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EMIGRATION.

COPIES of any GENERAL REPORT, since the last laid before this House, from the AGENT GENERAL for EMIGRATION :

Of any REPORT from the AGENT for EMIGRATION in *Canada* :

COPIES or EXTRACTS of any CORRESPONDENCE between the Secretary of State for the Colonies and the Governors of the *Australian Colonies*, respecting Emigration, since the Papers presented to The House on the 14th day of May 1838.—(Nos. 388 & 389.)

(*Mr. Labouchere.*)

Ordered, by The House of Commons, to be Printed,
15 August 1839.

[*Price 1s.*]

536.—I.

Handwritten notes and signatures:
A large diagonal line with the word "General" written along it.
A signature "Labouchere" written across the bottom right.
Other illegible handwritten scribbles and initials.

150

EMIGRATION.

RETURN to an Address of the Honourable The House of Commons,
dated 9 July 1839;—for,

COPIES of any GENERAL REPORT, since the last laid before this House, from
the AGENT GENERAL for EMIGRATION :

Of any REPORT from the AGENT for EMIGRATION in *Canada* :

COPIES or EXTRACTS of any CORRESPONDENCE between the Secretary of State
for the Colonies and the Governors of the *Australian* Colonies, respecting
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May 1838.—(Nos. 388 & 389.)

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15 August 1839.

[*Price 1s.*]

SCHEDULE.

ANNUAL EMIGRATION REPORT.

- No. 1.—Annual Report from Agent General for Emigration; dated 15th August 1839. (Six Enclosures) - - - - - p. 3

CANADA.

- No. 2.—Copy of a Despatch from Lieutenant General Sir J. Colborne, Bart., G. C. B., to the Marquess of Normanby; with Annual Report of Mr. Buchanan, Chief Agent for Emigration in Canada; dated 12th April 1839. (One Enclosure) - - - p. 30
- No. 3.—Copy of a Despatch from the Marquess of Normanby to Lieutenant General Sir John Colborne, Bart., G. C. B.; dated 15th August 1839. (One Enclosure) - - - p. 37

NEW SOUTH WALES.

- No. 4.—Copy of a Despatch from Governor Sir G. Gipps to Lord Glenelg; dated Government House, Sydney, 28th July 1838 - - - - - p. 39
- No. 5.—Copy of a Despatch from Lord Glenelg to Governor Sir G. Gipps; dated Downing-street, 25th January 1839 - - - - - p. 39
- No. 6.—Copy of a Despatch from Lord Glenelg to Governor Sir G. Gipps; dated Downing-street, 9th August 1838 - - - - - p. 39
- No. 7.—Copy of a Despatch from Governor Sir G. Gipps to Lord Glenelg; dated Government House, Sydney, 1st October 1838. (One Enclosure) - - - - - p. 40
- No. 8.—Copy of a Despatch from the Marquess of Normanby to Governor Sir G. Gipps; dated Downing-street, 9th March 1839. (One Enclosure) - - - - - p. 41
- No. 9.—Copy of a Despatch from Governor Sir G. Gipps to Lord Glenelg; dated Government House, Sydney, 31st October 1838. (One Enclosure) - - - - - p. 42
- No. 10.—Copy of a Despatch from the Marquess of Normanby to Governor Sir G. Gipps; dated Downing-street, 13th August 1839, containing Agent General's Principal Report on Australian Emigration. (One Enclosure) - - - - - p. 52
- No. 11.—Copy of a Despatch from Governor Sir G. Gipps to Lord Glenelg; dated Government House, Sydney, 27th February 1839. (One Enclosure) - - - - - p. 61
- No. 12.—Copy of a Despatch from the Marquess of Normanby to Governor Sir G. Gipps; dated Downing-street, 14th August 1839. (One Enclosure) - - - - - p. 65
- No. 13.—Copy of a Despatch from Governor Sir G. Gipps to Lord Glenelg; dated Government House, Sydney, 14th March 1839. (One Enclosure) - - - - - p. 70
- No. 14.—Copy of a Despatch from the Marquess of Normanby to Governor Sir G. Gipps; dated Downing-street, 14th August 1839. (One Enclosure) - - - - - p. 71
- No. 15.—Copy of a Despatch from the Marquess of Normanby to Governor Sir G. Gipps; dated Downing-street, 28th May 1839. (One Enclosure) - - - - - p. 72

VAN DIEMEN'S LAND.

- No. 16.—Extract of a Despatch from Lieutenant Governor Sir John Franklin to Lord Glenelg; dated Van Diemen's Land, Government House, 4th April 1838 - - - - - p. 74
- No. 17.—Copy of a Despatch from Lord Glenelg to Lieutenant Governor Sir John Franklin; dated Downing-street, 11th January 1839. (One Enclosure) - - - - - p. 75
- No. 18.—Copy of a Despatch from Lord Glenelg to Lieutenant Governor Sir John Franklin; dated Downing-street, 13th August 1838 - - - - - p. 76

WESTERN AUSTRALIA.

- No. 19.—Extract of a Despatch from Governor Stirling to Lord Glenelg; dated Western Australia, Perth, 1st September 1838. (One Enclosure) - - - - - p. 77
- No. 20.—Copy of a Despatch from the Marquess of Normanby to Governor Hutt; dated Downing-street, 2d May 1839. (One Enclosure) - - - - - p. 79
- Copy of a Report from the Agent General for Emigration to Mr. Under Secretary Stephen on Juvenile Emigration to the Cape; dated Middle Scotland Yard, 15th March 1838; referred to in the preceding Despatch - - - - - p. 80

REPORTS AND CORRESPONDENCE

RESPECTING

EMIGRATION TO THE COLONIES.

—No. 1.—

ANNUAL REPORT from *T. Frederick Elliot*, Esquire, Agent General for Emigration, to the Marquess of *Normanby*.

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

My Lord,

2, Middle Scotland Yard, 15 August 1839.

I HAVE the honour to present to your Lordship the usual annual return from the Custom-house of the number of persons who have emigrated from the United Kingdom during the year 1838; and, in illustration of this return, I also enclose a statement of the average number of emigrants from all parts of the United Kingdom during the six preceding years, from 1832 to 1837 inclusive, and likewise a return of the numbers who have emigrated in the two first quarters of 1839, from such ports as have resident Government agents.

*Annual Returns
of Emigration.*

In any general use which may be made of these returns, it will be desirable to bear in mind, first, that any estimate of the increase or diminution of emigration from Ireland cannot be complete without having regard also to Liverpool, from which great emigrating port a large proportion of the people who proceed—perhaps two-thirds—consists of Irish passengers who come there to embark; and, secondly, that in the emigration to North America the numbers embarked respectively for the British Colonies and for the United States do not afford an accurate test of the numbers ultimately destined to those two quarters, as persons who can afford it generally prefer in either case the passage by New York, and the route by that port is likewise the most direct to all the western parts of Canada.

*Explanatory
Remarks on these
returns.*

It will be seen that the emigration from the United Kingdom to North America fell off in the year 1838, from the average in the preceding six years of about 35,800 to the British Colonies, to 4,500, and from the average of about 32,700 to the United States to 14,300, making a general decline from 68,500 to 18,800; but that in the year 1839 the numbers have increased within the first half of the year, and exclusively of all ports except those which have resident Government agents, to 9,600 to the British Colonies, and 22,400 to the United States, or 32,000 in all.

*Decline of emi-
gration to North
America in 1838,
and partial revival
in 1839.*

The most obvious cause for the great decline in the year 1838, and the one to which it appears to be most commonly attributed, is the Canadian insurrection, which had occurred in the previous winter. Some influence has also been ascribed to the stimulus which has been given to emigration from this country to the Australian settlements.

Favourable report from Mr. Buchanan on the North American Emigration of 1838.

It is gratifying to perceive by Mr. Buchanan's report on the emigration to Canada in 1838, that he states the people to have been generally supplied with ample stores and sufficient pecuniary means; and further, that he is able to report that no disease whatever had been noticed amongst the emigrants of that year.

I have offered elsewhere any other observations which suggested themselves to me upon a perusal of Mr. Buchanan's report.

Increase of Australian emigration in 1838.

The emigration to the Australian settlements in 1838 exhibits a remarkable increase. It had reached a greater number in the preceding year than at any previous time, and amounted to 5,054; but in 1838 the number of emigrants was 14,021 to these colonies generally, and 10,189 to Sydney, being twice as many to that place alone as had ever been known before to all the Australian settlements together.

Proportion of that increase effected by public aid from the colony.

Of this accession of numbers in the emigration to New South Wales, nearly 6,500 were embarked under the direct superintendence of the Government, while, through the separate encouragement afforded to private persons by the bounty paid in the colony, one ship-owner alone has published that he sent out so many as 2,280, so that it may perhaps be reasonably assumed that the number of persons who departed for that colony by means of aid from its public resources, either direct or indirect, cannot have fallen short of 9,000.

Some remarks on the degree of its importance.

The total population of the colony at the last census, taken in July 1826, was 77,096. After making every allowance then for the increase of population in the interval between that time and 1838, and on the other hand for the casualties which may have occurred amongst the people embarked from this country, it may be assumed that the addition effected by the assisted emigration of 1838 must at the least have amounted to one-tenth of the whole population.

Now from the effect of this influx of emigrants on the scarcity of labour the proportion of children must of course for the present constitute a material deduction; but with regard to their influence on the moral condition of the colony, which has lately excited so much attention, it is to be observed, first, that the emigrants by public aid are made to consist as far as possible of an equality of the sexes, favourable therefore to a rapid progress of their number, while the convict population is composed in the most unfavourable manner possible for that purpose; and, secondly, that with respect to the moral character of the colony, there is not the youngest child amongst the emigrants which, if it belongs to honest parents and connexions and is likely to be brought up in honest habits, is not as much entitled as any adult to be reckoned on the side of the gain to the community. And I may here observe that, especially with reference to the present consideration, and not, as has been erroneously supposed in the colony, for the sake of relieving particular tracts of country, pains have been taken, not merely to obtain people of fair character, but people known to one another, and neighbours at home, so that the character they had borne here they might be the more anxious and the more likely to sustain abroad. Some allowance then may require, in one point of view, to be made for the admixture of young children; but when the circumstances I have just mentioned are taken into account, it will probably be admitted that an addition of one-tenth to the whole population of a colony, effected within a single year, is no contemptible operation.

Reduced proportion of young children.

With respect, however, to the proportion of young children just alluded to, there is one statement which I ought perhaps to make. I have always kept an account of the numbers per cent. in each ship of adults, of children between seven and fourteen, and of children under seven; and since taking the management more into the care of this office in 1838, it has been made a constant object to increase the rate of adults, and to diminish the rate of the youngest children, who are the most liable to sickness and mortality on the voyage, and of course the longest in becoming useful after reaching the colony. The children between seven and fourteen may be considered comparatively unobjectionable.

With

With this explanatory remark, I have to present the following statement of the per-centage of passengers of the three classes of age, beginning with 1837 and continued to 1839 :

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

			Adults.	Children over Seven.	Children under Seven.
1837	- -	10 ships - -	51	15	34
1838	- -	1st six ships -	55	16	29
"	- -	2d ditto - -	56	18	26
"	- -	3d ditto - -	58	21	21
"	- -	4th ditto - -	62	20	18
1839	- -	1st six ships -	68	20	12

From this statement it appears that the adults have been increased from 51 to 68 per cent. and the youngest children reduced from 34 to 12 per cent., or from more than one-third to less than an eighth of the whole number; and that this change, as I have said elsewhere, has not been sudden or accidental, or intermixed with reverses, but that from the beginning up to the present time, and both as regards the numbers of adults and of the younger children, there has been one unbroken progress of improvement.

I enclose a return, in the same form as last year, of the ships and passengers despatched to New South Wales under the direct management of Government. It will be seen that the number of large vessels sent in this manner, which used to be four, and in 1837 was increased to 10, amounted to no less last year than 24.

Return of ships
sent under the
direct care of Go-
vernment.

I regret to say, however, that of this list the "Asia" did not finally quit the shores of England till after the close of the year 1838. This ship was engaged in the Thames for the conveyance of a party of emigrants from Cromarty in Scotland, and, in common with all other emigrant ships hired in the river, was procured through the Board of Admiralty. She underwent the usual survey in dry dock required by the standing practice of the Admiralty, and in the autumn she sailed from Cromarty with her passengers; but having met with bad weather and become leaky, she put into Plymouth, and on being put into dry dock there, and further examined, it was found that, although in all other respects a sound and good vessel, the fastenings termed Tree-nails were extensively defective. The Admiralty sent immediate orders that the ship should be given up, and stated that another should be procured in her stead; but, at that time of the year, every delay which could be avoided was much to be deprecated, both on account of the health of the passengers while detained, and of the season at which the voyage could be completed. The loss of time which might be incurred in advertising for and preparing a fresh ship to call at Plymouth was uncertain, and it was reported by high and entirely disinterested authority that the vessel then at Plymouth could be made quite as good as a new ship. It was determined, therefore, that the "Asia" should proceed. She was repaired in the royal dock-yard, under the immediate eye of the public officers. During her detention the passengers were liberally maintained, and their health carefully attended to; and there was not one of them who did not acknowledge their good treatment in these respects. They, not unnaturally, felt some alarm as to going on in a vessel in which the commencement of their voyage had been so unprosperous; but the ship was not suffered to proceed until not merely the officers of Her Majesty's dock-yard had reported in the most unqualified and emphatic terms that she was perfectly safe and fit for her destined voyage, but until also Mr. Bayley, Lloyd's principal surveyor for the port of London, whose services were obligingly rendered available by the committee to Lloyd's Registry, had repaired to Devonport, and in concurrence with the committee's resident surveyor on the spot, expressed a similar opinion. The whole of the passengers then embarked, and the ship sailed again on the 22d of January in this year.

Cases of the "Asia"
and "Juliana."

The "Juliana" is another vessel of which I regret to have to give an unfavourable account. This ship was likewise engaged in the river, through the

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

intervention of the Board of Admiralty. The masters and officers of these ships, it is scarcely necessary to say, are not selected by the Government, the business of navigating them being provided for, according to the established custom, by the owners of whom they are hired. The "Juliana" sailed with a party of emigrants from Kent in October 1838; but in going into the Cape of Good Hope in the following month of January, by daylight, and in fine weather, with the wind off the shore, as is stated in the report of the surgeon superintendent, she was run on rocks within 120 yards of the beach, and lost, through what cannot appear otherwise than gross neglect and misconduct on the part of the master and some of the officers of the ship. The emigrants were landed as quickly as possible by large boats from the shore, without accident, and were lodged in one wing of the military barracks; and the great majority of them have since been forwarded to New South Wales, by two opportunities engaged for their conveyance, the rest of them having settled at the Cape.

Change in the
mode of managing
the Government
emigration.

Having entered very fully into the details of the duties connected with the Government ships to New South Wales, in a separate letter, dated the 10th instant*, upon the report of a committee of council in the colony upon emigration, and having prepared a Return for Parliament which will exhibit every particular as to the expenses of these vessels, the mortality on the voyage, the length of passage, and other points of statistical information, I need not enlarge on the subject here. I will merely observe, that throughout 1837, and during part of 1838, the interference and the responsibility of this office must be understood to have been much more limited than they have since become, for that during that period the idea prevailed, which had been suggested from the colony, of throwing as much as possible of the management of each party of emigrants, and the ship they were embarked in, upon its own surgeon superintendent; and although in the progress of the greatly augmented emigration of 1838, it became evident that more and more of the charge must be taken into the hands of the central and superintending department, the fact that all the arrangements had been made with reference to the other plan caused some time to elapse before the more direct control of one office could be accompanied by as many measures as I could have wished for giving system and uniformity to the whole business. As an example of my meaning, I may observe that there was a great deficiency of the reports on past voyages, which were of course the first requisite towards new improvements. Each surgeon superintendent having been deemed almost exclusively answerable for his own expedition, as soon as he had concluded his voyage and delivered his people in the colony his function appeared closed, and it was not to be expected that he should take particular pains to supply an ample body of information to the departments in England. Thus the advantages which might have been drawn from an accumulated experience were to a considerable degree wasted.

Measures with a
view to its improve-
ment.

After the close of the season of 1838, however, I was enabled to call together the three medical officers of the navy who had been appointed to the duty of selecting emigrants in the three portions of the United Kingdom, and with their presence and assistance, as well as aided by some excellent practical advice from more than one of the Government agents stationed for the general protection of emigrants at London and other ports, a thorough revision was made of every branch of the service. The dietary, the medicines, the various descriptions of stores, down to the minutest article, were all reconsidered and remodelled. I had previously drawn up a code of regulations for a vessel that happened to fall more immediately under my own eye, which was now extended to all the Government ships, for the good order of the emigrants; and I afterwards prepared a short volume of instructions for the guidance of the surgeons superintendent, which most of those officers have appeared to find useful and acceptable. Having offered this sketch of the course of the measures adopted for the improvement of the Government emigration, I beg leave to refer to the other report, and the return already adverted to, for further details. But, as the instructions to the surgeons superintendent comprise, in fact, a general view of almost

* Printed for Parliament in this Return, p. 52.

almost the whole system of proceeding, a copy of that document has been appended to the present report.

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

I look forward with anxiety to the result of the emigration of 1839, to see what may be the effect of the various changes which have just been recapitulated.

With regard to the proceedings next year, I think it will be desirable, in so far as people may continue to be sent under the direct charge of Government, to try at the port of London the plan of making a contract with private ship-owners at a certain rate for each passenger; but I do not yet know how far this experiment would suit the course of business at the out-ports. With respect, on the other hand, to emigration by bounty, it appears to be generally agreed that some regulations should be established with a view to throwing it open, under proper precautions, to all respectable ship-owners who may be disposed to embark in the business. To what extent these two methods of promoting emigration to New South Wales are to be carried, and in what proportion each is to be employed, are questions which will remain to be decided by Her Majesty's Government, and which will depend, I presume, in great measure upon the nature of the reports that may arrive from the colony in the interval between this time and the preparation for the emigration of next spring.

Proceedings next
year.

In conformity with the wishes of several gentlemen connected with that settlement, I have submitted to Her Majesty's Government for approval the details of a plan for facilitating emigration to Western Australia, which I understand to be at present under the consideration of the Lords Commissioners of the Treasury. Governor Stirling sent home at the end of 1838 the outline of a scheme drawn up in the colony for introducing Indian labourers, and a certain number of juvenile emigrants from this country, which will, I presume, be laid before Parliament amongst the other emigration papers of the year, together with the report I had the honour to offer upon it, stating some of the objections to that proposal; and as those objections are so nearly allied to others which I had occasion to point out nearly a year and a half ago, in regard to an application for a juvenile emigration to the Cape of Good Hope, it may perhaps be thought convenient to annex the report made at that time to the more recent documents connected with the similar proposal from Western Australia.

Western Australia.

I have, &c.

The Marquess of Normanby,
&c. &c. &c.

T Fred^h Elliot.

First Enclosure in No. 1.
A RETURN of the Number of EMIGRANTS who have EMBARKED from the various PORTS of the UNITED KINGDOM during the Year 1838.

PORTS OF EMBARKATION.	North American Colonies.	United States.	Cape of Good Hope.	AUSTRALIAN COLONIES.						Total Australian Colonies.
				Swan River.	South Australia.	Van Diemen's Land.	Port Phillip.	Sydney.		
London	597	2,119	286	115	2,598	363	3	4,883	7,962	
Bideford	36	47	—	—	—	—	—	—	—	
Falmouth	17	—	—	—	82	—	—	—	82	
Hull	102	105	—	—	—	—	—	—	—	
Liverpool	594	10,295	6	—	202	99	—	725	1,026	
Milford	3	—	—	—	—	—	—	—	—	
Plymouth	115	—	—	—	155	10	—	511	676	
Poole	49	—	—	—	—	—	—	—	—	
Whitehaven	13	—	—	—	—	—	—	—	—	
Yarmouth	46	—	—	—	—	—	—	—	—	
Aberdeen	192	—	—	—	—	—	—	—	—	
Dundee	—	55	—	—	46	—	—	27	73	
Glasgow	—	65	—	—	—	—	—	—	—	
Greenock	451	477	—	—	40	44	—	1,849	1,933	
Inverness	—	—	—	—	—	—	—	767	767	
Leith	78	—	—	—	20	55	—	367	442	
Belfast	520	164	—	—	—	—	—	510	510	
Cork	220	—	—	—	—	—	—	—	—	
Dublin	94	—	—	—	—	—	—	—	—	
Limerick	105	—	—	—	—	—	—	—	—	
Londonderry	590	1,005	—	—	—	—	—	—	—	
Sligo	452	—	—	—	—	—	—	550	550	
Waterford	393	—	—	—	—	—	—	—	—	
	4,577	14,332	292	115	3,143	571	3	10,189	14,021	

RECAPITULATION.

	North American Colonies.	United States.	Cape of Good Hope.	Australian Colonies.	Total.
ENGLAND	1,572	12,566	292	9,746	24,176
SCOTLAND	721	597	—	3,275	4,533
IRELAND	2,284	1,169	—	1,060	4,513
UNITED KINGDOM	4,577	14,332	292	14,021	33,222

Custom-house, London,
22 July 1837.

(signed) John Corey,
Registrar General of Shipping.

Second Enclosure in No. 1.

RETURN of the AVERAGE ANNUAL EMIGRATION for the Six Years from 1832 to 1837 inclusive,
from the various PORTS of the UNITED KINGDOM.

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

Enclosure No. 2.

PORTS.	North American Colonies.	United States.	Cape of Good Hope.	Australian Colonies.
London - - - - -	1,984	5,228	300	2,176
Berwick - - - - -	176	—	—	—
Bideford - - - - -	110	129	—	—
Bristol - - - - -	421	988	—	—
Hull - - - - -	781	428	—	—
Liverpool - - - - -	1,889	19,224	- - -	603
Lynn - - - - -	170	—	—	—
Newport - - - - -	- - -	241	—	—
Plymouth - - - - -	541	178	—	—
Portsmouth - - - - -	342	—	—	—
Rye - - - - -	- - -	161	—	—
Whitby - - - - -	161	—	—	—
Whitehaven - - - - -	525	—	—	—
Yarmouth - - - - -	884	—	—	—
Ports under 100 per annum - - -	846	272	18	29
Leith - - - - -	460	141	- - -	128
Aberdeen - - - - -	598	205	—	—
Campbeltown - - - - -	388	—	—	—
Dumfries - - - - -	159	—	—	—
Dundee - - - - -	120	101	—	—
Glasgow - - - - -	156	—	—	—
Greenock - - - - -	1,748	1,444	- - -	156
Inverness - - - - -	671	—	—	—
Ports under 100 per annum - - -	286	86	7	58
Dublin - - - - -	4,323	236	—	—
Belfast - - - - -	3,652	993	—	—
Cork - - - - -	4,103	- - -	- - -	136
Galway - - - - -	342	102	—	—
Limerick - - - - -	1,535	—	—	—
Londonderry - - - - -	3,134	2,345	—	—
Newry - - - - -	463	—	—	—
Sligo - - - - -	2,520	105	—	—
Waterford - - - - -	1,963	—	—	—
Westport - - - - -	218	—	—	—
Ports under 100 per annum - - -	146	112	- - -	158
	35,815	32,719	325	3,444

RECAPITULATION.

	North American Colonies.	United States.	Cape of Good Hope.	Australian Colonies.	TOTAL.
ENGLAND - - -	8,830	26,849	318	2,808	38,805
SCOTLAND - - -	4,586	1,977	7	342	6,912
IRELAND - - -	22,399	3,893	- - -	294	26,586
UNITED KINGDOM	35,815	32,719	325	3,444	72,303

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

Enclosure No. 3.

Third Enclosure in No. 1.

A RETURN of EMIGRANTS who have embarked from those PORTS of the UNITED KINGDOM at which there is a GOVERNMENT AGENT, between the 1st January and 30th June 1839.

PORTS OF EMBARKATION.	AUSTRALIAN COLONIES.							Total Australian Colonies.	
	North American Colonies.	United States.	Cape of Good Hope.	Swan River.	South Australia.	Van Diemen's Land.	Port Phillip.		Sydney.
London	474	1,360	143	15	1,427	121	10	2,207	3,780
Bristol	4	560	-	-	-	17	-	241	258
Liverpool	1,352	17,775	19	-	598	-	-	542	1,140
Greenock	302	339	-	-	199	-	230	109	538
Leith	46	-	-	-	-	-	-	329	329
Belfast	1,733	330	-	-	-	-	-	-	-
Cork	1,608	199	-	-	-	-	-	216	216
Dublin	634	75	-	-	-	-	-	-	-
Limerick	556	-	-	-	-	-	-	-	-
Londonderry	1,300	1,813	-	-	-	-	-	-	-
Sligo	1,538	-	-	-	-	-	-	-	-
TOTAL	9,607	22,451	162	15	2,224	138	240	3,644	6,261

RECAPITULATION.

	North American Colonies.	United States.	Cape of Good Hope.	Austr'ian Colonies.	TOTAL.
ENGLAND	1,830	19,695	162	5,178	26,865
SCOTLAND	408	339	-	867	1,614
IRELAND	7,369	2,417	-	216	10,002
UNITED KINGDOM	9,607	22,451	162	6,261	38,481

Fourth Enclosure in No. 1.

RETURN of SHIPS and PASSENGERS despatched for *New South Wales* by Government in the Year 1838.No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

Enclosure No. 4.

No.	Name of Ship.	Place of Departure.	Date of Sailing.	Destina- tion.	Tonnage.	Number of Adult Passengers.	Number of Children between 14 and 7 Years.	Number of Children under 7 Years.	Total Number of Passengers.
1	Duncan - -	Greenock -	11 Jan. -	Sydney	512	123	62	75	260
2	Magistrate -	Cork -	8 March-		518	183	31	58	272
3	Westminster -	Gravesend -	25 March	„	513	141	29	80	250
4	Lady Kennaway	Leith -	18 April -	„	583	146	45	92	283
5	Woodbridge -	Gravesend -	25 April -	„	516	147	45	75	267
6	Palmyra - -	Gravesend -	13 May -	„	602	153	54	84	291
7	William Roger -	Greenock -	13 May -	„	497	136	68	92	296
8	Farland - -	Londonderry	26 May -	„	483	151	52	86	289
9	Mandarin - -	Belfast -	10 June -	„	424	145	36	97	278
10	Maitland - -	Gravesend -	24 June -	„	648	169	72	74	315
11	Calcutta - -	Cork -	29 June -	„	706	205	48	57	310
12	St. George -	Oban -	4 July -	„	593	205	51	70	326
13	Lady Nugent -	Gravesend -	23 July -	„	535	134	47	57	238
14	Boyne - -	Cromarty -	31 Aug. -	„	619	158	60	67	285
15	Charles Kerr -	Limerick -	15 Sept.	„	463	124	50	52	226
16	Asia - -	Cromarty -	18 Sept.	„	536	151	53	66	270
17	Lady M'Naghten	Cromarty -	26 Sept.	„	558	145	30	30	205
18	Susan - -	Londonderry	13 Oct. -	„	514	147	75	39	261
19	James Moran -	Loch Broom	13 Oct. -	„	538	136	34	40	210
20	Juliana - -	Gravesend -	20 Oct. -	„	549	142	48	53	243
21	British King -	Tobermory	Oct. -	„	630	205	54	67	326
22	Prince Regent -	Gravesend -	2 Nov. -	„	527	129	57	48	234
23	Garrow - -	Belfast -	9 Nov. -	„	475	151	52	29	232
24	Aliquis - -	Cork - -	7 Dec. -	„	671	197	53	46	296
TOTALS - -					13,240	3,723	1,206	1,534	6,463

Fifth Enclosure in No. 1.

Enclosure No. 5.

RETURN of the Number of EMIGRANTS arrived in *New South Wales* from 1829 to 1837 ;
extracted from the Blue Book for 1837.

YEAR.	MEN.	WOMEN.	CHILDREN.	TOTAL.
1829 - -	306	113	145	564
1830 - -	166	70	73	309
1831 - -	185	98	174	457
1832 - -	819	706	481	2,006
1833 - -	838	1,146	701	2,685
1834 - -	571	596	397	1,564
1835 - -	551	644	233	1,428
1836 - -	524	807	290	1,621
1837 - -	Not yet rendered.			

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

NUMBER of CONVICTS arrived from 1829 to 1837; also extracted from the Blue Book for 1837.

YEAR.	TOTAL CONVICTS.	YEAR.	TOTAL CONVICTS.
1829 - -	3,664	1834 - -	3,161
1830 - -	3,225	1835 - -	3,602
1831 - -	2,633	1836 - -	3,823
1832 - -	3,119	1837 - -	3,425
1833 - -	4,151		

Enclosure No. 5.

Enclosure No. 6.

Sixth Enclosure in No. 1.

INSTRUCTIONS for the SURGEONS SUPERINTENDENT of GOVERNMENT EMIGRANT SHIPS
going to *New South Wales*.

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INSTRUCTIONS.

Preliminary Remarks:
Division of the following
instructions.

THE services to be rendered by the surgeon superintendent may be divided into his duties,—1st, on joining the ship; 2d, at the time of the people's embarkation; 3d, during the voyage; and 4th, after the voyage is over. The following instructions will be divided into heads corresponding with these periods, and each will be rendered as complete as circumstances admit; but it will not the less be the business of the surgeon superintendent to make himself acquainted with the whole, and to apply to any defective or doubtful point in one part of the instructions whatever light can be derived from another.

Terms of remuneration.

It may be observed that the terms of the surgeon superintendent's remuneration are stated in a separate paper, and that in the same place it is explained that he is to be provided by the master with a suitable mess, according to the regulations therein laid down.

All

All the surgeon superintendent's letters on service are to be addressed to T. F. Elliot, Esq., the agent general for emigration, and, if sent by general post or from abroad, they are to be placed under cover to "The Under Secretary of State, Colonial Department, London."

Address of the surgeon superintendent's letters upon service.

JOINING THE SHIP.

1. The surgeon superintendent will hold himself in readiness to join his ship as soon as so directed, at the place where she is fitting, and previously to her being despatched to take her passengers on board.

To join at the place where the ship is fitted.

2. If it be at Deptford that he is to join, he will report himself personally at the office of the agent general for emigration in London, and will wait on the captain superintendent of the Royal Naval Yard as soon as he reaches Deptford; or if it be at an outport, he will communicate his arrival there by letter to the agent general, and will make it known forthwith to the officer of the emigration department under whose superintendence the vessel is being fitted.

To report himself.

3. He will make himself well acquainted with the conditions of the charter-party, of which a blank form is hereunto annexed, and will take care that they are strictly complied with, from the time of his entering on his duties to the end of the service, reporting any deviation from them to the agent general for emigration and to the governor of the colony, and noting the circumstances of the case in his journal. It will be the duty of the master to submit to his inspection the attested copy of the charter-party at all times when he may desire to refer to it.

Charter-party.

4. The master will furnish him with any information he may desire on the quantities of the stores and provisions shipped for the use of the emigrants, and will produce, if required, the bills of lading or any other documents best suited to exhibit the description and amount of the different supplies on board.

Master to give information.

5. The surgeon superintendent will see that the medicines and midwifery instruments are supplied to him according to the list No. 2, referred to in the Appendix to these instructions, and will arrange them in proper order, and secure them for going to sea.

Stores to be complete, viz. medicines;

6. He will take notice that the medical comforts, the hospital furniture, and the various articles for the use of the emigrants enumerated in lists Nos. 3, 4 and 5, in the Appendix, are all put on board.

Medical comforts and messing utensils, &c.;

7. He will ascertain that the several stores to be found by the owner are forthcoming, according to list No. 6; and he will also inspect the cooking apparatus, to see that it is complete.

Shipowner's stores for the emigrants;

8. He will inquire whether the books have been received; but the list of them will be supplied to him separately, as the collection is not considered sufficiently settled to admit of a catalogue's being printed in the Appendix to these instructions.

Books.

9. He is to observe that the berths are numbered from one end of the ship to the other, and that the beds are rolled up and lashed, with the bedding inside of them, and marked; for which purpose stencil plates and marking ink are to be furnished to the master or mates of the ship by the officers under whose charge she is fitted.

Berths and bedding to be numbered.

10. The surgeon superintendent will report any deficiency which he may observe under any of the foregoing heads of these instructions to the officer acting on the spot, or, if necessary, to the agent general for emigration.

Deficiencies to be reported.

11. He will be careful to sign any documents which may require his signature for supplies from the victualling or medical establishment at Deptford, or from any other source there or at the outports, and will deliver the receipt to the proper officer.

