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# Book Reviews

**Freda Hawkins**  
*Canada and Immigration: Public Policy and Public Concern*, 2nd edition  
Kingston and Montreal: McGill Queen's University Press, 1988

**Freda Hawkins**  
*Critical Years in Immigration : Canada and Australia Compared*  
Kingston and Montreal: McGill Queen's University Press, 1989.

by *Anthony H. Richmond*

When the first edition of *Canada and Immigration* appeared in 1972 it was a pioneer work which added substantially to our knowledge and understanding of how Canadian immigration policy had developed in the post-war period. Written from the perspective of a political scientist with a special interest in public administration, it benefited from the author's access to department files, together with extensive interviews with government officials and politicians involved in the administration of immigration programmes. The book examined Canada's position in the international scene, considered the role of the Provinces, overseas operations, the role of the voluntary sector, and the management of immigration. Some attention was paid to the refugee programmes in the immediate aftermath of World War II, Canada's relations with UNHCR and ICEM, together with the later Hungarian, Czechoslovakian and Tibetan movements. The book appeared before the government embarked on its "Green Paper" review of immigration policies and programmes and prior to the Special Joint Committee of the Senate and House of Commons report. The latter led to the new Immigration Act, 1976, which did not come into force until 1978.

The second edition of *Canada and Immigration* includes a new preface and a

concluding chapter dealing with the period 1972-86. Needless to say, in a single chapter of 27 pages covering fourteen years, the author could not provide the same detail as in the earlier part of the book. However, it is a pity that fuller opportunity was not taken to up-date some of the Tables so that the work could be used for reference purposes. Notwithstanding the many controversies surrounding immigration and refugee policies in recent years, Freda Hawkins retains the optimistic outlook she exhibited nearly two decades ago, concluding that "some millions of immigrants and refugees settled successfully in Canada ... without undue stress and strain" (p. xvii).

For a more thorough treatment of immigration policy and management since 1971 we must turn to the author's new book, *Critical Years in Immigration*. This is more ambitious in scope, adopting a comparative perspective in which Canada's experience is set against that of Australia, and the links between the two countries traced. The first chapter reviews the immigration experience of Canada and Australia since 1900, spelling out the origins of "White Australia" and parallel discrimination in the administration of Canada's immigration policies, until 1962. Unfortunately, condensing such a lengthy history for two countries into forty pages leads to superficiality. There are many questions that deserve much fuller treatment, including the history of restrictions on Asian immigration and the question of Jewish refugees in the inter-war and immediate post-war period.

Two chapters follow, dealing with Canadian and Australian immigration policy and management, respectively, for the period 1972-86. The same theme is taken up in the concluding chapter, where some forecasts of demographic trends are made. Again, an optimistic outlook for the continued successful integration of immigrants in both countries is expressed. Another chapter deals with the evolution of "multi-culturalism" as an official ideology in Canada and Australia, emphasizing the political motives of those who have espoused similar programmes in both countries.

For readers of this periodical, the chapter on "Refugees and Undocumented Migrants" will be of particular interest. Special attention is paid to refugee and quasi-refugee movements from 1970 to 1986, including the Uganda expellees, the Indochinese/Vietnamese movements and those from Chile. The problems created by undocumented migrants, refugee status determination and status adjustment programmes are reviewed. All these issues are examined from the perspective of their effective *management*. It is noted that Australian refugee policy was more flexible than that of Canada but also more vulnerable to changes in the political party in power. She also praises the closer integration of immigration with settler adjustment, citizenship and multi-cultural programming in Australia. However, no attempt is made to consider the adjustment or adaptation of the refugees themselves, from an economic or socio-psychological point of view. Hawkins is critical of the way in which some politicians and bureaucrats handled the situations in question, but remains convinced that Canada's Immigration Act, 1976 "is one of the best pieces of immigration legislation to be found anywhere" (p. xix). Nevertheless, in both Canada and Australia, she recognises a conflict between maintaining the integrity of the borders of a sovereign state and attempts to treat refugees in a just and equitable way.

Both books should be compulsory reading for any student of, or worker on refugee and immigration problems. However, not all social scientists, lawyers, bureaucrats or social workers will necessarily agree with Hawkins' analysis or her conclusions. One is compelled to ask if the Immigration Act, 1976 (and the regulations administered under its auspices) were so great, why were Bills C-55 and C-84 seen by the government to be absolutely necessary?

*Anthony H. Richmond is a Professor of Sociology at York University, and the author of Immigration and Ethnic Conflict, published in 1988.*

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# Refugees in the World: The European Community's Response

## International Conference, December 7-8, 1989

The Dutch Refugee Council and the Netherlands Institute of Human Rights (SIM) will host an international conference, *Refugees in the World: The European Community's Response*, at The Hague, Netherlands, from Thursday 7 to Friday 8 December 1989. This event is sponsored by the Ministry of Foreign Affairs of the Netherlands, the Ministry of Justice of the Netherlands and NOVIB.

The Dutch Refugee Council and the Netherlands Institute of Human Rights have formed a Working Group which is in charge of the organization and the preparations concerning the content of the conference. The Working Group is assisted by a Conference Advisory Board whose members include Professors P. van Dijk (International Organizations, University of Utrecht), Th. C. van Boven (International Law, University of Maastricht), H. Meijers (International Law, University of Leiden), E. Postel-Coster (Cultural Anthropology, University of Leiden), and Doctors J. Hoeksma (UNHCR Branch, The Netherlands) and F. Florin (Head of the Protection Department of the Dutch Refugee Council).

