

# IMMIGRATION IS RESTRICTED.

## Only Three Classes Encouraged to Come to Canada.

### BONUSES PAID TO AGENTS.

#### Farm Workers, Railway Builders and Female Servants.

#### Regulations Compelling All Immigrants to Have Twenty-five Dollars at Least on Entry—Deportation of Undesirables — Certain Classes Warned Against Coming —Mr. W. D. Scott Explains the Government's Policy.

(Special Despatch to The Globe.)  
Ottawa, April 5.—Mr. W. D. Scott, Superintendent of Immigration, discussed yesterday with The Globe's correspondent the front-page article, "Time to Close the Gates," which appeared in a recent issue of The Globe. This contained the suggestion that no commissions should be paid on immigrants booked from countries other than those of northern Europe. Mr. Scott, in explanation of the Government's policy with regard to immigration, took occasion to correct a general misapprehension of what is being done.

#### Necessary Restriction.

"There seems to be a misunderstanding on the part of The Globe that the immigration policy of Canada is the policy of 'the open door,'" he said. "There was a time in the early stages of immigration effort when such was the case, and at the time it was supported almost unanimously in Parliament, in the press, and throughout the country. The attention of the people of the chief emigrating countries was thus drawn to Canada. But some years ago the Government came to recognize that with the continuance of aggressive immigration effort there must also be a measurable degree of restriction and exclusion. This idea was embodied in the terms of the immigration act of 1906, and has since been developed and enforced from time to time by such regulations under the provisions of that act as the circumstances seemed to require.

"The impression that the bonus system is responsible for the congestion of labor and the presence of undesirables in some centres of population in eastern Canada is not warranted in any degree. There is and has been for several years past an outflow of people from Europe to both the United States and Canada. The movement to the United States has not only not been encouraged by that country, but has been actively discouraged. But notwithstanding the requirement of an actual cash payment to enter the United States, a strict medical examination, and throughout a decided policy of exclusion, it was found that probably forty-five per cent. of the million immigrants into the United States in 1907 were of the classes which in Canada to-day are deemed undesirable. It is clear, therefore, that as bonuses were not used to draw them to the United States, neither were bonuses needed to attract the same classes to Canada. The favorable conditions of the labor market in both countries up to the end of last summer were the real cause; and so long as those favorable conditions existed no objection was raised in either country. It was the change in the labor conditions which constituted a large part of this immigration undesirable, not any change in the character of the immigration itself. It was because the conditions which were necessary for their well-being in Canada and the United States had ceased to exist that this class of immigrants became undesirable. And for this change in the conditions the immigration policy of neither country was responsible.

#### Payment of Bonuses.

"So far as the payment of bonuses by the Canadian Government is concerned, these are used as a means of encouraging only desirable immigrants, and in no sense can it be construed that they are, as at present administered, any assistance or inducement to the immigration of undesirables.

"Let me here make it thoroughly understood that assisted immigration is in no form a part of the immigration policy of the Dominion Government. At no time since the Government took office has money been spent, directly or indirectly, to assist immigrants to come to Canada, except, of course, in the case of the Doukhobors, who were regarded as a persecuted people and were the objects of Canadian sympathy. Owing to the struggles for liberty which were then taking place in Russia, the action of the Government was at that time endorsed by all parties. The Government's policy and expenditure are simply directed to attracting desirable people. Thousands of dollars are spent for publicity, but not a cent for assistance. The publicity campaign carried on in European countries includes the circulation of printed matter setting forth Canadian conditions, advertising those conditions in the newspapers, the employment of salaried agents, and chiefly in the British Isles of former delegates from Canada, and the payment of bonuses to booking agents on the sale of ocean passage tickets to certain specified classes of emigrants to Canada. In connection with the payment of bonuses it should be distinctly understood that the only classes which the department attempts to secure for Canada or on which bonus is paid are those who come to the country to engage in farm work or railway construction, and female domestic servants. At no time for years past has there been a shortage of positions for those desiring farm work, and the scarcity of female domestics is so well known that I need say nothing in that connection. Not only does the department not encourage immigrants of occupations other than those already mentioned, but in its printed literature it, actually warns such to remain away unless they have assured positions or sufficient money to maintain themselves until such time as work can be secured. It will thus be seen that the unemployed last winter were not those on whom bonus had been paid, neither did they

belong to the classes for which the Immigration Department caters.

