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# THE SENATE OF CANADA



## PROCEEDINGS

OF THE

## STANDING COMMITTEE

ON

# Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 1

THURSDAY, 29th JANUARY, 1948.

WEDNESDAY, 4th FEBRUARY, 1948.

The Honourable Cairine R. Wilson, Chairman.

### WITNESSES

Dr. H. L. Keenleyside, Deputy Minister of Mines and Resources.

Mr. James Colley, representing Preparatory Committee of International Refugee Committee.

Mrs. Jean Henshaw, former Director and Supervisor of Displaced Refugee Camps in Germany.

### APPENDIX "A"

Constitution of the International Refugee Organization and Agreement on Interim Measures to be taken in respect of Refugees and Displaced Persons. (Final Text).

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1948



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable CAIRINE R. WILSON, Chairman

### The Honourable Senators

Aseltine	Dupuis	Molloy
Blais	Euler	Murdock
Bouchard	Ferland	Pirie
Bourque	Haig	Robertson
Buchanan	Hardy	Robinson
Burchill	Horner	Roebuck
Calder	Hushion	Taylor
Campbell	Lesage	Vaillancourt
Crerar	Macdonald ( <i>Cardigan</i> )	Veniot
David	McDonald ( <i>Shediac</i> )	Wilson
Donnelly		

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 3, 1948.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said committee report its findings to this house;

And that the said committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*



## MINUTES OF PROCEEDINGS

THURSDAY, 29th January, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

Present: The Honourable Senators Wilson, Chairman; Asseltine, Campbell, Euler, Haig, Hardy, Horner, Hushion, Macdonald (*Cardigan*), McDonald (*Shediac*), Murdock, Pirie, Robertson, Robinson—14.

The Committee held a preliminary discussion with respect to future meetings of the Committee.

The question of a larger flow of suitable immigrants to Canada was considered and it was agreed that the Committee again inquire into the matter of immigration to Canada.

On motion of the Honourable Senator Murdock, it was—

Resolved that the Minister of Labour and Deputy Minister of Labour be invited to appear before the Committee on Wednesday next, 4th February, 1948, at 10.30 a.m.

At 11 o'clock, a.m., the official reporters of the Senate attended.

Dr. H. L. Keenleyside, Deputy Minister of Mines and Resources, was heard with respect to immigration to Canada and the arrangements made for bringing immigrants to Canada, and was questioned.

Dr. Keenleyside distributed to the Committee a chart showing immigration to Canada by racial origin 1934-35 to 1946-47.

At 12.10 o'clock, p.m., the Committee adjourned to the call of the Chairman.  
Attest.

H. ARMSTRONG  
*Clerk of the Committee.*

## MINUTES OF PROCEEDINGS

WEDNESDAY, 4th February, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

Present: The Honourable Senators Wilson, Chairman; Asseltine, Campbell, Euler, Haig, Horner, Hushion, MacDonald (*Cardigan*), McDonald (*Shediac*), Pirie, Robinson, Roebuck—12.

The Committee proceeded to the consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

Mr. James Colley, Ottawa, Ontario, representing Preparatory Committee of International Refugee Organization, was heard with respect to the refugee camps in Europe and the work of International Refugee Organization to resettle refugee peoples of Europe, and was questioned.

At the request of the Honourable Senator McGuire Mr. Colley undertook to furnish a list of the members of the International Refugee Organization for the record. (See Appendix "A").

Mrs. Jean Henshaw, former Director and Supervisor of displaced persons camps in Germany, was heard with respect to the type of people available in the refugee camps in Europe for immigration to Canada, and was questioned.

It was RESOLVED to report recommending as follows:

In connection with the order of reference of the 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc., the Committee recommend that it be authorized to print 1,000 copies in English and 200 copies in French of its day to day proceedings, and that Rule 100 be suspended in relation to the said printing.

At 12.10 P.M. the Committee adjourned until Wednesday next, 11th February, 1948, at 10.30 A.M.

Attest.

H. ARMSTRONG  
*Clerk of the Committee.*

# MINUTES OF EVIDENCE

THE SENATE

THURSDAY, January 29, 1948.

The Standing Committee on Immigration and Labour met this day at 10.30 a.m.

Hon. CAIRINE WILSON in the Chair.

The CHAIRMAN: Honourable members, we have present this morning Dr. H. L. Keenleyside, Deputy Minister of the Department of Mines and Resources. Dr. Keenleyside appeared before our committee last year, and he is now prepared to report on quite a serious accomplishment during the past twelve months.

Dr. H. L. KEENLEYSIDE, Deputy Minister, Department of Mines and Resources: Madam Chairman and honourable gentlemen, when I had the privilege of attending the meeting of this committee in the spring of 1947 we were not feeling too happy about the prospects of immigration during that calendar year. Perhaps it might be of interest to members of the committee if I were to tell them now something of the results that were in fact obtained since that time.

First of all, I think it might be said that our difficulties with transportation, while bad, were not as great as we had anticipated. In other words, there was a little improvement towards the end of the year, which reflected itself immediately in the immigration figures during the latter months of that period. The total number of immigrants into Canada during the calendar year 1947 was 64,127. That total is exclusive of the 8,970 Canadians who returned from the United States to this country for permanent residence, so that the total number of persons coming into Canada during the calendar year for permanent residence in this country was in excess of 73,000. That compares with a total immigration during the previous year of 66,990 as you will see from the chart that has been distributed; and the number of Canadians who moved back from the United States during the previous year was something more than 5,000. In other words, if you add the figures for immigrants and returning Canadians for the fiscal year 1946-47 you get a total of something over 72,000; and if you add the same figures for the calendar year 1947, the total comes to something over 73,000. We hope that by the end of the fiscal year 1947-48 the figure for the previous fiscal year will be considerably exceeded.

In view of the difficulties of transportation, it seems to me that that is not an altogether unsatisfactory result. That does not mean, of course, that the officers of the Immigration Branch are satisfied with it, or that they have any intention of letting nature takes its course and doing nothing to increase the figure. Everything possible is being done to obtain additional transportation.

Hon. Mr. EULER: I imagine that the figure for the year 1946-47 would include a large number of soldiers' wives, who had been married overseas, and that there would not be nearly as many of these in the following year.

Dr. KEENLEYSIDE: That is correct.

Hon. Mr. EULER: That is, there would be more people from other lands in the following year?

Dr. KEENLEYSIDE: Yes. Out of that total of 66,990, about 45,000—I am not certain of that figure—were soldiers' dependents, so that the actual number of straight immigrants that year was only in the neighbourhood of 22,000; and there has been an increase in straight immigration from 22,000 to 64,000.

Hon. Mr. HAIG: I suppose that in your department you have no record of the number of Canadians leaving for the United States in the same period?

Dr. KEENLEYSIDE: No, senator, I am sorry we have not got that record. In some years it used to be obtainable from United States sources, either in Canada or Washington, but in the last two or three years that has not been so, and we have not got the figure, either officially or unofficially. A good many estimates of the number have been made. I think the Canadian Chamber of Commerce estimated that for the year 1946-47 the movement was somewhere in the neighbourhood of 20,000 or 22,000, but just how sound its sources of information were, I do not know.

Hon. Mr. HAIG: Is there any possibility of our getting figures on that?

Dr. KEENLEYSIDE: I do not know of any way of getting the information unless United States authorities are prepared to give it out.

Hon. Mr. HAIG: I am doubtful of those figures, because of my experience in Winnipeg. The difficulties of getting over to the United States are very great.

Dr. KEENLEYSIDE: One interesting fact is that the number of Canadians who returned from the United States last year was almost twice as high as it was during the previous year. From our point of view, that is very satisfactory.

Hon. Mr. EULER: What is the reason for that?

Dr. KEENLEYSIDE: I am only guessing at this, but I should think that it would perhaps be the relatively high employment in Canada at the present time, combined with what was for at least some time during the year the considerable differential in the cost of living on the two sides of the line.

Hon. Mr. EULER: No effort is made to get Canadians back?

Dr. KEENLEYSIDE: There is no organized effort, no publicity campaign or anything of that kind. On the other hand, every facility is given to any Canadian who wants to come back.

Hon. Mr. EULER: Supposing a Canadian living in the United States was no longer physically fit, would he be allowed to come back here?

Dr. KEENLEYSIDE: If he is still a Canadian, he is admissible and welcomed.

Hon. Mr. EULER: But if he has become an American, he is in the same position as any other American in that respect?

Dr. KEENLEYSIDE: Yes.

I have distributed to members of the committee two charts, which I think may perhaps be of some little interest. One shows the whole history of immigration into Canada from the fiscal year 1920-21 down to the fiscal year 1946-47; and the second one deals with the last eight or ten years of that period and shows the great changes that have taken place. I should draw attention to the fact that the second of these charts does not have the legend that it should have. If you would be good enough to look at that chart you will see that the solid black line represents the total immigration during the year; the broken line that runs up parallel with it is the British immigration during the year; the dotted line is the immigration from the United States, and the alternative dots and dashes represent the immigration from the European continent. I am sorry that a proper legend was not shown.

Hon. Mr. CAMPBELL: That chart would include D.P.'s, I suppose?

Dr. KEENLEYSIDE: Yes, it includes D.P.'s. With regard to the movement of D.P.'s, it is significant that there are three orders in council, dated June 6, July 18 and October 1, 1947, by which the government made provision for

admission to Canada a total of 20,000 persons from D.P. camps. That figure does not include the persons from D.P. camps who have close relatives in Canada and who are admissible to Canada because of that relationship. Therefore, the total number which may eventually be expected to come from D.P. camps will be considerably higher than 20,000. That figure represents the provision made for persons who would not otherwise be readily admissible to this country.

The significant figure in regard to the movement of these people is that up to the end of the calendar year 7,345 D.P.'s had actually come into Canada. Since that time January has been a profitable month and the figure at the moment stands at over 9,000. We hope that certainly by the end of May the whole 20,000 will have arrived.

In connection with that movement it is worth noting that the vessel that the Canadian Government received on reparations from Germany, and which has been sold by the Canadian Government to a private company, is to sail from Saint John on February 6, on its first trip overseas, and will then be put into the D.P. trade for the remainder of the year. That vessel will carry something in the neighbourhood of 800 or 850 D.P.'s per voyage.

Hon. Mr. EULER: Dr. Keenleyside, do you say that provision has been made for 20,000 immigrants, exclusive of those who may have relatives in this country, who would perhaps assist them in establishing themselves?

Dr. KEENLEYSIDE: Yes, sir.

Hon. Mr. EULER: I would judge that the 20,000 which will come to Canada under that provision will be in destitute circumstances. Assuming that is so, are there any requirements or restrictions on the part of the department as to what these people are to do? You expect the whole 20,000 to come in, but is the Canadian Government to take care of them and place them?

Dr. KEENLEYSIDE: What is being done, Senator, is this: All of those 20,000 are coming in group labour movements.

Hon. Mr. EULER: They know where they are going.

Dr. KEENLEYSIDE: They know where they are going before they are put on the ship on the other side. The procedure is this: the manufacturer, industrialist or group of industrialists, in Canada who need labour, make a request to the Department of Labour, or to the Immigration Branch, for assistance from the D.P. camps, stating the number they want, the conditions under which they will be employed, and when they will be ready to take them. That request is then screened by the inter-departmental committee known as the Immigration-Labour Committee, on which the Department of External Affairs, and the Department of National Health and Welfare are also represented. If the screening shows that the request is a sound one, looking at it from the standpoint of both employer and employees, the Immigration-Labour Committee recommends that it be accepted. Approval is sent overseas by the Immigration Branch to our officer in Germany, who is in charge of our selection teams. These selection teams consist of an immigration officer, a labour officer and a national health officer, and also a representative of the R.C.M.P. for screening on security grounds.

The team, having received an application for the admission of say a thousand woods workers, go to the camp or camps, where they think the workers are most likely to be available, announce that Canada is prepared to give employment to a thousand persons in that category and receive applications from the individuals who want to come to Canada on those terms. The screening is then proceeded with. As the thousand persons are obtained they are put on the first available ships and sent over here. The movement is carried out at the expense of the International Refugee Organization.

When they reach Canada the terms of the offer from the employers provide that they will be given employment in accordance with the existing labour code of the region in which they are employed; they further provide that they will

be given accommodation on terms which were made known to the immigrants before they left the other side. This does not admit of any additional argument upon their arrival here; they are obligated by the terms of entry to the country to take the jobs specified and to remain in them, usually for a period of one year.

Hon. Mr. EULER: What happens if they do not stay with the jobs?

Dr. KEENLEYSIDE: That is a question I would rather not try to answer.

Hon. Mr. EULER: We had Mr. Jolliffe here before us last year, and he admitted that if a man left the job he came here to do, there was nothing much could be done about it.

Dr. KEENLEYSIDE: If Mr. Jolliffe does not care to answer it, I am sure that I could not.

Hon. Mr. HORNER: Are the medical examiners representatives of the Canadian Government?

Dr. KEENLEYSIDE: It is done in two ways. We have Canadian doctors who make the final examination, but most of the preliminary tests are done by doctors who are employed by the I.R.O. in the camps; in other words, the initial screening is done there, but our medical people give a final examination before the immigrants are allowed to come in.

Hon. Mr. EULER: Do you follow these immigrants after they go to their jobs?

Dr. KEENLEYSIDE: Yes, sir.

Hon. Mr. EULER: How has the scheme worked out? Has it been fairly successful?

Dr. KEENLEYSIDE: That is a question that representatives of the Labour Department could answer better than I; however, I think it is perfectly safe to say that it is working very successfully. Almost without exception these chaps will stay in their employment for the period that they agree to remain. For the most part they are satisfied and happy in their employment in this country.

Hon. Mr. EULER: How long has this scheme been working?

Dr. KEENLEYSIDE: The first D.P.'s arrived, I think about the beginning of July, so that it actually has not been in operation a full year yet; however, as far as we are able to judge from the experience we have had, it is working out very well. There have been some cases in which it has become necessary to point out to the employer that conditions are not being lived up to, and there have also been cases in which the individual members of the D.P. group have not behaved very well, and they have to be warned, and in some cases transferred to other employment.

Hon. Mr. EULER: Generally speaking, what races are represented in these groups?

Dr. KEENLEYSIDE: I have here a breakdown of the racial origins: the Polish element of D.P. movement is 28 per cent, the Lithuanian 17 per cent, the Ruthenian or Ukrainian, 27 per cent, the Jewish or Hebrew 8 per cent, Latvian 6 per cent, Dutch 6 per cent and others make up a total of 8 per cent.

Hon. Mr. EULER: Are there any Germans among them?

Dr. KEENLEYSIDE: No, sir, Germans cannot be handled under this movement; they are still enemy aliens and are not admissible to Canada.

Hon. Mr. EULER: They will not be admissible until a peace treaty has been signed with Germany.

Dr. KEENLEYSIDE: That is true. As you will recall the government decided that for immigration purposes, nationals of countries with whom we had signed peace treaties, even though those peace treaties have not been ratified, are not to be considered as enemy aliens.

Perhaps the members of this group, Madam Chairman, might be interested also in a breakdown as to the occupations that are being followed by the displaced persons who have already entered Canada. Of these 9 per cent are domestics; 49.9 per cent were woodworkers—

Hon. Mr. EULER: What do you mean by that? Do they go in the woods; are they in furniture-making establishments, or things of that kind?

Dr. KEENLEYSIDE: I understand it includes both. They are in the lumber industry, chiefly.

Hon. Mr. EULER: I should think so.

Dr. KEENLEYSIDE: That certainly embraces the larger part of them.

Hon. Mr. EULER: You can hardly call those "woodworkers".

Dr. KEENLEYSIDE: No, perhaps it is a misuse of that term. Garment workers, 1½ per cent; miners, 3 per cent; construction workers 4 per cent; Jewish orphans—this is a special movement which was provided for—3 per cent; and then, relatives of persons already in Canada, 30 per cent. If there is an interest in the breakdown as regards sex, Madam Chairman,—it is 70 per cent male, 21 per cent female, and 9 per cent children.

Hon. Mr. CAMPBELL: How many families would be in that group? Have you the figures?

Dr. KEENLEYSIDE: I am afraid I cannot give you the actual figure for that. The desire of the government, of course, is that people should be brought forward in family groups as far as possible; but with regard to the movement of displaced persons it is not being found feasible to do that in any considerable number of cases. What we hope will happen will be that the men will come forward, get themselves established here in a year or two years, then apply for their families and have them come forward at that time. There have been, however, a good many cases in which the wife, or wife and child or children, of the displaced person worker have been allowed to come forward; but at a guess I would say that that is in the hundreds, and certainly not in the thousands.

The CHAIRMAN: I suppose that, among the needle workers, both man and wife would often be employable.

Dr. KEENLEYSIDE: It often happens so.

Hon. Mr. CAMPBELL: I suppose there are many more in these displaced persons camps desire to come to Canada than you can possibly accommodate in the 20,000 figure?

Dr. KEENLEYSIDE: I think that is a very safe assumption.

Hon. Mr. CAMPBELL: How are they selected? Just by advertising or displaying the requirements?

Dr. KEENLEYSIDE: Yes. A statement as to the number of persons wanted for a specific category of employment is made in a camp, and if a thousand come forward, and only a hundred are wanted, the first hundred who meet all the tests are taken, and the rest are told that they will have to wait until another time.

Hon. Mr. HORNER: How long are we going to remain in a state of war with Germany?

Dr. KEENLEYSIDE: I am afraid that is a matter of government policy.

Hon. Mr. HAIG: Not of government policy. Ask Mr. Stalin. He is the only man who can answer that question.

Hon. Mr. CAMPBELL: How long does it take from the time the industry makes application for permission to bring in a group to the time it is examined, say, and cleared for transportation?

Dr. KEENLEYSIDE: I don't know that it would be possible to answer that very specifically, because the time from the making of the application until the first group are cleared and ready to come forward may be only six weeks or two months, something like that, but before our teams have cleared the whole of the group that has been applied for, it may be six months.

Hon. Mr. CAMPBELL: That is dealt with very expeditiously in the department?

Dr. KEENLEYSIDE: As far as the department is concerned it is dealt with expeditiously. I think I can say without any hesitation that the department handles these things very rapidly indeed. Our difficulty has been with the I.R.O.

Hon. Mr. HAIG: What is the I.R.O.?

Dr. KEENLEYSIDE: It is the International Refugee Organization. The I.R.O. has to find the people or the kind of people that are required, and tell our teams where they can go, and it often takes quite a time to do that. That of course is particularly true in connection with the movement of relatives, because there you have to get not only a type of person but a specific individual, and if Mr. Blank, in Manitoba, believes that his unmarried niece, Miss Doe, is some place in Germany, we have to make sure that the application is a sound one from the standpoint of reception conditions here; then we have to send it to the I.R.O. and say, "Can you find this woman for us?" and it may take them a week or more likely take them a month, and in some cases they will take six months to find her.

Hon. Mr. EULER: Are these camps in Germany?

Dr. KEENLEYSIDE: Almost all are in Germany, or Austria.

Hon. Mr. EULER: How many camps are there?

Dr. KEENLEYSIDE: I am afraid I cannot answer that, but there are a great many. It would be in the hundreds.

Hon. Mr. EULER: It would have an effect, as far as finding these people that are scattered over a great number of camps.

Dr. KEENLEYSIDE: There is the additional complication that they are not all in camps. They may have been sent to a camp and registered in a camp and then allowed to go out and work for somebody in Germany.

Hon. Mr. HORNER: There are also camps in the part of Germany held by Russia?

Dr. KEENLEYSIDE: Yes. We cannot do anything with them.

Hon. Mr. HORNER: I have been told by some Ukrainians that the boys are writing to friends in Canada who hope to get them out some time, and then they disappear from the camp, they are not to be seen any more, and their friends out here think that they have been shot.

Dr. KEENLEYSIDE: It is unfortunate that that is not one of the things that we can deal with.

Hon. Mr. HORNER: We are letting Russia beat us in the "cold war". If we are going to hold up the peace treaty with Germany and prevent this country securing any young Germans for this country, Russia is still winning the "cold war" against Canada. I do not think we can get any finer type of immigrant into this country, as they are "displaced persons" in the very true sense of the word. Their country has been given away. The experience we have had with people who employed the German prisoners is that they were a very, very superior type of workman.

Dr. KEENLEYSIDE: We would be faced there, of course, with the difficulty that we are faced with in handling Italian movements, that is that when you are screening them for security you have to look at their Nazi or Fascist antecedents and find out whether they were members of the SS. or some similar organization.

Hon. Mr. McGUIRE: Are you bringing out Italians who were in the Italian army, or do you turn them down?

Dr. KEENLEYSIDE: No. The situation there is that it is realized that all Italians of the proper age were conscripted, and that that of itself would not be sufficient to mean that they should be turned down.

Hon. Mr. McGUIRE: I would think the people you would look for there, to refuse, would be the Communists.

Hon. Mr. HAIG: They try to do that.

Hon. Mr. HARDY: Are you bringing out any farm workers, Dr. Keenleyside, or have any particular efforts been made to bring out farm workers?

Dr. KEENLEYSIDE: The chief movement toward the farms in Canada has been that of the Dutch, of whom 3,000 came out in the last year.

Hon. Mr. HARDY: Are there many displaced people?

Dr. KEENLEYSIDE: No, there has been only a small movement there. There has been some movement of D.P.'s to the sugar-beet area of Canada, but it is, I think, still very small.

Hon. Mr. CAMPBELL: I would like to refer back for a moment to the problem in connection with relatives. That is all handled through the I.R.O., is it not?

In other words, if a resident of Canada has a sister, we will say, in a displaced persons camp and he knows the address of the person and is in constant communication with her, is there no way of expediting that directly through the Canadian officials in such a camp?

Dr. KEENLEYSIDE: You can in practice, though theoretically it is all being done by the I.R.O. In practice we have to work with those officials but if we know a person is specifically in such and such a place we can from our headquarters, which is now established in Heidelberg, have our team which is operating in that area make a point of getting hold of her. However, the difficulty in doing that is that you might be taking a team off a big job in order to find one person, and that task might take as much time as a week.

Hon. Mr. CAMPBELL: One hears about so many of these cases where people communicate with the department, make the necessary application and then receive a very nice letter saying that the matter will be investigated and followed up as quickly as possible. It seems to me from the information that you have given us this morning that those cases could be more expeditiously handled in these camps by Canadians. There have been a great many applications from people in Canada who are in communication with their relatives on the other side, and I agree that if you have to go through the I.R.O. it becomes an impersonal matter as far as they are concerned and that Canada cannot expect any better treatment than other nations in this connection. However, if there is a sufficient number of these requests, would it not be possible to handle the matter more directly?

Dr. KEENLEYSIDE: It is just that there is the complication of taking men off the handling of a big movement of a large number of people and sending them off to find one individual. In those cases where we know that there are people in a certain camp for whom requests have been made, we make an effort to inform them that our team will be in their camp at such and such a time and advise them to present themselves to the team and to take the initiative in this matter themselves. That has worked to a degree, but it is a rather difficult decision to make as to how far we would be justified in taking our teams off a big job and put them in pursuit of a single person.

Hon. Mr. CAMPBELL: May I follow that up?

Dr. KEENLEYSIDE: Of course.

Hon. Mr. CAMPBELL: It is easy to make suggestions from an armchair when you do not know how the thing is working, but it seems to me that there could be a central bureau to which the individuals in these camps could apply. For example, if persons in England desire to come to Canada they could go to Canada House or Ontario House and someone there would give them the desired information and answer their enquiries. I feel that it might speed the movement up a great deal if relatives in Canada could communicate with their relatives abroad and suggest that they make arrangements to contact a certain office there.

Dr. KEENLEYSIDE: We have thought of that and to a meagre extent it is being done now that we have established our headquarters in Heidelberg. We are now in a position to handle at Heidelberg anybody who on his or her own initiative can get there, but the trouble is that the displaced persons are not allowed to travel. They are placed in their own area and have to stay there. It is an extremely difficult proposition for anybody to travel around in Germany.

Hon. Mr. EULER: There were literally millions of Germans moved from the area that was formerly the east part of Germany and which is now part of Poland, and many of them are now in the British and American zones. Are they regarded as displaced persons? Though they are technically still enemy aliens, are they entirely excluded from the opportunity of coming to Canada? Even if they can prove that they never were associated with Nazism, can they possibly enter this country as individuals or as displaced persons?

Dr. KEENLEYSIDE: The brief answer is yes. That is so in many cases, but the situation is complicated in this way: some of those people are actually German nationals and therefore they are not admissible at the present time.

Hon. Mr. EULER: Even though they come from those provinces that are now part of Poland?

Dr. KEENLEYSIDE: Most of the people you have in mind are those of German racial origin but not German nationals from, say, the Balkan provinces.

Hon. Mr. EULER: I am thinking more of those coming from the eastern provinces that are now part of Poland.

Hon. Mr. HORNER: I beg your pardon. Would our government have the power to admit those people if they wished, or is it tangled up in an international way with other countries?

Hon. Mr. HAIG: Senator Horner means the German nationals.

Dr. KEENLEYSIDE: Certainly, the government can allow anybody in that it likes to.

Hon. Mr. EULER: But do they?

Dr. KEENLEYSIDE: No, they do not allow German nationals.

Hon. Mr. EULER: What about individual cases?

Dr. KEENLEYSIDE: There is a distinction to be made. The general rule is that German nationals are not admissible but, on the other hand, the German national who can prove to the satisfaction of the Canadian authorities that he was opposed to the German government during the war, can be admitted.

Hon. Mr. HAIG: How does he do it?

Hon. Mr. EULER: By order in council, I suppose.

Dr. KEENLEYSIDE: By order in council, yes. If he can bring forward evidence that he was in a concentration camp or that all his family were killed by the nazis he could be admitted.

Hon. Mr. HAIG: That is a pretty difficult thing to do. I am familiar with a case of a man whom I have known for about forty years and who has a niece in Germany. She was born in Germany but her father, who was a professor, was opposed to nazism. However, I cannot get that girl into this country.

Dr. KEENLEYSIDE: Would you let me have the details of the case? If we can get what seems to us adequate proof that the individual concerned was opposed to the German government, then she can be admitted by order in council.

Hon. Mr. EULER: What proof can you get for that?

The CHAIRMAN: Is this niece over twenty-one?

Dr. KEENLEYSIDE: That would not make any difference. In a case where she is otherwise admissible, we would allow her in.

Hon. Mr. HAIG: Her father and mother are both dead. She is the only one left, and I do not know what she herself could prove. I do not think she could prove anything, and she was not old enough to be on one side or another.

Hon. Mr. EULER: She might make an affidavit, that is about the only thing.

Dr. KEENLEYSIDE: To come back to Senator Euler's point. The situation with regard to the persons of German racial origin is that they are not susceptible of being handled under the I.R.O. because of that body's constitution, due to the conditions under which that constitution was agreed to by the United Nations.

Hon. Mr. EULER: It might be dealt with outside the organization.

Dr. KEENLEYSIDE: It can be dealt with and is being dealt with outside of that organization. We have in Germany at the present time organizations, whose bona fides we are satisfied with, who are checking people in that category, and, on proper reception, arrangements being established in Canada, and proper clearance made by the organization concerned on the other side, we are admitting persons of that type.

Hon. Mr. CAMPBELL: Has any decision been made with respect to Canadians who are in enemy countries and who were conscripted into the forces of such countries and who now desire to come to Canada? I think I spoke to you about a particular case some time ago.

Dr. KEENLEYSIDE: The situation in that respect is an extremely difficult one and no official ruling on it has yet been received from the government.

Hon. Mr. CAMPBELL: If I remember correctly the case concerned Hungarians. The father came to Canada and is here now with his wife. He came to this country many years ago and was naturalized. He had an infant son at the time and before the war the latter returned to Hungary with his grandmother who was ill and he was caught there and was taken into the forces. He is, of course, still a Canadian and is being held there while his parents are in this country.

Hon. Mr. EULER: Was he born in this country?

Hon. Mr. CAMPBELL: No.

Hon. Mr. EULER: He was naturalized at the same time as his father, I suppose.

Hon. Mr. CAMPBELL: Yes. Is there no way of dealing with that kind of a case? Is it strictly a matter of government policy?

Dr. KEENLEYSIDE: Yes, and it has been considered on several occasions along with a whole variety of other cases of a similar or related character, but as yet we are not in a position to take any definite action in connection with them.

Hon. Mr. MURDOCK: Dr. Keenleyside, some months ago I took up a question with some of the ministers. In this connection I have here a letter dated September 23, 1947, which reads in part as follows:

Last evening a Miss Cowan from England was in Ottawa, and was the honored guest at a reception of thirty-five or forty representative Ottawa women. Miss Cowan is on her way back from a world meeting of women at Philadelphia. Miss Cowan stated to the ladies that she had in the last couple of years been in Germany two or three times. She told

the ladies that one of the most distressing things to her that she saw in Germany was the number of young boys without father, mother or home, who were going around in groups trying to exist.

Considering the fact that we have here in Canada a few hundred thousand of people of the same racial extraction who are among our best law-abiding, resourceful citizens, I wondered if you and others might not be interested in trying to bring from Germany to Canada, for adoption or otherwise control in various Canadian homes, many of these young boys spoken of by Miss Cowan to the ladies last evening. It seems to me that Canada could very readily absorb a few hundred, or possibly a few thousand of these youngsters, with value to the country as a whole in the years to come.

Now, I did not receive any satisfaction from that. I wrote to Mr. Howe and to the Minister of Immigration but to date I have received no reply. That is one of the reasons why I declined to be chairman of the Immigration Committee any longer. Might I ask whether there is any possibility of doing anything for those young homeless boys who are wandering around in groups trying to exist?

Dr. KEENLEYSIDE: I think perhaps there are two aspects to the answer that can be made to that question. The first is that youngsters of that sort are the subject of the children's appeal that is now being carried on throughout Canada and the United States.

Hon. Mr. MURDOCK: Will their representatives be any good in getting some of those youngsters here?

Dr. KEENLEYSIDE: It is not their intention to provide for them by way of immigration; it is to try and take care of them over there.

Hon. Mr. HORNER: Sure, but the very essence of the matter is time. It will soon be too late. I understand that many of them are dying from neglect and lack of care. The longer they stay in that condition the worse the situation will become and even those who eventually survive will have a poorer chance. As a nation we have done very little to take care of those people—sending parcels over there when we have such an abundance here. Many homes here would be glad to take care of some of those boys.

Hon. Mr. MURDOCK: My judgment is that thousands of them, people of German extraction, would be glad to take care of one or more of those youngsters and look after them.

Hon. Mr. HORNER: Yes, and others who are not of German extraction.

Dr. KEENLEYSIDE: The Chairman of this committee of course knows a great deal more than I do about the circumstances of the appeal and the plans that are being made for continuing the care that has been extended to many of these youngsters, and perhaps to others. There is one further point that should be made, however, in answer to Senator Murdock's statement, that is that the whole question of juvenile immigration is involved in the proposal that these youngsters should be brought forward to Canada, either for adoption or under some other settlement arrangement. The permanent officials of the department who have had most to do with immigration over the years are all very strongly opposed to juvenile immigration, on account of the effect that it is likely to have on the youngsters concerned as well as on account of the difficulties encountered by the people who accept them at this end. The committee will recall that in the 20's there was a movement of boys and girls from the United Kingdom, which was arranged under British controls but which, if my information is correct, did not work out satisfactorily.

Hon. Mr. EULER: You are not referring to the Barnardo scheme?

Dr. KEENLEYSIDE: No. That is a separate and comparatively small movement. All I can say in answer to the point made by Senator Murdock is that up

to the present the views of the department officials are opposed to juvenile immigration; and that particularly under present circumstances, when in any case we can take only part of the people who want to come and whom we would like to have come, we feel we ought to concentrate on what seems to us the more valuable movement.

Hon. Mr. MURDOCK: Is it not remarkable that they could not have told the Chairman of the Senate Immigration Committee of that?

Dr. KEENLEYSIDE: I have not seen the letter, and I am sure that our Minister could have not received it or he would have replied.

Hon. Mr. MURDOCK: Well, it was sent and it was marked "Personal".

Hon. Mr. HORNER: Who are the officials of the department who decide on this thing? Surely the government or the people of Canada ought to have some say. These officials are supposed to be performing their duties for the people.

Dr. KEENLEYSIDE: I did not suggest that the officials had decided that, sir; I merely said that the views of the officials were opposed to juvenile immigration. Up to the present the government's position is in accordance with those views; at present the government is not prepared to endorse juvenile immigration.

The CHAIRMAN: I can speak with some feeling on this point; in fact I could fill a book with my experiences. In 1939, when Senator Crerar was Minister of the department responsible for immigration, the Canadian National Committee on Refugees received permission to move to Canada 100 refugee children who were in English camps or homes. We spent I think at least six months investigating cases; we employed a social worker in England part-time for three months to make investigations. The regulations required that the children should be bona fide orphans or children whose parents had abandoned all claim to them. The majority of the parents were in concentration camps or had already perished. You have no idea of the complications that we encountered. Provincial regulations required guarantees that these children would never become public charges, and the requirements of the welfare organizations were such that you would have thought that we were going to upset the whole system of child welfare work in Canada by bringing in these one hundred children. It happened that through our work in this way I suddenly found myself at the head of the evacuation movement at the time it was proposed to bring children to Canada for temporary hospitality, and by then we had gained so much knowledge of the different regulations that I felt well informed. The government stipulated that the one hundred children whom we had originally proposed to bring here must be between the ages of five and thirteen, and bona fide orphans, and so on; and with all our efforts we only found in the English camps about thirteen children who satisfied the requirements in every respect. There were two others, brought out by an English woman in Fort St. John, who had adopted them in England, and our committee paid their transportation. As to the Jewish children who have been brought out, permission to bring them was given prior to the total occupation of France.

Hon. Mr. EULER: The mesh of that screen is pretty small, is it not?

The CHAIRMAN: It is dreadful. That was one of my most heartbreaking experiences.

Hon. Mr. HORNER: Dr. Keenleyside, did you say that the Barnardo scheme was a failure?

Dr. KEENLEYSIDE: No, senator. I merely said it was relatively small.

Hon. Mr. HORNER: More than 50,000 children came out under that scheme. They were waifs and other children without homes, and all my life I have been very interested in tracing their records in the Ottawa valley and in the West. Many of these children have become highly successful; in fact, a good many of them have far outstripped children of the families in which they were placed. The scheme on the whole was a huge success, so far as Canada is concerned.

Hon. Mr. CAMPBELL: The immigration procedure is a pretty complicated one, is it not, Dr. Keenleyside, and bound to slow down immigration?

Dr. KEENLEYSIDE: Are you referring to any particular aspect, senator?

Hon. Mr. CAMPBELL: I mean the whole procedure, that laid down in the department and the international procedure, under which every applicant is so closely scrutinized. Does that not have the effect of retarding immigration?

Dr. KEENLEYSIDE: I would be inclined to say now that that is true in the case of the D.P.s., but certainly it is not true of the British or United States immigrants, who of course comprise much the larger part of the total. Any British subject from the United Kingdom or one of the Dominions who is in good health and has reasonable evidence of good character can come into Canada as an immigrant with almost no further scrutiny at all. I should remark that we are insisting on an X-Ray screening now in order to make sure that immigrants have not got tuberculosis, but apart from that additional requirement there is almost no barrier against a British subject who wishes to come to Canada at present.

Hon. Mr. CAMPBELL: Have you the figures of immigrants of different nationalities who came to Canada in 1927-28?

Dr. KEENLEYSIDE: Yes. There were 50,000 British, 74,000 Continental Europeans and 25,000 from the United States.

Hon. Mr. CAMPBELL: The movement here was much larger then than it is now, two years after the war, when it was expected that we would have probably the largest immigration movement that we have ever had. What procedure was followed at that time?

Dr. KEENLEYSIDE: I think the difficulty is not in the procedure, senator. The procedure at the present time is simpler than it was then. There are two difficulties; first of all, half or more than half the European continent is practically cut off from us so far as immigration is concerned; and secondly, in the past year we just have not had any ships. In 1927-28 there were fifteen or sixteen regular liners on the run to Canada, whereas in the last half of 1947 there were only two.

Hon. Mr. EULER: That situation is improving, is it not?

Dr. KEENLEYSIDE: Yes, it is improving. I hope that by the middle of 1948 there may be perhaps four ships, but we do not know. In addition to that we shall have the one ship that we are using for the D.P.'s, the *Beaverbrae*. Incidentally, on that ship preference will be given to relatives of families in Canada. In other words, bulk movement immigrants to industries in Canada will be able to get on that ship only if there are not enough relatives of families here available to fill it up.

The CHAIRMAN: I believe Mr. Creswell mentioned last week that half of them would be people in whom Senator Euler is interested, people from the Baltic States.

Dr. KEENLEYSIDE: I should think they might comprise half, yes. It is difficult to forecast what is going to happen, because so much depends on economic conditions, but I think it is reasonable to assume that the movement from the United Kingdom will be greater in 1948 than it was in 1927-28.

Hon. Mr. PIRIE: I have a case that I would like to call to your attention. A German who came over to do some work in a plant of mine in 1939 became more or less trapped here and has been in my employ ever since. His family are now in the Russian zone of Germany and I have been trying to find ways and means of getting them over here, but I understand there is nothing that can be done about it.

Dr. KEENLEYSIDE: It might be possible for them to get out on their own initiative. That has been done in a few cases.

Hon. Mr. PIRIE: He was sent over here by a machinery manufacturing firm to set up machinery in a plant of mine, and he landed in New Brunswick just three days before war broke out. I came to Ottawa shortly afterwards and asked the authorities to take care of him. They wanted to know if I was frightened of him and I said I was not, but that I would not like any reflection to be cast upon us to the effect that we were employing a German citizen under the then circumstances. I was informed that if I could put him to work and use him, it would be all right. He has been working in the plant ever since; as a matter of fact, he is the supervisor of it, and I have never had a better workman in my employ. Of course, throughout the war he reported every week to the Mounted Police in the district. For the last year or so I have been trying to have him naturalized, but the procedure is very slow. Once he became naturalized we might find ways and means of getting his family out here. Surely in the last eight years he has proven himself to be eligible for citizenship. I wondered if there was not some short cut that might be taken to get this man naturalized.

Dr. KEENLEYSIDE: The question of naturalization, Senator, does not come under our department; that comes under the Secretary of State, Naturalization Branch, and I could not express an opinion.

Hon. Mr. HORNER: Does this man speak English well?

Hon. Mr. PIRIE: Yes, he does. He could not speak English when he came to Canada, but he does now.

Hon. Mr. EULER: The question of bringing in his family would not be subject to the issue of his being naturalized.

Hon. Mr. PIRIE: He has a wife and two small children. I suppose they are grown up now; they were five and six years of age when he came to Canada, and he has been here for eight years.

Hon. Mr. EULER: But the fact that he has not become naturalized would not necessarily keep his family out.

Hon. Mr. PIRIE: It does.

The CHAIRMAN: Yes, that would be required.

Hon. Mr. PIRIE: He cannot do anything until he becomes naturalized.

Dr. KEENLEYSIDE: The family would be kept out at the present time regardless of naturalization, because even if he were naturalized here, his family would not be naturalized, since they are not in Canada. I think I am correct in that view, but it is not my business to interpret that law. If the family are still German nationals they would not be admissible.

Hon. Mr. EULER: But it is not a question of naturalization.

Dr. KEENLEYSIDE: No. I believe that his family could not be included in his naturalization; they would have to be in Canada.

Hon. Mr. PIRIE: I am told that he has to apply separately for naturalization. When he becomes naturalized then he can start to work to get his family here. However, the family being in the Russian zone, I wonder what prospect there is of their ever getting over here.

Hon. Mr. HAIG: The same prospect as there was for the wives of British soldiers in Moscow. They did not have a chance to get out.

Hon. Mr. HORNER: I understand that a lot of people are flocking from the Russian zone and are getting across the border.

Hon. Mr. HAIG: That is what Dr. Keenleyside has said: if they can, on their own initiative get out of the Russian zone, they can get across the border.

Hon. Mr. HORNER: But if they cannot get out of the Russian zone on their own initiative, would they have a chance of coming?

Dr. KEENLEYSIDE: Not at the present time.

Hon. Mr. HORNER: There is not then much use in their risking their lives.

Hon. Mr. CAMPBELL: What is the situation as to the Finns? Are they permitted to enter Canada?

Dr. KEENLEYSIDE: They are permitted to enter Canada; they are no longer regarded as enemy aliens, for immigration purposes.

Hon. Mr. EULER: Has a peace treaty been made with Finland?

Dr. KEENLEYSIDE: A peace treaty has been signed.

Hon. Mr. MURDOCK: But does not Russia dominate Finland?

Dr. KEENLEYSIDE: That is a question for the Department of External Affairs.

Hon. Mr. MURDOCK: But the Finns cannot come out of Finland.

Dr. KEENLEYSIDE: There are a few.

Hon. Mr. CAMPBELL: They can come out if they get cleared through the Immigration Department.

Hon. Mr. HORNER: Every one in Finland is working; they do not want to come.

Dr. KEENLEYSIDE: If any Finn can get to Stockholm, and is otherwise admissible, he can get cleared by our immigration representatives there.

Hon. Mr. HAIG: I think, Madame Chairman, I should express our thanks to Dr. Keenleyside. If he were not present I could speak more plainly, but we do appreciate what he is trying to do. I had the pleasure of spending two months with Dr. Keenleyside in New York at the meeting of the United Nations Assembly, and I can say that if he is as good in the Immigration Department as he was there, he is a very efficient person.

Hon. Mr. CAMPBELL: I think that when the people heard Dr. Keenleyside had taken on this job they expected some great results. From what we have heard this morning it would appear that the matter is largely one of government policy and procedure in the department handicapping the people who are dealing with these cases. It does seem to me, Dr. Keenleyside, that the procedure is pretty slow.

Dr. KEENLEYSIDE: I am not prepared to admit that. I do not think the procedure is slow. I think it is better than it has ever been in the Canadian history. There has never been a time when government regulations made it simpler for persons of the British or United States group to come into this country. In fact, I think it is fair to say that the situation is better now than it has ever been.

Hon. Mr. CAMPBELL: I was thinking more of the persons from the European countries.

Dr. KEENLEYSIDE: The European situation is so complicated that it is almost impossible to do anything about it, regardless of what the government may decide. For instance, we cannot get people out of France, because the French government will not allow them to emigrate; we are getting some from Holland, and we hope an additional 10,000 will come in this year; Belgium is in the same position as France; and then we get to Germany, and from there east you cannot do anything about it.

Hon. Mr. EULER: I have no very special interest in the matter, but perhaps, because I am of German extraction, though I have no relations in that country, I have more interest than some of my friends. Why is it necessary for the government to restrain or do nothing whatsoever as to what should be regarded

as desirable German immigrants, just because there has not been a peace treaty signed? Are we going to allow Mr. Stalin forever to influence us in that way? It does not seem reasonable to me.

Hon. Mr. HORNER: We are taking it out on ourselves.

Hon. Mr. HAIG: I do not think it is fair to ask Dr. Keenleyside that question.

Hon. Mr. EULER: That is a matter entirely of government policy. It does seem to me that the fact that we have not a peace treaty should be an insuperable obstacle.

Hon. Mr. HAIG: I entirely agree with you, but I do not want the information to go out from here that we are criticizing the department. I am quite willing to criticize the government, but I don't think it should appear that we are criticizing the department.

Hon. Mr. MURDOCK: I think it would be a lot better if Dr. Keenleyside had his own way.

Hon. Mr. HAIG: I would not go quite that far, but I think it is a matter for the government to deal with. I am not a government supporter, but I admit that the government is in a very difficult position. If I may again refer to the United Nations meeting, I had the pleasure of sitting in committee with representatives from all parts of the British Empire; our committee chairman was Mr. St. Laurent, and Mr. Coldwell and I represented the two other parties. I perhaps should not say publicly, but I can say privately that one prominent British official voiced very nearly what my honourable friend has just now said, indicating the terrible difficulties in dealing with Russia on questions that humanity should dictate a different policy altogether.

Hon. Mr. PIRIE: It seems that we are on the outside looking in; if we could get on the inside and look out, as Dr. Keenleyside can, it would be a different picture.

Dr. KEENLEYSIDE: May I say, Senator, that we have in the countries to the east of Germany, that is Czechoslovakia, Poland and Greece, people who are prepared to deal with applicants for immigration; so that there are spots in that area where people can be handled, but if they cannot get out of the country we can do nothing about it.

Hon. Mr. HAIG: Madame Chairman, I move that we adjourn.

Dr. KEENLEYSIDE: Madame Chairman and honourable senators, may I express my appreciation for the sympathetic hearing that I have received this morning.

The committee adjourned at the call of the Chair.



## MINUTES OF EVIDENCE

THE SENATE,

WEDNESDAY, February 4, 1948.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. CAIRINE WILSON in the Chair.

The CHAIRMAN: We now have a quorum. Last week Senator Murdock moved that the Minister of Labour and the Deputy Minister be invited to come before the committee today. The Honourable Mr. Mitchell is disappointed, but he cannot come this week, and has asked if he may come next week; and Mr. MacNamara did not care to come before the Minister. As the meeting had been scheduled, Mr. Colley of the International Refugee Organization said he would come and make a report. I appealed to Mrs. Henshaw who has had a very long period of service overseas with UNRRA, and since then with the I.R.O., to come and speak to us. They are both here to tell their stories. We would like to call first on Mr. Colley. The members will recall that he came before this committee last year.

Mr. JAMES COLLEY: Madam Chairman and honourable senators, I have not prepared any set statement, but I have a good deal of information which I can give you, part of which may be gotten through questions and answers and part which I will try and give you in a few preliminary remarks.

Since I appeared before this committee last year there has been a change in the organization dealing with displaced persons. At that time I was the Canadian representative of the inter-governmental committee on refugees which had been engaged since 1939 in taking care in every way of refugees in all parts of Europe before the Hitler regime, and also in looking after displaced persons and taking care of them while they are in the camps over there, as well as arranging for their repatriation when such is desirable or can be arranged. Resettlement is also arranged, if that is desired.

After the first of July UNRRA was discontinued, and the I.R.O. was supposed to have come into being. A constitution had been drawn up by a Committee of the Economic and Security Council of the United Nations which was to come into being when at least fifteen states, whose required contributions to Part I of the operational budget as set forth in Annex II of the constitution amount to 75 per cent of the total thereof, have become a party to it. However, by July 1 these conditions had not been met and it was decided that a preparatory commission of the International Refugee Organization carry on the operations left by UNRRA and the IGCR. That is the situation at the present time. We are still waiting the final ratification by one or two countries before the International Refugee Organization goes into force, but actually we are now doing the work of the International Refugee Organization.

Hon. Mr. HAIG: Madam Chairman, might I ask the gentleman a question at this time?

The CHAIRMAN: Yes.

Hon. Mr. HAIG: How many people do you estimate are now in the refugee camps?

Mr. COLLEY: The International Refugee Organization estimates that the number of refugees and displaced persons are about one and a half million. However, the major problem before this organization is the establishment of about 900,000 to a million.

Hon. Mr. HAIG: And they are composed of what people? Can you give me any idea?

Mr. COLLEY: They are former residents of Poland, Russia, Yugoslavia, Hungary, Rumania and the Baltic countries and peoples from Europe apart from the Scandinavian countries and, shall I say, the western European countries.

Hon. Mr. HAIG: Can you give us any approximate idea of the numbers?

Mr. COLLEY: Of the different nationalities?

Hon. Mr. HAIG: Yes.

Mr. COLLEY: Yes, I have statistics on that. I have a lot of papers here.

The CHAIRMAN: The largest portion is Polish, is it not?

Mr. COLLEY: Yes, the largest portion is Polish but Polish nations include Ukrainians as well as Poles.

Hon. Mr. ROEBUCK: Those figures were given very fully last year in statements.

Hon. Mr. HAIG: I was wondering if there had been a change.

Mr. COLLEY: I can leave some statistics with you if you would like. Here are some figures.

Ukrainian (Poland) .....	87,356
Yugoslavia .....	29,293
Ukrainian (Russia) .....	667
USSR .....	7,964
Rumania .....	18,839
Poland .....	287,241
Lithuania .....	44,158
Latvia .....	72,936
Hungary .....	9,848
Czechoslovakia .....	6,883
Estonia .....	21,743

Hon. Mr. HORNER: Does Russia take any part in the International Refugee Organization?

Mr. COLLEY: Russia is not a member of the International Refugee Organization but they have an interest in its activities.

Hon. Mr. HORNER: There may be camps in the Russian zone that you are not allowed to inspect, is that right?

Mr. COLLEY: We cannot resettle anybody from the Russian zone at the present time.

Hon. Mr. McDONALD (*Kings*): Are these people all ages?

Mr. COLLEY: Yes, they are all ages.

Hon. Mr. McDONALD (*Kings*): Are there many children?

Mr. COLLEY: Yes, there are quite a number of children, but we do not resettle children independently of their parents. Actually, generally speaking displaced children are the concern of the I.R.O. for their care, etcetera; but we have not much say in the resettlement of children. The position taken by many governments is that all these people should be repatriated if possible.

Hon. Mr. HORNER: They should be forced to go back to their country of origin?

Mr. COLLEY: They do not say "forced" but that thought naturally occurs in the case of grown people who do not want to be repatriated. Other nations—Great Britain, Canada, the United States—have taken the stand that anybody who does not want to be repatriated should not be forced to be repatriated. As regards children, they are not supposed to have any will on that question; they themselves could not have any particular objection to going back to the country of their origin. Therefore, as far as children are concerned the position generally unless there are other circumstances, is that they should be repatriated.

Hon. Mr. McDONALD (*Kings*): Are there many in these displaced persons' camps who are there because they do not want to go back to their own country?

Mr. COLLEY: Yes.

Hon. Mr. McDONALD (*Kings*): What are their numbers?

Mr. COLLEY: We assume that most of them who are there now want to be resettled somewhere else. I would say that the figure is somewhere between 600,000 and 1,000,000.

Hon. Mr. McDONALD (*Kings*): Because they do not want to go back to their own country?

Mr. COLLEY: Yes, they prefer resettlement.

Hon. Mr. McDONALD (*Kings*): Do I understand from you that there are other groups there—?

Mr. COLLEY: There are about a million people there. It is part of the duty of this organization to repatriate people wherever they can be repatriated without using too much influence. There must not be propaganda, either for repatriation or resettlement.

Hon. Mr. McDONALD (*Kings*): There is quite a difference between the 600,000 who you say do not want to go back to their own country and the million or more who are in the displaced persons' camps. For what reasons are those others there?

Mr. COLLEY: I am only making a guess as to the number that might require resettlement and the number that might be repatriated, out of the million. These figures are not definite. Repatriation is going on all the time, and resettlement is going on all the time. People must have good reasons for resettlement; that is a displaced person must have a good sound reason for not wanting to be repatriated. So far as I know, there is no force exerted in the matter. On the other hand, there is not to be any propaganda against repatriation—at least not by this organization.

Hon. Mr. McDONALD (*Kings*): Would it be that these people would have no home left in their own country? I suppose that is one of the big reasons why they do not want to go back.

The CHAIRMAN: The great objection is to going back to Soviet domination.

Hon. Mr. McDONALD (*Kings*): A great many of them are Russian people.

The CHAIRMAN: People from the Baltic States, Ukrainians and Poles.

Mr. COLLEY: Yes. There are a large number of people from the Baltic States who do not want to return there, and a large number from Poland who do not want to return to their original home. The same is true of other countries.

Hon. Mr. HORNER: The form of their home government has changed. In the case of the Latvians, their state has entirely disappeared; they have no country. The former Latvia is now Russia.

Mr. COLLEY: Yes, that is the case.

Hon. Mr. HORNER: And many of them are fearful of their lives to go back, in case they would be put in jail or something worse would happen to them.

Mr. COLLEY: I suppose that is the reason.

Hon. Mr. HAIG: Madam Chairman, this is a political question, and if the witness does not want to answer it he does not need to. What could the people of Canada do to help these displaced persons more than they are doing? You must remember there is a shipping shortage, that we are having difficulty in setting up examination depots, that we have got to screen all applicants very carefully so as not to let communism get into this country through immigrants, I do not want you to criticize the government, but I would like you to make a statement of what we should recommend as a common-sense action.

Mr. COLLEY: That question is easier for me to answer than political questions about the other countries, because I represent an international organization in which other countries are represented and I do not want to say anything that can be construed as critical of them. At the present time applicants are being processed comparatively fast. Immigration has built up and is building up an organization which is getting more and more efficient all the time and is therefore capable of handling more and more people. They have been doing a new job; they had to begin from scratch, and the experienced officers that they had available to send overseas were not numerous at the beginning. But now, considering everything that has to be done in connection with the processing—the medical examinations, the getting of papers in order, the security examinations, and so on—they are going through fairly fast. Moreover, the shipping situation is improving. We are able to move people now practically as fast as they are processed. We would like and we hope to be able to have a pool of people ready, so that when a ship comes in, it can be loaded right away and sail without delay. I would say that we are planning to move between twenty and thirty thousand people—the figures are rather broad; what we are aiming at is about 27,000—between the 1st of January this year and the end of June, with possibly more later on. A lot depends upon the conditions here in Canada, upon the means for these people being able to make a living when they get here, upon the available accommodation, and many other factors. This is a bold statement and I know is not acceptable, but if some arrangement could be made in Canada whereby the people could be examined en bloc and transferred over here to reception camps, things would be speeded up much faster than they are at present.

Hon. Mr. EULER: Do you mean have all the examinations made on this side?

Mr. COLLEY: No, senator, I mean to have all the examinations made on the other side, but the people brought over here as fast as they can be examined, irrespective of who they are, and then kept in camps over here, reception stations, and sent from the reception stations to wherever they are going. That is the only means that I know of whereby things could be speeded up more at the present time.

Hon. Mr. McDONALD (*Kings*): I suppose the transportation problem is a serious one?

Mr. COLLEY: Yes, but processing is also serious. We have enough transportation to move people over as fast as they are processed.

Hon. Mr. ROEBUCK: Mr. Colley, some time ago you sent out a circular saying that you were establishing an air service and stating what amount it would cost to bring a person over by air. I think it was about \$440 per person by air from Germany to Montreal and Toronto. Can you tell us if anything has been accomplished in that connection?

Mr. COLLEY: We sent out the circular in order to find out how many people wanted to have relatives brought over by air, and it was the intention to look into the matter and see what was possible to be done. It was never definitely understood that it could be done. This matter of air transportation has been

pressed upon us from the very beginning. A certain number of relatives seemed to have the idea—and I must confess that I myself had the same idea—that lack of transportation was the main limiting factor, and that if people could be brought over by air the situation would be alleviated. But since going overseas I found that transportation was not the main factor. Transportation is available to take care of the people just as fast as they can be processed.

Hon. Mr. EULER: What do you mean by processed?

Mr. COLLEY: Examined by the Canadian Immigration Officers.

Hon. Mr. EULER: When you say there is sufficient transportation, do you mean that that is so if air transportation is used?

Mr. COLLEY: No. I mean that there is not a very great deal to be gained by air transportation.

Hon. Mr. EULER: Do you think there is sufficient transportation by ship?

Mr. COLLEY: I think there is.

Hon. Mr. EULER: That is not what we heard the other day.

Mr. COLLEY: No. But the processing is the limiting factor at the present time.

Hon. Mr. HAIG: And it ought to be.

Mr. COLLEY: Yes, it ought to be.

Hon. Mr. CAMPBELL: You are speaking of the time factor, are you not, that is the length of time it takes to have a person processed?

Mr. COLLEY: Let me put this matter in another way.

Hon. Mr. CAMPBELL: I would like to get some specific answers on this question, because it interests me very much. What is the average time that elapses from the date a relative in Canada makes application to bring over a relative in Germany?

Mr. COLLEY: The time varies. I would say that last year it took nearly twelve months, but at the present time it would take six months.

Hon. Mr. CAMPBELL: What is the process? A relative in Canada makes application to the department here?

Mr. COLLEY: Yes.

Hon. Mr. CAMPBELL: And then it is dealt with by a committee in the department, is it?

Mr. COLLEY: No. When a relative makes application to the department here, the department sends inspectors out to find out whether settlement conditions on this side are satisfactory, whether there is any danger of the person applied for becoming a public charge.

Hon. Mr. CAMPBELL: How many such applications are now pending in the department here?

Mr. COLLEY: Between twenty and thirty thousand, nearer to thirty thousand.

Hon. Mr. CAMPBELL: How many people are on the staff to make those investigations?

Mr. COLLEY: I do not know exactly how many. The examination here goes through fairly fast. I do not know the exact number of people working on it on the other side; probably the Immigration Department representative, when he comes, will give you that information.

Hon. Mr. EULER: How long does the investigation take here?

Mr. COLLEY: The length of time from the date when the application is first made is also difficult for me to say, because all I know is that I get a list of these people when they are dealt with.

Hon. Mr. EULER: Could you give me an idea as to the average time?

Mr. COLLEY: I think Immigration could give you better information on that, because I simply receive these approvals and send them overseas to our organization. At the present time the approvals are sent over to the Canadian Immigration Mission, which is now at Heidelberg.

Hon. Mr. CAMPBELL: Once the approval is made here it passes from the Department of Immigration into the Refugee International Organization?

Mr. COLLEY: Not entirely. We get a copy, and the copy goes over to Heidelberg. Since December the Immigration Department has been able to establish a fixed headquarters in Germany for this purpose, and that of course has greatly added to the efficiency with which these applications can be dealt.

Hon. Mr. CAMPBELL: What is the next step?

Mr. COLLEY: On our part, as soon as we can, we get in touch with the people, try to locate the people at the camps.

Hon. Mr. EULER: Do you co-operate with the departmental representatives?

Mr. COLLEY: We get in touch with or notify these people that they have been approved, in due course, and we arrange for them to be examined when the immigration team comes into their particular district. The I.R.O., to make things easier and to facilitate matters, arrange for medical examinations, including an X-ray of the chest of all persons to be presented.

Hon. Mr. EULER: Is that accepted by the Department of Immigration?

Mr. COLLEY: It is not accepted without question.

Hon. Mr. EULER: You apparently have two organizations over there. Do you work separately or do you co-operate?

Mr. COLLEY: Not all displaced persons are the concern of I.R.O.; there are some people who are, and some who are not, the concern of I.R.O. It is only those persons who are its concern which they go out and examine to facilitate their being passed by the Canadian government immigration office.

Hon. Mr. CAMPBELL: How do you classify those who are the concern of I.R.O.?

Mr. COLLEY: Quislings, traitors and people such as former members of the German army are, for example, not the concern of I.R.O., although they may be considered by some to be displaced persons.

Hon. Mr. CAMPBELL: What about people with relatives in Canada?

Mr. COLLEY: It does not make any difference if they have relatives in Canada. Of course it does make a difference as far as the Canadian government is concerned, but not the I.R.O. The Canadian Government has its own security officers over there to determine who are and who are not acceptable to Canada.

Hon. Mr. EULER: But do the two organizations work together?

Mr. COLLEY: The two work both separately and co-operatively. We assemble the people; the Canadian government immigration office has headquarters at Heidelberg in which all the records are kept and from which teams are sent out from place to place over Germany and Austria, which is a large stretch of country.

Hon. Mr. EULER: The department does that?

Mr. COLLEY: Yes, they send teams out, consisting of medical officers, immigration officers and security officers. We arrange for the people to be presented with their papers and all the facts, as well as a medical examination certificate and X-Ray which I have spoken of. I do not know the exact figure, but these teams can examine only a limited number each day. The process is slow; some people on presentation have not got their papers with them, some fail in their medical examination while others fail in security. They may not be rejected outright but they are deferred. That is the general process through which they

have to go, and it is slow. I should add that in the beginning it was slower but in the meantime the staffs have been increased and everybody, in our own organization and on the immigration staff, is getting more proficient and the process is faster than it was previously.

Hon. Mr. EULER: But what I wondered about was whether the two organizations co-operated. For instance, the applications go over from here.

Mr. COLLEY: We both get copies of the applications.

Hon. Mr. EULER: And the department officials over there get copies?

Mr. COLLEY: Yes.

Hon. Mr. EULER: But who takes the initiative? Is there any overlapping in the way this system works?

Mr. COLLEY: No, there is not. We take the initiative in getting the people together, but we have to have the advice of the Canadian immigration officials as to when they are going to be at a certain point so that these people can be ready for them.

The CHAIRMAN: Mr. Colley, Senator Haig was asking about the speeding up process. The method you suggest is the one adopted by Great Britain, is it not?

Mr. COLLEY: Yes, it is. Great Britain has already adopted the method of reception stations for displaced persons when they go to that country. They do not go, as they would here, directly to where employment or relatives are, but to a reception point, or a distribution centre, from which they are distributed to various places.

Hon. Mr. CAMPBELL: I asked Dr. Keenleyside a question the other day, and I should like to put a similar question to you, Mr. Colley. Would it expedite this movement if there were provided two or three stations to which the applicants could apply by themselves, taking the initiative, rather than waiting for some governmental official to call upon them?

Mr. COLLEY: No, it would not.

Hon. Mr. CAMPBELL: Dr. Keenleyside said he felt that the establishment at Heidelberg was a step in that direction and that it would facilitate the movement very much.

Mr. COLLEY: It would not.

Hon. Mr. CAMPBELL: You do not think it would?

Mr. COLLEY: No.

Hon. Mr. CAMPBELL: Do you say that the establishment in Heidelberg has not helped the situation?

Mr. COLLEY: It has helped the situation. The point is that one particular person should not be treated ahead of someone else. Why should one, because he can pay his air transportation, be brought forward before someone else whose relatives are equally desirous to have the members of their family come here? Is it not better to treat them all as fairly as we can and not as a result of individual pressure on this side?

Hon. Mr. CAMPBELL: What I had in mind was, if an individual in one of these camps knew that his relatives wished to get him out, and he was ready to come, that he could take the initiative step himself, rather than sitting back and waiting until he is hunted up.

Mr. COLLEY: He can take the initiative to this extent—though he may find it more or less difficult—if he is lively enough he can find out when the Canadian teams are going to be in his district and he can make sure that he does not miss his opportunity to be presented to them, or if he has means, he may be able to present himself for examination at Heidelberg. He might be able to facilitate

matters in that way, but the problem of transportation is best handled in groups, rather than individually. If we started handing people individually the effect would be that of slowing down rather than speeding up the process.

Hon. Mr. ROEBUCK: I understand that you have abandoned the idea of bringing people by air.

Mr. COLLEY: We have for the time being, as far as individuals are concerned, yes.

Mr. ROEBUCK: If a person has been passed over there and his relatives are prepared to pay his air passage, do you object to his coming by air?

Mr. COLLEY: There is this to be said, Senator, it would be necessary to go and pick out the individual, practically escort him to the air field and wait around until an airplane was available. There would be a great deal of complication in handling that one individual, and it would perhaps take as long or longer than the handling of twenty-five or fifty families. Conditions in Europe are not as they are in Canada; that country is under military rule, and transportation is very difficult. These people cannot go around alone; they have to be looked after, and they are much better off if they are being looked after in a group than dealt with individually. Furthermore, as I have just indicated, why should a person have to be given particular attention when it means actually to be brought over ahead of somebody else simply because he is in a position financially to facilitate that movement?

Hon. Mr. EULER: Well, what is wrong with that, if he has the money to pay his own way?

Mr. COLLEY: We are trying to handle people on the basis of treating them all alike.

Hon. Mr. EULER: If other persons cannot pay their own way, why do you hold back the ones who can?

Mr. COLLEY: All the people I am referring to are paying their own way, and we are bringing them forward as fast as we can. They are all willing to pay their own way.

Hon. Mr. CAMPBELL: How do you explain the fact that such great numbers of people came from the British Isles last year, and such a small number came from the displaced persons camp? We are told that there are 600,000 or a million people assembled in these camps ready to come out.

Mr. COLLEY: You are now talking about air transport.

Hon. Mr. CAMPBELL: No, I am thinking about the numbers that were given to us the other day and it indicated a great many more had come from the British Isles than from the displaced persons camps.

Mr. COLLEY: There is a matter of regular steamship services that have been inaugurated in the British Isles and which are not available elsewhere.

Hon. Mr. CAMPBELL: I understood you to say that transportation was available but that the difficulty was in the screening.

Mr. COLLEY: It is to a large extent.

Hon. Mr. CAMPBELL: Well, have not these people that have come from the British Isles been screened?

Mr. COLLEY: Yes.

Hon. Mr. CAMPBELL: And they have been examined?

Mr. COLLEY: Yes, but it must be remembered that the organization has been established in the British Isles much longer than it has been elsewhere.

Hon. Mr. CAMPBELL: You feel that the organization is not yet well enough established in Europe?

Mr. COLLEY: That is a matter that will have to be considered, whether it can be further increased. One gets to the maximum of the usefulness of a staff in an organization over there. That is a question which I am not in a position to answer.

Hon. Mr. CAMPBELL: We are looking for suggestions from you as to how it may be improved. In view of the fact that there are so many coming from the British Isles who are all being examined and screened, both as far as their relatives in Canada are concerned, and as to their own physical condition, why could there not be the same speeding up of the screening and examination in Europe?

Mr. COLLEY: One of the main answers is that conditions in Great Britain are entirely different from what they are in Germany. In Great Britain people are free to move: it is not under military rule.

Hon. Mr. CAMPBELL: Are not all these people in a fairly—

Mr. COLLEY: Each person in Great Britain moves on his own initiative, under his own steam.

Hon. Mr. CAMPBELL: That is the point I am making, whether there is not some means by which anyone in these camps could use his own initiative to get to the examining station, and speed up the movement.

Mr. COLLEY: No, not in view of the complex factors. I do not think so.

Hon. Mr. HORNER: When you speak of a single plane flying in one man, remember that it can fly in twenty-five people. There was an announcement in the house that some 4,000 are to be flown in this winter. You speak as though there was some difficulty on account of having to go around to individuals. All these people are in camps. Surely these security officials have been examining these people for two years. All of them are in these camps. I do not think there would be such a very great difficulty.

Mr. COLLEY: If you could go and pick out enough people from the camps to fill a plane every time one was going, that would be fine. But you cannot do that. That is the reason I sent these circulars out about which Senator Roebuck has spoken. I wanted to find out just how many people would be willing to do that, so that we could see if it was possible to get together a sufficient number to go on a plane when it was ready.

Hon. Mr. ROEBUCK: And what did you find?

Mr. COLLEY: We found many people wanting air transportation, but we were never sure that we could get a sufficient number of them at one time to assure us that we would have a plane load. Furthermore, when people saw the risk of air and also that there were possibilities of steamer transportation, they backed out of their request to have them sent forward by air. While I was over in Europe this question of air transport was discussed with the same organization that is bringing people out to Ontario. They are a charter plane organization; they take freight over to Europe, and they have space available for people to come back. They offered us a good rate on a charter basis on certain conditions. These conditions were the same which are, naturally, always requested in connection with air transportation. That is, they cannot guarantee when a flight will take place; they cannot guarantee to take the full number of passengers; they have the right to take passengers off at any time. On the other hand, they expect us to have available at all times a sufficient number of people to put on a plane. That, as far as relatives were concerned, was a difficult proposition to carry out. It would have been embarrassing to us to have people left behind. There is no place at Frankfurt to accommodate these people while they are waiting for a plane, if the plane does not leave on the day it is supposed to leave. To give you an idea: coming back from Europe I had a reservation to return on a plane on the 16th of December. Weather conditions did not permit

me to fly until the 19th of December. These things are happening all the time. Where are we going to put the people whom a plane cannot carry? We have no place for them. Furthermore, as I said, we have no guarantee that we can get together thirty or forty people for each plane trip.

Hon. Mr. ROEBUCK: That does seem remarkable to me, out of somewhere in the order of a million people.

Mr. COLLEY: You are restricted now, as far as a plane is concerned, to those people who are willing to pay their transportation by air to this side. That is not a million. Furthermore this organization with which we are concerned feels a certain amount of reluctance to take the risk, because it is all their responsibility, of transporting people by plane if they can be transported as fast as they can be prepared for, by sea.

The CHAIRMAN: Captain Brown told me the other day that the *Aquitania* sailed with 300 empty berths; that people had been so impressed by the difficulty of transportation that they simply had not applied.

Mr. COLLEY: I daresay that if our organization had been advised by the Cunard that they were willing to take more than the 200 that they did take, we could have taken more space. But all they allowed us was for 200.

The CHAIRMAN: He intimated that that was in England—

Mr. COLLEY: Yes, the cancellations were made in England at the last moment.

Hon. Mr. MCGUIRE: Before the witness leaves: from his evidence it is evident to everybody that I.R.O. has a lot to do with anyone coming from the continent to Canada. Apparently they have more to do with it than the Immigration Branch of this government. Now, as far as the ordinary Canadian knows, the I.R.O. sounds like something mythical. He does not know who they are, he does not know the names of their directors or officers or where they live. It is a world organization; he knows nothing about it. It is rather strange that an organization about which Canadian people know so little has so much to do with this matter which is so important to the people of Canada. I should like to see the names of the officers and a full account of the whole organization in the minutes here today, so that we can see whom the people are who are doing this work for us, and, in general, know more about the organization.

Mr. COLLEY: I can furnish you with that information. The I.R.O. is a specialized agency of the United Nations, formed after a great deal of discussion with all the members of the United Nations; and the constitution was passed in 1945. The preparatory commission came into being on the 1st of July of last year.

Hon. Mr. MCGUIRE: Yes. I would like to see it all in the minutes.

Mr. COLLEY: Well, I can give you the information.

Hon. Mr. MCGUIRE: Are the same officers who were elected in 1945 in office today? Are they re-elected every year? Who are they?

Mr. COLLEY: The officers are representatives of the various countries—

Hon. Mr. MCGUIRE: Well, that is the point.

Mr. COLLEY: —who are members of the organization. They are appointed by the government of each country. The administrative officers are appointed then by the committee itself.

Hon. Mr. MCGUIRE: Yes. We should know who they are; know something more about this organization than we do.

Hon. Mr. HAIG: I must differ from that statement. That is not quite correct. This organization has really nothing to do with approving the movement of immigrants: the present government do it all. If I have a relative in a camp in Germany I apply for his admission. The government of Canada investigates

the possibilities of my taking care of this relative and it is for the government to say whether it is O.K.; they will consent if I am considered capable. A copy of that decision is sent to the witness or his department, but his organization cannot bring a single soul into this country unless the government passes him.

Hon. Mr. McGUIRE: I know all that.

Hon. Mr. HAIG: But you are not drawing the correct conclusion.

Hon. Mr. McGUIRE: I want to know who these people are. That is all I am asking.

Hon. Mr. HAIG: I can tell you.

Hon. Mr. McGUIRE: I do not want to hear it from you; I want to see it in the report . . .

Hon. Mr. HAIG: Well, when you are through, I will talk.

Hon. Mr. McGUIRE: You are talking now. Proceed and finish.

Hon. Mr. HAIG: Madam Chairman, as I was going to say, under the United Nations, this is one of the organizations established by them and each country that is willing to join this, Canada included, nominates a man or woman for that organization. They have agreed to try as far as possible to help place these displaced persons, but I do not think it is fair to suggest that this organization overrides our government at all. I do not take that view. I take the view that the government is supreme. All this organization does is to assist those people whom relatives in Canada wish to have brought out here and to see that they get a chance to present their cases to the government.

Hon. Mr. McGUIRE: I simply want to know the names of these people. We should know who the people are.

The CHAIRMAN: Every detail is available in print if you want it. I think Mr. Colley can give you that.

Mr. COLLEY: I should like to add, if I may, that the Canadian immigration rules are those which apply to the admission to Canada of any person on the continent of Europe. The displaced persons are in the care of the International Refugee Organization. We have nothing to do with people in such countries as Holland and Czechoslovakia; we have only to do with those displaced persons in Germany who are under our guardianship, and we facilitate the movement of them as fast as we can by presenting these people to the Canadian immigration authorities, when available, and when they are passed by the Canadian immigration authorities, we arrange their transportation to Canada as fast as we can.

Hon. Mr. McGUIRE: That is very important work and we would like to know more about it.

(For constitution of IRC see appendix at end of today's proceedings.)

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The CHAIRMAN: Our next witness is Mrs. Jean Henshaw, former director and supervisor of displaced persons camps in Germany. I may say that Mrs. Henshaw's wearing apparel is entirely the product of a displaced persons camp.

Hon. Mr. ROEBUCK: Is that material hand woven?

Mrs. HENSHAW: No, but the suit was made in the camps.

Madam Chairman and gentleman, is it your pleasure that I give you a short summary of my impressions of the displaced persons or would you rather proceed by questioning?

Hon. Mr. ROEBUCK: Go ahead.

Mrs. HENSHAW: You might be interested to know that my experience has included directorship of international camps of thirteen nations, Jewish camps and the reorganization of children's camps, and later under the preparatory committee of IRO. I was supervisor in an area where there were fifty-one camps and 30,000 refugee people in these camps. Therefore my remarks will deal exclusively with the situation on the "other" side. I know very little about the situation in Canada with regard to your plans and what is being done for the displaced persons here.

In UNRRA we dealt with the displaced persons exclusively, that is, those persons who were displaced because of an act of war, and many of them were children from all nations who had been kidnapped with a view to placing them in the German Reich and absorbing them there. The IRO extended that definition and we included in our care certain people who were refugees from their countries and that made a broader group. The first group was eligible for care in camps and the second was not eligible for care in camps but were screened by the IRO centres governing population control, and they were given a special certificate stating that they were eligible for immigration and for labour. The actual phrasing of that is a little indefinite, gentlemen, but the chief of the control office in Munich stated that it was tantamount to stating that there was no objection to the immigration or employment of those persons in a camp.

If I were asked for an impression of the people themselves I think two words would perhaps deal with it. One would be the remarkable resilience of the people, and the second would be the adaptability. Fundamentally, from the human point of view, they are no different than you and I. I do not like pointing out the differences in people, but I think sometimes it is rather necessary because terms become flavoured. "Displaced persons" seem to mean something which people are not very favourable towards, in many ways. This has been brought out when I have been asked if these are people we should receive in Canada and who would be of benefit to us. Certainly there are many people now in Germany whom we would not wish to have in Canada but security screening should eliminate them. They are individuals who were collaborators and sold out their own country and sold out themselves and they would certainly continue in that behaviour pattern. They are people whom we would not wish in our country. Otherwise, the people are very desirable. They differ from us chiefly because of their experiences. By that I mean the breakup of their families, and since the *Toronto Weekly Star* is now running a short article on Lidice, I think you might be interested in the official statement which was sent out by the secret police of the SS in Prague in relation to that city and the removal of ninety children. It gives quickly an idea of the experiences through which these people have gone and which must have scarred them and from which they must recover.

By supreme order the community of Liditz in the Protectorate of Bohemia and Moravia has been destroyed completely in connection with the assassination of Groupleader Heydrich. The entire male population has been shot to death. The women will serve life terms in a concentration camp. The Germanization possibilities of the children have been examined. The children not desired for Germanization will be transferred there and are to be further sent through the respective Polish camps. Involved are 90 children. Dependents are not present. They will be taken to Litzmannstadt in a special car linked to trains running on the timetable. The train will arrive in Litzmannstadt on Saturday 13.6.1942 at 21.30 hours. I request that the children are fetched from the station and transferred to the respective camps immediately. The age groups of these children are: 1-2 years, 5; 2-4 years, 6; 4-6 years, 15; 6-8 years, 16; 8-10 years, 12; 10-16 years, 36.

Except for what they have on their person, the children will bring nothing with them. Special care will not be imperative.

That last is underlined, and that is the code expression or term for extermination.

Hon. Mr. HORNER: That was in 1942?

Mrs. HENSHAW: Yes, June 10th, 1942, or thereabouts. Now, that is the picture that held in many cities. Hitler and Himmler, as part of total war, hit at the family to break it up and they would send the man to death or to concentration camps to work in labour gangs, the women to concentration camps where they would be screened for labour gangs, and the older children were also selected for labour gangs and did the most difficult type of work and the most dangerous because, literally, they were considered to have no value, and labour turnover did not matter. The other children were screened so that the cream of them could be absorbed into the Reich. The children from two to six were placed in Lebensborn homes to be Germanized, given German names, and their whole experience geared to absorption into the Reich. The children from six to twelve were similarly treated in the Heimschulen. Another group of children were set aside for medical or pseudo medical experimentation and the Jewish children from two to twelve years were among those who were exterminated. The persons in labour gangs were subjected to excessive labour, with very little food and many lived under the most appalling conditions.

