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*Duplicate*

AIMS AND METHODS  
OF  
CHARITABLE ORGANIZATIONS  
PROMOTING EMIGRATION  
TO  
CANADA FROM THE BRITISH ISLES.

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REPORT BY J. BRUCE WALKER.

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**STATEMENT OF PERSONS SENT OUT BY CERTAIN  
SOCIETIES DURING 1907.**

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East End Emigration Fund .....	6,096
(The above figures include those sent out by the East End Fund for the Central Unemployed Body)	
Self-Help Emigration Society .....	506
(Either the whole or the greater part of the passage of these people was provided by the emigrants or those interested, small grants only being made by the Society.)	
The Salvation Army .....	406
(Fares wholly or partially advanced)	
The Church Army .....	1,595
(Of the above 1,519 received financial assistance from the Church Army Funds.)	
The Church Emigration Society .....	663
The Central Unemployed Body .....	2,842
(The above figures do not include 2,573 persons sent out by the East End Emigration Fund.)	
The Central Emigration Board .....	228

# INTERIOR DEPARTMENT OF THE GOVERNMENT OF CANADA.

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## EMIGRATION BRANCH.

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Assistant Superintendent's Office,  
11 and 12 Charing Cross,  
London, S. W.  
10th January, 1908.

Sir :

For some time I have been devoting attention to the operations of certain Philanthropic and Charitable societies in this country, particularly in London, as far as their connection with emigration to Canada is concerned. The work of these societies has always given me the gravest anxiety, and from the information I have been able to obtain, after a close study of their methods during the past few weeks, I desire to say to you frankly, that in my judgment the classes which these organizations send to Canada are for the most part not desirable citizens. There is no doubt that all the Philanthropic and Charitable Societies engaged in the work of emigration to Canada are able to point with satisfaction to a certain proportion of their emigrants who have been successful in the Dominion. I am very far from seeking to convey the impression that all the material sent to Canada by these organizations is either unsuitable or undesirable; I readily recognize that many gratifying instances can be shown in which the emigrants availing themselves of the new conditions, have been able to start life afresh, and are able to look forward to a life of comparative comfort and competence as compared with the conditions in their former home.

I do not think, however, that emigration to Canada is a solution of the London unemployed problem, and I do not think, speaking generally, that the class of persons coming within the scope of the Associations to which I am referring in this report, are suited to the requirements of Canada and are likely to succeed in any great numbers in this country, even under the most favorable conditions.

While it may be conceded that these so-called Charitable and Philanthropic institutions are animated by good intentions, their interests are more concerned in the benefits that will accrue to England than to the advantages gained by Canada through the medium of the emigration of their proteges.

The work of these societies may be divided into two principal parts: First, the purely philanthropic or charitable, and, secondly, the state or rate-aided emigration. With regard to the first the funds are procured by insistent and widespread appeals to the benevolent, and the operations of the organizations are confined to the destitute, the unfortunate, and, to a large extent, the incompetent. No pretence is made of assisting the emigration of a man, however competent, however industrious, however ambitious, so long as he is in employment. In other words, the best class of labor in this country is discouraged, and that labor which finds itself most frequently in the market, either from incompetence, intemperance, or indifference, is the peculiar care of such organizations. When an employer of labor in London, for business reasons, is compelled to reduce his staff of employees, he does not suspend the competent and reliable workman, he weeds out for the purpose of dismissal all those who have made themselves known either by their incompetence, their intemperance, or their carelessness, and these latter become the mass of people from whom and among whom the Philanthropic and Charitable societies to which I allude, obtain their recruits for emigration to Canada.

At the present time, and under the present condition of the Emigration Law, there is practically no supervision exercised on this side over the work of these societies. It is claimed, of course, by the officers of these organizations that every care is taken, and every anxiety shown, to obtain only the most suitable for emigration to Canada. The results are shown by the material which they send to Canada, and do not warrant the belief that their efforts in these directions have been very successful. In any case, I am convinced that the societies operate amongst a very undesirable class, for the purpose of emigration to Canada, and that the supervision, however well intentioned, is invariably defective and superficial. Whereas Canada is calling constantly for men accustomed to agricultural pursuits to emigrate to the Dominion these so-called philanthropic bodies are engaged almost exclusively in operating amongst the dense masses of the congested parts of the City of London, and other big cities, and are therefore seeking to meet our needs

from a source that in all reason is very unlikely to supply such needs.

