Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

CANADA
DEPUTY MINISTER
OF
CITIZENSHIP AND IMMIGRATION

TO: Mr. Kirk
FEB 5 1964
REGISTRY

CONFIDENTIAL

Ottawa 4,
February 3, 1964.

N. A. Robertson, Esq.,
Under-Secretary of State
for External Affairs,
East Block,
Ottawa.

8-9-1-1
8

Dear Mr. Robertson:

I am enclosing for your information a copy of a confidential memorandum dated January 14 on the subject, "Immigration Policy and Programmes". This was approved by Mr. Favreau for distribution to Cabinet and was sent to the Cabinet Secretariat for this purpose: since then it has not been distributed or considered.

The memorandum was actually drafted about two months ago. In the meantime we have received the impression that there is a developing view among those who study the general economic situation closely that it is high time to promote the immigration of skilled, qualified and trainable workers and experienced entrepreneurial talent. Since this view is given concrete expression in the memorandum, I have decided to distribute it directly to a few of the senior advisers to the Government whom I believe to be interested.

We have in mind establishing an interdepartmental committee to advise this Department on economic aspects of immigration policy on a continuing basis. The Minister of Citizenship and Immigration referred to this in the House of Commons in the course of the debate on departmental estimates, and it is mentioned

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

again at the bottom of page 3 of the attached memorandum. Immigration policy is, of course, far too complex to be formulated on the basis of economics alone, but it would be to the advantage of this Department and of the Government to bring to bear upon this subject the best economic thinking and analysis that are available.

We shall be interested to receive any comments you may wish to make. We shall try to arrange the first meeting of the proposed committee at a convenient time in the fairly near future and we should be grateful to be informed in advance of this whether or not you will consent to participate.

Yours sincerely,

C. M. Isbister,
Deputy Minister.

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

THIS DOCUMENT IS THE PROPERTY OF THE GOVERNMENT OF CANADA

MEMORANDUM TO CABINET

CONFIDENTIAL

IMMIGRATION POLICY AND PROGRAMMES

1. In this memorandum a statement of immigration policy during the coming year is put forward for approval. New difficulties and new opportunities are being encountered. Some established concepts are being modified by requirements at home and by changing circumstances overseas. Initiatives are being considered on the basis of two main objectives, namely, to stimulate economic growth and to reduce discrimination based on ethnic origin or creed as expressed in the sponsorship rights of Canadian citizens.

2. A comprehensive declaration of policy was made by the Right Honourable W.L. Mackenzie King on May 1, 1947. The principles of that speech have been confirmed on later occasions but not substantially modified. In brief, it was stated that the Government would foster the growth of the population through the careful selection of such numbers of immigrants as could be absorbed advantageously by the Canadian economy. It was recognized that a wise and productive policy could not be devised simply by studying the situation in Canada; in addition, it was necessary to consider the changing circumstances in areas which are sources of migration from overseas. It was considered that immigration to Canada is not a 'fundamental human right' but a privilege, and that mass migration should not make a fundamental change in the character of Canada's population. It appears to be in the Canadian interest to continue to observe these principles today as in 1947.

3. In the intervening years, changes have taken place which have an important bearing on immigration policy. The former predominance of agriculture has waned and the Canadian economy has become increasingly dependent upon industrial capacity. There has been no diminution, however, in the necessity of competing efficiently in the world economy in order to achieve essential growth and development. The root of this matter is Canada's ability to produce goods at competitive prices for domestic and foreign markets. Numerous steps have been taken to improve living standards by introducing new and extended social security measures, and these cannot succeed in their larger objectives without rising economic productivity. Success or failure in these important economic areas will depend in large part upon continuing improvement of the capacity of the labour force, and immigration has an important role to play in this area.

4. After World War II immigration from Europe was composed mainly of war brides, refugees selected both for their individual skills and for work on farms, domestics, sponsored relatives of Canadian residents and occasional special movements for specific purposes such as trackworkers. Unsponsored immigrant workers were required to remain for stipulated periods in the employments for which they had been selected. There was no shortage of applicants and large numbers of people wanted to move to Canada. At the same time, Canada's traditional requirements for workers were beginning to change. New methods and modern machinery were being developed. Servicemen and women were returning with new skills and training. More people were proceeding to higher education than ever before. In consequence of automation the demand for skilled and trainable workers was already increasing faster than for other workers.

