, Canada celebrates its 150th birthday. As we reflect on our history and heritage, we acknowledge that new Canadians, through their hard work and dedication, have played a crucial role in Canada's success as a nation. This important milestone also offers an excellent opportunity for all Canadians and newcomers to rededicate ourselves to making our neighbourhoods, our communities, and our nation ever more welcoming and inclusive.

As Minister of Immigration, Refugees and Citizenship, I commend the Canadian Immigration Historical Society for its work in promoting interest in Canadian immigration, refugee matters, and the history behind Canada's diversity.

Sincerely,
The Honourable Ahmed Hussen, P.C., M.P.
Minister of Immigration, Refugees and Citizenship

Hearts of Freedom

Carleton University's redrafted funding application for a three-year research project entitled Hearts of Freedom, on the settlement and integration of Indochinese refugees in Canada, was submitted to Heritage Canada in October. If approved, the project should start in spring 2018, with the participation of Vietnamese, Cambodian and Laotian communities from coast to coast. Under the leadership of Colleen Lundy and Allan Moscovitch, two professors emeriti at Carleton University, representatives of those communities, along with Mike Molloy, Anne Arnott, Charlene Elgee and Peter Duschinsky of CIHS participated in the original elaboration and subsequent redrafting of the proposal.

Valuable advice and support were received from museum professionals and historians from institutions including the Canadian Museum of History, the Canadian Museum of Immigration at Pier 21, and Historica. Members of the CIHS executive are on the project's steering committee, along with Lundy, Moscovitch, and Associate Professor Stephanie Phetsamay Stobbe of the University of Winnipeg.

Telling the Integration Story
Andrew Griffith

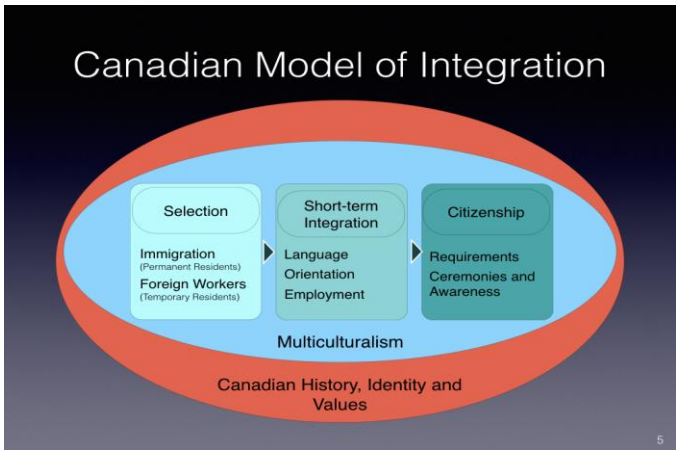
Andrew Griffith is the author of "Because it's 2015…" Implementing Diversity and Inclusion, Multiculturalism in Canada: Evidence and Anecdote and Policy Arrogance or Innocent Bias: Resetting Citizenship and Multiculturalism and is a regular media commentator and blogger (Multiculturalism Meanderings). He is the former Director General for Citizenship and Multiculturalism and has worked for a variety of government departments in Canada and abroad. He is a fellow of the Canadian Global Affairs Institute.

Author's Note: This article was prompted by a recent presentation I gave at an integration seminar sponsored by Canada's Embassy to Denmark and the Centre for Migration Studies, University of Copenhagen, and at the Malmö Institute for Studies of Migration, Diversity and Welfare. Dan Hiebert and Rob Vineberg have been particularly helpful in their feedback and suggestions.

Introduction

Canada's approach to immigration, settlement, citizenship and multiculturalism did not happen by accident. Our geography—surrounded by three oceans (one frozen most of the year) and a developed country to the south—protected and continues to protect us from large-scale uncontrolled migration.

Our history is a complex and imperfect process of accommodation—between Indigenous peoples and French and then British settlers, and between French and British settlers as reflected in the Quebec Act of 1774 and the British North America Act of 1867. It made Canada more multinational in character than a traditional nation state. As the various English vs. French "Canada crises" played out, and the original more cooperative relationship with Indigenous peoples was replaced by efforts at assimilation, the understanding that one group or culture could never completely dominate endured. Hence this initial diversity and the ongoing creative tension between groups created a culture of accommodation and compromise, central and distinct from Canada's ability to absorb and integrate the many newcomers who have chosen to settle here.



Integration can be viewed as a continuum: selecting immigrants, helping them settle through language training and other services, and encouraging them to become citizens and fully participate in Canadian society. The process takes place in a historical and policy context depicted in this illustration.

This approach continued to be refined as immigration grew in numbers and diversity. The main framework was developed in the context of mainly white and mostly Christian immigration. One of the earliest, and still relevant, enunciations can be found in the Canada Year Book 1959:

> In keeping with the democratic belief in the dignity and freedom of the individual, it is felt that integration should be voluntary and should not be pressed. It is assumed that integration is more moderate in its demands on the immigrant and less painful for him than assimilation would be. Assimilation usually means the complete absorption of the newcomer by the dominant culture. In the process, cultural and social differences are worn off and a more-or-less homogeneous society emerges. Integration, on the other hand, recognizes and respects the cultural contributions that may be made by people of diverse ethnic backgrounds who, nevertheless, are devoted to the welfare of the same country.
>
> The ultimate responsibility for integration rests with the Canadian people for, without their acceptance of the newcomers into community life, there can be no integration. One of the main objectives of the Citizenship Branch therefore has been to encourage understanding and co-operation between old and new Canadians and between the various ethnic groups in the population.[1]

In short, the government defined integration as distinct from assimilation, as a voluntary process, and the responsibility of the host society. In the context of the times and in comparison with other immigration-based societies, it set the tone for a distinctive approach to newcomers and their children.

The 1969 *Royal Commission on Bilingualism and Biculturalism* volume on *The Cultural Contribution of the Other Ethnic Group*s elaborated further on the distinction between integration and assimilation:

> Integration, in the broad sense, does not imply the loss of an individual's identity and original characteristics or of his original language and culture. Man is a thinking and sensitive being; severing him from his roots could destroy an aspect of his personality and deprive society of some of the values he can bring to it. Integration is not synonymous with assimilation. Assimilation implies almost total absorption into another linguistic and cultural group. An assimilated individual gives up his cultural identity, and may even go as far as to change his name. Both integration and assimilation occur in Canada, and the individual must be free to choose whichever process suits him, but it seems to us that those of other than French or British origin clearly prefer integration.[2]

In parallel, governments made dramatic changes to immigration. Race-based selection criteria were ended by a Conservative government in 1962, with a Liberal government subsequently establishing the more neutral and objective points system in 1967, thus opening up immigration and creating the basis for Canada's current diversity. These elaborations of the Canadian approach to integration, along with the opening up of immigration to people from all parts of the globe, were reflected in and implemented through a number of major policies:

- A multiculturalism policy articulated in 1971 and codified in legislation in 1988 recognized cultural identity as a means to foster integration and participation in Canadian society;
- The Citizenship Act (1977) allowed for dual nationality;
- The 1982 Charter of Rights and Freedoms provided a greater role for the courts in determining the balance between different rights and the degree of accommodation that was considered reasonable; and
- The 1986 *Employment Equity Act* aimed at increasing participation of women, Indigenous peoples, persons with disabilities and visible minorities in the workforce, with strong reporting requirements for the federal public service and federally regulated sectors (banking, communications, and transportation being the main ones).

Key Policies—Immigration

As noted earlier, Canada has always viewed itself as a country of immigrants, and they were largely selected for their ability to contribute to the country's economic development. While the source countries have changed over the years, the prime focus on economic-based immigration has remained, while supporting family reunification and refugees.