The labourer was not allowed to marry and everything was done to prevent his having a normal life. I have here an excerpt in relation to hospitalization of foreign labourers:

The reception into a foreign sick-barrack, which is in connection with a German hospital, can take place only when there are irregularities or when experimental subjects for students and pupils of midwifery are needed.

In other words, they could only receive hospital care when it suited the German Reich and when experimental subjects were necessary for the training of medical students.

The necessity to prevent that German blood is given up to foreign nations, is more urgent than ever on account of the losses of this war. That is why foreign children having partly German blood and who may be considered as valuable are not to be sent to foreign children-homes.

In cases where the child is given in care of NSV or Lebensborn, it is generally necessary to separate from the mother, who must stay at her work. Inducing the mother to give her agreement for leaving her child to this protection, she has to learn only the profits, not the aim of this measure.

In other words, she could only feel that it was profitable for her child to go to Lebensborn or Heimschulen, but not learn that it was to become a German child.

These are precise experiences through which people went. I have in mind a Jewish man who persisted in refusing to look at his hands. Finally I went to him and took his hands and held them up before him, and I said to him, "What is wrong with your hands?" He said, "How can I ever be a man again, look at my hands again, when they have put the bodies of my wife and children in the crematorium?" Well, it did not seem that there was very much I could do for him, but finally I said, "I take it that they went through the gas chamber first." He said, "Yes, they did." I said, "Then, is it not much better that you, who loved and cherished them, had the last handling of their bodies rather than somebody from the SS., who would have handled them with tongs and very roughly?" He said, "I never thought of that." This was his first glimmer of

hope. One of our boys in his early teens told me it was part of his job to push bodies in the crematorium, and among them he put in his father's body. This was a never ending nightmare to him and such experiences have serious scars which take time to heal.

Most of these people now in Germany do not want to return home. They feel they cannot return home because they do not approve of the present political situation in their own countries. Some of them have been asked to return and take over positions which they held before the war, even positions of management in factories, but even these will not return. Thus the displaced persons have lost their security. First, they have lost their national security and have no national home. Second, they have lost their familial security and their families have been broken up; many represent the last of a large relationship. Third, they lost their personal security and instead of being able to earn their own living and to manage their own affairs, they are leading a "found" existence which is distasteful to them. Many have lost their spiritual security, but those who retained it withstood the persecution and torture of the war years better than the others. They have also lost those props to security represented by property, stocks, bonds and personal property because they had to leave them at home. In Germany they are living from day to day having no future and being unwilling to live too much in their past which is so full of unhappy memories.

These people have a strong feeling of desire to belong to a country which has national security where they could begin a new life and achieve a position with personal security for themselves. They wish to become citizens. Even the children say, "We want to live in peace, anywhere in the world." The older persons are hoping for a political change which will make it possible for them to go back to their own countries. They have a stake in Europe and they do not wish to go farther than France or Belgium or England. But the younger ones are different; they want to leave Europe and its wars and make a new life for themselves in a new country. Among the older ones there are many responsible persons whom we would welcome to Canada, I am sure, and who would make good here, but they do not feel that they ought to abandon their relatives. Only three things are possible for these people. One is repatriation, which was one of the tasks of UNRRA. There was no involuntary repatriation, the people had to make their own decisions. Children up to twelve were sent home automatically, if it was proven that they were nationals of another country. The exceptions were Jewish children, who in many instances were permitted to migrate to other countries. Russia and Yugoslavia would not give clearances then for Jewish children, but latterly Yugoslavia has given clearances, provided there is a relative waiting for the child in each case.

The CHAIRMAN: That is, to go to another country?

Mrs. HENSHAW: Yes. That was the only terms on which they would countenance their migration to another country.

Absorption into the Reich is a second possibility. Because of lack of funds, IRO has had to cut down the organization at every point. I am not connected with IRO now, so I can say these things. They have had to cut out welfare services, workshops are idle, and the rehabilitation program cannot be proceeded with. They have pared down the camp school systems, so that just a bare skeleton of what there was progressing under UNRRA is now going on. Because of lack of material, only the camps that are rich—camps which play the black market—are able to keep their workshops going. Actually, the welfare officer's title has often been changed to social services officer so material assistance will not be expected for individuals. The discontinuation of projects workshops is of course a great pity, because it means that the people have nothing to do. The ring which I have on, the pin in my hat, my bracelet, the

suit I am wearing, in fact practically everything I have on was made in the camp. These people can do almost anything and would be valuable assets to any country. They are very clever at making costume jewelry, at woodworking, and so on. They reclaim bits of airplanes and anything at all that they can obtain. They can turn to good use things that we would consider of almost no value at all. Their skill is almost incredible. The IRO and the army in the American zone are using every suggestion to bring about the movement of the people into the German economy, in order that they may not be a charge on the organization. Thus more and more DP's are leaving the camps to live and work in the German economy. Obviously they are the people who can stand idleness least well and who are most anxious to be doing something and not allow their skills to deteriorate. When I left Germany there were about 378,000 displaced persons in the zone. At least 50,000 of them were living privately in the German economy. They were all eligible for care by the organization. We who have been there know the hatred expressed by the Germans in relation to the displaced persons and refugees. They will have a grim time if it ever becomes necessary to absorb them into the German economy without the protection of an occupying force. The Germans forget why they came into the country; perhaps most of the Germans did not even know many of the things that were done by Hitler and Himmler. We know that if these displaced persons and refugees go into the German economy, the experiences that they have already had will be duplicated, or perhaps even worse ones await them, because the Germans hate them. On street cars and everywhere else you hear Germans saying: "Why don't these people go home? Why do they not leave Germany? If they got out of Germany we would have more food, more houses and more clothes." The Volksdutch are the most unwanted of all people expelled by the countries in which they lived, unwelcome in Germany to which they have been sent. These people are very dejected. They do not want to be in Germany; they want to be in their own homes, but they cannot go there. Many of the Yugoslavian children—by children I mean those under 18—might be classed in that group, and a more desirable group for immigration I do not know. They will not think of returning to Yugoslavia; they cannot.

Hon. Mr. HAIG: Where do they want to go?

Mrs. HENSHAW: To America, and when I say America that includes the United States and Canada. That seems to be the desire of most displaced persons. A few wish to go to Australia, to South America and other countries, but somehow this continent is looked upon by most of them as a haven where the best type of life is possible.

Absorption into the Reich is not a thing which responsible people can tolerate for their dependents or relatives, and therefore they tend to remain in Germany and throw in their lot with them in order to make things easier for them, if possible. Emigration is the only hope for them. Unless you came through with a group of them, as I did, you cannot realize how badly they want to get out of Germany. I came to Canada on the *General Stuart*, and on that ship there were 758 displaced persons, of whom 44 were children. Those children were sent because it was desired to take advantage of any assistance that I could give them on the journey. When these people were put on the trains for the first stages of the journey they were very hungry and excessively cold. I was cold myself, and I certainly had much more protection than they had. Yet they made no complaints. The idea of getting out of Germany simply sublimated everything else. On the ship, although we had a terrific voyage, they sang out of happiness, although 80 per cent of them were ill 100 per cent of the time.

These people, with the wonderful skills that I have mentioned, would certainly be a great advantage to us here. They would like to come in family groups. They also asked me if there was any possibility of camps being transferred from Germany to Canada, which is just the thing that was discussed briefly here this morning. In the area in which I was we did a great deal of processing or documenting of people for the United States, both as individuals and in groups, and they went through with regularity from the Spring of 1946. For the most part they went in ships, but many went by airlift. Where the relatives were able to pay the passage they were permitted to go by airlift.

At the present time the travel situation in Germany is not as strict as it originally was; there was a time when people could not get on a train and go anywhere, the gates of the camps were literally guarded by American police. But those days passed long ago, and now the displaced persons can go on a train in the same manner as Germans, except when they wish to cross the border they have to have a permit. When I was in Germany they went from the area down on the Austrian border, paid their own way to Frankfurt, arriving the day before the plane left, and got on the plane. What would happen had the plane been delayed, I do not know, because we did not have that experience. However, many people did go that way although the large proportion of them went in the ordinary way from Bremerhaven.

I believe I have now given the main ideas which I wished to present.

The CHAIRMAN: Will you tell the committee, please, the incident of the little girl which had been thrown from the train?

Mrs. HENSHAW: I could give you individual stories, almost *ad nauseam* but the story of Rosie Taub is particularly interesting. Perhaps I should not give her name because I do not wish her to have any publicity.

Rosie was a particularly charming girl of thirteen years; her mother and her two daughters were placed on a train bound for the extermination camp; her father had already disappeared and has never been heard from since. The mother wondered if there was any way by which she could save the little girls. She was in a goods train, which as you know, have windows high up; when the train came to one station they, by agreement, dropped the eldest child out the window. After four or five stations they had an opportunity to also drop the younger child, Rosie out the window. The children got together, but the eldest child died of an illness. As the younger child said, she died her own death; she thought that was something that should be mentioned, most people were killed, but "she died her own death".

The younger child went to a christian home and there posed as an Aryan and although nine years of age she did domestic service during the war and got by with Aryan people. She is a shy child, and how she had the ability to handle the problem of survival, I do not know. The people over there have, however, developed the most amazing ability to handle the problem of survival. Perhaps they are not always handled on an ethical basis; for instance, sometimes a child would stand on its tiptoes with its hands in the pockets of the other child beside him, in order to look over the wire line which marked the differences between labour gangs, where there was a chance to live, and the extermination camps. I know children who have stood on their tiptoes for two hours and a half in order to look over the line.

It was amazing also the way they handled the problem of age by introducing the escalator clause. Many of them gave their age over twelve when actually they were considerably younger; they felt they could work, in a labour gang and thought it was worth a try. After liberation when we were sending people off by airship to England we even encountered some men with beards saying they were sixteen. The escalator clause was still in effect. Of course we did not allow

them to go. The people generally were of high intelligence; had they not been they would not have survived. For the most part their health was very good; the health facilities in the UNRRA camps were exceedingly good. The people who were not in good health succumbed during their period under the Reich.

Hon. Mr. HAIG: What happened to Rosie?

Mrs. HENSHAW: Rosie is in a private home in Montreal; she came across on the boat with me. I saw her quite by chance in Montreal the other day, and I said, "Rosie, how are you?" She said, "I am happy—she spoke German—she said it was love at first sight, "I love the woman and she loves me."

Perhaps the members of the committee would be interested to know what one boy said who came over on the *General Stuart*. Shall I read the story?

Hon. Mr. ROEBUCK: Read the most interesting part.

Mrs. HENSHAW: It reads in part as follows: "We are sailing on the Atlantic Ocean to Canada. The country, where—forgetting about our tragic and sorrowful past in Europe—we would like to live peacefully, free and with human rights secured . . . What we are expecting from Canada—we hope that we shall find it—is appreciation of the total human independence and that life standard which the individual deserves as the result of his diligent work and honesty. Where people are not slaves to conflicts and hates of various nationalities and races. But Canada, like a furnace, accepts people of all nations and transforms them into understanding citizens of a healthy democratic land. Therefore may we express our sincere appreciation and thanks to the Canadian Government, for accepting us in his land with trust."

If there are any questions, I should be pleased to answer them.

Hon. Mr. HORNER: Mrs. Henshaw, we have heard something about the very large number of German children who have lost their parents and are just existing, and living in gangs. It has been suggested that some of these children could be brought to Canada, as a humane service and it would be to Canada's advantage in the future. What is your opinion on that?

Mrs. HENSHAW: In the two and a half years I was in the American zone in Germany I had very little experience with that class of child. There are of course children who are delinquents, who have followed the army, many of whom, incidentally, were mascots of the American army; these children pose as Americans, giving family names, places, residences, schools, and all sorts of other details, but they are eventually checked and found to be Germans.

In Germany there is a very good network of welfare agencies under the supervision of the occupying power; in whatever zone the agency appears it is equipped and able to handle German children. Knowing the attitude of the Germans to their children I do not think that we need unduly concern ourselves with these children. I did a good deal of work in respect to repatriation and resettlement of children in the international centres, and I would say that the Germans would not be happy to part with their children, and if they did part with them it would certainly not be on any more than a visiting basis. They much prefer that the children remain in Germany, just as every nation desires its children to remain at home; therefore, the children are automatically returned to the German economy, for placement in a German child care institution, well founded and well supervised.

I came in contact with one boy who was quite remarkable. He was freed by the American army as it went through, from a correctional home, having been placed there by a German judge for offences committed. He had managed to evade being caught again, and was posing as an American and demanding to be sent home to America. He was quite amazed when he was returned to the German economy to be dealt with.

Hon. Mr. HORNER: The thought I had in mind was that in view of the German policy of eliminating the children of other nationalities, it occurred to me that we would be protecting ourselves in the future if we were to secure some of these boys now.

Mrs. HENSHAW: Frankly, I have been of the same opinion myself; in fact, I have seen many which I would have liked to bring home.

Hon. Mr. HORNER: I have no fear but that we could absorb these children here and they would make first-class citizens.

Mrs. HENSHAW: That is quite true. Many of the children in large cities are starving; they have not sufficient food to properly nourish themselves, and they have a bad time. In the country, as you know, a farmer, if he desires, can pretty well beat the ration, and they get along very well.

I should add to what I have said that the authorities make it quite difficult to remove a child of a united nation from a German home. I am quite sure, therefore, that we would get no cooperation at all in removing German children. To explain further, if one of the child searching teams, which operate in the British and American zones and to some extent in the French zone find a child which they are quite sure is not a German child, they interview the child. Twenty-six languages are represented by our interviewers. They see the child, talk to it about its present conditions, its past and so forth, trying to get the child's interest and to determine what the child may be and from whence it came. Sometimes the child has been carefully coached in its answers and it is very difficult to get anywhere; however, by the careless use of a foreign word, such as "tag" or "nista" it will readily be shown that the child is Polish or Serbian or some other nationality.

When the documentation is completed it is sent to our office where we make a tentative decision as to the nationality and we submit it to the national liaison officer of the country to which the child belongs. He examines the situation, goes out and sees the child and decides that it is in fact a national of his country. It is then necessary to get the approval of the military government which, as you know, is now supervised by the occupying power; IRO or the liaison officer requests that the child be removed from the German home and thirty days' notice is given the German home in order that the home and the child may both be prepared for the break. The American social workers over there now are greatly concerned with the psychological trauma on the child in relation to its removal from the home. We found that any trauma or blow developed when the child was removed from its own family years ago, and experience did not show any great emotional crisis upon being taken away from the German home. As I say it requires thirty days' notice, and the written consent of the Germans to remove a child from a German home; (thus the final word lies with a German). If it is that difficult to get a United Nations child—and these cases have to be dealt with case by case under the supervision of the military government—one can readily see the impossibility of having children e.g. German children removed under other circumstances. The Germans even shield United Nations children from any contact with the United Nations personnel for fear that they will be lost to the Reich. Their whole idea was based on the premise that if Germany depleted the surrounding nations of child life that, even though she lost the war, she would still be potentially the strongest European nation.

Hon. Mr. HAIG: I think we should express our thanks towards Mrs. Henshaw for the information she has given us.

The CHAIRMAN: Yes; I am only sorry that we have not had a better representation.

Mrs. HENSHAW: There is one thing I would like to mention, if it is not presumption to do so. IRO is streamlined to the point where it is very difficult to meet requirements in regard to getting people up to the staging centres fast enough to be processed. I do think that if pressure were brought to bear on Geneva to increase the personnel dealing with repatriation and settlement, this whole process would be speeded up.

Hon. Mr. HAIG: I want to thank you very much. Madam Chairman, I move that we adjourn.

The CHAIRMAN: Before we adjourn there is a motion that I have to bring forward.

The Standing Committee on Immigration and Labour beg leave to make their second Report, as follows:—

In connection with the order of reference of the 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc., the Committee recommend that it be authorized to print 1,100 copies in English and 200 copies in French of its day to day proceedings, and that Rule 100 be suspended in relation to the said printing.

All which is respectfully submitted.

Hon. SENATORS: Agreed.

The committee adjourned until Wednesday, February 11, at 10.30 a.m.

## APPENDIX "A"

### United Nations—General Assembly

#### CONSTITUTION OF THE INTERNATIONAL REFUGEE ORGANIZATION AND AGREEMENT ON INTERIM MEASURES TO BE TAKEN IN RESPECT OF REFUGEES AND DISPLACED PERSONS

(Final Text)

#### CONSTITUTION OF THE INTERNATIONAL REFUGEE ORGANIZATION

##### PREAMBLE

The Governments accepting this Constitution,

##### RECOGNIZING:

that genuine refugees and displaced persons constitute an urgent problem which is international in scope and character;

that as regards displaced persons, the main task to be performed is to encourage and assist in every way possible their early return to their country of origin;

that genuine refugees and displaced persons should be assisted by international action, either to return to their countries of nationality or former habitual residence, or to find new homes elsewhere, under the conditions provided for in this Constitution; or in the case of Spanish Republicans, to establish themselves temporarily in order to enable them to return to Spain when the present Falangist regime is succeeded by a democratic regime;

that resettlement and re-establishment of refugees and displaced persons be contemplated only in cases indicated clearly in the Constitution;

that genuine refugees and displaced persons, until such time as their repatriation or resettlement and re-establishment is effectively completed, should be protected in their rights and legitimate interests, should receive care and assistance and, as far as possible, should be put to useful employment in order to avoid the evil and anti-social consequences of continued idleness;

that the expenses of repatriation to the extent practicable should be charged to Germany and Japan for persons displaced by those Powers from countries occupied by them:

##### HAVE AGREED:

for the accomplishment of the foregoing purposes in the shortest possible time, to establish and do hereby establish a non-permanent organization to be called the International Refugee Organization, a specialized agency to be brought into relationship with the United Nations, and accordingly

##### HAVE ACCEPTED THE FOLLOWING ARTICLES:

##### ARTICLE 1

###### *Mandate*

The mandate of the Organization shall extend to refugees and displaced persons in accordance with the principles, definitions and conditions set forth in Annex I, which is attached to and made an integral part of this constitution.

## ARTICLE 2

*Functions and powers*

1. The functions of the Organization to be carried out in accordance with the purposes and the principles of the Charter of the United Nations shall be: the repatriation; the identification, registration and classification; the care and assistance; the legal and political protection; the transport; and the resettlement and re-establishment, in countries able and willing to receive them, of persons who are the concern of the Organization under the provisions of Annex I. Such functions shall be exercised with a view:

(a) to encouraging and assisting in every way possible the early return to their country of nationality, or former habitual residence, of those persons who are the concern of the Organization having regard to the principles laid down in the resolution on refugees and displaced persons adopted by the General Assembly of the United Nations on 12th February 1946 (Annex III), and to the principles set forth in the preamble, and to promoting this by all possible means, in particular by providing them with material assistance, adequate food for a period of three months from the time of their departure from their present places of residence provided they are returning to a country suffering as a result of enemy occupation during the war, and provided such food shall be distributed under the auspices of the Organization; and the necessary clothing and means of transportation; and

(b) with respect to persons for whom repatriation does not take place under paragraph 1 (e) of this article to facilitating:

- (i) their re-establishment in countries of temporary residence;
- (ii) the emigration to, resettlement and re-establishment in other countries of individuals or family units; and
- (iii) as may be necessary and practicable, within available resources and subject to the relevant financial regulations, the investigation, promotion or execution of projects of group resettlement or large-scale resettlement.

(c) with respect to Spanish Republicans to assisting them to establish themselves temporarily until the time when a democratic regime in Spain is established.

2. For the purpose of carrying out its functions, the Organization may engage in all appropriate activities, and to this end, shall have power:

- (a) to receive and disburse private and public funds;
- (b) as necessary to acquire land and buildings by lease, gift, or in exceptional circumstances only, by purchase; and to hold such land and buildings or to dispose of them by lease, sale or otherwise;
- (c) to acquire, hold and convey other necessary property;
- (d) to enter into contracts, and undertake obligations; including contracts with governments or with occupation or control authorities, whereby such authorities would continue, or undertake, in part or in whole, the care and maintenance of refugees and displaced persons in territories under their authority, under the supervision of the Organization;
- (e) to conduct negotiations and conclude agreements with governments;
- (f) to consult and co-operate with public and private organizations whenever it is deemed advisable, in so far as such organizations share the purpose of the Organization and observe the principles of the United Nations;
- (g) to promote the conclusion of bilateral arrangements for mutual assistance in the repatriation of displaced persons, having regard to the principles laid down in paragraph (c) (ii) of the resolution adopted by the General Assembly of the United Nations on 12th February, 1946, regarding the problem of refugees (Annex III);

- (h) to appoint staff, subject to the provisions of Article 9 of this constitution;
- (i) to undertake any project appropriate to the accomplishment of the purposes of this Organization;
- (j) to conclude agreements with countries able and willing to receive refugees and displaced persons for the purpose of ensuring the protection of their legitimate rights and interests in so far as this may be necessary; and
- (k) in general, to perform any other legal act appropriate to its purposes.

### ARTICLE 3

#### *Relationship to the United Nations*

The relationship between the Organization and the United Nations shall be established in an agreement between the Organization and the United Nations as provided in Articles 57 and 63 of the Charter of the United Nations.

### ARTICLE 4

#### *Membership*

1. Membership in the Organization is open to members of the United Nations. Membership is also open to any other peace-loving states, not members of the United Nations, upon recommendation of the Executive Committee, by a two-thirds majority vote of members of the General Council present and voting, subject to the conditions of the agreement between the Organization and the United Nations approved pursuant to Article 3 of this Constitution.

2. Subject to the provisions of paragraph 1 of this article, the members of the Organization shall be those States whose duly authorized representatives sign this Constitution without reservation as to subsequent acceptance, and those States which deposit with the Secretary-General of the United Nations their instruments of acceptance after their duly authorized representatives have signed this Constitution with such reservation.

3. Subject to the provisions of paragraph 1 of this article, those States, whose representatives have not signed the Constitution referred to in the previous paragraph, or which, having signed it, have not deposited the relevant instrument of acceptance within the following six months, may, however, be admitted as members of the Organization in the following cases:

- (a) if they undertake to liquidate any outstanding contributions in accordance with the relevant scale; or
- (b) if they submit to the Organization a plan for the admission to their territory, as immigrants, refugees or displaced persons in such numbers, and on such settlement conditions as shall, in the opinion of the Organization, require from the applicant State an expenditure or investment equivalent, or approximately equivalent, to the contribution that they would be called upon, in accordance with the relevant scale, to make to the budget of the Organization.

4. Those States which, on signing the Constitution, express their intention to avail themselves of clause (b) of paragraph 3 of this article may submit the plan referred to in that paragraph within the following three months, without prejudice to the presentation within six months of the relevant instrument of acceptance.

5. Members of the Organization which are suspended from the exercise of the rights and privileges of Membership of the United Nations shall, upon request of the latter, be suspended from the rights and privileges of this Organization.

6. Members of the Organization which are expelled from the United Nations shall automatically cease to be members of this Organization.

7. With the approval of the General Assembly of the United Nations, members of the Organization which are not members of the United Nations, and which have persistently violated the principles of the Charter of the United Nations may be suspended from the rights and privileges of the Organization, or expelled from its membership by the General Council.

8. A member of the Organization which has persistently violated the principles contained in the present Constitution, may be suspended from the rights and privileges of the Organization by the General Council, and with the approval of the General Assembly of the United Nations, may be expelled from the Organization.

9. A member of the Organization undertakes to afford its general support to the work of the Organization.

10. A member may at any time give written notice of withdrawal to the Chairman of the Executive Committee. Such notice shall take effect one year after the date of its receipt by the Chairman of the Executive Committee.

#### ARTICLE 5

##### *Organs*

There are established as the principal organs of the Organization: a General Council, an Executive Committee and a Secretariat.

#### ARTICLE 6

##### *The General Council*

1. The ultimate policy making body of the Organization shall be the General Council in which each member shall have one representative and such alternates and advisers as may be necessary. Each member shall have one vote in the General Council.

2. The General Council shall be convened in regular session not less than once a year by the Executive Committee provided, however, that for three years after the Organization comes into being the General Council shall be convened in regular session not less than twice a year. It may be convened in special session whenever the Executive Committee shall deem necessary; and it shall be convened in special session by the Director-General within thirty days after a request for such a special session is received by the Director-General from one-third of the members of the Council.

3. At the opening meeting of each session of the General Council, the Chairman of the Executive Committee shall preside until the General Council has elected one of its members as Chairman for the session.

4. The General Council shall thereupon proceed to elect from among its members a first Vice-Chairman and a second Vice-Chairman, and such other officers as it may deem necessary.

#### ARTICLE 7

##### *Executive Committee*

1. The Executive Committee shall perform such functions as may be necessary to give effect to the policies of the General Council, and may make, between sessions of the General Council, policy decisions of an emergency nature which

it shall pass on to the Director-General, who shall be guided thereby, and shall report to the Executive Committee on the action which he has taken thereon. These decisions shall be subject to reconsideration by the General Council.

2. The Executive Committee of the General Council shall consist of the representatives of nine members of the Organization. Each member of the Executive Committee shall be elected for a two-year term by the General Council at a regular session of the Council. A member may continue to hold office on the Executive Committee during any such period as may intervene between the conclusion of its term of office and the first succeeding meeting of the General Council at which an election takes place. A member shall be at all times eligible for re-election to the Executive Committee. If a vacancy occurs in the membership of the Executive Committee between two sessions of the General Council, the Executive Committee may fill the vacancy by itself appointing another member to hold office until the next meeting of the Council.

3. The Executive Committee shall elect a Chairman and a Vice-Chairman from among its members, the terms of office to be determined by the General Council.

4. Meetings of the Executive Committee shall be convened:

- (a) at the call of the Chairman, normally twice a month;
- (b) whenever any representative of a member of the Executive Committee shall request the convening of a meeting, by a letter addressed to the Director-General, in which case the meeting shall be convened within seven days of the date of the receipt of the request;
- (c) in the case of a vacancy occurring in the Chairmanship, the Director-General shall convene a meeting at which the first item on the agenda shall be the election of a Chairman.

5. The Executive Committee may, in order to investigate the situation in the field, either as a body or through a delegation of its members, visit camps, hostels or assembly points within the control of the Organization, and may give instructions to the Director-General in consequence of the reports of such visits.

6. The Executive Committee shall receive the reports of the Director-General as provided in paragraph 6 of Article 8 of this Constitution, and, after consideration thereof, shall request the Director-General to transmit these reports to the General Council with such comments as the Executive Committee may consider appropriate. These reports and such comments shall be transmitted to all members of the General Council before its next regular session and shall be published. The Executive Committee may request the Director-General to submit such further reports as may be deemed necessary.

## ARTICLE 8

### *Administration*

1. The chief administrative officer of the Organization shall be the Director-General. He shall be responsible to the General Council and the Executive Committee and shall carry out the administrative and executive functions of the Organization in accordance with the decisions of the General Council and the Executive Committee, and shall report on the action taken thereon.

2. The Director-General shall be nominated by the Executive Committee and appointed by the General Council. If no person acceptable to the General Council is nominated by the Executive Committee, the General Council may proceed to appoint a person who has not been nominated by the Committee.

When a vacancy occurs in the office of the Director-General the Executive Committee may appoint an Acting Director-General to assume all the duties and functions of the office until a Director-General can be appointed by the General Council.

3. The Director-General shall serve under a contract which shall be signed on behalf of the Organization by the Chairman of the Executive Committee and it shall be a clause of such contract that six months' notice of termination can be given on either side. In exceptional circumstances, the Executive Committee, subject to subsequent confirmation by the General Council, has the power to relieve the Director-General of his duties by a two-thirds majority vote of the members if, in the Committee's opinion, his conduct is such as to warrant such action.

4. The staff of the Organization shall be appointed by the Director-General under regulations to be established by the General Council.

5. The Director-General shall be present, or be represented by one of his subordinate officers, at all meetings of the General Council, or the Executive Committee and of all other committees and sub-committees. He or his representatives may participate in any such meeting but shall have no vote.

6. (a) The Director-General shall prepare at the end of each half-year period a report on the work of the Organization. The report prepared at the end of each alternate period of six months shall relate to the work of the Organization during the preceding year and shall give a full account of the activities of the Organization during that period. These reports shall be submitted to the Executive Committee for consideration, and thereafter shall be transmitted to the General Council together with any comments of the Executive Committee thereon, as provided by paragraph 6 of Article 7 of this Constitution.

(b) At every special session of the General Council the Director-General shall present a statement of the work of the Organization since the last meeting.

## ARTICLE 9

### *Staff*

1. The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence and integrity. A further consideration in the employment of the staff shall be adherence to the principles laid down in the present Constitution. Due regard shall be paid to the importance of recruiting staff on an appropriate geographical basis, and of employing an adequate number of persons from the countries of origin of the displaced persons.

2. No person shall be employed by the Organization who is excluded under Part II, other than paragraph 5, of Annex I to this Constitution, from becoming the concern of the Organization.

3. In the performance of their duties, the Director-General and the staff shall not seek or receive instructions from any Government or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization. Each member of the Organization undertakes to respect the exclusively international character of the responsibilities of the Director-General and the staff and not to seek to influence them in the discharge of their responsibilities.

## ARTICLE 10

*Finance*

1. The Director-General shall submit through the Executive Committee, to the General Council an annual budget, covering the necessary administrative operational and large-scale re-settlement expenditures of the Organization, and from time to time such supplementary budgets as may be required. The Executive Committee shall transmit the budget to the General Council with any remarks it may deem appropriate. Upon final approval of a budget by the General Council, the total under each of these three headings—to wit, “administrative”, “operational” and “large-scale re-settlement”—shall be allocated to the members in proportions for each heading to be determined from time to time by a two-thirds majority vote of the members of the General Council present and voting.

2. Contributions shall be payable, as a result of negotiations undertaken at the request of members between the Organization and such members, in kind or in such currency as may be provided for in a decision by the General Council, having regard to currencies in which the anticipated expenditure of the Organization will be effected from time to time, regardless of the currency in which the budget is expressed.

3. Each member undertakes to contribute to the Organization its share of the administrative expenses as determined and allocated under paragraphs 1 and 2 of this article.

4. Each member shall contribute to the operational expenditures—except for large-scale re-settlement expenditures—as determined and allocated under paragraphs 1 and 2 of this article, subject to the requirements of the constitutional procedure of such members. The members undertake to contribute to the large-scale re-settlement expenditures on a voluntary basis and subject to the requirements of their constitutional procedure.

5. A member of the Organization, which, after the expiration of a period of three months following the date of the coming into force of this Constitution, has not paid its financial contribution to the Organization for the first financial year, shall have no vote in the General Council or the Executive Committee until such contribution has been paid.

6. Subject to the provisions of paragraph 5 of this article, a member of the Organization which is in arrears in the payment of its financial contributions to the Organization shall have no vote in the General Council or the Executive Committee if the amount of its arrears equals or exceeds the amount of the contributions due from it for the preceding one full year.

7. The General Council may, nevertheless, permit such members to vote if it is satisfied that the failure to pay is due to conditions beyond the control of such members.

8. The administrative budget of the Organization shall be submitted annually to the General Assembly of the United Nations for such review and recommendation as the General Assembly may deem appropriate. The agreement under which the Organization shall be brought into relationship with the United Nations under Article 3 of this Constitution may provide, *inter alia*, for the approval of the administrative budget of the Organization by the General Assembly of the United Nations.

9. Without prejudice to the provisions concerning supplementary budgets in paragraph 1 of this article, the following exceptional arrangements shall apply in respect of the financial year in which this Constitution comes into force:

- (a) the budget shall be the provisional budget set forth in Annex II to this Constitution; and
- (b) the amounts to be contributed by the members shall be in the proportions set forth in Annex II to this Constitution.

## ARTICLE 11

*Headquarters and Other Offices*

1. The Organization shall establish its headquarters at Paris or at Geneva, as the General Council shall decide, and all meetings of the General Council and the Executive Committee shall be held at this headquarters, unless a majority of the members of the General Council or the Executive Committee have agreed, at a previous meeting or by correspondence with the Director-General to meet elsewhere.

2. The Executive Committee may establish such regional and other offices and representations as may be necessary.

3. All offices and representations shall be established only with the consent of the Government in authority in the place of establishment.

## ARTICLE 12

*Procedure*

1. The General Council shall adopt its own rules of procedure, following in general, the rules of procedure of the Economic and Social Council of the United Nations, wherever appropriate, and with such modifications as the General Council shall deem desirable. The Executive Committee shall regulate its own procedure subject to any decisions of the General Council in respect thereto.

2. Unless otherwise provided in the Constitution or by action of the General Council, motions shall be carried by simple majority of the members present and voting in the General Council and the Executive Committee.

## ARTICLE 13

*Status, Immunities and Privileges*

1. The Organization shall enjoy in the territory of each of its members such legal capacity as may be necessary for the exercise of its functions and the fulfilment of its objectives.

2. (a) The Organization shall enjoy in the territory of each of its members such privileges and immunities as may be necessary for the exercise of its functions and the fulfilment of its objectives.

(b) Representatives of members, officials and administrative personnel of the Organization shall similarly enjoy such privileges and immunities as are necessary for the independent exercise of their functions in connection with the Organization.

3. Such legal status, privileges and immunities shall be defined in an agreement to be prepared by the Organization after consultation with the Secretary-General of the United Nations. The agreement shall be open to accession by all members and shall continue in force as between the Organization and every member which accedes to the agreement.

## ARTICLE 14

*Relations with Other Organizations*

1. Subject to the provisions of the agreement to be negotiated with the United Nations, pursuant to Article 3 of this Constitution, the Organization may establish such effective relationships as may be desirable with other international organizations.

2. The organization may assume all or part of the functions, and acquire all or part of the resources, assets and liabilities of any inter-governmental organization or agency, the purposes and functions of which lie within the scope of the organization. Such action may be taken either through mutually acceptable arrangements with the competent authorities of such organizations or agencies or pursuant to authority conferred upon the organization by international convention or agreement.

#### ARTICLE 15

##### *Relationship with Authorities of Countries of Location of Refugees and Displaced Persons*

The relationship of the organization with the governments or administrations of countries in which displaced persons or refugees are located, and the conditions under which it will operate in such countries, shall be determined by agreements to be negotiated by it with such governments or administrations in accordance with the terms of this constitution.

#### ARTICLE 16

##### *Amendment of Constitution*

Texts of proposed amendments to this constitution shall be communicated by the Director-General to members at least three months in advance of their consideration by the General Council. Amendments shall come into effect when adopted by a two-thirds majority of the members of the General Council present and voting and accepted by two-thirds of the members in accordance with their respective constitutional processes, provided, however, that amendments involving new obligations for members shall come into force in respect of each member only on acceptance by it.

#### ARTICLE 17

##### *Interpretation*

1. The Chinese, English, French, Russian and Spanish texts of this constitution shall be regarded as equally authentic.

2. Subject to Article 96 of the Charter of the United Nations and of Chapter II of the Statute of the International Court of Justice, any question or dispute concerning the interpretation or application of this constitution shall be referred to the International Court of Justice, unless the General Council or the parties to such dispute agree to another mode of settlement.

#### ARTICLE 18

##### *Entry into Force*

1. (a) States may become parties to this constitution by:
  - (i) signature without reservation as to approval;
  - (ii) signature subject to approval followed by acceptance;
  - (iii) acceptance.
- (b) acceptance shall be effected by the deposit of a formal instrument with the Secretary-General of the United Nations.

2. This constitution shall come into force when at least fifteen states, whose required contributions to Part I of the operational budget as set forth in Annex II of this constitution amount to not less than seventy-five per cent of the total thereof, have become parties to it.

3. In accordance with Article 102 of the Charter of the United Nations, the Secretary-General of the United Nations will register this constitution, when it has been signed, without reservation as to approval, on behalf of one state or upon deposit of the first instrument of acceptance.

4. The Secretary-General of the United Nations will inform states parties to this constitution, of the date when it has come into force; he will also inform them of the dates when other states have become parties to this constitution.

In faith whereof the undersigned, duly authorized for that purpose, have signed this constitution.

Done at Flushing Meadow, New York, this fifteenth day of December, one thousand nine hundred and forty-six, in a single copy in the Chinese, English, French, Russian and Spanish languages. The original texts shall be deposited in the archives of the United Nations. The Secretary-General of the United Nations will send certified copies of the texts to each of the signatory governments and, upon the coming into force of the constitution and the election of a director-general, to the Director-General of the Organization.

## ANNEX I

### DEFINITIONS

#### *General Principles*

1. The following general principles constitute an integral part of the definitions as laid down in Parts I and II of this Annex.

- (a) The main object of the Organization will be to bring about a rapid and positive solution of the problem of bona fide refugees and displaced persons, which shall be just and equitable to all concerned.
- (b) The main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin, having regard to the principles laid down in paragraph (c) (ii) of the resolution adopted by the General Assembly of the United Nations on 12 February 1946 regarding the problem of refugees (Annex III).
- (c) As laid down in the resolution adopted by the Economic and Social Council on 16 February 1946, no international assistance should be given to traitors, quislings and war criminals, and nothing should be done to prevent in any way their surrender and punishment.
- (d) It should be the concern of the Organization to ensure that its assistance is not exploited in order to encourage subversive or hostile activities directed against the Government of any of the United Nations.
- (e) It should be the concern of the Organization to ensure that its assistance is not exploited by persons in the case of whom it is clear that they are unwilling to return to their countries of origin because they prefer idleness to facing the hardships of helping in the reconstruction of their countries, or by persons who intend to settle in other countries for purely economic reasons, thus qualifying as emigrants.
- (f) On the other hand it should equally be the concern of the Organization to ensure that no bona fide and deserving refugee or displaced person is deprived of such assistance as it may be in a position to offer.
- (g) The Organization should endeavour to carry out its functions in such a way as to avoid disturbing friendly relations between nations. In the pursuit of this objective, the Organization should exercise special care in cases in which the re-establishment or re-settlement of refugees or displaced persons might be contemplated, either in countries contiguous to their respective countries of origin or in non-self-governing

countries. The Organization should give due weight, among other factors, to any evidence of genuine apprehension and concern felt in regard to such plans, in the former case, by the country of origin of the persons involved, or, in the latter case, by the indigenous population of the non-self-governing country in question.

2. To ensure the impartial and equitable application of the above principles and of the terms of the definition which follows, some special system of semi-judicial machinery should be created, with appropriate constitution, procedure and terms of reference.

## PART I

Refugees and Displaced Persons Within the Meaning of the Resolution Adopted by the Economic and Social Council of the United Nations on 16 February 1946.

### SECTION A—DEFINITION OF REFUGEES

1. Subject to the provisions of sections C and D and of Part II of this Annex, the term "refugee" applies to a person who has left, or who is outside of, his country of nationality or of former habitual residence, and who, whether or not he had retained his nationality, belongs to one of the following categories:

- (a) Victims of the nazi or fascist regimes or of regimes which took part on their side in the second world war, or of the quisling or similar regimes which assisted them against the United Nations, whether enjoying international status as refugees or not;
- (b) Spanish Republicans and other victims of the Falangist regime in Spain, whether enjoying international status as refugees or not;
- (c) Persons who were considered refugees before the outbreak of the second world war, for reasons of race, religion, nationality or political opinion.

2. Subject to the provision of sections C and D and of Part II of this Annex regarding the exclusion of certain categories of persons, including war criminals, quislings and traitors, from the benefits of the Organization, the term "refugee" also applies to a person, other than a displaced person as defined in section B of this Annex, who is outside of his country of nationality or former habitual residence, and who, as a result of events subsequent to the outbreak of the second world war, is unable or unwilling to avail himself of the protection of the Government of his country of nationality or former nationality.

3. Subject to the provisions of section D and of Part II of this Annex, the term "refugee" also applies to persons who, having resided in Germany or Austria, and being of Jewish origin or foreigners or stateless persons were victims of nazi persecution and were detained in, or were obliged to flee from, and were subsequently returned to, one of those countries as a result of enemy action, or of war circumstances, and have not yet been firmly re-settled therein.

4. The term "refugee" also applies to unaccompanied children who are war orphans or whose parents have disappeared, and who are outside their countries of origin. Such children, 16 years of age or under, shall be given all possible priority assistance, including, normally, assistance in repatriation in the case of those whose nationality can be determined.

### SECTION B—DEFINITION OF DISPLACED PERSONS

The term "displaced person" applies to a person who, as a result of the actions of the authorities of the regimes mentioned in Part I, section A, paragraph 1 (a) of this Annex has been deported from, or has been obliged to leave,

his country of nationality or of former habitual residence, such as persons who were compelled to undertake forced labour or who were deported for racial, religious or political reasons. Displaced persons will only fall within the mandate of the Organization subject to the provisions of sections C and D of Part I and to the provisions of Part II of this Annex. If the reasons for their displacement have ceased to exist, they should be repatriated as soon as possible in accordance with Article 2, paragraph 1 (a) of this Constitution, and subject to the provision of paragraph (c), sub-paragraphs (ii) and (iii) of the General Assembly resolution of 12 February 1946 regarding the problem of refugees (Annex III).

SECTION C—CONDITIONS UNDER WHICH “REFUGEES” AND “DISPLACED PERSONS”  
WILL BECOME THE CONCERN OF THE ORGANIZATION

1. In the case of all the above categories except those mentioned in section A, paragraphs 1 (b) and 3 of this Annex, persons will become the concern of the Organization in the sense of the resolution adopted by the Economic and Social Council on 16 February 1946 if they can be repatriated, and the help of the Organization is required in order to provide for their repatriation, or if they have definitely, in complete freedom and after receiving full knowledge of the facts, including adequate information from the Governments of their countries of nationality or former habitual residence, expressed valid objections to returning to those countries.

(a) The following shall be considered as valid objections:

- (i) persecution, or fear, based on reasonable grounds of persecution because of race, religion, nationality or political opinions, provided these opinions are not in conflict with the principles of the United Nations, as laid down in the Preamble of the Charter of the United Nations;
- (ii) objections of a political nature judged by the Organization to be “valid”, as contemplated in paragraph 8 (a)\* of the report of the Third Committee of the General Assembly as adopted by the Assembly on 12 February 1946.
- (iii) in the case of persons falling within the category mentioned in section A, paragraphs 1 (a) and 1 (c) compelling family reasons arising out of previous persecution, or, compelling reasons of infirmity or illness.

(b) The following shall normally be considered “adequate information”: information regarding conditions in the countries of nationality of the refugees and displaced persons concerned, communicated to them directly by representatives of the Governments of these countries, who shall be given every facility for visiting camps and assembly centres of refugees and displaced persons in order to place such information before them.

2. In the case of all refugees falling within the terms of Section A, paragraph 1 (b) of this Annex, persons will become the concern of the Organization in the sense of the resolution adopted by the Economic and Social Council of the United Nations on 16 February 1946, so long as the Falangist regime in Spain continues. Should that regime be replaced by a democratic regime they will have to produce valid objections against returning to Spain corresponding to those indicated in paragraph 1 (a) of this section.

\* Paragraph 8 (a)

“In answering the representative of Belgium, the Chairman stated that it was implied that the international body would judge what were, or what were not, ‘valid objections’; and that such objections clearly might be of a political nature.”

SECTION D—CIRCUMSTANCES IN WHICH REFUGEES AND DISPLACED PERSONS WILL  
CEASE TO BE THE CONCERN OF THE ORGANIZATION

Refugees or displaced persons will cease to be the concern of the Organization:

- (a) when they have returned to the countries of their nationality in United Nations territory, unless their former habitual residence to which they wish to return is outside their country of nationality; or
- (b) when they have acquired a new nationality; or
- (c) when they have, in the determination of the Organization become otherwise firmly established; or
- (d) when they have unreasonably refused to accept the proposals of the Organization for their re-settlement or repatriation; or
- (e) when they are making no substantial effort towards earning their living when it is possible for them to do so, or when they are exploiting the assistance of the Organization.

PART II

Persons Who Will Not Be the Concern of the Organization

1. War criminals, quislings and traitors.
2. Any other persons who can be shown:
  - (a) to have assisted the enemy in persecuting civil populations of countries, Members of the United Nations; or
  - (b) to have voluntarily assisted the enemy forces since the outbreak of the second world war in their operations against the United Nations.\*
3. Ordinary criminals who are extraditable by treaty.
4. Persons of German ethnic origin, whether German nationals or members of German minorities in other countries, who:
  - (a) have been or may be transferred to Germany from other countries;
  - (b) have been, during the second world war, evacuated from Germany to other countries;
  - (c) have fled from, or into, Germany, or from their places of residence into countries other than Germany in order to avoid falling into the hands of Allied armies.
5. Persons who are in receipt of financial support and protection from their country of nationality, unless their country of nationality requests international assistance for them.
6. Persons who, since the end of hostilities in the second world war:
  - (a) have participated in any organization having as one of its purposes the overthrow by armed force of the Government of their country of origin, being a Member of the United Nations; or the overthrow by armed force of the Government of any other Member of the United Nations, or have participated in any terrorist organization;
  - (b) have become leaders of movements hostile to the Government of their country of origin being a Member of the United Nations or sponsors of movements encouraging refugees not to return to their country of origin;
  - (c) at the time of application for assistance, are in the military or civil service of a foreign State.

\* Mere continuance of normal and peaceful duties, not performed with the specific purpose of aiding the enemy against the Allies or against the civil population of territory in enemy occupation, shall not be considered to constitute "voluntary assistance". Nor shall acts of general humanity, such as care of wounded or dying, be so considered except in cases where help of this nature given to enemy nationals could equally well have been given to Allied nationals and was purposely withheld from them.

## ANNEX II

## BUDGET AND CONTRIBUTIONS FOR THE FIRST FINANCIAL YEAR

1. The provisional budget for the first financial year shall be the sum of 4,800,000 United States dollars for administrative expenses, and a sum of 151,060,500 United States dollars for operational expenses (except for large-scale re-settlement expenses), and a sum of 5,000,000 United States dollars for large-scale re-settlement expenses. Any unspent balance under these headings shall be carried over to the corresponding heading as a credit in the budget of the next financial year.

2. These sums (except for large-scale re-settlement expenses), shall be contributed by the members in the following proportions:—

## A. FOR ADMINISTRATIVE EXPENSES

<i>Country</i>	<i>Percentage</i>	<i>Country</i>	<i>Percentage</i>
Afghanistan .....	0.05	Lebanon .....	0.06
Argentina .....	1.85	Liberia .....	0.04
Australia .....	1.97	Luxembourg .....	0.05
Belgium .....	1.35	Mexico .....	0.63
Bolivia .....	0.08	Netherlands .....	1.40
Brazil .....	1.85	New Zealand .....	0.50
Byelorussian Soviet Socialist Republic .....	0.22	Nicaragua .....	0.04
Canada .....	3.20	Norway .....	0.50
Chile .....	0.45	Panama .....	0.05
China .....	6.00	Paraguay .....	0.04
Colombia .....	0.37	Peru .....	0.20
Costa Rica .....	0.04	Philippine Republic .....	0.29
Cuba .....	0.29	Poland .....	0.95
Czechoslovakia .....	0.90	Saudi Arabia .....	0.08
Denmark .....	0.79	Sweden .....	2.35
Dominican Republic .....	0.05	Syria .....	0.12
Ecuador .....	0.05	Turkey .....	0.91
Egypt .....	0.79	Ukrainian Soviet Socialist Republic .....	0.84
El Salvador .....	0.05	Union of South Africa ...	1.12
Ethiopia .....	0.08	Union of Soviet Socialist Republics .....	6.34
France .....	6.00	United Kingdom .....	11.48
Greece .....	0.17	United States of America.	39.89
Guatemala .....	0.05	Uruguay .....	0.18
Haiti .....	0.04	Venezuela .....	0.27
Honduras .....	0.04	Yugoslavia .....	0.33
Iceland .....	0.04		
India .....	3.95		
Iran .....	0.45		
Iraq .....	0.17		
			100.00

## B. FOR OPERATIONAL EXPENSES (EXCEPT FOR LARGE-SCALE RE-SETTLEMENT)

<i>Country</i>	<i>Percentage</i>	<i>Country</i>	<i>Percentage</i>
Afghanistan .....	0.03	Byelorussian Soviet Socialist Republic .....	0.16
Argentina .....	1.50	Canada .....	3.50
Australia .....	1.76	Chile .....	0.39
Belgium .....	1.00	China .....	2.50
Bolivia .....	0.07	Colombia .....	0.32
Brazil .....	1.50		

Country	Percentage	Country	Percentage
Costa Rica .....	0.02	Nicaragua .....	0.02
Cuba .....	0.24	Norway .....	0.44
Czechoslovakia .....	0.80	Panama .....	0.04
Denmark .....	0.68	Paraguay .....	0.02
Dominican Republic .....	0.04	Peru .....	0.17
Ecuador .....	0.04	Philippine Republic .....	0.24
Egypt .....	0.68	Poland .....	0.61
El Salvador .....	0.03	Saudi Arabia .....	0.07
Ethiopia .....	0.07	Sweden .....	2.20
France .....	4.10	Syria .....	0.10
Greece .....	0.15	Turkey .....	0.88
Guatemala .....	0.04	Ukrainian Soviet Socialist Republic .....	0.62
Haiti .....	0.02	Union of South Africa ...	1.00
Honduras .....	0.02	Union of Soviet Socialist Republics .....	4.69
Iceland .....	0.02	United Kingdom .....	14.75
India .....	3.66	United States of America.	45.75
Iran .....	0.39	Uruguay .....	0.15
Iraq .....	0.15	Venezuela .....	0.23
Lebanon .....	0.05	Yugoslavia .....	0.23
Liberia .....	0.02	New Members .....	1.92
Luxembourg .....	0.04		
Mexico .....	0.54		
Netherlands .....	0.90		
New Zealand .....	0.44		
			100.00

3. Contributions to large-scale re-settlement expenses shall be governed by the provisions of Article 10, paragraph 4 of this Constitution.

### ANNEX III

#### RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY ON FEBRUARY 12, 1946

(Document A/45)

#### THE GENERAL ASSEMBLY

Recognizing that the problem of refugees and displaced persons of all categories is one of immediate urgency and recognizing the necessity of clearly distinguishing between genuine refugees and displaced persons on the one hand, and the war criminals, quislings and traitors referred to in paragraph (d) below, on the other:

- (a) Decides to refer this problem to the Economic and Social Council for thorough examination in all its aspects under item 10 of the agenda for the first session of the Council and for report to the second part of the first session of the General Assembly;
- (b) Recommends to the Economic and Social Council that it establish a special committee for the purpose of carrying out promptly the examination and preparation of the report referred to in paragraph (a); and
- (c) Recommends to the Economic and Social Council that it take into consideration in this matter the following principles:
  - (i) this problem is international in scope and nature;
  - (ii) no refugees or displaced persons who have finally and definitely, in complete freedom and after receiving full knowledge of the facts, including adequate information from the Governments of their

countries of origin, expressed valid objections to returning to their countries of origin and do not come within the provisions of (d) below, shall be compelled to return to their country of origin. The future of such refugees or displaced persons shall become the concern of whatever international body may be recognized or established as a result of the report referred to in paragraphs (a) and (b) above, except in cases where the Government of the country where they are established has made an arrangement with this body to assume the complete cost of their maintenance and the responsibility for their protection;

- (iii) the main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin. Such assistance may take the form of promoting the conclusion of bilateral arrangements for mutual assistance in the repatriation of such persons, having regard to the principles laid down in paragraph (c) (ii) above;
- (d) Considers that no action taken as a result of this resolution shall be of such a character as to interfere in any way with the surrender and punishment of war criminals, quislings and traitors, in conformity with present or future international arrangements or agreements;
- (e) Considers that Germans being transferred to Germany from other States or who fled to other States from Allied troops, do not fall under the action of this declaration in so far as their situation may be decided by Allied forces of occupation in Germany, in agreement with the Governments of the respective countries.

#### AGREEMENT ON INTERIM MEASURES TO BE TAKEN IN RESPECT OF REFUGEES AND DISPLACED PERSONS

The Governments which have signed the Constitution of the International Refugee Organization,

having determined that they will take all measures possible to accomplish expeditiously the entry into effective operation of that Organization, and to provide for an orderly transfer to it of the functions and assets of existing organizations;

having decided that, pending the entry into force of the Constitution of the Organization, a Preparatory Commission for the International Refugee Organization should be established for the performance of certain functions and duties.

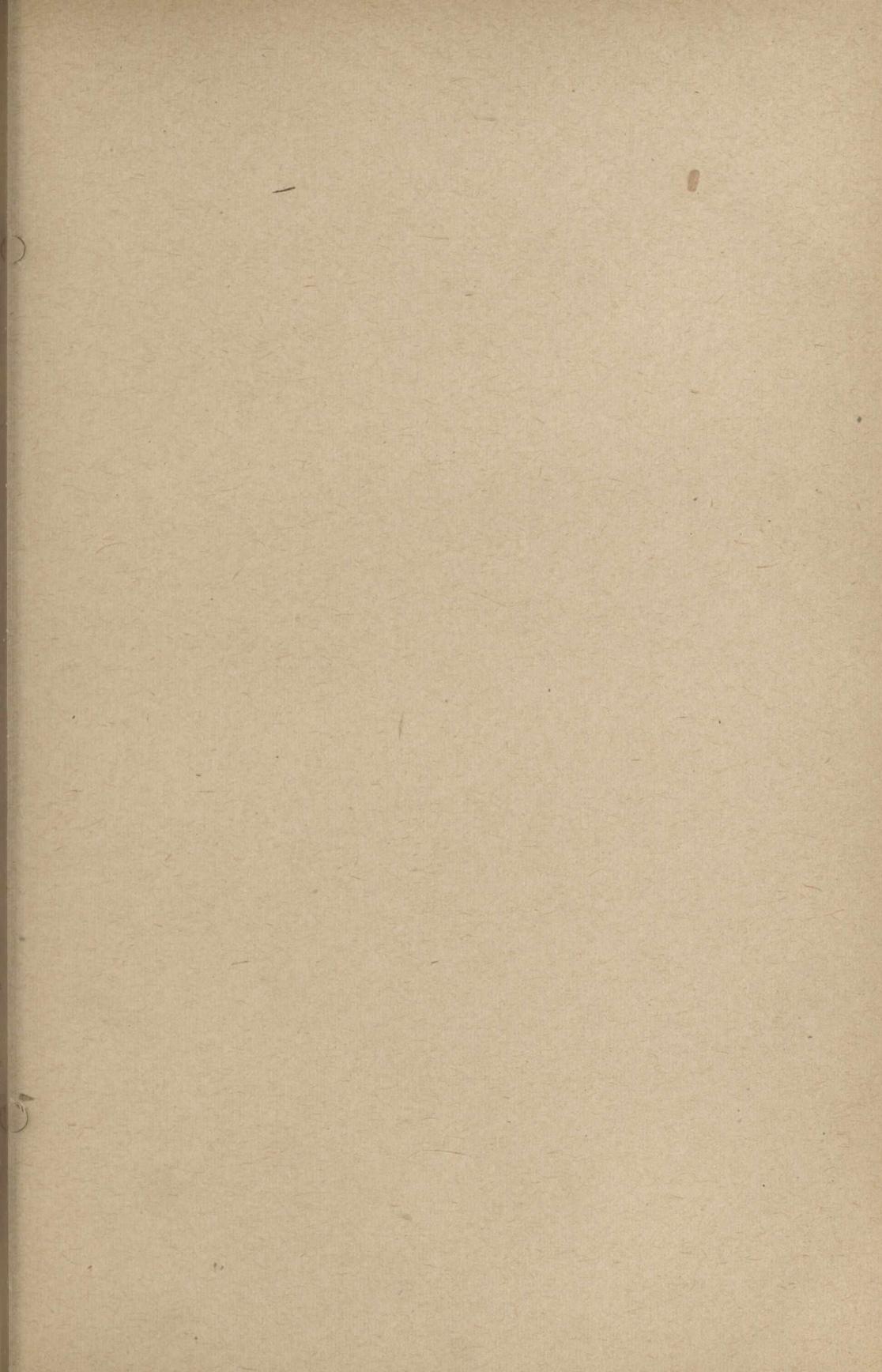
Agree to the following measures:

1. There is hereby established a Preparatory Commission for the International Refugee Organization, which shall consist of one representative from each Government signatory to the Constitution. The Director of the Inter-governmental Committee on Refugees, the Director-General of UNRRA and the Director of the International Labour Organization, or their representatives, shall be invited to sit with the Commission in a consultative capacity.
2. The Commission shall:
  - (a) take all necessary and practicable measures for the purpose of bringing the Organization into effective operation as soon as possible;
  - (b) arrange for the convening of the General Council in its first session at the earliest practicable date following the entry into force of the Constitution of the Organization;

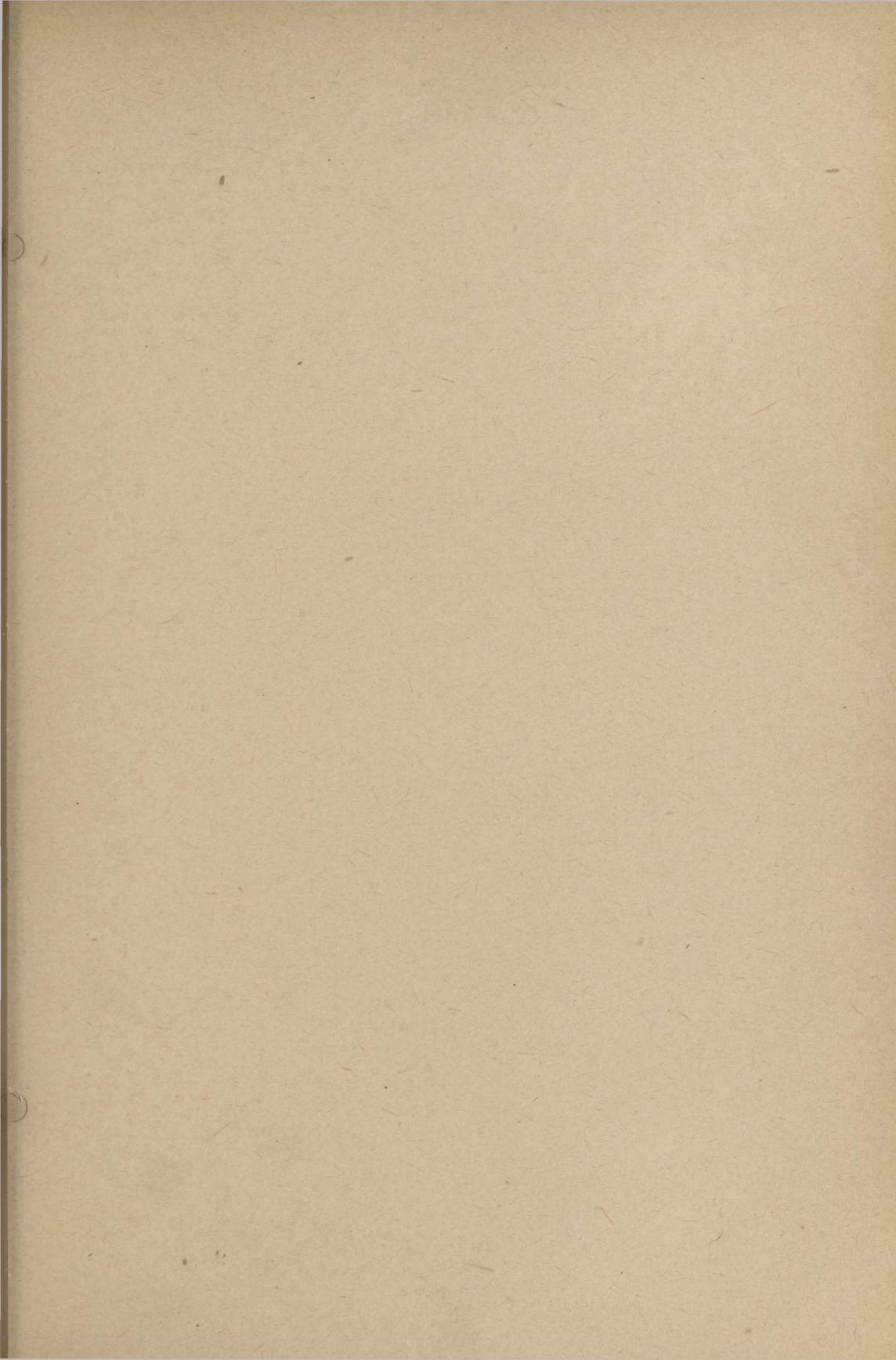
- (c) prepare the provisional agenda for this first session as well as documents and recommendations relating thereto;
  - (d) suggest plans, in consultation with existing organizations and the control authorities, for the program for the first year of the Organization;
  - (e) prepare draft financial and staff regulations, and draft rules of procedure for the General Council and the Executive Committee.
3. The Commission may, in its discretion and after agreement with existing organizations dealing with refugees and displaced persons, take over any of the functions, activities, assets and personnel of such organizations, provided that the Commission is satisfied that this is essential in order to accomplish the orderly transfer to the International Refugee Organization of such functions or activities.
  4. The Commission shall be governed by the rules of procedure of the Economic and Social Council of the United Nations so far as these are applicable.
  5. The Commission shall appoint an Executive Secretary, who shall serve the Commission in that capacity and perform such duties as the Commission may determine. He shall be responsible for the appointment and direction of such staff as may be required for the work of the Commission.
  6. The expense of the Commission may be met by advances from such Governments as choose to make advance contributions, which shall be deductible from their first contributions to the Organization; and from such funds and assets as may be transferred from existing organizations to meet the cases provided for in paragraph 3 of this Agreement.
  7. The first meeting of the Commission shall be convened as soon as practicable by the Secretary-General of the United Nations.
  8. The Commission shall cease to exist upon the election of the Director-General of the Organization, at which time its property, assets and records shall be transferred to the Organization.
  9. This Agreement shall come into force as soon as it has been signed by the representatives of eight Governments signatories to the Constitution of the International Refugee Organization and shall remain open for signature by Members of the United Nations which sign the Constitution of the International Refugee Organization until the Commission is dissolved in accordance with paragraph 8 of this Agreement.

In Faith Whereof, the undersigned representatives, having been duly authorized for that purpose, sign this Agreement in the Chinese, English, French, Russian and Spanish languages, all five texts being equally authentic.

Done at Flushing Meadow, New York, this fifteenth day of December, one thousand nine hundred and forty-six.













1947-48

# THE SENATE OF CANADA



PROCEEDINGS

OF THE

STANDING COMMITTEE

ON

## Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 2

WEDNESDAY, 11th FEBRUARY, 1948

The Honourable Cairine R. Wilson, Chairman.

### WITNESSES:

Honourable Humphrey Mitchell, P.C., M.P., Minister of Labour.  
Mr. A. MacNamara, Deputy Minister, Department of Labour.  
Mr. William Van Ark, Toronto, Ontario, former I.R.O. Assembly Camp  
Director in Europe.

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1948



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable CAIRINE R. WILSON, Chairman

The Honourable Senators

Aseltine	Dupuis	Molloy
Blais	Euler	Murdock
Bouchard	Ferland	Pirie
Bourque	Haig	Robertson
Buchanan	Hardy	Robinson
Burchill	Horner	Roebuck
Calder	Hushion	Taylor
Campbell	Lesage	Vaillancourt
Creerar	Macdonald	Veniot
David	( <i>Cardigan</i> )	Wilson
Donnelly	McDonald ( <i>Shediac</i> )	

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 3, 1948.

“That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said Committee report its findings to this House:

And that the said Committee have power to send for persons, papers and records.”

L. C. MOYER,  
*Clerk of the Senate.*



## MINUTES OF PROCEEDINGS

WEDNESDAY, 11th February, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

*Present:* The Honourable Senators Wilson,—Chairman; Aseltine, Buchanan, Burchill, Crerar, Donnelly, Ferland, Haig, Horner, Macdonald (*Cardigan*), Murdock, Pirie, Robinson, Roebuck, Taylor.—15.

The Committee resumed consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

The Honourable Humphrey Mitchell, P.C., M.P., Minister of Labour, was heard with respect to the work of the Department of Labour in connection with the arrangements for employment of immigrants coming to Canada, and was questioned.

Mr. A. MacNamara, Deputy Minister, Department of Labour, was heard with respect to the arrangements of the Department of Labour in the placing of immigrants in employment and the supervising of working conditions of the immigrants, and was questioned.

Mr. William Van Ark, Toronto, Ontario, former I.R.O. Assembly Camp Director in Europe, was heard with respect to the conditions in the displaced persons camps in Germany, the system of selecting people in the camps for immigration to Canada, and was questioned.

At 12.10 p.m., the Committee adjourned until Wednesday next, 18th February, 1948, at 10.30 a.m.

Attest.

H. ARMSTRONG,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

THE SENATE,

WEDNESDAY, 11th February, 1948.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. CAIRNE WILSON in the Chair.

The CHAIRMAN: We are very fortunate in that the Minister of Labour has been able to come today; but he has a Council meeting at 11, so we must get to work at once.

Hon. HUMPHREY MITCHELL, P.C., M.P.: Madam Chairman and honourable senators, I think I will read this statement: It will save time; and if after I have read it there are any questions you want to ask, and I have left, my assistant, Mr. Cote, is here and also my deputy, Mr. MacNamara, and they can carry on from here.

With a well-established National Employment Service now operating under the Unemployment Insurance Act, it is only natural that the Department of Labour should be called upon at this time to take an active part in the immigration program.

The National Employment Service, which is available to new immigrants as well as to all other Canadian residents, provides facilities for the orderly placement of immigrants in suitable employment in Canada which did not exist in any earlier period of immigration.

Through the National Employment Service, we have up-to-date information on present and future employment conditions and trends in all parts of Canada, which make it possible to plan for selective immigration in keeping with the absorptive capacity of the country, as has been advocated by this Committee.

I might also point out that during the war the Department of Labour, in co-operation with the provincial departments of agriculture, developed a farm labour program.

This program was initially developed to meet the seasonal labour requirements of agriculture by the recruitment and movement of workers from one region to another as required, and also for the movement of workers from industry to agriculture and from agriculture to industry, in accordance with the seasons.

International movements of workers between Canada and the United States were also arranged. This farm labour program has been handled through dominion-provincial farm labour committees established in each province, and has involved a sharing of the costs between the dominion and provincial governments.

The program has operated in a most satisfactory manner and, at the Dominion-Provincial Farm Labour Conference held early in December, all of the provinces expressed the opinion that the facilities available through the farm-labour program should be utilized in assessing immigrant farm labour

requirements and in arranging for the placement of such immigrant workers after their arrival in Canada, thus assuring complete dominion-provincial co-operation in this field.

The responsibility of the Employment Service in placing immigrants in suitable employment calls for investigation and planning prior to the arrival of the newcomers as well as the actual placement of the immigrants after they have entered the country.

All this requires very close co-operation between the Department of Labour and the Immigration Branch of the Department of Mines and Resources.

We have a very good means of liaison between the two departments in the interdepartmental immigration-labour committee which is composed of representatives of the Immigration Branch, the Department of National Health and Welfare, the Department of External Affairs and the Department of Labour.

The Deputy Minister of Labour is chairman of this committee.

The Department of Labour's initiation to immigration matters came with the movement of 4,500 Polish veterans, former members of General Ander's army, who were brought to Canada for employment in agriculture. These men came forward in two groups. Nearly 2,900 arrived from Italy in November, 1946, and the balance came from England in May and June of 1947. The arrangements with the British government respecting this movement were worked out almost entirely by the Department of Labour.

The Polish veterans were screened for purposes of health, security and suitability for employment in agriculture by selection teams made up of representatives of the Departments of Justice, National Health and Welfare, and Labour.

Prior to their arrival in Canada, the Department of Labour, working in conjunction with the provincial departments of agriculture through the dominion-provincial farm labour committees, had found suitable farm placements for all these men at prevailing wages and conditions of employment.

The men, on arrival, were placed through the local offices of the National Employment Service.

A follow-up service has been provided under joint dominion-provincial administration to ensure that placements are satisfactory. The pattern of placement arrangements which has been established in connection with this movement is one which it is considered will operate advantageously in the selection and placement of other immigrants for farm work.

As Honourable Senators know, the government decided last summer to make the way clear for the entry of displaced persons from Europe without waiting for advice from the United Nations Organization as to the number Canada would be expected to receive.

Orders in council have been passed providing for the admission of 20,000 displaced persons, this number to be a credit against whatever allocation is finally given Canada by the United Nations Organization.

Up to the present time over 10,000 displaced persons have arrived in Canada.

Might I say in passing, Madam Chairman, that we have had no trouble whatsoever with this movement of people. We did have some doubt as to the movement of these young girls to Canada because when you get mass immigration of young women the approach is entirely different. However, I would say that at the moment it is the most successful aspect of the whole program.

There has been no difficulty in placing these young girls and to my knowledge we have had no complaint. I have met a group of these young ladies in Montreal and they are wonderful people and a credit to any country.

The orders in council authorizing this movement direct the Minister of Labour to assist the Minister of Mines and Resources in the selection and transportation of the displaced persons to Canada. In addition, the orders in council direct the Minister of Labour to arrange, with the assistance of the Minister of Mines and Resources, for the reception of the displaced persons at port of entry and for their distribution throughout the country.

Through the National Employment Service, we had information that certain industries were badly in need of workers and that workers were not available in Canada to perform the jobs required. Employers in such industries were invited to submit applications. These are carefully screened by the Inter-departmental Immigration-Labour Committee which recommends their approval or otherwise.

Employers are required to give an undertaking that they will provide employment for a period of one year at rates of wages and under working conditions which will be no less favourable to the displaced persons than those prevailing for Canadian workers in similar occupations in the district of the employment. The employer is also required to give assurance that housing accommodation is available.

To assist in the selection of displaced persons from the point of view of their occupational suitability, the Department of Labour has four men and two women in Germany at the present time. As applications from employers are received and approved, these representatives visit the displaced persons camps and interview applicants.

In cases where an employer has applied for a particularly large group of workers or where special skills are required, the employer is permitted, if he so wishes, to send a representative of his own overseas to work with the government representatives.

Let me say very clearly here that the Department of Labour has the final say and that the representatives of the employers merely act in advisory capacities.

On arrival, the immigrants are met at Halifax by representatives of the employers by whom they will be employed. The Department arranges with employers for the conducting of the workers from Halifax to destination.

The handling of female household and institutional workers has required special arrangements to assure the welfare of this group of immigrants.

Prospective employers are asked to list in detail the nature and extent of duties required as well as details of the household, and these applications are carefully screened through the facilities of the National Employment Service.

Upon arrival in Canada, the girls are met by representatives of the Department of Labour and placement is carefully carried out with a view to making initial placements which will be satisfactory to the immigrant and the employer.

The necessary follow-up on displaced persons brought to Canada for employment under these group movements is made through the offices of the National Employment Service.

Again, with regard to immigration from the United Kingdom, the National Employment Service has undertaken the task of finding jobs for these immigrants. We are co-operating with the Government of Ontario in arranging for the employment of persons arriving from the United Kingdom under the transportation arrangements of the Ontario Government.

The National Employment Service is in very close touch with the Immigration Branch which has been established by the provincial government, and reports indicate that these immigrants are being speedily placed in employment.

I have outlined in a general way the part which the Department of Labour plays in the immigration program, and Mr. Arthur MacNamara, Deputy Minister of Labour, will be pleased to provide you with details on these various matters.

Hon. Mr. HAIG: Madam Chairman, I would like to ask the Minister a question. What has happened to the Polish people at Brandon who are suffering from T.B.?

Hon. Mr. MITCHELL: They are still in an institution.

Hon. Mr. HAIG: Is the Dominion Government taking care of the expense?

Hon. Mr. MITCHELL: Yes.

Hon. Mr. HAIG: How many of the Poles have left their employment and disappeared?

Hon. Mr. MITCHELL: Very few. We can get the exact figure. Perhaps Mr. MacNamara can answer the question.

Mr. MACNAMARA: There was a total of 4,527 brought to Canada; 2,876 arrived in November, 1946 and 1,651 in May 1947. Out of that total there are 4,425 on farms; in Prince Edward Island, 22; Nova Scotia, 135; New Brunswick, 70; Quebec, 481; Ontario, 2,000; Manitoba, 462; Saskatchewan, 397; Alberta, 755; British Columbia, 103. Thirty-one veterans are still in the sanatorium at Brandon, 22 are in other hospitals throughout Canada, 8 have died, 6 have returned to Poland or England, and 35 are missing. Of the 4,527 who were placed on individual farms, 1,886 are still on the farms to which they were originally sent.

Hon. Mr. HAIG: I gathered from a statement in the press yesterday that there were a large number of unemployed in the city of Halifax. What is being done about that?

Hon. Mr. MITCHELL: I will tell you what has happened there, Senator. During the war years there was tremendous expansion of shipping there, and it is more or less getting back to normal. In the meantime you have a surplus of labour in the city of Halifax. I think that is inevitable where you have big shifts of population during a war period. Through the employment service I think we have moved about twenty-three or twenty-four hundred people out of there.

Mr. MACNAMARA: Yes.

Hon. Mr. HAIG: Where have you moved those to?

Hon. Mr. MITCHELL: Mostly to Central Canada.

Hon. Mr. HAIG: What is the policy regarding the balance?

Hon. Mr. MITCHELL: That policy is still in operation.

Hon. Mr. HAIG: Those whom you can get to move, you move?

Hon. Mr. MITCHELL: Yes. You are bound to get that condition, Senator. In British Columbia every year there is a movement of people from the prairies to the coast. That has been going on ever since I have been connected with the Department of Labour and the public life of this country. It is inevitable: people leave the prairies for the warm climate on the coast.

Hon. Mr. HAIG: Is that going on right now?

Hon. Mr. MITCHELL: Yes.

Hon. Mr. HAIG: What unemployment is there on the coast?

Hon. Mr. MITCHELL: Well, it runs into the thousands. I am going by press reports now, you understand.

Hon. Mr. HAIG: And there is no employment for those people on the B. C. coast, just as there is none for that surplus in Nova Scotia?

Hon. Mr. MITCHELL: I say that when you move from one part to another part of Canada you have some responsibility as an individual in doing so. For instance, if I go to British Columbia I think I have some responsibility as an individual in doing so; if I can remain in central Canada or on the Prairies and obtain employment I do not think I should have any kick because I cannot get employment the next day after I arrive in Vancouver.

Hon. Mr. HAIG: But my information is that there is considerable unemployment out there.

Hon. Mr. MITCHELL: When I was in Vancouver at Christmas time two years ago it was estimated that there was 13,500 people out of work then. At that time there was a great demand for a large public works program. I met a group of business men and I met the labour people; I said, "Public works is down the drain—forget about it." I am one of those optimistic persons who thinks that we are going to have a continued boom in this country provided our people are sensible. I believe that this condition in British Columbia is only a temporary one. While my judgment proved right two years ago, I am not going to predict too strongly under present conditions.

Hon. Mr. HAIG: But there is no place to move those people back to the Prairies.

Hon. Mr. MITCHELL: We have a plan for their movement underway now; a Committee is working on a plan to get those people moved back.

Hon. Mr. CRERAR: If a number of people go from the Prairies to the west coast without a job in sight, is that not their own business? Are we going to adopt the rather dangerous doctrine that it is the business of the state to make good all the weaknesses and deficiencies of the individual? I am bound to say that if someone leaves the Prairies to go out to the west coast to find a job, and does not find one and commences to howl, I would let him howl, and I would not lose any sleep over him.

Hon. Mr. HORNER: But you have already spoiled these people; you say that they must be found suitable employment. I have been out at the coast, and I know if they will take work of any kind, there is work to do. For instance, a man who is an inside finisher will not do anything else; he must have suitable employment. If that provision were taken out of the regulations the problem would be solved.

Hon. Mr. MITCHELL: Is it not fair to ask who of us would not like to be in Victoria or Vancouver today? Somebody has to stay here and do the work. It is only human to want to go to a warmer climate—the birds do that.

Hon. Mr. HAIG: But you are taking displaced persons from Europe, meeting them at the port of entry and taking them to a job; further, you are insisting that the employers carry out their contracts.

Hon. Mr. MITCHELL: Yes.

Hon. Mr. HAIG: At the same time you are taking men out of Halifax to work in Ontario and Quebec.

Hon. Mr. MITCHELL: Yes.

Hon. Mr. HAIG: And there are still 4,000 unemployed in that city. I do not think that the policy put forward by my honourable friend from Churchill can stand up against that challenge. I may be wrong, but I do not think you can bring displaced persons into Manitoba and put them into jobs when there are five or six thousand unemployed Manitoba, Saskatchewan and Alberta people in British Columbia. The problem is, as Senator Horner has said, they will not take certain jobs; for instance, they will not go into coal mines and they will not go into the bush to work. Under the unemployment insurance scheme they have been taught that they do not have to take anything but suitable employment. I should like to know, Mr. Minister, what policy you have in that regard?

