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Canada. Parliament. House of
Commons. Standing Comm.on
Industrial and International
Relations, 1935.

Minutes of proceedings and
evidence.

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Commons. Standing Comm.on
Industrial and International
Relations, 1935.

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STANDING COMMITTEE

INDUSTRIAL AND INTERNATIONAL RELATIONS

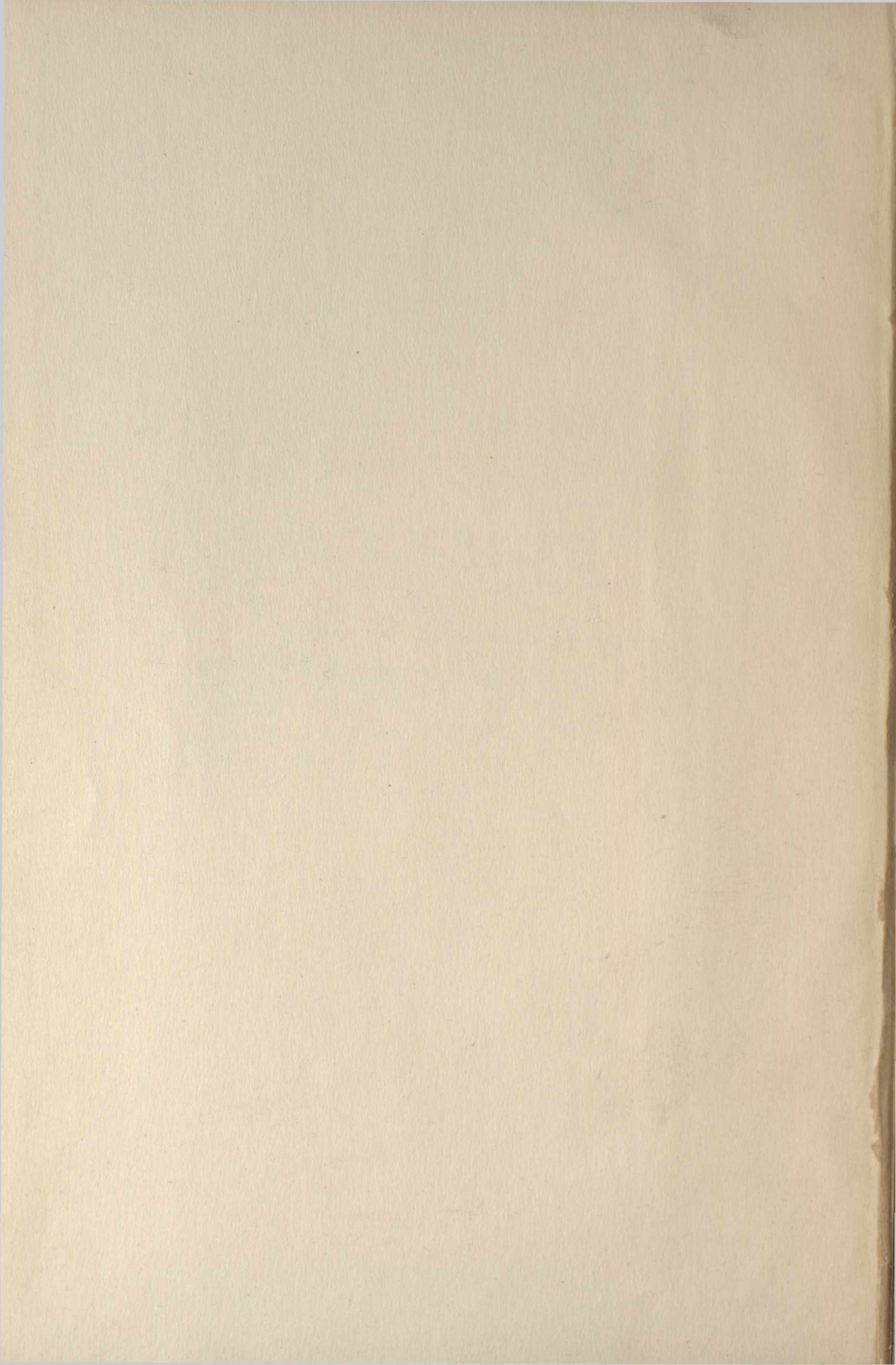
MINUTES OF PROCEEDINGS AND RESOLUTIONS

ADOPTED BY THE CONFERENCE OF 1952

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FOREWORD

The following is a list of the members of the Standing Committee on Industrial and International Relations of the Canadian Federation of Labour Unions. The members of the Committee are: Mr. J. H. ...



SESSION 1935

HOUSE OF COMMONS

STANDING COMMITTEE

ON

INDUSTRIAL AND INTERNATIONAL RELATIONS

MINUTES OF PROCEEDINGS AND EVIDENCE

(Pensions to Blind People Over 40 Years of Age)

No. 1—FEBRUARY 21, 1935

WITNESSES:

- Mr. Philip E. Layton, President of the Canadian Federation of the Blind.
Mr. Gilbert Layton, Secretary of the Canadian Federation of the Blind.
Captain E. A. Baker, President Canadian National Institute of the Blind.
Mr. Richard Myers, Secretary Canadian National Institute of the Blind.
Mrs. Jessie MacLennan, Secretary of the United Blind Pensions Committee, Winnipeg.
Mr. William Jacob Johnson, Executive Board Representative, Canadian Institute of the Blind, Western Division, Winnipeg.
-

MEMBERS OF THE COMMITTEE

(FRANKLIN W. TURNBULL, Esq., *Chairman*)

Messieurs

Arsenault,	Jean,	Perley (Sir George),
Bell (<i>St. John-Albert</i>),	Johnstone,	Reid,
Bourassa,	Kennedy (<i>Winnipeg</i>	Rennie,
Bourgeois,	<i>South Centre</i>),	St. Père,
Bury,	Lacroix,	Stanley,
Church,	Macdougall,	Stitt (<i>Selkirk</i>),
Cowan,	MacNicoll,	Thompson (<i>Simcoe</i>),
Ferland,	Macphail (Miss),	Turnbull,
Gordon,	McIntosh,	Veniot,
Hackett,	Morand,	White (<i>London</i>),
Howard,	Neill,	Woodsworth,
Howden,	Parent,	Wright.

WALTER HILL,
Clerk of the Committee.

ORDERS OF REFERENCE

HOUSE OF COMMONS,
FRIDAY, February 1, 1935.

Resolved,—That the following Members do compose the Select Standing Committee on Industrial and International Relations:—

Messieurs

Arsenault,	Howden,	Parent,
Bell (<i>St. John-Albert</i>),	Jean,	Perley (<i>Sir George</i>),
Bourassa,	Johnstone,	Reid,
Bourgeois,	Kennedy (<i>Winnipeg</i>	St. Père,
Bury,	<i>South-Centre</i>),	Stanley,
Church,	Lacroix,	Stitt (<i>Selkirk</i>),
Cowan,	Macdougall,	Thompson (<i>Simcoe</i>),
Ferland,	MacNicol,	Turnbull,
Golding,	Macphail (<i>Miss</i>),	Veniot,
Gordon,	McIntosh,	White (<i>London</i>),
Hackett,	Morand,	Woodsworth,
Howard,	Neill,	Wright—35.

(Quorum 10)

Attest.

ARTHUR BEAUCHESNE,
Clerk of the House.

Ordered,—That the Select Standing Committee on Industrial and International Relations be empowered to examine and inquire into all such matters and things as may be referred to them by the House; and to report from time to time their observations and opinions thereon, with power to send for persons, papers and records.

Attest.

ARTHUR BEAUCHESNE,
Clerk of the House.

THURSDAY, January 31, 1935.

Ordered,—That the following proposed resolution be referred to the Select Standing Committee on Industrial and International Relations:—

Resolved, That, in the opinion of this House, the provisions of the Old Age Pensions Act should apply to blind people over 40 years of age.

Attest.

ARTHUR BEAUCHESNE,
Clerk of the House.

MONDAY, February 18, 1935.

Ordered,—That the name of Mr. Rennie be substituted for that of Mr. Golding on the said Committee.

Attest.

ARTHUR BEAUCHESNE,
Clerk of the House.

THURSDAY, February 21, 1935.

Ordered,—That the said Committee be granted leave to print from day to day 500 copies in English and 200 copies in French of the Minutes of its proceedings, and of the evidence to be taken before it, together with papers and records to be incorporated with such evidence; and that Standing Order 64 be suspended in relation thereto.

Attest.

ARTHUR BEAUCHESNE,
Clerk of the House.

REPORTS TO THE HOUSE

FEBRUARY 21, 1935.

The Standing Committee on Industrial and International Relations begs leave to present the following as a

FIRST REPORT

Your Committee recommends that 500 copies in English and 200 copies in French of the Minutes of its proceedings, and of the evidence to be taken before it, together with papers and records to be incorporated with such evidence, be printed from day to day; and that Standing Order 64 be suspended in relation thereto.

All of which is respectfully submitted.

G. D. STANLEY,
Acting Chairman.

MINUTES OF PROCEEDINGS

THURSDAY, February 21, 1935.

The Standing Committee on Industrial and International Relations met this day at 11 a.m.

Present: Messieurs Bell (*St. Johns-Albert*), Bourgeois, Bury, Church, Ferland, Hackett, Howard, Johnstone, McIntosh, Neill, Reid, St-Pere, Stanley, Stitt (*Selkirk*), White (*London*), Woodsworth, Wright, and Miss Macphail—(19).

The Clerk informed the Committee that the Chairman, Mr. F. W. Turnbull, was out of the city, and asked for nominations for an Acting Chairman.

On motion of Mr. MacNicol,

Resolved that Dr. Stanley do act as Chairman.

Dr. Stanley (Acting Chairman) read the Order of Reference, viz:—

Resolved, That, in the opinion of this House, the provisions of the Old Age Pensions Act should apply to blind people over 40 years of age.

On motion of Mr. MacNicol,

Resolved that the evidence to be heard by the Committee be reported.

Mr. Gilbert Layton, Secretary of the Canadian Institute of the Blind, was requested by the Acting Chairman to introduce the witnesses in the order that would be suitable for the presentation of their briefs to the committee.

The following witnesses were heard:—

Mr. Philip E. Layton, founder and president of the Canadian Federation of the Blind, and President of the Montreal Association of the Blind

Captain E. A. Baker, President Canadian National Institute of the Blind.

Mr. Richard Myers, Secretary Canadian National Institute of the Blind.

Mrs. Jessie MacLennan, Secretary of the United Blind Pensions Committee, Winnipeg.

Mr. William Jacob Johnson, Representative, Canadian National Institute of the Blind, Western Division, Winnipeg.

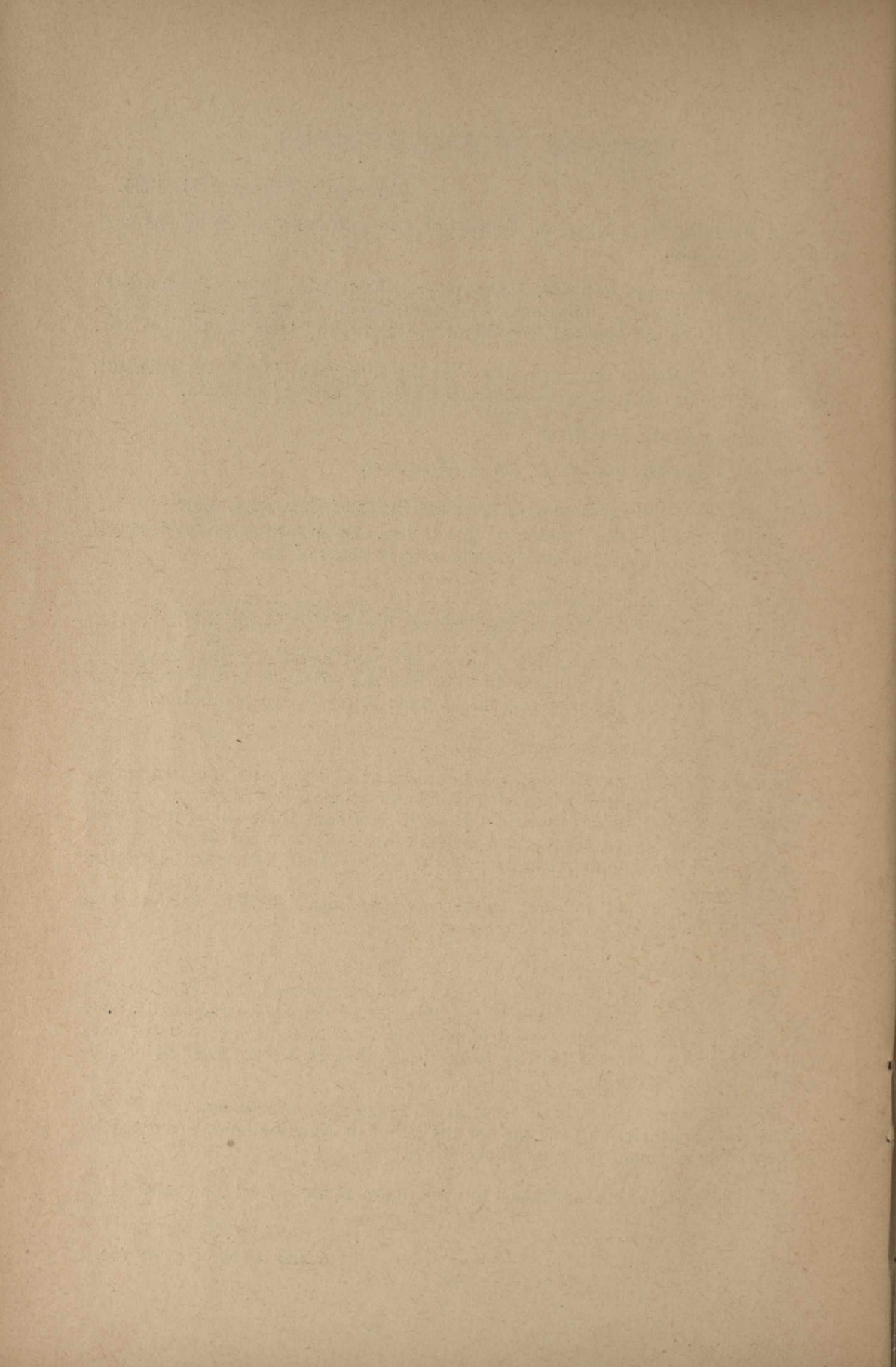
On motion of Mr. Stitt (*Selkirk*),

Resolved that the Committee do report and recommend that 500 copies in English and 200 copies in French of the Minutes of the proceedings and of the evidence to be taken, together with papers and records to be incorporated with such evidence, be printed from day to day; and that Standing Order 64 be suspended in relation thereto.

Ordered, That the Clerk do print as an appendix, the memorandum by Sir Clutha N. Mackenzie, on pensions for the Blind in New Zealand, presented by the Canadian National Institute of the Blind.

The Committee then adjourned to meet again at the call of the chair.

WALTER HILL,
Clerk of the Committee.



MINUTES OF EVIDENCE

ROOM 429, PARLIAMENT BUILDINGS,

OTTAWA, February 21, 1935.

The Standing Committee on Industrial and International Relations met this day at 11 a.m., the Acting Chairman, Mr. Stanley, presiding.

The ACTING CHAIRMAN: I presume the organizations representing the blind have arranged their submissions and I will ask whoever they have to present to come forward. Is Captain Baker here?

Mr. BAKER: It is my understanding that Mr. Layton would like to introduce the delegation.

The ACTING CHAIRMAN: Just come right forward, please Mr. Layton.

Mr. GILBERT LAYTON: My name is Gilbert Layton. I am just going to introduce the first speaker. I am the secretary of the Canadian Federation of the Blind, and also secretary and general manager of the Montreal Association for the Blind. I wish to introduce as our first speaker to-day, my father, Philip E. Layton, founder and president of the Canadian Federation of the Blind, and also founder and president of the Montreal Association for the Blind.

I would just like to mention at this time that the Montreal Association for the Blind has taken a pioneer place in the work among the adult blind in Canada. Our organization was founded in 1908, and in that year opened the first workshop for the adult blind in Canada. The case of the adult blind has never been adequately taken care of as in comparison with the case of blind children; but our institution has recognized the need of the adult blind and organized the work for the adult blind. It has also engineered the present movement with respect to pensions for the adult blind largely made possible by a fund which has been subscribed to by members of the Layton family. The Association believes in the principle of pensions, and Mr. Philip E. Layton will now speak to you upon the matter.

The ACTING CHAIRMAN: Just bring Mr. Layton forward to the seat at my right, which is provided for witnesses.

Mr. PHILIP E. LAYTON called.

The ACTING CHAIRMAN: Just take a seat, Mr. Layton.

The WITNESS: I think I will stand. I can read better. (Braille).

Mr. Chairman, ladies and gentlemen, the National Institute and the Canadian Federation for the Blind are very glad and very thankful for this opportunity to come before this distinguished gathering to discuss the problem of the blind, the work of the blind, the needs of the blind and the tragedy of the blind.

As my son said, I was president and founder of the Canadian Federation for the Blind; that is an organization largely made up of blind people. It is really a union of the blind, to promote their interests. The organization was started about nine years ago and the main object of it was to get pensions. We realized that we would not get very far if we were not organized; so the blind organized, we followed our friends with their eyesight. The movement first started in Winnipeg.

Now it is said, Mr. Chairman, that if you want to know facts, you must go to those who know the facts. I think Mr. Turnbull has shown great wisdom in going to the blind and giving us a chance to talk about the things needful for the blind. It stands to reason that we who are blind know our own business

better than others could, however good their eyesight. I have been blind for 62 years. I lost my sight as a little boy of 15. I was educated at two of the large schools in England, and trained as an organist. I came to Canada but could not get a job, so I had to go into the piano business. For the last thirty years I have been in the work for the blind, and I think we have made great progress. I wanted to tell you this so that you would have confidence, Mr. Chairman, in what I am speaking to you about; and that you would know that I knew this. I just know them, I have known the blind at their work, I have visited the blind in their homes, in wretched homes; I have travelled from the Atlantic to the Pacific, visited every part of the Canada; I have received letters, sad, heart-breaking letters; and so particularly I know what I am talking about.

A petition was presented to Parliament in November, 1933. It was a very representative and very important petition. We did not make any suggestions to the government about the age limit, or about any amounts of payment. Very naturally there was a difference of opinion among the blind themselves, and we thought we would get rid of a great difficulty by leaving it to Parliament to settle that question, as that is all tied up with what has been done for the blind in other nations and in other parliaments.

The pioneer work for pensions has been going on for about nine years. We met Mr. Bennett. We met Mr. King. We were all received courteously and kindly. We also met various cabinet ministers and many members; and we are very encouraged with what has taken place. And now I want, Mr. Chairman, publicly to thank Dr. Cotnam for his resolution. I thank him on behalf of the blind people. He little knows the good he has done, and how he had bucked-up some of those blind people badly in need of bucking-up. They have lived in dinginess and poverty; some of them for 70 years. When Dr. Cotnam introduced this resolution it made quite a sensation and created quite an interest, and particularly it has received support throughout Canada. I want to thank you gentlemen here who supported that. I had all your speeches read to me, and I think it was wonderful to realize there was not one that argued against the blind getting pensions. The papers took it up—the Star, the Montreal Gazette, and La Presse, all had articles and editorials claiming the blind should have state aids similar to what they are giving in other countries. These papers and papers all through the country took the matter up—I have had papers sent to me from all parts of Canada, some came to me from Vancouver yesterday.

This resolution of Dr. Cotnam's and the support it got has been a wonderful thing for the blind. It has bucked them up. It has brought hope into their lives. We have been talking about pensions for years. I receive many letters from blind people and I might tell you that some of them imagine they have almost got their pensions now. They just imagine they can feel the dollar bill. I had to write and tell them that there is a long way for us to go yet. They have been asking innumerable questions, whether the money will come to them in the form of dollar bills, or whether it will come in the form of a cheque, and so forth.

Now Mr. Chairman, I want to speak on the needs of the blind. When a man loses his eyesight it is the beginning of his losing many other things. It is the beginning of his losses. If he had a little money saved up, then the money all goes in a trip to New York to consult the specialist, or in going about the country trying to get his eyesight back; and then when the money is gone, the home goes, he loses his home. His children are put into an orphan asylum. It is truly a sad condition. He fights it as long as he can. He tries in every way to help himself; but like a bird with a broken wing, at last he gives up, and when a man gives up it is a pretty serious thing. He loses his health, both mental and physical. Insanity sometimes sets in, then suicide. I have known quite a number of people to commit suicide because of their blindness. You

gentlemen only have to shut your eyes and think you are never going to open them again to get some idea of the position of one who goes blind. You see, his vocation is gone, he may be a bricklayer, a painter, a printer, an engine driver, a stoker, a bookkeeper, or anything else; he loses his job, he loses everything. It is an awful affliction from an economic standpoint and not many—I want to say this advisedly—very few who lose their sight at forty years of age, or around thirty-five or forty, surmount it. If you are young and lose it, it is a little better, but when a man loses his sight it means that he loses his occupation and he cannot adapt himself to this unknown position. As he goes about he keeps knocking his head against the door post or something, and that brings it home to him. I have known quite a number of blind people throughout Canada killed on our streets. These new conditions have brought hardships to the blind. You people with your eyesight enjoy driving in your motor cars. The blind people cannot use motor cars. They are knocked down—a man was coming to our shop just the other day and he was knocked down with a car and killed; another very brilliant young man and an organist was coming from his church when he was knocked down and died as a result of his injuries. The sidewalks are dangerous to the blind to-day, particularly entrances to garages. If the walks are slippery, the blind man may slip into the road and get caught by a car going forty or fifty miles an hour. I would rather walk when I am walking in the country on the railway tracks than I would on the road. You see, in the city, if he gets on the side, he may slip down into the garages or into a building. The blind are badly hit to-day, conditions are worse than they used to be.

The idea of blindness receiving a pension is not a new idea. Many countries have given the blind a pension. The League of Nations declared that blindness should be treated as a total disability. When as a result of the war a number of Canadian soldiers returned blind, the government treated their affliction as total disability, they got a pension and were allowed to add to that pension. I have known men—I was speaking to one of them only yesterday, he lost his sight in Hamilton in making shells; he got nothing from the government, and when he came to Montreal he had to go and beg; but he had done as much for his country, perhaps, as some of our soldiers. Now, conditions I say are worse for the blind than ever before. One reason for that is that their friends cannot help them as formerly. They are in the way. To feed them takes from other members of the family. Sometimes people ask; well, where are the blind, we don't see them about. There is a good reason for that, they are shut up in the homes, they have no clothes to go out with. I had a letter from a clergyman the other day and speaking of a blind man, he used this phrase, "He is in rags, his sisters and brothers do not like to go out with a blind brother in rags;" and so you see how very serious that is. Then the radio has interfered with the blind, and with their earning a living. Hundreds of blind people formerly used to get their living tuning pianos, teaching music, playing at parties, and so on. You have heard of the blind fiddler ever since you were born, but the blind fiddler has passed away. When people want music for the dance now, they just turn the dial of the radio the same as they would turn on a tap—and that has taken one source of living away. Another fact is that institutions cannot help the blind as they formerly could. The grants to institutions have been cut down—where our institutions in Montreal used to get \$10 we are now getting \$1 or \$2 or nothing at all. There were many workshops in Canada. Now most of them are closed. There used to be a workshop in Ottawa, but the management said the expenses are running up and we can not sell the goods—and the government does not help workshops here; they do in Great Britain, the government subsidize workshops for the blind and wages are augmented.

The CHAIRMAN: Have you something further, Mr. Layton?

The WITNESS: Pardon me, Mr. Chairman; I was just reading my notes (Braille).

Great Britain has done wonderful work for the blind, it is the leading country, the leading empire in the world. It has not only pensions, but it subsidizes wages and gives general relief to the blind all round. Ireland gives pensions to the blind. The Irish Free State grant pensions to the blind at the age of thirty. Australia gives pensions to the blind at sixteen. New Zealand gives pensions to the blind at the age of twenty or twenty-one. Denmark, Sweden, France, about thirty of the states in America, grant pensions to the blind ranging from \$150 a year to \$500 or \$600 a year. Russia is very considerate of its blind population, particularly good to the blind in giving them employment—that is a good thing for the blind, they really love to be employed. Japan has an act which reserves to the blind the profession of massaging, so that there the blind people have that.

Now gentlemen, if your committee recommend that the blind should get a pension and such an act be passed, then any such small pensions would help the blind to help themselves. It would pay for a boy. It would pay for car tickets. It would be wonderfully helpful to him—he could make things and go out perhaps and sell them, and in that way he would become an asset to the community rather than a liability; would become a benefit to the country. It is the right of the blind. It is not right that one class of the community should be neglected as the blind have been neglected in Canada for so long.

I think perhaps, Mr. Chairman, your committee will be strong, and in pushing this question you are working for those who can not work for themselves. We have heard a good deal about pensions for the blind. On the radio, and elsewhere, we have heard about Canada being nearly bankrupt. I have heard things along that line, and also it was mentioned in the papers recently that Ontario was planning to spend \$4,000,000 in six months to help the destitute—that means at the rate of \$8,000,000 in a year. Surely if one Province can do that, surely the government will not mind spending a mere \$75,000 to help the poor blind.

In conclusion, Mr. Chairman, I want to say that we have got the public at the back of this. The people are interested in the blind. Blindness has a tremendous appeal to people with their eyesight. They ask me, why does not Parliament do the same for the blind as is done in other countries? I am asked that question all the time; also, why don't you get after them. Now, gentlemen, I want to say that the people are at the back of this and approve, and we of Parliament have to study the people; and if this bill goes through it will be one of the most popular bills ever put through, and you will have the honour of helping it through.

Thanks, very much.

The ACTING CHAIRMAN: Thank you, Mr. Layton.

Mr. MACNICOL: Is it your intention to accept questions as each witness completes his submission, or do you prefer to wait and take them all at the end?

The ACTING CHAIRMAN: Just as you wish. Just remain here a few minutes please, Mr. Layton.

Mr. GILBERT LAYTON: Some of you might like to see Mr. Layton's reading card with the raised dots.

Mr. MACNICOL: After reading over some of the reports submitted defining blindness, or rather the record, that are considered blind who cannot distinguish matter two feet away and who cannot read ordinary type one foot away, I would like to ask Mr. Layton if he has information, firstly, as to how many are absolutely stone blind, with no sight whatever.

The ACTING CHAIRMAN: The next witness will submit evidence of that nature.

Mr. GILBERT LAYTON: I think possibly the statistical end of it is to be dealt with immediately; and I think that will possibly lead to more questions than the evidence of the present speaker.

The ACTING CHAIRMAN: Mr. Layton Jr., we are leaving with you the organization of your witnesses in such a way that we can cover the evidence that you have to submit to-day, particularly those who come from distances.

Mr. GILBERT LAYTON: The next speaker is possibly well known to a great many of you, Captain E. A. Baker of the Canadian National Institute for the blind. The National Institute have prepared a very complete and comprehensive statement dealing with statistics, facts and figures; and if Captain Baker will now speak to you for a few minutes, I think he will be prepared to give you some very enlightening details.

Mr. McINTOSH: Where are the headquarters for that organization, in Toronto or Montreal?

Mr. GILBERT LAYTON: In Toronto.

The ACTING CHAIRMAN: Captain Baker, will you proceed to submit your evidence as you may desire.

CAPTAIN E. A. BAKER: Mr. Chairman, I think in the interests of brevity I shall not take much of your time, because I feel that possibly the statement which we have prepared and which I am proposing in a moment to ask Mr. Myers to read to you so that each point may be brought out, may develop certain thoughts in your minds which may lead to questions. After all, I do not want to waste the time of this committee; I realize that time is an important factor with you under present day circumstances, and I do not wish to waste it for you by remarks which may be redundant.

For some sixteen years I have had an intimate association with the problems of the blind people in Canada; and have had an opportunity to study the ways, means and methods of other countries, and their experiences, particularly in the industrial employment field, and of course in other ameliorating services. It has been abundantly clear that there are many blind people—particularly those whose age or infirmities prevent it—who are wholly untrainable and unemployable. There is a very definite problem there which we, who have been so close to it for so many years, are hoping will receive sympathetic consideration. After all, it is a question of a group in the community who are in such a large measure victims of circumstances.

I do not think I shall add any more at the moment; but, Mr. Chairman, if you will permit me, I will ask Mr. Myers to read the submission which I think is in very definite form.

The ACTING CHAIRMAN: If any members of the committee wish to ask questions, they may do so later.

Mr. RICHARD MYERS: National Secretary of the Canadian National Institute for the Blind, Toronto, called. He said:

Mr. Chairman and members of the committee, this is a submission on behalf of the Canadian National Institute for the Blind as prepared by Captain Baker.

HISTORICAL

Pensions for the Blind have been under consideration and have been the subject of representations in Canada since 1923. During the course of Parliamentary enquiry into, and discussion of, Old Age Pensions from 1924 to 1927 representations were made to the Chairman of the Parliamentary Committee on Old Age Pensions requesting that such pensions, when provided, should apply to blind persons at an earlier age, as already in force in Great Britain, Australia

and New Zealand. At the time Parliament, in its desire to keep the Old Age Pension Act in simple form, did not make provision, hence only blind persons seventy years of age and over, where otherwise eligible, benefited.

The need of Pensions for the Blind has been the subject of constant study and repeated representations to Governments, both Dominion and Provincial, throughout Canada since. There has been evidence of steadily increasing public understanding, sympathy and active support of pensions and other provisions for the blind. Provincial Governments in the majority of the Provinces have expressed their support through Parliamentary discussions, resolutions, memorials addressed to the Government of Canada, and the contemplation of contingent Acts. It is, of course, generally conceded that Pensions for the Blind should be inaugurated by a Federal measure in order to ensure uniformity of application.

The blind themselves, through their many social clubs and through service organizations keenly interested in practical provisions for their welfare, have been giving the subject of Pensions for the Blind careful consideration, tempered by their realization of their needs and conditions in the country. While at first there was an inevitable divergence of opinion between groups in various parts of Canada, such differences were mainly due to variation in opinion as to details affecting age limits, allowances, private earnings permissible, etc.

