

# Bulletin

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## A DELICATE AND CONTROVERSIAL IMMIGRATION PROBLEM

The following statement on current Canadian policy "towards draft resisters and military deserters" was made on May 8 to the House of Commons Standing Committee on Labour, Manpower and Immigration by Mr. Allan J. MacEachen, the Minister of Manpower and Immigration:

...Our policy towards draft evaders is simple and straight forward - if an applicant for landed immigrant status in Canada otherwise meets our immigration criteria, the fact that he is, or could be, a draft evader has no bearing on his eligibility.

Our policy on deserters does not lend itself to such simplification, and to understand our approach more clearly it is helpful to review briefly past practice.

Up until January 1968, and for some time prior to that date, Canadian immigration officers at all points, in Canada, at border points and abroad, were under instructions not to process the application for landed immigrant status of any persons in active military service, unless and until such persons showed proof of discharge, or imminent discharge. In other words, persons known to be serving in the armed forces of any country were not processed for permanent entry to Canada unless they were discharged or were in the process of being discharged.

In January of last year, this policy was changed with respect to armed service personnel of other countries applying from *within* Canada for landed immigrant status.

### CHANGING POLICY ON DESERTERS

Since January 1968, armed service applicants, including U.S. deserters, applying from within Canada have been granted landed immigrant status if they otherwise meet immigration criteria. In other words,

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if a member of the armed services of another country is legally in Canada as a non-immigrant, then decides while he is here to apply for landed immigrant status, such status is normally granted if he scores the required number of points, meets medical requirements and has no criminal record.

The instruction to immigration officers requiring them to obtain proof of discharge continued in effect at ports of entry and offices abroad until July 29, 1968.

On that date, the earlier mandatory instruction requiring proof of discharge for armed services personnel applying outside Canada and at border points was withdrawn, as it had been withdrawn some six months earlier for similar persons who had already entered Canada as visitors and were applying for landed immigrant status.

It was replaced by a more permissive approach, which, instead of requiring officers to bar permanent entry to armed service personnel, allowed them to exercise discretion. Since July of last year, immigration officers at border points and offices abroad have been operating under a set of guide-lines designed to assist them in exercising this discretionary authority in a reasonable and humane way....

## CONTENT OF POLICY GUIDE-LINES

These guide-lines were drawn up to assist selection officers in the "final judgment" they must make when all factors have been assessed in connection with a prospective immigrant. Normally, an applicant who achieves the required number of units will be accepted, and normally those who fail to do so will be refused.

However, the regulations provide that this is not a rule to be followed slavishly, that there can be exceptions - in both directions; in other words, a selection officer in special circumstances can refuse an applicant who obtains the required number of points or accepts one who falls below this number....

It is clear that the exercise of such discretion must be based on good reasons of a substantial kind; furthermore, the reasons must be submitted in writing to, and approved by, a superior officer - who would normally be the officer in charge at a border-crossing point or immigration office.

Selection officers are asked to take into account, in the case of overseas applicants and those at ports of entry who meet the norms of assessment, before making their final judgment, substantial legal, contractual or moral obligations which such persons may be under in their country of origin.

Such obligations could apply to persons against whom criminal charges are pending, persons who are heads of families and have deserted, persons who are separated or divorced and are not living up to their legal obligations to their families, persons who are leaving excessive debts behind, without any arrangements for settlement and persons who are serving on an active basis in the armed forces of their country.

The guide-line makes it quite clear, both in content and in context, that the final judgment of selection officers should be based on commonsense, a positive rather than a negative approach, and on a sympathetic understanding of human beings....

### FIGURES FOR 1968

Last year, in Canada and at ports of entry, this discretionary power was exercised in favour of applicants in 84 cases and against in only 11. These, by the way, are the offices at which most, if not all, U.S. military deserters would apply for permanent entry to Canada. At overseas points, it was exercised favourably in 884 cases and against in only 137. It should be noted that these figures, both in Canada and abroad, include all applicants for whom this discretion was exercised, of whom deserters make up a very small proportion.

This is the practice as it now exists. As I have noted earlier on a number of occasions, this policy is currently the subject of a detailed review. The objective is to find a more acceptable way, if possible, of dealing with military deserters.

In any such review of current policy on deserters a number of alternative courses of action present themselves. One is to disregard completely active

military service when examining prospective immigrants. A second option is to return to the practice which existed prior to January 1968 and make active membership in the armed services of another country a bar to permanent entry to Canada. A third choice is to continue the present approach, or a variation of it.