Receipts.

12. He is on no account to suffer the master or any person to ship goods on private account; and no articles or packages of any description not belonging to the emigrants or to the surgeon himself, or else forming part of the ship's stores, are to be received on board without a written order from the agent general for emigration, or from the proper officer authorized to superintend the fitting of the ship.

Baggage and private goods.

13. The surgeon will be allowed to ship baggage, &c., exclusive of cabin furniture and necessaries for the voyage, to the extent of one ton; he is not, however, to abuse this privilege by availing himself of it for the purposes of trade. On his arrival in the colony he is to deliver to the colonial government, with his journal, a written declaration, in the following words:—

Surgeon's baggage.

"I do declare, on my honour as an officer and a gentleman, that I did not land in the colony any article whatever for sale."

Surgeon Superintendent
on board the Emigrant Ship

14. If the provisions are properly stowed, and the preceding limitations duly complied with, ample room ought to remain after all the stores are on board for putting away the emigrants' luggage. The allowance is at the rate of about half a ton measurement for every married couple with one or two children, and a moderate addition for any children beyond that number.

Emigrant's luggage.

15. The surgeon superintendent (assisted by the Government agent for emigrants, if there be one present at the proper opportunity) is to muster the crew, and make a return to the agent general for emigration of their numbers and qualities, bearing in mind that

Muster of the crew.

there is to be one man, duly qualified, to have no other employment than cooking for the emigrants. In sailing from the Thames, this muster is to take place before the ship finally leaves the river; and at the outports before she puts to sea.

EMBARKATION.

Division of duties between the surgeon superintendent and selecting officer.

16. On reaching the place of embarkation the surgeon superintendent will immediately put himself in communication with the selecting officer, and he will of course render his best co-operation to that officer in any way in which he can contribute to the advancement of the service; but it is to be distinctly understood that the whole power and responsibility, previously to the emigrants being on board, rests with the selecting officer, or officer acting for him on shore, and the whole power and responsibility afterwards with the surgeon superintendent.

Same subject.

17. No person, however, is to be set on shore by the surgeon superintendent for misconduct, sudden illness or discontent, without taking the opinion of the selecting officer, if he be still on the spot.*

Co-operation of the resident agent for emigrants.

18. The resident Government agent for emigrants, at those ports where there is such an appointment, is to succeed to the charge of the emigrants up to the time of embarkation, in case the officer by whom they have been selected is obliged to quit the place before they can be put on board. And as the advice and assistance of the agent for emigrants (who is always an officer of the Royal Navy) must, at any rate, be of much value on various points of the service, he has instructions to afford any co-operation in his power in the case of all Government emigrant ships which receive their passengers at his station; and it will be the duty of the surgeon superintendent to enter into communication with the resident agent immediately on calling at any port where there is such an officer.

Berthing list.

19. It is an instruction to the selecting officer that a list of the berths, with the names of the parties by whom they are to be occupied, is to be prepared beforehand, so that each emigrant on coming on board can be directed at once to the number of his own berth. The people ought to be berthed according to their natural connexions, and so as to place in the neighbourhood of one another those whose relative circumstances and habits render it most likely that they will agree. On this subject a Report in the Appendix (No. 16.) shows more particularly the practice observed in such Government ships as sail from the Thames.

Lists of the messes.

20. Lists of the messes are also to be settled before the emigrants embark, and in the same manner.

But although the selecting officer, as having the best means of knowing the people beforehand, is made more immediately responsible for the preparation of these two kinds of lists, he is not precluded from requesting any aid he may find himself in want of from the agent for emigrants, where there is one; and the surgeon superintendent will also understand the present to be amongst the objects in which, as stated in article 16, he ought to be ready to offer every assistance in his power previously to the emigrants coming directly under his own charge.

The list of each mess should contain the names and ages of all the persons in it, and at the bottom should appear the number of male and of female rations to which the mess is daily entitled. Care should be taken that children less than 10 years of age are not represented as above that age, and thus victualled as adults, improperly.

Size of messes.

21. Owing to the various sizes of families, and the mixture of children of different ages, it is impossible to fix the same number for every mess in an emigrant ship; it can only be said, in general terms, that no mess ought, if possible, to consist of persons less than equal to six adults, nor of more than equal to 12.

Manner in which the messes should be constituted.

22. The order of the messes ought to follow that of the berths, so that each mess may consist of a certain number of contiguous berths.

Serving out and marking of the mess utensils.

23. As soon as possible after the people are on board, their mess utensils should be served out to them according to the Schedule in the Appendix (No. 7.), and they should be instructed to mark them with the number of their respective messes. It has already been remarked that no fixed number can be established for each mess; but the surgeon superintendent must serve out the articles, rateably, according to the best of his judgment, observing that the quantity in the Schedule is calculated for from six to eight adults, and that double of it may be allowed to a mess of 12, and that he must settle the wants of intermediate numbers according to experience and his own opinion of what is reasonable. The supply on board consists of three dozens of each of the principal articles, which, assuming that no ordinary ships

* It may be observed here, in reference to the relative duties of the officers, that in Ireland it is the practice to take deposits of the persons accepted as emigrants, to be forfeited in case they do not embark, or if they misconduct themselves on the passage, but otherwise to be returned to them on their arrival in the colony. The joint amount of the deposits of all the persons who embark, with a list of the parties to whom they are returnable, is to be handed to the surgeon superintendent by the selecting officer, and the surgeon superintendent will give him a stamped receipt for the same. He will take the directions of the governor, on arrival, as to the manner in which to make the repayments, so as to prevent complaint or question, and also as to the disposal of the deposits forfeited for misconduct, if any such forfeitures be found indispensable.

ships will contain more than 30 messes of from six to eight persons in each, leaves one-sixth to spare to replace losses or provide for special cases. In ships much larger than ordinary an extra supply will be given.

24. An early opportunity should be taken of naming a head man to each mess, with whom the surgeon superintendent can more immediately communicate on all matters relating to it. On the manner of choosing the head man, see the subsequent article of these instructions, No. 39.

A head man to each mess.

25. The swing stoves should be used frequently before the emigrants come on board, and their sleeping places and bedding be ascertained to be dry and wholesome.

Swing stoves before embarkation.

26. The emigrants receive at the time of being selected "certificates of acceptance," to which they are required to affix a signed declaration by themselves that they will abide by the established regulations in Government emigrant ships; and each of them, on coming on board, should be called upon to produce this document, of which the surgeon superintendent will then take charge, as a memorial of the party's consent to observe the necessary rules for the common welfare.

Certificates to be delivered by the emigrants upon coming on board.

27. The luggage is to be put away into the hold, but in such manner that it may be accessible once in every three or four weeks.

Luggage to be put away into the hold.

28. At the first convenient opportunity after embarkation, the surgeon superintendent, in company with the selecting officer, should muster all the emigrants, and give the selecting officer a receipt for the total number of souls found to be embarked, distinguishing adults from children, according to the form in the Appendix (No. 8.), and accompanied by a certificate that there is no sickness among them, or a note of any which may appear to exist.

Muster of the emigrants.

29. No person with an infectious disorder, capable of proving dangerous to the passengers, is to be suffered to proceed; and if an emigrant is taken ill of any such disorder before the ship leaves the coast, the surgeon superintendent is to report the case to the agent general for emigration, and to detain the ship for orders.

No ship to sail with an infectious disorder of a dangerous character.

30. A supply of fresh vaccine matter will be furnished to the surgeon superintendent from the agent general's office, at the latest moment before sailing. Measures are taken, in the course of selecting the people, to secure their vaccination; but it will be proper that the surgeon superintendent should examine their arms, or see their certificates that the operation has been performed, and that he should perform it anew in any case that may seem to him doubtful.

Vaccine matter.

31. The emigrants are to be maintained on fresh meat and vegetables while in port; and at the time of sailing, fresh meat should be laid in for as many days as it seems likely to last without being spoiled. The master is to purchase these provisions at the requisition of the surgeon superintendent, and to procure the certificates of two respectable merchants or tradesmen that they are bought at the fair market price; and upon the occasion of making the last purchases, the surgeon superintendent may draw for the whole amount at 10 days' sight, on the agent for the colony, Edward Barnard, Esq., No. 2, Parliament-street, London, giving him immediate advice of the same. He is, at the same time, to forward to the agent general for emigration the bills and receipts for the different supplies, accompanied by certificates as above-mentioned, to the justness of the price; and by his own certificate, that the articles were purchased at his requisition, and were wholesome and of proper quality, and that he had no ground to suppose their price other than correct and reasonable.

Fresh provisions in port, and at the time of sailing; and mode of defraying the purchases

32. The surgeon superintendent may defray in like manner any other unavoidable contingent expenses of the service, by drawing bills on Mr. Barnard, and transmitting the vouchers to the agent general for emigration. Or if any payment is required of too trifling a nature to render a bill appropriate or necessary, the surgeon superintendent may find it more convenient to make such small disbursements himself, in which case he will be able to obtain credit for the same in the colony, on producing proper vouchers.

Mode of defraying other incidental expenses.

33. The surgeon superintendent will see, by the scale of victualling printed for the information of the passengers, that he is at liberty, if circumstances appear favourable, to cause the master to lay in a stock of potatoes for the commencement of the voyage. In case this article be provided, it will be necessary that the master should at the same time purchase cheap nets for cooking the separate allowances of the messes; and the surgeon superintendent will make it his duty to take especial care that the potatoes are so stowed, and the means of taking them out for use so arranged, that none can escape and decay in the hold, to the injury of the health of the people.

Potatoes.

34. In case of any considerable detention after the ship's first departure, the surgeon superintendent is to take the directions of the agent general for emigration on the propriety of completing the provisions; and the water should be completed at every available opportunity.

Completion of provisions and water, in case of detention after the people are on board.

35. The passengers ought to have slept at least two nights on board before the ship puts finally to sea; and the master is not to sail without the orders of the surgeon superintendent to that effect.

Sailing orders.

36. The surgeon superintendent is not to interfere in any way with the navigation of the ship, but he is expected to give the crew the benefit of his medical assistance, if required.

Navigation of the ship, and medical attendance on the crew.

THE VOYAGE.

- Principal subjects of the surgeon superintendent's duty during the voyage. 37. The principal objects of the surgeon superintendent's attention during the voyage will be the maintenance of good order and regularity among the people; the management of the dietary, and checking of the accounts connected with it; the important question of touching at an intermediate port; the care of the sick; and the keeping of a journal which shall constitute a sufficient record of the proceedings on all these subjects.
- Discipline of the people. 38. For the maintenance of good order during the voyage, the surgeon superintendent will do his best to carry into effect the regulations contained in the Appendix (No. 1.), of which a printed copy will be exhibited in every Government ship. He is not precluded from any modification of their details which his own experience may suggest as preferable in itself, or better suited to the people under his charge; but he is to adhere to their spirit, and he will remember that these are the regulations which the emigrants themselves have signed a declaration that they will observe.
- Appointment of constables, and head men of messes. 39. It will be for the surgeon superintendent to decide, according to circumstances, whether to appoint the constables and the head men of messes himself, or whether to allow them to be chosen by the emigrants, subject to his approval. With a well-disposed party of people the latter is, probably, the preferable course; but it must at any rate be understood that, once approved, none are to be put out of office except by the surgeon superintendent alone. Single men appear the most eligible for constables, the heads of families having enough to do in attending to their wives and children.
- Cleanliness. 40. The surgeon superintendent will perceive that several of the regulations are devoted to the object of enforcing cleanliness amongst the emigrants in their persons, their decks, their sleeping-places, and their clothing.
- Clean linen. 41. With reference especially to the latter purpose, a muster is appointed for Sunday. It would be well, however, that the surgeon should endeavour to establish a practice of putting on clean linen upon some other fixed day in the week besides; as, for example, Thursday, which is the day kept for the purpose on board of Her Majesty's ships of war.
- Ventilation. 42. He will pay attention to securing a proper degree of ventilation. In running through the fine weather it will be desirable to open out a few of the ports in such ships as have ports, taking care that when closed again for the ulterior part of the voyage they are made thoroughly tight.
- Dryness between decks. 43. Great care should be taken to preserve dryness between decks. For this purpose, all washing must be strictly prohibited there (as is laid down in the regulations); the swing stoves should be used frequently, and holy stones and dry-rubbing should be used to clean the deck.
- Air and exercise. 44. The emigrants should have every encouragement to take the air on deck. The surgeon superintendent is to consider it his duty to promote music and dancing, and every harmless means of combining exercise and amusement. In the hot latitudes, the people should have the benefit of the awnings, and should as much as possible be sheltered from the sun in all parts of the deck; and it will probably be found desirable likewise in those latitudes, although it has not been thought fit to be enjoined as a regulation, that the men should agree amongst themselves to keep large watches on deck at night, so as to leave the sleeping places below more airy.
- Crossing the Line. 45. The emigrants are not to be molested on crossing the Line.
- Useful employments. 46. The more the people can be led to engage themselves in useful employments, the better it will be for their morals and their health.
- No gambling. 47. Gambling must not be permitted.
- School. 48. The surgeon superintendent will establish a school, selecting the fittest person he can for the office of teacher, and exempting him, as is mentioned in the regulations, from the ordinary duties of the emigrants.
- Books. 49. The books which are supplied to every ship for the benefit of the emigrants are to be distributed, according to the demand for them, under the charge of the head men of the respective messes, for whose use they are given out. They should be produced to the surgeon superintendent by the several head men at stated intervals (say every Saturday, or every alternate Saturday), to show that they are not lost or injured; and at the end of the voyage they may be disposed of in gifts to such of the emigrants as the surgeon superintendent may consider most deserving of the indulgence. The surgeon superintendent will probably be able to make use of the services of the teacher in the management of the books; and the school books will remain under the teacher's charge during the voyage.
- Divine Service. 50. Divine Service should be read every Sunday, weather permitting, by the surgeon superintendent, unless there is a clergyman on board who can undertake the office for him. And in case there be any persons who absent themselves from the assembly of the people for this purpose on the plea of difference of persuasion, or for any other cause, care is to be taken to prevent the commission of irregularities and improprieties by them at the time the attention of the remainder of the passengers is engaged at church.
- Conclusion on discipline. 51. Throughout the treatment of the people it will be the aim of the surgeon superintendent to maintain good moral conduct, cheerfulness and regular habits, establishing fixed days and certain hours for as many purposes as he can; and endeavouring to bring the whole

whole of his system into a settled routine, capable of insensibly uniting itself with the daily life of the emigrants as a matter of course.

52. With regard to the dietary, the surgeon superintendent will find in the Appendix (No. 9.) a copy of the scale of victualling according to which the supplies for the ship are laid in, and likewise (No. 10.) the substance of a scale, with explanatory remarks, which is exhibited in every Government vessel for the information of the passengers. To these documents are added (No. 11.) a few hints as to the management of some of the articles left to the surgeon's discretion. Dietary.

53. The surgeon superintendent is to take care that the emigrants have their due allowance of provisions and of water, without any deduction whatever (unless as ordered by himself under any of the following clauses of these instructions); that convenient times are appointed for serving out to them their daily and weekly rations; that their victuals are properly cooked, and in the manner to turn them to the best account for themselves, without any artifice to increase the cook's perquisites; and especially that the meals are served with punctuality,—in which respect any habitual failure is to be reported to the governor on arrival, with reference to its bearing on the master's claim for gratuity. Serving out and cooking of provisions.

54. If the surgeon superintendent finds that the attendance of the constables only at the serving out of the provisions gives rise to jealousies, he may try the other plan of taking two men daily (one from each of every two messes in rotation) to be present at the issuing; but so frequent a change of persons is not in itself desirable, and is by no means equally convenient with the continued employment of the same parties, who become familiarized with the weights and measures and methods of proceeding. Persons to be present on behalf of the emigrants at the serving out of provisions.

55. Upon the opening of every cask of provisions (which is to be brought on deck for the purpose) the surgeon superintendent is to note in his journal its condition, mark, number and contents. There are placed on board of every ship two harness casks with padlocks—one for beef and one for pork—into which the contents of each cask of provisions are to be put, and the keys given in charge to the mates. Opening of fresh casks of provisions.

56. The sick will be victualled according to the discretion of the surgeon superintendent, who is at liberty to cause to be issued to them, in addition to the medical comforts required for their use, the whole or any part of their regular rations, or any other of the articles furnished by the scale of victualling, as he may deem best. Diet of the sick.

57. But in case of any such stoppage of part of the full ration of the sick, or of allowing articles out of the established order or rate of issue, the proper course, with reference to the subsequent audit of the accounts, is to check the parties of the whole of their established rations while dieted in this manner, and to grant the master at the end of the voyage a certificate of the provisions actually issued to them during that time, and of the correctness of his list of the persons checked, and of the periods, according to the form in use for this purpose in the convict service, of which a copy is contained in the Appendix, No. 15 c. Accounts connected with sick diet.

58. He is also, in accordance with the practice in the convict service, to furnish the master with a general certificate for all the medical comforts, including lemon juice, received by him during the voyage, specifying therein the extreme periods in which these supplies were made, with a declaration that the said articles were supplied to the sick, or for the preservation of the health of the passengers during the voyage. He is also to grant to the master separate receipts for the articles of bedding and hospital furniture supplied to him, in order that credit for all such expenditures may be allowed on the master's accounts. Receipts for medical comforts, and for stores under the master's charge.

59. He is to keep such an account, as is usual on board of Her Majesty's ships, of the receipt, expenditure and return of all medicines, utensils and necessaries with which he may be supplied, and is to verify the same by declaration to be delivered to the Colonial Secretary, or such other officer as he finds appointed by the governor for the examination of his accounts. Account of medicines and of stores under the surgeon's charge.

60. The surgeon superintendent will exercise his own discretion on touching; but, generally speaking, it is considered most advisable to stop at some intermediate port; and he should never neglect this if the ship be long in accomplishing the first part of the voyage. The purchases of fresh provisions are to be made, and the vouchers transmitted to the agent general for emigration, in the same manner as pointed out in article 31; with this difference, that the bills on Mr. Barnard are to be drawn at thirty days' sight instead of ten days, and that, at a foreign port, the additional certificate of the consul, or of any other resident British authority, is to be obtained as to the correctness of the prices. Touching.

61. The surgeon superintendent is not to suffer any of the emigrants to land at an intermediate port with a view to settling in the country, inasmuch as the whole expense of passage is defrayed from the funds of New South Wales, with the exaction of no other consideration from the emigrants in return than the benefit expected from increasing the number of honest and useful labourers in the colony. Landing at intermediate ports.

62. The surgeon superintendent is expected, without fail, to take advantage of every favourable opportunity of reporting the progress of the ship, and the state of the people on board; and to furnish a return of any deaths which may have occurred, with the dates, the names and ages of the parties, and the cause of death. This duty has not been attended to on former occasions as strictly as it ought to be, and henceforward any neglect of it which cannot be satisfactorily accounted for will be deemed a reason for withholding part of the surgeon's gratuity. Reports of progress the ship.

- Prevention and cure of disease. 63. For the prevention and cure of disease, the main reliance must be placed on the general skill and knowledge of the surgeon superintendent; but a few directions are subjoined, taken, with very little alteration, from clauses in the naval instructions to surgeons of the fleet and surgeons employed in convict ships.
64. The surgeon superintendent will keep a watchful eye on the health of the emigrants, with a view to discover the earliest symptoms of fever, flux, scurvy or any other complaint, and in order that he may take the most prompt means to stop the progress of disease amongst them.
- Visiting the sick. 65. He is to visit the sick at least twice a day, and oftener if necessary, paying every attention to their nursing, medical treatment and general comfort, and assigning to them the most suitable diet, as provided for in articles 56 and 57.
- Their medicines and drink. 66. He is to take particular care that medicines and proper drink be provided for the sick every evening in sufficient quantities to serve until morning.
- Use of the hospital. 67. The hospital being intended chiefly for patients labouring under infectious complaints, or such diseases as render confinement to bed necessary, he is not to admit into it persons affected with slight complaints, but is to attend to them in their own berths.
- Infection. 68. When patients with infectious disorders have been received into hospital, their persons are to be thoroughly cleansed, and their clothing washed in boiling water or fumigated before it is stowed away, to prevent possibility of infection; and it will be for the surgeon superintendent to consider whether their hair should be cut off.
- Attendance upon the sick. 69. It has already been observed that the surgeon superintendent will appoint a hospital man, if required, but this will be more immediately for his own assistance; and in cases of extensive illness as many persons as are necessary must be taken out of the emigrants who are in health to attend upon those who are sick.
- Co-operation of master and officers. 70. The surgeon superintendent is to use his best endeavours to secure the cordial co-operation of the master and officers, in order that by their united exertions the service may be performed in the most efficient manner possible.
- Journal of the voyage. 71. In reference to all the preceding duties on the voyage, the surgeon superintendent is to keep a daily journal of his proceedings, noting every occurrence of moment. He is to particularize the times when the decks are scraped, the ship fumigated, the bottom boards of the berths scrubbed and taken on deck, the bedding shaken and aired, washing days allowed, and the luggage brought up. He is also to notice the Sunday musters, and is to state every day the latitude and longitude at noon, and the nature of the weather. He will enter in this journal any remarkable instances of the good or bad conduct of the people, or of the working of the regulations for their discipline; and at the end he will place together all his general observations on the voyage, expressing every objection he may see reason to form to the regulations, or to the victualling, or any other part of the arrangements, and taking care to name the remedy he would propose. A return is to be made on the concluding page of the journal, in the form contained in Appendix, No. 12, of the principal dates of the voyage, and of the number of emigrants embarked and disembarked.
- Medical journal. 72. Independently of the preceding general diary, the surgeon superintendent should keep a proper medical journal. If a surgeon of the Royal Navy, it is required by the Lords Commissioners of the Admiralty that he should keep a journal of this kind in the same form as if he were employed in one of Her Majesty's ships or in a convict ship (for which purpose the usual blank form will be included in the contents of the medicine chests supplied from Deptford), and immediately on such journals being received at the office of the agent general for emigration, it will be forwarded to the physician general of the navy. If not an officer of the navy, the surgeon in charge of the emigrants will equally keep a full and distinct medical journal, showing on what day each patient is entered for treatment, and on what day discharged; and whether cured, transferred to other hands, or dead; stating also the nature of the disease, and the method of treatment; and if there be any causes connected with the voyage which appear likely to have occasioned the disease, he is to assign them, and point out whether there seems to him any practicable method of obviating them for the future, more especially if the complaint be of an infectious nature.

ARRIVAL.

- Report arrival in the colony to Colonial Secretary at Sydney. 73. Immediately on reaching his destination, the surgeon superintendent will report his arrival to the Colonial Secretary, and apply for instructions upon the disembarkation and disposal of the emigrants.
- Report ditto to the agent general for emigration. 74. He is to take the very first opportunity of writing to the agent general for emigration, however briefly, to announce the arrival of the ship, and mention any fact of more immediate interest, such as the state of the emigrants, the prospect of their speedy employment, and the number of deaths on the passage; and if it be impossible to insert in this first communication a full return, as described in article 62, of the names and ages of any parties who may have died, this information should follow at the earliest opportunity afterwards. The important duty of reporting to England has been too much neglected on former occasions; and in order to ensure proper attention to the subject, the surgeon superintendent is hereby desired to deliver the above-mentioned notification of the ship's arrival, and of the particulars of any deaths on board, into the Colonial Secretary's office, for transmission to England, and to take a receipt for the same; and he will be subject to an

an abatement of his gratuity unless it shall appear that he has punctually complied with the present regulation.

75. The surgeon superintendent will also deliver into the Colonial Secretary's office his journal of the voyage and medical journal, described in articles 71 and 72, and will take a receipt for them, without which he cannot pass his accounts or receive his gratuity.

Transmission of journals.

76. The surgeon superintendent, with the master and chief mate, is to survey the remains of provisions and other public stores in the master's charge, previously to their being landed; and is to join in a report of survey, according to the practice in similar cases in the convict service.

Survey of remains of provisions and other stores in the master's charge.

77. He is further to deliver the remains of medicines and other stores in his charge to the Commissariat Department, unless otherwise ordered by the governor, and will hand the receipt for them into the same office into which he finds himself required by the regulations in the colony to deliver his account (under article 59) of the receipt and expenditure of these stores.

Disposal of remains of medicines and of other stores under the surgeon's charge.

78. With regard, however, to the midwifery instruments, if he is returning to England he is to bring them back with him, and deliver them at the office of the agent general for emigration, where he will be held responsible, as is the practice in the convict service, for restoring them in good condition; and, if on the other hand he is remaining in the colony, he is to dispose of them according to such rules as he may find established in the colony on the subject.

Midwifery instruments.

79. The surgeon superintendent will be able to recommend the constables, and the man who assists him in the hospital, for gratuities not exceeding 2*l.* to each of them; and also the teacher, for any gratuity he thinks fit, from 2*l.* to 5*l.*; understanding, however, that the whole amount of such gratuities to emigrants cannot be allowed to exceed the sum of 15*l.* in all, unless in peculiar cases of very large ships requiring an unusual number of persons in the above-mentioned employments.

Gratuities to emigrants who discharge useful offices on board the ship.

80. In order to encourage attention to the welfare and comfort of the emigrants, a gratuity is allowable to the master amounting to 30*l.*, and a gratuity of 15*l.* to the first mate, and 10*l.* to the second and third mates respectively, but subject to the colonial authorities being entirely satisfied of their deserving it, and to a certificate of their conduct from the surgeon superintendent, of which the tenor that will be required, as far as regards the master, is more particularly set forth in the 12th article of the master's instructions, a copy of which will be found in the Appendix, No. 13.

Gratuities to the master and mates.

81. A list is placed in the Appendix, No. 14, of the principal documents necessary to pass the surgeon superintendent's accounts in the colony.

Documents necessary to pass the surgeon superintendent's accounts.

82. And for his information and guidance during the voyage, a description is added (Appendix, No. 15) of the chief certificates which it will be requisite for the passing of the master's accounts, that the surgeon superintendent should be prepared to sign, upon the completion of the service.

Certificates from the surgeon necessary to pass the master's accounts.

83. If the surgeon superintendent remains in the colony he can be finally settled with there, with the exception of a balance, not less than 30*l.*, which must be reserved until an authenticated copy of his personal account shall have been transmitted to England, and an answer received; in framing which reply, notice will be taken whether the surgeon has complied with his instructions as to communicating with the office at home.

Mode of settling with the surgeon superintendent:

1st. If he stays in the colony:

If, on the other hand, the surgeon superintendent returns to England within a limited time, he will be allowed (as explained in the memorandum on the terms of his remuneration), a sum of 100*l.* for his expenses, but subject, in this case, to the reservation of a balance of not less than 50*l.* to be paid to him after his arrival in London; and it will be necessary that he should bear with him an authenticated copy of his personal account, as closed in the colony, in order to entitle him to receive the remainder due to him.

2d. If he returns.

84. He will be expected to take the earliest opportunity of personally reporting his arrival at the office of the agent general for emigration, in order to afford any information that may be required of him; and upon its appearing that his accounts are correct, and that he has properly complied with his instructions, the balance due to him will be immediately paid, and his duties on the present service will then be closed.

Report arrival on his return to England at the office of the agent general for emigration.

2, Middle Scotland Yard,
30th March 1839.

T. Frederick Elliot,
Agent General for Emigration.

DOCUMENTS to accompany the present Instructions, in addition to the Contents of the Appendix.

List of medicines.

List of books.

Form of return on stores, &c., to be filled up and sent in with the journal of the voyage.

Terms of the surgeon's remuneration.

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

Enclosure No. 6.

APPENDIX.

CONTENTS OF APPENDIX.

- No. 1.—Regulations for the good order of the people.
No. 2.—List of medicines.
No. 3.—List of medical comforts.
No. 4.—List of hospital furniture.
No. 5.—List of emigrant's stores and utensils,—supplied by the Government.
No. 6.—Ditto - - ditto - - supplied by the ship-owner.
No. 7.—List of allowance of utensils to each mess.
No. 8.—Form of return of numbers embarked.
No. 9.—Victualling scale used for the guidance of the officers who provide the supplies.
No. 10.—Victualling scale used for the information of the passengers.
No. 11.—Hints on the management of parts of the dietary.
No. 12.—Form of return of numbers disembarked.
No. 13.—Extract of master's instructions on subject of gratuities.
No. 14.—Some of the principal documents required by the surgeon superintendent to pass his own accounts.
No. 15.—Some of the principal documents which require the surgeon superintendent's signature in order to pass the master's accounts.
No. 16.—Report on method of berthing in Government emigrant ships which sail from the Thames.

No. 1.

REGULATIONS to be observed on board GOVERNMENT EMIGRANT SHIPS.

To be hung up in at least one conspicuous place between decks.

- | | |
|--|--|
| Rising. | 1. The emigrants are to be out of bed at seven; the children to be washed and dressed, and the decks swept, including the space under the bottom boards of the berths, which are to be lifted for the purpose every morning. |
| Beds to go on deck. | 2. The beds are to be rolled up, and, weather permitting, carried on deck. |
| Breakfast. | 3. Breakfast at eight. |
| Cleaning decks. | 4. The decks to be cleaned at nine by dry holy-stoning or scraping, each mess being answerable that their sleeping berths are well brushed out, and the space in front kept clean. |
| Party of cleaners. | 5. A party of six or more is to be formed from all the males above fifteen, taken in rotation, to clean such parts of the deck as do not belong to any particular mess, and also the ladders, the hospitals and the water-closets, and to be sweepers for the day. The decks to be swept after every meal. |
| Cleaning women's part of the deck. | 6. The single women are to keep their part of the deck and their berths clean, and if they need assistance their male relatives must give it them. |
| Female hospital. | 7. One or more women, as may be necessary, will be taken in rotation to attend any sick in the female hospital. |
| Children to be seen to be clean, and sent to school. | 8. Immediately after breakfast all the children, weather permitting, are to be sent on deck to be inspected by the surgeon or the teacher, and seen to be clean, and then sent to school. |
| Cleaning bedplaces and bedding. | 9. The bottom boards of the berths should be removed, and dry scrubbed, and taken on deck, weather permitting, once or twice a week, as the surgeon superintendent may direct. The bedding should also be well shaken and aired on deck at least twice a week, if the weather permits. |
| Head men of messes. | 10. Every mess is to have a head man, to be responsible for the order and regularity of it, and whose duty it will be to report to the surgeon any misconduct or neglect requiring correction. |
| Constables. | 11. For the general enforcement of the present regulations and of cleanliness and good order, from two to four constables are to be appointed, in such manner as the surgeon superintendent may think proper. |
| Serving out of provisions. | 12. The constables will attend daily at the serving out of the provisions to see that each mess receives its proper allowance, and that justice is done; and a scale of the victualling will be affixed in some conspicuous part of the ship, for the information of all concerned. |
| Coppers to be kept clean. | 13. The coppers are to be cleaned daily, and the constables will inspect them every morning, and report to the surgeon superintendent whether or not they are clean. |
| No smoking. | 14. No smoking is permitted between decks. |
| No spirits. | 15. Spirits are not allowed to be brought on board. |
| Dinner. | 16. Dinner at one. |
| Tea. | 17. Tea at six. |

18. A lamp

18. A lamp is to be kept burning all night at each of the three hatchways, and is not to be removed, and a lamp in each hospital, when occupied. No other lights are to be allowed after eight P.M. Lights.

19. The married men, in rotation, will keep a watch in their part of the 'tween decks during the night. There should be two or three in each watch, and the night should be divided into three watches; the first from eight P. M. to midnight, the second from midnight till four o'clock, and the morning watch from four to seven A. M. The business of the watch will be to prevent irregularities, to assist any persons taken ill, to attend to the hatchways, deck ventilators and scuttles, seeing that they are open or shut, according to the weather and the surgeon's directions, and to make any complaint that may be necessary to the surgeon superintendent. Watch at night.

20. Washing days every Monday and Friday, or on such other days as the surgeon superintendent may appoint, having regard to weather and other circumstances; but no washing or drying of wet clothes is, on any pretence whatever, to be suffered between decks. Washing.

21. On every Sunday at half-past ten the emigrants are to be mustered, in the order of their berths, the surgeon superintendent passing along and inspecting them, to see that they are personally clean, and have on clean linen and clean and decent apparel. Afterwards, divine service is to be performed, and the Lord's Day to be as religiously observed as circumstances will admit. Sunday muster.