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

5. Fortunately, many of the migrants recruited in Europe for unskilled work were highly skilled and had agreed to accept unskilled employment as a means of entering Canada. After their work contracts expired they found their way into employment at levels in keeping with their training and experience. These people have since made substantial contributions to Canadian growth and development.

6. Others including those sponsored by relatives in Canada and those selected for work as labourers were unskilled and semi-literate. They were not equipped to adjust to the rapidly changing nature of today's economy and they tended to move to the cities where they found employment as labourers in the construction industry during the lengthy post-war boom. Hard working and industrious, they filled an important role during this period. However, these unskilled migrants were members of large families from depressed areas of Europe. They were anxious to bring their families and relatives to Canada, where living under the most humble circumstances was superior to anything they had experienced before. This resulted in large sponsored movements of unskilled persons at a time when the demand for unskilled labourers was rapidly diminishing. The extent of the movement can be measured by the fact that roughly 48.6% of all immigrants who have entered Canada since 1958 have been sponsored. Available evidence indicates that the sponsored immigrants who enter the labour force consist to a large extent of the unskilled and the under-educated.

7. Despite the policy statement of 1947 that mass immigration should not make a fundamental change in the character of the population, the immigration that has actually taken place in the meantime has led to notable changes. Particularly in the large urban centres, what might be called the ethnic mix has become richer and more varied. This has been accompanied by an increased impatience on the part of some of these groups, which have experienced adverse discrimination with respect to sponsorship privileges, to achieve full recognition in this respect. Since there is a continuing tendency for sponsored immigration to add to the pool of unskilled unemployed, there is a conflict of public interest in this matter to which no easy solution is in sight. Neither the requirements of employment policy nor the aspirations of ethnic minorities to achieve family reunion and equality of treatment in Canada can be ignored without inflicting damage on certain important aspects of Canadian life.

8. In June, 1961, the Special Committee of the Senate on Manpower and Employment reported that the majority of unemployed workers in Canada are unskilled and lack high school education. This has resulted in a serious unemployment problem at a time when large numbers of vacancies for skilled and easily trainable workers remain unfilled. It is predicted that many more unskilled Canadian workers will be entering the labour force during the next ten years than can be absorbed, in addition to the unskilled who may enter as immigrants under the sponsorship system. These problems are sufficiently serious to merit a careful integration of immigration and employment policy, in the light of the most reliable economic studies that can be made. A modern industrial revolution is in progress and immigration policy should reflect actual requirements to the maximum extent possible.

9. As a rule of thumb, four skilled workers are employed for each unskilled worker. It seems probable that by increased immigration of the skilled and easily trainable, more jobs can be provided, in the economic circumstances which exist, for the unskilled unemployed who are already here. Immigration can play an important and necessary role by recruiting skilled workers, and persons with capital and the ability to become established in self-operated enterprises in Canada, who will in turn create jobs. There is a demographic gap in the population structure in the age range at present between 18 and 33 and this coincides nicely with the ages at which immigration is most successful.

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

10. Two basic objectives need to be stated for guidance in the reformulations of policy which are in progress. The first is Canada's economic requirement in terms of manpower and population. The second is a tenet of liberalism, namely, to overcome discrimination in sponsorship privileges as between different groups of Canadian citizens. In addition, it will be appropriate from time to time to provide for special movements on the basis of humanitarian considerations, in recognition of Canada's position as one of the more prosperous countries in the world community.

11. The machinery of immigration cannot well be turned on and off at a moment's notice. The flow of immigration should be in line with the country's absorptive capacity, and wide fluctuations in the annual intake should be avoided, so that integration may take place at a uniform pace and in an acceptable manner. The low ebb of initiative in immigration policy that has developed during the past few years will take time to change, requiring careful planning and hard work. In 1964 the intention should be to increase, as quickly as careful procedures will allow, the flow of suitable immigrants to Canada, in the light of an intensified study of the conditions that affect immigration both at home and overseas.

