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

CIHS Bulletin

Issue #84
March 2018
ISSN 1485-8460

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La Mosquitia

Joyce Cavanagh-Wood

Ed. Note: Joyce Cavanagh-Wood, veteran of numerous refugee programs including the Czechoslovakian and Indochinese movements (see Bulletin 46 and Running on Empty pp47-9, 54) and frequent contributor to the Bulletin, served as manager of Canadian immigration and refugee operations in Guatemala from 1986 to 1988. The following article, written mostly in the spring of 1987, provides a snapshot of the reporting and liaison activity of a little-studied Canadian operation in Central America during a turbulent period.

Background

The Miskito people live along the Caribbean coast of Central America. In Nicaragua, they inhabited an area approximately 65 kilometres wide and 360 kilometres long. In this swampy rainforest, they were subsistence farmers and fisherman, largely ignored by the Nicaraguan government until the 1980s.

Many Miskitos lived along the Rio Coco, which forms the border with Honduras, but had been evicted from their homes in the early 1980s and moved to inland detention camps in an attempt to "Nicaraguanize" them. After a few years they moved back to their ancestral area but were then persecuted by the Sandinistas, who burned their crops and houses. The Miskitos, who in former times crossed the Rio Coco frequently without hindrance to farm and fish, now fled to Honduras in search of safety.

In 1981 the United Nations High Commissioner for Refugees (UNHCR) established a refugee camp at Mocorón, about 30 km from the Nicaraguan border. Initially small, it grew to accommodate thousands. Recruiters for the Sandinistas and for Nicaraguan guerrilla leaders were active in Mocorón. Life was hard in the camp, and young men were pressured to become guerrillas. The situation was complicated by longstanding power struggles within the Miskito population, which was divided into three groups: the KISAN, an acronym for Coast Indians United in Nicaragua; the MISURA, an acronym for the ethnic groups Miskitos, Sumos and Ramas; and a third group, named Misurasata, which was based in Costa Rica. The struggles within these groups and with the Sandinista supporters made for uneasy and often dangerous conflicts within the camp itself.

My Job

As program manager in Guatemala from 1986 to 1988, I was responsible for migration activities in Guatemala and Honduras. The most challenging work was with the Political Prisoners and Oppressed Peoples (PPOP) program, a low-profile, high-risk exercise that was so dangerous that, for their protection, clients often had to be escorted to the embassy by volunteers. This was during the era of civil strife and extra-judicial killings in Guatemala. Our task was to determine those most at risk and arrange their safe passage to Canada.

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We also made regular bi-monthly trips to Tegucigalpa to process applicants in regular immigration categories. My trip to Mocorón was organized at the behest of UNHCR to see if Canada could take a few of the Miskito refugees. Though I cannot remember how many cases I accepted, I do remember the humidity, the ride in a dugout to interview a client who was upriver and could not get to the camp, the primitive conditions, and the visible poverty of the refugees. I also recall drinking six Coca Colas in one day, as water was unsafe. Wednesday 18 March 1987 began a voyage to another world. The following is an account of personal experiences and impressions with an effort to draw a few basic conclusions.

My Journal

At 7:00 a.m., I was on the hot tarmac of Tegucigalpa's airport waiting for three other passengers. They all worked at Mocorón, the refugee settlement where I was bound. The tiny single-engine aircraft, belonging to an outfit called Alas del Socorro, was part of a fleet of small planes operated by the Missionary Aviation Fellowship, which has operated in Honduras since 1952. The American pilot inspired confidence, the plane looked sound, and I was given an empty aviation oil can to hold just in case of airsickness.

An hour and a half after takeoff, we circled over a flat green expanse dotted with wooden houses and landed on a gravel strip. After being introduced to the UNHCR and World Relief personnel, I was taken on a walking tour of the area.

Mocorón is the headquarters of UNHCR and World Relief activity in La Mosquitia. UNHCR has four officers scattered in other settlements, but this is the centre of organization and coordination. Until the early 1980s, Mocorón was a tiny settlement; it is now a community of some 5,695 persons, or 1,098 families (February 1987 census). They live in 31 *barrios* (neighbourhoods) that hold from 14 to 498 people. It is not a refugee camp in the traditional sense: it has no fences and no real sense of boundary. The Honduran Miskitos' houses are no different from those of the refugee Miskitos. All are wooden, built on stilts, and consist of one or two rooms. The *barrios* are set apart from each other by as little as 100 metres or as much as a kilometre. It is a very loose agglomeration. In the centre of town are the headquarters of UNHCR and World Relief, a radio communications office, *Médecins Sans Frontières* office, hospital clinic, school, motor pool and repair shop, and carpentry shop. In addition, each *barrio* has at least one church, with Morovian, Roman Catholic, and Baptist churches being most popular.

It is easy to understand, having seen the openness of the settlement, why the "camp" is so vulnerable to infiltration by recruiters and propagandists from KISAN and MISURA [armed indigenous resistance organizations that emerged in the 1980s to resist the Sandinista government's policy of nationalising Miskito, Sumo, and Rama Indian lands]. In 1986 KISAN soldiers in battledress would occasionally visit the camps to recruit for their cause. The refugees complained, the nearby Honduran army battalion was alerted, and KISAN became more discrete in its proselytizing efforts.

The ground is flat and infertile, with short, coarse grass that is unsuitable for animal feed. The Miskitos, used to living off farming, hunting and fishing, are unhappy that the government has not given them land they can cultivate; nor are the nearby rivers brimming with fish. In each settlement, a Honduran agronomist tries to initiate projects leading to food production and some measure of self-sufficiency. The latest is a hog-raising scheme whereby families will be given a male and female piglet to breed. However, some of the refugees harbour the notion of a more-or-less speedy return to Nicaragua and cannot be bothered putting effort into something they will not be around to see to fruition.

All children in the camps are educated for four years in their local settlements; then they can come to Mocorón for two more years of schooling. Lessons are taught by the more educated refugees under the supervision of a trained teacher.

Embassy of Canada to Guatemala, Immigration Section 1986-1988, L to R: Anabel Sanchez, Bob Brack, Ingrid Jacobs, Grace Anzueto, Beatrice Umaña

One Honduran doctor and two nurses work full time at the small hospital and public health clinic. *Médecins Sans Frontières* coordinates medical assistance to all the settlements. The main health issues among children are respiratory problems, and diarrhoea and dehydration (especially in the dry season, when all water comes from the river); among adults, malaria and tuberculosis.

During my first visit to the hospital I saw a two-year-old child who had been brought in that day very close to death. He had been ill for four months with a cough, then vomiting and diarrhoea that gradually led to his decline.

The family had sought the help of a *curandero* (native healer), of whom there seem to be several practising although no refugee will admit to knowing the identity of these men. When the child's stomach was pumped, green herbs were found—evidence of the c*urandero*'s treatment. Only when he said he could do no more for the child, was the dying baby brought to the hospital. I never found out whether he lived or died.

The following day while I was visiting the settlement of Laya Siksa, a young man who had fever, chills, vomiting, diarrhoea and delirium had to get to hospital in Mocorón. His family, fearing he would not last the boat and truck trip, loaded him into the large dugout canoe that plies each day from Mocorón to Laya Siksa and back. His wife and sick child accompanied him, as did his mother and another family member. After half an hour in the dugout, he was transferred to a truck in which we all rode to the hospital. The nurse pronounced him very ill and immediately began an intravenous drip as his blood pressure was dangerously low. When I checked the next day, he had been tentatively diagnosed with TB. The treatment involves confining the patient for two months in a small room of the hospital, and then treating him as an outpatient if necessary. This patient had been previously treated for malaria.

One day a week, a nurse from Mocorón visits Laya Siksa. Refugees complain that this is not enough and that they must wait until they are very ill to be transported to the hospital. While this has a ring of truth to it, it is also the case that many consult the *curandero* for lengthy periods of time and only go to the camp coordinator when all else has failed to bring results.