Apart from these considerations, I should say that two features of our current approach are causing me considerable concern. One is the heavy responsibility which immigration officers at ports of entry and offices abroad have in refusing admission in what has become a most delicate and controversial matter. Even though the negative exercise of this discretion has been very sparing - at the most only 11 times at border points in 1968 - and even though the decision must be concurred in by the superior officer, it may be that some other approach would be more appropriate.

My second cause for concern is the fact that officers inside Canada are not required to exercise this discretion in the case of deserters, while those at ports of entry and offices abroad are. This is not an entirely satisfactory situation and in our review we are seeking a more balanced approach.

I hope that my review of this delicate and controversial subject will result in a Government decision in the near future.

## INDUSTRIAL PRODUCTION

The seasonally-adjusted index of industrial production rose strongly in March, to 169.7, a gain of 1.6 per cent from the revised February level of 167.1. The whole of the 1968 index of industrial production has now been revised to incorporate raw data changes and more up-to-date seasonal factors. These new factors have also been incorporated into the 1969 data.

Virtually all the March increase was due to the 2.1 percent increase in manufacturing, as utilities rose only fractionally while mining fell slightly. Durables accounted for almost two-thirds of the manufacturing gain.

While gains in durables were widespread (seven of the eight major groups rose), most of the increase was due to the motor-vehicle advance in transportation equipment, where one of the major producers resumed full production after cutbacks in February. Other major contributors to the durables gain were wood, where lumber production rose from the weather-induced slump of the earlier part of the year, and metal fabricating. Steel pipe and tube mills rose by more than 20 per cent, largely in response to increased demand for pipe-line construction.

Non-durable increases were also widespread as ten of the 12 major groups rose. The major factors in the increase were pulp and paper, in large part due to increased exports of newsprint, printing and publishing, and rubber.

## MR. SHARP TO SCANDINAVIA

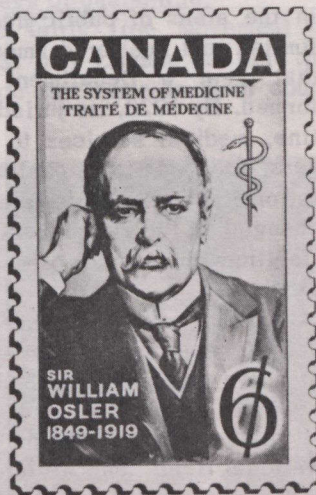
Secretary of State for External Affairs Mitchell Sharp has announced his acceptance of invitations from the Governments of Denmark, Finland, Iceland, Norway and Sweden to visit their capital cities in mid-June. The purpose of this trip will be to reaffirm on a personal level the long-standing good relations that have existed between these governments and the Government of Canada. Mr. Sharp also hopes that his visit will serve as an impetus for increased co-operation at all levels between Canadians and the people of the countries visited.

Mr. Sharp will arrive in Oslo on June 8. From there he will go to Helsinki on June 10, to Copenhagen on June 12, to Stockholm on June 15 and to Reykjavik on June 18. He will return to Ottawa on June 20.

## OSLER STAMP ISSUE

Sir William Osler, a native of Bond Head, Ontario, who achieved world recognition as a medical teacher and as one of the finest diagnosticians of his day, will be commemorated on a 6-cent stamp to be issued by the Canada Post Office on June 23.

The new stamp, vertical in format, with dimensions of 20 x 40 mm., marks the fiftieth anniversary of the year Osler died. The tribute coincides with a world meeting of nurses at the fourteenth Quadrennial Congress of the International Council of Nurses, which is to be held in Montreal, where Sir William took his M.D. in 1872 at McGill University. A brown, steel-engraved portrait occupies the lower three-



quarters of the stamp; the denominative "6", also steel-engraved, is printed in brown in the lower righthand corner. In the lower lefthand corner, arranged on three lines in white letters, is the motto "Sir William Osler 1849-1919". Above the portrait the same printing process is used for the legends "The System of Medicine" and "Traité de Médecine", the English and French titles of a seven-volume encyclopedia edited by Sir William.

Dr. Osler, who excelled as a teacher of medicine, was prominent in the founding of the Rockefeller Institute for Medical Research, New York City, and the Johns Hopkins Medical School in Baltimore. He continued his teaching career at the University of Pennsylvania, Philadelphia, from 1884 to 1889; at Johns Hopkins, from 1889 to 1904, and at Oxford University, from 1904 to 1919.