With regard to the State Aided and Rate Aided. These are the products of the Distress committees, and of the workhouses. The distress committees are bodies in large centres of population, permitted under the terms of the Unemployed Workmen's Act, to levy a small rate as a tax upon the public for the emigration, and for provision by employment, or otherwise, of the unemployed in such communities. This tax is imposed up to a certain amount per pound, is used partly to provide food and shelter, partly to provide temporary employment, and partly to provide emigration. The distress committees usually operate through some recognized booking agency, providing the fares for the transportation, and leaving such booking agency to provide the employment on the Canadian side. There is no supervision of an official character exercised over these emigrants. The Emigration Branch of the Department of the Interior is neither advised of their numbers, their character, nor the date of their sailing. In the present condition of the Law, if a Distress Committee is satisfied that a booking agency organization can satisfactorily dispose of the men, the bargain is completed between that organization and the distress committee, and that is the end of it.

With reference to the Rate Aided emigration, that is the emigration provided by the Poor Law Guardians, there is a certain measure of control. When, for any reason, the Guardians of the district are satisfied that the inmate of a workhouse is capable of working his way in Canada, or elsewhere, under new conditions, and with a fair start, they apply to the President of the Local Government Board for permission to appropriate from the public rates under the Poor Law a sum necessary for the emigration to Canada, say, of such person, or persons. The Local Government Board has laid it down as an imperative instruction that the consent of the Assistant Superintendent of Emigration for Canada, must, in every case, be obtained before the emigration is permitted of such pauper person or persons. Here the Department is able to exercise some control, and does so, I venture to say, with good effect.

In the first place, rigorous independent enquiry is made by ourselves, in which the previous character of the family, a medical examination on a prescribed form (after the manner of a life insurance medical application form) is filled up by a properly qualified medical man, and where it can be shown that the answers are correct, the health of the persons unques-

tioned, and that arrangements have been made for the proper reception and employment of the individuals, the Departmental consent is given, and the consequent consent of the Local Government Board to such emigration. Emigration of this class is less in quantity than that of any other to which I have referred, and I think enquiry will bear me out in saying that notwithstanding its source it is perhaps a little more satisfactory than either that emigrated by the Unemployed Workmen's Act, or the operations of charitable organizations.

The trouble, however, of a State Aided emigration is that it is dealing with a class of persons whose position is either due to their own intemperance or incompetence, and who, for the most part, lack that self-confidence and self-reliance that is necessary for success in a new country, and under new conditions.

I am satisfied that an extremely large proportion of the non-successes in English emigration is due to the unreasonable proportion of that class of emigration sent to Canada. In Scotland, where the proportion of emigrants to the population is more than double what it is in England, there are no such Philanthropic Societies and no such Charitable organizations engaged in emigration work, and you cannot but have observed how few cases of non-success there are amongst the Scottish emigrants.

In my humble judgment, the time has now come when the Department should devise rigorous and effective measures, to first discourage, and, secondly, to supervise such charitably-aided emigration.

The total number of persons sent to Canada during the year 1907 by London Charitable Societies alone reaches the important figure of 12,336. These figures do not include all who have been sent to Canada financially assisted out of the Rates. Another 500 perhaps might be added as covering the operations of the various Distress Committees throughout England, who have booked emigrants in numbers of from ten to fifty by private booking agencies.

#### THE EAST END EMIGRATION FUND.

The East End Emigration Society is a purely charitable organization, operating exclusively in the poorest and most crowded part of London—the East End. It is constantly making appeals to the generosity of the wealthy and benevolent through the medium of the public press, and by private appeals for money to emigrate deserving cases.