22. The heavy luggage is to be put in the hold; but the emigrants, as stated to them at the time of selection, ought to come on board furnished with canvas bags; and they are to have access to their boxes at intervals of three or four weeks, as the surgeon superintendent may direct. Luggage.

23. One man may be taken in rotation, if necessary, to act as the cook's assistant. Cook's assistant.

24. The surgeon superintendent is to appoint one man, if he thinks proper, to be his assistant in the hospital, or generally in the attendance on the sick. Hospital man.

25. The surgeon superintendent will select one person to act as teacher to the children. Teacher.

26. The teacher and the constables are to be exempt from the duty of cleaning decks amongst the messes, or from taking their turn in the party of general cleaners and sweepers. The man acting as cook's assistant for the day, if there be one, and the hospital man, will also be exempt from those duties. Exemption of the above, and of constables, from cleaning decks.

The foregoing rules being adapted to ordinary emigrant ships of about 500 tons, it will be for the surgeon superintendent to consider, in unusually large ships, whether to add to the number of general cleaners and of constables, and also whether or not to make any addition in the case of the teacher, the cook's assistant, and the hospital man.

27. All questions that may arise on the preceding regulations are to be decided conclusively by the authority of the surgeon superintendent, who is entirely responsible for the care and good management of the emigrants, and whose authority is to be respected in all cases accordingly. Doubts to be settled by the surgeon.

28. The surgeon superintendent is enjoined to refuse the allowance of wine, when wine is in course of issue, and to deny any other indulgence he may think proper, to any persons who wilfully neglect or obstruct the established rules, and in case of gross misconduct and insubordination, he will report it to the governor on arrival, with the name of the offender. Refusal of wine to the insubordinate.

29. Finally, there are two remarks which it is desirable the emigrants should bear in mind: Concluding remarks.

First,—That it must very much depend on the attention they pay to the rules provided for cleanliness and airiness, whether they reach their destination in high health and spirits, as many do, or, on the contrary, suffering under some of the infectious disorders which proceed from dirt and negligence at sea;

Secondly,—That on landing in the colony their conduct during the voyage is sure to become known, and that while persons who arrive in a happy and orderly ship may expect the best offers of employment, those who bear the character of having been quarrelsome and refractory will naturally be avoided.

Hence it is not only essential to the comfort, and even to the safety, of the emigrants while on the passage itself, to observe the regulations established for the common benefit, but parties who perversely thwart them will be liable to feel the consequences seriously in their prospects afterwards.

2, Middle Scotland Yard,
30th March 1839.

T. Frederick Elliot,
Agent General for Emigration.

No. 2.

MEDICINES.

The list of medicines is furnished to the surgeon superintendent on a separate sheet, and another copy of it will be found in the medicine chest. Medicines.

No. 3.

MEDICAL COMFORTS.

Medical comforts.	Preserved meats and soups - - - - -	150 lbs. per 100 persons.
	Lemon juice - - - - -	648 lbs. - "
	Sugar to mix with lemon juice - - - - -	486 lbs. - "
	Scotch barley - - - - -	64 lbs. - "
	Tea - - - - -	8 lbs. - "
	Sugar - - - - -	48 lbs. - "
	Vinegar - - - - -	8 gallons - "
	Oatmeal - - - - -	4 bushels - "
	Arrow root - - - - -	8 lbs. per 100 persons.
	Sago - - - - -	8 lbs. - "
	Rice - - - - -	32 lbs. - "
	Pearl barley - - - - -	16 lbs. - "
	Whole ginger - - - - -	4 oz. - "
	Port wine - - - - -	5 doz. per ship.
	Preserved milk (pint cases) - - - - -	12 doz. - "
	Bottled porter - - - - -	24 doz. - "

N. B.—Some of the latter portion of this list of comforts is supplied at Deptford, from the medical department separately, under the name of necessaries.

In regard to such of the articles in this and the three following lists as are stated at a certain rate per ship, it is to be understood that the rate applies to emigrant ships of ordinary size; but in vessels much larger than usual a proportionate increase will be made in these supplies, of which the surgeon superintendent will in each case receive notice.

No. 4.

HOSPITAL FURNITURE.

Hospital furniture.	Towels - - - - -	24 number per ship.*
	Sheets - - - - -	12 - "
	Pillow-cases - - - - -	12 - "
	Cots - - - - -	6 - "
	Child-bed linen - - - - -	6 sets - "
	Flannel waistcoats - - - - -	6 number - "
	Flannel trowsers - - - - -	6 - "
	Drinking mug (half-pint) - - - - -	12 - "
	Tea kettles (three-pint) - - - - -	4 - "
	Sea boilers (six-quart) - - - - -	4 - "
	Ditto - (four-quart) - - - - -	4 - "
	Saucepans (one-quart) - - - - -	6 - "
	Ditto - (one-pint) - - - - -	6 - "
	Night chair - - - - -	1 - "
	Close stool pans - - - - -	2 - "
	Bed pans - - - - -	2 - "
	Urinals - - - - -	2 - "
	Spitting pots - - - - -	2 - "
	Bath - - - - -	1 - "

No. 5.

STORES AND UTENSILS for the use of the EMIGRANTS.

Stores and utensils.	Bedding (same improved quality as for troops) - - - - -	200 sets per ship.*
	Ditto, spare (20 per cent.) - - - - -	40 - "
	Extra blankets - - - - -	100 number per ship.
	Mess kits - - - - -	36 - "
	Kegs (three-gallon) - - - - -	36 - "
	Ditto (small) for vinegar - - - - -	36 - "
	Kettles, to serve as tea-pots (three-quart) - - - - -	36 - "
	Knives and forks, of each (spare) - - - - -	36 - "
	Drinking mugs (half-pint) - - - - -	200 - "
	Bread bags - - - - -	36 - "
	Canvas for pudding bags (yards) - - - - -	30 - "
	Washing tubs - - - - -	15 - "
	Water pails (large, rope handles) - - - - -	5 - "
	Ditto - (small - ditto) - - - - -	5 - "

Scrubbing

* *Vide* Remark, at end of list of comforts, on rate per ship.

Scrubbing brushes - - - - -	36 number per ship.
Chambers (covered and painted) - - - - -	48 - "
Airing stoves, with chains for swinging them - - - - -	4 - "
Harness casks, with padlocks - - - - -	2 - "
Calico, glazed, for curtains.	
Tape.	
Sewing cotton.	
Curtain rings.	
Illuminators.	
Air tubes.	
Stencil plates.	
Marking ink.	

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

Enclosure No. 6.

No. 6.

A LIST of some of the PRINCIPAL STORES to be found by the Ship-owner for the use of the EMIGRANTS.

Tin plates or dishes, not flat - - - - -	72 number per ship.*	Stores found by ship-owner.
Hookpots (quart), with covers - - - - -	36 - "	
Spoons for every adult, say - - - - -	200 - "	
Clothes line (fathoms) - - - - -	120 - "	
Lamps for hanging in each hatchway - - - - -	3 - "	
Lamps for hospital - - - - -	2 - "	
Oil, cotton, &c.		
Scrapers - - - - -	24 - "	
Stones - - - - -	48 - "	
Birch brooms - - - - -	96 - "	
Hair brooms (long-handled) - - - - -	6 - "	
Hand brooms - - - - -	6 - "	
Weights, scales and measures for serving out the provisions.		
Coke, to air 'tween decks (tous) - - - - -	2 - "	
Coals.		
Wood.		
Winchester's cooking apparatus.		
Tarpaulins. to form a convenient shelter over the hatchways in bad weather.		
Covering for the bedding within the hammock stations.		

No. 7.

SCHEDULE of UTENSILS for each MESS of from Six to Eight Adults.

1 Wooden mess kit.	1 Tea kettle (three quarts).	Utensils.
1 Bread bag.	1 Tin quart pot.†	
1 Water keg (three gallon).	2 Tin platters or dishes.†	
1 Small keg for vinegar.		

Besides the above, there are, as stated in the preceding lists, spoons and drinking mugs, which the surgeon superintendent will distribute as he finds them wanted.
There is also a supply for general use of washing tubs, buckets and scrubbing brushes.

No. 8.

SPECIMEN of FORM to be used on mustering the EMIGRANTS after Embarkation.

Form of return of
numbers embarked.

NUMBER OF EMIGRANTS EMBARKED:

Married adults, fourteen years and upwards -	{ Male -	40
	{ Female -	40
Single adults, fourteen years and upwards -	{ Male -	35
	{ Female -	35
Children between seven and fourteen years -	-	45
Children under seven years -	-	25
Total souls - - - - -		<u>220</u>

I certify the above-mentioned to be the number of emigrants delivered into my charge on board the _____, and that there is not apparent among them any sickness of consequence, or any infectious disorder capable of proving dangerous to the passengers.

Surgeon Superintendent.

[Date.]

No. 9.

* *Vide* Remark, at end of list of comforts, on rate per ship.
† To be supplied from the articles found by the owner, list No. 6.

No. 9.

Scale of victualling.

COPY of the SCALE of VICTUALLING used for the Guidance of Officers who supply the Emigrant Ships which sail from *England* and *Ireland*.

MALE EMIGRANTS.

Days.	Biscuit.	Beef.	Pork.	Flour.	Suet.	Raisins.	Split Peas.	Tea.	Sugar.	Water.	Oatmeal.	Vinegar.	Soap.
	lb.	lb.	lb.	lb.	oz.	oz.	pint.	oz.	oz.	qts.			
Sunday -	4	3	-	4	1	2	-	4	1 1/2	3			
Monday -	4	-	3	4	-	-	1	4	1 1/2	3	1 pint weekly.	1/2 pint weekly.	
Tuesday -	4	3	-	4	1	2	-	4	1 1/2	3			
Wednesday	4	-	3	4	-	-	1	4	1 1/2	3			
Thursday -	4	3	-	4	1	2	-	4	1 1/2	3	1 pint weekly.	1/2 pint weekly.	
Friday -	4	-	3	4	-	-	1	4	1 1/2	3			
Saturday -	4	3	-	4	1	2	-	4	1 1/2	3			1 lb. per lunar month.

FEMALE EMIGRANTS.

Sunday -	3	1/2	-	1/2	1	2	-	1/2	1 1/2	3			
Monday -	3	-	1/2	1/2	-	-	1/2	1/2	1 1/2	3	1/2 pint weekly.	1/2 pint weekly.	
Tuesday -	3	1/2	-	1/2	1	2	-	1/2	1 1/2	3			
Wednesday	3	-	1/2	1/2	-	-	1/2	1/2	1 1/2	3			
Thursday -	3	1/2	-	1/2	1	2	-	1/2	1 1/2	3	1/2 pint weekly.	1/2 pint weekly.	
Friday -	3	-	1/2	1/2	-	-	1/2	1/2	1 1/2	3			
Saturday -	3	1/2	-	1/2	1	2	-	1/2	1 1/2	3			1 lb. per lunar month.

And so on in regular succession throughout the voyage, issuing beef and pork on alternate days.

Children of ten years of age and upwards are to be victualled as adults.

Children under ten years of age, whether male or female, are to have half of men's allowance, excepting in the article of water, of which they are to have full allowance.

There is also to be provided for each one of such children, fifteen pounds of rice, three pounds of sago, and four and a half pounds of sugar.

The medical comforts are to be as follows:—

Preserved meats and soups	-	-	150	lbs.	} for every 100 persons.
Lemon juice	-	-	648	"	
Sugar to mix with lemon juice	-	-	486	"	
Scotch barley	-	-	64	"	
Tea	-	-	8	"	
Sugar	-	-	48	"	
Vinegar	-	-	8	galls.	
Oatmeal	-	-	4	bush.	

To the above-mentioned medical comforts will be added the following, which in the case of ships fitted at Deptford will be supplied from the medical department, under the separate name of "Necessaries."

Arrow root	-	-	8	lbs.	} for every 100 persons.
Sago	-	-	8	"	
Rice	-	-	32	"	
Pearl barley	-	-	16	"	
Whole ginger	-	-	4	oz	

There is also to be on board each ship, five dozen of port wine, twelve dozen pint cases of preserved milk, twenty-four dozen of bottled porter, or a substitution of part of the supply in cask, if specially ordered, and a quantity of wine in cask, not less than two gallons for every person above ten years of age.

The only difference in the scale for Scotch ships is, that the allowance of oatmeal is half a pint daily to men and to women, and that molasses may, if convenient, be substituted for part of the allowance of sugar, by issuing one ounce of molasses and one ounce of sugar daily, in lieu of one and a half of sugar.

No. 10.

For the information of the passengers, a printed scale of victualling is hung up in every Government ship, which, after the weekly tables printed above in No. 9, contains the following explanatory remarks:—

Explanatory remarks.

Rice and Sago.

The surgeon superintendent may, at his discretion, substitute a quarter of a pound of rice or sago, and one ounce of sugar, three times a week, for the salt meat of each of the children under ten; and it shall be determined by him whether to make this substitution for all the children under ten years of age, or only for those under some earlier year, as, for example, seven.

Medical Comforts.

An ample supply of medical comforts is placed on board, none of which can be claimed by any person as a right, but the whole is under the direction of the surgeon superintendent, who will manage it in such way as he thinks best for the passengers, and will account for the discretion he exercises in this respect on his arrival in the colony.

Wine.

The wine is also under the entire control of the surgeon superintendent, by whom its issue will be regulated according to the health and good order of the passengers, and may be stopped from any individual or mess for misconduct. It will generally not begin to be issued until after the first month or six weeks at sea, and will then be served at the average rate of three or four times a week; but probably seldomer in the hot latitudes, and oftener in the cold, according to the discretion of the surgeon. The quantity used during the voyage is not to exceed two gallons for every passenger above ten years of age; and no wine is to be allowed to children under ten. The amount of each issue is not to exceed a gill to each person.

Water.

The surgeon superintendent will, if circumstances admit, endeavour to make some increase in the allowance of water while between the tropics.

Fresh Meat.

When fresh provisions can be issued, one pound of fresh meat to each man, and two-thirds of a pound to each woman, with half a pound of vegetables, is to be issued instead of the allowance of salt pork, flour and pease, or of salt beef, flour, suet and raisins. Half the men's allowance to children under ten years of age.

Potatoes.

The surgeon superintendent is at liberty, if he think proper, to lay in a sufficient stock of potatoes for the first month of the voyage, to be issued, instead of the flour, suet, and raisins, on the same day as the beef; but the providing of this article must depend entirely on the markets and seasons. If it be used, the allowance is to be two pounds to each man, and one pound and a half to each woman.

Substitutions.

In case the surgeon superintendent should deem it expedient, or any other circumstance should render it necessary, the following is the scale according to which one article of diet may be substituted for another:—

1½ lb. of soft bread	-	-	-	} are equivalent to and may be substituted for 1 lb. of biscuit.
1 „ flour	-	-	-	
1 „ rice	-	-	-	
1 „ sago	-	-	-	
1 „ scotch pot or pearl barley	-	-	-	} are equivalent to and may be substituted for 1 lb. of flour.
1 „ pease	-	-	-	
½ „ suet	-	-	-	
½ „ currants	-	-	-	
1 „ raisins	-	-	-	} are equivalent to and may be substituted for 1 pint of pease.
1 „ rice	-	-	-	
1 quart of oatmeal	-	-	-	
¼ lb. of onions or leeks equal to 1 lb. of any other kind of vegetable.				

No. 11.

HINTS ON THE DIETARY.

Hints on the dietary.
General remarks.

No subject has been found more liable to excite distrust in the emigrants than their allowances under the scale of victualling. The scale now drawn up, and required to be exhibited for their information, has therefore been rendered very plain and explicit, in the hope that it may be of use in repressing this evil; and as the medical comforts more especially were found to call forth the suspicions of the people, under the mistaken idea that they were to be entitled to those articles as a matter of regular issue like the ordinary dietary, no list at all of the comforts has been printed in the present scale for the passengers' information, but they are merely apprized that there is a sufficient supply of such articles, which the surgeon alone is to control while on board, and for his use of which he will have to account when he reaches the colony.

Rice and sago.

The surgeon superintendent will observe that there is provision for an allowance of rice or sago to the children three times a week in lieu of their salt meat, and that the quantity laid in (under the scale No. 9) is in the proportion of five times the quantity of rice to one of sago. The reason of this is that rice has been found more generally palatable, while nevertheless some sago is retained with a view to the important object of variety.

How often one should be substituted for the other.

In order to consume the two articles equably, the surgeon should substitute sago for rice once in every six times of issue.

On what days they should be issued.

It is left to the surgeon's discretion whether to issue the rice and sago on beef or on-pork days; but in either case, as the number of issues is to be six in a fortnight, and not seven, one day in the fortnight must be dropped; and since it is of consequence to have the plainest and most intelligible rules on all points of allowance, some fixed day should be taken for this purpose, as well as for the preceding one of substituting sago.

Manner of effecting these substitutions and issues with regularity.

Thus, let the surgeon say that on all beef days, except when they fall on a Friday, or on all pork days, except when they fall on a Friday, rice or sago is to be substituted for the children's salt meat. As it is only once a fortnight that either the beef or pork day falls on the same day of the week, this arrangement would effect the desired object of dropping one day in fourteen as to the allowance of rice and sago. In like manner the surgeon might state, that whenever the beef day (or pork, as the case might be) should fall on a Saturday, sago should be substituted for the rice allowed on other days of the same kind. This would give the required issue of sago once in two weeks.

Importance of method.

Contrivances of this kind, for making every detail as methodical and as readily recollected as possible, are of great consequence to the contentment and confidence of the people, and to the easy working of the whole system, and they are on no account to be neglected by the surgeon superintendent.

Lemon juice and sugar: quantity of each issue.

The issue of lemon juice to each person is to be one ounce, with three-quarters of an ounce of sugar. An equal quantity of sugar used to be allowed, but it is found that three-quarters makes a better proportion.

Whole quantity on board, and number of issues it will admit of on the voyage, and rate per week.

The quantity to be placed on board is 648 pounds of lemon juice for every 100 people, or about six pounds and a half for each person, constituting therefore 104 issues at one ounce. It is, generally speaking, not considered necessary to commence the use of the lemon juice until after the first three or four weeks at sea. Taking, then, the longest estimate of six months for the whole period of the voyage, and deducting one month during which this article, with the proportionate provision of sugar, is not expected to be required, there remains rather more than enough for an allowance at the rate of five times a week.

Wine.

The quantity of wine allowed for the voyage is two gallons for every person over ten years of age. The amount of each issue is a gill; this admits of sixty-four issues in all. The use of the wine, like that of lemon juice, is not generally thought necessary within the first three or four weeks, and assuming therefore, in like manner, that the period for which it will be wanted will not exceed five lunar months in all, there is rather more than sufficient for an allowance at the rate of three times a week.

The preceding only average rates of issues per week: variations in the particular rates not objected to.

It is by no means intended in these remarks to confine the surgeon to an unvarying number of issues per week. More frequent issues of lemon juice will probably be advisable in the hot latitudes, more frequent issues of wine in the cold; and if the people are found to be in low health at the outset of the voyage, it is possible that an immediate commencement of the wine may be deemed expedient, employing a corresponding economy in its use on getting into a warmer climate. Again, the surgeon will naturally expend the stores more liberally in a passage of which the commencement has been favourable, more carefully in one which has begun tediously. The only object in the foregoing observations has been to approximate to an average rate of allowances, and to point out to the surgeon the use of framing to himself some definite rules by which to compute and govern the consumption of the articles of which the employment is left to his discretion.

It will also be desirable here, as in other cases, to introduce as much method as possible. Thus, the surgeon may announce that he will issue lemon juice so many times per week within

within the tropics, and so many times (less) when beyond them; and the same with regard to the wine, only fixing the smaller number of issues within the tropics, and the larger afterwards. When either of these articles is to be issued two or three times a week, the days should always be the same, and be named, or if they are to be issued five or six times a week, the days to be omitted should be named. In short, there is no objection at all to varying the proceedings according to circumstances and expediency; but each variation should, to the utmost extent which is practicable, be made to manifest system and previous arrangement.

No. 7.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.
Enclosure No. 6.

The bottled porter is principally intended for nursing mothers, and persons in feeble health. There are to be twenty-four dozens in every ordinary-sized ship, which, allowing as much as one-fourth for breakages, would still leave at the rate of nine bottles a week available.

Bottled porter.

The preserved milk in ships of ordinary size is provided to the extent of twelve dozen pints, which would admit of its use at the average rate of a pint a day for more than five lunar months.

Preserved milk.

The provision of water in Government emigrant ships is usually very liberal, much exceeding the mere quantity stipulated for by charter-party. If, therefore, the surgeon superintendent, in consultation with the master, comes to the opinion, that under the circumstances of the early part of the passage the allowance to the emigrants can be increased between the tropics, it would doubtless be of advantage to raise it to four quarts a day within those limits. But the subject of the management of the water of course requires great caution and prudence, and the surgeon superintendent and master must both pay particular attention to the circumstance that the butts in which the water is laid in are old measure, while the daily allowance is served at the new imperial measure, which is larger by one-fifth than the former.

Water.

Throughout the preceding remarks there is no desire to fetter the surgeon's discretion in the articles alluded to, but only to guide him to the formation of some definite rules by which to measure the effects of its exercise, and also to inculcate the advantage, so far as the passengers are concerned, of making every variation, in which the case admits of it, assume the shape of system and forethought, instead of coming on the people suddenly, and without any apparent regularity.

T. Frederick Elliot.

No. 12.

SPECIMEN of FORM of RETURN to be made on the last Page of the JOURNAL.

Ports at which the Emigrants were embarked.				Ports put into after sailing Orders.				Arrival.		
Port.	Date of Arrival.	Date of Emigrants' Embarkation.	Date of Sailing.	Port.	Cause.	When.	When left.	Port of Destination.	Date of Arrival.	
Gravesend	10 July 1838.	11 July 1838.	13 July 1838.	Cape of Good Hope.	For water and fresh provisions.	12 Sept. 1838.	19 Sept. 1838.	Sydney.	15 Nov. 1838.	
				Adults.	Children over Seven.	Children under Seven.	Adults.	Children over Seven.	Children under Seven.	TOTAL.
Number of emigrants embarked				-	-	-	150	45	25	220
Deaths, if any, before touching at the Cape.				-	-	3				
Deaths after touching at the Cape				1	2	2	1	2	5	8
							149	43	20	212
Births on the voyage				-	-	-	-	-	5	5
Number of emigrants landed				-	-	-	149	43	25	217

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.
Enclosure No. 6.

No. 13.

COPY of the TWELFTH ARTICLE of the MASTER'S INSTRUCTIONS on his GRATUITY.

In order to encourage attention to the welfare and comfort of the emigrants, a gratuity is allowable to the master of an emigrant ship amounting to 30*l.*, and a gratuity of 15*l.* to the first mate, and of 10*l.* to the second and third mates respectively. Previously, however, to the master receiving this gratuity, he is to produce to the Colonial Secretary, or other officer appointed for the purpose, a certificate from the surgeon superintendent to his having treated the emigrants during the voyage with the most careful attention as regarded their comfort and the preservation of their health; to his having supplied them with their due rations of provisions, and provided for those rations being cooked and served with due punctuality; to the several stores shipped for their use having been faithfully appropriated; and to his having complied with the several recommendations made by the surgeon superintendent as to the treatment of the emigrants. The granting of the gratuities to the master and officers will entirely depend on their conduct being considered by the authorities in the colony to have been in all respects satisfactory.

No. 14.

PRINCIPAL DOCUMENTS necessary to pass the SURGEON SUPERINTENDENT'S ACCOUNTS.

The following are the documents which it is necessary the surgeon superintendent should hand in to pass his accounts in the colony :

- Nothing landed for sale. *a.* Declaration that he has landed nothing for sale. Required by article 13 of the instructions.
 - Account and return into store of medicines. *b.* Account of medicines and other stores under his charge, and a receipt for the return into store of the remains of the same; also, if he is not returning to England, a receipt for the midwifery instruments. Required by articles 59 and 77.
 - Receipts for his journals and his letters, notifying the ship's arrival. *c.* Receipts for a proper notification to the office in London of the arrival of his ship, and of any deaths on board; and also for his journal of the voyage and medical journal. Required by articles 74 and 75.
 - In Irish ships or any others where deposits are taken, account of the disposal of the same. *d.* In case he brought emigrants from Ireland, an account, with vouchers or certificates, in such manner as may be prescribed in the colony, of his disposal of the deposits alluded to in the note to article 17 of his instructions.
 - Personal account. *e.* A declaration whether he received any and what advance before leaving England; and an account showing on the one hand the amount of any such advance, as well as of all bills drawn by him upon the colonial agent, and on the other hand, the amount of any disbursements made by him for the service, with the vouchers annexed.
- N.B.*—If the surgeon superintendent is returning to England, it is required that he shall bring with him a certified copy of the preceding personal account, and of the whole settlement made with him in the colony, in order to entitle him to receive the balance due to him on his arriving in London.

He must also bear with him a certificate from the governor that he has not delayed in the colony unnecessarily or unreasonably, but has remained with the governor's instruction and approval.

No. 15.

CERTIFICATES required from the SURGEON in order to pass the MASTER'S ACCOUNTS.

- Number of emigrants-victualled. *a.* Certificate by the surgeon superintendent, upon the face of the master's victualling accounts, that the number of emigrants victualled on board the _____ were, as is stated in those accounts, _____ men, _____ women, _____ children; and the total number of days did, in conformity with the said accounts, amount to—

For men	-	-	-	-	-	days.
„ women	-	-	-	-	-	„
„ children	-	-	-	-	-	„
- Consumption of fresh meat. *b.* Certificate by the surgeon superintendent and master together, that the total amount of fresh meat received on board the _____, between the _____ and _____ amounted to _____ pounds, and that the same was issued in the following manner:—

Male emigrants	-	-	-	-	-	pounds.
Female ditto	-	-	-	-	-	„
Children	-	-	-	-	-	„
- Stoppages of culinary rations to the sick, and special issues of provisions to the same. *c.* Certificate by the surgeon superintendent and master together, that the following are correct lists of the persons whose rations have been stopped, between the _____ and the _____, on account of sickness, and correct accounts of the provisions actually issued to those persons between the same periods.

Then should follow lists, in the forms of which specimens are here annexed.

STOPPAGES

STOPPAGES.

NAMES.	Period checked, both Days inclusive.		Number of Days at the Allowance for		
	From	To	Male Emigrants.	Female Emigrants.	Children.
	183 :	183 :			
John Styles - -	January - 1	January - 15	15	-	-
Jane Noakes - -	January - 10	January - 19	-	10	-
Thomas Cary - -	January - 12	January - 16	-	-	5
			15	10	5

No. 1.
Agent General
for Emigration
to the Marquess
of Normanby,
15 August 1839.

Enclosure No. 6.

PROVISIONS actually issued to the SICK.

	Biscuit.	Wine.	Beef.	Pork.	Flour.	Suet.	Raisins, &c.
	lbs.	Gal.	lbs.	lbs.	lbs.	lbs.	lbs.
Total Issues	90	- -	- -	- -	28	3	6

d. Certificate by the surgeon superintendent, on the face of the master's account of lemon juice and sugar, stating that the number of persons therein expressed were, on his requisition, supplied with one ounce* of lemon juice and three-quarters of an ounce* of sugar on each day named in the account, amounting in all to pounds of lemon juice, and pounds of sugar.

Consumption of lemon juice and sugar.

The form of the master's account of these articles should be as follows:—

Date.	Number of Persons.	Date.	Number of Persons.	Date.	Number of Persons.	Date.	Number of Persons.
	1		2		3		4
						Total -	4
						" -	1
						" -	2
						" -	3
Totals -						Final Total	

* If the rates of issue were different, it must be stated accordingly.

No. 16.

EXTRACT of a LETTER from Lieutenant *Lean*, Government Emigration Agent at the Port of London, reporting the method observed in berthing people who sail in Government Emigrant Ships from the Thames.

Berthing in Government emigrant ships from the Thames.

I draw out a plan of the between decks, with the berths properly numbered. With this plan before me, previous to the emigrants embarking, I take the list of the persons selected, and insert the names and ages of every individual in the berths they are to occupy, so that the moment they go on board they are directed without confusion to the numbers of their berths. I consider the retention of this plan by the surgeon superintendent a very convenient reference for him. All the single women and girls above fourteen are placed in the after berths on the side of the ship next the female hospital, which is usually on the starboard side, two in each berth; adjoining to them, and next to their daughters, I berth (as a kind of safeguard to the whole) the oldest and most respectable married couple.

The married people I place in the upper berths, taking great care to put relatives, friends and persons from the same neighbourhood alongside of and near each other, which is an advantage also in messing them. Their children are put in the berths immediately under them, observing to separate boys and girls above seven years of age, and avoiding, if possible, putting more than three children in each berth, who have two beds and two blankets the same as two adults, although not equal to them in calculation. The single men and boys above fourteen are berthed in the forepart of the ship, in the space partitioned off for the purpose of separating them from the rest of the people, two in each berth; but as I have been in the habit of contemplating this distinct separation as being necessary only by night, I have in messing them allowed young men who have parents on board to mess with their own families; but the other single men, whether relations or friends, I have messed by themselves.

Single women mess with their families or friends.

C A N A D A S.

— No. 2. —

(No. 53.)

No. 2.
Sir J. Colborne
to the Marquess
of Normanby,
12 April 1839.

COPY of a DESPATCH from Lieutenant General Sir *J. Colborne*, Bart., G.C.B.,
to the Marquess of *Normanby*; with Annual Report of Mr. *Buchanan*.

My Lord,

Government House, Montreal, 12 April 1839.

I HAVE the honour to transmit the annual report on emigration to the Canadas for the year 1838, which has been forwarded to me by Mr. A. C. Buchanan, junior, the chief emigrant agent in this country.

With reference to that part of the report (page 31), which relates to the capitation tax levied on emigrants arriving by sea, I beg to observe, that the Act has been renewed by the Special Council for six months longer from the 1st of May, as any Ordinance passed for the discontinuance of the Act could not be known at the ports in Great Britain in sufficient time to prevent the collection of the duty.

I have, &c.
(signed) *J. Colborne*.

Enclosure in No. 2.

ANNUAL REPORT ON EMIGRATION to the *Canadas* for the year 1838.

Office for Superintendence of Emigrants,
Quebec, 20 January 1839.

Sir,

Enclosure.

I HAVE the honour to submit to your Excellency, for the information of Her Majesty's Government, the annexed report of this department on the emigration to these provinces from the mother country and elsewhere, during the year 1838.

I regret to have to report a much larger decrease in the comparative amount of the emigration than has occurred of late years; to account for which it is only necessary to refer to the unfavourable condition for the reception of the immigrant in which these provinces were placed in consequence of the rebellious outbreak of 1837. The circumstances of the Canadas having become known, and perhaps not without exaggeration, throughout the emigrating districts of Great Britain and Ireland in the spring of 1838, necessarily had a most detrimental effect, and the encouragement given to emigration to Australia must have enhanced the unfavourable impressions which were entertained as to the condition of these provinces.

On reference to Paper No. 1, p. 32, of the Appendix, it will appear that the total number of immigrants recorded at this office, during 1838, amounts only to 3,266 souls, showing a diminution, as compared with the number last year, of no less than 18,635 souls.

According to the custom of former years, I have added in Paper No. 2, p. 33, in the Appendix, a detailed statement of the country and ports of embarkation, with the number from each respectively.

The decrease in the number of emigrants from England in 1838 is 4,590; from Scotland, 962; from Ireland, 13,082; and from Lower Ports, 1: Total number, 18,635 souls.

In Paper No. 3, p. 35, of the Appendix, will be found the comparative statement of the general immigration into these provinces during the last and nine preceding years. The aggregate amount is 264,054 souls.

A melancholy

No. 2.
 Sir J. Colborne
 to the Marquess
 of Normanby,
 12 April 1839.

Enclosure.

A melancholy loss of life occurred in the shipwreck of a fine new vessel, the "Colborne," from London, at Port Daniel, Bay of Chaleurs, in the month of October last, on which occasion forty-two persons, many of them most respectable emigrants, met a watery grave. The cause of this disaster was the misconduct of the captain, who was totally unfit for his responsible situation.

It is satisfactory to assure your Excellency that the few immigrants who arrived during the last season were generally supplied with ample stores and sufficient pecuniary means. It may be remarked that most of these emigrants came out from home to join friends who have preceded them, and who, having advantageously established themselves in these provinces, had remitted money to Europe to enable their relatives to join them here. Your Excellency will observe that this may be considered the very best kind of emigration, and it is in itself a practical proof of the benefits which industry in another country will bestow on those who exercise it with steadiness and perseverance.