TABLE 1: IMMIGRATION HISTORICAL OVERVIEW 1867 TO PRESENT

Aspect	1867-1914	1915-1945	1946-1985	1986 to Present
Objective	Settling the land	Restrictions	Labour shortages	Skills shortage, address ageing population
Labour Market Focus	Agricultural	Agricultural, Manufacturing	Industrial Production	Highly skilled
Origins	Early preference for U.K., U.S. From 1896: Shift to Northern, Central and Eastern Europe		1960s: Introductions of point system 1967	
Controls	Skewed to keep out Chinese, Indians, Jews, Blacks		Removal of racial restrictions 1962	
Promotion	Extensive federal and provincial	Railways 1920s	Ongoing and targeted government program	
Responsibility	Mainly federal			Greater provincial role
Enforcement	Prohibited classes		Appeal Board	2003 creation of Canadian Border Services Agency
Integration	Subsidized passage, free land, immigration halls, aid societies		Focus on employment, orientation, language	Increased funding, overseas services, credential recognition
Refugees	Very few accepted		Post-war waves, SCC decision on right to hearing	IRB, safe third country agreement with U.S.

Thanks to our geographical position (and safe-third-country agreement with the U.S. that requires asylum seekers in that country to submit their claims there and vice versa), Canada's immigration is generally well managed and controlled, with relatively strong enforcement of who can enter the country and who cannot. The recent trickle of land crossings outside of designated points of entry from the U.S. to avoid application of the safe-third-country agreement and thus being returned to the United States, while of concern, is nothing in relation to the much larger scale of undocumented migration and refugee flows in Europe and the U.S. It is also very small compared to Canada's total annual intake of refugees. Table 1 highlights the evolution of Canadian immigration.

Objective: From settling the land, restrictions during the war and depression years, and meeting post-war labour shortages to the current focus on skills shortages and addressing the demographics of an ageing population, immigration has always been primarily focused on our national economic interests.

Focus: In parallel, as Canada's economy has developed, so has the focus of immigration: from agricultural labour needed to settle the Prairies, early manufacturing, and then industrial production to the current need for highly skilled workers.

Origins and Controls: Much of Canada's early history was characterized by immigration restrictions and discrimination, such as the Chinese head tax and "continuous journey" clause to eliminate Indian immigration, that favoured European immigration. In the 1960s, race-based criteria were eliminated and a more neutral and objective points system was introduced that assessed potential immigrants based on immigration needs, not on race or ethnic origin.

Promotion: Federal and provincial government efforts to promote immigration to Canada date from our earliest days, given the greater attraction for many to immigrate to the U.S. The railways also played an important role in earlier years, profiting from a growing population and transporting hundreds of thousands of settlers to the Canadian west. Both levels of government continue to promote immigration, concentrating increasingly on specific programs, such as facilitating permanent residence for some foreign students and temporary foreign workers, and demographics, such as francophones.

Responsibility: Immigration has always been a shared federal and provincial constitutional responsibility. The last 40 years have seen a much expanded provincial role in selection, such as the devolution to Quebec of economic immigrant selection and all settlement services, the Provincial Nominee Program, and the Atlantic Canada Immigration Plan.

Enforcement: Earlier policies for "prohibited classes" have been replaced with processes that provide for due process in determining eligibility at the application stage as well as whether there are grounds for removal from Canada.

Integration: Canada has always supported integration, by such means as subsidizing transportation, providing free land to settle the West, immigration halls and aid societies, employment transition, and language training programs. Increasingly, efforts are being made to provide some of these services overseas.

Refugees: With significant exceptions, Canada opened up to post-World War II refugees. Later waves of refugees included Hungarians, following the Soviet crushing of the Hungarian Uprising of 1956; Czechs, following the suppression of the Prague Spring of 1968; and Ismailis following their expulsion from Uganda in 1972. The 1985 Singh decision of the Supreme Court of Canada provided the right of an oral hearing in Canada to any self-stated refugee (refugee claimant or asylum seeker), prompting the creation of the Immigration Review Board. Later, a safe third country agreement was concluded with the U.S. Similarly, recent changes to the legislation provide an expedited appeal process for refugee claimants from countries with a comparable refugee determination process such as those in the EU.

CHART 1

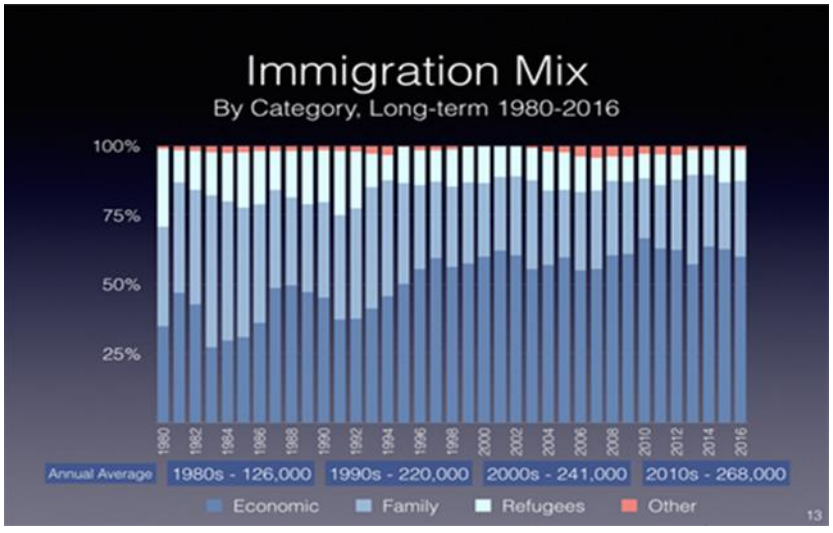


Chart 1 shows how the mix between the three immigration classes (economic, family, and refugees) has evolved over the past 35 years. Table 2 breaks this down by decade along with average intake numbers. The overall trend is a steady but gradual shift towards economic immigration, slightly reversed in 2016 with the Syrian refugee intake, at the relative expense of family reunification and refugee classes.

TABLE 2: CHANGING IMMIGRATION MIX 1980-2016 BY DECADE

Category	1980s	1990s	2000s	2010s
Economic	41.2%	47.9%	58.7%	61.0%
Family	39.3%	35.5%	27.4%	25.5%
Refugees	17.7%	14.8%	11.7%	11.5%
Other	1.9%	1.8%	2.2%	2.0%
Total	187,396	218,362	255,673	284,091

Almost half of the refugee class is under 25, but it also has a large share (38 percent) in the prime working age cohort. This table also includes gender information, with the highest percentage of women (57 percent) in the family class, usually as spouses, compared to a greater balance in the other classes.

TABLE 3: AGE DISTRIBUTION AND GENDER OF IMMIGRATION CLASSES 2006-15

Age	Economic	Family	Refugees
0 to 14	35.3%	8.7%	26.1%
15 to 24	8.8%	18.2%	20.8%
25 to 44	47.1%	45.0%	38.1%
45 to 64	8.7%	17.4%	12.4%
65 or more	0.1%	10.7%	2.5%
Total Female	49.0%	57.9%	49.3%

2006 and 2015. The share of economic class immigrants settling in the Prairie provinces more than doubled: from 14.6 percent in 2006 to 32.1 percent in 2015, before falling to 24.9 percent in 2016 after the end of the resource boom. Conversely, between 2006 and 2015, Ontario's share dropped to 35 percent from 45.3 percent, and B.C.'s to 15.3 percent from 18.6 percent; shares rebounded for both provinces in 2016. Western growth was facilitated by the virtual tripling of immigrants under the Provincial Nominee Program: from 5.3 percent of all immigrants in 2006 to 15.6 percent in 2016, as well as migration from other provinces as immigrants followed employment opportunities

Chart 4 shows the refugee breakdown for 2006-2016 into "in Canada" claims (those who arrive in Canada and declare themselves as refugees) and the managed sponsorship programs (private, government, and "blended, the last referring to

Chart 2 details the numbers of the various immigration classes for the last 10 years, showing a slight but sustained overall increase in immigration levels. Syrian refugees account for the absolute and relative increase of refugee numbers. Like other classes, the economic class includes family members who accompany the principal applicant (56 percent of the total for 2006-15).

Table 3 summarizes the age distribution, showing that only about half of economic class immigrants are of working age. The family class contains about the same proportion of people in their prime working age (25 to 44 years), and a larger proportion of older immigrants (parents and grandparents).