In 1933 all existing organizations and branches of and for the blind in Canada prepared and signed a joint Memorial addressed to the Government of Canada, indicating complete agreement on the principle of Pensions for the Blind and petitioning for the early provision of pension legislation. An exact copy of this Memorial with complete record of signatories is attached hereto as

APPENDIX A

The subject of Pensions for the Blind was officially discussed at the Inter-provincial Conference called by the Government of Canada in January, 1934, in Ottawa. At this Conference it was definitely established that the Provinces were keenly interested in the provision of Pensions for the Blind and were looking to the Government of Canada to lead the way. There were indications that with the earliest signs of improving conditions in Canada, Pensions for the Blind would be given consideration.

General public interest became increasingly evident during 1934. Dr. I. D. Cotnam, M.P., placed the following resolution on the Order Paper (1934 Session):

That, in the opinion of this House, the Federal Government should take into immediate consideration the advisability of amending the Old Age Pension Act, in order that the provisions of said Act may apply to those of forty years of age or over who are suffering from blindness.

This was not reached but was reintroduced in the 1935 Session. In the discussion which developed on January 30th and 31st it was clearly evident that all Parties in the House of Commons were most favourably disposed. Consequently on the Motion of the Honourable the Minister of Labour, with the unanimous support of the House of Commons, the question was referred to this Parliamentary Committee on Industrial and International Relations, for consideration and report.

PRECEDENTS

In every civilized country of the world problems of disabled members of society have been recognized. This is particularly true in the case of the blind. Provisions have taken the form of Pensions for the Blind, particularly those rendered partially and/or wholly unemployable by reason of age and/or infirmities. In most countries provision has gone further and supplies assistance and in some cases incentive to employable and partially employable blind adults. Obviously the ideal system is pensions for the aged and physically incapacitated blind

persons coupled with a sliding scale system of supplementary assistance to blind adults possessing varying degrees of employability. Encouragement to the employable blind can best be accomplished by supplementing earnings to a point that will bring them on a level with the average earnings of sighted workers in equivalent crafts or trades, plus support of approved service organizations capable of efficiently developing suitable training and employment opportunities and other necessary functions.

Provisions for the blind vary from the Blind Persons' Act of Great Britain and the New Zealand Act for the Blind, both of which are comprehensive, to the Australian and American State Blind Relief Laws which give attention mainly to the provision of economic allowances.

Filed herewith as Appendix B are copies of:—

- (a) Blind Persons' Act, 1920, Great Britain.
- (b) Handbook on the Welfare of the Blind in England and Wales, 1927. (Revised Edition 1934.)
- (c) Eighth Report of the Advisory Committee on the Welfare of the Blind, Ministry of Health, Great Britain, 1928-1929.
- (d) New Zealand Pensions' Act, 1926, Part III—Pensions for the Blind.
- (e) New Zealand Leaflet No. 4, page 7. (Pensions for the Blind.)
- (f) Memorandum on Pensions for the Blind in New Zealand by Sir Clutha N. Mackenzie, Knt., Director, Jubilee Institute for the Blind.
- (g) League of Nations Report on the Welfare of the Blind in Various Countries, 1929. (See Index Page 283, Pensions and Bonuses.)

CANADA—PROVISION FOR THE BLIND

(a) *School for the Blind*

Schools for the Blind provide academic and technical education for the juvenile blind between the ages of seven and twenty-one years, and endeavour to fit those who have lost their sight in infancy and early youth for a life of usefulness. As a rule Schools for the Blind are not in a position to follow and assist graduates in their after life. In fact Schools as such are not equipped to fulfill such a function.

Schools for the Blind in Canada—

Nazareth Institute for the Blind (School), Montreal, P.Q.

Halifax School for the Blind, Halifax, N.S.

Ontario School for the Blind (Government of Ontario), Brantford, Ontario.

The Montreal Association for the Blind (School), Montreal, P.Q.

British Columbia School for Deaf Mutes and Blind (Government of British Columbia), Vancouver, B.C.

(b) *Service Organizations for the Adult Blind*

Nazareth Institute for the Blind (home, training and vocational workshops), Montreal, P.Q.

The Montreal Association for the Blind (industrial home and workshops), Montreal, P.Q.

The Ottawa Association for the Blind (home for adult blind), Ottawa, Ontario.

L'Association Canadienne-Francaise des Aveugles (industrial workshops), Montreal, P.Q.

Quebec Association for the Blind (workshops), Quebec, P.Q.

The Canadian National Institute for the Blind (registration, blinded soldiers' aftercare, library and publishing, placement, workshops, news-stands, home work, salesroom, occupational therapy, home teaching, social service, relief, residences, miscellaneous services and prevention of blindness).

National Headquarters—Pearson Hall, 186 Beverley street, Toronto, Ontario.
 Maritime Division—Halifax, N.S. (Nova Scotia, New Brunswick and Prince Edward Island).

Halifax Women's Auxiliary, C.N.I.B., Halifax, N.S.

Saint John Women's Auxiliary, C.N.I.B., Saint John, N.B.

Moncton Women's Auxiliary, C.N.I.B., Moncton, N.B.

Quebec Division—Montreal, Que.

Montreal Women's Association, C.N.I.B., Montreal, P.Q.

Ontario Division—Toronto, Ontario.

Ottawa Board, C.N.I.B., Ottawa, Canada.

Hamilton-Wentworth Advisory Board, C.N.I.B., Hamilton, Ont.

London Advisory Board, C.N.I.B., London, Ont.

St. Catharines-Lincoln Advisory Board, C.N.I.B., St. Catharines, Ont.

Kingston-Frontenac Advisory Board, C.N.I.B., Kingston, Ont.

Belleville Committee, C.N.I.B., Belleville, Ont.

Brockville Committee, C.N.I.B., Brockville, Ont.

Cornwall Committee, C.N.I.B., Cornwall, Ont.

Gananoque Committee, C.N.I.B., Gananoque, Ont.

Lindsay Committee, C.N.I.B., Lindsay, Ont.

Napanee Committee, C.N.I.B., Napanee, Ont.

Oshawa Committee, C.N.I.B., Oshawa, Ont.

Pembroke Committee, C.N.I.B., Pembroke, Ont.

Peterborough Committee, C.N.I.B., Peterborough, Ont.

Port Arthur-Fort William Committee, C.N.I.B., Port Arthur and Fort William, Ont.

Port Hope Committee, C.N.I.B., Port Hope, Ont.

Trenton Committee, C.N.I.B., Trenton, Ont.

Whitby Committee, C.N.I.B., Whitby, Ont.

Toronto Women's Auxiliary, C.N.I.B., Toronto, Ont.

Windsor I.O.D.E. Auxiliary, C.N.I.B., Windsor, Ont.

Niagara Falls Women's Auxiliary, C.N.I.B., Niagara Falls, Ont.

Central Western Division—Winnipeg, Man. (Manitoba and Saskatchewan).

Saskatchewan Advisory Board, C.N.I.B., Regina, Sask.

Winnipeg Women's Auxiliary, C.N.I.B., Winnipeg, Man.

Regina Women's Auxiliary, C.N.I.B., Regina, Sask.

Western Division—Vancouver, B.C. (Alberta and British Columbia).

Victoria Committee, C.N.I.B., Victoria, B.C.

Northern Alberta Committee, C.N.I.B., Edmonton, Alta.

Southern Alberta Committee, C.N.I.B., Calgary, Alta.

Vancouver Women's Auxiliary, C.N.I.B., Vancouver, B.C.

Victoria Auxiliary, C.N.I.B. (Robert Burns McMicking Chapter, I.O.D.E.), Victoria, B.C.

Women's Auxiliary Committee, C.N.I.B., Edmonton, Alta.

Women's Auxiliary Committee C.N.I.B. Calgary Alta.

(c) *Social Organizations for the Blind in Canada*

The Canadian Federation of the Blind, headquarters: Montreal.

Branches: Halifax, Saint John, Montreal, Ottawa, Toronto, Hamilton, Winnipeg, Regina, Saskatoon, Vancouver.

The Ontario School for the Blind Alumni Association, Brantford, Ont.

The Comrades Club of the Blind, Toronto, Ont.

The Excelsior Club of the Blind, Toronto, Ont.

The Unity Club of the Blind, Hamilton, Ont.

The London Association of the Blind, London, Ont.

The Star of Hope Club, St. Catharines, Ont.

The Ideolions Club, Windsor, Ont.

The Manitoba League of the Blind, Winnipeg, Man.
 The White Stick Club, Regina, Sask.
 The Reliance Club, Calgary, Alta.
 The Nil Desperandum Club, Vancouver, B.C.

(d) *Registration of the Blind in Canada*

The Dominion Bureau of Statistics have at each Census during several past decades sought to obtain a special census of the blind, distinct from other special groups in the country. In 1918 the Canadian National Institute for the Blind, immediately following organization, began a general active register of the blind, considering this as a basic necessity in the planning of all services on their behalf. The National Office of the Institute co-operated with the Dominion Bureau of Statistics in connection with the 1921 Census and again for the 1931 Census, having regard to the necessity of securing a more complete and accurate return. In the meantime the Institute has actively developed its register until records are considered practically complete in all Provinces except Quebec where it is nearing completion. In the 1931 Census as reported by the Dominion Bureau of Statistics the total number of blind persons of all ages reported was 7,046. Filed herewith is a tabulated report on the various age and other classifications as prepared by the Dominion Bureau of Statistics on 1931 Census Return as Appendix C.

The Canadian National Institute for the Blind had a total active registration on March 31, 1934 of 7,119. From this register has been prepared an age classification covering blind adults, twenty-one years of age and over, numbering 6,543. Attached hereto will be found this age classification as Appendix D.

Definition of Blindness.—Definitions of blindness vary the world over. Wherever laws covering pensions or other provisions for the Blind have been enacted a definition of blindness has been devised. These definitions vary from the complete loss of eyesight as in the case of the Kansas Blind Relief Law to the definition contained in the British Blind Persons' Act which states "so blind as to be unable to perform any work for which eyesight is essential." Obviously it is difficult to establish a specific definition which will not cause hardship to border line cases. An analysis of records of any group of blind persons reveals three obvious classifications:—

1. Those who have lost both eyes or have suffered total loss of sight in both eyes.
2. Those who still possess some sight varying from the merest perception of light in one or both eyes to those who can see large objects (specified by Ophthalmologists as approximating 3/60 Snellen's Chart).
3. Those who see large objects from one or both eyes to those who possess fair guiding vision, i.e. can barely read one-quarter inch block type at one feet distance with the better eye including any possible correction with glasses (Ophthalmologists' test 6/60 Snellen's Chart.)

Quite obviously there is no question as to consideration for Group No. 1, as blind persons. It is also apparent that for Group No. 2, the fraction of vision possessed is of little use beyond satisfaction to the individual in knowing when it is light or dark or in the case of those who can see large objects, of avoiding collisions. For Group No. 3 vision is useful for moving about in districts in which they are more or less familiar and even in a degree in the meeting of creature wants. However, it has been abundantly clear from extensive industrial experience in all countries that with but few exceptions persons in this group find limited remaining vision of little practical use in performing work for which eyesight is essential. There is a further group which might for

purposes of reference be termed Group No. 4. They lie outside the border of those who are stated by the Ophthalmologists as possessing *best* vision, over 6/60. In this group actual visual acuity may be from one to several percent. more and yet so restricted, as in some cases of central visual acuity, to yield only reasonably clear vision of a spot one foot in diameter on a wall twelve to fifteen feet distant, or to be so clouded by opacities or dark spots as to give the effect of trying to look through loosely woven fabric. While it is true that this No. 4 border-line group does include many persons who suffer hardship by not being included in any general register of the blind it has nevertheless been felt that a line must be drawn somewhere. Consequently after all treatment and correction authorities usually adhere to the Ophthalmologist's vision test in the better eye stated as 6/60, Snellen's Chart. The Bureau of Statistics Census Return covers groups 1, 2 and 3, the latter being determined, when necessary, by a test line of print which if it could not be read at a distance of one foot or more was considered as an indication that the person was blind. See Supplemental Schedule for the Blind and Deaf, Form No. 7, Dominion Bureau of Statistics and attached as Appendix E.

The Canadian National Institute for the Blind requires the results of a careful test by a qualified person or an Ophthalmologist's certificate and does not accept for registration as blind any person who after treatment and/or correction possesses more than 6/60 vision in the better eye, Snellen's Chart. An examination of the visual operative regulations of the Ministry of Health, Great Britain, in connection with the Blind Persons' Act indicates that the definition of blindness adhered to by the Canadian National Institute for the Blind is in agreement (See pages 1 and 2, Handbook on the Welfare of the Blind in England and Wales, marked Appendix B.)

Pensions for the Blind Rates.—Consideration of rates of pension involves study of cost of living. The Old Age Pension Act of Canada, in its provision for elderly and comparatively inactive persons seventy years of age and over, provides a basic minimum maintenance rate of \$240 per annum. In addition to this the individual is permitted to earn or have private income to the amount of \$125 per annum, thus giving a gross total of \$1 per day.

The War Veterans' Allowance Act of Canada (1930), applying to men who served in the Great War who on reaching the age of sixty or are certified as permanently unemployable at an earlier age, and where otherwise eligible, are due to receive \$240 per annum and in addition are permitted to earn or receive in private income \$125 per annum, thus providing \$1 per day income. Under this Act, however, there is a further provision that a man who is entitled to War Veterans' Allowance, if married receives an additional allowance of \$240 per annum and further may be permitted to earn or to receive in private income an additional \$125 per annum, thus giving to the married, incapacitated man, a permissible total income of \$2 per day.

It is conceded by authorities in all countries where a special study of and experience with, living conditions and costs affecting blind people has been made that on the average blind persons, to maintain the same standard of living as their neighbours, require on the average 20 per cent more income. This is recognized particularly in New Zealand and certain State Blind Relief provisions in the United States. It is also recognized by many careful and responsible Poor Relief authorities in Great Britain and elsewhere. In view of the increased cost of living for the average blind person over their average sighted fellows it would be entirely just and reasonable to consider either an addition to accepted rates or a substantial raising of the limit of permissible earnings or income.

Age Limits.—Blind persons in all parts of Canada, excepting in the Provinces of Quebec and New Brunswick, upon reaching the age of seventy years, become entitled, where otherwise eligible, to Old Age Allowances. In Great Britain the

Blind Persons' Act, 1920, applied their Old Age Pension to blind persons on and after the age of fifty. In Great Britain they have under consideration the lowering of the age limit from fifty to forty years of age, based on the conclusions of the British Ministry of Health Advisory Committee under the Chairmanship of the Right Honourable Lord Blanesburgh, P.C., G.B.E., as contained in the Eighth Report of the Advisory Committee on the Welfare of the Blind, 1928-1929, as follows:—

We understand that the minimum age for the receipt of these pensions was originally fixed at 50 years because it was thought that up to that age blind persons were generally fit for a course of vocational training and subsequent employment. We still believe that it is possible for many blind persons of 50 years of age, or even more in some cases, to be trained for successful employment, and we trust that local education authorities will give every suitable blind person an opportunity for training without being bound by an arbitrary age limit. Nevertheless, experience has shown that in a number of cases it has not been possible, for health or other reasons, to train blind persons less than 50 years of age to earn a livelihood. We consider that the reduction of the age limit from 50 to 40 years for the receipt of a blind pension would be fully justified.

In the United States, Blind Relief Laws apply at various ages from twenty-one years and up. In New Zealand the Pension for the Blind applies on and after the age of twenty subject to earnings supplement where applicable. In Australia the Pension for the Blind applies on and after the age of sixteen years.

In the industrial experience of authorities serving the blind in many parts of the world it is generally conceded that the average blind person is no more capable of performing industrial work at the age of fifty than is the average sighted person at the age of seventy. Further examination of the records of the registered blind indicates that approximately seventy per cent of all blind persons in Canada lost their sight in adult life. An examination of the causes of blindness in adult life indicates that in a very large percentage of cases blindness as such is but a symptom of some organic or constitutional disorder such as diabetes, kidney, arterial and other conditions and therefore secondary to the primary disabling condition. In any case whatever age is chosen should not materially affect the cases of those who being employable are able with or without assistance of service organizations for the blind to obtain income from earnings which would place them outside the category of those who may be entitled to pension benefits. In general the blind of Canada and many of the interested public have suggested a minimum age of forty as a present time limit in line with the recommendation of the British Ministry of Health Advisory Committee, as quoted above. However, all who know the problems of blind people in this country are deeply concerned over the welfare of those younger blind persons who between the ages of twenty-one and forty are so physically incapacitated by crippling and other conditions as to be totally and permanently unemployable in any occupation and who unless specially provided for on a medically certified basis must continue to depend on municipal relief and/or private philanthropy for sustenance.

Residential Qualifications.—An examination of the residential qualifications and restrictions imposed in the Old Age Pension and War Veterans' Acts of Canada will give a clear view of the limits imposed. The Blind Persons' Act of Great Britain and the New Zealand Act also contain restrictive conditions. It must be remembered, however, that Canada as a comparatively new country received many thousands of immigrants of whom a certain percentage suffered loss of vision after coming here. This is shown by the appropriate tabulations prepared by the Bureau of Statistics *Appendix C*. Persons whose sight has been lost since coming to Canada can scarcely go back to the countries from which

they came and if not accepted under the provision of a Canadian enactment become victims of circumstances. It is, therefore, hoped that the problems of such persons will be given consideration.

Employment—Blind of Canada—

In preparing an employment register of the blind of Canada for the year 1934 the following should be considered:

1. Canadian National Institute for the Blind—
Staff; Broom, Basket, Apron and Dress factories; Industry and Business; Newsstands, etc.

Western Division	54
Central Western Division	79
Ontario Division	213
Quebec Division	27
Maritime Division	51
Total	424
Home Workers—All Divisions	623

N.B.—Above figures range from full time employment to occupational therapy.

2. Montreal Association for the Blind, Montreal—

Factory	47
Staff	4
Total	51

3. French Canadian Association of the Blind, Montreal—
Staff and Industrial Employment 53
4. Quebec Association for the Blind, Quebec—
Industrial Employment 10
5. Halifax School for the Blind, Halifax—
Staff 5
6. Ontario School for the Blind, Brantford—
Staff 4
7. British Columbia School for Deaf Mutes and Blind—
Staff 1
8. Nazareth Institute for the Blind, Montreal—
Occupationally employed 40
9. University Staffs 3
10. Piano Tuners 75
11. Organists and teachers of music 50
12. Osteopaths, chiropractors and masseurs 15
13. Salesmen—insurance, real estate, etc. 25
14. Miscellaneous occupations (full time or part time) 100

From the foregoing analysis the full time employees would total:—

Canadian National Institute for the Blind	400
Montreal Association for the Blind	51
French Canadian Association of the Blind	53
Quebec Association for the Blind	10
Halifax, Ontario and British Columbia Schools for the Blind	10
University Staffs	3
Total	527

The remaining categories are considered as ranging from part to full time employment but on the average may be considered as occupationally employed as follows:—

Canadian National Institute for the Blind, Home Workers.	623
Nazareth Institute for the Blind, Montreal.	40
Piano Tuners.	75
Organists and teachers of music.	50
Osteopaths, chiropractors, and masseurs.	15
Salesmen—insurance, real estate, etc.	25
Miscellaneous occupations, full time or part time.	100
Total.	928

The earnings of the regularly employed group vary from \$400 per annum to \$2,000 per annum, with in the case of all lower paid employees, supplementation or assistance as may be necessary. Of the partially employed group approximately one-half earn from \$400 per annum to \$1,200 per annum. The remainder of this group are considered in the occupational therapy category and earnings range from \$300 per annum down to, in one case, \$5 per annum.

Under present conditions the wages of practically all employees in sheltered workshops are supplemented and the operation of the industries must be subsidized. A large number of the partially or occupationally employed blind referred to before are in addition in receipt of Institute relief, municipal relief, or assistance from their families. The blind of Canada employed full or part time with the Canadian National Institute for the Blind last year received in salaries, wages, earnings from home occupations, earnings or profits from placement in general industry or small businesses, profits from news stands, cash relief, etc., over \$400,000. Attached hereto as Appendix F will be found (a) a copy of the Canadian National Institute for the Blind printed Annual Report for the fiscal year ending March 31, 1934; (b) a classified relief list in the province of Ontario.

It should be noted that the Institute relief list in the province of Ontario gives clear indication that the greatest proportion of relief cases arise in the age group 40-69 since Old Age Allowances in Ontario are taking care of those in destitute circumstances who are 70 and over. It also shows, however, that a certain number of those between 21 and 39 are unable to successfully follow any form of available employment.

In 1931 the province of Ontario passed a Blind Workmen's Compensation Act to facilitate the placement of employable blind persons in general industry. Attached will be found a copy of the Blind Workmen's Compensation Act of Ontario (Appendix G). With a return to industrial conditions approaching normal, many opportunities for the employment of capable blind people already listed can be filled successfully.

Number of Blind in Canada Estimated as Eligible for Pensions, Between Ages Forty and Seventy Years of Age—

A study of age classification, forty to seventy years of age group, based upon experience and Institute records makes possible the presentation of the following conclusions:

Out of the figure of 3,016 registered blind in the aforesaid group, 40 are in receipt of Workmen's Compensation, 67 are Mothers' Allowance cases, 89 Blinded Soldiers; leaving a total of 2,820. Included in this figure are 684 married women. It is estimated that 50 per cent of those may reasonably be presumed as being in receipt of adequate support through family income (sighted husband). The above figure of 2,820 may therefore be reduced by 342,

leaving the total of 2,478. In addition, it is estimated that 250 are employed with annual earnings in excess of \$500, reducing the figure of 2,478 to a total of 2,228. A further group of 50 are estimated to be in possession of resources or in receipt of private income, leaving a total of 2,178. In view of experience in other countries, when pensions or allowances became available, it is felt that additions should be made to this total to cover those who by reason of necessity will, in the event of pension provision, make themselves and their need known. However, the active Institute registration of the blind in Canada is considered to be approximately 90 per cent complete. To be safe, however, an additional 20 per cent to include all contingencies is added, i.e., 436. This would make the total in the age group of forty to seventy estimated as eligible for pension consideration as 2,614.

*Blind—Permanently Unemployable—Twenty-one to Forty Years of Age—
Special Consideration—*

Reference was made earlier in this submission under the caption of Age Limits to blind persons in the age group twenty-one to forty who were rendered wholly unemployable by reason of crippling and other conditions in addition to blindness and who are here again brought to the attention of the Committee for sympathetic consideration. The Canadian National Institute for the Blind register shows a present total of 1,274 between the ages of twenty-one and forty. After all other deductions it is estimated that 20 per cent would be eligible for consideration as permanently untrainable and unemployable, i.e., 200.

The National Council of the Canadian National Institute for the Blind, having studied pension provision for the blind of Canada since 1923 and being impressed with the necessity of State intervention for the relief of the unemployable and partially employable blind which no private or philanthropic organization could ever hope to adequately cope with, has unanimously supported all reasonable efforts and negotiations for the provision of some form of adequate pension and assistance for the blind of Canada.

The Canadian Federation of the Blind, under the leadership of its founder and national president, Mr. P. E. Layton, has continued to make representations for many years and has worked unceasingly in an effort to remedy the lot of those for whom he has so deep a sympathy in their great need. The Canadian Federation of the Blind has performed a most valuable work in developing public understanding of the problem having worked with Service Clubs, Labour organizations and public bodies generally.

The United Blind Pensions Committee of Winnipeg, under the leadership of Mrs. Jessie MacLennan, and representing municipalities, organizations of and for the blind of Manitoba, organized labour and other public bodies, has pressed for suitable provision, over an extended period. Many other Committees and groups throughout Canada have joined in the study of this problem and efforts to procure a solution.

The Canadian National Institute for the Blind, having worked with all organizations interested, now makes this presentation, imbued with the earnest hope that in view of the general improvement in economic conditions of Canada, that it may be possible for this Committee to make a comprehensive, favourable recommendation to the Parliament of Canada, which may be a basis for legislation during the present session.

Respectfully submitted on behalf of:

THE CANADIAN NATIONAL INSTITUTE FOR THE BLIND,

E. A. BAKER,
Managing Director.

The ACTING CHAIRMAN: Have you any questions to ask Captain Baker?

By Mr. Reid:

Q. Are the members employed registered in the total number of blind persons?—A. Yes, sir, all included.

By Mr. McIntosh:

Q. Tell us the scope of your studies, Captain Baker, in regard to the blind?—A. Yes. Just what point do you want?

Q. How wide an area did your studies cover?—A. The Dominion of Canada, sir.

Q. All the provinces?—A. Yes. We operate, you see, from five divisional areas, Maritimes, Quebec, Ontario, central western and western divisions, covering coast to coast.

Q. Your period of study covered how many years?—A. We were organized, sir, in March, 1918, and this study really began with our registry, and after our early industrial efforts were under way we really felt the need of some solution for those unemployable causes. That need was felt as early as 1922 and 1923, and it has been subject to study and representation since.

By Mr. Reid:

Q. Are all the blind people in Canada registered in one association?—A. The Canadian National Institute for the Blind undertakes to maintain a complete register. In the services to the blind the Institute co-operates with certain organizations which existed for service to the blind, prior to the establishment of the Institute. In that I refer to the Nazareth Institute for the Blind, Montreal; the Montreal Association of the Blind, Montreal; the Ottawa Association of the Blind particularly, apart from schools for the blind which our Institute does not touch, since they are more or less under educational jurisdiction, you see.

By Mr. MacNicol:

Q. I take from the figures submitted that 2,614 is the total number who are not receiving anything because of their blindness, and that is the number that any pension should cover?—A. Mr. MacNicol, that figure, I should explain, applies only to the age group 40 to 70.

Q. Yes.—A. I purposely did not touch the group 70 and over, because of the old age pension provisions and because of the fact that if a special act was considered those who were already in receipt of allowances, or who were entitled to them, were past the age of 70, and would not necessarily be charged to new legislation in this connection.

Q. Captain, if the number of the group is 2,614 and the amount of pension recommended by your report, which is \$240 plus an additional \$125, or \$365 a year, apparently approximately \$1,000,000 a year would cover the whole 2,614 and allow each of them approximately \$1 a day?—A. Of course, I should make it quite clear. Mr. Chairman, ladies and gentlemen, that you will not find in the report a definite recommendation from our Institute, or in fact from the blind generally, as to the exact amount. I did cite the old age pension benefits; I did cite the war veterans' allowance benefits, particularly in the case of married men; because you will note I referred to the old age pensioners as comparatively inactive, while on the other hand with the younger people concerned under the War Veterans' Allowance Act there was provision made for the married man and to some extent his recognized responsibilities. However, I think that is fairly clear. Now, Mr. Chairman, if anyone wishes to compute it at whatever amount might be decided there is, of course, one important item and that is the permissible earnings.

By Mr. Reid:

Q. You are not suggesting in the brief submitted that people coming into this country, irrespective of nationality or responsibility, should be included in the pension clause, are you?—A. I am asking—

Mr. STITT: Yes, he is.

The WITNESS: I am suggesting that sympathetic consideration be given to those who have come to this country as immigrants and who have lost their sight, and who, if you applied the same residential restrictions as in the case of the old age allowances—

Mr. MACNICOL: Which is twenty years.

The WITNESS: Twenty years. Might be excluded for years to come. It is not a large number.

Mr. REID: The reason I asked that question is that we had difficulty in the province of British Columbia when they included Mothers' Pensions in the Act. In some instances disabled husbands came under it, with the result that people from other provinces and outside countries endeavoured to come in.

The WITNESS: I was thinking more particularly of the residential restrictions as applied to their residence in Canada generally.

Miss MACPHAIL: Does not the Immigration Act restrict them coming in?

The WITNESS: Yes, but they lose their sight after they arrive.

Mr. MACNICOL: Have you any figures of the blind who are married and as to the number of children they have who usually come under the ordinary disability laws?—A. I am afraid, sir, I cannot give you that offhand and it would take considerable preparation. That would be a figure that is a constant state of flux.

By Mr. McIntosh:

Q. About what has been the average percentage of increase with regard to the number of the blind in Canada in recent years; or you can take any period you desire?—A. I would say that nobody in Canada can give you that for this reason that until you have what you might recognize as a basically complete register of the blind as a starting point for subsequent comparisons it is rather misleading to attempt to make any estimate or partial census as a starting point, you see. However, I will say this that in general we estimate that the incidence of blindness in Canada as compared to the general population is not higher than is found in other countries under similar conditions; and, furthermore, with certain measures which have been adopted through the provinces for the provision of prophylactic treatment of infants' eyes at birth and other measures which have been or are being taken by boards of education, provincial educational and health authorities, and by our Canadian National Institute for the Blind and other agencies throughout the country to eliminate preventable blindness, I believe we are gradually reducing the percentage of blindness, though as yet we cannot state to you or anybody just what the definite reduction is or will be. You see that is a figure I would scarcely care to commit myself to.

By Miss Macphail:

Q. Captain Baker, have you any explanation to offer as to why, in your opinion, Canada has been so slow in recognizing the needs of the blind. I notice in this list given by Mr. Layton that the English speaking countries including the United States and the outstanding Dominions, Scandinavian countries and Japan have already done a great deal for the blind. What explanation is there for the fact that we have been so lax?—A. That is difficult to say, Miss Macphail. I do not know whether I could give an explanation of that. Possibly it is a question of public education.

By Mr. MacNicol:

Q. Is not the answer that ordinarily matters of this nature in the past have been considered as coming under the provincial governments and not under the Federal government?—A. Well, there may have been something to that, sir. It seems to me I have heard something about that before.

Q. Now, it is proposed to bring it under the Federal government?—A. I have heard that question raised before, somewhere.

MISS MACPHAIL: Now it is becoming constitutional to do it.

MR. WOODSWORTH: If there are other statements to be made this morning, might it not be well to have them presented to us.

THE ACTING CHAIRMAN: I was leaving that matter to Mr. Layton, so that he will make sure that his evidence is submitted.