I am also happy in being able to report to your Excellency that no disease whatever has been noticed among the immigrants of last year.

I experienced great satisfaction during my visit to the eastern townships last summer in receiving favourable accounts of the new settlers established there during the last two years. All who have been satisfied with their location, and have had steadiness to remain on their land, are now in a state of comparative comfort and independence. The great scarcity of labourers, however, and the high price of wages which farmers are obliged to pay for the necessary assistance required on their land, continue to weigh heavily on the new settler, who has not sufficient physical aid amongst the members of his own family. Thus, strong inducements are held out to immigrants on their arrival to proceed to this part of the country for employment, where good out-door labourers can earn from 40 s. to 50 s. currency per month, with board and lodging found.

During the season of 1838, about sixty Highland families, numbering 200 souls, arrived in the eastern townships, under the auspices of the British American Land Company, and established themselves in the township of Brampton.

The emigrant tax, frequently noticed in the annual report of this department, which expired on the 1st May 1838, was renewed by the Special Council for one year, ending 1st May 1839; and during the present session it is probable it will be continued until 1st May 1840.

I have already stated, that the very diminished immigration of 1838 into these provinces must be attributed to the political troubles of the previous winter. Contrary to all reasonable and just expectation, a second insurrection broke out in the district of Montreal in November last, which was instantaneously quelled. Under such circumstances, it becomes me to be cautious in expressing any sanguine hopes of an immediate reaction in the emigrating principle; but I think I am justified in stating my conviction that after peace and constitutional tranquillity shall have been re-established in the province on a permanent foundation, the field presented to enterprise and employment in the Lower and Upper Provinces of Canada will not be lost sight of by industrious persons from the mother country, whose means enable them to emigrate, and to push their fortunes in another hemisphere. The political state of the Lower Province seems to point out that the gradual infusion of a British emigrant population, with the aid and under the authority of the Imperial Government, would materially conduce to perpetuate the connexion between Canada and Great Britain; that such encouragement on the part of the Government would re-establish general confidence in the emigrating districts at home; and that, under such auspices, emigration into the Canadas would again raise her head, and progressively advance, so as to render any renewal of the events of the last two winters equally improbable and hopeless. It is to be expected that the inquiry into immigration, instituted by the Commission appointed under the administration of the Earl of Durham, will lead to practical results beneficial to the cause. The loyalty of Upper Canada has stood the test unmoved: the marauders who invaded the soil were not joined by a single resident in that province. The British population of Lower Canada is loyal to a man; and the eastern townships devoted to the mother country still present the same opening for the industrious population of the British Isles. In the eastern section of this province, from the best information I can obtain since my visit last summer, there is at the present moment a very great want of farm labourers and servants throughout; and this is a demand which cannot be affected in any way by the troubles which have disturbed the tranquillity of other portions of the Lower Province.

I conceive myself, therefore, justified in expressing a hope that my next report to your Excellency on this interesting subject will be made under circumstances much more favourable to the prosperity of the Canadas generally, and to the interest of immigration.

The restrictions on emigrants from Europe, to which I alluded in my last report as having been adopted by the authorities of New York, have since been confirmed by an Act of Congress,

No. 2.
Sir J. Colborne
to the Marquess
of Normanby,
12 April 1839.

Enclosure.

Congress, and are now the law of the United States. Your Excellency will find in No. 6, page 37 of the Appendix, a Précis of the Act in question. There cannot be a doubt that these restrictions will entirely put a stop to the emigration to the port of New York from the British Isles, and whenever tranquillity is re-established in the Canadas, it is reasonable to expect that the natural route of the River St. Lawrence will once more be traversed by the British emigrant, exchanging the land of his forefathers for settlement and employment in the Canadian provinces.

Soliciting that your Excellency will be pleased to transmit this report to Her Majesty's Principal Secretary of State for the Colonies,

I have the honour to be,

Sir,

Your Excellency's most obedient humble servant,

A. C. Buchanan, jun.

Chief Agent.

To his Excellency
Lieut. Gen. Sir John Colborne, G. C. B. and G. C. H.,
Governor General, &c. &c. &c.

(APPENDIX to Enclosure in No. 2.)

No. 1.—STATEMENT showing the Weekly Arrival of EMIGRANTS at *Quebec* and *Montreal* during the Year 1838; specifying the Number of Males, Females and Children under Fourteen Years; also the Number of Voluntary Emigrants and those that received Parochial Aid.

Week ending	Males.	Females.	Children under 14 Years.	Parochial Aid.	Voluntary.	Total each Week.
May - - - 12	81	36	31	- -	148	148
" - - - 19	99	61	62	- -	222	222
" - - - 26	101	58	42	- -	201	201
June - - - 2	61	33	29	- -	123	123
" - - - 9	8	2	2	- -	12	12
" - - - 16	5	3	4	- -	12	12
" - - - 23	276	200	122	- -	598	598
" - - - 30	51	39	26	12	95	107
July - - - 7	134	89	55	- -	278	278
" - - - 14	6	2	3	- -	11	11
" - - - 21	61	43	29	96	37	133
August - - 4	108	74	60	- -	242	242
" - - 11	34	24	15	- -	73	73
" - - 18	47	25	22	- -	94	94
" - - 25	80	59	46	11	174	185
September - 1	40	20	12	- -	72	72
" - 8	104	56	31	18	173	191
" - 15	16	13	13	- -	42	42
" - 22	54	20	16	- -	90	90
" - 29	125	54	21	200	- -	200
October - - 13	26	7	4	- -	37	37
" - - 20	102	39	27	- -	168	168
November - 3	27	- -	- -	- -	27	27
	1,646	948	672	337	2,929	3,266

No. 2.—NAMES of PORTS from whence EMIGRANTS came during the Year 1838, with comparative Statement of the Numbers arrived at *Quebec* and *Montreal* during the Seven preceding Years.

No. 2.
Sir J. Colborne
to the Marquess
of Normanby,
12 April 1839.

ENGLAND.

Enclosure.

NAMES OF PORTS.	1838.	1837.	1836.	1835.	1834.	1833.	1832.	1831.
London	194	987	1,666	762	1,051	1,287	4,150	1,135
Chatham	-	-	-	-	22	17	-	-
Shoreham	-	-	-	-	62	-	99	-
Portsmouth	123	201	778	247	163	251	932	-
Southampton	-	-	-	-	1	20	-	4
Newport	-	-	-	4	20	2	156	1
Dartmouth	-	14	76	30	82	81	196	9
Poole	52	73	74	6	1	84	150	106
Plymouth	35	403	88	211	850	440	1,398	474
Torquay	-	-	-	10	-	-	48	-
Exeter	-	9	-	1	-	-	6	-
Falmouth	17	3	11	-	59	31	107	77
Penzance	-	1	-	13	12	-	28	19
Jersey	-	-	27	2	17	2	-	-
Padstow	1	1	8	13	29	53	335	5
Bideford	8	-	16	-	-	-	60	51
Bridgewater	-	6	-	2	37	16	306	280
Bristol	4	159	283	129	64	107	1,836	764
Gloucester and Frome	-	-	22	3	10	7	-	6
Milford	3	3	7	1	5	35	138	15
Caermarthen	-	-	-	6	-	22	-	45
Swansea	18	-	-	-	32	-	63	-
Aberystwith	-	-	-	2	37	42	27	-
Llanelly	-	-	-	-	-	-	21	-
Liverpool	367	2,247	3,748	388	1,060	551	2,217	2,261
Lancaster	-	-	-	-	-	61	45	43
Whitehaven	-	-	110	-	72	413	795	138
Maryport	-	39	15	182	538	315	884	421
Workington	-	-	-	-	29	-	246	399
Berwick and Newcastle	7	94	16	210	459	208	340	239
Sunderland	7	36	155	16	57	40	206	86
Scarbro' and Shields	-	21	14	1	49	1	12	-
Stackston	-	-	-	18	192	233	132	-
Whitby	-	71	71	59	273	46	236	471
Brant Hull	86	367	465	462	1,171	655	1,288	2,780
Ipswich	-	-	555	-	-	-	-	-
Yarmouth	49	617	3,025	203	345	171	793	514
Lowestoft	-	-	119	-	-	-	-	-
Colchester	-	-	-	-	-	-	145	-
Tynemouth and Wighton	6	-	21	-	-	-	-	-
Lynn	12	1,546	810	86	-	7	86	-
Portaferry	-	12	-	-	-	-	-	-
Stornaway	1	62	-	-	-	-	-	-
	990	5,580	12,188	3,067	6,799	5,198	17,481	10,343

No. 2.—Names of Ports from whence Emigrants came during the Years 1838, &c.—*continued.*

No. 2.
Sir J. Colborne
to the Marquess
of Normanby,
12 April 1839.

Enclosure.

IRELAND.

NAMES OF PORTS.	1838.	1837.	1836.	1835.	1834.	1833.	1832.	1831.
Dublin - -	135	2,535	2,438	912	5,879	3,571	6,595	7,157
Wexford - -	-	-	18	6	23	21	157	229
Ross - -	12	180	208	259	278	325	926	1,153
Waterford - -	14	859	629	205	1,008	197	877	1,216
Youghal - -	-	246	249	65	203	53	159	210
Cork - -	149	2,699	2,588	861	2,261	925	1,987	2,735
Baltimore - -	-	360	166	99	-	-	184	-
Tralee - -	17	286	250	42	217	67	133	114
Limerick - -	96	1,055	906	641	1,097	602	1,689	2,759
Clare - -	-	-	-	-	-	19	-	-
Galway - -	4	-	83	-	79	190	425	452
Westport - -	-	-	-	194	221	-	529	720
Killala - -	-	223	288	-	-	-	-	514
Sligo - -	187	1,813	1,687	893	2,114	657	2,961	4,079
Ballyshannon - -	-	-	122	-	154	71	86	200
Donegall - -	73	113	66	-	2	-	113	-
Londonderry - -	204	1,424	1,427	1,041	1,580	1,852	2,582	2,888
Larne - -	-	-	-	-	-	-	137	-
Belfast - -	548	1,999	1,209	1,350	3,024	2,637	6,851	7,943
Newry - -	17	282	144	537	945	725	1,374	1,591
Strangford - -	-	-	-	-	117	41	349	169
Drogheda - -	-	-	-	-	-	60	90	-
Kilrush - -	-	-	-	-	4	-	-	-
Kinsale - -	-	86	118	3	2	-	-	-
Newport - -	-	378	-	-	-	-	-	-
	1,456	14,538	12,596	7,108	19,208	12,013	28,204	34,135

SCOTLAND.

NAMES OF PORTS.	1838.	1837.	1836.	1835.	1834.	1833.	1832.	1831.
Dumfries - -	-	-	-	26	-	137	-	-
Ayr - -	-	11	-	-	221	24	-	40
Kirkwall - -	-	-	-	-	-	-	-	-
and	-	-	149	-	-	-	-	-
Thurso - -	-	-	-	-	-	-	-	361
Inverness - -	-	-	-	183	-	138	-	460
Cromarty - -	-	215	545	181	276	298	638	2,988
Greenock - -	145	698	519	597	1,140	1,458	1,716	-
Campbell Town - -	-	-	-	-	-	192	110	-
Glasgow - -	12	45	32	80	462	168	160	176
Stranraer - -	-	-	-	-	-	-	-	-
and	-	2	19	16	87	75	60	-
Montrose - -	-	-	-	-	-	-	-	-
Peterhead - -	-	-	-	42	29	41	18	13
Dundee - -	1	20	11	37	99	194	439	249
Grangemouth - -	-	-	6	1	-	-	-	196
Leith - -	41	253	45	247	661	622	1,145	664
Aberdeen - -	147	252	696	545	647	116	478	158
Islay - -	-	-	-	123	358	601	181	-
Lochinbar - -	-	-	28	-	-	-	-	-
Annan - -	-	-	-	30	391	-	175	-
Lochindoe - -	-	-	174	-	-	-	-	-
Alloa - -	1	9	-	13	87	-	231	-
Leven - -	-	-	-	-	-	39	112	-
Irvine - -	-	-	-	6	-	6	37	-
Kirkaldy - -	-	4	-	-	33	47	-	-
Tobermory - -	-	-	-	-	99	40	-	-
Troon - -	-	-	-	-	1	-	-	-
Stornaway - -	200	-	-	-	-	-	-	-
	547	1,509	2,224	2,127	4,591	4,196	5,500	5,305

No. 2.—Names of Ports from whence Emigrants came during the Years 1838, &c.—*continued.*

No. 2.
Sir J. Colborne
to the Marquess
of Normanby.
12 April 1839.

LOWER PORTS.

Enclosure.

Names of Ports.	1838.	1837.	1836.	1835.	1834.	1833.	1832.	1831.
Newfoundland -	273	274	235	225	339	359	561	424
Nova Scotia -								
Cape Breton -								
West Indies -								
&c. &c. -								
Continent.	-	-	485	-	-	-	-	-
Havre de Grâce -	-	-	-	-	-	-	-	-

Emigrant Department, Quebec, }
20 January 1839.

A. C. Buchanan, jun.
Chief Agent.

No. 3.—COMPARATIVE STATEMENT of the NUMBER of EMIGRANTS arrived at Quebec since the Year 1829, inclusive.

—	1829.	1830.	1831.	1832.	1833.	1834.	1835.	1836.	1837.	1838.
England and Wales -	3,565	6,799	10,343	17,481	5,198	6,799	3,067	12,188	5,580	990
Ireland - - -	9,614	18,300	34,133	28,204	12,013	19,206	7,108	12,590	14,538	1,456
Scotland - - -	2,643	2,450	5,354	5,500	4,196	4,591	2,127	2,224	1,509	547
Hamburgh - - -	-	-	-	15	-	-	-	-	-	-
and Gibraltar - - -	-	-	-	-	-	-	-	-	-	-
Nova Scotia - - -	-	-	-	-	-	-	-	-	-	-
Newfoundland - - -	123	451	424	546	345	339	225	235	274	273
West Indies, &c. - - -	-	-	-	-	-	-	-	-	-	-
Havre de Grâce - - -	-	-	-	-	-	-	-	485	-	-
	15,945	28,000	50,254	51,746	21,752	30,935	12,527	27,728	21,901	3,266
GRAND TOTAL - - -	264,054									

Emigrant Department, Quebec, }
20 January 1839.

A. C. Buchanan, jun.
Chief Agent.

No. 4.—RETURN of the NUMBER of EMIGRANTS arrived at New York from the United Kingdom, for the last Ten Years.

	ENGLAND.	IRELAND.	SCOTLAND.	TOTAL.
In the year -				
1829 - - -	8,110	2,443	948	11,501
1830 - - -	16,350	3,499	1,584	21,433
1831 - - -	13,808	6,721	2,078	22,607
1832 - - -	18,947	6,050	3,286	28,283
1833 - - -	-	-	-	16,100
1834 - - -	-	-	-	26,540
1835 - - -	-	-	-	16,749
1836 - - -	-	-	-	59,075
1837 - - -	-	-	-	34,000
1838 - - -	-	-	-	1,359
	TOTAL - - -			237,647

Emigrant Department, Quebec, }
20 January 1839.

A. C. Buchanan, jun.
Chief Agent.

No. 2.
Sir J. Colborne
to the Marquess
of Normanby,
12 April 1839.

Enclosure.

No. 5.--EXTRACTS from a portion of the Weekly Reports of the Chief Agent for Emigration.

Week ending 23d June.

The emigrants during the past week have in general proceeded to Upper Canada; a few of the labourers, servants and trades have obtained employment in Quebec. They apparently are all well able to pay their way, and a few possessed of considerable capital. The great demand for labourers here and in Montreal prevents the necessity of any applications being made to the emigrant society for assistance, as all who are disposed and willing to accept of employment can obtain it without difficulty, and with good wages.

Week ending 7th July.

The arrivals during the past week are very respectable, and all in good health, and well supplied with means; they all proceeded to Upper Canada, and a few families went to join their friends in the United States. These people informed me that a great many of their friends are making preparation to emigrate in course of the fall. Labourers of all classes are in great demand in Upper Canada, and in the townships at high wages.

Week ending 21st July.

The emigrants arrived during the past week are principally paupers, sent out by the parishes of Northiam and Berkley in Sussex, and from the house of industry, Isle of Wight. They are mostly young men, and all landed in good health. These people were forwarded to Montreal at the expense of their respective parishes, and were paid the sum of one pound sterling previous to leaving the vessel. The two families per Joseph have resided ten years in Cape Breton, and are now proceeding to join their friends in the township of Burford, London district. They are in very good circumstances.

Week ending 4th August.

The emigrants arrived during the past week are all in good health, and with the exception of a few families from Liverpool are well provided with means; their destination is Upper Canada, where most of them have relations, who assisted them to emigrate. The families from the Bay of Chaleur have considerable prospects with them, and are going to settle up the Bay of Quente; they were furnished with every advice necessary for their future guidance, and the best route to proceed, from this office.

Week ending 25th August.

The emigrants arrived last week are all in comfortable circumstances, and with the exception of a few tradesmen (who have obtained employment in town) have proceeded to Upper Canada. The Scotch emigrants in the Eliza from Greenock have brought out considerable capital with them; they have all gone to Upper Canada. In the Nereid from London were two families, eleven in number, sent out by the overseers of the parish of Edenbridge, Kent; their passages were paid to Montreal. There have been very few inquiries among the passengers arrived lately for employment.

Week ending 8th September.

The arrivals during the last week are of a very respectable class, particularly those from Belfast; they have all gone to Upper Canada, and with a few exceptions they have friends and relations settled in the country. Their destination is principally in the Midland and Western districts, and are all in possession of sufficient means to pay their way to their respective destinations.

Week ending 29th September.

The only arrivals during the past week were 200 Highlanders, brought out by the British American Land Company; they were all in good health, and proceeded immediately to Port St. Francis, on the route to the company's lands in the Eastern townships; they will prove a valuable acquisition to that part of the country.

Week ending 20th October.

The emigrants arrived this week consist principally of tradesmen, farmers and labourers, of whom very few remained in Quebec. They have gone to Toronto, Hamilton, and the London district, where many of them have friends.

Navigation closed 3d November.

No. 6.—NEW YORK LAW FOR ALIEN PASSENGERS.

AN ACT relative to Alien Passengers arriving in this State, passed 10th February 1838.

Section 1. The authorities of any town are authorized to tax the master, owner, agent or consignee of any vessel arriving there from any foreign country from one to ten dollars for every alien passenger.

Section 2. Makes it the duty of the master of the ship so arriving to furnish the town authorities with a list of his passengers, their respective ages, occupations and places of birth, within twenty-four hours, under a penalty of 500 dollars.

Section 3. Provides that no passenger shall be landed unless permitted from the city or township authorities, under fifty dollars penalty for each passenger so landing without permission.

Section 4. Enacts that the town so giving permission shall support any passenger who is or shall become sick, infirm, or otherwise incapable of providing for his or her maintenance, so long as the inability continues.

Section 5. Provides that the aforesaid penalties shall be sued for in any competent court, in the corporate name of the town where the forfeiture may have accrued; that the defendant may be held to special bail; and that the town may compound for the penalties either before or after suit, at its discretion.

The remaining Sections provide that this Act shall in no respect impair the existing powers of corporate towns.

No. 2.
Sir J. Colborne
to the Marquess
of Normanby,
12 April 1839.

Enclosure.

— No. 3.—

(No. 68.)

COPY of a DESPATCH from the Marquess of *Normanby* to Lieutenant General
Sir *John Colborne*, Bart., G. C. B.

Sir,

Downing-street, 15 August 1839.

In reference to your Despatch of the 12th April, No. 53, enclosing Mr. Buchanan's annual report on the emigration of 1838 to Canada, I beg leave to acquaint you that I referred this report to the agent general for emigration, for such observations as he might have to offer; and I have now the honour to enclose for your information his reply.

You will perceive that Mr. Elliot's letter contains some remarks that appear of importance on the subject of the emigrant tax, which observations, however, I think it enough to refer you to, as the question is one which I should wish to be decided upon by yourself and by the council on the spot.

I have, &c.

(signed) *Normanby*.

No. 3.
The Marquess of
Normanby to
Sir J. Colborne,
15 August 1839.

27th July.

Sir,

2, Middle Scotland Yard, 27th July 1839.

I HAVE the honour to return herewith Mr. Buchanan's report on the emigration from this country in the year 1838.

It is satisfactory to observe that Mr. Buchanan is able to give a good account in all respects of the emigrants of 1838, both as to the supplies with which they were provided and the state of health in which they arrived.

Mr. Buchanan's impression, that in the unfavourable tendency of the insurrection of 1837 may be found the explanation of the great decrease of the emigration of the ensuing season, appears to be supported by the fact that there is known to be a considerable revival of emigration to North America in the present year. It has been further suggested, however, that the stimulus which has been given to Australian emigration must probably, to a certain degree, operate to the diminution of the resort to Canada.

The loss of a fine new vessel, the *Colborne*, with the death of forty-two persons, owing, as Mr. Buchanan states, to the misconduct and total unfitness of the captain for his situation, is an event that cannot be read without great regret. It is to be lamented that the alleged cause of the disaster is by no means rare or confined to this particular trade, but that twice during the last three years it has been mentioned by experienced witnesses, before Committees of the House of Commons, as a frequent source of destruction to British life and property, and as an occasion of injury to British in competition with foreign shipping. At this moment the Government has before it the case of a fine ship, in fair weather, run ashore and totally lost in entering no less well known a port than the Cape of Good Hope, through what appears almost beyond doubt the neglect of the master and the intoxication of the chief officer, to whom he improperly delegated his own duty.

I observe that the emigrant tax has been renewed by the Special Council of Lower Canada for the present season. This is a duty upon which I am aware that there has been a difference of opinion, and it might be out of place to enter at any length into the discussion

Enclosure.

No. 3.
The Marquess of
Normanby to
Sir J. Colborne,
15 August 1839.

Enclosure.

of it on the present occasion; but I cannot refrain from annexing the accompanying copy of a brief incidental examination upon the subject before the Canada Commissioners in 1836, which seems to me to meet some of the ordinary exceptions taken to the tax, and I will candidly confess my apprehension that the withdrawal of the resources which it confers may be seriously injurious to emigration.

The only other subject in Mr. Buchanan's report which suggests to me any remark is the Passengers Act he mentions to have been passed in the Congress of the United States. The provisions of this Act certainly appear very stringent, but they have not yet produced the effect which Mr. Buchanan anticipated upon the course of emigration to the ports of that country. I find that the numbers already sailed for the United States this year are much larger than those of the whole of last year; and that, taking those places only which have resident emigrant agents, the returns of passengers from Great Britain and Ireland to the United States for the two first quarters of the year amount to 22,451.

I have, &c.

T. Frederick Elliot.

EXTRACT of Evidence taken by the Canada Commissioners at Sherbrooke,
10th September 1836.

Do you believe that the emigrant tax has been imposed with a view hostile to emigration?
—That is our impression.

Are you aware that it was imposed at the instance of the Government at home?—
We are.

Do you then think that the object of the Government at home was hostile to emigration?
—Not so; but we speak of the part that the assembly took in it.

Being then of opinion that the law proposed by the Government for the benefit of emigration was passed by the assembly, because they believed it would injure emigration, which in your opinion will really be the effect of the law?—Most of us think it will injure emigration.

Are you of opinion that the cause of emigration would be promoted if there were no provision for emigrants on their arrival?—There ought to be a provincial grant.

Would you prefer that the accommodation of emigrants should depend on the annual bounty of the assembly, which you represent as hostile to the influx of British settlers, or rather on a lasting law?—We would prefer it by a lasting law if the money were derived from some other source than the emigrants themselves.

But supposing that no appropriation could be obtained, either by permanent law or annual grant, from any other sources than the emigrants, would you have the existing provision, or none?—Seeing the disadvantage that must accrue from the entire absence of a fund, we may somewhat differ on that point; the majority of us would be against the tax, but would rather trust to voluntary contributions when a public grant should be wanting.

You doubtless remember that occasions have been known when 50,000 emigrants have passed through Quebec in a season, 10,000 have landed in a week, and 2,000 in a morning. These people do not remain at Quebec, nor many of them at Montreal, but they proceed to the townships, to Upper Canada, and often to the United States. Under these circumstances, do you conceive it likely that either the means or the charitable disposition of the two cities would long sustain private individuals in making adequate provision for the sick or the indigent among such multitudes as pass through them on their way to other places?—Emigration reached that great extent suddenly. If the tax had not been imposed, the people might have organised themselves better, and established societies on a more systematic mode. We are not, however, unanimous on this point.

Does it occur to you, that for the encouragement of emigration it is as important, or more so, that people should be able to have some feeling of security when they leave the other shore as that in case of need the relief should actually be given; and if so, do you think that this object could be accomplished as effectually by trusting to the chances of private charity, as by a certain and legal provision known to the emigrants before they start?—That is a consideration, no doubt, in favour of a provision by law.

NEW SOUTH WALES.

—No. 4.—

(No. 117.)

COPY of a DESPATCH from Governor Sir *George Gipps* to Lord *Glenelg*.

My Lord,

Government House, Sydney, 28 July 1838.

WITH reference to the latter part of your Lordship's Despatch, No. 46, of the 14th December 1837, I have the honour to report to your Lordship that Mr. J. D. Pinnock arrived in Port Jackson on the 1st of July, but as the vessel in which he came, the "Amelia Thompson," had to perform quarantine, he did not reach Sydney until the 23d of July.

I have appointed Mr. Pinnock agent for emigration, agreeably to your Lordship's intentions, and have assigned to him a salary of 500 *l.* a year, subject, however, to your Lordship's approval, and on the understanding that the appointment may not possibly prove a permanent one.

I have, &c.
(signed) *George Gipps*.

No. 4.
Sir George Gipps
to Lord Glenelg,
28 July 1838.

—No. 5.—

(No. 16.)

COPY of a DESPATCH from Lord *Glenelg* to Governor Sir *George Gipps*.

Sir,

Downing-street, 25 January 1839.

I HAVE received your Despatch, No. 117, of the 28th of July last; and I have to convey to you the approval of Her Majesty's Government of the appointment of Mr. J. D. Pinnock to the office of agent for emigration at New South Wales, with a salary of 500*l.* per annum.

I have, &c.
(signed) *Glenelg*.

No. 5.
Lord Glenelg to
Sir George Gipps,
25 January 1839.

—No. 6.—

(No. 176.)

COPY of a DESPATCH from Lord *Glenelg* to Governor Sir *George Gipps*.

Sir

Downing-street, 9 August 1838.

WITH reference to the correspondence which has taken place between your predecessor and myself, as to the expediency of raising the minimum price of Crown lands in New South Wales, I have to acquaint you that Her Majesty's Government are of opinion that the time has arrived when the interests of the colony require that a considerably higher price should be affixed to land than that which was named by Lord Ripon as the minimum price in 1831, and which was clearly intended to be merely experimental. The object of the change of system introduced by Lord Ripon was to remedy the great want of labour which was at that time complained of in the colony, by providing the pecuniary means of assisting emigration, and at the same time preventing the undue dispersion of the emigrants. The result has been to refute the arguments with which the change of system was originally opposed, and completely to justify the principle on which Lord Ripon's regulations were based. In order, however, to give full effect to that principle, it is indispensable that the price of land should now be considerably raised.

So far as regards the encouragement of emigration, the measure has to a considerable degree succeeded; but the extent of land which has been sold, and the increasing want of labour, affords decisive proof that the check which it was

No. 6.
Lord Glenelg to
Sir George Gipps,
9 August 1838.

No. 6.

Lord Glenelg to
Sir George Gipps,
9 August 1838.

intended to impose on the undue dispersion of the inhabitants of the colony has not been sufficient. It is only by raising the minimum price of land, or by restricting the quantity offered for sale, that the end in view can be obtained, because in the present circumstances of the colony, though competition may determine the relative value of different allotments of land while no more is offered for sale than can be profitably occupied, it is obvious that the minimum price demanded by the Government will determine the saleable value of land, which has no peculiar advantages, either from its neighbourhood to a market, or from its natural fertility.

I have therefore to instruct you forthwith to substitute 12*s.* for 5*s.* as the upset price of land of ordinary quality. I have at the same time to desire that you will closely watch the effects produced by this enhancement of the price, with a view of ascertaining whether it may not be necessary to carry it still higher, in order to accomplish the purpose for which the measure is intended. If you should perceive that the extension of the population into the unsettled districts should still proceed with a rapidity beyond what is desirable, and that the want of labour still continues to be seriously felt, or if you should have reason to believe that large purchases are made on speculation, you will, without waiting for further instructions from me, take measures for checking the sale of land even at the price of 12*s.* an acre. But as inconvenience would arise from the frequent announcements of changes in the upset price of land, it will be expedient to impose this check, not in the first instance by declaring such a further change in the minimum upset price, but by restricting the extent of land offered for sale only to lands of a quality inferior to that which is likely to be in demand for cultivation, putting a proportionally higher price upon good land. In this manner a considerable augmentation might by degrees be made in the price which land would fetch, and the upset price might be again ultimately raised with less difficulty than would probably be experienced if this rise were to precede instead of following that which would take place in the market.

I am, &c.
(signed) *Glenelg.*

— No. 7.—

(No. 154.)

COPY of a DESPATCH from Governor Sir *George Gipps* to Lord *Glenelg*.

My Lord,

Government House, Sydney, 1 October 1838.

I BEG leave to recommend to your Lordship, that a Government emigrant ship should, as soon as possible, be sent to Port Philip, and that another should follow after a lapse of four or five months.

A mixed company of emigrants, partly mechanics and partly farm labourers, would be most acceptable; and the mechanics should consist principally of carpenters, bricklayers (not masons), and smiths.

The settlement of Port Philip is, I am happy to say, rapidly advancing; the first sale of land for agricultural purposes took place on the 12th instant, when the prices realized far exceeded my expectations.

I enclose for your Lordship's information a return of all the land that has been sold since the settlement was first established.

The number of inhabitants of all descriptions is supposed now to exceed 3,000, of whom, however, a considerable number are convicts, as it has been found impossible to prevent prisoners being taken there, notwithstanding the desire expressed by your Lordship to limit the number as much as possible; and I must respectfully express an opinion, that if it had been intended to prevent altogether the assignment of convicts in that part of the territory, it would have been better to have made it a separate government.

I have, &c.
(signed) *George Gipps.*

Enclosure

No. 7.
Sir George Gipps
to Lord Glenelg,
1 October 1838.

1 October 1838.

No. 7.
Sir George Gipps
to Lord Glenelg,
1 October 1838.

Enclosure in No. 7.

ABSTRACT RETURN of LANDS and TOWN ALLOTMENTS at *Port Philip* sold under the Regulations of 1st August 1831, in the Years 1837 and 1838.

Enclosure.

County or Town.	No. of Lots.	Extent of Land.			Date of Sale.	Amount.			TOTAL.		
		A.	R.	P.		£.	s.	d.	£.	s.	d.
LAND.											
Bourke - -	42	39,748	-	-	12th Sept. 1838 -	25,957	9	-	25,957	9	-
TOWN ALLOTMENTS.											
Melbourne - -	178	84	2	8	{ 1st June 1837 1st Nov. " }	6,791	-	-			
Ditto - -	73	34	2	28	13th Sept. 1838	8,542	8	-			
William's Town -	7	3	1	12	{ 1st June 1837 1st Nov. " }	325	-	-			
Ditto - -	20	9	2	-	13th Sept. 1838	862	12	-			
									16,521	-	-
	Acres	39,880	-	8				£.	42,478	9	-

Colonial Treasury, }
1st Oct. 1838. }

C. D. Riddell.

— No. 8. —

(No. 19.)

Copy of a DESPATCH from the Marquess of *Normanby* to Sir *George Gipps*.

No. 8.

Sir,

Downing-street, 9 March 1839.

Marquess of
Normanby to
Sir *George Gipps*,
9 March 1839.

I HAVE the honour to acknowledge the receipt of your Despatch (No. 154.) of the 1st of October last, with a report on the progress of the settlement of *Port Philip*, and recommending that two emigrant ships should be sent to that quarter.

I enclose for your information the copy of a letter from the agent general for emigration, stating that the necessary arrangements will be made for complying with your recommendation.

9 March 1839

I have, &c.
(signed) *Normanby*.

Enclosure in No. 8.

Sir,

2, Middle Scotland Yard, 7 March 1839.

Enclosure.

I HAVE the honour to acknowledge your letter of the 2d instant, enclosing a report from Sir *George Gipps* on the progress of the settlement of *Port Philip*, in which it is recommended that two emigrant ships should be sent to that quarter; the first to sail as soon as possible, and the second to follow after a lapse of four or five months.

