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REVIEW AUTHORITY: Oscar Olson, Senior
Reviewer

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TAGS: SREF, UNHCR, SHUM, KPRP, CA

SUBJECT: 1984 CANADIAN REFUGEE PROGRAM

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- (D) OTTAWA 5577, (E) OTTAWA 3634, (F) OTTAWA 5070,
- (G) TEGUCIGALPA, (H) OTTAWA 2486, (I) OTTAWA 8651,
- (J) DJIBOUTI 3196, (K) OTTAWA 5000
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1. SUMMARY:

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- CANADA'S 1984 REFUGEE PLAN AUTHORIZES 12,000 GOVERNMENT-ASSISTED ADMISSIONS, A TOTAL EQUAL TO THAT IN 1983, DESPITE CONTINUED ECONOMIC DIFFICULTIES AND OTHER CONSIDERATIONS WHICH HAVE PROMPTED A SUBSTANTIAL CUT IN OVERALL IMMIGRATION LEVELS. REFLECTING A JUDGMENT THAT THE EAST EUROPEAN REFUGEE SITUATION HAS "EASED CONSIDERABLY," ALLOCATIONS FOR THAT REGION DROP FROM 3,000 IN THE 1983 PLAN TO 2,300 IN 1984. AUTHORIZED ADMISSIONS FROM CENTRAL AND SOUTH AMERICA INCREASE 500 OVER 1983 TO 2,500 WHILE THE GENERAL "OTHER REGIONS" CATEGORY (MAINLY SOUTH ASIA) IS AUGMENTED TO 400 FROM THE PREVIOUS 200. ALLOCATIONS FOR SOUTHEAST ASIA AND AFRICA REMAIN UNCHANGED FROM 1983 AT 3,000 AND 1,000 RESPECTIVELY.

- THESE FIGURES DO NOT INCLUDE A PROJECTED 3,200 PRIVATELY SPONSORED REFUGEES, SOME 1,000 CLAIMANTS WHO WILL BE GRANTED REFUGEE STATUS WHILE IN CANADA, THE BULK OF FAMILY REUNIFICATION CASES WHICH ARE PROCESSED UNDER IMMIGRATION CRITERIA OR INDIVIDUALS DEEMED TO BE IN "REFUGEE-LIKE" SITUATIONS AND ADMITTED TO CANADA UNDER SPECIAL HUMANITARIAN PROGRAMS.

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- THE 1984 PLAN REINFORCES THE TREND OF INCREASED GOC ATTENTION TO LATIN AMERICA (PRIMARILY CENTRAL AMERICA) WHILE OTHER ASPECTS OF CANADA'S OVERALL POLICY REFLECT THE CONTINUING CONCERN THAT THE UN CONVENTION DEFINITION OF A REFUGEE IS TOO NARROW. THE GOC SINCE 1981 HAS PUT INCREASED EMPHASIS ON ESTABLISHING RESETTLEMENT PROGRAMS INVOLVING RELAXED IMMIGRATION CRITERIA WHICH ARE BASED ON BROADER HUMANITARIAN CONSIDERATIONS. THIS ALLOWS A RAPID AND FLEXIBLE RESPONSE FOR AIDING INDIVIDUALS SUCH AS THE SALVADORAN AMNESTY RECIPIENTS WHO FALL OUTSIDE THE GENERALLY ACCEPTED DEFINITION OF A REFUGEE. END SUMMARY.

2. EMPLOYMENT AND IMMIGRATION MINISTER JOHN ROBERTS ON NOVEMBER 1 TABLED IN PARLIAMENT THE GOVERNMENT'S 1984 IMMIGRATION PLAN WHICH INCLUDED ALLOCATIONS FOR GOVERNMENT-ASSISTED REFUGEES. THE REFUGEE FIGURES THUS DO NOT INCLUDE INDIVIDUALS ADMITTED UNDER PRIVATE SPONSORSHIP OR THOSE FAMILY REUNIFICATION CASES WHICH ARE SUBJECT TO IMMIGRATION CRITERIA. INDIVIDUALS WHO MAKE A CLAIM TO REFUGEE STATUS WHILE IN CANADA IN SOME OTHER STATUS (LEGITIMATELY FOR TOURISM, BUSINESS, ETC., OR ILLEGALLY) ALSO ARE NOT COUNTED AGAINST THE AUTHORIZED SLOTS. FROM JANUARY-SEPTEMBER, 1983, THE GOC RECEIVED 2,156 SUCH REQUESTS, APPROVING 779.