By Mr. MacNicol:

Q. What efforts are being made by your organization to provide positions for the blind or to provide them with opportunities to earn money? For instance, I see that in Toronto you have provided a booth in the police station which is occupied by a young man I know, named Walter Harvey. He has done splendid work there and also in the city hall. Does your organization make a strong effort to place the blind not only in Ontario but throughout Canada?—A. Yes, Mr. MacNicol. The situation is simply this, that several years ago we started a placement program having primarily in mind the placement of blind people in Canadian industry on strictly repetitive operations. However, we ran into a little situation which has occurred in the country and which has affected industry and we decided there was no use of our attempting to place blind people in those industries where such placement would displace existing labour, but rather that we should turn our attention to the development of small business opportunities which would not displace other labour as such. During the past five years we have concentrated on these small businesses, the profits of which enable the blind person to become self supporting and self respecting. But, of course, we appreciate the fact that we cannot, on the one hand, find enough of these business opportunities and, on the other hand, every blind person does not, because he is blind, possess business ability.

Q. Does such a position as I referred to—the occupation of the booth kept by Walter Harvey in the central police station in Toronto—does that provide sufficient income for the occupant of that booth?—A. I understand that he has been making from \$14 to \$16 per week. Now, of course, I would not say they are all making that—some make more and some make less—but that is an illustration.

Q. I have one further question to ask. In your experience you likely have found when the blind have been placed in positions similar to that in which Walter Harvey has been placed that it affects their mentality to such an extent that they become well pleased and happy—have you found that to be the case?—A. It possibly makes a greater difference in the case of the blind person than it does in the case of the sighted person who has been out of work—I do not have to describe to you what it means to the sighted person—because the blind person has a tendency because of his blindness and the lack of distractions in other directions to focus his mind on the things that affect him directly and thus anything which is of a disappointing or discouraging character has a tendency to enlist morbidity, and that is what we are fighting all the time.

Q. Has a survey ever been made as to what positions the blind could be placed in in the government service?—A. Yes, we have been in touch with that, Mr. MacNicol, but as a rule, you see, it is only an extremely capable blind person, either man or woman, who can fill some executive or clerical position such as operating a dictaphone or a typewriter; and those positions are pretty limited in the government service.

By Mr. McIntosh:

Q. Do you consider your present organization in behalf of the blind nation wide and the most effective you have yet had?—A. Yes, I do; although I can tell you that we are far from being satisfied that we have accomplished what we would like to do in serving the blind. Our principal limitation is funds.

By Mr. White:

Q. I think you said there were several organizations of the blind and that they did not all agree in the matter of ways and means which might be adopted. Have those differences been composed, or are they struggling in the different units?—A. Of course, we understand that everybody has a right to live in Canada, including the organizations, and in 1933 we came forward and presented to the Right Honourable the Prime Minister in November of that year a joint memorial which was signed by every organization and branch of organization connected with the blind that we could locate in Canada, and since they all subscribed to that willingly—there was no question of any coercion, it was a free will arrangement—we feel that that is reasonably satisfactory evidence in regard to present arrangements for the blind and consideration thereof that we have achieved agreement.

Q. You are a unit?—A. Yes, sir.

The ACTING CHAIRMAN: Well, Captain Baker, your sight may be dimmed but the rest of your head is working very well.

The WITNESS: Mr. Chairman, ladies and gentlemen, I appreciate very much the kind hearing you have given and I only hope we may have helped you with our information.

Mr. LAYTON: I wanted to say a few words myself, Mr. Chairman, with regard to the Canadian Federation of the Blind, as to what it is and what it does so that the representations which are made by the Federation, and their importance, may be better realized. The Federation was founded in 1926, the first meeting having been called in Montreal by Mr. P. E. Layton. The purposes of the founding of this Federation were, firstly, for the promoting of public interest and for the securing of pensions for the blind, and the second feature of the work was for the protection of the blind to protect the blind themselves from exploitation by the hands of individual organizations. In other words, it was similar to a labour organization, although there was no big stick to it or any of these features. The third feature of the Federation was to carry on where possible and where the various branches were able to raise funds—to carry on relief work among the blind. These purposes and objects have been carried out during the past nine years and to some extent they have been enlarged upon; in fact, some of our branches now have gone into the industrial field in a small way. Some of them also have gone into the selling end. The Federation, although it was not designed to give employment, does actually, directly and indirectly, now give employment to a number of blind people. The main part of our work though, during the past nine years, has been directed to the furthering of pensions for the blind, and in this connection we have approached organizations and public officials as well as private individuals and we have done everything within our power to bring this question to the consciousness of the government. Miss Macphail has asked why Canada is so backward in this regard. We have been crying, but it has been a still small voice which has not been heard for nine years, but which is coming to the front now; and with a sympathetic hearing which has been given the matter in the House the Federation has hoped that a speedy report will be brought down which will enable legislation to be passed at the present session. Now, whatever legislation is brought down is not going to meet with the unanimous approval of

every blind person in Canada. Particularly since this matter has received consideration in the House we have received a number of letters from individuals who formerly would have been satisfied with a pension at 50 years or 40 years now demanding that the government should make it at 21 and that the amount should not be \$5 but \$1 a day or more; but I may say that the representation made by the National Institute and ourselves covers most of the blind people of Canada—I hesitate to give a percentage, but it would be well in the nineties—and we believe that if the financial condition of the country does not warrant anything greater than an amendment to the Old Age Pension Act it will be gratefully received by the blind public of Canada.

I might say another word with regard to the Federation. It receives nothing in the way of government grants or public grants, and the executive offices have been maintained in the offices of the Montreal Association for the Blind. Those services have been completely paid for and kept up by the Montreal Association for the Blind. I would like to leave with the committee a copy of the latest annual report of the Montreal Association for the Blind which will give some information regarding the work which is being done for the blind in Canada, and which will be, perhaps, of value to you. In that report it is pointed out, as you will see, that we are operating a school for the blind, workshops for blind men and blind women, home teaching, a social service department and a pensions department. There is a summary there which shows that we have 23 persons in the blind school, 47 persons in our workshops, 25 pensioners and 72 receiving social service, home teaching and relief. I do not wish to take up any more of the time of this committee, but I shall call now on Mrs. Jessie MacleNNAN of Winnipeg who has been active in the work for pensions a good many years and who will say a few words to you from the viewpoint of Winnipeg and Manitoba.

Mrs. JESSIE MACLENNAN, called:

The ACTING CHAIRMAN: Just before we proceed with Mrs. MacleNNAN, how many more witnesses are there to be heard?

Mr. GILBERT LAYTON: Just Mr. Johnson, just two witnesses.

Before I sit down, Mr. Chairman; it has been suggested to this Committee that the Canadian Federation for the Blind are having a conference in Montreal next week—February 26, 27, and 28—and Mr. Turnbull was approached with a view to meeting some representatives from the Conference for the various parts of the country, and the suggested date was for one hour on Friday, March 1. I would like to know if your Committee are prepared to meet us on that day?

The ACTING CHAIRMAN: Mr. Turnbull, the Chairman, has that in mind.

Mr. MacNICOL: Mr. Layton, you have heard the report submitted by the Canadian National Institute for the Blind; I have not heard you say what you would suggest as a satisfactory allowance for the blind to receive.

Mr. GILBERT LAYTON: We hesitate very much to say that. I know, as I said, that most of the blind would be satisfied if Dr. Cotnam's resolution went through as it is.

The ACTING CHAIRMAN: All right, Mrs. MacleNNAN.

The WITNESS: Mr. Chairman and members of the Committee: in reply to Miss Macphail's question, regarding why compensation has not been granted, I have here rather a souvenir (indicating). This is the first communication sent to the Federal government in 1926; and at repeated times we have sent to your government requests for passing legislation for the blind.

Mr. MacNICOL: Did you send that to the provincial governments as well?

The WITNESS: Yes, we did; and the provincial governments passed it on to the Federal government, and the Federal government passed it on again. This time you have all agreed, provincial and Federal, that you would like to do something for the welfare of the blind. The blind themselves are anxious for unity, and I am very glad to see that unity has come between the provincial and Federal governments.

A few years ago some people in Winnipeg got together and decided that something had to be done to get the public to know of the condition of the blind. You see, generally when we pass a blind person, we say, poor fellow; and that is all. My interest in the blind began eight years ago; and the reason why the United Blind Pensions Committee was inaugurated was this, that it was found that so many groups were frittering away their energies that we decided to make the committee representative of the Canadian National Institute for the Blind, the Canadian National Federation, and the citizens. I was appointed secretary for that; that was five years ago—on the 13th January five years ago, this committee came into existence. Miss Ethel Ezard was made chairman and has carried on. I became secretary. During that period of time, we have sent out thousands of letters. We have canvassed every organization, not only in Manitoba, but right through Saskatchewan and Alberta to British Columbia. We have also put addresses over the radio and we have done everything we possibly could to show the need of pensions for our sightless citizens. I may say that this organization carried on during all that period of time—it was a voluntary organization, and the amount of money expended altogether has not reached \$100 so far.

Now, the lack of unity among the blind was the reason for establishing this, and we feel that in the west at any rate, a great deal has been accomplished in educating the rest of Canada to the need for pensions. My own interest goes back I think to the time when I was a child in the Highlands of the Hebrides of Scotland, when I used to see the blind beggar standing with his tin cup and begging, going home at the end of the day counting the coins which he had collected, through the good will and the charity of the people. To-day we do not allow begging, we do not allow people to stand around or to come to our door just in that same way. But Canada has been good, especially in the west, as I know it, in helping the blind, but voluntary organization cannot now meet conditions as they did at that time. The people who themselves were able to help are not now able to help even their sighted brothers and sisters, let alone the blind who are the last consideration. The need of the blind in the agricultural areas in the west is very very great. I picked out one letter while I was listening to the discussion. This letter was sent to me some time ago from a man living in a little village—or municipality I suppose you would call it—called Overton. He says that he is 60 years old—"and I am living with my brother on a homestead. He was making our living with a few cows but the price of butter and cream now makes it pretty hard for him, and he is troubled with his eyes too. I am living in the Siglunes municipality. Some time ago I asked the Council if they could give me relief, and I haven't heard anything yet. I would like to know if you would be kind enough to tell me whether I can claim relief from the municipality or not. I haven't any property of any kind. I am helpless, crippled and totally blind. My brother and his wife look after me the best they can. If there is any further information needed I would be very glad to give it to you and if you can answer the question I asked about getting relief from the municipality, I would be very glad." That is only one instance of the hundreds of letters that have come to me from the west.

I think I heard someone say that possibly there were others deserving a like consideration in the passing of legislation. I know that. We all know that

we would like to have a social state where this would not be necessary; but in the passing of legislation we were very glad to get the old considered, and we got the Old Age Pensions passed—a splendid thing. Perhaps it was not just as high as we might have liked it; but it passed and it gives a measure of independence to old men and old women sitting at the fireside. Mothers' allowance passed, and that also has taken care of many needy persons, and while perhaps it did not go as far as some of us would like, it is at any rate a good measure affording independence to those mothers who could not get any help outside of what they got from relatives.

Now, another thing in connection with the passing of pensions for the blind, is the women. Somebody asked a question about the number of children. Blindness is not always hereditary; but the question of the blind, the blind family, and the women bearing children, is one that should receive some measure of consideration. Blindness from an accident is quite different to blindness from disease. In the reading over of this submission on behalf of the Canadian National Institute I was pleased to note the explanations and the facts which were given to you, and I was also pleased to note that it was read out to you. So many of us in public life are so busy that we just simply scan things; but when they are read out to you then you think of these things which very few of us have given time and thought and consideration to—even to the very things which matter so much—when we are deciding how we are going to vote. This, I take it, gives you an intelligent interpretation, and will enable you to vote intelligently although I would not say that you do not always vote intelligently.

An Hon. MEMBER: At times we do not.

The ACTING CHAIRMAN: Plenty of them do not.

Mr. MACNICOL: We always vote very conscientiously.

The WITNESS: I think we are too apt to say that intelligence is just a matter of individual opinion.

However, Mr. Chairman, I am glad to be here to-day. It is the culmination of efforts which have been made on behalf of the blind in the west, and in the east; after all, I never made any difference, I never thought that the east was in any way superior to the west.

Mr. STITT: Hear, hear.

The ACTING CHAIRMAN: The chair agrees with that.

The WITNESS: Yes, I told him that until to-day I had thought there was only one member for Calgary; he told me he came from Calgary, and I was quite astonished to know that there was more than one member for that city.

However, the question of pensions for people who have come to this country, comes up. I would say this, that if the government has allowed these people to come in, then at any rate it should provide for them after they are in.

Miss MACPHAIL: Hear, hear.

The WITNESS: The case of one woman came to my attention just before I left to appear before this Committee. I have hundreds of cases which I could present to you from my files. But in this particular case this woman is 95 years of age—in this letter she is referred to as being 93, but the letter was written in 1933. She is an Icelandic lady and she lives with her daughter who is a widow. She has not been able to get even the old age pension on account of some small technicality—possibly the wrong person went to interview her or something of that kind happened. I think in taking pensions for the blind into consideration—and whether it is a blind persons' act or an amendment to the Old Age Pensions Act, would be for you people to decide—but at any rate we should be pleased to welcome whatever you in your wisdom and good judgment

may see fit to grant. On behalf of the people of the West, I want to thank you, and to thank Dr. Cotnam in particular, for bringing this matter before the House. I do hope before this session ends that a measure of relief will be given to these people who are so greatly in need of it.

I thank you.

Witness retired.

The ACTING CHAIRMAN: We will now hear Mr. Johnson.

WILLIAM JACOB JOHNSON called.

By the Acting Chairman:

Q. You might indicate to the committee, Mr. Johnson, whom you represent?
—A. I am appearing in my capacity as a member of the board of the Western Division of the Canadian National Institute for the Blind.

Q. All right, Mr. Johnson.—A. Now, Mr. Chairman, I am rather like the cow's tail—coming at the end. But I appreciate this opportunity very much of being here and speaking on behalf of the blind of western Canada. I feel that I can appeal for them; and I might tell you that I am a piano tuner by trade, and I know something of the difficulty many of the blind face.

By Mr. MacNicol:

Q. Then you are not here speaking on behalf of all the blind in Canada?
—A. Well, sir, I come from the west, and I would like particularly to speak for them, you know. We have heard that piano tuning was one of the best professions for the blind, but this last few years even they have found it a very difficult task to get along because there are so many sighted people following that profession. Therefore that brings home the necessity for assistance.

By the Acting Chairman:

Q. People are getting canned music now?—A. That is right.

I appeal, Mr. Chairman, in the name of the association which was started in 1919, when we formed the group known as "Lux in Tenebris." Before that there was no organization there at all. I feel this, there has always been need for state assistance to the the blind, because blindness in the greatest degree, comes to adult people, and for them the chance of providing in any degree the necessaries of life is very remote. Therefore, we look at this thing more from the adult standpoint, and that is why I was very pleased to hear of Dr. Cotnam's resolution trying to take care of the blind from the age of 40 upwards, because they are really the great problem. I am a great advocate of the blind, Mr. Chairman, trying to do as much as they can for themselves; and if we take care of this group from forty up, we will then make it possible for the organization to which I have the honour of being connected, the National Institute for the Blind, to take care of the younger blind, giving them a better opportunity. My term of service with that organization's board is twelve years. We have been loaded with people who were practically unemployable. We had to do something for them, so therefore we took them on, but at terrible cost, with the result that many that should have been assisted had to be on the waiting list, who would have been a better investment—if you know what I mean—but we could not get to them. I know the blind. They are very reasonable. They know conditions to-day and all that, and they are not expecting any wonderful amount. But if you could only make a start and show you are interested in them, and they are confident that when times are better you will increase the assistance, things will be better all round. That is one of the things I would like to leave with you, Mr. Chairman. They are not expecting the impossible.

If you will only make a start, and the other organizations which are assisting to-day will continue their assistance, between you all the condition of the blind will be made so much more tolerable, as it were. That is what I would like to leave with you. I am very hopeful when it has got to a committee like this; and I know that you are all such good friends of ours, you are going to do your utmost to get this thing across. I think it is a good policy to follow out what you gentlemen largely followed out during these last twelve years, don't ask for too much; ask for a little bit, and then you may get it through. There is a lot of wisdom in that and we have been following it. Possibly if the committee asks for a little, it will not scare the House off, and we will get the thing going; and once we have got the thing established, it is always much easier then to build onto it. At least, that is how I look at it, and I guess you gentlemen know how it is.

I would just like to say with respect to the report which has been presented from the National Institute head office, that if it had been possible for all boards connected with the Institute to have heard it, they would have gladly endorsed it. It presents so wonderfully the picture of the blind in Canada, that really when I heard it when I came down from Winnipeg yesterday, I thought, "That is splendid work." I feel, Mr. Chairman, that these ladies and gentlemen across the country—in Winnipeg, in Regina, in Vancouver—influential men and women who have given their time on the boards of the Institute for years, have now realized the need of this. If you can only realize that the blind—they may not be large numbers but they have got a real mass of friends across the country—are looking to this; they have heard and they are following it, and they are looking to the day when it will appear, and the thing go through the House.

The ACTING CHAIRMAN: Thank you very much.

Mr. JOHNSON: I don't want to take up any more of your time.

The ACTING CHAIRMAN: Our time has expired.

Mr. JOHNSON: I think it is just splendid that you have taken up this matter, and that it has come to the committee. I thank you very much.

The ACTING CHAIRMAN: Now, members of the committee, before we leave there is a formal resolution that the committee do ask and recommend that five hundred copies in English and two hundred copies in French of the minutes of its proceedings and the evidence to be taken before it, together with all papers and records to be incorporated with such evidence, be printed from day to day, and that standing order No. 64 be suspended in relation thereto. It is moved by Mr. Woodsworth and seconded by Mr. White. What is your pleasure? Carried.

Have you any further submissions to make, Mr. Layton?

Mr. GILBERT LAYTON: No. I think that completes all our evidence. Thank you very much for the reception.

The ACTING CHAIRMAN: Do you suggest, members of the Committee, that a sub-committee be appointed to go into the submissions made; and will you authorize the Chairman, Mr. Turnbull, to select the committee, so that they may have something definite to bring before you at the next meeting?

Mr. MACNICOL: Is it understood by the committee that, as a result of what the present session of parliament is doing, the federal government has the power to do this?

The ACTING CHAIRMAN: That is all another question. We cannot go into that now, Mr. MacNicol.

Mr. WOODSWORTH: I move for the adoption of the Chairman's suggestion. I think that is the best way of getting at it. I think this sub-committee can present its report.

The ACTING CHAIRMAN: How many members would you suggest for the committee?

Mr. WOODSWORTH: I think three is enough.

The ACTING CHAIRMAN: Will someone move that a committee of three be appointed by the Chairman?

Mr. STITT: This is a fairly large committee. I wonder if we could have five?

The ACTING CHAIRMAN: Make it five. Do you move that, Mr. Stitt?

Mr. STITT: Yes.

Mr. McINTOSH: I will second that.

Carried.

Mr. PHILIP E. LAYTON: I would just like to say this, speaking for the blind people coming down to Montreal on Friday, March 1, that we would like as many of you as possible to be there and hear the story from the blind themselves.

The ACTING CHAIRMAN: Thank you very much, Mr. Layton.

Mr. PHILIP E. LAYTON: They would appreciate it very much.

The committee adjourned at 12.55 p.m., to meet at the call of the chair.

MEMORANDUM ON PENSIONS FOR THE BLIND IN NEW ZEALAND

By CLUTHA N. MACKENZIE, *Director, Jubilee Institute for the Blind, June, 1931*

History.—Old Age Pensions came into operation in New Zealand in 1898. By 1923 sundry amendments having been made from time to time, it provided, subject to certain restrictions of residence, race, property, income, conduct, etc., a weekly payment of 15/- per week for males of 65 years and over and females of 60 years. A number of elderly blind people naturally benefitted under this pension.

During 1921 and 1922 a blind man, who had several champions in Parliament conducted a personal campaign in favour of a pension for the blind in general. Several other questions affecting blind welfare were before the notice of the Government, and in 1923, so that these questions might receive a survey as a whole and a policy covering the complete field of blind welfare work be evolved, the Government set up a Commission of Enquiry into the welfare of the Blind, comprising Mr. J. Caughley, Director of Education, Sir Robert Nolan, business man, Mr. J. W. Tibbs, Trustee of the Jubilee Institute for the Blind, and myself, also a Trustee of the Institute, and representing experienced blind point of view.

The Commission considered all written evidence available on the subject of blind pensions and allowances, particularly such as was available from Australia, where the Invalid Pension Act 1908, had provided a payment of £1 per week for blind persons of over 16 years of age. The experience of Australia showed that the granting of this sum to children had had a deleterious effect, resulting in their leaving school before they had had time to acquire vocational efficiency and with the impression that there was no need for them to work. Australia looked upon it as valuable, however, for the adult blind. Accordingly we recommended the introduction of a pension which should avoid this evil and which would encourage rather than discourage personal effort.

In 1924 acting upon these recommendations the Government introduced as an amendment to the Old Age Pensions Act clauses providing for a payment of a sum equal to that paid under the principal act to blind persons of 20 years of age and over, that is 15/- a week, but with this material difference, that it gave as an additional amount a subsidy equal to 25 per cent of the average weekly earnings, provided that the total receipts from all sources, including pension, did not exceed £3.10.0 per week. By a further amendment to the Old Age Pensions Act in 1925, the flat pension was increased to 17/6d. per week, and the limit of receipts from all sources raised to £3.12.6 per week.

(Further details of the Act and the regulations guiding its administration, as supplied by the Pensions Department are submitted herewith.)

Statistics Bearing on the Blind Pension.—At March 31, 1931, there were registered on the books of the Jubilee Institute for the Blind, Auckland, the full details of 720 cases of blindness in the Dominion. Apart from the possibility that some cases of blindness among elderly people living in seclusion might have escaped registration, it was considered that this number enumerates for practical purposes the whole blind community. 643 were 20 years of age and over. Of these *346 were in receipt of the blind pension, 26 receiving war pensions and 38 old age pensions, though this last figure should probably be higher.

*These two figures do not tally, but our registrations definitely indicate the existence of 346 blind pensions as at March 31, 1931. The figure of 330 was furnished by the Commissioner of Pensions.

The following table shows the number of blind pensioners and the amount paid by the Government to them in each successive year since its introduction:—

TABLE A

Date	Pensions in force at end of period	Gross amount paid during year
31.3.25..	114	1,036 (6 months)
31.3.26..	196	8,053
31.3.27..	232	10,338
31.3.28..	259	12,264
31.3.29..	282	13,334
31.3.30..	311	14,737
31.3.31..	*330	15,796

The payments include sums payable by way of subsidy on earnings in terms of Subsection 2 of Section 28 of the Act.

It must be understood that the whole of the present annual expenditure on blind pensions is not a fresh liability created by the granting of this pension, for already a number of those who are now classed as blind pensioners, would in any event have become old age pensioners. It is not competent for a person to draw both pensions. There is, however, no automatic transfer of a pensioner from the blind to the old age category upon his or her arrival at the statutory age. Our records show that approximately 69 persons receiving about £3,100 are drawing the blind pension who could, if they or the Government desired it, be transferred to the latter category. The blind pensioner, however, has an advantage in that he can draw the subsidy of 25 per cent on his earnings, should he be earning, and there are several doing this.

It must also be remembered in considering this liability that much of it represents a considerable relief to our Hospital Board, Mental Hospitals and other bodies controlling establishments in which a proportion of the blind community resided at the expense of the ratepayer and taxpayer. It was, for instance, the custom for the Jubilee Institute to receive 10/-per week on account of the majority of its blind adults from the Hospital Boards of the districts from which they came, but this was discontinued on the pension coming into force.

The Pension in Operation.—Apart from minor details, the pension has been an unqualified success, and has gone a great distance towards placing our blind community upon its feet. Far from any tendency towards its encouraging blind people to remain at home to eke out an existence on the 17/6d. a week, it has furnished a foundation upon which the blind adult can build his training and employment. In this respect the additional subsidy has been particularly valuable. To the invalid and untrainable section it has been a godsend, giving them an income which, if small, at least provides the cost of their food and clothing and makes them feel so much less of a burden upon the relatives with whom as a rule they live. To the domestic blind women, helping in the home circle, this little income is equally a pleasure and a blessing.

It is sound policy indeed that a blind person should not be eligible until 20 or 21. Up to that age should the parents be unable to do so it should be the function of the State Education Department to pay a reasonable annual amount to some responsible blind organization charged with the function of giving primary and vocational education.

Regarding the additional pension given by way of subsidy on earnings, this is assessed by the Commissioner of Pensions at the time of the annual renewal or at the time of the original granting on the basis of the pensioner's average weekly earnings for the past year, though, in the case of a man commencing regular employment, the Commissioner will usually make an adjustment of the pension three months after the commencement of earnings.

In the case of a pensioner plying his own business, it is necessary for him to keep proper books so that a proper estimate of his actual earnings may be arrived at. The Commissioner of Pensions and the Jubilee Institute for the Blind have always worked in close co-operation, and the Commissioner has shown a readiness to accept the suggestions of the latter.

With the operation of the subsidy limited to the receipt from all sources of an amount of £3 12s. 6d. per week, it is evident that the maximum benefit is enjoyed when a pensioner's earnings reach the figure of 44s. a week, to which is then added the flat pension of 17s. 6d. and a subsidy of 11s. making 72s. 6d. in all. The one weakness of the present system is that it is of no advantage for a worker to increase his earnings beyond an average of 44s., unless he is able to lift them above 72s. 6d., for any amount he earns between these two figures has no effect upon his total of 72s. 6d. This weakness could best be met by instituting a sliding-scale diminution on this basis—after the 44s. level has been reached—for every 1s. earned in excess thereof, there shall be reduced from the amount of the pension the sum of 6d. Thus a man earning 45s. would receive a total of 73s., 50s. earnings would produce 75s. 6d. and earnings of 72s. 6d. would give 86s. He would get the last remaining 1s. of pension when his earnings amounted to 99s., the tailing-off completing at 101s. (See Table B for scale). A steeper scale of decline might meet with more ready approval by Governments, but I think that what I have outlined is a fair one, likely to produce the best results in a blind community.

I have given New Zealand figures. From my experience of Canada I should say that with the greater cost there of food and clothing and the necessity for a much larger provision of fuel against the severity of the winter, an addition of 20 per cent to these figures would represent more accurately their purchasing power in Canada. Upon the basis that blindness in New Zealand is in the ratio of 48 per 100,000 in our population of 1,500,000, some very rough estimate of the number of potential blind pensioners in Canada and their cost to the State might be arrived at.

Definition of Blindness.—The definition adopted by the New Zealand Government is that sight in either eye should not exceed $1/60$. As you are aware this in practice amounts to little more than perception of light. I have observed, however, that whether from sympathetic consideration on the part of the examining ophthalmologists or from strategic blindness on the part of the applicant, this definition is by no means adhered to and a fair margin seems to be allowed. This difficulty of definitions, the matter of additional handicaps, etc., are gone into fully in the League of Nations Handbook on Blindness, 1929.

Discrimination.—The advantage of the New Zealand form of blind pension is that it provides a pension to meet all types of case, and avoids the dangers of a discriminatory system. Who is to be the discriminator? Then there are the border-line cases to present a never-ending difficulty. The judge will find his opinion in sharp contradiction to that of the judged, and the lower-rate worker will regard himself as injured in that, because of his industry, he is to forfeit his pension.

Other Advantages.—The granting of the blind pension in New Zealand, and this would probably apply also in Canada, made vastly easier the task of registration and the systematizing of records. On the introduction of the pension the Jubilee Institute furnished to all apparently eligible blind persons on its register forms of application and directions as to how to apply. On the other hand a number of blind persons, not previously known to the Institute applied direct through Government offices and details of these were furnished to us by the Commissioner. The Commissioner now notifies the Institute of all fresh applications, grants, renewals and cancellations. The Institute on its part naturally makes it one of its functions to foster the applications of all new cases which come direct to its notice.

Another advantage is that to some degree the pension serves as a disciplinary medium, though, of course, it is essential that this aspect should be applied only with the greatest fairness and discretion. In the event of blind persons living in charitable homes, mental hospitals or under the jurisdiction of an approved corporate body such as the Institute, the Commissioner of Pensions pays the pension to that body. It is also within his power to suspend or cancel the pension when the pensioner is consistently drunk or is in other ways abusing his pension. We have at times confidentially advised the Commissioner of Pensions regarding such cases and he, after obtaining reports through the Police Department has taken what action he thought desirable. It would probably be possible to make street begging not legitimate for a pensioner.