I beg leave to state, for the information of the Marquess of *Normanby*, that all the earlier ships which it is proposed to despatch in April, are already engaged for *Sydney*; but that I have taken measures for effecting an arrangement by which a party of emigrants will be enabled to start from *Greenock* on their voyage to *Port Philip* in the latter part of May, and that I shall have it in my power to despatch a second vessel to the same place in the autumn, in conformity with the recommendation of Sir *George Gipps*.

I would suggest that the present information should be communicated to the Governor in reply to his despatch.

I have, &c.
T. Frederick Elliot.

James Stephen, Esq., &c. &c. &c.

— No. 9.—

(No. 177.)

COPY of a DESPATCH from Governor Sir *George Gipps* to Lord *Glencly*.

No. 9.
Sir George Gipps
to Lord Glencly.
31 October 1838.

My Lord,

Government House, Sydney, 31 October 1838.

In a former Despatch on the subject of emigration, I had the honour to inform your Lordship that I expected shortly to receive the report of a Committee of the Legislative Council which had been appointed to consider the subject. This report having been made on the 12th instant, I have now the honour to enclose a copy of it to your Lordship.

12 October 1838.

The observations which I feel it my duty to make on the report, and on the subject generally of emigration, may be divided into three heads:

1st.—The extent to which emigration is required.

2d.—The best way of conducting it.

3d.—The funds from which the expense of it is to be defrayed.

1st.—Upon the extent to which emigrants are required.

I have no reason to suppose that the wants of the country are exaggerated in the report, or that in ordinary seasons employment might not be found for emigrants, arriving as fast as they have come into the colony during the last six months. At the present moment it is true that we have more than we can dispose of; but the country has long been suffering under a most oppressive drought, and communication throughout it is rendered so difficult (horses and cattle dying everywhere on the road) that few persons can come to Sydney to engage servants, nor can the emigrants themselves find means of proceeding to the interior; the demand therefore for labour during the last three or four months is not to be taken as a fair measure of the wants of the colony.

2d.—As to the best means of conducting emigration.

The opinion throughout the colony is decidedly (and I am bound to acknowledge not altogether without reason) in favour of the bounty system, on account of its superior cheapness, and of fewer children being introduced in proportion to adults under it than by Government immigration. It may, however, be doubted whether, if the Government immigration were to be given up, a sufficient supply for the wants of the country could be procured without raising the bounties.

Vide page 45.

The Committee, in their report, recommend that persons who may be disposed to fit out vessels on the bounty system should be enabled to obtain in England an authority so to do without waiting for the permission of this Government; and in this recommendation I am disposed to concur, provided only that a limited time be specified within which the emigrants should be embarked. The principal reasons which I am able to assign for Government emigration being dearer than that conducted on the bounty system are, that the Government vessels take neither freight nor cabin passengers, and that the allowances made to naval surgeons are higher than those usually paid in other ships to surgeons who themselves are emigrants. Cases too do occur in which emigrants by private ships pay a portion of the expense of their passage themselves; but I have no reason to believe that this is universally or even generally the case. I am not prepared to recommend that Government vessels should take freight or merchandize not the property of Government; but when stores which are to be sent from England for the use of the colony can be put conveniently on board them, I think it should be done; also that persons whose passages are to be defrayed out of colonial funds should be ordered to embark in them. But even if this were done, I still should not expect to see Government emigration conducted so economically as that by private enterprise, nor, by a reference to Sir Richard Bourke's Despatch of the 14th October 1835 (No. 102.), do I find that he ever expected it would be; its adoption was recommended by him because he thought the immigration conducted by private enterprise would be insufficient for the wants of the colony; and it is upon the same grounds that I would now recommend a continuance of it, at any rate till the end of the year 1839.

Vide Parliamentary
Paper, No. 358,
Session 1837,
page 3.

It might reasonably perhaps have been expected, that the sickness and mortality on board Government ships would have been less than on board private ones,
and

and the risk also of expense in the performance of quarantine after arrival in New South Wales, but I regret to say there has been no marked difference in this respect, and certainly none in favour of Government vessels.

3d.—As to the funds out of which the expenses of emigration are to be defrayed.

It is very generally asserted in the colony, and as generally perhaps believed in England, that the whole produce of the territorial revenue of the country is to be spent exclusively on emigration; but I cannot find that any positive orders have been given to this effect, nor do I think it desirable that they should. There are at least two charges which I would submit should take precedence of it. The first is the charge for collecting the revenue; the second is that which we annually incur for the protection, civilization and improvement of the aborigines, the first possessors of the soil from which the wealth of the colony has been derived. Up also to the close of the year 1836 the whole unexpended balance of the land fund has been transferred to the general fund of the colony, under the authority of the Treasury letter of the 23d September 1834 (transmitted to my predecessor with Mr. Spring Rice's Despatch of the 15th November 1834), in which it was stated, that, in order to enable the colony to take upon itself the maintenance of the police and gaols, "the Lords of the Treasury were prepared to acquiesce in the local treasury's continuing in the receipt of any surplus of the land revenues beyond the sums appropriated to the assistance of emigrants, and of the other casual revenues of the Crown."

This arrangement respecting the surplus of the land fund was not altered by your Lordship's Despatch of the 18th September 1836, for though emigration was therein declared to be the primary charge on the land fund, it was expressly stated in the Treasury letter of the 2d September 1836, transmitted with that Despatch, that the Lords of the Treasury "were not aware of any engagement or understanding that the whole proceeds of the sale of Crown lands in the Australian colonies should be devoted to the furtherance of emigration." By your Lordship's Despatch, however, of the 23d March 1837, it was directed that thenceforth the surplus of the funds applicable to emigration in any one year should be carried forward in aid of the emigration of the next; thus leaving (if rigidly interpreted) nothing transferable to the general revenue, nor even anything to bear the expense of collecting the revenue itself, or of the expenses incurred on account of the aborigines. I am certainly in some doubt whether this was your Lordship's intention, and perhaps I am wrong in supposing that it will bear such a construction; it is, moreover, not perhaps sufficiently understood what funds are applicable to emigration; whether the whole of the territorial revenue of the colony, or only the funds derived from the sale of wild lands, leaving the revenue derived from quit-rents, leases, depasturing licenses and the sale of improved lands, to other purposes. The original intention of Lord Ripon, expressed in Lord Howick's letter to the Secretary of the Treasury of the 16th February 1831, extended only, I think, to the money derived from the sale of wild lands, or of those lands which it had theretofore been the custom to grant gratuitously; and the same distinction is, I think, to be observed in many other, though perhaps not in all, official documents on the subject.

I hope I may be excused for further remarking to your Lordship, that though a Committee of the Legislative Council of this colony in 1835 (as noticed in your Lordship's Despatch of the 16th September 1836) recommended that the proceeds of the funds arising from the sale of land should be appropriated exclusively to the purposes of immigration, it may be surmised that one object which the Council had in view in making this recommendation was to induce the Home Government to take back upon itself the charge for maintaining the police establishments and gaols, which charge was in that year first thrown on the colony, and made partly payable out of the land fund; a measure against which every unofficial and two official members entered protests on the proceedings of the Council.

As the subject of emigration, and the appropriation to it of the proper funds, is one of intense interest in the colony, I shall be happy to receive from your Lordship explicit instructions in respect to it.

Your Lordship will perceive that the question has been raised of providing funds for carrying on emigration on a large scale by means of a loan, and that the Committee is not disposed to view the proposal with disfavour. I must confess

No. 9.
 Sir George Gipps
 to Lord Glenelg,
 31 October 1836.

fess it would be with regret that I should see any thing like a perpetual debt entailed on the colony; and although the Committee has proposed to redeem the amount of it in a certain number of years, experience has, I think, taught us, not to put much faith in calculations of that sort, or in the contrivances of sinking funds. I cannot also but apprehend that it would be extremely difficult to administer the government of this colony with proper economy in the midst of the fictitious wealth which would be produced by a loan. Already the reputation of having a well-filled treasury has caused demands upon the Government which it is extremely difficult to withstand, but which, if not checked, will lead us to bankruptcy.

All I can myself undertake at present to recommend is, that immigration should be kept up for another year or two at its present rate; and that if our funds prove insufficient to meet it, we should rather have recourse to a loan than put a stop to it. I am disposed, however, to think, that we should even in that case measure the sum to be borrowed by the demand for immigration, rather than fix the amount of the loan (which it has been proposed to do at 2,000,000), and regulate our importation of immigrants in such a manner as to spend the amount of it in a given number of years.

I have, &c.
 (signed) *Geo. Gipps.*

Enclosure in No. 9.

IMMIGRATION COMMITTEE.

Enclosure.

REPORT from the Committee appointed to consider the question of Immigration generally with the view of ascertaining the present and prospective demands of the Colonists for labour, and how the same may be most effectually and economically met; with Instructions to examine Evidence and Report.

YOUR Committee have the honour to report, that in discharge of the duty confided to them by the Council, they have made very extensive inquiry; first, into the want of mechanical and agricultural labourers prevailing in the colony; and secondly, into the most certain and economical means by which that want may be supplied. The evidence accompanying this report consists of the oral replies of witnesses personally examined by the Committee, and of written answers to a series of questions addressed by the Clerk of the Council to proprietors of land or stock and other employers of labour in the different districts of the colony, with an Appendix containing official documents and returns.

It is now the duty of your Committee to direct attention to the facts established by these several communications. They deem themselves justified in attributing great weight to a concurrence of opinion prevailing among individuals, who both represent a great variety of interests, and are far removed from intercourse or communication with each other. Their unanimity cannot be regarded as the result of concert or previous understanding, but must be taken as the expression of the view generally entertained by well-informed and impartial men of the true interests of the community.

As the foundation of every other inquiry, your Committee naturally directed their first attention to ascertain, as nearly as in the nature of things might be possible, the actual demand for labour of various descriptions at this time prevailing in the colony. Their own private sources of information had sufficed to satisfy them that such demand was certainly urgent, and the supply highly insufficient to meet it; and that, generally speaking, every resident in the colony who had occasion to employ the services of others was exposed to difficulties in conducting his pursuits, of whatever nature they might be, as well as in providing for the service of his domestic establishments. But until their inquiries were directed, in the course of this examination, to an actual investigation of individual wants, and of the losses, inconveniences and disappointments to which entire classes are reduced through inability to obtain the extent of labour which their various operations require, your Committee had not a due or distinct conception of the urgency of the prevailing distress. They deem it unnecessary to descend to particulars, as they are certain that the details of evidence will be read with interest; and that neither the members of this council nor the public at large would be satisfied with a mere analysis or abridgment of the contents. It appears that among the entire number of persons consulted there is not a dissentient voice as to the want of additional labourers in every department; and the imperative necessity of introducing an immediate and copious supply, if we would avert the most serious evils, has been urged most forcibly upon the attention of your Committee. The only hesitation which can be felt by them in recommending the introduction of the full numbers required to supply the vacancy which is thus proved to exist, arises from the continued prevalence of an afflictive drought, by which a gloom is cast over the prospect of the

the approaching harvest, and in some degree, though your Committee are persuaded it will be but temporarily, over the general prospects of the colony. Your Committee see no reason whatever to doubt that mercantile enterprise will secure a supply of grain to meet the demands of the colony under the apprehended failure of its own produce, even though the number of consumers be greatly increased. But the heavy losses to which the agricultural and pastoral interests of the colony must be subjected, will for a time deter the settlers, it is reasonable to believe, from engaging in many of those improvements, with a view to the completion of which the future demands for labour may have been calculated. At the same time, as it is proposed still to confine the introduction of immigrants at the public expense to such numbers as may be authorized by the Executive Government, your Committee cannot doubt that in the issue of those authorities such caution will be used as the circumstances of the colony may from time to time dictate, and as will guard against any danger to be apprehended from the introduction of immigrants more rapidly than employment can be provided for them.

It should, however, be added, that there are many obvious reasons why individuals in the United Kingdom, who may be disposed to fit out vessels for the conveyance of emigrants under the bounty system, should be enabled to obtain from some appointed officer in London the necessary permission to qualify them to claim the bounties on their arrival. It would be imposing serious obstacles upon the proceedings of such parties if they must await the arrival of an authority issued in this colony before they could commence their operations, and the supply of the wants of the colony itself would be proportionably retarded. In issuing such licenses it would be only necessary to take the precaution of not granting, during any one year, authority for the conveyance of a greater number of emigrants than it should have been decided that the colony was in a condition to receive and employ.

The actual excess of a demand for labour beyond the supply at present attainable having been thus established, the attention of your Committee has been directed to ascertain the nature and extent of the means arising within the colony for rectifying this disproportion. The due appropriation to this purpose of the entire surplus of the produce arising from sales and leases of the Crown lands, after certain recognized charges have been defrayed, is the object upon which the first degree of solicitude is felt and expressed by the public. Your Committee deem the prevailing desire and expectation of such an appropriation to be but the natural result of the communications received from the Secretary of State, at the time when the system of granting land was superseded by the present practice of sale. Subsequent declarations on the part of Government have tended to confirm the expectation that the entire surplus of the land revenues would be devoted exclusively to defray the charges of immigration. But in practice there have been many deviations allowed from the understanding thus created; and the want of some invariable principle of proceeding, in a case of such vital importance to the welfare of the colony, appears to have given rise to some dissatisfaction.

In the Minute of Sir Richard Bourke, submitted to this Council on the 4th July 1837, "explanatory of the several heads of expenditure, and of ways and means as estimated for 1838," it is admitted that "the expense of immigration is the first charge upon the revenue arising from the sale of Crown lands;" but it is added, "the balance (at the close of the year), after defraying that charge, is paid into the Colonial Treasury for general purposes." This arrangement, according to which, after deducting a sum, of which the magnitude is not defined, for meeting the expense of introducing immigrants, the entire surplus is transferred to the general revenue, or to purposes altogether alien from the promotion of immigration, has occasioned disappointment. And it would appear to be not consistent altogether with the arrangements directed in the "Despatch on the subject of immigration into New South Wales," addressed by Lord Glenelg to Sir Richard Bourke, on 23d March 1837, of the terms of which of course the latter could not have been cognizant at the time of placing upon the table of the Council the Minute above referred to. His Lordship observes, "I have to request, that, in furtherance of the proposal contained in the enclosed letter,* you will at the commencement of each financial year transmit to the Secretary of State a statement of the balance (if any) of the fund applicable to emigration remaining unexpended at the close of the preceding year, together with an estimate of the probable amount of the funds to be derived from the sale of Crown lands within the colony, and applicable to the service, during the ensuing year. You will consider yourself at liberty to appropriate one-third of this sum to the payment of bounties on emigrants introduced by private settlers on the terms of your Government Notice of 28th October 1835, and the remaining two-thirds will be expended under the direction of the chief agent for emigration in this country." These expressions appear to convey the understanding and expectation of the Secretary of State, that the surplus or balance remaining at the close of each year, after the expenses attendant on immigration during such year should have been paid, were not to be transferred to the revenue for general purposes, but to be incorporated with the produce of the land revenue in the succeeding year, for the purpose of immigration only. The same admission appears to prevail in the letter which forms the Enclosure of Lord Glenelg's Despatch, and which is stated to have been written by his Lordship's direction. Your Committee, therefore, advert to the terms of the Minute on Finance, submitted to the Legislative Council during

No. 9.
Sir George Gipps
to Lord Glenelg,
31 October 1838.

Enclosure.

Vide Parliamentary
Paper, No. 358,
Session 1837, page
65.

* From James Stephen, Esquire, to the Secretary of the Treasury, 9th January 1837.

No. 9.
 Sir George Gipps
 to Lord Glenelg.
 31 October 1838.

—
 Enclosure.

during its present session,* by his Excellency the Governor, have obtained and included in their Appendix† an account drawn up upon the principle which his Excellency in that minute has suggested. The document in question shows the whole revenue arising from Crown lands from 1831 to 1837 inclusive, and the balance remaining applicable to immigration at the commencement of the present year, after the charges upon that revenue have been defrayed. The balance, according to this account, which his Excellency states to be the sum that might now be claimed as fairly applicable to the expenses of immigration, would exceed 200,000*l.* In addition to this, your Committee beg to notice, that from financial appearances subsisting at the date of his Excellency's minute‡, it was apprehended that the produce of the land sales for the present year, as compared with the preceding, would be so much diminished as to occasion a deficiency of 37,000*l.* in the funds for emigration, and the same deficiency it was calculated would extend to 1839; subsequently, however, the productiveness of the land revenue has so much increased as to remove every apprehension, for the present year at least, of the expenditure exceeding the income. The high prices of the land sold near Port Philip have operated principally in retrieving the prior deficiency; but it must, on the other hand, be borne in mind, that a considerable charge for the establishments in that district has been thrown upon the produce of the land revenue. Your Committee are not prepared to express an opinion to what extent such a mode of meeting the expenditure of the new settlement may be reconcilable with the implied condition that the entire proceeds of such sales should be applied to the introduction of useful labour into the colony; nor can they do more than suggest, as a subject for further consideration, whether, as a general principle, upon the formation of any new settlement, the funds derivable from the sale of Crown lands within its limits might be applied, to a partial extent and for a limited time, to provide the fixed establishments which every such settlement must unavoidably require; but they recommend that it should be respectfully submitted to the consideration of Her Majesty's Government, how desirable it would be that all ambiguity should be removed as to the correct application, for the future, of the revenue arising from Crown lands. They conceive it would not be difficult to make a final arrangement as to the charges which shall be sustained by the land revenue, which, as being founded upon equitable principles, would be received without objection; while the security thus afforded, of the appropriation to purposes of emigration of the surplus remaining after such charges had been met, could not fail to inspire the colony at large with confidence and satisfaction.

To manifest the working of the system of emigration as at present conducted, your Committee have inserted a return§ of all arrivals in the colony from 1st January 1837 to 30th June 1838; distinguishing the Government ships from those on the bounty system and others; and among the passengers, those who receive Government aid from those who have not been so assisted, as well as adults from children. The respective numbers of each who have died during the voyage are inserted, together with a statement of the expenses incurred on account of each ship. To elucidate the sufficiency of the resources of the land fund, there will be found in the Appendix|| an abstract of sales, under the regulations of 1st August 1831, from January 1832 to 30th June 1838 inclusive, showing the number of acres sold and the amount of purchase money.

These returns afford valuable statistical information, and are necessary for the elucidation of many particulars connected with the produce and application of the land fund. It is therefore recommended, that they should be made the subject of official record for the future, according to the form in which they have been prepared for the years 1837 and 1838.

With reference to the Government orders at present in force for the encouragement of immigration, and to the terms and conditions of the system of bounties therein established, your Committee do not design to propose any fundamental change, but to suggest such modifications only as will readily be collected from their subsequent remarks. It appears to be the prevailing impression, of which they are not disposed to question the accuracy, that the system, with slight exceptions, works well for the interest of the colony, both as it secures the introduction of a useful class of inhabitants, and as it offers a sufficient rate of remuneration to cover the expenses of their transit. There is ground for recommending, that in deciding on the qualifications of parties to receive the benefit of the bounties, attention should be paid rather to the equity of each case than to a rigid literal application of the regulations. Under such an application the most unobjectionable candidates are sometimes rejected in consequence of some mere technical difficulty, with not less injustice towards themselves than injury to the interests of the colony. For example, it is understood that, according to the present practice, females between the ages of 10 and 15, in every other respect eligible, may be refused the bounty if they emigrate under the charge of any other than their own parents, or under the charge of parents who are beyond the prescribed age for obtaining it. Your Committee are not disposed to recommend the concession of the bounty to such young females unless they arrive according to the prescribed regulations, under charge of some suitable trustworthy persons, who will engage to retain them under their protection until securely placed in service. It may very probably happen, that many who make that engagement will fulfil it very insufficiently; still the Govern-
 ment,

* 7th August 1838.

† Appendix (B.), p. 4.

‡ Appendix (A.), Sessional Paper, No. 536.—II., p. 3.

§ Appendix (C.), p. 6.

|| Appendix (D.), p. 9.

ment, in requiring such a pledge, which in some cases will be faithfully redeemed, does all that lies in its power to insure proper protection for those young females who are through its agency removed from their native home and natural guardians. It is not in character for young women of virtue and prudence to agree to undertake such a voyage, unless assured of such protection; and, therefore, in proportion as the introduction of females of that class is desirable, it must be expedient to maintain the spirit of that regulation. Your Committee design only to notice that near relatives may, in the absence of the parents, supply a very safe and becoming protection; while the circumstance of either relatives or parents having themselves passed the age to which the bounties are confined does not furnish ground for thinking that they must be inadequate guardians for a young female, but in many respects the contrary conclusion would be more reasonable. In this respect, therefore, your Committee are of opinion some modification of the terms or of the execution of the order of 25th September 1837 would be desirable. The first principle would appear to be, that the colony should not hesitate to pay the bounty for every individual who in his or her own person unites the qualifications which, in framing the Government regulations, it was assumed would afford a recompense for the cost incurred in providing a free passage.

A subject of prominent interest has been of course the inquiry as to the comparative cheapness and efficiency of the two modes which have been adopted for the introduction of emigrants. The first of these consists in the hire of ships, on the part of Government, for the conveyance of families or single persons selected by agents in the public employ, and placed during the voyage under the superintendence of surgeons of the Royal Navy. The other mode is that of granting bounties, according to a fixed scale, for such emigrants as on their arrival here may give satisfactory proof that they are within certain limited ages, and that with regard to character and the nature of their occupations they correspond with the published regulations. The bounties are affirmed to be, and it is believed are, sufficiently high to afford a due provision for the welfare of the passengers on the voyage, and a reasonable profit to those by whom the vessels for such adventures are affreighted. In proceeding to compare the expenses incurred by the colony by these respective modes of introducing emigrants, your Committee are of opinion, so far as the returns before them enable them to judge, that the advantage in point of expense preponderates very considerably in favour of the bounty system. They have before them an official return of the expenses attending the outfit and voyage of one Government ship, the "Magistrate."* This vessel appears to have been as judiciously and successfully provided and brought to her destination as any in the management of which the Government agents have been employed, yet from the official statement it appears that the expense of introducing the same number of emigrants under the bounty system would have been considerably less. The notice of this fact has induced your Committee to extend the comparison still farther. They have prepared and inserted in the Appendix† a table showing the expenses incurred in the outfit and victualling of 11 Government emigration ships, from 1st January 1837 to 30th June 1838; showing the numbers of adults, children and infants embarked and landed, with the total cost. Combined with this is a statement of what the cost would have been in conveying the same individuals to the colony under the bounty system, and the result arrived at shows that upon the latter principle the saving to the colony would have exceeded 10,000*l.* on the introduction of 3,033 persons.

Your Committee are aware that other elements than the mere expense must be taken into the account before it can be possible to arrive at a fair conclusion as to the comparative recommendations of the two systems. Upon the closest investigation, however, nothing has been presented to them by which they have been satisfied that the health, comfort, security or morals of the passengers by ships freighted on account of Government are provided for in so superior a degree as to account for the marked difference of expense. The chief superiority on the part of the Government ships appears to arise from the employment of surgeons of the Royal Navy in their superintendence. These gentlemen, from their nautical experience and habits of discipline and command, must enjoy great advantages in providing for the emergencies of such a voyage, and in maintaining due control over a mass of persons unaccustomed to the sea, and exposed to all the irritating and incommodious circumstances inseparable from their confined position. The naval surgeons have also great discretionary power in selecting the emigrants for admission on board the ships chartered by Government; and their thus acting upon the responsibility of their professional character must afford a very strong guarantee that their proceedings will be faithfully directed for the welfare of the colony. Your Committee also deem it an act of justice to observe, that in the case of all the naval surgeons who have been examined before them, and of others of whose management in charge of emigrants they have received accounts, there is every reason to acknowledge that the duties of their employment have been discharged with a degree of zeal and diligence which entitles them to the highest approbation. On the other hand, it should be observed, that vessels under this skilful treatment have not performed the voyage in all instances without the occurrence of disease, and among the children especially a considerable loss of life. The same casualties have befallen ships on the bounty system; and it would be difficult, perhaps unjust, to say whether the greater number of such cases have happened on board one or the other description of ships. Your Committee, forming their judgment according to the evidence, are inclined to think, that some alterations for the improvement

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* Appendix (E.), p. 13.

† Appendix (F.), p. 14.

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improvement of ventilation, the promotion of cleanliness, and the more effectual separation of the sick, might be introduced on board the ships under the bounty system, which, if pointed out by competent authority, the self-interest of the owners of such ships, independently of higher considerations, would induce them to adopt.

It is a necessary consequence of the conditions under which they engage in such adventures, that they must for their own sakes be anxious to adopt every resource that is practicable for preserving the health of their passengers, inasmuch as they can claim the bounty for such of them only as are landed alive. It must be no less obvious that the private ship-owner has the strongest inducement to admit such emigrants only as in their moral and personal qualifications conform strictly to the Government regulations. Those emigrants, he is well aware, will be subject to the inspection of a board on their arrival; and should they be disapproved, the bounties are not paid. Consequently any adventurer in the speculation of bringing out emigrants for the bounties must be sensible that he is exposed to the risk of too severe a penalty not to make him employ due caution in selecting his complement. Instances of inattention in this respect cannot but be rare; and under any circumstances the colony cannot be made liable to pay for the passage of any, except such as upon a scrutiny shall be satisfactorily shown not to fall short of the prescribed standard. Your Committee sensibly feel that these are important safeguards and recommendations on the part of the bounty system. They advise therefore that the existing rate of encouragement should continue to be held out to parties who may be disposed to charter ships on their private account for the conveyance of emigrants; the latter being subject, as at present, on their arrival in the colony, to such inspection as may furnish proof of their having been suitably provided for and attended to during the voyage, and of their being such persons as according to the regulations are proper objects for the receipt of bounty.

Your Committee are not sufficiently provided with the means of information to be able to offer any satisfactory explanation of the causes which have occasioned the expense of emigration by the Government ships so far to exceed that which attends the bounty system. A rigid investigation of the question would lead to a disclosure of those causes, as it should also lead to a discontinuance of that excess of expenditure; otherwise there can be no hesitation as to the course which should be adopted to ensure the most advantageous application of the public funds. It has come to the knowledge of your Committee that Government stores are sent out upon freight in private ships, while there is sufficient vacant space on board their own emigration ships to convey such articles to the colony free of expense, and without interfering with the due accommodation of the emigrants. In this manner a reduction of expense would occur; and it can scarcely be doubted that other similar resources would present themselves if the subject were carefully investigated.

The occurrence of disease on board the emigration ships of either class, evinced by the number that have been placed in quarantine, has attracted the careful attention of your Committee. These occurrences appear to show that some additional regulations or precautions are still required to ensure the preservation of health among such numbers of passengers during so long a voyage. The questions to which your Committee's attention has been chiefly directed are the following:—Whether the number of passengers now allowed be not too great in proportion to the tonnage of the ship? Whether the supply of nutritious sustenance and of medical comforts, especially for the women and children, be sufficiently liberal? Whether the use of stoves for the dispersion of moisture between decks should not be in all cases enforced? Whether any restriction should be introduced as to the numbers and ages of children embarked, it being among them that the mortality has principally occurred? Whether ships with emigrants should be required to touch at some intermediate port? and, whether such as carry many children should be allowed to sail during those months in which unfavourable weather may be expected on the coast of England? These, and some other questions of the same nature, involve so many points of naval and medical experience, that your Committee do not feel competent to offer a decision upon them, but are anxious, for the sake of the interests of humanity, as well as for the credit of the colony, that they should be duly investigated, and defects, if any are detected, be diligently remedied.

In the course of their investigations a modification, as it may be termed, of the practices now prevailing, has been brought under notice of your Committee, and favourably recommended. It is deemed advisable by many persons well versed in such affairs, that instead of the conveyance of emigrants being effected, as it at present generally is, by ships appropriated exclusively to their accommodation, it would be preferable that limited numbers should be embarked on board general merchant ships, which, with a view to give room for a small proportion of passengers, might be induced to sail with lighter cargoes of goods. It does not appear that there is in the present regulations any thing to prohibit or discourage such a proceeding. Your Committee therefore can but express a wish, as the practice itself appears to be attended with advantages, that measures should be adopted to remind the masters of merchantmen trading to this port, that upon obtaining the necessary authority they are entitled to the bounties for emigrants thus introduced into the colony, if the same shall be found eligible under the regulations. It is strongly in favour of the expediency of encouraging the practice here spoken of, that it is likely to contribute to the prevention of disease among emigrants, which arises generally from the over-crowded state of the vessels. At the same time, the limitation of numbers would facilitate the immigration of young and respectable females, who may naturally feel indisposed to the more extended and promiscuous association which they must encounter on board emigration ships properly so called.

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Another suggestion, which they consider deserving attention, relates to juvenile immigration; upon which subject they annex a paper,* submitted to them by J. D. Pinnock, Esq., the resident immigration agent. It has been represented, that in different unions under the poor laws, there are in many parts of England great numbers of boys and girls, from 12 to 15 years of age, of whom it is found difficult to dispose beneficially at home, and who, with their own free consent, might be induced to emigrate in considerable numbers to this colony, where industrious boys and girls of the ages above mentioned might readily obtain employment, and their services be occupied with advantage to them and to the public. The information which has reached your Committee upon this subject is not sufficiently explicit or matured to enable them to offer any decided opinion as to the advantages of the proposal, or any suggestions as to the mode in which, if determined upon, it might be most advantageously carried into effect. They anxiously hope that it may receive closer attention; and on the first consideration no serious obstacle presents itself to them, except the risks to which females of that age might be exposed if on their arrival they should fail of obtaining immediate and respectable employment. Cases of that nature must undoubtedly be expected to occur, and would require to be provided against by the establishment of an asylum in which such females might receive protection until settled in suitable services. It is not too much to expect that an institution, designed for so important and praiseworthy a purpose, might be intrusted for its support and management to the charitable disposition of the community.

This appears to be the suitable place for introducing a remark upon the propriety of attempting to limit, on board emigrant ships of either class, the numbers of very young children, in proportion to children of more advanced age and to adults. The objection to the practice of bringing out numerous families, including many mere infants, is twofold. There is, first, the danger of disease and suffering to which children under seven years of age appear to be liable from the voyage itself; and, secondly, the burden which is entailed upon settlers, who engage persons having such numerous families, both in conveying them to their destination and in maintaining them when there. Those children, it is very true, will in process of time become serviceable to the country, but at the present moment the necessity of supplying food for so many unproductive consumers presses heavily upon the employers, and would induce most persons, if they had any other resource, to decline entering into engagement with the parents of such a numerous offspring. If it be the burden of a large family experienced at home which can alone impel the labouring classes seriously to contemplate emigration to the colonies, it will certainly be preferable to obtain their services, even with the incumbrance now attached to them, rather than fail of them altogether. Your Committee, however, are persuaded that the general feeling is favourable to the introduction, if such can be obtained, of single men and women in equal proportions, or of young married couples not having more than one or two children, or of persons with large families of 10 years of age and upwards, when their labour may begin to be worth their support. It appears not difficult, by a slight variation of the scale of bounties, to discourage the embarkation of children under seven years of age, and contrariwise to hold out greater advantages to persons who are not incumbered with such numerous families. At the same time it must not be forgotten that the greatest caution is necessary in introducing any change, lest in attempting to diminish the proportion of children a check should be given to adult emigration, which, for the benefit of the colony, it is necessary to maintain upon almost any conditions.

There is a point very closely connected with the welfare of the emigrants under the bounty system, to which your Committee deem it necessary to invite attention. There is, it is well known, a distinction drawn as to the mode of treatment of such emigrants and of those by the Government ships on their respectively arriving in the colony. The latter are received into a place of security, and lodged and maintained at the public expense, during one month, or until they have suited themselves with employment. The emigrants under the bounty system do not enjoy that privilege, but are, immediately on landing from the ship, left to depend upon their own resources. Your Committee are satisfied, that, according to the original conception and intention of the bounty system, this distinction was reasonable, as the latter was understood to apply to such emigrants only as were actually sent for by some of the settlers, who would therefore be prepared to take them into their service immediately on their reaching the colony. But whatever may have been the original intention or practice, it subsists no longer. Individuals now arrive in great numbers under the bounty system who have entered into no pre-engagements, and consequently have no employer waiting their arrival, and ready to give them shelter and protection in a strange land. It is in evidence that such persons too often come on shore in a state of much destitution, and are exposed to great hazards in the course of their inquiries for employment. Circumstances having thus changed with regard to emigrants on the bounty system, your Committee can no longer discern any justifiable grounds for placing them, as to the advantages of their reception in the colony, upon any different footing from the emigrants by the Government ships. Each class has an equal claim to be maintained and protected at the charge of Government, until placed in a condition to earn their own support. The interval of a month, which is now conceded to emigrants by the Government ships, appears to be more extended than is necessary or advisable.

