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Evidence given before the Senate  
Committee on Immigration and Labour,  
6th May, 1914.

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THE SENATE OF CANADA

EVIDENCE

GIVEN BEFORE

THE SENATE COMMITTEE

ON

IMMIGRATION AND LABOUR

6th MAY, 1914

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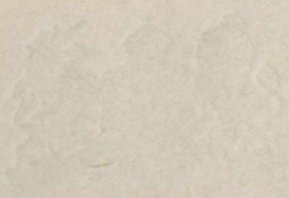
SECTION 36

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UNITED STATES OF AMERICA

1880

DEPARTMENT OF THE INTERIOR



WASHINGTON, D.C.

1880



# THE STANDING COMMITTEE OF THE SENATE

ON

## IMMIGRATION AND LABOUR

The Hon. T. O. DAVIS, *Chairman.*

The Honourable Messieurs:—Beith, Bolduc, Dandurand, David, Frost, Jaffray, Riley, Thorne, Watson.

THE SENATE.

COMMITTEE ROOM No. 28.

WEDNESDAY, May 6, 1914.

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

Present: The Hon. T. O. Davis, Chairman, Hon. Messieurs Bolduc, Dandurand, Jaffray and Riley.

The CHAIRMAN.—There is a lady here who wishes to address the Committee on some questions relating to immigration. We will call on the lady before we call on Mr. Robertson.

MISS ST. JOHN WILEMAN.—First of all, gentlemen, I would like to pay a tribute of thanks to the late Sir George Ross, who before his death was a very warm and strong supporter of the subject which I am bringing before you. His death is much to be regretted.

The subject which I wish to bring before you this morning is one of International importance. It has now the practical working support of almost every civilized country including Great Britain, Australia, New Zealand, Germany, Spain, Austria, Switzerland, Belgium, France, Norway, the States of the United States, the Argentine Republic, and other countries. It has dated its first work from 1865, which is a practical proof of the working out of the system, in the data that may be obtained from it, and also of the practical benefits which it may be to the various communities which have adopted it.

At the present moment, it seems to me, Canada is perhaps facing the crisis which every nation has to face. After a period of financial depression which comes in the life of every nation, from various causes, there is inevitably a very big wave of unemployment over the whole country. The United States fare, possibly, worse than Canada, but Canada is feeling it. I speak from practical experience. I have had the privilege of starting and working the first public Labour Bureau in Canada. In the course of a year I have given employment to 3,000 men of all trades and all nationalities. It was done really as an experiment, to see how the system which has worked such wonderful results in other countries should be adapted to your own country's particular idiosyncrasies.

The system to which I refer is that of a free public labour bureau whereby the employer and the employee may find a common meeting ground where both sides get justice, efficiency, fair play and business dealing, where abuses and defects in the



organization of putting the worker and the employer together may be remedied scientifically through the operation of the government, the employers and the workers; any abuses which exist may be looked into and justly dealt with; also whereby a certain adjustment may be made so that a certain amount of labour which is superfluous in one district may be provided with information as to openings and employment in another district, and may reach those openings, to the benefit of the employer and the worker without waste of time in advertising, without waste of time in tramping about to wrong places, and without waste of time to the human being which constant disappointment, intermission of employment, and its resultant effects must inevitably work upon the human unit.

Gentlemen, practically today Canada is facing the question as to whether she is going to manufacture machinery and relics for the junk-heap, or whether she is going to undertake the work of conservation of human resources. I happen to belong to an international association for the study of the question of unemployment. It met last year in Belgium. There were representatives of 23 countries, 158 cities, labour unions, social service organizations of every kind. They had during two weeks a long series of earnest discussions. This question of the organization of labour bureaus as a necessary factor in the State administration of every country, small or big, was brought up and thoroughly sifted, and the discussion ended in the whole congress deciding unanimously for it.

In the country which is such a very near neighbour to Canada, and in many respects similar—the United States—up till now they have attempted to deal with this question by means of spasmodic labour bureaus, that is to say, under the state and under a few municipalities. At the large employment conference which was held in New York in February, to which practically every state and city sent representatives, it was stated clearly by every authority that the system did not work out well, because it ought to be national, with one central authority, and it ought all to be linked up, each state working with each state when necessary, and each city with each city, to overtake the whole burden of the problem of unemployment. The result of that has been very remarkable. I have private information that a Bill is now before Congress to create a federal system of labour bureaus throughout the United States. I have just recently been asked to become a member of the American Association for Labour legislation, so I am fairly in touch with their doings, and they tell me there is not the least fear that the Bill will not pass.

Now, to turn to your own conditions here in Canada, I will ask you to believe that first of all my experience is practical. I spent three months under tent in mining, lumbering, and logging camps right away up in Northern Ontario. I had to reach the place by canoeing 500 miles up the Montreal river. I spent some time down in the Niagara fruit district. I spent five weeks out on the prairie in the depth of winter with snow on the ground, where every drop of water had to be carried a quarter of a mile and the whole of the wood had to be cut outside for the fires. One of the heads of a big departmental store in the west, allowed me to go 'incog,' to see the working of the store, both as to men and women, and I was there two weeks; he allowed me to take notes and make suggestions as to what could be done in the way of improving conditions. So I think possibly you will understand that I am not speaking theoretically, but as far as possible I have investigated the whole of the information and conditions. Then too I have studied on the spot the working of the British Labour Exchanges, the German Labour Exchanges, and the United States Labour Exchanges, so that I feel, as far as my personal knowledge goes, it is fairly solid.

At the present moment you have in Canada practically no organization at all which is going to handle this big problem; first of all in its relation to the employer and the employee, in seeing that your employers, who are now struggling to build up industries in the country, often using human material which is not always skilled and which sometimes is foreign in speech, do not have to depend upon men who do not



speaking the English language; and on the other hand, provide for taking an interest in the employee, who comes into the country a stranger, who has lived and worked and existed under totally different conditions of both social and labouring life. Then you have also the fact that in industrial and technical conditions here, as is inevitable, there must certainly be differences in certain respects from other countries. You have all this difficulty to meet with on the top of the difficulties that all countries of standing homogeneous populations have met and dealt with. In addition to that you have long distances; your towns are some distance apart from one another; then your winter months naturally preclude a good deal of the work that is done in the summer time. All this means that some machinery has to be set in force. First of all see the difficulties fairly and squarely in the face, adjust them, and get the co-operation of government, employers and workers in carrying out the whole system efficiently with good-will one towards another.

I tell you, gentlemen, that in Germany, where these labour bureaux were started in 1865, and where I have, myself, seen them, they have won out so splendidly all along the line that the trade unions and the trade guilds have in many cases shut up their offices and have joined forces with the labour bureaux, and co-operate with them in every possible way. You will understand from this what a wonderful effect the whole system may have upon the conditions of industrial and commercial life in the country.

At the present time there is no efficient agency for doing this work, apart from the commercial employment agent—and if I seem to speak in rather harsh terms of him it is because I have good cause. For two months a grant out west, which was passed by a city council, was held back by the employment agents. When we succeeded in winning the city council around and got our grant paid, the whole of the employment agents tried to take out an injunction in the Supreme Court of the province to stop the work. Those were only two instances in which they deliberately tried to wreck an organization for the good of the community at large. At the present moment the business, the morale, the education, and the general outlook of those men are inferior in the very greatest degree. Just to cite one case alone: In one of the big western cities the chief employment agent to whom immigrants and resident workers are always asked to go by the mayor of the city, is a man who was in the police force but was turned out for very dishonest behaviour and whose reputation is of the shadiest. That man, mind you, is the person to whom the city hall authorities send every person to get employment. Then, the practices of the employment agents, from a business point of view, are absolutely injurious, and in many cases very dishonest. In the first place, as I mentioned to Dr. Roche, although they have to keep the law—by the Order in Council which was passed last year, with regard to only charging the immigrants \$1—as far as the resident and English-speaking worker living in the country, or coming from the United States, is concerned, they still continue to charge him anything from one to ten dollars for a job that may last only a week; because even if the job only lasts a week they never return a penny of the fee that has been paid. Workers have brought me their receipted slips of paper showing me the amount they have paid, sometimes they have come back again and told me that they were misinformed about the job, and that in the first case the employer only wanted help for a few days, or some other circumstance cropped up which made it impossible for them to hold the job for a decent period. If those workmen had the money to pay their railway fare, I could bring down here men who could give evidence on oath as to another practice which exists. It is this, the foreman of contractors for big works, lumbering camps and railway camps and so on, will enter into collusion with the employment agent and arrange with him to send up instalments of workers, say at periods of from ten days to a fortnight. These men will pay their own railway fare. The foreman gives the men ten days or a fortnight's work; then without rhyme or reason discharges the whole of them. The employment agent has another party on the way up, and the foreman and employment agent share the fees. This is a fact, because the men who made those arrangements boasted what they made during a season's work—sometimes



\$100, \$150, \$200 by this process. You see the injustice and hardship that this practice inflicts upon the worker as well as upon the employer. The employer is not cognizant of and is not a party to this practice; naturally he cannot undertake the whole of the arrangements, and a great deal is left in the hands of his foreman, as it has to be in every big business. Then there is another point, and that I would like very strongly to press home—that naturally a great many women go to those men seeking work. That is a very great source of danger in many ways. In the first place, the commercial employment agent does not take into consideration the fitness of the woman for one particular job or another. A well-trained domestic servant may be picked out to go to the country to help with the chores and the rough farm work, regardless of her previous experience and fitness for work in the city. There are other evils, too, touching the safety of women and girls, which have grown to a very great extent under the Commercial Agent system.