3. FOLLOWING IS THE TABLE OF THE NEW 1984 LEVELS WITH

1981-83 FIGURES PROVIDED FOR COMPARISON:

-	1981	1982	1983	1984
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SOUTHEAST ASIA	8,000	4,000	3,000	3,000
CENTRAL AND LATIN - AMERICA	1,000	1,000	2,000	2,500
EUROPE	5,000	6,000	3,000	2,300
AFRICA	400	500	1,000	1,000
MIDDLE EAST	---	400	800	800
OTHER REGIONS	300	100	200	400
CONTINGENCY RESERVE	1,800	2,000	2,000	2,000
-	-----	-----	-----	-----
- TOTAL	16,500	14,000	12,000	12,000

- NB: CONTINGENCY RESERVE SLOTS SINCE 1983 HAVE BEEN
- UNFUNDED AND, SHOULD A NEED BE IDENTIFIED, THE
 - CABINET MUST APPROVE THE FINANCING. THE 1983
 - CONTINGENCY ALLOCATION HAS NOT BEEN USED TO DATE.

4. ACCORDING TO THE BACKGROUND PAPER ON IMMIGRATION LEVELS, THE GOC JUDGES THE DEFINITION OF "REFUGEE" IN THE UNHCR CONVENTION TOO NARROW AND MORE APPROPRIATE FOR DETERMINING PROTECTION THAN RESETTLEMENT NEED. "THE CRITERION FOR RESETTLEMENT MUST BE MORE FLEXIBLE THAN UNCLASSIFIED

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THIS DEFINITION SO THAT CANADA CAN CONTINUE TO RESPOND TO OPPRESSED PERSONS IN THEIR OWN COUNTRIES AND TO OTHERS IN REFUGEE-LIKE SITUATIONS," THE REPORT STATES. THUS, WHILE THE GOC ACKNOWLEDGES AND CONTINUES GENERALLY TO

SUPPORT UNHCR POLICY OF FAVORING REPATRIATION, FOLLOWED BY LOCAL INTEGRATION THEN THIRD COUNTRY RESETTLEMENT AS A LAST RESORT, CANADA BELIEVES IT "MUST CONDUCT AN INDEPENDENT ANALYSIS OF THIS VIEW" AND FACTOR IN OTHER CRITERIA.

5. ACCORDINGLY, THE GOC HAS ESTABLISHED "DESIGNATED CLASS" AND "SPECIAL HUMANITARIAN" PROGRAMS DESIGNED FOR A FLEXIBLE AND RAPID RESPONSE TO RESETTLEMENT NEEDS OF "NON-CONVENTION" REFUGEES. INDIVIDUALS IN DESIGNATED CLASS CATEGORIES, CURRENTLY APPLICABLE TO INDOCHINESE, POLITICAL PRISONERS AND EAST EUROPEANS OUTSIDE THEIR NATIVE COUNTRY, NORMALLY ARE GOC-ASSISTED AND THEREFORE ARE COUNTED AGAINST THE AVAILABLE NUMBERS IN THE ANNUAL REFUGEE PLAN. THOSE BENEFITTING FROM SPECIAL HUMANITARIAN PROGRAMS, ON THE OTHER HAND, ENTER CANADA AS IMMIGRANTS UNDER RELAXED CRITERIA, NOT AS REFUGEES, ALTHOUGH THE GOC REGARDS THEM AS SUCH. THE "HUMANITARIAN" COMPONENT OF CANADA'S INTAKE HAS GROWN CONSIDERABLY FROM A FEW HUNDRED AT THE PROGRAM'S INCEPTION IN 1981 TO A PROJECTED 6,000 PLUS IN 1984. (CONVERSELY, THE REFUGEE PLAN ALLOCATION HAS DECLINED FROM 16,500 IN 1981, LEVELING OFF TO 12,000 IN 1983 AND 1984.) THIS INCREASED EMPHASIS ON PROGRAMS REACHING BEYOND UNHCR CONVENTION REFUGEES REFLECTS THE GOVERNMENT'S VIEW THAT GROUPS OR "CLASSES" OF INDIVIDUALS IN "REFUGEE-LIKE" SITUATIONS SHOULD BE IDENTIFIED FOR RESETTLEMENT OPPORTUNITIES. THIS ORIENTATION STEMS IN PART AT LEAST FROM

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THE REPRESENTATIONS MADE TO THE GOC BY DOMESTIC PRIVATE GROUPS CONCERNED WITH REFUGEE AFFAIRS.