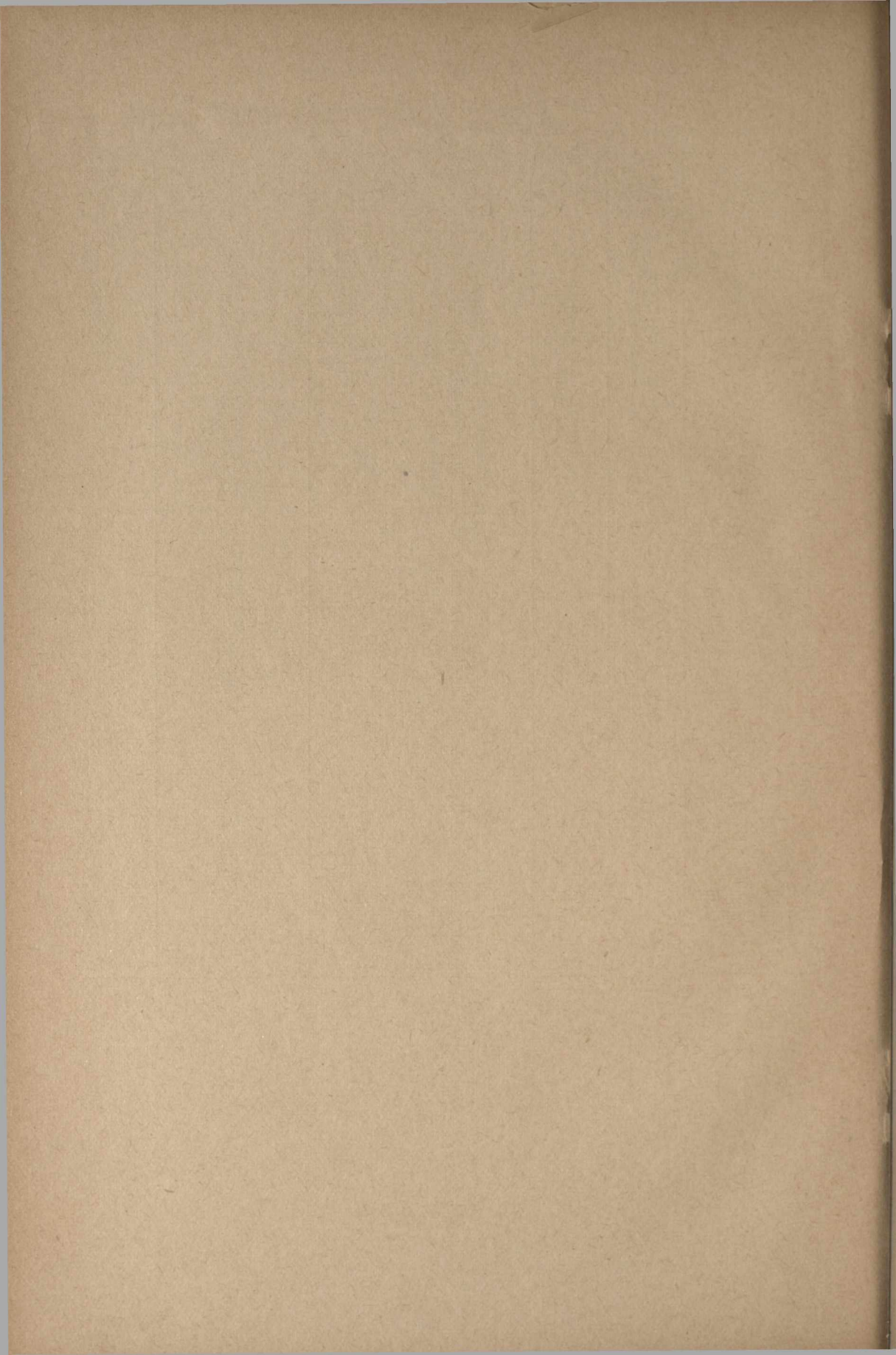
I attach a blank application form for the blind pension. It will be noted that there are questions designed to discover to some extent what special capacities the applicant has. This information is collected for the benefit of the Institute, it being the desire of the Government that the self reliance of the blind as a class should be developed to the fullest extent.

In conclusion I can only say that our seven years experience of the working of the pension in New Zealand has left us entirely satisfied with the principle, and we believe that the granting of pensions on similar lines in other countries cannot but be of tremendous benefit to the blind community. I would go further and state that in my opinion it is the least the State can do for a severely handicapped section of its community. There are, we know, a proportion, though never a large one, who, because of sound physique and mentality, can take full advantage of the splendid opportunities for education and employment now available, but the bulk of the blind community must always fall into the class of those who can by their own efforts contribute only partly to their support or be so handicapped by poor health that they cannot even do this. As I have said before a pension is to the potentially capable blind a sound foundation on which to build, and to those who never can train, it is an untold blessing.

NEW ZEALAND BLIND PENSIONS

TABLE B

Earnings in Shillings	Flat Pension	Subsidy	Total	Earnings in Shillings	Flat Pension	Subsidy	Total
0	17/6	0	17/6	51	25/-		76/-
1	17/6	3	18/9	52	24/6		76/6
2	17/6	6	20/-	53	24/-		77/-
3	17/6	9	21/3	54	23/6		77/6
4	17/6	1/-	22/6	55	23/-		78/-
5	17/6	1/3	23/9	56	22/6		78/6
6	17/6	1/6	25/-	57	22/-		79/-
7	17/6	1/9	26/3	58	21/6		79/6
8	17/6	2/-	27/6	59	21/-		80/-
9	17/6	2/3	28/9	60	20/6		80/6
10	17/6	2/6	30/-	61	20/-		81/-
11	17/6	2/9	31/3	62	19/6		81/6
12	17/6	3/-	32/6	63	19/-		82/-
13	17/6	3/3	33/9	64	18/6		82/6
14	17/6	3/6	35/-	65	18/-		83/-
15	17/6	3/9	36/3	66	17/6		83/6
16	17/6	4/-	37/6	67	17/-		84/-
17	17/6	4/3	38/9	68	16/6		84/6
18	17/6	4/6	40/-	69	16/-		85/-
19	17/6	4/9	41/3	70	15/6		85/6
20	17/6	5/-	42/6	71	15/-		86/-
21	17/6	5/3	43/9	72	14/6		86/6
22	17/6	5/6	45/-	73	14/-		87/-
23	17/6	5/9	46/3	74	13/6		87/6
24	17/6	6/-	47/6	75	13/-		88/-
25	17/6	6/3	48/9	76	12/6		88/6
26	17/6	6/6	50/-	77	12/-		89/-
27	17/6	6/9	51/3	78	11/6		89/6
28	17/6	7/-	52/6	79	11/-		90/-
29	17/6	7/3	53/9	80	10/6		90/6
30	17/6	7/6	55/-	81	10/-		91/-
31	17/6	7/9	56/3	82	9/6		91/6
32	17/6	8/-	57/6	83	9/-		92/-
33	17/6	8/3	58/9	84	8/6		92/6
34	17/6	8/6	60/-	85	8/-		93/-
35	17/6	8/9	61/3	86	7/6		93/6
36	17/6	9/-	62/6	87	7/-		94/-
37	17/6	9/3	63/9	88	6/6		94/6
38	17/6	9/6	65/-	89	6/-		95/-
39	17/6	9/9	66/6	90	5/6		95/6
40	17/6	10/-	67/6	91	5/-		96/-
41	17/6	10/3	68/9	92	4/6		96/6
42	17/6	10/6	70/-	93	4/-		97/-
43	17/6	10/9	71/3	94	3/6		97/6
44	17/6	11/-	72/6	95	3/-		98/-
45		28/-	73/-	96	2/6		98/6
46		27/6	73/6	97	2/-		99/-
47		27/-	74/-	98	1/6		99/6
48		26/6	74/6	99	1/-		100/-
49		26/-	75/-	100	-/6		100/6
50		25/6	75/6	101	-/0		101/-



SESSION 1935

HOUSE OF COMMONS

STANDING COMMITTEE

ON

INDUSTRIAL AND INTERNATIONAL RELATIONS

MINUTES OF PROCEEDINGS AND EVIDENCE

(Pensions to Blind People Over 40 Years of Age)

No. ~~2~~—MARCH 1, 1935

WITNESSES:

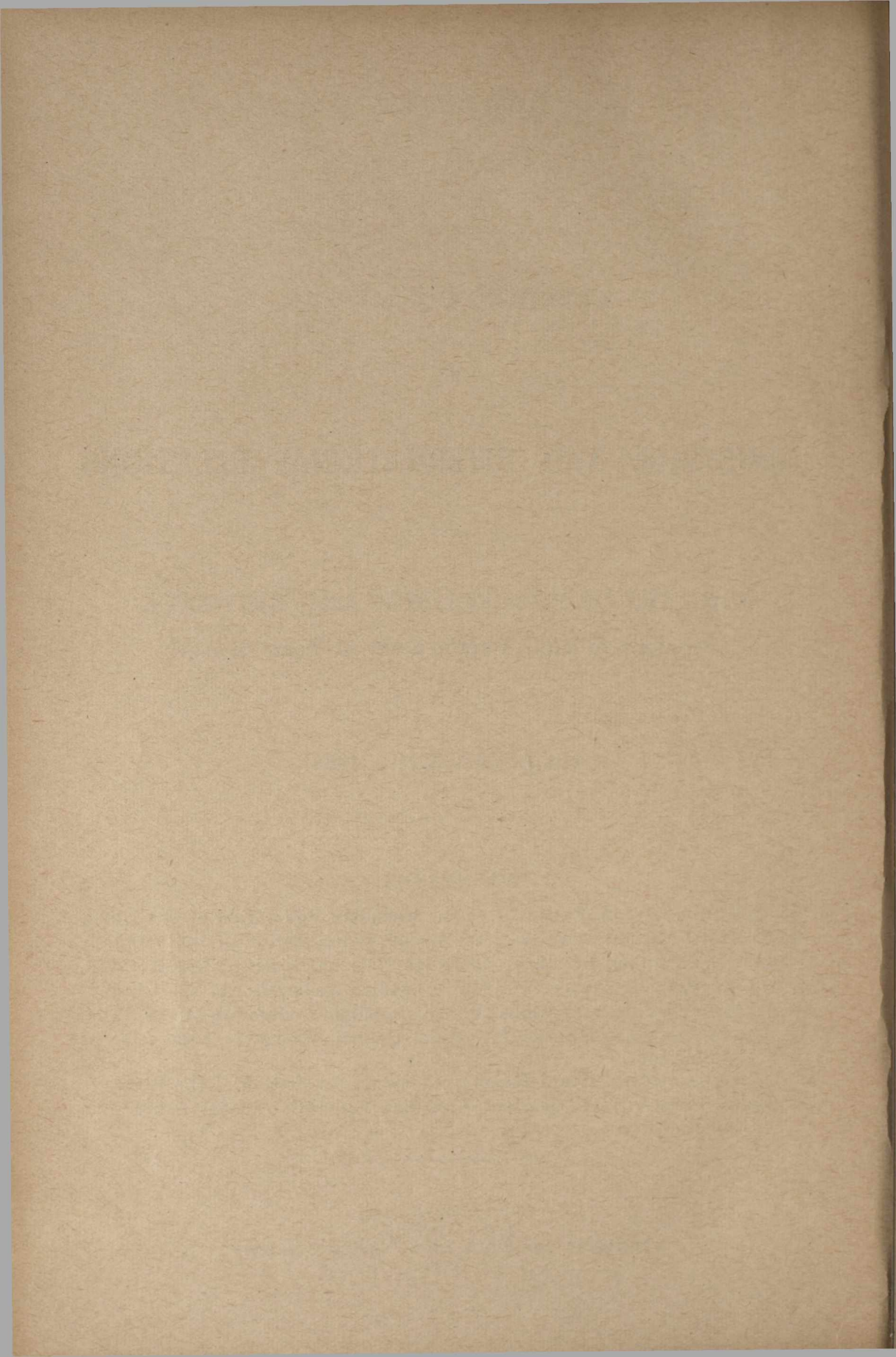
Mr. Philip E. Layton, President of the Canadian Federation of the Blind.
Mr. Gilbert Layton, Secretary of the Canadian Federation of the Blind.
Captain E. A. Baker, President, Canadian National Institute of the Blind.
J. A. Conley, Federal Vice-President, Canadian Federation of the Blind.
A. B. Howe, President Manitoba Branch, Canadian Federation of the Blind.
W. Gomm, Chairman Ontario Provincial Council, Canadian Federation of
the Blind.
J. T. Heggie, Federal Board Member, Canadian Federation of the Blind.
H. Smith, Federal Vice-President, Canadian Federation of the Blind.

OTTAWA

J. O. PATENAUDE

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1935



MINUTES OF PROCEEDINGS

FRIDAY, March 1, 1935.

The Standing Committee on Industrial and International Relations met this day at 11.30 a.m.

Mr. F. W. Turnbull, (presiding).

President: Messieurs Bell (St. Johns-Albert), Bourgeois, Bury, Ferland, Johnstone, MacNicol Macphail (Miss), McIntosh, Morand, Rennie, Reid, Stanley, Stitt (Selkirk), Turnbull, White (London), Woodsworth, Wright—(17).

The Chairman named the following Members as a sub-committee to prepare and submit a draft report for consideration at the next meeting, Messieurs Stitt (Selkirk), MacNicol, McIntosh, Turnbull, and Miss Macphail.

Mr. Gilbert Layton, Secretary of the Canadian Institute of the Blind, then introduced the following delegates to the committee.

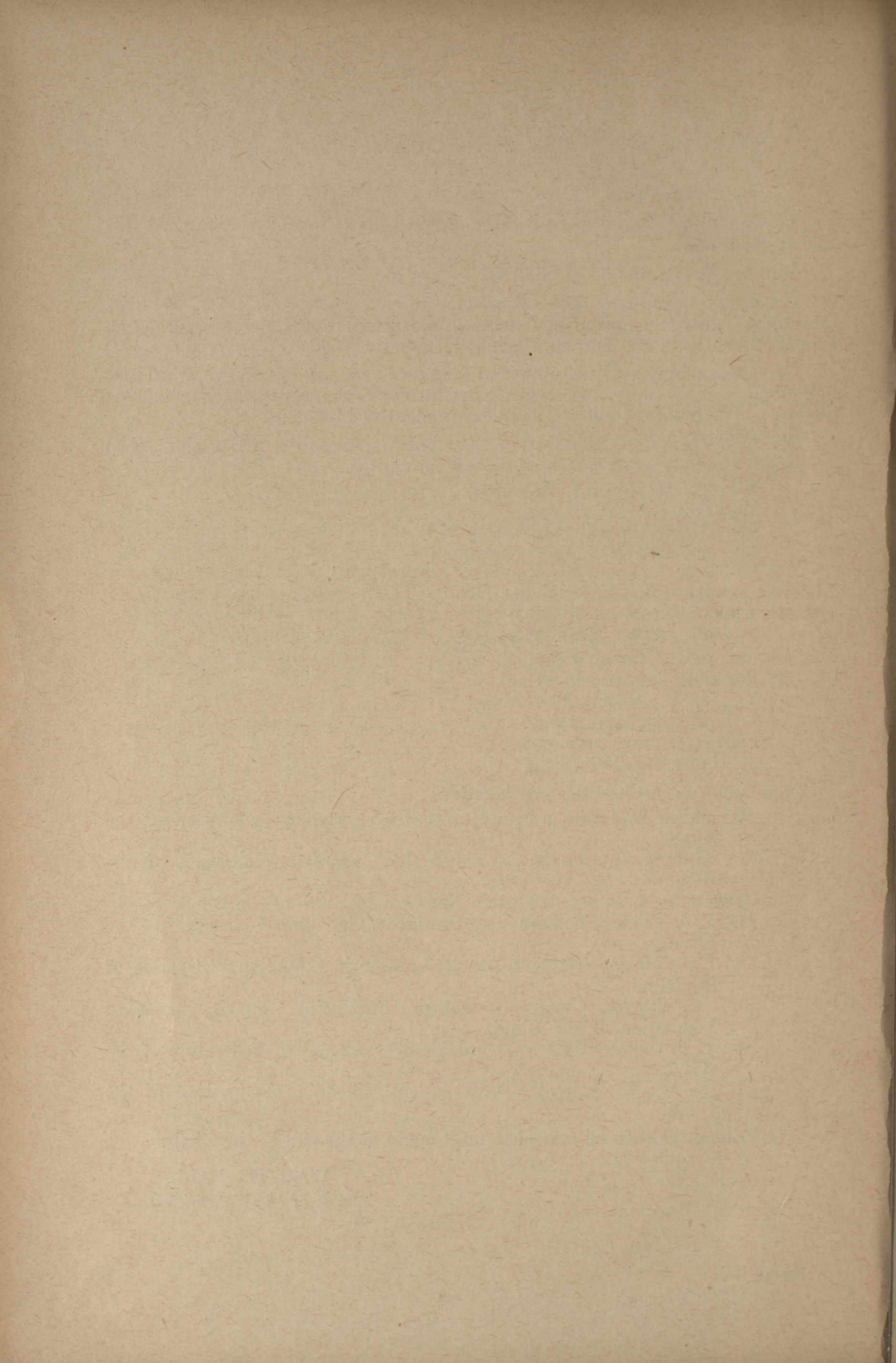
Mrs. Grace Howard, Hamilton,
Miss Grace Kight, Ottawa.
Mr. Harvey Smith, Saint John, N.B.,
Mr. and Mrs. Nicholson, Saskatoon,
Mr. Wm. Gomm, Toronto,
Mr. Jas. Clarkson, Toronto,
Mr. J. A. Conley, Regina,
Mr. Wm. Cliffe Smith, Winnipeg,
Mr. A. B. Howe, Winnipeg,
Philip E. Layton, Montreal,
Mrs. P. E. Layton, Montreal,
J. T. Heggie, Montreal,
Gilbert Layton, Montreal,
M. Hambourg, Montreal.

The following witnesses were heard:—

Mr. Philip E. Layton, President of the Canadian Federation of the Blind.
Mr. Gilbert Layton, Secretary of the Canadian Federation of the Blind.
Captain E. A. Baker, Canadian National Institute of the Blind.
Mr. J. A. Conley, Federal Vice President, Canadian Federation of the Blind.
Mr. A. B. Howe, President, Manitoba Branch, Canadian Federation of the Blind.
Mr. W. Gomm, Chairman, Ontario Provincial Council, Canadian Federation of the Blind.
Mr. J. T. Heggie, Federal Board Member, Canadian Federation of the Blind.
Mr. H. Smith, Federal Vice President, Canadian Federation of the Blind.

The Committee then adjourned to meet again at the call of the Chair.

WALTER HILL,
Clerk of the Committee.



MINUTES OF EVIDENCE

PARLIAMENT BUILDINGS, ROOM 429,

OTTAWA, March 1, 1935.

The Standing Committee on Industrial and International Relations met this day at 11.45 a.m., the Chairman, Mr. Turnbull, presiding.

The CHAIRMAN: Ladies and gentlemen, we are now ready to start our session. I understand that three or four of those who are attending a conference in Montreal expect to be with us this morning and address us very shortly. I have a number of letters, but I do not know whether you want them to be put on the record or not.

Miss MACPHAIL: Not unless they contain some information that will be useful to us.

The CHAIRMAN: No. They do not. I do not think there is anything to be gained by putting them on the record in detail.

Mr. MACNICOL: There are a number present who are associated with the Canadian National Institute of the Blind. There may be others associated with other bodies present but I have not seen them. I wonder if those representatives have any further information they would like to submit.

The CHAIRMAN: I was going to ask that. If none of the new witnesses are present, others might like to speak.

Mr. MYERS: We will present to you to-day Dr. John A. Macdonald, superintendent of the Quebec division of the Canadian National Institute for the Blind, and Captain E. A. Baker is here also.

The CHAIRMAN: Do those gentlemen wish to be heard?

Captain E. A. BAKER: We had not intended to make any further representations this morning but rather to place ourselves at the disposal of this committee in case any question might be raised, because I understand that you are convened especially to-day to hear representatives who are coming from the Canadian Federation of the Blind, and we are here to answer any questions that might be asked.

The CHAIRMAN: Would you be prepared to give us an estimate of the cost of this scheme if it is applied to persons between forty and seventy years of age?

Captain BAKER: In that respect we did in our submission endeavour to the best of our ability to give you as close an estimate as possible of everything that would be due for consideration. Now, of course, not knowing what might be the basic pension rate under the conditions we could not make an estimate. For instance, we do not know at the moment just what definition of blindness you are going to apply. We did endeavour to point out the various classifications. Again, we do not know what restrictions might be applied with reference to residence and such things, so we were not in a position to compute without knowing those unknown factors.

Miss MACPHAIL: You were making the need clear.

Captain BAKER: We were, Mr. Chairman and gentlemen, presenting the factor as it would unfold itself to us through our sixteen years experience in working for the blind and bringing out that information as we see it—information which this committee should have when considering the subject so

that they might approach this definite information from various angles. Now, beyond that we have not stipulated anything, sir, because that is a matter of discussion.

The CHAIRMAN: I have read the evidence that was given last week rather hurriedly as I was not present. With your specialized knowledge of the blind would you say there should be any difference made in the amount of pension between what is awarded to blind people, say, and what is awarded under the Old Age Pension Act?

Captain BAKER: There is this point, Mr. Chairman, that it is acknowledged the world over that the average blind person cannot live as well on a given sum of money as his average sighted fellow because he has certain expenses which arise on account of his blindness and certain inhibitions; therefore, that has been recognized in certain countries where special provision has been made. I know that in New Zealand the Old Age Pension rate is 15 shillings a week; in the case of the blind, however, that amount was augmented by 2s. 6d. making 17s. 6d. a week which was recognized as representing the increased cost of living to maintain the same standard of living.

Mr. McINTOSH: You think the rate for Old Age pensions in Canada, though, would be an unsatisfactory pension, do you not, Captain?

Captain BAKER: Well, you must remember, sir, that the old age pension rate in Canada was designed to meet the needs of comparatively inactive persons, whereas your blind people under that age are more active—that is from an age standpoint as a rule—and have more responsibility; and it is just a question whether some augmentation might be considered.

Mr. WOODSWORTH: On the other hand, there is this point to consider that in the case of certain very elderly people who come under the Old Age Pension Act they might require special care.

Miss MACPHAIL: They could not get it on \$20 a month.

Mr. WOODSWORTH: Which they could not get on \$20 a month.

Captain BAKER: That is quite true, sir; but, on the other hand, the group of the blind whom we are suggesting for this consideration put in a large part of their existence not only under extra care but they have illnesses requiring special care just as in the case of old age.

The CHAIRMAN: Would permission to earn more than \$125 a year in addition to the pension such as is allowed under the Old Age Pension Act be of any advantage to the blind persons?

Captain BAKER: It would, undoubtedly, be an advantage to a considerable group who might be assisted in one way or another to earn that addition and thus help them to a better standard of living and compensate them in some respects for their other disabilities.

Mr. ESLING: Reverting to the question of the committee dealing with this reference my suggestion is that you will not get anywhere or have equal advantages by an amendment of the Old Age Pensions Act. We must necessarily have a new Act for the reason that all the provinces do not administer the Old Age Pensions Act; therefore, if you made an amendment to the Old Age Pensions Act the blind in those provinces in which it is not recognized would be at a great disadvantage. Now, I have gone into this matter in considerable detail and my conclusion is that the amount necessary would be about \$1,000,000 per year; and when you consider how readily we appropriate funds for public buildings and so on which are merely for the satisfaction of a community or which are perhaps very limited in their scope and then consider the many disadvantages which the sightless have to face it is really not unreasonable to ask this federal government to provide in a new Act ample facilities or ample assistance for the sightless in every province—not in any one particular province.

The CHAIRMAN: Strictly speaking, perhaps, what you have to say may be outside the reference; but on a straight question of the reference which is, "That in the opinion of this House the provisions of the Old Age Pensions Act should apply"—if you were in a position to answer yes or no to that resolution what would be your answer?

Mr. ESLING: My answer would be that the committee could very readily add the rider that provision should apply under a new Act and the recommendation be accepted in the way of a new Act, a separate Act.

Miss MACPHAIL: How many provinces are now without old age pensions?

The CHAIRMAN: Quebec and New Brunswick.

Mr. MACNICOL: It certainly would be unfair to leave out New Brunswick and Quebec.

Mr. ESLING: You would be in precisely the same position if there were an amendment to the Old Age Pensions Act; the acceptance of that amendment would have to be by each separate province. You could not amend the Old Age Pensions Act and put it to the provinces and say, "here, we will put this amendment in for additional assistance to the blind" unless each province accepted it just as they did the original Act.

The CHAIRMAN: I think I agree with you on that, Mr. Esling.

Mr. BURY: That, Mr. Chairman, would be until the time when the government assumes the 25 per cent that is still resting on the provinces and the municipalities.

The CHAIRMAN: In addition to the administration of the Act it matters not from the constitutional standpoint whether the Dominion government pays 75 per cent or 100 per cent as long as they have no power to administer the Act by provinces.

Mr. REID: May I point out that the minister suggested that it might be done by a new Act.

Miss MACPHAIL: I think the main thing is to do something about it this year. Governments or parliaments have a way of following on to better things if you can only get a precedent established; but if you cannot get an Act for the blind then I would say it would be better to amend the Old Age Pensions Act than to do nothing at all. I think there would be no doubt about the provinces accepting it.

The CHAIRMAN: If the resolution had been broader in its terms, either by amendment to the present Old Age Pensions Act or by a new Act, that solution would be open to us. I am doubtful whether it comes within the reference.

Miss MACPHAIL: If we have to stay with the order of reference all we can decide is whether or not Old Age Pensions will include the blind at forty years of age.

Mr. WOODSWORTH: It seems to me not only desirable to stay within the order of reference but essential to do so. Further may I suggest to Mr. Esling that the same objections from a constitutional standpoint would apply exactly to a separate Bill as would apply to the administration of the Old Age Pensions Act.

Mr. ESLING: Was any exception taken to the constitutionality of the Old Age Pensions Act?

Mr. WOODSWORTH: No. We got around it by having the consent of each province. The provinces entered into a contract with the government to accept the Dominion government's pensions within the province. Now, it strikes me that if a province would object to accepting the provisions of the Old Age Pensions Act it might also object to accepting provisions for the blind.

Mr. ESLING: I do not think that any province would humiliate itself by objecting to the administration of an Act for which the government supplies the

funds. The only objection the provinces have is when they have to take money from their own treasury.

Mr. REID: I think it is not good business for us to stick too closely to the exact wording of the resolution; I think the committee should come to an opinion whether the principles involved of giving assistance to the blind are acceptable and leave the working out of it to the committee or to the government.

Mr. McINTOSH: Have we power to go beyond the reference?

The CHAIRMAN: I do not think so.

Mr. BURY: Would we not get over the difficulty by giving an answer to the specific terms of the reference—would we not keep within the reference in form by giving an answer to the matter that is submitted to us by adding that while we are in favour of an amendment to the Old Age Pensions Act for this purpose we favour it only in the event of the government not passing a bill, a special act, and that in our opinion a special act would be the better way. You could add a rider to your reply or to your report on the reference as a sort of conditional approval if the other proposition is not possible.

The CHAIRMAN: I think the sub-committee might consider that view. With regard to our ability to depart from the reference, section 634 of Beauchesne's Parliamentary Rules and Form, page 188, says this:—

A committee is bound by, and is not at liberty to depart from, the order of reference.

Mr. BURY: We are not departing from it. We are merely saying: This is our reply to the order of reference, but we do not want you to understand it is our absolute opinion of what is the best. We simply suggest there is an alternative, if nothing else can be done.

Miss MACPHAIL: I like that.

Mr. McINTOSH: The suggestion is beyond the boundary of the reference.

Hon. Dr. MORAND: Section 621 reads as follows:—

A committee can only consider those matters which have been committed to it by the House. If it be desirable that other matters should also be considered, an instruction is given by the House, to empower the committee to entertain them.

Mr. McINTOSH: You cannot go beyond your order of reference.

Mr. MACNICOL: Could we consider the terms of the report to-day and ask the House to widen the scope of the inquiry?

Miss MACPHAIL: That is often done.

The CHAIRMAN: I think perhaps it would be well to leave the matter to the sub-committee, and after their discussions, if they think the powers should be enlarged, we can say so in our report, and ask to have the reference enlarged.

Mr. MACNICOL: I should like to obtain some information for the sub-committee to make out its report as to the cost of awarding pensions to the blind. Captain Baker a moment ago said something about the definition of blind. Are there definitions specifying who are to be considered as blind?

The CHAIRMAN: I think that is referred to.

Mr. MACNICOL: In the submission the other day, Captain Baker stated that there are 2,614 eligible for pensions. Now, I should like to ascertain if those 2,614 come under the definition of those who are considered blind, namely those who cannot read writing at a foot away or who cannot see an apple or any other object two feet away.

The CHAIRMAN: I think Captain Baker's submission covers that fairly closely. That is my recollection from the hasty reading of it.

Mr. MACNICHOLL: Then are we to consider that 2,614 is the number?

The CHAIRMAN: I think we can base our report on that. I understand that those who wish to appear before the committee this morning are now present.

Mr. REID: May I ask Mr. Layton a question: In the National association throughout the country, do you take in those who are totally blind or is there any degree of blindness?

Mr. GILBERT LAYTON: No; we take in a group of what you might call partially blind people for employment. They are used in various capacities in our factories.

Mr. MACNICOL: Is there any record of the number of people who are called stone blind?

Mr. GILBERT LAYTON: Captain Baker can answer that better than I can, sir.

Captain BAKER: Yes; I think it shows up in our age classification. In any case, approximately two-thirds of the total number, or just a little over two-thirds of the total number would be so classed.

The CHAIRMAN: Now, the witnesses and a number of the delegates are here from Montreal.

Mr. MCINTOSH: Who are the witnesses we are to have here to-day?

The CHAIRMAN: I am going to ask Mr. Layton to tell us who they are.

Mr. GILBERT LAYTON: I will give you that directly, sir. We have five witnesses here representing various branches of the Canadian Federation of the Blind. I will introduce these in rotation subsequently. Mr. Joseph Beaubien, representing the French Canadian Association of the Blind, was to be with us to-day, but I have just been handed a telegram addressed to Mr. P. E. Layton, president, Canadian Federation of the Blind, Chateau Laurier or Parliament Buildings, Ottawa, and reading as follows:—

Exceedingly regret cannot be with you as promised. Heartily endorse your noble work for the blind. Hope you will obtain pension.

(Signed) JOSEPH BEAUBIEN,

President, Association Canadienne-Francaise des Aveugles Inc.

The CHAIRMAN: Who is your first witness?

Mr. GILBERT LAYTON: Mr. J. T. Heggie, principal of the school of the Montreal Association of the Blind, M.A., Edinburgh University, will make the first presentation in the name of the Canadian Federation of the Blind, and he will read his presentation in Braille.

Mr. J. T. HEGGIE:

MR. CHAIRMAN, LADIES AND GENTLEMEN:

The Canadian Federation of the Blind was founded and organized in Montreal in 1926 with the chief objects of protecting the interests of the blind in all parts of Canada and to endeavour to secure Federal Pensions for the blind. There are now twelve branches of the Federation doing active work in twelve leading cities of Canada.

We deeply appreciate the opportunity of coming before this Committee to furnish information concerning the necessitous blind of Canada. The members of our delegation are representative of various sections of the country, and may fairly claim to have an intimate knowledge of the welfare of their sightless fellows.