Hon. Mr. MITCHELL: If I may speak in a personal way, I came to this country in a year when 350,000 immigrants came in; I arrived in Canada on a Wednesday and I went to work on Thursday. I may have been lucky, but I have never been out of work since, and I have never taken a cent from anybody. However, I did not go to a balmy climate; I went to Hamilton, where it is not quite as cold as Ottawa. We must have a certain measure of freedom. If I make a fool of myself, that is something that I expect to have to suffer for; and when I go to the only warm part of Canada during the winter there is a certain risk involved in obtaining employment. The same conditions apply in Miami, California and Texas.

Let me say by way of digression that if we had not filled up this country either by ignorance or design we would have lost the war and Hitler would have taken over the country.

Hon. Mr. HORNER: Mr. Minister, when you came to this country you had the great advantage that you were not under any foolish notion that the government was going to keep you if you got out of work?

Hon. Mr. MITCHELL: I had no notions at all.

Hon. Mr. HORNER: We have now such nonsensical laws as the baby bonus; but in your time you had the great advantage over the young man of today, of training yourself.

Hon. Mr. CRERAR: It is said there are 4,000 unemployed people in Halifax. What kind of people are they? I have talked to mining men and they tell me they are still short of help.

Hon. Mr. MITCHELL: Do not forget that human beings being what they are, there are certain people who want to live in Halifax and others who choose to live in Vancouver. I think upon investigation you will find that those people have all been given the opportunity of taking work elsewhere. I am looking at it in a big way, because I have to do it that way. The labour market in Canada today is as tight as it has been during the war years and, also as tight as it has ever been in the history of our country. What it will be in six months from now, I cannot say.

Hon. Mr. ROEBUCK: Mr. Minister, I should like to make an observation. I express my own personal appreciation of your labour policy as it applies to immigration, that is to say, the finding of a job and having it ready for a man

when he arrives; instead of dumping him out on the Prairies some place, and telling him to sink or swim, you have provided some employment for him. I should, however, like to make this plea to you that I hope you will not allow that program to quite shut out the scheme for bringing over the relatives of people here. I think it has to a considerable extent shoved the scheme aside. Not long ago we had a representative of the I.R.O. here who told us how difficult it was to find some special individual and bring him here, and how much easier it was to get a group of men—all the carpenters, or some such people in a camp, and bring them over in a squad. I think the way the thing operates is they grab a group of men and bring them in bulk instead of getting them individually. I regret to see that policy carried out.

Hon. Mr. MITCHELL: I cannot and do not propose to argue that point with you, Senator Roebuck; I think your argument is absolutely sound. There is, however, this aspect to it, that I am only on the fringe of immigration, and there is the question of placement. I know it is an old story, but we have the problem of transportation. I think we have got to recognize in the first place that, in itself, the tremendous dispersal of American and of British troops all over the world has mopped up a lot of shipping which normally would be used for this purpose. When you get millions of men in Japan, France, Italy and Greece, they take a lot of servicing. But when it comes to the point of view you have just expressed, I cannot argue with that, and I would not try to, because I think it is absolutely sound.

Hon. Mr. ROEBUCK: But after all there are only a few thousand of these relations.

Hon. Mr. MITCHELL: I would not argue with you on that.

Hon. Mr. ROEBUCK: And two and a half years has gone by since the close of the war. It does seem to me that some effort should be made to gather them up and bring them over, and have done with the matter. After that there will be just the odd individual to be provided for, and your program of placement will have its full sweep.

Hon. Mr. MITCHELL: When we speak about placement, I have always felt that there should be an orderly movement of immigration to this country, or for that matter to any other country. But I would not deny the right of people to go in under their own steam, if I may use the language of the street. I do not think we should deny to a person from Great Britain or any other country the right of moving "on their own steam".

Hon. Mr. ROEBUCK: Certainly not.

Hon. Mr. MITCHELL: If they want to do it. I suppose you have covered all these points. Not long ago the Minister of Immigration for Australia met me, and it seems that they have completely reversed their position on immigration. They are trying to get a large number of these displaced persons; but of course they are up against the shipping proposition too. It is a long trip from Great Britain to Australia; it takes five to six weeks one way and two to three months for the round trip. The same conditions apply in a lesser degree to South Africa and even to the South American Republics, for instance Venezuela and Brazil and the Argentine. But to me the most amazing thing is the complete reversal of Australia on the question of immigration.

Hon. Mr. ROEBUCK: Reversed in what way?

Hon. Mr. MITCHELL: Well, you know that traditionally the Australian policy has been what they call the "white Australia" policy, and admissions

have been much more stringently guarded than was ever the case in North America. It was very difficult to get into Australia. But now they want population and lots of it.

Hon. Mr. ROEBUCK: They have opened up the door.

Hon. Mr. MITCHELL: Oh, absolutely.

Hon. Mr. ROEBUCK: When before it was closed.

Hon. Mr. MITCHELL: Oh, absolutely, yes. I do not know whether I should say this, but I feel very strongly on the question. Unless we are prepared to fill up places like Australia—I am not expressing any opinion on the policy of the Australian government—with half a billion Chinese in China, eighty millions of Japanese, and four to five hundred million people in India, it would seem to me that you cannot “sit on a continent”; it is not ordained that you can sit there with seven millions of people and boast of a high standard of living. Taking the long view there is only one thing to do, or someone is going to come along some day and push you out of the country. That lesson is as old as history itself. From another point of view, I believe in the dynamics of the melting pot. I think that is a thing which has been evident in North America, including both the United States and Canada. I am not talking about the sacrifice of human life, for that is an entirely different matter, but we have seen the dynamics of the melting pot at work in North America: as soon as war was declared the old industrial machine began to roll, and it was only a matter of time before the war was won. You may be as parochial as you like, but you cannot overlook, in the big scheme of things, that state of affairs.

Hon. Mr. HAIG: How much immigration do you think Canada could digest per year for the next ten years?

Hon. Mr. MITCHELL: I could not express an opinion on that.

Hon. Mr. ROEBUCK: Have you any knowledge of the farm situation? How many farm boys could we place now?

Hon. Mr. MITCHELL: We have had no difficulty at all, Mr. Senator. As soon as we get these people they have just been absorbed. It is the same as with these girls: we could not get enough of them. We have a perfect understanding with the Canadian provinces on the farm question. I got the idea when I was with the late Mr. Rogers when he was Minister of Labour. I used to deal with provincial governments. Mr. MacNamara was the Deputy Minister of Public Works. We used to work together in those days, and it seemed to me that there were many things you could do in co-operation with the provinces. In connection with this question of farm labour, we have our farm labour committees in every province of Canada, and we have our finger on the pulse of their requirements. Without these methods I do not think we could have operated during the war.

Hon. Mr. BUCHANAN: What industries are now short of labour and seeking these people?

Hon. Mr. MITCHELL: I would say that it is the type of industry where you have to work—I would not say hard; I have done such work myself—but pretty hard: by which I mean lumber, the base metals, mining, steel and, I suppose, leather. Industries of that kind.

Hon. Mr. BUCHANAN: There is a shortage of supply in Canada?

Hon. Mr. MITCHELL: Yes, and in the building industry. It is right across the board.

Hon. Mr. ROEBUCK: How are we handling the building industry? There are not so many big employers in that industry, are there?

Hon. Mr. MITCHELL: We have pretty close liaison with the building industry, senator. Largely that came about in the early part of the war. Excuse me talking again in a personal way. In the first great war we had industrial troubles. At that time the late Mr. McLarty was Minister of Labour; and I suggested that we should establish a National Joint Board of the building industry. We did so, and we had fewer strikes in the building industry than any country engaged in the war. We have very close liaison with both sides, the unions and the employers, in the building industry.

The CHAIRMAN: May I ask whether you are making an effort to get the families of these immigrants out here?

Hon. Mr. MITCHELL: I have just said that to Mr.—

The CHAIRMAN: I am thinking of the relatives of the men you are bringing out now. They are coming out as single men and leaving their responsibilities in Europe.

Hon. Mr. MITCHELL: Is not that problem as old as immigration itself, Madam Chairman? At the time I came to Canada from Great Britain, thousands upon thousands of married men came out first, and brought their families afterwards. I met my wife during the first great war; I came back to Canada; we were married in Canada, which was the natural thing to do; but I thought I would like to look the situation over and make sure there would be a nest here.

The CHAIRMAN: What we feel very strongly is that, in leaving these women, these wives, behind in the camps, we are not solving the problem for either Europe or for them.

Mr. MACNAMARA: I think we may say, Madam Chairman, that wherever we can find housing we are bringing dependents.

Hon. Mr. ROEBUCK: While it is natural enough for the men to come and break the ground, at the same time we should provide every facility—

Hon. Mr. MITCHELL: Oh, I agree.

Hon. Mr. ROEBUCK: —for bringing the families out afterwards. We in this committee know of a large number of cases of men who have come to this country fifteen or twenty years ago, have endeavoured to gather up some money to bring out their families, and then were interrupted by the war, and they are not reunited yet.

Hon. Mr. MITCHELL: Where would they be? All over Canada?

Hon. Mr. ROEBUCK: No; the relatives of course are in Europe. I can tell you the case of a Czechoslovakian who came here some years before the war; was earning money—has it in the bank now—then the war came on; he added to it during the war; then he went over to Czechoslovakia to get his relatives, but found they were in Russian territory. He could not find them for a while, but finally he located them in Russian territory, but he could not get them out. Finally, in disgust, he applied to come back to Canada, and we will not let him in. He is stuck over there now, in Prague, with his wife across the line in Russia, and is prevented even from coming back here. He did not take the precaution of naturalizing while he was here. Now this sort of mess can be avoided if we spend little time and even a little money in helping to reunite families.

Hon. Mr. HAIG: You could not get that wife out though?

Hon. Mr. ROEBUCK: No. That is just an extreme illustration of what sometimes takes place in tragedies of that kind.

The CHAIRMAN: Many Ukrainians who came out prior to 1930 will never see their families again.

Hon. Mr. MITCHELL: You cannot get through that curtain. I was over there before the war and you have to see it to believe it.

Hon. Mr. ROEBUCK: Every precaution can be taken not to re-enact it.

Hon. Mr. HORNER: Are there not some escaping?

Hon. Mr. MITCHELL: If they are, they are pretty clever.

Hon. Mr. ROEBUCK: I know of one particular case where one has escaped.

Hon. Mr. MITCHELL: It is not a mass movement.

Hon. Mr. ROEBUCK: No, but we are taking precautions to bring him out.

Hon. Mr. HAIG: I do not doubt Senator Roebuck's word but I think in a case like he has mentioned about the Czechoslovakian, the government would have admitted him.

Hon. Mr. ROEBUCK: I should like to go over the facts with you.

Hon. Mr. HAIG: I am not questioning you. I still think that if the case is made to the Minister of Immigration he will be allowed in. I really think so.

Hon. Mr. BURCHILL: May I ask what wages are paid the Polish farm workers?

Mr. MACNAMARA: When we took the applications from the farmers we set a minimum of \$45 per month, and board. When the Polish veterans got here we brought the farmer and the veteran together and they made a deal. None of them were under \$45 and a few were \$50. That deal ran for a year and expired in November, and most of the contracts have been renewed and none are under \$45 yet. Most of them receive \$50 or \$55. Occasionally you may find one who is getting \$75 a month if he is a good stockman.

Hon. Mr. ROEBUCK: That is with room and board of course?

Mr. MACNAMARA: Yes.

Hon. Mr. ROEBUCK: How do you check up on the conditions of these boys? They should not be asked to stay if the conditions are not reasonable. Do you check up on this?

Mr. MACNAMARA: In each province we have what is called a Dominion-Provincial Farm Labour Committee. These committees use, I might say, all the employment officers of the district and the agricultural representatives, and through the use of those two groups we have been able to visit every farm at least once every six months. Where we have found conditions to be, might I say unhappy, we have changed the man. We all know that working for a farmer is a pretty intimate sort of employment and that there is much chance for clashes in temperaments. For this reason we have changed some of these chaps who were not getting along too well. As I have said, we have been able to visit each farm once every six months.

Hon. Mr. ROEBUCK: That is excellent.

Hon. Mr. PIRIE: Who pays the expenses of these people from the time they leave over there to when they reach their places of employment here?

Mr. MACNAMARA: The transportation costs were paid by the British government as far as Halifax, and the Dominion government paid the transportation

costs to the point of dispersal. The British government made a contribution to the government of Canada which has carried on the expenses of those who had to go into sanatoriums or hospitals.

Hon. Mr. ROEBUCK: The International Refugee Organization did not play any part in respect to the Polish veterans?

Mr. MACNAMARA: No, senator. The situation was that the British government found itself with this large group of Polish veterans and asked the Canadian government to take some of them; or they intimated that they would be glad if Canada would take some of them.

Hon. Mr. PIRIE: Does that same policy apply to the girls brought over for domestic work?

Mr. MACNAMARA: No. In the case of the girls, they came from displaced persons camps in Germany and their transportation to Halifax has been paid by the International Committee, the I.R.O., and from Halifax to the place of employment, the Dominion government has paid the costs of transportation.

Hon. Mr. PIRIE: Are they obliged to pay any of that back?

Mr. MACNAMARA: No.

Hon. Mr. PIRIE: What is the basis of the wages for those displaced girls?

Mr. MACNAMARA: We have set a minimum of \$35 a month plus board and lodging.

Hon. Mr. ROEBUCK: Is the labour program restricted to displaced persons? Do you bring anybody else except displaced persons? I know that the Polish crowd is an exception.

Mr. MACNAMARA: We are extending into such movements as terrazzo workers in Italy where the construction industries need them badly and where the matter of financing their fares is not a problem for the government. We also hope to make, what I like to call, an international employment arrangement with the British authorities, so that we can use the services of the British employment offices to select useful or required tradesmen in Britain and place them in work here. As an example of that, the furniture manufacturers of Kitchener are anxious to get some British workers. As we cannot find any experienced furniture workers in Canada, we think we can get such people through the British Employment Service and bring them here to Canada with a job assured them.

Hon. Mr. HAIG: What about clothing manufacturers?

Mr. MACNAMARA: Well, the clothing manufacturers are getting some people from displaced persons camps in Germany.

Hon. Mr. HAIG: Who pays the expenses of that?

Mr. MACNAMARA: The I.R.O. pays the transportation to Halifax and the industry itself pays the transportation from Halifax to where they go to work.

Hon. Mr. ROEBUCK: Do you know how much Canada contributes to the I.R.O.?

Mr. MACNAMARA: I cannot tell you that, sir.

Hon. Mr. ROEBUCK: I understand that one of the difficulties of the I.R.O. is lack of financial support. They have not got a big enough staff.

The CHAIRMAN: With regard to the program of bringing domestic workers, have you any thought of bringing out couples for that work? There is a great demand in Canada for a man and wife and even a child.

Mr. MACNAMARA: We have told our selection teams to select fifty couples as a trial movement. Twenty-five of them will be on the next boat which arrives on Monday or Tuesday. We are feeling our way in this direction and we think it will develop into quite a movement.

The CHAIRMAN: Particularly on farms there would be good opportunities for people like that.

Mr. MACNAMARA: I am hoping so, yes.

Hon. Mr. BUCHANAN: Mr. MacNamara, is the sugar beet industry seeking people for farms at the present time?

Mr. MACNAMARA: I had a meeting with them, Senator, three weeks ago. They are very anxious to get some people from the Netherlands, some of the Dutch settlers. Failing that—and I do not believe there is any chance of their getting Dutch settlers for that type of work—we might have to bring out some people from displaced persons camps in Germany.

Hon. Mr. BUCHANAN: For this season?

Mr. MACNAMARA: For this season, yes.

Hon. Mr. HAIG: Is there any prospect of the people beyond the curtain being let out at all from displaced persons camps?

Mr. MACNAMARA: Not unless they get out illegally. There have been one or two cases like that.

Hon. Mr. HORNER: There is an opportunity for married couples on farms, is there not?

Mr. MACNAMARA: I was saying to Madam Chairman that we are developing the movement of couples now and we are seeking placement opportunities. So far the applications we have had have been strictly for couples without children, which is not too good.

Hon. Mr. HAIG: I think there will be a chance to place quite a few couples with one child and maybe with two in our province. You know our province well; you came from there.

Mr. MACNAMARA: I am hoping that there will be a movement developed. Of course, on the farms and elsewhere there are housing difficulties.

Hon. Mr. ROEBUCK: Mr. MacNamara, do you need additional or other legislation to facilitate this work? You are working under the Immigration Act, really, which was drawn long prior to any thought of the placement of immigrants by the Labour Department. Is the law as it stands satisfactory?

Mr. MACNAMARA: Up to date I have not seen the lack of legislation as an obstacle or something that was hampering our operations.

Hon. Mr. HAIG: Anyway, you would get around it, if it were, I know that. You would not worry.

Hon. Mr. HORNER: In Saskatchewan there are a large number of good vacant houses on farms, and these houses would be available for couples who, if they were green as to farm work, were prepared to work at apprentice wages for a time.

Mr. MACNAMARA: I was out in Saskatchewan shortly after the New Year and in the towns there they were talking about displaced persons living in town now. Naturally I was anxious to know what they were talking about. They said that they were farmers who had closed up their farm homes for the winter and moved into town. Seriously, I think there is a very good opportunity for placement.

Hon. Mr. HORNER: A large number of farmers have homes in the cities and would remain there during the winter if they had a suitable couple to leave in the home on the farm.

Hon. Mr. ROEBUCK: May I pursue my thought a little further? I suppose you are operating under orders in council, are you not?

Mr. MACNAMARA: Well, we have a memorandum from Council authorizing this inter-departmental committee, but I do not know that we have anything in the nature of a formal order. The work that the National Employment Service is doing is within the scope of the national employment field, and we have not been hampered by lack of legislation.

Hon. Mr. ROEBUCK: I would rather like to know under what legislation you are working, what authority you have.

Mr. MACNAMARA: Under the Unemployment Insurance Act, the Unemployment Insurance Commission and the Department of Labour are authorized to set up a National Employment Service, and it is that machinery that we are using.

Hon. Mr. ROEBUCK: Even though the parties are outside the country at the present time, you think your authority extends to them, finding them jobs when they do arrive?

Mr. MACNAMARA: Yes, I think the authority is there.

The CHAIRMAN: If there are no further questions of Mr. MacNamara, perhaps the committee would hear Mr. Van Ark, who has just returned from Germany, where he was working with UNRRA and later in the camps under IRO.

Hon. Mr. BUCHANAN: Before Mr. MacNamara leaves, I would like to ask him a question about the unemployment situation in Vancouver and Halifax. If a job is offered to a person who is out of work, does he get unemployment insurance benefits?

Mr. MACNAMARA: No, he is cut off from unemployment insurance benefits. Of course, there is the point about—

Hon. Mr. HORNER: Suitable employment.

Mr. MACNAMARA: Yes, there is the question of suitable employment. The act says that a person cannot get unemployment insurance benefits if he refuses to take suitable employment for which the wages are not practically depressed wages. The difficulty in many of these cases, of course, is that a man is married and that the job offered to him is at some other place than Halifax or Vancouver. For example, we offered all the men who are out of work in Halifax a job with the Ontario Hydro. The rate is fair—speaking from memory, I think it is 65 cents an hour—but if a man has got his family in Halifax he is very reluctant to move to Ontario, and it is a question for decision as to whether in that case it is suitable employment. We have been tightening up, and if a man does not like the decision he always can appeal to a board of referees. It is not all white or black. Quite a number of chaps we feel might move, but do not; on the other hand, we are often surprised at the willingness of a fellow to move, and I think the vast majority of men are most anxious to take jobs that will support their families. As to the Vancouver situation, I would like to say it is a seasonal thing to have a movement of people from the prairies to the milder climate. We have been watching it very closely this year. I do not believe it is any greater this year than it was last year, but the availability of seasonal work in B.C. is not as great. There was a very heavy snow fall in the lumber camps out there and the seasonal work that ordinarily has been available does not exist this year, so

the staffs have moved into Vancouver. Our unemployment insurance claims in Vancouver are not as high this year as they were last year. We have a committee working on the matter in Vancouver, and we are hoping to offer those chaps some jobs that are there. For example, the C.P.R. gave me an order this morning for some jobs on Vancouver Island, which we will offer these fellows. The best way of testing a man's genuineness is to offer him a job of that kind.

Hon. Mr. HAIG: During the war a good many people built up a reserve of unemployment insurance rights. Take stenographers, for instance. In my city there is some complaint that when unemployed stenographers are offered a job they will take it, but will make it impossible for the employer to keep them, so he has to let them go; and then they will start to draw insurance benefits again, and will continue doing that until they have their reserves used up. The complaint is that a number of married women are in that class.

Mr. MACNAMARA: When a person leaves a job and comes in and asks for an unemployment insurance benefit, the circumstances under which the job was left will be considered in order to determine whether the person should get the benefit or not. If a person just walks out of a job he will not get the benefit.

Hon. Mr. HAIG: You know, Mr. MacNamara, that anybody who wants to be put out of a job can easily be put out. For instance, if a stenographer in my office does not do her work correctly, I have to discharge her. She can easily bring that about.

Mr. MACNAMARA: I must be quite frank with you, Senator, and say that I do not believe it happens in one case out of a thousand.

Hon. Mr. HAIG: How many unemployment insurance cases have you got in Winnipeg?

Mr. MACNAMARA: The figures are not as high as last year, but I cannot give you that information.

Hon. Mr. HAIG: Is it not because their time is running out?

Mr. MACNAMARA: It is not due to that factor.

Hon. Mr. HAIG: How much reserve can one build up?

Mr. MACNAMARA: One year.

Hon. Mr. HAIG: Then the most of that year has run out.

Mr. MACNAMARA: It is not so that they are being declined because they have no rights; at the moment the applications are not coming in.

Hon. Mr. HAIG: But my point is that they were employed during the war and now that their husbands are back they do not want to work but they want to get their insurance.

Mr. MACNAMARA: We are checking those people pretty closely.

Hon. Mr. HORNER: Do you not think that it would be better to have the word "suitable" struck out?

Mr. MACNAMARA: I do not think I should answer that.

Hon. Mr. ROEBUCK: I would not like to see it struck out.

Hon. Mr. HORNER: When I think of how foundations of this country were laid, and when all over this Ottawa valley men went to the woods and stayed for eight solid months without getting home, and when they received only one letter a month, and their wives stayed home and carried on, I am astounded the way the unemployment insurance people tie your hands and say you cannot leave home and you cannot do this and that.

Hon. Mr. BURCHILL: Times have changed since father was a boy.

Hon. Mr. ROEBUCK: We have in our modern times men who devote their lives to particular activities to the learning of a trade or business in which they become proficient, and to which they are suitable. If we abolish suitability and that man becomes unemployed and is denied his insurance because he refuses to become a lumberjack or a farm worker, for which he is not suitably qualified, he is not using his training or efficiency.

Mr. MACNAMARA: Madame Chairman, I should like to say that I believe one of the keystones in bringing about full employment in Canada is a first-class national employment service. I believe that most sincerely. I believe also that we are approaching the time when we in Canada will have the best employment service in the world. I can only say, Senators, seize the opportunities you have to visit our offices, look over the system, check these matters up, and ask questions. I believe you will come away, as I did after inspecting a number of our offices in the last few months, with a pretty favourable opinion.

The CHAIRMAN: We have with us today Mr. Van Ark, who has kindly consented to give us information which I think the Committee will be pleased to hear. Mr. Van Ark had a good deal to do with the settlement in Canada before he went overseas.

Mr. WILLIAM VAN ARK (former I.R.O. Assembly Camp Director): Madame Chairman and senators, it was just a year and a half ago that I had the privilege of appearing before Senator Roebuck and handing him a brief on conditions in the displaced persons camps in the United States zones in Germany. I had then come out on furlough after a year and a half of service with UNRRA as Assembly Camp Director and I worked also in the field transport and zone headquarters.

Hon. Mr. MURDOCK: Would you tell us what department of the government you represented in Germany?

Mr. VAN ARK: I was then engaged as Assembly Camp Director for UNRRA in the American zone of Germany, sir.

In that brief I described the different qualifications which one could find among the people whom we took care of in these camps, and I set out why I thought they would be a real asset to our Canadian life, if we could bring them over here.

I went back to Germany and spent another year and a half until the termination of my duties about three weeks ago. Coming back to Canada, I thought you would be interested in some of the aspects so that you would have a fuller picture of the situation as we find it there today.

It has pleased me very much to hear such compliments about the girls who came over here. It was my privilege to help pick them out and put them through their traces, as you might say. You might like to know, gentlemen, how we selected them. In the first place, the orders come in and they are then distributed to the four control centres in Germany, each taking care of a large part of Germany; they are then sent to the camps for perusal and selection of the type of people asked for.

Hon. Mr. ROEBUCK: Are you speaking of both the American and British zones?

Mr. VAN ARK: I am speaking of the American zone, since that is the place in which I worked and of which I can give you a picture.

Hon. Mr. ROEBUCK: Are you an American or a Canadian?

Mr. VAN ARK: I am a Canadian.

In each camp we had a resettlement officer. The people in each camp are then asked to register with him if they desire to make use of this request for immigration. After being listed, they are then medically examined. That is

their first medical examination. Their behaviour—which I think is a very important feature—is known to the camp director and the resettlement officer; and when they appear to be the proper type of person for immigration they are then placed before a committee to test them on their ability. For instance, Canada asked for garment workers. We listed garment workers and these people were placed before an examining committee. This is the way the scheme operated: we took them to the Department of Labour in a German city and had them tested in a garment factory, where they did the same work they would have to do on Spadina Avenue in Toronto, and on the very same type of machines. They were tried out as to their ability and they were classified as third, second, first class or master and they were given certificates to that effect. When all that information was gained they were then placed before the Canadian commission who inspected them as to their suitability of coming out to Canada. This is a scheme that in all my twenty years of immigration work I have not seen before: there was a thorough check-up.

Hon. Mr. McGUIRE: These people are not German people. Who are they?

Mr. VAN ARK: They are displaced persons.

Hon. Mr. McGUIRE: Displaced from what country?

Mr. VAN ARK: The Baltic countries, Estonia, Latvia, Lithuania, Poland, the Ukraine and Yugoslavia.

Hon. Mr. McGUIRE: Czechoslovakia?

Mr. VAN ARK: No, I said Yugoslavia. The Czechoslovakians have been returned to their country.

Hon. Mr. HORNER: They have not all been returned, for I know one in our district.

Mr. VAN ARK: That is an odd case.

Hon. Mr. ROEBUCK: Are there any Roumanians?

Mr. VAN ARK: No.

Hon. Mr. ROEBUCK: Hungarians?

Mr. VAN ARK: A few Hungarians are still in Germany. I would like to impress upon you gentlemen that there is a double check and particularly the medical examination.

Hon. Mr. ROEBUCK: Is there only one medical check-up?

Mr. VAN ARK: Two, first in the camp and second before the Canadian commission who has its own Canadian doctor; and there are at least two screenings.

Hon. Mr. HORNER: At the present time are the American teams examining people from these camps and allowing some of them to go to the United States as well as to Canada?

Mr. VAN ARK: There are no teams, but it is all done through the American Consulate, the State Department.

Hon. Mr. HORNER: They are accepting some of them?

Mr. VAN ARK: On an individual basis.

Hon. Mr. ROEBUCK: Is there any difficulty in finding the relatives?

Mr. VAN ARK: Not much.

Hon. Mr. ROEBUCK: Is there any reason why so far as selection and that kind of thing is concerned, we should not bring the relatives over?

Mr. VAN ARK: It is a matter of arranging transport.

Hon. Mr. ROEBUCK: It is more than transport, so far as the relatives are concerned. As far as the problem of transportation, we could carry them across the ocean in a very short time.

The CHAIRMAN: I think that one of the difficulties has been to get them together in a centre.

Hon. Mr. ROEBUCK: That is what we have been given to understand.

Mr. VAN ARK: That is what I mean when I say "arranging for". For instance, if they are provided for en bloc and a large number assembles at Bremerhaven, it is much easier to arrange transport for 300 or 500 than it is for one family from this place and one from that place.

Hon. Mr. ROEBUCK: Why cannot families be brought together to some camp rather than being scattered all over?

Mr. VAN ARK: Personally I cannot see why it should not be on exactly the same basis.

Hon. Mr. ROEBUCK: Do you mean on the basis I have indicated? That is to have some common centre, and when a family has been passed upon and approved, let them be brought to that centre for the various examinations?

Mr. VAN ARK: That is a matter which will have to be arranged through Heidelberg which is the headquarters of the I.R.O.

Hon. Mr. ROEBUCK: Is travel so difficult in Germany that it could not be handled in the way I suggest?

Mr. VAN ARK: When you have a large movement it is much easier to arrange transportation over the German railways; you can then provide for say two train loads.

The CHAIRMAN: Mrs. Henshaw stated that conditions on the German railways were very bad.

Mr. VAN ARK: They are terrific.

Hon. Mr. ROEBUCK: Why could these families not be brought to some shipping point?

Mr. VAN ARK: If it is arranged, all right; you can arrange anything you like, for that matter, but arrangements must be made first.

Hon. Mr. ROEBUCK: Why have arrangements not been made?

Mr. VAN ARK: That is a question I cannot answer; it will have to be answered by headquarters.

The CHAIRMAN: There has been a suggestion that the I.R.O. is very short staffed in Germany.

Mr. VAN ARK: It certainly is, and that is the reason for the termination of a lot of people.

Hon. Mr. ROEBUCK: Including yourself?

Mr. VAN ARK: Funds are short.

Hon. Mr. ROEBUCK: Has Canada contributed?

Mr. VAN ARK: I cannot answer that question, Senator.

The CHAIRMAN: Canada has contributed, as you know.

Hon. Mr. ROEBUCK: I thought we might get some further information. Quite a number of nations agreed to contribute.

Mr. VAN ARK: Yes, but their agreement does not pay the salaries; it is the actual turning over of the money that does it. However, that is not for me to decide.

Hon. Mr. ROEBUCK: There seems to have been a nigger in the woodpile somewhere with regard to the support of the I.R.O. I think the newspapers might well ask some questions about this thing.

Mr. VAN ARK: When we were working in these camps, we often grumbled as to what was happening; we saw people being supported, given food and housing and not doing anything, and we wondered if it would not be better to have them come out here and work out their own salvation, looking after themselves financially, than being supported in the camps with so little hope of making their stay profitable. The matter of placement in western Canada was discussed by Senator Horner, I believe. It was my privilege of working as colonization man in the west, and we organized the colonization boards. We let the whole community take part in looking after the immigrants. The result was that there were no kicks coming from such sections where the representatives of the farmers' organizations, of the boards of trade, and of the women's organizations all had a hand in giving advice and looking after these families. Mr. MacNamara mentioned the relationship of the Department of Labour and the provincial governments. Personally I should like to have it extended a little bit, so that the people among whom we intend to settle these families will have a share in it too. After all, as a neighbour one can do much more than can be done through advice or assistance through a government employee.

Hon. Mr. HORNER: What is your experience with the Baltic States as regards their farm folks? I believe it is their custom to live in little villages and work their land from there. I have often thought that many find it lonely away out by themselves, and that we might have to adopt somewhat that kind of system if we are going to have these people remain on the land contentedly. This isolation is the reason why they come here and spend some time and then flock to the cities, leaving the farms. Some of them have argued with me very strongly for that method of living in villages and working the land.

Hon. Mr. ASELTINE: You would never assimilate them if you did that.

Hon. Mr. HORNER: Well, I don't know.

Hon. Mr. ASELTINE: That would be the Doukhobor way of doing it.

Hon. Mr. HORNER: A Czech who came recently to this country thinks that is awful for people to live that way. In Czechoslovakia they live in their villages and have their cultural and social interests, while they also have small houses where, when necessary, they can live while they are on the farms. But they live in villages.

The CHAIRMAN: And they have secondary occupations for the winter. Nearly all of them have extra skills.

Mr. VAN ARK: Yes. The finest thing about the Baltic people, I think, is that they have lived in a climate so similar to our own. The occupations to which they are accustomed fit in entirely with our own work. We are saying that we cannot get lumbermen. In these men you have both lumbermen and farmers. If you import them you will have both. Also they are good dairymen, because that is the very kind of work they have been doing on their own little farms. And they have the intelligence: let us not forget that. You are getting a type who will realize what citizenship means, and what co-operative effort means. You have a type of people who are at once on the high level

that we are striving to attain for all our people. You want people who will take an interest in government, people who will be live citizens in the fullest sense of the word. There they are waiting, rotting away in camps.

Hon. Mr. BUCHANAN: How many of these people of whom you are speaking are in displaced persons camps?

Mr. VAN ARK: Pardon me for giving you a rough figure: 400,000 altogether, not speaking about the Jewish elements. Of the Gentiles. I would say there are 400,000. You have the pick today. You know there is talk about the United States government having a program of 400,000 per year. You know that, gentlemen, do you not?

The CHAIRMAN: It is 100,000 a year for four years, is it not?

Mr. VAN ARK: Yes. -But there are many voices in favour of speeding it up, and getting to that rough figure.

Hon. Mr. McGUIRE: They have not taken a large number yet.

Mr. VAN ARK: No sir, they have not, only individual cases; but they can speed it up in a hurry.

The CHAIRMAN: Few Esthonians came through, because there is such a very small quota for Esthonia. They have all been arriving on their quota basis.

Hon. Mr. HORNER: What about the displaced persons in the part of Europe taken by Russia, by Czechoslovakia, and by Poland? What about the young men from there? It would be an advantage to Canada to have some of those.

Mr. VAN ARK: They do not come under the care of I.R.O.

Hon. Mr. McGUIRE: How long we will have to wait I do not know.

Hon. Mr. HORNER: As I remarked before, I think we are allowing Stalin to win the "cold war" by refusing to come to any peace treaty with Austria and Germany. They remain enemy aliens as far as we are concerned.

Hon. Mr. HAIG: Would you recommend the people of the Baltic States as being as good as if not the best class in the displaced persons' camps?

Mr. VAN ARK: A very good class of people.

Hon. Mr. HAIG: I agree entirely with you.

Mr. VAN ARK: Very good in all respects.

Hon. Mr. McGUIRE: You are dealing with them in the United States zone of Germany.

Mr. VAN ARK: Yes, sir.

Hon. Mr. McGUIRE: Do you know anything about how they got down there from the Baltic States? How do they come to be in those camps?

Mr. VAN ARK: You mean, their case history?

Hon. Mr. McGUIRE: I am not asking for their history, but how they got there. For instance, a man and his wife whom we are asking for, how do they get from their own homes—it is quite a long way—down to the western part of Germany? Do they escape in little boats, as some of them did who tried to get to North America, until they finally get to that part of Germany and are placed in camps?

Mr. VAN ARK: No. When we ask them and try to find out how they got there, we usually get the story that they were driven out by the German army into Germany.

Hon. Mr. McGUIRE: That would be into Prussia?

Mr. VAN ARK: And then set to work in the factories in the "total war machine," and put to work. And they were finally driven on until they arrived in the western part of Germany, in the United States zone. They were put to work either in the southern or southwest or some other part, wherever they were needed by the German army.

Hon. Mr. HORNER: And they could go back, if they would agree to go back under the form of government at present obtaining in their own country?

Mr. VAN ARK: Yes: as soon as hostilities ceased UNRRA set up these camps. They could go back to their own country.

Hon. Mr. HORNER: Their countries urged them to go back.

Mr. VAN ARK: They had the choice. They were free to go back at once. The fact is not often mentioned, but we have moved millions back home. I am not speaking of people of the Baltic States now; but conservatively, over twelve million of people we had to deal with when we started, today we have, shall we say 750,000.

Hon. Mr. HORNER: They did not want to go back to the form of government obtaining in their own countries at present.

Mr. VAN ARK: Right, sir.

Hon. Mr. HAIG: I think we should thank the witness for the very great information he has given.

The CHAIRMAN: I may say with reference to the neighbour policy, I attended the conference in Montreal called by the Canadian Council for Citizenship, and the Canadian Council on Adult Education and very many of our national organizations were represented there. All of them wanted to assist in helping the newcomers to Canada, but they wanted to get some direction. That was the reason for the conference. I think there would be many facilities offered, if we could get some larger degree of settlement by voluntary workers.

Mr. VAN ARK: May I leave just one thought with you? I have been in the service of immigration over a good many years, and personally have never found any difficulty in placing families in our Canadian West—never. When I can present to a man the type of people he is getting, the work which the family could produce for him, I can persuade a farmer in our west to take him.

Hon. Mr. HORNER: . That is still true, do you not think?

Mr. VAN ARK: Absolutely, sir.

Hon. Mr. HAIG: Sure.

Mr. VAN ARK: And the housing does not play a part in that feature—not at all.

Hon. Mr. HORNER: Not at all, because there are vacant houses all over the country.

Mr. VAN ARK: You have heard what our Minister of Labour said this morning. He was not worrying. He has never been out of work. I would like to add another example. When I, in February of this year, was in Southampton, and met my wife on the *Queen Elizabeth*, with her came at least a dozen Dutch families that twelve years before I had sent out to Canada and helped to get on farms as poor immigrants. They came back as passengers; the whole of the families came back as passengers on the *Queen Elizabeth*. That takes real money, and I bet it took a lot of effort on their part to get that far. I am sure that if we, as we can do, give them a chance to prove what is in them, our country will receive the benefit of it.

Hon. Mr. ROEBUCK: Hear, hear.

The CHAIRMAN: We have Maritimers here who can tell us, but I am told there is plenty of housing accommodation in the Maritimes. Also there would be opportunities for small industries, do you not think, with the skills that these Europeans have?

Hon. Mr. PIRIE: Yes. There are plenty of vacant houses on the farms.

The CHAIRMAN: These people have the sort of handicrafts for which there would be a good market, in the tourist trade at least.

Hon. Mr. MURDOCK: You have been with the Immigration Branch for a number of years?

Mr. VAN ARK: Before I joined up with the I.R.O.

Hon. Mr. MURDOCK: Are you still in that service?

Mr. VAN ARK: No, my employment with I.R.O. was terminated.

Hon. Mr. MURDOCK: Will you tell us why you, as a Canadian, were working in the American zone?

Mr. VAN ARK: Yes sir. There is no Canadian zone.

Hon. Mr. MURDOCK: They still permitted you to work in their zone?

Mr. VAN ARK: Yes. I.R.O., like UNRRA, is an international organization and uses international personnel where they are most needed.

Hon. Mr. MURDOCK: But you have discontinued that work now?

Mr. VAN ARK: No.

Hon. Mr. ROEBUCK: The work is going on.

Hon. Mr. MURDOCK: The work is going on but he has discontinued.

Hon. Mr. ROEBUCK: These I.R.O. people make no difference between the two zones?

Mr. VAN ARK: No.

Hon. Mr. ROEBUCK: It does not make any difference whether it is one zone or the other?

Mr. VAN ARK: Oh, no.

Hon. Mr. BUCHANAN: Are these Baltic people about whom you speak anxious to come to Canada?

Mr. VAN ARK: Canada is at the top of the list, I can assure you. The first group, I think, were the lumbermen, a few lumbermen. They went out first, and they wrote such wonderful letters back to the camps that I wish you could have seen the light in their eyes when the name "Canada" was mentioned. They were talking about the food particularly. You can imagine that; it is one of the very best things right now. It is such a change to come to Canada and earn good money and to be paid according to the effort—that is what gets them most,—that the fellow who works hard receives more than the fellow who works less. I am just giving you their impressions.

Then, many were taken from countries where climatic conditions are the same. This cold winter forest life was not new to them, it is like being home, you see. And then the reception they received at Canadian hands: I must stress that, because that was mentioned time and time again in the letters. You do not think that these fellows will be a burden the first few years in Canada that have such notions about our country, do you? But what I wish to stress is

that we should take many families, if I may be bold to ask you this. There are so many excellent families, and it takes quite a while before the order is given and you see the family landing here in Canada. Let us not forget that point. It will take many months: it is not a matter of two weeks, because the processing sometimes takes a long time, particularly when families are concerned. So let us not delay. I have the feeling that other countries may be ahead of us. We still have the pick of the crop, so to speak. Thank you.

Hon. Mr. BURCHILL: What about the language question? Has that been much of a handicap?

Mr. VAN ARK: It is not to the Baltic people. Most of them have had a pretty fair education. To illustrate that: in our office in I.R.O. we use a great many of the Balts, because they can often read and write English well, besides German and their own language.

The committee adjourned until Wednesday, February 18 at 10.30 a.m.









1947-48

THE SENATE OF CANADA



PROCEEDINGS

OF THE

STANDING COMMITTEE

ON

# Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 3

WEDNESDAY, 18th FEBRUARY, 1948

The Honourable Cairine R. Wilson, Chairman.

WITNESSES:

- Captain E. S. Brand, Ottawa, Ontario, temporary shipping adviser, Immigration Branch, Department of Mines and Resources.
- Mr. R. G. Riddell, Chief of United Nations Division, Department of External Affairs.
- Mr. Leslie G. Chance, Chief of Consular Division, Department of External Affairs.
- Mr. A. A. Day, United Nations Division, Department of External Affairs.

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CONTROLLER OF STATIONERY  
1948



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable CAIRINE R. WILSON, Chairman

### The Honourable Senators

Aseltine,	Dupuis,	McDonald ( <i>Shediac</i> ),
Blais,	Euler,	Molloy,
Bouchard,	Ferland,	Murdock,
Bourque,	Haig,	Pirie,
Buchanan,	Hardy,	Robertson,
Burchill,	Horner,	Robinson,
Calder,	Hushion,	Roebuck,
Campbell,	Lesage,	Taylor,
Crerar,	Macdonald,	Vaillancourt,
David,	( <i>Cardigan</i> )	Veniot,
Donnelly,	Mackenzie,	Wilson.

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 3, 1948.

“That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
  - (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
  - (c) the availability of such immigrants for admission.
  - (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
  - (e) the appropriate terms and conditions of such admission;
- And that the said Committee report its findings to this House:

And that the said Committee have power to send for persons, papers and records.”

L. C. MOYER,  
*Clerk of the Senate.*

## MINUTES OF PROCEEDINGS

WEDNESDAY, February 18, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

*Present:* The Honourable Senators: Wilson, Chairman; Aseltine, Buchanan, Campbell, Ferland, Haig, Horner, Hushion, Macdonald (*Cardigan*), McDonald (*Shediac*), Murdock, Robinson and Roebuck—13.

The Committee resumed consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The Official reporters of the Senate were in attendance.

Captain E. S. Brand, Ottawa, Ontario, temporary shipping adviser, Immigration Branch, Department of Mines and Resources, was heard with respect to shipping space available for carrying immigrants to Canada, and was questioned.

Mr. R. G. Riddell, Chief of United Nations Division, Department of External Affairs, was heard with respect to the problem of refugee people in Europe; gave an outline of the operation of the International Refugee Organization, and was questioned.

Mr. Leslie G. Chance, Chief of Consular Division, Department of External Affairs, was heard with respect to the interest of the Consular Division, Department of External Affairs, in connection with Immigration to Canada, and was questioned.

Mr. A. A. Day, United Nations Division, Department of External Affairs, was heard with respect to the number of displaced persons in refugee camps in Europe; the financial arrangements as to the operation of the camps, and was questioned.

At 12.20 p.m. the Committee adjourned until Wednesday, the 10th of March, 1948, at 10.30 a.m.

Attest.

H. ARMSTRONG,

*Clerk of the Committee.*

## MINUTES OF EVIDENCE

THE SENATE,

WEDNESDAY, February 18, 1948.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. Mrs. WILSON: in the Chair.

Hon. Mr. MURDOCK: Lady Chairman, it might be well, while we are waiting for a quorum, that you tell us whom we are going to hear from today. I have not the slightest idea. I think we should discuss these things in the committee, either at the previous meeting or at some other time.

The CHAIRMAN: Well, you heard that it was a special request at the last meeting that the representatives of the Department of External Affairs would come with some story of the International Refugee Commission set-up, and related matters. I hope that members of the committee have read the report, which was incorporated in the proceedings of the sessions of this committee. Also Captain E. S. Brand, who is in charge of all shipping to Canada, is here today to give a full account of what has been done and what is planned for the future. I know there have been repeated requests that Captain Brand should come and tell us about this matter. He is working in full co-operation with our own department now, in trying to facilitate the coming of displaced people and others to Canada. I think everyone here knows Captain Brand and the great service he did during the war years. We are very fortunate to have him come today.

Hon. Mr. MURDOCK: We have a quorum now.

Captain E. S. BRAND, of Ottawa, Temporary Adviser on Shipping to the Immigration Branch of the Department of Mines and Resources: Madam Chairman and Gentlemen, I have not prepared any definite statement, I am afraid, for you, but I hope you may be able to help me along by asking questions.

I think I can say this to start with, that the problem of getting immigrants to Canada appears from the shipping angle to divide itself into two types. The one is those who come from Europe; and the other is those who come of their own free will and pay their own passages from the United Kingdom and, shall we say, countries of the same type.

So far as Europe is concerned, the International Refugee Organization charter or get hold of ships to transport their refugees to countries which are prepared to take them, and so far as Canada is concerned they have been doing that by means of three United States Army transports, which are not what you would ordinarily call regularly chartered ships. They have also chartered some other ships for the purpose, but it is very difficult for them to find suitable ships, the number available to them for charter being very limited.

The European problem divides itself into two classes. The first I have mentioned—I.R.O. regular refugee. But there are in Europe a number of refugees who for various reasons do not come under the terms of I.R.O. charter. Quite a number of these have relations in this country who want to get their relatives out to Canada. They are being taken care of now, as far as possible, by the *Beaverbrae*, which was a German prize handed over to Canada as part of the reparations. That ship has been altered to take 773 people. She was sold by the American Steamships Company, who altered her, to the Canadian Pacific

Steamships, who are now running the ship. She is on her first voyage at present and is due to embark the first load at Bremerhaven on the 25th of this month, and she should arrive back at Halifax on the 6th or 7th of next month. The ship carries cargo eastbound. She is on a straight commercial operation. That cargo has to be discharged, and, as you probably know, today one of the worst delays in shipping is the delay occurring in almost all ports of the world in discharging and loading ships. It is hoped that the *Beaverbrae* will run on a 37-day cycle, and there seems to be every reason why she should do that, but the time cannot be brought down to much less than that.

The problem of bringing fare-paying non-refugee immigrants to this country from the United Kingdom, Scandinavia, France and so on is largely, almost entirely, governed by the lack of passenger ships. I have made a survey—it is not quite complete yet—of all the ships in the world capable of carrying over 400 passengers. As you probably know, there are a number of ships, mostly freighters, which carry 12 passengers. Under international regulations, if a ship carries more than 12 passengers she must have special watertight arrangements and a passenger certificate. There are also a number of freighters which carry somewhere around 80 or 100 or 200 passengers, but when it comes to a big movement you need regular passenger ships. I knew for a long while, and have definitely confirmed the opinions in my searches for ships, that it really is almost hopeless to try to convert a ship that was built as a freighter into a passenger ship, that is to say, a regular passenger ship such as honourable members of this committee think of when that term is used. It is much the same as sewing a piece of cloth on this suit that I am wearing and saying that I am in evening dress.

Hon. Mr. CAMPBELL: Was the *Beaverbrae* not converted?

Captain BRAND: Yes. But I was speaking of regular passenger ships.

Hon. Mr. CAMPBELL: That is a luxury liner?

Captain BRAND: That is true. I would try to qualify that, sir, by explaining the austerity conversion, but the ship has cooking arrangements—that is fairly simple—the public rooms, promenade decks, the boats and so on to make up what is regarded as a passenger ship. There is a great shortage of that type of ship today, for obvious reasons. I received a list the other day of no less than 73 of these “over 400 type” which were lost in the war. Most lines are endeavouring to replace some of their tonnage. The majority of the big British steamship lines are now building ships, but those ships cost two or three times as much as they cost to build before the war; and if you really want to build a good passenger ship today, that is a big one, the total cost is about £3 million and it takes about three years to do it. That is the way it is running now.

Hon. Mr. CAMPBELL: What size of ship would that be?

Captain BRAND: 15,000 to 19,000 gross tons.

The CHAIRMAN: Not a large ship.

Hon. Mr. CAMPBELL: It would cost as much as \$15 million?

Captain BRAND: \$10 million to \$12 million. That is what they run at the moment.

Hon. Mr. ASELTINE: How big did you say that ship would be?

Captain BRAND: About 19,000 to 20,000 gross tons. I saw the *Hymalya*, a new P.N.O. ship which cost £110 per ton compared with £47 per ton before the war.

Hon. Mr. ASELTINE: How many passengers will a 20,000 ton ship carry?

Captain BRAND: As far as passenger capacity is concerned, there has been a definite reduction recently in that type of ship because of the extra space which has been given over for crew. For instance, the *Duchess* boats, which I was

going to mention in a moment, and which are now renamed *Empresses*, used to carry 13,000 passengers; today a converted *Duchess* only carries 700. That is partly because the demand for the old third class, which was pretty rough, has gone, and partly because a lot of that accommodation has now been put into better accommodation for the crews. That is the general tendency. The most of these liners are being reconverted to peace-time, after their war-time activities, and in practically every case they are giving up a certain amount of earning capacity to make for better crew amenities.

We have at present running to Canada, as a pure commercial operation, the old *Duchess of Richmond*, now called the *Empress of Canada*, the old *Duchess of Bedford* is in the process of conversion to another *Empress*, the *Empress of France*, and is scheduled to be in use in July—whether she will be ready or not is something I cannot prophesy. I should say that most of these completion dates have in practice been optimistic. The *Empresses* carry approximately 700, 350 tourist and 350 first class. The Cunard Company has recently put on the *Ascania*, which is one of their surviving A ships on the run; and she has been given what we call in the trade, austerity conversion. That is to say, instead of going back to her old peace-time luxuries, if you wish to call it that, she has a number of dormitories rather than four- to six-berth cabins, with as many as twelve and I believe even twenty people who sleep there; she has public rooms, dining, saloon, food and so on. That is what I mean by austerity conversion. That ship now carries 250 first class and 534 tourist passengers.

At the present time there are only two ships running to Canada on a straight commercial basis: the *Empress of France* joining; whereas before the war honourable senators will remember that there were 14 or 15 ships employed on regular service to Canada—C.P.R. and Cunard Donaldson. If an operator puts a ship on regular service in that way, he hopes to recover his voyage costs, which are very high these days, by keeping his ship reasonably full in both directions. We at the moment are most interested in one-way traffic of migrants and that is where the financial difficulty arises.

To go back for a moment to the refugee organizations, they are on a comparatively easy basis; the U.S. army transport carry passengers only in one direction; they have a considerably reduced overhead, because they are greatly assisted by the United States, and they can actually bring refugees to this country for something like \$100 from Bremerhaven. A passage on the *Beaverbrae* will cost \$130 for 699 passengers and \$140 for those who occupy the upper deck cabins with 73 berths.

After a pretty thorough search for ships, in the course of which I went to the United States to see whether we could buy, beg or borrow some extra transports and convert them, I came back and rightly or wrongly reported that I thought it was almost hopeless, that it would let us in for a great deal of money and we could not even foresee how much it would be; also it would not really produce a satisfactory service. As you know the United States naturally has certain limitations on ships that can be chartered for sailing abroad, and even the ones that we wanted, I think it would have taken something approaching an act of Congress to have arranged for their loan. In any case it did not appear that we were going to get anything really suitable for fare-paying people to come on their own across the ocean. Finally we decided that the only thing left to do was to see whether the *Aquitania* could be made available to carry on the Canadian service. I am very sorry that I cannot say that negotiations for this service are completed, but I personally hope that within a few days something will come out of the rather long negotiations which we have been engaged in. In the *Aquitania* we have in many ways the perfect passenger ship for the run.

Perhaps I should have mentioned before that ships are really very tailor-made things. We found that out during the war. For instance, a P.N.O. ship built to run to Australia has to be a limited size so as to go through the Suez canal; she has to have certain ventilation because she is going through tropics. A ship which is built for the North Atlantic run can be bigger, governed only by the ports at either end, such as the *Queen* which goes to Southampton, New York or Halifax. If you put a ship like that in the tropics she would probably be very uncomfortable.

We found the *Aquitania* the rather perfect ship, and that is why we have concentrated on endeavouring to negotiate to have her kept on the run. She has been running to Canada for the past fifteen or eighteen months, having been requisitioned to the British Ministry of Transport. She was requisitioned when the war broke out, and has remained on requisition, but it is probable that before very long they will hand her back to her owners. Whether her owners are prepared, as a commercial venture, to put her back on the Canadian run, I cannot say, because they have to try and insure that she will have enough people both ways to make her pay. She is a very fine ship; in fact I should say she is the culmination of British shipbuilding up to 1913. She is now 34 years old but one would not know it to sail in her. She is a large ship, and can only go to Halifax; she could perhaps be brought up the river to Quebec, but it would hardly be feasible. If those negotiations go through, that will give us a very considerable addition to the carrying capacity of the Canadian service.

Hon. Mr. HAIG: What is her load?

Captain BRAND: She at present takes 1,400 passengers, but if she comes on again the Cunard propose to build her up to 1,725. If the honourable senators are interested, I have here a plan which shows that certain spaces are left over from the wartime days; they have still got the troop bunks in them. Those spaces have been used by two or three hundred refugees; for instance, a number of Polish veterans were brought out in those spaces last year. If she goes on the run again, she will have a capacity of 1,725.

Hon. Mr. ASELTIME: Is the cost of bringing immigrants by air much greater than bringing them by sea?

Captain BRAND: Well, when I say anything about that subject I am liable to be accused of being a conservative old seafarer, but if I put it straight away to you, I should say the *Aquitania* is a very expensive ship to run, with a cost of about £35,000 for oil fuel alone for the round trip. I always feel that it is cheaper to build something, float it and push it, as opposed to blowing fuel into the air and supporting the load against gravity. That is borne out by the fares; for instance, the C.P.R. Empress ship is charging \$240 to \$290 first class and \$152 to \$164 tourist. In the summertime that brings the passengers to Montreal. Whereas, the fare by air to Montreal—and I am not sure that this will not go up this summer—I think is in the neighbourhood of \$312 to \$330. The difference between \$330 as compared with \$240 which is the lowest first class fare, is quite substantial. If I may be permitted to say so, it is obvious that somebody should have to pay for lifting the body against gravity.

Hon. Mr. HAIG: There is also the feature that the passengers cannot bring as much baggage.

Captain BRAND: That is an important point, to my mind; they can only bring 66 pounds. Unfortunately, for some reason I don't know—and I hope I am not talking out of turn—I cannot quite understand why the air people do not have arrangements to bring excess luggage by ship. You understand that if a suitcase is shipped separately it has to go through all the palabra of shipping regulations and will cost about \$20; whereas if the air people had a large container, which could be put down in the ship, containing all the excess baggage,

I am sure they could do it much cheaper. That would be a very definite consideration to me if I were migrating.

Hon. Mr. ROEBUCK: Mr. Colley quoted the figure which he said would be charged by T.C.A. from Germany to Toronto of \$441. Your logic with regard to air borne travel may not be entirely sound. Do not forget that you do not have to push many tons of water in front of an aircraft, and that the speed in the air is very much greater than on water; there is less time consumed.

Captain BRAND: I was a little conservative, perhaps, but there is no question that at present air travel is very much higher.

I think, Madame Chairman, that I have covered a very broad outline of the subject.

Hon. Mr. CAMPBELL: Captain Brand, I understood that the Canadian Government had an opportunity of getting two Egyptian ships, and for some reason they turned it down, and that these ships are now operating to Australia. Was there any particular reason for turning down those two ships?

Captain BRAND: As I remember, sir, that was in October. While I will not say the price was high, because these things cost a great deal; but if I remember rightly, the proposition was that the government should guarantee a certain number of passengers or charter time.

Perhaps I have not made the point clearly enough; that is, the migrant at present, under existing policy, from England comes entirely of his own free will and pays his own passage. The government do not pay anything.

Hon. Mr. CAMPBELL: But these are principally displaced persons?

Captain BRAND: That would be entirely a matter for the I.R.O. I do not know why they do not take that up, if this were offered to them. I remember we suggested it might be.

Hon. Mr. CAMPBELL: The *Beaverbrae*, is that operating through the I.R.O.?

Captain BRAND: No, sir. The *Beaverbrae* is operated entirely by Canadian Pacific Steamships, who pay the expenses and take the profits. The only string the government have on her is that they contributed towards the cost of her conversion, and in return for that the C.P.R. have undertaken to bring back westbound those passengers which the government designate. At the present moment the government have designated that she is to go to Germany, to Bremerhaven, and bring back relations which are not being taken care of necessarily by I.R.O. These relations are paid for by their relatives in Canada, and the Canadian Christian Council for Resettlement of Refugees is doing a certain amount—a great deal—of work to collect these people and see them on board ship and collect their fares.

Hon. Mr. MURDOCK: Has there been any discussion about having the *Aquitania* loaded westbound and light eastbound?

Captain BRAND: Well, there has been discussion, yes, sir, to a point. But it would be a very costly business.

Hon. Mr. MURDOCK: It has been seriously considered, then?

Captain BRAND: Oh, yes; and the trend of the negotiations—which, as I say, I cannot say any more about, because they are not finalized—is that there would be a definite proportion of berths made available westbound for migrants, in any case. Of course you can only make that available under the present policy; if the emigrants do not come forward to take them, there is nothing we can do about that.

Hon. Mr. CAMPBELL: Do you know whether there is any difference between the policy in Canada and the policy in Australia with respect to chartering ships?

Captain BRAND: As far as I know, sir, the Australians have what they call an assisted migrant scheme. I can tell you better what the South Africans are

doing, in a moment, but frankly I do not know what the assisted scheme amounts to. And if I may just digress a moment, I kept in London, shall I say, a little bit clear of the Australian business, because they were very heavily in the market for the *Aquitania* themselves at the time. But I did find out from the South Africans. But the Australians have an assisted scheme, and they have apparently a number of ships running to Australia with berths available for immigrants. I worked out the other day what those ships were equivalent to on our side; and taking into consideration the fact that it is such a long way to Australia, and these ships only make three or possibly four, but very unlikely four, trips a year, if we got the *Aquitania* we should have just as many ships, equivalent ships in respect of berths, on the Canadian service as the Australians have got.

Hon. Mr. CAMPBELL: I was interested, and I am sure the committee will be interested in knowing why Australia is able to take these two particular ships I speak of, when they were first offered to Canada. I am somewhat interested in this, because it so happened that I met one of the vice-presidents of the Egyptian Line in New York, and he was then in negotiation with the Australian government to make those two ships available, which, I think, carried about 750 passengers each, some as standees and some first-class berths. I persuaded him to withhold the negotiations until they got in touch with the Canadian government, and then, after some negotiations stretching on for about thirty days, they felt they were not getting anywhere, and reopened the negotiations with Australia, and they were completed very quickly; and I believe that one of the ships is now on the run to Australia, and the other is to go on almost immediately.

The CHAIRMAN: Would they be more suitable for that trip than for our northern waters?

Hon. Mr. CAMPBELL: I do not know about that.

Captain BRAND: That was a point, sir. When that was brought up I particularly asked the agents who were doing it if they could let me have the story in that connection. They were offered three pilgrim ships, ships which were altered for pilgrims. But I think the answer at the time was that it was not at the time the policy of the government to charter, or guarantee, which is what the operators wanted. I am not entirely sure if these ships made more than one trip to Australia. They were only offered for a short time.

Hon. Mr. CAMPBELL: One for six months, one for three or four months.

Captain BRAND: It is difficult to get the information so far away, but I have never seen any reference to their going to Australia. I am not sure that the Australian Minister of Immigration did not make other terms and arrangements with the Minister of Transport in London. He was battling pretty hard for the *Aquitania*.

Hon. Mr. CAMPBELL: The information I have in the last few days is that they have been made available to the Australians. It is not these particular ships I am interested in, but the general policy. If ships which are suitable are offered in any way, and it is not the policy of this government to charter them or give any guarantee about the movement, is there not some way in which the Canadian government or its representatives can deal with the international organization to try and make them available for movements of people to Canada?

Captain BRAND: Well, I suppose so. I think Mr. Riddell could tell better than I can,—that the Canadian vote on the I.R.O. could put it forward there. But, as I understand the I.R.O., we pay our subscription and they ship the people out to us if we are prepared to take them. It is entirely up to them, their shipping fund, which I believe they recently established, as to what they use. As a matter of fact, while they have these army transports running to

Canada, it is my guess that there are enough coming as fast as we can assimilate them, almost. We are getting an average of about 860 or more a month. These ships are running a three-week turn-around, and they are bringing 860 a trip.

Hon. Mr. MURDOCK: You say we are getting 850 a month?

Captain BRAND: From the I.R.O. ships, yes, sir. It is all of that, yes. In the last two or three months they have had two ships on and they have been running steadily from Bremerhaven to Canada.

Hon. Mr. CAMPBELL: There is not any serious problem about the transportation?

Captain BRAND: No, sir, I do not think there is. About the I.R.O. My feeling when I took on the job in October was that the refugee side was not anything we could interfere in much; it was not our business. We said, "We will take these people if you can ship them here." Then we had the *Beaverbrae*, which helps towards the problem of relations which do not come under the I.R.O.—or who do, and who the I.R.O. have to squeeze out in order to get working groups. But the worst problem seemed to be to get opportunities for British, Scandinavians and French and so on, people who wanted to pay a fare as migrants. That seemed to be the problem, to find something for them. But the question is, can you sell a ship that is not a passenger ship at all? Are they as keen as all that to come out? It is something you do not know until you put it on the run.

Hon. Mr. CAMPBELL: The shortage is from the European countries and the United Kingdom where people wish to come of their own accord?

Captain BRAND: Yes. That is where the real shortage is.

Hon. Mr. ROEBUCK: We have also been very short with regard to the relatives, and I would like to express approval of the suggestion that the *Beaverbrae* is going on that section of the work. Speaking in Ottawa last night, the Minister of Immigration, Mr. Glen, said that we have had 25,000 relatives in Europe applied for and only 2,000 have reached Canada. Of that 25,000 we have actually approved the coming of 15,000, and of those approved 2,000 have arrived. Now, that 15,000 is a tribute to our Immigration Branch locally. Mr. Jolliffe and his staff have done a very good job, and they have been very industrious in connection with it, but our operation in actually getting them here has fallen down just terribly. I have been more interested in that feature of immigration than I have in the other, because my sympathies are moved towards Canadian citizens whose relatives are in Europe and who wish to bring them to Canada. Mr. Glen said that there were two reasons for the small number of arrivals; the difficulty of locating the individuals concerned in Europe, and the shortage of ocean transport. Well, of course, the shortage of ocean transport has been hard to deal with, but the other argument, to me, is very unconvincing. Perhaps Mr. Riddell will tell us more about that later.

Hon. Mr. HORNER: Would Australia have the same difficulty as we have in loading these ships for the return trip.

Captain BRAND: Yes. When I said three and a half trips a year, I am not at all sure that they will make that ever, because of the delays in ports and loading and so on. A lot of these ships will come back fairly empty. There is a movement of Indian civil servants to be picked up now, evacuees from India and Burma which gives them a movement back which we have not got.

Hon. Mr. HORNER: You were going to tell us something of South Africa.

Captain BRAND: Oh, yes. The South African arrangement is that they have quite a number of their regular Union Castle ships running reconditioned or brought back to peacetime and normal, but they of course pay a subsidy to the Union Castle for mails. Union Castle are really a company of South Africa. They got two of the ships, the Winchester Castle and the Carnarvon Castle, austerity

converted them and they have put them on at definite fare for immigrants to Africa. I got this from the South African High Commissioner. I do not know whether we should publish it in any way in our press. (Some remarks of witness are here deleted, by direction of the Chair.) You have to allow for the fact that the actual service between Canada and the United Kingdom and Europe is very low today, and there will be a number of Canadians who will want to go over and come back—a number of business men and tourists who will want to go to the United Kingdom and come back—and of course it is the round-trip passenger who is the one that the owner is looking for. So if you want only a one-way passage, someone has to pay somebody for it.

The CHAIRMAN: Will the *Aquitania* be operated by the Department of Transport?

Captain BRAND: No, it is expected that she will be handed back to the owners. She has been under requisition by the British Ministry of Transport since the beginning of the war. Their policy now is to hand back as many of those ships as they possibly can to their owners to operate or to do what they like with them. If the *Aquitania* had been handed back and we were unsuccessful in our negotiations, the Cunard Company would have been free to do anything they liked with her, to lay her up or scrap her or anything else. Of course, she had to go around the Cape; she was not built for the Suez Canal. We had a little bit of bargaining point there; although the Australians were very anxious to get her, she was not a very suitable ship for them.

The CHAIRMAN: Are there any further questions? If not, we can hear another witness. But before you go, Captain Brand, I wish to thank you very much, on behalf of the committee.

Hon. Mr. HAIG: The information you have given us is very helpful.

The CHAIRMAN: We have with us Mr. R. G. Riddell, Chief of the United Nations Division, Department of External Affairs. He worked on an international conference with Senator Turgeon. Would you like to say anything by way of introducing Mr. Riddell, Senator Turgeon?

Hon. Mr. TURGEON: I do not know what I, as chief Canadian delegate at the refugee conference, would have done without Mr. Riddell, and the other young man who worked with me after Mr. Riddell left. I think Canada is very fortunate to have in its Department of External Affairs the type of men that I found Mr. Riddell to be.

Mr. R. G. RIDDELL, Chief of United Nations Division, Department of External Affairs: Madam Chairman and honourable senators, I appreciate very much Senator Turgeon's kind reference to me.

Hon. Mr. HAIG: He did not say where you came from, though.

Hon. Mr. ASELTINE: It must be from Winnipeg.

Hon. Mr. HAIG: Certainly. Senator Turgeon slipped up badly on that.

Mr. RIDDELL: Perhaps it might be said that the place of origin of all good Winnipeggers speaks for itself.

In my division of the Department of External Affairs we are particularly interested in the international obligation which has existed for Canada as a result of the refugee problem. This aspect of the question is something that Senator Turgeon is very familiar with, because of the service which he did for this country on a number of international bodies that dealt with the refugee question. It is also very familiar to Senator Haig and other members of parliament who at one time or another have been at conferences of the United Nations. I thought I might review hastily the background of this international problem. There are, it seems to me, really two questions before those who are interested in immigration to Canada at the present time. One is the question of the international humanitarian obligation to do something with regard to the refugee

population in the world at the moment, and the other is the question of the long-term immigration policy which will meet the needs of this country. It happens that those two questions focus at the moment partly on the activities of the International Refugee Organization in Europe, an organization of which this country is a member.

Hon. Mr. ROEBUCK: Then there are the relatives too, who are not under the refugee organization.

Mr. RIDDELL: That is true, sir.

Hon. Mr. ROEBUCK: A large number of them.

Mr. RIDDELL: Some are under the I.R.O. regulations, and some are not.

Hon. Mr. ROEBUCK: And the humanitarian aspect applies to both classes.

Mr. RIDDELL: Yes, that is quite true.

The problem of approximately 800,000 refugees in Europe who remained after the war was accepted as an international obligation at the first meeting of the General Assembly of the United Nations, in February 1946. That number of approximately 800,000 was what was left over after a great project of repatriation had taken place.

Hon. Mr. MURDOCK: Left over where?

Mr. RIDDELL: In Europe.

Hon. Mr. MURDOCK: What particular parts of Europe?

Mr. RIDDELL: Especially in Germany, but some in Austria and a few in Italy. Approximately seven million people were uprooted by the Germans and brought into Germany for forced labour. The great bulk of that group of seven million people were repatriated by the allied armies of occupation very rapidly after the war. A very notable movement of population took place during that period, between six and seven million people having been returned to their homes. It was found that a group of 800,000, approximately, were left over, people who for various reasons were unable or unwilling to go back to their places of origin.

Hon. Mr. HAIG: Mostly unwilling, I understand.

Mr. RIDDELL: Mostly unwilling, yes, sir. Some were unable to go back, because the village or other place from which they had come had disappeared.

Hon. Mr. ROEBUCK: Such as Lidice.

Mr. RIDDELL: Yes. Alternatively, the territories from which they came had changed hands. In many cases the territory was now under a government which they did not like, and they were unwilling to go home in those altered circumstances. The terms in which the problem of this group was accepted as an international obligation stated specifically that no genuine refugee should be forced to return to his place of origin. forcible repatriation was ruled out. It was recognized at the same time that failure to provide maintenance and an opportunity for resettlement for these people would in effect be an indirect method of forcible repatriation. In other words, if the undertaking not to repatriate people forcibly was to mean anything, you had in the long run to maintain the refugees for an intervening period, and eventually to resettle them. This international obligation was fulfilled in the first place by establishing the International Refugee Organization. This was a long and rather difficult process because it led directly into a very difficult political debate. The refugees are for the most part of eastern European origin. The eastern European countries were insistent, in the first place, that the main task of any organization to be established should be repatriation. They were also insistent that nobody should be granted the benefits of the organization who was opposed to the political system in his own country. They interpreted that definition very widely, or attempted to. The effect of the approach made by the eastern European countries to the problem would have been the forcible

repatriation of the great body of the refugees. As Senator Turgeon knows, it was a very long and difficult political problem to establish the fact that an international organization should function primarily for the purpose of resettling people who genuinely did not wish to return to their countries of origin. There was a long debate between those who advocated repatriation as against those who advocated free opportunities for resettlement; and there was also a long and difficult debate on the definition of a refugee. Eventually, however, the constitution for an international refugee organization was worked out.

That constitution has been established on the familiar pattern of international organizations. It is governed by an assembly of its members, and its executive affairs are controlled by an executive committee elected from amongst its members. The organization itself has not yet come into existence. It is provided that it shall come into existence only when fifteen states have signed and ratified the constitution, and when a total of at least 75 per cent of the budget has been subscribed by member states. At the present moment the constitution has been ratified by thirteen states—one of those thirteen is just in the process of ratification at the moment—and the combined contribution of those thirteen states is over 75 per cent of the budget; so the expectation is that very shortly the organization will formally come into existence.

In the meantime the problem of the refugees had to be taken care of. They existed in occupied areas of Germany and Austria. The organization which primarily was charged with maintaining them in those areas, UNRRA, was terminating its existence. The organization which had been primarily responsible for resettling refugees, a pre-war organization known as the Inter-Governmental Committee on Refugees, was quite inadequate to the task of resettlement in the post-war period, and it was therefore necessary to bring a preliminary organization into existence. Arrangements were made to set up what is now known as the Preparatory Commission for the International Refugee Organization, consisting of 21 countries which have signed the constitution of the International Refugee Organization or have signed and ratified it. The total of states which have signed it is 21, but of those only 13 so far have ratified their signature.

Hon. Mr. MURDOCK: Is Canada one of them?

Mr. RIDDELL: Canada has both signed and ratified. The first signature on the constitution of the International Refugee Organization was Canada's. Those 21 states have established a provisional organization, which is carrying on in anticipation of the establishment of the I.R.O. itself. It operates under very serious handicaps. There is no obligation on any of the members of the provisional organization to pay their contribution to the budget. Consequently, the Preparatory Commission is operating on voluntary contributions which are made by those states which have signed the constitution and which choose to make contributions to the budget. That is being done in various ways. The United States, for example, is paying into the budget of the preparatory organization one-twelfth of its allotment to the International Refugee Organization each month, this payment to be charged against its contribution to the I.R.O. The Canadian Government contributed one-quarter of its contribution to the I.R.O. early in the first fiscal year of the Preparatory Commission and arrangements are now being made for the additional portion of the Canadian contribution.

Hon. Mr. ROEBUCK: How much?

Mr. RIDDELL: The total Canadian contribution is roughly \$5 million, in a total budget of roughly \$155 million.

Hon. Mr. HORNER: Is Russia one of the countries taking part in this?

Mr. RIDDELL: No, sir. The U.S.S.R. participated in discussions throughout the drafting of the constitution. When they found that the organization was not going to conform to their ideas of what it should be, they made known their intention not to take part. Consequently they neither contribute to its budget nor do they attend its sessions. The organization at the moment is operating under very great difficulties. It has an inadequate and uncertain budget. In these circumstances it has some difficulty with respect to a staff because of the uncertainty of tenure of the staff. The staff has been organized under the direction of a United States citizen, Mr. Hallam Tuck who is serving as Executive Secretary of the organization, and he might very well later become the Director General of the International Refugee Organization. The staff has been recruited from UNRRA and other sources, but, as I say, the problem of staff is a very difficult one for the organization. As I have already suggested, the present position is that the eastern European states are not contributing to its functions or its operations and that the work is now going forward on the basis of inadequate voluntary contributions. The functions which are being performed by this preparatory commission are, first of all, to maintain the refugees in assembly centres and displaced persons camps in Europe, and that takes up a very great deal of the financial resources of the organization. In the year ending July 1, 1948, only 12 per cent of the resources of the organization were available for resettlement purposes. The organization hopes to increase that percentage to 36 per cent for the next year, but the basic task at the moment is simply the maintenance of these people in Europe.

Hon. Mr. BUCHANAN: Have you any information as to the movements of refugees to countries outside of Europe? I mean there are a few coming here and a few going somewhere else. Have you any information as to the numbers?

Mr. RIDDELL: Yes, the International Refugee Organization itself has provided figures in this respect. The movement is not a very large one. It is increasing in size. I have some figures here. The preparatory commission expects in the current year to resettle 262,000 persons, to repatriate 109,000, and is anticipating that the total, by the end of June 1948, which will still be receiving care and maintenance will be reduced to 548,000. The agency hopes to resettle a maximum of 416,000, and repatriate 70,000 during the coming fiscal year, that is, during 1948-49.

Hon. Mr. BUCHANAN: Have you any figures as to what countries are taking most of the refugees?

The CHAIRMAN: Great Britain, I should think.

Mr. RIDDELL: I have some figures in that regard, Mr. Chairman, if I can sort them out of these documents. Perhaps, if I might indicate the other functions that the organization is performing, I can return to this question in a moment. In the first place, the organization is performing the function of maintaining the refugees in assembly centres. The second function, which it performs, is to provide a contact for governments which desire to secure immigrants from amongst the refugees. There is no other means of contact except through the International Refugee Organization, which has entered into agreements with the occupying powers to provide that channel. The responsibility for establishing contact between these groups and areas of possible resettlement therefore rests with the International Refugee Organization, and it is difficult to see how it could be provided by other means at the present time. The organization also performs the function of providing such representation abroad as is possible for the refugees themselves, standing to the extent it is possible in the position of a government in relation to the refugees by arranging for transportation for them, by providing them with travel documents, and protecting their interests where it is possible for them to do so. Gradually the organization is taking over some of the functions of protecting the interests of the refugee groups. The organization also has

the responsibility of developing, as much as possible, settlement possibilities abroad, and finding areas in which groups of immigrants may be resettled.

Hon. Mr. MURDOCK: I understand that some distinguished gentleman that represented UNRRA over there for a considerable length of time indicated that many of those refugees did not want to leave the condition under which they were then living. Do you know whether there was anything to that? Are many of the refugees just satisfied to hang on and stay there and be supported?

Mr. RIDDELL: There have been occasional suggestions of that nature, sir, but the impression that people get who go into the camps is that the great body of the people are only too anxious to establish a new life somewhere else in the world where they can live freely and develop their own economic opportunities. There may be some individuals who are contented to live on in the somewhat restricted environment of the displaced persons camps, but our information is that the camps are not as comfortable as all that. I think the great body of the refugees would gladly accept the opportunities for resettlement if these are opened to them.

The CHAIRMAN: Mrs. Henshaw stressed the point that unfortunately, due to lack of funds, many of the workshops at the displaced persons camps were shut down, and now there is not the same opportunity for training the refugees as formerly.

Hon. Mr. ROEBUCK: They allow the citizens of the camp to work outside if they can find jobs, do they not?

Mr. RIDDELL: Yes, and in some cases they have been used in forest operations in Germany.

Hon. Mr. MURDOCK: If they work outside the camp are they paid for it, are they recompensed in any way?

Mr. RIDDELL: Yes.

Hon. Mr. MURDOCK: By whom?

Mr. RIDDELL: By the military authorities or whatever authority employed them for these purposes. As far as these refugees are concerned their possibilities are the same now as they originally were. Since the International Refugee Organization came into existence in its preparatory form the number of this group of people in Europe has been reduced slightly over the last eight months. It has also been increased by infiltration from Eastern Europe of new refugees and by births in these camps. The birth rate in these camps is high. The possibilities remain what they have been. You can choose to forcibly repatriate these people, or close the camps and throw them out on the German countryside, or maintain them indefinitely in the camps or resettle them, which is, admittedly, a slow and costly business. What is happening at the moment is that the refugees are being maintained in Europe and that resettlement is being carried on at as rapid a rate as possible.