12. The previous government set as a target an annual numerical immigration intake averaging 1% of Canada's population, to be reached on a progressive basis over a period of years. Such a target appears in retrospect to be regrettable in being based neither upon an evaluation of requirements in Canada nor of the conditions that prevail overseas. The rate of increase in the flow of desirable immigrants should be determined as the resultant of sound policies and the responses to those policies, while avoiding artificially conceived targets that may not be satisfactory or attainable. Between 1950 and 1956, when people were clamouring to come to Canada, the annual immigration average was only 147,000. Now that Europeans are no longer being driven either by the same hunger or by the same fear, to establish arbitrarily a target of 180,000 or 200,000 for 1964 would create a numerical goal that might be fulfilled only by bringing in excessively large numbers of unsuitable people. In any event, a maximum effort starting now will not exercise full effect during the calendar year 1964. The objective should be to take every practicable step to increase the flow of needed immigration during 1964.

13. In the following sub-paragraphs indications are given of some particular aspects of immigration policy to be considered and developed in 1964:

(a) A VIGOROUS RECRUITING PROGRAMME FOR SKILLED WORKERS -

The Government, through the Department of Citizenship and Immigration, should pursue a vigorous immigration programme designed to select the skilled and easily trainable workers, and additional entrepreneurial talent, needed for economic development and population growth.

(b) AN INTER-DEPARTMENTAL COMMITTEE TO STUDY ABSORPTIVE CAPACITY AND IMMIGRATION REQUIREMENTS -

For many years it has been stated that the annual immigration rate should be determined by absorptive capacity, but not enough progress has been made in methods of appraising what is meant by this difficult economic concept. It is therefore proposed to establish an Inter-Departmental Committee on Immigration, under the chairmanship of the Deputy Minister of Citizenship and Immigration, to study this and other economic aspects of immigration policy on a continuing basis. The members of the Committee should be the Deputy Ministers of the following Departments: Agriculture, Industry, Trade and Commerce, Labour, Finance and External Affairs, the Governor of the Bank of Canada and the Chairman of the Economic Council of Canada.

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

(c) LIAISON WITH PROVINCIAL GOVERNMENTS -

Several of the provinces have overseas representatives who are concerned about immigration matters, and the Department of Citizenship and Immigration should continue to work closely with these representatives and to develop any new lines of co-operation which promise to be productive. A close working arrangement should be maintained, for example, with the representatives of Quebec House in Paris, Ontario House in London and other provincial agencies overseas. A similar liaison should be maintained with the appropriate agencies of the Provincial Governments across the country.

(d) MORE EFFECTIVE OVERSEAS RECRUITING METHODS -

For years immigrants have been selected from among the applicants who applied at overseas offices, either spontaneously or in response to occasional campaigns of advertising. When large numbers of suitable persons were available, this was satisfactory. It is inadequate under present conditions, as prospective immigrants are no longer approaching the Canadian offices in large numbers, and a much more aggressive programme is needed to recruit the types of immigrants that are required.

Promotional work should be improved and intensified. To compete successfully with other receiving countries, the facts about Canada should be presented in a truthful and attractive manner. Because of the economic buoyancy of the countries that have traditionally supplied immigrants from Northwest Europe, conditions are not as favourable as they were after World War II, but it may be possible to improve the annual immigration rates with improved methods and facilities. In 1963, the spending of a comparatively small amount of money on advertising in the United Kingdom and Ireland helped to increase the movement substantially in a short time and a larger flow can be expected from these countries next year. It is encouraging that the percentage of unskilled workers in this particular flow has not been increased, and it can be hoped that improved and sustained promotional methods will have similar results in other areas of Europe. Results might be expected from such an approach in France, for example, if the way could be cleared with the French Government.

Europe and the United States represent the only areas that can satisfactorily provide the numbers of skilled persons that are required. Most countries in other areas of the world are faced with an even more serious shortage of skilled persons than Canada.

(e) APPROACHES TO OTHER GOVERNMENTS -

Canada has traditionally avoided bilateral immigration agreements with source countries, on the grounds that Canadian immigration is a Canadian matter. Without necessarily reversing this attitude, carefully considered efforts should be made to assist other Governments to understand, to condone and, on occasion, to co-operate with our policies. In most of the traditional sources in Europe, Canada's promotional activities are restricted in one way or another because the Governments are concerned about the possibility of mass emigration of skilled persons. These attitudes are understandable but it might be possible in some instances to achieve an improved reconciliation of policies, and this is particularly desirable in the case of France.