It may be conceded at once that this organization is working at what it believes to be a good cause, but

unfortunately it is working in a territory where the environment and conditions are all against their obtaining a class of persons suitable for Canada; the vastly populated and greatly congested East End of London cannot be considered a favorable field for obtaining that class of emigrants which Canada needs, and that class of men who are at all likely to accommodate themselves to the conditions obtaining in Canada and through their own energy and determination build up homes for themselves. The conditions under which they had lived, and in which in all probability their parents for several generations have lived, do not produce the kind of men who are fit for labor which Canadian farmers have to offer, and I cannot but feel that while I accord the very best intentions to this organization, it is working in an area that cannot possibly afford us satisfactory results. This organization books its own passengers, and in common with similar organizations has a private arrangement for a preferential rate in favor of itself as compared with the charge for transportation exacted from the ordinary self-paying emigrant. During the year this organization, without the slightest control, either by the Government in this country or by the Emigration Branch of the Department of the Interior in this country, sent to Canada 6,096 persons, recruited from the East End of London, paying, it may be presumed, in every case the total cost of such transportation.

#### **SELF-HELP EMIGRATION SOCIETY.**

This organization is likewise of a charitable character, although it insists upon a proportion of the passage being paid by the people emigrated, relying upon the charity and the good-will of the wealthy classes of the Metropolis for payment of the balance. The Self-Help Emigration Society sent to Canada during the year 1907, a total of 506 persons, neither inspected nor controlled by any agency on this side.

#### **THE CHURCH ARMY.**

This is a reformatory and charitable organization connected with, and working under the auspices of the Established Church of England. They sent to Canada last year 1,595 persons, of whom 1,519 received assistance from the Church Army Emigration Fund. This organization is of a many-sided character, embracing the reclamation of the drunkard, the reception of the discharged prisoner, the shelter and food of the homeless, and an asylum for the unemployed. It has a number of cheap night shelters throughout this city and country, and is engaged exclusively in operating

amongst the lowest and most degraded classes to be found in England. In pursuance of the reformatory work, they have a farm colony, to which men are sent on probation, and where those who are destined for emigration to Canada are placed for observation and training in actual farming operations, but as these men were originally anything but farmers or rural citizens the probation can hardly be called satisfactory; the training is not very practical, and the person still retains his aversion to the country and his love of populous places.

The Church Army also interests itself in the emigration of persons who can pay their fare; young men who are sowing their wild oats; young men who are beyond parental control; young men whose relatives believe that removal from old haunts and old associations to a new country, would afford a renewed opportunity for starting life afresh, and rehabilitating themselves in the good opinion of their friends, and I am afraid that not a few of the latter are selected, not from any examination, but from the personal influence of those who are desirous of obtaining the emigration of such persons.

#### **THE CHURCH EMIGRATION SOCIETY.**

This Society was not formed with the definite object of advancing the passage money of the emigrants, but a certain number of those sent out by the Society have been assisted in this way. Their method of operation is to assist those who assist themselves; in other words, to pay a portion of their transportation, but to encourage only husbands and wives with small families. I am free to confess that this organization exercises a good deal of care in the selection of their emigrants, and insists upon the guarantee of the respectability of the family in the form of a good contribution to the cost of the transportation, and also insists upon an agreement for the repayment of the proportion advanced. Last year they sent altogether 663 persons to Canada. This society is first and foremost a religious society, and exists mainly for the purpose of binding together members of the Church of England in all parts of the world.

#### **THE CENTRAL UNEMPLOYED BODY.**

This is a purely London organization, operating under the Workmen's Unemployed Act, confining its operations to the unemployed of the City of London, without regard to any particular locality in the Metropolis. I am not prepared to deny but what they take



a great deal of care, and go to a great deal of trouble in sifting, selecting, and finally approving of the emigrants. The objection to their organization, however, is that they work exclusively amongst a class of people for whom there is no demand in Canada, i.e., unemployed tradesmen, artisans, mechanics, and other skilled persons, as well as general laborers. The proportion of persons with farm training coming under their care is infinitesimal, and, as I have said, it is difficult to draw the line between the unemployed and the unemployable; and yet it is amongst just such classes that the Central Unemployed Body conducts its work. During the year the Central Unemployed Body emigrated to Canada, 2,842 persons, booking them directly from its own offices, sharing the preferential rate, the bonus claims, and other such considerations as could be obtained. They have, as you know, no regularly constituted organization on the Canadian side, either for the reception, distribution or absorption of such emigrants as they send. One or two agents throughout Canada can neither take care of nor place such numbers of persons, and consequently in the total credited in this report to the East End Emigration Fund, it should be stated that 2,573 persons were handed to the East End Emigration Fund by the Central Unemployed Body, because the former society was supposed to have a better organization for the employment of the emigrants on arrival in Canada. Apart from this, however, the Central Unemployed Body sent 2,842 persons to Canada, the great majority of whom I am afraid are not at all likely to readily assimilate and adapt themselves to Canadian conditions.