#### The Booking Agents.

"The business of a booking agency in Europe is carried on as a separate private enterprise. The agent works under license from his Government. He secures the agency for as many systems

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of transportation as he can, receiving from the transportation lines over which he sells a small commission on each ticket sold. He probably holds agencies for transportation to all parts of the world. The greater the commission he receives on the ticket sold the greater his eagerness to sell such tickets. On a ticket to Australia he would get a higher commission than on one to Canada, and consequently if he could use any influence in favor of Australia it would naturally be used.

"But to look at it in the more intimate relation of the United States as a competitor, there is naturally a larger movement to the United States than to Canada; therefore it is easier to sell a ticket to the former country, the commission from the steamship companies being the same, \$1.75. But if the agent receives, in addition to his steamship commission, a bonus of \$5 per ticket from the Canadian Government, he will naturally exert all the influence he can to induce the emigrant to come to Canada. Some years ago the Canadian bonus was \$1.75 per head; and, although there was the nominal condition that the emigrant should pass a medical examination, and that he was one who was likely to become a settler on the land, the bonus was paid without much consideration as to the character or calling of the emigrant.

## To Meet Demand of Country.

"In April, 1906, in order to meet the pronounced demands for labor in all parts of Canada, it was decided to stimulate a movement of farm laborers, railway construction men and female domestic servants. A bonus of \$5 was offered British booking agents on those classes only, and shortly after the provisions of the immigration law regarding the exclusion and deportation of undesirables were passed and put into operation. There are some 2,000 booking agents in the British Isles, and the change in the bonus system, accompanied by a generally more aggressive publicity campaign, has produced the results desired. Not only have more people come in the last two years, but there has been a larger proportion of the farming. To such a degree has this been the case that it has been commented on in the British Parliament as being contrary to the true interests of the mother land, there being in an issue of one newspaper in the southwest of England over a column of want ads. for farm laborers. So that not only has the immigration policy, including the bonus system, been successful in attracting a much larger number of the class desired, but it has been successful in the face of an increasing need of the same class in Great Britain itself.

## Assisted Immigration.

"Independent of the general stream of immigration resulting from the policy and action of the Government, there was another parallel influx created by the great English charitable associations, who, being aware of the demand for labor in Canada, which until last fall had been growing from month to month, saw the opportunity of benefiting the unemployed who were their care, and at the same time of helping to meet the demands for unskilled labor in Canada. A large number of people were through the efforts of those institutions assisted to come to Canada. They did not come as the result of any effort on the part of the Canadian immigration Department, and unless strictly farmers, farm laborers, railway construction men or domestic servants no bonus was paid. As a matter of fact, bonuses were paid on only a very small percentage of the tickets of persons who came under such auspices. Even before the change in the labor conditions last fall these immigrants were carefully checked at the port of landing, and those evidently ineligible were excluded. Others who were passed at the port and were afterwards found to be subject to deportation were deported. The change in the labor conditions altered the whole aspect of things. Many who had come out in the later summer months and secured employment immediately on arrival were thrown out of work by the closing of the factories in which they were employed. Some were of an improvident disposition, and in any case none of them had the chance of putting money by. So they were face to face with a Canadian winter, and without any provision for it. Hardship followed, and they became objects for the charitable consideration of the people in the centres of population in which they were located.

## The Government's Position.

"These circumstances have been made the ground for a general attack upon the Government's immigration policy, the Government and their policy being held responsible for that for which they were not in any way responsible, and against which they had used every reasonable precaution by announcements in their literature and through the medium of their agents. The break in the labor market was not contemplated by either the emigration societies or the steamship companies, and it was found that, notwithstanding the changed conditions in Canada, there was a continuation of the flow of immigration during the fall and winter months. The department, therefore, felt that it was necessary to take a strong stand, and under the provisions of the immigration act a regulation taking effect on January 8, 1908, was passed, requiring every immigrant to have \$50 in his possession, unless he was coming to stated employment or going to friends who were able to care for him. The transportation companies, and, no doubt, the charitable associations, felt this a great hardship, but, in view of the altered conditions of the country, the department considered that it was absolutely necessary to take such action, the result of which has been to decrease the ocean port immigration during the winter months of January and February from 10,223 last year to 6,506 this year.