Canada has not been able to advertise openly for immigrants for many years in countries like France and Germany, but this situation might possibly be corrected if Canadian programmes could be stated in such a fashion as to fulfil Canadian needs without frightening the other governments concerned. It may be felt that such understandings would in effect impose limitations on recruiting activities, but the flow of immigration from the countries in question has been low and apparently can be increased only by overt promotional methods.

000226

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

(f) A REVIEW OF THE SYSTEM FOR TRAVEL SUBSIDIES -

Suitable immigrants are now provided with Assisted Passage loans to cover travel and transportation expenses, and they are required to repay in instalments from their earnings after arrival in Canada. The scheme has some disadvantages. Provision is not made for the equalization of repayments between people who travel to Eastern and Western Canada, and as many unsponsored immigrants cannot afford to go to Western Canada, they tend to settle in the large metropolitan centres of Ontario and Quebec even to a greater extent than if they could proceed easily to other places. There are also problems resulting from the collection of outstanding accounts that have created unfavourable publicity, and it is doubtful if the scheme is as attractive to European immigrants as schemes available for migration to other receiving countries. The Australian £10 scheme allows selected migrants to go to any part of Australia from their countries of origin for £10, if they agree to stay in Australia for two years.

It is estimated that it costs many thousands of dollars to train a skilled Canadian worker before he is ready to take his place in the labour force. On this basis, immigrants are comparatively inexpensive. During the fiscal year 1960-61 it cost $15 to $30 to recruit each immigrant in the United Kingdom and Ireland, and only a very small percentage of the workers were unskilled. In view of the large amounts that will be spent for retraining unskilled workers in Canada, and the jobs that skilled immigrants may be able to provide for unemployed Canadians, it is possible that a more generous system of travel subsidies could be worthwhile. The intention is to conduct a careful examination of this matter in 1964.

(g) IMPROVED RECEPTION AND INTEGRATION METHODS -

The problem of reception and integration of immigrants in Canada requires a careful and thorough re-examination. Some immigrants are placed in employment through the Immigration Settlement Service. Others find employment through the National Employment Service, or on their own. This is a matter of considerable concern, for even the most experienced and desirable immigrant will be of little value to Canada if he does not become properly established within a reasonable period. Studies are to be pursued to seek the basis for improvements.

(h) TRAINING FOR SELECTION AND PLACEMENT OFFICERS-

Improvements will be made in the training of overseas immigration officers and of those concerned with reception and settlement in Canada. Courses are being developed to cover immigrant counselling, interviewing techniques, reception procedures, settlement methods and the whole area of integration and citizenship.

(i) CANADA'S HUMANITARIAN RESPONSIBILITIES TO THE WORLD COMMUNITY -

In addition to Canadian needs, increasing attention must be paid to the aspirations of some of the overpopulated and underdeveloped areas in the world, such as the West Indies, and efforts will be made to formulate programmes which will be more in accordance with the needs of all concerned, and consistent with Canadian absorptive capacity.

(j) THE REUNION OF FAMILIES-

Concern is felt about the problems that have separated Canadians from their families overseas particularly where the relationship is close or where there is a high degree of dependency involved. These separations are unfortunate whenever they occur and it is undesirable that situations of this kind should be permitted to develop again. In seeking amendments of sponsorship formulae, a major objective should be to reunite Canadian citizens with their dependents.

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

(k) THE IMMIGRATION ACT -

The Immigration Act has been in force since 1952. It is being examined with a view to extensive revision. Concern is frequently expressed about discrimination between Canadians of different racial backgrounds, the basis for security screening, the appeal procedures, and the whole area of Ministerial discretion. In addition, it may be appropriate to consider a system of bonding for sponsored immigrants.

14. The expanded programme outlined in this memorandum will require for promotional purposes additional funds in the amount of $78,000 over and above that already authorized for normal operating costs for the 1963-64 fiscal year. For 1964-65 an expanded programme will require:

for Publications ..... $148,000 (gross)

for Promotional activities ..... $485,000 (gross)

for Operating costs (including equipment, communications, travel, accommodation, etc).... $688,000 (additional)

15. It is recommended that the programme outlined in this memorandum be noted and approved in principle.

Respectfully submitted,

Minister of Citizenship and Immigration.

Ottawa, January 14, 1964.