#### THE SALVATION ARMY.

During the year 1907 the Salvation Army emigrated 406 persons whose fares were either wholly or partially advanced. These form a proportion of the 15,000, which is about the aggregate of the Salvation Army's emigration during that year. Of these 406 persons, the majority of the wholly advanced fares came from emigrants provided by Local Distress Committees in provincial towns. These Local Distress Committees being assured by the Salvation Army of their power to receive and provide employment for the emigrants of these Distress Committees, have placed them in the hands of the Army and provided the funds. The remaining portion represents those families of wives and children of specially deserving cases, where the Army itself advanced the transportation, with the hope of subsequent repayment.

With reference to the emigrants of Distress Committees handed to the care of the Army, they are open to the same objection as such emigrants when in the care of any other society. They are, for the most part, tradesmen, townsmen, and generally very incompetent and inferior ones at that. It is worth noticing, however, that out of the total of 15,000 persons claimed by the Salvation Army as having been sent to Canada in 1907, only 406 had their fares wholly or partially advanced.

#### THE CENTRAL EMIGRATION BOARD.

The Central Emigration Board, an executive body, not at all of a philanthropic or charitable character, was brought into existence for the purpose of providing a machine for booking and emigrating the products of the Provincial Distress Committees. The latter have not taken kindly to the organization, inasmuch as Provincial Distress Committees object to overlooking the claims of local booking agents, probably ratepayers in their community, in order to deal with the Central Emigration Board in London, from whom they receive no return, and no special consideration. Consequently, therefore, notwithstanding the inauguration of this body, with considerable press display, and not a little prestige from important and influential persons on the directorate, it has not done a great deal of business. During one year it sent to Canada 228 persons, the unemployed products either of certain charitable societies or distress committees. I do not know what special provision it has for obtaining work on the other side, but I am afraid the organization, if any, must be of a very restricted character.

In enclosing you in tabulated form (page 2) the totals of persons emigrated by such Philanthropic Societies as I have dealt with in this report, I beg to offer, in the most respectful way, the suggestion for submission to the Minister, that if this emigration is not to be discouraged in toto, some means must be devised at once for its proper supervision and control.

In my opinion, it will be an unfortunate condition of affairs if such organizations are permitted, unrestrained and unrestrained, to pour upon the shores of Canada large numbers of persons, few of whom are at all fitted for our conditions, and most of whom are morally and physically quite unfitted. It might be well to institute a regulation that the same permission should be obtained for the emigration of such persons as is obtained for the emigration of persons from workhouses, and it might also be permissible to insist that such organizations in England must have a complement

organization in Canada and be able to show to the satisfaction of the Department their ability to absorb and employ such emigrants as they send.

As most of these organizations carry on their operations in large centres of population, they seldom reach persons of agricultural experience, and consequently have, in proportion to their numbers sent to Canada very few claims for the bonus given by the Department to persons bent upon agricultural pursuits in Canada, and I think, therefore, it would be judicious to withhold the bonus in the case of any person obtaining either a free or an assisted passage, ability to pay the necessary transportation charge being one of the most satisfactory proofs of thrift and industry.

I have discussed with the leading officers of the Local Government Board the question of the supervision of the efforts of Charitable and Philanthropic Associations, and have been given to understand by these officials that the Local Government Board would look with great favor upon any regulations formulated by the Department tending to ensure that all Charitable and Philanthropic Societies, either using public money or working from funds provided by public generosity, shall provide the same strict investigation into the antecedents, both moral and physical, of the persons proposed to be emigrated in like manner with the regulations adopted with reference to persons emigrated from the Workhouses of England.

Your obedient servant,

J. BRUCE WALKER,  
Assistant Superintendent of Emigration.

W. D. SCOTT, ESQ.,  
Superintendent of Immigration,  
Ottawa.