It has been the primary aim of the Canadian Federation of the Blind and Affiliate Societies since their inception, to urge the Government to introduce legislation granting pensions to the necessitous and unemployable blind, and we rejoice that the matter has been referred to this Committee.

There is no group in society more sorely handicapped than the blind, and invariably, blindness is accompanied by extreme poverty. The urgent need of

the blind is almost universally admitted, and the real difficulty is to find an effective solution to the problem, having regard to the best interests of the blind themselves, and a due sense of proportion.

In most of the civilized countries of the world, legislation has been enacted providing pensions for their necessitous blind and, no doubt, this Committee in preparing a report will be guided in some measure by the legislation and subsequent experience of other countries.

As has been pointed out in previous representations to this Committee, legislation within other parts of the British Empire varies to a considerable degree. In New Zealand pensions are given to the blind at as early an age as 20. In Australia, the age limit is 16. In the Irish Free State pensions are paid to the sightless at the age of 30. In practically every State of the United States that has blind relief laws the age limit is 21.

The Canadian Federation of the Blind would like to table with this Committee a booklet prepared and published by the American Foundation for the Blind Inc. entitled "Blind Relief Laws—Their Theory and Practice," by Robert B. Irwin and Evelyn C. McKay. In this publication will be found many instructive and constructive ideas on the treatment by blind relief laws of the sightless population immediately to our south—many of whom live under greatly similar conditions to those obtaining in Canada.

It is maintained by many so-called efficiency experts that on reaching the age of 40 a man's economic and industrial usefulness begins to decline, and at the present time, many unemployed men of 40 experience great difficulty in securing work.

In Dr. I. D. Cotnam's motion regarding pensions for the blind, the age of 40 was suggested tentatively, but whatever age is decided upon by the government, we urge that special consideration should be given to the unemployable blind at all periods of life.

Some difficulty may be experienced in arriving at a satisfactory definition of blindness, as no general definition has yet been devised which is altogether adequate. The British definition "so blind as to be unable to perform any work for which eyesight is essential" allows much elasticity, and on the other hand, the purely technical definition based on the readings of the Snellen chart is too narrow. A suitable combination of both these definitions would perhaps meet the case. In any event, blind persons claiming State assistance should be certified as blind by duly qualified ophthalmic surgeons. This is the case in Scotland where special eye clinics have been established for the purpose.

It may be expedient for purposes of administration to enact legislation granting pensions to the blind at an earlier age by an amendment to the Old Age Pension Act, but if possible, the blind of Canada would prefer a separate bill, and to secure uniformity that it should be a federal measure.

The Canadian Federation of the Blind feels that this Committee should bear in mind the following points in preparing their report for the House of Commons:—

That any pensions should be paid to all needy or unemployable blind with or without age limitations.

That those blind persons eligible to receive such government payments shall have the privilege of earning or receiving other income to a reasonably generous amount before any deductions are made. (This will encourage industry among recipients.)

That the pensions should be completely administered and paid by Government officials.

That proper Government facilities for making accurate investigation and eye examinations should be set up.

That facilities for the taking of prompt action on all applications should be provided for.

That the term "blind" should be clearly defined and that such definition should be sufficiently elastic to enable proper administration of any Act designed to help the blind.

* * * * *

This presentation has been prepared by this Organization in order that Members of this Committee may be fully aware of the needs of all classes of the blind community of this Dominion. Following speakers will speak on conditions that are prevalent in their respective Provinces. Naturally the Federation would like to see legislation enacted to meet every class and condition but it is fully aware of the present financial stringency and the tremendous amount of money that is required by the Government to meet its current obligations. Therefore this delegation wishes to leave the question of amount and age classifications entirely to the generosity of and to the ability of the Government to meet the necessary added financial burden.

The hope and prayer of the poor destitute blind of Canada is that this Committee on Industrial and International Relations will do everything within its power to bring in a speedy favourable report that will enable the Government to bring down at this Session whatever legislation it deems advisable in the best interests of the blind in all parts of the country.

Respectfully submitted,

CANADIAN FEDERATION OF THE BLIND.

Mr. MACNICOL: May I ask one or two questions before the witness leaves?

The CHAIRMAN: Yes. I was going to say that you might make them as brief as possible, because Mr. Layton says we have four other witnesses, and time is going rapidly.

By Mr. MacNicol:

Q. In states like Australia and New Zealand where the age limit is, as your report sets out, down as low as to sixteen years, has that lowering of the age affected the ambition of those who receive pensions? Has it affected the ambition of the young folks to aspire, as you have aspired, to accomplish something, or as Captain Baker has aspired and has accomplished very wonderful work too? I have been wondering if the lowering of the age limit below what the reference asks for would have the effect of deteriorating the ambition and the incentive of the young blind to aspire, to achieve?—A. I don't think it would in most cases, sir.

Q. You mentioned something about states in the United States having blind laws. Have you the names of the states that have blind laws in operation?

The CHAIRMAN: There is a book filed here with the committee as part of the submission, that has all that information about the blind relief laws, or I presume it has.

The WITNESS: There is everything in it.

By Mr. MacNicol:

Q. Just one other question. You referred on page 3 to an extension of the number that would be otherwise included under readings of the Snellen Chart. Have you any actual number to suggest?—A. You mean the population of the blind?

Q. My question is based on the statement made by Captain Baker at the last meeting, that 2,614 would be eligible to receive pensions according to the definition of the blind based on the Snellen Chart. On page 3 you refer to widening that out. How many more would be included over the 2,614, to con-

form with the suggestion you make on page 3?—A. There would not be any more included. I suggested that we might probably have a better definition.

Q. Do you think 2,614 would fairly cover the number that are eligible? —A. I fancy it would be under 3,000 anyhow.

By Mr. McIntosh:

Q. I have on brief question to ask. In that 2,614, the number of the blind in Canada and to whom pensions would be applied under this resolution if the government were to act on it, would those blind who are well to do and do not need assistance, be included?

Mr. PHILIP LAYTON: No.

The WITNESS: No, sir. I fancy the government would fix the means limit.

The CHAIRMAN: I think 2,614 is the number arrived at after deducting those who are able to take care of themselves.

Miss MACPHAIL: There are approximately 8,000 blind in Canada.

The CHAIRMAN: All right, Mr. Heggie, thank you. Who is the next witness, Mr. Layton?

Witness retired.

Mr. GILBERT LAYTON: I want now to introduce Mr. J. A. Conley, who is first federal vice president of the Canadian Federation of the Blind, and president of the Regina branch of the Canadian Federation of the Blind. With your permission, Mr. Conley will just stand at his chair and make his presentation.

Mr. J. A. CONLEY called:

Mr. Chairman, ladies and gentlemen: I wish to take this opportunity on behalf of the Canadian Federation of the Blind, to thank Dr. Cotnam who introduced a resolution *re* pensions for the blind, and those who so loyally supported it. We, the sightless citizens of Canada, have every right to be encouraged in the attitude shown in the House of Commons, when this measure was introduced, and we hope and pray that the Rt. Hon. R. B. Bennett will include it in his reform program. We in Saskatchewan are particularly proud of F. W. Turnbull, M.P. for Regina, as the chairman of this committee. Saskatchewan was the last province to link up its force with the Canadian Federation of the Blind.

The Canadian Federation of the Blind is a fraternal, protective, reformist association. The object is to unite the blind in a brotherhood, to promote in every lawful way their social and economic welfare, and to urge upon all municipal, provincial and federal governments the necessity of state aid.

Needless to say, Mr. Chairman, this committee is in possession of all the statistics pointing out to you the number of blind persons in our Dominion; and our worthy president, Mr. Philip E. Layton, has shown you the great necessity for a pension for the blind. We simply endorse all that which has been said.

The Federation speaks as a voice crying in the wilderness, or in other words we are speaking the sentiments of our blind citizens. Conditions in our province are similar to those of other provinces. The need of state aid is just as essential as elsewhere.

We have in our province approximately 700 blind persons. I would like to draw your attention to the fact that 65 per cent of the blind have lost their sight after the age of 35, and that less than 5 per cent are self-supporting. You will agree with me that their earning powers have been greatly reduced through this great affliction. I might also say that in every case, men or women when confronted with the problem of losing their eyesight, will spend

their last nickel in trying to prevent it—and rightly so—thus coupling blindness and poverty; it is nothing short of calamity. In many cases it is the bread winner or the home maker who is stricken. But the loss of eyesight has not necessarily removed that human love of independence that is so dear to us Canadians; and I am of the opinion that the restoration of this independence can be more adequately accomplished by the aid of the pension than by any other means, so that we might stand shoulder to shoulder in many walks of life with our sighted fellow men. Charity is a word from which most blind people will shrink, Mr. Chairman. It is not charity we want, but a chance to make good; and I feel sure that if we are given this pension or chance, we will rise to the occasion and make our statesmen, who have it in their power to grant it, justly proud of us; in other words, making assets out of liabilities.

The 7,000 blind people in our Dominion might be called a national calamity and should be called a national responsibility. We are of the opinion that a pension for the blind is a most logical solution to a vexed and human problem.

Finally, we have every reason to believe that this committee will deal justly with the problems that we have endeavoured to place before them, and that the unborn blind of our Dominion may be able to rise up and call them blessed.

Mr. MACNICOL: I think it would only be fair to say right now, in reference to the opening remarks of the gentleman who has just spoken and his very well deserved compliment to Dr. Cotnam and those who spoke in the House, that all members of the House and all parties in the House were sympathetic to the Cotnam resolution. The silence of a great number of the members only indicated a sympathetic desire to hurry the resolution to the committee for consideration. The very fact that many did not speak on it is not any indication that they were not in sympathy with it.

The CHAIRMAN: I think everybody agrees with that.

Mr. GILBERT LAYTON: Our next witness is Arthur Burnett Howe, president of the Manitoba branch of Canadian Federation of the Blind. He will also speak from where he is sitting.

Mr. ARTHUR B. HOWE, called.

Mr. Chairman, ladies and gentlemen. I think I will take my glasses off. I do not think that will give me any vision, but you will be able to see my countenance. I think there is so much language on the face. Such language is from me forever, until I die, like so many other things, so many opportunities, which go when blindness comes.

I would like to begin in this way: I want to express gratitude to Dr. Cotnam for bringing up the question of state aid for the blind on the floor of the House. I also want to express gratitude on behalf of the blind in Manitoba for the sympathetic way in which Dr. Cotnam's resolution was received; because my mind goes back to a well filled room in the city of Winnipeg where the blind people, their hopes raised, put their hands together at every speech that was made in the House and which was read to them, speeches of sixteen members who spoke in favour of Dr. Cotnam's suggestion to the House.

The blind, to-day, are inspired with great encouragement; they are inspired with great hopes; and I pray to God that those hopes will not be dashed to the ground as they have been on many previous occasions. Some four years ago, in writing a small article for the local press in Manitoba, I said, "How long, how long, O Lord, will the blind people beg and pray to deaf ears for justice?"

Fifteen years ago I realized that the small percentage of vision that I retained at that time was shortly to leave me, that I was shortly to become a real blind man who could not tell a one dollar bill from a two. So, shortly after that, in 1921, I became actively interested in the welfare of blind people. I felt

that I belonged to the kingdom of the blind. I became associated with a social club in the city of Winnipeg known as "The Light in Darkness" club, and in the year 1921 this little group of people formed the first committee to deal specifically with organizing a movement across Canada to bring state aid in the form of pensions for the blind. This movement has grown, many blind people have participated in its efforts. The movement has stretched across Canada and they are very greatly encouraged at the present time. During the entire fifteen years in which I have been actively interested in this work, in all matters relating to the welfare of the blind across Canada, I have met blind people in poverty, in private homes, in hospitals, in sanitariums, in workshops and in schools; I have sought them out because I had the feeling that I belonged to them and they belonged to me. Remember, ladies and gentlemen, these people are your brothers, they are your sisters; their charge is given to you.

What did I find across Canada? I am so blind, and yet I see so much. Sometimes my eyes are in my finger tips. Sometimes, as I said to my friend with laughter this morning, sometimes my eyes are at the end of my tongue; but as I went across Canada I saw just as clearly as you can see. The one thing which I saw right across Canada was that with blindness you find poverty, great poverty, they are linked together making the lives of blind people a tragedy that many times I am sorry to say ends in suicide—we had one such case just recently in Winnipeg, and these cases have to be hushed up, so serious is the situation across Canada.

Now, there has been a great deal done for the blind in Canada. We have a voluntary agency which has been doing great work. The Grey Nuns of the province of Quebec pioneered in the early days; and later the institution that has stretched across Canada which has done a pioneer work. But, ladies and gentlemen, I want to leave this firm in your mind, that it is a cruel thing to-day for the government of Canada to allow the responsibility of caring for the blind solely with voluntary agencies; that day must be gone forever, it is a crime if we do not recognize that. The voluntary agencies, some of whom have appeared before you, have all admitted that the situation is now impossible; they are absolutely inadequate to meet the situation. Even if pensions for the blind are granted by parliament there will still be plenty of room left in which the voluntary agencies can work, and they will have plenty of work. But remember, we are living in a world that is changing, and changing fast. It is difficult to-day to sell products made by the blind, because people question you; they say, why should a blind man work—true, it helps to keep them occupied. Other people say, well if the blind don't work they will go crazy and you will find them in the asylum. What about 95 per cent of the blind in Canada who can't find a job, or can't find anyone to work for; are they in the asylum? No. A blind man is just the same as a sighted man in every respect, only he has lost his sense of eyesight; he can think, he can feel, he is just as human as you people here, brothers and sisters—just as human. The greatest thing that can be given to the blind in Canada to-day is a measure of state aid in the form of pensions. Some of the blind people have differed in their opinion in the past as to age and amounts and all that kind of thing, and qualifications; but now the blind people have set this government an example, we have learned to agree together, and we are working in harmony to-day across Canada. We have established co-operation between various agencies; and I want to say in so doing the Canadian Federation of the Blind since its inception in 1926 has played a conspicuous part in bringing that harmony about.

Now, gentlemen, I know the time is precious and that I am only supposed to speak for a certain length of time; therefore, I cannot go into all the details I would like. I could tell you of tragedies of recent date that would bring tears to your eyes. As for my wife and I we have laughed and we have wept with the blind. I have been able to rise above my affliction. It has been said in evidence that when blindness comes to a man late in life, after he has always lived in a

sighted world, it is difficult for him to surmount his handicap and adapt himself to living in a world of darkness, that it is hard for him to rise, and he sinks into despair. We have seen a lot of these blind people sitting in their homes away back in a corner, and it has been hard indeed to arouse their interest. But one thing I can tell you, we know our problem; we should know our problem because we live it, we are living through it, and we can speak. That is why the Canadian Federation of the Blind was organized, friends; so that the blind people may tell their story, so that they might speak to the people; so that they might not be pressed back like the man who wanted to go to New York and the crowd kept saying, keep clear, keep clear. They are always saying that to the blind, they have been for years and years and years. The blind wanted to get their views to the government, they wanted to get their views to the public, and public opinion is aroused to-day, the government is behind this movement.

I want to say one other word on another point, and I would not like to finish unless I just refer to this—not mentioning age, and not mentioning any amount that should be given—

The CHAIRMAN: Mr. Howe, may I interrupt you? Be very brief, because there are at least two or three to speak after you, and if you keep on very much longer they will not be able to speak before we have to adjourn.

The WITNESS: I want to speak just about this one phase; that, we educate our blind people. What do we educate them for, to starve, to go on the care of relatives? When the blind leave school what happens to them? True, provincial governments care for the education of the child until the age of 21, but what then? That is a great problem. It is the problem which our young blind people face when they leave school. Take industry, is there any room for them there?

In concluding, Mr. Chairman ladies and gentlemen, I want to say this: that the hopes of the blind people across Canada have been raised to a high pitch. At the present time they are watching you, public opinion has been aroused and they are watching you. Do not discourage our blind people again. Do not dash their hopes down, let us see that the efforts that have been made on behalf of the blind through all these years bears fruit. I can assure you that the blind people will take heart if you can work out a form of state aid such as we ask; and if you do that, God will bless you.

Witness retired.

WILLIAM GOMM, called.

Mr. GILBERT LAYTON: The next witness we wish to present is Mr. William Gomm of Toronto, who is chairman of the Ontario Provincial Executive of the Canadian Federation of the Blind.

The Witness:

I am very happy to have this opportunity of speaking for the first time to this committee. Not long ago I had occasion to wait upon the Ontario Provincial government and remarked at that time that it was my fourth visit. I feel sure, Ladies and Gentlemen, from indications that have been given to me, that I shall not have a similar experience with regard to the present question. The debate on Dr. Cotnam's resolution in the house clearly indicated that this measure is one that is received by all persons and parties with the greatest degree of sympathy. I feel, however, that it would be of advantage to you to know something of the conditions that prevail in Ontario.

Through the Canadian Federation of the Blind we recently inserted advertisements in thirteen daily newspapers which covered a wide area of distribution, asking blind persons or their friends to write us and let us know

if they were receiving any financial or other aid from blind or other organizations for the blind. I may say, ladies and gentlemen, that in forty-five cases the answer was that the writer received nothing at all from any organization for the blind. Existing institutions have undoubtedly done good work but they are overwhelmed with the number of added calls during the depression.

There was a case brought to my attention recently of a man in Simcoe who is blind. His sister was keeping the home together and maintaining both him and another sister who was also blind. I was informed that they had applied to blind organizations for assistance but were told that no funds were available to help their particular case and it was suggested to them that they should apply to their municipality for relief. You can readily see what a hardship and humiliation this is and in addition the delay caused meant constant suffering to these particular parties.

The blind naturally are very happy. It takes very little to cheer them up, but when they are dependent on relatives or others for their support, if a personal family question arises and a quarrel ensues often the dependent member is the victimized person. If sufficient state aid were given to him, not as charity but as a pension, it would enable the blind in many cases to at least pay for their board and lodging and give them a measure of independence that would ensure their happiness.

As has been previously stated those whom I represent are leaving the question of amount and ages entirely to the generosity of our Dominion legislators, knowing full well that their sympathetic interest will compel them to do all that is within their power.

I thank you for your kind attention during this presentation.

Witness retired.

Mr. GILBERT LAYTON: We will now hear from Mr. Harvey Smith, federal vice president and president of the Saint John branch of the Canadian Federation of the Blind.

HARVEY SMITH, called.

Mr. Chairman, ladies and gentlemen; it pleases me very much to have the privilege of speaking to you on this occasion, especially for the purpose of speaking on behalf of the blind in the Maritime provinces whom I represent.

As a representative of the Maritime Provinces and a resident of Saint John, N.B., for many years, I am glad of this opportunity to speak on behalf of the needy and unemployable blind of this part of Canada.

Conditions have drastically changed during the past few years. Everywhere there are thousands of sighted unemployed, but the blind have been even more severely hurt by conditions of the depression and other outside causes. The radio, while it is a source of infinite pleasure and enjoyment to the sightless community, has tended to decrease the employability of a large group of blind persons. The teaching of music, playing of church organs and especially piano tuning have been almost completely eliminated as a means of providing a livelihood for the sightless. This class of well educated and well trained blind citizen accustomed to live comfortably and reasonably well, are now dependent on private charity or public relief or are placed in homes in order to exist. Some of the news vendors in Saint John working fourteen and fifteen hours per day are earning as little as two or three dollars per week.

There was a case brought to my attention just before I left to attend the convention in Montreal. A young man, 26 years old, some time ago while working in a tailor's shop had a bale of cloth fall off a shelf and strike him in the eye. This eventually caused him to become totally blind. He was placed on Workmen's Compensation for a period of thirty-five weeks. Since August,

1934, nothing has been done for this young man. Our branch of the Federation is taking up his case and are endeavouring to have adequate compensation made for the disability which was entirely through accident and through no fault of his own. This young man is most depressed and has expressed thoughts of suicide.

I have had numerous other said appeals during the past few years. Conditions are unusually hard on the blind in the maritimes, as last year the workshop operated by the Canadian National Institute for the Blind in Halifax, was completely shut down. A few of the workmen were moved to Toronto, while others were taken care of in a small way by some form of relief or other.

The existing organizations for the blind, particularly the Canadian Federation of the Blind and the Canadian National Institute for the Blind, cannot begin to meet the needs of the situation. It demands the attention of the state and therefore, I humbly approach this committee and appeal to them, not asking for any set amount or for any particular age or classification, leaving the whole question entirely in the hands of the government and trust that they will make generous provision for the sightless of Canada. They cannot begin to compete with the needs of the blind.

Therefore, that is why we are asking for some state aid from the government. We are not asking for any set wage or age or classification. We will leave that all to your judgment. We do pray and hope that you will place yourselves in our position when considering this matter. Tomorrow you might be as we are; you cannot tell; strange things happen overnight, and I do pray to God that those of you who have your full scope of physical vision shall continue so to the end of your time. Try to realize what such a calamity means, facing such a dark world as we have to travel in. I hope that your lives will be bright, and I am sure you will give full consideration to this slight remuneration for which we ask. In Saint John we have sixteen blind people, some are young. There are people who are looking after the blind but cannot meet the needs imposed upon them. Look at the seamen who are receiving relief. The blind have been known to you for years, but it is only now that we are asking for relief. If the sighted persons cannot get work and remuneration you may be sure that the blind who cannot get work at all ought to receive consideration. So I ask you, please, for your own sake to do this thing. It will stand in commemoration of the kind act you have done. It will live in history, although you may not even live to hear of it. As I say, tomorrow you may die. You will be doing this for those who need your help.

The CHAIRMAN: Thank you, Mr. Smith. That concludes the evidence of the Canadian Federation, unless members of the committee have any further questions they want to ask.

Mr. GOMM: We have not dealt in any figures or statistics. They have been well presented in the submission of the Canadian National Institute. We have tried to point out to you the needs.

Mr. MACNICOL: The second last witness said he had interviewed the Prime Minister of this province. Which Prime Minister?

Mr. GOMM: The Prime Minister of Ontario.

Mr. MACNICOL: How long ago was that?

Mr. GOMM: I could not tell you that. I do not believe it is the present Prime Minister. It is not the present Prime Minister, no. Pardon me if I gave a wrong impression; it was not Mr. Hepburn.

The CHAIRMAN: Is there any other evidence that any member of the committee wishes to have called?

Mr. BURY: Have we got statistics of the number of institutions, their locations, how many are in them and what provisions are made by them for the inmates?

The CHAIRMAN: We have statistics of the number of institutions, but I do not think there is anything on record regarding the number of inmates or what is being done for them in those institutions.

Mr. BURY: I think we should know what is being done by the different institutions.

Mr. GILBERT LAYTON: The submission by the Canadian National Institute last week contained a pretty complete outline of what is being done particularly by the Canadian National Institute which has five divisions which employs a great number. There are some figures that give general ideas as to what is done by other institutions as regards employment.

Mr. McINTOSH: May I ask the paid-up membership of your national organization?

Mr. GILBERT LAYTON: I am sorry I cannot give the figure. We had the figure last night at the annual meeting, but I have not got it now.

Mr. McINTOSH: You have a membership fee, have you?

Mr. GILBERT LAYTON: \$1 per year per member if he can afford to pay it. If he cannot afford to pay it he is still allowed to be a member.

Mr. McINTOSH: You have not got the paid-up membership for all Canada?

Mr. GILBERT LAYTON: No, sir.

Mr. P. E. LAYTON: There are very few blind people who can afford to pay the fee, but they come in and we have to ignore that. The blind are wretchedly poor. It is simply a brotherhood of poor people right across the country from Halifax to Vancouver. It is an organization—a brotherhood of the blind who work for one another, who derive inspiration from one another. A blind man comes there who has lost hope, but I have seen cases where by coming to these meetings they pick up and see that they, perhaps, can do something.

If your committee has any doubts—you cannot have any doubts if you read the report of the National Institute—you should study what the whole civilized world is doing for the blind. Canada is behind the rest of the world—behind Great Britain, behind the United States. The principle of state aid for the blind is well established; there is no gainsaying that. I would like to say that you gentlemen who are members of this parliament could never do anything more humane than to help the poor wretched blind who cannot help themselves.

Mr. MACNICHOL: Is the Montreal Association of the Blind the same organization as the Canadian Federation of the Blind?

Mr. GILBERT LAYTON: They are two entirely separate organizations, except that the Montreal Association of the Blind gives the executive the services of its office and staff free to carry out the executive work of the Canadian Federation of the Blind.

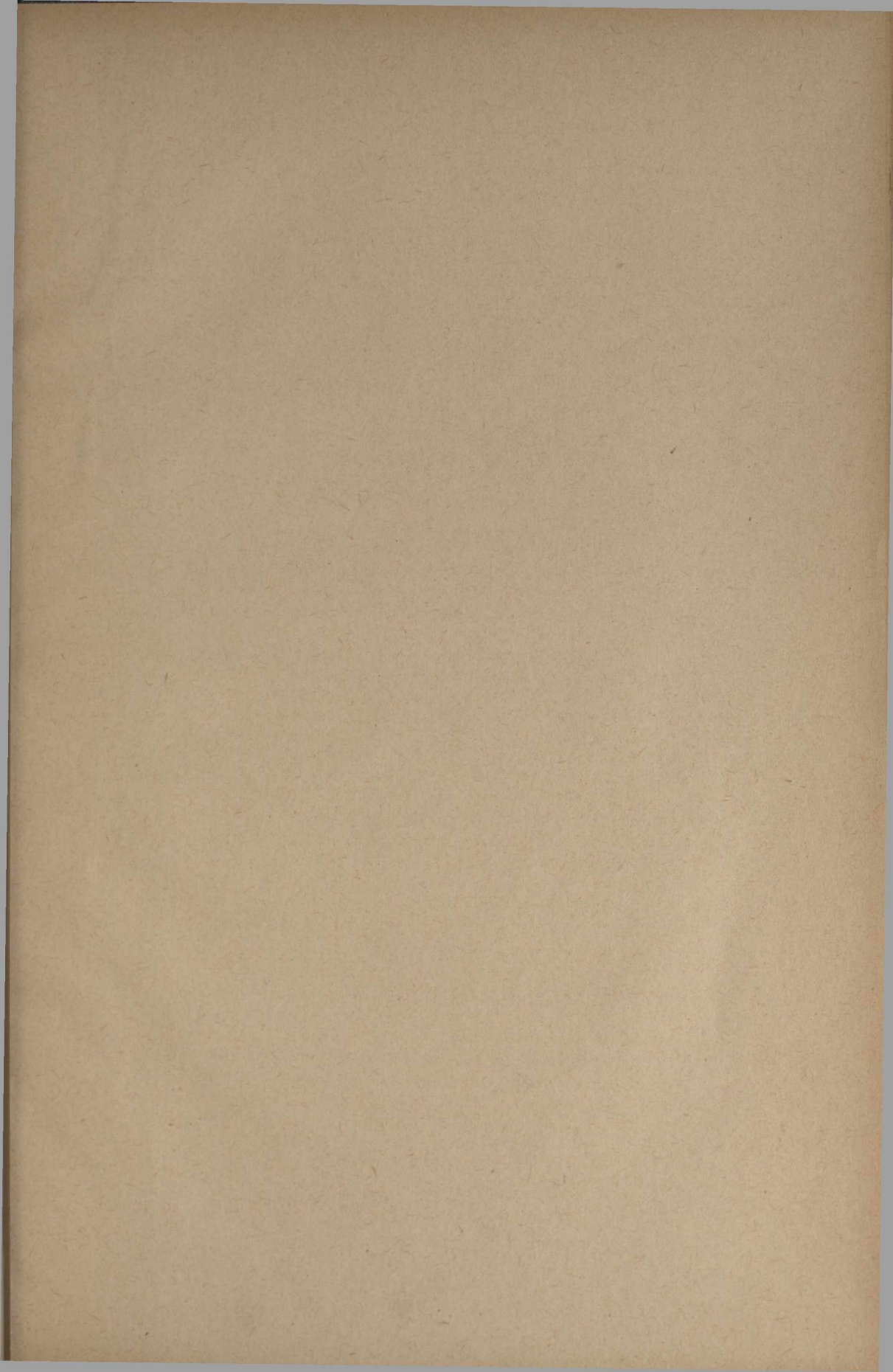
Mr. MACNICHOL: Is there much unnecessary duplication by these organizations where each organization has representation in, say, Montreal or Toronto?