Laya Siksa is the most recently established settlement around Mocorón. It dates from May 1986, when 5,000 to 6 000 Miskitos suddenly flooded into Honduras. Its current population is 1,649 people, or 373 families (February 1987 census). Laya Siksa is accessible only on foot or by river. A Honduran World Relief employee coordinates all aspects of the camp's operation. She is responsible for food supplies, schooling, housing, protection, the works. She believes that the refugees in her area are very unsettled and anxious to return as soon as possible to the other side of the Rio Coco. During my walk through the *barrio* I spoke to a family scheduled to be repatriated shortly and asked their reasons for going back. The man said his wife was in Nicaragua, and his aunt who was with him was ill and didn't want to die in Honduras; the camp food was not to their liking, no meat was available and not enough fruit. He said he would return to his in home in Nicaragua but intended to continue crossing the Rio Coco as was his tradition to work the land in Honduras.

An examination of the food warehouse in Laya Siksa revealed several bags of beans and wheat flour from Canada donated through the World Food Program. While these were in good shape, the same cannot be said of tins of rapeseed oil. The tins, although undamaged and unopened, were either completely empty or partially so. A curious phenomenon.

The DC3 flight back to Tegucigalpa was filled with refugees, mostly women and children, being repatriated to Nicaragua. They would spend two or three days in Tegucigalpa being processed out by Honduras migration. Then they would take buses to the Nicaraguan border and from there would be transferred to Nicaraguan buses for the two-day journey back to the Rio Coco area. With all that, it takes about a week to return to an area which is two days' walk from Mocorón. There will be talks in Nicaragua on 24 to 25 March to arrange for the return of the refugees directly across the Rio Coco, thereby avoiding the current long circuitous journey.

The repatriation flights lift off from the Honduran army battalion headquarters, about five km from Mocorón. The military base gives the refugees a greater feeling of security at their leaving, as last year KISAN soldiers tried several times to disrupt the departures by harassing the refugees and trying physically to prevent the plane's departure.

Conclusions

One leaves Mocorón with mixed impressions. The refugees appear for the most part healthy, well cared for, well protected. However, there is also an apathy, a lack of direction. In the words of the UNHCR coordinator "they'd be much better off if we [UNHCR, World Relief, etc.] weren't here."

The Miskito have a traditional attachment to the Rio Coco area and have for centuries lived off the land and the rivers, moving freely throughout the region irrespective of national boundaries. The support systems set up to care for them in their present situation have created dependency. From being a very resourceful people able to get along in their natural surroundings with amazing abilities (they can walk for days and never get lost), their forced indolence is inducing a sullenness and lack of ambition. After centuries of living unmolested, their sudden appearance in the headlines in 1982 has radically changed their outlook. They now refer to UNHCR-World Relief vehicles, for example, as "our cars". They have been thrust into the 20th century overnight. If all the support systems were dismantled tomorrow, it is more than likely they could cope quite nicely, returning to their traditional ways, free to roam La Mosquitia as before. The single fly in the ointment would remain the problem of protection. At least within the UNHCR settlement, they are relatively safe from physical violence and forced recruitment. The same cannot be guaranteed otherwise.

Taiwan – Demographic Challenges

Kurt F. Jensen

Canada has a flourishing economy, notwithstanding current NAFTA challenges. Our international credibility as a formidable world trader and political interlocutor is grounded not only in the economic strength we project, but also in the demographic base. People make a difference. Canada's demographic strength is founded on its historical immigration pattern. A declining fertility rate and an ageing work population are offset by an immigration policy which delivers regular arrivals of new labour market entrants. While it can be viewed as a simple and sensible approach to avoid a potentially serious problem, it is not one adopted by other nations facing similar challenges.

I was recently in Taiwan as part of a group meeting with senior policy advisers and opinion moulders. Like Canada, Taiwan is a big exporting nation with a strong but recent democratic tradition. The geopolitical difficulties facing Taiwan are different from those confronting Canada except in one respect: a declining fertility rate and an ageing work population threaten Taiwan's strong economic performance.

Taiwan is a densely populated island-nation of 23.4 million people. The population growth rate peaked in 1966 at 3.7 percent; the estimated growth rate in 2017 ranges from 0.115 to 0.17 percent. In 1981 the fertility rate was 2.1 children per woman, which provided population stability; by 2017 it was 1.1.

Economic growth and social stability are also imperilled by what is happening with two key population segments. In 1980 the 0-to-14-year age group was 32.1 percent of the population; in 2015, it had dropped to 13.6 percent, and it is projected to be 13.3 percent in 2017. At the same time, the 65-and-older segment rose from 4.3 percent in 1980 to 12.5 percent in 2015, and is projected to be 13.39 percent in 2017. Nothing in place now will impede the long-term population decline of Taiwan, a decline that will have economic and political consequences that are difficult to forecast with clarity, but will almost certainly be negative. The nation's working population peaked at 17 million in 2015 and is now shrinking (by 180,000 in 2016) and will continue to do so.

Other factors exacerbate a potentially problematic forecast. Women have a high and growing labour market participation rate, with an expected negative impact on birth rates. The modern economy's demand for higher education will similarly delay and possibly reduce child bearing. Growing affluence and some political uncertainty about the future of Taiwan's relationship with the People's Republic of China (PRC) similarly have negative effects on fertility rates.

Taiwan also exports its population. There is a steady emigration of Taiwanese to Canada, and presumably to other immigrant-receiving countries. Approximately 50,000 Canadian citizens are registered with the Canadian Trade Office in Taipei, most of whom are dual Taiwanese-Canadian citizens. A much larger number have immigrated to and remain in Canada. In addition, various sources estimate that from 750,000 to a million Taiwanese reside in the PRC for more than 180 days per year. Some are students, but most are Taiwanese business people overseeing investments and Taiwanese-managed factories in the PRC. This reflects the Taiwanese economic strategy of investing heavily in production facilities

in the PRC (60 percent of Taiwanese overseas investment). The attendant movement of management staff will further contribute to a population decline. There may be an official expectation that many or most of these business people will return to Taiwan, but as it gets easier to exploit opportunities and live in the PRC, this is unlikely. As succeeding generations assimilate into their environment, they are even less likely to return to Taiwan. This population loss to Taiwan is not balanced by comparable PRC immigration to Taiwan. Taiwan is aware of the potential downward population spiral and has taken some remedial action. There are financial inducements to encourage young people to have children; however, they seemed relatively inconsequential to me, and perhaps limited as an incentive. Financial inducements have not been demonstrated to have more than a marginal impact on fertility rates. Taiwan also has a program encouraging Taiwanese men to marry women from elsewhere in Southeast Asia. The inducements supporting this program are vague, and results relatively poor. It does not appear to have similar incentives for Taiwanese women to find mates elsewhere. Such a program, depending on the vigour with which it is pursued, may have a positive impact on population figures, but it is unlikely to be significant.

From 2004 to 2010, some 22,000 people a year immigrated to Taiwan. Most of them are assumed to be from the PRC and Southeast Asian states. This immigration slowed the population decline but has had little impact on reversing the trend. Parenthetically, the movement of migrants from the PRC is likely to remain small because of difficulties in securing permanent status, due, one may suspect, to security concerns within Taiwan.

Because most Taiwanese go on to higher education, there is a labour shortage in the trades and services. To compensate, the government allows the admission of temporary labour from regional states on a three-year renewable basis. Such an approach to labour force adjustment works well on a temporary basis, but repeated renewals with little prospect of permanent settlement are inherently risky for the social fabric.

A similar approach to labour shortages in Europe resulted in ghettoized communities, social isolation, and great unrest among the growing number of foreign youths with uncertain future residence status. The presence of many foreign temporary workers with little prospect of regularizing their status has historically been a cause of strained relations between originating and receiving countries—a situation likely to be more traumatic for Taiwan, which has irregular diplomatic relations with most of the world community.

In summation, the wealth and success of Taiwan have resulted in a downward population spiral. Some remedial policies, such as inducements to have children and seek foreign spouses, will delay the decline but will not have a permanent effect.