* Appendix (G.), p. 15.

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advisable. Your Committee would recommend its reduction by one half, which would still afford to diligent persons ample time to provide themselves with employment; and it might thus become practicable, without any increase of expense, to extend a similar indulgence to emigrants arriving under the bounty system.

To return, however, to the main question, which involves the consideration of what amount of funds it will be advantageous to devote to the service of immigration, and of the most desirable mode of providing them,—if it could be anticipated with certainty that the returns from the land fund would be sufficiently ample and regular to provide for the service of each year, the most simple, and probably in every point of view the best mode of proceeding, would be to apply them directly to the introduction of as many mechanics and labourers, with their families, as the amount disposable would admit of, and there was proved to be a demand for. There can be no doubt that such an extension of the employment of labour in the general service of the colony must cause the Crown lands, yet remaining unsold, to realize higher and constantly improving prices; and thus the very expenditure of the land fund in the manner here proposed would occasion it to be continually replenished. It is, however, a disputed point among persons whose opinions are entitled to the highest respect, whether the returns from the sale of land would prove so invariable from year to year as always to supply exactly the amount which it might be thought desirable at any particular time to devote to the promotion of immigration. Considerable doubt is also entertained whether it would be politically expedient, if it were possible, to force continually such extensive sales of land as would be necessary if, as is contemplated in this plan, the whole amount devoted to purposes of immigration must be raised within the year. Under the influence, probably, of such doubts, a design has been submitted to your Committee for accomplishing the intended purpose of introducing labour upon as extensive a scale as may be required, and also of securing a regular supply of the funds for that purpose, without having recourse to those immediate heavy sales of land which would be necessary under the other plan. The expedient proposed is that of raising money by loan, secured upon the unsold Crown lands, or, if they be deemed insufficient, upon the general revenues of the colony. The suggestion, it will be readily perceived, is not now for the first time offered; but the recommendations which it has been said to possess have induced your Committee to bestow upon it a very careful examination, both with respect to its practicability and its probable financial effects. It must, however, be premised, that whatever advantages may be proved to belong to such a proposition, its execution cannot be contemplated without the concurrence of the Home Government, and perhaps the authority of an Act of the British Parliament. In all the observations which they have to offer, your Committee, therefore, request it may be understood that they speak conditionally, and under a tacit assumption, that, if the measure be deemed worthy of adoption by the Governor and Council, the sanction and concurrence to which they now refer would not be withheld.

Taking for their guidance the opinion of persons best acquainted with the subject, your Committee cannot assume that the want of labour in the colony can be supplied by the introduction of a smaller number than 3,000 adult males every year. Allowance being made for an equality of females, and for the ordinary proportion of children, the actual annual introduction of emigrants is required to exceed 12,500 souls. Assuming for facility of calculation (although the rate is too high) that these would entail a charge, one with another, of 20*l.* per head, the introduction of 12,500 persons would cost the colony 250,000*l.* In order to afford the Council means of forming more readily a judgment upon the comparative recommendations of the two different plans which have been suggested,* your Committee subjoin to this report two detailed schemes for introducing into the colony 100,000 individuals at a charge, agreeably to the assumed rate of expense, of 2,000,000*l.* According to the first of these schemes, the surplus of the land fund applicable to immigration is taken at 90,000*l.* for the first year, and is supposed to increase nearly in the ratio of 10,000*l.* per annum. According to this arrangement the proposed number of immigrants would be attained, and the given sum expended, in fourteen years. According to the second scheme, the sum of 2,000,000*l.* would be raised by annual loans of 250,000*l.* during a period of eight years, at the expiration of which time the same number of 100,000 emigrants would have been introduced into the colony. Supposing that money could be raised in England upon the proposed security at five per cent., and that with a view to the redemption within a limited period of the debt thus incurred, a sinking fund of one per cent. for twenty-five years should be established, the rate of annual expenditure is exhibited in the appropriate column. The produce of the sinking fund, it is assumed, might be invested in the colony at ten per cent., and accumulating at that rate after the expiration of thirty-two years, the entire debt of 2,000,000*l.* would have been redeemed, with a surplus of about 160,000*l.* remaining to the credit of the colony. At the same time it appears, that in the shape of principal, interest and sinking fund, the sum actually drawn from the colony will have been 3,350,000*l.*, diminished by the before-mentioned surplus of 160,000*l.* or 3,190,000*l.* The question for determination, it appears to your Committee, is, whether, if the necessary sanction of Government were obtained, the balance of advantage in favour of this proposal is so great as to compensate for this additional expenditure of 1,190,000*l.* beyond the sum actually borrowed? On the one hand, there must be always some

* Appendix H., p. 17.

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some hazard attendant on a system of borrowing; and very naturally the establishment of a public debt appears *prima facie* objectionable. On the other hand, it may be urged, that it is one thing to borrow indefinitely upon the credit of the general resources of a country, but altogether a different thing to borrow a fixed sum upon the credit of real property which is known to be of much more than commensurate value. It is one thing to borrow for the military or political service of a nation, from which no direct return of wealth is to be derived; but a widely different thing to borrow for the purpose of expenditure upon territorial improvements, wherein every pound that is expended must almost unavoidably be returned with ample increase. With regard to the excess of charge (amounting as has been shown to 1,190,000*l.*) which will be occasioned by having recourse to a system of loans, it should be observed that the debt itself may produce the means of its own extinction. By means of borrowing, the entire number of 100,000 persons may be introduced into the colony during the time which, upon the opposite system, would be required to bring in half that number; and it may be reasonably thought that the accelerated introduction into the colony of 50,000 additional inhabitants will in itself afford compensation for the additional expense. But there is a suggestion which, if it prove to be in reality as well founded as it now is in appearance reasonable, would demonstrate that the increase of expense is no more than nominal. Upon reference to the table of calculations, it will be seen, that under the system of borrowing, the sum total to be raised in any one year for the purposes of immigration is much less than it must necessarily be under the other system; and that the latter allows, for raising 2,000,000*l.*, not above half the number of years within which the outlay of 3,350,000*l.* will be called for, according to the other plan. It is therefore by no means a groundless supposition, that, as the increased amount of labour will have been operative during the longer interval in enhancing the value of the Crown lands, the same number of acres may in the one case yield 3,190,000*l.* which would have produced no more than 2,000,000*l.* if brought prematurely to sale before the augmentation of value had occurred. Upon some such considerations as the foregoing it is probable that the proposal to raise a loan, according to the terms just stated, has received considerable public approbation and encouragement. In proof of the prevalence of that disposition, your Committee annex the copy of a letter* which has been addressed to them, giving the sanction and approbation of numerous persons of property and intelligence to the proposal in question. Your Committee are so well aware of the importance of that measure, regarded in all its consequences, that they would consider it an act of presumption on their part, either to pronounce a positive opinion favourable to its adoption, or to express a decided sentiment of disapprobation. It has appeared to them more decorous, and more likely to lead to the establishment of a sound and well-digested system, that the mode of proceeding should be left to the unbiassed discussion of the Council, and to await the decision which the public at large will unquestionably pronounce upon it. Your Committee, however, having anxiously deliberated upon one topic, are in so perfect accordance of sentiment with respect to it, that it might be deemed a culpable omission if they failed to express their opinion. The most formidable objection, as they conceive, to the reception of such measures as have been suggested, would arise from uncertainty prevailing as to the exact application to purposes of immigration of such sums as might be raised immediately from the sale of Crown lands, or by borrowing upon the credit of such sales. The want of labour is so serious an evil, and so universally interferes with the success and extension of the settler's operations, that there exists, as your Committee have had occasion to perceive, a general sensitiveness, as to the diversion to any other purposes whatever of any portion of the funds which it is understood should be devoted exclusively to promote immigration. Your Committee therefore recommend, with a view to remove injurious suspicions on this behalf, that a final determination should be made as to the actual charges which are to be cast upon the produce of the land revenue, and that an explicit assurance should be given of the appropriation of the entire surplus, after payment of such charges, to the sole purpose of introducing emigrants of a suitable character and description. In the event of any loan being raised, they further advise that *the gross produce* should be paid over to the fund for emigration, and made exclusively applicable to its particular object; and that, to prevent all jealousy as to the appropriation of too considerable a proportion of that produce to defray the expenses of management, those expenses should not be charged upon the funds arising from such a loan, but should be provided for annually, by a vote of council, out of the ordinary revenues of the colony.

There remains but one topic to which your Committee have to direct the attention of the Council, and with which they purpose to conclude their report. They would deem themselves culpably remiss, if, in recapitulating the various modes in which our system of immigration may be improved, and in suggesting measures to promote the welfare of the emigrants themselves, they omitted to bestow due attention upon the most important of all interests—that of religion. The Council will not fail to remember, that, in encouraging the transit of any part of the population of the United Kingdom to this colony, they are accessory to their removal from a situation in which few indeed, if they have the proper disposition, may not enjoy the benefit of religious instruction and communion. Not so among ourselves; these persons will be brought to a totally different state of circumstances, in which, ordinarily speaking,

* Appendix K., p. 18.

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speaking, they cannot enjoy that benefit, how much soever it may be desired by them. Your Committee have not felt it necessary to consume much time in inquiring into the state of the religious resources of the country, the fact of their deficiency being notorious to all observers. Its existence has been confirmed by every witness to whom a question relating to the subject has been addressed. Your Committee are sensible that to place hordes of people in the wilderness without any means of religious worship or education provided for them, and to trust to their voluntary efforts for supplying themselves with those blessings, would be tantamount to dooming them to the worst of evils—fanaticism or infidelity. It is impossible to believe that any permanent blessing could attend a society, the foundations of which shall have been thus laid. Your Committee are most anxious to impress upon the consideration of the Council, that the evils of deficient religious instruction, however aggravated, are not yet beyond remedy, but that a few years of inattention and neglect must lead to so confirmed a prevalence of irreligion, that no subsequent efforts could arrest the growth and continuance of the evil. All persons who are anxious for the welfare of this country, looking to the future advance of immigration as the great resource for promoting it, appear to agree in anticipating from the introduction of a new and virtuous population a great moral reformation in this community. But is it reasonable to expect the attainment of such an end if there be a neglect of the proper means to secure it? The emigrants, be they, on their first arrival here, as moral and religious a class of persons as are to be found upon the earth, cannot be expected to retain that desirable character, without some support or provision made for the continuance of the public exercise of religion. They must gradually sink down to that very low standard of morals, which it was among the chief purposes of bringing them to this country that they might help to elevate. Your Committee, therefore, in expressing their persuasion, that under the contemplated increase of its population the means of religious instruction in this colony are totally insufficient, declare their apprehension that the fruits of this deficiency, if it be permitted to continue, will manifest themselves in the growth of ignorance, and a lamentable decline in the public morals.

12 October 1838.

W. G. Australia, Chairman.

N.B.—The Appendix to the preceding Report forms a separate volume. *Vide* Parliamentary Paper, No. 536.—II.

—No. 10.—

(No. 124.)

COPY of a DESPATCH from the Marquess of *Normanby* to Governor
Sir George Gipps.

No. 10.
The Marquess of
Normanby to
Sir George Gipps,
13 August 1839.

10 August 1839.

Sir,
Downing-street, 13 August 1839.
WITH reference to your despatch, No. 177, of the 31st October last, enclosing the report of a Committee of Council on Emigration, I transmit for your information the copy of a report which I have received from the agent general for emigration, containing his observations on the various topics connected with his duties embraced in that document.

The important questions involved in these papers will not fail to receive every consideration, and to be decided upon before the time when it will be proper to prepare for the opening of the next season for emigration.

I have, &c.

(signed) *Normanby*.

Enclosure in No. 10.

Report on report
of Council, dated
October 1838, on
emigration.

Sir,
2, Middle Scotland-yard, 10 August 1839.
I HAVE the honour to return herewith the report of a Committee of Council of New South Wales on Emigration, dated the 12th of October 1838, which was transmitted to me by the Marquess of *Normanby*'s directions, together with the despatch from the Governor by which it was accompanied.

The appendix to the report has unfortunately not been forwarded to the Government. Seeing therefore that the opinion of Sir George Gipps was that the Government emigration should

should at any rate be continued on its existing footing during the year 1839, and that the same conclusion had been previously arrived at in this country, upon my report dated the 23d of April 1839, I thought it better for a time to suspend my reply to this communication, and to confine my attention to the practical measures for carrying into effect the emigration of the present season. But further despatches have since arrived without the expected documents, and I am unwilling any longer to delay offering some remarks upon a report proceeding from such high authority, and embracing so many views of importance.

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The report of the Council is divided into the two heads, of the number of emigrants which will be required in the colony, and the best manner of sending those emigrants out.

With regard to the numbers, I think it appears quite plain that there will be an ample field in all ordinary seasons for as many people as can be sent out by ordinary means. I will not deny that I feel it difficult to attach much faith to precise numerical calculations of the additional labouring people who will be required in the colony from year to year; and if those calculations be based, as I have sometimes seen them, upon a comparison of the increase of men with the fecundity of sheep, it may be apprehended that, whether we look to the natural progress of population, or to the practicable extent of importations from the most distant point on the globe, the result can hardly be otherwise than productive of disappointment. The main fact, however, appears, as I have already said, sufficiently certain; viz. that there will be sure employment at any, except very uncommon times, for as many people as common exertion can introduce; and this seems enough for all immediate practical purposes. The evidence offered to the Council on the present subject will doubtless be found, when received, to afford much information of interest on the condition of the colony generally.

Question of the
number of emi-
grants required
annually.

With respect to the best manner of effecting emigration by public aid, the committee's report may be considered under the two heads of their remarks upon the emigration under the direct management of Government, and the emigration in private ships, defrayed by a bounty upon each properly qualified person who is landed in the colony. Several of their suggestions on the former point are very judicious: but so many changes have taken place since the time when they wrote, that it might be unprofitable to dwell at any length on the details of their remarks upon the essays then making towards the establishment of the present system. What may be found more useful will be to review the manner in which that system has been successively modified, and I hope improved, and then to consider the bearing of those general modifications upon the particulars adverted to by the committee of Council.

Question of the
best mode of se-
lecting and sending
them out.

The first assisted emigration to New South Wales consisted chiefly of the female emigration, carried on under a charitable committee in London, which experiment, as you are aware, was eventually condemned. There was at the same time tried, a small emigration of labouring families, who were allowed first a loan, and afterwards a gift, in aid of the expense of their conveyance, but this part of the experiment also was pronounced to have failed.

Modes hitherto
tried.

The next mode of proceeding was suggested from the colony, and was to the effect that single women should no longer be taken out in separate ships, but that experienced surgeons of the navy should be employed, each to select his own party of married people and their connexions, and to provide shipping for them, and to take them out to the colony. The great object appears to have been to concentrate the responsibility as much as possible upon the individual who was to arrive in the colony with the emigrants. This was the system which I found in force when, upon my return from Canada in the middle of the year 1837, I was instructed to assume the superintendence of the agency for emigration generally, and at the same time to attend, as far as necessary, to the new Australian emigration.

Mode of imposing
the whole manage-
ment on the
surgeon super-
intendent of each
ship.

It very soon indeed became apparent that medical officers of the navy, valuable as I have at all times stated their services to be, could not reasonably, or with any advantage to the public, be called upon to conduct the hiring and victualling of ships. Sir Richard Bourke, to whom the first proposal of the plans by which emigration to New South Wales has been so largely increased is due, thought that the surgeons would have the resource of the transport departments of the Admiralty for the engagement of their ships, if they found themselves unequal to it; but at the out-ports the Admiralty has not establishments on foot available for the purpose. It became immediately requisite, therefore, that I should take upon myself to provide for the execution of this part of the duty; but in other respects I rigidly abstained from interfering, in England and Ireland, with the course of proceeding suggested from the colony, which seemed to promise so much benefit by fixing a special responsibility on the surgeon superintendent of each ship. Accidental circumstances placed Dr. Boyter at once in the position of a permanent agent in Scotland, from whence he filled three ships in 1837, subsequently to my appointment here; but every where else each surgeon had the entire selecting of the people for his own ship throughout the year 1837, and until after the first ships of 1838.

Unsuitableness of
that mode when
number of ships
was largely in-
creased.

I do not hesitate to say that this plan decidedly failed to produce the advantages that were expected. Amongst the vessels that were filled by their own surgeons are to be sought those of the Government ships, which contained the largest number of young children, those of which the mortality was the greatest, and those, moreover, for which the expense of agency was by far the highest; this may be verified, if wished, from some statistical returns just prepared for Parliament. Having found that a board of officers in the colony has

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lately shown a disposition to recommend a recurrence to the former practice in this respect, I have thought it indispensable to state these facts, though without the least wish to cast any imputation on the gentlemen who discharged the duty of superintendent at that time, or to impugn the view on this subject originated in the colony. If only three or four ships had gone out in a year, as used to be the case, it might have been desirable that they should be filled by three or four of the ablest of the naval surgeons who had visited New South Wales, selected by the colonial government for their talents and competency. But it is necessary to observe that this department extended the Government emigration to New South Wales, within a very short period, from 800 persons in the year to nearly 7,000; that it augmented the number of ships employed in their conveyance from four to four-and-twenty; and that thus, in the next season after my appointment, I had the gratification of seeing the number of people sent out by this office amount to two-thirds of the whole emigration to Sydney, in a year in which the emigration to that place alone had been increased to double the extent ever known before to all the Australian settlements together. The greatest number ever known before to all the Australian settlements was 5,000 within one year; in 1838, the number of people who sailed for these countries generally was 15,000, of whom 10,900 were destined to Sydney, and 6,500 of the latter collected and embarked exclusively by this department. It can hardly be surprising that an increase so great, and by no means foreseen, should have been found to require a different machinery from the more limited emigration previously known to New South Wales.

Mode of selecting
by resident officers
at home; and of
undertaking a larger
share of duty at the
Agent General's
Office.

Dr. Inches and Dr. Hall were accordingly appointed, in March and July 1838, to discharge the same functions of permanent selecting officers in England and Ireland, subject to the orders of this office, which had already been allotted in Scotland to Dr. Boyter; the surgeons superintendent were confined to the duty of taking the people out; and from this time a more direct control and responsibility must be considered to have devolved upon the principal emigration office.

Improvements
since that time.

It remains to recapitulate some of the leading attempts which were thereupon made to systematize and improve the methods of proceeding.

Regulations for
the home service
remodelled.

One of the first steps was to revise and publish anew the regulations under which emigrants were selected, adding two or three clauses which, by the mere operation of general rules, and independently of the judgment which the officers were directed to exercise on individual cases, rendered certain a reduction in the number of young children.

Instructions to
selecting officers.

Very full instructions were addressed to Dr. Hall, of which, as they may serve to throw light on the principles on which the selecting branch of the service is conducted, the substance is annexed to this letter. Similar principles for their guidance were communicated to the other officers employed in the same manner.

Revision of the
scales of medicines,
provisions and
stores.

The notion that had prevailed of throwing the whole management and responsibility upon the surgeon of each ship, obstructed in one way the improvements that were aimed at in this country, for it had led to some neglect of the agent general's office, and to its being left without a regular supply of those reports from the several surgeons superintendent, which would have been so valuable in reviewing the various details of the business. This evil, I may observe in passing, has been effectually guarded against for the future. In the mean while, however, some of those officers had written home very sensible and useful letters; amendments also naturally suggested themselves in the progress of the business at home. Without entering upon frequent changes of detail in the middle of the season, which must have been productive of confusion, the course which it seemed to me best to adopt was to note every apparently reasonable suggestion that reached me from any quarter, or that offered itself to my own observation; and at the close of the year I requested the three selecting officers from the different divisions of the United Kingdom to assemble and form a board with myself for the consideration of every point of the service which had in any manner come into consideration. The scale of medicines was revised; the dietary was minutely scrutinized and reformed; every article of the supplies to the emigrants for their own use, such as bedding, eating utensils, &c., was separately examined, and the quality and quantity to be allowed for the future settled.

Regulations
established for the
emigrants at sea.

I was enabled to draw some advantage from our misfortunes; for the "Asia" having put into Plymouth in difficulties, I found it advisable, on visiting her, to frame a set of regulations for the internal discipline of the ship, which has subsequently been established, with a few modifications, as a standing code to be observed on board all Government emigrant ships. These regulations promised to work well, as far as I could ascertain, in the ships that have sailed since their establishment, and they appear to have given satisfaction to the surgeons placed in charge. I observe that the substance of them has been adopted into some of the private ships which are sent out to Sydney with passengers upon bounty.

A code of instruc-
tions for the sur-
geons superinten-
dent.

But the change from which I am the most induced to hope some advantage in the conduct of Government emigration, is the use of the volume of instructions that has been drawn up and printed for the guidance of the surgeons superintendent of the ships. No distinct epitome of their duties existed before. They have now a manual, which will supply them with rules of action at each successive stage of their employment, and which affords them a view of the principle and object of each of the arrangements on board. This document must avail, I trust, to impress a useful steadiness and uniformity upon the service, and at the same time to ensure every surgeon's having the benefit of the hints and the warnings derivable from the collective experience of all, as deposited in the central office.

The hire and

In the present summer a complete remodelling has been accomplished in the mode of engaging

engaging and supplying ships at the out-ports, into which, however, it would be out of place to enter further in this communication. equipment of ships under emigration office newly regulated.

It would be difficult yet to pronounce the effect of these several measures, for most of them could not be brought into operation until 1839, which year, I will add, is the first that I think will afford any fair test of the operation of a business so extensive and so suddenly created.

One effect, however, which can be stated now, is that the revision of the dietary at the close of 1838 has been productive of a saving in that branch of expense, without any diminution, and in some instances with an increase, of the more nutritive and palatable articles of food. And in regard to the number of young children, the result of part of the earlier of the measures above described has been so remarkable that I must beg permission shortly to mention them. It will be borne in mind that the worst class of children for purposes of emigration are those under seven years, as they are found to be the class most liable to sickness and mortality during the voyage, and of course are those also of the passengers who will be the longest before they become useful in the colony; the children between seven and fourteen are by no means so objectionable, for many of them are soon serviceable in the colony, and their health does not suffer like the others. Having made this preliminary remark, I would request attention to the following statement of the average numbers per cent. of adults, children between seven and fourteen, and children under seven, embarked in the ships sent out by Government in the years 1837, in 1838 and 1839. Effect of these changes.

	Adults.	Children over Seven.	Children under Seven.
1837 - - - - -	51	15	34
1838 - 1st six ships - - - - -	55	16	29
— - 2d ditto - - - - -	56	18	26
— - 3d ditto - - - - -	58	21	21
— - 4th ditto - - - - -	62	20	18
1839 - 1st six ships - - - - -	68	20	12

Thus it appears that the proportion of adults in 100 passengers has been increased from 50 to 70, and that the number of the youngest class of children, which is the class that is chiefly objectionable, has been reduced from 34 per cent. to 12 per cent., or from more than one-third to less than an eighth of the whole number; and further, that this change has not been sudden or accidental, or liable to reverses, but that from the beginning up to the present moment, and in both the particulars referred to, there has been one unceasing progress of improvement.

I am very far indeed from wishing to claim a peculiar merit for any of the measures detailed in the preceding recapitulation. The result, I am aware, is the test that must be looked to; and if the system does not succeed in practice, or if another is proved, upon sufficient experience, likely to be more advantageous, no means that had been taken for the improvement of one plan could constitute a reason for continuing it to the exclusion of a better. The history of emigration to the colony certainly does afford some striking examples that it might be advisable not to condemn any undertaking of so much extent too speedily. It has not been my wish, however, as I have already said, to advocate any one system in particular in the preceding remarks. But what I confess I have felt some solicitude to show, for I know how liable it is, and perhaps not unnaturally, to be doubted in distant societies, is, that there has been no want of laborious and anxious endeavours to do justice to the present experiment,—that whatever may be the event (which I think still remains to be seen), the pains to try at least to give this method of emigration the successive improvements of which it seemed susceptible have not been spared.

After the foregoing review of the general measures pursued on the Government emigration to New South Wales, I now turn to some of the particulars more especially pointed to by the Committee of Council, whose observations, I may perhaps be permitted to add, are throughout characterized by great moderation and caution, and considerateness for those engaged in the practical execution of the service. Details of the Council's remarks.

The Committee advert to the expenses, compared with the expenses of emigrants introduced on bounty. Expense.

I have not the means of entering into an examination of the calculations made on that subject. I may observe, however, that the greater part of the ships which the Committee had before them sailed at the time when each was filled by her own surgeon, according to the plan proposed from the colony, and that the expense of agency was much higher by that mode than afterwards, though the subsequent rise of freights may have countervailed the saving.

My own impression is, that it would be advisable in another season to try, in the river, the plan which has been suggested of making contracts with private ship-owners for the conveyance of the emigrants at a rate per head; but at the out-ports, where the practice has been less known, there might be found reasons for adhering to the present course of fitting out and victualling the ships under this office.

I have long been endeavouring to introduce into the service a proportion of private surgeons, some of them brought in for the first voyage as assistant-surgeons, for the sake of the training; and this, I trust, will lead to a future saving in the charges of superintendence.

One point I would wish to state before quitting the subject of expense. The charge to the New South Wales land fund of my own department in Middle Scotland Yard, including the portion of salary which I derive from the land fund myself, and all other salaries, emolu-

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Reduction of num-
ber of children.Further questions
thrown out by the
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whole number of
passengers.

Dietary.

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Stoves.

ments and contingencies of this establishment payable from the same source, amounted in the year 1838,—during which the whole of the general measures above recapitulated were settled here, and an expenditure of upwards of 80,000*l.* at home was regulated and audited within the walls of this office, independently of a balance of more than 30,000*l.* contracted for in this country, though left to be paid after arrival,—the total charge of the department to the colony for the period in which those services were rendered amounted to 667*l.* 1*s.* 5*d.* This is a fact which I think I may venture to leave to speak for itself. The particulars appear in a return that has been prepared for Parliament.

The Committee very judiciously suggest an endeavour to reduce the proportion of young children. On this point I need not add any thing to what I have said before.

The Committee further throw out the following questions:—Whether the number of passengers used to be too great in proportion to the tonnage? Whether the dietary for women and children should be modified? Whether touching at an intermediate port ought to be made compulsory? and, Whether the vessels should be restricted from sailing during the months in which unfavourable weather may be expected on the coast of England?

The first question renders it necessary that I should advert to a defect in the enforcement of the Passengers Act, which used to prevail until I commenced my present duties. Up to the spring of 1837 it had been the custom, for what reason I know not, to regulate the number of emigrants under the Passengers Act in proportion only to the tonnage, instead of in proportion also to the superficial extent of the lower deck, which latter check is decidedly established by law, in concurrence with the other. Now the appointed rate of tonnage is uniform for all parts of the globe, while the rate of the superficial measurement varies with the length of the voyage. In ships going to North America the proportion is only ten superficial feet to each adult, which often pretty nearly coincides with the limit by tonnage; but in ships which have to cross the Line, the space prescribed is no less than fifteen feet for each adult, which operates much more strictly than the other check, and constitutes a greater advantage to the passengers. From the time of my having the honour to enter on this office I have insisted on the due observance of the latter rule in vessels bound to Australia; and the benefit of this does not extend only to persons going by Government ships (which I think it my duty to require to conform to the provisions of this Act, though it has been doubted whether they are not legally exempt), but also to the passengers by all private vessels as well, for the same rule is enforced in all by the resident emigrant agents at the principal ports. No one doubts, I believe, that with the proper allowance of fifteen feet per adult the most ample space is given for the passengers on this voyage.

The dietary has been repeatedly a subject of reconsideration. It was originally settled for the Government emigrant ships, at the beginning of 1837, by one of the naval surgeons deputed from the colony, whose scheme was submitted to the physician-general of the navy for approval. In January 1838 it was modified, with the advice of the physician-general of the navy, to meet the case of the greater number of young children and mothers necessarily comprised in ships which were for the first time exclusively devoted to the conveyance of married people and their families. It was revised again, as I have already explained, at the close of 1838. I am aware that a recent board of officers has suggested the establishment of an entirely distinct dietary for the youngest class of children (though they have not proposed the details), and I have sometimes been inclined to think that such an arrangement might be advantageous; but it is one for which there is not, as far as I am informed, any precedent, and it is by no means so simple as might at first sight appear; for as the people are fed in messes, and not separately, a rate of allowance to adults which has proved sufficient and healthy when the old and the young partake of the same general scale together, might be found quite inadequate and unsuitable when the children's ration was made to consist of a totally different description of food; in altering one part of the scale, therefore, every other part would probably require to be reconsidered.

I may perhaps be permitted to observe here, that the business of touching the dietary, though it has by no means been shrunk from when necessary, involves far greater hazards and responsibilities than might be anticipated by persons not familiar with the consideration of the subject. Partial suggestions are often received from detached officers, which, even if good in themselves, would be quite inadmissible without a remodelling of the entire scheme of victualling. In order to provide for such cases, the course adopted at this office last year, as I have mentioned, was to collect all such proposals, and give a general consideration to the whole at the end of a season. And I have now furnished each surgeon superintendent with a very short and simple form of return, so framed as to exhibit at one view his impression, after experience, respecting each separate item of the dietary, and each article in the supplies of stores; and as soon as there shall have been time for the receipt of these returns from the officers employed in the course of 1839, I trust there will be such a body of information collected as will afford the means of efficient and well-grounded improvements in those points which are found to require alteration.

With regard to touching, it will be found that an opinion is intimated in the instructions to surgeons superintendent in favour of that course, more especially if the ship has been long in accomplishing the first part of the voyage; but as several of the most successful and experienced of these officers expressed themselves averse to it as a fixed rule, and moreover some of the healthiest of the ships had gone out without touching, I did not think it advisable to make the direction imperative. The terms of the present instructions will be quite enough materially to enhance a surgeon's responsibility, if, after omitting without some sufficient reason to call at an intermediate port, he brings in his people in bad health.

The Council advert to the advantage of enforcing an employment of stoves for the dispersion

persion of moisture. No Government ship sails without swing-stoves on board, and the surgeon is ordered to make a proper and frequent use of them.

It is unquestionably desirable not to sail during the season at which the people would be most exposed to bad weather in the Channel. The rule which it has from the beginning of this year been proposed to aim at in this respect, though a perfect punctuality may not be attainable, is not to sail earlier than the end of March, or later than the end of October. Season for sailing.

The time during which the emigrants ought to be lodged and subsisted at the public expense after arrival is adverted to by the Committee, who think that a fortnight would be long enough. I should be inclined to think the same; but this is entirely a matter for regulation by the colonial authorities, who must be better enabled to form a judgment upon it than any one here; and I need only state that no pledge whatever is made upon the subject before the people leave this country. Period of maintenance at the public expense after arrival.

With regard to juvenile emigration, I have so often had occasion to point out the objections to it, and those objections have latterly become so well known in this country, that I need not detain Lord Normanby with any remarks on the proposal submitted to the Council upon that subject. The resident agent's proposal of a juvenile emigration.

From these observations of the Committee of Council on the detail of the service, it remains to turn to some suggestions made by the governor on the same subject. He suggests that, with a view to somewhat diminishing the expense, all stores of a suitable description going out for the use of the colonial government should be sent in the public emigrant ships; and further, that persons whose passages in the cabin are to be defrayed out of colonial funds should be ordered to embark in them. Details remarked upon by the Governor.

With regard to the former point, I have already offered my recommendation that Lord Normanby should cause the necessary steps to be taken for complying with the Governor's suggestion. Freight.

It has always been my endeavour, on other grounds besides economy, to obtain the presence of clergymen as cabin passengers, when I have been aware that any were proceeding to New South Wales under the sanction of Government; and I would suggest, with a view of further attending to the Governor's recommendation, that it would be desirable to give me official notice from the colonial department when gentlemen are appointed to go out to the colony in this capacity. I am not aware that there is any other class of cabin passengers whose expenses are defrayed by the colonial government. Cabin passengers.