6. THE ANNUAL REFUGEE PLAN WAS DEVELOPED AFTER CONSULTATION WITH THE UN HIGH COMMISSIONER FOR REFUGEES, OTHER REFUGEE RECEIVING COUNTRIES, PROVINCIAL GOVERNMENTS AND CANADIAN REFUGEE ADVOCACY AND AID ORGANIZATIONS, PARTICULARLY CHURCH GROUPS WHICH PROVIDE THE SIGNIFICANT PORTION OF PRIVATE SPONSORSHIPS. THUS, AS MUCH AS POSSIBLE, THE GOC PLAN IS INTENDED TO COMPLEMENT OTHER NATIONS' EFFORTS WITH RELATIVELY LITTLE COMPETITION OR DUPLICATION. "BOTH INTERNATIONAL AND DOMESTIC CONSIDERATIONS WERE TAKEN INTO ACCOUNT IN DETERMINING THE NATURE AND SIZE OF THE PLAN FOR 1984." ALTHOUGH THE 12,000 SLOTS IN THE 1984 PLAN EQUAL 1983 NUMBERS, THE GOC ACKNOWLEDGES DOMESTIC CONSTRAINTS ASSOCIATED WITH CANADA'S CURRENT ECONOMIC SITUATION WERE

TAKEN INTO ACCOUNT. THE INTERNATIONAL CONSIDERATIONS BEARING ON THE PLAN ARE SUMMARIZED BELOW:

CENTRAL AND LATIN AMERICA

7. CANADA'S 1984 ALLOCATION FOR THIS REGION INCREASED 500 TO 2,500, CONTINUING THE UPWARD TREND BEGUN LAST YEAR. DOMESTIC CHURCH AND HUMAN RIGHTS GROUPS HAVE BEEN A MAJOR FACTOR IN PERSUADING THE GOC TO INCREASE THE NUMBER OF SLOTS AS WELL AS TO UPGRADE ITS PROCESSING FACILITIES IN MEXICO CITY. THE ANNUAL REPORTS CITES GREATER REFUGEE FLOWS FROM GUATEMALA AND NICARAGUA COUPLED WITH LESS
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WILLINGNESS OF FIRST ASYLUM COUNTRIES SUCH AS COSTA RICA AND HONDURAS TO ACCEPT REFUGEES AS PART OF THE REASON FOR THE INCREASE. ALSO, THE GOC BELIEVES VOLUNTARY REPATRIATION AND LOCAL RURAL RESETTLEMENT ARE "UNLIKELY TO BE PRACTICAL LONG-TERM SOLUTIONS." LASTLY, "REPRESSION OF DEMOCRATIC POLITICAL MOVEMENTS IN CHILE AND URUGUAY" HAD A BEARING ON CANADA'S REGIONAL RESETTLEMENT EFFORT.

8. THE GOC RECENTLY COMPLETED A SPECIAL HUMANITARIAN PROGRAM FOR EL SALVADORAN AMNESTY RECIPIENTS WHICH BROUGHT SOME 300 INDIVIDUALS AND THEIR FAMILIES TO CANADA (SEE REFS E AND F). THE GOVERNMENTS OF EL SALVADOR AND CANADA ALSO ARE CONTINUING DISCUSSIONS TO DEVELOP A PROGRAM FOR WAR ORPHANS. THE ORIGINAL PROPOSAL TO BRING ORPHANS TO CANADA EITHER TO STAY OR FOR JOB TRAINING, PERMITTING THEM TO RETURN TO EL SALVADOR IF THEY LATER CHOSE, MAY BE EVOLVING TOWARDS A ONE-TIME ARRANGEMENT TO BRING ORPHANED MINORS TO CANADA FOR ADOPTION (SEE REFS E AND G). SINCE 1981 ABOUT 4,000 SALVADORANS HAVE BEEN RESETTLED OR ALLOWED TO REMAIN IN CANADA WHILE APPLYING FOR PERMANENT RESIDENCE UNDER REFUGEE AND HUMANITARIAN PROGRAMS. ALTHOUGH BENEFITTING PRIMARILY SALVADORANS THUS FAR, THIS SPECIAL HUMANITARIAN PROGRAM ALSO APPLIES TO OTHER COUNTRIES IN THE CENTRAL AMERICAN REGION.

SOUTHEAST ASIA

9. CANADA'S DESIGNATION OF 3,000 SLOTS REMAINS AT THE PREVIOUS YEAR'S LEVEL. THE ANNUAL REPORT AFFIRMS THAT RESETTLEMENT MUST CONTINUE FOR SOME TIME BUT ALSO STATES

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THAT "MORE EMPHASIS MUST BE PLACED ON VOLUNTARY REPATRIATION OR LOCAL RESETTLEMENT." THE REPORT ALSO NOTES THE NEED TO ENCOURAGE MEASURES TO CURTAIL THE REFUGEE FLOW FROM VIETNAM AND TO REDIRECT IT TO ORDERLY IMMIGRATION PROGRAMS. AS IN THE PAST, CANADA'S RESETTLEMENT EFFORT IN THE REGION WILL FOCUS ON REFUGEES IN THAILAND.

