

From Immigrant to Citizen

By JOHN P. KIDD

MIKE is a Polish veteran. He fought in the Polish Corps with the renowned 8th Army in Italy, and was wounded in the bloody but successful struggle for Mount Cassino. But when the War was over, he suddenly found himself without a country. Canada offered him and his fellows an asylum, and along with many others he elected to start anew here. In due course he arrived, and was assigned a job on a farm near Ottawa.

After some months, a representative of the Canadian Friends of Poland discovered his whereabouts and dropped out to see him. He found Mike was happy with his work—it was strenuous, but he didn't mind that—and the food was good. But he was lonely. He spoke very little English, and had had no opportunity to get to a class where he might learn. Consequently he had no one to talk to—he hadn't conversed with anyone for months!

And he was unhappy about his living quarters. No proper room had been provided for him. Instead, he had to bunk in a cellar room with no other furniture than a bed covered with discarded quilts. There wasn't *even* a chair. And worse still, absolutely no heat was provided. Evening after evening, he had paced back and forth to keep warm.

Why, we may ask, did he not complain to the inspector? It is difficult for us who have lived in a free democratic society to understand the attitude of the Pole, and, for that matter, of many others among the groups now coming to Canada, towards government officials. To the Pole, an inspector is simply a cold, efficient bureaucrat, and he is ready to endure any privation rather

than risk appealing to such an official.

Mike's problems have been dealt with; his circumstances have been adjusted and improved. But he is not our only immigrant. During 1945, 22,722 immigrants, most of them war brides and their families, came to set up homes in Canada. In 1946, 71,719 others arrived, and during 1947 nearly 70,000 newcomers travelled by plane and boat to our shore.

These people—all of them—have left their home-lands, their friends, their own ways of life to come to our country to start anew. They want to be Canadians, to participate in and contribute to our social and economic life; they want jobs, homes, friends to meet, churches, clubs and organizations to belong to—all the things that make up our daily life.

The degree to which we share these things with them, and accept them as fellows, neighbors and members of our community organizations, will determine the degree, speed and nature of their transition to becoming real Canadians.

A great deal has been done by Federal and Provincial departments of government, and national and local organizations, in helping the newcomer to get settled and feel at home, and to smooth his way to Canadian Citizenship. But there is yet much more to do. There has been little co-ordination of effort, and there is considerable confusion as to the respective roles of the Federal, provincial and local governments, and the national and local voluntary organizations.

Several months ago, it was suggested to the Canadian Citizenship Council—a national voluntary agency as a clearing house on matters pertaining to citizenship—by a national organization, that there was a real need of getting together

in conference all the various agencies and people working with the new immigrant. This organization was facing a great number of problems in its work with the newcomers. On occasion they found it necessary to consult with Federal Government departments, and often had to interview three or four before they were able to get required information and answers. At times, they trod unwittingly on provincial government toes, and, on one or two occasions, had minor skirmishes with local authorities.

The Council consulted other organizations and found that they, too, were faced with many problems in their work with the newcomers—problems of teaching the languages, of course content, of administration, of finding and training teachers and leaders, of social services, social and informal educational activities, and many others.

In addition, both the Citizenship Branch of the Department of the Secretary of State, and the Canadian Citizenship Council, were receiving numerous enquiries from voluntary community organizations as to that could be done for the newcomers in their communities. By and large, these organizations had done a tremendous job during the War. They have interest and concern for their communities and the people in them. They want a job to do. They want to do their share in helping the new arrivals become full members of the community. But in most cases they don't know what should be done, who should take the initiative, what community organization is needed, and where they can get materials, help in program planning and general advice.

One other problem presented itself. These immigrants are arriving in Canada determined to become Canadians. They will settle in a particular community, a particular province, a particular region. And although it is desirable that they become true citizens of their community, province and region, this must not suffice. It is imperative that they become Cana-

dians in the real sense of the word—citizens of all Canada.

It became pretty clear, during these consultations, that the original suggestion of a conference was a sound and urgent one. So, in collaboration with the Canadian Association for Adult Education, the Canadian Citizenship Council called a National Conference on the Citizenship Problems of the New Immigrants, which met in Montreal in January, and was attended by representatives of ninety-nine agencies—departments of Federal and Provincial governments, national and local organizations representing industry labor, education, welfare, and religious and ethnic groups.