There is yet another way in which a man or woman may get employment, and that is by advertising. Gentlemen, you read the papers; you have seen the column after column of advertisements that go in; and any one who thinks for only one moment can realize the tiring, wearing, embittering search, it may be, to get work in any way at all through searching advertisements in the columns of a newspaper. Dozens and dozens apply for the same post; you either rush up to take the place or you take other trouble, and you find that somebody else has just filled it.

Taking all this into consideration, some of the biggest organizations in the country have now for two years been petitioning the government to practically take up this question and follow the principle, though not necessarily the method of other countries, which have worked the system out for themselves, and have found its solid worth, and it is going to do a great deal more good than it has done even up till now. Five provincial premiers are in favour of this plan, and I may mention a few of the organizations that are taking an active interest in it—the Alberta Legislature in committee, the whole of the Boards of Trade for Manitoba, Saskatchewan and Alberta, the Boards of Trade for British Columbia, the Ontario Boards of Trade, the Ontario Builders' Exchange, Retail Clerks' Association, Canadian Federation of Labour, the Union of Saskatchewan and Alberta municipalities, the Lumbermen's Association, and a great many other boards of trade, builders' exchanges, national societies, both French and English, of every description.

The suggestion made to the government by petition is that the federal government should establish here in Ottawa a central bureau with a competent commissioner at the head of this special kind of work, then that district labour bureaus should be established, according to the decision made by the government, in the principal towns and districts. I would say, go slow and try the experiment first with your big towns, and then work it out afterwards for the smaller ones, which can come into line by degrees. Institute an office for women, and an office for men, with a woman in charge of the women's work and a man in charge of the men's. Provide practical well drawn-up registration cards to show every single detail as to the experience, age, nationality, family, history and every other particular of the worker. Provide proper forms for the employers. And on the top of that, arrange for an advisory committee to act with each labour bureau composed of the representatives of the civic authorities, the employers and workers, to advise and help them in the administration of the organization of the labour bureau for that particular district. I may say that this advisory committee has been adopted by practically every country; it is in the United States bill; it has been worked for a great number of years in Germany; it is used in England; and it has been adopted in a great many other countries. It brings all the factors in the situation together. What has struck me much is this, that among the organizations which have sent in all these resolutions to the government, some are pretty strongly in support; I could mention one out in British Columbia, where the Boards of Trade for that province, not content with starting with a labour bureau for the principal towns, sent in a particular request that every town, big and small, should have a



system and see its benefits. I may add that the boards of trade out in the west were careful to consult with the leading members of Labour Unions before they considered passed their resolutions and sent them in.

At the recent Social Service Congress held in Ottawa Controller Simpson, of Toronto, who is well known as one of the most enlightened labour men in the community, practically framed up and endorsed the resolution that was passed both by the Resolutions Committee and by the whole Congress. As a member of the Royal Commission on Technical Education he saw a great deal of the need for this particular organization, and is very warmly in favour of it.

I mention those things in order to show that there is an absolutely unanimous feeling throughout the whole country as to the practical business and moral benefit it would be both to employers and workers.

There is one other side to the question, and it is this: you want now to build up a race of citizens who are going to make your country great in every sense and shape of the word, great as to physical, industrial and economical equipment, and also great in character. That being so, it does seem to me that with the nations old and young of every kind which are emptying their peoples on your shores—some of them speaking no English at all, many coming from countries which have very little conception of the idea of British traditions and customs and all that they stand for in fact of British civilization—it does seem to me that, if Canada as a nation will show she appreciates her responsibilities, she must help those people who migrate to assimilate, to settle here, to bring up their families well and become good citizens. Such a course would not only build up your industries and make your countries rich, but it would help the country in every possible sense and shape of the word more than could be accomplished by many other so-called reforms. What brings those people to Canada is the economic opportunity, the chance to improve their condition; if they find an organization which is stable, firm, and just, and which also makes them respect their obligations as workers to the employers, as well as the obligation of the employers to them, you are going far towards making the foundation of a very happy, strong, and stable state.

I may tell you that last month a splendid deputation waited on the government. We had thirty-one delegates, some of whom had attended on deputations for I do not know how many years; they remarked that seldom had they been on one where there was such unanimity in feeling, in that it is a subject for whole-hearted unity, regardless of politics, nationality or anything else. We were then promised that the government would take active steps to put this measure into force.

Through Sir George Ross I met Senator Davis, and knew that he was particularly interested in this matter; Senator Bostock also has been keenly interested in it for a long time. Through their instrumentality I have been permitted to-day to briefly lay before you an outline of the facts, in the hope that possibly you gentlemen, with perhaps very many years' experience of conditions in Canada at your back, will feel that it is something worth while to co-operate in to make a great success of this scheme. I must thank you very much indeed for so kindly listening to me, and will close expressing the hope that we shall win out, and win out this year.

Hon. Mr. DANDURAND.—For my part I would rather say that we are the beneficiaries of your presence here, and I would be disposed to thank you personally, and I suppose the chairman on behalf of the committee will thank you for your very illuminating remarks.

Hon. Mr. BOLDOC.—I suppose the chairman will not fail to act according to your views.

Hon. Mr. DANDURAND.—Have you examined into the working of the labour bureaus in Great Britain, and the exchange bureaus which have been organized in these later years?



Miss WILEMAN.—Yes. Before I touched this subject at all I studied on the spot the labour exchange systems of Great Britain and the labour bureau system in Germany and the United States of America. I have all the publications of the New Zealand and Australian system, as well as the continental ones, and I have studied the United States Labour Bureau on the spot.

Hon. Mr. DANDURAND.—These exchange bureaus of Great Britain, for instance, have for their object the calling in of labour from one congested city or town to other places where there is need for labour and vice versa; I suppose that the chief bureau would distribute the labour from one town to another wherever it is required.

Miss WILEMAN.—Yes. I might mention that by practical international consent an arrangement has been agreed on that the labour bureau shall remain absolutely neutral during strikes or lockouts; that if a strike or lockout occurs, each association either of employers or workers, receives a statement of the condition in existence at that time, and workers are then free to follow any ruling that might be made by the trade union or other organizations to which they belong, and the employers may do the same as to any employers' association to which they belong. That is felt to be the only just and impartial way of handling the situation.

Hon. Mr. DANDURAND.—We have in nearly every province in Canada, I suppose, a provincial labour bureau; I know that we have in Quebec.

Miss WILEMAN.—Yes; both Messrs. Verville and Dr. Paquet were telling me about it, but they say it is not strong enough alone; that, as in the case of the United States, it is just one unit struggling by itself, and wants the co-operation of all the units with the central authority which will give strength and backbone to the whole work. Then I may tell you that you have a provincial labour bureau here under the Ontario Government. I made it by business to go in and inquire at the Ottawa office. The man himself is perfectly honest and does all that he can with what he is supplied with; but when I tell you that he has just a sheet of paper provided by the government, and an envelope (exhibiting paper and envelope), and that that is the sole limit of the stationery and forms and everything else that he has to work with, I do not think that you will feel that the Ontario Government, at any rate as far as the Ottawa Labour Bureau goes, is doing very much to make the work efficient or to make it of any practical use to the employers and the workers.

Hon. Mr. DANDURAND.—In this province of Ontario we have labour bureaus in every city of the population of Ottawa?

Miss WILEMAN.—They have two or three in existence; I think it is three.

Hon. Mr. DANDURAND.—I suppose London, Toronto and Hamilton?

Miss WILEMAN.—They have their bureau in Toronto at the Parliament Buildings, and they have another bureau facing the railway station in Toronto. Let me tell you another point: this man in Ottawa is a watchmaker and jeweler who attends to his business on Sussex street and at the same time gives what time he can to this work. The government pays him \$25 a month. No, you cannot possibly make such a system efficient in that way; it is hopeless. To do the work properly, there must be a man in charge who understands his work and studies it, and does his very best to study the conditions of the employers and the workers and the needs of the district for which he is working. A man who is given \$25 a month, and who is also a jeweller and watchmaker, cannot do his work efficiently.

Hon. Mr. BOLDUC.—I suppose the Central Federal Bureau, established here, could have an arrangement with the provincial authorities to co-operate with them.

Miss WILEMAN.—Most certainly.

Hon. Mr. BOLDUC.—Without that it would be possible to have it work.

Miss WILEMAN.—Most certainly. That could be arranged all along the line; wherever an isolated labour bureau exists it can be brought into very close co-operation with the federal bureau, they could work together. I merely quoted this case to show



the utterly hopeless sort of way that has been adopted and has been struggling along up to the present.