Stabilizing the population trend in Taiwan is possible. In 2016 there were approximately nine million visitors from the PRC to Taiwan, including many coming for business reasons. This may be indicative of an interest in immigration. The sheer number of visitors, as well as the linguistic and cultural ties, indicates the potential for a population movement, subject to political considerations and acceptance. There has since been a 32 percent reduction of PRC tourism, most likely to pressure Taiwan to be more supportive of the one-China concept.

Should Taiwan seriously wish to address the demographic challenge facing the nation, one option may be controlled but enhanced immigration (that is, permanent settlement). Taiwan is, in a sense, already a nation of immigrants. The indigenous Malayo-Polynesian population constitutes 2 percent of the population. Most of the population (Hoklo and Hakka, both ethnic Chinese) immigrated from southern China between the 17th and 19th centuries, with a further 1.2 million Chinese arriving from the mainland in the late 1940s, at the end of the civil war. In the last decade or so, 520,000 people have immigrated to Taiwan from Southeast Asia and the PRC.

Taiwan recognized the immigration challenge in 2016, with the New Southbound Plan. This plan can best be described as “immigration if necessary, but not necessarily immigration”. It emphasizes temporary solutions to Taiwan’s demographic challenges without addressing the fundamental problem of a decreasing population and the risks of harbouring a large foreign population which contributes economically but has no permanent status. Finding a solution is daunting, with potentially profound implications for Taiwanese society.

At the core of Taiwan’s existential challenge is its complex relationship with the PRC. Both the PRC and Taiwan avow being part of the same nation. This is, in some respects, an anachronism from the civil war. Although settled by ethnic Chinese from the 1700s onward, Taiwan was only made a province of China in 1885. Following war with Japan, Taiwan was ceded to the Japanese in 1895 and only returned to China in 1945. It became *de facto* separate and autonomous following the move of the defeated Kuomintang (KMT) to the island in 1949.

Today, the KMT still nominally adheres to eventual unification with the PRC, while the ruling Democratic Progressive Party, representing the traditional Taiwanese population, is ambivalent. At least one minor party appears more receptive

to unification. A clear majority of Taiwanese (more than 90 percent) reject reunification with the PRC. No official announcements along such lines are possible, since it is accepted that any step towards Taiwanese independence would be met by forced unification with the PRC.

Taiwan remains in a quandary. It enjoys democracy and a strong economy but is threatened by a declining birth rate. One option is to learn from the example of countries like Canada, where immigration has historically contributed to both economic development and stability. Enacting a welcoming immigration policy may provide a sustainable option for continued prosperity, which is almost certainly imperative if Taiwan is to remain independent of the PRC.

Indochina Souvenirs

Michael Molloy

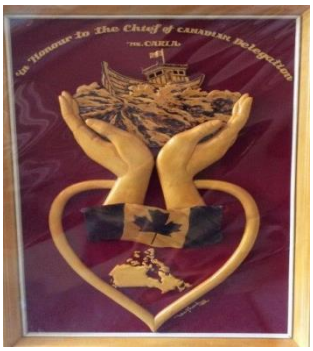
Norm Olson presenting a model small boat to the commandant of Greisbach Barracks staging area

Going through some old files recently, I came across a photo of Norm Olson, then Director General of Alberta Region, presenting a model "small boat" to the commander of CFB Griesbach Barracks in Edmonton, which received thousands of newly arrived refugees from Vietnam, Laos and Cambodia between August 1979 and 1980. A number of craftsmen in the refugee camps of Southeast Asia passed the time creating model boats and other souvenirs that were presented to visiting dignitaries and officials involved in refugee selection and processing.

When I visited Convent Camp near Kuala Lumpur in November 1980, Al Lukie, Donald Cameron and I were given model boats by the camp's guardian angel, Sister Monica, and the model maker Nguyen Cong Minh. I was so impressed that I commissioned two more to be presented to the commanders of the staging areas at Griesbach Barracks and CFB Longue Pointe, Montreal.

L to R: Al Lukie, Sister Monica, Mike Molloy, model maker Nguyen Cong Minh, Donald Cameron

In the fall of 2017, I and the other authors of *Running on Empty* attended an event organized by the Vietnamese community in Montreal to express its appreciation to the staff of Longue Pointe for receiving and welcoming refugees destined to Eastern Canada from 1979 to 1980.



Plaque presented to the late Carla Thorlakson

We were delighted to see on display the model boat presented to the base commander four decades ago. (See Bulletin 81.) There were other souvenirs as well.

CIHS is involved with Pier 21 to find a permanent home for a striking plaque created by Tran Van Thanh and presented to the late Carla Thorlakson by the refugees of Galang camp in 1992. The immigration program leaves behind it masses of documentation but relatively few artifacts, and so when we find them, we try to find good, permanent homes for them.

Members who wish to donate articles are invited to contact the Canadian Museum of Immigration at Pier 21.

CIHS Member Appointed to Pier 21 Board of Trustees

CIHS is proud to announce that member Robert Vineberg has been appointed Chair of the Board of Trustees of the Canadian Museum of Immigration at Pier 21. Vineberg retired in 2008 from a career in the Canadian federal public service that spanned over 35 years, of which 28 were with the immigration program. He served abroad, in policy positions at national headquarters, and most recently in Winnipeg as director general of Citizenship and Immigration Canada's Prairies and Northern Territories Region. He has written and published several peer-reviewed articles on immigration history.

Telling the Integration Story, Part II

Andrew Griffith

Part I covered the overall policy framework of Canada's approach to immigration, settlement, citizenship and multiculturalism along with a detailed look at immigration.

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 in Citizenship and Immigration Canada and has worked for a variety of government departments in Canada and abroad. He is also 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.

Key Policies—Settlement

A central element of Canada's approach to integration is the range of services it provides to assist immigrants to settle and establish themselves in Canada.

About 75 percent of Immigration, Refugees and Citizenship Canada's budget is dedicated to settlement services ($1.2 billion in 2016/17, including the $378 million block grant to Quebec, given its responsibility for providing services to newcomers in that province).[1] The main services provided are language training (accounting for the largest proportion of settlement funding), employment services (such as resume and interview preparation, Canadian workplace expectations, the holding of job fairs, and the creation of job banks to match local employers and immigrants), and settlement orientation and adaptation counselling. About 400,000 unique clients used these services in 2016/17: 297,000 for information services, 111,000 for language training.

The block grant to Quebec provides funding for comparable services. While comparisons are inexact, the 2016/17 *Rapport annuel de gestion du Ministère de l'immigration, de la diversité et de l'inclusion* indicates about $105 million in direct program spending for language training (francisation) and integration services (63 percent of the total budget of about $169 million). About 31,000 immigrants took French classes full time, part time, or on line.

Table 5 provides the age breakdown for settlement services for all provinces save Quebec.

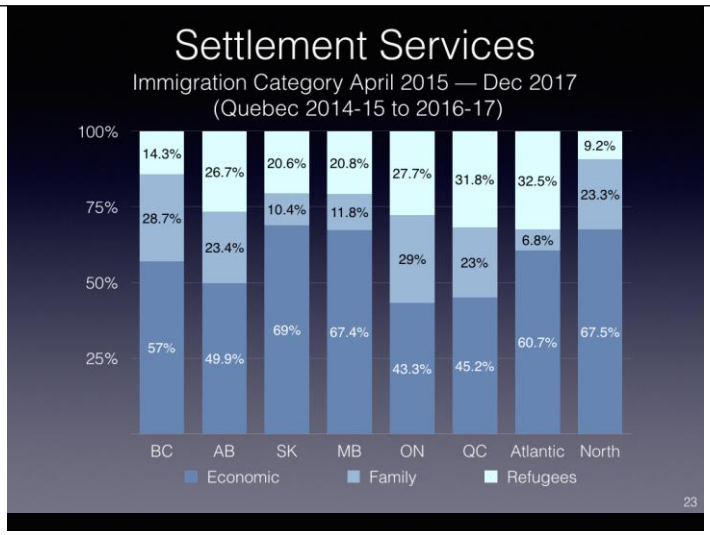
Chart 10 provides an overview of more than 736,000 services provided by immigration category and province for the period April 2015 to December 2017. Ontario accounts for 54.7 percent; British Columbia, 16.3 percent; and Alberta, 15.3 percent.