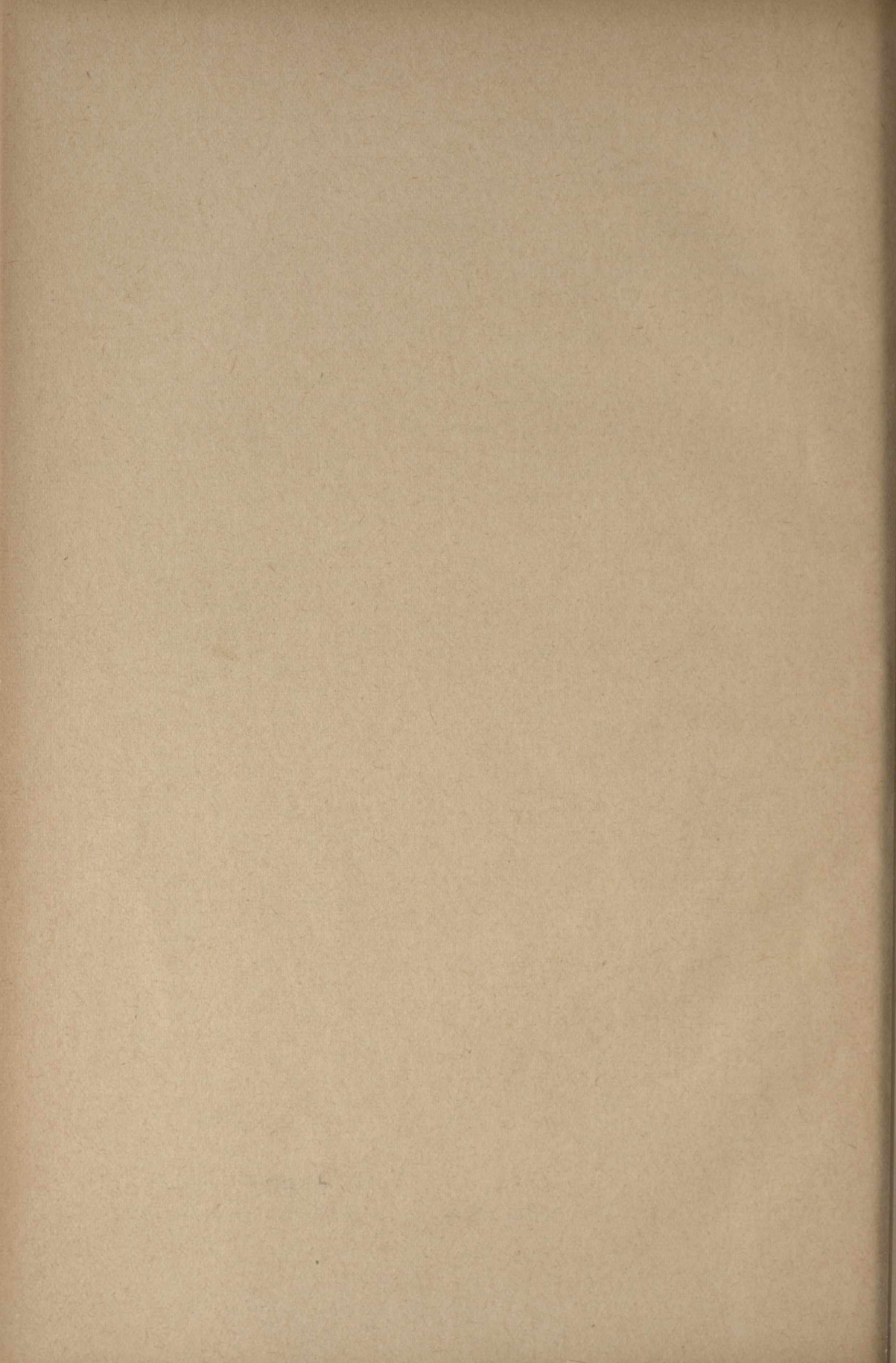
Mr. GILBERT LAYTON: I do not think so, sir. No.

Miss MACPHAIL: I do think it is any of our business. If they have any more of that in their business than the sighted have, they are going a long way.

Mr. WHITE: It seems to me it is unnecessary to hear any more representations. I think we can assure the blind people that we are with them heart and soul. Our problem now, sir, is to iron out these little things that are in the way. My own view is this that it would be much easier to get something through Old Age Pensions if we can get over that problem of the two provinces that do not now come under Old Age provision.

The committee adjourned to meet at the call of the Chair.





SESSION 1935

HOUSE OF COMMONS

STANDING COMMITTEE

ON

INDUSTRIAL AND INTERNATIONAL RELATIONS

MINUTES OF PROCEEDINGS AND EVIDENCE

(Employment of White Canadian Citizens
on Canadian Subsidized Ships)

No. 3—APRIL 9, 1935

WITNESSES:

Mr. F. E. Bawden, Director of Steamship Subsidies, (Department of Trade and Commerce).

Mr. R. H. McNabb, Chief Superintendent of Railway Mail Service, (Post Office Department).

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Stanley,
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Thompson (*Simcoe*),
Turnbull,
Veniot,
White (*London*),
Woodsworth,
Wright,

WALTER HILL,

Clerk of the Committee.

ORDERS OF REFERENCE

MONDAY, January 28, 1935

Resolved,—Whereas, great numbers of Canadian Seamen on the Pacific Coast of British Columbia are out of employment and in many cases destitute;

And whereas, owners of ships and vessels of Canadian Registry on the Pacific Coast of British Columbia give employment in large measure to seamen, cooks and engineers of Oriental origin;

And whereas, other countries give greater consideration to the employment of their own nationals on ships and vessels belonging to their own country;

And whereas, the Canadian Government grant large sums of money to the owners of ships and vessels by way of subsidies;

And whereas, it is desirable that every encouragement be given for the employment of officers, seamen, cooks and engineers of white Canadian citizenship in preference to those of Oriental origin on all Canadian owned and registered ships and vessels;

Therefore be it Resolved,—That, the resolution be referred to the Select Standing Committee on Industrial and International Relations.

Attest.

ARTHUR BEAUCHESNE,
Clerk of the House.

TUESDAY, April 2, 1935.

Ordered.—That the amendment adopted by the House on the 28th January last, to the motion of Mr. Reid in respect to employment of white Canadian citizens on ships, as follows:—

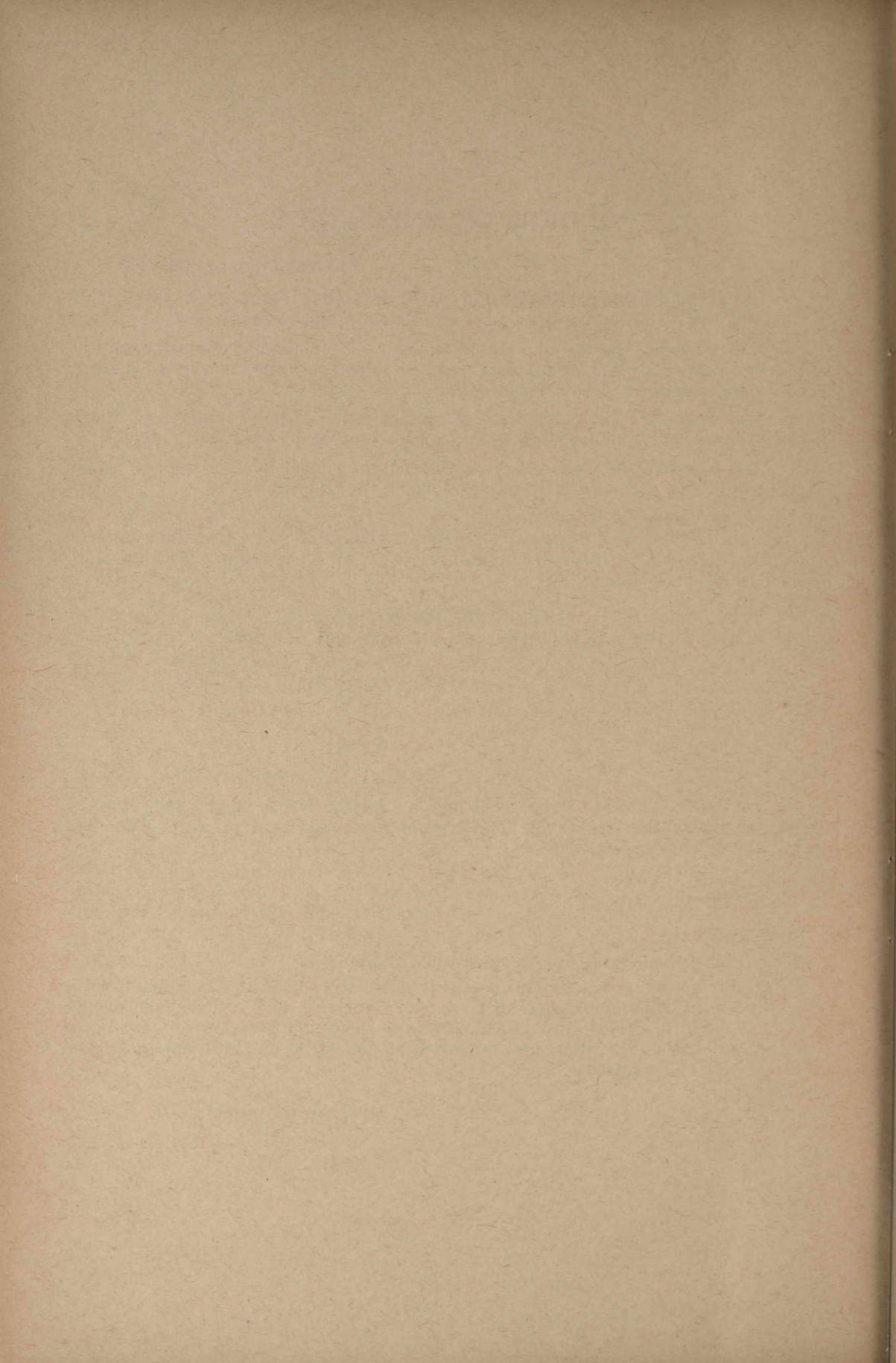
That all the words after the "That" in the last paragraph be deleted and the following substituted therefor: "the resolution be referred to the Standing Committee on Industrial and International Relations Committee",

be rescinded, and the following substituted therefor:—

the question of employment of greater numbers of white Canadian citizens on all ships and vessels of Canadian ownership and registry, the owners of which receive grants of money from the public treasury of Canada, be referred to the Standing Committee on Industrial and International Relations Committee.

Attest.

ARTHUR BEAUCHESNE,
Clerk of the House.



MINUTES OF PROCEEDINGS

TUESDAY, April 9, 1935.

The Standing Committee on Industrial and International Relations met this day at 11 a.m.

Mr. F. W. Turnbull, presiding.

Present.—Messieurs: Bell (*St. Johns-Albert*), Bourgeois, Bury, Church, Cowan, Ferland, Howden, MacNicol, Reid, Neill, Stitt (*Selkirk*), Turnbull, White (*London*), Wright.—(14).

The Chairman, read the order of reference, *viz.*; Mr. Reid's resolution in respect to the question of employment of greater numbers of white Canadian citizens on ships and vessels of Canadian ownership and registry receiving grants of money from the public treasury of Canada.

The following witnesses were heard:—

Mr. F. E. Bawden, Director of Steamship Subsidies, Department of Trade & Commerce.

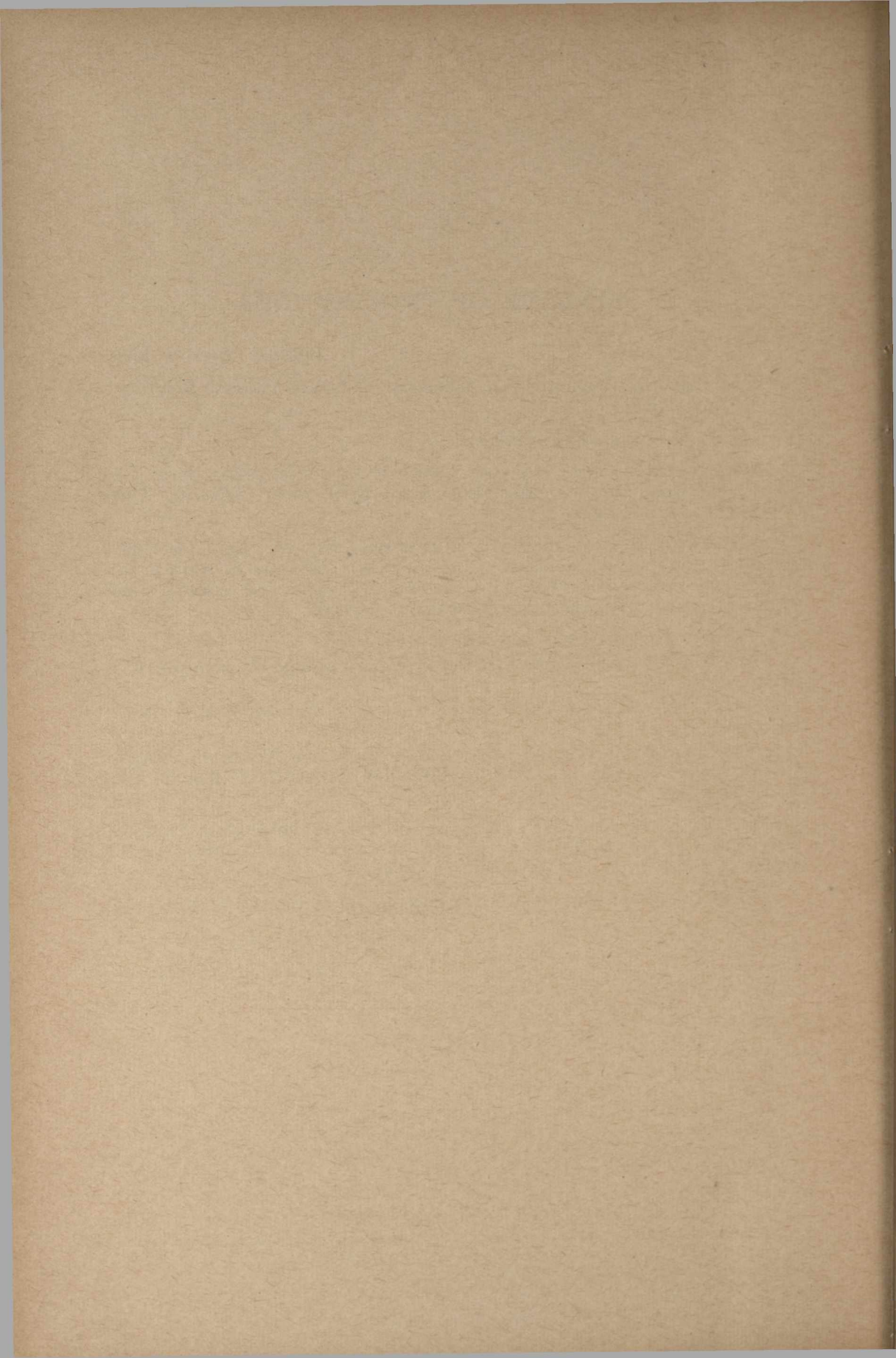
Mr. R. H. MacNabb, Chief Superintendent of Railway Mail Service, Post Office Department.

The Chairman filed letters received from the Union Steamship Company of British Columbia, Limited, and the Canadian Transport Company Limited, Vancouver, B.C.

Mr. F. E. Bawden filed copies of the various agreements between the Department of Trade & Commerce, and the Steamship Companies receiving grants of money from the Canadian Government.

The Committee then adjourned to meet again at the call of the chair.

WALTER HILL,
Clerk of the Committee.



MINUTES OF EVIDENCE

HOUSE OF COMMONS, ROOM 268,
April 9, 1935.

The Standing Committee on Industrial and International Relations met this day at 11 a.m., the Chairman, Mr. Turnbull, presiding.

The CHAIRMAN: Gentlemen, we have now a quorum. The subject of the reference to-day is Mr. Reid's motion with regard to Oriental seamen. The reference now, leaving out the preamble, reads as follows:—

That the question of employment of greater numbers of white Canadian citizens on all ships and vessels of Canadian ownership and registry, the owners of which receive grants of money from the public treasury of Canada, be referred to the standing committee on Industrial and International Relations.

The sub-committee thought it advisable to ask officers of the departments concerned to attend to-day and give us some of the companies that were receiving subsidies, and the nature of the agreements between those companies and the government. Pursuant to that arrangement, we have here Mr. Bawden from the Department of Trade and Commerce, whom it is proposed we shall call as our first witness. We also have a gentleman from the Post Office Department who is interested in the mails. After these witnesses are heard, we will have to decide what further witnesses, if any, we wish to have called.

Mr. Bawden, would you just tell the committee who you are and what you are, and then we will go into these contracts with you?

Mr. COWAN: First of all, Mr. Chairman, would you mind reading that reference over again. I am not familiar with it.

The CHAIRMAN: All right. This second reading does not need to go into the minutes.

Mr. COWAN: No.

The Chairman read the reference again.

Mr. MACNICOL: Does it say "white Canadians"?

The CHAIRMAN: Yes, greater numbers of white Canadian citizens.

Mr. MACNICOL: Would that bar our Indians or our own coloured people?

The CHAIRMAN: It would certainly bar coloured people, I would say.

Mr. REID: Not Indians.

Mr. MACNICOL: Mr. Reid, did your motion have the word "white" in it?

Mr. REID: Yes.

The CHAIRMAN: The motion does not bar anybody absolutely, but asks for the employment of a greater proportion of white citizens.

Mr. REID: It is not exclusion. It is for a greater proportion.

The CHAIRMAN: It does not exclude anybody.

Mr. MACNICOL: It would not exclude our own Indians?

The CHAIRMAN: No, but it asks for a greater proportion of white citizens. To that extent, I suppose it does create some differentiation perhaps in our coloured people and our Indian people, and perhaps Indians from India.

Mr. COWAN: Then it is limited, also, Mr. Chairman, to companies or individuals that are receiving subsidies or assistance from the federal treasury.

The CHAIRMAN: Correct; ships and vessels of Canadian ownership and registry, the owners of which receive grants of money from the public treasury of Canada.

All right, Mr. Bawden. Just tell us first what your position is with the government.

Mr. F. E. BAWDEN, called.

The WITNESS: I am director of steamship subsidies in the Department of Trade and Commerce. There are four steamship lines on the Pacific coast, subsidized by the Department of Trade and Commerce, and these employ—

The CHAIRMAN: I think you are going a little too fast for the stenographers, although they are pretty good stenographers.

Mr. MACNICOL: A little slower, and a little louder.

The WITNESS: These four lines are operated by the Canadian National Steamships, Union Steamships Limited, Canadian Pacific Railways and the British Canadian Steamships Limited.

Mr. NEILL: What is the first one?

The WITNESS: Canadian National Steamships.

By Mr. Neill:

Q. And the British Canadian?—A. The Canadian National, the Union Steamships Limited, the Canadian Pacific and the British Canadian Steamships, Ltd.

By Mr. Reid:

Q. There are just the four?—A. Just the four, yes.

Q. You are speaking now of?—A. I am speaking of vessels of Canadian ownership and registry, then I will mention the others later. The Canadian National Steamships operate a subsidized service between Prince Rupert and the Queen Charlotte Islands. The 1934-1935 contract provided that two-thirds of the total number of officers, engineers, stewards and crew shall be British subjects. This contract has not yet been renewed for the year 1935-36.

By Mr. Neill:

Q. Between Prince Rupert, and where?—A. Between Prince Rupert and the Queen Charlotte Islands.

Mr. MACNICOL: Mr. Chairman, do you want us to ask questions as we go along?

Mr. REID: It would probably be as well, if you want information.

Mr. COWAN: Let the witness make his statement.

The CHAIRMAN: I think perhaps it would be as well for Mr. Bawden to make his statement; however, if there is anything with respect to which any member desires to make a note it is all right for him to interrupt and get the note correctly.

The WITNESS: The 1934-35 contract provided that two-thirds of the total number of officers, engineers, stewards and crew shall be British subjects, and that contract has not yet been renewed for this year, so that at the present time there is no contract in existence.

By Mr. Reid:

Q. What steamship company is that?—A. That is the Canadian National, Prince Rupert-Queen Charlotte Islands service. At the present time the company employs the ss. *Prince John*, registered at Prince Rupert in 1911. Thirty-

four white Canadian citizens are employed on this vessel; no Japanese or Chinese are employed.

By the Chairman:

Q. Are there any coloured people, outside of Japanese and Chinese?—A. No, all white Canadian citizens. The Union Steamships Limited operate a subsidized service between Vancouver and Northern British Columbia ports. They employ five vessels. I have the names here, but I do not think it is worth while reading them. All of these vessels are registered in Vancouver within the last ten or fifteen years. The 1934-35 contract contained the usual British subjects clause, similar to the one we had in the first instance.

Q. Is it the same percentage?—A. Yes, it is the same percentage, two-thirds; that contract also has not been renewed yet for the present year, although it will be no doubt in due course.

By Mr. Neill:

Q. What is the amount of that subsidy?—A. The amount of that subsidy is \$18,000.

By Mr. Cowan:

Q. Per annum?—A. Per annum.

By Mr. MacNicol:

Q. Is that amount the total to the Union Steamships?—A. That amount is the total paid to Union Steamships Limited, yes, by the Department of Trade and Commerce.

By the Chairman:

Q. Perhaps you would give us the same information for the Canadian National Steamships?—A. For the Prince Rupert-Queen Charlotte Islands service, yes; that is \$12,000 per year.

By Mr. Neill:

Q. How many white?—A. How many white on this line, do you mean?

Q. Yes?—A. I will just read that: There were 192 white British subjects employed on these vessels, together with 24 Japanese and 20 Chinese.

By Mr. MacNicol:

Q. Where is this line of steamships running to?—A. From Vancouver to Northern British Columbia points, up as far as Prince Rupert and Anyox, calling at different ports.

By Mr. Neill:

Q. Does it indicate the occupations of these 44?—A. I haven't got that here, but I believe they are chiefly employed in the galleys; some may be firemen.

By Mr. Reid:

Q. I understand they are fitted out with a Japanese engineer and firemen?
A. They may have Japanese engineers and firemen as well?

Q. Yes?—A. Of these 24 Japanese, 12 are stated to be naturalized Canadians.

By Mr. Bury:

Q. So the contract makes no distinction on colour at all?—A. It says that two-thirds shall be British subjects.

Q. But there is no distinction as to colour?—A. There is no distinction at all.

By the Chairman:

Q. How many of these Chinese were naturalized, do you know?—A. I am not informed as to that. I think they would have said so if they were, but they did not say so. The twelve naturalized are all Japanese, I believe.

Q. What services does the Steamship company perform for the government in return for these subsidies?—A. It operates a service between Vancouver and Northern British Columbia ports.

By Mr. Neill:

Q. Does that take in both routes; there are two routes, one goes to Prince Rupert and the north, the other goes largely to the logging camps?—A. That covers really three routes; the *Catala* covers one route, the *Cardena* another and *Chelosin* another.

Q. And that \$18,000 is the total?—A. Oh, yes; it is all in the one contract.

By Mr. Cowan:

Q. And that is to assist them in providing both passenger and freight service?—A. Exactly.

Q. Does that cover mails too?—A. Yes, that includes the carrying of the mails; but for that the Post Office Department pays something extra.

By Mr. Neill:

Q. Is it something very substantial?—A. Yes

Mr. COWAN: But this is for freight-passenger service.

Mr. NEILL: It works out to 16 cents a mile.

By Mr. MacNicol:

Q. The contract would permit them to use these British subjects, irrespective of whether they were coloured or white?—A. Yes.

The CHAIRMAN: The contract merely says, that two-thirds shall be British subjects.

Mr. MACNICOL: And these British subjects might come from Hong Kong or India?

The WITNESS: There is no colour distinction in the contract at all.

By Mr. Cowan:

Q. As a matter of fact it would still permit them irrespective of colour to employ British subjects from India, Malaya or anywhere else, whether they were coloured people or not?—A. Yes, British subjects.

Q. In other words, if they wish to obtain Chinese from Hong Kong they could fill their ships practically speaking with Chinese, under the contract?—A. They could, under the contract.

Mr. REID: That is the reason for the reservation, white Canadian subjects; that is the point of my resolution.

The WITNESS: Of course, when that British subject clause was first drafted about 15 or 20 years ago this question had never been raised up to that time.

By Mr. Reid:

Q. It is getting more acute since?—A. Yes, certainly. Passing on to coastal services; the Canadian Pacific Railway operate two coastal services, between Vancouver, Victoria and Skagway, and Victoria and the West Coast of Vancouver Island respectively; and they also have a trans-pacific service between Vancouver, Victoria, China and Japan.

By Mr. Neill:

Q. Haven't they one other?—A. Well, we don't subsidize that.

By Mr. Reid:

Q. And the subsidies for mail, of course, are also supplied?

Mr. MACNICOL: Have you any idea what they are?

By Mr. Bury:

Q. It will not be a subsidy if they did any work for it?

The WITNESS: They probably pay so much per cubic foot, or so much for the use of a certain amount of space.

The CHAIRMAN: Of course, that is not a subsidy, that is a contract for service.

By Mr. MacNicol:

Q. Have you evidence as to the number of Japanese and Chinese on these respective services?—A. Yes. In case of the Victoria-West Coast of Vancouver Island service—this is performed by the *Princess Maquinna*. This is a Canadian steamer registered in Victoria in 1913. She had a crew of 49, including 44 British subjects (white), and 5 Orientals.

The CHAIRMAN: Your contract which provides for two-thirds being white British subjects is apparently being lived up to.

By Mr. Reid:

Q. I noticed in your earlier statement you referred to Japanese and Chinese, does that include both?—A. Yes, Japanese and Chinese.

By Mr. MacNicol:

Q. Were there any Lascars?—A. No. Now, the Vancouver, Victoria and Skagway service; in the last month of which we have record (which is February) the service was being performed by the ss. *Princess Norah*. Of course, they change the boats on these services according to the season, and in the summer time they have a lot of boats on, but in the month of February she was on the Skagway service. She is a Canadian registered vessel carrying a crew of 55, including 49 white British subjects and 6 Orientals.

By Mr. Neill:

Q. Can you give us the amount of the subsidy on the West coast?—A. The subsidy on the West coast, yes; and the other one also. The West coast subsidy is \$10,000, and the Vancouver-Skagway service is \$12,000.

By Mr. Bury:

Q. Your "Orientals" to whom you are referring I presume are not British subjects?—A. Not in so far as I am informed, no. There might be one or two naturalized Canadians among them, but I have not been so informed; I do not know.

By Mr. MacNicol:

Q. There must be a lot of native Canadian coloured people up that way now?—A. I would think there would be, yes; a lot of these Orientals settled in Canada.

By Mr. Cowan:

Q. Are the figures and the data which you are supplying to us taken from the companies' reports, or were they secured by investigations of your own department?—A. The reports would be by the companies to the department.

Q. And you have verified them?—A. No. we have not had time to verify them.

By Mr. Bury:

Q. Were they obtained especially for this committee?—A. Yes. I had similar information obtained a couple of years ago but on checking that up I thought I had better get it revised, and all the revised figures are not the same as the figures we had formerly. There have been changes.

Q. If information is given without special regard to the reference before this committee it would be based on the contracts. It would not draw distinctions between white and coloured, it would draw distinctions between British subjects and non-British subjects so as to show that the contracts were being upheld?—A. That is the point.

The CHAIRMAN: But this apparently is not the information the contracts require. Instead of furnishing us with information as to how many British and non-British people are employed they have apparently furnished information as to how many white British people are employed.

Mr. BURY: That may be.

By Mr. Bury:

Q. They make a distinction between white British subjects and Orientals?—A. That was the only two classes involved.

Q. But it may include, especially if they have a contract, people of any colour, and outside of that limit of two-thirds they may be all non-British subjects?—A. Orientals.

Q. Yes?—A. They may be non-British subjects.

By Mr. Reid:

Q. In regard to the firm you are speaking of now, the C.P.R., is it not a fact that the clause regarding British subjects was wiped out?—A. No, not in the coastal service.

Q. Not in the coastal service?—A. No, it is in the coastal service. I got from the C.P.R., although it is probably not required, figures on all their services both subsidized and unsubsidized. They report that they employed in their coastal services during the month of February crews totalling 648, of which 593 were white British subjects and 52 were Orientals.

By Mr. MacNicol:

Q. That is the coastal service?—A. That is coastal services only; both the subsidized and unsubsidized services. And, of the 52 Orientals two were naturalized Canadian citizens.

By Mr. Reid:

Q. What was the date of that report?—A. That was for the month of February of this year.

Q. The reason I ask that is because they have a number of boats which are laid up during the winter and put back into service in the summer time, and you could probably double the number of Orientals employed in the summer service. I think that is a correct statement?—A. And you would have more white people, too.

By Mr. Cowan:

Q. Have you any report as to the number employed during the summer season in any year?—A. No, that may be obtained, of course.

By Mr. MacNicol:

Q. But these figures indicate the number employed at this time of the year?
—A. They are for the month of February, the last month of which they have record.

By Mr. Cowan:

Q. That would be taken from the pay-roll for February, I presume?—A. Yes. In the summer season there is an increase in the number of ships in the service and in the number of people employed, but I imagine the proportion would be about the same.

By Mr. MacNicol:

Q. And of those 52 Orientals, how many did you say were naturalized British subjects?—A. Two of them were naturalized Canadians.

By Mr. Reid:

Q. My reason for raising this point at this time is that on the larger vessels they carry a greater proportion of Orientals than they do on the boats operating at this time of the year?—A. I think the proportion would be about the same.

Mr. REID: I doubt if they would have quite the same number of white British subjects.

By the Chairman:

Q. Where does the information that you are giving us now come from?—A. It has been furnished to us by the companies.

Mr. BURY: I think it is a question of proportion, and proportion is nothing unless you have the figures with respect to the other service with which to make a comparison.

By Mr. MacNicol:

Q. Pardon me, where do they use their Orientals largely?—A. They are used largely on the cooking and galley staffs, I understand.

By Mr. Reid:

Q. And the steamship schedule for all the vessels in operation gives a total of 107 last year of Orientals engaged?—A. Yes.

Q. I doubt if they would have twice the number of whites.

The CHAIRMAN: Where does that information come from?

Mr. REID: From the Canadian Seaman.

Mr. BURY: 101, did you say?

Mr. REID: 107. I have not got the white number.

Mr. BURY: It is a question of proportion. The proportion is not good unless you have the other side.

By Mr. MacNicol:

Q. Why do they use the Orientals at all?—A. They use them in the cooking and galley staffs, I understand.

By Mr. Reid:

Q. They are all cooks?—A. All cooks, yes.

Mr. NEILL: Firemen?

Mr. REID: Some firemen, some on the largest vessels.

The WITNESS: I don't know that the C.P.R. use them.

Mr. REID: I understand they have introduced them as firemen in the larger vessels on the coast.

The CHAIRMAN: I have a letter from the Union Steamship Company that gives their explanation as to why they use these people. I think perhaps it would be just as well to put that on the record a little later, as it is addressed to me as Chairman of the Committee. In the meantime, I would point out that they say it is very difficult to get competent white help for the galley service and the firemen.

Mr. MACNICOL: Could they not get Canadian coloured men? I now refer to Chatham, Windsor, Toronto, Montreal, or wherever they have coloured men.

Mr. REID: They would have to pay them more.

Mr. MACNICOL: I beg your pardon.

Mr. REID: They would have to pay them more. That is the question.

The CHAIRMAN: In view of that statement, I think I should put along with it what the Union Steamship Company say about their wages. They say that, as far as Chinese cooks are concerned, they are reasonably paid at the rate of \$100 a month plus maintenance and bonus, while assistants receive \$65 a month for second cooks and \$55 for third cooks, plus maintenance and bonus.

Mr. MACNICOL: Could they not employ coloured cooks down there?