The CHAIRMAN.—On behalf of the Committee I have to thank you for the valuable information you have placed before us. No doubt the Committee will give it consideration. We will now hear Mr. Robertson, Assistant Superintendent of Immigration. I think Mr. Robertson, in order to facilitate matters, you might take up the question of booking agents, which has been discussed a good deal with reference to immigration. I might tell you that there is a feeling in the country that we are paying a lot of money to those people in the old country for bringing out immigrants here. They are supposed to bring out a certain class, and the feeling is—whether it is right or wrong, you will probably be able to say—that the class of immigrants is not the class that we are supposed to get for the money we pay. I would like you to take that up. I have here a return made to the House which will probably give you a starting point. It gives the number of booking agents in the British Isles, what they received from the government for bringing out farm labourers and female domestic servants, and what there is on the continent of Europe. In the years 1910-11 we have bonus payments to booking agents in the British Isles, \$89,969.77; in 1911-12, \$109,942.87; in 1912-13, \$110,432.02. Then on the continent of Europe we had in 1910-11, \$10,516.86; in 1911-12, \$10,638.53; in 1912-13, \$8,239.25. This statement shows we pay a bonus of £1 on adults and ten shillings on those between one and eighteen years of age. Those amounts are paid to the booking agents on farmers, farm labourers and female domestic servants sent to Canada. That is what we would like to have light upon. We want to find out what kind of people are coming from the British Islands and elsewhere.

Mr. E. B. ROBERTSON, Assistant Superintendent of Immigration, said: There are in the British Isles about three thousand booking agents. In the past they have run largely on the principle of 'once a booking agent, always a booking agent,' because the steamship companies have not exercised any very close supervision over them, and a man appointed as an agent usually remained as an agent until his death, and was succeeded by his son or grandson. There are now about eleven hundred booking agents who do little Canadian business, leaving 1900 active agents. These booking agents sell tickets; that is their business. They operate in an office, somewhat as Mr. Duncan does here for the Canadian Pacific railway, or Mr. Montgomery for the Canadian Northern railway. They sell tickets to whoever comes in and asks.

Hon. Mr. BOLDOC.—They refuse nobody?

Mr. ROBERTSON.—They refuse no person.

Hon. Mr. DANDURAND.—And if an immigrant has made up his mind to come to Canada, and goes there to buy a ticket, that ticket agent gets his bonus from the government?

Mr. ROBERTSON.—Providing that particular immigrant belongs to the bonus class, providing he is a farm labourer, or in the case of a female, she is a domestic servant.

Hon. Mr. JAFFRAY.—How does he get assurance that the immigrant belongs to that class?

Mr. ROBERTSON.—When a person purchases a ticket he knows nothing about this bonus. He is asked certain questions on a form provided by the government, and this he fills in, stating his occupation at the time he purchased the ticket, what his occupation has been during past years, and special reference is made to the length of time he has been engaged as a farm labourer, or if females as a domestic servant, and where and when such employment was followed. Of their own free will they sign that form before they have any idea of the purposes for which the form is prepared.

Hon. Mr. DANDURAND.—Except that the party may have been coached or informed?

Mr. ROBERTSON.—There is a bare possibility of that. Then when they come to the ocean port of arrival they are questioned as to their past actions and intended actions



in the future, with particular reference to the question of employment. On those people belonging to the specified occupations—farm labourers and domestic servants—and who intend to follow those occupations in Canada, the booking agent who sold the ticket is allowed one pound on adults and ten shilling on those between one and eighteen years of age.

The CHAIRMAN.—We know that there is a large immigration coming in here from London, Manchester and from other large centres of Great Britain. Is it a fact that those people come in without any bonus being paid on them at all?

Mr. ROBERTSON.—Of the British immigration for the past eight or ten years a bonus has been paid on about 17 per cent; 17 out of 100 have qualified for bonus payments.

Hon. Mr. BOLDOC.—Only that proportion?

Mr. ROBERTSON.—About 17 out of 100. It varies in different years. The largest is 20.39 and the lowest 13.7.

Hon. Mr. JAFFRAY.—That bonus is paid when they come here, not before they leave.

Mr. ROBERTSON.—After they have arrived and we have found out from the examination conducted by our own officers that they belong to the particular classes for which we are catering, the bonus is paid; and if within a year they leave and go to the states, or if they are deported back to their own country for some reason, the bonus is deducted from that particular agent's future earnings.

Hon. Mr. DANDURAND.—But that agent applies for his bonus?

Mr. ROBERTSON.—Yes.

Hon. Mr. DANDURAND.—And sends a copy or the original document signed by that party purchasing the ticket?

Mr. ROBERTSON.—Yes; that is his claim.

Hon. Mr. DANDURAND.—How do you explain that 83 per cent of the immigrants escape the ticket agent and the bonus?

Mr. ROBERTSON.—They do not escape the ticket agent; the ticket agent knows it is useless to send in a bonus claim on a carpenter in the Old Country who intends to be a carpenter here, and the other classes that do not come within the bonus regulations. Over and above that, we do not allow a bonus to the head offices of steamship companies or shipping offices; the head offices of steamship companies sell a large number of tickets. When I say we allow bonuses on 17 per cent I do not mean to say that only 17 per cent of the immigrants from Great Britain belong to the agricultural classes; there are a great deal more than 17 per cent belonging to the agricultural classes.

The CHAIRMAN.—Is it a fact that the Salvation Army and charitable organizations of that kind are booking agents?

Mr. ROBERTSON.—The Salvation Army, in so far at least as its immigration business is concerned, can hardly be called a charitable organization. The Salvation Army is selling tickets and bringing immigrants forward to Canada. In their largest year, when the Salvation Army booked most people to Canada, they booked some 26,000. I am speaking from memory.

Hon. Mr. BOLDOC.—In the year?

Mr. ROBERTSON.—In the year; and they financially assisted 460.

The CHAIRMAN.—Themselves?

Mr. ROBERTSON.—Yes; they financially assisted some, only to the extent, maybe, of a pound or two pounds.

Hon. Mr. DANDURAND.—When you say 26,000, would they be immigrants who fell under the regulations as farm labourers?

Mr. ROBERTSON.—Not all.



Hon. Mr. DANDURAND.—So that the Salvation Army did not collect a bonus on the 26,000?

Mr. ROBERTSON.—No, not on the 26,000 or anything like it.

Hon. Mr. BOLDUC.—On what proportion of the 26,000 would you say, speaking from memory?

Mr. ROBERTSON.—Certainly less than half.

Hon. Mr. BOLDUC.—Which would mean that those who were not instrumental in getting a bonus for the Salvation Army were not farm labourers?

Mr. ROBERTSON.—On all that they brought forward who were farm labourers they would receive a bonus; they claim it in every case.

Hon. Mr. DANDURAND.—So that there was a majority of those they did send that were not farm labourers?

Mr. ROBERTSON.—They brought many who were not farm labourers.

The CHAIRMAN.—What is the proportion of actual farm labourers, or men who would be inclined to be, who would go on the land—what proportion of the whole immigration from the British Isles is that class of people?

Mr. ROBERTSON.—I have not got it divided by any special classes, but I can take a number of years. In the fiscal year 1903-4 the total immigration was 85,000 and there were 33,000 farm labourers and female domestics—33 out of 85.

The CHAIRMAN.—Has it increased or decreased?

Mr. ROBERTSON.—In 1908-09 the total immigration via ocean ports—I am leaving out the United States altogether—was 87,000, and the farm labourers and female domestic servants made up 31,000.

The CHAIRMAN.—That is, everything you got outside of the United States?

Mr. ROBERTSON.—Yes.

The CHAIRMAN.—Naturally everything you get out of the British Isles is all farm labour, isn't it? What you get from Austria and all over Europe are all agriculturalists, and go on the land?

Hon. Mr. BOLDUC.—You mean outside of both?

Mr. ROBERTSON.—There would not be very much difference, I think, between the percentage of farm labourers from the continent and from the British Isles.

Hon. Mr. BOLDUC.—From the United States they are all farm labourers?

Mr. ROBERTSON.—Very largely.

Hon. Mr. JAFFRAY.—Do the Salvation Army give any attention to their immigrants after they are landed? Do they follow them up?

Mr. ROBERTSON.—Yes, they place them in situations. In so far as the class for whom the Government is catering, there is ample provision for placing them in occupations without any addition in the shape of more private agencies or government-operated labour exchanges.

Miss WILEMAN.—Mr. Pelletier and Dr. Roche said to the deputation that the Labour Bureau system would be one of the strongest and most efficient organizations for helping in the assimilation of workers and population throughout the country districts.

Mr. ROBERTSON.—I was not speaking of all classes of population. I was speaking of farm labourers and female domestic servants. At the present time there is ample provision for placing them.

The CHAIRMAN.—That is all classes?

Mr. ROBERTSON.—Farm labourers and female domestic servants.

The CHAIRMAN.—You never have too many of them.



Mr. ROBERTSON.—We never have too many of them. All our own salaried agents, and agents we have working on commission, report that there is always a large demand for both. They say give us more farm labourers or the farmers will lynch us. No difficulty is being found so far in finding employment for all classes of immigrants that the Government advises to come to the country. They are readily placed under the existing arrangements, and there is no likelihood, so far as I can see, of any danger that too many of them will come into the country, at all events in the very near future.

Hon. Mr. BOLDOC.—Have you anything to show that all those who come into the country as farm labourers or female servants actually engage in that kind of work, or do many of them settle in towns?

Mr. ROBERTSON.—Well, I was speaking of the bonus that we pay, and of the means which we adopted to see that the immigrant on arrival is placed. That is done through commission agents. We pay those agents \$2 for placing a domestic servant or a farm labourer and we do not pay the money until we have a written certificate from the employer showing that the servant or farm labourer has been placed. Unfortunately they do not always stay.