TABLE 5: SETTLEMENT SERVICE USE BY AGE

April 2015 - December 2017

Canada	Number	Percent
0 to 14	102,180	13.5%
15 to 29	168,365	22.3%
30 to 44	288,925	38.3%
45 to 59	128,105	17.0%
60 and over	54,175	7.2%
Not stated	43,465	5.8%

CHART 10



Given the challenges experienced by internationally trained professionals such as accountants, engineers, and health sector specialists in getting certified by Canadian professional bodies, there is ongoing effort to provide pathfinding, referral and other services to assist them. It appears relatively easier for accountants because there is greater international standardization. The Federal Credentials Referral Office was created in 2007 to work with provinces and regulatory bodies. While the federal government provides funding, most services are designed and delivered by service-provider organizations that have "closer to the ground" knowledge of newcomers' needs and can deliver these services more efficiently.

Key Policies—Citizenship

The underlying Canadian assumption is that most immigrants will choose to become citizens. Immigrant selection is also potential citizen selection. Some 80.7 percent of all immigrants (Census 2016) choose to become citizens and participate fully in our political life, attesting to the importance of this aspect of integration.

TABLE 6: EVOLUTION OF CANADIAN CITIZENSHIP

Aspect	Pre-1947	1947 Act	1977 Act	2014 Act	2017 Act
Birthright	Yes	Yes	Yes	Yes	Yes
Residence (years)	5 after 1919 (less earlier)	5	3	4	3
Language	Yes	Yes	Yes	Yes	Yes
Knowledge		Yes	Yes	Yes	Yes
Test Ages			18-64 (18-54, 2005)	14-64	18-54
Dual nationality	No	No	Yes	Yes	Yes
Values	"good character"				
Intent to reside	Yes	Yes	No	Yes	No
Retention	Declaration < age 22	Declaration < age 25	Declaration < age 28	1st generation limit	
Revocation (fraud)	Yes	Yes	Yes	Yes	Yes
Revocation (terrorism)	Yes	Yes	No	Yes	No

Citizenship policy involves finding a balance between making citizenship reasonably accessible to new Canadians as part of their integration journey and making it meaningful in terms of their understanding of Canada—its history, society, government, and laws.

Currently Canadian policy favours facilitating citizenship by meeting basic language and knowledge requirements that allow new Canadians to participate more effectively in the work, social, and political spheres.

Prior to the 1947 *Citizenship Act*, Canadian residents were British subjects or aliens, with naturalization and related policies similar to those elsewhere in the British empire. Different governments have made the requirements more or less difficult, but always within an overall context of favouring the immigrant-to-citizen transition. Table 6 shows how these requirements have evolved over time.

Birthright citizenship (*jus soli*): While questions have been raised as to whether birthright citizenship remains appropriate for immigration-based countries in an era of increased mobility, it remains a cornerstone of policy in Canada, in contrast to non-immigration-based societies, where ancestry and bloodline (*jus sanguinis*) are its basis.

Residency: All countries that permit naturalization have residency requirements. In general, immigration-based countries have shorter required periods than other countries. Canadian requirements have varied between two and five years as governments oscillate between more facilitative and more restrictive approaches.

Language: Most countries impose a language requirement, given the crucial role this plays in integration, with the degree of fluency required depending on the degree to which citizenship is viewed as an "endpoint" or part of the integration process. In Canada, the requirement has been "adequate knowledge", defined currently as Canadian Language Benchmark 4 (CLB-4 is defined as "fluent basic ability" or basic communications for everyday situations), with the means of assessment changing over time.

Knowledge: Many countries impose a knowledge requirement, ranging from factual information such as history, political institutions, rights and responsibilities, and culture to more values-based requirements. Since the 1947 Citizenship Act, factual knowledge has been a requirement in Canada, although the content and modalities of assessment have varied.

Age of Assessment: As assessment of language and knowledge requirements has become more formalized, the assessment has been limited to adults, defined differently in each country. In Canada, adults were originally defined as 18- to 64-year olds, reduced to 18 to 54 in 2005, extended to 14 to 64 in 2014, and currently being revised back to 18- to 54-year-olds, with different governments varying ages in accordance with their overall approach.

Values: Both pre-Canadian citizenship (British subject) naturalization and the 1947 *Citizenship Act* had a "good character" requirement (in practice, this means having no criminal record); this was dropped in subsequent legislation that included specific criminality provisions. The equivalent in immigration legislation before 1976 was the prohibition for crimes of "moral turpitude", changed in the 1967 Act to crimes liable to punishment of five years' imprisonment or more. European countries have increasingly embraced values-based criteria.

Dual Nationality: Depending on the country and its history, dual nationality may or may not be permitted (or tolerated). With a few exceptions, such as British subjects and the retention of previous citizenship, Canada did not formally allow dual nationality until the 1977 Act.

Intent to Reside: An intent to reside (remain) in Canada was included in both the pre-Canadian citizenship naturalization process and the 1947 *Citizenship Act*. (The more substantive provision was that naturalized Canadians could lose their citizenship after an absence of 10 years or more.) This provision was dropped in the 1977 *Act* and resurrected in 2014; its repeal was announced in 2016.

Retention/Subsequent Generations: For children born abroad, the question of the parents' ability to transmit citizenship arises along with how many generations citizenship can be maintained. For countries with *jus sanguinis* citizenship, this is usually clearer than for birthright citizenship. In Canada, citizenship retention by children born abroad (second generation) used to require only a declaration on their becoming adults that they wished it, as long as they met the provision that they had either lived in Canada or had an "established" connection. This was changed to a first-generation limit in 2009.

Revocation for fraud or misrepresentation: All citizenship legislation allows for citizenship to be revoked in cases where applicants have misrepresented themselves in their application. The modalities of revocation have varied in terms of the degree of procedural protections in place.

Revocation for terror or treason: While provision for revocation was included in both pre-Canadian citizenship and the 1947 *Citizenship Act*, this was dropped in the 1977 Act because the criminal justice system was deemed a more appropriate form of punishment. It was resurrected in the 2014 Act because of the Conservative government's concerns over increased terrorism; its repeal was announced in 2016 by the current Liberal government.

CHART 11

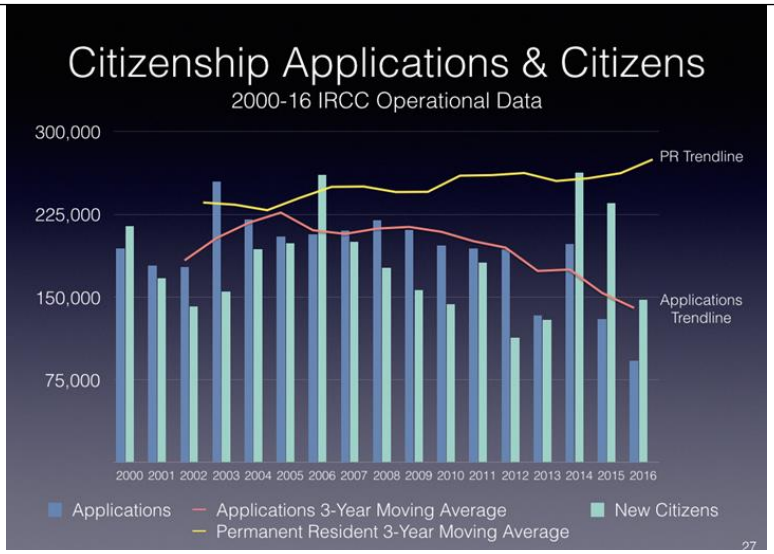


Chart 11 contrasts the relatively steady but increasing number of permanent residents, which year-to-year vary within ten percent, with the "roller coaster" number of new citizens, ranging from a low of 113,000 in 2012 to a high of 263,000 in 2014. This chronic fluctuation, in sharp contrast to permanent residents, partly reflects the ongoing weakness in citizenship program management and resources. Following a number of program and policy changes designed to make citizenship "harder to get and easier to lose", including a quintupling of the adult citizenship processing fee from $100 to $530 in 2014/15, the increased residency requirement of four out of six years (from three out of four), and extending language, and knowledge assessment to 55 to 64 year olds, the number of people applying to become citizens fell from the traditional annual number of about 200,000 to 92,000 in 2016. (Full-year 2017 numbers have not been released. In 11 months, the number of new citizens was 96,509; in 6 months, the number of applications was 67,013.)