CHART 2

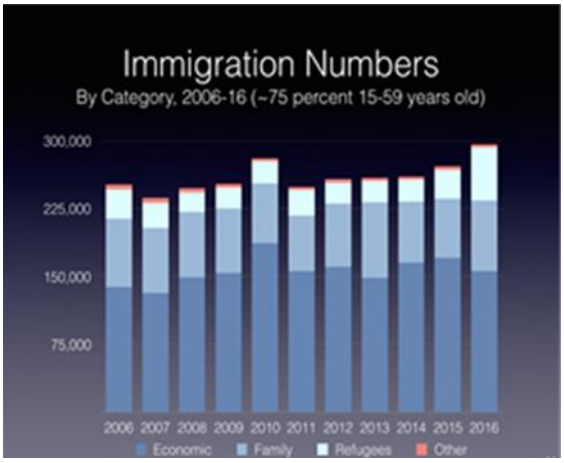


Chart 3 demonstrates the ability of Canada's immigration program to adapt to changing labour market needs, showing the relative shift in immigration to Alberta and the other Prairie provinces when their economies boomed between

CHART 3

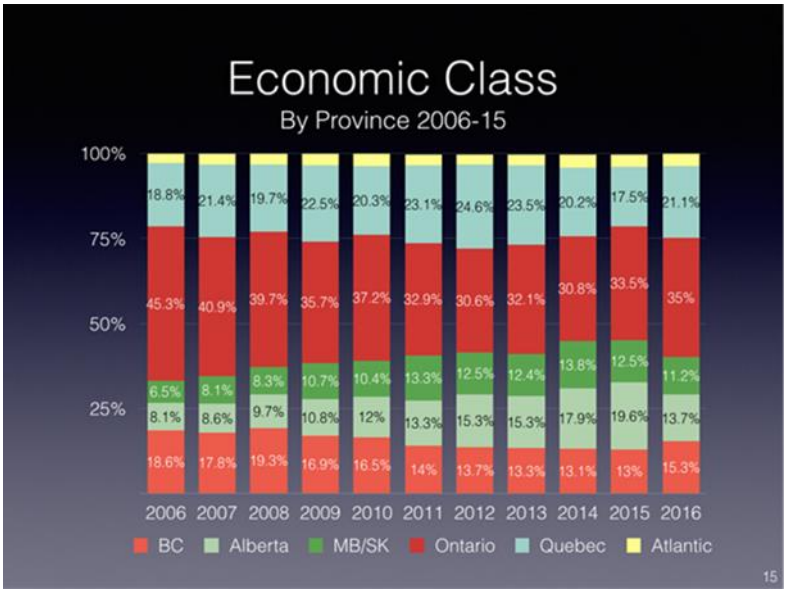
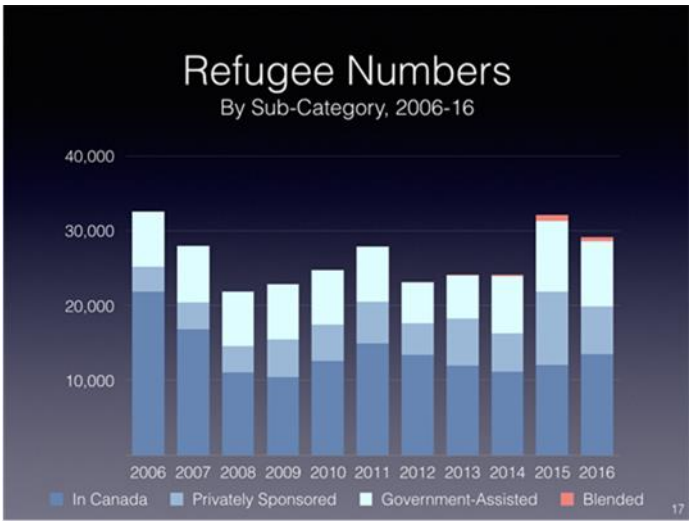


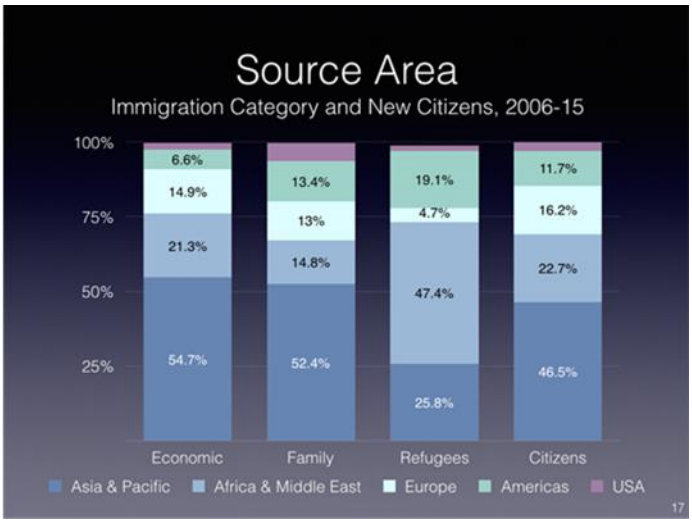
CHART 4



refugees identified by the United Nations High Commissioner for Refugees but privately sponsored). The chart shows the efforts of various governments to reduce the number of in-Canada claims through such measures as the safe-third country agreement with the U.S., and the designation of E.U. and some other countries as "safe" and thus subject to an expedited claims process and greater border controls. As noted earlier, 2015-2016 reflects the large intake of Syrian refugees and number of private sponsorships, particularly in 2015.

Chart 5 contrasts the source areas by category of immigrants who arrived between 2006 and 2015 and those who became citizens between 2010 and 2016 (three years' residence being required until May 2015, when the requirement was increased to four years, and reversed again in October 2017 to three years). Immigration from Asia and the Pacific region dominates both economic and family class.

CHART 5



Family class has a relatively stronger share of immigrants from the Americas than from Africa and the Middle East, likely reflecting the longer presence of immigrants from the Caribbean as well as spouses from the United States. The large share of refugees from Africa and the Middle East and the Americas is caused by ongoing civil wars and related human rights issues. Citizenship numbers reflect in part the effect of previous policy and operational changes, such as more rigorous language and knowledge testing, and steep increases in processing fees that made it more difficult for some less well-educated and lower-income groups to become citizens.

In contrast to permanent residents, who have a clear pathway to citizenship, temporary residents come to Canada for a limited and defined period of time. The term Temporary Foreign Worker includes a wide variety of occupations, such as intra-company transferees, live-in caregivers, entertainers, and seasonal agricultural workers. Spouses of temporary foreign workers may be eligible for their own work permit.

CHART 6

Some workers are allowed into Canada because of international or bilateral agreements, commonly known as "Canadian interests", such as NAFTA. One of the largest single groups is young people here under the auspices of International Experience Canada, a series of bilateral agreements generically known as international mobility programs or youth mobility agreements.

Chart 6 shows the steep growth in the number of temporary workers admitted under "Canadian interests" and the decline in both low- and highly skilled temporary foreign workers following the previous government's 2014 response to perceived abuse by sectors as diverse as the fast food industry and the banks. ("Sign year" refers to the year in which an issued permit becomes effective.) The majority of those admitted under these programs are now in more highly skilled professions or areas.