The CHAIRMAN.—Here is a despatch from London published in a Montreal paper:

‘Referring to a recent statement that Ontario farmers were sending over to obtain 1,000 labourers, Agent General Reid stated yesterday that it would be impossible to fill such an order unless all expenses were paid, as agricultural labourers were difficult to procure.’

Mr. ROBERTSON.—As the agricultural population of the British Islands is less than seven per cent. of the total population you can easily see that securing genuine farm labourers is a difficult matter.

The CHAIRMAN.—I was under the impression that we were hardly getting a fair number of farm labourers for the amount of money we were paying out.

Mr. ROBERTSON.—We are not paying so very much money.

The CHAIRMAN.—We are paying \$100,000 in one year.

Mr. ROBERTSON.—Well, \$100,000 represents only 22,000 farm labourers for the whole of Canada.

The CHAIRMAN.—Do you think you get that many from England?

Mr. ROBERTSON.—The farmers of the West ask for more than that every year for the harvest alone.

The CHAIRMAN.—I am bound to say that I have not seen one out of 50 that took up a pitch fork of those who came from England. Some of those who represented themselves as farm labourers never saw the grass grow until they left London unless they saw it in a park. Many had not even saw a hen before, yet they were looking for work as farm labourers and tramping about the country and people were keeping them up. Steps should be taken to put a stop to that. We want farm labourers.

Miss WILEMAN.—When Sir George Askwith was out here he commented on that. He spoke of the large number of city-bred people who came out who were totally inexperienced and lacked training. In some way or other, I do not see how they have been coming to Canada. The industrial and manufacturing side of the country is not on a par with its agricultural side, but because these immigrants must live and must get some money, they have been sent out on the land, and his point of view was that it would be far better to train men and women in the Old Country first so that they would be a little acquainted with country conditions before coming to this country. They would then be valuable assets to Canada and to those who employed them, and they would not be pitched about from one farm to another as they are at present. If you only knew my experience of 14 months running that Labour Bureau



in Alberta you would understand the situation. A man would come in and with perfect honesty say that he had not had experience as a farmer or farm labourer in the Old Country, he might not have relations here or at home to whom he could look for assistance,—and he must make money. There was no particular trade that he could fit into in the town, and the only thing open to him was occupation in the country. We have sent out man after man under such circumstances and they have come back because they could not tackle the conditions. Great reform will come out of this Labour Bureau when everything is organized and standardized, that is what we look forward to. There will be a magnificent system of training men and women in the Old Country when they know the class of men and women that is required in Canada.

Hon. Mr. BOLDUC.—Do you not believe that they would soon forget that training?

Miss WILEMAN.—No, I do not think so, but the farmer does not want to waste his time training people who know nothing about farm labour. That is the cry not only of the farmer but of the manufacturer—‘I do not want to waste my time training up workers who have to be employed in the industries of this country. I want men who know something about the work.’

Mr. ROBERTSON.—Half the applications we have for farmers at the present time are for inexperienced men.

Miss WILEMAN.—In the West it is very different.

Hon. Mr. JAFFRAY.—You suggest that the labourers should be trained in the Old Country before they come to Canada. Do you suggest that there should be colleges for the purpose?

Miss WILEMAN.—Farms should be turned into training colonies—that is to say large farms should be taken over and the men there would do the entire work of the farm, the same with the women. That is what is required rather than technical training in colleges, but you want direct work on the farm from 6 in the morning until 9 o'clock at night. Then you know how to grapple with conditions here.

Hon. Mr. BOLDUC.—But who would train them in the Old Country?

Miss WILEMAN.—That would be done, of course, by the British Government. Sir George Askwith was as much interested in what he saw here as he was with what he saw in the Old Country and I said to him, ‘Unless you give them, before they leave the Old Country, a test as to their fitness for the work and some training in farm work you cannot promise the employers out here that they will make good.’

Hon. Mr. JAFFRAY.—I think one of the great difficulties about agricultural employment in this country is that the labourers are only employed for a short time of the year, and in most cases there is no provision for providing work for them during the winter and very few farms have accommodation for men, especially for married men. There ought to be some provision made for them. There should be cottages for married men.

Miss WILEMAN.—Yes, to foster home-building.

Hon. Mr. DANDURAND.—There is nothing in the law to prevent the incoming of labourers from cities and towns of Great Britain or elsewhere if they have the amount of money required by law and they are persons in a healthy condition.

Mr. ROBERTSON.—No, if they are healthy and comply with the other requirements they come in.

Hon. Mr. DANDURAND.—They do not need to declare that they will settle on farms. Of course they can come into the country if they meet the requirements of the law.

Mr. ROBERTSON.—If they meet the requirements of the law they are as free to come in as we are.

The CHAIRMAN.—Here is an extract from the Winnipeg Voice:—



"Very few foreigners, if any, will be employed on the Toronto Harbour Improvement work. In the case of Herron Brothers, sub-contractors, in particular, not a single man who is not Canadian born will be given work. This firm has a large part of the contract.

"We find that on work of this kind Canadians are by far the best men," said R. B. Herron. 'Experience on other large contracts has taught me that the Canadian is the most adaptable and most valuable man. Others are more or less of a nuisance'

'That doesn't mean Englishmen and Scotchmen?' he was asked.

'Oh yes it does. The average Old Countryman who finds employment on work of this kind is not suited to it.'

Mr. ROBERTSON.—I do not think there is much doubt but that in all classes of employment Canadians are preferred to any others.

The CHAIRMAN.—What is the use of bringing people into this country if there is no work for them?

Mr. ROBERTSON.—They have had work so far.

The CHAIRMAN.—The cities are full of unemployed, and it is that class of people who are unemployed.

Mr. ROBERTSON.—It is a very recent state of affairs. There are many miles of railway that would not have been built, many thousand feet of lumber that would not have been cut, and many square miles of land that would not have been cultivated, if it had not been for this influx of population.

The CHAIRMAN.—That is population from the Continent.

Mr. ROBERTSON.—And from the British Isles. Take the Lloydminster Settlement as an illustration.

The CHAIRMAN.—The Englishman makes a good farmer when he knows anything about farming, and those who settled at Lloydminster understood farming.

Mr. ROBERTSON.—Of the homestead entries in the year just closed there were 3,894 homesteads taken by English immigrants.

The CHAIRMAN.—Out of how many immigrants?

Mr. ROBERTSON.—Of course the majority of them stay in the East.

Hon. Mr. JAFFRAY.—You will find in Ontario, settlements that were originally settled by weavers coming from a particular district, and they have made very successful and excellent farmers and good citizens. The same remark applies to other occupations as well.

Hon. Mr. BOLDUCC.—Do you mean during the last few years?

Hon. Mr. JAFFRAY.—No, when they settled in those places. I think it is a great deal easier matter for them to settle now in the West than it was for them to settle in Ontario, because they had no knowledge of using an axe and they had to hew out a place to live in before they could make any settlement.

Mr. ROBERTSON.—In the year just closed there were 5,200 who took up homesteads. On the basis of three to a family that would be 15,600 who actually went on homesteads.

The CHAIRMAN.—Out of how many?

Mr. ROBERTSON.—The British immigration was large: it was 142,000.

The CHAIRMAN.—and 15,600 of them went on homesteads.

Mr. ROBERTSON.—In the West. The majority stayed in the East.

The CHAIRMAN.—What would be the percentage out of 140,000 in the British Isles? Take 15,000 out of that, what would the percentage be?

Mr. ROBERTSON.—About 11 per cent.

The CHAIRMAN.—And 17 per cent were assisted.



Mr. ROBERTSON.—We paid a bonus on 17 per cent and 11 per cent actually went on homesteads, leaving out the purchasing of land, and the men who went as farm labourers and female domestic servants.

Hon. Mr. JAFFRAY.—If you go to Toronto and walk along Melinda Street just before the "Evening Telegram" comes out, you will see 500 to 1,000 waiting to see the advertisements.

Mr. ROBERTSON.—What nationalities?

Hon. Mr. JAFFRAY.—I can hardly say. I cannot say that they look very much like farm labourers, or that I would like to employ many of them in that way.

Hon. Mr. RILEY.—It is a poor kind of man who cannot acquire enough knowledge to handle a pitchfork and rake in a short time. He may not be able to handle a reaper or mower, but he can work with a pitchfork.

Hon. Mr. BOLDOC.—You have many of these men loitering on the streets who prefer being there to working.

Hon. Mr. JAFFRAY.—Many of these men would probably not take up work even if they could get it.

MISS WILEMEN.—I do not want to take up the time of the Committee in regard to the Labour Bureau, but in other countries it is found that these Bureaus are the best sorting-houses possible. Four-fifths of the working men are pretty good men and they fear being out of a job worse than anything else. But there is a certain small percentage of them who are work shy. They prefer to work along and get a job here and there spasmodically to the detriment of the city and the industrial world, the Labour Bureau would be able to work with the Labour Union in solving the problem and ascertaining what steps should be taken to rehabilitate them.

Mr. ROBERTSON.—With regard to the unemployed a country should go slowly on the dispensation of charity. The reason there are so many unemployed in the Old Country is because it is so easy to live without working.