Hon. Mr. ROEBUCK: You mean as the funds permit?

Mr. RIDDELL: Yes. The organization is operating under great difficulties. It is operating in occupied territories where the main communications have been seriously broken down, and where administration is complicated; operations are often carried on with inadequate information. The question was asked as to the slowness with which relatives are located in these camps. As far as we can learn, it is an extremely difficult problem to locate a particular individual about whom inquiries are made.

Hon. Mr. ROEBUCK: They have a postal system in these camps?

Mr. RIDDELL: Oh yes, and they have a register of the inmates; but, in spite of the fact that they have that basic information made available, nevertheless they encounter difficulty in locating actual individuals about whom information is requested.

Hon. Mr. MURDOCK: You use the term "occupied territory." Generally speaking, who is in charge in the occupied territory?

Mr. RIDDELL: In the United Kingdom zone it is the United Kingdom authorities, and the French zone and the United States authorities in the U.S. zone; the final authority rests with the military power in the occupied territory.

Hon. Mr. MURDOCK: You do no business in the Russian occupied territory?

Mr. RIDDELL: No. An occasional refugee will find his way through and turn up in one of the displaced persons camps in the western zone, but the International Refugee Organization is not operating in the eastern zone.

Hon. Mr. BUCHANAN: Have you any information about the ages of the people in the camps? Are there many elderly people?

Mr. RIDDELL: The information we have is that on the whole the age level is low. That is accounted for by two factors: one, the people were selected and brought into Germany for forced labour, and were, therefore, chosen on the basis of their ability to perform labour; the other element is that the experiences which these people have gone through in the past five or six years have been pretty strenuous, and the rate of survival amongst older people is low.

Hon. Mr. MURDOCK: What is the relative number of male and female population amongst the refugees?

Mr. RIDDELL: I would say approximately 75 per cent male and 25 per cent female; however, I can check that figure.

Hon. Mr. TURGEON: Mr. Riddell, do you happen to have any information concerning a one-time proposed large scale resettlement project in Brazil?

Mr. RIDDELL: I have no recent information about it.

The CHAIRMAN: There is a project at the moment for Dutch Guiana.

Hon. Mr. CAMPBELL: Mr. Riddell, the Canadian representatives have been in these camps selecting immigrants for Canada?

Mr. RIDDELL: Yes, sir.

Hon. Mr. CAMPBELL: When they pick out a particular immigrant, what is then done to see that he is brought forward as quickly as possible? What are the mechanics of the operations?

Mr. RIDDELL: That is a question I would much rather have you address to the representative of the Immigration Branch, since he is familiar with the machinery for bringing these people forward.

Hon. Mr. CAMPBELL: Can you tell me whether or not there is a permanent Canadian representative in these camps?

Mr. RIDDELL: No, sir, there is not.

Hon. Mr. MURDOCK: Have you any figures as to the relative racial extraction of these refugees?

Mr. RIDDELL: I can give you the approximate figures as follows: 87,000 Ukrainians, 29,000 Yugoslavs, 280,000 Poles, 44,000 Lithuanians, 72,000 Latvians and 21,000 Estonians. The Ukrainians and the Poles are the larger groups. There was also a large Jewish group, which is sometimes included within the racial figures of the Ukrainians and Poles, and which is sometimes given separately.

Hon. Mr. MURDOCK: You do not distinguish the Jews as to the country from which they came?

Mr. RIDDELL: Usually the figures are given separately.

Hon. Mr. MURDOCK: Without regard to the particular country they came from?

Mr. RIDDELL: That is correct. It is possible to secure the figures for the place of origin of the Jewish group. The greater proportion of them come from Polish territory or former Polish territory.

Hon. Mr. ROEBUCK: May I come back to this question of finances for a moment, Mr. Riddell. Mr. Jolliffe has told us about the difficulty of getting trained immigration men; but it seems to me, the locating of a man in a camp is not a job for a trained man at all, but for a messenger, and if the funds are available why can it not be done? The shortness of staff is at the bottom of the whole thing, and is not the shortness of staff a matter of finances?

Mr. RIDDELL: Yes, I think you are quite right, sir. It is also a matter of finding the personnel in existing circumstances.

Hon. Mr. ROEBUCK: But that is a job that anybody can do, particularly if he is familiar with the languages. Any chap in the camp could himself be sent out to find a certain individual.

Mr. RIDDELL: Well, the movement of these inmates or actual displaced persons is somewhat restricted by the military authorities. I think, however, Madam Chairman, the point Senator Roebuck has made about the difficulties encountered in locating relatives in the camps is a very important one. The explanation is in part, the ones he has suggested, about the lack of personnel; it is also a fact that it is so much easier to locate, select and despatch a group of a thousand lumber workers, than it is to locate and despatch one person who is in a remote camp in Germany. There has been a tendency to concentrate on the moving of groups of people rather than locating individuals.

Hon. Mr. ROEBUCK: I grant you that is so, but there is a question of whether it should be done, and whether they should not go out and locate a certain immigrant whom we want, rather than taking some that an employer may desire. I am thinking now, as I so often am, about the relatives. I have here two letters with regard to a witness we had before us at our last sitting—that is Mr. Van Ark—both of which speak in the highest terms of his usefulness, ability and character, and yet they have let him out for lack of funds. He was here and spoke to us.

You say we have made a contribution of \$5 million out of a total budget of \$155 million—about 1/30th of the whole amount; and there are only thirteen countries involved, so we are not even paying 1/13th; and of the \$5 million Canada's contribution, she has only put up a quarter of that.

Mr. RIDDELL: Yes; and arrangements are now being made for the balance to go forward.

Hon. Mr. ROEBUCK: I am glad to hear that, but it seems to me that the amount we are contributing is small, if the budget you mention is in any way a reasonable one. Of course I appreciate you cannot express an opinion in that connection, being a Civil Servant. But I will express it, and I am glad that the full amount is going, and I hope that they are considering increasing it. Could you give us any information as to the contributions by other countries? Have you got the figures?

Mr. RIDDELL: Yes. I should say in the first place that the figure of a total budget of approximately \$155 millions which I gave you a few moments ago was the budget for the first year of operation of the I.R.O., assuming that it would come into existence very shortly after the constitution was drawn up.

Hon. Mr. ROEBUCK: So it was preliminary?

Mr. RIDDELL: Yes. Well, it was an effective budget for the organization when it started operation, but it has not yet started operation. So that the Preparatory Commission of the International Refugee Organization is operating on a budget which is, as you said, a preliminary budget.

Hon. Mr. TURGEON: May I ask if that original budget for the I.R.O. of which you speak did not include large sums of money for these proposed large-scale resettlement projects?

Mr. RIDDELL: You may remember, sir, that in the final stages of the negotiations of the organization it was decided that a sum of only \$5,000,000

would be included for large-scale resettlement, and that would be outside the obligatory contributions of the organization and would be a special fund to which voluntary contribution would be asked.

Hon. Mr. TURGEON: Is that included in the \$155 millions?

Mr. RIDDELL: No.

Hon. Mr. TURGEON: That is outside it?

Mr. RIDDELL: That is outside it.

Hon. Mr. ROEBUCK: What countries have contributed, and how much?

Mr. RIDDELL: It then proceeded on a preliminary basis with funds which have been provided voluntarily by organizations which went into this Preparatory Commission. For the fiscal year beginning July 1st last the Preparatory Commission operated on a budget of approximately \$117 million, which is considerably less than the \$155 millions that had originally been estimated. Up until the end of the year the amounts received towards that budget had been only approximately \$25,000,000. The most important contribution to that had been approximately \$20,000,000 by the United States and approximately one and a third million dollars by Canada, 285,000 French francs—I am sorry I have not got that figure in dollars; I am not sure that it was convertible.

Hon. Mr. ROEBUCK: By France?

Mr. RIDDELL: By France.

Hon. Mr. ROEBUCK: A mighty small figure.

Mr. RIDDELL: Out of a total contribution of \$46,400,000, New Zealand contributed \$172,000, Norway \$173,000, the United Kingdom approximately \$2,000,000, most of it in sterling which could not be converted; a small contribution from Belgium has also been made.

Hon. Mr. MURDOCK: The demands on that fund will be getting less all the time?

Mr. RIDDELL: I would think that within the next year the demands would be greater, because of the necessity to undertake on a much greater scale movements of resettlement. If the efforts of the organization to resettle are not increased materially within the next year or two, then the costs of maintenance will go on. If the organization performs its functions properly, I would expect that the demands on the financial resources of the organization would increase within the next year or two, and then one might anticipate a reduction.

Hon. Mr. MURDOCK: The cost of maintenance is not so high as the cost of resettlement: is that it?

Mr. RIDDELL: The cost of resettlement is a single cost; the cost of maintenance is a continuing cost. I would think roughly that the cost of maintaining a person for a year would be equivalent to the cost of resettling him in a new part of the world, although that is a rough estimate.

Hon. Mr. BALLANTYNE: Have many of these refugees, especially Ukrainians, expressed the desire to return to Ukrainia and these other countries which are associated with Russia—Esthonia, Latvia, and so on?

Mr. RIDDELL: Of the group that are left, all of them have expressed a very emphatic desire not to be repatriated to those areas.

Hon. Mr. ROEBUCK: Are these all the countries that have contributed?

Mr. RIDDELL: I do not think I mentioned Australia, which has contributed \$668,000. Perhaps I could just read off the list of countries which are recorded as having contributed.

Hon. Mr. ROEBUCK: And the amounts.

Mr. RIDDELL: Australia, \$668,000; Belgium, 23,000 Belgian francs; Canada, \$1,360,000; China, 250,000 Chinese dollars; Dominican Republic, \$15,000; France,

285,000 French francs; Guatemala, \$600; Iceland, \$8,000; New Zealand, \$172,000; Norway, \$173,000; United Kingdom, \$2,000,000; United States, \$17,000,000. These figures are as of the 1st November last. My information is that they have not appreciably changed since that time, except in the case of the United States contribution, where a monthly contribution of one-twelfth of their total contribution will have been made separately. I have more recent figures for the United States, which has now contributed, as of January 4, \$35,000,000; and the United Kingdom contribution as of January 4 is \$4,000,000.

Hon. Mr. ROEBUCK: Canada's contribution does not look so bad in the light of these others, but the others are woefully small, other than the United Kingdom and the United States.

The CHAIRMAN: Of course Belgium is almost the only country in Europe which is in a position to contribute. Is Sweden contributing?

Hon. Mr. ROEBUCK: There is the key to the problem: you need more money; and if they cannot handle this thing, then our own Immigration Branch ought to do it.

Mr. RIDDELL: Sweden is not yet a signatory of the I.R.O. constitution. I have some additional figures here in regard to resettlement.

Here are some figures which are given in the London *Economist* of January 17 for the refugees who have departed for resettlement under the auspices of the international refugee organization, Provisional Commission:

Belgium, approximately.....	4,000
United Kingdom.....	3,000

Hon. Mr. MURDOCK: Three thousand refugees?

Mr. RIDDELL: Yes, sir. That is distinct from any other immigration that may have taken place to these countries.

France .....	2,000
United States.....	1,700

Hon. Mr. BUCHANAN: Is that over one distinct year or over the whole period?

Mr. RIDDELL: That is up to approximately the beginning of the present year.

The CHAIRMAN: It seems to me that the figures we have had for the United Kingdom were much larger than that. In the press the other day the figure given for the United Kingdom since the beginning of the war was 300,000.

Mr. RIDDELL: These figures refer to actual operations of the I.R.O. in moving people out of camps and resettling them.

Hon. Mr. BUCHANAN: Did only 1,700 refugees move into the United States?

Hon. Mr. ROEBUCK: No. That is the number that have been moved by the I.R.O. A good many more refugees than that have gone to the States, and to Britain.

Mr. RIDDELL: The figures for other countries are:

Canada, approximately .....	1,100
Venezuela .....	718
Netherlands .....	439
Argentine .....	173

The Executive Secretary of the International Refugee Organization, at a meeting in February, gave the total of 77,500 refugees as the number who had been taken out of the camps and resettled by the organization in various parts of the world.

Hon. Mr. MURDOCK: And there are still more than 500,000 left?

Mr. RIDDELL: Considerably more.

The CHAIRMAN: About 800,000.

Hon. Mr. CAMPBELL: Have you any figures as to the number that have been selected by the Canadian representatives as eligible to come to Canada?

Mr. RIDDELL: I wonder if I might refer that question to Mr. Chance, the Chief of the Consular Division, Department of External Affairs?

Mr. CHANCE: A few minutes before I came here this morning I was given figures which indicate that altogether 10,627 displaced persons have arrived, of whom 3,116 are near relatives. Those are the latest figures available to the Immigration Branch.

Hon. Mr. CAMPBELL: The question I asked was, how many had been selected by the Canadian representatives.

Mr. CHANCE: I have only the figures of arrivals. Earlier this morning Senator Roebuck was referring to the near relatives. There have been 25,000 applications from those. Out of that number 18,000 have been processed and approved here, and up to this moment 3,116 of them have actually arrived.

Hon. Mr. MURDOCK: The reason that more have not arrived is the lack of transportation, is it?

Mr. CHANCE: Yes. There are many difficulties and problems which they seem to encounter. Not having been there and seen conditions with our own eyes, it is hard to say how great these difficulties are, but I think they are very considerable.

Hon. Mr. ROEBUCK: What did Mr. Glen mean by saying there were 2,000?

Mr. CHANCE: You are putting me a bit on the spot, sir. He is the Minister of the department responsible for immigration. If I may say so, the Commissioner of Overseas Immigration gave me this morning the figures that I have quoted, as being the most up to date.

Hon. Mr. ROEBUCK: Is not the explanation this, that the 2,000 he mentioned are non-displaced persons, that is relatives, who are not displaced persons?

Mr. CHANCE: No sir, I do not think so. I think that the Minister was probably speaking from figures up to a certain date, and that the figures I was given this morning are a bit hotter off the wires. The committee will realize that this really has nothing to do with our work at all.

The CHAIRMAN: I believe that Mr. Fortier is on his way to Canada from Germany, and is expected here within the next two weeks or so. It may be that when the committee meets after the Senate adjournment he will be able to tell us more about the administration in Germany.

Mr. RIDDELL: Mr. Fortier has been at a recent meeting of the Preparatory Committee of the International Relief Organization, and he also will have been in Germany subsequent to the meeting of the organization and so will have much more information about recent activities of the organization and about conditions in the camps. I understand from Mr. Jolliffe that Mr. McFarlane, who is the principal Canadian immigration authority in Germany, will also be coming to Canada.

Hon. Mr. ROEBUCK: He is District Superintendent of Immigration for eastern Canada, and he has been in Europe for two months.

Hon. Mr. MURDOCK: Madam Chairman, we are without a quorum. We have got some very interesting information this morning, but I think we should now adjourn.

The CHAIRMAN: Are there any other questions?

Hon. Mr. ROEBUCK: Has Mr. Riddell anything more to say?

Mr. RIDDELL: No. sir. I do not know whether Mr. Chance may have some remarks to make.

The CHAIRMAN: Mr. Chance, is there anything that you would care to say to us?

Mr. LESLIE G. CHANCE, Chief of Consular Division, Department of External Affairs: Madam Chairman, I just wanted to make clear where the responsibility of the Consular Division, of the Department of External Affairs comes into this matter. I am Chief of that division. We have a twofold responsibility. First, we have a direct responsibility for those aspects of immigration policy which touch the relations of Canada with other countries. For example, if we want to make an agreement with another country for the easing of passport regulations and visas and things of that kind, that is our baby. Then we have another aspect, in that while the Immigration Branch has officers at several places abroad, at the great majority of the posts where Canada is represented abroad there is no immigration officer as such at all. Therefore the immigration work at those places has to be done by the External Affairs officers usually on the consular side, and they naturally come under the direction of my branch at the head office. For example, last year in a comparatively small embassy, at Athens, there were 940 visas issued for entry to Canada for various reasons, and 620 of them were immigration visas. The people had to be processed, to be examined for health, to be screened, and generally arrangements had to be made to see that the regulations were complied with before they came. That job had to be done by External Affairs officers.

Hon. Mr. ROEBUCK: What countries are you referring to? You mentioned Greece.

Mr. CHANCE: That applies to all countries, sir, where we have a representative and where the Immigration Branch is not specifically represented.

Hon. Mr. ROEBUCK: Are they numerous?

Mr. CHANCE: I suppose of our forty posts there are immigration offices at London, Paris, Brussels, The Hague, Germany and Rome.

Hon. Mr. BUCHANAN: Would General LaFleche's office handle that in Greece?

Mr. CHANCE: Why certainly, sir. That is an aspect of our diplomatic external work which is not always quite clearly understood. We actually do these very practical jobs altogether apart from political reporting and things of that kind.

The CHAIRMAN: The first shipload from Italy is coming next month, is it?

Mr. CHANCE: I understand so.

Hon. Mr. ROEBUCK: Would Mr. Day have something to offer?

Mr. DAY: There is just one point, Madam Chairman. At the conference which has been just concluded the preparatory commission has decided to turn off the tap. They are not going to accept any further refugees after the 1st of February last. That has been one of the problems because into the refugee camps have been pouring each month more people than they have been dispersing. Mr. Riddell referred to the heavy birth rate in the displaced persons camps. Twenty thousand babies are being born in the camps each year. There is another point. They will accept no more except for obvious cases of hardship that will appear to them. They will not accept any more persons who are not bona fide refugees under this scheme as designed.

Hon. Mr. MURDOCK: You said the conference which was just concluded. Where was that conference held?

Mr. DAY: The conference was held at Geneva from January 22 to February 1. This was a conference of the preparatory commission and was attended

by Colonel Fortier who represented Canada. The financial matter which has been referred to is obviously a most serious problem. There is under consideration the possibility of inviting all the member governments to make a very large advance on the anticipated contributions for the next two years. The notion is that if they can get a sufficiently large working fund—they are now establishing a fund of \$10,000,000—it will be available immediately ships can be had. As Mr. Riddell has already pointed out, they are going to concentrate on shipping people out. It is likely that Canada will be asked to make a considerable advance payment over what we normally would be paying over the next two years.

Hon. Mr. MURDOCK: Has the Children's Aid Fund which is being collected now anything to do with this general situation?

Mr. DAY: No sir, not a thing. It is an entirely different organization. The money for the Children's Fund will not be used for the refugee children being looked after in the camps.

Hon. Mr. MURDOCK: But it will be used to feed other children who are not in this class?

Mr. DAY: Yes. The refugee children are pretty well looked after. They receive 2,000 calories a day, which is more than the normal population in Germany receives.

The number of people in the camps at the moment is just under 650,000, but there is an ill-defined number in this class who have been able to get along outside the camps. They are also classed as displaced persons and refugees. Therefore the total number to be resettled is probably close to a million. There are probably 625,000 known to be in the camps and three or four hundred thousand who have been getting along the best they can outside camps with a little help from other organizations. The Quakers have done a lot in this respect, but these people want to get out, and they do qualify as refugees.

Hon. Mr. TURGEON: The ruling just made by the preparatory commission to cut off the tap against any further inflow of refugees would cover most refugees outside of the camp as well as others?

Mr. DAY: Yes. The International Refugee Organization has turned off the tap against these people because it was not designed to solve the permanent migration problem of central Europe, which has been going on for a century and which will likely continue. They were in danger of getting within their responsibility a large number of persons who would be potential immigrants for the next ten years. The definition of a refugee is abundantly clear, but it is hard to determine who is a refugee.

The Committee adjourned to the call of the Chair.



1947-48

# THE SENATE OF CANADA



PROCEEDINGS

OF THE

STANDING COMMITTEE

ON

## Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 4

WEDNESDAY, 10th MARCH, 1948

The Honourable Cairine R. Wilson, Chairman.

### WITNESSES:

- Mr. Irving Himel, Toronto, Ontario, Legal Counsel of Committee for the Repeal of the Chinese Immigration Act.
- Dr. A. E. Armstrong, Toronto, Ontario, Co-Chairman of the Committee for the Repeal of the Chinese Immigration Act.
- Reverend Father Beal, Toronto, Ontario, Co-Chairman for the Repeal of the Chinese Immigration Act.
- Mr. A. R. Mosher, C.B.E., President, The Canadian Congress of Labour.
- Dr. S. K. Ngai, Toronto, Ontario, Co-Chairman for the Repeal of the Chinese Immigration Act.

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1948



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable CAIRINE R. WILSON, Chairman

### The Honourable Senators

Aseltine,  
Blais,  
Bouchard,  
Bourque,  
Buchanan,  
Burchill,  
Calder,  
Campbell,  
Crerar,  
David,  
Donnelly,

Dupuis,  
Euler,  
Ferland,  
Haig,  
Hardy,  
Horner,  
Hushion,  
Lesage,  
Macdonald,  
(*Cardigan*)  
Mackenzie,

McDonald (*Shediac*),  
Molloy,  
Murdock,  
Pirie,  
Robertson,  
Robinson,  
Roebuck,  
Taylor,  
Vaillancourt,  
Veniot,  
Wilson.

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 3, 1948.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said Committee report its findings to this House:

And that the said Committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*



## MINUTES OF PROCEEDINGS

WEDNESDAY, 10TH MARCH, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 A.M.

*Present:* The Honourable Senators: Wilson, Chairman; Blais, Bouchard, Buchanan, Burchill, Euler, Ferland, Mackenzie, McDonald (*Shediac*), Murdock, Taylor and Veniot.—12.

The Committee resumed consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporter of the Senate was in attendance.

Mr. Irving Himel, Toronto, Ontario, Legal Counsel of Committee for the Repeal of the Chinese Immigration Act, was heard and read a brief submitted on behalf of the Committee, for the repeal of Order in Council P.C. 2115, respecting the admittance to Canada of wives and children of men of Chinese descent now resident in Canada, and was questioned.

Dr. A. E. Armstrong, Toronto, Ontario, Co-Chairman of the Committee for the Repeal of the Chinese Immigration Act, was heard in favour of the repeal of Order in Council P.C. 2115.

Reverend Father Beal, Toronto, Ontario, Co-Chairman for the Repeal of the Chinese Immigration Act, was heard in favour of the repeal of Order in Council P.C. 2115.

Mr. A. R. Mosher, C.B.E., President, The Canadian Congress of Labour, was heard in favour of the repeal of Order in Council P.C. 2115.

Dr. S. K. Ngai, Toronto, Ontario, Co-Chairman of the Committee for the Repeal of the Chinese Immigration Act, was heard.

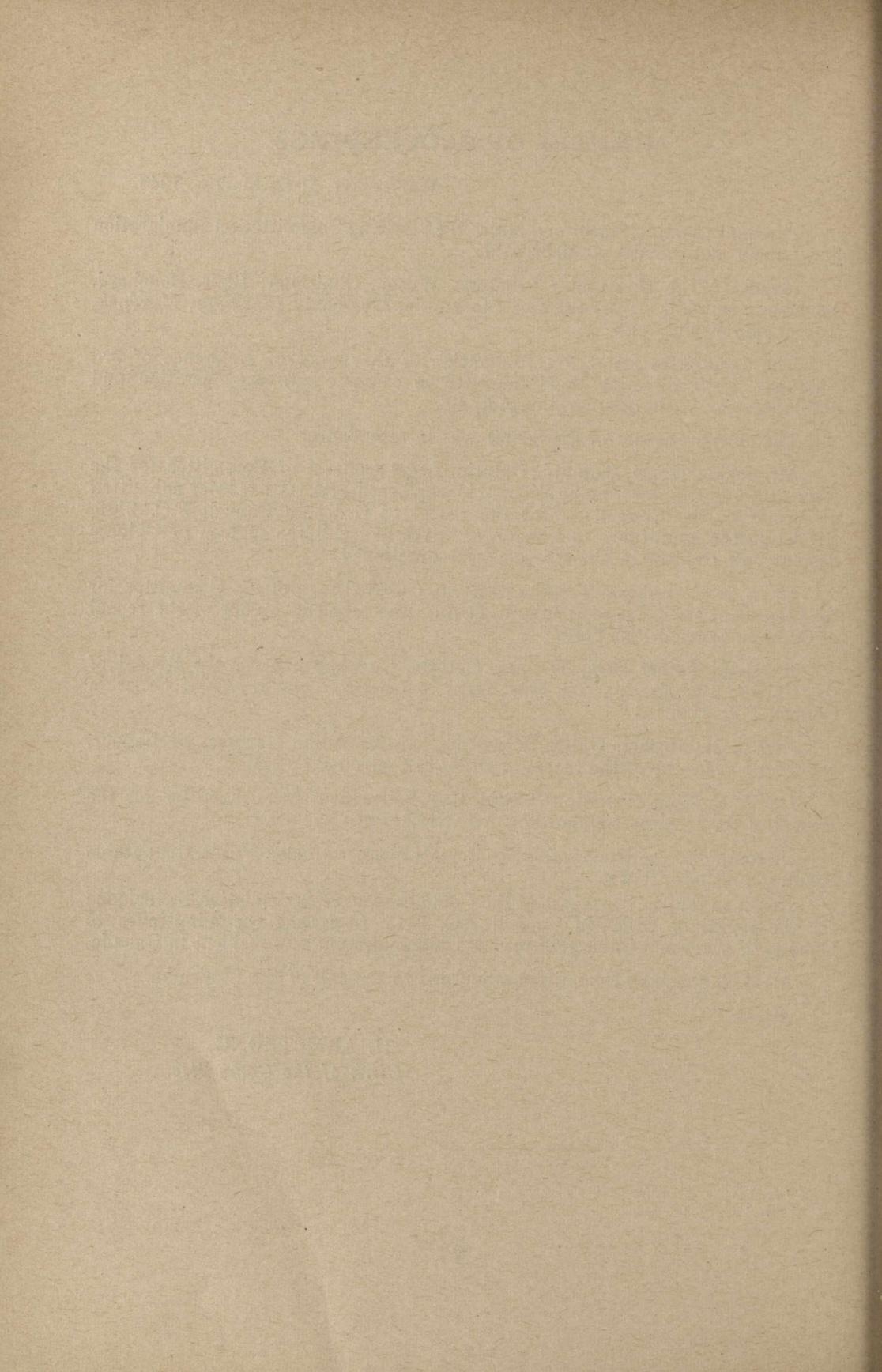
On motion of the Honourable Senator Murdock, seconded by the Honourable Senator Bouchard, it was—

Resolved that in the report of the Committee a recommendation be included for the repeal of Order in Council P.C. 2115, respecting the admittance to Canada of wives and children of men of Chinese descent now resident in Canada.

At 11.30 a.m., the Committee adjourned to the call of the Chairman.

Attest.

H. ARMSTRONG,  
*Clerk of the Committee.*



# MINUTES OF EVIDENCE

THE SENATE

WEDNESDAY, MARCH 10, 1948

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. Cairine Wilson in the Chair.

The CHAIRMAN: Honourable members, we have present today a deputation representing the Committee for the Repeal of the Chinese Immigration Act. I may say that the deputation was to have come here next Wednesday, and Mr. Joliffe, the Director of Immigration, was to have been a witness this morning, but as he is in Halifax the deputation kindly consented to come here today instead of next Wednesday.

Is Mr. Himel to present the brief for the deputation?

Mr. IRVING HIMEL, Legal Counsel for the Committee for the Repeal of the Chinese Immigration Act: Madam Chairman and honourable members, I should like first of all to introduce the members of our delegation. From left to right, as they are sitting in the room, they are: Mr. Dock Yip, of Toronto; Dr. Ngai, of Toronto; Father Beal, representing the Roman Catholic Church, of Toronto; Dr. Armstrong, representing the United Church and the Canadian Council of Churches, Toronto; Mr. Mosher, of the Canadian Congress of Labour; and Mr. Elroy Robson, of the same organization; Mr. S. Yuen, of Ottawa, and myself of Toronto. I will now read the brief that we have prepared for submission today.

"We should like first of all to express our sincere thanks for giving us this opportunity to appear before your Committee and present this brief.

The brief you are to hear is submitted on behalf of the Committee for the Repeal of the Chinese Immigration Act. That Committee is composed of Canadians from all avenues of life. The majority of its members are non-Chinese. Divisions of the Committee exist in Ottawa, Toronto, London, Kingston, Montreal, Halifax, Winnipeg, Calgary, Victoria and Vancouver.

The Committee comes to you with a very simple request: We ask you to recommend that Order in Council P.C. 2115 be repealed and that married men of Chinese descent resident in Canada be allowed to bring their wives and children into Canada to live with them.

The request is one that we believe will meet with your wholehearted support. We say this knowing that your Committee has already in a report dated August 13, 1946, declared that 'any suggestion of discrimination based on either race or religion should be scrupulously avoided both in the Immigration Act and its administration.'

We ask you to give practical effect to these words in the case of Order in Council P.C. 2115. That is a simple request, and certainly one which the Chinese and Canadians who do not believe in racial discrimination can legitimately ask of your committee.

The history of Chinese immigration into Canada goes back to 1858. Those were the days of the gold rush out West, and Chinese came up from California to work in our mines. It was not until 1881, however, that any large numbers of Chinese came to Canada. That was the year the Canadian Pacific Railway

started construction in earnest. The following four years saw about 15,000 Chinese enter the country, most of whom were brought in to work on the construction of the railway.

Lest we forget, this country owes a debt of gratitude to the Chinese of those days. As Sir John A. Macdonald told the House of Commons, without their help there is no saying when the Canadian Pacific Railway and the mines in the West would have been developed.

By 1885, the Dominion Government had decided to restrict the immigration of Chinese into Canada and a head tax of \$50 was imposed upon every Chinese immigrant, and the number of immigrants was limited to one for every fifty tons of the vessel carrying them to Canada. In 1900, the head tax was raised to \$100 and in 1903 it was increased to \$500.

Then, in 1923, the Chinese Immigration Act was passed, which, with minor exceptions, barred everyone of Chinese origin from Canada—even those wives, with their children, who had husbands living here.

Finally, in 1947, that Act which the *Winnipeg Free Press* described as 'an insult to a proud race, and a regulation applied to no other race, by a democracy professing freedom of race, religion and political belief, was repealed after great public protest.

In place of it, Chinese were brought under Order in Council 2115 which, if not as unjust and cruel as the Chinese Immigration Act of 1923, nevertheless had much in common with it, in that it too subjected the Chinese in Canada to discrimination and the status of an inferior people under Canadian immigration law.

To what other conclusion can one come when the law says on the one hand—you can bring your wife and children into Canada provided that you are of European, South American, or United States parentage, so long as you are a *resident* of the country (Order in Council 695). And, on the other hand—you must be a Canadian *citizen* before you can bring your wife and children into the country if you are of the Chinese or Asiatic race (Order in Council 2115).

If this is not discrimination against people on account of their race, then the word discrimination has no meaning. Is a man less entitled to love and society of a wife and children because he happens to have been born Chinese rather than British or Guatemalan? Our present immigration law seems to think so.

The crux of our present policy is not, we submit, why should the Chinese not become Canadian citizens. We think it would be a good thing if every person, regardless of race, with five years' residence in Canada became a Canadian citizen. But that is not the root of the matter. The point at stake is that, it is against the principles this country stands for, and we have no right to ask Chinese residents of Canada to become Canadian citizens as the price for bringing their wives and children into the country, as long as we say that the same rule does not apply to Europeans, South Americans, etc. We cannot, to use a common phrase, "make fish of one and fowl of the other." We must treat all races alike or frankly admit that though we preach democracy, where our immigration laws are concerned, we do not practise it.

There may be some who will feel that the Chinese are to be blamed for not becoming citizens before now. Try if you will and put yourself in his shoes. For twenty-four years, the law said he could not bring his wife and children here to live with him. How many of us would want to become citizens under such conditions. Add to this the fact that from 1930 to 1947 there was an order in council in existence which required Chinese, before they could become Canadian citizens, to obtain the approval of the Chinese minister of interior and he only gave his approval in exceptional cases, and provided the

applicant was prepared to undergo a number of indignities including advertising in two local Chinese newspapers to the effect that he was renouncing his Chinese citizenship.

Taking these two things together, the surprising thing is that any Chinese became citizens in the period 1923-1947.

Briefly we would ask that you recommend the repeal of P.C. 2115, among other reasons:

1. Because you have advocated that any suggestion of discrimination based on either race or religion should be scrupulously avoided both in the Immigration Act and its administration.

2. Because P.C. 2115 discriminates against the Chinese and is therefore contrary to Canada's obligations under the United Nations Charter.

3. The repeal of P.C. 2115 would cement the bonds of friendship and encourage trade relations between Canada and countries like China, India and other Asiatic nations that have expressed strong disapproval of that law.

4. In our respectful submission, few Canadians, if any, will agree with an immigration policy that keeps husbands separated from their wives and children until they can become citizens, which means for as long as two years in the case of most Chinese here, and seven years where the individual concerned has yet to establish five years' residence in Canada. That this statement is not exaggerated is borne out by the fact that outstanding members of the Liberal Party, the Progressive Conservative Party, and the C.C.F. Party, have criticized this policy. Further, such large and representative organizations of Canadians as the United Church of Canada, the Roman Catholic Church of Canada, the Anglican Church of Canada, the Presbyterian Church of Canada, The Canadian Congress of Labour, the Council of Women, the Toronto Trades and Labour Council, and other like bodies have officially urged the repeal of P.C. 2115. And also, such widely read newspapers as the *Toronto Globe & Mail*, the *Toronto Daily Star*, the *Ottawa Citizen*, the *London Free Press*, the *Quebec Chronicle-Telegraph*, to name some, have advocated its repeal in editorials.

5. Because P.C. 2115 stands for a policy which is not only unnatural, but is contrary to all religion, humanity and social welfare.

6. When P.C. 2115 was enacted in 1930, it was, in the words of the order in council, expressly passed "having regard to the unemployment conditions then existing in Canada." To-day, as the Minister of Labour has recently pointed out, no such unemployment conditions exist. Rather, there would seem to be a shortage of labour in Canada. It would therefore appear that since the reason for establishing the order in council is no longer valid, there is no foundation for its further existence.

7. As a nation, Canada has protested to the U.S.S.R. Government against its refusal to allow Russian-born wives of Canadians to leave that country. How can we, in all integrity, protest against their refusal when we refuse to let Chinese wives join their husbands here, except upon their production of a citizenship certificate which in the case of most Chinese will take them about two years to obtain.

8. The objective set by the Prime Minister in his public statement of January 27, 1947, that 'the effect of repeal (of the Chinese Immigration Act) will be to removed all discrimination against the Chinese on account of race,' will not be realized until order in council 2115 is repealed."

We invite you to recommend in its place that a law be passed allowing Chinese married men, so long as they are residents of Canada, to bring their wives and children into the country to reside with them. That is all we are asking you to do; nothing more. We are not asking you to open wide the

gates for Chinese immigration. We are only asking you to allow the wives and children of Chinese residents of Canada to come here, giving them the same privilege as we do Europeans and South Americans.

"The argument most frequently heard in defence of P.C. 2115 is that its repeal might involve the influx of a large number of Chinese into this country and such an influx would not be welcomed by the Canada people.

"We think it only fair to say in reply to this argument, that it has come too late. The time it should have been raised, if at all, was when Canada was considering admitting the Chinese men who are now restricted from bringing their wives and children into Canada because of P.C. 2115."

I think that is a reasonable point of view. If we decide to allow these men in it certainly must follow that if they are married or later should become married, they should at least be allowed to have their wives and children in Canada with them.

"The problem, with respect, we submit, is not one that is to be resolved in terms of the number of wives and children that may be admitted if P.C. 2115 is repealed, but in terms of a fundamental principle, i.e., should the Government of Canada recognize as "human" right, that every married male has the right to reside together with his wife and children.

That was Canada's approach at Geneva recently when, along with Britain and others, we called upon the U.S.S.R. to recognize as a "human" right, the right of married couples to reside together. In the face of this approach, how can we as a nation, continue to deny under P.C. 2115 this human right to Chinese married men residing in Canada, without being open to the charge of insincerity?

Nor is the problem one of race. The companionship and family life that is provided by wives and children is not only essential to the well-being of men of European and South American parentage; it is equally indispensable to men of Chinese parentage. That is perhaps one reason why the architects of the United Nations Charter wisely provided that human rights were to be respected by all nations, without distinction as to race.

Not only is it our firm belief that the vast majority of Canadians will support the principle here involved as against the argument of the numbers involved, but we should also like to stress that it is very unlikely that, if P.C. 2115 were repealed, any large numbers of Chinese would come into Canada within the next ten years. We base this statement upon the following reasoning.

1. The great majority of Chinese married males in Canada are over the age of forty-five. Most of them have no intention of bringing their wives and children over here. It is a common practice for most men in this age group to eventually go back to China and take up permanent residence there with their wives and children.

2. Then again, there are a great many cases where the wives and children of married Chinese males in Canada will not want to come to Canada because they have lived all their lifetime in China and will prefer to live in what is a more natural environment for them.

In our considered opinion, for the foregoing reasons most wives and children of Chinese males here will remain in China and will not emigrate to Canada.

3. In addition, there will undoubtedly be a number of Chinese males who will not be able to bring their wives and children into Canada because they are not in a position to satisfy the legal requirements of being able to receive and care for their dependents.

4. Again, there will be a number who will be excluded because they fall within the prohibited classes under the Immigration Act.

5. Also, because of the age of most of the Chinese married males in Canada, most of their children will be unable to qualify for admission because they will be over the age of eighteen years.

6. Then too, the cost of bringing wives and children into Canada from China is so high that only a minority will be able to afford the cost.

7. Further, there is the difficulty of obtaining transportation today and obtaining permission from the Chinese Government to leave China. A good many wives and children will be affected thus.

Taking all these things into consideration, were P.C. 2115 repealed, we doubt if at most there would be more than a total of 3,000 or 4,000 Chinese immigrants admitted into Canada within the next ten years. This would be offset in part by a good number of Chinese who would be returning to China permanently.

Certainly, it would not involve any such numbers as would be likely to effect a change in the fundamental composition of the Canadian people.

When you consider that from 1886 to 1924, inclusive, the total number of Chinese immigrants that came to Canada was 82,369, and there are barely 34,000 people of Chinese origin left in Canada at the present time, we do not see how anyone can seriously object in the circumstances to the admission of such a number of wives and children into the country, or seriously argue that it would create problems of absorption.

We trust that you will concur with our representations and that they will receive your favourable consideration.

Again, we wish to thank you for this fine hearing.

Respectfully submitted,

A. E. ARMSTRONG,  
*Co-Chairman.*

S. K. NGAI,  
*Co-Chairman.*

IRVING HIMEL,  
*Legal Counsel."*

I need only add that there are a few representatives of other organizations among our delegates, and they might care to say something. We certainly would welcome any inquiries by members of the Senate Committee.

Hon. Mr. MURDOCK: On page 3 of your brief you refer to an order in council which required Chinese, before they could become Canadian citizens, to obtain the approval of the Chinese Minister of Interior. What does that mean?

Mr. HIMEL: In 1930 there was an order in council passed, P.C. 1378, which provided that—I cannot give the exact text, but the effect was that before the Canadian Government would entertain an application for Canadian citizenship from a Chinese person he had to get the approval of the Minister of Interior of the Chinese Government. I may say that that order in council is now repealed.

Hon. Mr. MURDOCK: That is a new one on me. I never knew there was any regulation of that kind.

Hon. Mr. EULER: It has been repealed.

Hon. Mr. MURDOCK: Does that refer to the Minister of the Interior in China?

Mr. HIMEL: Yes, quite so. And that is one reason why we say that you cannot blame the Chinese for not having become citizens before now.

Hon. Mr. BURCHILL: When was that repealed?

Mr. HIMEL: About the same time as the Chinese Immigration Act. Perhaps Senator Mackenzie can say just when that was.

Right Hon. Mr. MACKENZIE: Late last year.

Hon. Mr. FERLAND: Have you any figures on the number of married Chinese who live in Canada and have their wives and children in China?

Mr. HIMEL: It would take me a little while to look up the exact figures but speaking from memory I should say there are about 23,000 married Chinese in Canada.

Hon. Mr. FERLAND: Whose wives and children are overseas?

Mr. HIMEL: No. There are about 3,900 married Chinese wives in Canada, and about 23,000 married Chinese men, which means that there are about 19,000 Chinese men in Canada who have their wives and children in China. That is a rough figure.

Hon. Mr. FERLAND: After listening to your brief I am under the impression that most of those Chinese do not want to become naturalized Canadian citizens, because they have it in mind to return to their country some day.

Mr. HIMEL: That is not exactly so. Of course, in the last analysis, the decision of any person to become a citizen is a personal one, but I believe that in the last year roughly a thousand Chinese have made application for citizenship. However, we base our case on a different principle. We say that it is for any person to decide whether or not he wants to become a citizen, but if Europeans and South Americans need not become citizens in order to bring their wives and children here, the same thing should be true of the Chinese.

Hon. Mr. FERLAND: I see your point, but I would be interested to know the number of Chinese who are not desirous of being naturalized or recognized as Canadian citizens and yet want to bring their wives and children here.

Mr. HIMEL: It is impossible to give any figure for that. We can only say that most of the Chinese men here are fairly old, in their forty-fives and beyond, and there is an element of a personal decision with them as to whether they should go back to China and live with their families there, or stay here; and I think that one of the greatest things we can do to keep immigrants here is to let them know that no distinction is made in our laws, as far as immigrants are concerned, in connection with their race. We can keep them here if we make them feel at home. We do not make them feel at home when we pass laws that spell racial discrimination. We will make them feel at home and want to become Canadian citizens, desirous of living the rest of their lives here, if we treat them as equals.

Hon. Mr. EULER: Is there any other race against which there is that discrimination of which you speak?

Mr. HIMEL: The order in council, sir, applies to all Asiatic races.

Hon. Mr. EULER: Does it apply to the Negro?

Mr. HIMEL: It does not. It applies to Asiatic races, and of course there have been departmental interpretations of what that means; but I do not think it singles out the Negro, quite fortunately.

Hon. Mr. EULER: This may be a rather embarrassing question. Does the fact that there are some 23,000 married Chinese in Canada, and that only about 4,000 of them have their wives here, tend to immorality?

Mr. HIMEL: We can only say that it would be asking too much of human nature to expect that there would not be a degree of immorality under those conditions.

Hon. Mr. EULER: That is what I would expect.

Hon. Mr. FERLAND: Do you consider the present regulations inhuman and un-Christian?

Mr. HIMEL: I think that the fact that we have all the churches virtually on the side of the repeal is the best answer to that question, sir.

The CHAIRMAN: Mr. Himel, would you like to call upon other members of your delegation?

Mr. HIMEL: I should like to call on Dr. Armstrong, one of the co-chairmen of our committee to say a few words. Dr. Armstrong is director of the overseas mission of the United Church; he also represents here the Canadian Council of Churches.

Dr. A. E. ARMSTRONG: Madam Chairman, as has been stated by Mr. Himel, I am representing the Canadian Council of Churches, which embraces the Anglican, United, Baptist, Presbyterian, Disciples, Salvation Army and other groups such as the Bible Society. This body made its representations on this matter previously.

I am also representing the Canadian Overseas Mission Council which comprises the overseas departments of the mission boards of the churches I have named. We also have made representations in this matter previously.

I think all I need say at this time is that we are basing our appeal on high grounds. It is based on the ground of humanity, as expressed in the brief; on the grounds of justice and morality; and as has already been explained in answer to a question, on the ground of Christianity.

We have in mind a statement by the Prime Minister that there would henceforth, after the repeal of the Chinese Immigration Act, 1923, be no further discrimination. We do not know why, therefore, there should be any discrimination between Asiatic races. I think I am correct in stating—if I am wrong perhaps someone here will correct me—that the government has decided to admit into Canada the wives and children of those Indians from India who are now in Canada. If that be so, it strengthens our case, for while we think there should be no discrimination between races, whether they be Asiatic, European or Latin American, nevertheless there should surely be no discrimination between two Asiatic races. One of the officials of the government suggested to me that I would surely make an exception and give priority to the wives and children of Indians in Canada, on the ground of their being British subjects.

Hon. Mr. EULER: That is no longer the case.

Dr. ARMSTRONG: My reply was just that. I said, "Surely we are not now, after granting independence to India, going to call the Indians and Pakistans British subjects?" Our high ground for appeal is, as I have stated, humanity, justice, morality and Christianity.

Mr. HIMEL: I should now like to ask Reverend Father Beal, representing the Roman Catholic Church, to say a few words.

Rev. Father BEAL: Madam Chairman, my remarks will be brief. There are two points I should like to mention.

Back in 1940 I was going to a Chinese dentist who was a clever man. He said, "I should like very much to come to Canada, except for this particular law called the Immigration Act, under which my wife and children cannot come with me." He pointed out that it was not the same situation with American, British and others coming to China; there was no law or discrimination against them. He asked, "Why should there be such discrimination over here?" I could not answer that question. I said, "It is not within my power to do anything about it, but I was very democratic and wished to see this situation between the two nations cleared up."

With reference to the question of humanity, may I say that I am dealing with the Chinese people in Toronto. I have been able to visit many of their homes and can say that there does exist there a most unpleasant situation, which is due to the provisions of the Immigration Act, the restrictions and discrimination. This particular situation cannot be changed until the act is repealed. I was speaking to the Cardinal in Toronto, and he was very much in favour of seeing the problem cleared up to the advantage of the Chinese. The

first step I should like to see taken is that where families are separated, that is where the wife and children are separated from the husband who is over here, that they be given first consideration; after that perhaps a quota system might be adopted.

Mr. HIMEL: I should now like to call on Mr. Mosher, President of the Canadian Congress of Labour.

Mr. A. R. MOSHER: I have but few words to say to the honourable committee this morning, but back in 1946 we made representations to the committee of the Senate on immigration, in which we urged that the discrimination against Asiatic races be discontinued. The resolution of the Congress was as follows:—

Whereas the Canadian Congress of Labour is constitutionally opposed to racial discrimination; and

Whereas the Chinese Immigration Act constitutes racial discrimination, by placing special disabilities upon Chinese residents of Canada; and

Whereas the repeal of this Act would promote friendly relationships with a great nation with which Canada was allied in the war:

Be It Resolved that the Executive Committee of the Canadian Congress of Labour strongly urges the repeal of the Chinese Immigration Act, in order that Chinese residents may be enabled to bring their wives and children into Canada, and otherwise live normal and self-respecting lives.

Again last year, in a memorandum we present annually to the Federal Government we called attention to what had been done in the way of passing the Order in Council we are now speaking about. We said this:—

A special aspect of immigration, namely, the immigration of the wives and families of Chinese residents of Canada, has recently attracted public attention, and the Congress has made representations to the Government in that connection. It is desirable to repeat, however, that the Congress strongly urges the repeal of the Chinese Immigration Act and other legislation which would prevent Chinese residents in Canada from bringing their wives and children into this country.

I do not know that I can say more than that. There should be no discrimination against people coming to this country because of their race. I do hope that your committee will see its way clear to strongly recommend the repeal of the order in council and the removal of this discrimination against the Chinese people.

Mr. HIMEL: I will now turn the conduct of the meeting over to Madam Chairman.

The CHAIRMAN: Would Dr. Ngai care to say something?

Dr. S. K. NGAI: Senator Wilson and all the members of this committee, I believe that all I want to say here has already been said before this committee. Being a Chinese, I can only present before you the feeling of the Chinese people in Canada, especially in Toronto, where I have rather intimate and frequent contact with them. We feel that there has been a wall or barriers between the racial groups, not only internationally but also in Canada itself. The foundation of these walls has been shaken after the past two wars, and this is especially evident in what you have heard from Mr. Mosher, who represents a large labour group. It is on that foundation of labour that this law was passed in 1923. The foundation of it, which was the fear of cheap labour, is certainly not existing nowadays. I am glad to see that the big barriers between the racial groups, in the form of racial discrimination, has already collapsed, because of the repeal of the Chinese Immigration Act last year.

There still remains a small wall which we have been walking around many times, and we hope that Senator Wilson and her committee here will sound the trumpet and the walls of Jericho will fall.

The CHAIRMAN: Are there any questions you would like to ask? I think the ground has been pretty satisfactorily covered, Mr. Himel. I fancy that you have had a very sympathetic hearing.

Hon. Mr. EULER: Perhaps I should know this, but I do not. Is there a similar situation in the United States? Have they a similar exclusion law?

Mr. HIMEL: No. I might say, on the exclusion law, that President Roosevelt in 1943 appealed to Congress, and as a result of his appeal it was repealed.

Hon. Mr. EULER: Are the wives of Chinese residents of the United States freely admitted in?

Mr. HIMEL: To the best of my knowledge they are.

The CHAIRMAN: Father Beal, you alluded to your Chinese dentist before the senator came in, and said that nothing would prevent him taking his wife and family to the United States.

Rev. Father BEAL: Yes.

Hon. Mr. MURDOCK: I move that the request placed before us be adopted.

Hon. Mr. BOUCHARD: I second the motion.

The CHAIRMAN: All in favour. . . . Carried.

Hon. Mr. EULER: Unanimously.

Mr. HIMEL: We are deeply obliged to you.



1947-48

# THE SENATE OF CANADA



PROCEEDINGS

OF THE

STANDING COMMITTEE

ON

## Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 5

WEDNESDAY, 17th MARCH, 1948.

The Honourable Cairine R. Wilson, Chairman.

WITNESS:

Mr. Max Lerner, London, Ontario.

APPENDIX "B"

Suggestions for Positive Approach in Selling Private Enterprise.



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

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The Honourable CAIRINE R. WILSON, Chairman

### The Honourable Senators

Aseltine	Dupuis	McDonald ( <i>Sheciac</i> )
Blais	Euler	Murdock
Bouchard	Ferland	Pirie
Bourque	Haig	Robertson
Buchanan	Hardy	Robinson
Burchill	Horner	Roebuck
Calder	Hushion	Taylor
Campbell	Lesage	Turgeon
Crerar	Macdonald	Vaillancourt
David	( <i>Cardigan</i> )	Veniot
Donnelly	Mackenzie	Wilson

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 3, 1948.

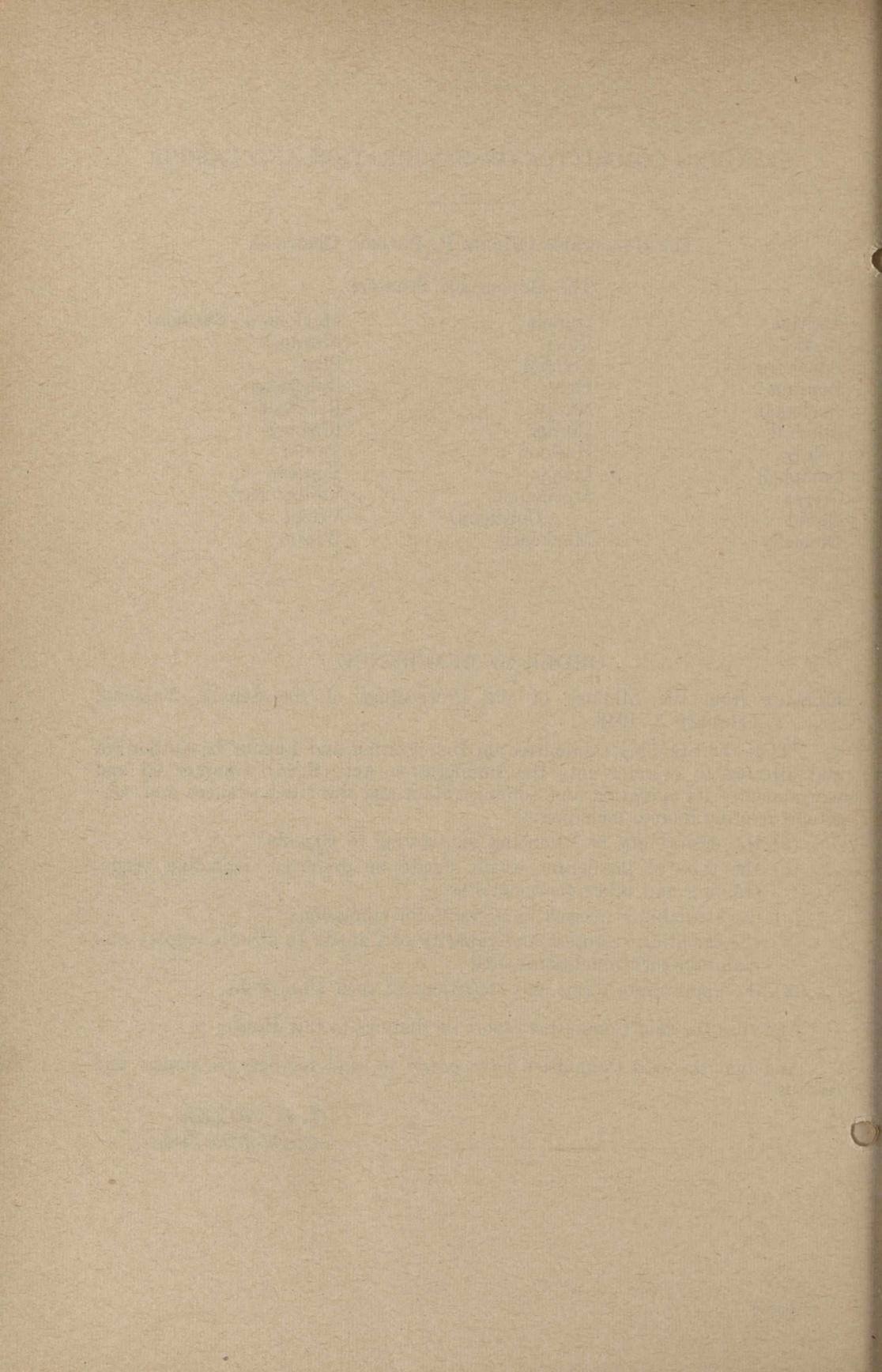
“That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said Committee report its findings to this House:

And that the said Committee have power to send for persons, papers and records.”

L. C. MOYER,  
*Clerk of the Senate.*



## MINUTES OF PROCEEDINGS

WEDNESDAY, March 17, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

*Present:* The Honourable Senators: Wilson (Chairman), Blais, Buchanan, Ferland, Macdonald (*Cardigan*), Mackenzie, Murdock, Pirie, Roebuck, Taylor and Turgeon.—11.

The Committee resumed consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

Mr. Max Lerner, London, Ontario, appeared on his own behalf and was heard in favour of increased Immigration to Canada from Europe, particularly the relatives of people now resident in Canada.

Mr. Lerner filed statement showing Suggestions For Positive Approach In Selling Private Enterprise, which was ordered to be included in the record. (See APPENDIX "B").

At 11.30 a.m., the Committee adjourned to the call of the Chairman.

ATTEST.

A. FORTIER,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

THE SENATE

WEDNESDAY, March 17, 1948.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. Mrs. WILSON in the Chair.

The CHAIRMAN: Mr. Max Lerner, of London, Ontario, has been giving consideration to our problems for many years, and the City Clerk of London wrote to suggest that he might have something to report to the committee as a result of his studies. He has come all the way from London to appear today. We are very glad to have him.

Mr. LERNER: Thank you, madam.

Hon. Mr. ROEBUCK: He is very welcome.

Mr. MAX LERNER: Madam Chairman and gentlemen, you will excuse me for my inexperience of procedure at such gatherings as these. I hope to have your indulgence and sincerest consideration of a subject to which, as an immigrant to this country forty-eight years ago, I have given my life efforts for the last thirty-three years.

The subject of a greater Canada, my friends, to me and to most people of my category is an ideal combined with practical aspects which very much affect all the people of the Dominion of Canada. While I do not speak for them as an authority, I may speak as a spiritual authority, from an experience which has continued since 1915. I did not come here to tell you why we need a greater Canada, spiritually, economically, physically. All those subjects are very well known to you people who represent the Dominion of Canada, but the reason why I came here is, in brief—and I have learned in a very hard way to be as brief as possible—to ask the government of our Dominion, through you, its purpose in this problem as a basic feature of future Canadian life.

I must ask honourable members to pardon me for the blundering language I use to represent my thought. As I said to my friend Senator Roebuck, I have not got the academic background in order to be fluent and concise.

Right about the end of this last war, through the people's constant pounding on the subject of a greater Canada, the government passed an order in council permitting Canadian subjects or citizens to bring over relatives from Europe. Here is the way the situation is, and it is, off the record, very cruel. The order in council reads that you can bring in your mother, your father, your sisters and your brothers and your cousins under 18 years old.

Hon. Mr. ROEBUCK: Your cousins under 18 years old, but there is no limitation on the age of your brothers and sisters.

Mr. LERNER: But when a layman reads this he gets confused. He reads it all in one. It seems to me that if the government were earnest on the subject they would apply the same ideas as they do in running a campaign for selling bonds or collecting taxes; that is, they would give it full publicity. There are hundreds of thousands of Canadian citizens who do wonderful business in the life of the country who do not know of the order in council. They happen to be people who do not read the press, like myself—I do read it sometimes and I do not comprehend it unless I read it several times. Therefore on my own behalf,

as a crusader on this subject, I have written the Department of Labour and Colonization and asked them to give a simplified statement of what the government wants to have done. I have travelled the Dominion of Canada extensively, as I said, as a self-appointed crusader on this subject, and I have talked to numerous people, hundreds and thousands in all walks of life. They all want to bring their people over here but they do not know how, and I ask that publicity be undertaken by the government through the newspapers, through the radio, through the platform, if necessary, to advise those people.

The question came along, as we know, about housing. I have given the government facts, perhaps not very authentic, that there are so many millions of people who originated from Europe, who still have ties in Europe, who from a human standpoint would like to bring over people, who are materially, spiritually and morally responsible for those people to come here, and who would provide shelter, housing. That eliminates the question of housing. It also eliminates the question of becoming a charge on the country, as according to statistics of Mr. Walter Page, in 1915, that I received, any individual who comes into a country, after thirty days becomes a value of 10 per cent, producing to the country's welfare.

Hon. Mr. ROEBUCK: Ten per cent of what, Mr. Lerner?

Mr. LERNER: To the country's welfare, sir, as an over-all. No matter whether he came here nude, the fact that he has got to eat, and to have shelter and shoes and clothes, there is an over-all picture, he produces 10 per cent. Well, we in the country, the people in my category who send a man to represent us, we expect our affairs, not so much individually as collectively, are going to be taken care of. Because, gentlemen, you have heard this before, and please permit me to say this: this part of the world is so valuable to us for the future that very few of us have the conception. Everything that is needed for life—all phases, material, economic, social, spiritual—is here. It is like a great big giant lying down, and nobody is using it. There are twelve million people, and what great things those twelve million people have done in the 1915 war and the 1940 war! There is another crisis coming along, and that is communism. I happen to be in a position, Madam Chairman, that I went through the school of radicalism and communism and Marxism and Voltarism, that is anarchism. I went through that school up to 1915, that is fifteen years of studying in my life, and I know the results and methods; and today I am a materialist because on conviction there is not a better structure that I am able to live under and live happily. You see all our spaces, which are wonderful, but which lack people and lack planning.

I say off the record that I did not come here to criticize the government, but to speak as a citizen, and because of my own life, my children and the concentration of people in Canada, I want to speak under the term of free speech; I want to tell the government that there are some people in this country who think, and that all the wisdom does not lie in the people who represent the people.

Hon. Mr. ROEBUCK: We know that.

Mr. LERNER: The obscure man is the one who has vision and is not afraid to look at the future. That is the position I am taking in speaking to you today. I am not criticizing, but I am asking for constructive aid and constructive action.

How would it look if, for instance, a man's first wife died after raising a family, and he married again and raised a second family, only to regard that first family as illegitimate or orphan children? This problem of people is just as important as any big industry in the world today. My government and your government is dealing with them as if they were illegitimate children. If it is worthwhile to dwell on this issue, why not make a plan and come out with it?

Hon. Mr. ROEBUCK: Do you mean that we are treating our immigrant issue as illegitimate?

Mr. LERNER: That is right.

Hon. Mr. MURDOCK: What do you propose?

Mr. LERNER: I propose a plan for immigration, setting out what we are going to do.

Hon. Mr. ROEBUCK: You referred to the order in council which allows relatives to come to this country. As I remember it covers mothers, fathers, sons and daughters, their families and nephews under twenty-one years of age. What objection have you to that order in council as it now stands?

Mr. LERNER: The first objection, Senator, is this, that the people do not know anything about this order in council.

Hon. Mr. ROEBUCK: Well, enough people knew about it to provide a little less than 20,000 applications.

Mr. LERNER: Twenty thousand applications, my dear fellow, is nothing on an issue of this type over three or four years time. I am a man who likes to read and listen to anything pertaining to national life, but I never heard before the forum over the radio on immigration until one night this week. Here are the people who took part: Arthur MacNamara, Professor McEwen and Miss Hayward. I want to tell you folks that I did not tune in for that purpose, because I did not know but that it was a farm forum dealing with agriculture, potatoes and tobacco, which I happen to grow.

Hon. Mr. ROEBUCK: I took part in a nation-wide program with Miss Hayward a couple of years ago.

Mr. LERNER: Did anybody take a census to know how many people listened to it?

Hon. Mr. ROEBUCK: No.

Mr. LERNER: That is the crux of the situation.

Hon. Mr. MURDOCK: But there are tens of thousands of people who never read the paper or listen to the radio. How are you going to get to them?

Mr. LERNER: My dear man, there are hundreds of thousands of people who never used bubble gum until publicity made them use it. I would like to see publicity applied to this issue. That is the proper thing to do, and if it is worthwhile let us do it right. I am an ordinary human being, and I did not know that this farm broadcast was going to deal with this subject; I am one of thousands, and I do not read everything.

Hon. Mr. ROEBUCK: Have you seen the booklet put out by the Immigration Department, summarizing the law as it now stands.

Mr. LERNER: I have the order in council.

Hon. Mr. ROEBUCK: But did you see the book put out which summarizes the law in ordinary language? True, the print is much too small, but it gives the law as it stands now with regard to immigration. I wondered if you had seen it.

Mr. LERNER: No, I am sorry to say I have not.

I am trying to say that an ordinary person adopts himself to anything that is publicized, even to the chewing of bubble gum. That is a point I want to bring forward, and it is something the people should know.

I am an immigrant, and we know that figures show there were about 20 million people slaughtered in Europe, not to mention 6,000,000 people of my own race. I found out there are some relatives over there, which I only remember—my aunts and a man and wife. Through some fluke of nature, which I cannot explain, these people who were born in Bessarabia as I was, were brought to England as refugees when the allied armies retreated from Dunkirk.

I cannot say at the moment what the calibre of these people is, but naturally I feel in a position to write a letter to the authorities about bringing my people over from England, because I feel keenly responsible for them, and because there is enough food going to waste in our garbage cans to feed half of the people in England. The information I received was that these people did not come within the category of the relatives which are permitted.

Now I ask you, what is required of an immigrant when he arrives here? To illustrate, I met a man at a real estate board meeting a couple of days ago, a big fellow with a broad Scotch accent. Of course I know almost everybody in my city, but I said, "How long have you been living and paying taxes in the city of London?" He said, "Eighteen years." So I say, how long does a man have to be here? All that is required for a human being to enter this country is that he be healthy, morally and spiritually. I want these people to come here, and I am capable of being responsible for them. I say, and this is for the record, the autocracy of the immigration and colonization department is inhuman and unbearable.

The CHAIRMAN: Mr. Lerner, this committee has repeatedly asked for a widening of the category. We know that the present restrictions in many cases have split up families, because one or two are over age and not admissible. I am familiar with one case now that is particularly cruel. A doctor in Toronto applied for his orphan niece, the last of her family in Czechoslovakia, but she was not eligible as an immigrant because she was twenty-two years old. Finally, on compassionate grounds, an order was issued for her entry. Now I fear that she is trapped in Czechoslovakia, and the doctor for the last two weeks has been frantic.

Hon. Mr. ROEBUCK: Do you advocate, Mr. Lerner, that we widen the admissible classification?

Mr. LERNER: Yes.

Hon. Mr. ROEBUCK: How wide would you make it?

Mr. LERNER: I would make it to cover all circumstances, as long as there is a practical security, the people will not become a public charge, and they are healthy.

Hon. Mr. ROEBUCK: You would allow in any relatives no matter how distant?

Mr. LERNER: It makes no difference.

Hon. Mr. ROEBUCK: Provided he is guaranteed by somebody.

Mr. LERNER: Guaranteed by somebody who is responsible.

The CHAIRMAN: That was advocated in our report of last year.

Hon. Mr. ROEBUCK: Would you go further than cousins, and include friends?

Mr. LERNER: Any human being as long as I am willing to guarantee him.

Hon. Mr. ROEBUCK: You would then include friends as well as relatives?

Mr. LERNER: I would include friends. I have a chum in Bessarabia who is about my age, whom I would like to bring over here. I know that if he came the little chores he would do, because of my surroundings, would more than earn his food and clothing, and he would live in peace and enjoy life.

The CHAIRMAN: But the complication is that he might not be allowed to come from Bessarabia.

Mr. LERNER: That is the unfortunate part, because Bessarabia today is a belligerent country, but I am talking about the principle of the issue. We in this country today act much like the money changers in the olden days. We sit on a lot of wealth and we are too miserly to let somebody else enjoy it and help us enjoy it. I must ask you to excuse my awkward phrases which are perhaps foreign to you.

Hon. Mr. ROEBUCK: Go ahead, please; you are doing fine.

Mr. LERNER: Here is a situation. In 1945 I learned some facts and figures that showed there were over a hundred million orphan children in Europe. These children do not even know their own names, the names of their fathers and mothers, their origin as to religion or nationality. And I thought the best place to go to approach the subject is to the Ministerial Alliance of the City of London, because I believe London is just as big and just as strong as Toronto, Montreal or Ottawa as a place to start a movement; and I asked my life-long friend Bishop Seager, of the Anglican Church, what he thought of the idea. He said, "It is a wonderful idea, Max." That is how they know me, as "Max". I said, "What are you going to do about it?" He said, "I will call a meeting of the representatives of the amalgamated churches, and you come and talk to them, and give them an idea." So I gave a brief, in order to be concise, and they were all enthused about it. I then suggested this. The people of the Dominion of Canada have a broader viewpoint than people on the other side of the water, for the simple reason that they are wealthier. To make a living here is so confounded easy, you don't need no brains, just if you want to adapt yourself.

Hon. Mr. ROEBUCK: That is how most of us get by!

Mr. LERNER: I am referring to the standard of brains with reference to other places where you have to do "conniving" in order to exist. Here we do not; and that gives human beings an opportunity to be generous and big-hearted.

I know that in 1940, when the war broke out, some distinguished gentlemen in Ontario thought of the plight of the children in England on account of the bombardments and so on, and in a few days a large youth potential organization was created to bring over orphans from Europe. Speaking for myself, my heart and mind were overjoyed to know that something was taking place. I am not going to dwell on these children from England.

Hon. Mr. ROEBUCK: I think we passed some order in council admitting children, but Hitler would not let them go.

Mr. LERNER: No, I beg your pardon. I differ with you. They would not give them the power here, you know. This is off the record, you see. So this group in London, Ontario, became very active in this movement. So there is no worry about placing a certain number of orphans here. If publicity was used with the apparatus we have today, there would be hundreds of thousands of good substantial Canadian citizens who would adopt a child and keep him. Then why can't we do like Holland does? Where does Holland compare with us in mental issues? Broadly they are so much greater. Why cannot we build homes for these children to raise them, and let them sustain themselves. We know how it can be done.

Hon. Mr. MURDOCK: There are 3,000 miles of ocean that are a handicap to us.

Mr. LERNER: That may be so, my dear sir, but 3,000 miles, or 20,000 miles, are no obstacle when we want to do something. The fact is this, that we are dormant, we are fat in the neck with wealth. We have not suffered, my friends, and the heart is not pure like the people in some parts of Europe. These children could look after themselves. If we can afford to send billions of dollars to Europe in order to stave off a crisis, which will never be done, because that is not the root of the matter, surely we can bring these children here and have potential customers to eat our food and wear our clothes and be a protection when physical danger comes. I am no economist. I am just a plain, ordinary man. I am a realist; and if I have to go and buy a pair of shoes, I do not buy cheaper ones which I know are going to tear in the next six months, I will pay \$1.50 more and get shoes which will give me two years'

service. This is a comparison with the idea of sending billions of dollars to Europe to stave off this crisis of Communism. Let us bring these people over here. There is lots of room for more people, and the opportunity of great wealth and of a solid and secure market is a melting pot of great value. So, my friends, if you are good sons and daughters of your fathers and mothers, enjoying the legacies you have received from the sacrifice of oceans of blood, cherish this legacy which has been given you. A way you can save it is by having a greater number of people here. I am not one of those who came over on the *Mayflower*, but I defy any daughter of the Empire or any son of the Empire to appreciate more than I do the Canadian constitution and way of life, which by the way is British. I may have at the present moment to fight with the British people, but that has nothing to do with the subject. I can fight with my brother, I can fight with my uncle, or with my brother-in-law and so on: nevertheless when a stranger comes in I tell him to "keep away". You have all heard the story of the man who took the part of the husband when a fight between husband and wife was going on. That is the principle, my friends. It is true. Now, let me come back to the subject. I am not a trained orator, and this is the only way I can let go my feelings, which have been pent up, on the subject. A few days ago Mr. Cooper, the City Clerk, and also the Manager of the Chamber of Commerce, said to me, "Why don't you go down and speak to the Senate Immigration Committee?" I said, "I would like to go, but I do not know whether they would want me to be there." He said, "We could find out," and here I am. Last Saturday my friend Bishop Seager called up and said, "Max, I have got a copy of your letter on the subject of orphans. The United Church of Canada is prepared to support this unofficially, but this is unofficial, because I do not represent the church, I have no authority." "We would be happy", he says, "if a public movement of this kind could be created and given a lead by the government, if they said that this is the policy of such a movement and we will give support to this policy, to have orphans come into this country and have them billeted or adopted by substantial citizens—which could be done—a movement could be launched on a larger scale, inviting all the churches, all the religions of the Dominion of Canada." And he said in his letter that the only experience the Church of England in Canada had of this kind was in connection with the movement of 1,700 boys from England several years ago; and the Council of Social Service was made responsible for it. "During the recent three or four years when immigration has been discussed," he says, "the executive committee of the C.S.S. and also other leaders of our church have said that this matter ought to be a matter of government aid and thought and preparation. They realize that our church is not able to organize at the present moment in such a fashion as to do this kind of definite sponsoring work. I am not holding out any hope that the C.S.S. would undertake such a move, because they have not got the material or the ability. But we are willing from the spiritual phase and from a humanitarian phase to give all the aid and the approval, but there must be somebody else who takes the lead."

The CHAIRMAN: I am afraid the Jewish people can show us the way, Mr. Lerner.

Mr. LERNER: I am very sorry, Madam Chairman, to differ with you. The trouble is, distant fields are so green. I happen to be a Jew.

The CHAIRMAN: They have placed 1,000 children at once.

Mr. LERNER: Again, I am very sorry, but they have not been placed. They hoped at the beginning of the war to place 1,000 children in Canada, but they have not done so up to date. Only two or three hundred.

The CHAIRMAN: Oh, yes, they are here, I know. Mrs. Hugessen will corroborate me.

Mr. LERNER: I scrutinize the press. But that is not the subject before us. If the Jewish people are doing this, do not forget that they are on a point of crisis; and more power to them. They would have received more than 1,000 children here if they were permitted. I do not want to criticize that. But the thing is this: if the Jewish people can do it the argument is still stronger: what can the Canadian people do? Let us not fool ourselves. If 160,000 or 180,000 individuals in the Dominion of Canada, with all the calls that the country places on them, and with their own national call, can place 1,000 children, which to my mind costs three to four hundred dollars, because they pay for their own transportation and everything else, for, as is said in ordinary street language, they "pay through the nose for everything",—if they can do this, in heaven's name what can Canada do?

This thing hurts. It does not give your soul a rest. If a human being has any heart or soul or conscience, any belief in a Supreme Power or another world, with the plight of 20,000,000 children before us, can we, my friends, sit here in the Senate Block in Ottawa, Ontario, knowing that when we go out everything is in peace, everything is at our command in the way of provision for our natural necessities, and the only thing we lack is a little energy. Over there are 20,000,000 children who are in the condition they are, not because of any will or fault of their own. And we need them. I walk along the streets and I do not see any children. That is true not only in London but all over. I do not see any children.

Hon. Mr. ROEBUCK: You ought to go over to Hull.

Mr. LERNER: Well, that is a different proposition, sir. We, the people, silently and patiently hope and wait and desire that our administrators will create for us the life which is essential for our national existence. Permit me to say this: I am convinced that the English-speaking people of the world, and may I add, we Jewish people, have a mission to the world. Let us not be phlegmatic, let us not be complacent because we have what we have, because that is not enough, we are not paying for the privileges we enjoy. Any human being worthy to be called such, and any nation which is worth calling a nation, must contribute a thousand-fold more than they receive. I represent here, Madam Chairman and gentlemen, the voice and the desire of the people of the Dominion of Canada, and I say that any political group which has the courage and conviction to take this up as their platform will be returned, not like Hitler by means of a gun, 100 per cent, but with the free will of the people, 100 per cent. There will be nothing to compete with them if this issue is properly presented to the people. I happen to be some politician too—a ward politician—and I believe that this is what is going to happen. Some political party will take up this question, because the most practical and worthwhile program is one by which people can come here, eat the potatoes, dig and mould the iron, and live a life which is worth the living, rather than send billions of dollars to Europe. And let us not kid ourselves with the purpose of creating a prospective customer and then we don't know what the customer is going to buy from us. But here we will have a sure customer.

The CHAIRMAN: Mr. Lerner, I think your ideas are very well covered in this brief. Would you like us to put it on the record?

Mr. LERNER: I would be very happy.

Hon. Mr. ROEBUCK: Have you read it, Madam Chairman?

The CHAIRMAN: Yes.

Hon. Mr. ROEBUCK: Mr. Lerner, we have enjoyed your statement.

The CHAIRMAN: I think Mr. Lerner wanted to stir our souls rather than give us enjoyment.

Hon. Mr. ROEBUCK: Mr. Lerner, your words will go out in the press and no doubt will reach the governing people of the Dominion. The committee is taking the very attitude which you are advocating. We have tried to be both cool

headed and warm hearted in this matter of immigration. We have advocated the bringing in of children, the widening of classifications so far as relatives are concerned. In our report last year we even went so far as to advocate the admission of friends of Canadian people who will guarantee them. It was the result in large measure of the activities of this committee that the classifications have been widened as far as they have been. There are perhaps a number of reasons why the classifications are not now being widened once more, but there is, I think, one outstanding reason, and that is that we have about 20,000 applications. We have sent approvals across the sea for somewhere about 15,000 relatives of Canadian citizens, but so far only a very small percentage have actually arrived, because of lack of shipping and lack of organization over in Europe in finding these people and getting them ready to come. As soon as the present classification is exhausted, that is the classification of the nearest relatives, we are going to insist to the extent of our ability on further widenings, so as to include other relatives who are now excluded. Obviously the first thing to do is to bring over the near relatives, and later on to consider the more distant relatives, and after them, the friends.

We have protested—so far, not as a committee, but I should not be surprised if we did protest also as a committee—against the priority which at present is being given to industrial workers over relatives. I understand that a very large number of railway workers are being brought over. I can quite understand what is taking place. The officials can go to one camp and call for all the men with strong backs, bundle them all into a boxcar and ship them to the sea, put them on board ship and bring them here, whereas it takes a great deal more time and is far more difficult to bring named individuals who happen to have relatives here. And so one class elbows out the other. We have protested against that practice and asked the minister to change it. We are all with you in this matter, both heart and head.

Hon. Mr. MURDOCK: The distinguished gentleman who has been talking to us will not get any results from his proposals. Here is a letter dated September 23, 1947, written by myself to two important ministers of the cabinet and some others:

Last evening a Miss Cowan from England was in Ottawa and was the honoured guest at a reception of thirty-five or forty representative Ottawa women. Miss Cowan is on her way back from a world meeting of women at Philadelphia. Miss Cowan stated to the ladies that she had in the last couple of years been in Germany two or three times. She told the ladies that one of the most distressing things to her that she saw in Germany was the number of young boys without father, mother or home, who are going around in groups trying to exist. Considering the fact that we have here in Canada a few hundred thousand people of the same racial extraction who are among our best law-abiding and resourceful citizens, I wonder if you and others might not be interested in trying to bring from Germany to Canada for adoption or otherwise control in various Canadian homes many of those young boys spoken of by Miss Cowan to the ladies last evening. It seems to me that Canada could very readily absorb a few hundred or possibly a few thousand of these youngsters with value to the country as a whole in the years to come.

Mr. LERNER: Hear, hear, sir.