TABLE 4: AGE, DISTRIBUTION, AND GENDER OF TEMPORARY WORKERS		
Age	**International Mobility Program**	**Temporary Foreign Worker Program**
15 to 29	54.1%	28.4%
30 to 44	33.6%	57.7%
45 to 59	10.4%	12.9%
All Ages Female	43.4%	44.1%

Table 4 provides the age and gender breakdown for the IMP and TFWP showing a significantly larger share of males for both programs. The high share of those 15 to 29 years old largely reflects the large number entering under the International Experience Canada program (youth work exchange). Chart 7 shows the steady increase in the number of international students in Canada from 2007 to 2016 by academic level, 70 percent of whom are at the post-secondary level. Males make up a majority, at 56 percent. Just over 85 percent are between the ages of 15 and 29, and this is to be expected, given that the vast majority is pursuing post-secondary education. There is no breakdown between 15-19 year olds, likely boarding high school students, and the older 20-29 cohort attending university. Almost 6 percent are aged less than 15, and almost 8 percent are older students aged 30 to 44, who are likely doctoral and post-doctoral students. However, there is a pathway from temporary to permanent residence, as shown in Chart 8, which shows the percentage of temporary residents who became permanent residents between 2006 and 2015. Predictably, highly skilled workers have more success than lower-skilled workers, because they score well under the point system. The relatively small number of students reflects in part that only graduates can apply. Chart 9 contrasts the source areas for the IMP, TFWP and students. With respect to both IMP and TFWP, just over one third of entrants are from Asia and the Pacific region, and virtually none are from Africa and the Middle East (based on the top 20 countries). Close to half of those admitted under IMP are from Europe and the U.S., reflecting again the influence of the International Experience Canada youth program, intra-corporate transfers, and service providers under NAFTA or GATS. TFWP in contrast has close to one third from the Americas, mostly agricultural workers. With respect to international students, one can again see the dominance of Asia and the Pacific region, with close to two thirds of the entrants. Less than 20 percent come from Europe and the U.S. (based on the top 50 countries). *Ed. Note: This is the first of three parts.*

CHART 7

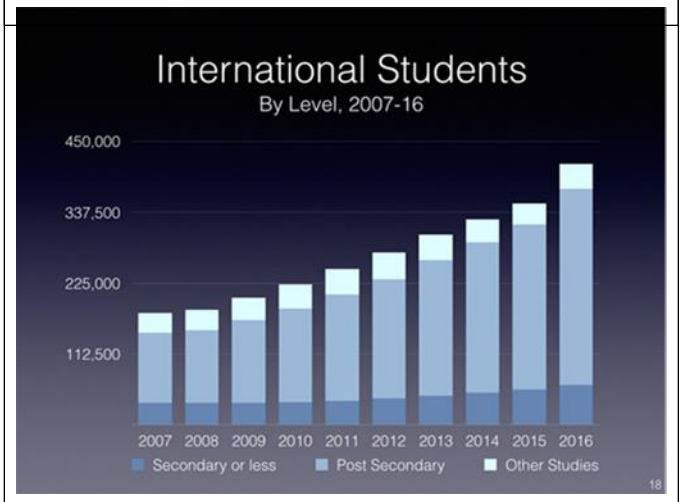


CHART 8

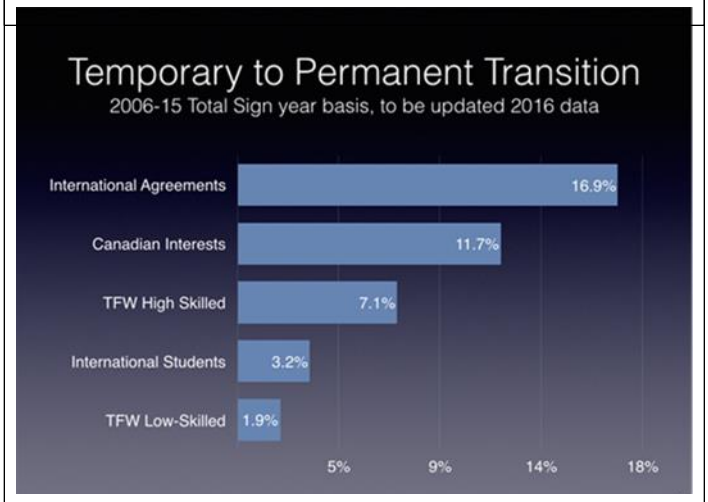
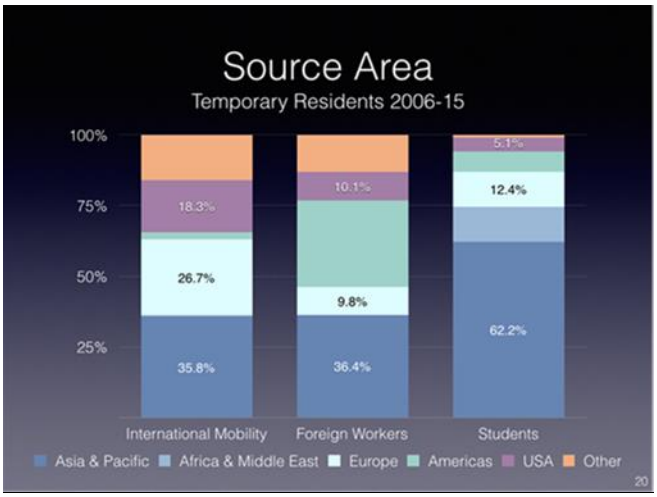


CHART 9



Notes

[1] *Canada Year Book* 1959. 177.

[2] Royal Commission on Bilingualism and Biculturalism Volume IV, *The Cultural Contribution of the Other Ethnic Groups* 5.

Deux soeurs à l'Ambassade du Canada à Paris

Elvire Westley

Il m'a été demandé par Gerald Maffre, avec lequel je corresponds depuis de nombreuses années, que ma sœur, Jacqueline Westley, et moi-même, Elvire Westley, mettions sur papier nos mémoires des années passées peu de temps après la guerre de 1940 à l'Ambassade du Canada à Paris, 13 ans pour Jacqueline, 42 ans pour moi.

Nous nous étions réfugiés en Grande-Bretagne pendant la guerre de 1940, notre père étant anglais. Nous avions pu quitter la France avec l'un des derniers bateaux quittant le port de Bordeaux en juin 1940 et rentrés en France en novembre 1945. Pour la petite histoire, nous avons mis cinq jours pour rallier l'Angleterre afin d'éviter les champs de mines.

En rentrant en France, Jacqueline a recherché du travail. Une annonce ayant paru dans le journal de la Chambre de Commerce Britannique à l'effet que l'Ambassade du Canada désirait obtenir les services d'une secrétaire bilingue, elle s'est présentée et a été engagée vers la fin de 1946. L'ambassade se trouvait en ce temps-là 72 avenue Foch, la résidence rue Dosne. Jacqueline a débuté au Service du Personnel.

A l'époque, les secrétaires travaillaient à tour de rôle le samedi matin. Une de ces matinées, alors que l'ambassadeur, le Général Georges Vanier, était présent, il a demandé la secrétaire de service qui se trouvait être Jacqueline. Elle a donc exécuté le travail demandé et le lundi matin, le général demandait qu'elle rejoigne son service dans lequel elle est restée jusqu'à son départ, travaillant par la suite pour un autre ambassadeur avant de quitter l'ambassade pour rejoindre le secteur bancaire.

Jacqueline a toujours considéré que le fait de travailler pour le Général Vanier avait été un très grand privilège, ainsi que de connaître Madame Vanier et plusieurs de leurs enfants, dont Jean Vanier qui a créé une Maison de l'Arche pas très loin de Paris où nous avons rendu visite à Madame Vanier lorsqu'elle demeurait avec son fils.

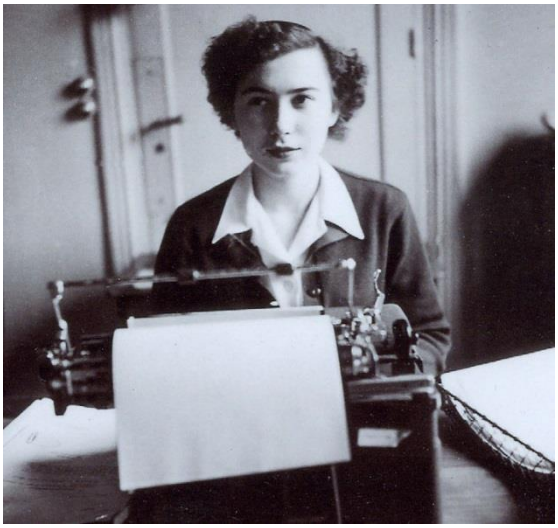
Le Général Vanier a été le premier ambassadeur à être nommé en France après la guerre. Étant le doyen des ambassadeurs, il a été appelé à recevoir des personnalités telles que Jean XXIII, alors Nonce Apostolique à Paris, dont il était très proche, et à organiser des réceptions comme celle donnée à l'occasion de la venue à Paris à l'époque de la Reine Elizabeth, encore princesse, et de sa sœur, la Princesse Margaret. Par la suite, l'ambassade a déménagé Avenue Montaigne où elle se trouve encore actuellement.