## CABINET SCIENCE ADVISER

The Prime Minister has announced the appointment of Dr. R.J. Uffen as Chief Science Adviser to the Cabinet. Dr. Uffen, who will have direction over the Science Secretariat of the Privy Council Office, will replace Dr. J.R. Weir, whose appointment as adviser to the Minister of Fisheries and Forestry on renewable resource development and as Chairman of the Fisheries Research Board, was announced on May 15.

The Prime Minister said that the Government was well aware of the vital contribution that science and technology had made to Canada's economic and social well-being, and of the vastly greater contributions that they could make in the future if properly developed and exploited. The proper exploitation of science and technology would require the development and maintenance of high standards of competence among those engaged in such work and the establishment of basic priorities between competing demands for human and financial resources.

## ROLE OF SCIENCE SECRETARIAT

The Science Secretariat of the Privy Council Office was established in 1964 to advise the Government, on a day-to-day basis, on the fulfilment of its responsibility in scientific matters. The Government Organization Act 1969 recently amended the Science Council of Canada Act to make clear the distinction between the roles of the Science Council of Canada, which represents the Canadian scientific community and advises the Government on medium and long-term fundamental issues in science, and the Science Secretariat, which advises the Government on a daily basis on all matters relating to science. Among other duties, the Science Secretariat is expected to be knowledgeable about the conduct of scientific activities in Canada and abroad, and especially within the Government of Canada, in order to provide a background for policy decisions. It is expected to study and advise on the implementation of recommendations made to the Government by the Science Council and by other bodies wishing to make their views on scientific matters known to the Government. Within the Government, and to the extent necessary, the Science Secretariat will co-ordinate and participate in interdepartmental discussions on scientific matters and provide the support staff required by the Privy Council Committee on Scientific and Industrial Research. In co-operation with the Department of External Affairs it advises the Government on scientific issues in international relations.

The Prime Minister noted Dr. Uffen's distinguished career as a scientist, and his extensive experience as a university professor and a dean of science; his invaluable contribution to the Defence Research Board both as Vice-Chairman and Chairman; and the many advisory and consulting positions he has held with government agencies, private research institutes and industrial firms.

## MAUREEN FORRESTER IN PARIS

At a concert in Paris on June 16 of music by such Canadian composers as Jean Papineau-Couture, Otto Joachim, Alexander Brott, Jacques Hétu and Harry Somers, the Canadian contralto Maureen Forrester will sing Somers' *Five Songs for Dark Voice*; on June 19, she will perform the Handel oratorio *Dixit Dominus*. At both concerts the orchestra will be conducted by Jacques Beaudry, another Canadian who lives in Paris. Mr. Beaudry has had much success at the Opéra de Paris during the past two seasons.

The External Affairs Department granted \$7,000 for the two recitals under its programme of cultural exchanges with France. They form part of an annual festival held in the Marais Quarter of the French capital.

## SUMMER JOBS FOR STUDENTS

A stepped-up programme to provide summer jobs for students in the public service has been announced by Manpower and Immigration Minister Allan J. MacEachen. The Government's aim this year is to hire 10 percent more students than were hired last summer, Mr. MacEachen said.

The Cabinet has instructed Government departments and agencies and their regional officers to rearrange their priorities within existing manpower and budget allocations to increase their employment of students by at least 10 per cent.

The programme will include the hiring of at least 1,000 more students than were taken on in the summer of 1968. To make this possible, a survey is under way to determine the exact number hired last year. It is estimated that 2,000 jobs were provided last year through the Student Assistant Programme of the Public Service Commission, besides many others who were employed across the country by federal departments and agencies on a casual or contract basis.

The number of students out of work last summer at the college and university levels is estimated to have reached 40,000 at the peak period; a total of 317,000 did find summer jobs. This year it is expected that an additional 10,000 students graduating from high school or attending college or university will be seeking summer jobs.

## FILM ON CANADIAN EXPORTS

Canada exports Chinese food to Hong Kong, toys to Japan, fashions to France, computers to the United States, watches to Switzerland, electro-medical equipment to Germany, whisky to Britain, potatoes to Ireland — and even brassières to Italy.

These facts are intriguing, and so is *I am a Country*, the Department of Trade and Commerce's

new 25-minute colour film, made for international showing.

*I am a Country* concentrates on industries that rely on human skills and up-to-date industrial and technological organization. It shows that, because of its nature, geographical location and area, Canada has developed modern techniques of world-wide importance.

The 16-mm. film available in English, French, Spanish, Italian, German, Portuguese, Dutch and Japanese, was made by Crawley Films Limited of Ottawa.