Hon. Mr. MURDOCK: That was written on the 17th of last September, and to date I have got no reply from the ministers who received it. Nothing has been done, nor will anything be done.

Mr. LERNER: If I may say so, Madam Chairman and gentlemen, all of us in different phases of life become bureaucrats and autocrats and sure-minded as long as we are sure that criticism is not going to come upon us. I have personal

knowledge of the Department of Immigration since 1915. I am responsible for quite a number of immigrants brought into this country under my protectorate, and I have the figures today on just three of them, their contribution in actual monetary aspects to the country in taxes since 1940. I have the names to verify this, and their addresses, but it is not necessary to give them; you can take my word for it. I will classify the three by numbers, just by 1, 2 and 3.

1. This immigrant, who was a step-brother of mine, which I did not know, he came here and is—you can take my word for it—a very respectable citizen in Windsor, Ontario. It is to the point that he has never been arrested. I am quoting "never been arrested" because I was called to the police station a few years ago for violating the parking laws, and I said, "Mr. Magistrate, I have never been here before." He said, "It was not your fault; the policemen did not catch you." He came here in 1922. The man is very well to do, in a line of procedure which is very necessary to the people of the country, and since 1940 he paid \$33,000 in taxes. He has raised a family, paid rent, eaten bread and so on and so on.

2. The other one is in Thamesville, and when he came here he was seven. He went through public school to about the sixth grade. During 1945 and 1946, my honourable listeners, he was responsible for sending to Great Britain on his own behalf thirty-seven carloads of eggs and twenty-two carloads of butter. He is responsible for that; that is his contribution. I mean, he did not give that as a present, but he helped them to be congregated and packed.

3. There is another immigrant. That boy contributed in taxes \$17,000—that is income taxes; I do not mean municipal taxes or anything like that.

No doubt you will say, and it will be quite correct, that not everybody is like that. But when there is a field of rye, a field of oats, a field of potatoes, a field of tobacco, which I happen to know very well, in ten acres or one acre you will not find every stalk. And that is what makes life. You have to look at the over-all picture of ten, fifteen or twenty years, and the over-all picture of fifty million people. That is what makes life, and let us not bother with issues of individual cases.

Hon. Mr. ROEBUCK: Some have made good and some have not, but the great majority have.

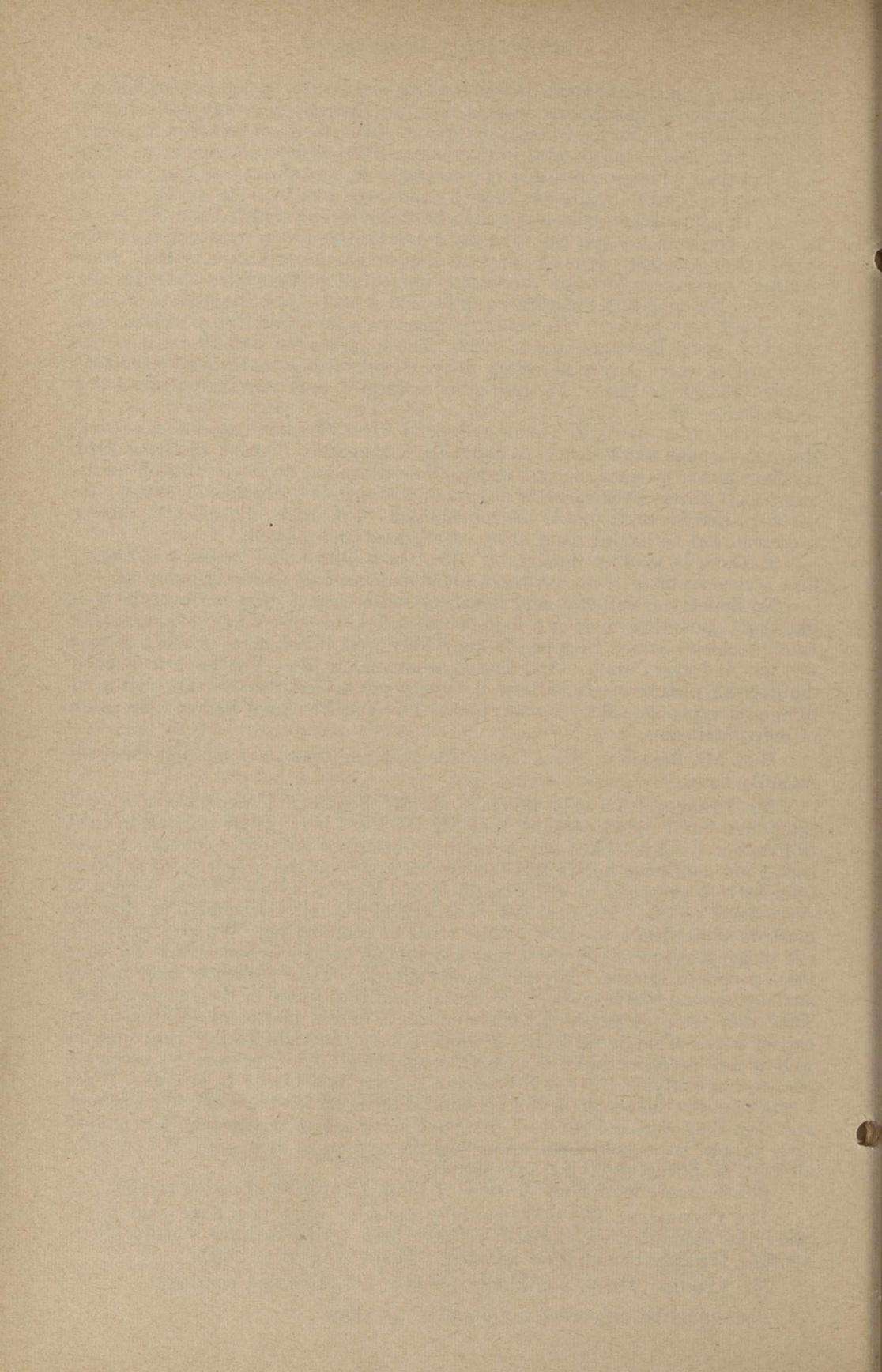
Mr. LERNER: I am only 48 years old, Mr. Senator. I was thirteen when I came here but I didn't consider that life till I got here. There was an instinct to live, but I did not have any father nor uncles nor any other connection, and here I am appearing before this honourable body, on the prospects of a future Canada with prospects of godly instincts and human desires. There is good in every issue of life. My dear Mr. Senator, let me tell you something that we must do if we desire to stave off the crisis of communism. We are creating a bed of gangsterism of the worst that any human being can conceive if we leave those people in Europe, especially those children who do not know their fathers and mothers and have to be more brutal than the beasts in the jungle to live. They won't stop at anything. Communism is only a matter of shifting to the easiest way. That is all it is. I think I have the right to say here, just as well as any professor in an academy, let us bring them over here, let us give a lead to humanity, if there is a God and if there is a Christ in heaven. When Christ came to the people he did not talk to them, he fed them and helped them, and then they were able to live. We have a mission in this world. Let us feed these people, let us help them, let us heal the wounds in their souls. We have the ability; we have everything, my friends.

Please excuse me for my oration. I think I am in the London council.

The CHAIRMAN: We shall carefully consider what you have said to us. Since the committee was formed we have been trying to have a more liberal attitude towards immigration adopted. Thank you very much.

Mr. LERNER: Thank you kindly for your attention and courtesy.

The committee adjourned to the call of the chair.



## APPENDIX "B"

### SUGGESTIONS FOR POSITIVE APPROACH IN SELLING PRIVATE ENTERPRISE

*by*

MR. MAX LERNER

Primitive capital of earlier times was the forerunner of our present structure of society and the free individual enterprise of those days with instinctive direction is quite responsible for our present advancement in technology of all phases of science, art and culture.

Out of that came the present monetary society which is adaptable to people the world over, because of its individual values. But within the past century finance which took the form of centralized and regimented control such as cartels has shown that capitalism has not learned from history and with its lethargic complacency restrains itself from devising ways and means of improving and reforming all principles of primitive capitalistic methods.

It is they that should from time to time suggest a public acceptance of social legislation which would have the tendency of improving the lot of the producers; which subconsciously would develop and keep pace with the production of new and improved machinery which technology so rapidly advances in modern time. But we find that all the legislation which we now enjoy had to be wrangled through loss of lives and blood which was through their shortcomings. The producer for self-preservation had to devise ways and means of recognition of his rights and we have today powerful unions which always exploit the right of the producers and the form of the constant abuse they suffer from. Naturally with such constant propaganda the notion becomes very sympathetic and the slogan becomes a byword "he hadn't made his money honestly." Where the new school maintains that if capital were to take steps of concern for the producer they would use the simple practical methods as they employ in their mechanical productive system which will develop a life between the two parties of trust and faith and assurance of rights of everyone concerned in this particular partnership. There would then be no ground for dissension between management and labour because it will create a fact of honesty and concern from one to another and there would be no room for the "isms" that we have to combat today. There is little doubt of such activities or a field for its necessity. Because a stupid intolerance or arrogance on the part of business management is more dispiriting and disruptive than thousands of revolutionary speeches in destructive propaganda, and such an ideology as Communism would become a slang in this continent because of its enormous spaces and wealth lying in the soil for our benefit. And that would maintain our moral slogan in that any individual that has the gumption and the desire can pull himself up by his own effort where there is always room on top. And the best answer to any revolutionary "isms" is to make private enterprise work not only for the few but for the many. People who have jobs, homes, savings accounts and national security are not the people who make the timber for chaos.

If a campaign of education to eradicate the ideologies of Communism and Socialism is in prospect by the Canadian Manufacturers' Association, the Canadian Chamber of Commerce and its associate of finance and commerce or any

other individual, automatically they will speak for all the people in Canada as true Canadians and support free enterprise—then immediately the present structure of life is divided into two factions—the minority right and the great majority right. Then the battle for supremacy is developed and its full arrogance and hatred—one the human right of majority the life of democracy and the other minority sustaining the practical aspect of the present structure. And the question will be of who shall have the right to speak as true Canadians—and the destiny of Canada.

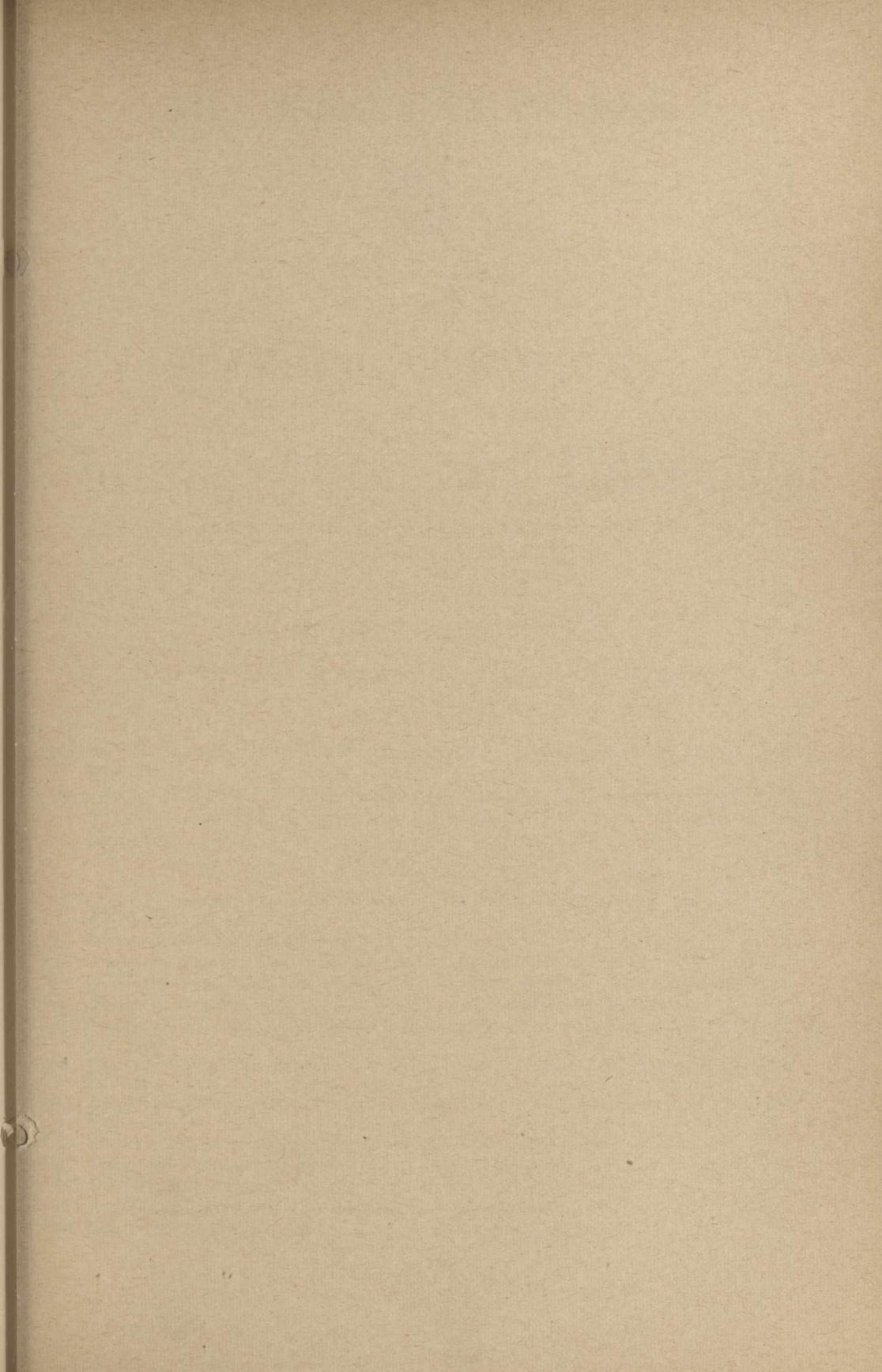
Therefore the following suggestions:

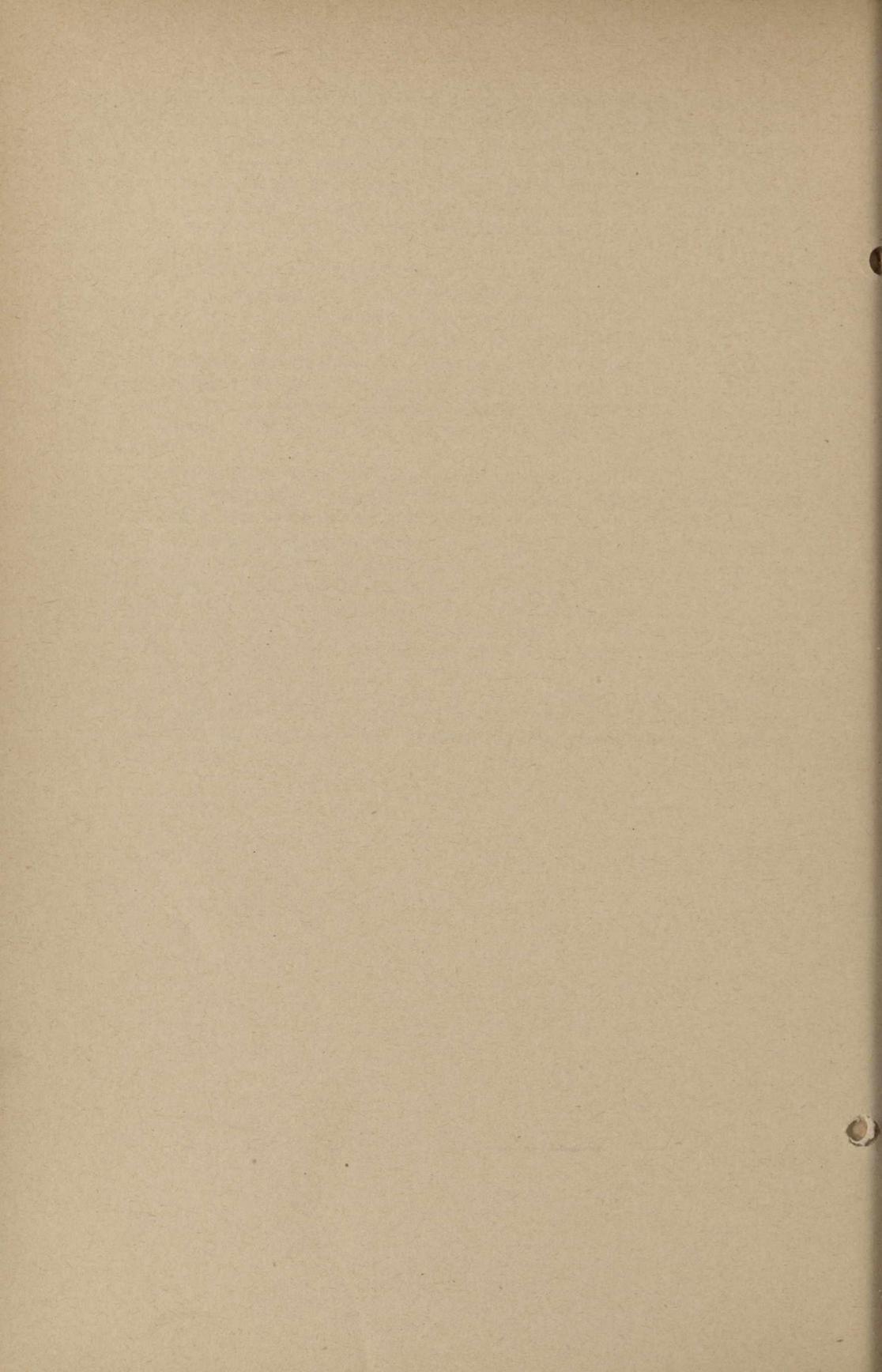
(1) The new school has a remedy to overcome this chaos in the suggestion that a citizens' committee of finance, labour, religion, education shall be created to embrace the whole Dominion of Canada with central headquarters.

(2) To create sufficient funds for a survey of our children's desires expressed in essays written by high-school and university students in the age brackets 12-25—the builders of Canada. The desired essay to be about 100 words dealing with the subject: "How Can We Improve Our National Life in Industry and Finance."

(3) The committee will then judge those opinions, and scholarships would be awarded by independent judges. These scholarships would enable them to move from one school of education to a higher one.

(4) A vigorous campaign through the Dominion using the facilities which we possess today should be employed that will have the foregoing desire to have everybody interested and will be freely discussed and those opinions will be in the form of a poll of all people, and those opinions will be tabulated and will be an assurance of the peoples desire for the formation of a structure on a human basis. With that, management and labour can come to our governmental representatives and rightfully say: "This is what is needed, to have a life that will and can take the place of any false doctrine which is perpetuated which has no place in the aspiration of our people and it is convincing that the total report of the people on this continent will not want to change the present monetary system and society."





1947-48

# THE SENATE OF CANADA



PROCEEDINGS  
OF THE

## STANDING COMMITTEE

ON

# Immigration and Labour

ON THE OPERATION AND ADMINISTRATION OF THE  
IMMIGRATION ACT, ETC.

No. 6

WEDNESDAY, APRIL 28, 1948

The Honourable Cairine R. Wilson, Chairman.

### WITNESSES:

- Mr. A. L. Jolliffe, Director of Immigration, Department of Mines and Resources.
- Mrs. A. K. Hugessen, Representative of Canadian National Committee on Refugees on the Community Committee for New Canadians in Montreal.

### "APPENDICES"

- "C" Statement showing number of Employees in the Immigration Service from March 1929, to Feb. 1948.
- "D" Statement of Expenditures—Immigration Service.
- "E" Displaced Persons Group Movements to April 26, 1948.
- "F" Displaced Persons, Under Close Relative Classes, (P.C. 4849) April 26, 1948.
- "G" Displaced Persons, Admitted to Canada by Groups, to April 26, 1948.
- "H" Displaced Persons, Admitted to Canada by Racial Origin, from April 1927, to Feb. 1948.
- "I" Displaced Persons, Showing Last Place of Residence, from April 1947, to February, 1948.
- "J" Displaced Persons, By Groups and Destination in Canada, for the Calendar Year, 1947.
- "K" Statistical Statements for the Year ended March 31, 1945.
- "L" Statistical Statements for the Year ended March 31, 1946.
- "M" Statistical Statements for the Year ended March 31, 1947.
- "N" Statistical Statements for the Calendar Year 1947.
- "O" Statistical Statements for the Two Months ended Feb. 29, 1948.

## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable Cairine R. Wilson, Chairman

### The Honourable Senators

Aseltine,  
Blais,  
Bouchard,  
Bourque,  
Buchanan,  
Burchill,  
Calder,  
Campbell,  
Crerar,  
David,  
Donnelly,

Dupuis,  
Euler,  
Ferland,  
Haig,  
Hardy,  
Horner,  
Hushion,  
Lesage,  
Macdonald,  
(*Cardigan*)  
Mackenzie,

McDonald (*Shediac*),  
Murdock,  
Pirie,  
Robertson,  
Robinson,  
Roebuck,  
Taylor,  
Vaillancourt,  
Veniot,  
Wilson

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 3, 1948.

“That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said Committee report its findings to this House:

And that the said Committee have power to send for persons, papers and records.”

L. C. MOYER,  
*Clerk of the Senate.*

## MINUTES OF PROCEEDINGS

WEDNESDAY, April 28, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 A.M.

*Present:* The Honourable Senators: Wilson, Chairman; Aseltine, Bouchard, Burchill, Crerar, Dupuis, Ferland, Haig, Horner, Macdonald (*Cardigan*), McDonald (*Shediac*), Murdock, Pirie, Roebuck, Taylor and Turgeon.—16.

The Committee resumed consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

Mr. A. L. Jolliffe, Director of Immigration, Department of Mines and Resources, was heard in explanation of the operation of the Immigration Act; the regulations of the Department of Immigration; the assistance extended to Immigrants coming to Canada, and was questioned.

He undertook to file with the Committee a statement showing the number of refugees who entered Canada during the war and the number who remained in Canada, and a statement showing the number of Immigrants settling in Canada by provinces.

Mrs. A. K. Hugessen, Representative of Canadian National Committee on Refugees on the Community Committee for New Canadians in Montreal, was heard with respect to the work of the Community Committee to assist the D. P. Immigrants.

Mr. Jolliffe filed the following statements, which were Ordered to be included in the record:—

Statement showing the number of employees in the Immigration Service, each year during the past 20 years, from March 31, 1929, to February 29, 1948.

Statement of expenditures 1927-28, to 1947-48.

Statement of displaced persons group movements approvals to April 26, 1948.

Statement of displaced persons admissible under close relative classes (P.C. 4849) to April 26, 1948.

Statement of displaced persons admitted to Canada by groups, to April 26, 1948.

Statement as to Immigration to Canada, showing displaced persons, by racial origin, from April 1947, to February 29, 1948.

Statement as to Immigration to Canada, showing displaced persons, by last permanent residence, from April 1947, to February 29, 1948.

Statement showing Immigration to Canada of displaced persons by groups and destination, for the calendar year 1947.

Statements for the fiscal year ended March 31, 1945, Statistical Unit.

Statements for the fiscal year ended March 31, 1946, Statistical Unit.

Statements for the fiscal year ended March 31, 1947, Statistical Unit.

Statements for the calendar year 1947. Statistical Unit.

Statements for the two months ended February 29, 1948, Statistical Unit.

(See Appendices "C" to "O").

At 12.30 P.M. the Chairman vacated the Chair and was replaced by the Honourable T. A. Crerar.

At 12.45 P.M. the Committee adjourned to the call of the Chairman.

Attest.

A. FORTIER,  
Clerk of the Committee.

# MINUTES OF EVIDENCE

THE SENATE

WEDNESDAY, April 28, 1948.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. Mrs. WILSON in the Chair.

The CHAIRMAN: I think Mr. Jolliffe is our only witness today. Mr. Jolliffe, the Director of Immigration, has consented to permit members of the committee to ask him questions with regard to the administration of the Immigration Act, so I think without further ado we shall call upon Mr. Jolliffe. You may start your cross-examination now.

Hon. Mr. ROEBUCK: It will not be a cross-examination; in all events it will not be cross. I wrote Madam Chairman a letter, which I presume was passed on to Mr. Jolliffe. I want to say that I have no thought of limiting Mr. Jolliffe's program as outlined in my letter. Mr. Jolliffe may take up any other questions that honourable senators might ask because they have the same privilege as I have of asking questions. I presume my letter was forwarded to Mr. Jolliffe and I would not be surprised if he has a statement to make. Shall we first go through the points of my letter?

Mr. JOLLIFFE: Yes.

Hon. Mr. ROEBUCK: I had better read my letter in full and then we can deal with the points seriatim. I want to emphasize that I do not desire to monopolize anything in this way just because I happened to give some thoughts in advance, such as they are.

My letter reads as follows:

This is in pursuance of our recent conversation *re* the Standing Committee on Immigration and Labour. I suggested that you write Mr. Jolliffe to address us on the resumption of Senate sittings, and I told you I would endeavour to write you an advance on the points I would like him to clear up. They are as follows:

(1) Copies of the Act and Regulations for distribution to the members of the committee, say one dozen.

(2) What literature has the department prepared for the information of (i) Canadians, (ii) proposed immigrants with respect to (a) Canada, (b) immigration law and practice, (c) problem to be overcome by immigrants in coming to Canada:

- (1) obtaining permission;
- (2) transportation;
- (3) settlement here.

(3) Latest statistics as to immigration, approvals and arrivals.

(4) The general arrangement of the Immigration Act, and the possibilities for improvement in a general revision.

(5) Has any special study been made of the act since its passage many years ago; if so, when, by whom, and copies of report if any.

(6) What are the provisions of the law with regard to deportation.

(a) Who are subject to deportation, and who are not.

(b) What officials order deportation in the first instance.

- (c) Is there any appeal from such decisions, to whom, and how.
  - (d) What discretion is allowed on appeal by the act and regulations.
  - (e) Does deportation necessarily follow an order of deportation.
  - (f) How many orders are in existence in which the deportation stands in abeyance.
  - (g) What is the effect of such an order on the subject of the order, with regard to (1) domicile, (2) citizenship, (3) naturalization.
  - (h) Is there any limitation on the length of time such an order stands, short of the death of the subject.
  - (i) Has the department or the Minister power to revoke such an order. Have any been revoked.
  - (j) Has hardship resulted as a result of the law as it stands and the practice.
  - (k) Could the system be improved by giving greater discretion to the department, or the Minister.
- (7) What has been the cost of the Department of Immigration each year for the past 20 years, up to last available figures.
- (8) Schedule of employees in department each year for the past 20 years, up to present, subdivided (a) head office, (b) sub offices, (c) field staff, (d) abroad.
- (9) Do the activities of the Department cease on the arrival of the immigrant to Canada, with respect to (a) placement, employment or settlement, (b) education in citizenship or language.
- (10) Is the department aware of any other organized assistance to newly-arrived immigrants, (a) governmental, (b) private.
- (11) What means has the department of learning of the success or failure of immigrants, (a) individually, (b) in groups. Report as to success achieved particularly in recent years.

I have no thought of limiting Mr. Jolliffe to the program seemingly indicated by these points. Mr. Jolliffe may take up anything he deems of interest, and other members of the committee have privileges equal to mine in asking questions.

Shall we take up these points seriatim? The first is, copies of the Act and regulations. If each member of the committee had a copy it would serve a useful purpose, I feel sure.

Mr. JOLLIFFE: I brought with me twelve copies in English and three in French.

Hon. Mr. ROEBUCK: What literature has the department prepared for the information of Canadians and proposed immigrants, with respect to: Canada, immigration law and practice, problem to be overcome by immigrants in coming to Canada (1) obtaining permission, (2) transportation and (3) settlement here? I know there is some literature.

Mr. JOLLIFFE: The department has now in the course of preparation two booklets. One brings up to date the "Canada Atlas", issued some years ago. This booklet contains an atlas of Canada and descriptive matter with regard to the various provinces. It will be available for re-issue very shortly for wide distribution to people wishing to come to Canada. The second is a new booklet: "This is Canada". It furnishes a great deal of information concerning life and conditions in Canada, our system of government, our climate, and general information which would be very valuable to new people coming to this country. We issue to alien immigrants a little book entitled "Basic English" before they embark. Last year we put out a small booklet in the form of "A synopsis of the Immigration Regulations to Canada." I have brought a few copies with me.

Hon. Mr. ROEBUCK: Have you copies of the other booklets to which you referred?

Mr. JOLLIFFE: No, I am sorry I have not.

The CHAIRMAN: They are issued by the Citizenship branch, are they not? You are working together?

Mr. JOLLIFFE: Yes, we are, in connection with other publications, but those I referred to are issued by the Immigration Branch.

Hon. Mr. ROEBUCK: Are they published or are they to be published?

Mr. JOLLIFFE: They are being published.

Hon. Mr. ROEBUCK: They are to be issued?

Mr. JOLLIFFE: That is correct.

Hon. Mr. ROEBUCK: When they are printed, would it be too much to ask you to send us each a copy?

Mr. JOLLIFFE: I will see that that is done. The pamphlet "*A Synopsis of the Immigration Regulations to Canada*" is in issue now. I shall file several copies if you so desire.

Hon. Mr. ROEBUCK: It is desired by me, and I think by all the members of the committee.

The CHAIRMAN: I think Mr. Glen sent a copy of that pamphlet to all the senators. He sent one to me.

Mr. JOLLIFFE: I believe it was issued to all the senators.

Hon. Mr. ROEBUCK: I received one, and I may say that I was greatly impressed with it; I thought it was a splendid document. My chief criticism of it was that it is in too small type. I have been a publisher myself for a number of years, and I know that people find great difficulty in reading small type, particularly when they have a limited education in English.

The CHAIRMAN: I thought you were going to say, particularly when we are not young.

Hon. Mr. ROEBUCK: That might cause some difficulty. Perhaps some people have not got good glasses; many of the immigrants have not. Is that the extent of the literature?

Mr. JOLLIFFE: Yes, that is the extent of the literature issued by the Department.

Hon. Mr. ROEBUCK: I suppose the little booklet you have produced on the Act gives some information about obtaining permission. There is nothing about transportation or how one goes about getting it.

Mr. JOLLIFFE: No. It would be extremely difficult to issue any general pamphlet that would be of value to people in securing transportation. They naturally go to a transportation agent to get information as to how they can get to Canada, and as to what transportation is available, reservations and so on.

Hon. Mr. ROEBUCK: And the cost.

Mr. JOLLIFFE: Yes.

Hon. Mr. DUPUIS: Is there still a handicap on the citizens of Italy who want to come to Canada, because they fought against the Allies?

Mr. JOLLIFFE: There is no such handicap now. The Department has, within the past few months, opened an inspectional office in Italy.

Hon. Mr. DUPUIS: At Rome?

Mr. JOLLIFFE: At Rome. Admissible immigrants can now come to Rome, get their examination, obtain their visa, and come forward. The fact that an Italian citizen served in the forces of his own country does not act as a bar against his admission to Canada. I think that was the point you were making, Senator Dupuis?

Hon. Mr. DUPUIS: Yes. If I am a citizen of a country, I have to join the forces of that country whether I like it or not; so I do not think it reasonable to apply a general prohibition against that type of citizen.

Mr. JOLLIFFE: That prohibition did exist, of course, when the Italians were considered enemy aliens, but, as you know, it has been removed; as I said, the fact that an Italian may have served in the armed forces of his country does not bar his admission to Canada.

Hon. Mr. ROEBUCK: There was a special order in council to that effect, was there not?

Mr. JOLLIFFE: The order in council prohibiting the admission of enemy aliens was amended when the peace treaties were ratified with these various countries. At the moment only German and Japanese citizens are inadmissible as enemy aliens.

Hon. Mr. HORNER: We are still in the position where Stalin is preventing us from getting any German emigrants because the peace has not been completely settled with Austria?

The CHAIRMAN: German citizens are still enemy aliens, and thus within the prohibited classes.

Hon. Mr. HORNER: I am not satisfied at all with that situation. I think we surely could get around it. From the humanitarian point of view they are in great need of leaving the country; at least many of them are, and it would be to Canada's advantage to have them.

Hon. Mr. ROEBUCK: You do not like Mr. Stalin deciding our immigration problems?

Hon. Mr. HORNER: No, I do not.

Hon. Mr. DUPUIS: While we are on this question, what is the procedure if relatives in Canada apply for their relatives in Italy? The petition is studied here, I suppose, Mr. Jolliffe, and then sent to Rome? At the same time the prospective emigrants in Italy will have to apply in Rome and pass the necessary examination?

Mr. JOLLIFFE: Yes, Senator. The procedure, briefly, is this: the applicant in Canada files an application for admission of his relative with the nearest immigration officer. An investigation is made of the settlement conditions in Canada; if the case is approved, the applicant is then notified that his relative is admissible, subject to health and character requirements, passport and so forth. The immigration office where he is scheduled to appear is furnished with particulars of the case, and can deal with the immigrant with a minimum of formalities when he comes forward. The immigrant is examined both medically and civilly, and if he passes those examinations he is granted a visa, which, upon presentation to the transportation companies, enables them to sell him transportation, knowing that he is admissible to Canada.

Hon. Mr. DUPUIS: He pays his own transportation, of course.

Mr. JOLLIFFE: Yes, sir.

Hon. Mr. CRERAR: Who issues the visa, Mr. Jolliffe?

Mr. JOLLIFFE: That is done in two ways. In certain countries of Europe it is done by our own immigration officials. In France, Belgium, Holland and Italy we have inspectional offices. In other countries it is done through the officials of our diplomatic missions, with the exception of Germany and Austria, where we have itinerant immigration teams who deal only with displaced persons.

Hon. Mr. CRERAR: Who furnishes the papers? Do you require papers from the displaced persons?

Mr. JOLLIFFE: The displaced persons obtain their passports through the International Refugee Organization. It really is not a passport, it is a certificate of travel or identification.

Hon. Mr. ROEBUCK: Italy has some special arrangements, it seems to me. I have spoken to Count Riccardi, who is the Italian representative located in Toronto and having all the territory west of Toronto, and he tells me that, in order to get an exit certificate from Italy it is necessary that he send a document of some kind from Canada to Italy, along with the approval of the local Canadian immigration office; and I know that Italians in Toronto have been visiting his office and getting documents of that kind, which facilitate their exit from Italy. Count Riccardi explained to me that that was done more for our protection than that of Italy; that a very large number of people in Italy desire to come to Canada, and it is so easy to say "I am so-and-so"; and so he goes into the question here of identity and, perhaps, other matters, and certifies that these people are all right, in which case the exit permit in Italy issues as a matter largely of course. Do you know if that is still the practice?

Mr. JOLLIFFE: I really do not know, senator. The machinery we set up is complete and, may I say, quite logical, for the handling of these emigrants. Now, if the Italian authorities require certain documentation or certification of documents, it is not anything that we asked for nor that we require. It is an Italian regulation. I have heard recently that that is what is asked of these applicants. It is not a Canadian requirement.

Hon. Mr. ROEBUCK: When the emigration from Italy started there was some little difficulty experienced by our local Italian people. They sent the Canadian Immigration Department's approval to their relatives, as they were told to do, largely for identification purposes, and they were all required, I understand, to send them back again, so that they might be accompanied by the certificate of the Italian representative in Canada. Shortly following that, I understand, your department gave notice that in the letters of approval they should protect themselves in that way. But now, I understand, you have dropped giving that notification.

Mr. JOLLIFFE: I am not quite sure about that, senator. Our notification to these people is a straight notification of what they are required to do so far as Canada is concerned; and it is my recollection, subject to correction, that we do not advise them of requirements of other governments.

Hon. Mr. ROEBUCK: Italy is the only country that I know of that has taken action of that kind; and it is not unfriendly action.

Mr. JOLLIFFE: No.

Hon. Mr. ROEBUCK: It was explained to me that it was to protect Canada against fraudulent exit permits being issued in Italy.

Hon. Mr. CRERAR: Mr. Jolliffe, this is a question of general information: what is your impression of the D.P.s that we have been getting up to the present time?

Mr. JOLLIFFE: I have seen some of them at Halifax, and I have seen a number of reports with regard to them, and I think I can sum it up by saying that they are very fine people, as a whole.

Hon. Mr. CRERAR: Willing to work?

Mr. JOLLIFFE: Yes, willing to work.

Hon. Mr. DUPUIS: Is there any new group of Polish girls coming?

Mr. JOLLIFFE: Not that I am aware of, sir.

Hon. Mr. DUPUIS: That is, as maids in private houses?

Mr. JOLLIFFE: Yes, but not restricted to Polish girls. There is a number of domestics from occupied territory coming to Canada in what we call group

movements. These are selected overseas by representatives of the Labour Department and the Immigration Branch, brought to Canada, and placed in domestic service by the Department of Labour.

Hon. Mr. DUPUIS: Should a Canadian family apply to you or to the Labour Department for such a domestic?

Mr. JOLLIFFE: To the nearest National Employment Service office.

Hon. Mr. BURCHILL: Mr. Jolliffe, have you had any evidence or has anything come to you about Communistic tendencies in any of these displaced people?

Mr. JOLLIFFE: In Canada?

Hon. Mr. BURCHILL: Yes; people who have been sent over here? I am thinking now particularly of domestics.

Mr. JOLLIFFE: No, I have seen nothing.

Hon. Mr. BURCHILL: I have heard one or two tales—at least, one, and I understood there were others. I was just wondering if you had heard anything of it.

Mr. JOLLIFFE: No.

Hon. Mr. DUPUIS: Quite a large number of these D.P. girls were posted to Montreal as domestics.

Mr. JOLLIFFE: Yes, I believe that is true.

Hon. Mr. DUPUIS: And, of course, they are very lonesome. They had no place of entertainment to help them out. I have heard lately that there is a Communist cell which is working very hard around these private families and has induced girls to go to these places, explaining that they will have entertainment in their own language and everything of that sort, and then they induce them to leave their places and find some other work at very much higher wages, with the result that these private families have much difficulty with the girls now.

Mr. JOLLIFFE: Of course this movement is, so to speak, in its infancy, but I believe that the Department of Labour are following up these domestics. Perhaps I might say here that before these people come to Canada they are screened overseas from a security point of view. Immigration teams consist of officers of various departments, and one officer of each team is the security officer; security screenings is his chief and, as a matter of fact, his only job.

Hon. Mr. DUPUIS: Yes, but when they are here, do you not think it would be a wise thing to do to see that they were well cared for, socially speaking, that there should be some ways and means whereby they will be kept in a proper environment to prevent them from falling under the influence of Communist movements?

The CHAIRMAN: Senator Dupuis, Mrs. Hugessen is here from Montreal, and she is a member of the committee which is looking after this question; she is a representative of the agencies. Would you like to say something, Mrs. Hugessen?

Mrs. A. K. HUGESSEN: (Representative of Canadian National Committee on Refugees on the Community Committee for New Canadians in Montreal): I am a member of, I think it is called, the Community Committee for New Canadians which has been set up by the Department of Labour in Montreal. I believe there is one in every large centre. I think I may say, Senator Dupuis, that a good deal is being done in the way of trying to keep these girls under good influences and giving them as much entertainment and contacts with the right sort of people as can possibly be done. Nearly every difficult case of a girl leaving her place is brought before the executive of this community committee and the officials of the National Selective Service, and discussed in full, so that where there have been real problems it is all done by consultation and

gone into quite carefully. They have some good people with the girls, working with them in the National Selective Service; and there is quite a lot being done by the Y.W.C.A., the Socurs de Bon Conseil, and the Sisters of Service. They have open house for these girls every week in each centre, and they have people there whom they can come and consult and with whom they can talk over their troubles. But I really have not heard of any authenticated case of unrest.

Hon. Mr. DUPUIS: I am glad to hear that; but in my own special circle I have two doctors who have Polish girls who used to go to the community centres, as Mrs. Hugessen mentioned, but they have been advised not to go there any more; and there is a large group, quite a few girls, who go now to the Communist centre; and they are induced to leave their jobs for higher wages.

Hon. Mr. FERLAND: They have not the right to do so for two years. I understand that for two years these domestics have no right to quit their jobs unless they get special permission from the authorities.

Mr. JOLLIFFE: They do come to Canada under an agreement of employment.. The conditions of employment are laid down by the Department of Labour which is responsible for these domestics following their arrival in Canada. I am sorry that I cannot give you the details of the employment conditions.

Hon. Mr. FERLAND: But for some time they are bound to work and cannot quit?

Mr. JOLLIFFE: Yes, they are bound to follow domestic service for at least one year.

Hon. Mr. HORNER: Anyone who has had experience in hiring labour, particularly domestic labour, knows that if outside influences are able to persuade domestics that they are dissatisfied in their work and want to leave their jobs, there is no use in keeping them. If you cannot get along on friendly terms and they will not honour their agreement, there is not much you can do. No one can get along with a maid who wants to leave. Under these circumstances the bond is of no use. I have had experience in this matter and I know that Senator Hardy had two nice girls in his employment and it was not long before there were callers whom he thought were communists and he ordered them to stay away, and those girls were quite happy. I can understand the situation. Mr. Jolliffe has told us of the screening that takes place in Europe. What more desirable thing could the communists have than their own people spread out everywhere and so they have some of their own people come to Canada and work with these people. Before they are ever screened these communists have a set of questions from which they prepare these people to pass the screening tests. Therefore, in spite of the very best you do there will be some genuine communists slipping through the screening because they have been prepared for a year or more for that very thing by their own propagandists over there.

Mr. JOLLIFFE: We do not suggest, sir, that the screening is perfect. It necessarily cannot be, but we make it as water-tight as we can.

Hon. Mr. DUPUIS: What we should do is that when we have a girl with sound principles we should see that she has the facilities, such as those explained by Mrs. Hugessen, to make sure she keeps her own ideology. That is the least we should do.

Hon. Mr. ROEBUCK: There is an old legal saying "A man's thoughts are not triable."

Mrs. HUGESSEN: It would be rather difficult for these girls to leave their places and go into a communist household because, if they do leave their places, they have to be replaced by the officials of the National Selective Service. They cannot just go out and get a new job while under contract for that one year.

Hon. Mr. DUPUIS: Yes, but, as it has been said, they are advised to conduct themselves so badly that the family for whom they are working do not want to keep them any more because they cannot do anything with them.

Hon. Mr. CRERAR: I should like to make a comment here. I have been told by managers of a couple of mines in Canada who secured substantial numbers of these displaced men, that these people have exercised a very wholesome influence among the employees of their mines. That is, they were definitely anti-communist and have enlightened many of those chaps who were working in these mines as to the conditions they themselves experienced under communist regimes. So that, while there may be a few persons here and there who come under wrong influences, from what knowledge I have, I am very confident that on the whole the displaced persons who come to Canada are exercising a very healthy anti-communistic influence.

Hon. Mr. HORNER: In the great majority of cases?

Hon. Mr. CRERAR: Oh, yes.

Hon. Mr. HORNER: Yes, I would agree with that.

Hon. Mr. CRERAR: So far as these girls are concerned a good deal depends on what kind of home they get into. After all, a girl who has lost her parents and relatives and has spent some years in a concentration camp somewhere in the occupied zones of Germany, is going to find it difficult when she gets out to Canada, especially if she has little knowledge of the language. Some allowance has to be made in her case. I am not fearful at all of any evil results that will come from these people coming to this land of ours.

The CHAIRMAN: A good deal depends upon us. We have a lot of responsibility.

Hon. Mr. PIRIE: If communists could get in and work on these people and tell them that they could get higher wages on another job, it would be quite an inducement to them and they could easily lose their way.

Hon. Mr. CRERAR: I can quite understand how a lonesome girl, overcome by the strangeness of an unknown land, might be influenced quite unwittingly by these people. It is the responsibility of our authorities to protect her from that sort of thing. However, I do not think that the fear of wrong influences should be a reason for not bringing these people out here.

Hon. Mr. HORNER: It is a warning to us though that we shall have to exercise a little more care, everyone throughout the country, to be more friendly to these people so as to counteract the friendliness extended to them by the communists. I feel I do everything I can and I think everyone should do the same to extend friendship to these people and help them.

Hon. Mr. ROEBUCK: For many years I thought it was the best public service of which I was capable, to keep in touch with new Canadian societies and to spend time in their company in order to express friendship and teach Canadianism. I know of no better patriotic service than that.

Hon. Mr. HORNER: I have been working at that for forty years.

The CHAIRMAN: Shall we go on to question No. 3?

Mr. JOLLIFFE: Madam Chairman, I have prepared some statistics, but not knowing exactly what would be required perhaps I am furnishing a little too much. However, that would be better than not enough so with your permission I would file the complete statistical record of immigrants for the years ending March, 1945, 1946, 1947 and the calendar year 1947, and the latest figures for 1948, which are for the months of January and February. That is as close as we can come at the moment. The March figures will probably be out within the next two weeks. I shall also file, if desired, statements on the displaced persons. First, there is a statement giving the number of approvals of displaced persons up to April 26; that is, those coming within the group movement.

Hon. Mr. ROEBUCK: That is under the order in council which admits 20,000?

Mr. JOLLIFFE: Yes, under the order in council admitting 30,000?

Hon. Mr. ROEBUCK: It has recently been made 30,000?

Mr. JOLLIFFE: Yes. The second statement gives particulars of the displaced persons who are admissible under the law rather than under these special orders in council. In other words close relatives who are admissible. This statement shows the number of applications received and the numbers approved to date in Germany, Austria and Italy.

Hon. Mr. ROEBUCK: Mr. Jolliffe, for the purpose of the record, would you mind giving us the outstanding figures in these reports?

Mr. JOLLIFFE: The applications received for the three countries total 30,044; that is close relatives admissible under the regulations. The applications approved to date, those that have been investigated and approved, total 23,658. In other words, there are approximately 6,000 in the process of investigation.

Hon. Mr. ROEBUCK: The 30,000 are displaced persons and also relatives?

Mr. JOLLIFFE: They are all displaced persons.

Hon. Mr. ROEBUCK: Just displaced persons?

Mr. JOLLIFFE: Yes, but admissible as relatives.

Hon. Mr. DUPUIS: Madam Chairman, I should like to ask Mr. Jolliffe if he would have any statistics concerning the refugees that came here during and after the war? There were a large number of refugees that came from allied countries to Canada during the war. What happened to them?

Mr. JOLLIFFE: I am sorry but I have not the statistics here on that point.

Hon. Mr. DUPUIS: Could you supply them, Mr. Jolliffe?

Mr. JOLLIFFE: We could. A considerable number were admitted, Polish people, technicians and a number of refugees that came from France, Holland and Belgium in the early period of the war.

Hon. Mr. ROEBUCK: Mr. Jolliffe, you gave us all that either last year or the year before.

Hon. Mr. DUPUIS: I should like to have it brought up to date. I should like to know how many of these people returned to Europe and how many are staying here. Could you get us that information?

Mr. JOLLIFFE: I should be glad to.

Hon. Mr. FERLAND: Were these people all considered as refugees? Did all the people who came to Canada during the war come here under the title of refugees?

Mr. JOLLIFFE: There was very little overseas immigration during the war. Most of these people from overseas were what one might loosely call refugees.

Hon. Mr. HORNER: There were refugees who escaped from Germany and arrived here during the war.

Mr. JOLLIFFE: That is right. There were several definite movements of refugees during the war.

Hon. Mr. FERLAND: From different countries?

Mr. JOLLIFFE: Yes. The third statement relates to displaced persons admitted to Canada, by groups, to April 26, 1948. They total 10,336.

Hon. Mr. ROEBUCK: Are they industrial workers?

Mr. JOLLIFFE: Yes. They are domestic workers, woodworkers, textile workers, miners, garment workers, railway workers, and so on. The classifications are all set out in the statement, sir. In addition to that there were 5,168 displaced persons destined to relatives, apart from the group movements. The total number of displaced persons admitted is 16,010 to the 26th of April. A week from now this statement would look considerably better, because there are two or three vessels on the way now carrying solely refugees.

The next statement shows displaced persons admitted to Canada, according to their racial origin. It does not agree with the previous statement, because

the figures are only given to February. We cannot give figures on racial origin within a few days of admission.

The next statement shows the admission of displaced persons, up to February, according to their last permanent country of residence, that is their country of residence before they were displaced persons. It is interesting.

The last statement shows the immigration of displaced persons to Canada, by groups and destinations, that is by labour groups and provinces to which they were destined.

Those are all the immigration statistical statements that I have.

Hon. Mr. ROEBUCK: That information should be most valuable.

Mr. JOLLIFFE: There are some other statistics that you asked for, but they are referred to later in your letter, senator.

Hon. Mr. ROEBUCK: Yes. The next question asks about the general arrangement of the Immigration Act, the possibility of improvement, and general revision. That really fits into the next one: Has any special study been made of the Act since its passage many years ago? If so, when and by whom? I also asked for copies of the report, if any. After dealing with these questions we can go on to the matter of déportation.

Mr. JOLLIFFE: There has been no special study of the Act since its passage. The basis of the present Act is the Act of 1910. It has been amended from time to time, the most extensive amendment having been made in 1919. The original Act of 1910 stipulated that domicile was acquired after two years' residence. That was later raised to three years, and, in 1919, I think, to five years. The arrangement of the Act is briefly as follows. The first sections deal principally with interpretation and define the acquisition of domicile and the laws of domicile. Perhaps I might say here that when an immigrant acquires domicile, that is after he has resided in Canada five years following his admission for permanent residence, he is not subject to deportation unless he comes within one of two excepted classes. Those two classes are: First, aliens who have been convicted under, I think it is, Paragraph (d) of Section 4 of the Opium and Narcotic Drug Act. That is, aliens who are drug peddlers or convicted of certain offences under the Act.

Hon. Mr. ROEBUCK: Unless such a person was born in Canada he is subject to deportation?

Mr. JOLLIFFE: This applies to aliens, sir.

The second block of sections, if I may so term them, relates to the prohibited classes, defines in detail the classes of persons prohibited from admission to Canada. The third set of sections relates to the duties and authority given to immigration officers. May I say here that these sets of sections are not set out as such in the Act; I have set them out in this way simply for the convenience of the committee.

The next group relates to the appointment, authority and procedure of immigration boards of inquiry. Immigration boards of inquiry are used for two purposes: First, to determine the admission to Canada of any applicant of whose admissibility the primary examining officer has doubt. The Act provides that under such circumstances the applicant shall be examined by an immigration board of inquiry or officer acting as such, at which board the applicant has the right to be represented by counsel, and the right to appeal if he is rejected. The next sections deal with the matter of appeal, the class of people who are entitled to appeal if rejected or ordered deported, and the class of people who are not entitled to the right of appeal.

Hon. Mr. ROEBUCK: Who is not entitled to appeal from the board?

Mr. JOLLIFFE: An applicant for admission who is refused admission by the board on the basis of a medical certificate issued by a medical officer establishing that he comes within certain of the prohibited classes; for instance, if he is insane, epileptic, suffering from a loathsome disease, and so forth.

Then there are several sections which set out the procedure to be followed in connection with the admission of persons applying for entry either by sea or air.

The next, is the provision of regulations to be made by the governor in council; first, prohibiting or limiting in number the admission of immigrants belonging to any nationality or race, specified class or occupation, for reasons stated; and secondly, requiring immigrants and non-immigrants to possess money to a prescribed minimum amount; and thirdly, to require the applicant for entry to produce passports and to have them visaed, if so required.

Hon. Mr. ROEBUCK: You do not enforce the money requirement now, do you?

Mr. JOLLIFFE: No. Those are the sections on which the existing regulations providing for the admissible classes are based, senator.

Next are the sections giving authority for the deportation of prohibited and undesirable classes. Following that are the sections dealing with obligations of transportation companies as to rejection and deportation. Then the regulations governing the handling of seamen, the filing of manifests, and related subjects. Then the sections dealing with the protection of immigrants, and finally a general provision regarding prosecutions under the Act.

That is a complete outline.

Hon. Mr. DUPUIS: You said that there are two classes of people who, though having acquired domicile in Canada, can be deported. You mentioned one class—aliens who are drug peddlers—but you did not mention the other class.

Mr. JOLLIFFE: I am sorry I overlooked the second class. That relates to people who advocate the overthrow of government by force or violence and so forth.

Hon. Mr. DUPUIS: If I understood you correctly, you said that immigrants cannot be deported after they have been in Canada for five years. Is that so of immigrants who have not become naturalized?

Mr. JOLLIFFE: I referred to people who upon acquiring domicile are not subject to deportation. Their nationality has nothing to do with it; it is simply a question of residence, following legal landing. The two exceptions are the class coming under the Opium and Narcotic Drug Act, and the class that I have just mentioned. Domicile does not prevent deportation in those cases.

Hon. Mr. ROEBUCK: Naturalization would, would it not?

Mr. JOLLIFFE: Citizenship does.

Hon. Mr. DUPUIS: That is what I was anxious to know.

Mr. JOLLIFFE: Yes, citizenship does. Under the Opium and Narcotic Drug Act it is an alien who is affected; and in the second class of persons that I referred to, it is persons other than Canadian citizens. There is a distinction there.

Hon. Mr. DUPUIS: Of course, it is clear that such people could not be deported if they have obtained their legal entry into Canada.

Mr. JOLLIFFE: That is, people in the first class.

Hon. Mr. DUPUIS: The so-called Count de Marigny had not obtained legal entry into Canada; that was the trouble in his case.

Mr. JOLLIFFE: That is right. He was an applicant for admission.

Hon. Mr. DUPUIS: But his application was refused?

Mr. JOLLIFFE: Yes.

Hon. Mr. DUPUIS: That indicates that a high officer of the Immigration Branch had good judgment, because it was not overridden by the Supreme Court.

Mr. JOLLIFFE: Have I said sufficient on that point?

Hon. Mr. ROEBUCK: No, I do not think so. You have not told us what the machinery is; I should like to go into that subject.

Mr. JOLLIFFE: The persons who are subject to deportation are, first, any person other than a Canadian citizen, or a person having a Canadian domicile, who enters Canada illegally. For instance, a person may come to Canada as a stowaway on a ship, and leave the ship and go into the interior of the country and take up residence there. That man has not been admitted by an immigration officer and is illegally a resident in Canada. He is subject to deportation.

Hon. Mr. ROEBUCK: The question of domicile will never affect him.

Mr. JOLLIFFE: If he is in possession of domicile, of course deportation will not apply.

Hon. Mr. ROEBUCK: He was never legally admitted, therefore he has never acquired domicile.

Mr. JOLLIFFE: That is right. A further person subject to deportation is one who enters Canada as a non-immigrant, for instance a visitor, who remains in Canada and does not report such a fact. In other words, a visitor comes to Canada and stays in Canada illegally. The other classes are set out in Section 40 of the Immigration Act. They are people which one might call the undesirable classes; those who have had moral lapses, inmates of jails, penitentiaries and those who become inmates of mental institutions. Those various classes are set out in Section 40.

Hon. Mr. ROEBUCK: At that point I have one or two questions I should like to ask, concerning whether our laws and regulations are satisfactory and humane. I understand that a person may come to this country perfectly healthy and sane, having been regularly admitted, but within the five years suffers some mental trouble and becomes an inmate of an institution, and then becomes deportable. There is, I understand, a system of reporting to the Immigration Department by all these institutions the names of everyone who has not already acquired domicile and becomes an inmate. The general result is to close the institutions to people who have not domicile.

Mr. JOLLIFFE: The Act requires that the clerk, secretary or official of a municipality in Canada shall report to the Minister the inmates of those institutions where they are not Canadian citizens and do not have domicile; that is to say, if a man is convicted and put into a reformatory, the warden presumably questions him, and if in the view of the warden he has not permanent status in Canada under this section, he is required to file a complaint with the Minister. The result of that action is that the issuing of an order for the examination of that person by either an immigrant board of inquiry or an officer having the authority and power of an immigration board to examine him. The board conducts the examination, and if the evidence establishes that the person being examined is subject to deportation under the provisions of the Act, deportation is ordered, and the person concerned is notified of his right of appeal to the Minister. There is a record of the evidence taken and a transcript of it is sent in by the officer-in-charge to the department, with a full report on the case which he has examined. On the appeal the Minister is supplied with all the facts of the evidence and, as a matter of fact, the complete file is placed before him for final decision. That, briefly, is the machinery provided.

Hon. Mr. ROEBUCK: What discretion has the Minister? Let me explain my question by the use of an illustration. We have a rule here, Mr. Jolliffe, that we may not discuss individual cases, but we can take the knowledge which we get from those cases and discuss them. I know a young girl who was discovered in a concentration camp shortly after the close of the war, or perhaps even while the war was still on and the Army had overrun the territory

in which the concentration camp was placed. A letter came home to the parents of the girl, who was about twenty years of age. I succeeded in getting that girl into England. I think it was the only triumph I had along those lines in those years. It was accomplished through the Minister in England. She was taken to England and stayed there for a year or so before transportation could be obtained to bring her to Canada. She entered Canada apparently a normal person, but had been through a terrible ordeal.

Hon. Mr. DUPUIS: Were her parents Canadian?

Hon. Mr. ROEBUCK: Her father was naturalized; they were of Polish origin. The girl came here and was here for a year or so when some trouble developed. The doctor advised her to go to Whitby, which she did. She was discharged from the Whitby Hospital as all right, and the report went into Ottawa from the Whitby institution. A board was appointed and it was found that she had been in the institution—there was nothing more to it than that. An order of deportation was made against her. True, the order has not been executed for one reason that there is no place to deport her, and secondly to take her away from her family would be as cruel as anything I could imagine. She has not been deported, but the order stands.

My point is this: has the Minister any discretion in a case of that kind? Let us postulate that the girl is now medically sound, according to the doctor's report, and that she remains sound for the next fifty years of her life. During that fifty year period has the Minister any power to do anything about the order at all, or does it forever hang over her head?

Mr. JOLLIFFE: It is difficult to deal with this question on the basis of an individual case.

Hon. Mr. ROEBUCK: Do not deal with that case, Mr. Jolliffe, but only use it as an illustration. What you say has no application to any case you or I have in mind.

Mr. JOLLIFFE: The Act is silent as to the discretion allowed the Minister on an appeal. I suppose the discretion of the Minister would be determined in an endeavour to carry out the intent of the Act. There are certain classes of cases about which there can be no doubt as to what the Minister would do. For instance, a person may become a public charge, and under the procedure I have mentioned he is ordered deported; the deportation order is not carried out, and later the person is found not to be a public charge but is self-supporting. Then, undoubtedly the Minister could quash that order of deportation, because the reason for the deportation does not exist.

Hon. Mr. ROEBUCK: Why would that procedure not apply to the person who has had some nervous trouble and gotten into an institution? Why could the Minister not quash the order?

Hon. Mr. DUPUIS: Generally speaking, Mr. Jolliffe, and looking at it logically, if a person subject to deportation under the classifications outlined in Section 40 has the right of appeal to the Minister, can we not assume that the Minister could quash an order for deportation in any case at all?

Mr. JOLLIFFE: I doubt whether there is any authority for the Minister to quash a deportation order in any kind of a case.

Hon. Mr. DUPUIS: Then the right of appeal is nil?

Mr. JOLLIFFE: No.

Hon. Mr. DUPUIS: What is the use of an appeal if the Minister has no discretion?

Mr. JOLLIFFE: I think the Minister has a right to defer action on the deportation order, which the Minister frequently does, basing his action on humanitarian grounds.

Hon. Mr. ROEBUCK: Is this not the fact, Mr. Jolliffe? The appeal is on a question of fact, and a question of fact only? It is not on a question of law. If the law says that under certain circumstances a person shall be deported, an appeal will be as to whether the circumstances exist; and the Minister, when he finds the circumstances do exist, has no discretion under the Act at all, but must sustain the deportation order?

Mr. JOLLIFFE: Yes.

Hon. Mr. ROEBUCK: The Minister, like our courts, frequently finds a method of circumventing a barbarous law. I think that is what the Ministers have been doing; they sustain the order but do not enforce it.

Hon. Mr. HORNER: Is there no limitation within which such an order may be deferred and still be kept alive?

Mr. JOLLIFFE: No.

Hon. Mr. HORNER: The order may remain alive for ten or twenty years.

Mr. JOLLIFFE: There is no limit as to how long a deportation order may stand.

Hon. Mr. ROEBUCK: Take the young woman I have mentioned, she will be subject to this deportation order as long as she lives. Is that not so?

Mr. JOLLIFFE: Yes.

Hon. Mr. ROEBUCK: Subject to that order, she cannot acquire domicile, she can never become a citizen, she can never leave her country for any other country because she cannot get a passport, and she remains under that cloud for the rest of her life just because her father did not consult a lawyer in time. There is no other reason. If I had been consulted I would have stopped her going into that institution.

Hon. Mr. FERLAND: In that case, I believe, the minister could recommend the issuing of an order in council admitting again that person.

The CHAIRMAN: Senator Crerar, probably, could tell us.

Mr. JOLLIFFE: It is statutory.

Hon. Mr. FERLAND: Would it be against the law?

Mr. JOLLIFFE: Yes. An order in council would not change the situation.

Hon. Mr. HAIG: Before you answer Senator Roebuck, let us consider the question regarding this young lady. In this particular case I would agree with Senator Roebuck; but, supposing in twenty years from now she has to be sent back to a mental institution and kept there for the rest of her life, must we not consider that possibility? She has been there once already. I have in mind the case of a person who was born in Canada, so it does not apply here. The husband died; and I could not understand a provision in the will that while the wife and I should be the executors, if there were any lapse she should cease to be an executrix and "my other executor" should be the sole executor. I could not understand that at the time, because at the time I did not know that she had formerly been in a mental hospital. She has now lapsed again in a mental hospital, according to the medical officer, for life, although he may be right or wrong. But why should the people of Canada support somebody who came out here, was here for four years, went to a mental hospital, and, as often happens, was cured temporarily, but later has to be sent back? That is the problem which underlies this section. We have in Manitoba a considerable number of Poles who came out as workmen, had to be admitted to a tuberculosis hospital, and probably will never work again. I do not suppose you can deport them; there is no place to deport them to. But I want to be assured that people cannot come here and then be a charge on this country; and that is what you are inviting if you relax these provisions. That is the point I put up to Senator Roebuck. From a sentimental point of

view I agree with what he said, but as Senator Crerar has remarked, there is a limit to what this country can do. That is what I think underlies this act, and I think Mr. Jolliffe is right, that the act must be complied with. He can find, of course, that in any particular case the evidence does not substantiate an order.

Hon. Mr. HORNER: In these modern days you must have regard to what medical science has done. We used to look on mental institutions as places where no cure could be expected, but where these people could be taken care of. Now anybody with any nervous trouble at all is advised by doctors to go to these institutions for treatment, and great numbers go there, return home, and their trouble never returns in their lifetime. New methods of cure have been found and many cures take place. So I think the situation today is somewhat different.

Mr. JOLLIFFE: In reply to Senator Roebuck, I was intending to refer to that phase of the question. Of course there are two sides to these things, and there are cases where humanitarian considerations arise and grounds are shown upon which, where a deportation order is being considered, on appeal, the deportation is deferred. We have had cases where, because there is a Canadian wife and a Canadian-born child, deportation has been deferred, and within the next year or so the person who has been ordered deported has got into worse trouble and has continued to be undesirable in Canada. But if that first appeal had been sustained you could not remove that man from the country, however bad he became. A similar difficulty arises with some of these mental cases which are recurring: once the domicile is acquired, deportation, of course, is out of question.

Hon. Mr. ROEBUCK: If we are going to follow Senator Haig's thought to its ultimate conclusion in the protection of Canada against newcomers, we should never have that provision with regard to domicile, but all of them should be subject to deportation at any time they become public charges, or become sick, or something of that kind. You see, it is a matter of judgment where you draw the line.

Hon. Mr. HAIG: We judged five years to be a reasonable period of testing.

Hon. Mr. ROEBUCK: If that young woman—to use her as an illustration throughout our discussion—stayed for five years without a mental lapse, would not the humanitarian and decent thing to do be to remove that cloud? Maybe that is a matter of opinion on which you do not wish to express any views, Mr. Jolliffe. But it looks to me kind of thin to hold that sort of cloud over a woman's head or a man's head who becomes mentally ill, or who goes into a hospital suspected of being mentally ill, I should say, and is discharged, or who becomes unemployed and a public charge—as thousands did in the hungry thirties—to hold that over their heads for all the rest of their lives, preventing them from getting domicile, from becoming citizens, or from travelling in neighbouring countries. But worst of all is to hold the cloud over them.

Hon. Mr. ASELTINE: It would be a lot better than having to go back to the country where they came from.

Hon. Mr. ROEBUCK: You mean that that would be worse still?

Hon. Mr. ASELTINE: A lot worse.

Hon. Mr. ROEBUCK: And there is no telling when a change of policy might take place, and the order be enforced.

Hon. Mr. BURCHILL: Do I understand that the minister has no discretion at all?

Hon. Mr. ROEBUCK: As I read the act, he has none.

Hon. Mr. BURCHILL: Would it not help the situation a lot if the minister were given discretion?

Hon. Mr. ROEBUCK: Why, of course, and I think that that is what we ought to do. It is a matter of judgment, and what Senator Haig has said proves it, because if you followed what he said to its logical conclusion, we would never get them domiciled.

Hon. Mr. HAIG: Only those who were affected within the five years. Do not misunderstand what I said. Once a person lives here clear of trouble for five years he acquires domicile. That ends the matter.

Hon. Mr. ROEBUCK: Yes.

Hon. Mr. HAIG: But if within that time he gets in a mixup, or becomes sick, or goes to jail, the provision applies. Take the case of this fellow in Toronto who shot this old man, and tears were shed down all the streets. Now he ups and shoots another man. Sentimentality may lead us into a lot of trouble.

Hon. Mr. ROEBUCK: There is no sentimentality about that.

Hon. Mr. HAIG: If within five years there is nothing wrong with them, they are admitted; but if within that period there is a breakdown, mentally or morally or in any other way, and they are undesirable, this provision applies, and it should stay there, not subject to anybody's choice, but as a matter of law.

Hon. Mr. ROEBUCK: You recognize that it applies if a person has to get relief within five years.

Hon. Mr. HAIG: Do we want those people in this country?

Hon. Mr. ROEBUCK: My dear fellow, there were thousands on relief in the hungry thirties, through no fault of their own.

Hon. Mr. HAIG: That condition existed all over the world.

Hon. Mr. ROEBUCK: That is right; but why should we pile on a fellow like that and make him an outcast and Ishmaelite for life.

Mr. JOLLIFFE: We do not, there, senator. The condition on which a deportation order in the case of a public charge arises ceases to exist when the man becomes self-sustaining. Then, I think, the minister has a perfect right to quash that order, because the condition does not now exist.

Hon. Mr. ROEBUCK: Why, then, Mr. Jolliffe, if a person becomes sane, and doctors report that there is no more reason to expect that that person will go mentally deficient rather than anybody else, should this provision apply? You know we are all subject to such an affliction. None of us has an iron-clad protection against mental difficulties. In that case could we not quash an order on the recommendation of a doctor that the person is all right?

Mr. JOLLIFFE: The law states not when a person has been previously insane.

Hon. Mr. CRERAR: Senator Roebuck, your argument is that the law should be changed?

Hon. Mr. ROEBUCK: Yes. If I had it in my hands I would give the minister a better discretion so that he could quash an order of that kind if he thought the circumstances justified it.

Hon. Mr. CRERAR: It is a good point.

Hon. Mr. HAIG: I would not like to be the minister.

Hon. Mr. CRERAR: Section 18 of the act, which is the section that deals with that, provides that there is no appeal to the minister where they come within the following: idiots, imbeciles, feeble-minded persons, epileptics, and insane persons. Now it may be a good question as to whether in the case you cited a moment ago, the person is considered insane under the law. It might be difficult to determine that.

Hon. Mr. ROEBUCK: It would be a matter of medical evidence, would it not?

Hon. Mr. CRERAR: I think that in the case you cited if I were the minister I would take a chance. I certainly would suspend the deportation order.

Hon. Mr. ROEBUCK: They have done that.

Hon. Mr. CRERAR: Well, then, if the deportation order was suspended the assumption is that if the person remains in good health he will not be disturbed.

Hon. Mr. ROEBUCK: But we must realize that he can never become a citizen and never travel in foreign countries.

The CHAIRMAN: It is enough to cause a further relapse.

Hon. Mr. ROEBUCK: And that order is always there to be forced if the deferring ceases.

Hon. Mr. HAIG: Madam Chairman, I again stress the terrific load that is potentially built up. Let me diverse a little moment, if I may, and give an illustration. In my city there are forty-five children between the ages of seven and fourteen who are being kept in a school. They are costing the School Board of Winnipeg \$8,000 a year to be taken care of. I do not say that this should be done, but it is an awful problem and I think there should be a limit. When I entered the legislature of Manitoba some thirty years ago we had two mental institutions that were only partly filled. Now they are both filled and in addition we have a large hospital, which is a testing ground where probably 150 or 200 more people are undergoing tests. That situation prevails all across Canada. There has been a tremendous increase in the number of patients being placed in mental institutions. It seems to me that a good many of these people were let into this country too easily.

Hon. Mr. CRERAR: Would the problem not require some examination?

Hon. Mr. HAIG: Absolutely.

Hon. Mr. CRERAR: I think you will find a lot of people in the mental institutions are some who have never been outside of Canada.

Hon. Mr. HAIG: Because of the terrible experience they had in Europe over the last four or five years, there may have been a breaking down of the mental processes of some people and they may never be cured again. We want to be careful of letting these people come to Canada.

Hon. Mr. ROEBUCK: I think discretion would be a good thing. I would trust the minister but I do not like these sweeping condemnatory laws. I had another experience that I might tell the committee about. An immigrant who came from the British Isles had been here about five years. He had established himself in business and ran two or three businesses and worked himself into a nervous condition. He voluntarily went to a psychiatric hospital where they looked him over and gave him a week's observation and then said, "Now, you have to cut out this over-working of yours and you will be all right". He went home and started to relieve himself of some of his over-burden. In the midst of it he got an order of deportation stuck into his hand, not only for himself but for his wife and family. They were all to be deported. However, I was able to get him out of his trouble by proving that the psychiatric hospital was not the kind of institution referred to in the act, and of course it was not.

Mr. JOLLIFFE: And the appeal was sustained?

Hon. Mr. ROEBUCK: Yes, but supposing he had gone to Whitby instead of the Toronto institution. They are very much the same.

Mr. JOLLIFFE: He would have had to be admitted to Whitby. The institutions are different. The one he went to was a psychiatric hospital. I do not know the case but I am assuming that he was not an admittant. He would have had to be admitted to Whitby.

Hon. Mr. HAIG: There are two institutions to go to in Winnipeg. If you go to the psychiatric hospital you do so voluntarily.

Mr. JOLLIFFE: The point I was making was that if he went to Whitby he would go there following commitment by a medical board stating that he was insane. However, he went voluntarily to the institution where he was observed, and he was not in a mental institution as defined in the act. That is where the minister exercises his right and authority and decides that the man might have been improperly ordered deported.

Hon. Mr. BURCHILL: How is it possible that a deportation order could be issued if the man went to the hospital voluntarily?

Mr. JOLLIFFE: It is like any other judicial procedure. Human nature being what it is, there is the possibility of error. The board that ordered deportation evidently overlooked the fact that he went to a psychiatric hospital voluntarily, but it was recognized by the minister and he quashed the order. That is the protection the man gets from his right of appeal.

Hon. Mr. ROEBUCK: That is a good illustration of what the appeal actually does. It would be a terrible thing if we did not have that provision.

Mr. JOLLIFFE: There are frequent cases of rejection on orders of deportation where the minister finds the facts do not warrant sustaining the appeal.

Hon. Mr. PIRIE: Madam Chairman, did I hear Senator Roebuck saying a few minutes ago that a person was not deported or that the deportation order was not exercised because there was no place to deport him to? Do we allow people into this country as immigrants when in two or three years we find that we have to deport them and there is no place to send them to?

Mr. JOLLIFFE: Prior to the war we did find, senator, that a man would be admitted from a certain country on a passport and, as an example, the man may have obtained the passport by illegal means. The production of a passport is evidence of his citizenship. You apply for deportation and the country that issued the passport states the man was not a citizen and that he obtained his document by false statements, and they say they will not accept him because he is not a citizen of that country. That is one class of case where we could not deport. Three or four years from now you would probably not be able to deport a displaced person, because there would be no country to send him to.

Hon. Mr. PIRIE: Do you think that those people over in Europe are being screened carefully?

Mr. JOLLIFFE: I am prepared to say they are getting the closest examination that it is humanly possible to give them. They are blood-tested, X-rayed, and examined by medical officers who have been trained in this particular phase of medical inspection.

Hon. Mr. ROEBUCK: There was never anything approaching this examination in the past?

Mr. JOLLIFFE: We have never before reached such a stage of—I was almost going to say, perfection, but I dare not say that.

Hon. Mr. ROEBUCK: No.

Hon. Mr. DUPUIS: A slip of some kind is always possible. I am reminded of a case that I knew of during the war. A man who was a patient in a mental institution at Longue Pointe escaped and applied to the recruiting officer at Longueuil for enlistment. He passed through the hands of three psychologists and was declared to be a suitable recruit. Afterwards he proved to be insane and was sent back to the asylum, but eight months later he again escaped and, after further examination by psychologists, enlisted at Montreal in a Scottish regiment. As I say, there may be a slip at times.

Mr. JOLLIFFE: There is bound to be some slip. It is impossible to have your examinations 100 per cent perfect.

Hon. Mr. PIRIE: But not many of these people would become subject to deportation?

Mr. JOLLIFFE: No. I think the answer to that, sir, is that as we have been able to improve the medical examination and the civil examination overseas, the number of people who have broken down in Canada has been, comparatively, steadily decreasing.

Hon. Mr. DUPUIS: You are now talking of the screening in Europe. One member of the committee, I think it was Senator Haig, referred some time ago to Polish people who are suffering from tuberculosis.

Hon. Mr. HAIG: They were farm labourers who were brought out to this country from Italy. They were not screened as are those people that Mr. Jolliffe is talking about.

Hon. Mr. DUPUIS: Were they not examined?

Hon. Mr. HAIG: They were not X-rayed. The Dominion Government admitted that it was in fault in this matter; and that is why the Dominion, and not the province of Manitoba, is carrying the cost of these patients at the Brandon hospital.

Hon. Mr. ROEBUCK: We had no immigration men in Italy at the time.

Hon. Mr. HORNER: Those men chiefly came from England.

Hon. Mr. HAIG: No, they were Polish soldiers in Italy.

The CHAIRMAN: The Manitoba government would not have been responsible for them, in any event. If the Dominion had not undertaken to look after them, the British government would have.

Hon. Mr. DUPUIS: I was surprised when I read in the newspaper that they came here without being examined.

Hon. Mr. HAIG: They were examined, but not given an X-ray. I understand that unless a person is X-rayed you cannot tell whether he has tuberculosis.

Hon. Mr. CRERAR: Anyway, thousands of people are walking around and attending to their businesses who, if X-rayed, would be found to have tuberculosis.

Hon. Mr. ROEBUCK: And in a good many cases the X-ray does not show up the presence of tuberculosis.

Hon. Mr. HAIG: There are very few cases of that kind now, I understand.

Hon. Mr. ROEBUCK: We had got to the question of how many deportation orders are in abeyance, and whether any orders have been revoked. I presume that orders have been revoked in some way?

Mr. JOLLIFFE: Yes, orders are continually being revoked, with regard to public charge cases. I am sorry I cannot give you any figures as to the number of deportation orders standing in abeyance; we do not deal with them statistically.

Hon. Mr. HORNER: Would it be possible to have some time limit specified, say five to ten years, after which, if there had been no further trouble, the deportation order could be quashed and the person concerned allowed to become a citizen?

Mr. JOLLIFFE: I think that would require an amendment to the Act, sir.

Hon. Mr. HAIG: Yes.

Hon. Mr. CRERAR: That raises the point that it may be desirable to have some amendment of the Act. These sections were drafted many years ago and have remained in the statute ever since without question. Since then a great advance has been made in the examination and treatment of people for insanity. It might be that in a few years a board of psychiatrists would

pronounce sane a person such as Senator Roebuck referred to, and in that case the prohibition could be removed.

Hon. Mr. ROEBUCK: That is as far as I go, senator.

Hon. Mr. CRERAR: The point to be kept in mind is that this statute was drafted many years ago and probably could be improved today, in the interests of justice and humanity.

Hon. Mr. HAIG: We could amend the law so as to enable an applicant to apply for a further hearing after five or ten years. I would prefer that to giving the minister too much discretion.

Hon. Mr. BURCHILL: Do you not trust ministers ?

Hon. Mr. HAIG: I have not found them so trustworthy in income tax matters that I would wish to give them further discretion.