Accueil de la Princesse Elizabeth par le Général Vanier lors de sa visite en France en mai 1948 (Collection Elvire Westley)

En janvier 1948, j'ai été engagée par le Service d'Immigration de l'ambassade qui avait un local au 72 avenue Foch mais j'ai commencé à 3 (si ma mémoire est bonne) rue Scribe, où les bureaux emménageaient, comme dactylo-standardiste. Je me rappelle encore de ce vieux standard, lequel fonctionnait à l'époque avec des fiches et manivelle ! Le nom de mon premier patron a été Monsieur Desjardins.

Ma première journée m'a donné la chance de rencontrer Madeleine Karp, engagée locale comme moi, avec laquelle j'ai fait une carrière parallèle et qui est devenue rapidement ma meilleure amie. Elle nous a quitté il y a trois ans et manque toujours à ses amis. Deux articles sont paru sur elle après son décès dans le journal de la SHIC (voir les Bulletins 69 et 74).

J'ai changé de poste lorsque nous étions encore à la rue Scribe travaillant comme secrétaire à part égale avec le Stage B alors dirigé par Monsieur de Miffonis. De la rue Scribe, nous avons déménagé à 38 avenue de l'Opéra et ensuite à 4 rue Ventadour (toujours dans le quartier de l'Opéra) pour rejoindre finalement l'avenue Montaigne.



L'auteur tôt dans sa carrière (Collection Elvire Westley)

Je suis donc restée avec le Service d'Immigration passant de dactylo-standardiste, à secrétaire, et ensuite adjoint de programme.

J'ai été longtemps à faire la sélection de base par système de points qui m'a toujours semblé un système très juste pour le regroupement familial, la sécurité de l'emploi, et les réfugiés.

Il fut un temps où nos agents allaient faire de la publicité dans les différentes provinces de France et se rendaient dans certains pays d'Afrique dont nous avions la responsabilité au point de vue immigration vers le Canada. Cela représentait beaucoup de travail en plus des différentes convocations ou instructions à donner.

Notre travail consistait également de rapports et de soumission de dossiers à Ottawa, ainsi que différents bureaux du Canada, alors que non seulement il fallait taper la lettre de couverture mais également copier les pièces jointes. Nous n'avions pas de photocopieuse ! Quel luxe lorsque la première est arrivée à Paris.

Puis est venu le temps où les ordinateurs sont arrivés à Paris. Une équipe est venue du Canada pour nous former à cette nouvelle technologie à laquelle nous nous sommes bien adaptés mais qui n'a rien à voir avec celle d'aujourd'hui.

Un changement est également intervenu lorsque la Délégation Générale du Québec, le service s'occupant des questions d'immigration, a pris en charge la sélection des immigrants pour le Québec.

Puis-je ajouter ici que la rencontre avec toutes ces personnes venues de tous horizons avec l'espoir de partir au Canada a été très enrichissante. J'ai quitté l'ambassade en 1990 avec regret car j'ai eu la chance de faire un travail qui m'intéressait et qui me semblait utile, tout en le faisant dans une bonne ambiance. Malgré tout le travail, nous savions faire des poses comme les fêtes de Noël où nous venions déguisés.

Jacqueline et moi gardons un excellent souvenir de nos années passées à l'ambassade. Nous avons gardé bien des contacts qui sont aujourd'hui des amis.

Apostille
J'aimerai apporter un commentaire sur l'émission de la télévision française du mois d'avril 2017 concernant le 100ieme anniversaire de la bataille de Vimy situé au nord de la France où de nombreux canadiens ont donné leur vie.

Le Général Georges Vanier en avait beaucoup parlé à Jacqueline, qui a été sa secrétaire à Paris pendant plusieurs années. Il était avec son Royal 22ieme Régiment, dont il était si fier, sur les champs de bataille tout proche de Vimy et c'est là où il a perdu une partie d'une de ses jambes à la fin de la guerre de 1914-1918.

Nous avons visité Vimy et avons été très impressionnées et émues par ce que nous avons vu. Les champs de bataille sont restés tel quel après toutes ces années. Il est impossible de rester indifférent lorsque l'on voit encore les trous d'obus, les lignes de bataille tout près les unes des autres, et surtout les cimetières où nous retrouvons les noms et les âges de tous ces jeunes gens qui ont sacrifié leur vie.

Note de l'editeur : Elvire Westley a légué à la SHIC des photographies illustrant sa carrière. On peut trouver toute la collection au site web de la Societé. Toute clarification concernant les personnages dans les photographies serait le bienvenue à info@cihs-shic.ca .

Elvire Westley, en 1983

The Yugoslav Movement to Canada, 1990-1995, Part II
Brian Casey

Ed. Note: This is the second and last part of an article published in Bulletin 82 about the author's experience processing refugee and immigration applications during the Balkan Wars of the 1990s

Brian Casey was the Immigration program manager at the Canadian embassy in Belgrade from 1990 to 1995—from well before the break-up of Yugoslavia until after the Dayton Accord, which brought the conflict to a close.

Refugee Counselling
The embassy was an excellent physical facility, and since other embassy programs were being cut back or eliminated, we had access to all the office space we needed. The cultural affairs section and library were outside the secure area and accessible to all our applicants, so we stocked it with the latest counselling information, including Serbian and Croatian versions of material that was in use in Canada. Our video program was aimed at all future immigrants and included a one-hour program in Serbian on all aspects of life in Canada, a one-hour program in Croatian on Canada's health care system, and a three-hour program in English on looking for work in Canada. Our applicants made good use of all of it. Every Friday we held a counseling session in Serbo-Croatian for groups of 50 to 100 refugees who were departing for Canada during the next week. We explained how the refugee reception system worked and what they could expect as they adjusted to life in Canada, and we answered any questions. I usually delivered the session myself, not because I had to but because it was such a pleasure to deal with an excited group of refugees looking forward to new lives in Canada. It left me with the feeling that everything we were doing was worth it.

We had an excellent International Organization for Migration (IOM) office in Belgrade, headed by Ray McClain. It was responsible for travel arrangements and English and French language programs. It even set up classes in Novi Sad, a city 50 kilometres from Belgrade, where large numbers of our refugees lived. Because of these classes, refugees processed in Belgrade tended to arrive in Canada with a good idea of how the system worked and at least a basic understanding of the language. Since they had taken their language training with Yugoslavs from other ethnic groups, they were not surprised to discover that their fellow refugees in Canada included their supposed "enemies" from the country that had previously been their common home.

Visa Applications from the Bosnian Serb Presidency
Early in 1993 we received visitor visa applications from three of the four members of the Bosnian Serb collective presidency, delivered in person by Vice President Biljana Plavsic. I referred it to Ottawa. The answer came back a few weeks later: the applicants were inadmissible to Canada as senior members of a designated regime that had engaged in war crimes, gross human rights violations, and crimes against humanity. I handed the refusal letters to Mrs. Plavsic, and she accepted them calmly. She was later indicted by The Hague tribunal, pleaded guilty, expressed remorse over what had happened in Bosnia, and received a relatively short sentence, which she has now served.

At the same time as those visa applications were being considered, I was dealing with Mrs. Plavsic on the case of a child from the Bosnian Muslim enclave of Srebrenica who had been badly injured in one of the air drops of supplies for the town. He was being treated in a Belgrade hospital, and there was interest in continuing the treatment in Canada. Things fell apart when we could not get his relatives out of Srebrenica to accompany him to Canada. The local military commander, General Mladic, would not permit them to leave, and there was not much that Mrs. Plavsic could do about it.

United Nations High Commissioner for Refugees
We had a good relationship with the staff of the UNHCR office in Belgrade, but not much program interaction since resettlement was not a priority activity for them. They, quite rightly, had to concentrate on protecting refugees in Serbia and Bosnia; however, they sometimes referred particularly urgent and compelling cases to us. One was a case of two sisters who had been repeatedly raped by militia in eastern Bosnia and had no relatives in Serbia. I will always remember the look on their faces—blank, vacant, shell-shocked. It was the same look I had seen 10 years earlier when we were dealing with Vietnamese women whose boat had been captured by Thai pirates. The Vietnamese men had been killed and the women kept as sex slaves. I didn't need to ask my Bosnian clients a lot of questions in the interview; I just encouraged them and talked about the new life they would soon have in Canada with sponsors who would help them every step of the way. I phoned a contact with the Mennonites in Vancouver, who said they would be happy to handle the case and would be ready to receive them in a few weeks' time. In the meantime, I got in touch with the Matching Centre at NHQ [See Bulletin 73] and the regional office to get the sponsorship signed. Everything fell into place, and the sisters were in Canada in less than a month.