The burden of these changes has fallen disproportionately on visible minorities, particularly those who immigrated under the family and refugee classes. The planned changes to the *Citizenship Act* in Bill C-6 and related administrative measures are unlikely to make a significant difference in the number of people applying for and obtaining citizenship. Admitting 300,000 or so new immigrants, with only about one third to one half of that number applying for citizenship or becoming Canadian citizens means a growing population of disenfranchised residents of Canada unable to participate fully in Canadian society and political discussions. The Canadian model of immigrant-to-citizen is at serious risk.

Key Policies—Multiculturalism

The Canadian approach to multiculturalism, based on recognition of differences as a means to facilitate integration, was formally enunciated in the Multiculturalism Policy of 1971 under a Liberal government and subsequently codified through the 1988 *Multiculturalism Act* under a Conservative government. The policy responded to the Royal Commission on Bilingualism and Biculturalism Volume IV, *The Cultural Contribution of the Other Ethnic Groups,* and related political pressures for recognition by non-French and non-British ethnic groups. Ukrainian Canadians were particularly active because they believed they had played a comparable role in settling the West to that played by French and British settlers in Eastern Canada; however, the policy application resonated with ethnic groups across the country. The policy emerged largely in the context of "white" ethnic groups and Christians, thus presenting fewer potential accommodation issues as the visible minority population was then very small, and religious minorities, save Canadian Jews, were also small.

The main objectives of both the Policy and the Act are:

- *Retention and fostering of identity*: As indicated in the *Canada Year Book 1959* and the *Royal Commission on Bilingualism and Biculturalism, Other Ethnic Groups Report*, integration, not assimilation, was favoured as the best approach to encouraging participation. Assistance, whether in terms of funding for "food and folklore" events, "heritage" languages for newcomer children, or political recognition through messages and such events as Black History Month and Asian Heritage Month were some of the means used to recognize their contribution.
- *Overcoming barriers to participation*: For integration to be meaningful, barriers, whether economic, social, cultural or political, needed to be reduced if not eliminated to ensure meaningful equality of opportunity. Ideally, outcomes for all groups would be comparable with respect to employment and income, education, representation in government, private institutions, and the like.
- *Promoting exchanges*: Multiculturalism is not about remaining in silos or ethnic enclaves. Exchanges and sharing between individuals and communities are encouraged as part of recognizing identities and encouraging participation.
- *Language acquisition*: Minority groups are encouraged to learn at least one official language.

In addition, the Act included the requirement to table before Parliament an annual report of government efforts to promote and implement multiculturalism. The Multiculturalism Policy and Act were more aspirational than prescriptive. As a result, governments and policy makers were relatively free to adjust the focus and emphasis as appropriate to the times and priorities.

The *Charter of Rights and Freedoms* and the *Employment Equity Act* provide a more prescriptive framework for implementation of the Policy and Act. The actual Multiculturalism Program, a mix of policy work, a small amount of grants and contributions project funding, and communications mirrored these developments. Table 7 highlights this evolution through a number of different aspects, with an overall change in emphasis towards greater civic integration after the attacks of 9/11 in 2001 on the U.S.

Ethnicity: The initial focus was on recognition of the cultural contributions various ethnic groups made to Canada through celebrating cultural differences and diversity. While there was a strong group or community emphasis, both in terms of activities and funding (for example, heritage language programs), the policy focus was more on how individuals could reduce prejudice and discrimination through greater cultural sensitivity. The metaphor of the "cultural mosaic", often used in contrast with the American metaphor of the "melting pot", was central.

Equity: In the 1980s, following the *Charter*, the emphasis shifted to managing diversity through addressing structural issues within government and society. Individual adjustment was replaced with more specific obligations to accommodate diversity as a means to address systemic discrimination, along with the *Employment Equity Act* that applied to the federal government and federally regulated industries, with most provinces having comparable legislation or policies. The metaphor shifted towards ensuring a "level playing field" for all, no matter their origin.

Civic Engagement: While equity remained a key element of multiculturalism, the focus broadened to include the broader concepts of engagement and society building, or shared citizenship. Increasing participation of minority groups in all aspects of Canadian society was intended to reduce actual or potential exclusion. The previous emphasis on employment

equity and removing economic barriers was broadened to a more general inclusivity, with the metaphor shifting in turn to "belonging".

Integration: Following the 9/11 attacks in 2001, and resulting concerns regarding integration and security, the emphasis shifted to inclusive citizenship, linked to Canadian identity, as a means to strengthen integration and thus reduce threats of radicalization and extremism. While rights had always been part of multiculturalism, responsibilities were added to reinforce integration. To address the "clash of cultures/civilizations" discourse and ongoing unequal access in terms of power and influence, greater dialogue to foster better mutual understanding was promoted. The metaphor of that period became "harmony/jazz", whereby harmony represented Canada's common legal and constitutional framework (responsibilities) and jazz the *ad hoc* addressing of accommodation requests (rights).

Cohesion: The scepticism of the Conservative government regarding multiculturalism and its preference for the term "pluralism" led it to significantly redefine multiculturalism around Canadian values as a means to improve social cohesion and integration. Responsibilities were emphasized more than rights. Faith and culture clashes, as reflected in both the nature and number of accommodation requests and concerns over radicalized Canadians, were to be addressed through emphasis on shared values that were anchored in Canadian history, particularly British influences, as seen in the revised *Discover Canada* citizenship guide. The metaphor became "conforming" to the host society.

TABLE 7: EVOLUTION OF CANADIAN MULTICULTURALISM

	Ethnicity (1970s)	**Equity (1980s)**	**Civic Engagement (1990s)**	**Integration (2000s)**	**Cohesion (2006-15)**	**Inclusion (2016…)**
Focus	Celebrating differences	Managing diversity	Constructive engagement	Inclusive citizenship	Social cohesion	Social inclusion
Reference Point	Culture	Structure	Society building	Canadian identity	Canadian values	Inclusive Citizenship
Mandate	Ethnicity	Race relations	Citizenship	Integration	Cohesion	Inclusion
Magnitude	Individual adjustment	Equal access	Participation	Rights & responsibilities	Responsibilities & rights	Diversity as strength
Problem Source	Prejudice	Systemic discrimination	Exclusion	"Clash" of cultures	Faith & culture clashes	Barriers
Solution	Cultural sensitivity	Employment equity	Inclusivity	Dialogue/mutual understanding	Shared values anchored in history	Shared values, universalist
Metaphor	Mosaic	Level playing field	Belonging	Harmony/jazz	Conforming	Embracing

Adapted from Fleras, A. and Kunz, Jean (2001). *Media and Minorities: representing diversity in a Multicultural Canada*. Toronto: Thompson Education Publishing.

Inclusion: The 2015 election brought a government-wide diversity and inclusion agenda that aimed at putting multiculturalism into the mainstream. Inclusive citizenship was best exemplified by acceptance of the *niqab* at citizenship ceremonies but extended to appointment processes that aimed at increasing the diversity of political appointments. Diversity was portrayed as a Canadian strength. Barriers were to be overcome through shared, more universalist values. The metaphor consequently became "embracing" diversity and multiculturalism, rather than merely accepting it.

Ed. Note: This is the second of three parts.

Notes

[1] The discrepancy between the block grant of $345 million and the MIDI budget of $150 million (43 percent) is striking (and hard to explain).