Close to 100 participants are expected to attend, including scholars, representatives from international governmental and non-governmental organizations, national governments and parliaments of EC countries, and developing countries.

Forced mass migrations, due to situations of hunger and starvation, civil war, ethnic conflict, natural disasters and political repression, are increasingly demanding the attention of the governments and general public in the economically developed

European countries. This is not only the result of better and more sophisticated information through the media, but also of an increase in the physical arrival of victims of those situations in the countries of the West.

Victims of situations of deprivation and man-made or natural disasters are, notwithstanding the fact they are most often in real life-threatening situations, therefore not allowed a permanent stay and immigration in European countries. However, a special category of victims of threatening situations must be allowed access to European countries under the obligations of international instruments. Granting asylum to victims of repression and persecution in terms of the 1951 Convention Relating to the Status of Refugees, the 1967 Protocol and other related conventions and agreements, cannot be looked at as a matter of immigration, but rather as a matter of human rights policy, as many European governments have themselves stated time and again.

Although all European countries are of the opinion that they fulfil their obligations to those in need of international protection under the international instruments already mentioned, the right to asylum is nevertheless threatened. Against the background of increasing applications by those who are forced to migrate for other reasons than the grounds of the standing definition of asylum seekers, European governments have begun to work together in a number of different forums to develop methods of limiting the numbers of asylum applications. They take measures which are

intended both to deny access to asylum seekers and to encourage restrictive interpretations of the Convention and Protocol.

Scholars, non-governmental organizations, parliamentary bodies, including the European Parliament, have started to point out that the right answer to the increased number of applications is not the restriction of the right of asylum. Instead, the answer should be found in positive and alternative measures, linking the asylum, immigration, human rights and development policies of the European governments and institutions of the European Communities and the Council of Europe.

The main purpose of the two-day international conference is, therefore, to ascertain the various approaches to the triangle of human rights, development and migration, and the consequences they entail for the formulations of a just, but also realistic refugee policy in the framework of a human rights and development co-operation policy of the European Community. Alternative strategies in the sphere of assistance with regard to resettlement, creating a durable solution within the regions, or giving access to European countries will be the main focus of the discussions.

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For further information and registration, contact the Conference Secretariat: SIM, Boothstraat 6, 3512 BW Utrecht, The Netherlands, telephone: (011 31 30) 394033, telex: 70779 sim nl, telefax: 011 31 30 393242; or the Dutch Refugee Council, 3e Hugo de Grootstraat 7, 1052 LJ Amsterdam, telephone: (011 31 20) 881311.

# New Publications

- *HAITIInsight*, a bulletin on refugee and human rights affairs, is a monthly publication of the National Coalition for Haitian Refugees in co-operation with Haiti Solidarité Internationale. This bulletin will provide readers with information on human rights in Haiti and their political, social and economic context and will also cover US-Haiti relations and the challenges facing Haitian refugees. The publication is sent free of charge upon request to interested groups and individuals. Requests should be addressed c/o National Coalition for Haitian Refugees, 275 Seventh Ave 11th Floor, New York, NY 10001, USA.
- *Voluntary Repatriation to Afghanistan: UNHCR Plan of Action for 1989* was published by UNHCR in support of the section on voluntary repatriation of the *Plan of Action for United Nations Assistance in Afghanistan (1989)*. The UNHCR document includes background and an overview of UNHCR activities in 1988, basic assumptions and conceptual framework, planned UNHCR activities in protection, preparedness and assistance, a budget summary and several annexes on specific issues.
- The Immigration and refugee Program of Church World Service has published its annual *Refugee Resettlement Appeal* which includes a description of some of its programmes and suggestions for congregational involvement with refugees. It is available from CWS, 475 Riverside Drive, Room 656, New York, NY 10115, USA.
- M. Blucha, *Flight and Integration: Causes of Mass Exodus from Ethiopia and Problems of Integration in the Sudan*. This work is based on several hundred interviews of refugee households from Ethiopia. It reviews the history of refugee movements in Africa and particularly from Ethiopia, and considers the economic, social, cultural and psycho-sociological dimensions of their integration in the Sudan. Available from the Scandinavian Institute of African Studies, PO Box 1703, 751 47 Uppsala, Sweden.
- *The New Asylum Seekers: Refugee Law in the 1980s* is the Ninth Sokol Colloquium on International Law, and is available from Martinus Nijhoff, c/o Kluwer Academic Publishers, PO Box 322, 3300 AH Dordrecht, Netherlands.

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## PSYCHIATRIC NURSE/COUNSELLORS THAILAND

The Catholic Office for Emergency Relief and Refugees (COERR) Education and Social Services Team requires two Psychiatric Nurse/Counsellors (at least one male nurse) at Site 2 Refugee Camp, Thai-Kampuchean Border to start working as soon as possible.

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A major focus of the Mental Health Programme is to integrate Khmer traditional ways of healing with modern therapies and treatments. Another major focus is the training of Khmer para-professionals to work with team members and to teach them skills for emergency situations. The team works closely with the Khmer Peoples Depression Relief Centre (KPDR) — a centre in which Khmers use traditional medicines and therapies to help those troubled in mind and body.

Interested persons should submit application with resumé to: Fr. Alfonso de Juan, S.J., PO Box 2, Tapraya village, Prachinburi 25180, Thailand

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