The UNHCR Belgrade chief in those days was Judith Kumin, who later became the UNHCR representative in Ottawa. She was always very supportive of what we did but never able to say so publicly because official UNHCR policy was to

support local resettlement or early return to the original place of residence. We agreed on the goals; we just had a different timeline on when they might be achieved.

Locally Engaged Staff

Our greatest asset in Belgrade was the quality of our locally engaged staff (LES). They were paid in U.S. currency, and when UN sanctions were in effect, these jobs became some of the most attractive in Belgrade. An embassy job could mean survival for the whole family. We were able to attract highly qualified applicants and be assured of their loyalty. Our two Immigration program officers, Svetlana and Gordana, each made an important contribution to the program. Svetlana, now deceased, was responsible for processing visas for visitors and the independent category. She ensured that decisions got made in a timely manner and that the processing streams kept moving. Gordana handled the family class. I could always count on her to treat applicants with professionalism and kindness. She was an expert in finding family class applicants, often displaced by the war, and making sure that their cases were dealt with expeditiously. Some applicants were trapped in the besieged city of Sarajevo, mostly parents of Canadian citizens or residents. We had no phone communication with Sarajevo most of the time, but Gordana would somehow establish communication with them through the sponsors and with the help of the UNHCR. Once we had all the necessary information, she would get a Minister's Permit sent to them through UNHCR channels.

I had "emergency LES" funds for temporary jobs, and I used this to strengthen the diversity of our staff by hiring Bosnian refugees. I looked for immigration applicants who spoke English or French. They would be interviewed, and if they were qualified would be hired to start work the next day. Bayazit, Goran, Meliha, Danijella and Natasha were just a few of the emergency LES from Bosnia to work for us. To them, it was like winning the lottery. They were especially useful when we had questions about places in Bosnia. At the same time as they were working at the embassy, their refugee files would be working their way through the system. After about six months they would be on their way to Canada—to our great regret because by then they were invariably popular and valued members of our staff. At the same time, our permanent Serbian staff got to appreciate the difficulties of life as a refugee.

Belgrade office staff 1994, author in centre

In 1992, we had to hire new staff and that gave me a chance to overhaul our reception services. One applicant, Ljiljana, was a Canadian of Serbian origin who had worked in the embassy in the early 1970s. She had returned to Belgrade in 1990 and worked as the international affairs director for an NGO that was helping to establish an independent media outlet called YUTEL. (The nationalist broadcasting services controlled all broadcasting.)

One day in August 1992, she found her company offices trashed and the staff beaten up by thugs who objected to the information they were broadcasting. Such groups operated with impunity in Belgrade in those days, as long as they were on the side of the regime. The NGO was essentially driven out of Belgrade and, eventually, out of existence. She won our competition. She had worked as an interpreter for visa officers during her previous employment at the embassy and was intimately familiar with the mechanics of interviewing visa applicants. I was able to transfer most of the preliminary Independent class interviewing to her and LES trained by her, with Canadian line officers only having to approve their recommendations. This allowed our Canadian officers to concentrate on refugee interviews.

At the same time, I was able to transform our reception services from the surly eastern European style to a more people-friendly Canadian style. As we had only a small waiting room, each morning reception staff moved out into the crowd in front of the embassy, sending into the waiting room those who had interviews, taking or handing out preliminary

application questionnaires, and spotting the special cases (women at risk or danger cases) who should be seen urgently. Our receptionists handled between 500 and 1,000 people a day—and not just for a few months, but for three years.

Belgrade had for years been the leading refugee-processing post in Eastern Europe. We already had an experienced and very competent refugee program coordinator in Vesna, but we needed more staff for our refugee unit, which was faced with rapidly increasing numbers of applications. One applicant spoke fluent French as well as English and clearly stood out. Mirjana was one of the best hires I ever made. I assigned her immediately to our refugee unit, and she remained a key member of the staff until the office was closed in 2014. She was the first of several new locally engaged staff whose first foreign language was French not English. Working in French became a real possibility for our francophone officers, and the Belgrade office became a favoured destination for our Quebec Immigration colleagues. Our cooperation with Quebec Immigration on refugee selection was very close. We selected candidates for them at the PAQ stage, and when applicants submitted a formal application, it included all the Quebec forms. French language training was available for applicants as soon as they entered the Quebec-destined stream, and Quebec, not Parisian, French was taught.

Canada-Based Staff

In 1993 our Canada-based staff was increased to four officers in recognition of our increased workload, and they were regularly supplemented with temporary-duty officers from Canada. Michel Dupuis, Stephan Stebelsky and others who served in Belgrade went on to distinguished careers in CIC/IRCC.

The Canadian line officers had to do eight interviews a day every working day—most involving refugee applicants who had to be examined carefully to determine whether they were telling the truth and not hiding criminal activities or war crimes. The interviews were always tough because the applicants were relating stories of extreme pain and suffering. Overtime was a regular occurrence, but, as any officer who has worked with refugees will tell you, it was done gladly because what they were doing was making a real difference.

War Crimes Screening

The NHQ War Crimes Unit dates from this era. Senior managers realized that the department had to give more help to officers in the field who were dealing with possible perpetrators of war crimes or crimes against humanity. In 1993 and 1994, more reports by Amnesty International, Human Rights Watch and others became available and were eagerly read by the Belgrade officers. We also became quite good at reading the applicants' military service booklets. By looking at the booklet and questioning the individual, we could get a good reading on whether the applicant might have been involved in war crimes. We did not have any of Canada's traditional security partners in Belgrade and had to rely on our own interviewing skills to identify individuals who had slipped through the PAQ screen by concealing their past. But, of course, we didn't catch everyone.

I have from time to time testified in war crimes cases before the Immigration and Refugee Board and the Federal Court. In one case, the applicant concealed that he had been a prison guard at a detention facility in Hercegovina where abuses were committed. He was spotted on the streets of Vancouver by one of his former prisoners, who was one of the Bosnian ex-detainees we processed in 1993. The Federal Court judge made a strong ruling in the government's favour; the applicant had his citizenship revoked and was deported. Officers in Belgrade developed the practice of having interviewees initial the war crimes question on the application form (IMM8) in addition to signing the back page. This became a useful piece of evidence for prosecutors, as it removes the possibility of applicants arguing that the question was never raised in the interview. I am aware of only one other case, still before the courts, where an applicant may have concealed involvement in war crimes—not a bad record, considering we dealt with about 30,000 applicants.

Immigration Registry, Belgrade

The Peak of the Refugee Movement, 1994

One thing I found remarkable is that Belgrade had no visits by ministers or senior bureaucrats in this period. The only exception was a short visit in late 1994 by Renald Dussault, then Director General of International Migration and Program Coordination. It wasn't that our colleagues in Ottawa weren't supportive; they always were. Some of our greatest support came from the director of the European bureau, Jacques Beaulne, who was ably assisted by our desk officer, Jim Bissett. Another key NHQ support was Holly Edwards, then Director of Refugee Affairs, who was always there with her staff in key moments. The Balkan conflicts may have been almost incomprehensible to outside observers, but the Ottawa bureaucrats were always there when we needed them.

Throughout 1993 we built up a large inventory of possible government-assisted refugee (CR1) applications. In 1994 we received an allocation of 2,100 out of the total global allocation of 7,300 places. Our refugee processing unit was by this time operating at peak efficiency. In addition to improving our internal processing, we had taken over the destination-matching process. The Matching Centre assigned us in advance a fixed number of places for each possible destination in Canada, and we assigned the destinations ourselves in our refugee section, saving a week to 10 days of processing time. The IOM set up a large travel section in Belgrade, mostly to handle travel to Canada, and they worked seamlessly with our refugee unit to ensure that our refugees arrived in Canada in a timely manner. Throughout 1994 we processed between 250 and 300 refugees every month.