The CHAIRMAN: I suppose perhaps they could, except for Mr. Reid's suggestion that the reason they do not is because they would have to pay them more money. I would say that these figures are pretty fair rates.

Mr. MACNICOL: How much?

The CHAIRMAN: \$100 a month plus maintenance and bonus for the Chinese cooks; and the assistants receive \$65 a month for second cooks and \$55 a month for third cooks, plus maintenance and bonus.

Mr. STITT: There would be only one chief cook per boat?

Mr. REID: Yes.

Mr. WHITE: What does the bonus mean?

The CHAIRMAN: The information does not show that.

Mr. REID: I think they allow so much a month, according to the number.

Mr. NEILL: Could we have the whole of the letter?

The CHAIRMAN: I think I shall put it on the record when Mr. Bawden is through.

Mr. NEILL: Will it be printed in the record?

The CHAIRMAN: Yes.

Mr. NEILL: It is from Mr. Brown to the Chairman?

The WITNESS: From Mr. Brown.

The CHAIRMAN: Perhaps it might be just as well to read it now, and it may be printed in the record as if it had come in at the end of Mr. Bawden's evidence. It is dated April 3, 1935, and it is addressed to the Chairman of the Standing Committee on Industrial and International Relations.

(The Chairman read letter. See conclusion of Mr. Bawden's evidence.)

Mr. REID: He does not give any particulars with regard to the wages paid to the firemen.

The CHAIRMAN: No.

Mr. REID: He just mentions cooks.

The CHAIRMAN: Yes.

Mr. NEILL: I thought there was another letter there from Mr. Brown.

The CHAIRMAN: No. He mentioned first, second and third cooks.

Mr. REID: He didn't mention oilers and firemen?

The CHAIRMAN: No, he did not mention oilers and firemen.

Mr. STITT: Can we have the information with regard to the trans-Pacific fleet?

The CHAIRMAN: Mr. Bawden will continue.

The WITNESS: With regard to the trans-Pacific, yes. The Canada-China and Japan service was first subsidized in 1889. The subsidy was discontinued in 1920 and restored in 1931.

By Mr. Neill:

Q. What was the amount?—A. What is the amount now?

Q. Yes.—A. \$690,000.

Q. A year?—A. Yes, a year.

Q. And they got along from 1920 to 1931 without it?—A. Yes.

Q. Times must have been bad then.

Mr. STITT: They were good.

The WITNESS: There never was any clause in the contracts for that service requiring employment of British subjects.

By Mr. Reid:

Q. You mean at no time?—A. At no time, although they have always employed a large number. The numbers of white men and orientals now employed are: *Empress of Japan*, 83 white British subjects, 480 Chinese; *Empress of Canada*, 74 white British subjects, 430 Chinese; *Empress of Asia*, 65 white British subjects, 435 Chinese; *Empress of Russia*, 65 White British subjects; 438 Chinese. The *Empress of Asia* and the *Empress of Russia* are the only vessels of Canadian registry on this service. The reasons for the employment of so many orientals on this service have been given to the department by the steamship company as follows:

Oriental labour employed on certain subsidized boats on the Pacific cannot be replaced by white labour without very greatly increasing the cost of operation.

The crew accommodation on the vessels would require to be practically rebuilt at a very heavy cost—

As these ships were designed in the first place for the employment of oriental crews,

—and with considerable loss of berths from the third class passenger accommodation of each ship.

Putting on a percentage of Europeans,—

Those in the steward's class principally, I imagine,

—and expecting them to work practically on an equality with Chinese could not be worked out satisfactorily.

In the tropics, European crews of lower ratings would find it difficult to give the same standard of service as is given by Chinese crews, particularly in connection with the catering and room service.

A great number of passengers on the Pacific are Chinese, and Europeans could not reasonably be expected to act as servants for those passengers, and such an arrangement would not work out satisfactorily in practice.

The employment of Europeans to replace Chinese who have had years of training in the service could not result in anything but a lower standard of service.

A large part of the voyage is in the tropics, for which Chinese are more suitable. Conditions on the Chinese coast are not conducive to the maintenance of as high a standard of discipline in the work when European crews are employed.

To surround our shipping with additional heavy restrictions would handicap it still further in its endeavours to bear the present burden of hard times. Under present conditions steamship companies are barely able to keep running. Any addition to their burdens would either mean suspension of the services or a very heavy increase in the subsidies. That is all the information I have here.

By Mr. Neill:

Q. What services do they give for this \$690,000? How many trips a month?—A. They make approximately fortnightly trips.

Q. Two trips a month?—A. Yes, two trips a month. It works out at about twenty-five trips a year.

By Mr. Reid:

Q. Does that include mail?—A. That includes the carriage of mail.

By the Chairman:

Q. You say that \$690,000 includes the carriage of mail?—A. Yes.

By Mr. Neill:

Q. Is that twenty-five trips for each boat a year?—A. No, twenty-five trips on the service; a fortnightly service or approximately a fortnightly service.

By Mr. Bury:

Q. Is there any distinction made in that \$690,000? Do you know the proportion that is paid for mail service?—A. No. Like all our contracts, all contracts made by the Department of Trade and Commerce—at least, most of them, I would say—provide that they shall be used for the carriage of mail for the Post Office Department when the Post Office Department desires to do so; and that in that case they shall not be required to pay more.

Mr. REID: We have a postal official here. He can probably tell us.

The WITNESS: Yes. There are one or two services where the Post Office also pay something, but they don't pay anything in this case. This covers wholly the carriage of mails and the passenger and freight services.

By Mr. MacNicol:

Q. The statement was made that they would not be able to finance if they were compelled to use more white crews. What do the ships running from Seattle and San Francisco to the Chinese cities use? Do they use many orientals?—A. I don't know whether they do or not, but they get a very heavy subsidy from the United States government.

Mr. REID: They have to have a full American crew. The law of the United States is that there must be a 100 per cent American crew on all ships receiving subsidies.

By Mr. MacNicol:

Q. And here our ships are using approximately 80 or 85 per cent, roughly, of orientals?—A. Yes. The American subsidies paid on the Pacific service to China and Japan run something around \$5,000,000 a year. We have only two services, the C.P.R. and the British Canadian Steamships, and we pay them altogether a little over \$800,000 a year.

By Mr. Reid:

Q. That is another angle; because according to the information we have been given, for a certain number of years these steamship companies had no subsidy?—A. That is right.

Q. And then in 1931 we started the subsidy again. During the years they were operating without it, they carried the same crews, and then when they have got the subsidy they are still using oriental crews.

Mr. MACNICOL: Yes.

Mr. REID: It is a question of what the amount is to be.

Mr. MACNICOL: Let us get this clear. American ships do not use oriental crews at all?

Mr. REID: No, 100 per cent American crews.

Mr. MACNICOL: Do many passengers travel on these ships in which 85 per cent—

The CHAIRMAN: May I point out that Mr. Reid is becoming the witness. He says that American ships are not using any orientals. I want to know where that evidence comes from (to Mr. Reid).

Mr. MACNICOL: Yes.

The CHAIRMAN: I want to get out the original evidence. I might get up and say that and not know anything about it—I don't suggest Mr. Reid is doing that. Assuming that it is correct, there is nothing before this committee to show it.

Mr. MACNICOL: The committee should know definitely whether that statement is correct or not.

Mr. REID: I think I can produce a copy of the American act. I think they have a copy of the American Shipping Act.

Mr. COWAN: You could produce the regulations, I suppose.

The CHAIRMAN: The chances are that the American ships are using American cooks.

Mr. BURY: Yes; even if that is the law, again it is a question of American citizenship. It is not a question of colour.

By Mr. MacNicol:

Q. I note the statement made that apparently orientals live in quarters that a white crew would not live in. Are their quarters sanitary and quite sufficient?—A. Well, I have no information on that. I have never inspected those ships.

Mr. REID: I think exception should be taken to one of the statements there regarding orientals being better adapted for working in the tropics. I think that is a slur on the Anglo-Saxon race.

Mr. STITT: No.

Mr. REID: The Anglo-Saxon race has been carried in ships in all parts of the world.

The CHAIRMAN: Gentlemen, I am more interested in getting evidence than I am in discussion.

Mr. REID: I think we should consider whether we are going to hear evidence, whether it is necessary or not.

The CHAIRMAN: I say let us hear the evidence we have and get through. What I would like to know is whether these ships pass through the tropics.

By Mr. MacNicol:

Q. There is one question I would like to ask before you leave that point. You agree that the large percentage of the passengers on board these ships are orientals?—A. Yes, the statement is made by the company.

Mr. STITT: What is the percentage?

Mr. MACNICOL: I was just going to ask that.

The WITNESS: I have not got that. You can no doubt call a representative of the company.

Mr. REID: We should have that information, as to the percentage.

The WITNESS: Yes. Well, I will get that.

By Mr. Neill:

Q. Who makes that statement?—A. The Canadian Pacific.

By Mr. MacNicol:

Q. I want to make the trip this fall or next year myself, and I am greatly interested in the crews and so forth that will man the ship that I go on.—A. Yes.

Mr. NEILL: Who makes that statement on behalf of the C.P.R.?

By the Chairman:

Q. Mr. Neill wants to know who makes that statement on behalf of the C.P.R.—A. I believe that was made to me by Mr. Apps, the General Executive Assistant.

By Mr. Neill:

Q. It is not a written statement?—A. No.

By Mr. Bury:

Q. What is the document that you are reading from now?—A. That is information that I have compiled.

Q. From your own records?—A. Yes.

Q. So it is your own evidence?—A. Yes.

By Mr. MacNicol:

Q. I thought you were reading from a letter from the steamship company.—A. No.

Mr. NEILL: The Chairman is talking about direct evidence.

Mr. BURY: This is direct evidence.

Mr. NEILL: He says he was told.

The CHAIRMAN: As an official.

Mr. BURY: It is direct evidence from the documents.

Mr. NEILL: He is not giving it from the documents. He is saying he has been told.

Mr. BURY: No. He says, Mr. Chairman, that this is compiled from the records of the department.

Mr. NEILL: Certainly; and I asked him just now who made the statement he read out and he said it was his own statement. I asked him where he got it from and he said he thought Mr. Apps told him. Is that direct evidence?

The WITNESS: No, I quoted from a document which Mr. Apps supplied me with some time ago, before this committee was ever formed.

By the Chairman:

Q. Then, as an official of the Department of Trade and Commerce, you asked these companies who were getting subsidies to make reports to you on certain subjects?—A. Yes.

Q. And they reported?—A. Yes.

Q. And your statement is obtained from the reports now in the Department of Trade and Commerce?—A. Yes.

Mr. NEILL: That is entirely different from what he said two minutes ago.

The CHAIRMAN: He said he told him.

Mr. NEILL: He said he thought Mr. Apps had told him. He might have said he thought Tom Jones told him.

By Mr. MacNicol:

Q. Have you any evidence to indicate that the white crews have been increased in numbers since the time that the subsidy was returned to the ship companies?—A. No. In view of the fact that the contract does not provide for the employment of British subjects at all, we have not checked up on that.

By the Chairman:

Q. Then these subsidies are not given—correct me if I am wrong—for the purpose of inducing these companies to employ Canadian crews?—A. No.

Q. But are given for the purpose of inducing them to put on services?—A. That is correct. That is the primary object of the subsidy.

By Mr. Bury:

Q. The other subsidies are given to encourage services?—A. That is right.

Q. But there is a condition attached to that; as a condition of getting the subsidy, they are to employ a certain proportion of British subjects?—A. Yes.

By Mr. Neill:

Q. Mr. Bawden, why was this two-thirds clause omitted in the case of these services and only in these services?

The CHAIRMAN: It is international.

The WITNESS: It never was in, Mr. Neill.

By Mr. Neill:

Q. What I asked was why it was never in. We find it in all the other ones on the coast and they only employ a few orientals; but where it is to their interest to employ a large number, the clause is left out. Why have they departed from the usual custom in that particular instance?—A. Well, those are difficult questions for me to answer, except to say if such clause were in that contract, the vessels might not be subsidized at all.

By the Chairman:

Q. Is that because the other two services are coast services in Canada, and this particular service is an international service between Canada and the orient?—A. China, yes.

By Mr. Reid:

Q. Is it not a fact that B.C. steamships operating these services and receiving \$118,000 subsidy, have a clause for B.C. subjects, officers and engineers?—A. We will come to that later.

Mr. REID: I just want to clear that up, because the impression is being created, owing to the question asked by the Chairman, that this was an international service and therefore the clause was omitted.

By Mr. Bury:

Q. Can you tell us what the subsidies were prior to their cessation in 1929 the subsidies to this line?—A. Yes, I think I can.

The CHAIRMAN: In 1920, you mean.

Mr. NEILL: In 1920 they stopped. They started again.

Mr. MACNICOL: Has any member of the committee sailed to China or Japan on any of these ships?

Mr. WHITE: Not guilty.

Mr. MACNICOL: You will not see anything but orientals on board the ships.

The WITNESS: I can give you the subsidies on these services since they started.

By Mr. Bury:

Q. I should like the subsidies prior to the time the subsidies were stopped.—A. Just prior to that?

Q. How far do they go back?—A. They go back to 1889. They were discontinued in 1920.

Q. From then to before 1920.—A. Just before 1920 the subsidy was \$375,000 a year.

By Mr. Neill:

Q. How much?—A. \$375,000.

By the Chairman:

Q. Has there been any addition to the fleet or any addition to the number of sailings?—A. There has been no addition to the number of sailings, but the fleet has been practically rebuilt, I think, or practically all new ships since then.

Q. Larger ships?—A. Larger and faster ships—*Empress of Canada, Russia, China, Japan*. They are all large new ships.

By Mr. Neill:

Q. Can you tell us why it was taken off in 1920?—A. Yes. The subsidy was then \$375,000 a year, and the government proposed to reduce it to \$300,000. The company would not accept that, so the subsidy was discontinued.

Q. Why was it put on in 1931?—A. Well, on account of the improved service that has been put on since that date.

Q. Improved what?—A. Improved service; improved vessels, larger and faster vessels.

Q. Yes?—A. And the fact that the company needed assistance to compete with the heavily subsidized American lines.

Q. Were any of these changed around 1921? I thought it was before that?—A. Certainly they were changed before that.

By Mr. White:

Q. Was there any diminution in trade between 1920 and 1931 when they were not subsidized?—A. I have not got the figures of that.

By Mr. Stitt:

Q. Can you give us any comparison with regard to the American amount of subsidy, which would be comparable with our own?—A. Yes. The Americans subsidize approximately nine services from the United States Pacific coast to the orient.

Q. Yes?—A. And the total annual subsidy is between \$4,000,000 and \$5,000,000.

Q. You don't know how much, definitely?—A. Well, I could add it up.

Q. What would you call this; would you call this one service?—A. This is one service between Canada, China and Japan.

Q. How many boats will be subsidized in that American service?—A. On this service?

Q. Yes.—A. Four.

Q. No, in the American service?—A. How many boats?

Q. You want to know their tonnage. I am trying to get a comparison.—
A. Well, I can't tell you that.

By Mr. MacNicol:

Q. In other words, as to the passenger traffic, the freight traffic or tonnage?—A. I beg your pardon?

Q. In other words, are these subsidies in either Canada or the United States arranged or figured in comparison with traffic, passenger, freight or tonnage?—
A. No. In the United States they are nominally supposed to be mail subsidies; and any boat carrying mail gets payment at the rate of so much a mile depending on the speed of the ship and the rate it is operated at. She may only carry one bag of mail but she will get the subsidy just the same. Although it is called a mail subsidy, it is really a disguised trade subsidy, as President Roosevelt has recently admitted.

By Mr. Stitt:

Q. Do they pay for mail in addition?—A. No, this covers mail.

Q. This covers mail?—A. Yes.

By Mr. Neill:

Q. Did you say between \$4,000,000 and \$5,000,000?—A. Yes.

Q. Divide that by nine. That would give us rather less than we have. Nine fives are forty-five.—A. Of course, some of these services are merely freight services. Some are inferior. You take a line comparable to the C.P.R.; take the Dollar Steamship Line, San Francisco to Yokohama, Hong Kong and Manila, they get \$6 a mile.

Q. Would you say they were comparable to the Empress boats?—A. They are not as good boats as the Empress boats, but they are the nearest boats that the Americans have.

Q. They would compete more in freight?—A. The Dollar Line carry a lot of passengers too. They get \$6 a mile. Our subsidy to the C.P.R. works out at something like less than \$4 a mile.

By Mr. Bury:

Q. This line gets an average of half a million dollars a year?—A. This Dollar Line gets \$1,487,000.

Q. No, the whole line gets half a million dollars a year.

Mr. STITT: Depending on how many they have operating and what the tonnage is.

The CHAIRMAN: I suppose the earlier comparison that the witness has given us is better, that the American Dollar Line gets \$6 a mile and the C.P.R. gets \$4 a mile for a better boat.

The WITNESS: There is another Dollar Line service where the ships get \$4, \$8 or \$10 a mile, according to the ship.

By Mr. Neill:

Q. In the Pacific?—A. Yes.

Q. That indicates that they are better boats than the Dollar boats?—A. It indicates they are getting more.

Mr. STITT: There are not so many Dollar boats.

Mr. NEILL: Perhaps they need it more, if they are slower boats.

Mr. COWAN: Would you allow me to interject a question here, Mr. Chairman. It is not in order, but I would like to ask it.

The CHAIRMAN: All right.

By Mr. Cowan:

Q. Has this reference anything to do with the services on the Great Lakes?—A. No.

Q. I mean by that Ontario, Erie, Huron and Superior.

The CHAIRMAN: It would if there were any subsidies concerned. If not, it would not.

By Mr. Cowan:

Q. Are there?—A. There is one service on Lake Erie. There is one service between Pelee Island and the mainland.

Q. That is the only one?—A. That is the only one. We pay them about \$8,000 or \$9,000.

By Mr. Neill:

Q. Are there any postal services?—A. On the Great Lakes?

Q. Yes?—A. There may be, but my department has nothing to do with it.

Q. We would have to ask that from the postal department?—A. Yes.

Mr. COWAN: Thank you, Mr. Chairman. I have to go now; That is the reason I wanted to ask that.

The CHAIRMAN: All right, let us continue.

The WITNESS: The next service is the British Canadian Steamships, Limited. They operate a freight service between British Columbia and China with two vessels of Canadian ownership and registry, *The City of Vancouver* and *The City of Victoria*, both registered in Vancouver in 1920.

By Mr. Neill:

Q. What is the amount of the subsidy?—A. Their subsidy is \$4,950 a trip, and their annual subsidy depends on how many trips they make. They are only obliged to make 12 but they may make 24.

Q. And still draw a subsidy?—A. Yes, we provide for 24 trips, but they are not obliged to make more than 12, depending on the trade.

Q. That is a lumber subsidy isn't it?—A. Yes.

Q. A very necessary one too. Did it not used to go to Australia?—A. It is only to China now, that service did go to Australia in the first case.

Q. Yes? Has it not been subsidized to Australia since?—A. We provide that in our vote, we say Australia and/or China, but that really is unnecessary, you could really drop Australia out.

Q. And that is \$4,950 per year?—A. \$4,950 per trip, that is two Canadian vessels, which make about 4 trips a year each.

Q. That began at \$180,000, did it not, Mr. Bawden, or something like that; there was a flat subsidy to begin with?—A. Before these people entered the service there was the Australia-British Columbia Shipping Company, and their subsidy was \$7,700 per month, that would be \$92,400 a year.

Q. I thought it was \$192,000?—A. Not to Australia or China, no. In addition to these ships, which make about four trips a year each, the remainder of the service is performed with chartered vessels, the ownership of which is usually British.

By Mr. MacNicol:

Q. Aren't these?—A. The others are Canadian, the ones I read first.

Q. Yes, but your remark was there were four trips by Canadian ships?—
A. Yes.

Q. And that nearly all the rest were British?—A. Yes. There has been an occasional Scandinavian ship employed where it was impossible to get or charter a British ship in time. One Scandinavian ship was chartered because she had a 75-foot hatch which enabled them to load poles for the China trade.

By Mr Neill:

Q. They could make up to 12 or more trips; what did they usually run, how many trips did you have for last year for instance?—A. In the calendar year 1934 they made 22 trips. There was quite a lot of lumber offering and of course they put on ships as required.

Q. Did they charter them?—A. Yes, they chartered extra ships.

By Mr. MacNicol:

Q. Did the Scandinavian ships have Oriental or Scandinavian crews?—A. I presume all Scandinavian. This contract did not provide for the employment of British subjects.

The CHAIRMAN: We are only concerned with contracts which relate to ships of Canadian ownership and registry.

Mr. NEILL: Surely the contract would apply equally to a chartered vessel, the provision would appear in the terms of the charter.

The CHAIRMAN: Our reference only relates to ships of Canadian ownership and registry, and the ship's registry would have a bearing on the charter.

Mr. NEILL: If you will read the subsidy obligations imposed by the contracts I think you will find—whether they are chartered or owned direct—I think you will find the words owned by or chartered by, or under the control of the contracting parties, appears in the contract; and that surely would have a bearing.

The CHAIRMAN: On that point, Mr. Neil, I would observe that our reference reads, with respect to the employment of white Canadian citizens on all ships and vessels of Canadian ownership and registry. Our reference really does not concern itself as to whether or not these Scandinavians employ somebody else or not.

Mr. NEILL: That is cutting down pretty close, isn't it?

Mr. REID: I think it is. It is true that the reference is there.

The CHAIRMAN: I am not objecting to your questions in respect to these matters, I am merely pointing out that if we do get answers, however informative they may be, they will not help us with the reference.

Mr. MACNICOL: You have been very kind, Mr. Chairman; you have allowed us a lot of latitude.

The WITNESS: With regard to this company's service the *City of Vancouver* and the *City of Victoria* each have 9 white officers and one cadet per vessel, and these are all Canadian citizens. The crew averages 39 Chinese for each vessel.

By Mr. Neill:

Q. Are none of the crew white?—A. There are 39 Chinese. Not in the crew; the officers are white, but the crew is Chinese.

Q. The whole of the crew is Chinese?—A. The whole of the crew is Chinese.

By the Chairman:

Q. On these two ships?—A. On these two ships.

Q. And there is nothing in this contract requiring that they be white British subjects or British subjects?—A. No, not in the contract.

Mr. NEILL: Mr. MacNicol, if I were you I would not take a trip in one of those boats because if anything like a fire or a wreck happened I am afraid it would be just too bad for you.

Mr. MACNICOL: Apparently. I was very much interested in the fact that American boats running to China have crews that are all white.

The CHAIRMAN: There is no evidence of that, Mr. MacNicol, —

Mr. MACNICOL: It would be interesting to have that information.

By Mr. Reid:

Q. Might I ask, Mr. Bawden, whether it was not specifically stated with regard to steamship companies that both officers and engineers on the steamships shall be British subjects?—A. To meet condition and costs the vessels did not have Chinese crews.

Q. The vessels didn't have white crews, you mean?—A. I meant to say, they did not have white crews.

Q. They could have had but they did not have?—A. I am just coming to that point now. At the low subsidy provided for this service, \$4,950 per trip it is impossible for *The City of Vancouver* and *The City of Victoria* to employ white crews. And for that reason the provision was left out of the contract, it was impossible for them to comply with it.

By the Chairman:

Q. And that must have been that Chinese crews are cheaper than white crews?—A. Yes. This line has to compete with heavily subsidized American lines, and I think I should give you the figures as to the American subsidies which amount to approximately \$5,000,000 per annum as compared with approximately \$800,000 per annum paid by the Canadian government.

By Mr. Reid:

Q. You use the word "competing"; have you made any inquiry as to the present situation? I suppose most of that subsidy is to assist in the carrying of lumber?—A. Yes. And when these American ships want additional cargo to fill up with they come to Vancouver and get it.

By Mr. MacNicol:

Q. Of course, the distance from San Francisco to Chinese ports is considerably greater than from Vancouver from an operating standpoint?—A. Yes.

Mr. REID: We should check up on the rates at which American lines or any other lines would haul lumber from the coast for as compared with what this line are charging either with or without the subsidy?

The WITNESS: With regard to the rate they charge, that rate changes almost from week to week.

The CHAIRMAN: Of course, they charter the ships on the best basis they can.

Mr. REID: My reason for asking that is to find out whether the rates being charged by subsidized ships are higher than what could be obtained from other lines or not.

The WITNESS: I think what you have in mind is the Silver-Java Pacific Line which formerly operated. I think you will find there is very little difference, because these people always charge the going rate, whatever it may be; they have to, in fact.

By Mr. Neill:

Q. You have some control over rates in your contract have you not?—
A. Yes, the contract provides that the rates to be charged shall be the prevailing rates.

By the Chairman:

Q. In order to sell Canadian lumber in the Orient in competition with the American product the rate would have to be purely competitive; otherwise, you would be selling American lumber instead of Canadian?—A. Yes. Now, that covers all the lines which employ vessels of Canadian registry.

By Mr. Neill:

Q. There is another service going to the West Indies, isn't there?—A. Yes, but they are chartered foreign vessels. I can go into those if you like, if you think it proper.

By the Chairman:

Q. How about the Canadian National Steamships to the West Indies?—
A. That is east.

Q. On the east coast; this reference is not confined to the West Coast?—
A. No. Well, on the East coast—the Department of Trade and Commerce have nothing to do with the Canadian National Steamship service to the West Indies, that would come under the Department of Railways and Canals. We do not subsidize them.

By Mr. Bury:

Q. They are not subsidized?—A. No.

Q. Then, they are outside of our reference.

By Mr. J. H. Stitt:

Q. Are there no subsidies from the other departments?—A. They are not under the Department of Trade and Commerce and they do not receive any subsidy from us.

Q. What makes up the deficit?—A. The government pays the deficits.

Q. That is the way they get it then?—A. Yes.

Mr. MACNICOL: They are much more heavily subsidized than the services at Vancouver in a way.

The CHAIRMAN: We are required under treaty provisions to carry goods at a certain rate of freight, and in return for carrying it at less than cost we make it up to them. I think that is the situation in connection with the Canadian National West Indies service.

Mr. STITT: Would you rule that making up the deficit is not a subsidy; would you rule that we could not go into that?

The CHAIRMAN: I think they employ 100 per cent white crews anyway.

The WITNESS: Well now, there are several other services on the Pacific Coast which do not employ vessels of Canadian registry; do you want them?

By Mr. Reid:

Q. Might I ask a question so as to clear my mind in the matter of the Canadian National Steamships; is it your information that they employ 100

per cent white crews, Mr. Chairman?—A. On the West Coast, yes, on the Island services.

Q. That is the *Prince Rupert* and the *Prince George*?—A. The only steamer we subsidize is the *Prince John*.

Q. They employ no Orientals at all?—A. No. That is the information they gave me several years ago and I had it repeated just a few days ago.

Q. That is different from what the seamen have told me?—A. I have the statement here: 34 white Canadian citizens are employed on the *Prince John*, no Japanese or Chinese are employed.

Mr. NEILL: Mr. Chairman, the Witness indicated that there were other subsidized services on the Pacific Coast performed by chartered vessels. That apparently is outside of the technical limits of the reference. But surely if it is right for us to investigate the proportion of white people on a boat of British origin, or of Canadian origin; if we are paying a subsidy it should be appropriate for us also to investigate the situation with regard to a chartered foreign vessel. It would be very much to the point, I think.

The CHAIRMAN: I would say, Mr. Neil, there might be a great many things that it might be appropriate for us to investigate, and we might do so if they were properly within the scope of our reference. We have been instructed to investigate certain conditions.

Mr. NEILL: I would suggest then that we should make a report to the House to so amend our reference as to include vessels of foreign origin to which a subsidy is paid. In all fairness I think we ought to investigate them just as much as vessels of Canadian origin.

Mr. J. H. STITT: How could we control cases such as you mention?

Mr. NEILL: By making the provision of the contract apply to the charter.

Mr. J. H. STITT: They want the boats and they want the goods to be moved, they are not asking any questions as to who constitutes the crew. It is a matter of trade.

Mr. NEILL: Where we are paying a subsidy I think we should have some such right.

Mr. J. R. STITT: But we haven't got it in reference to chartered boats have we?

Mr. NEILL: But we could have it.

The CHAIRMAN: In regard to chartered boats, we subsidize these services for the owners of the services.

By Mr. Neill:

Q. Are there any more subsidies, any that amount to much?—A. Well, this Canadian Transport Company Limited get \$3,000 a month for one trip a month.

Q. Is that in the passenger trade?—A. No, their particular steamships do not take passengers. That is a very small subsidy, \$3,000 a trip really.

Q. Do you remember what the subsidy was to that Silver-Java line?—A. It wasn't very much. The ships are half British and half Dutch and they get \$84,000 a year.

Q. Where do they run to?—A. South Africa.

By Mr. MacNichol:

Q. I suppose these C.P.R. ships are all subsidized; I suppose their big vessels receive subsidies in addition to those you have indicated?—A. Well, I cannot say as to that. Does this reference cover that?

The CHAIRMAN: It covers ships of Canadian ownership and registry the owners of which receive grants of money from the public treasury of Canada.

The WITNESS: We have no Canadian ships on the Atlantic ocean services.

The CHAIRMAN: The Witness says they have no ships of Canadian ownership and registry on the Atlantic, but they have one line or two of British ships they give subsidies to. I take it that, while the scope of our reference might be broadened if the committee so desires, these ships would not be within our exact reference. I think we are bound by the rules not to go beyond the scope of our reference. It is not a question of the wish of the Chair, it is rather a question of the rules of the House.

Mr. J. H. STITT: I think we have got plenty right here.

The CHAIRMAN: I think you have covered everything.

The WITNESS: I think I have covered everything.

The CHAIRMAN: Is there any other question which anyone desires to ask Mr. Bawden at this point?

By Mr. J. H. Stitt:

Q. There is that question about the density of traffic on these trans-pacific steamships; just how much of it is Oriental passenger traffic and how much is European passenger traffic?—A. I would have to get that information for you, I haven't that with me.

Mr. J. H. STITT: Are the railway companies going to be represented, and the steamship companies?

The CHAIRMAN: That depends on the decision of the committee as to whether we are going to call witnesses or otherwise. I notice they are here watching.