## HEALTH AND WELFARE JUBILEE

The Department of National Health and Welfare is celebrating its fiftieth anniversary this year. In a recent statement marking the jubilee, National Health and Welfare Minister John Munro noted how much the Department influences the lives of Canadians. "It is, in fact," he declared, "a cradle-to-the-grave influence, starting with programmes in child and maternal health and family allowances and running full cycle to old age security pensions and death benefits payable under the Canada Pension Plan."

Before 1919, activities of the Federal Government in the areas of public health and welfare had been limited and scattered among several departments. In that year a Department of Health (Canada) was formed. By 1920, its jurisdiction extended to quarantine, medical services to immigrants and sick mariners, food and drug control, public health and sanitation, and child welfare. In 1929 the name was changed to the Department of Pensions and National Health, with veterans' pensions added to its responsibilities.

During the Department's first 25 years, its activity was of a curative nature, devoted to attempts to solve problems that had outgrown the capacity of separate provincial and private organizations. In 1944, the Department was renamed the Department of National Health and Welfare. With the new name came new responsibilities. Much more effort was devoted to allaying the causes of ill health, and much new legislation provided security and health benefits for the young, the old and the infirm.

Health and welfare services have been made available in more recent years through such legislation as Family Allowances (1944), National Health Grants (1948), Old Age Security Pensions (1952), Hospital Insurance (1957), Canada Pension Plan (1965), Health Resources Fund (1966), Canada Assistance Plan (1966) and the more recent Medical Care Act.

"In celebrating 50 years of service, we can be proud of our achievements," Mr. Munro said. "However, there is still much to be done. As this country grows, so will our concern for the medical and social needs of our people continue, and so must standards improve."

## IMPORTING ANIMALS INTO CANADA

Canadian animals are considered amongst the healthiest in the world and can therefore be exported anywhere. Authorities of the federal Agriculture Department's Health of Animals Branch intend, through the enforcement of import regulations and the adaptation of these regulations to conditions in other countries, to see that they stay that way.

Three basic points are considered by Canadian animal-health authorities before issuing permits to bring animals into the country: (1) species; (2) diseases in countries of origin; (3) whether importations meet Canadian animal-health laws. No animal can be imported into Canada unless its health status is equivalent to that of Canadian animals.

Dogs moving from Canada to the United States or the other way require rabies vaccination by a veterinarian. Going to the United States, however, they must have the shots 30 days before crossing the border, whereas, on their return, a veterinarian certificate of rabies inoculation will suffice.

Cats, most birds, and even a pet alligator or snake can go through customs without difficulty. With the exception of pigs, the movement of animals between Canada and the United States is generally quite free. Swine, however, coming from the U.S. into Canada undergo 30 days of quarantine.

One reason for the fairly free movement of animals between the U.S. and Canada is that the disease situation is much the same in both coun-



*Anxiously awaiting the end of a three-month quarantine period.*

tries, but the story changes when animals are imported from other countries. Dogs coming from European countries where rabies exists, spend three months in quarantine. Those from countries free of rabies require only a health certificate from a government veterinarian. Horses need a permit but move freely from most countries unless there is a specific disease problem.

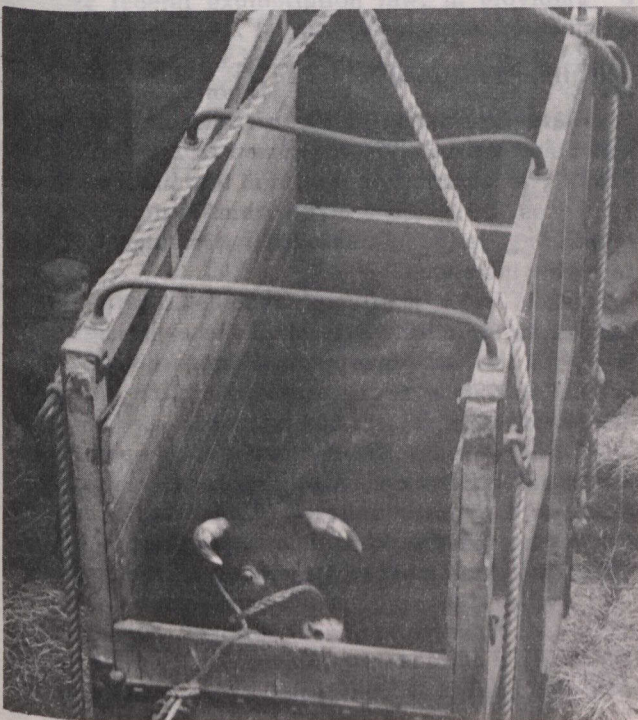
Regulations concerning the importation of cattle, sheep and swine, all susceptible to foot-and-mouth disease, are particularly severe, even from approved countries, and animals undergo exhaustive veterinary examinations and lengthy quarantines both in the country of origin and in Canada.