MISS WILEMAN.—It is because so many foreign people have been dumped in Great Britain, and they have practically ousted the British workingman from his position. If you explore London and the other large cities as I have done, you will find that is the case; and they have sweated them, they have lowered the wage a decent workingman must get to bring up his family decently.

The CHAIRMAN.—What percentage of the immigration from the Continent was paid a bonus?

Mr. ROBERTSON.—A very small percentage. We only have certain selected agents over there.

Hon. Mr. JAFFRAY.—You spoke of a number of agents who were rather nominal than real. Do they receive any consideration?

Mr. ROBERTSON.—No. Of course if they do no work they receive no pay. They are in the employ of the steamship companies and they were appointed, and we had not had a close enough supervision over them to find out. They were the next thing to useless.

Hon. Mr. DANDURAND.—What evidence have you that any of those ticket agents who applied for the bonus have lifted a finger to decide that intending immigrants should come to Canada?

Mr. ROBERTSON.—Just our knowledge of general conditions. Old Countrymen are slower to make a change perhaps than we are in this country, and if they finally decide on emmigration as a means of improving their circumstances they go to all possible sources of information to find out the best country to which to proceed, and in their own locality the most likely man for them to consult is the man who is selling tickets, the booking agents. They go to him and begin asking him questions about the



Argentine Republic, New Zealand and Canada, and we pay a bonus so that Canadian interests will not be neglected. He distributes our literature.

Hon. Mr. BOLDOC.—I should say the best evidence is when you receive a farm labourer.

The CHAIRMAN.—But the man is working to sell a ticket for the railway company and to get a pound out of the Dominion Government.

Mr. ROBERTSON.—If he did not get the pound to send a man to this country, it would pay him better to send a man to Australia.

The CHAIRMAN.—What does Australia pay?

Mr. ROBERTSON.—They pay a bonus to certain classes.

Hon. Mr. DANDURAND.—What surprises me is that only 17 per cent. of the immigrants from Great Britain entitle the party, from whom the immigrant buys his ticket, to get a bonus.

Mr. ROBERTSON.—That is because the head offices of the steamship companies are not allowed any bonus, and a large amount of their business is done through their head office. They do their advertising on a larger scale than individual agents.

Hon. Mr. DANDURAND.—Would that mean that those head offices being located in the large cities receive men from those large centres who are presumed therefore not to be farm labourers?

Mr. ROBERTSON.—That would hold good to some extent also, but the head offices advertise very largely and naturally receive many applications from the country district.

The CHAIRMAN.—Do you know on what percentage of immigrants going to Australia has a bonus been paid by the Australian Government?

Mr. ROBERTSON.—I do not know.

The CHAIRMAN.—I want to see whether those booking agents are sending more agricultural immigrants to Australia than to Canada.

Mr. ROBERTSON.—They have financially assisted 60 per cent of their immigrants in the last 20 years.

Hon. Mr. DANDURAND.—Do you happen to know the proportion coming from the large cities of Great Britain and the proportion coming from the rural part?

Mr. ROBERTSON.—No. It is very difficult to say, because there is not a county in England that has not a large centre in it. We used to keep statistics by counties but we found it was of little value because all the counties had large centres in them.

The CHAIRMAN.—Do you not think it is about time we should do away with the system of granting bonuses to agents?

Mr. ROBERTSON.—The best immigration agent is the satisfied settler, and the more satisfied settlers we get the less necessity there will be for employing other means. The best immigrant as a rule is the man brought out by the assistance of his friends already here.

Hon. Mr. BOLDOC.—Have you any idea of the class of immigrant who goes to Australia? You say there is a proportion of 60 per cent, assisted. What class of immigrants do they assist?

Mr. ROBERTSON.—Their assistance is in general, I think, somewhat the same as ours, given to people who are going on the land. The conditions of going on the land in Australia and in Canada are different and I doubt if they are meeting with quite as much success.

Hon. Mr. DANDURAND.—What is the reception given by the farmers of the West to an applicant who admits he has had no experience on the farm, but is ready to work for his board, to try and learn?



Mr. ROBERTSON.—The day has gone by when a man works for his board. I remember well enough when it was easy to get an Old Countryman, especially an Englishman, to work for his board, and after a few years it was \$5 a month. In my experience men can be placed in the West yet.

Hon. Mr. DANDURAND.—Men who have no experience of rural life?

Mr. ROBERTSON.—If he is healthy, able-bodied and young he will be placed. I have no doubt the Chairman has employed them many times.

The CHAIRMAN.—And it costs more to look after them.

Hon. Mr. RILEY.—And they are fired almost immediately.

Mr. ROBERTSON.—May I ask, did you ever fire a man who was healthy, able-bodied and willing to do his best?

The CHAIRMAN.—I have, yes, because his best was no good, and it cost me more to employ other men to look after him.

Hon. Mr. DANDURAND.—Does the man who goes from one farm to another succeed in picking up something?

The CHAIRMAN.—He gets an education eventually.

Miss WILEMAN.—That is not a good reception for a man you invite to come to Canada to settle and make his home, being kicked about from place to place.

Mr. ROBERTSON.—We are not anxious for him to make Canada his home if he cannot make good.

Hon. Mr. DANDURAND.—There is no question that an organized system of Labour Bureaus from the Atlantic to the Pacific, if well directed from the head office, would allow of the placing of a number of those men where they would be better able to earn a living than in a congested city.

Miss WILEMAN.—Yes, it means efficiency. It means, instead of a poor man having to waste his time and his railway fare going to various districts where he is told of a rumor of work, the information could be disseminated from the Bureau in a business-like way, the workingman could save his money and could get his job quite easily.

Mr. ROBERTSON.—The immense distances between the different points would be the great difficulty to overcome, and the fact that the inauguration of any kind of labour exchange is not going to make work has to be considered. We have to recognize in this country that with the great variations in conditions between winter and summer months, until such times as there is some class of employment started which is going to use the men in the winter months who are engaged in the summer time in something else, there is going to be unemployment in winter.

Hon. Mr. BOLDOC.—You would have one large bureau in touch with all the various bureaus throughout the country, and you would be well posted on all the work which is wanted in the towns and in the country, and you would be able to apply to that central bureau and obtain all the necessary information.

Miss WILEMAN.—Yes, apply to the Central and Local Bureau.

Hon. Mr. DANDURAND.—We are told that British Columbia needs labor.

Mr. ROBERTSON.—Not by the British Columbia people.

Miss WILEMAN.—Not just now.

Hon. Mr. DANDURAND.—There are times when British Columbia is in need of labor, and there are 10,000 men walking the streets of Montreal and Toronto.

Miss WILEMAN.—With regard to sending men out to the lumber camps in B.C. about 18 months ago there had been for some considerable time great difficulty. Nobody would attempt it thoroughly. Certain arrangements were made. We provided someone to look after the men and see they got to their destination. Several of the employers advanced the fare, and the men reached their destination safely. The Canadian Lumbermen's Association feels that if only a common meeting ground can



be arranged whereby the leading employers of labor and workers' representatives can meet and talk things over, it will do a great deal to prevent long seasons during which men are unemployed.

Hon. Mr. JAFFRAY.—Labor has become so high that the farmer has to consider what he is able to do with the least labor. A farmer in Manitoba wrote to me and said "I have the best crop I ever had. I never expect to have a better, but I have saved no money. It has taken all I have got out of my crops to pay expenses." He said the prices were lower than they had been and it would take all the money he got out of his crops to pay his expenses.

The CHAIRMAN.—With reference to Chinese and Hindu immigration can you give us information that will be interesting? I have a return showing the number of Chinese that came in, where they located, and how much has been paid into the Treasury from the head office, and who received it.

The return reads as follows:—

RETURN showing the number of Chinese entering Canada, the amount of head tax collected, the disposition of head tax and the destination of Chinese by provinces during the fiscal years, 1910-11, 1911-1912, 1912-1913, and the months of 1913-14.

	1910-11.	1911-12.	1912-13.	1913-14. (9 months.)
Chinese entering Canada.. . . . .	5,320	6,581	7,455	5,147
	\$2,257,500 00	\$3,041,500 00	\$3,539,000 00	\$2,473,500 00
<i>Disposition of Head Tax:</i>				
Deposited in Consolidated Revenue..	1,134,750 00	1,544,048 25	1,796,472 34	2,473,500 00
Paid to British Columbia.. . . . .	1,066,000 00	1,432,660 94	1,723,990 60	*
" Ontario.. . . . .	5,000 00	6,406 44		*
" Quebec.. . . . .	49,250 00	54,531 51	17,542 56	*
" New Brunswick.. . . . .	1,500 00	2,438 77	994 50	*
" Nova Scotia.. . . . .	1,000 00	1,414 09		*
<i>Destination by Provinces:—</i>				
British Columbia.. . . . .	4,478	5,429	6,501	4,307
Alberta.. . . . .	82	69	71	56
Saskatchewan.. . . . .	14	31	31	21
Manitoba.. . . . .	60	106	93	61
Ontario.. . . . .	295	422	385	319
Quebec.. . . . .	368	491	338	361
New Brunswick.. . . . .				
Nova Scotia.. . . . .	23	33	26	22
P. E. Island.. . . . .				

\*Division of Head Tax is not made until the close of the fiscal year.

These are official figures, and I am satisfied that in the year 1910-11 Saskatchewan received more than 14 Chinamen. They collected the money at the British Columbia ports and the Chinamen scattered all over.