Hon. Mr. ROEBUCK: My last question was whether the system could be improved by giving greater discretion to the department or the minister. You may not wish to answer that directly, Mr. Jolliffe, but perhaps you could tell us if there is any reason why greater discretion should not be given to the minister.

Mr. JOLLIFFE: I do not know that I would care to answer that question, sir, except to say that there are so many factors entering into this question of deportation that I think the whole matter would well warrant very careful study; and linked up with that would naturally be the question of handling appeals.

Hon. Mr. ROEBUCK: I quite agree that we should have such a study, but how could we bring it about?

Mr. JOLLIFFE: That is hardly a question for me to answer.

Hon. Mr. ROEBUCK: We could recommend a study.

Hon. Mr. HAIG: Yes. We could recommend a study, and that special attention be given to the question of whether the power of the minister on appeals should be increased, and whether the Act should be amended to provide for application for reconsideration of a deportation order, after a lapse of five or ten years.

Hon. Mr. CRERAR: There might be other sections of the act.

Hon. Mr. DUPUIS: The whole act should be revised by a committee of this house or the House of Commons.

Hon. Mr. ROEBUCK: That is a departmental matter. What is required is a departmental committee.

Hon. Mr. HAIG: That is a better idea.

Hon. Mr. ROEBUCK: To make recommendations to the Minister.

Hon. Mr. HAIG: During the last two, three or four years the examinations overseas have developed tremendously. That development makes us feel a lot safer.

Hon. Mr. ROEBUCK: I think we may now leave the deportation question; it can be taken up when we make our report, the idea being that we will probably recommend a study.

What has been the cost of the Immigration department each year for the past twenty years, up to the last available figures? I thought that would be interesting information. You must be spending a good deal more money today than you did a few years ago.

Mr. JOLLIFFE: I have had prepared a rather detailed statement from the year 1927-28 up to the last fiscal year, giving the cost of the operation of the immigration service, broken down into various subdivisions. I think that will serve your purpose.

Hon. Mr. ROEBUCK: Will you give us the pith of that statement?

Mr. JOLLIFFE: Starting in the year 1927-28, the cost was just over \$3 million; the following year the cost was \$2,951,000; 1929-30 was \$3,091,000; in 1932 it had dropped to \$1,681,000; 1934-35, \$1,263,000; in 1940 it was \$1,497,000; 1943 the cost was \$1,600,000; 1945-46 the cost was \$2,085,000. As I said, the various years are broken down into classifications of activities.

Hon. Mr. ROEBUCK: The year 1945-46 showed less expenditure than years ago when the cost amounted to around \$3 million.

Mr. JOLLIFFE: A lot of money was spent on the Empire Settlement Scheme in the early days, assisted passages and that type of service.

Hon. Mr. CRERAR: The settlement of British families who came to Canada and many other things.

Mr. JOLLIFFE: That is correct.

Hon. Mr. CRERAR: The total expenditure is not only concerned with the admission of immigrants to Canada. It covers the expense of keeping inspectors at points across the border. Am I not correct?

Mr. JOLLIFFE: Yes. It is all detailed here.

Hon. Mr. CRERAR: For instance, a tourist coming into Canada has to pass an immigration officer and the same applies when he leaves Canada.

(For statement of expenses of immigration service see Appendix at end of today's report.)

Hon. Mr. ROEBUCK: Mr. Jolliffe, I asked you also for a statement with regard to the number of employees in the various divisions, so that we may see how the department has grown.

Mr. JOLLIFFE: I shall also file a statement containing that information, starting with the year ending March 1929 and up to and including February, 1948. The statement gives the figures for the early period, showing the head office staff, the district office staffs, the field staff in Canada, the field staff overseas, and when we had a staff in the United States that is also shown.

Hon. Mr. ROEBUCK: What about the growth of the immigration department?

Mr. JOLLIFFE: In March 1929 the total was 924; it dropped to a low of about 580, in 1941; since that time it has doubled and it now stands at 1,089.

(See Appendix at end of today's report.)

Hon. Mr. ROEBUCK: My next question was with regard to the activities of the department on the arrival of immigrants in Canada, with respect to placement, employment or settlement, education, citizenship or language. Does the department concern itself with that matter?

Mr. JOLLIFFE: The activities of the immigration service cease after the admission of the immigrant to Canada. There is follow-up work with regard to certain classes of immigrants, by the Department of Labour, such as domestics and group labour movements. There is no other follow-up work by the immigration service.

Hon. Mr. HORNER: For instance, in the lumber camps where the D.P.'s are working, the government men I meet there would be from the Labour Department?

Mr. JOLLIFFE: That is right, Senator.

Hon. Mr. ROEBUCK: My next question was, is the Department aware of any organization assisting the new arrival?

The CHAIRMAN: There is the Citizenship Branch of the Department of the Secretary of State.

Hon. Mr. ROEBUCK: Do you know what that branch does?

Mr. JOLLIFFE: I was going to comment on that. The Citizenship Branch issues publications and pamphlets in regard to citizenship. There is also an organization called The Canadian Citizenship Council, which is under the chairmanship of General Crerar, and is actively engaged in making arrangements for the integration of new immigrants.

The CHAIRMAN: I attended the conference of the Canadian Citizenship Council held in Montreal. There was a representative there from your branch.

Mr. JOLLIFFE: That was Mr. Benoit.

The CHAIRMAN: There were many groups represented at the conference.

Hon. Mr. ROEBUCK: I have a further question that you may have already answered. What means has the Department of learning of the success or failure of immigrants, individually and in groups, particularly in recent years?

Mr. JOLLIFFE: We would know of that from general reports. At the present time we have had no adverse reports of the settlement of these people in Canada within the past two or three years, which is an indication that their settlement is satisfactory.

Hon. Mr. ROEBUCK: No news is good news.

Mr. JOLLIFFE: That is the basis; no news is good news.

Hon. Mr. HORNER: You do get reports from the officials of the Labour Department?

Mr. JOLLIFFE: Yes, reports come from that source; they also come from our own district offices. We have, as you know, an organization spread all over Canada.

Hon. Mr. ROEBUCK: I have completed the series of questions I set up in advance.

The CHAIRMAN: Are there any further questions to be asked of Mr. Jolliffe, or may he be released?

Hon. Mr. ROEBUCK: I am sure that when we read the schedules to today's report we will get a great deal of information from them. I want to thank Mr. Jolliffe for what he has done. This has been one of the richest meetings that this Immigration Committee has held in the way of investigation, learning, study. It has been a magnificent meeting: and for that we are indebted to Mr. Jolliffe.

The CHAIRMAN: I think we are all grateful to Mr. Jolliffe.

Hon. Mr. CRERAR: Mr. Jolliffe, just before you go: There is some movement from Holland, is there not?

Mr. JOLLIFFE: Yes, senator.

Hon. Mr. CRERAR: Practically outside the range of displaced persons?

Mr. JOLLIFFE: Last year we were successful in arranging for the admission of approximately 3,000 Dutch immigrants, who are agricultural people emigrating to Canada because of the lack of opportunity for agricultural settlement in Holland due to the ravages of the war. These people, whilst they come to Canada for settlement on Canadian farms as farm workers, are not what you would ordinarily term farm labourers; they are men who have families, who have money in Holland which they cannot bring to Canada now, due to monetary controls, but who want to settle on their own farms. These people are being placed on farms, in the kind of farming that they are used to in Holland; eventually they will purchase their own farms in Canada. I may say that most of them have families, and quite large families. This year we have arranged to move 10,000 of these people.

Hon. Mr. ROEBUCK: How many are here now?

Mr. JOLLIFFE: Approximately 2,000 have arrived this year. I may be a little high on that figure, but by the end of the month we hope that 2,000 will have come.

Hon. Mr. ROEBUCK: And they are a very fine lot of people.

Hon. Mr. CRERAR: Are there any restrictions on the movement of these people from Holland to Canada?

Mr. JOLLIFFE: Not of these people.

Hon. Mr. CRERAR: What I have in mind is this. Between the wars most of these Western European countries discouraged emigration to other lands. Do those restrictions still obtain?

Mr. JOLLIFFE: I am sorry to say they do, sir. We cannot go into those countries and solicit settlers.

The CHAIRMAN: The ambassador says, of course, that the advantage now is that the people we want are the people for whom there is no room in Holland. They do not want to let their technical or professional people go, but they are glad to let their agriculturists go.

Hon. Mr. CRERAR: I would take all the people I could get from Holland, Denmark, Norway and Sweden.

Mr. JOLLIFFE: Yes. But we cannot go in there.

Hon. Mr. BURCHILL: Where do these people go, mostly, when they come to Canada?

Mr. JOLLIFFE: The Dutch? So far the largest number have come into Ontario, but this year quite a number are spreading into all the provinces.

Hon. Mr. BURCHILL: But not in the Maritimes?

Mr. JOLLIFFE: Yes. There will be quite a number going to Nova Scotia, and some to New Brunswick.

Hon. Mr. BURCHILL: How does one get in touch with them?

Mr. JOLLIFFE: Through the provincial agricultural representatives. The farmer files his application—

Hon. Mr. BURCHILL: With the provincial authorities?

Mr. JOLLIFFE: Yes, and also with the federal authorities. The applicant outlines his requirements and he is furnished with the name of a suitable Dutch farmer through the Netherlands authorities. When the application is approved by Immigration, the immigrant is brought forward.

(At this point, Hon. Mrs. Wilson vacated the Chair, which was taken by Hon. Mr. Crerar.)

Hon. Mr. BURCHILL: In other words, they are all fixed before they leave Holland?

Mr. JOLLIFFE: That is right.

Hon. Mr. DUPUIS: So, if I understand well, it is each provincial agricultural department which makes the request to the federal authorities, and then they send to Holland?

Mr. JOLLIFFE: The farmer who wants a Dutch family files his application through that representative and his application is approved by the nearest immigration officer, who completes the action. You see, the farmer does not know the immigrant. There has to be some point where the two are brought into contact; and that is done through the co-operation and assistance of the Dutch authorities.

Hon. Mr. DUPUIS: Yes, but it has got to pass through the provincial government?

Mr. JOLLIFFE: Not necessarily.

Hon. Mr. DUPUIS: I thought you said that.

Mr. JOLLIFFE: Well, the farmer can file his application with the agricultural representative. He can equally well file his application with the nearest immigration office. It is not a necessity that he file it through the agricultural representative.

Hon. Mr. FERLAND: Have you received any applications from the Department of Agriculture from Quebec or some other authorities from Quebec?

Mr. JOLLIFFE: No doubt we have. I could not make a positive statement without further reference. But it would be handled in the province of Quebec exactly in the same manner as in any other province.

Hon. Mr. DUPUIS: Could we have statistics by provinces of the applications made by each province for this type of immigrant?

Mr. JOLLIFFE: I doubt whether we could give you statistics on the number of applications through each province. We could undoubtedly give you the number of immigrants coming to the province.

Hon. Mr. DUPUIS: We would like to have that.

Hon. Mr. HORNER: Those Dutch people will be chiefly dairy farmers?

Mr. JOLLIFFE: Largely, I would presume.

Hon. Mr. HORNER: They would soon wipe out any idea of a butter shortage in this country.

Mr. JOLLIFFE: They would not all be dairy farmers.

Hon. Mr. ROEBUCK: They are largely market gardeners, are they not?

Mr. JOLLIFFE: Some of them are market gardeners.

Hon. Mr. ROEBUCK: Will the Dutch government continue providing the transportation for these Dutch settlers, as I think they did at the opening of the movement?

Mr. JOLLIFFE: The Dutch government does not pay the transportation.

Hon. Mr. ROEBUCK: Well, they furnish the ships.

Mr. JOLLIFFE: They furnish the ships.

Hon. Mr. ROEBUCK: Or I should say, tubs.

Mr. JOLLIFFE: They furnish the ships, and I think that will continue.

The ACTING CHAIRMAN: Well, in view of the situation in the Dutch East Indies we may hope for a fairly substantial number of Dutch immigrants to this country; and they are an excellent class of settlers.

Hon. Mr. HORNER: With substantial sums of money, too.

Mr. JOLLIFFE: Yes, that is true. All these people have money, which they cannot transfer now, but which they will be able to transfer later.

The ACTING CHAIRMAN: I would not worry much about the money, if they are willing to work.

Hon. Mr. PIRIE: But they do not own their own farms here if they cannot bring the money over? They are just working for other farmers in Canada?

Mr. JOLLIFFE: That is right. But we had some who came that way last year who are negotiating to purchase farms this year, because they have quite large families, and all the family work, and inside a year some of them have a few hundred dollars that they can put down on a farm.

The ACTING CHAIRMAN: They will not be here many years before they will be fine farmers.

Hon. Mr. DUPUIS: I should like to touch on another point. There is in Europe a huge quantity of abandoned children. In the city of Montreal and district there is a movement to adopt these children. Is there a definite policy in that regard? I understand that the archbishop of Montreal has issued a letter

to all the parishes of the district asking that at least one thousand of these children be adopted.

Mr. JOLLIFFE: There is an application before the department for admission of 1,000 children.

Hon. Mr. DUPUIS: Is this policy followed in every province or is it a single movement in Quebec?

Mr. JOLLIFFE: The application to which I have reference, and to which I think you have reference, is that of the Catholic Immigrant Aid Society for the admission of 1,000 children. That application is now under review by the department.

Hon. Mr. DUPUIS: Is it your knowledge that there is a large number of these orphans?

Mr. JOLLIFFE: I could not answer that.

Hon. Mr. CRERAR: Is there any immigrant movement from the United States?

Mr. JOLLIFFE: Yes. It was not very large last year.

Hon. Mr. DUPUIS: Among the displaced persons there must be a large number of children.

Mr. JOLLIFFE: I could not make a statement, senator, as to how many there are.

Hon. Mr. ROEBUCK: Was there not a movement of Jewish children by Jewish organizations in Canada?

Mr. JOLLIFFE: That is right.

Hon. Mr. DUPUIS: If the department found ways and means to bring Jewish children here, how did they proceed?

Hon. Mr. HORNER: I remember one witness who appeared here who stated there were not so many children among the displaced persons because, under a certain age, they had been put to death in the concentration camps. So far as the German children are concerned, the German people are very much opposed to have them taken away from their country.

Hon. Mr. DUPUIS: As Mr. Jolliffe said, there is no way of bringing in Germans here.

Mr. JOLLIFFE: These children are displaced persons we are talking about. We have an organization in occupied territory for dealing with displaced persons.

Hon. Mr. DUPUIS: Have you any report from the organization overseas of the number of children they have?

Mr. JOLLIFFE: No. I was referring to our own organization which is an inspectional organization. The International Refugee Organization would have figures on the number of orphan children, and I would be glad to see if we have any information on that.

Hon. Mr. ROEBUCK: How are the examinations over in Europe with regard to health? Are the people standing up to them pretty well or are there a great many rejections?

Mr. JOLLIFFE: I have not the figures available but there is quite a percentage of rejections, very much higher than you would normally expect under normal conditions.

Hon. Mr. CRERAR: They will remain permanently the charge of the Refugee Organization?

Mr. JOLLIFFE: Yes, presumably.

The committee adjourned to the call of the chair.

## APPENDIX "C"

STATEMENT SHOWING THE NUMBER OF EMPLOYEES IN THE IMMIGRATION SERVICE EACH YEAR DURING THE PAST 20 YEARS FROM MARCH 31, 1929, TO FEBRUARY 29, 1948

Year ended	Head office (Admin.)	Sub. offices (District hqtrs.)	Field Staff Canada	Over-seas	U.S.A.	Total	Part-time
31/3/29.....	217	128	370	165	44	924	134
1930.....	212	133	391	179	40	955	136
1931.....	190	105	404	151	33	883	147
1932.....	145	103	440	78		766	151
1933.....	134	106	443	56		739	153
1934.....	122	98	397	47		664	164
1935.....	121	76	404	45		646	175
1936.....	115	75	376	46		612	203
1937.....	86	89	384	44		603	226
1938.....	84	87	376	42		589	209
1939.....	86	98	373	42		599	236
1940.....	83	98	385	36		602	234
1941.....	81	98	374	30		583	237
1942.....	78	98	397	24		594	237
1943.....	77	98	388	22		585	239
1944.....	74	97	372	22		565	249
1945.....	69	120	370	35		594	257
1946.....	95	117	475	47		734	251
1947.....	121	128	613	56		918	223
29/2/48.....	167	159	686	77		1,089	261

Part-time employees are not included in the total as they are full-time employees of the Departments of National Revenue, Transport or R.C.M.P.

## APPENDIX "D"

## STATEMENT OF EXPENDITURE—IMMIGRATION SERVICE

1927-28			
	Civil Government Salaries and Contingencies.....	\$ 313,416.16	
	Salaries of Agents, etc., Contingencies, General Expenses	1,852,317.08	
	Empire Settlement Scheme .....	633,689.48	
	Chinese Immigration, Salaries, etc. ....	61,237.97	
	Exhibitions, Salaries, etc. ....	136,510.21	
	Relief of Distressed Canadians .....	1,379.36	
	Buildings in Saint John, N.B. ....	19,564.06	
	Flat Increases to the Civil Service.....	26,307.67	
			<u>\$3,044,421.99</u>
1928-29			
	Civil Government Salaries and Contingencies.....	\$ 321,424.80	
	Salaries of Agents, etc., Contingencies, General Expenses	1,930,906.32	
	Empire Settlement Scheme .....	616,990.00	
	Chinese Immigration, Salaries, etc. ....	63,701.82	
	Relief of Distressed Canadians .....	1,197.84	
	Buildings in Saint John, N.B. ....	17,538.70	
			<u>\$2,951,759.48</u>
1929-30			
	Civil Government Salaries and Contingencies .....	\$ 334,420.56	
	Salaries of Agents, etc., Contingencies, General Expenses	2,049,469.23	
	Empire Settlement Scheme .....	641,477.23	
	Chinese Immigration, Salaries, etc. ....	56,635.15	
	Relief of Distressed Canadians .....	960.76	
	Buildings in Saint John, N.B. ....	8,788.29	
			<u>\$3,091,751.22</u>
1930-31			
	Civil Government Salaries and Contingencies .....	\$ 330,613.49	
	Salaries of Agents, etc., Contingencies, General Expenses	1,917,939.88	
	Empire Settlement Scheme .....	284,570.27	
	Chinese Immigration, Salaries, etc. ....	51,561.34	
	Relief of Distressed Canadians .....	1,178.00	
			<u>\$2,585,862.98</u>
1931-32			
	Civil Government Salaries and Contingencies .....	\$ 326,136.51	
	Immigration Salaries and Contingencies .....	1,759,983.49	
	Empire Settlement Scheme .....	68,238.23	
	Chinese Immigration, Salaries, etc. ....	41,778.07	
	Relief of Distressed Canadians .....	3,006.27	
			<u>\$2,199,142.57</u>
1932-33			
	Civil Government Salaries and Contingencies .....	\$ 275,123.18	
	Immigration Salaries and Contingencies .....	1,358,378.60	
	Empire Settlement Scheme .....	10,564.41	
	Chinese Immigration, Salaries, etc. ....	35,063.96	
	Relief of Distressed Canadians .....	2,023.56	
			<u>\$1,681,153.71</u>
1933-34			
	Civil Government Salaries and Contingencies .....	\$ 206,030.29	
	Immigration Salaries and Contingencies .....	1,147,395.52	
	Empire Settlement Scheme, including Grants Authorized by the Governor in Council .....	6,709.68	
	Relief of Distressed Canadians outside Canada .....	1,208.63	
			<u>\$1,361,344.12</u>

## STATEMENT OF EXPENDITURE—IMMIGRATION SERVICE—Continued

1934-35			
Civil Government Salaries and Contingencies .....	\$ 196,390 08		
Immigration Salaries and Contingencies .....	1,059,161 66		
Empire Settlement Scheme .....	6,813 54		
Relief of Distressed Canadians outside Canada .....	894 57		
			<u>\$1,263,259 85</u>
1935-36			
Civil Government Salaries and Contingencies .....	\$ 192,398 52		
Immigration Salaries and Contingencies .....	1,114,457 51		
Empire Settlement Scheme .....	8,501 67		
Relief of Distressed Canadians outside Canada .....	1,031 87		
			<u>\$1,316,389 57</u>
1936-37			
Civil Government Salaries and Contingencies .....	\$ 191,769 00		
Immigration Salaries and Contingencies .....	1,117,932 44		
Empire Settlement Scheme .....	370 89		
Relief of Distressed Canadians outside Canada .....	1,014 61		
			<u>\$1,311,086 94</u>
1937-38			
Civil Government Salaries and Contingencies paid from Vote for Dept. of Mines and Resources and not De- tailed by Branches .....			
Immigration Salaries and Contingencies .....	\$1,161,921 34		
Empire Settlement Scheme .....	9 30		
Relief of Distressed Canadians outside Canada .....	1,073 45		
			<u>\$1,163,004 09</u>
1938-39			
Administration of the Immigration Act and the Chinese Immigration Act .....	\$ 160,290 06		
Field and Inspectional Service—Canada .....	1,042,435 30		
Field and Inspectional Service—Abroad .....	124,194 46		
Relief of Distressed Canadians outside Canada .....	1,923 67		
To Provide for Investigations of Illegal Entry into British Columbia .....	5,880 55		
			<u>\$1,334,724 04</u>
1939-40			
Administration of the Immigration Act and the Chinese Immigration Act .....	\$ 162,276 02		
Field and Inspectional Service—Canada .....	1,051,717 10		
Field and Inspectional Service—Abroad .....	118,858 63		
Relief of Distressed Canadians outside Canada .....	5,325 63		
Total Ordinary .....	\$1,338,177 38		
WAR—Repatriation of Distressed Canadians Abroad .....	18,399 98		
Total War .....	18,399 98		
Grand Total .....			<u>\$1,356,577 36</u>
1940-41			
Administration of the Immigration Act and the Chinese Immigration Act .....	\$ 157,382 00		
Field and Inspectional Service—Canada .....	1,013,833 85		
Field and Inspectional Service—Abroad .....	92,856 30		
Relief of Distressed Canadians outside Canada .....	8,446 67		
Total Ordinary .....	\$1,272,518 82		
WAR—General Immigration Expenses—British Isles, and Canada .....	\$ 9,706 14		
Alien Seamen Scheme .....	16,267 95		
Canadian Interests Abroad—Apart from Germany, etc..	7,603 06		
Canadian Interests in Germany, etc. ....	153,021 52		
British Evacuee Children .....	38,493 39		
Total War .....	\$ 225,092 06		
Grand Total .....			<u>\$1,497,610 88</u>

STATEMENT OF EXPENDITURE—IMMIGRATION SERVICE—*Continued*

1941-42

Administration of the Immigration Act and the Chinese Immigration Act .....	\$ 156,787.09	
Field and Inspectional Service—Canada.....	1,044,329.07	
Field and Inspectional Service—Abroad.....	84,476.09	
Relief of Distressed Canadians outside Canada.....	3,668.97	
Total Ordinary .....	\$1,289,261.22	
WAR—General Immigration Expenses—British Isles, and Canada .....	16,931.11	
Alien Seamen Scheme.....	16,819.89	
Canadian Interests Abroad—Apart from Germany, etc..	5,144.27	
Grant to National Advisory Committee—Children from Overseas .....	78,800.00	
Canadian Interests in Enemy and Enemy Controlled Territories .....	81,269.79	
British Evacuee Children .....	721.03	
Return to France of French Fishermen ss. <i>Angelus</i> .....	5,564.57	
Total War .....	\$ 205,250.66	
Grand Total .....		<u>\$1,494,511.88</u>

1942-43

Administration of the Immigration Act and the Chinese Immigration Act .....	\$ 157,566.63	
Field and Inspectional Service—Canada.....	1,038,208.74	
Field and Inspectional Service—Abroad.....	71,925.37	
Total Ordinary .....	\$1,267,700.74	
WAR—General Immigration Expenses—British Isles, and Canada .....	15,816.98	
Alien Seamen Scheme .....	6,246.92	
Canadian Interests Abroad—Apart from Germany, etc..	13,592.39	
Grant to National Advisory Committee—Children from Overseas .....	50,000.00	
Canadian Interests in Enemy and Enemy Controlled Territories .....	40,154.31	
British Evacuee Children .....	299.62	
Repatriation of Wives and Dependents of Members of Canadian Forces—Overseas .....	22,651.00	
Evacuation of Canadian Citizens from the Far East....	10,890.02	
Total War .....	\$ 159,651.24	
Grand Total .....		<u>\$1,427,351.98</u>

1943-44

Administration of the Immigration Act and the Chinese Immigration Act .....	\$ 153,892.76	
Field and Inspectional Service—Canada.....	1,038,678.93	
Field and Inspectional Service—Abroad.....	68,021.91	
Total Ordinary .....	\$1,260,593.60	
WAR—General Immigration Expenses—British Isles, and Canada .....	15,007.58	
Alien Seamen Scheme .....	3,021.43	
Canadian Interests Abroad—Apart from Germany, etc..	7,053.68	
Canadian Interests in Enemy and Enemy Controlled Territories .....	244,823.27	
British Evacuee Children .....	3,717.89	
Repatriation of Wives and Dependents of Members of Canadian Forces—Overseas .....	39,245.35	
Evacuation of Canadian Citizens from the Far East....	15,695.87	
Return to France of French Fishermen ss. <i>Angelus</i> ....	543.48	
Payment to Province of Quebec re: British Women and Children Evacuees .....	17,093.63	
Payment to Council for Overseas Children, Montreal re: British Women and Children Evacuees .....	5,103.86	
Total War .....	\$ 351,306.04	
Grand Total .....		<u>\$1,611,899.64</u>

## STATEMENT OF EXPENDITURE—IMMIGRATION SERVICE—Continued

1944-45		
Administration of the Immigration Act and the Chinese Immigration Act .....	\$ 149,168.13	
Field and Inspectional Service—Canada.....	1,080,818.86	
Field and Inspectional Service—Abroad.....	79,046.94	
Total Ordinary .....	<u>\$1,309,033.93</u>	
WAR—General Immigration Expenses—British Isles, and Canada .....		18,038.73
Alien Seamen Scheme .....	2,813.46	
Expenses in connection with Canadian Interests Abroad.	492,965.06	
Grants to National Advisory Committee for Children from Overseas .....	55,000.00	
Medical Inspection of Dependents of Members of the Canadian Armed Forces, etc. ....	7,664.08	
British Evacuee Children .....	17,780.22	
Repatriation of Wives and Dependents of Members of Canadian Forces—Overseas .....	133,108.15	
Total War .....	<u>\$ 727,369.70</u>	
Grand Total .....		<u>\$2,036,403.63</u>
1945-46		
Administration of the Immigration Act and the Chinese Immigration Act .....	\$ 172,156.70	
Field and Inspectional Service—Canada.....	1,237,706.97	
Field and Inspectional Service—Abroad.....	113,381.98	
Total Ordinary .....	<u>\$1,523,245.65</u>	
WAR—General Immigration Expenses—British Isles, and Canada .....		1,014.68
Alien Seamen Scheme .....	2,226.74	
Expenses in connection with Canadian Interests Abroad.	428,671.27	
Grants to National Advisory Committee for Children from Overseas .....	30,000.00	
Medical Inspection of Dependents of Members of the Canadian Armed Forces, etc. ....	48,775.71	
British Evacuee Children .....	49,093.82	
Repatriation of Wives and Dependents of Members of Canadian Forces—Overseas .....	526.85	
Payment to Canadian Red Cross Society re: Benoit family .....	1,692.19	
Total War .....	<u>\$ 562,001.26</u>	
Grand Total .....		<u>\$2,085,246.91</u>
1946-47		
Administration of the Immigration Act and the Chinese Immigration Act.	\$ 213,689 81	
Field and Inspectional Service—Canada .....	1,698,950 95	
Field and Inspectional Service—Abroad .....	134,159 85	
Total Ordinary .....	<u>\$2,046,800 61</u>	
DEMOBILIZATION AND RECONVERSION		
Expenses in connection with Canadian Interests Abroad .....	\$ 147,455 26	
Medical Inspection of Dependents of Members of the Canadian Armed Forces, etc. ....	15,571 66	
British Evacuee Children .....	1,094 38	
Alien Seamen Scheme .....	120 55	
General Immigration Expenses—British Isles and Canada .....	2,370 88	
Repatriation of Wives and Dependents of Members of Canadian Forces—Overseas .....	360 83	
Return to Foreign Countries of Crews of Ships taken over by the Canadian Government during the War .....	300 45	
Total D. & R. ....	<u>\$ 167,274 01</u>	
Grand Total .....		<u>\$2,214,074 62</u>

STATEMENT OF EXPENDITURE—IMMIGRATION SERVICE—*Concluded*

1947-48—to Feb. 29, 1948

Administration of the Immigration Act and the Chinese Immigration Act.	\$ 272,632 18
Field and Inspectional Service—Canada .....	1,861,634 63
Field and Inspectional Service—Abroad .....	205,062 73
Total Ordinary .....	\$2,339,329 54

## DEMobilIZATION AND RECONVERSION

Canadian Interests Abroad .....	\$ 69,654 62
Medical Inspection of Dependents of Members of the Canadian Armed Forces, etc. ....	692 73
British Evacuee Children .....	892 59
General Immigration Expenses—British Isles and Canada .....	1,572 38
Repatriation of Wives and Dependents of Members of Canadian Forces—Overseas .....	.....
Return of Crews of Ships taken over during the War .....	32 48
Medical Attention and Hospitalization, etc. ....	417 40
Total D. & R. ....	\$ 73,262 20
Grand Total .....	\$2,412,591 74

## SUMMARY

1927-28 .....	\$3,044,421 99
1928-29 .....	2,951,759 48
1929-30 .....	3,091,751 22
1930-31 .....	2,585,862 98
1931-32 .....	2,199,142 57
1932-33 .....	1,681,153 71
1933-34 .....	1,361,344 12
1934-35 .....	1,263,259 85
1935-36 .....	1,316,389 57
1936-37 .....	1,311,086 94
1937-38 .....	1,163,004 09
1938-39 .....	1,334,724 04
1939-40 .....	1,356,577 36
1940-41 .....	1,497,610 88
1941-42 .....	1,494,511 88
1942-43 .....	1,427,351 98
1943-44 .....	1,611,899 64
1944-45 .....	2,036,403 63
1945-46 .....	2,085,246 91
1946-47 .....	2,214,074 62
1947-48—to Feb. 29/48 .....	2,412,591 74

## APPENDIX "E"

## DISPLACED PERSONS GROUP MOVEMENTS APPROVALS TO APRIL 26th, 1948

Woodworkers .....	3,622
Miners .....	2,222
Railway Workers .....	2,100
Steel Workers .....	375
Aluminum Workers .....	50
Foundry Workers .....	64
Construction Workers .....	200
Hydro Construction Workers.....	2,000
Clothing Industry Workers.....	2,316
Dressmakers .....	200
Textile Workers .....	117
Shoe Workers .....	100
Meat Packers .....	100
Domestics .....	4,500
Domestic Couples (50).....	100
Nurses .....	300
Fur Workers .....	500
Farm Workers .....	2,000
Farm Workers (Married Couples).....	200
Sugar Beet Workers (Married Couples).....	120
Total .....	<u>21,186</u>

## APPENDIX "F"

DISPLACED PERSONS ADMISSIBLE UNDER CLOSE RELATIVE CLASSES  
(P.C. 4849) TO APRIL 26th, 1948

Applications Received	P.C. 4849
Germany .....	24,913
Austria .....	4,245
Italy .....	886
	<hr/>
	30,044
	<hr/> <hr/>
Applications Approved to Date	
Germany .....	19,873
Austria .....	3,359
Italy .....	426
	<hr/>
	23,658
	<hr/> <hr/>

## APPENDIX "G"

DISPLACED PERSONS ADMITTED TO CANADA BY GROUPS,  
TO APRIL 26th, 1948

## Occupational Groups

Female Domestic Workers.....	1,908
Woodworkers .....	3,600
Textile Workers .....	207
Miners .....	1,196
Garment Workers .....	965
Garment Workers' Dependents.....	569
Steel Workers .....	153
Steel Workers' Dependents.....	20
Railway Workers .....	564
Foundry Workers .....	64
Hydro Workers .....	870
Domestic Married Couples.....	120
Building Construction Workers.....	39
Aluminum Company Workers.....	61
Total .....	<u>10,336</u>

## Other Groups

To Relatives .....	5,168
Jewish Orphans .....	506
Total .....	<u>5,674</u>
Grand Total .....	<u><u>16,010</u></u>

## APPENDIX "H"

IMMIGRATION TO CANADA, SHOWING DISPLACED PERSONS, BY RACIAL ORIGIN,

FROM APRIL, 1947 TO FEBRUARY 29, 1948

Race		Percentage of Total
Croatian .....	44	
Czech .....	23	
Dutch .....	596	5%
Esthonian .....	379	3%
German .....	63	
Hebrew .....	1,662	15%
Jugo-Slavian .....	135	
Latvian .....	639	6%
Lithuanian .....	1,614	15%
Polish .....	2,830	26%
Russian .....	212	2%
Serbian .....	71	
Swedish .....	1	
Ruthenian (Ukrainian) .....	2,731	25%
Greek .....	3	
Slovak .....	3	
Magyar (Hungarian) .....	48	
Roumanian .....	13	
Finnish .....	2	
French .....	2	
Turkish .....	1	
Total .....	<u>11,072</u>	

## APPENDIX "I"

IMMIGRATION TO CANADA, SHOWING DISPLACED PERSONS, BY LAST  
PERMANENT RESIDENCE, FROM APRIL, 1947 TO FEBRUARY 29, 1948

Austria .....	26
Belgium .....	38
Bulgaria .....	1
Czecho-Slovakia .....	139
Denmark .....	12
Estonia .....	363
Finland .....	2
France .....	28
Germany .....	359
Greece .....	5
Hungary .....	138
Italy .....	4
Jugo-Slavia .....	257
Lithuania .....	1,556
Latvia .....	633
Poland .....	6,563
Roumania .....	126
Russia .....	799
Sweden .....	2
Switzerland .....	2
Ukraine .....	19
Total .....	<u>11,072</u>

## APPENDIX "J"

IMMIGRATION TO CANADA SHOWING DISPLACED PERSONS BY GROUPS AND  
DESTINATION, FOR THE CALENDAR YEAR 1947

Groups	N.S.	P.E.I.	N.B.	P.Q.	Ont.	Man.	Sask.	Alta.	B.C.	Totals
Domestics.....	20	5	18	204	223	193	10	31		704
Woodworkers.....					3,564					3,564
Textile workers..				100						100
Garment workers				82						82
Miners.....				154	83				1	238
Construction.....				118	114				25	257
To relatives.....	17		1	232	965	531	149	176	136	2,207
Jewish orphans...				191	1			1		193
Totals.....	37	5	19	1,081	4,950	724	159	208	162	7,345

## APPENDIX "K"

STATEMENT OF MINES AND RESOURCES  
IMMIGRATION BRANCH

Statements for the Fiscal Year ended March 31, 1945

## STATISTICAL UNIT

## Immigration to Canada, by Origins

	Fiscal Year ended Mar. 31, 1944	Fiscal Year ended Mar. 31, 1945	Percentages of increase
English.....	3,470	8,178	
Irish.....	352	652	
Scotch.....	411	989	
Welsh.....	45	124	
Totals.....	4,278	9,943	132.4
United States.....	4,441	4,624	4.1
Northern European races—			
Belgian.....	6	13	
Danish.....	9	12	
Dutch.....	8	28	
Finnish.....		2	
French.....	149	305	
German.....	11	55	
Icelandic.....	1	1	
Norwegian.....	12	13	
Swedish.....	3	6	
Swiss.....	4	9	
Totals.....	203	444	
Other races—			
Armenian.....		1	
Bohemian.....		1	
Croatian.....	2		
Czech.....	8	18	
Esthonian.....	2	2	
Greek.....	1	3	
Hebrew.....	56	93	
Italian.....	3	26	
Jugo-Slav.....		1	
Lettish.....	1	1	
Lithuanian.....	4	3	
Magyar.....	3	19	
Maltese.....	1	1	
Mexican.....	1	1	
Moravian.....	1		
Negro.....	5	23	
North American Indian.....		2	
Persian.....	1		
Polish.....	7	43	
Portuguese.....	3	6	
Roumanian.....	3	2	
Russian.....	4	9	
Ruthenian.....		14	
Serbian.....		1	
Slovak.....	1		
Spanish.....	8	12	
Spanish American.....	2	6	
Syrian.....	1	7	
Totals.....	118	295	
Grant totals.....	9,040	15,306	69.3

Immigration to Canada, for the Fiscal Year ended March 31, 1945, compared with that of the Preceding Fiscal Year.

	1943-44				Totals
	British	From U. S. A.	Northern European races	Other races	
April.....	383	313	11	5	712
May.....	430	371	20	18	839
June.....	370	475	15	9	869
July.....	352	437	18	7	814
August.....	372	502	23	8	905
September.....	408	460	20	6	894
October.....	397	448	24	20	889
November.....	346	357	11	4	718
December.....	241	271	7	7	526
January.....	350	299	25	19	693
February.....	321	220	20	6	567
March.....	308	288	9	9	614
Totals.....	4,278	4,441	203	118	9,040

	1944-45				Totals
	British	From U. S. A.	Northern European races	Other races	
April.....	494	328	24	9	855
May.....	314	443	18	8	783
June.....	362	465	15	15	857
July.....	487	395	19	15	916
August.....	658	504	27	18	1,207
September.....	413	538	12	13	976
October.....	1,689	413	64	50	2,216
November.....	1,156	369	60	39	1,624
December.....	1,161	247	59	26	1,493
January.....	1,028	288	37	42	1,395
February.....	707	271	31	34	1,053
March.....	1,474	353	78	26	1,931
Totals.....	9,943	4,624	444	295	15,306

Percentages of increase and decrease

April.....	20	Increase
May.....	7	Decrease
June.....	1	"
July.....	13	Increase
August.....	33	"
September.....	9	"
October.....	149	"
November.....	126	"
December.....	184	"
January.....	101	"
February.....	86	"
March.....	214	"
Total.....	69	Increase

Immigration to Canada, showing Sex, Occupation and Destination, for the  
Fiscal Year ended March 31, 1945

	Via ocean ports	From U.S.A.	Totals
<b>SEX—</b>			
Adult Males.....	1,423	1,205	2,628
Adult Females.....	5,589	2,136	7,725
Children under Eighteen.....	3,670	1,283	4,953
<b>Totals.....</b>	<b>10,682</b>	<b>4,624</b>	<b>15,306</b>
<b>OCCUPATION—</b>			
<i>Farming Class—</i>			
Males.....	28	238	266
Females.....	11	117	128
Children.....	8	114	122
<i>Labouring Class—</i>			
Males.....	541	106	647
Females.....	100	57	157
Children.....	69	53	122
<i>Mechanics—</i>			
Males.....	417	208	625
Females.....	84	65	149
Children.....	82	69	151
<i>Trading Class—</i>			
Males.....	167	234	401
Females.....	217	221	438
Children.....	69	101	170
<i>Mining Class—</i>			
Males.....	77	7	84
Females.....	3	1	4
Children.....	1	.....	1
<i>Female Domestic Servants—</i>			
18 Years and Over.....	335	32	367
Under 18 Years.....	72	2	74
<i>Other Classes—</i>			
Males.....	193	412	605
Females.....	4,839	1,643	6,482
Children.....	3,369	944	4,313
<b>DESTINATION—</b>			
Nova Scotia.....	1,978	278	2,256
New Brunswick.....	457	256	713
Prince Edward Island.....	48	30	78
Quebec.....	1,589	800	2,389
Ontario.....	4,133	2,177	6,310
Manitoba.....	530	142	672
Saskatchewan.....	508	122	630
Alberta.....	571	221	792
British Columbia.....	866	593	1,459
Yukon Territory.....	1	4	5
Northwest Territories.....	1	1	2

Immigration to Canada, for the Fiscal Year ended March 31, 1945

	Ocean Ports		From U.S.A.	Totals
	British	Others		
April.....	494	33	328	855
May.....	314	26	443	783
June.....	362	30	465	857
July.....	487	34	395	916
August.....	658	45	504	1,207
September.....	413	25	538	976
October.....	1,689	114	413	2,216
November.....	1,156	99	369	1,624
December.....	1,161	85	247	1,493
January.....	1,028	79	288	1,395
February.....	707	65	281	1,053
March.....	1,474	104	353	1,931
<b>Totals.....</b>	<b>9,943</b>	<b>739</b>	<b>4,624</b>	<b>15,306</b>

Immigration to Canada, from the United States, showing States of Last Residence of Immigrants, for the Fiscal Year ended March 31, 1945, compared with that of the Preceding Fiscal Year

	1943-44	1944-45
Alabama.....	8	12
Alaska.....	4	13
Arizona.....	11	6
Arkansas.....	5	7
California.....	287	314
Colorado.....	31	19
Connecticut.....	76	105
Delaware.....	3	6
District of Columbia.....	23	28
Florida.....	38	34
Georgia.....	17	8
Hawaii.....	3	.....
Idaho.....	16	30
Illinois.....	177	218
Indiana.....	55	48
Iowa.....	25	32
Kansas.....	11	8
Kentucky.....	10	5
Louisiana.....	17	9
Maine.....	265	200
Maryland.....	25	30
Massachusetts.....	386	428
Michigan.....	928	871
Minnesota.....	94	92
Mississippi.....	.....	7
Missouri.....	26	38
Montana.....	44	46
Nebraska.....	7	22
Nevada.....	5	10
New Hampshire.....	57	75
New Jersey.....	102	82
New Mexico.....	2	3
New York.....	774	819
North Carolina.....	8	15
North Dakota.....	33	26
Ohio.....	172	185
Oklahoma.....	5	4
Oregon.....	84	74
Pennsylvania.....	132	185
Rhode Island.....	40	78
South Carolina.....	2	7
South Dakota.....	9	13
Tennessee.....	17	13
Texas.....	31	29
Utah.....	18	8
Vermont.....	59	44
Virginia.....	35	9
Washington.....	206	220
West Virginia.....	6	10
Wisconsin.....	39	65
Wyoming.....	6	2
Not given.....	7	12
Totals.....	4,441	4,624

Returned Canadians from the United States, for the Fiscal Year ended March 31, 1945, compared with that of the Preceding Fiscal Year

	Canadian born citizens	British born outside Canada	Canadians naturalized	Totals
1943-44				
April.....	190	28	5	223
May.....	258	4	....	262
June.....	210	9	3	222
July.....	225	3	1	229
August.....	234	6	3	243
September.....	170	4	1	175
October.....	184	8	....	192
November.....	151	6	....	157
December.....	131	4	....	135
January.....	131	2	6	139
February.....	88	12	....	100
March.....	118	7	....	125
Totals.....	2,090	93	19	2,202
1944-45				
April.....	170	8	....	178
May.....	222	14	....	236
June.....	245	11	1	257
July.....	199	8	1	208
August.....	197	4	....	201
September.....	192	6	8	262
October.....	182	12	3	197
November.....	184	22	....	206
December.....	142	14	1	157
January.....	137	11	2	150
February.....	137	9	2	148
March.....	149	11	....	160
Totals.....	2,156	130	18	2,304

## APPENDIX "L"

STATEMENT OF MINES AND RESOURCES  
IMMIGRATION BRANCH

Statements for the Fiscal Year ended March 31, 1946

## STATISTICAL UNIT

## Immigration to Canada, by Origins

	Fiscal year ended Mar. 31, 1945	Fiscal year ended Mar. 31, 1946	Percentages of increase
English.....	8,178	15,781	
Irish.....	652	1,410	
Scotch.....	989	2,642	
Welsh.....	124	329	
Totals.....	9,943	20,162	102.8
United States.....	4,624	7,454	61.2
Northern European races—			
Belgian.....	13	33	
Danish.....	12	34	
Dutch.....	28	97	
Finnish.....	2	6	
French.....	305	571	
German.....	55	234	
Icelandic.....	1	3	
Norwegian.....	13	125	
Swedish.....	6	27	
Swiss.....	9	18	
Totals.....	444	1,148	158.6
Other races—			
Armenian.....	1	3	
Bohemian.....	1	10	
Chinese.....	.....	1	
Croatian.....	.....	1	
Czech.....	18	43	
East Indian.....	.....	1	
Esthonian.....	2	8	
Greek.....	3	32	
Hebrew.....	93	1,345	
Italian.....	26	58	
Jugo-Slav.....	1	10	
Lettish.....	1	1	
Lithuanian.....	3	4	
Magyar.....	19	38	
Maltese.....	1	5	
Mexican.....	1	3	
Negro.....	23	75	
North American Indian.....	2	.....	
Persian.....	.....	1	
Polish.....	43	528	
Portuguese.....	6	12	
Roumanian.....	2	5	
Russian.....	9	59	
Ruthenian.....	14	18	
Serbian.....	1	1	
Slovak.....	.....	4	
Spanish.....	12	28	
Spanish American.....	6	5	
Syrian.....	7	14	
Turkish.....	.....	4	
Totals.....	295	2,317	685.4
Grand totals.....	15,306	31,081	103.1

Immigration to Canada, for the Fiscal Year ended March 31, 1946, compared with that of the Preceding Fiscal Year

	1944 - 45				
	British	From U.S.A.	Northern European races	Other races	Totals
April.....	494	328	24	8	855
May.....	314	443	18	8	783
June.....	362	465	15	15	857
July.....	487	395	19	15	916
August.....	658	504	27	18	1,207
September.....	413	538	12	13	976
October.....	1,689	413	64	50	2,216
November.....	1,156	369	60	39	1,624
December.....	1,161	247	59	26	1,493
January.....	1,028	288	37	42	1,395
February.....	707	281	31	34	1,053
March.....	1,474	353	78	26	1,931
Totals.....	9,943	4,624	444	295	15,306

1945 - 46					
	British	From U.S.A.	Northern European races	Other races	Totals
April.....	2,691	449	137	90	3,367
May.....	2,789	445	104	65	3,403
June.....	1,901	551	72	45	2,569
July.....	635	617	38	25	1,315
August.....	1,017	616	51	31	1,715
September.....	727	762	50	12	1,551
October.....	689	750	50	31	1,520
November.....	593	712	32	85	1,422
December.....	426	570	76	409	1,481
January.....	1,127	586	162	919	2,794
February.....	1,265	560	119	337	2,281
March.....	6,302	836	257	268	7,663
Totals.....	20,162	7,454	1,148	2,317	31,081

Percentages of increase and decrease

April.....	294	Increase
May.....	335	"
June.....	200	"
July.....	44	"
August.....	42	"
September.....	59	"
October.....	31	Decrease
November.....	12	"
December.....	1	"
January.....	100	Increase
February.....	117	"
March.....	297	"
Total.....	103	Increase

Immigration to Canada, showing Sex, Occupation and Destination, for the Fiscal Year ended March 31, 1946

	Via Ocean Ports	From U.S.A.	Totals
<b>SEX—</b>			
Adult Males.....	3,737	2,386	6,123
Adult Females.....	13,300	3,112	16,412
Children under Eighteen.....	6,590	1,956	8,546
Totals.....	23,637	7,454	31,081
<b>OCCUPATION—</b>			
<i>Farming Class—</i>			
Males.....	110	445	555
Females.....	26	213	239
Children.....	26	244	270
<i>Labouring Class—</i>			
Males.....	757	266	1,023
Females.....	106	97	203
Children.....	60	82	142
<i>Mechanics—</i>			
Males.....	1,310	508	1,818
Females.....	202	126	328
Children.....	14	123	237
<i>Trading Class—</i>			
Males.....	764	589	1,353
Females.....	438	363	801
Children.....	182	194	376
<i>Mining Class—</i>			
Males.....	50	17	67
Females.....	4	1	5
Children.....	5	1	6
<i>Female Domestic Servants—</i>			
18 Years and Over.....	434	36	470
Under 18 years.....	83	3	86
<i>Other Classes—</i>			
Males.....	746	561	1,307
Females.....	12,090	2,276	14,366
Children.....	6,120	1,309	7,429
<b>DESTINATION—</b>			
Nova Scotia.....	2,643	379	3,022
New Brunswick.....	925	427	1,352
Prince Edward Island.....	164	65	229
Quebec.....	3,942	1,139	5,081
Ontario.....	9,388	3,533	12,921
Manitoba.....	1,415	224	1,639
Saskatchewan.....	1,395	186	1,581
Alberta.....	1,645	520	2,165
British Columbia.....	2,109	960	3,069
Yukon Territory.....	1	11	12
Northwest Territories.....		6	6
Not given.....		4	4

Immigration to Canada, for the Fiscal Year ended March 31, 1946

	Ocean Ports		From U.S.A.	Totals
	British	Others		
April.....	2,691	227	449	3,367
May.....	2,789	169	445	3,403
June.....	1,901	117	551	2,569
July.....	635	63	617	1,315
August.....	1,017	82	616	1,715
September.....	727	62	762	1,551
October.....	689	81	750	1,520
November.....	593	117	712	1,422
December.....	426	485	570	1,481
January.....	1,127	1,081	586	2,794
February.....	1,265	456	560	2,281
March.....	6,302	525	836	7,663
Totals.....	20,162	3,465	7,454	31,081

Immigration to Canada, from the United States, showing States of Last Residence of Immigrants, for the Fiscal Year ended March 31, 1946, compared with that of the preceding Fiscal Year

	1944-45	1945-46
Alabama.....	12	16
Alaska.....	13	11
Arizona.....	6	17
Arkansas.....	7	14
California.....	314	507
Colorado.....	19	22
Connecticut.....	105	193
Delaware.....	6	9
District of Columbia.....	28	76
Florida.....	34	60
Georgia.....	8	14
Idaho.....	30	39
Illinois.....	218	294
Indiana.....	48	82
Iowa.....	32	43
Kansas.....	8	26
Kentucky.....	5	17
Louisiana.....	9	18
Maine.....	209	303
Maryland.....	30	65
Massachusetts.....	428	614
Michigan.....	871	1,569
Minnesota.....	92	168
Mississippi.....	7	4
Missouri.....	38	74
Montana.....	46	58
Nebraska.....	22	12
Nevada.....	10	14
New Hampshire.....	75	107
New Jersey.....	82	211
New Mexico.....	3	2
New York.....	819	1,201
North Carolina.....	15	29
North Dakota.....	26	51
Ohio.....	185	249
Oklahoma.....	4	35
Oregon.....	74	116
Pennsylvania.....	185	200
Rhode Island.....	78	91
South Carolina.....	7	4
South Dakota.....	13	16
Tennessee.....	13	33
Texas.....	29	14
Utah.....	8	34
Vermont.....	44	81
Virginia.....	9	58
Washington.....	220	407
West Virginia.....	10	10
Wisconsin.....	65	91
Wyoming.....	2	8
Not given.....	12	17
Totals.....	4,624	7,454

Returned Canadians from the United States, for the Fiscal Year ended March 31, 1946,  
compared with that of the Preceding Fiscal Year

	Canadian born citizens	British born outside Canada	Canadians naturalized	Totals
<i>1944-45—</i>				
April.....	170	8	.....	178
May.....	222	14	.....	236
June.....	245	11	1	257
July.....	199	8	1	208
August.....	197	4	.....	201
September.....	192	6	8	206
October.....	182	12	3	197
November.....	184	22	.....	206
December.....	142	14	1	157
January.....	137	11	2	150
February.....	137	9	2	148
March.....	149	11	.....	160
Totals.....	2,156	130	18	2,304
<i>1945-46—</i>				
April.....	203	13	4	220
May.....	201	8	4	213
June.....	196	4	2	202
July.....	232	10	5	247
August.....	219	38	5	262
September.....	260	13	3	276
October.....	327	15	2	344
November.....	176	18	3	197
December.....	247	22	1	270
January.....	199	18	2	219
February.....	198	30	2	230
March.....	195	18	2	215
Totals.....	2,653	207	35	2,895

## APPENDIX "M"

STATEMENT OF MINES AND RESOURCES  
IMMIGRATION BRANCH

Statements for the Fiscal Year ended March 31, 1947

## STATISTICAL UNIT

Immigration to Canada, by Origins, from Overseas and Totals from the United States.

	Fiscal year ended Mar. 31, 1946	Fiscal year ended Mar. 31, 1947	Percentages of increase and decrease
English.....	15,781	35,596	
Irish.....	1,410	3,073	
Scottish.....	2,642	8,166	
Welsh.....	329	1,141	
Totals.....	20,162	47,976	138.0 Inc.
United States.....	7,454	11,410	53.1 Inc.
Northern european races—			
Belgian.....	33	766	
Danish.....	34	83	
Dutch.....	97	2,365	
Finnish.....	6	31	
French.....	571	1,615	
German.....	234	338	
Icelandic.....	3	14	
Norwegian.....	125	235	
Swedish.....	27	88	
Swiss.....	18	70	
Totals.....	1,148	5,605	388.2 Inc.
Other races—			
Armenian.....	3	13	
Bohemian.....	10	11	
Bulgarian.....	.....	1	
Chinese.....	1	7	
Corsican.....	.....	1	
Croatian.....	1	5	
Czech.....	43	176	
Dalmatian.....	.....	1	
East Indian.....	1	7	
Esthonian.....	8	9	
Greek.....	32	60	
Hebrew.....	1,345	605	
Italian.....	58	142	
Japanese.....	.....	1	
Jugo-Slav.....	10	17	
Lettish.....	1	8	
Lithuanian.....	4	23	
Magyar.....	38	64	
Maltese.....	5	16	
Mexican.....	3	2	
Moravian.....	.....	1	
Negro.....	75	110	
North American Indian.....	.....	11	
Persian.....	1	4	
Polish.....	528	336	
Portuguese.....	12	34	
Roumanian.....	5	21	
Russian.....	59	145	
Ruthenian.....	18	103	
Serbian.....	1	5	
Slovak.....	4	5	
Spanish.....	28	37	
Spanish American.....	5	7	
Syrian.....	14	9	
Turkish.....	4	2	
Totals.....	2,317	1,999	13.7 Dec.
Grand Totals.....	31,081	66,990	115.5 Inc.

Immigration to Canada, for the Fiscal Year ended March 31, 1947, compared with that of the preceding Fiscal Year

	1945-46				Totals
	British	From U.S.A.	Northern European races	Other races	
April.....	2,691	449	137	90	3,367
May.....	2,789	445	104	65	3,403
June.....	1,901	551	72	45	2,569
July.....	635	617	38	25	1,315
August.....	1,017	616	51	31	1,715
September.....	727	762	50	12	1,551
October.....	689	750	50	31	1,520
November.....	593	712	32	85	1,422
December.....	426	570	65	409	1,481
January.....	1,127	586	162	919	2,974
February.....	1,265	560	119	337	2,281
March.....	6,302	836	257	268	7,663
Totals.....	20,162	7,454	1,148	2,317	31,081

	1946-47				Totals
	British	From U.S.A.	Northern European races	Other races	
April.....	4,889	1,055	242	153	6,339
May.....	5,988	1,008	372	323	7,691
June.....	5,338	1,182	452	174	7,146
July.....	7,216	1,044	651	216	9,127
August.....	6,676	1,225	1,292	208	9,401
September.....	4,471	1,153	723	203	6,550
October.....	2,740	1,097	878	136	4,760
November.....	2,637	995	266	127	4,025
December.....	2,759	728	310	145	3,942
January.....	1,799	683	176	102	2,760
February.....	1,753	557	164	103	2,577
March.....	1,710	683	170	109	2,672
Totals.....	47,976	11,410	5,605	1,999	66,990

Percentages of increase and decrease

April.....	88 Increase
May.....	126 "
June.....	178 "
July.....	594 "
August.....	448 "
September.....	322 "
October.....	213 "
November.....	183 "
December.....	166 "
January.....	1 Decrease
February.....	13 Increase
March.....	65 Decrease
Total.....	116 Increase

Immigration to Canada, showing Sex, Occupation and Destination, for the Fiscal Year ended March 31, 1947

	Via ocean ports	From U.S.A.	Totals
<b>SEX—</b>			
Adult males .....	6,319	3,694	10,013
Adult females .....	33,451	4,093	37,544
Children under eighteen .....	15,810	3,623	19,433
<b>Totals</b> .....	<b>55,580</b>	<b>11,410</b>	<b>66,990</b>
<b>OCCUPATION—</b>			
<i>Farming Class—</i>			
Males .....	607	618	1,225
Females .....	290	255	545
Children .....	251	365	616
<i>Labouring Class—</i>			
Males .....	852	425	1,277
Females .....	337	128	465
Children .....	198	141	339
<i>Mechanics—</i>			
Males .....	2,313	747	3,060
Females .....	835	264	1,099
Children .....	584	225	809
<i>Trading Class—</i>			
Males .....	1,446	932	2,378
Females .....	1,126	574	1,700
Children .....	437	352	789
<i>Mining Class—</i>			
Males .....	29	27	56
Females .....	8	8	16
Children .....	8	5	13
<i>Female Domestic Servants—</i>			
18 years and over .....	520	61	581
Under 18 years .....	69	3	72
<i>Other Classes—</i>			
Males .....	1,072	945	2,017
Females .....	30,335	2,803	33,138
Children .....	14,263	2,532	16,795
<b>DESTINATION—</b>			
Nova Scotia .....	3,638	678	4,316
New Brunswick .....	2,332	850	3,182
Prince Edward Island .....	426	131	557
Quebec .....	6,898	1,662	8,560
Ontario .....	22,846	4,983	27,829
Manitoba .....	3,804	473	4,277
Saskatchewan .....	3,912	329	4,241
Alberta .....	4,608	688	5,296
British Columbia .....	7,103	1,606	8,709
Yukon Territory .....	8	9	17
Northwest Territories .....	5	1	6

Immigration to Canada, for the Fiscal Year ended March 31, 1947

	Ocean ports		From U.S.A.	Totals
	British	Others		
April .....	4,889	395	1,055	6,339
May .....	5,988	695	1,008	7,691
June .....	5,338	626	1,182	7,146
July .....	7,216	867	1,044	9,127
August .....	6,676	1,500	1,225	9,401
September .....	4,471	926	1,153	6,550
October .....	2,740	923	1,097	4,760
November .....	2,637	393	995	4,025
December .....	2,759	455	728	3,942
January .....	1,799	278	683	2,760
February .....	1,753	267	557	2,577
March .....	1,710	279	683	2,672
<b>Totals</b> .....	<b>47,976</b>	<b>7,604</b>	<b>11,410</b>	<b>66,990</b>

Immigration to Canada, from the United States, showing States of Last Residence of Immigrants, for the Fiscal Year ended March 31, 1947, compared with that of the Preceding Fiscal Year

	1945-46	1946-47
Alabama.....	16	22
Alaska.....	11	33
Arizona.....	17	30
Arkansas.....	14	7
California.....	507	862
Colorado.....	22	46
Connecticut.....	193	216
Delaware.....	9	6
District of Columbia.....	76	66
Florida.....	60	88
Georgia.....	14	18
Hawaii.....	.....	4
Idaho.....	39	62
Illinois.....	294	446
Indiana.....	82	129
Iowa.....	43	73
Kansas.....	26	42
Kentucky.....	17	27
Louisiana.....	18	17
Maine.....	303	558
Maryland.....	65	45
Massachusetts.....	614	1,115
Michigan.....	1,569	2,150
Minnesota.....	168	272
Mississippi.....	4	12
Missouri.....	74	68
Montana.....	58	155
Nebraska.....	12	45
Nevada.....	14	7
New Hampshire.....	107	163
New Jersey.....	211	288
New Mexico.....	2	13
New York.....	1,201	1,775
North Carolina.....	29	43
North Dakota.....	51	131
Ohio.....	249	404
Oklahoma.....	35	32
Oregon.....	116	178
Pennsylvania.....	200	338
Rhode Island.....	91	165
South Carolina.....	4	30
South Dakota.....	16	18
Tennessee.....	33	24
Texas.....	64	77
Utah.....	34	31
Vermont.....	81	126
Virginia.....	58	71
Washington.....	407	666
West Virginia.....	10	28
Wisconsin.....	91	148
Wyoming.....	8	8
Not given.....	17	32
Totals.....	7,454	11,410

## STANDING COMMITTEE

Returned Canadians from the United States, for the Fiscal Year ended March 31, 1947, compared with that of the Preceding Fiscal Year

	Canadian born citizens	British subjects with domicile	Naturalized Canadians	Totals
1945-46				
April.....	203	13	4	220
May.....	201	8	4	213
June.....	196	4	2	202
July.....	232	10	5	247
August.....	219	38	5	262
September.....	260	13	3	276
October.....	327	15	2	344
November.....	176	18	3	197
December.....	247	22	1	270
January.....	199	18	2	219
February.....	198	30	2	230
March.....	195	18	2	215
Totals.....	2,653	207	35	2,895
1946-47				
April.....	263	13	1	277
May.....	284	18	15	317
June.....	404	61	14	479
July.....	432	34	8	474
August.....	570	77	4	651
September.....	462	55	9	526
October.....	446	77	5	528
November.....	458	68	11	537
December.....	624	89	11	724
January.....	532	114	5	651
February.....	387	67	17	471
March.....	586	83	11	680
Totals.....	5,448	756	111	6,315

## APPENDIX "N"

STATEMENT OF MINES AND RESOURCES  
IMMIGRATION BRANCH

Statements for the Calendar Year 1947

## STATISTICAL UNIT

Immigration to Canada, by Origins from Overseas and Totals from the United States

	Calendar year 1946	Calendar year 1947	Percentages of decrease
English.....	38,370	27,303	
Irish.....	3,128	2,908	
Scottish.....	8,647	7,596	
Welsh.....	1,173	940	
Totals.....	51,408	38,747	24.6 Dec.
United States.....	11,469	9,440	17.7 Dec.
Northern European races—			
Belgian.....	724	843	
Danish.....	83	185	
Dutch.....	2,146	3,192	
Finnish.....	22	43	
French.....	1,767	522	
German.....	449	300	
Icelandic.....	15	8	
Norwegian.....	269	178	
Swedish.....	86	63	
Swiss.....	72	148	
Totals.....	5,633	5,482	2.7 Dec.
Other races—			
Albanian.....		2	
Arabian.....		1	
Armenian.....	11	8	
Bohemian.....	13	12	
Bulgarian.....		6	
Chinese.....	8	20	
Corsican.....		1	
Croatian.....	4	34	
Czech.....	187	171	
Dalmatian.....	1	2	
East Indian.....	4	116	
Esthonian.....	8	282	
Greek.....	61	659	
Hebrew.....	1,517	1,866	
Italian.....	145	139	
Japanese.....	1		
Jugo-Slav.....	16	56	
Lettish.....	5	448	
Lithuanian.....	19	1,273	
Magyar.....	83	96	
Maltese.....	12	16	
Mexican.....	2	3	
Moravian.....	1	7	
Negro.....	125	94	
North American Indian.....	10	2	
Persian.....	2	5	
Polish.....	565	2,610	
Portuguese.....	38	25	
Roumanian.....	19	29	
Russian.....	154	234	
Ruthenian.....	114	2,044	
Serbian.....	5	54	
Slovak.....	5	71	
Spanish.....	48	20	
Spanish American.....	9	26	
Syrian.....	11	18	
Turkish.....	6	8	
Totals.....	3,209	10,458	
Grand totals.....	71,719	64,127	10.6 Dec.

Immigration to Canada, for the Calendar Year 1947, compared with that of the Year 1946

1946

	British	From U. S. A.	Northern European races	Other Races	Totals Totals
January.....	1,127	586	162	919	2,794
February.....	1,265	560	119	337	2,281
March.....	6,302	836	257	268	7,663
April.....	4,889	1,055	242	153	6,339
May.....	5,988	1,008	372	323	7,691
June.....	5,338	1,182	452	174	7,146
July.....	7,216	1,044	651	216	9,127
August.....	1,676	1,225	1,292	208	9,401
September.....	4,471	1,153	723	203	6,550
October.....	2,740	1,097	787	136	4,760
November.....	2,637	995	266	127	4,025
December.....	2,759	728	310	145	3,942
Totals.....	51,408	11,469	5,633	3,209	71,719

January.....	1,799	683	176	102	2,760
February.....	1,753	557	164	103	2,577
March.....	1,710	683	170	109	2,672
April.....	1,735	708	205	168	2,916
May.....	2,862	871	441	414	4,588
June.....	3,209	913	1,470	308	5,900
July.....	2,640	916	393	1,160	5,109
August.....	3,869	855	297	1,265	6,286
September.....	3,951	1,012	1,003	1,263	7,229
October.....	5,231	1,014	421	2,275	9,841
November.....	5,151	671	318	1,470	7,610
December.....	4,837	457	424	1,821	7,539
Totals.....	38,747	9,440	5,482	10,458	64,127

Percentages of increase  
and decrease

January.....	1	Decrease
February.....	13	Increase
March.....	65	Decrease
April.....	54	"
May.....	40	"
June.....	17	"
July.....	44	"
August.....	33	"
September.....	10	Increase
October.....	88	"
November.....	89	"
December.....	90	"
Total.....	11	Decrease

Immigration to Canada, showing Sex, Occupation and Destination, for the Calendar Year 1947

	From overseas	From U.S.A.	Totals
<b>SEX—</b>			
Adult Males.....	23,731	3,550	27,281
Adult Females.....	21,135	3,652	24,787
Children under Eighteen.....	9,821	2,238	12,059
<b>Totals.....</b>	<b>54,687</b>	<b>9,440</b>	<b>64,127</b>
<b>OCCUPATION—</b>			
<i>Farming Class—</i>			
Males.....	3,677	497	4,174
Females.....	1,722	201	1,923
Children.....	2,123	283	2,406
<i>Unskilled and Semi-skilled Workers—</i>			
Males.....	6,911	452	7,363
Females.....	1,554	130	1,684
Children.....	796	109	905
<i>Skilled Workers—</i>			
Males.....	7,730	816	8,546
Females.....	2,842	280	3,122
Children.....	1,886	268	2,154
<i>Trading Class—</i>			
Males.....	3,261	950	4,211
Females.....	3,340	570	3,910
Children.....	1,041	323	1,364
<i>Mining Class—</i>			
Males.....	397	32	429
Females.....	30	11	41
Children.....	27	10	37
<i>Female Domestic Servants—</i>			
18 Years and Over.....	1,823	63	1,886
Under 18 Years.....	101	2	103
<i>Other Classes—</i>			
Males.....	1,755	803	2,550
Females.....	9,824	2,397	12,221
Children.....	3,847	1,243	5,090
<b>DESTINATION—</b>			
Nova Scotia.....	1,859	435	2,294
New Brunswick.....	862	386	1,248
Prince Edward Island.....	152	71	223
Quebec.....	6,597	1,675	8,272
Ontario.....	31,379	4,164	35,543
Manitoba.....	2,459	288	2,747
Saskatchewan.....	1,605	296	1,901
Alberta.....	2,591	670	3,261
British Columbia.....	7,168	1,431	8,599
Yukon Territory.....	9	21	30
Northwest Territories.....	6	3	9

Immigration to Canada for the Calendar Year 1947

	From overseas		From U.S.A.	Totals
	British	Others		
January.....	1,799	278	683	2,760
February.....	1,753	267	557	2,577
March.....	1,710	279	683	2,672
April.....	1,735	373	808	2,916
May.....	2,862	855	871	4,588
June.....	3,209	1,778	913	5,900
July.....	2,640	1,553	916	5,109
August.....	3,869	1,562	855	6,286
September.....	3,951	2,266	1,012	7,229
October.....	5,231	2,696	1,014	8,941
November.....	5,151	1,788	671	7,610
December.....	4,837	2,245	457	7,539
<b>Totals.....</b>	<b>38,747</b>	<b>15,940</b>	<b>9,440</b>	<b>64,127</b>

Immigration to Canada, from the United States, showing States of last residence of Immigrants, for the calendar year 1947, compared with that of the year 1946

	1946	1947
Alabama.....	22	24
Alaska.....	35	25
Arizona.....	35	26
Arkansas.....	6	13
California.....	851	770
Colorado.....	43	40
Connecticut.....	244	229
Delaware.....	8	7
District of Columbia.....	76	54
Florida.....	94	65
Georgia.....	19	35
Hawaii.....	4	2
Idaho.....	55	73
Illinois.....	431	439
Indiana.....	132	101
Iowa.....	68	68
Kansas.....	36	44
Kentucky.....	28	22
Louisiana.....	15	18
Maine.....	198	276
Maryland.....	40	67
Massachusetts.....	1,134	769
Michigan.....	2,232	1,637
Minnesota.....	272	218
Mississippi.....	15	5
Missouri.....	75	105
Montana.....	126	114
Nebraska.....	34	27
Nevada.....	11	13
New Hampshire.....	170	96
New Jersey.....	257	292
New Mexico.....	13	8
New York.....	1,745	1,635
North Carolina.....	44	32
North Dakota.....	123	72
Ohio.....	401	316
Oklahoma.....	33	29
Oregon.....	196	152
Pennsylvania.....	321	348
Rhode Island.....	149	126
South Carolina.....	27	9
South Dakota.....	18	34
Tennessee.....	16	47
Texas.....	73	72
Utah.....	26	22
Vermont.....	122	89
Virginia.....	90	63
Washington.....	678	531
West Virginia.....	29	11
Wisconsin.....	153	134
Wyoming.....	8	24
Not given.....	38	12
Totals.....	11,469	9,440

Returned Canadians from the United States, for the calendar year 1947, compared with that of the year 1946

	Canadian born citizens	British subjects with domicile	Naturalized Canadians	Totals
<b>1946</b>				
January.....	199	18	2	219
February.....	198	30	2	230
March.....	195	18	2	215
April.....	263	13	1	277
May.....	284	18	15	317
June.....	404	61	14	479
July.....	432	34	8	474
August.....	570	77	4	651
September.....	462	55	9	526
October.....	446	77	5	528
November.....	458	68	11	537
December.....	624	89	11	724
<b>Totals.....</b>	<b>4,535</b>	<b>558</b>	<b>84</b>	<b>5,177</b>
<b>1947</b>				
January.....	532	114	5	651
February.....	387	67	17	471
March.....	586	83	11	680
April.....	712	124	50	886
May.....	729	261	24	1,014
June.....	714	333	32	1,079
July.....	600	361	34	995
August.....	489	199	17	705
September.....	544	101	31	676
October.....	502	105	10	617
November.....	456	70	7	533
December.....	495	154	14	663
<b>Totals.....</b>	<b>6,746</b>	<b>1,972</b>	<b>252</b>	<b>8,970</b>

## APPENDIX "O"

STATEMENT OF MINES AND RESOURCES  
IMMIGRATION BRANCHStatements for the Two Months ended February 29, 1948  
Calendar Year

## STATISTICAL UNIT

Immigration to Canada, by Origins from Overseas and Totals from the United States

	Two months ended Feb. 29, 1947	Two months ended Feb. 29, 1948	Percentages of increase and decrease
English.....	2,612	4,233	
Irish.....	223	555	
Scottish.....	612	1,402	
Welsh.....	105	123	
Totals.....	3,552	6,313	77.7 Inc.
United States.....	1,240	921	25.7 Dec.
Northern European Races—			
Belgian.....	41	101	
Danish.....	12	47	
Dutch.....	181	384	
Finnish.....	3	19	
French.....	53	109	
German.....	29	63	
Norwegian.....	15	44	
Swedish.....	2	14	
Swiss.....	4	45	
Totals.....	340	826	
Other Races—			
Albanian.....		2	
Bohemian.....	1	3	
Bulgarian.....		2	
Chinese.....		1	
Crotian.....	1	13	
Czech.....	3	57	
East Indian.....		11	
Esthonian.....	3	150	
Greek.....	4	133	
Hebrew.....	83	1,402	
Italian.....	14	53	
Jugo-Slav.....	2	106	
Lettish.....	3	212	
Lithuanian.....	5	361	
Magyar.....	4	50	
Maltese.....	5	11	
Mexican.....	1		
Moravian.....		2	
Negro.....	14	8	
Persian.....	3		
Polish.....	42	877	
Portuguese.....	1	3	
Roumanian.....	4	7	
Russian.....	6	86	
Ruthenian.....	1	736	
Serbian.....		26	
Slovak.....		75	
Spanish.....	4	4	
Spanish American.....		2	
Syrian.....	1	3	
Turkish.....		1	
Totals.....	205	4,397	
Grand Totals.....	5,337	12,457	133.4 Inc.

Immigration to Canada, showing Sex, Occupation and Destination, for the Two Months ended February 29, 1948

	From overseas	From U.S.A.	Totals
<b>SEX—</b>			
Adult males .....	4,843	377	5,220
Adult females .....	4,322	376	4,698
Children under eighteen .....	2,371	168	2,539
<b>Totals .....</b>	<b>11,536</b>	<b>921</b>	<b>12,457</b>
<b>OCCUPATION—</b>			
<i>Farming Class—</i>			
Males .....	786	38	824
Females .....	364	13	377
Children .....	312	16	328
<i>Unskilled and Semi-skilled Workers—</i>			
Males .....	932	39	991
Females .....	381	12	393
Children .....	181	6	187
<i>Skilled Workers—</i>			
Males .....	1,859	99	1,958
Females .....	892	27	919
Children .....	598	18	616
<i>Trading Class—</i>			
Males .....	525	87	612
Females .....	574	56	630
Children .....	177	27	204
<i>Mining Class—</i>			
Males .....	486	5	491
Females .....	2	.....	2
Children .....	2	.....	2
<i>Female Domestic Servants—</i>			
18 years and over .....	715	2	717
Under 18 years .....	6	1	7
<i>Other Classes—</i>			
Males .....	255	89	344
Females .....	1,394	266	1,660
Children .....	1,095	100	1,195
<b>DESTINATION—</b>			
Nova Scotia .....	225	26	251
New Brunswick .....	155	20	175
Prince Edward Island .....	16	3	19
Quebec .....	2,860	173	3,033
Ontario .....	5,848	384	6,232
Manitoba .....	476	29	505
Saskatchewan .....	266	13	279
Alberta .....	453	80	533
British Columbia .....	1,237	191	1,428
Yukon Territory .....	.....	2	2

## STANDING COMMITTEE

Immigration to Canada, for the Two Months ended February 29, 1948, compared with that of the Corresponding Months of 1947

	1947				Totals
	British	From U.S.A.	Northern European races	Other races	
January .....	1,799	683	176	102	2,760
February .....	1,753	557	164	103	2,577
Totals .....	3,552	1,240	340	205	5,337

	1948				Totals
	British	From U.S.A.	Northern European races	Other races	
January .....	3,526	488	387	2,847	7,248
February .....	2,787	433	439	1,550	5,209
Totals .....	6,313	921	826	4,397	12,457

	Percentages of increase
January .....	163
February .....	102
Total .....	133

Immigration to Canada for the Two Months ended February 29, 1948

	From overseas			Totals
	British	Others	From U.S.A.	
January .....	3,526	3,234	488	7,248
February .....	2,787	1,989	433	5,209
Totals .....	6,313	5,223	921	12,457

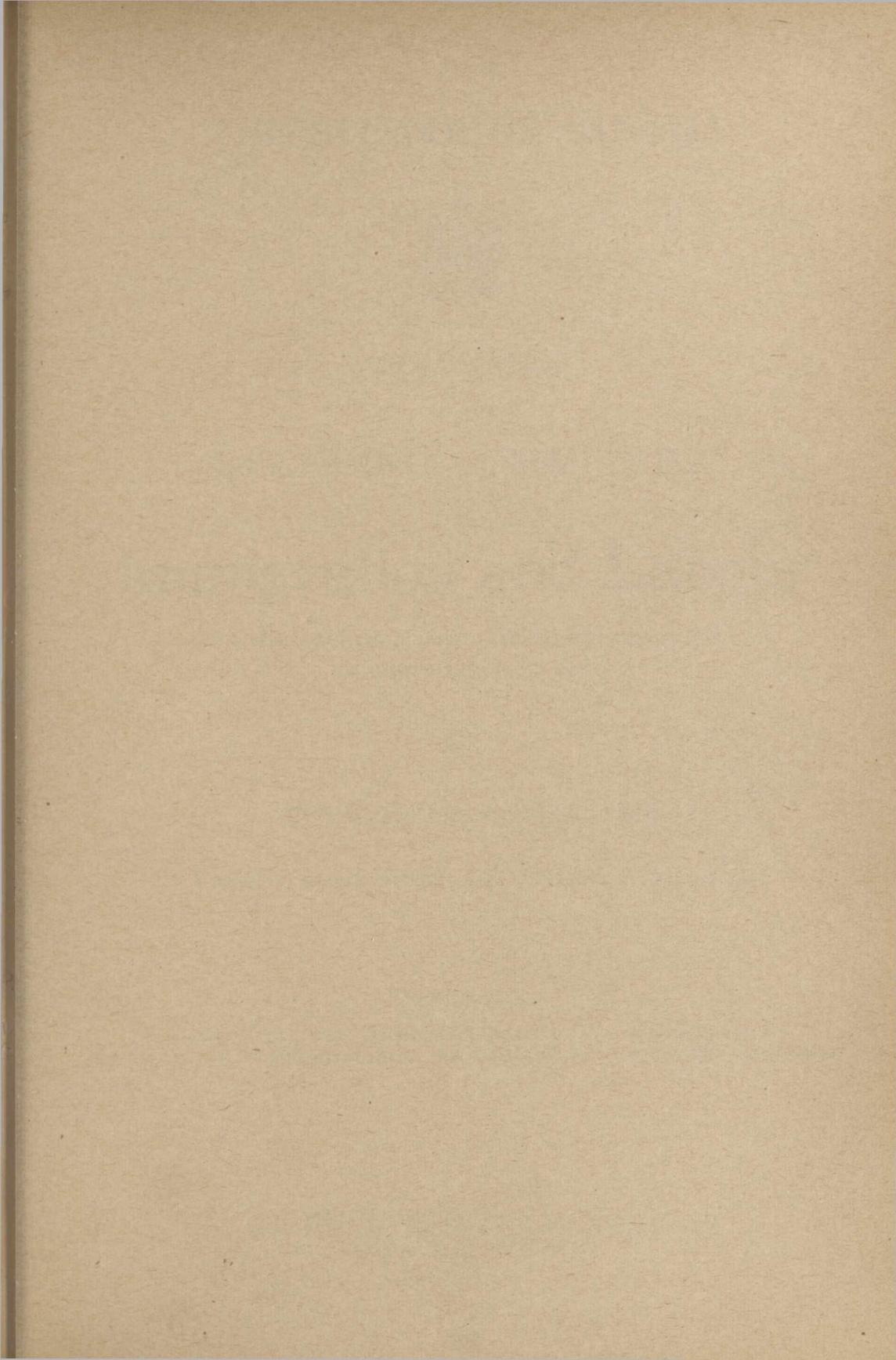
Immigration to Canada, from the United States, showing States of Last Residence of Immigrants, for the Two Months ended February 29, 1948, compared with that of the Corresponding Months of 1947

	1947	1948
Alabama.....		1
Alaska.....	1	1
Arizona.....		3
Arkansas.....	2	1
California.....	67	92
Colorado.....	8	15
Connecticut.....	17	8
Delaware.....		2
District of Columbia.....	10	4
Florida.....	9	3
Georgia.....		1
Idaho.....	10	2
Illinois.....	55	34
Indiana.....	13	8
Iowa.....	6	4
Kansas.....	9	1
Kentucky.....	3	2
Louisiana.....	1	1
Maine.....	31	19
Maryland.....	5	13
Massachusetts.....	67	62
Michigan.....	245	147
Minnesota.....	23	30
Mississippi.....	1	1
Missouri.....	8	15
Montana.....	27	4
Nebraska.....	10	
New Hampshire.....	15	9
New Jersey.....	43	25
New Mexico.....		2
New York.....	262	192
North Carolina.....	5	2
North Dakota.....	17	3
Ohio.....	42	28
Oklahoma.....	4	15
Oregon.....	22	13
Pennsylvania.....	48	25
Rhode Island.....	25	16
South Carolina.....	1	1
South Dakota.....	5	1
Tennessee.....	7	2
Texas.....	8	9
Utah.....	4	
Vermont.....	15	8
Virginia.....	4	
Washington.....	66	79
West Virginia.....	1	4
Wisconsin.....	15	9
Wyoming.....		4
Not given.....	3	
Totals.....	1,240	921

## STANDING COMMITTEE

Returned Canadians from the United States, for the Two Months ended February 29, 1948,  
compared with that of the Corresponding Months of 1947

	Canadian born citizens	British sub- jects with domicile	Naturalized Canadians	Totals
1947				
January.....	532	114	5	651
February.....	387	67	17	471
Totals.....	919	181	22	1,122
1948				
January.....	445	256	29	730
February.....	285	102	17	404
Totals.....	730	358	46	1,134





1947-48

# THE SENATE OF CANADA



PROCEEDINGS

OF THE

STANDING COMMITTEE

ON

## Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 7

WEDNESDAY, 2nd June, 1948

The Honourable Cairine R. Wilson, Chairman.