In September1994, Ottawa asked if we could send an additional 400 CR1s that calendar year. I said yes, although our officers wondered how we were going to do it. As it was taking four to six months to process a case, people selected during the last four months of the year would not travel until the following year. That meant we had to get the additional cases from our existing inventory. Our refugee section spent hours on the phones to persuade applicants that travel arrangements had to be made as soon as their processing was complete. The IOM arranged extra seats during an already-busy travel season.

We and the IOM succeeded beyond our and Ottawa's wildest expectations. The last family of government-assisted refugees arrived in Moncton on Christmas Eve 1994. Normally arrivals are not permitted that late in the year, but I had cleared it with the Moncton reception staff and assured the family that it would be an unforgettable experience, which it was.

They brought our final CR1 arrivals for 1994 to 3,302, 45 percent of the worldwide allocation that year. It was a remarkable achievement for an office the size of Belgrade that was also taking care of significant movements in the independent and family class.

It should be noted that our Convention Refugee class arrivals in 1994 included not only the above-mentioned 3,302 government-assisted refugees, but also 199 family-sponsored (CR2), 627 group-sponsored (CR3), and 247 self-funded (CR4), for a total of 4,375 refugee class visas. The CR 2, 3, and 4 categories are not subject to the quota limits that apply to government-sponsored refugees, and expanding them allowed Belgrade to increase refugee intake by over 1,000. Use of the self-funded category (CR4) was picked up by Canadian consultants operating in Europe, who greatly expanded that movement in the latter part of the 1990s.

Independent Class Processing

Since 1992 we had been dealing with a significant number of highly qualified independent category applicants, many of whom were refugees from Bosnia and Croatia. The movement is best described by Tim Judah in his book *The Serbs* in the chapter entitled "Serbia's Loss, Canada's Gain" and was also covered in *The Globe and Mail* of 24 July1993 in "Serbia's Reluctant Brain Drain" by Yigal Chazan.

The queue in front of the Canadian embassy in Belgrade each morning included not only refugees but also the cream of Serbia's urban intelligentsia, its top scientists, and the best of its mechanical and electrical engineers. Many were also refugees, but when we did not have refugee class slots they were processed in the independent class.

People who came to Canada through Belgrade in the 1990s are now to be found in the middle and higher echelons of Canadian business, cultural, scientific and sporting life. National Hockey League and Olympic team rosters are sprinkled with Yugoslav names.

The End of the War, 1995

The Dayton Accord was signed in November 1995, bringing an end to four years of war in Bosnia. The Republic of Bosnia and Hercegovina was divided so that 51 percent was shared between Bosnian Croats and Bosnian Muslims, and 49 percent went to Bosnian Serbs. It was more or less the split Serbian President Slobodan Milosevic and Croatian President Franjo Tudjman had discussed in 1991 at Karadjordjevo, Vojvodina, at one of Tito's former hunting lodges. Bosnia and Hercegovina became a unitary state, on the map at least, but was divided into a joint Muslim-Croatian federation and a Serbian republic. Nobody got exactly what they wanted, but at least there was peace, controlled by international military forces.

And my posting in Belgrade came to an end. I was quite sad and felt that there was still a lot to be done. But I also felt that a lot had been accomplished. The Belgrade newsmagazine *Vreme* published a farewell interview with me (28 August 1995 Vreme News Digest Agency No 204). I was honoured because that was something normally reserved for ambassadors. The article opens by describing an angry crowd of demonstrators moving down Kneza Milosa Street, where many embassies are located, to demonstrate at the American and German embassies. The crowd paused in front of the

Canadian embassy and applauded. *Vreme* implies that the applause was for Canada's immigration programs. Maybe it was also because we treated everybody who was in front of our embassy every morning with dignity and respect and always made an extra effort to help the ones most in need.

In comparison with the recent Syrian refugee experience, the Yugoslav movement never really resonated with Canadians, although some communities—Kitchener and Vancouver come to mind—were consistent producers of group sponsorships. The Yugoslav conflicts were complicated and confusing to outsiders, and although most of the world painted a black-and-white picture of who the good guys and bad guys were, the reality on the ground was not so simple.

Those of us who delivered Canada's immigration and refugee programs on the ground worked hard, but we were also lucky. There was an established program framework. We had the tools we needed; it just took a little bit of tweaking to fit them to our local circumstances. The legislative framework was developed in the 1970s with the movement from Southeast Asia. We had the Matching Centre to help us, and an established system of group sponsorship. The settlement network was there, and it responded whenever we asked. The Former Yugoslavia Special Measures were nothing new; there had been several special measures programs over the years—for the Lebanese, the Haitians, and others.

We did make some innovations—using the PAQ for refugee selection was a creative application of a standard tool, and counselling refugees was relatively untried in big refugee movements. Most of all, the Immigration foreign service has a history of delivering the goods. We don't know when the challenge will come, but when it does, there is a culture and tradition which brings out the best in us.

The story of the former Yugoslavs is not well known in Canada today. For people who came to Canada in this or any other movement, the Canadian Museum of Immigration located in Halifax at Pier 21 is the place to tell your story.

Reunion of the Class of '67

Joyce Cavanagh-Wood

In September 1967, a group of 26 eager, young (mostly) men and women met in Ottawa to start training for the Immigration foreign service. The fact that this was Canada's centennial had already stirred our blood, but the added glamour of a visit to Expo 67, a cross-Canada tour, and a trip to overseas missions to observe visa operations in action, made for exciting times. A week at Mont Tremblant, being forced through a T-Group experience (a series of "games" or tests meant to test psychological fitness), served to bond us even more tightly.

We signed on at a momentous time in Canadian immigration history. Canada had just introduced a new, universal point system for assessing applicants, doing away with quotas that sought to limit entries from non-European countries. Our overseas assignments reflected the changes anticipated in source countries as a consequence of the new system: members of our group were posted in significant numbers to such places as Hong Kong, Beirut, Cairo, and New Delhi.

In a very real sense, the immigration foreign service we joined in 1967 did much to lay the foundation for Canada's evolution over the next 50 years to a truly multicultural, multiracial society. We are proud to have played a part in that legacy. But, as we headed to our assignments in 1968, we barely gave a thought to the idea that we would ever see each other again; life would fling us around the globe and over the years many took new paths in public service, finance, law, and teaching. A few kept in touch, and the notion of a reunion 50 years after our initial encounter, and in the year of the 150th anniversary of Canada's birth, began to take shape. Emails were exchanged. Who knew where this or that lost sheep was? What sort of gathering might we have? And where?

So it was that on 13 September 2017, 13 of us, with our spouses, met in Manotick at the home of Bob and Morag Van Tongerloo, to begin a three-day reunion. Class members met as if 50 years had been as one day. The warmth and camaraderie had not faltered over time. It was a wonderful, joyous reunion, and everyone had tales to tell! We continued next morning at brunch, and in the evening, we met at a pub close to Parliament Hill so that we might attend *Son et Lumière* after supper. We ended with a gala dinner on Friday evening, at which we reluctantly said our farewells and wondered if we should think about another get-together in five years.

The following attended: John Baker, Maria (Hacke) Beaulne, Larry Carroll, Joyce Cavanagh-Wood, Paul Gray, Pierre Giguère, Jim Hentschel, Michael Mace, Maggie (Jones) Nebout, Barbara Pelman, Lorne Smith, Bob Van Tongerloo, and Gordon Whitehead. Missing were: Don Cameron, John Holm, Warren Lloyd, George Morton, and Bob Romano. We were unable to contact Claude Allard, Pierre Pleau, Eleanor Stadnyk, and John Weisdorf.

Regretfully, Terry Buckley, Pat Mayhal, Konrad Sigurdson, and Ed Woodford are deceased.

Running on Empty—Another Book Launch

Peter Duschinsky

On 13 September 2017, Dr. Patti Lenard of the Graduate School of Public and International Affairs and the Centre for International Policy Studies hosted a launch of *Running on Empty* at the University of Ottawa. This academic book launch emphasized several important points made in *Running on Empty*, tying them to the Canadian and international refugee resettlement environments of the present day.

CIHS was represented by authors Mike Molloy and Peter Duschinsky, his wife Chris, and Joyce Cavanagh-Wood, who was in town for the 50th anniversary of the Immigration Foreign Service Class of 1967.