Successful Publicity Tour for *Running on Empty*

After a number of promotional events for *Running on Empty* in 2017, two of the authors were on the road again early this year. Between 3 and 8 February, Mike Molloy and Peter Duschinsky made stops in Toronto, Winnipeg and Orillia. Their efforts were a success, with 100 paperback copies of the book sold: 67 in Toronto, 31 in Winnipeg, and 2 in Orillia.

L to R: Peter Duschinsky, Michael Molloy, Toronto Mayor John Tory, Scott Mullin at Ben McNally Books (Courtesy: Lucille Leblanc)

But the tour was memorable for a number of reasons besides the number of books sold. In general, readings of the book were well attended, with about 40 guests in Toronto, over 20 in Winnipeg and 12 in Orillia. The audience at Ben McNally Books in Toronto was happily surprised by a visit from Mayor John Tory, who made a memorable speech emphasizing the role of Minister Ron Atkey in the Indochinese refugee movement. Also, Scott Mullin, who as a young officer selected Indochinese refugees, gave a humorous and moving reading about his experiences.

Pha Nguyen, Phan Dam, and other organizers of very well attended Tet New Year celebrations, also in Toronto, provided wide exposure for the book in the local Vietnamese community, resulting in a number of sales. The appreciation former boat people expressed for the book at the celebrations, and the personal exchanges Molloy and Duschinsky had with them, showed that the book plays a major role in preserving the historical memory of the movement within the Vietnamese community. The last event, a York University seminar given by Molloy, demonstrated the continuing importance of maintaining and developing contacts within Academe.

A small, yet relatively significant number of people showed up for Duschinsky's reading in Orillia (population 30,000). None had a connection to refugee work, the Indochinese community, or any of the authors. Yet they bought two paperback volumes of the book—showing that *Running on Empty* can have appeal to the general reading public.

L to R: Tom Denton, Mike Molloy, Stephanie Stobbe, Peter Duschinsky, John Wieler, Brian Dyck, Shauna Labman at the University of Winnipeg (Courtesy: Karl Stobbe)

The Winnipeg segment of the tour underlined the continuing strong commitment of the refugee advocate and case worker community to the cause of refugee resettlement. John Wieler of the Mennonite Central Committee called the publication of *Running on Empty* "an important milestone" and is recommending the book to all his contacts.

L to R: Peter Duschinsky, Michael Molloy, Vinh Huynh at McNally Robinson Books, Winnipeg (Courtesy Tim Martin)

A presentation by Molloy to Professor Stephanie Stobbe's undergraduate class at Menno Simons College drew a large attendance. A panel discussion at the University of Winnipeg, organized and chaired by Professor Stobbe—herself a former Laotian refugee—was attended by over 100 people. In addition to Molloy and Duschinsky, the panel consisted of some of the most prominent refugee advocates in Manitoba—John Wieler, Tom Denton, Brian Dyck and Shauna Labman. A third event—a well-attended session at the Immigrant and Refugee Community Organization of Manitoba (IRCOM)—was organized by Vinh Huynh, a Vietnamese refugee and principal of a multiethnic Winnipeg high school.

The panel discussions and conversations with refugee settlement workers at the IRCOM meeting highlighted challenges faced today by settlement case workers and refugee advocates. A consistent element of the discussions was how practices established through the Indochinese movement and recorded in *Running on Empty* are being used in tackling problems today. An interesting note: for one week in early February *Running on Empty* was a non-fiction best-seller at McNally Robinson Books in Winnipeg. The authors and the Society wish to thank all those in Toronto, Winnipeg, and Orillia who contributed time and effort to making the tour such a success.

Peter Duschinsky, Mike Molloy, with display of *Running on Empty,* McNally Robinson Books (Courtesy: Tim Martin)

Running on Empty Presented to Leaders in New York

Global Refugee Sponsorship Initiative leaders, L to R: Jennifer Bond (University of Ottawa), Hon. Ahmed Hussen (Minister of IRCC), H.E. Filippo Grandi (UN High Commissioner for Refugees), Lara Dauphinee (Radcliffe Foundation), and Sean Hinton (Open Society Foundation) (Courtesy: Refugee Hub, University of Ottawa)

At a meeting of the Global Refugee Sponsorship Initiative (GRSI) in New York last September, leaders and key staff members were presented with copies of CIHS's *Running on Empty: Canada and the Indochinese Refugees 1975-1980*. GRSI was formed after discussions at the 2016 UN General Assembly regarding the global refugee crisis. Using Canada's private refugee sponsorship system as inspiration, it is attempting to create more resettlement opportunities through citizen involvement in the resettlement process. GRSI is working with the governments of Argentina, Ireland, New Zealand and the United Arab Emirates. It has launched a guidebook to help government officials, civil society organizations, and communities around the world to design their own sponsorship programs. The guidebook sets out questions interested parties should ask themselves when designing their programs, and then it explains by way of example how the successful Canadian sponsorship program treats each area.

Update on Gunn Prize Winners

Gerry Van Kessel

The Society and the International Migration Research Centre have awarded the Gunn Prize to six students since its inception in 2010. Here's what those winners are doing now.

Stephen Fielding was the first winner, with an essay on the interplay between the Italian Ministry of Foreign Affairs and Italians in Vancouver in the years 1973-1998. He now teaches at Camosun College in Victoria and expects to obtain his Ph.D. later this year.

The 2011 winner was Alyshea Cummins, whose essay compared the resettlement of Ugandan Asian Muslims and Cambodian Thervada Buddhists. She credits receiving the Gunn Prize with helping her get where she is today. A Ph.D. candidate in the Department of Classics and Religious Studies at the University of Ottawa, Cummins hopes to complete her thesis this year. She is also a research assistant for the Religion and Diversity Project at the University of Ottawa and the New Muslim Public Spheres in the Digital Age project at the University of Quebec. In addition, she is the recording secretary for the Canadian Society for the Study of Religion and a member of the steering committee for the Religion and Migration Unit at the American Academy of Religion.

There being no prize awarded in 2012, the next winner was Dara Marcus in 2013 with a paper examining the effect of the Hai Hong incident on Canada's policy on

Dear CIHS members:

My colleague, Elke Winter (professor at Ottawa University), and I are researching the role of public servants in and their influence on policy formulation, development and innovation in immigration, citizenship, and refugee and integration/settlement between 1980 and 2016. Building on the work of the CIHS, we propose to identify contemporary instances of bureaucratic influence on policy reforms and the evolution of political-administrative relations over time.

Individual testimonies are crucial to this research, and we are hoping that Society members will share their experiences and insights. Everybody is welcome! While our main interest is in individuals directly involved in strategic policy, we would also like to talk to those with an operational background.

The interviews will last about 45 minutes and will focus on the professional experience of the respondents and instances of policy changes. Participants will be provided with a list of questions prior to the interview. We will strive to conduct interviews in any location that is convenient for you (including the University of Ottawa) and even over the phone. We promise to protect your identity as a participant, should you wish to remain anonymous.

Intrigued? Interested?
Please contact me at mireille.paquet@concordia.ca.

Mireille Paquet
Assistant Professor / Professeure adjointe, Concordia University
https://mireillepaquet.net/

Indochinese refugees. She is currently an economic and policy analyst for the Canadian Dairy Commission, a member of the Ottawa Food Policy Council, and editor for the Review of European and Russian Affairs, an online academic journal.

In 2014, the winner was Geoffrey Cameron, who examined the political origins of Canada's resettlement policy in the years 1938-1951. He is in the final year of his Ph.D. studies at the University of Toronto as a Pierre Elliot Trudeau Foundation Scholar.

There being no prize awarded in 2015, the 2016 winner was Kassandra Luciuk, a Ph.D. candidate at the University of Toronto. Her essay concerned Ukrainians Canadians during the Cold War years. She expects to complete her thesis this year. The winner in 2017 was Iain Wilson, a student in the master's program in history at Queen's University. His essay examined immigration to Newfoundland.

Refuge Canada, an exhibition about refugee movements to Canada, opened at Pier 21 in Halifax on Saturday 10 March and will run until 11 November. The exhibition's official opening will take place on April 19. There are three main themes: issues of exclusion and inclusion, humanitarianism, and the formation of personal, group and national identities. CIHS member Peter Duschinsky was a member of the advisory group that helped develop the exhibition (see Bulletin 81).