## Bruce Walker's Report.

"Mr. Bruce Walker, who as Assistant Superintendent of Immigration in London is to the end of last year had had the opportunity of studying conditions in Great Britain and especially the operations of the charitable associations, made a report, upon which the Government felt it necessary—in the further carrying out of the restrictive side of their immigration policy—to pass a regulation providing for the prohibition on landing of immigrants coming on assisted passages unless they were first approved by the Government's agents in Great Britain. The regulation providing that the immigrant must have \$50 on arrival remained in force until February 15, when the amount was reduced to \$25. It was intended that this regulation should expire on April 1, but it has since been deemed advisable, under existing conditions, to continue it in operation, so that it still stands as a regulation until the end of the year, the department believing that, in the circumstances, it is not in the interests of anyone that any person should land in Canada who is dependent upon his labor for his support, unless he either has work in sight, has friends upon whom he can depend, or has money in his pocket with which he can support himself for a reasonable time. The booking agent still has the bonus to induce him to influence the particular class of workers Canada wants, but there is no inducement for him to prefer Canada to the United States in respect of the other classes. These provisions, together with the exclusion of assisted immigrants unless approved by our agents in England, fairly illustrate the Government's immigration policy at the present time, and give

no warrant for the suggestion that it is the policy of 'the open door.'

## North Atlantic Co. Agreement.

"Regarding immigration from the continent of Europe, the agreement with the North Atlantic Trading Company expired on November 29, 1906. Under that agreement bonuses were payable on immigrants from certain countries only, namely, Norway, Sweden, Denmark, Holland, Finland, Russia, Germany, Switzerland, and Austria-Hungary. During the years 1900, 1901, 1902 and the first half of 1903 bonuses were paid to the North Atlantic Trading Company on immigrants from northern Italy of the agricultural class, payment being actually made on seventy-two farm laborers and domestic servants. From November 30th, 1906, there was no bonus on continental immigrants, but in April, 1907, a regulation was made to provide for the payment of \$2.50 on the same classes upon which bonuses were payable in the British Isles. In January last this amount was increased to \$5. The regulation also contained the provision that bonus was only to be paid on tickets sold to citizens of the country in which the booking agent operated, and, further, that the agent himself must have been selected by the Assistant Superintendent of Immigration in London. The purpose of this was to guard, as far as possible, against complications with the Governments of the several countries which were opposed to emigration. By paying only on tickets sold by selected booking agents, the Canadian Government assumed as to the character and responsibility of the person selling passages, and offence to the Governments of the countries from which the people emigrate is expected to be avoided.

## European Immigration.

"Booking agents have been selected in only the following countries:—Norway, Denmark, Holland, Belgium, France and Finland. It will be observed that these do not include Austria-Hungary or Russia proper, the citizens of either the writer in 'The Globe' desires to have the gates shut. No bonuses have been payable or have been paid by the department on citizens coming from those countries since November, 1906.

## Deporting Undesirables.

"There have been difficulties in carrying out the policy of deporting undesirables. It was found that in the case of other than that of his citizenship, the country from which he came could not be required to receive him, and the transportation company which brought him could not be compelled to take him back to the country of his citizenship. So a regulation was passed on January 8, 1908, to provide for the exclusion of undesirables arriving under such circumstances. This regulation was found to be chiefly applicable on the Pacific coast to Japanese arriving from the Sandwich Islands and Hadeses arriving from Hong Kong, but it is also applicable on the east coast to people

from southeastern Europe or western Asia, who in many cases were or become undesirable. This regulation was set aside by the court in Vancouver a few days ago as not being in proper form, but it was immediately re-enacted in an amended form, but to the same effect, and is now in force.

## The Government's Policy.

"While the policy of the Government is as strongly aggressive as ever in the direction of securing the settlement of the land by desirable people, it is at the same time just as strongly restrictive and exclusive in regard to undesirables, to those who are not likely to become good and permanent citizens of the country, or to those for whom conditions as they are to-day do not offer such fair and reasonable opportunities for their well-being as they should have. The policy of exclusion and restriction is the counterpart of our policy of aggressive attraction. With the territory and resources Canada possesses it must be admitted that her pressing need is more people to occupy the one and develop the other; but while that is so, she needs only the people that are suited to meet her requirements. Others, who are unsuitable, are liable to become a burden upon development and not an aid to it.

"When it is considered that the immigration of last year amounted to 277,376, an increase of 62,000 over the previous year and of 260,541 over 1896, and when the sudden change in labor conditions last fall is remembered, it is not a matter for wonder that there should have been some congestion of labor in the centres of population in eastern Canada during the past winter. The fact that there was so little disturbance of labor conditions shows the stupendous absorbing power of Canada, that the need for this immense number of immigrants existed, that without an accession to her population her progress must have been seriously retarded, and that if her progress is to be maintained immigration effort must be continued."