After introductory remarks by Dr. Lenard and Mike Molloy, Professor Christina Clark-Kazak spoke about Canada's resettlement program in a global context, noting that Canadian academics have paid little attention to resettlement, which remains an understudied field. She emphasized that *Running on Empty* and a recent special edition of the journal Refuge co-edited by Molloy have started to remedy this. Professor Delphine Nakache of the *École de développement international et mondialisation* then gave an in-depth description of the legal framework of Canada's resettlement and asylum programs.

Following this, Professor Jennifer Bond of the university's law school's Refugee Hub described the Global Refugee Sponsorship Initiative to encourage the creation of more refugee resettlement opportunities through increased citizen participation launched last year by the United Nations High Commissioner for Refugees; Immigration, Refugees, and Citizenship Canada; the Open Society Foundation; the Radcliffe Foundation; and the University of Ottawa. Using as a model Canada's private and community-based refugee sponsorship program, the origins of which are described in *Running on Empty*, the initiative has so far reached out to 22 countries. Professor Bond announced that copies of *Running on Empty* would be presented to the High Commissioner, Immigration Minister Ahmed Hussen, the heads of the two foundations, and others involved in the initiative.

The formal presentations were followed by a lively discussion, during which participants noted the value of *Running on Empty* in demonstrating the important autonomous role of Canada's civil service in influencing policy and designing and implementing programs.

World University Service of Canada's Student Refugee Program

Kurt Jensen

Ed. Note: Kurt F. Jensen is a member of the CIHS Board. His early career was spent in the Immigration foreign service before he switched to the political stream at the then Department of Foreign Affairs.

In August *The Washington Post* carried an emotional article about a young Somali refugee in Kenya who succeeded in obtaining a WUSC scholarship and with it permanent resident status in Canada—a nice, feel-good story. But there is more to this story than was told in the American newspaper. One can speculate about the timing of the article. At a time in American history when the borders are closing and refugees face expulsion, the *Post* caught readers' attention by presenting a non-threatening view of refugees and the hardships they face. In Canada, some nativist elements are also raising fears over the influx of Syrian refugees and the increased number of border crossers from the United States.

Canada has a complex history with refugees, not always good. But Canada, perhaps because of the conflicting domestic views of refugees, has also been unnecessarily hesitant about publicizing some exceptional humanitarian efforts to help refugees. One of these is boutique refugee movements, such as the one involving the World University Service of Canada, which annually brings more than 100 refugee students to Canada on scholarships.

The WUSC Student Refugee Program is unique in that it offers the prospects of higher education along with resettlement in Canada. The numbers are relatively small but reflect the involvement of university students who actively sponsor the refugee students in addition to raising money to finance the program. Nearly all participants in the program have completed or are near completion of their academic studies (and some are pursuing further higher education). Most participants experience no difficulty in finding employment in their chosen fields upon completing their studies. Since WUSC launched its program in 1978, more than 1,700 young refugees have completed their education in safe environments and lead successful lives in Canada while making contributions to our society.

The program had its genesis in a spontaneous 1978 visit by Chris Smart of the WUSC to Michael Molloy, then Director of the Refugee Program in the Department of Manpower and Immigration. Smart asked why there was no program for

refugee students. Molloy, never one to be caught off-guard by any query, replied that no one had ever asked for one. The two discussed the possibility of adapting the private sponsorship program that Canada had recently introduced. The key elements were to be: students had to be financially supported by WUSC chapters on campuses and accepted by the universities for four-year programs; persons selected had to be genuine refugees who met Canada's selection criteria; and, at the end of their studies, the refugee students would have the option of remaining in Canada (with no additional bureaucratic processing) or returning to their homeland.

The bureaucracy initially wanted to consider WUSC program participants as students with entry to Canada on student visas; determining their permanent residence was to be made upon graduation with an appeal to the Immigration Refugee Board. Both Molloy and Smart thought this approach was unnecessarily complex and anathema to the idea of accepting refugee students, with the emphasis on refugees. A more balanced view prevailed in due course, and a refugee sponsorship master agreement was negotiated accepting the students for permanent residence.

Quietly and involving small numbers, the WUSC Student Refugee Program has proven to be a novel initiative in the "refugee business" that has demonstrated consistent success in selecting bright young people with very limited prospects in their homelands or in regional refugee camps, and provided them with the chance for a better future and an opportunity to contribute significantly, whether in Canada or in their homelands, to which some program participants have returned.

When the Syrian refugee crisis confronted the world, WUSC in partnership with similar university-linked organizations stepped up to make additional education opportunities for Syrian students who, for the immediate future, will constitute a larger number of participants in the Student Refugee Program.

Flight to Freedom: The Canadian Refugee Experience since 1957

Peter Duschinsky

Organized to commemorate the anniversary of the 1956 Hungarian Revolution and the resulting refugee movement to Canada, and covering refugee movements in succeeding decades culminating in the present Syrian movement, the Flight to Freedom: The Canadian Refugee Experience Since 1957/Fuir vers la liberté : l'expérience des réfugiés au Canada depuis 1957 conference took place in Ottawa between 21 and 23 October at Saint Paul University and the Canadian Museum of History. Judy Young-Drache of the Canada-Hungary Educational Foundation, with partners representing institutions active in the refugee field, organized the conference. CIHS President Michael Molloy and board members Charlene Elgee and Peter Duschinsky played an active role in the preparations.

Highlights of the conference included the keynote address by the Hon. Bob Rae; a presentation by Paul Heinbecker, one of Canada's most eminent diplomats; a reading by two-time Giller Prize winning novelist M.G. Vassanji; and a presentation of the well-received documentary film *Une nuit sans lune/A Moonless Night, Boat People, 40 ans après/40 Years After* .

While the relatively low attendance by the public was disappointing, the quality of those who did attend was very high, including international and Canadian experts, diplomats from embassies in Ottawa, prominent academics, and representatives of the UNHCR, NGOs, and the Museum of Immigration at Pier 21.

The program was ambitious, and a broad range of interesting presentations attempted the difficult task of covering most aspects of the refugee experience in Canada during the past 60 years. Canadian refugee policy and its practical implementation; the refugee experience in its many manifestations, including the successes and difficulties of settlement and integration; and the refugee-related challenges of the present international environment were the conference's main themes. Lively debates followed the presentations.

Paul Heinbecker reiterated the seriousness of the present international situation and the importance of maintaining this country's civic capacity. Mike Molloy outlined the development of Canada's refugee policy and, during the closing session, Peter Showler and Naomi Alboim emphasized the need for continued, steady commitment by Canada on the refugee front. Among the most important statements made during the conference, Bob Rae's keynote address emphasized that Canada, in partnership with other countries, must continue to take a leadership role in response to refugee crises. Rae highlighted the civic capacity that this country has created in the course of past decades, capable of providing a substantive response to refugee challenges. Immediately after delivering his speech, Rae left for Parliament Hill to discuss with the Prime Minister his new post as Canada's special envoy to Myanmar, dealing with the Rohingya refugee crisis.

At the end of the conference, following the documentary film presentation, a touching ceremony took place at the Museum of History, when Ottawa City Councillor Mathieu Fleury presented prizes to the winners of a refugee children's art exhibition. In all, a serious, worthwhile event.

Letters to the Editor

I have been meaning for some time to offer my sincere congratulations to Mike, Peter, Bob, and Kurt on the outstanding work in the production of *Running on Empty*. The book's content brought back a flood of memories, while at the same time informing me on aspects of the Indochinese Refugee Program of which I was previously unaware. Thanks to all for this excellent contribution to Canada's immigration history.
Ernest Allen

Great book! Fun to read about folks whose names I had forgotten, such as Dick Hawkshaw, and to learn about aspects of the program I was unfamiliar with. A big bravo to y'all! This will be the definitive book on the subject for academics, bureaucrats, and others interested in seeing how all the moving parts of refugee movements must and can work together.
Joyce Cavanagh-Wood

****

Immigration Branch of the Department of Mines and Resources, Headquarters Staff, 1949

In Memoriam

We are sad to report the passing of Dave Hall and Wayne Lord. Members are invited to share their reminiscences.