Hon. Mr. RILEY.—Why did not Saskatchewan look after that?

The CHAIRMAN.—They could not.

Mr. ROBERTSON.—The law provides that the whole of the head tax shall be collected and deposited to the credit of the consolidated revenue, and at the end of each fiscal year 50 per cent. of the net proceeds from the head tax shall go to the Province wherein the Chinamen entered the country and not to the Province where the Chinaman located. And a very large percentage was collected at Vancouver and Victoria.

Hon. Mr. RILEY.—Why does Quebec get the money if that is the case?

Mr. ROBERTSON.—All the Chinamen do not arrive in British Columbia.



Hon. Mr. RILEY.—The duty is paid at the port of entry.

Mr. ROBERTSON.—Then Alberta would not get any because they do not arrive there.

Hon. Mr. RILEY.—Oh, yes. That was arranged in Sir Richard Cartwright's time. The Chinamen can be sent through in bond.

Mr. ROBERTSON.—The Chinaman comes before the officer and says "Here is my \$500," and he is admitted and given his official receipt. Wherever that transaction takes place that Province gets its 50 p.c. of the revenue.

Hon. Mr. DANDURAND.—And it is not implied that they remain in that Province?

Mr. ROBERTSON.—No. The immigration of Chinese is decreasing now. There was an Order-in-Council passed recently, and in the administration of that we did not apply it to Chinese at the beginning. Lately the Justice Department held it should apply to Chinese, and consequently there will be no Chinese labourers coming in at all during the months of June, July, August and September.

Mr. ROBERTSON.—There will be immigrants belonging to the labouring class coming in at British Columbia ports.

Hon. Mr. RILEY.—What they do if they want 20 Chinamen at Banff or Calgary or any other place, is to send them through in bond, in the same way as you send a bale of goods, and the duty paid at port.

Hon. Mr. JAFFRAY.—Who pays for that?

Hon. Mr. RILEY.—Those men are all handled by one merchant. Each gang is handled by one merchant.

The CHAIRMAN.—What have you to say about the Hindu?

Mr. ROBERTSON.—There have been practically no Hindus coming except those who secured entry through an Order-in-Council, being declared *ultra vires*.

The CHAIRMAN.—Then what have you to say with regard to the Japs?

Mr. ROBERTSON.—They are adhering to the agreement. That agreement still exists.

Hon. Mr. RILEY.—No trouble with the Japs?

Hon. Mr. BOLDOC.—Chinese immigration is decreasing very rapidly I suppose?

Mr. ROBERTSON.—The principal cause for the falling off of the Chinese immigration was the unemployment existing in British Columbia and the advice which the large Chinese merchants in British Columbia sent over to China. They advanced the fares to bring Chinese over, but they were not going to advance fares if there was no work for them to do.

Hon. Mr. RILEY.—Why should our Province retain all that money when you distribute the Chinamen throughout Ontario, Quebec and other Provinces? There are thousands of them.

The CHAIRMAN.—British Columbia is keeping all that money and we get the Chinamen, who are not desirable citizens. If they were excluded entirely it would be better. The work they do can be done by white people. They do a laundry business and run restaurants. The laundry business simply takes the work from some poor widow who could very well do it. They do not spend money in the country.

Hon. Mr. JAFFRAY.—You will find many houses in British Columbia where the Chinese are the sole servants, and they render a service which you cannot obtain in any other way. I dined with the Chief Justice of British Columbia, and there was one Chinaman employed in his household and he bought everything and attended to everything, and they told me that the lady of the house on one occasion had to leave for Britain on two hours' notice. She left everything with the Jap or Chinaman and when she came back there was an account of everything, and everything carried on in the most economical manner.



The CHAIRMAN.—We do not want them in our Province. Keep them in British Columbia. We do not allow them to vote, and we do not allow white women to work in their laundries.

Hon. Mr. JAFFRAY.—If you go to China you find hundreds of thousands of white people there, and if you are going to treat these immigrants in that way, I suppose you expect to be treated in the same way if you go to China?

The CHAIRMAN.—The United States shut them out.

Hon. Mr. RILEY.—I believe in reciprocity. For every white man that goes into Japan I would allow a Jap to come in here.

J. C. WATTERS, President of the Dominion Trades and Labour Congress of Canada, appeared before the Committee.

The CHAIRMAN.—You have heard all the evidence given here. There is a feeling abroad in the land that a lot of people have been brought into the country who should not have been brought in, that they are only causing a congestion in the city, and that they are no good to the country at all as a whole. What is your opinion from a labour standpoint?

Mr. WATTERS.—I have listened to this discussion to-day, and you have conducted this investigation with very great detail. It only rests for me to make a few general statements. I want first of all to refer to the particular phase of the question you were discussing before I took the floor, Asiatic immigration. I have no objection to a Chinaman or a Japanese coming over here for every man that goes from this country to China or Japan, provided you bring in the same kind of men that we send over there. It is not the workingmen that go to China, but it is the workingmen of China and Japan that come to Canada. They displace white labour. If you bring over the manufacturer from Japan and put him in competition with the manufacturer here, I have no objection.

Hon. Mr. JAFFRAY.—The report is that if you go to China, to the cities where the white men settle, they are the most immoral cities in China; so that after all we must not boast of the class of people that we send to China. There is no doubt Hong Kong and Pekin are the most immoral places in that country.

Mr. WATTERS.—It is not a question of morality we are discussing.

Mr. JAFFRAY.—The Chinaman that comes here is quite equal in character as the white men who go to China.

The CHAIRMAN.—Not all of them.

Hon. Mr. BOLDOC.—According to your views they would be better.

Hon. Mr. JAFFRAY.—These cities would be better if there were no white men in them.

Mr. WATTERS.—It is simply and purely that the majority of white men who are located in China and Japan are engaged in manufacturing, or at least they have been. The white men do not go over to China or Japan to look for a job in competition with the Japanese. They do not go there to make their living at manual labour, and if we are going to have reciprocity in so far as an exchange of population is concerned, let us have the same class from Japan and China that we are sending over there to settle.

Hon. Mr. RILEY.—It is the capitalists.

Mr. WATTERS.—I want to say again, with respect to the utility of the Chinese in British Columbia, I am quite willing to concede that there may have been a time because of the difficulty in securing white labour in building railways, that the Chinamen performed a useful function in going to British Columbia, but that day has passed away long ago. Looking at it from the viewpoint of the man who has lots of



money in the bank, the Chinese are preferable to the white woman servant in the household. To the manufacturer simply trying to make all the profit he can by cheap Chinese labour, the Chinese is of value, but looking at it from the viewpoint of common humanity and justice to the white race, it is not desirable. I have seen thousands of Chinese coming out of the mills in British Columbia and I have thought what a difference it would make to Victoria if these were all white men coming out of these mills. The impetus which would be given to a higher citizenship in these cities would be tremendous and after all self-preservation in the first law of nature, and next to that is the welfare of the people as a whole. I am interested in the welfare of our own people more than that of the Asiatic. I have no quarrel with them. I have a certain amount of sympathy with them, but my first duty is to our own white people.

Hon. Mr. BOLDOC.—Supposing they sent away all these Chinamen is it your opinion that they could find labour enough to replace them?

Mr. WATTERS.—Oh yes, no question in the world about that. That is why I claim the day is long past when the Chinaman is required at all; there are thousands of idle men now. As a matter of fact I believe in Vancouver to-day, in proportion to population, there are a greater number of unemployed than in any city of Canada, while Victoria follows very closely. About two years ago, when I left Victoria and I could make an actual estimate of the number of unemployed, I estimated that there were something like 1,200 idle men every day in Victoria.

Hon. Mr. RILEY.—There were 1,200 men registered for one piece of work in one day.

Mr. WATTERS.—Yes, that is a tremendous proportion of unemployed in Victoria. In British Columbia on the whole there is a greater number of unemployed than in any other Province of the Dominion, and if the Chinamen were got rid of their places would be filled immediately—no trouble at all to fill their places with whites. Now leaving the subject of Asiatic immigration, I want to say that I agree in general terms with what Miss Wileman has said in respect to the establishment of Labour Bureaus. We always make the reservation that the Labour Bureaus will under no circumstances be used as a means to interfere when there is any industrial trouble at all, that they must keep aloof from that, that they cannot be used to bring pressure to bear to break a strike or lock-out. In a general way we are in sympathy with the statement made by Miss Wileman. I want to touch on immigration proper and I have a concrete amendment which we wish to have passed through the two Houses. In general terms we are opposed to the bonusing of any immigration.

Miss WILEMAN.—I am so glad.

Mr. WATTERS.—While we recognise there is a great deal of room for agricultural labour, yet the climatic conditions of Great Britain, and the system of farming is so different to that of Canada that the immigrant from Europe is not well adapted to the particular conditions of agriculture he is confronted with in this country. On the other hand we claim that by bonusing agents it throws the door open for unscrupulous individuals—and I am sorry to say there are only too many such unscrupulous individuals acting in the capacity of agents. It leaves the door open to them to send in all kinds of immigrants. It may be mechanics, unskilled labourers, or anybody or everybody, under the guise of their being either agricultural labourers or domestic servants. It is not the welfare of the immigrants they are concerned with; it is simply to pocket the pound they get from the government. That is the one inducement, and they are not inclined to be too particular about those they get to come to Canada as long as they get the pound for it. We claim that the tendency is to overstock the labour market in Canada with a class of people that are not too creditable to the country. That is the result of the system of bonusing. We claim that the men or the women or the families who come voluntarily to Canada are going to make the very best kind of immigrants. There may be exceptions, but it is not the assisted immigrant



that will build up the country, any more than they will build up the country from which they came. We want to interest these people in the new country and simply leave it to them to show them that there is an opportunity to improve their conditions, and that is all they require.