### UNUSUAL REGULATIONS

Among Canada's animal import regulations is one that prohibits cattle entering by air. The reason is that the extra time required for surface travel allows for a longer incubation period if a disease is developing. Zoological specimens such as felines — lions, cats and others — move freely under permits. However, once in Canada they must remain under observation on the zoo premises for a set period of time. There are no restrictions on reptiles.

Other curious regulations concern importers of bird-life: only two birds in the parrot group from any country — cockatoos, lovebirds, and parakeets — can be imported into Canada at any one time because they carry a type of pneumonia transmittable to man.

Through membership in the Office international des Epizooties, animal-health officials of the Canadian Agriculture Department are kept constantly aware of disease problems in other countries.



*A cow from a country where foot-and-mouth disease exists is unloaded at the Canada Department of Agriculture quarantine station at Lévis Quebec.*

## COMPUTERS IN LEGAL MATTERS

In a recent ceremony inaugurating a jurimetrics project by Queen's University, the University of Montreal and the Department of Justice, the Minister of Justice, Mr. John Turner, presented a cheque for \$30,000 to Dr. J.J. Deutsch and Dr. Roger Gaudry, representing Queen's University and the University of Montreal. The joint undertaking is an experimental pilot project in the application of computer technology to legal materials that may eventually revolutionize the administration of the legal process in Canada.

The ever-increasing volume, variety and complexity of statutory and regulatory law in Canada has produced a situation in which conventional methods of gathering information are slow, inefficient, inaccurate and sometimes ineffective. Moreover, the problem of updating, revising and reforming such legal materials has become a difficult if not impossible task. Yet, though the computer has become an indispensable tool of other disciplines, the law has had little recourse to it. The time has come to bring the computer into the law and to feed the law into the computer.

At present, however, the Department of Justice lacks both the mechanical and human resources to embark by itself on a development and testing programme for the electronic processing of statutory and regulatory data, as well as the base data of judicial decisions. Yet the need for the aid of machines in the drafting, revision and consolidation of legislation and regulation, and for an information retrieval system, is urgent, if the Department is to meet the demands made upon it in this respect. Such demands, it should be remembered, are made in both English and French, and with special attention to the relation between the common and civil law systems.

Since, therefore, Queen's University and the University of Montreal were both deeply involved in the development of jurimetrics, and since they represented both official languages together with the civil and common law legal systems, it was thought both expedient and desirable to take part in this joint enterprise.

### RESEARCH PROGRAMME

In accordance with the agreement, the Department of Justice, with Queen's and Montreal, will take part in a programme of research concerning the application of computers to legal materials. In recognition of the

object of the Department of Justice in participating in this study, the universities will provide the Department with the following (*inter alia*):

(a) the rudiments of a common and civil law thesaurus in a form that will permit its use in any of the more common information retrieval programmes now available from industry;

(b) the rudiments of a French-English thesaurus in a form that will permit its use in a computer retrieval programme to which inquiries may be addressed in either official language; (while there is no expectation that a comprehensive and complete thesaurus can be developed in the time provided for in this study, the Department will expect some form of French-English legal equivalent file that can be put to an immediate practical use).

(c) the use of a series of computer programmes and systems as a pilot project for automated legislative drafting and printing of legislative material as set forth more fully in the agreement;

(d) information respecting investigations and uses of retrieval techniques that pertain, in any way, to material provided by the Department of Justice.

Since the Department of Justice is primarily interested in working towards a completely self-sufficient operation to handle its computerized information retrieval needs, it was agreed that the Department of Justice will have an opportunity to indicate its requirements in those instances where the direction of the work performed in the study is towards a development of a system that precludes an eventual use by and within the Department of Justice.

## BIRTHS, MARRIAGES, DEATHS

Live births registered in provincial offices in March numbered 29,990, compared to 26,772 in March 1968. The cumulative total for the first quarter of 1969 was 2.6 percent higher than that for the corresponding period of last year, with four provinces reporting increases.

The 7,732 marriages recorded in provincial offices during March brought the total number registered for the first quarter of 1969 to 26,307, a decrease of 1.9 per cent from the 26,821 registrations for the corresponding period of 1968.

During March, 12,694 deaths were recorded in provincial offices compared to 12,901 in 1968. The total for the first quarter of 1969 was 2.8 percent lower than that for the corresponding months of last year, with three provinces reporting increases.