EUROPE

10. REFUGEE NUMBERS FOR EUROPE CONTINUE TO DECLINE, DOWN 700 IN 1984 TO 2,300. ACCORDING TO THE ANNUAL PLAN, THE SITUATION FACING POLES AND OTHER EAST EUROPEANS HAS "EASED CONSIDERABLY DURING THE PAST YEAR." WHILE MOST OF THE 1982 AND 1983 SLOTS WERE DIRECTED TO REFUGEES IN MAJOR FIRST ASYLUM COUNTRIES SUCH AS AUSTRIA, THERE WILL BE AN ADJUSTMENT IN 1984 TO ALLOW AN APPROPRIATE RESPONSE TO FORMER DETAINEES IN POLAND.

11. IN RESPONSE TO CONDITIONS IN POLAND, CANADA INTRODUCED SPECIAL MEASURES FOR POLES IN OCTOBER, 1981, RELAXING IMMIGRATION CRITERIA FOR FAMILY MEMBERS IN POLAND, EASING RESETTLEMENT OF POLISH REFUGEES IN OTHER COUNTRIES AND EXTENDING THE STAY OF POLES ALREADY IN CANADA. SOME 15,000 POLES HAVE BENEFITTED, INCLUDING 2,500 FAMILY REUNIFICATION CASES, OVER 3,500 WHO ALREADY WERE IN CANADA, AND SOME 8,000 REFUGEES AND HUMANITARIAN CASES FROM ABROAD (SEE ALSO REFS H AND I).

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AFRICA

12. THE 1,000 SLOTS AVAILABLE FOR 1984 ARE THE SAME AS LAST YEAR BUT SIGNIFICANTLY ABOVE THE 500 DESIGNATED FOR 1982. THE ANNUAL REPORT CITES GOC AGREEMENT WITH THE UNHCR, THE ORGANIZATION FOR AFRICAN UNITY AND NON-GOVERNMENTAL GROUPS THAT "THIRD COUNTRY RESETTLEMENT IS THE LEAST PRACTICAL SOLUTION FOR AFRICAN REFUGEES." NOTING THAT CANADIAN EFFORTS "WILL REMAIN QUALITATIVE RATHER THAN QUANTITATIVE," THE REPORT SUGGESTS THAT A SMALL BUT SIGNIFICANT PROGRAM TO RELIEVE THE PLIGHT OF ETHIOPIAN REFUGEES IN SOMALIA, DJIBOUTI AND THE SUDAN SHOULD BEAR PRACTICAL RESULTS. A NUMBER OF FALASHA JEWS HAVE BENE-

FITTED FROM RELAXED LANDING CRITERIA UNDER A SPECIAL HUMANITARIAN PROGRAM AND 55 ETHIOPIAN REFUGEES RECENTLY WERE ACCEPTED FOR CANADIAN RESETTLEMENT (REF J). CANADA ALSO WILL ENDEAVOR TO DEVELOP RESETTLEMENT OPPORTUNITIES FOR REFUGEES IN SOUTHERN AFRICA.

MIDDLE EAST

13. CANADA BEGAN SPECIFIC REFUGEE ALLOCATIONS TO THE MIDDLE EAST WITH 400 SLOTS IN 1982. THE NUMBER WAS INCREASED TO 800 IN 1983 AND REMAINS AT THAT LEVEL FOR 1984. THE GOC HAS MAINTAINED AN EFFECTIVE PROGRAM FOR BAHAI'S AND INTENDS INCREASED EMPHASIS ON OTHER MINORITY GROUPS IN MEDITERRANEAN-RIM COUNTRIES WHO ARE IN NEED OF RESETTLEMENT.