Miss WILEMAN.—The steamship companies give a bonus of two and a half dollars in addition to the Government bonus, and every single booking agent charges a pretty big fee to the individual.

Mr. ROBERTSON.—How do you mean he charges a fee?

Miss WILEMAN.—He takes a fee from the men or women when they agree with him to come out to Canada from England.

Mr. ROBERTSON.—Can you give me any case?

Miss WILEMAN.—I have knowledge of cases in England. It is a common practice. I have had poor women who have been charged £5 for the services of the booking agents, who said they were going to put them in positions out here.

Mr. ROBERTSON.—They should lose their license.

Miss WILEMAN.—You have put the matter in a very conservative way, Mr. Watters.

Mr. WATTERS.—Yes, I have tried to do so. I have talked the matter over with Mr. Scott, and the other officers and he assured me they were keeping a watchful eye on the agencies, and if the agents violate the Immigration Act they are going to come down on them. At a recent convention in Montreal we had a special committee appointed to deal with immigration, and I am sorry the chairman of that committee is in Vancouver instead of in Ottawa, because he has made a special study of this phase of the question, and he could give you information which I can not supply you with. The recommendation is as follows:—

“Your Committee recommends that the Executive Committee be instructed to press for the abolition of bonuses to immigration agents, believing that the removing of the element of private profit is in the interest both of the Dominion and the intending immigrant.

“The immigration committee has discussed the question of the immigration of women and girls to Canada from the United Kingdom and Europe. These people under present conditions arrive with a very inadequate idea of industrial and social conditions here, while the dangers to which they are subject are evident to all. Your committee is of the opinion that the immigration of women and girls should only be permitted under direct Government control.”

Mr. ROBERTSON.—In other words, your Committee recommends that a respectable girl living in England with money, who wants to come to Canada, would be refused permission, unless she came under Government auspices?

Mr. WATTERS.—Exactly, to take care of the girl, and those coming as domestic servants.

Mr. ROBERTSON.—How long are they going to look after this girl who is unable to take care of herself?

Miss WILEMAN.—I am going to help you out now. Here comes in the Labour Bureau, with our Lady Superintendent at the head. She watches and keeps in touch with the girls and women permanently.

Mr. ROBERTSON.—What hours do they watch?

Miss WILEMAN.—It is not a question of watching them in their work, but when they are out of work.



Mr. WATTERS.—It is to protect her when she lands at the wharf, from the most subtle work of the white slaver. That should be taken up under the control of the Government. The recommendation further says:—

‘That suitable homes or hostels should be provided in all principal cities to receive such immigrants under the charge of a matron and doctor, and that provision and supervision of employment should be made by Government authorities.

‘Your Committee has further discussed the question of child immigration, and has evidence submitted to it by Mrs. Henderson of Montreal.’

Mr. ROBERTSON.—She is the lady who told about some hundred girls starving in Montreal and refused to give their names.

Mr. WATTERS.—She may have had good reason for that. The recommendation continues:—

‘The Committee is of the opinion that owing to the increasing frequency of industrial accidents, an ever increasing number of orphaned children are thrown upon the world and that as the children’s aid societies and similar agencies in the Dominion already have on their hands large numbers of such children, for whom no adequate provision is made, that the executive Committee should be instructed to oppose the immigration to this country of unprotected and orphan children of tender years.’

There is one other matter we have here in concrete form. Perhaps you will remember that in a dispute between the photo engravers in the City of Toronto and their employers the companies imported photo engravers from England. Some of them escaped the immigration officers at Halifax, others were deported. Habaes Corpus proceedings were instituted in the case of two or three immigrants and they were allowed to go to Toronto, based on the Judgment of Mr. Justice Graham. The memorandum of the case furnished to me reads as follows:—

### IMMIGRATION ACT.

RE WALSH, COLLIER AND FILSELL. (GRAHAM, J.)

#### Memorandum.

The order for rejection of those immigrants gave as a cause “lack of funds.”

The fact of their having the requisite amount of money was not disputed.

The contention of the ‘officer in charge’ was that the money in the possession of each immigrant was not ‘absolutely’ the immigrant’s. They were under contract to work for a Toronto company. It appeared that the employer had supplied each with this sum of \$25.

The question was for what purpose it was supplied?

From declarations in the hands of the Government it appeared that the money was advanced by the employer simply to enable the immigrants to pass the immigration officer. The drafts, in other cases, had been taken from the immigrants by the employer after they had served the purpose of securing admission to Canada.

The learned judge was good enough to volunteer an explanation that there was apparently no evidence to justify it. According to him the money was supplied by the employer ‘no doubt as an advance or loan to be paid out of their wages when they reached Toronto. It is not to be returned to the employer, but worked out.’

Where was the evidence of that? If that had been the case, no doubt the employer would have made it so clear as to leave no room for doubt. He did not do so, but the



learned Judge benevolently makes the evidence required, although the sworn testimony of Mr. Barnstead, the 'officer in charge,' was that Walsh, one of the immigrants, had stated to him that the express order for \$25 was not purchased with his own money, and was not his own money, but had been supplied to him by his Canadian employer to enable him to comply with the requirements of the said Order in Council, and was to be *returned by him to his said employer* when he arrived at Toronto, his Canadian destination. The same evidence was before the learned Judge as to the other two immigrants.

But what is one to do when a Judge will not respect the sworn testimony, but deliberately manufactures evidence to suit his own prejudices.

If there was ever a pure case of fraud on the Government this was it; but the learned Judge is astute to defeat the plainly expressed intent of the Act and revels in giving effect to technicalities of the flimsiest kind.

We have an amendment to propose to Section 3, sub-section H of Chapter 27, 9-10 Edward VII, by striking out the words 'by any charitable organization,' so that the section would read as follows:—

(h) Immigrants to whom money has been given for the purpose of enabling them to qualify for landing in Canada under this Act, or whose passage to Canada has been paid wholly or in part by any charitable organization, or out of public moneys, unless it is shown that the authority in writing of the Superintendent of Immigration, or in case of persons coming from Europe, the authority in writing of the assistant Superintendent of Immigration for Canada, in London, has been obtained for the landing in Canada of such persons, and that such authority has been acted upon within a period of sixty days thereafter.

Then the next amendment is in section 23. The section reads:—

'No court and no judge or officer thereof shall have jurisdiction to review, quash, reverse, restrain or otherwise interfere with any proceeding, decision or order of the Minister or of any Board of Inquiry or officer in charge, had, made or given under the authority and in accordance with the provisions of this Act relating to the detention or deportation of any rejected immigrant, passenger or other person, upon any grounds whatsoever, unless such person is a Canadian citizen or has Canadian domicile.'

Yet in spite of that Mr. Justice Graham did make the order. To make it more binding, we propose to add after the word 'given' the following:—

'Or purporting to be had, made or given.' which will give effect to the spirit of this section. Then there is another addition we propose to add to this and it is this:—

Section 23 (A) 'No proceeding under this Act shall be deemed invalid by reason of any defect of form or any technical irregularities.'

Justice Graham rendered his decision on a technicality. To give effect to the spirit of the Act this provision is put in that where there is a little technicality which the officer in charge may be guilty of, that that is no reason why the Act itself should be put to one side. If the Senate in their wisdom see the necessity of amending the Immigration Act in that respect, we hope they will do it. The following is a memorandum explaining the effect of the proposed amendments:—

#### EXPLANATORY MEMORANDUM OF THE PROPOSED AMENDMENTS OF THE IMMIGRATION ACT.

1. These amendments will meet such cases as those of Walsh *et al*, who were in no better position than if they were being helped by a charitable organization. In a proper case the Superintendent of Immigration, or assistant superintendent of Immigration, has power under the Section to give the authority required to enable the immigrants to land.



2. In Walsh's case the learned Judge held that 'the Immigration Officer in charge' did not act under the authority and in accordance with the provisions of the Act. The idea of the amendments is to strengthen the section by prohibiting interference of the Courts not only where the Act is under the authority and in accordance with the provisions of the Act, but where it even 'purports' to be so.

3. 23 (a) is intended to further strengthen the position with reference to Section 23 of the Act, which denies jurisdiction to any Court or Judge to review, quash, reverse, restrain or otherwise interfere with any proceeding, decision or order of the Minister, Board of Enquiry or officer in charge, had, made or given under the authority and in accordance with the provisions of the Act. . . . . *upon any ground whatsoever*. It is difficult to conceive any wider prohibition, but to a Judge who will not see, everything is easy. He was plainly 'reviewing, quashing, reversing, restraining and otherwise interfering' with an order of an officer in charge upon the ground of non-fulfilment of certain alleged technical requirements, although the Act says he must not interfere 'upon any ground whatsoever.'

The CHAIRMAN.—You have heard the discussion with respect to the class of immigrants from the British Isles. Is it your opinion that people are brought out who should not be brought out?