But with regard to cabin passengers generally, of whom the admission is not recommended by the Governor, but has, I understand, been subsequently suggested in the colony, I must take this opportunity of observing, that I do not believe any moderate number would sensibly affect the general cost of the vessels, while in every other point of view I apprehend they would be a very undesirable addition to an emigrant ship. They would occupy parts of the ship which are better appropriated to the air and exercise of the people for whom the vessel is principally engaged; their luggage would fill up space in the hold, which otherwise is available for a more liberal supply of water and for the chests of the poor people; and as to the discipline, my own persuasion is that they might be productive of much evil, and are very little likely to do any good. The great majority of cabin passengers pay no attention at all to the steerage passengers. With respect to the few who adopt a different course, the risk would remain to be run, whether they fortunately happened to be men of a judicious benevolence, or whether their activity should rather spring from a spirit of rash interference, which it is obvious might be most seriously prejudicial to the important, but delicate, bond of the surgeon superintendent's authority over a large body of people, free from any legal powers of control. The present practice is steadily to resist the admission of cabin passengers, except sometimes friends or connexions of the surgeon superintendent himself, vouched for by him, who are not likely to obstruct his measures for the general welfare.

I have now gone through all the remarks which are noticed in these documents, bearing upon the ships sent out under the direct authority of Government; and at the present stage of a communication which has extended to so much length, I would gladly refrain from enlarging upon any further topics; but I feel that I could not with propriety omit offering some remarks on the subject of the emigration on bounty, which is alluded to in the report of Council, and the despatch accompanying it. Bounty system.

That the emigration on bounty has been a very useful addition to that carried on in Government ships I have no doubt. In fact it might be said that while the demand in the colony continued so great, and the disposition in this country to go to it so extensive, the more channels that were open the better; and if it could be shown that as large a number of people upon the whole, and of an equally eligible description, were likely to be sent out in this manner as by the Government vessels, at a smaller expense, there would of course be established sufficient grounds for preferring this method to the entire exclusion of the other.

There are some considerations, however, which would appear worthy of attention before adopting so wide a conclusion.

If the bounty were to be made the only source of furnishing the colony with its whole supply of emigrants, it would remain to be seen whether so much greater a number of people could be procured by the private ships of as good a quality as hitherto.

The effect too of withdrawing the concurrent progress, and, if I may so express it, the competition, of the Government selections and shipping arrangements, would remain to be ascertained.

And in case of the universal establishment of the bounty system, it could not be expected that any class of persons (unless disqualified by age or other circumstances, which would

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render them at any rate no acquisition) would continue to pay for steerage passages by their own means, after it had become generally known that a ship-owner had only to show a man to be of probably useful and respectable character in order to obtain the value of his conveyance. I do not know at what amount this inconvenience may be estimated, but the tendency of the change would certainly be, that with trifling exceptions, the whole emigration to the colony of people below the degree of cabin passengers should be carried on at the public expense.

These I merely throw out as points deserving to be considered before the bounty system should be made the only mode of supplying emigrants to the colony. There are some further difficulties to be noticed relating to the manner of carrying the system into effect.

The original invention of the plan, as you are aware, was, that private proprietors in the colony should be enabled to introduce labourers free of charge, by submitting a description of them to the Government at Sydney, and obtaining permission to bring them out with a claim to a certain bounty, payable upon the landing of the parties; but it appears that, in point of fact, proprietors did not enter into this detail and trouble. The real practice soon became, as far as I can collect, that the correspondents of some extensive ship-owner in England should apply at Sydney for large orders, without any particular proprietors requiring the labour, and that the ship-owner should then send out the numbers sanctioned, trusting to the general fitness of the people for enabling him to obtain the bounty.

The change was very natural, and perhaps indispensable to the success of the scheme; for it could hardly be supposed that it would have been worked to any extent by the private exertions of proprietors resident so far off as New South Wales. But both the Committee of Council and the Governor concur in the expression of an opinion, that the bounty having ceased to be a boon to individual proprietors, and become a privilege of the ship-owner, measures should be taken for putting an end to the forms belonging to the original but discarded idea of the system, and for throwing the business effectually open to the shipping trade at large, which cannot be said to have been hitherto done. This is an opinion from which there can hardly be a dissent. The difficulties in the way of giving it effect, however, are greater than might at first sight be conceived. What appears to be proposed by the Committee and by the Governor is simply, that instead of continuing to confine the whole management of the business to the colony, it should be transferred to England, where the ship-owners reside, and licenses be granted to them here for taking out the people on bounty.

Some sort of license would of course be required, in order to prevent the emigration on bounty from outrunning the funds for its payment, and this part of the business would be sufficiently easy. It would only be necessary that a communication should be despatched from the colony every year in time to arrive in this country before the 1st of January, declaring the estimated amount applicable to bounties in the ensuing year in England, and stating the opinion of the proper authorities whether the corresponding number of people could be conveniently received and find profitable employment.

But what is to regulate the extent of the license to be granted to each ship-owner? I do not know whether it is expected that there should be by means of the license any check in regard to character, but I would submit that it would be quite impracticable. It would be due, in justice to any individual charged with the duty of distributing these licenses, that this point should be clearly understood. No public officer could upon any sound principle be called upon to discriminate in the distribution of an expected source of pecuniary profit, between the abilities and the general character of private merchants; and the colony must be content to take its chance of the average skill, competence and pains which the shipping trade at large would be able to afford to the business of selecting people for its use, and taking them out. If indeed it could be supposed that any person of notoriously bad character would be likely to offer himself as an applicant for such a purpose as the present, there might be a moral support which would enable a public functionary to refuse him. But the only reasonable expectation is, that all the parties who would apply would be in the fair and creditable discharge of business; and there can be no doubt, I think, that many more emigrants would be so applied for than there would be funds to carry; and the question therefore recurs, what is to be the test to regulate the choice between conflicting applications?

Should parties be required to tender for different rates of bounty, and be preferred according to the lowness of the rate per head at which they offered to procure and send out eligible emigrants? The principle of this mode of meeting the difficulty is one that was loudly and generally condemned in the colony two years ago, and will hardly be denied to be abundantly hazardous.

Another mode that occurred to me was that there should not be general licenses granted to any specified ship-owner by name, but that every ship, as she entered at the Custom-house for the voyage, might be applied for separately, and leave be granted for her to take passengers on bounty. One evil in this method would be, that ship-owners desirous of the present kind of business would have a motive, foreseeing the probable exhaustion of the funds before the year could be nearly over, to force forward every ship they could make available, and thus crowd all the emigration into the commencement of the season, to the inconvenience of the colony and probable detriment of the parties taken out. But another objection, which appears to me of still greater consequence, is, that I cannot suppose that any person would be able to make efficient arrangements for collecting and embarking eligible people on a large scale, unless he had far longer notice beforehand than could be afforded by waiting till each ship, in its turn, was actually in the port, ready to start for the colony.

colony. It would, I should think, be a ground of complaint amongst persons of activity and intelligence taking a part in this business, if they were kept in the dark as to whether or not they would be allowed bounty for passengers, to whom they were obliged to pledge themselves, or at any rate to employ agents in treating with them, until the very moment when the ship they proposed for their conveyance could be brought forward for despatch; yet they must be refused any pledge whatever beforehand, or else the principle of the question now under consideration falls to the ground. The license would no longer be given to a ship at a time, but to the ship-owner for ships prospectively; all would wish the prospective licenses; and the original difficulty would recur, viz. what is to decide between the competing applications?

Yet upon the whole I believe that it would be by some modification of this last expedient, of according the privilege to successive ships, that the plan of granting bounty licenses in England would have to be carried into effect. It would require a considerable adjustment of detail, both in order to make some reasonable conditions for the efficiency of the ship, and also to preclude all doubts of impartiality in the distribution of the benefit. A few plain rules ought, I think, to be laid down for the former purpose. But the main security would have to remain as it is now, that only those who are landed alive, and appear to have been properly brought out, are to constitute a valid claim to bounty.

Upon this species of security, I observe that the greatest reliance appears to be placed in the colony, and I presume therefore that no difficulty has been experienced in enforcing it with the necessary degree of vigour. When a larger number of persons are brought into the business, and a variety of capitalists shall embark in the undertaking on the credit of the public expectations held out by the colonial government, it can only be hoped that this check may equally be found available without exciting such complaints in doubtful cases, and such appeals to the good faith of the colony, as may compel its efficiency to be materially relaxed. This is part of the experiment that will remain to be tried.

I have offered the foregoing remarks upon the bounty, by no means in any spirit of upholding one scheme against another, for of course the single object to be considered is what course of proceeding is the best for the public, but because I could not without a neglect of duty omit to state the difficulties which appeared to me to surround the subject; and I shall be very glad if the mention I have thus been led to make of them should enable those who may be friendly to the scheme, to point out the means by which they can best be obviated in any remodelling or extension of this kind of emigration.

With regard to the Government emigration, I have explained my reasons for thinking that the first year which can afford any fair test of it as to general efficiency is the year 1839.

I will only say, in conclusion, that there are not wanting other resources, which, if neither one nor the other of the existing plans were upon sufficient experience found satisfactory, might I apprehend be rendered available for keeping up a large share of the general emigration to New South Wales; but it is unnecessary to enter upon the subject now.

I have, &c.

T. F. Elliot.

EXTRACT OF INSTRUCTIONS to Dr. Hall, R. N., Selecting Surgeon for *Ireland*, dated
27th July 1838.

WITH respect to the kind of people to be selected, the views to be entertained on the subject are so frankly stated in the printed notices of this date which I enclose, and I have so fully explained myself in conversation with you, that comparatively little requires to be said here. You will observe that the great object, with due regard to the health and qualification of the parents, is to keep down the number of young children under seven years of age, and to avoid, as far as possible, taking any who are younger than three years. Knowing the necessity of a discretion on these matters, and the plain expediency in some cases of waiving any single ground of exclusion, however strong, I have not attempted a prohibition of this class of children under three years of age; but I would request of you always to consider them as in themselves an objection requiring to be outweighed by some special inducement, and I hope that you will be able to restrain the number accepted within the limits of five to every hundred passengers.

The number of women likely to be confined during the voyage should be kept within moderate limits in making your selections. In some of the earlier ships last year no less than twelve births took place on board, and although we were very fortunate in the result of the cases, it is evident how various are the objections to a number of confinements on board of a crowded ship, and where the calls upon the time and care of the surgeon superintendent are at any rate so numerous.

For the principles applicable to the admission of single men and women, and to the preference to be given to applicants according to their age, and the description of their families, I would refer you to the printed notice of to-day, paragraphs sixteen to twenty-two, which you will take for your guide on these points.

You will pay particular attention to the subject of vaccination, which is adverted to in paragraph twenty-four of the notice. You will observe which of the candidates you accept, or of their children, have not the marks of the operation, and will enjoin them to get it performed; or if you find that you could command sufficient opportunities for the purpose, you will consider whether it would be of advantage that you should perform the operation yourself. I am not aware whether the National Vaccine Establishment has any branches

No. 10.
Marquess of
Normanby to
Sir George Gipps,
13 August 1839.

Enclosure.

in Ireland ; but if not, I would be ready, upon your application, to procure and transmit to you a supply of the lymph from hence.

In respect of clothing and baggage, you will govern yourself by paragraphs twenty-six to twenty-eight of the same printed notice, above referred to, which you will in fact consider to form your rule of proceeding on all the topics which it treats of.

I have placed you in possession, for your information and guidance, of a copy of the Passengers Act. You will observe, that besides limiting the number of passengers and crew combined to three persons for every five tons, it also requires that the number of passengers taken on board should not be greater than after the number of one for every fifteen superficial feet of the lower deck ; two children between seven and fourteen years of age, and three under seven, being reckoned as one passenger. You must strictly adhere to this regulation in computing the number of persons you can receive on board.

The chance of defaulters at the last moment has to be provided against.

One plan for this purpose which it might be convenient to adopt in all cases is, after you have completed the number for any particular ship, to enter a certain proportion of supernumeraries on your list, distinctly informing them that you have no room, and cannot promise them a passage, but that you note them in order to apprise them of any vacancies that may occur, if they are willing to have their addresses taken down on that chance.

It will also be in your discretion, if you think proper, after an opportunity of personal observation in Ireland, to exact a deposit of 1*l.* from each head of a family whom you accept, as a security for his being in earnest in his intention to embark, only observing that whatever course is taken in this respect with regard to one must be equally applied to all who emigrate by the same ship. I will in a separate communication acquaint you with my views on the rules under which this plan, if adopted, should be carried into effect.

Before leaving the subject of the mode of proceeding in making selections, what I am exceedingly anxious to impress upon you is the necessity of as much as possible repressing instead of stimulating or extending excitement. With our limited means, and the strictness with which their application must be confined to particular classes, not perhaps those who feel the most pressure at home, any large expectations, or any hopes at all beyond the sphere of the districts in which we are actually prepared to act, could not but lead to disappointment and complaints. With this view I could almost wish that we could dispense altogether with advertisements in the newspapers, which are likely to carry the invitation to applicants far out of the moderate tracts of country within which our selections have to be made. The objection appears to be the possibility of imputations of partiality if the most public method of all is not resorted to in announcing a ship. On the other side, the objection is, that poor people are liable to come in from great distances, with imperfect conceptions of what is offered to them, and to find their journey fruitless ; and that they may sometimes do themselves serious injury by rashly parting beforehand with their employments or holdings of land, on the chance of obtaining the benefit of a free passage. Between these conflicting considerations I should wish you to endeavour to judge on the spot what is best to be done, and after you have communicated on the subject with the resident agents for emigration whom you meet, and have had time to mature your own opinion, to inform me of the course of proceeding you would suggest.

I have sent to you to-day an adequate supply of the returns you have seen at this office, styled respectively a nominal return of emigrants, a description return, and a parish return.

The nominal return, filled up with the names of the parents and of each child, should be transmitted to me upon the departure of every ship. The surgeon superintendent should take a copy for his own use on board, and should have a blank form likewise with him, for a second copy will be required in the colony. As a means of answering complaints hereafter, it would be desirable in the return to me to state at the end the names of any persons who, having been accepted, and granted a certificate, had not embarked, with the reason ; but for this purpose the names of the children will not be required separately, and each family may be entered on a single line.

With respect to the description return, I would request you to send me by every Saturday's post, while the filling of a ship is in progress, a return in this form of the whole of the selections made up to the date of the return ; but from this I would except the compartments marked C. and D., which it would be unnecessary to fill up until rendering the final return of this nature upon the actual departure of the ship. You will perceive that the successive description returns should exhibit, each of them, an analysis of all the selections up to their respective dates, and not be mere continuations one of another.

The parish return was prepared more particularly for use in England, but as it may be available in every case where large numbers of people are likely to be proposed through any single channel, I have sent some copies to you, and will be ready to furnish you with more, if you find them of service to you.

The printed emigration certificate, being a certificate of your having accepted the family described upon the face of it, speaks its own use. The people must distinctly understand that it will only be available for the particular ship for which it is granted. As you may not always be in possession at a sufficiently early time of the name of the vessel engaged for any given party, I have preferred identifying her by a statement of the proposed time and place of her departure.

If any defaulters are easily accessible after the departure of the ship, it would seem desirable to endeavour to recover from them their certificates, in order the more effectually to guard against complaints after the lapse of a time that might render the answer more difficult.

The

The people should be warned when accepted, that if they change their mind without sufficient reason they will never be taken in a subsequent Government ship; but if they hold back on account of any serious illness, which is confirmed by inquiry, and give proper notice, this would constitute a merit instead of a fault, and the parties should without fail be noted for a passage by some future opportunity.

Another purpose which should be provided for at the time of acceptance is, through what channel each emigrant should receive notice of the exact day that he is to appear at the appointed place of embarkation. This day cannot be precisely fixed, generally speaking, till within about ten days of the time; and as a circular letter to all the heads of families would occupy much time, and be liable to accident, it is preferable, if possible, to consider the passengers as divided into distinct parties, each of which can be referred to some gentleman who has taken an interest in them as their medium of communication from you.

The decision of all individual cases must rest exclusively with you; but if ever there be any general rule of proceeding on which you feel a doubt, I shall be very happy to endeavour to solve it.

You will exercise your discretion in keeping me informed of the general tenor of your proceedings, and letting me know any particular events which seem of sufficient consequence to require notice.

I shall endeavour to make some satisfactory arrangement for your receiving your letters free, through the Secretary of the Post-office at Dublin; meanwhile you will charge against the public your postage, on the service in which you are engaged.

Your communications to me should be under cover to the Under Secretary of State, Colonial Office, London.

I am, &c.
(signed) T. F. Elliot.

No. 10.
Marquess of
Normanby to
Sir George Gipps,
13 August 1839.

Enclosure.

— No. 11. —

(No. 37.)

COPY of a DESPATCH from Governor Sir *George Gipps* to Lord *Glenelg*.

My Lord,

Government House, Sydney, 27 February 1839.

No. 11.

I HAVE the honour to forward herewith a copy of the report which I have received from the board of officers, which in a previous despatch I stated I had ordered to assemble for the purpose of inquiring into the causes which had produced so much sickness on board vessels chartered during the last year by Government to bring out emigrants to New South Wales.

Sir George Gipps
to Lord Glenelg,
27 Feb. 1839.

I concur with the board in thinking that the sickness is principally to be attributed to the excessive number of children embarked, to the want of proper authority on the part of the surgeon superintendent, and to his being generally unacquainted with the previous habits or dispositions of the people.

18 Jan. 1839.

I concur also in the remark made by the board, that when emigrants are taken from a district labouring under any peculiar pressure of poverty or distress, there must be an increased chance of disease being engendered on their passage.

The suggestions of the board for alterations in the diet of the emigrants, and for varying it according to their previous habits (so different in different parts of the United Kingdom), appear to me to be judicious.

The advantage of having cabin passengers in emigrant ships seems to be rather of a more questionable nature, as the support which they would afford to the authority of the surgeon might be balanced by other probable disadvantages.

I have, however, in a former despatch offered my opinion to your Lordship, that cabin passengers whose passages are to be paid for by the colony should, as far as possible, be sent out in emigrant ships; this is particularly desirable with respect to clergymen and schoolmasters.

The most important recommendation, however, of the board is, that the victualling as well as the conveyance of the emigrants should in future be submitted to public competition, and made the subject of contracts. If the expenses of Government emigration can be reduced by no other means, I am disposed to think that this should be tried; but it is in England rather than in New South Wales that the chances of its proving successful can be estimated. The bounty system, however, has been found so far superior to that of Government emigration, both as to the description of persons supplied by it, and the cost of their passage, that in the present state of the finances of the colony it appears to me very doubtful whether any other should be persevered in.

I have, &c.
(signed) Geo. Gipps.

No. 11.
Sir George Gipps
to Lord Glenelg,
27 Feb. 1839.

Enclosure in No. 11.

Enclosure.

Sir,

Immigration Office, 18th January 1839.

WE do ourselves the honour to acknowledge the receipt of the Colonial Secretary's letter of the 5th December 1838, conveying to us the desire of your Excellency that we should constitute a board for the purpose of inquiring into and reporting on the probable causes which have produced, during the present year, a greater degree of sickness on board of immigrant ships freighted by the Government than in those fitted out under the bounty system.

We regret that our report has been so long delayed; but it must be evident to your Excellency, that in entering upon a range of inquiry so extensive and important as that pointed out in our instructions, it was absolutely necessary to avail ourselves of much documentary evidence, calculated to throw a light upon the various subjects brought under our consideration. Some unavoidable delay was incurred in procuring those papers, but we have now the honour, after much anxious inquiry and deliberation, to submit our report to your Excellency; and we sincerely trust that our recommendations and suggestions may prove useful in perfecting the future conduct of a branch of the public service of such vast importance as immigration must be to this colony and to the mother country.

The first subject referred to in our instructions is, "Whether in the selection of immigrants a sufficient attention has been paid to their state of health, and their ability to bear a sea voyage and a sudden change of diet."

In order to acquire as correct information as possible on this point, we deemed it of the utmost importance to examine any of those surgeons who might still be in the colony who had brought out immigrants; and we have come to the conclusion, that with the exception of the medical officers who had been sent home from this colony to select and bring out their own immigrants, we possess no means of ascertaining the degree of caution exercised by the home agents in their selection. With respect to those surgeons who have had the privilege of exercising their own judgment in selecting and bringing out their people, we are not aware that there is an instance of one of their ships arriving in a sickly state, unless it might be urged that the "John Barry" came under that denomination. We beg, however, to observe, that although Doctor Boyter was in that instance sent home for the purpose of selecting and bringing them out, he was obliged by indisposition to relinquish at the last moment their superintendence during the voyage; and however unexceptionable their selection might have been, yet, from the fact of the surgeon who brought them out joining the ship at the time of sailing, it was impossible for him to possess that intimate acquaintance with their respective constitutions as he would have done had he been brought into daily contact with them whilst engaged in the task of selection.

In reference also to the case of the "Layton," which sailed from Bristol, and whose people were selected by the surgeon who brought them out, mortality to a great extent certainly appears to have existed amongst the children, 70 of whom died out of 178; but this we may venture to assert arose from the measles having been imported into the ship, and was a circumstance which it must be apparent to your Excellency is not at all times under human control.

It may, however, be presumed that the disease showed itself early in the voyage, and that in other respects no sickness existed, from the fact of the ship having arrived in a perfectly healthy state.

We also deem it proper, in reference to this ship, to draw your Excellency's attention to the circumstance stated in the agent general's first report to the Secretary of State (*vide* page 4), which led that officer to choose the immigrants from those districts where local pressure existed; for, notwithstanding the "Layton" having, with the exception of the loss of the children before alluded to, arrived in a healthy state, yet if this principle continues to be acted on, sickness may be expected to prevail amongst a class of people who, from the want of previous employment in their respective occupations, have been perhaps for some time in a comparative state of poverty both in diet and clothing; and whatever judgment and discernment the selecting officers may exercise, yet they must be, collectively speaking, a class of people by no means calculated to undertake a long voyage with the same impunity as if they had been chosen from a population where distress did not exist.

We are led to dwell further on this point from the circumstance of having observed in the directions recently issued by the immigration agent general in London (*vide* page 4), an injunction confining the selecting officers to a particular district for each ship, and forbidding them to receive any others, no matter how eligible. The tendency of such an order, however calculated to relieve local poverty, must circumscribe the operations of those officers in this important duty, and may compel them to receive in many instances individuals quite unsuitable to undergo the physical hardships of a long voyage, or likely to prove serviceable to the colony on their first arrival.

In further illustration of our conviction of the absolute necessity which exists for a previous acquaintance on the part of the surgeon superintendent with the constitutions and habits of the people confided to his care during the passage, we beg to bring under your Excellency's notice some of the leading features connected with the ships "Palmyra," "William Rodgers," and "Maitland," the disastrous result of whose voyages have, we presume, given rise to the appointment of this board.

Owing to the departure of the surgeon superintendent of the "Palmyra," previous to the commencement of our inquiries, we have been unable to receive any personal information from

from that officer; but it appears from his returns that scarlet fever broke out amongst the children early in the voyage, carrying off twenty-six.

In reference to the "Maitland," it appears from the evidence of Surgeon Smith, R.N., that he was totally unacquainted with the people committed to his charge, that he, along with them, embarked on the 21st June, and the ship sailed on the 24th, and that until the day of embarkation he had not seen one emigrant. Upon examining his sick journal it appears that scarlet fever made its appearance so early as the 26th June, being only two days after sailing; and further, that sixty-three cases occurred during the voyage, sixty-two of which were children. The effects of this disease were, dropsy in some cases, and general emaciation in others, causing thirty-five deaths during the passage, which doubtless produced a tendency to sickness amongst the remaining passengers.

It is evident, therefore, that this epidemic must have been imported into the ship, and was not the result of the non-adoption of any precautionary measures for the preservation of health.

As regards the "William Rodgers," it appears from the statement of Mr. Reid that he was similarly circumstanced in having no personal communication with his charge previous to their embarkation, which was on the 11th May, the ship sailing on the 13th.

With respect to the comparative state of health which has existed on board the Government ships and those sent out on the bounty system, it undoubtedly appears much in favour of the latter; but that circumstance may in our opinion have arisen principally from the excessive number of children embarked in the former. In twenty-three ships sent out by Government there were on board 3,640 adults and 3,068 children, or nearly equal, whereas in the bounty ships—in (10) ten of Mr. Marshall's there were 1,644 adults and 697 children, and in (4) four by the London Emigration Committee there were 936 adults and 368 children, which in both instances will give but about one child to three adults.

It will we presume be admitted, that in proportion to the number of children embarked on board ship, sickness or health must prevail in a long voyage; they are more liable to disease, and more susceptible to the evils arising from change of diet and temperature.

In reference to this point we beg to draw your Excellency's attention to the present "Passengers Act," which calculates three children under seven as equal to one adult. Those officers who have had charge of emigrant ships are too well aware how injurious this clause is; for the habits and infirmities of infants soon point out that they require as much room as an adult, and hence a serious evil arises from excessive numbers. The difficulty also of at all times obtaining a suitable diet on board ship is another evil; and to this may be added the danger of their bringing disease on board, as instanced in the case of the three ships ("Layton," "Maitland," and "Palmyra,") before alluded to.

In support of this view we again beg to advert to the comparative number of adults and children on board those vessels; "Layton," 122 adults, 178 children; "Palmyra," 151 adults, 141 children; "Maitland," 223 adults, 127 children.

With respect to the second article, relative to the sufficiency of clothing, we beg leave to observe that the supplies originally ordered by the Government were certainly inadequate; but we perceive by a late order promulgated by Mr. Elliot that a considerable and efficient increase has been insisted on.

With reference to the third point submitted to our consideration, "as to the sufficiency of authority invested in the hands of the surgeon superintendent," we have to state to your Excellency that we are not aware the officer possesses any,—not even the power of stopping the daily rations of those who may behave themselves in a disorderly manner. It is a complaint almost universally made of the great difficulty experienced in controlling the people efficiently, and in enforcing a fulfilment of the necessary regulations for the preservation of order and health; and this must be still more evident in those cases where the surgeons superintendent may not have had an opportunity of becoming acquainted with the people under their charge previous to embarkation.

It is equally evident that the surgeons superintendent of ships fitted out under the bounty system possess no greater power of control than that assumed power exercised by the surgeons superintendent of Government vessels; but we are desirous of drawing your Excellency's attention to the circumstance, that in the former or bounty ships the assumed authority of the surgeon in enforcing regulations for the health and comfort of all on board is backed by the moral and physical force of a large body of respectable cabin passengers, whose support cannot fail to have a considerable influence over the minds of a class of people by no means at any time easily controlled, more particularly on ship-board.

We now beg to advert to the two succeeding clauses relating to diet, which from their intimate connexion with each other, we deem it most conducive to the object your Excellency has in view to offer our conclusions on jointly. We are then of opinion that sufficient attention has not been paid to the dieting, consistent with the previous habits of the people, either from England, Ireland, or Scotland; for it appears that the same quantity of oatmeal has been put on board ships from England as in those from Scotland and Ireland; whilst on the other hand, the same quantity of biscuit has been supplied to ships from Scotland and Ireland as to those from England. From the evidence of all the medical officers it unquestionably appears that the allowance of biscuit in all the ships is more than sufficient for health or for actual consumption. In the ships from England it would no doubt be a great saving to the Government, and equally beneficial to the immigrants, if the allowance of oatmeal was altogether stopped, except for medical purposes, and the daily ration of biscuit reduced one-fourth, and to issue to them in lieu thereof a moderate allowance of cheese, an article

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Sir George Gipps
to Lord Glenelg,
27 Feb. 1839.

Enclosure.

of diet to which the English people, and more especially those from the southern counties, are much accustomed.

With respect to the ships from Scotland and Ireland, the daily allowance of biscuit may very properly be reduced one-fourth, but continuing to issue the same quantity of oatmeal. It appears also, that the quantity of flour daily issued is more than necessary, and may be discontinued altogether on days on which pork and pea soup are served out.

With respect to the victualling of children under (2) two years, we cannot but consider it rather inconsistent that infants should be supplied with the same articles of diet as those issued to adults, and which it is impossible they can consume; we therefore conceive that their present description of food should be totally changed, and that they should be supplied with such quantities of rice, arrow-root and preserved milk as the surgeon superintendent may think necessary. The reduction above alluded to will cause a considerable saving to the Government, and enable us to recommend an issue of preserved meat twice a week on beef days (checking of course the salt beef on such occasions), to the extent of half a pound to adults, and a proportionate quantity to children.

The extra expense attendant on the supply of this article would by no means amount to the reduction which would be judiciously effected by the adoption of the change we have recommended.

Having now alluded to most of the points submitted to our consideration, it only remains for us, in conclusion, to offer to your Excellency any suggestions which may appear practicable, with a view to reduce the expense of Government immigration.

It must be evident to your Excellency that there are various items of outlay incurred in the present system of engaging ships, which, so long as that is in force, cannot, we conceive, be reduced. Indeed the only one which, on reference to the accounts of the auditor general, appears to us at all susceptible of reduction, is the sums paid under the head of allowance money for surplus provisions. There has been paid to the captains of the first twenty vessels fitted out by Government (exclusive of the "John Barry" and "Adam Lodge," and ending with the "Saint George"), on that account, inclusive of necessary money, no less a sum than 3,259*l.* 12*s.* 4*d.*, independent of their usual gratuities, amounting to 50*l.* for the officers of each ship. Calculating necessary money on an average at 80*l.* for each ship, there will still remain, on the score of allowance for surplus provisions alone, a sum of 1,660*l.*, averaging about 83*l.* to each captain. In two ships (the "Parland" and "Mandarine") the respective sums paid under that head, taking the foregoing data of 80*l.* necessary money for our calculation, were, to the former 273*l.*, and to the latter 240*l.*, being nearly equal to the balance of a frigate's twelve months victualling account. We think this allowance might be abolished, by inserting a clause in the charter-party, holding the masters responsible for their victualling accounts, but at the same time allowing them a fair proportion for wastage.

But this is a trifling reduction on so large an annual expenditure; and the only mode by which, in our opinion, both a saving can be effected in, and the efficiency promoted of, this important branch of the public service, is by totally abolishing the present mode of engaging ships, and substituting in lieu of it that system recommended and adopted by the late London Emigration Committee; namely, the chartering of vessels for the conveyance of immigrants selected through the agency of Government direct from private individuals, at a certain sum per head for males, females and children; half of which should be payable on departure for all embarked, and the remainder on arrival for those disembarked, subject, of course, to the approval of the local authorities, as to the manner in which the spirit of the charter-party may have been observed. Such ships should be fitted up at the owner's cost, and find provisions, water, bedding, medical stores, and comforts, &c. &c. on a fixed scale, and under the direction of the naval emigration agents, either in London or at the outposts. The advantages of such an arrangement are obvious. It would be the means of entirely superseding the existence of various contingent expenses and allowances, the amounts of which are not frequently rendered in until long after the arrival of ships in the colony, thereby causing an intricacy in the accounts, and much inconvenience. It would also effect a great saving in the balance returned on account of surplus provisions, stores, and fittings; which after being landed at the expense of the Government, are invariably sold by auction at a very low price; indeed we know of an instance where bread of an excellent quality, which may be presumed to have cost 17*s.* 6*d.* to 18*s.* 6*d.* per cwt. in England, has been sold at 5*s.* and 6*s.* The same remark may be considered as applying generally to other articles of provisions.

We consider that ships in every way eligible for the service, and well provisioned and equipped, could to any extent be found to convey immigrants from England to this colony, and on terms corresponding with the sums now granted for the passages of immigrants brought out on bounty.

The whole of the between decks should be expressly and exclusively devoted to the accommodation of the Government immigrants. A six months supply of provisions and water should be put on board, the quality of which should be subject to the approval of the naval emigration agent stationed at the port where the ship might be fitted out; and they should be allowed to carry no general cargo. But with a view to enable the ship owner to undertake the service on terms of mutual advantage, the whole of the poop cabins (merely reserving one for the surgeon superintendent, who would of course be appointed by the Government), might be appropriated to his emolument, together with a specified allowance, say thirty tons, for the reception of his passengers' luggage.

It

It will be evident to your Excellency that one principal cause of the greater expense incurred in the present system of chartering Government immigrant ships than in those bringing out people on bounty arises from the circumstance of the poop cabins, which generally afford the most valuable remuneration to the owners, being unoccupied, and consequently lost to the service. By the adoption of the system which we now recommend, not only would the reservation by the ship-owner of those cabins considerably decrease the expense of engaging vessels for the purpose of conveying immigrants hither, but what is of still more importance, and our views on which we have had the honour to bring under your Excellency's notice in another part of this report, it would procure a body of respectable passengers, whose presence would tend much to check any opposition on the part of the immigrants to the exercise of the surgeon's authority in enforcing his regulations for the health and comfort of all.