The Bulletin has been sent this photograph of the Immigration Office staff taken at Link Road, New Delhi in 1969 by David Cohen. People have been identified to the best of the collective memory. Members who can assist with more names or corrections are invited to contact info@cihs-shic.ca

Back row, L to R: 1-Dagmar Clark, 2-Gwen Tressler, 8-Robbie Robinson, 11-Anton Jurkovich

Middle row, L to R: 1-Mary Lynn, 2-Gordon Whitehead, 3-Sharda Seth, 4-Cliff Shaw, 5-Lackshma Ram, 6-Fred Urquhart, 7-Julie Vakil

Front row, L to R: 6-Spence McIntosh

In Memoriam

Armstrong, Paul
Caroline Melis

Paul Armstrong, Director General of the Centralized Processing Region at Immigration, Refugees and Citizenship Canada (formerly CIC), was on medical leave when he passed away suddenly on 22 January 2018. He leaves his wife Susan, daughters Elyse and Gabrielle, daughter-in-law Lisette, mother Preciosa, siblings, nieces and nephews.

Paul was born in Portugal and moved to Canada with his parents and siblings at a young age. He began his career in the immigration program as an officer at Pearson Airport and ended it as director general of the program's largest component, with over 5,000 employees handling everything from immigrant applications to citizenship proofs. Along the way, Paul had stints at the Treasury Board, where he worked in communications, and at the Canada Border Services Agency, where he was director of national security when security certificates on electronic monitoring were released and Canadians were being evacuated from Lebanon. On his return to CIC in 2008, Paul emerged as a key player in the department's modernization agenda. It was a role that he relished and in which he fulfilled ministerial priorities without ever losing sight of client service and risk assessment.

Under the leadership of the ADM of Operations, Paul worked closely with colleagues across the sector and with the technology branch to realize the full capabilities of the Global Case Management System (GCMS). He was an early champion of GCMS and the benefits it would bring to all CIC's programs. After the catastrophic earthquake in Haiti in 2010, he oversaw the creation of the Ottawa-Haiti Processing Office so that two offices in different locations could work on the same files. Over time, Paul's Ottawa team would create visitor files overnight so that they were ready to be worked on the next morning in Beijing, helping that office to handle increasingly greater volumes. This, and other examples, made "work sharing" truly global. His teams took over many other routine functions formerly the responsibility of a visa office, giving officers the opportunity to do more value-added work, such as reporting, recruiting and assessing the integrity of applications—work that had fallen by the wayside as the department struggled to meet increasing demands. He led the elimination of the plastic citizenship card because GCMS enabled passport staff to confirm that citizenship had been granted to applicants. No major program change took place in the last (nearly) decade without Paul having some key role in development and implementation—Express Entry, biometrics, the Supervisa, citizenship processing, Electronic Travel Authorization, Information-sharing, Entry Exit, and imaged files, to name a few.

Paul and his Ottawa team, Government of Canada Workplace Charitable Campaign week, 2016

Paul was a colleague you always wanted on your team. Ever willing to undertake a new task, he'd often start with the words "bring it on!" He knew his business, he knew his staff, and he brought out the best in them. His "can do" attitude was always welcome, especially when the problems were difficult.

He seldom talked about his achievements, preferring instead to keep the program moving forward, taking calculated risks, and benefitting clients. He was a strong believer in public service renewal and "walked the talk", being an active mentor of young staff. He always supported a recruitment drive for young talent, and his teams are a credit to that philosophy. He strove to instill a spirit of excellent client service and innovation to achieve outstanding results.

Paul held regular innovation meetings with his teams to troubleshoot established processing methods and procedures, and through them set a number of innovations in place, such as group processing and the template for officer review.

Similar tools had been in place at various offices, but nothing to enable consistent decision making throughout the organization. His teams truly felt part of the innovation agenda and felt highly valued for their contributions to it. That is the spirit Paul brought to bear and for which he will be greatly missed. He was a superb leader and a great colleague who has left us too soon.

What follows is taken from the eulogy given at the celebration of Paul's life by Claudette Deschenes, former ADM Operations (2007-2012).

After 11 September 2001, Paul worked on a number of projects with the United States where the Canadian Immigration and Customs programs sought to keep the border open and create a shared Border Vision with our American colleagues. He was instrumental in creating the NEXUS program that many of you use to cross the border every day. He was a member of the team that received a Public Service Award for that work and won a second Public Service Award for his outstanding management and leadership skills.

I first got to work with Paul in 2003. At that time, and I think for all of his career, the first impression you always got was of a collegial consensus guy who looked to build a win-win solution. It was my privilege to work with Paul until I retired in 2012, and I can say that every day I saw Paul give his all to create a better work environment for his teams, to improve the service we gave to our clients and to ensure that we as public servants did the best we could with the resources we had, not spending when we could find better ways to deliver.

I asked Paul recently what he considered to be his best job. He didn't skip a beat and responded being Director General of Centralized Network. He said this job had everything. He got to work with a wonderful team of committed public servants, got to create a new vision for client service, managed teams in Ottawa-Gatineau and throughout the country, and worked closely with all facets of the department in Operations, as well as in the Corporate and Policy areas.

Paul was always a strong supporter of renewing the Public Service. He loved to identify talent in his staff and give them opportunities to stretch. He was also open to giving people who had no operational experience a chance to grow and understand better the key mandate of the immigration program, serving clients. Genuine in every bone in his body, whenever he stopped to talk to someone, be they a senior manager, a supervisor, a new recruit or a union representative, people knew that Paul cared and was actively listening.

I turn to the next generation of public servants in this room. Paul would want you to believe in yourselves, to always remember that you are there to do the very best you can to serve the Canadian public interest and that together you can succeed much more than alone. You do not need to look for individual glory as, if you work hard to meet team objectives, you will be recognized. At the same time, Paul would want you to remember that you have friends, family and colleagues who deserve some quality time from you to really listen and communicate. I leave you knowing that Paul would want all of us to enjoy life to the fullest and to be kind to people we meet. Let that be his challenge to us.

Dolin, Marty

The Society was saddened to hear of the death of Marty Dolin at the age of 78 in Winnipeg on 14 February. Born in 1939 in New York City, Dolin came to Canada in 1967 in opposition to the Vietnam War, according to his son, Ben.

In 1994, he published *Education in a Multicultural Society*, and in 2012, he was given the Queen Elizabeth II Diamond Jubilee Medal for his public service. Marty served as a Member of Manitoba's legislative assembly but was even better known for his work on behalf of refugees, as a member of the Canadian Council for Refugees, the Social Planning Council for the City of Winnipeg, and as head of the Manitoba Interfaith Immigration Council. During his years with the council, Marty helped newcomers in Manitoba settle into their new home by setting them up at Welcome Place.

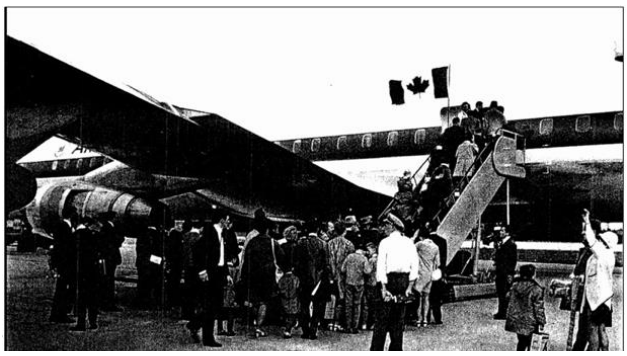
Described as impassioned and fearless, he was a straight-shooter whose opinions were expressed through a heavy Bronx accent. And those who knew him best say he used those candid ways to better the lives of thousands of people.