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14. IN MARCH, 1983, THE GOVERNMENT ANNOUNCED A SPECIAL PROGRAM FOR IRANIAN VISITORS IN CANADA, ALLOWING THEM TO APPLY FOR PERMANENT RESIDENCE WITHOUT LEAVING THE COUNTRY. MANY WERE STUDENTS WHO HAD NOT BEEN PERMITTED TO RENEW THEIR PASSPORTS BY IRANIAN AUTHORITIES AND WHO FACED A FEAR OF REPRISAL IF THEY RETURNED HOME. THE MEASURE APPLIES TO IRANIANS WITH RELATIVES ALREADY IN CANADA WHO ARE ABLE AND WILLING TO ASSIST THEM OR TO THOSE WHO HAVE BEEN IN CANADA 12 MONTHS AND CAN DEMONSTRATE THEIR ABILITY TO BECOME ESTABLISHED SUCCESSFULLY. AS PERMANENT RESIDENTS, THESE INDIVIDUALS IN TURN CAN APPLY TO SPONSOR DEPENDENTS IN IRAN, THUS FACILITATING FAMILY REUNIFICATION, A PRIME OBJECTIVE OF CANADA'S IMMIGRATION PROGRAM.

15. OWING TO THE CONTINUING UNREST IN LEBANON, THE GOC IN JUNE, 1982, INSTITUTED SPECIAL MEASURES FOR LEBANESE VISITORS IN CANADA, PERMITTING THEM TO EXTEND THEIR STAY FOR UP TO ONE YEAR AND TO TAKE EMPLOYMENT. AT THE END OF A YEAR, EACH CASE IS REVIEWED AND A DECISION ON LANDING IN CANADA IS MADE. NO LEBANESE IN CANADA, EVEN IF UNDER DEPORTATION ORDER, WILL BE RETURNED TO LEBANON "UNTIL THE SITUATION THERE HAS IMPROVED CONSIDERABLY." CANADIAN CITIZENS OR PERMANENT RESIDENTS WITH RELATIVES IN LEBANON FACING HARDSHIP MAY SPONSOR THOSE RELATIVES EVEN IF THEY CANNOT MEET NORMAL SELECTION CRITERIA. TO DATE, MORE THAN 600 PEOPLE HAVE BENEFITTED FROM THE VARIOUS PROVISIONS

OF THIS SPECIAL PROGRAM.

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16. PRIMARILY BECAUSE OF THE SITUATION IN SOUTH ASIA, SPECIFICALLY IN AFGHANISTAN AND SRI LANKA, THIS CATEGORY HAS BEEN DOUBLED TO 400 SPACES IN 1984. THE GOC ANNUAL REPORT CONCLUDES THAT THE PLIGHT OF AFGHAN REFUGEES IS NO NEARER SOLUTION AND PRESSURE FOR RESETTLEMENT WILL INCREASE, PARTICULARLY FROM THE URBAN MIDDLE CLASS "WHO CANNOT BENEFIT FULLY FROM LOCAL SOLUTIONS."

17. IN SRI LANKA, THE REPORT NOTES, "A FURTHER DETIORATION OF THE SITUATION" COULD LEAD TO SIGNIFICANT INCREASES IN TAMILS SEEKING RESETTLEMENT IN CANADA AS REFUGEES. IN VIEW OF THE INTERCOMMUNAL VIOLENCE IN SRI LANKA IN SEPTEMBER, 1983, THE GOC RELAXED IMMIGRATION CRITERIA FOR SRI LANKAN FAMILY MEMBERS APPLYING EITHER IN CANADA OR ABROAD. THE MEASURES ARE SIMILAR TO THOSE IN EFFECT FOR POLES, LEBANESE AND SALVADORANS. CONCURRENTLY, THE GOC ESTABLISHED A NEW REQUIREMENT FOR NATIONALS OF SRI LANKA AND BANGLADESH TO OBTAIN VISITOR VISAS FOR ENTRY INTO CANADA. THE VISA REQUIREMENT WAS IMPOSED BECAUSE THE GOC DETERMINED THAT MANY SRI LANKAN AND BANGLADESHI NATIONALS ARRIVED IN CANADA AS VISITORS BUT FULLY INTENDED TO CLAIM REFUGEE STATUS AND REMAIN. MANY ARRIVED FROM WESTERN EUROPE, WHERE THEY HAD WORKED OR STUDIED FOR YEARS. A LARGE PERCENTAGE OF THE REFUGEE STATUS CLAIMS THUS WERE PROVEN TO BE UNFOUNDED AND IMPEDING THE DETERMINATION PROCESS FOR THOSE TRULY IN NEED OF RESETTLEMENT. (SEE REF K FOR FURTHER BACKGROUND ON INSTITUTION OF THE VISA REQUIREMENT.)

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18. COPIES OF THE 1984 ANNUAL REFUGEE REPORT AND A COM-
PANION BACKGROUND PAPER ON FUTURE IMMIGRATION LEVELS
POUCHED TO THE DEPARTMENT (RP) AND TO U.S. MISSION

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