### CONTENTS:

Letter from The Honourable Senator W. A. Buchanan.  
Memorandum on Refugees from the Baltic Countries, by Mr. A. Weiler.

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1948

## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable CAIRINE R. WILSON, Chairman  
The Honourable Senators

Aseltine	Dupuis	Molloy
Blais	Euler	Murdock
Bouchard	Ferland	Pirie
Bourque	Haig	Robertson
Buchanan	Hardy	Robinson
Burchill	Horner	Roebuck
Calder	Hushion	Taylor
Campbell	Lesage	Vaillancourt
Crerar	Macdonald	Veniot
David	( <i>Cardigan</i> )	Wilson
Donnelly	McDonald ( <i>Shediac</i> )	

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday,  
February 3, 1948.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating there to including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said Committee report its findings to this House:

And that the said Committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*

## MINUTES OF PROCEEDINGS

WEDNESDAY, June 2, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

*Present:* The Honourable Senators: Wilson, Chairman; Aseltine, Burchill, Crerar, Euler, Haig, Hushion, Macdonald (*Cardigan*), Murdock and Turgeon.  
—10.

The Committee resumed consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

The Chairman read a letter from the Honourable Senator W. A. Buchanan, attached to which was a memorandum from Mr. A. Weiler, on Refugees from the Baltic Countries.

The memorandum was read to the Committee by the Honourable Senator T. A. Crerar, and ORDERED to be printed in the record.

At 11.45 a.m. the Committee adjourned until Wednesday, the 9th of June, 1948, at 10.30 a.m.

*Attest:*

A. FORTIER,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

THE SENATE,

WEDNESDAY, June 2, 1948.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. Mrs. WILSON in the Chair.

The CHAIRMAN: Senator Buchanan asked me if there was to be a further meeting of the Committee; he said that he had a brief which he wished to present. He wrote me reporting that he was entering hospital in Montreal, and would not be here to present the brief. His letter reads:—

Honourable CAIRINE R. WILSON,  
The Senate,  
Ottawa.

Dear Mrs. WILSON:

I am not likely to be here when the next meeting of the Immigration Committee is held. Am going into the hospital at Montreal tomorrow and do not know when I will get out.

I had hoped to present to the Committee a memorandum that was given to me by a refugee from Estonia. His name is A. Weiler, a former member of the Estonian Parliament, also the publisher of a number of daily and weekly newspapers and prominent in the Chamber of Commerce. He has been writing a number of articles for the Lethbridge Herald and the Winnipeg Free Press about the situation in Eastern Europe and has talked to me on a number of occasions about the position of the displaced persons from his country. I asked him to prepare a memorandum with the thought that I could submit it to your Committee for consideration.

I have had enough copies of the memorandum made to supply, I think, all the members of the Committee and you will find them enclosed. Also, there is some material about Mr. Weiler himself which will go to establish that he is a man of standing and importance. It rests with the Committee to decide whether the memorandum should be published as part of the proceedings. My own personal feeling is that it should be.

Yours as ever,

W. A. BUCHANAN.

I shall now read the letter written by Mr. Weiler. It is as follows:—

Senator W. A. BUCHANAN,  
1404-4th Ave. S.,  
Lethbridge, Alberta.

Dear SIR:

According to our recent discussion I am enclosing twenty copies of my memorandum: "Refugees from the Baltic Countries", with some copies of my credentials. Should you think it advisable, it might help our purpose to make certain ministers of the Cabinet acquainted with

the problem, who if only indirectly have influence regarding the situation and immigration of the Baltic refugees, as the Minister for Foreign Affairs, the Minister of Trade and Commerce, the Minister of Labour, etc., leading members of the House of Commons, members of the House of Commons Committee on Immigration and probably the leaders of the opposition parties. It could be arranged that I send copies of the memorandum to persons you might suggest, with whom you might have no personal contact.

I would greatly appreciate it if you would let me know from Ottawa the names of persons receiving this information and if necessary, the names of individuals you would wish me to send additional copies. I am keenly interested in the future development in questions pertaining to the immigration possibilities of the Baltic refugees and would therefore ask you to be so kind and inform me from time to time of the results of these deliberations.

If you deem it necessary, kindly point out to me certain steps that I might have to take to help you in this respect. If there should be any further information that you might need, kindly let me know, and I will do my best to forward it to you as soon as possible.

I am most grateful to you, Mr. Senator, in the personal interest and willingness you have shown in taking these steps and using your influence in trying to solve the difficulties connected with the immigration of the refugees of the Baltic States.

Very respectfully yours,

A. WEILER.

There are credentials here to show that he was a member of the Estonian Parliament and quite a prominent citizen, apparently, in his own country.

I have asked Senator Crerar to present the memorandum, which is quite a lengthy one. I do not know whether you think there is any part which we should take up but it is Senator Buchanan's idea that it should go into our records, and I suppose that the committee would like to have it included.

Hon. Mr. MURDOCK: I wonder whether before Senator Crerar reads that statement he can clear up this point. In the second paragraph of his letter he says:—

I, myself, am a refugee of Estonia having lost everything in the Communist occupation of my homeland except my life, ability to work and hope. I arrived lately from Sweden to live with my children, who are Canadian citizens. In Estonia I was the owner of a model farm, etc.

Then he goes on to describe what he did. How does it come about that his children are Canadian citizens and he was in Estonia. I wonder if anyone can clear that point up?

Hon. Mr. HAIG: It could happen any day. If they have been out here five years and have been naturalized they would be Canadian citizens. That is all that is required. I have a lot of them come to me in Winnipeg, sons and sons-in-law, and they want to get their parents out here. I ask them "What are you?" "Well," they say, "we have been here ten years and we are Canadian citizens", and they produce their papers.

Hon. Mr. MURDOCK: You assume, then, that these children came out here on their own some years ago?

Hon. Mr. HAIG: I think so. For instance, Senator Murdock,—I did not know anything about Estonia, but I meet a lot of Czechoslovakians—many of

these Czechoslovaks came out to Canada about 1927, 1928 and 1929. Most of them were young married men and women. Now they are well established farmers in our province, and they have come to me—perhaps a dozen of them—asking how to get their parents out from the old country.

Hon. Mr. MURDOCK: I could not understand that at all.

Hon. Mr. CRERAR: That is the explanation.

Hon. Mr. ASELTINE: Once they become naturalized under the new Act they are citizens of Canada.

The CHAIRMAN: We were only thinking of the children who may have been born here. Of course, that is the natural explanation.

Hon. Mr. HAIG: That is the explanation. We have had a large number of Czechoslovaks; I happen to know about people of that nationality; and the sort of thing I have described is happening almost every day. I know four or five men, who are now about forty-five to fifty years of age, who came out here in 1927 or 1928. They were half of a family, and they sold out because they feared that the Germans would overrun Czechoslovakia and take their land from them. The other half of the family, thinking that things would be all right, did not come at that time, but they want to come out now.

Hon. Mr. ASELTINE: They lost everything, and now they want to come here.

Hon. Mr. HAIG: Yes.

The CHAIRMAN: I think Senator Crerar might go ahead now.

Hon. Mr. CRERAR: The Chairman has asked me to read this memorandum, which I myself not yet read. I will proceed to do so:—

To whom it may concern:

In the enclosed pages I wish to present to you a general survey of the situation of the refugees from the three Baltic States: Estonia, Latvia and Lithuania. I sincerely hope that this information will be the object of your kind consideration and, when dealing with these questions, that the solving of them may receive your generous support.

I, myself, am a refugee of Estonia, having lost everything in the communist occupation of my homeland except my life, ability to work and hope. I arrived lately from Sweden to Southern Alberta to live with my children, who are Canadian citizens.

In Estonia I was the owner of a model farm, a member of the Estonian Parliament, for over ten years, a publisher and the vice-president of the Board of Trade and Commerce. My past experience proves that I am in a position to know the every day life and the conditions of my people in detail.

Proper credentials have been given me by the Estonian Government in exile, and the Central Committee of Estonian Refugees, in taking necessary steps to alleviate the sufferings of my fellow countrymen, as well as the discussion of any questions pertaining to Estonia.

Respectfully yours,

A. WEILER.

#### REFUGEES FROM THE BALTIC COUNTRIES

The three Baltic Republics, Estonia, Latvia and Lithuania, were the first minor nations to be occupied by Soviet Russia. Estonia had 1·25 million inhabitants, Latvia—1·80 million and Lithuania—2·35 million, a total of 5·5 million people.

During the summer of 1940, when the Russian occupation began, private properties were confiscated without any recompense to the owners. 320,000

persons were deported to slave-labour behind the Ural Mountains to Siberian and Arctic hard-labour camps. Husbands were separated from their wives, families were disintegrated. It is not known that anyone has returned alive from these camps. A number of citizens of these states who found no means of escape, preferred to commit suicide rather than submit to deportation.

If we take the occupation of the Baltics by the German armies into consideration along side the present Russian occupation, then it is estimated that the small peace-loving Baltic States have lost, as victims of Hitler's and Stalin's rule, close to one half-million people.

In the fall of 1944, when the Russian front moved closer to the Baltic States for the second time, a large-scale evacuation took place by countless citizens, who found ways and means of escape. They preferred to leave their homeland and save their lives, rather than submit to barbarism and terror and possibly death. These individuals who lived close to the coast, fled with fishing boats to Sweden. Residents further inland fled South-West by land till they arrived at the British-American occupation zones in Germany.

The following table shows the origin and present location of refugees from the three Baltic countries:

	Germany	Austria	Denmark	Sweden	Total
Estonia .....	32,100	c. 1,000	800	31,900	65,800
Latvia .....	80,300	c. 2,000	?	4,400	86,700
Lithuania .....	52,400	950	?	560	53,910
Total .....	164,800	c. 3,950	800	36,860	206,410

A small number of these citizens found refuge in Italy, France and elsewhere. Among the 31,900 Estonians in Sweden are some seven thousand Estonians of Swedish origin, who were given Swedish citizenship, upon their arrival. This fact brings the total number of Estonians in Sweden down to 25,000.

The distribution of Estonian refugees in the beginning of 1946 as compared with the spring of 1948 is as follows:

Countries having received refugees	Number of refugees in 1946	Number of refugees in 1948	Immigration to
German Bi-Zone .....	32,100	25,400	
Sweden .....	25,000	22,600	
Austria .....	1,000	700	
Denmark .....	800	350	
France .....	300	500	
Italy .....	200	200	
Elsewhere .....	100	1,300	
			Great Britain .....
			Canada and U.S.A. . .
			Belgium and Holland
			Repatriated .....
			5,500
			1,300
			400
			1,300
			8,500
	59,500	51,000	51,000
Total .....	59,500		59,500

There are difficulties involved in securing accurate figures as to the total number of refugees, their present place of domicile, their nationalities and their occupations, for there is a constant movement from place to place and change of occupation. But these figures correspond fairly accurately with the present situation.

We can see from the above figures that during the last two years 5,500 Estonian D.P.'s., approximately 10 per cent of the Estonian refugees, have moved to Great Britain, amounting to 45 per cent of the Estonians in the British Zone in Germany (1946: 13,698 pers.: Feb. 1, 1948: 7,809 pers.).

Due to the present immigration regulations, close to 2 per cent of the Estonian refugees have been able to come to Canada and the U.S.A. During the last three years only about 1,300 Estonians have arrived in North America, one-third of these to Canada. The approximately 400 Estonian immigrants in Canada have arrived from German D.P. camps. Only about 50 Estonian refugees have come from Sweden. The Canadian Immigration officials seem to draw a line between the D.P's. in the German, Austrian and Italian camps, and the refugees in Sweden and other Western European countries.

There were in Sweden at the beginning of this year 22,600 Estonian, 3,400 Latvian, and 460 Lithuanian refugees. These refugees are in their best productive years between the ages of 17 and 59, amounting to 72 per cent of the total number of displaced persons there; 16.9 per cent of the total are children under 16 years of age and 5.1 per cent are persons over 60 years of age; 71 per cent of the total able-bodied workers are productively engaged in various Swedish industries. The employers are very satisfied with the adaptability and working abilities of these refugees.

The former citizens of the Baltic States are very ambitious, religious and eager to learn. Among other qualifications, the Estonians are internationally known as excellent sportsmen.

The following table shows how, among other professions, the Estonian refugees in Sweden have adapted themselves to new occupations:

Occupation	Number of	Number of
	Est. refugees	Est. refugees
	1946	Oct. 1, 1947
Farmers and farm hands .....	5,500	
Agriculture and lumber ind. ....		1,400
Fishermen .....	3,300	
Active in various trades .....	1,100	800
Factory workers .....	800	
Inc. Metal workers .....	3,600	
Textile workers .....	3,400	9,500
Seamen .....	700	950
Engineers, technicians, and gen. labourers .....	550	1,900
Teachers .....	550	1,900
Professors and lecturers .....	110	
Doctors .....	108	60
Ministers .....	40	9
Domestics .....		650
Health and hygiene .....		550

The refugee farmers, fishermen, ministers, business men and teachers have adapted themselves in the last three years to various factory and other jobs. They have sacrificed their life work in their homeland and therefore their characteristics as convinced anti-communists should be valued highly.

The refugees in Sweden seem to have been placed in a special category. Outwardly they seem to live satisfactorily. They have work, they earn their daily bread, room and clothing. They are materially in a better position than the D.P.s in camps in Germany, who, in contrast, live among a hostile surrounding and eagerly wait, without steady employment, for immigration opportunities to other countries.

But the refugees in Sweden lack the feeling of stability. They are possessed of a fear for tomorrow. Their safety and well-being are dependent on Russia's immediate plans. From time to time Russia has demanded that Sweden hand over certain citizens of the former free Baltic States. In January, 1946, Sweden did deliver 135 refugees to Russia. During this process many individuals committed suicide on Swedish soil rather than return to their homeland. Now, two years later, the Swedish papers have reported the fate of the remainder of the repatriated 135. A number of them had been murdered upon arrival in Soviet Russia, the rest were sentenced to hard labour for twenty years. At the beginning of this year Finland handed thirty refugees over to the Russians, who were delivered in chains to the Soviet authorities on the Russo-Finnish border.

For these reasons one is not surprised to find that the number of Baltic people eager to repatriate to their homeland is comparatively small, only 2% among the Estonians (according to the I.R.O. figures in the U.S.A., Zone: 2·8%).

Disregarding the general attitude of the refugees, agents and officers of Soviet Russia visit D.Ps. weekly in these German D.P. camps, coaxing them to return to their homeland. These agents take advantage of their situations in distributing communist propaganda to the refugees and agitating them in every way possible against Allied control and the Allies in general, by means of literature distributed on these occasions.

As far as personal safety is concerned, the D.Ps. in Germany are in a far better position than the refugees in Sweden. The Allies have specifically stated that no one person is to be sent back to his occupied homeland against his will. But in Sweden the refugees have no such guarantee.

Guided by the happenings of the near past, let us now suppose Russia will present an official ultimatum to Sweden to hand over all former citizens of the Baltic States. Such a demand has been constantly upheld by the Russians not only against the Scandinavian countries, but also against the Allies. But, up till now, Moscow has received a blunt refusal from Great Britain and the U.S.A.

Will Sweden feel sufficiently powerful and independent to resist Russian demands? Sweden was one of the first to acknowledge the annexation of the Baltic States to Russia. Lately it also became known that close to 15,000 Estonians, Latvians and Lithuanians have been registered in Swedish personal registry files as citizens of Soviet Russia (!) without the knowledge or consent of the individuals concerned. In the Swedish Parliament an opposition delegate, Prof. Hostad, presented a detailed enquiry into this situation. It is self-explanatory why the peaceful Baltic refugees in Sweden have been stricken with panic knowing their near future is very uncertain.

On this side of the Atlantic the rights of minor nations have been rightfully recognized. For example, the State Department of the United States has forwarded a circular to all governors of the individual states, including the following:—

The Department has never recognized the incorporation of Latvia, Estonia, and Lithuania, into the Soviet Union, and consequently does not regard Soviet consular officers or their attorneys as having any right to act on behalf of non-resident Latvian, Estonian, or Lithuanian nationals with respect to distributive shares owing to them from estates of persons dying in the United States. In the cases of Latvian and Estonian nationals, such right has been reserved to consular officers of the respective countries by Article XXV of the Treaty of Friendship, Commerce and Consular Rights of 1928 between the United States and Latvia (45 Stat. 2641) and Article XXIV of the Treaty of Friendship, Commerce and Consular Rights in 1928 between the United States and Estonia (45 Stat. 2379). Moreover, even in the absence of applicable treaty provisions, the Department does not consider that Soviet consular officers in the United States have any right to represent nationals of a third country, whether residing in the United States or elsewhere, without that country's consent. It is respectfully requested that you advise the courts of your State having to do with probate proceedings of the position of the Department with respect to incorporation of the Baltic States into the Soviet Union, and that you request them in considering the validity of powers of attorney given by persons in the Baltic States to Soviet officials in the United States or their attorneys to give appropriate consideration to this Department's position of non-recognition of Soviet sovereignty in Latvia, Estonia, and Lithuania.

It is no wonder that the Baltic refugees in Scandinavia are seeking ways and means of escape, be it with row-boats to England, or motor-sailboats across the Atlantic to America. The Estonians are accomplished seamen, for of its 3,600-mile boundary at home, Estonia has 3,200 miles of coast line. Several boats full of Estonians have arrived in America, braving ocean storms and unspeakable hardships. But such an immigration is illegal.

Hon. Mr. EULER: I might mention an incident with regard to one boat-load which came across the Atlantic. I think they took about three months on the journey and landed in the southern United States, where they were held for a long time. Finally all of them came to Kitchener, and most of them are still there.

Hon. Mr. CRERAR: The manuscript follows:

To save the lives, the working initiative, abilities and acquired skills of displaced persons from the Baltic States, would it be possible to make arrangements to provide for legal means of immigration to Canada for the following types of refugees:

1. We learn from the newspapers that the Canadian Government has enlarged the admissible number of D.P.'s from 20,000 to 30,000 persons to various occupations. But from Sweden, immigrants are admitted only as close relatives of Canadian citizens, a few farmers and farm hands: miners, loggers and lumbermen.

We also have in Sweden textile, metal and construction workers of high standing.

Would it be possible to include the admission of refugees in Scandinavia in with the qualifications already applicable for displaced persons in German camps?

2. When immigration lists are prepared, in most cases married men are omitted. Heads of families, although skilled in their trade, are not selected for immigration. It is stated that there are difficulties in supplying accommodation. It is true that an employer finds it difficult to supply appropriate living quarters for newcomers.

Would it be possible to have heads of families immigrate to Canada, establish themselves in their respective jobs, find living quarters for their families within, for example, three months, and then have their families follow.

Naturally the prospective immigrants would have to undergo established medical examinations. Included in such a family would also be individuals previously cared for by the head of such a family. The future of every country depends on the youthfulness and vigour of its younger generation. For this reason children should not be rejected nor difference made between single and married people.

3. Among the D.P.'s and refugees we find individuals with saved-up money. They can be found among the D.P.'s but more so among refugees in Sweden where for three years they have found employment and had opportunity to save. Their occupation in their homeland has been varied: shoemakers, tailors, barbers, electricians, tinsmiths, car and bicycle mechanics, seamstresses, plasterers, painters, etc. They have had their own workshops working there personally for long hours. We have a shortage of such small business men in rural districts, towns and smaller cities.

Would it be possible to permit the immigration of such minor craftsmen, when they can prove that they have a certain amount of cash on hand in Canadian dollars, English pounds or Swedish kroons, when they arrive?

4. Would it be possible to facilitate the immigration of independent Estonian farmers?

Before the war Estonia was one of the first agricultural countries in Europe, following Denmark in second place in the production of agricultural products. Sixty per cent of the Estonian population was rural and forty-seven per cent of the Estonian export was agricultural, being shipped directly to England. The products answered the requirements of the high standards of the British market.

In 1939, the year preceding the Russian occupation, the Republic of Estonia produced per every one hundred of its inhabitants 40 lbs. of bacon (Finland: 22 lbs.; Sweden 14 lbs.); per capita production of milk was 1720 lbs. and that of potatoes, 1560 lbs. (Sweden, 1420 and 720; Finland, 1070 and 570 resp.).

Among the Estonian refugees are a number of experts in poultry, horticulture, apiculture, dairy industry, who in their homeland had been owners of their own farms. They possess theoretical as well as practical knowledge of actual farming. These people could easily be employed in various phases of Canadian agriculture.

5. Numerous outstanding scientists, experienced doctors, chemists and engineers are among the refugees from the Baltic Republics. They are only too willing to harness their skill and knowledge for the future of Canada. At present they are employed as office workers and archive workers, whereby their special training is going to waste.

The Estonian University of Tartu was the oldest in the Baltic States, founded in 1632, had acquired historic traditions and scientific recognition. The enrolment in normal times was 4,350 students. The percentage of the number of students to the total population (1.25 million) was considered one of the highest in the family of nations. It would be advantageous to Canada to facilitate the immigration of these well-trained and highly-skilled individuals.

6. Music and imaginative art were at a very high level of development in the Baltic States. Conservatories and art academies developed the natural art talents of these people.

Every city with a population of over 20,000 had a permanent theatre and its symphony orchestra. Travelling art exhibitions also covered smaller towns. Philharmonic concerts, opera and operetta stood on an even level with those of Western Europe.

Recognized composers, soloists and painters are wasting their talents in D.P. camps. Music and imaginative art are international human values.

Opportunities should be given to this type of people, so as to enable these artists to enrich the cultural life in Canadian development.

7. There are several hundred ministers among the Baltic refugees. They have graduated theological colleges and are individuals of high moral standing. In Sweden they have found employment in factories, in Germany they cut firewood.

The U.S.A. preference is given to immigration of ministers.

Would it be possible to facilitate the immigration to Canada also of this type of refugees?

7. Private enterprise was one of the main stalwarts of the economic life of the Baltic States. Business found widespread recognition in the West. Businesses were organized according to their types. Private entrepreneurs were not only interested in the growth of their capital, but also in the working conditions and social welfare of their employees, developing these to high levels. But the Russian occupation destroyed all private capital over-night. The business men, who found it possible, had to flee. But they took with them their valuable experience, energy and initiative, which the communists were unable to nationalize.

Would it be possible to extend a helping hand to this type of energetic individuals? Information as to their abilities and past performances is available from central committees of the Baltic refugees in Germany and Sweden.

I venture to ask of you and hope that some form of concrete help be made available to all above-mentioned types of Baltic refugees, and that all these physical and cultural values in the form of human beings be allowed to harness their good qualities in the up-building of this new Canada, to a first-rate world power.

A. WEILER.

Hon. Mr. EULER: Madam Chairman, I was not here when the meeting began, and I should like to ask who Mr. Weiler is. Whom does he represent?

The CHAIRMAN: He was formerly a member of the Estonian parliament. Senator Buchanan stated in a letter that Mr. Weiler had contributed articles to the Lethbridge Herald and the Winnipeg Free Press. Senator Buchanan had hoped to present this manuscript himself. I received it directly from Senator Buchanan, who felt that it should go into our records.

Hon. Mr. CRERAR: Senator Buchanan told me that Mr. Weiler's son is a large and prosperous farmer at Barons, between Calgary and Lethbridge. He had known Mr. Weiler junior, and it was through him that he met the author of this memorandum, who formerly was a member of the Estonian parliament and a man of standing in his own community. I am bound to say that he has put together a pretty good memorandum for a man who has been in this country only a short time.

Hon. Mr. BURCHILL: How did he get out here?

Hon. Mr. HAIG: Through his son.

The CHAIRMAN: We know that what he states is true, that preference is given to people in the D. P. camps.

Hon. Mr. HAIG: We are helping to support the people in those camps, and naturally the officials want to get rid of them as soon as possible.

Hon. Mr. CRERAR: I do not see why the immigration authorities could not send a few inspectors to Sweden to examine these people medically and so on, and screen them as to ideology, if they wish, so that, if they are found satisfactory, they may be admitted to this country even if the degree of relationship is not as close as the present regulations require.

The CHAIRMAN: This committee recommended last year, and perhaps also the year before, that the categories of relatives admissible should be extended.

Hon. Mr. TURGEON: The Balts are considered among the very best inhabitants of the D.P. camps in Europe. I should like to ask Senator Euler if the people who landed in Kitchener were not admitted without any question as to relatives here.

Hon. Mr. EULER: I am sure of that.

The CHAIRMAN: The quota to be admitted to the United States from the other countries is very small.

Hon. Mr. CRERAR: The plight of these people in Sweden is not, I do not think, exaggerated in this memorandum. The Swedish government is probably under pressure in one way or another from Russia, and the position of the refugees in Sweden is more serious than in occupied zones in Germany.

The information I have been able to secure about displaced persons who have been admitted to Canada is most favourable. I have talked to some of the mining people who have secured a number of them to work in the mining camps, and without exception they speak highly of them. I am told by some that the immigrants have the added virtue of being able to inform the people they work with of what communism really means as they have experienced it in Europe; they have, therefore, a steadying influence. We find among these persons some well educated people. For instance, I heard of a lady who has had three years' medical training, and her husband is a scientist. She is now waiting on tables in the mining camp and he is working as an ordinary labourer. They are quite willing to do these jobs in the hope that something better will be offered later on.

Hon. Mr. BURCHILL: I am wondering about the reaction of public opinion in Canada towards the present immigration policy. I raise that point because I think there is a big job to be done in the education of the public as to the

true conditions in Europe. Personally, I found in certain quarters a resistance that I would not have expected, even against admitting people to Canada in any circumstances. This attitude is due to the fact that the Canadian people do not realize, as we do here, the true facts of the situation. The Canadian people can be taught why these things are being done, but to go ahead with the policy without a complete understanding of the problem, may lead to trouble.

Hon. Mr. EULER: May I relate to you the reaction that occurred in Kitchener when the people came there. The general public were entirely sympathetic, because the immigrants came under rather special circumstances. I think it took something like three months for them to cross the Atlantic in an open boat and they landed near Georgia and were held up at Ellis island for some time. Finally they came to Kitchener through some sympathetic friends. They were housed for a time in one apartment building. There was quite an outburst from some of the returned men, who were finding great difficulty in securing living quarters for themselves, and in some instances were unable to find employment. That criticism has entirely died down. From time to time the newspaper has made a report with respect to these displaced persons who have come in, which has been most favourable. But as I say, in the early stages there was some criticism because of the difficulty certain ex-servicemen found in getting quarters.

Hon. Mr. TURGEON: The criticism was not against these people coming in?

Hon. Mr. EULER: No.

Hon. Mr. TURGEON: The Canadian Legion dealt with that question the other day.

Hon. Mr. EULER: Some of the members of the Canadian Legion objected.

Hon. Mr. TURGEON: They went on record in Saskatoon last week as being in favour of immigration.

The CHAIRMAN: I have been interested in this subject for a long time, and we have had great objection from the Legion, and particularly from the Canadian Corps Association. They now seem to have changed their attitude towards the immigration policy. Do you think that on behalf of this committee we could make some representation directly to the Immigration Branch to give consideration to this special class?

Hon. Mr. EULER: Is that merely a regulation they have now, or is that statutory? The department might say "We cannot do anything under the regulations".

Hon. Mr. CRERAR: That is the position, I think, Senator Euler. The regulations at present provide for the admission of what I think are described as first-degree relatives. There is a certain closeness of relationship. Now that does not extend as far as cousins. You may have a person in Canada who desires to bring a cousin from one of these camps, but the relationship is too remote to be covered by the regulations. I have a case of that kind on my desk at the moment. A person I know very well, a very estimable man, wants to bring out a cousin and his family. He is a tailor, and there is plenty of employment in the town where this gentleman lives; but at the moment the regulations are not elastic enough to cover that case.

Hon. Mr. MURDOCK: Should we not ask Mr. Jolliffe and Mr. Keenleyside to come here and put on the record what the regulations are?

The CHAIRMAN: We have them. They were produced by Dr. Keenleyside.

Hon. Mr. CRERAR: Yes, I think they are on the record already.

The CHAIRMAN: We asked in this committee a year ago to have the categories of admissible relatives widened. I think we have asked for it two years in our reports, though I would like to look that up, but I know we did so last year.

Hon. Mr. ASELTINE: What languages do they speak? Are they conversant with English? Do they speak Russian or German?

The CHAIRMAN: A surprising number of them have a knowledge of English, have they not, Senator Crerar?

Hon. Mr. CRERAR: I believe they have. I believe there was an Estonian language.

Hon. Mr. EULER: Take for instance, the name "Weiler", which we have here: that is distinctly German.

Hon. Mr. ASELTINE: I do not think there is an Estonian language. The people speak either Russian or German.

Hon. Mr. CRERAR: Estonians, probably, if you go back far enough, are of German origin.

Hon. Mr. ASELTINE: What language do these people at Kitchener speak?

Hon. Mr. EULER: I don't know. I have not spoken to them myself. I think most of them will be able to speak English, because you will find that most educated Europeans do.

Hon. Mr. ASELTINE: Have they long unpronounceable names?

Hon. Mr. EULER: I can't tell you much about that.

Hon. Mr. ASELTINE: I think you should investigate these people for us.

Hon. Mr. EULER: I think I will do that when I go home at the week end.

The CHAIRMAN: I have two beautiful girls who are to exhibit their costumes tomorrow at my house. You might come and look at them. One is a perfect beauty.

Hon. Mr. HAIG: Is she an Estonian?

The CHAIRMAN: I think she is a Latvian; and there is a charming one who comes to see me almost every Tuesday. I can send her up to see you!

Hon. Mr. CRERAR: I think it will be found that a substantial number of these people speak English. It is in my memory that in one of these Baltic countries English was taught in the schools.

Hon. Mr. EULER: English is pretty generally spoken all over Europe.

The CHAIRMAN: Europeans are obliged to speak it, because the English people refuse to learn anything else.

Hon. Mr. CRERAR: These people are natural linguists, and they pick up English pretty well.

The CHAIRMAN: I should like to present this memorandum and to ask the Acting Minister, Mr. MacKinnon, to give it consideration and if he thinks it advisable to discuss the question with the Cabinet on deputy level.

Hon. Mr. HAIG: Before you do that, I think Senator Aseltine has made a very good suggestion to Senator Euler. I do not always agree with Senator Euler's ideas, as you know.

Hon. Mr. EULER: Nearly always.

Hon. Mr. HAIG: But when he is right he is very right. I think he ought, as a member of this committee, to get all the information he can about the Kitchener immigration. I think it would be intensely interesting, and I am persuaded that we will find they are very fine people and that we could not get better immigrants in this country.

Hon. Mr. EULER: I would be glad to report on that at the next meeting.

Hon. Mr. HAIG: I would personally appreciate it if you would. In the same connection, if you are going to make representations, I should like you to consider the Slovak immigrants from Czechoslovakia. As I said a while ago, we have in Manitoba a very large settlement of farmers from that country

and they have been extremely successful. They are very fine men and women and are good workers and have done extremely well. I should like to tell you the story of just one, Frank Balge. With his wife he landed in Winnipeg in 1927 with \$1,500 from the Slovak part of Czechoslovakia. Today he is farming 1,040 acres on which he owes only 40 per cent of the balance, and he has paid \$30,000 cash payment on the land. He is only one. There is a large number in the same category. I have been told that there are many of these people in the displaced persons camps. They are largely all farmers. That is the class of people we should get. They made representations here the other day and I am shocked as to how few have already been allowed to come through.

The CHAIRMAN: I am glad you have brought this up because the paper came when I was away.

Hon. Mr. HAIG: As a Manitoban I would urge very strongly that that branch be brought to the attention of the minister at the same time as the others. They will not interfere with any employment in the cities and towns at all. They are very successful in our province. Most of these people have settled in Manitoba. They were brought out by the Canadian National Railway Colonization Department who handled the job extremely well.

The CHAIRMAN: In connection with this representation, the paper that was given to me indicated they seemed to think they had been very much discriminated against.

Hon. Mr. HAIG: Yes, that is the charge made, and I should like that part to be followed up. I should like to draw to the attention of the Minister of Labour and also to the Minister of Agriculture this matter because the problem in my province and others is to get people to go on the farms. These particular people are mixed farmers. They are good grain farmers, good dairy farmers and good stock raisers, and the families all work.

Hon. Mr. ASELTINE: We have a large settlement of them twenty miles north of Rosetown. There are probably 2,000 or 3,000 of them. They are very excellent farmers but they are inclined to be socialistic.

Hon. Mr. HAIG: That is not the case with us. They are nearly all Roman Catholics. There are a few from the southern part who are Greek Catholics, but they are largely Roman Catholics and I will say very fine church people too.

Hon. Mr. ASELTINE: They are certainly excellent farmers.

Hon. Mr. HAIG: I should like that problem investigated.

The CHAIRMAN: At the beginning of the session Senator Roebuck made some suggestions about our deportation system, which he went into quite extensively. In a letter to me he also made these suggestions as to the committee's inquiry:—

Would it be possible to have some representative of an agricultural organization tell us of the farm labourers settlement enterprise from the farmers' point of view?

Should we not also hear from the representatives of the mining association and of the lumbering associations? And what about some of the industries, such, for instance, as the needle trade of Toronto and Montreal?

I wish we could emphasize the case of the relatives. Perhaps some church organization, or a welfare society, might take that on and voice the anxiety of Canadian relatives for their kith and kin in concentration camps or worse in Europe.

We have not had any direct representations from people in the mining camps, but we have read in the press of some of their reports.

Hon. Mr. HAIG: I do not think there is time to get representatives of these industries here now, Madam Chairman. Would it not be possible for you to obtain from the Department of Labour a list of companies which have employed immigrants, and then could you not write the companies and ask for a report to be placed before this committee? It seems to me that we could obtain the information in that way.

Hon. Mr. CRERAR: That is a good suggestion.

The CHAIRMAN: We could get information as to mining and lumbering companies in that way, but perhaps it would be a little difficult to get a report on the needle trades. However, the Department of Labour would have a record.

Hon. Mr. HAIG: Yes.

Hon. Mr. CRERAR: Mr. Glen, the minister responsible for the Immigration Branch, is away.

The CHAIRMAN: Mr. MacKinnon is acting as Minister of the Department.

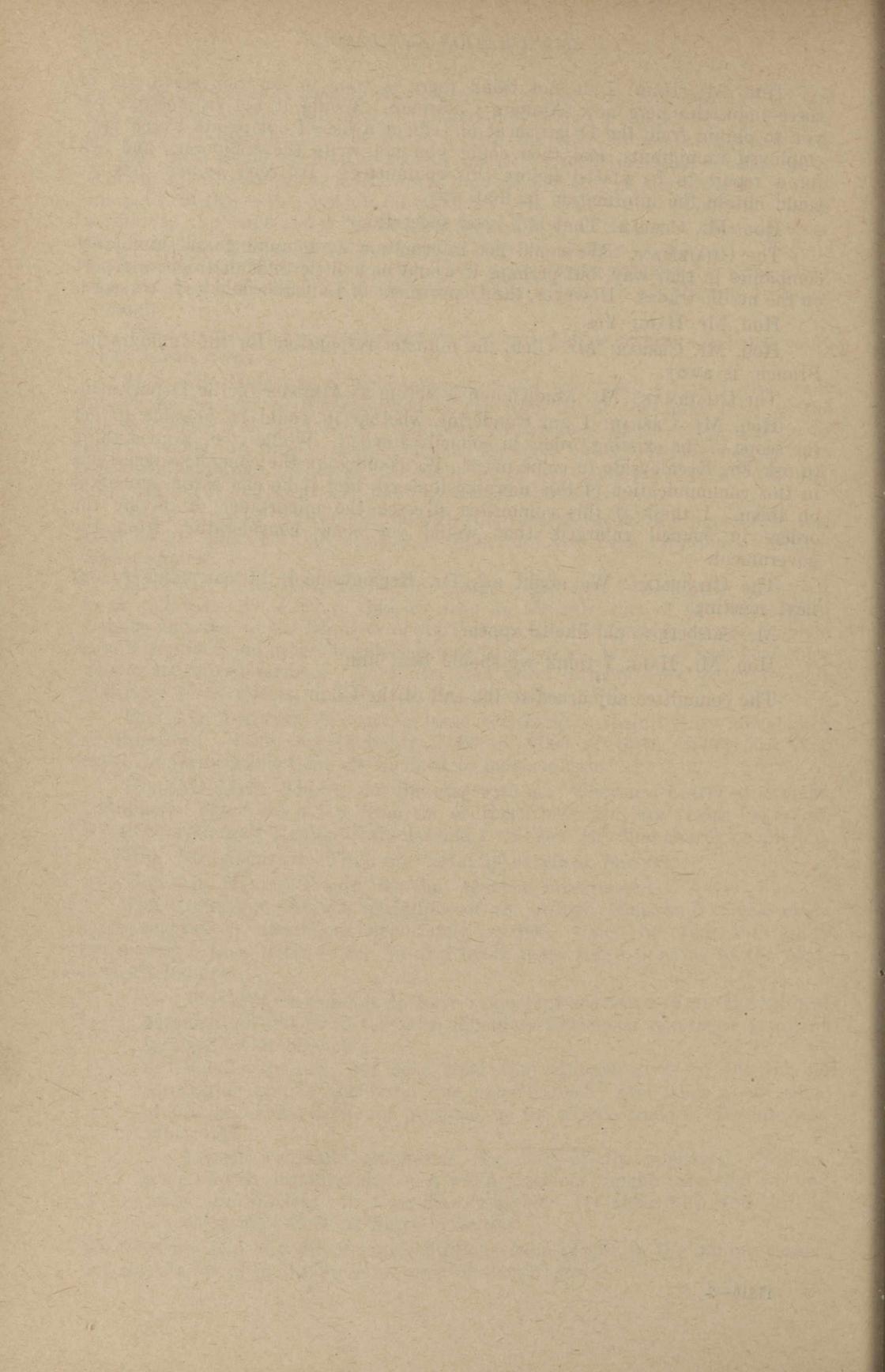
Hon. Mr. CRERAR: I am wondering whether it would be possible to get the scope of the existing orders in council extended. Would it be a good thing to ask Dr. Keenleyside to come over? We could take the concrete suggestions in this communication of this morning and ask him if he can throw any light on them. I think if this committee stressed the importance of having the orders in council enlarged, that would get some consideration from the government.

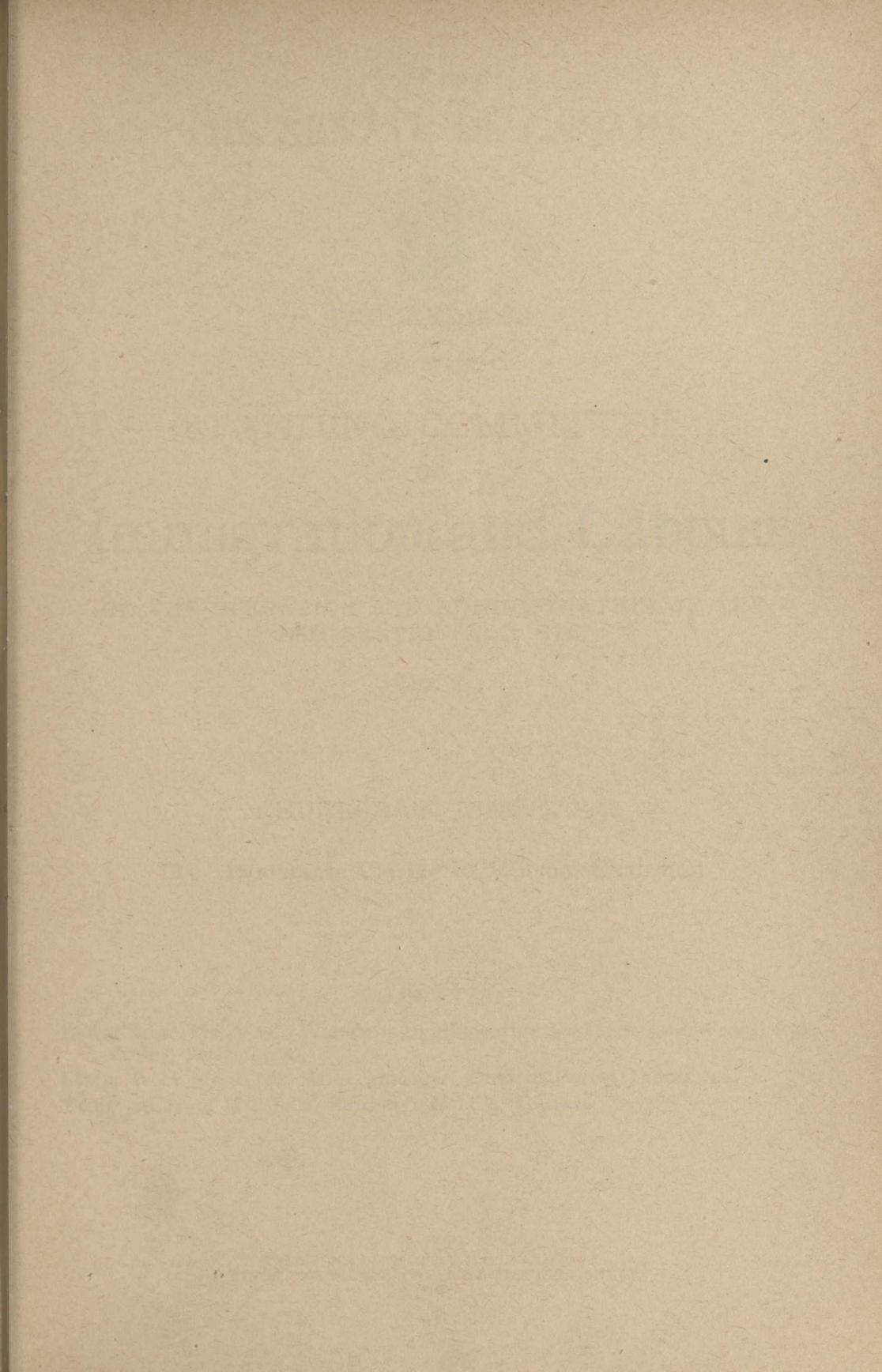
The CHAIRMAN: We might ask Dr. Keenleyside if he can come to our next meeting.

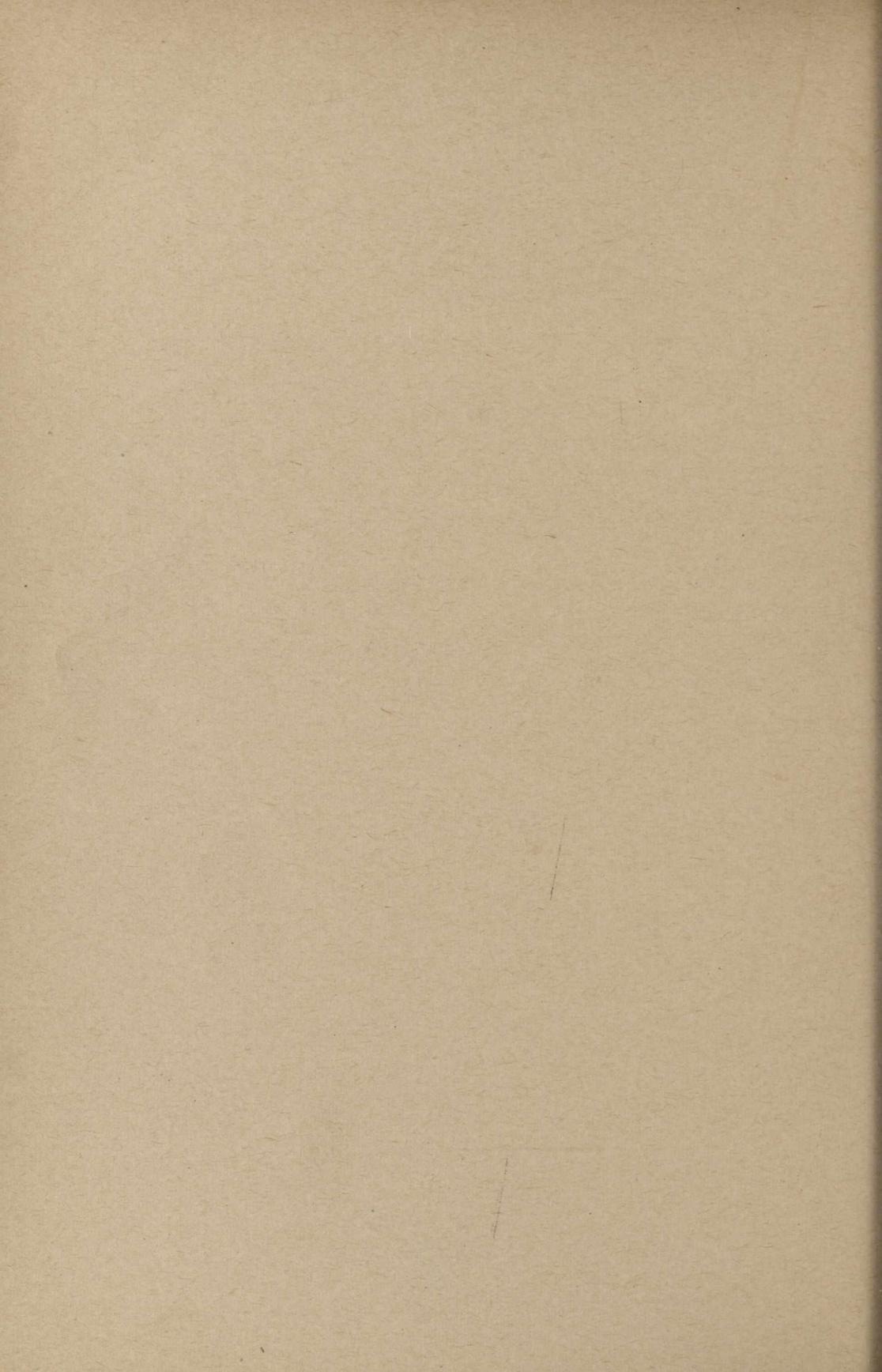
Mr. Salsberg would like to appear.

Hon. Mr. HAIG: I think we should hear him.

The committee adjourned to the call of the Chair.







1947-48

# THE SENATE OF CANADA



PROCEEDINGS

OF THE

STANDING COMMITTEE

ON

## Immigration and Labour

ON THE OPERATION AND ADMINISTRATION OF THE  
IMMIGRATION ACT, ETC.

No. 8

WEDNESDAY, JUNE 9, 1948

The Honourable Cairine R. Wilson, Chairman.

### CONTENTS:

Letter from Mr. V. C. Wansbrough, Executive Director, Canadian Metal Mining Association.

Letter from Mr. C. R. Mills, Manager, Ontario Forest Industries.

Telegram from Mr. J. B. Salsberg, M.L.A., Ontario.

## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable Cairine R. Wilson, Chairman

The Honourable Senators

Aseltine,  
Blais,  
Bouchard,  
Bourque,  
Buchanan,  
Burchill,  
Calder,  
Campbell,  
Crerar,  
David,  
Donnelly,

Dupuis,  
Euler,  
Ferland,  
Haig,  
Hardy,  
Horner,  
Hushion,  
Lesage,  
Macdonald,  
(*Cardigan*)  
Mackenzie,

McDonald (*Shediac*),  
Murdock,  
Pirie,  
Robertson,  
Robinson,  
Roebuck,  
Taylor,  
Vaillancourt,  
Veniot,  
Wilson.

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 2, 1948.

“That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said Committee report its findings to this House:

And that the said Committee have power to send for persons, papers and records.”

L. C. MOYER,  
*Clerk of the Senate.*

## MINUTES OF PROCEEDINGS

WEDNESDAY, June 9, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

*Present:* The Honourable Senators: Wilson, Chairman; Aseltine, Burchill, Euler, Hardy, Horner, Roebuck, Taylor and Turgeon, 9.

The Committee resumed consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

The Chairman read a report from Mr. V. C. Wansbrough, Executive Director Canadian Metal Mining Association, as to the relationship between Mining Operators and Displaced Persons now employed in Mining Operations, together with a covering letter.

A further letter was read from Mr. C. R. Mills, manager, Ontario Forest Industries Association, reporting as to the work of Displaced Persons now employed in the Forest Industries.

The Chairman also read a telegram from Mr. J. B. Salsberg, M.L.A., Ontario, in which he stated he would be unable to attend before the Committee today, but would welcome an opportunity to appear at a later date. After discussion, it was agreed the Committee would hear Mr. J. B. Salsberg at a future meeting, if time permitted.

At 11.00 a.m. the Committee adjourned to the call of the Chairman.

Attest.

A. FORTIER,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

THE SENATE,

WEDNESDAY, June 9, 1948.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. Mrs. WILSON: in the Chair.

The CHAIRMAN: Honourable gentlemen, at its last meeting the committee expressed the wish to have Dr. Keenleyside come and report progress. I am informed that he is in Hamilton but will be glad to come next week. Senator Robertson was disturbed last night because there is so much necessary committee work to be done and he asked if we would curtail our meetings, if possible, but I felt that the committee wanted to hear Dr. Keenleyside again before drawing up a report.

Hon. Mr. ROEBUCK: By all means let us hear him.

The CHAIRMAN: I was asked by the last meeting to get reports from the mining industries which had employed displaced persons from Europe, and I have here Mr. Wansbrough's report to the annual meeting of the Canadian Metal Mining Association, of which he is Executive Director. It is not very long and, if the committee so desires, I can read it into the record.

Hon. Mr. ROEBUCK: I think that would be advisable.

The CHAIRMAN: The letter reads as follows:

GENTLEMEN:

I have pleasure in submitting my report on the work of your executive staff and office for the past year.

Your President in his report has touched in general terms on some of our principal activities. The most substantial project undertaken has been the selection and allocation to the mines in Canada of screened immigrants from the Displaced Persons Camps in the British and American Zones of occupied Germany.

Last July it became clear that in most sections of this country mining operations were being retarded by a scarcity of qualified miners or men who could become qualified miners. Plans were therefore initiated with the Immigration-Labour Committee of the Dominion Government, and by the end of October were advanced to the point where a Selection Team, under the direction of Mr. Harlow H. Wright, left for Europe. We are much indebted to that team for the admirable work which they performed in circumstances which called for much initiative and resource. We are equally indebted to those mining companies and other organizations which made the mission possible by granting leave of absence to its members, Sigma Mines in the case of Mr. George Schmelzle, Sladen Malartic Mines in the case of Mr. John Kostuik, and the Workmen's Compensation Board of the Province of Ontario for the release of Dr. E. W. Flahiff.

Mines as far removed as those of Northwestern Quebec and the Yukon are now reaping the benefit of the strenuous exertions of these gentlemen overseas.

The immigrant miners began to arrive in December, and to date some 1,400 have been received and settled in their jobs. From all quarters reports indicate that these men are winning high praise and an excellent reputation as willing, hard and able workers, who give every promise of establishing themselves as useful Canadian citizens.

From every mining centre concerned we have had the greatest co-operation in working out plans for the reception, escorting and allocation of each group upon arrival. Our best thanks are due to those who have undertaken the extensive travel involved in meeting and escorting successive groups. We are also much indebted to those who have helped us greatly by acting as our liaison officers in various areas and have taken much trouble to keep us in touch with local needs and conditions, and arranging for local distribution; in particular, Mr. J. C. Perry of the Lamaque Mining Company, President of the Western Quebec Mining Association, Mr. R. V. Porritt of Noranda Mines, Mr. Alex. Harris of Kirkland Lake, Mr. H. M. Ferguson of Hollinger Consolidated Gold Mines, Mr. Hugh Thompson of McIntyre Porcupine Mines and Mr. E. G. Crayston of Madsen Red Lake Gold Mines.

Some appreciative record should also be made of the many arrangements which mining companies have made to assist the immigrants to become adapted to their new surroundings and assimilated to their new communities. It is interesting to note that an official of the Department of Labour states, in a report to Ottawa, and as a result of extensive personal observation, that it is "astounding to note the co-operation given by the industry to the new immigrants."

Of the 1,400 who have arrived in this country only some 25 have proved unfit, from medical or other reasons, for mining employment. This can be rightly regarded as a low percentage of rejections considering the handicaps under which the Selection Team had to operate.

Some 850 immigrants have yet to come. It is expected that they will arrive at the rate of 200 to 250 a month, so that the operation will not be completed until September next.

We are now giving our attention to the somewhat pressing problem of speeding up plans for the transportation of the wives and families of the married men, who form a small proportion of the total number.

In reviewing this operation as a whole we cannot speak too warmly of the helpful assistance that we have received on all hands. It is somewhat astonishing in view of the number of organizations, governmental and private, which are in one way or another directly concerned, that we have not hit more snags, and that for the most part arrangements have proceeded smoothly and efficiently.

There seems every ground for expecting that the benefits of this undertaking will be felt in the industry for many years to come.

This is Mr. Wansbrough's covering letter to me dated June 5, 1948.

Dear Senator WILSON:

I was very pleased to receive your letter of June 3rd in which you state that some members of the Senate Committee on Immigration and Labour would like to have a report on Displaced Persons in the employ of the various industries in Canada.

As far as the metal mining industry is concerned it has fallen to us to make the arrangements for selecting suitable men from the Displaced Persons camps.

I am not sure how much detail you would like to have, but as a beginning, I enclose a pertinent section of a report which I gave last week to our Annual General Meeting. This gives in summary form

an account of the plan and its progress to date. There are many details omitted and I shall be pleased to fill them in if you would be good enough to let me know what particular additional points you would like to have covered.

The total number is about 2,250 men, divided into three groups of about equal numbers of Poles, Ukrainians and Balts. As you will see from the report, some 1,400 have already reached us and are settled in their employment. We have received excellent reports from all quarters of their character, work and behaviour.

Instead of rambling more or less at random, I will await your further word and we shall be ready to supply further particulars promptly, if there are any specific questions to which you would like to have the answer.

I am sorry indeed that we did not have the opportunity of a meeting when you spent your six weeks in Toronto. It happened that I spent most of April in the Canadian West.

My best personal wishes and regards,

Yours sincerely,

V. C. WANSBROUGH,

*Executive Director.*

I have here a letter which came in this morning from the Ontario Forest Industries Association. I may say that I inquired of Mr. MacNamara of the Department of Labour, to whom our inquiries should be addressed, and he gave me three names. The needle trades representative has not replied, but I have here a letter from C. R. Mills, manager of the Ontario Forest Industries Association. He has this to say:

Dear Senator WILSON:

I am glad to be able to report that the immigrants brought to Canada from the Displaced Persons camps in Europe for work in the woods in Ontario have been quite satisfactory. There were, of course, a few exceptions but this was to be expected. A good many of the men had had no previous experience in woods work but the majority adapted themselves quite readily and, after a little experience, were quite capable. Also, with a few exceptions, the general conduct was good.

To be quite frank, the trouble-makers were mostly Poles and Jews. The latter, it appears, used the scheme as a means of getting to Canada. Jewish people are not adapted to woods work and I believe that by this time the majority, if not all of them, are now otherwise engaged.

I do not know the exact figures but I believe that at least fifty per cent of those who have completed the ten months employment agreed to are continuing on woods work and are quite satisfied. There were, among the whole group, quite a number of tradesmen and professional men and naturally they are seeking more suitable employment.

At the last meeting of the committee I reported that I had a letter from Mr. Salsberg, M.L.A., as to his appearing before the committee to report on conditions as he found them in Europe and the near East. His appearance was postponed, but following our meeting last week I wrote to him stating that we would be meeting today, if he wished to appear. This morning I received the following telegram:

Regret that arrangements to appear before Board of Control Wednesday makes it impossible for me to appear before your committee on Immigration.

Stop. We welcome such an opportunity at your next meeting. Please advise date when your committee will be prepared to grant me hearing.

J. B. SALSBERG.

Hon. Mr. HORNER: I do not know how the other members of the Committee feel, but personally I do not want to hear Mr. Salsberg at all. I would not believe anything he said. I believe he is interested in bringing Communists and no one else, to this country.

The CHAIRMAN: Time is very limited; I believe there will be only one further meeting of the committee, and Dr. Keenleyside has promised to come at that time.

Hon. Mr. EULER: Madame Chairman, I disagree with Senator Horner's view respecting Mr. Salsberg, but not because of any sympathy for the communist party. Mr. Salsberg is an elected representative in the legislature of Ontario; he is a citizen of this country and Communism has not been outlawed here. He has a right to appear here. Of course if there is lack of time, and there is a more important witness than he to be heard by the committee, then that is perhaps a good reason for not hearing him; but because he is a communist is not a good reason, in a democratic country, for not hearing him.

Hon. Mr. HORNER: The country would not remain democratic, if he had it his way.

Hon. Mr. EULER: But he will not have his way.

Hon. Mr. ROEBUCK: He will not have it if we ourselves remain democratic; but if we adopt the methods of the communists and we do not perform our duties in a broad-minded way, he may run this country. I think it would be a very bad policy for those opposing communists to go on the record as shutting their ears and barring their doors against hearing him; it would be far better to hear him and then to point out his errors, if there be any. If we fail to adopt that course, then the movement, to use a popular expression, will be forced underground.

Hon. Mr. TURGEON: Madame Chairman, I am a very strong anti-communist, but the committee has already decided to hear Mr. Salsberg. It has been pointed out that he is an elected representative of the people, and the chairman has already informed him that the committee is prepared to hear him. Under those circumstances, I think it would be a mistake to make any change. On the other hand, if there is to be only one more meeting, and if the committee is to make recommendations, relating to the bringing of immigrants into Canada, I think it would be wiser and more helpful to hear Dr. Keenleyside, and to leave Mr. Salsberg for another time. I think we all have a fair appreciation of what Mr. Salsberg would wish to tell us concerning conditions in the camps and as to the effect of the British and American authorities stopping repatriation. I think that likely that is a claim which will be made to us, but I do think we ought to hear him unless time forbids it. If there is to be only one meeting, I strongly suggest Dr. Keenleyside rather than Mr. Salsberg; if we are going to have more meetings than one, since he has been invited and the committee has agreed to the invitation, I think we ought to hear him, regardless of the fact that most of us do not like him or his opinions.

Hon. Mr. ASELTINE: I agree with Senator Horner. I do not think we should hear him at all. I think we should hear Dr. Keenleyside. I am quite sure we have not time to hear this other man this year. Let him come next year.

The CHAIRMAN: I had a consultation last night with Senator Robertson, and it seems that there is so much necessary committee work that I said we would try to limit our meetings, if possible. But we will have one next week. And I think we should hear Dr. Keenleyside.

Hon. Mr. EULER: It is not merely an excuse instead of a reason.

The CHAIRMAN: No. And I would not want him to think otherwise.

Hon. Mr. HORNER: I wonder if it is not part of our work to take some positive action in view of the complaints that it is impossible to keep these immigrants from being plagued by people who, I believe, are organizing on behalf of Communism. However, it might be well to meet this condition, even if it means some government action, not to preach party politics to them but to prevent or counteract the effects of the approach which is being made to them.

The CHAIRMAN: I spoke last week to Dr. Foulds, of the citizenship branch, about coming here. I do not think we are making nearly enough use of that branch. Dr. Foulds could do a much more effective piece of work if he were given a little more—

Hon. Mr. HORNER: Encouragement.

The CHAIRMAN: Encouragement, yes. He is anxious to do it. He himself has been in wretched health, but he has some good people with him, all of whom are anxious to proceed with this work. Perhaps there has been a lack of co-operation in that direction between the government departments. It might be a good thing if Dr. Foulds could come next week with Dr. Keenleyside.

Hon. Mr. HORNER: It is right in Mr. Mills' report that various classes of immigrants come here under an agreement to work on the farms or in the woods for a certain length of time, but they are here for a very short time before, as the report says, they seek other employment. In other words, immediately upon arrival they are quite willing to break the agreement which they entered into and by virtue of which they were allowed to come to this country.

The CHAIRMAN: Of course they are not the only offenders. I am afraid that our own people have been jumping around continually.

That is all for today. If it should be possible to have a second meeting, I do not know whether we could give Mr. Salsberg an opportunity to attend. If we are limited to one meeting there is, perhaps sufficient reason for restricting the number of witnesses.

Hon. Mr. BURCHILL: Well, we have got until the end of June to make a report.

Hon. Mr. ASELTINE: I understand that Parliament is likely to prorogue the 25th of this month. If that is the case, I cannot see how we can have more than one meeting.

Hon. Mr. BURCHILL: Are there any grounds for your opinion?

Hon. Mr. ASELTINE: I think so.

Hon. Mr. BURCHILL: I think it will go to the end of June.

Hon. Mr. TURGEON: We shall have a better idea by the time the next meeting is held. When will that be?

The CHAIRMAN: I think preferably next Wednesday, but it may have to be fitted in with other meetings.

Hon. Mr. EULER: Is there any objection to having another meeting next week?

The CHAIRMAN: I was just saying that Senator Robertson said last night that in the next two weeks so much necessary work will be coming from the Commons that committee work will be heavy, but I think we can arrange a meeting. Unfortunately I have to go away tonight. I do not know if there could be another meeting this week.

Hon. Mr. BURCHILL: What about the report?

The CHAIRMAN: We shall have to have a meeting to consider our report.

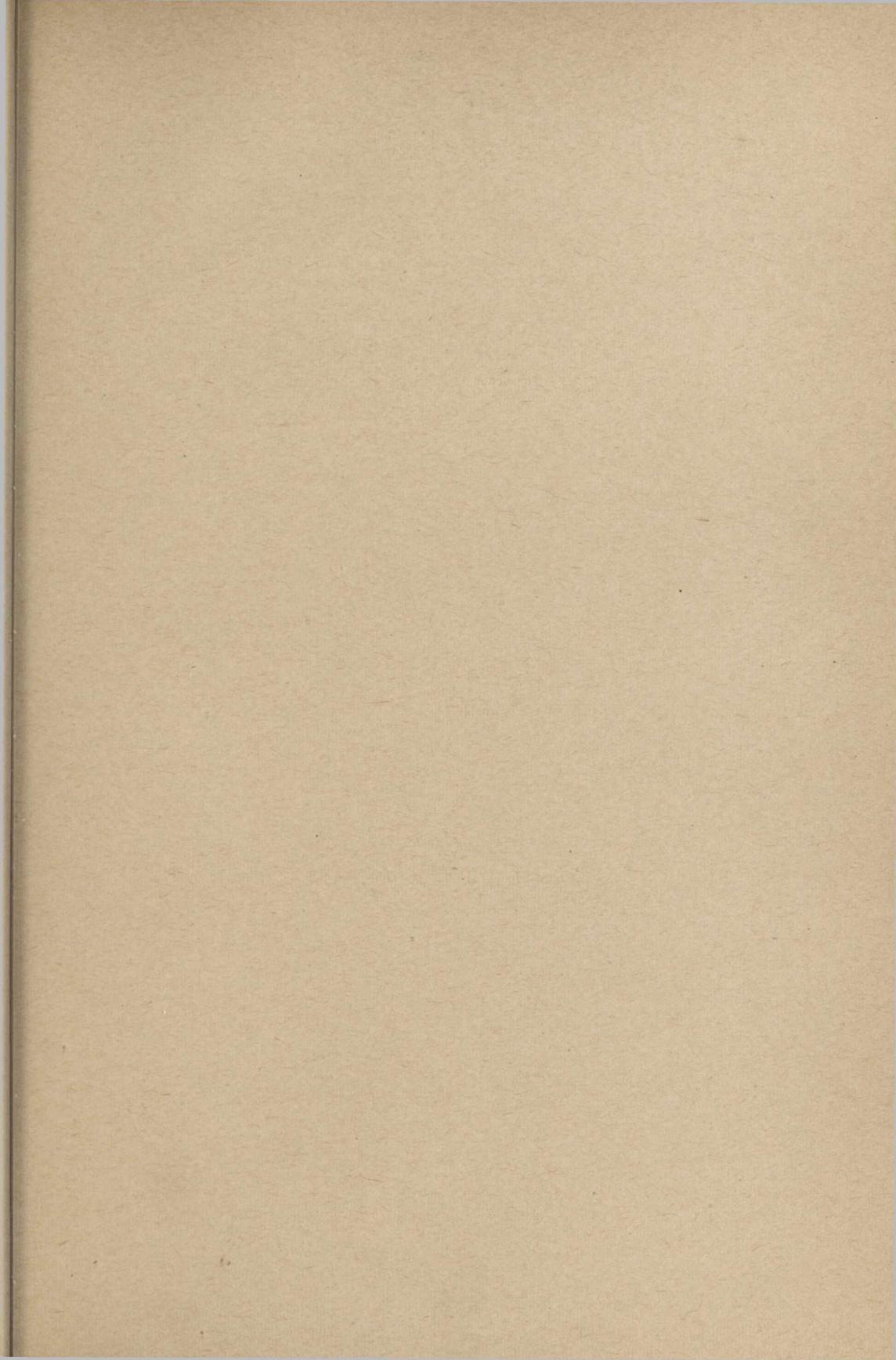
Hon. Mr. ASELTINE: That will make two meetings.

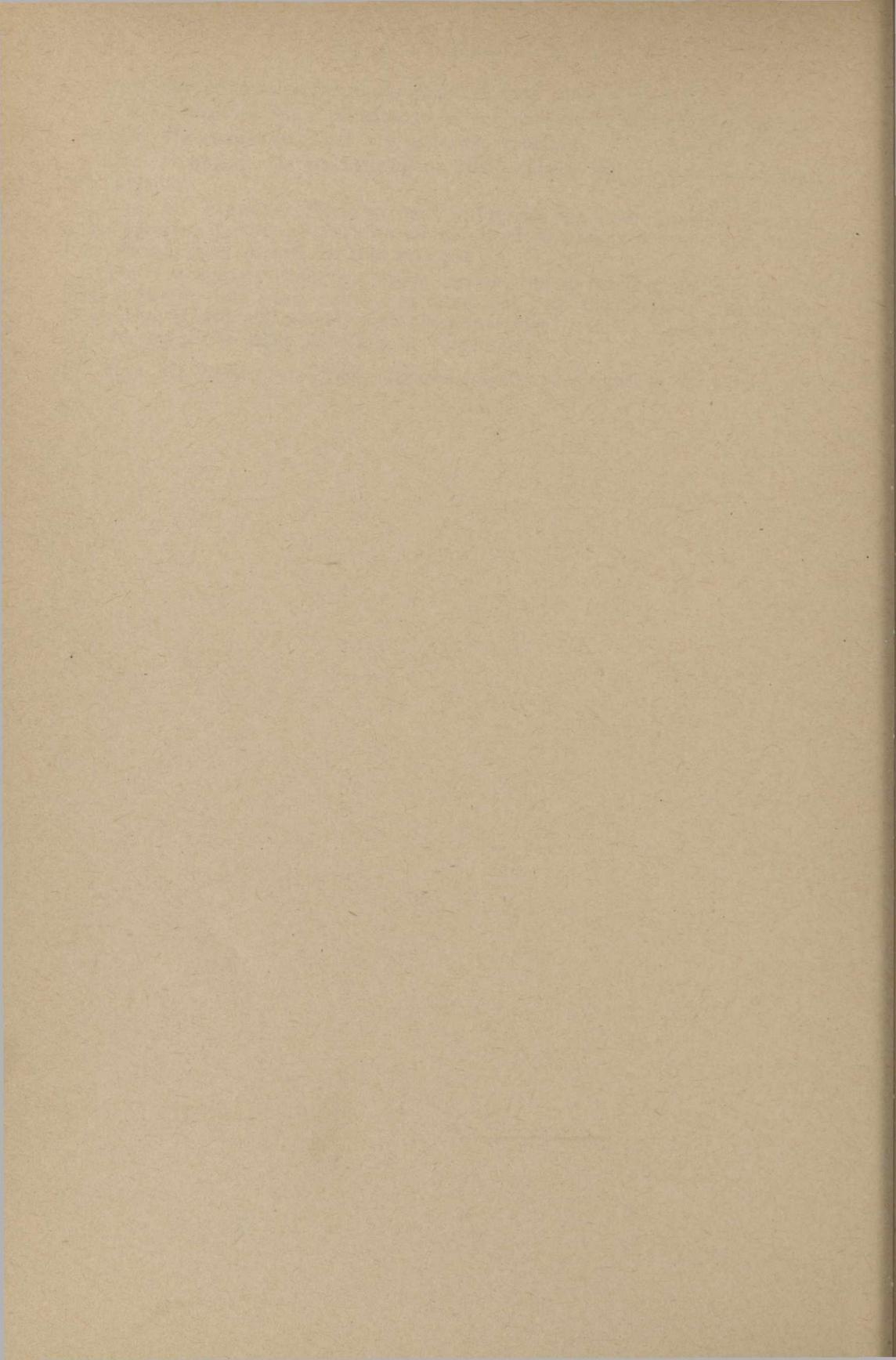
The CHAIRMAN: I was figuring on that. There will have to be at least two meetings.

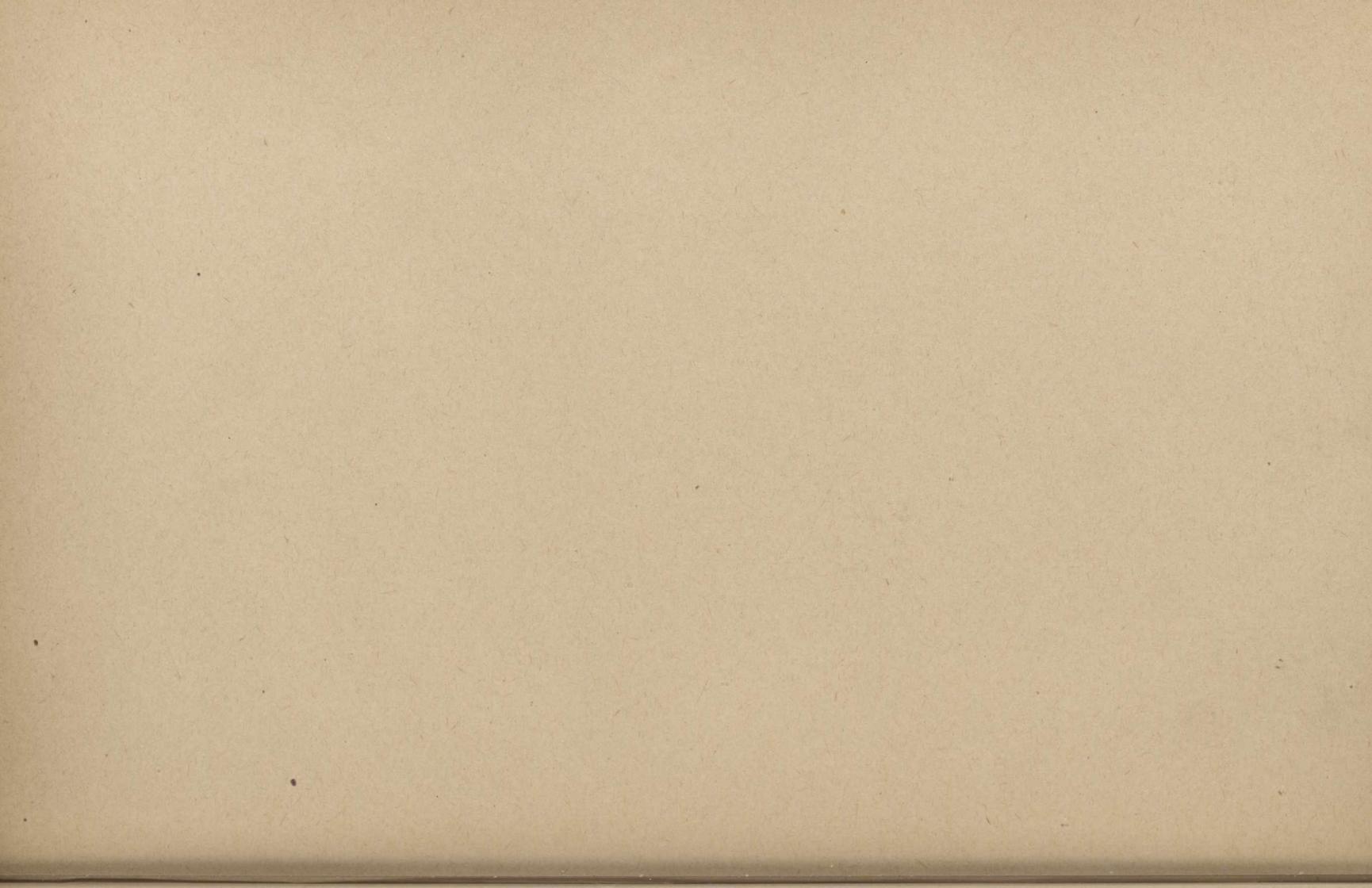
Hon. Mr. ROEBUCK: When we meet to prepare our report we shall not have a stenographic report, so that we do not need to occupy a committee room. Any office is good enough for that purpose.