Mr. MACNICOL: The witness referred to four ships, the *Empress of Japan*, the *Empress of Canada*, the *Empress of Asia* and the *Empress of Russia*. These four ships apparently sail from Vancouver to Asiatic ports and apparently have only 15 to 20 per cent of white officers and crew, and I suppose that means that over 80 to 85 per cent are Asiatic. I do not think the public have any conception that that is the situation on these ships. These are great big ships, are they not; the finest ships sailing on the Pacific ocean?

The WITNESS: Yes. And my note is that on the *Empress of Japan* there are 480 Orientals, I suppose comprising the crew, the firemen—

Mr. REID: The engineers.

The CHAIRMAN: And the stewards?

Mr. MACNICOL: Yes—officers of all kinds. And on the *Empress of Canada*, if I have the note correctly, there are 430 Orientals; on the *Empress of Asia* there are 435, and on the *Empress of Russia* there are 438. Goodness, is there no way by which Canadian citizens can obtain employment in greater numbers on these great ships?

The WITNESS: It will just cost more money, that is all. This matter was brought up in the House a year or two ago and at that time the Hon. Mr. Stevens said that it could not be done for the money we are now paying.

By the Chairman:

Q. Isn't there another question that perhaps comes into it, Mr. Bawden, than the question of its costing more money; that is, the question of employing white stewards to wait on Oriental passengers?—A. That is another point, yes.

Mr. MACNICOL: Perhaps these figures indicate that the reason for the number of Oriental employees is the fact that there is a similar large percentage of Oriental passengers. Well, that is something different; but, if the white traffic is 80 to 85 per cent the figures should be the other way around.

The CHAIRMAN: You could work it out very well if you could provide Oriental service for Oriental passengers, and service by white stewards for white people.

Mr. Bawden, I suppose that if we put restrictions on these boats that are operating internationally which they think are beyond their reasonable power to comply with there is nothing to hinder them changing their Canadian registration and registering some place else?

The WITNESS: No.

The CHAIRMAN: Would there be any loss occasioned to this country if they did change their registry to some other point?

By Mr. MacNicol:

Q. I suppose a great number of these crews have been engaged on these ships for a long time?—A. Yes.

Q. They are reliable, are they?—A. Oh, yes, I believe so.

Mr. J. H. STITT: The question that is raised there is a very serious question. If they are not reliable that is the most serious question we are faced with.

Mr. REID: When you speak of the engagement of Orientals on these ships, and of their being reliable; on these ships there is one man on the ship who looks after engaging the men, and he is all the time engaging new men. For instance, on the particular vessels under discussion you would not find more than 10 or 12 who had been on the ship any length of time. You would find a new personnel there the greater part of the time.

Mr. MACNICOL: Really?

Mr. REID: Really. They are not the same men. There is a key man, I understand, who engages the men at Canton. They come on from Canton and he distributes them in the ship. These Oriental crews are not paid as individuals. The steamship company pays this key man, and he in turn pays the other men.

The CHAIRMAN: Would there be any reason why this key man would try to work continually to get a different personnel in his crew?

Mr. REID: Knowing the Chinese, of course, I dispute the statement that they are a reliable crew.

The CHAIRMAN: I know. That is another story.

Mr. MACNICOL: Will you repeat that again.

Mr. REID: Knowing the Chinese I dispute their being a reliable crew.

Mr. NEILL: Who said they were reliable?

Mr. REID: Mr. Bawden.

The WITNESS: That was just my impression. I have no personal knowledge.

Mr. MACNICHOL: What Mr. Reid said is a very serious statement.

Mr. REID: If anything ever happens, such as a fire on the steamer or a bad storm at sea I think you would find they are rather panicky; that they would not be a very reliable crew.

The CHAIRMAN: I do not think that was what Mr. Bawden had in mind; rather that he considered them with regard to their services under ordinary conditions. I do not think he would guarantee that there would not be a panic among them in case of a fire. I can quite understand that there would be a lot of panic in a fire among a white crew too.

Mr. J. H. STITT: I think we ought to have the officers of the Canadian Pacific Railway here.

Mr. NEILL: They have clean hands in British Columbia anyway.

Mr. REID: Do you consider they do their part?

Mr. J. H. STITT: They should be here; there is the aspersion cast here that these crews are not reliable crews.

Mr. REID: I want them all here.

Mr. J. H. STITT: They would have to bring them.

The CHAIRMAN: Who do you mean by that "all"?

Mr. REID: I mean, the steamship companies interested; they want to be represented. But I would certainly object to the steamship companies being represented without the seamen; I think that is only fair; so that if the committee are going to allow the steamship companies to be represented let us have other witnesses as well; and let us decide that right now.

The CHAIRMAN: I would say this; that if this committee desires further information which is in the possession of the steamship companies, we should call the steamship companies to give us this information. On the other hand, if there is information in the hands of the seamen which is necessary in deciding the matter referred to us we should get that information from the seamen. But, it is not a question of a difference between the steamship companies and the seamen, it is a question of evidence that we want and where we can get it.

Mr. J. H. STITT: We might not want to legislate against these men at all, we want to get at the evidence.

The CHAIRMAN: After the steamship people tell their story Mr. Reid might not want to call the seamen at all; the information disclosed by them might be in exact accord with the information which the seamen would present.

Mr. REID: I think perhaps the seamen might speak better than I could about the handling of ships. I am merely their representative here.

Mr. BURY: I don't think you represent anybody on this committee, I think you represent the House of Commons. Don't you think it would be wise to hear the evidence of the steamship company first, and then if there is anything in it that you think is not in accordance with the facts, or which you think might be supplemented, we might then get the evidence of the seamen.

Mr. REID: If I take your argument that I do not represent the seamen, then the seamen are not represented here.

The CHAIRMAN: Neither are the steamship companies.

Mr. BURY: This is not a case where one of us represents one side and one another; this committee was appointed to consider a certain matter and report on it to the House.

Mr. REID: I think it is only fair, if you let the steamship companies appear and be heard here, that you should also hear the evidence of the men.

The CHAIRMAN: In the meantime, let us hear from the representative of the Post Office Department who is here, and then we will proceed to ascertain what other evidence we need to call. We want to finish by one o'clock if we can.

Mr. NEILL: Is this evidence to be printed?

The CHAIRMAN: Yes.

Mr. NEILL: I have not seen any of it yet, from this committee.

The CHAIRMAN: Certainly, there are the reports with respect to the Blind.

Mr. NEILL: Oh yes, I see; and then this reference is a different matter.

The CHAIRMAN: : As I understand it the motion in the first instance covers all the reference sent to us this session.

A letter from the Union Steamship Company of British Columbia Limited, previously referred to, follows:—

April 3rd, 1935.

CHAIRMAN,
Standing Committee on Industrial Relations,
Ottawa, Ontario.

DEAR SIR,—I beg to confirm my telegram sent on February 28th which read as follows:—

Union Steamship Co. of B.C., Ltd., registers protest against bill proposing dismissal Oriental employees stop Satisfactory kitchen and galley service under difficult conditions of operation can only be efficiently worked with Chinese chefs and experiments with white cooks have proved failure stop Average of fifty Orientals in our fleet represent efficient and loyal service fairly paid and not sweated labour and average length of service approximately eleven years some of these men having served the Company for thirty-five years with exemplary conduct stop In view fact that Orientals are engaged in other coast industries and we derive considerable revenue from their conveyance any such discrimination against steamship companies may have far-reaching consequences and we wish to record our most positive objection to the principle of the bill now under consideration.

The Orientals serving with this Company on ships in subsidized territory number 44 of which 12 are naturalized Canadians. 20 of these men are Chinese chefs and assistants, and 24 are Japanese oilers and firemen. Most of these men have grown up with the service and no less than 14 have given over 20 years of faithful service. So far as Chinese cooks are concerned they are reasonably paid at the rate of \$100 per month plus maintenance and bonus, while the assistants receive \$65 per month for second cooks and \$55 for third cooks plus maintenance and bonus.

I may say that experiments have been made with white cooks in the shore hotels and our experience of the change was one which we would very seriously hesitate to repeat. In the accentuated seasonal rush they proved unreliable and incompetent and involved us in serious trouble in mid-season notwithstanding the recommendations presented to us.

The Chinese employees naturally know our operating conditions intimately and our ships' galleys are run with almost clock-like regularity, which, needless to say, is a vital factor in our general operation, particularly in rush periods.

The Japanese Engine Room men have met every test of sobriety, careful attention to duty and steady loyalty to the Company with an average service of a little over 15 years. 11 of our Japanese employees were killed or died in active service during the war, and it is amongst this group that there are 12 naturalized Canadians.

I am advised that pressure is being brought to bear upon these men to join the Waterfront Workers' Union, which is now being actively formed, so that apparently even from a labour point of view these men are to be regarded as valid employees.

From the point of view of our Company, any disturbance of these domestic conditions which have practically existed for a generation in our service would involve very difficult consequences. Both Chinese and Japanese are actively engaged in the various industry undertakings on the coast, and we derive considerable revenue from them as travel patrons on our ships.

If the Government contemplate assuming the responsibility of excluding Orientals entirely from British Columbia employment, we should probably have to share this very grave responsibility, but to attempt to discriminate against Steamship operation while we have to carry these

people to and from their work and yet to have to refuse to continue our Oriental employees in what has been assured employment, would, we submit, place the Company in an entirely unfair position, and I beg of the Committee to consider this matter very seriously from all points of view.

We sympathize in a general way with the principle at stake, but I may assure the Committee that we have all through the worst part of the depression kept our employees together, at considerable disadvantage to ourselves, and no employee of the Union Steamship Co. that I know of has been definitely out of employment or has had to seek relief.

If the Committee consider it necessary, I should be pleased to attend personally on telegraphic request, but I feel that the matter will be thoroughly and dispassionately considered in view of the special circumstances by which it is surrounded

Yours very truly,
Managing-Director.

R. H. MACNABB, called.

By the Chairman:

Q. What is your position in the Post Office Department?—A. I am Chief Superintendent of Railway Mail Service, responsible for the transportation of mail by railway and steamer.

Q. You know the conditions of our reference, Mr. MacNabb?—A. Yes.

Q. Are any of these ships in receipt of a subsidy from your Department?

Mr. WHITE (*London*): What is it about?

The CHAIRMAN: We are enquiring as to the question of employment of greater numbers of white Canadian citizens on all ships and vessels of Canadian ownership and registry, the owners of which receive grants of money from the public treasury of Canada.

By the Chairman:

Q. Now, in the first place, are any of these ships in receipt of a grant of money from the Post Office Department; or are they in receipt of payments for services rendered to the Post Office Department?—A. In certain instances they receive payments from the Post Office Department.

Q. Are they by way of grant, or by way of contract?—A. By way of payment for the carriage of mails.

Q. Outside of payment for the carriage of mails, do any of these ships referred to in the reference receive grants?—A. No, not from the Post Office Department.

By Mr. Bury:

Q. In others words, the Post Office only pays for services rendered to the Post Office for the carriage of mails?—A. Yes. For the carriage of mails.

The CHAIRMAN: Having that clearly I think we can possibly go into the question of the Post Office contracts; although strictly speaking it is no more a grant than if the government sent me abroad and bought me my ticket for the journey.

Mr. NEILL: Mr. Chairman, before you finish you won't have anything left on that.

Mr. J. H. STITT: It has a bearing on the matter.

The WITNESS: The Post Office Department is interested in the services under discussion this morning only in so far as the proper carriage and handling of mails is concerned. It has never concerned itself with the employment of

labour by the steamship companies. As a matter of fact, I know of no clause in the Post Office contracts dealing with the problem of Oriental labour.

The CHAIRMAN: Or any other kind of labour?

The WITNESS: Or any other kind of labour.

By Mr. Bury:

Q. Or even in the distinction between the employment of British subjects or of Orientals?—A. No.

Q. In other words, the Post Office Department is simply and exclusively with provision for getting its work done?—A. Yes, getting its work done; getting the mails carried safely and handled promptly.

By Mr. Reid:

Q. Just in getting the service?—A. That is it.

Q. Do you ask for competitive bids?—A. Not in all cases. In connection with the large steamship companies it is by arrangement and recommendation to council.

Q. Just entering into an arrangement with them for service?—A. And, approved by council.

By Mr. MacNicol:

The CHAIRMAN: There could not be any competitive bids in the service between Vancouver and Japan.

Mr. REID: If there were two or three lines running there might be.

The CHAIRMAN: Is there?

The WITNESS: In the majority of these cases that I have referred to it is usually by arrangement because there is no competition.

Mr. REID: I think there was one case of a contract in connection with which they called for competitive bids and on which the C.P.R. was not a successful tenderer. I know competitive bids were called.

The CHAIRMAN: Perhaps Mr. MacNabb can give us the ships that have mail-carrying contracts, and the general terms of the contracts; although, strictly speaking, perhaps he should not.

The WITNESS: The point I would like to make is that the Post Office Department is not concerned with the employment of oriental labour. The services that such a condition would apply to are services that are under Trade and Commerce Department.

By Mr. Stitt:

Q. Do you pay any money at all to the Canadian Pacific Railway for transporting mails to China and Japan?—A. No.

Q. You do not pay anything?—A. No, that is under subsidy.

Q. That is all under subsidy?—A. Under subsidy.

By Mr. Bury:

Q. But you get advantage of the subsidy. I mean to say the subsidy is given in consideration at least in part of the services rendered to a department; is that right?—A. Yes. We get the benefit; in a large number of Trade and Commerce contracts there is a clause dealing with the carriage of mails.

By Mr. Reid:

Q. Is it correct that there were some contracts changed? I mean, subsidies did not go to certain steamship companies a few years back, and later on they

were changed and segregated so that postal services came in, and Trade and Commerce paid if they wanted to, or they dealt with them by way of subsidy.—
 A. I am not aware of that condition. In certain contracts, a very few, where the clause dealing with the carriage of mails was permitted, the contractors made application for payment for the carriage of mails. This may be explained by the fact of the lowering of the subsidies, and the contractors, of course, looked to somebody to be reimbursed; and the Post Office Department, on account of the volume of the mails, was probably their best channel.

By Mr. White:

Q. We are told that \$690,000 was paid in subsidies for the Pacific line. Have you any estimate as to what the value of carrying those mails would be?
 —A. I have not that information with me, and I would not like to venture a guess. But it is quite a considerable sum.

By Mr. Bury:

Q. Do you know whether, in estimating the subsidy of \$690,000, any figure was set on the value of the mail services?—A. I think I can say this, that quite frequently when subsidies are under consideration, the Department of Trade and Commerce asks for certain information as to what would be the cost to the Post Office Department if it paid for the carriage of the mails under the conditions that they are studying.

Mr. WHITE: That is what I had in mind.

The WITNESS: So I would imagine that it would be taken into consideration.

By Mr. White:

Q. There must be some estimate provided in the Department of Trade and Commerce in order to arrive at a certain figure?—A. I cannot speak for Trade and Commerce. I don't know.

Q. You say they asked you to give an estimate of what it would cost?—
 A. Yes, from our standpoint.

Q. Can you give us that figure?—A. With regard to these services?

Q. Yes.

The CHAIRMAN: It would be on record in the department, what figures the Post Office Department gave to the Department of Trade and Commerce with regard to mail carrying.

Mr. BURY: It should be in the records of the Department of Trade and Commerce, what contract was entered into and what figure was fixed, should it not?

The WITNESS: Well, I could not say offhand whether such a request for information has been made in each and every case. But I do know that in a number of cases that I remember of, such information was requested.

The CHAIRMAN: Mr. Bawden tells me that he will inquire into their records and see if he can get that information.

By Mr. Bury:

Q. May I ask this question: I understand from what Mr. MacNabb says that there are certain cases where contracts have been made with the steamship companies direct by the Post Office Department for the carriage of mail, and there are other cases where no such contract has been entered into between the Post Office Department and the steamship companies; but the Post Office Department gets the advantage, without its entering into any contract, of a subsidy granted by the government through the Department of Trade and Commerce, and intended no doubt to cover, and it does cover, services rendered

to the Post Office Department. There are two classes, are there?—A. Yes, where we enter into arrangements ourselves and where we carry the mails under Trade and Commerce contracts.

By Mr. MacNicol:

Q. Then the Post Office Department does not pay anything for the transportation of the mails from Vancouver?—A. Under Trade and Commerce contracts?

Q. Yes?—A. In this China-Japan Service?

Q. Yes?—A. I want to be sure of the question. No, we don't pay anything. That is a straight subsidy.

Q. You deliver the mail at Vancouver?—A. Yes.

Q. And from there on it is carried by the steamship companies?—A. Yes.

Q. And you pay nothing for the carrying of it, but the steamship companies are reimbursed by subsidies from the Trade and Commerce Department?—A. Yes.

By Mr. Bury:

Q. Is that true in these cases where the mail is carried under what is apparently in form a straight subsidy?—A. Yes.

Q. It is true of all these cases?—A. Yes—we have not very many—

Q. I don't care how many you have.—A. —where mails are carried under the present subsidy.

Q. The Post Office Department does not make any covenant for payment?—A. No.

Mr. WHITE: It would appear that the bookkeeping of the Post Office Department is hardly accurate, under these circumstances.

The WITNESS: I beg your pardon?

Mr. STITT: They get that for nothing.

Mr. WHITE: I say it is clear that the bookkeeping of the Post Office Department is hardly accurate under these circumstances.

The WITNESS: Of course, we are rendering a lot of service to the other departments.

The CHAIRMAN: That is not what we are interested in. We are not interested in the accounting of the Post Office Department. In view of the fact that the witness said that the contracts between the Post Office Department and the steamship companies have no reference whatever to the employment of labour, which is principally what we are inquiring into, is there any value of our going into these contracts at all?

Mr. NEILL: Yes, I think there is. By the previous witness we were told that the subsidies in such a place was so-and-so, and we had that in mind in consideration of the question whether they should be compelled to employ whites and so on. Now we find, and we are advised that there is a further subsidy paid from the Post Office. I think this witness should tell us, as regards these four lines mentioned by the first witness, just what they do derive from the Post Office which would materially increase their subsidy from the Trade and Commerce Department.

The CHAIRMAN: That raises the question whether it is a subsidy or not. In my opinion it is not.

Mr. NEILL: Not a subsidy?

The CHAIRMAN: It is not a subsidy. Take for example a case where the government shipped a quantity of freight in one of these ships and paid for the carriage of the freight. That would not be a subsidy. Now, the government

ships a quantity of mail and pays for the mail they carry. That is not a subsidy.

Mr. BURY: But the subsidy is practically a payment for the service, just the same.

Mr. NEILL: The word used is not "subsidy." It says, "the owners of which receive grants of money."

By Mr. Neill:

Q. Mr. MacNabb, do you pay a grant of money to the steamship companies from the Post Office?—A. We pay for services rendered.

Mr. NEILL: It is a sum of money.

Mr. BURY: I know.

The WITNESS: It is for services rendered.

Mr. NEILL: Is a subsidy not supposed to be for services rendered?

The CHAIRMAN: I suppose when Mr. Neill draws his sessional indemnity, he calls it a subsidy.

Mr. NEILL: I give something for it and am entitled to it. I call it payment.

Mr. REID: There is a little distinction between the services required. I want to take an example for the sake of argument. It may well be that the government or anyone could carry mail, as far as the space required is concerned. We in this country may want special service, we may want frequent service, and we may say to a company, "We will give you so much per mile if you will take that mail," which would be at greater cost than the mail could be carried in some other line. I say that would be a subsidy. It is true we are paying for the mail, but we are paying for more than the mail. We are paying to encourage the steamship company for carrying on such a service.

Mr. BURY: That is hypothetical. We have no evidence that that is the case.

The CHAIRMAN: I am in the hands of the committee.

Mr. REID: There was an argument this year between the Minister of Trade and Commerce and the C.P.R.—

The CHAIRMAN: I am not concerned with any argument between the Minister of Trade and Commerce and the C.P.R. What I am concerned with is whether or not the statement that we pay these companies for carrying mail has any reference to the employment of Canadian white citizens in ships receiving grants of money.

By Mr. Neill:

Q. May I ask a question resulting from one by Mr. MacNicol, something which I think went down wrongly in the notes. Mr. MacNabb, this fact stands, that on some service contracts, a ship gets a subsidy from the Department of Trade and Commerce and also receives payment on a mileage or other basis from the Post Office?—A. Right.

Mr. NEILL: I think Mr. MacNicol got the idea that where there was a subsidy the Post Office didn't pay.

Mr. MACNICOL: I asked the question—

The WITNESS: You asked me specifically with reference to the Canadian China and Japan service, and that is a straight subsidy. We do not pay anything for the carrying of mail on that service.

By Mr. MacNicol:

Q. The statement you made was that you delivered the mail to Vancouver?
—A. Yes.

Q. The mail was taken by the steamship companies and carried to Shanghai or Hong Kong or elsewhere, and that you paid nothing?—A. Right.

Q. From the time it went on board ship?—A. That is correct.

Q. And the steamships were reimbursed for carrying the mail apparently by subsidy?

Mr. BURY: Yes.

The CHAIRMAN: We want to close by one o'clock, if we can. Is it satisfactory to the committee that Mr. MacNabb should give us the terms of the contracts between the Post Office Department and these coastal lines that get a subsidy and perhaps get payment for mails, it being distinctly understood that each payment is payment for the mails?

Mr. STITT: I think we should have that.

By Mr. Neill:

Q. I just want to ask one question. Why is it, when you get your mails carried on the oriental service for nothing, that you have to pay all these other groups, these other three coastal groups that have been mentioned?—A. I explained before that the Trade and Commerce contracts as a whole contain a clause which takes care of the carriage of mails. In the absence of that clause in the contract, naturally the contractors could only turn to the Post Office Department for payment for carriage of the mails.

Q. In certain cases this clause was cut out?—A. Yes.

Q. When was it cut out, do you remember?—A. I don't remember. It is only in connection with a few services that it has been taken out.

Q. Very few, yes. There are only three, in fact, are there not?—A. Yes, I think that is right.

Q. When was it taken out on the west coast, for instance?—A. I would say that it would be about fourteen years.

Q. Or more, perhaps?—A. Yes, not any more than that.

Q. And the other two services?—A. The Skagway service and the west coast service?

Q. The Union Steamship Company, what they call the northern groups?—A. Well, no. We have previously paid a portion of that service, so that it has been in effect for some time.

Mr. NEILL: You said, Mr. Chairman, that he would submit a statement of the amount paid in these separate groups by the Post Office. That is quite simple. I guess he has got it in his possession. Why not put it in?

By Mr. Bury:

Q. Let me ask this question which has been raised now. In the cases where the requirement, as a condition of the subsidy, was that the mail should be carried and that was subsequently cut out—I understood you to say that?—A. Yes.

Q. Was the subsidy lowered when it was cut out?—A. In the two cases that I have referred to there, the Vancouver and west coast service and the Vancouver-Victoria and Skagway service, I think the subsidies were reduced.

Q. That is what I am getting at.—A. And the contractor then turned to the Post Office Department.

Q. And asked for payment for the mail?—A. Yes.

By Mr. Neill:

Q. Did the total of the reduced subsidy of the Postal Department not come to more than the original subsidy?—A. There may be some difference, I think it is a little higher, but I do not think it is very much.

Q. And I suppose the purpose of that was economy, was it not?—A. I could not say.

The CHAIRMAN: After all, it is a matter of what amount of these subsidies were for mail services. However, I do not think the purpose of our enquiry is to establish the amount of subsidies received by different groups of steamship companies.

By Mr. Neill:

Q. You might tell us now, for these three services what amount they did get per year—or last year?—A. Take the Vancouver-Prince Rupert-Queen Charlotte Islands service; that service is subsidized by the Department of Trade and Commerce to the extent of \$12,000, and by the Post Office Department by \$9,000.

By the Chairman:

Q. Now, just a minute; are they subsidies by the Post Office Department amounting to \$9,000 a year, or does the Post Office Department pay \$9,000 a year for carrying the mails?—A. Well, probably I had better take that back, it was a payment made by the Post Office Department.

By Mr. Neill:

Q. In addition?—A. In addition to the Department of Trade and Commerce subsidy we paid \$9,000 per annum.

Q. Now, let us have the amount paid to the other services, take the Union Steamship Company?—A. That will be the Vancouver, Prince Rupert and northern British Columbia points.

Q. Yes, northern British Columbia?—A. The Post Office Department pays \$13,200 in addition to the subsidy by the Department of Trade and Commerce of \$18,000 per annum.

By the Chairman:

Q. They pay \$13,200 for the mail contract?—A. Yes.

By Mr. Neill:

Q. How much?—A. \$13,200 payment for the carriage of mails.

By Mr. Bury:

Q. That is in addition to the \$18,000?—A. Yes.

By Mr. MacNicol:

Q. Wasn't that to northern British Columbia points?—A. Yes, Vancouver, Prince Rupert and northern British Columbia points, by the Union Steamship Company.

Q. Of course, you would not have the amount given in the original subsidy?—A. I could get it.

Q. What I can't see is, Mr. Neill asked a question, or rather made a statement, that the subsidy is larger than it formerly was; what I am trying to get at is, is the amount given by the Post Office Department and the amount given by the Department of Trade and Commerce greater or less than the original subsidy was?

Mr. NEILL: It is actually more.

The WITNESS: In this particular service I might say that a matter of possibly four or five years ago very strong representations were made to the Department by this company for an increased payment for the carriage of

mails, based on the increase in the volume of mail handled. I made an investigation of the matter personally and the amount of the payment by the Post Office Department was increased from \$8,200 to \$13,200, an increase of \$5,000; and that was based entirely upon the service rendered to the Post Office Department.

Mr. NEILL: That was just an increase in the rate; what about the West Coast service?

The CHAIRMAN: What company is that?

Mr. NEILL: The C.P.R.

The CHAIRMAN: Is that the West Coast of Vancouver island?

Mr. NEILL: Yes; the Department of Trade and Commerce paid \$10,000 for that, wasn't it?

The WITNESS: You want the amount of the subsidy by the Department of Trade and Commerce to the Canadian Pacific Steamship Company? It was \$10,000, fiscal year 1934-35, yes. The Post Office Department paid \$4,536 in the same year.

By Mr. Neill:

Q. What was the amount last year?—A. \$4,536, 1933-34, or at a rate of 15 cents per mile for the carriage of mail. On the service from Vancouver and Victoria to Skagway, the Department of Trade and Commerce subsidy was \$12,000, 1934-35, and the Post Office Department paid in 1933-34 \$9,597.60, based on a rate of 15 cents per mile.

Q. That is 15 cents per mile each way, I suppose?—A. Yes, for each mile travelled. Now, that is the four, Mr. Chairman.

The CHAIRMAN: Is that all the evidence you want?

By Mr. White (London):

Q. There is one question I would like to ask. A while ago I asked—and I think Mr. Bawden was going to look it up—I would like information as to what was paid for the carriage of mails during the years when there was no bonus or subsidy paid to the companies?—A. I could get that information for you.

Q. That will probably be the answer to the question?

The CHAIRMAN: Mr. Bawden and Mr. MacNabb will get it between them, and will give it to us.

The WITNESS: For what period do you want it?

Mr. WHITE (London): It may not be necessary to have all the years in which there was no bonus, from 1920 on.

The WITNESS: Say, from three or four years before the subsidies.

Mr. WHITE (London): There were no subsidies paid between 1920 and 1931, I understand, on the carriage of mails; for the last three or four years of that period.

Mr. MACNICOL: We are also anxious to know what the subsidy of the Department of Trade and Commerce was to these three lines covering the West coast prior to the Post Office arrangement.

The WITNESS: You mean, prior to the withdrawal of that clause.

Mr. MACNICOL: Yes. The point I want to find out is, are we paying more now from the two Departments than we paid before through the one Department.

The CHAIRMAN: It would not be of any value to get that information unless we knew the relative amount of service involved, and what additional service is provided for these additional payments.

Mr. NEILL: The point is, Mr. Chairman, that if we are paying a lot more money we would have that much more right to say what the crews on these ships should be.

The CHAIRMAN: Oh, yes.

Now, if that is all, I would like to put on record a letter to which I referred a little while ago, a letter that was sent to me by the Canadian Transport Company, Limited; if there is no objection to it going in in this way.

Mr. NEILL: Where are they from?

Mr. MACNICOL: That is the West Indies service.

The CHAIRMAN: No. The Canadian Transport Company, Limited has offices in Vancouver. They are not a steamship company.

The letter reads as follows: It is dated February 14, 1935, and it is addressed to the Standing Committee on Industrial Relations of the House of Commons; it says:—

DEAR SIR:—We understand that the Standing Committee on Industrial Relations has now before it for consideration a Bill, whose object is to debar the employment of Orientals on Canadian Trans-Pacific ships.

It is our opinion that such action by Canada at the present time would have a very serious effect on the sale of Canadian products in China and Japan.

Over the past five years we have exported to China and Japan Canadian goods valued at \$134,744,628, while we imported in the same period only \$50,492,674 from these countries. A large share of this export trade is lumber, the total for the five years being, 1,378,428,000 feet board measure.

We are exporters of lumber and have our own selling organization in both Japan and China.

To move this lumber we operate a shipping company who charter ships on the open market. A very large proportion of the lumber movement from this Coast to the Orient is freighted in this manner. Freight rates are set by this type of charter and thus any increase in the cost of operations to Canadian ships would give an added advantage to foreign ships not affected by the Canadian regulations.

Most important however from the lumber point of view is the almost certain loss of trade to Canada due to Oriental sensitiveness.

We would therefore respectfully suggest that due consideration be given to the trade aspect of this matter, as a step of this kind might do very serious harm to Canada.

Yours very respectfully,

(Signed) W. J. VANDUSEN,

*Vice-President, CANADIAN TRANSPORT Co. Ltd.
Vice-President, H. R. MacMillan Export
Company, Limited.*

Now, if there is nothing further today, shall we meet again at the call of the Chair.

Some hon. MEMBERS: Agreed.

The CHAIRMAN: And the sub-committee will in the meantime consider whether or not any more witnesses should be called.

The Committee adjourned at 12.55 p.m., to meet again at the call of the Chair.