In the opening session, some thirty-odd briefs were presented, telling of the work that is now being done with the newcomers, both overseas and in Canada, and of some of the problems with which the immigrants are faced. This was followed by work sessions, with the delegates dividing into three groups: one was on the social services available to the newcomers, and their further needs; another considered informal educational, social and recreational activities, and what local communities might do to ensure the immigrant's ready acceptance and participation; the third dealt with the requirements for naturalization, formal education, and the teaching of French and English.

During the two days of deliberations, a great number of the immigrant's problems were uncovered. It appeared that there is some unwillingness on the part of Canadians as a whole, to accept the newcomers as friends and neighbors, and to treat them in the manner such a relationship would imply. This is somewhat offset by the expressed, and in most cases, very real desire of many organizations, both national and local, to do something for the immigrants. This is a healthy development, providing the attitude of these organizations is to help the immigrant in the same way in which they help their own members

and other Canadians—that is by accepting the newcomers as full participating members of their association, and helping them to help themselves. Paternalism is well meaning, and at times very helpful; but it doesn't necessarily engender participation in democratic living.

Generally speaking, it was found that the immigrant has the same kinds of needs as Canadians. This would seem obvious. However, much of our practice and legislation falls far short of meeting these needs on an equal basis with Canadian citizens.

The social services in Canada have been established to assist individuals and family groups to meet specific social breakdowns or hazards, such as illness, death of one or other of the parents, accident, dependency, unemployment and so forth. For the most part, these services are the responsibility of the provincial and municipal governments. This has resulted in an uneven development, and has given rise to the establishment of conditions of eligibility which include residence qualifications, and in some cases, citizenship requirements. These conditions apply to Canadians, of course, but they affect the newcomers in a special way at a time when they may need these services most.

One of the first needs that will have to be met is that of hospitalization. Minor illness should and can, in most cases, be met out of the earnings of the newcomer, but serious illness, requiring extended care, is another matter, and it is obvious that in a large number of these cases, the immigrant will not have earned sufficient income over a sufficient length of time to enable him to meet the cost. In the case of the Netherlands group brought in by the Ontario government, that government takes care of hospital costs if the municipality refuses to do so. And in some cases, the Federal government has done likewise, but to date there is no agreed, over-all pattern.

Family allowances are not paid to

newcomers until they have resided in the country for three years. At a time when these new families are earning their lowest income, they are denied these benefits. The greatest need for family allowances, the Conference felt, is during the period following arrival.

Unemployment insurance applies to the newcomer exactly as it does to the older resident; but since a large number of the immigrants are employed on farms or as domestics, they are not covered by this insurance.

Unfortunately, press photographers have occasionally taken pictures of newcomers arriving, banked with baggage. In a large number of cases, these arrivals' only possessions are the "clothes on their back" and the contents of one small bag. Most of them will require, immediately, clothing and other material, which they should be given in such a way that they can preserve their self respect and are not made to feel dependent. It is suggested that employers might well make an advance of salary to enable the individual to purchase the things required.

Geographically, Canada is a large country, but numerically, it is very small. The scattered nature of our population presents problems of understanding and appreciation of one section for another. For the newcomers, who are not all settling in one area, it poses even greater problems of isolation. The present distribution picture is as follows: wood workers and miners in Northern Ontario, Hydro employees in Ontario, foundry workers at Sault St. Marie and St. Catharines, farm workers in every province, garment workers in Winnipeg, Toronto and Montreal, female domestic help in most large centers. The most isolated are bush workers living in the traditionally distant lumber camps. In many of the larger camps, some recreational and educational facilities are available, and, in Ontario, the Department of Education has provided some specially trained instructors; but in the smaller

camp there are few such facilities. In rural areas, many immigrant families find it hard to become a part of, and to participate in the community activities. Even where neighboring families are friendly and sympathetic, the language barrier creates complications. And the situation of the single person, such as our friend Mike, is often very serious.

However, this sense of isolation is not confined to those going to the bush or rural areas. It can be very real in large centres, and it is a major problem for all immigrants, though in varying degrees. The manner in which the immigrants are assisted in meeting this problem can determine, for good or for bad, the kind of citizens they will become. By helping them to overcome the language barrier, by encouraging them to participate in community activities, and by accepting them as friends and members of community organizations, we can all contribute to their well being and to that of our own communities.

The greatest problem for the new immigrant, of course, is the language barrier, and the closely related, but smaller barriers, of customs, habits, mannerisms and other forms of social behaviour. Much is being done but as in the case of social services, formal education is a provincial matter, and a similarly uneven development has resulted. Some provinces have accepted full responsibility; others have not, as yet, "tooled up" to meet the increasing tide of newcomers, and there many of the voluntary organizations are endeavoring to fill the breach. This teaching of language is further complicated by a shortage of good teachers. Moreover, the technique of teaching adults is very different from that of teaching children, and new methods must be developed.