The CHAIRMAN: Shall we figure anyway on a meeting on Tuesday or Wednesday of next week, subject to discussion with the Clerk of Committees to see that it will not conflict with other meetings? At the moment there are announcements of three meetings of committees.

Hon. Mr. ASELTINE: I move that we adjourn to the call of the Chair.

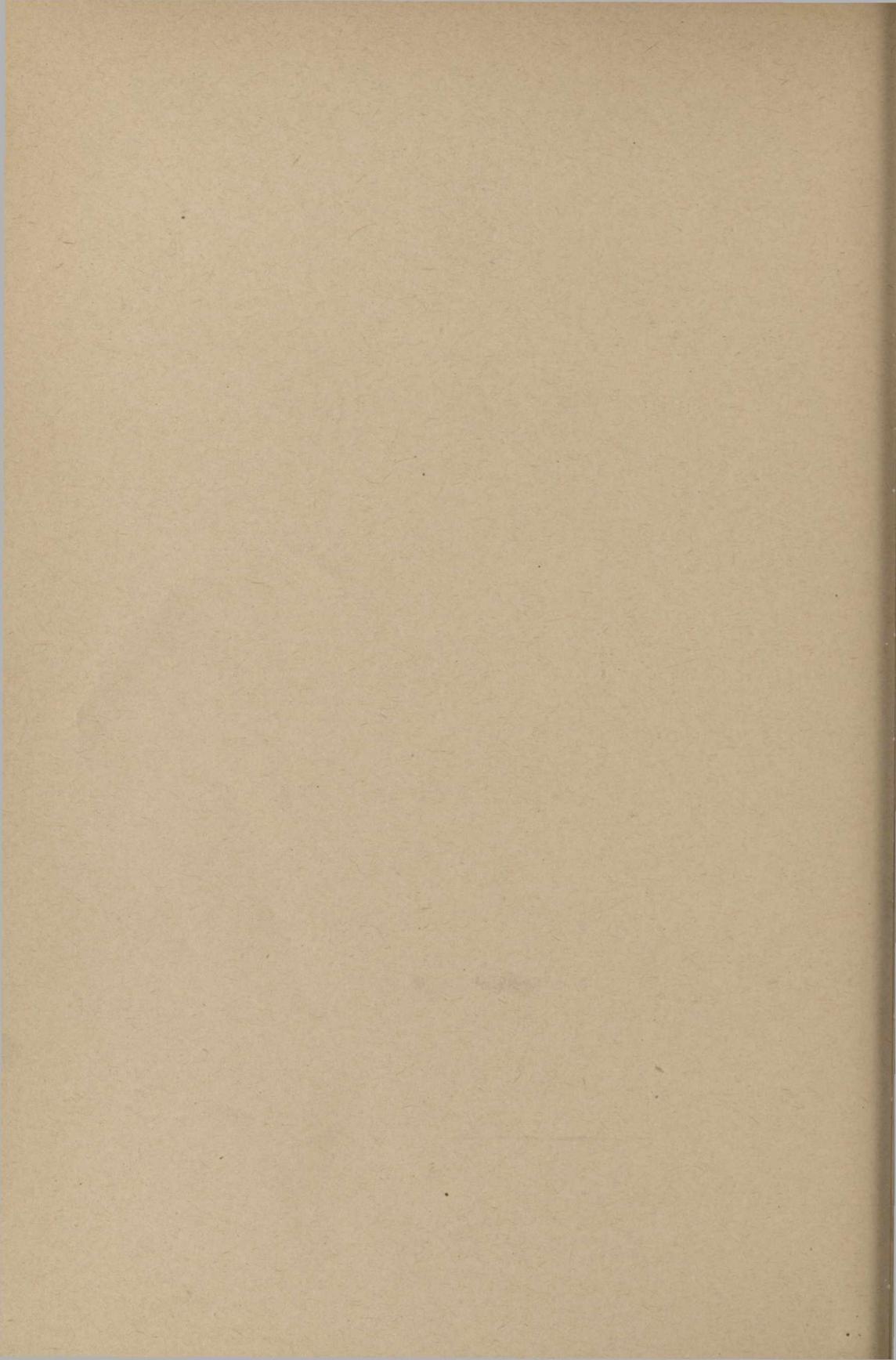












1947-48

# THE SENATE OF CANADA



PROCEEDINGS

OF THE

STANDING COMMITTEE

ON

## Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 9

TUESDAY, 15th JUNE, 1948

The Honourable Cairine R. Wilson, Chairman.

WITNESSES:

Dr. H. L. Keenleyside, Deputy Minister of the Department of Mines and Resources.

Mr. Frank Foulds, Director, Citizenship Branch, Department of the Secretary of State.

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1948

## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

---

The Honourable CAIRINE R. WILSON, Chairman

### The Honourable Senators

Aseltine	Dupuis	McDonald ( <i>Shediac</i> )
Blais	Euler	Murdock
Bouchard	Ferland	Pirie
Bourque	Haig	Robertson
Buchanan	Hardy	Robinson
Burchill	Horner	Roebuck
Calder	Hushion	Taylor
Campbell	Lesage	Turgeon
Crerar	Macdonald	Vaillancourt
David	( <i>Cardigan</i> )	Veniot
Donnelly	Mackenzie	Wilson

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 3, 1948.

“That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said Committee report its findings to this House:

And that the said Committee have power to send for persons, papers and records.”

L. C. MOYER,  
*Clerk of the Senate.*

## MINUTES OF PROCEEDINGS

TUESDAY, June 15, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

Present: The Honourable Senators:

Wilson, Chairman, Crerar, Horner, Macdonald (*Cardigan*), McDonald (*Shediac*), Murdock, Taylor and Turgeon—8.

The Committee resumed consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

The Chairman read a letter from Mr. Max E. Enkin, of the Cook Clothing Company Limited, as to the relationship between textile workers and Displaced Persons now employed in the industry.

Dr. H. L. Keenleyside, Deputy Minister of the Department of Mines and Resources was again heard. He gave a progress report on immigration to Canada, and was questioned.

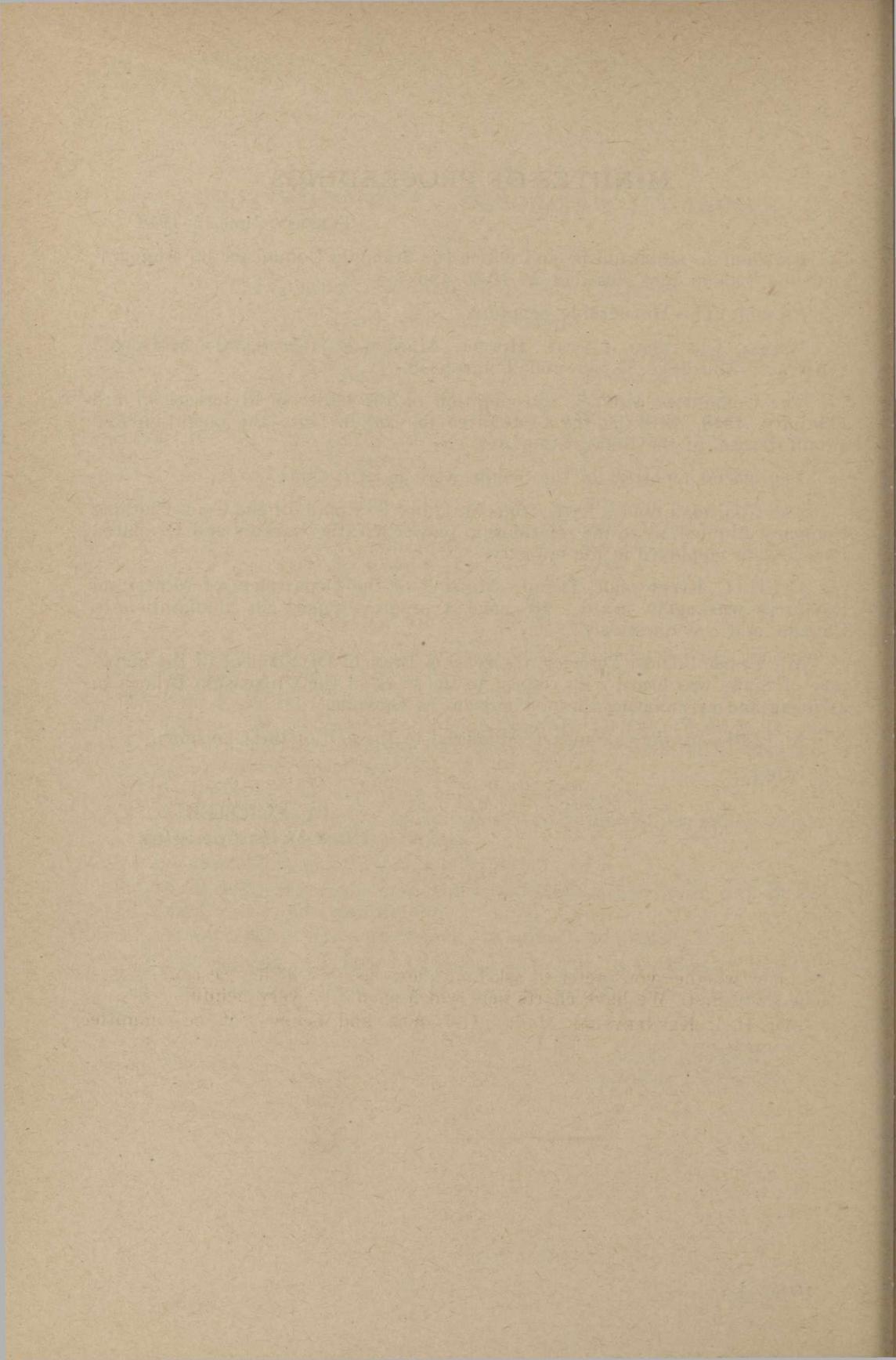
Mr. Frank Foulds, Director, Citizenship Branch, Department of the Secretary of State, was heard with respect to the work of the Citizenship Branch in assisting and assimilating the new citizens of Canada.

At 12.10 p.m. the Committee adjourned to the call of the Chairman.

Attest.

A. FORTIER.

*Clerk of the Committee.*



## MINUTES OF EVIDENCE

THE SENATE

TUESDAY, June 15, 1948.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. Mrs. WILSON in the Chair.

The CHAIRMAN: We now have a quorum. May I first read a letter from Max E. Enkin of the Cook Clothing Company. You will recall that we made an inquiry regarding the people who had come to Canada for the needlework trades and at the time of our meeting last week the reply had not been received. The letter reads as follows:

Dear SENATOR:—I am extremely sorry that your letter of June 3 was received while I was out of town as I would have been very happy to have given the desired information to the Committee on Immigration and Labour.

The general experience in the industry with respect to the workers who have arrived has been most satisfactory.

They have generally integrated themselves very well.

From a purely industrial standpoint they have proven a definite boon to the clothing trades, and from a humanitarian standpoint it has been a source of great pride to know that at least in some small measure the industry has been helpful in rebuilding the lives of a number of individuals who sought the opportunity of coming to Canada.

There have been and will be problems attendant to the resettlement of these people, but they are being overcome, and the project as approved and encouraged deserves the utmost commendation for the Departments of Labour and Immigration.

Yours very truly,

MAX E. ENKIN.

Dr. Keenleyside has very kindly consented to come to give us fuller information regarding the progress of the movement of people to Canada. I do not know whether you prefer to ask him questions, or whether he could give us some story first. We have charts here which should be very helpful.

Dr. H. L. KEENLEYSIDE: Madam Chairman, and members of the committee, it is a great privilege to be allowed to come to the committee again and to make a progress report of what has happened since I had the pleasure of attending the sessions of this committee before. Since that time we have passed the end of the fiscal year, and as a result we have been able to work up some totals that I think may be of interest to you. If I may, Madam Chairman, I would like to refer to the charts to illustrate what I want to say.

You see here the figures for a series of years, prior to the one that has just concluded. One low figure was in 1936-37; and another in 1943-44, when it went down to just over 9,000. During 1946-47 the total went up to about 67,000, of whom 45,000 were dependents of Canadian soldiers who were overseas. The actual immigrant figure, taking it in its ordinary sense, in that year was in the

neighbourhood of 20,000 or 21,000. In 1947-48 the number of soldiers' dependents went down to a few hundreds, but the number of normal immigrants went up very radically, to approximately 80,000; and that breaks down again into: immigrants from the British Isles, 45,000; from the United States, 9,000; from Northern Europe, 7,000; and other races, 18,000. Of the "other races" 14,000 were displaced persons.

Hon. Mr. MURDOCK: And Churchill is advising his people to stay at home.

Dr. KEENLEYSIDE: Yes. That of course is an attitude that is quite prevalent in the British Isles at the present time. They are facing very grave difficulties, and trying to increase the number of their people who are available for the production of the goods which they have to sell abroad to keep their economy going. It is for that reason that the Canadian government has taken the attitude that, while it will provide as many facilities as possible for immigrants from the British Isles to come to Canada, it is not going into a high-powered publicity campaign to try to urge people from the British Isles to come here.

Hon. Mr. MURDOCK: Are those displaced persons who are coming from the British Isles?

Dr. KEENLEYSIDE: No, sir. Displaced persons are coming from continental Europe.

Hon. Mr. MURDOCK: But are there not a great many D.P.s in Great Britain?

Dr. KEENLEYSIDE: Yes, there are a great many there. They have taken more than any other country.

Hon. Mr. HORNER: A number of the D.P.s from England are in Canada.

Dr. KEENLEYSIDE: The number would be very small, sir.

Hon. Mr. HORNER: I know there is a group, because I have a man working who has worked in a factory in England.

Dr. KEENLEYSIDE: Are you sure that he is not one of the Polish soldiers?

Hon. Mr. HORNER: Yes, I think he is.

Dr. KEENLEYSIDE: Of course, there are 4,500 Polish soldiers who came from Great Britain.

Hon. Mr. HORNER: He did not come as one. He came as an immigrant from England. Are these Polish soldiers included as from Great Britain?

Dr. KEENLEYSIDE: No, they are not included in the immigrant figures at all yet. They are admitted on a temporary basis and do not appear in any of these figures; so there is an additional number of 4,500 that should perhaps be included; and when they are given permanent landing they will be included.

Hon. Mr. McDONALD (*Shediac*): How many of that 79,000 are Swedes?

Dr. KEENLEYSIDE: The number is very small, because the government does not allow its people to come out except under special circumstances. It is very difficult to get immigrants from the Scandinavian countries. From Holland we got 3,000 last year, and we hope to get 10,000 this year.

Hon. Mr. McDONALD (*Shediac*): They are very good people.

Dr. KEENLEYSIDE: Very good. Belgium and France do not allow their people to come at all, or they allow practically none.

Hon. Mr. CRERAR: Are the people from Britain agricultural labourers or artisans?

Dr. KEENLEYSIDE: It is a pretty good cross-section of the community. The agricultural element in it would be relatively small. I think that it would be fair to say that perhaps more than 50 per cent are from the manufacturing industries of the United Kingdom. There are of course a small number of those who are well-to-do and those who are in the professional classes, and so on.

Hon. Mr. CRERAR: They cannot bring the capital out here.

Dr. KEENLEYSIDE: One of the great difficulties at the present time is that they will not allow their capital out. They can bring now only \$1,000 in the first year, and another \$1,000 in the second year, and so on, up to a total of \$4,000 in four years. That is making it much more difficult to get immigrants from the British Isles than it has been in the past.

Hon. Mr. McDONALD (*Shediac*): In this 79,000 what proportion is male and what proportion female?

Dr. KEENLEYSIDE: I am sorry I cannot answer that; but I think probably it would be roughly two to one for the males.

Hon. Mr. McDONALD (*Shediac*): Why cannot you answer that?

Dr. KEENLEYSIDE: Well, because I have not the figures. But I could look it up.

Hon. Mr. McDONALD (*Shediac*): Two males to one woman?

Dr. KEENLEYSIDE: About that.

Hon. Mr. CRERAR: That would be about right, probably.

Dr. KEENLEYSIDE: I am sorry I did not think to look it up.

Hon. Mr. McDONALD (*Shediac*): It is all right. I just wanted to have an idea.

Hon. Mr. MACDONALD (*Cardigan*): That is not a fair distribution!

Hon. Mr. CRERAR: We had before us the other day a memorandum placed before the committee by an Estonian resident in Canada which I read, and which perhaps you may have seen. It was secured by Senator Buchanan. In that memorandum he spoke of a number of Estonians—

Dr. KEENLEYSIDE: In Sweden?

Hon. Mr. CRERAR: —and, I presume, other Balts who were in Sweden, in what he thought was a rather precarious position. These people are usually pretty good people—the Baltic peoples.

Dr. KEENLEYSIDE: Very good.

Hon. Mr. CRERAR: Would it be possible to do something to get a chance for them to come here?

Dr. KEENLEYSIDE: Yes. We are already doing something about that. In the past we have been slow to do that because we felt that the people who were in Germany and in Austria were in a much more precarious position than those who were in relatively stable circumstances in Sweden. But now we have decided that we should take advantage of the fact that there is a group of good people in Sweden, and try to do something about it. We are in consequence establishing a ninth team to work in different places that do not come within the Austrian-German sector.

Hon. Mr. CRERAR: I am glad to hear that.

Dr. KEENLEYSIDE: One of the first places, if not the first, that that team will go to will be Sweden; to look after these Estonians.

Hon. Mr. McDONALD (*Shediac*): Is any check being made as to the communist proportion, in order to keep that element out?

Dr. KEENLEYSIDE: The object of our screening is to keep out all subversive elements whether Nazi, Communist or anything else.

Hon. Mr. McDONALD (*Shediac*): How do you check up on that?

Dr. KEENLEYSIDE: We have a security officer attached to each one of the teams working in Germany or among the displaced people. It is his duty to ask

the questions and to make the other investigations that would normally be made by a specialist in that kind of work. It is his responsibility to see that subversive groups do no get through.

Hon. Mr. McDONALD (*Shediac*): Would you have some information on the nationalities?

Dr. KEENLEYSIDE: Yes. I can give you the number of any racial group you want to ask about, that came in the last year.

Hon. Mr. HORNER: Do you check religions?

Dr. KEENLEYSIDE: No. However, when religion is related to race you can get a line on it. For instance, Jewish people are pretty much of a unit both religiously and racially and we know the number of those who come in. But not in the case of religion as religion.

Hon. Mr. MURDOCK: Is that record you have before us printed in smaller form so that we can have a copy?

Dr. KEENLEYSIDE: It has not been but it could be if you think it would be useful.

Hon. Mr. CRERAR: It might be useful.

Hon. Mr. McDONALD (*Shediac*): Does the age of the individual make any difference?

Dr. KEENLEYSIDE: Only in the case of displaced persons where the domestics coming in are supposed to be under forty-five. In other cases when people apply for admission, age would be one of the considerations we would look at with a view to finding out whether the person concerned would be likely to be a success in Canada. In other words, if a man of eighty years of age wanted to come in and he had no resources of his own nor any friends here, he would not be as likely to succeed as he would if he were thirty years of age.

Hon. Mr. HORNER: A friend of mine had a niece in Sweden. She was twenty-four years of age and he wanted to bring her out here, and I was anxious to see that she could come to Canada. The procedure to be gone through seemed to be an awful one in order to secure one Swedish girl's entrance to Canada.

Dr. KEENLEYSIDE: The difficulty is that nieces are not admissible unless they are orphans under the age of twenty-one.

Hon. Mr. HORNER: But are we not anxious to get immigrants from Sweden?

Dr. KEENLEYSIDE: Yes, but only close relatives.

Hon. Mr. HORNER: You mean to say that if a group of Swedes wished to come and they had no relatives we could not admit them?

Dr. KEENLEYSIDE: It depends on the situation. If they were to work in agriculture or a basic industry it would make a difference.

Hon. Mr. HORNER: Take domestics, I should imagine there would be no objection to them.

Hon. Mr. McDONALD (*Shediac*): Why are we opposed to Swedes?

Dr. KEENLEYSIDE: We are not opposed to them. We should be very glad to have them, but the government's instructions are to admit nieces and nephews only if they are orphans under the age of twenty-one, unless they can come in as agricultural labourers or to work in mines and forests.

Hon. Mr. CRERAR: There is a certain degree of relationship that governs it.

Dr. KEENLEYSIDE: Yes. The degree of relationship is set out.

Hon. Mr. McDONALD (*Shediac*): Do they have to bring a certain amount of money with them?

Dr. KEENLEYSIDE: No, not if the conditions here are satisfactory otherwise. They do not need to have money if they have friends here to look after them.

Hon. Mr. CRERAR: I think it would be interesting if that chart could be put on the record. I do not know if you could put it on a smaller piece of paper.

Dr. KEENLEYSIDE: It would be pretty small.

Hon. Mr. McDONALD (*Shediac*): Do these people undergo a medical examination?

Dr. KEENLEYSIDE: Yes. The D.P.'s undergo a very careful examination and others coming here undergo an examination including an X-ray of the chest for tuberculosis.

Hon. Mr. McDONALD (*Shediac*): I think that would be very important.

Dr. KEENLEYSIDE: That applies to everybody coming from countries where the T.B. rate is worse than that in Canada, which, in fact, only excludes the United States, and, I think, New Zealand.

Hon. Mr. McDONALD (*Shediac*): Must they all promise to be citizens of Canada after they come? Do they get any course in citizenship?

Dr. KEENLEYSIDE: Opportunities are provided, and I hope that they will be provided in greater measure in the future than in the past. That is the duty that the newly organized Citizenship Branch in the Secretary of State office is undertaking, and about which Mr. Foulds will be telling you.

Hon. Mr. McDONALD (*Shediac*): You have a Citizenship Branch?

Dr. KEENLEYSIDE: Yes.

Hon. Mr. McDONALD (*Shediac*): What do they do?

Dr. KEENLEYSIDE: I would rather let Mr. Foulds tell you that.

Hon. Mr. HORNER: My understanding is that the immigrants who come from the British Isles do not do so on the basis of relatives in this country.

Dr. KEENLEYSIDE: No. They are not in that category. Nor are Australia, New Zealand or South Africa.

Hon. Mr. HORNER: I thought we were anxious to secure immigrants from Scandinavian countries and that the nieces and nephews provision would not apply.

Dr. KEENLEYSIDE: That provision applies to everyone except the people from the British Isles and Australia, New Zealand, South Africa, and the U.S.A.

Hon. Mr. HORNER: I do not think it should apply to Scandinavian countries; Denmark, Norway or Sweden.

Dr. KEENLEYSIDE: That is a question of government policy.

Hon. Mr. HORNER: I would certainly recommend that we secure everyone we can from these countries provided their health is all right, regardless of whether they have any relatives in this country.

Hon. Mr. McDONALD (*Shediac*): Can domestics coming to this country take a job for a week and leave to go into a factory?

Dr. KEENLEYSIDE: No. Those being admitted under the present arrangements have to agree to stay in their employment for one year. Whether that is legally enforceable or not is another question.

Hon. Mr. McDONALD (*Shediac*): They are not doing it.

Dr. KEENLEYSIDE: As I said, I can give you the figures for any racial or national group you may be interested in.

Hon. Mr. CRERAR: You do not have to give it for each month.

Dr. KEENLEYSIDE: Would you like to have this read off?

Hon. Mr. CRERAR: I do not think that would be necessary.

Hon. Mr. McDONALD (*Shediac*): You are showing us what you have done.

Dr. KEENLEYSIDE: I do not know that I can say that it is what we have done; but it is what happened.

Hon. Mr. McDONALD (*Shediac*): Are you simply presenting facts for our consideration or is there something that you suggest we should do?

Dr. KEENLEYSIDE: All I have been instructed to do, sir, is to tell you what the facts are. What recommendation you may decide to take in regard to any of these facts is of course not for me to suggest.

To supplement the figures we have here showing an increase in 1947-48 over 1946-47, I might say that in the first four months of this year there has been a racial increase in the rate of entry. In the first four months of 1947 the number of persons who came in was 10,900, and in the first four months of 1948 the number was 32,500.

Hon. Mr. McDONALD (*Shediac*): Have you got figures showing where most of the immigrants are located?

Dr. KEENLEYSIDE: I can give you that information for the D.P.s., but not for the other immigrants.

Hon. Mr. McDONALD (*Shediac*): Why?

Dr. KEENLEYSIDE: Because we do not keep the information that way, sir. The people land at Montreal or Halifax and their ultimate destination may change as they go across the country.

Hon. Mr. McDONALD (*Shediac*): I was wondering where the majority of those immigrants are going.

Dr. KEENLEYSIDE: About 50 per cent of them go to Ontario and about 25 per cent to Western Canada.

I have given figures showing the increase in immigrants for the first four months of this year as compared with the first four months of last year. I might add that the number of immigrants from the British Isles in the first four months of last year was 6,900 and this year it was about 15,000. So the over-all increase this year so far is about 197 per cent.

Hon. Mr. McDONALD (*Shediac*): Can you tell us how many of those from the British Isles are respectively English, Irish and Scotch?

Dr. KEENLEYSIDE: Last year 9,107 Scots came in.

Hon. Mr. McDONALD (*Shediac*): That's the stuff!

Dr. KEENLEYSIDE: The number of Irish was 3,460.

Hon. Mr. McGUIRE: Not enough.

Dr. KEENLEYSIDE: The proportion of D.P.s, in the total immigrants for the first four months of this year was 31 per cent, and last year it was 18 per cent.

Hon. Mr. CRERAR: A substantial increase in D.P.'s?

Dr. KEENLEYSIDE: Yes.

Hon. Mr. CRERAR: I think the members of this committee would like to see the D.P.s dealt with as generously as possible. After all, these people chose freedom against either Nazi or Communist tyranny, and they are entitled to our sympathy at any rate on that score. There might be an odd Communist among them who has got in under cover, but I should think that 99 per cent of them would want to protect and enjoy the freedom of this country. I hope the department can give a little attention to the Swedish situation. We were impressed by Mr. Weiler's memorandum, which was read before the committee and which you may have seen in our report. Senator Buchanan, who is a good deal of a realist, met Mr. Weiler personally and was favourably impressed.

Dr. KEENLEYSIDE: I have met him also.

Hon. Mr. CRERAR: To my mind his statements had the ring of truth about them.

DR. KEENLEYSIDE: I think it is fair to say that the Estonians have been among the best people who have come here, and we are anxious to have those from Sweden come in.

HON. MR. McDONALD (*Shediac*): Does your department simply examine people who want to come here or does it solicit immigrants?

DR. KEENLEYSIDE: In the British Isles we provide facilities for people who say they want to come, but we are not soliciting immigrants in the ordinary sense. Among the D.P.s, we announce that we would like to have a certain number for a special category, and ask those who so desire to volunteer and come forward.

HON. MR. McDONALD (*Shediac*): You announce that how?

DR. KEENLEYSIDE: Through the International Refugee Organization. We have to deal through that organization. We tell it that we want 500 woods workers, for instance, and it puts up notices in the camps saying: "Canada has opportunities for 500 woods workers. Who would like to go?" Then these people come forward to the I.R.O., which notifies us.

HON. MR. HORNER: An immigration campaign on the part of our government would not be well received today in either Scotland or England, because the authorities in both those countries are alarmed about the number of people who are leaving for Australia and Canada. Britain has her own problems to work out and she needs her people.

DR. KEENLEYSIDE: I do not want to draw comparisons, but I might mention that on a number of occasions reports have come to us indicating that the British officials appreciate the fact that Canada is not carrying on a high-powered campaign in Britain, as certain other countries are.

THE CHAIRMAN: I have had a good many letters about Volkdeutsch lately. Are we going to be able to do anything with regard to them?

DR. KEENLEYSIDE: We have been doing quite a lot about them lately through the Canadian Christian Council. Starting in July we hope to handle two or three thousand Volkdeutsch a month.

HON. MR. MCGUIRE: Who are they?

DR. KEENLEYSIDE: Persons of German racial origin who are not under the mandate of the I.R.O. We have arranged to have the Canadian Christian Council set up an examining organization to deal with these people.

HON. MR. McDONALD (*Shediac*): Is any province making a special attempt to attract the immigrants that are coming in?

DR. KEENLEYSIDE: Some provinces are more active about this than others. Ontario, as you know, started an air scheme last year, and that undoubtedly has been a factor contributing to the decision of so large a proportion of the immigrants to settle in Ontario. A further contributing factor is that Ontario is the most highly industrialized part of Canada, and industry is the element in the Canadian economy that can absorb immigrants most readily.

HON. MR. McDONALD (*Shediac*): I just wanted to get your explanation.

HON. MR. CRERAR: Are there many people of German nationality among the displaced persons?

DR. KEENLEYSIDE: Practically none, because persons of German nationality are not admissible under the enemy alien order in council, unless they can prove to the satisfaction of our officers that they were opposed to the Nazi government.

HON. MR. CRERAR: But there are a number of them on the loose in Germany and Austria.

DR. KEENLEYSIDE: There are a number of people in Germany who want to come to Canada, but we are not admitting them because they are of German nationality.

Hon. Mr. CRERAR: I would hope that the government might see fit to review that policy later.

Hon. Mr. McGUIRE: It should be reviewed.

Hon. Mr. HORNER: I would be in favour of a review of it.

Dr. KEENLEYSIDE: Consideration has been given to enemy aliens belonging to countries with whom we have peace treaties, even though these have not yet been ratified. I refer to Finland, Italy, Hungary and Roumania. The people of these countries are still enemy aliens, but under Order in Council 4850 they are not regarded as enemy aliens for purposes of immigration. It has now been decided that Austria, as such, was never an enemy country.

Hon. Mr. HORNER: We might even admit King Michael to this country, because he is a displaced person at the present time?

Dr. KEENLEYSIDE: If you want my personal opinion, I hope not.

Hon. Mr. McDONALD (*Shediac*): Does the figure shown on your chart "1947-1948" take in the whole of 1947?

Dr. KEENLEYSIDE: No, it covers from the 1st of April, 1947, to the 31st of March, 1948.

Some members of the committee may be interested in the figures with respect to close relatives. The total number of applications by close relatives from Germany, Austria and Italy—the three areas in which displaced persons are located—is 31,700; of that number 25,600 have been approved, and approximately 8,000 have actually arrived here. The ship "*Beaverbrae*" which was converted at the expense of the Canadian government, has been put on the carriage of relatives exclusively; it comes over on an average of once every three or four weeks and brings 770 close relatives on each trip.

Hon. Mr. McGUIRE: What port does the ship sail from?

Dr. KEENLEYSIDE: In summer from Bremerhaven to Montreal, and in winter from Bremerhaven to Halifax.

Hon. Mr. McDONALD (*Shediac*): May I ask again why we do not get Swedish and Norwegian immigrants? I think they are the best people in the world.

Dr. KEENLEYSIDE: It is chiefly because of their local regulations; they require a permit to leave their own countries.

Hon. Mr. McDONALD (*Shediac*): Why is there a differentiation?

Dr. KEENLEYSIDE: It is their differentiation, and not ours. The same factor applies in France; she will not let her people out of the country without a special permit.

Hon. Mr. HORNER: And even with a permit only the relatives are allowed.

Dr. KEENLEYSIDE: Generally speaking that is true.

Hon. Mr. McGUIRE: That applies to almost all the other European countries.

Hon. Mr. HORNER: I thought we might accept those people as immigrants if they could pass the medical examination.

Dr. KEENLEYSIDE: I do not wish to interpret the mind of the government, but no doubt you are familiar with the decision against treating them as a special group; it might create difficulty in our relationships with some of the other countries that do not receive such preferred treatment. For instance, if we said that the Norwegians were good people and we would let them in as we would British subjects, then Hungary, Belgium and some other countries might not like it.

Hon. Mr. HORNER: I do not agree.

Hon. Mr. McDONALD (*Shediac*): Does the same situation apply to Denmark?

Dr. KEENLEYSIDE: Denmark is the same.

Hon. Mr. McDONALD (*Shediac*): And what about Holland?

Dr. KEENLEYSIDE: We have a special arrangement with the government of the Netherlands in connection with the movement of some farm families to Canada. We had 3,000 come last year, and we hope that 10,000 will come this year.

Hon. Mr. McDONALD (*Shediac*): I suppose that is the Holland Landing project.

Dr. KEENLEYSIDE: No, I think that goes farther back; this is a new movement, a supplementary plan.

Hon. Mr. McDONALD (*Shediac*): They are wonderful farmers.

Dr. KEENLEYSIDE: Yes.

Hon. Mr. McGUIRE: The question of the people of the German race is a bigger subject than that.

Dr. KEENLEYSIDE: Very much greater.

Hon. Mr. McGUIRE: There are some 80,000,000 of them in Austria and Germany, and under the present policy practically every one of them is excluded.

Dr. KEENLEYSIDE: The Austrians are admissible.

Hon. Mr. McGUIRE: But the Germans are still in Germany.

Dr. KEENLEYSIDE: Yes.

Hon. Mr. McGUIRE: That is a matter the government should consider. Why should everyone of the German race be excluded from coming to Canada at the present time?

Dr. KEENLEYSIDE: It is only those of German nationality, not of German race.

Hon. Mr. McGUIRE: There were not many whom Hitler had not covered pretty well.

Hon. Mr. McDONALD (*Shediac*): As I understand the regulations concerning the bringing in of doctors from the British Isles, they are required to be re-examined here before they are permitted to practise.

Dr. KEENLEYSIDE: It depends on the provincial regulations, but in most cases that is true. For instance, there are a number of doctors among the D.P.'s who have come in and they are working as labourers in the lumber camps and mines because they are not admissible as doctors because of provincial regulations regarding practice.

Hon. Mr. McDONALD (*Shediac*): If they are graduates of outstanding medical colleges in Europe why would they not be accepted as practitioners in Canada?

Dr. KEENLEYSIDE: The basic answer is that the medical associations in Canada are opposed to them.

Hon. Mr. CRERAR: I presume that doctors who came in as displaced persons and work as labourers in the province of Ontario could take the necessary medical examination in this province and get a certificate to practise here?

Dr. KEENLEYSIDE: Yes.

The CHAIRMAN: But it is very difficult.

Dr. KEENLEYSIDE: It is both difficult and expensive.

Hon. Mr. CRERAR: The medical association is rather a closed corporation.

Hon. Mr. McDONALD (*Shediac*): A doctor who graduated from Cambridge University in England came to me recently and said that he wished to settle in

Ontario but they would not allow him to do so. I asked him if a Canadian could go overseas and practise in England, and he said that he could not. I replied "What is the difference?"

Dr. KEENLEYSIDE: As a matter of fact it is my impression that if a doctor is a member of the British Medical Council, he can come and practise in Ontario without taking any examination. There is a reciprocal arrangement in that respect.

Hon. Mr. McDONALD (*Shediac*): My friend indicated he could not do so.

Hon. Mr. CRERAR: There are some reciprocal arrangements in that respect.

The CHAIRMAN: Not in British Columbia.

Dr. KEENLEYSIDE: Only in certain provinces.

Hon. Mr. TURGEON: There is no ban on their coming here as individuals.

Dr. KEENLEYSIDE: No.

Hon. Mr. TURGEON: The medical association cannot stop them coming here.

Dr. KEENLEYSIDE: No. But when we say that there are a certain number of doctors in D.P. camps who would like to come to Canada, and that the immigration branch would like to admit them, the medical associations become very disturbed and do everything they can to stop them.

Hon. Mr. TURGEON: I do not mind saying that the first thing I ever did in public life was in a session of the Alberta Legislature, in 1913, when I introduced a bill to amend the Medical Association Act to permit doctors to practise provided they were graduates of universities generally recognized. The association had some meetings about it, and I withdrew the bill, and the government introduced one with the addition that doctors so qualified were permitted to practise in any part of the province which was short of doctors. The only reason I mention that is that I hope that no association, medical or other, is stopping people from coming in. Those who come in take a chance whether they can practise, or farm, or do anything else. But I hope that the Medical Association is not in a position to stop the immigration of people because they are doctors.

Dr. KEENLEYSIDE: They cannot stop it, except that we do not assist the doctors from the D.P. camps to come in, because of the fact that the reception conditions here are not satisfactory.

Hon. Mr. TURGEON: Regardless of that—

Dr. KEENLEYSIDE: They can come by themselves, if they can get in, but it is very difficult to get permission to practise.

The CHAIRMAN: Alberta, Senator Turgeon, is I think the only province in Canada where the university sets the examinations. Dr. Tory was very proud of the fact he was responsible for that. I have known of one or two who have come into the country and gone out to Alberta, where they passed their examinations.

Hon. Mr. CRERAR: The fact is that medical doctors in the D.P. camps can come to Canada as labourers. There is no bar on that.

Dr. KEENLEYSIDE: If they can qualify as labourers.

Hon. Mr. CRERAR: Well, if they can qualify. I don't know what the qualification is. A man is husky, and he says, "I am a doctor, and I have practised medicine, but I am willing to go in the bush and cut trees," and he comes in here and becomes a labourer; and then, if he wishes, he can take an examination in whatever province he is in, and qualify under the provincial regulations.

Dr. KEENLEYSIDE: That is true.

Hon. Mr. CRERAR: I think that way is open.

Dr. KEENLEYSIDE: Yes, there is no doubt about that. But it would be a long and expensive process. However, it can be done.

Hon. Mr. HORNER: I know that after the revolution in Russia a doctor escaped, first to China, with his wife and child. They had a very difficult time. His wife also was a doctor. They were graduates of Kazan University, in Russia. He went up to northern Saskatchewan, homesteaded at Big River, built himself a home, got some stock, and was struggling along; and the president of the university, Dr. Murray, summered up there, and there was no doctor there, and this man had treated his neighbours, doing good work. Dr. Murray took him down to Saskatoon and he passed the examination with flying colours, and practised for seventeen years in Blaine Lake. He was a wonderful doctor and a wonderful citizen. He worked himself practically to death for every good cause. He was one of these immigrants who proved himself a real man, and the other medical men were very fond of him.

Dr. KEENLEYSIDE: The members of the committee might be interested in having the figures for the different categories that arrived here from the displaced persons' camps up to the end of April, 1948. Woodworkers 3,500, domestics 2,300, farm workers 113, textile workers 207, garment workers and their dependents 1,700, miners 1,500, steel and foundry workers 330, railway workers 1,500, hydro workers 1,000, building and construction workers 102.

I do not think that I have anything more, Madam Chairman. But I shall be glad to answer any other questions.

Hon. Mr. MURDOCK: Transportation facilities are better now, are they?

Dr. KEENLEYSIDE: Yes. I think that for this year the transportation from the British Isles to Canada by sea will be pretty nearly four times what it was last year. By the middle of the summer that should be true. I might add that since I last had the pleasure of appearing before this committee the government has entered into an agreement with T.C.A. to provide 10,000 seats by air between now and the end of March, 1949. The seats are being provided at the flat rate of £72, and the number of flights per month will be in the neighbourhood of twenty.

Hon. Mr. TAYLOR: Are you increasing your inspection facilities in Europe at all?

Dr. KEENLEYSIDE: Yes, sir. We have raised the number of teams in Germany from six to eight, and a ninth team is being organized now to be a peripatetic team which will move around and take an opportunity to look at special groups, such as the men Senator Crerar mentioned, the Estonians in Sweden. In addition to that, of course, we have at each of the Canadian diplomatic establishments in Europe either an immigration officer or arrangements with the diplomatic officers that they will do certain aspects of immigration work.

Hon. Mr. HORNER: In regard to these Estonians who are in Sweden, it is necessary that speed be exercised. In a short time it may be impossible for these people to leave. I remember reading a story of Estonians who took ship because they were frightened that at any time Sweden would be asked and forced by Russia to ship those people back, or it would create difficulties for Sweden.

Dr. KEENLEYSIDE: I hope we can attend to that.

Hon. Mr. HORNER: Time may be a factor there.

Hon. Mr. TURGEON: Is there a shortage of doctors for your medical examinations overseas?

Dr. KEENLEYSIDE: The Department of National Health and Welfare is having a very difficult time getting the doctors, but it has so far succeeded in getting them. It has done a very fine job.

Hon. Mr. TAYLOR: If the settlement arrangements here for an immigrant are satisfactory, and they are living in a country in Europe where you have not

facilities, what method or what system is followed of getting them to a centre? Do they have to have a visa from the country from which they come?

Dr. KEENLEYSIDE: Normally they have to have an exit visa from the country in which they are living, particularly if it is a country to the east of the Iron Curtain—Rumania or Hungary or some state in that general area. They would normally have to get an exit permit from that country in order to get out. When they get out they have to go to one of our diplomatic establishments to be screened for admission to this country. It is quite a job, because they cannot tell before they get to one of our establishments whether they are going to be admitted or not. That is the explanation of the very great reduction in the movement of immigrants from eastern Europe to Canada.

Hon. Mr. MURDOCK: Do you get any immigrants from east of the Iron Curtain?

Dr. KEENLEYSIDE: A few, but not very many.

Hon. Mr. TURGEON: But you actually get a few?

Hon. Dr. KEENLEYSIDE: Yes.

Hon. Mr. MURDOCK: The few you do get would be those who manage to escape? There is no such thing as an exit visa issued by any of these countries behind the Iron Curtain, is there?

Dr. KEENLEYSIDE: Yes. It varies with the different countries. Hungary, for example, is relatively free in allowing its people to emigrate; but some of the other countries are not.

Hon. Mr. MURDOCK: Those who escape do so on their own power and of their own ability.

Dr. KEENLEYSIDE: Yes.

Hon. Mr. HORNER: Then they are at this disadvantage: although they have escaped they may not be able to pass the examinations, in so far as coming here is concerned, and they become displaced persons in reality.

Dr. KEENLEYSIDE: Then they have to go back again or else they are just displaced persons and not under the International Refugee Organization. It is a very difficult problem.

Hon. Mr. HORNER: And it would be impossible for your examiners to operate behind the Iron Curtain in many of the countries.

Dr. KEENLEYSIDE: Yes. We have no facilities for examination purposes in many of those countries.

Hon. Mr. HORNER: What about Czechoslovakia?

Dr. KEENLEYSIDE: We are all right there because we still have an embassy there.

Hon. Mr. HORNER: We have?

Dr. KEENLEYSIDE: Yes.

The CHAIRMAN: Is that all the questions honourable senators wish to ask of Dr. Keenleyside?

Hon. Mr. CRERAR: I think the doctor has given us some very useful information.

Hon. Mr. HORNER: Yes.

The CHAIRMAN: Thank you very much, Dr. Keenleyside. We have Mr. Foulds from the Citizenship Branch of the Department of Secretary of State with us, and I think he may have some information as to the steps being taken in order to educate these people, and the future steps we might take.

Mr. FRANK FOULDS, Citizenship Branch, Department of Secretary of State: Madam Chairman and gentlemen, I appeared before you a year ago and at that time I submitted a formal brief. Your suggestion just recently that I come this

morning prohibited anything formal, and I feel that probably what you would prefer anyway is that I might deal with what has happened since I last appeared here. The general question of assimilation of the newcomer into Canadian life is so enormous that one could take any phase of it and deal with it at great length. I quote simply from the report last year in which I stated the problem as follows:

To provide training for the immigrant that will enable him as rapidly as possible

- (a) To achieve his maximum usefulness to the Canadian economy, and
- (b) to adjust himself to accept fully the Canadian way of life.

In the year that has passed several tendencies and facts have stood out. I would say that on a whole there has been a definite desire on the part of immigrants to adapt themselves. Dr. Keenleyside said the same thing. Especially they want to learn one of our two languages. They want to learn such language as soon as they get here because it means practically everything in their ability to shop or to do simple business or anything of that kind. There has been a wish on the part of many national organizations and clubs throughout the country to assist the newcomer. If I might digress for a moment I would put it this way: if we compare the number of community organizations we have now to what we had in 1900, the increase is enormous. We have just come through a second world war when so many of those organizations did a marvellous job of war work and other community work. Those undertakings are all through, and a lot of the organizations are actually saying, "What do we do now?" They may have complained if they had to work hard at those times, but they fairly enjoyed it. They are all asking, "Can we help the immigrants? Can we help citizenship?" Those two are very closely related and are the main topics of these organizations at the moment. However, I am sorry to report that a lot of that work has, by the very nature of things, not been co-ordinated. We have hundreds of clubs and organizations across Canada saying, "How can we help the immigrants?" They are putting that question and they want something more than a general answer. One of the things that has been done this last year was to organize or revamp an organization which we have had in Canada for six or seven years. It used to be known as the Canadian Council of Education for Citizenship. It stemmed originally from the nine provincial Departments of Education and various other bodies such as the National Film Board and the C.B.C., and so on. That organization was revamped this year under the chairmanship of General Crerar and co-chairman Dr. Andre Taschereau of Quebec. Dr. Tory was the previous chairman and it was his death that forced the re-organization. This council is not attempting to run everything in the way of citizenship, but it is definitely trying to be of use in the co-ordination of the activities and the latent energy that is pent up in the hundreds of clubs and organizations throughout Canada.

Hon. Mr. HORNER: In this connection, Mr. Foulds, I fear there is a definite movement on the part of certain elements to work on these people wherever they are and to poison their minds against the government of Canada and all things conducted under our system, and to lead them to the communistic viewpoint. I would strongly recommend that the government secure a man of character and ability who speaks the language of these people and have him circulate among them in a full-time capacity to counteract the campaign put on by the others to make the newcomers to Canada dissatisfied with this country and the conditions in it.

Mr. FOULDS: Madam Chairman, I am very glad to hear that remark made because last year one of the recommendations that I made was that there should be a small body of councillors who know these men and who have gone through the mill themselves and become worthwhile Canadians, to circulate among these

people. You cannot place a man in Montreal and one in Winnipeg and one somewhere else. They should be free to move about. We do not require a large number of them but we do need them for the next few years.

Hon. Mr. HORNER: They should circulate in the mines and the lumber camps because the others have men in these places working on a full-time basis and being paid for their job. They have picked men who are very great talkers and all that sort of thing.

Mr. FOULDS: That is one of our biggest problems. These people are classed as heroes before they come and when they get here they are told they are getting scab labour from the Canadian government. One other thing I should like to say is that I think we are very definitely in need of an interdepartmental committee of the federal government so that greater co-operation may be achieved. Dr. Keenleyside intimated this morning he hoped that would take place. I would say that the Department of Mines and Resources, which includes Immigration, the Department of Health and Welfare, the Department of Labour, and my own branch of the Department of the Secretary of State, are the four groups that should be constantly in touch with one another and not just pooling ideas.

Hon. Mr. TURGEON: Would you include the Department of External Affairs in that group?

Mr. FOULDS: They could very well be included in that group.

The CHAIRMAN: I wrote a letter on behalf of the Committee of Refugees asking that this committee be set up to include the Department of Health and Welfare.

Mr. FOULDS: Madam Chairman, it really started from your meeting of the Refugee Committee, but it has not been consummated yet. If I were to put one thing before this committee today it would be the appalling desire to do something. You cannot just say, "Oh, make them good citizens." You have got to put specific jobs and undertakings before them, and that means co-ordinated efforts. I have not got the conceit to think that my branch, for example, runs the whole question of citizenship training for Canada. It has to be co-ordinated efforts. Following that, I should like to deal just for a minute with what I term ethnic groups. We do not like to use the word racial so much any more and we call them ethnic groups. When I use this term I do not refer only to Ukrainians, Polish, Danish and Italians, but I refer to English, Scotch, Irish, and French. In their own groups all these people have a series of objectives built around either national culture or the part they play in Canada, and I feel that these organizations—shall we speak for a moment of the continental Europeans—have been branded by too many people as being a bunch of foreigners. They serve a definite purpose if their programs and interests are Canadian. If they are concerned only with some boundary line in Europe—between Poland and Germany, for instance—they do not assist in our Canadianization program. We have a large number of very worth-while ethnical groups that maintain the music, the folk dances, the folk songs and other cultural interests of their respective countries. They are naturally the first point of contact that immigrants seek here. A newcomer might meet among one of these groups someone from his own village, for instance. But it is our job to try to assist these ethnic groups to become Canadians. That is probably the basic function of the branch which I direct. We are working through their foreign language press and liaison people, but it is a job which takes time. Perhaps I might refer to just one group as an illustration. The Mennonite people, a religious people, have made a very definite contribution to Canada, but at first they were a little bit afraid of our system of government. They did not know what the Senate and House of Commons and so on were, but I think I can say definitely that we now have the confidence of practically every Mennonite group in

Canada. If they want to consult with someone in the Department of External Affairs, for instance, or the Department of Health and Welfare, they come to us and ask us to make an appointment for them with the appropriate official.

Hon. Mr. HORNER: Some 1,500 are leaving Manitoba for Paraguay. Apparently we are becoming a little too advanced for them.

Mr. FOULDS: I think it would be more accurate to say, sir, that their children and grandchildren are becoming a little too advanced for them, and that some of the older people prefer to go to a place where they think they can live more in accord with their old ways. The Mennonite people were, as their name indicates, plain folk, who lived in a plain manner in an agricultural community, and in Canada their sons and daughters have tended to move away from the land and obtain employment with railways, with banks, with various branches of industry, and so on. I think that explains the exodus of some of the older people from Manitoba.

Hon. Mr. CRERAR: Has military service not been a factor?

Mr. FOULDS: To a certain extent, Senator Crerar, but not as much, I think as we have probably imagined. During the last war, for instance, the Mennonites were quite willing to perform alternative service in labour camps, with the Red Cross and so on. They have not fought conscription as much as they have preferred the alternative service to the actual taking up of arms. If it is permissible to refer to a specific instance, I would mention that in Coaldale, just outside of Lethbridge, Alberta, 50 per cent of the community is Mennonite, and about 40 per cent of the young people coming back there from overseas are Mennonite.

Hon. Mr. HORNER: That is one thing that annoyed the older Mennonites?

Mr. FOULDS: Yes. I feel it is really because of the way the younger Mennonites are becoming adjusted to Canadian life that the older people are pulling up stakes.

Hon. Mr. HORNER: Does the number who are leaving include many young people?

Mr. FOULDS: No, senator. And I understand that all the farms left by those older people were immediately picked up by other Mennonites.

Hon. Mr. CRERAR: I think that the determination of the older Mennonites to leave stems mainly from fear of military service. You may get a fanatical minister among them, for instance, who has very extreme views against military service and alarms the people. I feel that if we had not had the last two wars and if there had been no conscription in those wars, we would not have had any Mennonite emigration from Canada. However, this is an attitude that is passing and will become weaker as the years go by. There is no doubt that the older Mennonites look with some distress on the way their young people are adjusting themselves to modern conditions in Canada. The Mennonites are excellent settlers, and the work they did in alternative service camps during the war was of the highest order.

Mr. FOULDS: Yes, and also the work they did in producing food for Europe, for instance. I referred to these people first by way of illustration of my point that many newcomers to Canada are suspicious of our system of government. It takes time to convince them that our government is not a Gestapo, that our police can be trusted and that our laws are made for the benefit of the people as a whole. The other day I had in my office a new immigrant, and all the time she was there she kept turning her head from side to side. She had got so accustomed to being watched and to having her conversation listened in on by someone representing the government or the police that it will take at least a year for her to realize that conditions in Canada are different.

Hon. Mr. CRERAR: Another difficulty is the tendency of some of these people to carry into Canada the racial and national antipathies that they have in Europe. For instance, there is the difficulty of reconciling Poles and Germans in Canada. Probably most members of the committee are aware of the effort made in Winnipeg under the leadership of Judge Lindal to bring foreign language editors together in what he termed the Canadian Press Club. I have frequently been present at their gatherings, and it is obvious that once these people mingle in that way the tendency is to drop or minimize their old nationalistic antipathies that they had in Europe and to look upon themselves as fellow Canadians. That work is all to the good. We do not wish to have carried into Canada nationalistic differences between Poles and Ukrainians, for instance, or between Poles and Germans.

Mr. FOULDS: Or between two groups of Poles or two groups of Ukrainians.

Hon. Mr. CRERAR: Quite. The work of making these people Canadians is a very important one, and time is with us in it.

Mr. FOULDS: Yes, time is moving very well in our favour among many groups as the oldtimers are replaced by their children and, in some instances, by their grandchildren. But the newcomers have to be helped to settle down and adjust themselves to Canadian life. That brings me to the third thing to which I would like to call attention. Because of this desire on the part of everybody to help the immigrant, we have quite a number of people who want the job done very quickly. One prominent official of a national organization said the other day that some people would wish to make Canadians out of them between Halifax and Montreal. We must remember that this can only go forward by steps.

I brought with me a summary of what I regarded as the stages of training which the immigrants should pass through. May I first remind you that since education, under the British North America Act, is a matter for the provinces, we as a branch of the federal government are now organizing classes.

The first step that should be taken is to use every opportunity to teach the language. This can be done the minute the immigrant arrives and should be done with small as well as larger groups. The immigrant is not yet ready to study system's of government, Canada's heritage or similar matters which will come later in a civics course. He is anxious to know such things as how to use our banks, post office, stores, etc., and without being given a formal course in these matters they can be used as a basis for the teaching of English or French.

The best work done by any province in the setting up of definite classes is being done by Ontario, where about half the immigrants are going. That province is finding, however, that these people attend classes until they get a knowledge of the language, either English or French, and then they become more concerned with their children, their job, or something else, and they discontinue classes. The Ontario Department of Education has been somewhat disappointed in the results in that respect. I think it is obvious that people realize that they must have a knowledge of the language first, but they are not ready to take courses in government, history or their subjects.

The second step is to acquaint the people with the fact that the newcomer may file his Declaration of Intention any time after his arrival in Canada, and that he does not need to have five years' residence for this first act. With this has got to go a very carefully planned program to persuade these people that they can trust the courts of the land, and that they are not putting their names on another Gestapo list.

I have some figures on that point which I think would be of interest to the committee. We receive applications of Declaration of Intention, which is the first paper the immigrant files; the second paper which he makes out is an application to appear before a judge to be examined for citizenship. From

the figures given on the first paper, the Declaration of Intention, we found a year ago that the persons signing the applications had been in Canada an average of 20·67 years, and the average age was 47. If we are now anxious to grab the new immigrants on arrival to Canada and to successfully educate them in six months, these figures rather show that such has not been our experience in the past. I am now pleased to report that with the new immigrants arriving that since October the average age on these forms went down to 20·8 years, and in April it came down to 18·4 years; at the same time the average age has dropped from 47 years to 41·8. I do not know how much further we will reduce the average, but I would hope that it might come down to approximately ten years' residence in Canada.

Hon. Mr. HORNER: There is no method employed whereby we can shorten the time by saying that a person must within five years declare his intention of becoming a citizen.

Mr. FOULDS: No, that has not been done.

Hon. Mr. HORNER: I am thinking of a number of Americans who came to western Canada and who have remained there for twenty-five years without becoming citizens. They are now taking their wealth and moving back to the United States—something that a Canadian would not be permitted to do.

Mr. FOULDS: We find that quite a number of them have gone back.

Hon. Mr. HORNER: Before a man can hold any responsible position in the United States he must declare his intention and start to apply himself towards becoming an American citizen.

Mr. FOULDS: That is not as a result of any law by the federal government, but is due to pressure by employers, labour organizations and professional groups. I am told that the United States encounters somewhat the same difficulties in this respect as do we, but they seem to have, if I may say so, more pride in being an American than we have in being a Canadian—at least they are more vocal about it. When a man applies for a job he is challenged by the question "Are you an American citizen?" He finds it to his advantage to be a citizen and he becomes one. There is a popular impression that every person in the United States who becomes naturalized has taken an official course. The head of that department in Washington told me recently that only one-quarter of the persons naturalized before their judges have taken the official course. There is still the basic idea, as there is here, that the judge is the person who evaluates the man's fitness to become a citizen. We are encouraging all official courses that may be given by the provincial departments of education, and have made an amendment to the regulations under the Canadian Citizenship Act, which provides that the certificate granted by a provincial department of education may be accepted by a judge without further examination to qualify a candidate on the language.

Hon. Mr. HORNER: I am thinking of a boy who worked for me for a number of years and went to Detroit to operate a street-car. He was told that if he wished to stay there he would have to take out his American citizenship papers. Is there any similar regulation in Canadian labour?

Mr. FOULDS: No, except there must be a good many employers who encourage it; but we do not see the pressure here that is put on by the employer in the United States.

Hon. Mr. TURGEON: Mr. Foulds, you say there is no legislative enforcement in the United States along that line, but that it is purely by reason of pressure from associates.

Mr. FOULDS: Yes.

As soon as he files the declaration of intention we know that he has made a decision, following which we can urge him to take proper courses in civics, history, etc. His name and address can be drawn to the attention of provincial Departments of Education and other bodies who offer definite courses. Such courses should be planned so that they can be covered in not more than one year, as that is the interval which will ordinarily elapse between the filing of the declaration of intention and the appearing before the judge.

If I might just sum those three points: my argument is: first, let us stress the teaching of the language as completely and quickly as we can after people come; second, let us tell them that they do not need to wait any five-year period to file their declaration of intention, but encourage them to take that first step of their first papers; third, take that information with the name and address, after they have made that first step, and turn that over to all our teaching agencies; and that is the time to put on the course in Canadian history, government and so on.

The CHAIRMAN: That is one thing that has puzzled me. You say they can file that declaration of intention, and one year later they may appear before a judge, but they are required to have five years' residence in Canada?

Mr. FOULDS: Yes. They always have. I am glad Senator Wilson raised that point, if it is confusing. Any person must have five years' residence in Canada before he can qualify for naturalization. If they file this declaration of intention six months after they come here, they have got to wait another four and a half years before they can go before a judge.

Hon. Mr. HORNER: Your idea is that they should be prepared at the end of the five years?

Mr. FOULDS: They should be prepared at the end of five years; and the thing we have found all across Canada is that they do not file it the minute they get here, but when they make up their minds to stay here and take out citizenship papers they file the declaration of intention. Figures here show the average is twenty years' residence, and one year later—which is a minimum period which must elapse between first and second papers.

Hon. Mr. TURGEON: One year must elapse.

Mr. FOULDS: One year must elapse. Most of them leave it late enough so that all they need is one more year; and it is that year which we have to use for training in government and civics and so on. In conclusion I would say one other thing. Dr. Keenleyside showed you that, of the people coming to Canada in 1947-48, of a total of 79,000, 45,000 were from the British Isles, about 9,000 from the United States, and the remaining 25,000 from elsewhere, plus 14,000 displaced persons. But the point is that in the last year or two more people have come to Canada either from the British Isles or from the United States, who know our language and are familiar with our systems of democratic government, than the people who have come from continental Europe. Even at the present time—in the last two months—British stock totalled 39,000 out of a total of approximately 64,000. In dealing with this subject we think mostly of the Swede, and also the Ukrainian, the Pole, and other persons from eastern European countries. I think we must remember also that over half the people coming to us know our language and in general our system of government, but they do not yet know Canada. If I may take one example. A family settle, shall we say, in Manitoba. They know something of Manitoba, they are familiar with the general environment through being in a country like England; but talk to them about the federal system of government in Canada, and they are quite confused between what is provincial, what is municipal, and what is federal. There is that, plus the need of general knowledge of Canada's geography and resources which I think we should not overlook. This is not said by way of criticism, it is simply to indicate that, although half the people coming to Canada are of British stock, they need some education in regard to Canada.

The CHAIRMAN: The Canadian Council of Citizenship, sponsored by the Boards of Trade, held a conference, which we attended, in January in the Board of Trade Building in Montreal. Some very interesting recommendations came from that conference. I have a second copy of the report: if any members of the committee are interested I will be glad to lend it. The following recommendations were made by the group:

1. That the Department of National Health and Welfare jointly with the Canadian Welfare Council be asked to call a conference with Dominion and Provincial health and welfare representatives, together with representatives of private organizations operating in the local area, for the purpose of allocating and accepting responsibility for the health and welfare needs of new arrivals during the interim period until these individuals become eligible for the existing social services in Canada.

2. That the Department of National Health and Welfare be asked to modify the three-year resident provisions of the Family Allowance Act and its Regulations so that the children of new arrivals to Canada will receive the benefits before three years.

3. That in large centres where active Councils of Social Agencies exist, and have adequate facilities, these Councils should be asked to take the initiative in co-ordinating all efforts on behalf of the new arrivals in their respective communities. Existing committees should be integrated into the plan. It should be noted, in this connection, that such Councils are not restricted to council members in their project personnel.

4. That in areas where no fully active council exists, and in rural areas, the Citizenship Branch of the Department of State should be asked to think through the problem of how to stimulate local coordination through such organizations as Women's Institutes, Homemakers Clubs, Home and School Associations, Churches, Schools, local social agencies such as Children's Aid Societies, and Dominion-Provincial Farm Labour Committees.

*Co-Chairman*

Rév. PÈRE CARON  
Miss BESSIE TOUZEL,  
Mr. E. I. SMITH

*Rapporteur*

It was a very interesting conference. It sat in four separate committees to discuss the problems of the new immigrant. General Crerar is the new president of the Canadian Council of Citizenship. I was a little sorry that I did not ask him if he could come today before this committee.

Thank you very much, Mr. Foulds. I think you have impressed upon those persons the need for your division of the Department of the Secretary of State; and I hope that the others will read what you have said today.

Mr. FOULDS: Your committee might be interested in the official booklet which is distributed through all the courts to people when they file their declaration of intention—"How to Become a Canadian Citizen." The first part is an attempt to put the legal language in a little simpler form; and the rest contains acts about Canada. We have included simple information such as regards postage and currency and things of that nature, and have published it now in seven different languages. I happen to have here copies of the Ukrainian and Polish editions. It is also issued in Dutch, German, Lithuanian, French and English. There is a big demand for these pamphlets.

Hon. Mr. HORNER: To revert a moment to what I mentioned about these groups in western Canada, to my knowledge when these people arrive perhaps the only persons in sight are the local communists who meet and greet them and

start looking after them and directing them. That is the sad part of it, as I see it in our part of the country. I would go so far as to have the Mounted Police keep a bit of a watch on the activities of some of those communistic groups in dealing with these people as new arrivals.

The CHAIRMAN: I think there has been a fear on the part of some of the Labour Department officials that the agencies who wish to help these people are of communistic leanings.

Hon. Mr. HORNER: The communists use what they believe to be the best tactics on these people, whether it is to show them kindness or abuse. It seems a difficult thing to have someone there to counteract that. No doubt the leaders of churches should take a part in counteracting such activities.

The CHAIRMAN: Quite a few representatives of churches have asked how they could get in touch with these groups. They would like to get the names of these people. Dr. Gallagher, who represented the Canadian Council of Churches a short time ago, said he was particularly anxious to be given the opportunity to meet the people of the Protestant denominations because he could put the representatives in the various communities in touch with them.

Hon. Mr. HORNER: The government should ask the co-operation of the members of all clergy in different communities.

The CHAIRMAN: I do know that Dr. Gallagher was considerably anxious to help in this matter.

Mr. FOULDS: There is the difficulty that these people give one designation upon landing and they move several times in the first six months or year. We have been asked to provide lists of these people, but it is difficult to give lists when they move around. Coming back to my other point, when these different ethnic groups—Polish, Ukrainian, Scandinavian, Italian and so on, become more Canadian in their own programs the more they will supply us with a first point of contact.

Hon. Mr. HORNER: Many of those coming to western Canada are of the Greek Orthodox Church.

The CHAIRMAN: Thank you very much, Mr. Foulds.

The Committee adjourned to the call of the Chair.

1947-48

# THE SENATE OF CANADA



PROCEEDINGS

OF THE

STANDING COMMITTEE

ON

## Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 10

THURSDAY, JUNE 24, 1948

The Honourable Cairine R. Wilson, Chairman.

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OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1948



# STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable CAIRINE R. WILSON, Chairman

## The Honourable Senators

Aseltine	Dupuis	McDonald ( <i>Shediac</i> )
Blais	Euler	Murdock
Bouchard	Ferland	Pirie
Bourque	Haig	Robertson
Buchanan	Hardy	Robinson
Burchill	Horner	Roebuck
Calder	Hushion	Taylor
Campbell	Lesage	Turgeon
Crerar	Macdonald	Vaillancourt
David	( <i>Cardigan</i> )	Veniot
Donnelly	Mackenzie	Wilson

## ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 3, 1948.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the advisability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said Committee report its findings to this House:

And that the said Committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*



## MINUTES OF PROCEEDINGS

THURSDAY, June 24, 1948.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 11.00 a.m.

*Present:* The honourable Senators: Wilson, (*Chairman*); Crerar, Euler, Ferland, Haig, Horner, Hushion, Macdonald (*Cardigan*), Murdock, Roebuck, Taylor and Vaillancourt—12.

The Committee resumed consideration of the Order of Reference of 3rd February, 1948, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

A draft report was considered, amended, and adopted.

At 11.45 a.m. the Committee adjourned to the call of the Chairman.

ATTEST

A. FORTIER,  
*Clerk of the Committee.*



## REPORT OF COMMITTEE

THURSDAY, 24th June, 1948.

The Standing Committee on Immigration and Labour beg leave to report as follows:

By order of Reference made on Tuesday, 3rd February, 1948, your Committee was authorized and directed to:—

Examine into the Immigration Act (R.S.C. Chapter 93 and amendments), its operation and administration and the circumstances and conditions relating thereto, including:

- (a) the desirability of admitting immigrants into Canada;
- (b) the type of immigrants which should be preferred, including origin, training and characteristics;
- (c) the availability of such immigrants for admission;
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission.

In obedience to this Order of Reference, your Committee has enquired into the general subject of immigration, the Act and Regulations as amended from time to time, the manner in which the administration of the Act has been performed, and the progress that has been made during the past year and in previous years in meeting Canada's needs and obligations in this regard. In the course of its inquiries, your Committee has heard evidence submitted on the following dates by the organizations and persons mentioned:

Witnesses appearing before the Immigration and Labour Committee, Session 1948, are as follows:—

January 29 and February 4, 1948:

Dr. H. L. Keenleyside, Deputy Minister, Department of Mines and Resources.

Mr. James Colley, Resident Representative, Inter-Governmental Committee on Refugees.

Mrs. Jean Henshaw, former Director and Supervisor of Displaced Refugee Camps in Germany.

February 11, 1948.

The Honourable Humphrey Mitchell, P.C., M.P., Minister of Labour.

Mr. A. MacNamara, Deputy Minister, Department of Labour.

Mr. William Van Ark, Toronto, Ontario, former I.R.O. Assembly Camp Director in Europe.

February 18, 1948:

Captain E. S. Brand, Ottawa, Ontario, temporary shipping adviser, Immigration Branch, Department of Mines and Resources.

Mr. R. G. Riddell, Chief of United Nations Division, Department of External Affairs.

Mr. Leslie G. Chance, Chief of Consular Division, Department of External Affairs.

Mr. A. A. Day, United Nations Division, Department of External Affairs.

March 10, 1948:

- Mr. Irving Himel, Toronto, Ontario, Legal Counsel of Committee for the repeal of the Chinese Immigration Act.
- Dr. A. E. Armstrong, Toronto, Ontario, Co-Chairman of the Committee for the Repeal of the Chinese Immigration Act.
- Rev. Father Beal, Toronto, Ontario, Co-Chairman for the Repeal of the Chinese Immigration Act.
- Mr. A. R. Mosher, C.B.E., President, The Canadian Congress of Labour.
- Dr. S. K. Ngai, Toronto, Ontario, Co-Chairman for the Repeal of the Chinese Immigration Act.

March 17, 1948:

- Mr. Max Lerner, London, Ontario.

April 28, 1948:

- Mr. A. L. Jolliffe, Director of Immigration, Department of Mines and Resources.
- Mrs. A. K. Hugessen, Representative of Canadian National Committee on Refugees on the Community Committee for New Canadians in Montreal.

June 2, 9 and 15, 1948:

- Dr. H. L. Keenleyside, Deputy Minister of the Department of Mines and Resources.
- Mr. Frank Foulds, Director, Citizenship Branch, Department of the Secretary of State.

#### SUMMARY OF EVIDENCE ADDUCED BY COMMITTEE

January 29 to June 15, 1948

##### Immigration Branch

Reports from Dr. Keenleyside on January 29 and June 15, together with statistical statements filed by Mr. Jolliffe on April 28, shows a marked increase in the number of immigrants admitted to Canada. In several other aspects, the general situation in respect of immigration has greatly improved.

By Orders-in-Council—June 5, July 18, October 1, 1947 and Order-in-Council P.C. 1628, April 22, 1948, a total of 30,000 displaced persons has been approved. This number will be additional to those who come as close relatives. Regulations permitting the entry of British subjects from the United Kingdom and the dominions, and of United States citizens, continue to operate.

The total number of admissions for the fiscal year 1947-48 is approximately 80,000, representing an increase of 13,000 over the year 1946-47. Of the 80,000, there were 45,000 from the British Isles and 14,000 were displaced persons. During the first four months of 1947 there were 10,900 admissions while for the first four months of 1948 the figure is 32,500.

31,700 applications for relatives in Germany, Austria and Italy—that is for D.P. relatives have been received; 25,600 have been approved and approximately 8,000 relatives have already arrived.

##### Transportation

Transportation facilities have been better than was expected. Ships from the British Isles to Canada provide four times as much space as there was last year. The Dominion Government has recently entered an agreement with

T.C.A. to provide 10,000 seats by air by the end of March, 1949, at a flat rate of £72. I.R.O. arranges transportation of displaced persons and the Beaverbrae (converted German prize ship) carries about 770 relatives once every three or four weeks.

### Inspection

During the year, the Immigration Branch set up an office in Heidelberg as headquarters for work in the occupied territories. The number of immigration teams working in these areas has been increased from six to eight, and a ninth peripatetic team will visit other countries to make examination of applicants. Probably the team will first visit Sweden to investigate cases of Estonian and other Baltic refugees.

An immigration office has been opened in Rome. By P.C. 4850, the people of Finland, Italy, Hungary and Roumania are, for purposes of immigration, no longer considered enemy aliens.

### Immigration Act—Deportation

The Immigration Act has been amended from time to time, but there has been no basic change since it was passed in 1910. A discussion on deportation procedure showed that the Act no longer conforms to the scientific advances made in the treatment of nervous diseases and tuberculosis.

A person, other than a Canadian citizen or a person having Canadian domicile, may be deported if he entered Canada illegally, or if he has been an inmate of a jail, penitentiary or of a mental institution. Cases were cited of people who after having passed medical examination for immigration to Canada suffered temporary mental or nervous trouble. Upon recovery, they are subject to deportation. Although the Minister may defer action, and frequently does on humanitarian grounds if there is no question of the person becoming a public charge, the person can never secure permanent residence and become a citizen. There have been cases of refugees where worry and uncertainty have caused relapses.

It was suggested that the Committee should recommend a study of the Act, and that special attention be given to the question of whether the power of the Minister on appeals should be increased, and whether the Act should be amended to provide for application for reconsideration of a deportation order, after a lapse of five or ten years.

### Chinese

A recommendation for repeal of P.C. 2115 was requested so that married men of Chinese descent, resident in Canada, may be allowed to bring their wives and children to this country. Canadian residents of European, South American or United States origin can bring their families, but people of Asiatic race must be citizens to enjoy the same privilege. The discrimination is contrary to the principles of the United Nations Charter and is not in accordance with the Prime Minister's stated objective (Jan. 27/47) of removal of all discrimination against the Chinese on account of race. Separation of families cannot be justified on principles of religion and social welfare. It was moved by the Honourable Senator Murdock, seconded by the Honourable Senator Bouchard, and passed unanimously: "That the request placed before us be adopted".

### Department of Labour

The Department of Labour, with the facilities provided in the National Employment Service and the co-operation possible through Dominion-Provincial farm labour committees, has been called upon to play an active part in the placement of immigrants.

The first group placed was that of 4,527 Polish veterans. 4,425 are still on farms. When the Dominion Government approved the admission of displaced persons for employment, the Department of Labour was asked to give the same assistance in placement and follow-up service. Canadian employers indicate their needs of labour to the Department of Labour. After approval has been given by the Dominion Immigration—Labour Committee, the displaced persons are selected on occupational qualifications, examined by immigration officials and then brought to Canada by arrangements of the I.R.O.

From their arrival, they are under the supervision of the Department of Labour. By the end of April the following groups had arrived in Canada:—

Woodworkers .....	3,500
Domestics .....	2,300
Farm Workers .....	113
Textile Workers .....	207
Garment Workers and their dependents .....	1,700
Miners .....	1,500
Steel and Foundry Workers .....	330
Railway Workers .....	1,500
Hydro Workers .....	1,000
Building and Construction Workers .....	102

The placement of women in domestic work has been markedly successful. The Honourable Mr. Mitchell said that there had been no trouble whatsoever with D.P. workers and the Committee has received letters from employers, stating that they have been satisfactory workers and are fitting in well.

#### Canadian Citizenship

This Branch in the Department of the Secretary of State co-operates with government and private agencies to assist the assimilation of immigrants. The process of assimilation is a gradual one. The newcomers cannot become Canadian citizens immediately, but if they are given understanding help, they will develop an affection and loyalty for their new homeland.

The immigrant must first learn to speak one of our two languages. He should know that he may indicate his desire to become a Canadian citizen by making a Declaration of Intention as soon as he likes.

It is after these two stages are passed and before he applies for naturalization that the immigrant should be given instruction in Canadian history, geography, government, etc. Immigrants from the United Kingdom must be included at this stage for, although they know the language and understand democratic institutions, they do not know Canada. They, too, wish to feel that they belong to Canada.

During all three stages the immigrant will need help, and the attitude of Canadians will influence the degree and rapidity of assimilation. Most Canadians show sincere goodwill, and there are many private organizations ready to help. There is need, however, of a closer co-ordination of the federal departments concerned in order to give clarification and leadership to the many agencies, public and private, whose co-operation would be very valuable.

An interdepartmental co-ordinating committee might be set up with representatives of the Immigration Branch, the Department of Labour, the Department of External Affairs, the Department of Health and Welfare, and the Citizenship Branch.

Mention was made of the language instruction provided by provincial governments.

Members of the Committee were aware of the possibility of undesirable influences on the immigrants through people who speak their languages. It was suggested that a few travelling councillors on a temporary basis, speaking the languages of the immigrants, might be appointed. They could give advice and information and direct the immigrant to the proper agency for his particular needs.

#### International Refugee Organization

The International Refugee Organization has one and a half million displaced persons under its care. About 800,000 of these must be re-settled. They are former residents of Poland, Russia, Yugoslavia, Roumania and the Baltic States who do not wish to return to their homes. I.R.O. has decided against forcible repatriation and that places an international humanitarian obligation upon member-nations to accept displaced persons. Canada is a member and therefore shares the responsibility and the expense. It will cost very little more to re-settle a man than to keep him in a D.P. camp for a year, but maintenance is a continuing expense.

I.R.O. works now under great difficulty because of its restricted funds. Canada has contributed \$3,600,000 to a budget of \$117 million. The committee felt that, although Canada's contribution (a total of \$5 million for the year ending July 1, 1948) is comparatively good, the total is woefully small and hampers the work of P.C.I.R.O.

#### Appeal for Estonians in Sweden

When, in 1940, the Russians occupied the Baltic countries, private property was confiscated and 320,000 persons were deported to Russia. During the fall of 1944, when the Russian front moved closer to the Baltic States for the second time, a large scale evacuation took place by countless citizens who found ways and means to escape. Many went to Sweden, and they now find themselves in a less favoured position than those who are in occupied territory.

The Baltic refugees in Sweden are not technically displaced persons and are not, therefore, eligible for inclusion in the emigration plans of I.R.O. Yet they have suffered for their opposition to totalitarianism, and they are averse to returning to Russian controlled countries. The Baltic refugees in Sweden include textile, metal and construction workers of high standing, and experts in poultry, horticulture, apiculture, and dairying.

A statement by Dr. Keenleyside indicates that this situation is being given favourable consideration by the Immigration Branch.

#### Recommendations

1. Continued expansion and activity of the Immigration Branch including:—  
     Study of regulations concerning deportation.  
     Repeal of P.C. 2115—restricting Chinese families.  
     Admission of Estonians from Sweden.
2. Organization of a Co-ordinating Committee with representatives from Immigration, Labour, Health and Welfare, and Citizenship.
3. Admission of a greater diversity of occupational skills and some of the highly trained experts in the D.P. camps.
4. Strengthening of the work of the Citizenship Branch particularly in provision of educational material and liaison work.
5. Prompt and generous contributions to I.R.O.

All which is respectfully submitted.

CAIRINE R. WILSON,

*Chairman.*