Mr. WATTERS.—I am decidedly of that opinion, that because of the activity of the agents collecting the bonus and the activity of the transportation companies, we are getting a number of people for whom there is no employment, and that applies to the higher skilled trades as well as the unskilled.

Hon. Mr. RILEY.—I suppose at the same time you get a good many desirable ones?

Mr. WATTERS.—Yes.

Hon. Mr. RILEY.—I presume those agents all work on a commission. A man selling a ticket to Australia will certainly get more money than he would selling a ticket to Canada. If he did not get that bonus he would send people to Australia.

The CHAIRMAN.—But the Australian people give a bonus as well.

Hon. Mr. RILEY.—But if he did not get the Canadian bonus he would not send us any. He would get more commission on the selling of the ticket, as well as the bonus.

Miss WILEMAN.—The Australian and New Zealand people are very anxious to do away with this bonus.

Mr. WATTERS.—It seems as though the Government were moving in that direction. The only argument would be that because of the greater amount of transportation to pay the way of the immigrant to Australia or New Zealand, the commission would be greater for securing the immigrant.

The CHAIRMAN.—If the Australian people did away with the bonus we might very well do away with it.

Mr. WATTERS.—On the other hand it may throw a little light on the subject of establishing Labour Bureaus as has been pointed out by Mr. Robinson, to remember that the establishment of Labour Bureaus will not create work. It may ameliorate the congested conditions in some districts by placing men where there is need for labour in others, but it will not provide work for the great mass of unemployed. On the other hand, because of the seasonal occupation there will be much difficulty met with in solving the problem. You understand the large army of men called in to work for a matter of perhaps six or eight or ten weeks during the year. A large body of men cannot be continuously employed throughout the winter. Where are they going?

The CHAIRMAN.—They are going to the city.

Mr. WATTERS.—The City Council in Winnipeg have written the Government asking them to appoint a Royal Commission to inquire into the whole case, to see what can be done to draw the men from the city out to the farms and be assured of employment when they return to the city. How a system may be adopted that will provide labour for the farmer through the harvest, and also will be no injury to these men by



being out of employment during the winter. I have no definite plan at all, but it seems to me the suggestion is a wise one that the Government should appoint a commission to make it their business to see what can be done to supply the farmers with the necessary labour during that time of the year, and that these men should return to the cities and be assured of employment.

MISS WILEMAN.—If the Government would inaugurate a Labour Bureau system with thoroughly well-trained experienced men and women to work it out, who could take evidence from all the different employers, and so on, would not that be the nucleus for forming a commission which could then go into the whole question of dove-tailing different kinds of work and regularizing employment. Russia is a tremendous agricultural country. There are a number of labourers there who go out to work in the harvest field, and arrangements are made for them in winter months to get employment in the city. If comprehensive data is first obtained from Labour Bureaus as to the seasonal occupations and trades in different neighbourhoods some system such as you suggest could be very thoroughly organized.

MR. WATTERS.—I think that is the idea the City Council of Winnipeg had. For instance take Esquimaux where I have worked, a disabled vessel might come in with some plates off and she would be placed in the dry-dock and we were all taken from the work we were on to get the vessel out of the dry-dock, and then we went back to our work. The same principle could be applied to the harvest. Draw men from the city to the harvest, and assure them of their employment when they come back to the city. I have talked to mechanics who say if they could go on the farms for harvesting, to have the bracing atmosphere, they would only be too glad, if they were assured of employment when they returned to the city.

MISS WILEMAN.—The Lumbermen's Association said that they thought the dove-tailing could be arranged, so that certain men who worked in the lumber camps could be assured of other work when they left the camps.

THE CHAIRMAN.—If they went to work on the farm they might develop a liking for it and ultimately go into the farming business.

MR. WATTERS.—I think they would be looking for harvest time to come again.

THE CHAIRMAN.—Eventually the man would go on land himself. You have heard the statement of Mr. Robinson about the class of people from the British Isle and what has been said of them, wandering from door to door looking for work. Do you think the ordinary fellow you have brought out from London who has never seen grass grow, that he is a good man to immigrate here?

MR. WATTERS.—I think it is a rank injustice to the man himself, and not fair to our people here. The whole environment and atmosphere with which that man is surrounded unfits him for the work in this country, and it is not fair to him.

THE CHAIRMAN.—You think we should discourage that class of immigration.

MR. WATTERS.—Yes, because after a man gets into the thirties his life gets into that rut where it is impossible for him to rise out of it, and he cannot adapt himself to the changed conditions.

THE CHAIRMAN.—You see advertisements "No Englishmen need apply". That is pretty broad. But because there is a few of that class we have been discussing it blackens all the Englishmen so far as getting employment is concerned.

MR. WATTERS.—Exactly. There have been these notices posted up, but on the other hand I have talked to many employers, and they want an Englishman, because he has served such an apprenticeship that they are sure of a first class man, but that is not made so public as the advertisement 'No Englishman need apply.'

THE CHAIRMAN.—The man referred to in that advertisement is the man from London who cannot turn his hand to anything. He is not a mechanic and cannot farm.



Mr. ROBERTSON.—He comes here without an invitation from the Government.

Mr. WATTERS.—Quite a number of Trades Unions have urged that no immigrant be allowed to land in the country for a specified time to permit of surplus labour being absorbed before we throw open the doors. That might affect the credit of Canada in the financial world.

Hon. Mr. JAFFRAY.—What would you do with the vessels and transportation companies who land the immigrants? I suppose you would lay them up for six months too?

Mr. WATTERS.—The fact is that to a large number of working men they can only see how hard it is for them to secure a job and retain it to make a living, and they say if the Dominion Government would only prevent immigrants coming in it would give them a better chance to have work. It would assure them of employment. They are only looking at it from that point of view. And I may say that the transportation companies are looking at it from the same point of view. They are not interested in the welfare of the immigrant. They do not care how much Canada may be benefited from it. The moment they are not making money out of it their ships will be laid up. So that it is only a self-interested view the transportation companies take of these things. They are only looking at it from their own point of view.

Miss WILEMAN.—Still on the other hand it is a little bit human for a man who may have a wife and family depending upon his labour to feel that in the struggle for existence he has to look after them; so that one has more sympathy for the human side of it than for the transportation end of it.

Hon. Mr. BOLDOC.—What is the greatest objection of the British Columbia people to the Hindu immigration? Are the Hindus able to do the work of the white man?

Hon. Mr. RILEY.—I live on Oak Bay Avenue, and the electric road people have a gang of men on that repair car, and I worked for 20 years on railway construction myself, and came across all classes of men. I never saw a smarter lot of men than those Hindus. They were active and quick. They have to work between cars. They would run a car of rails, ties and gravel and that sort of thing, but the sum of them are not worth their salt. They are a fine looking race of people but they are no earthly use. For instance a man would give one of them a job to split wood and he would swing his axe backwards over his head and get it down to his heels.

Hon. Mr. JAFFRAY.—What proportion of them are useful and what proportion useless?

Hon. Mr. RILEY.—There is a class of them who should not be in the country at all. They are fighting, stealing and drinking.

Mr. WATTERS.—I want to bear out what you say that the fact of their being continually employed by the railway company is a guarantee that they are doing the work. I have watched them. I have thought I would rather see English speaking people doing the work, but I had to recognize that they were doing the work and doing it well. On the other hand I have seen them down in the saw mills and observed what an awkward lot they were and I thought if I were in charge I would not have them near me at all.

Hon. Mr. RILEY.—They are very clumsy in handling boards.

The CHAIRMAN.—The Committee wish to thank Mr. Watters for the information he has supplied to us.

The Committee adjourned.



The first part of the memorandum is devoted to a discussion of the general principles which should govern the conduct of the investigation. It is pointed out that the investigation should be conducted in a fair and impartial manner, and that the results should be based on the facts and not on preconceived notions.

The second part of the memorandum deals with the specific details of the investigation. It is noted that the investigation should be conducted in a systematic and organized manner, and that the results should be reported in a clear and concise manner.

The third part of the memorandum discusses the importance of maintaining the confidentiality of the investigation. It is pointed out that the results of the investigation should not be disclosed to the public until they have been thoroughly reviewed and approved by the appropriate authorities.

The fourth part of the memorandum deals with the question of the appointment of a committee to conduct the investigation. It is noted that the committee should be composed of individuals who are impartial and who have the necessary qualifications to conduct the investigation.

The fifth part of the memorandum discusses the question of the funding of the investigation. It is noted that the investigation should be funded in a manner which does not create any appearance of bias or favoritism.

The sixth part of the memorandum deals with the question of the dissemination of the results of the investigation. It is noted that the results should be made available to the public in a manner which is both accessible and understandable.

The seventh part of the memorandum discusses the question of the implementation of the recommendations of the investigation. It is noted that the recommendations should be implemented in a timely and effective manner.

The eighth part of the memorandum deals with the question of the evaluation of the investigation. It is noted that the investigation should be evaluated in a manner which takes into account the quality of the work and the effectiveness of the results.

The ninth part of the memorandum discusses the question of the future of the investigation. It is noted that the investigation should be continued in a manner which is both systematic and organized.

The tenth part of the memorandum deals with the question of the conclusion of the investigation. It is noted that the investigation should be concluded in a manner which is both fair and impartial.



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