Morrow, Charles
Roy Christensen

Charles Wesley Morrow died peacefully after a short illness on 15 January 2018. Predeceased by his wife, Sally, he leaves three daughters and two grandchildren. Charles was born in Toronto on 8 March 1934. He began his career in journalism as a 17-year-old copyboy at Canadian Press and then took posts as desk editor in Vancouver, Edmonton, and Halifax. In 1962, he joined the Press Gallery in Ottawa as parliamentary bureau chief for Broadcast News.

Shortly after marrying Sally Murphy in March 1966, Charles joined the Department of Citizenship and Immigration and was sent to Geneva as head of information at the new European office, which had opened that spring. Charles was deemed suitable for the position because of his background as a journalist and editor in bureaus across Canada, including Parliament Hill, and as a seasoned traveller in Europe, which was *de rigueur* for young people in the 1950s and 1960s. His chief responsibility was to manage the advertising and promotional campaigns aimed at attracting professional and skilled immigrants to Canada.

In the summer of 1968, Charles was closely following the student riots in Paris, but his focus quickly changed when Warsaw Pact tanks rolled into Prague on 21 August to put down Alexander Dubcek's attempt "to give socialism a human face".



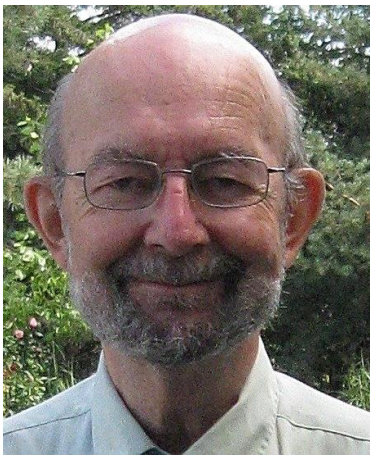
Canada's first charter flight for Czech refugees, Vienna, 15 September 1968

Charles was immediately sent to Vienna to help handle the press "and anything else". As Czech refugees poured into Vienna, Charles became what he called "Mr. Fixit". Those dramatic events would stay with him for the rest of his life, and he forever remembered the first chartered aircraft, an Air Canada DC8, leaving Vienna on 15 September. The following year, in July 1969, the office in Geneva was closed, and Charles returned to Ottawa.

There he continued communications and public relations work with Manpower and Immigration, but soon moved to CIDA. From 1978 to 1981, Charles was seconded to the World Health Organization and moved back to Geneva, where he supervised communications and promoted WHO initiatives, including the campaign to eradicate smallpox worldwide. In 1982, Charles was back in Ottawa working for CIDA, from which he retired in the late 1980s, going on to forming his own consultancy company.

Chuck, as his friends called him, was an active member of the National Press Club, and was co-founder of the Canadian Committee for World Press Freedom, serving as its secretary for 20 years. Prior to his death the committee honoured him with the Spencer Moore Award for Lifetime Achievement.

Simard, Paul
Gérard Pinsonneault



Le 21 novembre 2017, est décédé Paul Simard, figure marquante de l'immigration au Québec, en particulier dans le domaine des relations fédérales-provinciales. Né au Québec en 1944, il a complété ses études classiques et obtenu son baccalauréat ès Arts du Collège Saint-Viateur de Montréal en 1965. En 1968, il a obtenu sa Maîtrise en philosophie de l'Université de Montréal.

Paul Simard a commencé sa carrière professionnelle en 1968 en tant qu'agent du service étranger d'Immigration-Canada. Après avoir complété sa formation, il a été posté à Paris à titre de conseiller à l'immigration de 1969 à 1972 et à Beyrouth, à titre de premier secrétaire, de 1972 à 1973. De retour à Ottawa, il a passé les deux années suivantes affecté au service du personnel de la Commission de l'Emploi et de l'Immigration du Canada. C'est pendant cette période qu'il a complété une maîtrise à

l'École nationale d'administration publique du Québec. Il a ensuite poursuivi sa carrière au sein du ministère québécois de l'immigration, de 1975 à 1990.

Pendant ces quinze années, Paul Simard a occupé divers postes importants : directeur adjoint des services à l'étranger, directeur des services de sélection à l'étranger, directeur de la planification et de l'évaluation (responsable, notamment, de la recherche et des services informatiques). C'est pendant ces années qu'ont été conclues, entre le gouvernement fédéral et le gouvernement du Québec, deux ententes majeures en matière d'immigration : l'Entente Couture/Cullen en 1978 et l'Accord Canada-Québec (Gagnon-Tremblay/MacDougall) en 1991. La première de ces ententes a permis aux autorités québécoises d'exercer, pour la première fois, des responsabilités déterminantes en matière de recrutement et de sélection des ressortissants étrangers à titre permanent ou temporaire. La deuxième, tout en maintenant essentiellement les mêmes dispositions que la première, ajoutait à celles-ci des responsabilités majeures en matière d'intégration et prévoyait un mécanisme de compensation financière, par le fédéral, pour permettre au Québec d'assumer les coûts reliés à ces nouvelles dispositions. À noter que cette entente, toujours en vigueur, a été conclue en dépit de l'échec, confirmé en 1990, de l'Accord constitutionnel du Lac Meech de 1987, en vertu duquel les clauses de celui-ci relatives à l'immigration devaient être constitutionnalisées. La contribution de Paul Simard à ces négociations, tout en étant discrète, a été déterminante. L'expertise qu'il avait acquise au sein de l'administration fédérale et la connaissance poussée qu'il avait de l'administration québécoise ont facilité les discussions, en rassurant les participants sur la crédibilité des positions respectives soumises par les uns et les autres.

En plus de son implication dans les négociations fédérales-provinciales, il a assumé, au sein du ministère, la mise en œuvre de grands pans de l'Entente Cuture/Cullen, notamment les modalités relatives à l'immigration familiale, aux ressortissants étrangers en séjour temporaire ou en processus d'accès, sur place, à la résidence permanente. Il a également assumé diverses responsabilités liées à la détermination des niveaux d'immigration et à l'analyse des tendances des mouvements migratoires.

Pour les plus hautes autorités du ministère, il était un conseiller écouté et apprécié, reconnu pour sa compétence, sa lucidité, parfois même sa sévérité, et toujours, pour sa loyauté. Celles-ci avaient souvent recours à lui pour agir à titre de porte-parole auprès des médias et des autres intervenants dans les domaines liés à l'immigration : chercheurs universitaires, analystes politiques, organismes d'assistance aux nouveaux arrivants, avocats et consultants, etc. Il était reconnu pour ses talents de conciliateur et de pédagogue pour expliquer, analyser et faire comprendre les points de vue de son administration.

Après avoir quitté le ministère, en 1990, il a poursuivi sa carrière au sein de l'administration publique québécoise, d'abord à titre de directeur de la recherche au ministère responsable de la main-d'œuvre, de la formation professionnelle et de la sécurité du revenu, de 1990 à 1994, et plus tard comme directeur à la Régie du Cinéma du Québec, jusqu'à son départ à la retraite au début de 2003.

Une fois retraité, il s'est consacré à l'amélioration de sa maison ancestrale située à Marieville, en Montérégie, ainsi qu'à un projet ambitieux de construction d'un bateau. Il avait un grand talent pour le travail du bois, comme en témoignent les meubles et les jouets qu'il a fabriqués pour ses petits-enfants. Durant plusieurs années, à titre bénévole, il a non seulement fait régulièrement la lecture à une personne non-voyante mais il lui a aussi aidé à apprivoiser l'usage de l'ordinateur et de la navigation sur l'internet. Sans doute en raison des épreuves qu'il a subies tôt dans sa vie (longue maladie au cours de son enfance qui l'a laissé avec un léger handicap à une jambe et décès prématuré de son épouse, après quelques années de mariage seulement), il avait développé une force de caractère et un tempérament peu communs, marqués par la patience, la persévérance et la détermination. Il laisse le souvenir, chez ceux qui l'ont côtoyé, d'un gestionnaire profondément humain, à l'écoute des personnes dont il avait la responsabilité de diriger.

CIHS thanks its corporate members - IRCC, P2P and Pier 21 - for their significant support as well as its life and annual members. All these contributions allow us to pursue our objectives and activities.

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