In addition to learning one or both of the official languages, it is imperative that a good grounding be acquired in the history of our country, in the nature of our political and social system, our laws and institutions, and that there

be a real understanding of the philosophy and practice of our democratic way of life. It is therefore important to ensure some uniformity in training for citizenship, if only to meet certain minimum requirements. The Canadian Education Association has in preparation a study which will set forth a minimum curriculum for the newcomers before they can attain full citizenship.

The need for over-all planning in relation to immigration, naturalization and citizenship was stressed again and again during the conference sessions. In social services, in training for citizenship, in consultation and information services, in the preparation of materials, it was felt that a national clearing-house should be set up. It was urged that a systematic study of the main aspects of the immigrants' problems be made at an early date. At the close of the Conference, a resolution calling on the Canadian Citizenship Council to assume this task, and on the organizations and agencies represented to support the Council in its endeavors, was passed unanimously.

In addition to this resolution, more than thirty specific recommendations were approved. The Department of National Health and Welfare and the Canadian Welfare Council were asked to sponsor a joint conference of Dominion and provincial health and welfare representatives, and national and local voluntary organizations for the purpose of allocating and accepting responsibility for the social service needs of the newcomers. The Federal Government was asked to modify the three years residence provisions of the Family Allowance Act. Councils of Social Agencies were asked to take initiative at local levels for co-ordination of efforts on behalf of the immigrants.

The CBC was congratulated on their performance of *The Flame of the Spirit*, and were urged to produce further such dramatizations, which bring home to Canadians the deep meaning of the im-

migrants' problems, and to arrange appropriate broadcasts for the different ethnic groups in their own language. The National Film Board and the commercial film producers were asked to produce films that would give the newcomers a fuller appreciation of Canada, and films that would help develop a sympathetic and understanding attitude on the part of Canadians towards the new immigrants.

That the newcomers have many skills and much culture to contribute to Canadian life was agreed, and it was recommended that every effort should be made to use these skills to the fullest, and to make available opportunities for the expression and enjoyment of the immigrants' cultural attributes. Books and pamphlets telling of the contributions of their people to Canadian life should be produced, and others, about Canada and Canadian life, should be provided in their languages. Free and early association with their ethnic groups and national associations should be encouraged; for even though such association might in some instances slow down the process of developing a Canadian "feeling," it would materially aid in the growth of an "at home" feeling.

From immigrant to citizen—this is the road the newcomers want to travel. We are concerned about the kind of immigrants who come to our country—we show it by our strict screening process overseas. We should be even more concerned as to what kind of citizens they become.

It is important that suitable training programs be set up to enable the immigrants to secure the basic knowledge and use of language, ideas and customs. It is important that they get settled in occupations commensurate with their skills, and have suitable housing. But it is even more important that they acquire an understanding and belief in democracy as a way of life. Some of this will come through courses they take, in books they read, but most of it will result from the day to day contacts with Canadians, and from the manner in which they are accepted at work, in their neighborhoods, and by community organizations.

In the old era of colonization we looked on the immigrant as additional labor force; in this new era of immigration we must accept him as a friend and neighbor, as a future fellow citizen.

Praise and Condemnation of Propaganda¹

By KASPAR NAEGELE

AS members of society we are daily involved in influencing one another. This interaction takes many forms, is caused by many factors and has many consequences. Influence may be unde-

signed or systematic, temporary or permanent, reassuring or disruptive. We may convert the other person, or turn him against us through the very act of trying to win him for us. Our appeals stop short of no subject of human concern: we proselytise in religious matters and persuade concerning the use of soap flakes; we hope to swing political votes as well as to spread favourable or negative attitudes to prohibition and birth control.

Propaganda, a word with an interesting history, is now used to refer to this diversity of activity and to imply, even if

EDITOR'S NOTE: Kaspar D. Naegle, M.A., is with the Department of Psychology and Education of the University of New Brunswick.

1. This is a shortened version of a paper on "The Sociology of Propaganda" read at the session of Graduate Teaching and Research, Arts Section, which formed part of the program of the University Conference held at Mount Allison University, Sackville, N. B. May 28-29, 1948.

The chief references for this paper are:

Lee, A. M. "The Analysis of Propaganda: A Clinical Summary." *American Journal of Sociology*, 51 126-135, September 1945
 erton, R. K., *Mass Persuasion* (New York: Harpers, 1946)