We have now, sir, fully and fairly stated our opinions on the various points submitted to us; they have been considered most carefully, and are the result of the most anxious desire to arrive at just conclusions; and in transmitting this our report, we must again repeat to your Excellency our sincere hope that our recommendations may be instrumental in averting a future loss of life, and in giving increased efficiency to immigration in this colony.

We have, &c.

(signed) *J. Denham Pinnock*, Chairman, Agent for Immigration.
John Dobie, Surgeon, R.N., Health Officer, Port Jackson.
James Laurence, Surgeon, R.N.
A. G. Montgomery, Major 50th Regiment.
John Nicholson, R.N., Harbour Master, Port Jackson.

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 Sir George Gipps
 to Lord Glenelg,
 27 Feb. 1839.

Enclosure.

— No. 12.—

COPY of a DESPATCH from the Marquess of *Normanby* to Governor
Sir George Gipps.

No. 12.

Sir,

Downing Street, 14 August 1839.

I HAVE received your despatch, No. 37, of the 27th of February last, enclosing the report of a board of officers appointed to inquire into the causes of the sickness which has occurred on board vessels chartered during the last year by Government to convey emigrants to New South Wales.

The Marquess of
Normanby to
Sir George Gipps,
 14 August 1839.

Having referred that despatch and its enclosure to the agent general for emigration, I enclose, for your information, a copy of a communication which I have received in reply.

14 August 1839.

In that letter the agent general has entered in detail, on the various points to which the local board have adverted, and it is therefore unnecessary for me to trouble you with any observations on the subject.

I have, &c.

(signed) *Normanby*.

Enclosure in No. 12.

Enclosure.

Sir,

2, Middle Scotland Yard, 14 August 1839.

I HAVE the honour to return herewith *Sir George Gipps*'s despatch, dated 27th February 1839, accompanied by the report of a board of officers which had been assembled for the purpose of inquiring into the causes of such sickness as had occurred in vessels chartered by Government to carry out emigrants to New South Wales.

Report of board
 of officers on
 causes of sickness
 in Government
 emigrant ships.

Having in my communication of the 10th instant endeavoured to exhibit in a connected view the principal questions relating to the management of emigration by public aid to New South Wales, I would beg leave to refer to that letter,* rather than to any detached discussions, for general information on the subject; but there are some parts of the present documents which seem to require a separate reply. As the Governor has, with the exception of the subject of cabin passengers, on which he expresses a doubt, merely adopted the opinions of the board of officers, it may be the most convenient way that I should review their conclusions in the order in which they are recapitulated in the Governor's despatch, although I may have occasionally to add a few rather more detailed remarks on one of the statements in the report itself.

The Governor says that he agrees with the board, that the sickness is principally to be attributed to the excessive number of children embarked; to the want of proper authority

Number of
 children.
 on

* Printed at page 52 of this paper.

No. 12.

The Marquess of
Normanby to
Sir George Gipps,
14 August 1839.

Enclosure.

on the part of the surgeon superintendent; and to his being generally unacquainted with the previous habits or dispositions of the people.

I have had the satisfaction already of explaining that the numbers of the youngest class of children, amongst whom alone the mortality in these ships has generally taken place, has never ceased to be diminished from the beginning of 1838 up to the present time; and that it has thus been reduced from 34 per cent. to 12 per cent.; and that in the last ships which sailed, I find the proportion of the whole number of children to adults to be identical with that which the Governor has noticed in the bounty emigrants of 1838, as a proof of their superiority in this respect over the selections sent in Government ships. But I may further observe, that it is probable this statement does less than justice to the Government selections; for the efforts of the officers having been chiefly directed to the reduction of the youngest class of children, without paying much regard to the others, and the parents, moreover, being admitted into the Government ships, expressly with a view to this object, at rather a more advanced age than is allowed upon bounty, it seems very likely that in an equal number of children altogether, the proportion of children under seven is less in the Government vessels than the others; while the nature of the returns, which are furnished from the colony, of bounty passengers affords only the means of making the comparison of children in the aggregate. I would take this opportunity of suggesting, that the Governor should be requested, in the future returns of bounty passengers, to order them to be distinguished into the three established classes of adults, children between seven and fourteen, and children under seven, including, in the latter, infants under twelve months of age.

Defective authority
of the surgeon.

With regard to the "want of proper authority on the part of the surgeon superintendent," I hope I am not to understand the expression as implying that there was an improper omission to furnish him with more than he had. If so, I must at once plead the sufficient answer, that the law of the land did not admit of it. There were no legal means of giving the surgeon superintendent a direct control over the emigrants. Whether or not it is desirable that the law were otherwise is a different question, on which it may not be requisite to enter at much length here. There are undoubtedly many reasons why it might be wished that persons exercising the functions of superintendent of large bodies of emigrants could be invested with some direct authority over them; but the want of such an authority is, to say the least, not less likely to be felt in private ships than in public, nor less in ships carrying emigrants to North America, or from any part of the British dominions to the West Indies, than in ships trading to Australia: and in any measure which was to be generally useful on the subject, it would be necessary that the Legislature should be able to determine what powers of coercion it would be fitting to intrust to persons so various in station, character and habits of life, as the preceding review of the extent of the field implies. Leaving that question, I am happy to say, that so far as regards the Government vessels proceeding to New South Wales, I am led by observation to believe, that, with the regulations and the system now established, a surgeon superintendent of appropriate experience and ability ought to find sufficient means to maintain good order during the voyage. And I know this opinion to be shared by officers of high credit, who have themselves borne the burthen of the responsibility before, and will have to bear it again.

Surgeon's want of
previous acquaintance
with the
people.

In the next topic, of the surgeon's being generally unacquainted with the previous habits or disposition of the people, the Governor appears to allude to the observation of the committee of officers, that a surgeon who had not chosen his own emigrants "cannot possess that intimate knowledge of their respective constitutions as he would have done, had he been brought into daily contact with them whilst engaged in the task of selection." I must confess that I feel a good deal embarrassed as to the manner of replying to this remark. Every advantage that could be conceived in these proceedings would of course be worth having, if it could be attained without the surrender of some other of more value. But if, in sending between twenty and thirty ships in a year, wherein the chief qualifications of the surgeon superintendent must be that he possesses maritime experience, and also an aptitude for the maintenance of discipline amongst large parties of people, it is further supposed that the circumstance can be commanded of his having an intimate previous acquaintance with the habits, dispositions and personal constitutions of the emigrants he is to take out, I must openly declare that the expectation is not one which can be satisfied. I have, indeed, in some few cases, ventured to choose surgeons in great measure on account of their knowledge of the habits of the passengers, when those passengers have come from districts of rather peculiar character, such as the Highlands and Western Isles of Scotland, but I have always done it with considerable doubts and fears as to the comparative sacrifice which it necessarily involved of other points of importance. And as to the idea that the mere fact of selecting the people must confer the peculiar advantage which the board allude to, I cannot too strongly convey the assurance that no such consequence is to be looked to. It is the duty of the officers who select the emigrants to exercise their judgment on their apparent health and strength; but the hardy peasants and mechanics who come before our selecting officers are not apt to fall at once into circumstances which should afford the medical man who attends to inspect them any special light on their constitutions, nor can large parties of people be kept assembled that he may make the study. They present themselves to be looked at and judged of once for all, and then go back to their work. And this must inevitably be the case in every sort of emigrant vessel, without distinction. I will only therefore say, in conclusion, on this point, that, as the main drift of the report I am examining is to exhibit a comparison between different systems, I hope it is not assumed

assumed that in one kind of Government ships more than another, nor yet in private vessels with emigrants on bounty, there can be afforded the supposed opportunities of enabling the surgeon to gain an "intimate acquaintance with the respective constitutions of the passengers."

But in reference to this point of a comparison between different systems, I must now enter a little more into the detail of the board's report.

After observing that they did not possess the means of ascertaining the degree of caution exercised by the agents at home in their selections, they proceed to the following remarks on the parties, made up by their own separate surgeons:—"With respect to those surgeons who have had the privilege of exercising their own judgment in selecting and bringing out their people, we are not aware that there is an instance of one of their ships arriving in a sickly state, unless it might be urged that the 'John Barry' came under that denomination."

Erroneous statement of the board as to the healthiness of ships fitted by their own surgeons.

I must confess that I read with no inconsiderable surprise this statement of the board of officers, until by carefully collating the context, and adverting to the actual facts, I discovered that the observation of the board was directed, not, as might have been expected, to the healthiness or unhealthiness of the passengers during the voyage, nor to the mortality, however great, which might have occurred amongst them since they left home, but to the single, and as it were accidental, and comparatively insignificant, circumstance, whether or not, on the day the ship cast anchor at Sydney, she was deemed to be in a sickly state. I shall therefore supply some of the facts which the point of view chosen by the board of officers excludes from notice.

Whatever else may be argued respecting the "John Barry," it is certain that she sailed long before the institution of this office, or the adoption of any of the rules which have been established by it for the good of the service. The deaths of her passengers were nearly *thirty*. But the board propose to set aside the case of this ship, because, although filled by the officer selected for the purpose in the colony (and to the excellence of that selection I beg to offer my cordial testimony), he was at the last moment prevented by indisposition from taking the people out. I am willing then to omit the "John Barry," as wished; and the case in regard to the ships filled by their own surgeons will stand as follows:

The first ship had *twenty-six* deaths on board; the third ship had *fifty-eight*; the fourth ship ("Layton") had *seventy-two* deaths; the fifth ship, *thirty-five* deaths; the sixth ship had *thirteen* deaths; and the seventh ship, *twenty-three*. Of twenty-four ships in all (excluding "John Barry"), of which from the beginning of 1837 up to the present time the arrival in the colony has been heard of, I find that twelve were filled by their own surgeons, and twelve by selecting officers at home. The proportion of deaths in the ships filled by their own surgeons was $8\frac{2}{3}$ ths per cent., and the proportion in the others $5\frac{2}{3}$ ths per cent. The numbers of deaths in this statement are taken from the official returns made, as agent for emigrants, by the same gentleman who acted as chairman of the present board of officers. I enclose an abstract I have prepared on the subject.

I have not mentioned these facts to draw any general inference from them; still less do I mention them for the purpose of casting any imputation on the officers who superintended the vessels adverted to. But it seemed to me not altogether immaterial to the prevention of error, to supply some of the foregoing particulars respecting ships, on which the board have observed, in their report, that they do not know an instance of *one* which arrived in a sickly state.

It should be added, however, that the board do proceed to notice the deaths in the "Layton," although I cannot say that I find the smallest allusion to the mortality in any of the others of this class of ships, the "John Barry" excepted. They state that there certainly were seventy deaths in the "Layton," but that this they may venture to assert arose from the measles having been imported into the ship; a circumstance which they add that it must be apparent is not at all times under human control. I quote the words of the report, and I beg leave entirely to subscribe to the justice of the last remark. There is no doubt that the difficulty of conveying in safety parties of emigrants consisting of married people and their families must be much enhanced by the fact that children are liable to infectious disorders which cannot be detected till they actually break forth, but then are liable to spread to the passengers of all ages, and commit great destruction. But when I find the board go on from this consideration to mention respecting two of the ships filled by the agents at home, that in the "Palmyra" scarlet fever broke out early in the voyage, and in the "Maitland" almost immediately on departure, and to point to these instances as proofs of the "absolute necessity which exists for a previous acquaintance, on the part of the surgeon superintendent, with the constitution and habits of the people," I cannot but feel at a loss to understand how the same circumstance can with justice be adverted to at one moment as beyond human control, and a sufficient exculpation of the officer whom it concerned from all its consequences, and at the next moment be brought forward as indicative of a radical defect in the system under which it happened, and as a proof of the absolute necessity of recurring to the other practice under which the very same misfortune had been just before (though so leniently) mentioned to have taken place.

Argument of the board as to inferences to be drawn from infectious disorders among the children.

The board remark upon a supposed practice on my part of confining the selections of people exclusively to distressed districts. The explanation I have to offer on this point is very simple.

Supposed practice of confining selections to distressed districts.

When it was determined in the colony to employ naval surgeons in selecting and bringing out useful labourers, each officer had some district pointed out to him within which he was to make up his party. It was thought of great consequence that there should be the means

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14 August 1839.

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of a personal inspection of the people he was to accept, and of inquiring into their characters in their own neighbourhood. This method of proceeding had the further advantage of rendering it more likely that the people should agree on the voyage, and also more likely that the deserving amongst them should carry with them to their new homes a pride in sustaining any good character they might have borne in this country. In the mere ordinary execution of this wholesome rule,—no innovation, but a rule prescribed to me from the colony from the moment my duties commenced, and subsequently approved of by every one whom I had ever heard mention the subject,—I proceeded to insert, in the course of a notice for public information, a statement that persons who did not reside in the part of the country from whence a ship was to be filled, must, although eligible in other respects, be rejected. Without some such intimation, there would have been endless disappointment of detached applicants. This notification, it is to be observed, was a mere subsidiary part of the universally approved plan of selecting the people from *given* districts, without any regulation whatever as to the *nature* of those districts.

But it appears, that in a report which had been laid before Parliament last year, I had mentioned incidentally that in one particular ship, about two years ago, as there was not at the time much disposition to emigrate from England to New South Wales, I found it expedient to take advantage of a temporary pressure in Gloucestershire, to fill a vessel from thence. The board of officers having noticed the mention of this occurrence in my former report, lay particular stress upon it, and bring it into immediate juxtaposition with the public notice issued a twelvemonth afterwards, and argue upon it, as follows:—

“ We are led to dwell further on this point from the circumstance of having observed in the directions recently issued by the emigration agent general in London (vide par. 6) an injunction confining the selecting officers to a particular district for each ship, and forbidding them to receive any other, no matter how eligible. The tendency of such an order, however calculated to relieve local poverty, must circumscribe the operations of those officers in this important duty, and may compel them to receive in many instances individuals quite unsuitable to undergo the physical hardships of a long voyage, or likely to prove serviceable to the colony on their first arrival.” I believe I have said enough to dispense with the necessity of any extended comment on these observations. It will be seen that the constructive interpretation placed by the board on the notice addressed to candidates for a free passage has not any correct foundation. That order, as I find it has been termed, was not issued for the sake of confining selections to districts which were distressed, but because by universal consent it was deemed best, with a view to good order on the passage, to good conduct afterwards in the colony, and to the effecting of good selections here, that the people should be neighbours before they started.

Dietary.

The Governor states that he thinks the remarks of the board on the diet judicious, and I have much pleasure in expressing my entire concurrence in that opinion on this part of their report; although, having collected a greater variety of data than probably they were in possession of, I cannot subscribe to all their conclusions.

They recommend that the biscuit should be reduced one-fourth, and I am happy to say that this recommendation has been anticipated to precisely the degree they propose, in the revision of the dietary which was made last winter.

They advise that oatmeal should be discontinued in the English ships. Oatmeal in large quantities appears to have been introduced into the English and Irish ships at the suggestion of one of the first surgeons sent home from the colony for the management of an emigrant vessel; but I found sufficient grounds, in the information collected for the general revision of the dietary above cited, to reduce the allowance in both these classes of ships to the limited amount formerly in use. To have stopped the issue altogether would, I believe, have deprived the people of some comforts which they know how to derive from a small quantity of this article, though they cannot consume it as a main part of their food.

The introduction of cheese for vessels sailing from England was discussed on the occasion I have before mentioned, but was rejected because it was not thought that the cheese, shipped in such manner as could be done for large numbers of people, would keep; and, if I am not mistaken, the use of this article has been discarded from the navy for the same reason.

The recommendation of the disuse of flour on alternate days is, I think, rather based on the habits in vessels of war, where there are not facilities for cooking flour on the same day that pease are served out, than suited to the circumstances of emigrant ships. In these latter vessels an apparatus is employed which admits of cooking a moderate quantity of flour every day; and I am assured that the daily issue of it is of great comfort to the people with children; besides which I may observe, as a proof that it can hardly be a waste, that in all the victualling scales I possess of private emigrant ships from the port of London, I find the same practice to be established.

I cannot doubt that preserved meats would constitute a great indulgence to the emigrants at sea; but the result of calculations of prices at home did not, I am sorry to say, show that this article could be added to the dietary without more expense than I should apprehend that the board, from their remarks on that point, would anticipate.

With respect to an entirely distinct dietary for the children, I have explained myself in my letter of the 10th instant, on the report of a Committee of Council upon Emigration.

Pecuniary allow-
ances to the masters
of ships for surplus
provisions.

The pecuniary allowances for stores found by the ship, and for surplus provisions, are derived from the established practice of the transport department. I quite agree in the opinion of the board, that every endeavour should be made to reduce the expenditure under

under this head. Some of the excessive amounts however which are mentioned in their report have arisen, I believe, from the colonial authorities not being aware of an amended system at the Admiralty for settling the accounts, which has since become known at Sydney, and will, I should anticipate, prevent any such heavy payments of this kind in future.

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Enclosure.

The next topic to be alluded to is that of cabin passengers. After remarking on the defective authority of the surgeon, which subject I have disposed of already, the board state that the surgeons superintendent of ships, fitted out under the bounty system, possessed no greater power of control than exists in the other ships, but then, that in the former the authority of the surgeon is "backed by the moral and physical force of a large body of respectable cabin passengers, whose support cannot fail to have a considerable influence over the minds of a class of people by no means at any time easily controlled, more particularly on shipboard." The want of support from physical force has, I am happy to state, never been felt in any of the Government ships. But with regard to the moral influence which is spoken of, I must say, that, seeing amongst the names attached to this report the signatures of some naval gentlemen who have a practical knowledge of these subjects, and for whose judgment individually I entertain every respect, I have read with great surprise the expression of a view so different from any I had ever heard before from persons of actual experience at sea. The grounds for my own conviction, that cabin passengers may do much serious injury to discipline, and are very little likely to do any good, are adverted to in my letter of the 10th instant. The great majority of cabin passengers, as I there observed, pay no attention at all to the steerage passengers. In regard to any who would adopt a different course, I can only repeat the remark I made before, that a gentleman who interfered from a judicious benevolence might be of great value to every one on board; but that the chance must be run, whether the person who should feel himself inclined to take that part were not more officious than wise; interfering perhaps from mere self-conceit; in which case a passenger in such a station might become a firebrand amongst the emigrants, and a torment to the individual on board the ship, whom of all others it would be most desirable to preserve undisturbed in the discharge of his arduous duties.

Cabin passengers.

Setting aside the question of discipline, I presume it will not be disputed that in every other point of view the presence of cabin passengers would be a disadvantage to the other class of emigrants. It would confine them to a restricted part of the deck; it would keep them away from those portions of the vessel in which they can best enjoy the shelter of the awnings in the hot latitudes; it would fill the hold with other people's baggage, and produce a double cause of reduction in the quantity of water which could be allowed.

One observation is thrown out by the board at this part of their report which I cannot refrain from noticing. In expressing their sense of the deficiency of the authority intrusted to the surgeon superintendent in the Government vessels, they say, "We have to state to your Excellency, that we are not aware that the officer possesses any,—not even the power of stopping the daily rations of those who may behave themselves in a disorderly manner." The power of stopping rations has been thought of; the reason it has not been attempted is, that I never met with a surgeon who did not anxiously deprecate it, on the ground of the heavy responsibility it would lay him under, and the risks it would involve as to the effect on the people's health. The practice is, if I am not much mistaken, entirely discountenanced in the navy. Spirits are stopped in the navy. In emigrant ships there are no spirits, but there is wine; and wine accordingly is ordered to be stopped whenever there has been misconduct.

Stopping rations.

It only remains to notice the proposal of sending out emigrants at a price per head, contracted for with private ship-owners. This is a course which was loudly and generally condemned in the colony two years ago, and is certainly not unattended with hazard; but I confess I think that upon the whole the experiment is worth making. I would propose that the plan should be tried at the commencement of the next season. The arrangements for the present season are complete.

Sending out emigrants by contract.

Here I beg to conclude this long letter. I have been compelled to enter into details that I would willingly have spared, but I think it will appear that I had very little option. It is of consequence to the welfare of any extensive system of business that its defects should be reported, with a view to giving the means of amendment. It is of importance to the public, that the merits of different systems for accomplishing the same end should be freely compared, with a view to the adoption of the best; but it will probably be admitted that it is no less important that the whole should be considered with a single and calm regard to the public interest; and that if there seemed grounds for apprehending that a zeal to advocate one particular method of proceeding, rather than another, had happened to go so far as to introduce some little bias into a public document, it would not have been justifiable to forbear from so much of an examination of its details as appeared necessary to correct the error.

I have, &c.

(signed) T. Fred. Elliot.

REPORTS AND CORRESPONDENCE

No. 12.
Sir George Gipps
to Lord Glenelg,
27 February 1829.

Enclosure.

RETURN of Twenty-four Ships (exclusive of the "John Barry"), being all, since the beginning of 1837, of which the particulars on arrival in the colony are yet reported; distinguishing those which have been filled by their own Surgeons Superintendent from those which have been filled by Selecting Officers at home, and showing the Numbers embarked, and the Mortality in both classes.

SHIPS for which Selections were made by their own SURGEONS SUPERINTENDENT.

	NAMES OF SHIPS.	EMBARKED.	DEATHS.
Year 1837	Adam Lodge - - - - -	405	26
	Augusta Jessie - - - - -	226	8
	Bussorah Merchant - - - - -	293	58
	Layton - - - - -	300	72
	Strathfieldsaya - - - - -	295	35
	Orontes - - - - -	220	13
Year 1838	Duncan - - - - -	260	23
	Magistrate - - - - -	272	11
	Westminster - - - - -	250	10
	Parland - - - - -	289	3
	Mandarin - - - - -	278	11
	Calcutta - - - - -	310	8
	TOTALS - - - - -	3,398	278

Average number of Deaths per cent. - - - - 8.2.

SHIPS for which Selections were made by a SELECTING OFFICER.

	NAMES OF SHIPS.	EMBARKED.	DEATHS.
Year 1837	William Nicoll - - - - -	321	10
	Mid Lothian - - - - -	282	24
	Brilliant - - - - -	320	1
Year 1838	Lady Kennaway - - - - -	283	7
	Woodbridge - - - - -	267	10
	Palmyra - - - - -	291	32
	William Roger - - - - -	296	60
	Maitland - - - - -	315	39
	St. George - - - - -	326	10
	Lady Nugent - - - - -	238	2
	Charles Kerr - - - - -	226	6
	Susan - - - - -	261	4
	TOTALS - - - - -	3,426	205

Average number of Deaths per cent. - - - - 5.9.

Total average of deaths per cent., without distinction of }
the officers by whom selections were made - - - } In 1837 - 9.3.
In 1838 - 5.6.

N.B.—In this return the numbers embarked are taken from the official returns by the surgeon superintendent at the time of sailing; the numbers of deaths are taken from the returns made in the colony, by J. D. Pinnock, Esq., the agent for emigrants.

No. 13.
Sir George Gipps
to Lord Glenelg,
14 March 1839.

— No. 13. —

(No. 51.)

COPY of a DESPATCH from Governor Sir George Gipps to Lord Glenelg.

5 February 1839.

My Lord,

Government House, Sydney, 14 March 1839.

I HAVE the honour to enclose herewith, for your Lordship's information, a return of the number of immigrants introduced into this colony on the bounty system during the year 1838, by which your Lordship will perceive that 557 men, 567 women, and 468 children have been introduced for the total sum of 22,071 l.

For

For every 100 adults 41 children only have been introduced; whereas, in ships fitted out by the Government the corresponding number is 101 children for every 100 adults.

I have, &c.
(signed) *Geo. Gipps.*

No. 13.
Sir George Gipps
to Lord Glenelg,
14 March 1839.

Enclosure in No. 13.

A RETURN of IMMIGRANTS who arrived in the Colony of *New South Wales*, on Government Bounty during the year 1838.

Enclosure.

Name of Ship.	Date of Arrival.	Men.	Women.	Children.	Total.	Amount of Bounty.
Duchess of Kent - - -	5 January	1	1	- -	2	£. s. d. 30 - -
Augusta Jessie - - -	19 "	2	2	- -	4	60 - -
Minerva - - - - -	23 "	45	42	34	121	1,410 - -
Spartan - - - - -	31 "	7	5	4	16	175 - -
Siam - - - - -	1 February	2	2	3	7	75 - -
Upton Castle - - -	24 "	17	19	5	41	550 - -
Duchess of Northumberland -	22 April -	57	62	59	178	2,010 - -
Kinnear - - - - -	23 " -	8	8	19	35	357 - -
Amelia Thompson - - -	1 July -	55	52	39	146	2,151 - -
Florentia - - - - -	3 August	3	7	1	11	145 - -
William Metcalfe - - -	31 " -	53	53	59	165	2,273 - -
Coromandel - - - - -	2 October	85	91	89	265	3,683 - -
John M'Lellan - - - -	3 " -	12	14	15	41	536 - -
Fairlie - - - - -	6 December	84	72	15	171	2,913 - -
James Pattison - - - -	9 " -	60	71	59	190	2,748 - -
Portland - - - - -	22 " -	75	75	77	227	3,262 - -
Laura - - - - -	- - -	-	1	1	2	28 - -
TOTAL -		566	577	479	1,622	22,406 - -

Immigration Office, Sydney, }
5 February 1839. }

J. Denham Pinnock,
Agent for Immigration.

— No. 14. —

(No. 125.)

COPY of a DESPATCH from the Marquess of *Normanby* to Governor
Sir George Gipps.

Sir,

Downing-street, 14 August 1839.

I HAVE received your despatch, No. 51, of the 14th March, enclosing a return of the number of immigrants introduced into New South Wales on the bounty system during the year 1838, by which it appears that the proportion of children as compared with adults was much smaller than the corresponding number in ships fitted out by Government.

I enclose for your information the copy of a letter from the agent general for emigration on this subject, by which you will perceive that in the four last ships despatched by the Government the relative number of children and adults corresponds with those conveyed under the bounty system.

I have, &c.
(signed) *Normanby.*

No. 14.
The Marquess of
Normanby to
Sir George Gipps,
14 August 1839.

14 August 1839.

Enclosure in No. 14.

Sir,

2, Middle Scotland Yard, 14 August 1839.

I DO myself the honour to return herewith a despatch from Sir George Gipps, dated 14th March 1839, enclosing a return of the persons who have been introduced into that colony on the bounty system during the year 1838.

Sir George Gipps remarks in this despatch, that 557 men; 567 women, and 468 children have been thus brought into the colony at the total cost of 22,071*l.*, and that for every 100 adults, 41 children only have been introduced; whereas by referring to some former returns it would be seen that in ships fitted out by Government the corresponding numbers had been 101 children to every 100 adults.

I am happy to perceive that the above-mentioned number of persons was introduced for 22,071*l.*, which seems very moderate.

With regard to the proportion of children to adults, it will doubtless be satisfactory to the Governor to learn that in the four last ships which have sailed for the colony with emigrants

Enclosure.

No. 14.
The Marquess of
Normanby to
Sir George Gipps,
14 August 1839.

Enclosure.

emigrants under the superintendence of the Government, the proportion was identical with that which he mentions in the vessels conveying people on bounty. The particulars of the four ships alluded to are annexed, and it will be seen that for every 41 children embarked there were 100 adults.

James Stephen, Esquire,
&c. &c. &c.

I have, &c.

T. Fred. Elliot.

RETURN of Four last GOVERNMENT SHIPS which have sailed for *New South Wales*.

Name of Ship.	Adults.	Children over Seven.	Children under Seven.	TOTAL.
David Clarke - - -	166	45	18	229
China - - - - -	188	43	28	259
Florist - - - - -	148	30	30	208
North Britain - - -	191	54	39	284
Totals - - - - -	693	172	115	980

14 August 1839.

— No. 15. —

(No. 59.)

COPY of a DESPATCH from the Marquess of *Normanby* to Governor
Sir George Gipps.

No. 15.
The Marquess of
Normanby to
Sir George Gipps,
28 May 1839.

Sir,

Downing-street, 28 May 1839.

IN consequence of recent despatches received from you relating to the amount of emigration of the labouring class required in the colony of New South Wales, and the means of the land revenue to defray the cost of such emigration, and in consequence also of deputations of persons connected with the colony having called my attention to the same subject, I thought it right to instruct the agent general for emigration to furnish me with his opinion and report on that point. I enclose for your information a copy of the communication which I have received from him in reply, together with a copy of a letter from the secretary to the Board of Treasury, from which you will perceive it to be the intention of Her Majesty's Government that emigration to New South Wales should be carried on by the agent general for the present year to the same extent as the preceding year.

22 April 1839.

21 May 1839.

I take this opportunity of acquainting you that I have received your despatch, No. 177, of the 31st October last, with a printed copy of the Report of the Committee of the Legislative Council on Emigration, but unaccompanied by the Appendix, to which frequent reference is made in the body of that report. That document shall not fail to receive the attentive consideration of Her Majesty's Government; in the meantime I have referred it to the agent general for emigration, for any observations and suggestions which he may have to offer.

I am, &c.

(signed) *Normanby*.

Enclosure in No. 15.

Sir,

2, Middle Scotland Yard, 22 April 1839.

Enclosure.

IN reference to your letter of the 22d ultimo, accompanied by some recent despatches from Sir George Gipps on emigration and finance, and adverting also to the deputations which have waited upon the Marquess of Normanby on the same subject, I have the honour to submit the following report for his Lordship's consideration.

It appears by the Governor's communications that the land revenues had fallen off considerably, and that, assuming the expenditure on emigration at 100,000*l.* per annum, Sir George Gipps estimated that nearly the whole accumulated balance in New South Wales would be exhausted by the end of the present year, and that the accruing revenues afterwards would be unequal to the expenditure at that rate. But in point of fact the outlay on emigration to New South Wales by this department alone, amounted to about 116,000*l.* last year, and although some deduction is to be made for the proceeds of the remains of stores and provisions sold in the colony, it must be more than counterbalanced by the demands on the public funds for bounties on emigrants arriving in private ships. These cannot, I apprehend,

I apprehend, be assumed at less than 30,000*l.* last year. There has been no notice yet that I am acquainted with, of the renewal this year of the allowance of bounties; but it appears from the preceding statement that the continuance of the expenditure under this department alone will be enough, according to the data of the Governor's calculation, to absorb by the end of this year the accumulated balance of former periods, and to leave the revenues afterwards deficient.

It is proper to observe, however, that there are not wanting reasons to hope that the general decline of the revenue in New South Wales may have been, at any rate to the extent to which it had gone, temporary. I have understood that a law was in contemplation, at the latest dates, to check illicit distillation, which had materially impaired the spirit duties. Again, the depression of the wool market at home in 1837, is pointed out by the Governor as one probable cause of diminution in the sales of land in the colony in 1838; and so far as a judgment may be formed from the unexampled numbers of settlers who have been setting out of late for New South Wales, with the view of buying land, it can hardly be anticipated that the receipts from that source will not be as high this year as they have been at any period before.

Making every allowance, however, for these considerations, the state of affairs at the time when the Governor wrote has brought distinctly into view the possibility of a deficiency in the revenue, and the question of the measures which in that case would become advisable in regard to emigration.

Under these circumstances, great uneasiness, as Lord Normanby is aware, has been excited amongst gentlemen interested in the welfare of the colony. Several deputations have waited upon his Lordship, and have deprecated a stoppage in the supply of labour, at a moment when an annual course of emigration has just been set into steady operation, and when capital is proceeding into the colony faster than ever; and they suggest that, instead of having recourse to that alternative, the Government should rather raise whatever funds might be wanted upon the credit of the land revenue, on which security, it is stated, money could be procured in the city of London without difficulty, and on moderate terms.

So far as my opinion may be required on this proposal, I would state that I entirely concur in the inconvenience of putting a check to the newly-created flow of emigration to New South Wales, and in the event of the proper funds proving inadequate to its maintenance at its present rate, I feel no doubt that the best remedy, both in regard to the interest of the colony, and to the ultimate good of the revenue itself, would be, not to curtail the amount of emigration, but to borrow the necessary funds for its continuance on the credit of the future receipts from land. But having submitted this opinion in general terms, I am unwilling to proceed further at present, because I believe a report of the Council on the whole subject of emigration, probably including this topic, may be daily expected from the colony.

In the meanwhile it may be observed, that whether or not the revenue should prove ultimately defective, and whatever may be the decision taken on the project of a loan, there seems sufficient reason not to diminish the rate of emigration this year; for the excess of expenditure would only, on the most unfavourable assumption yet considered, accrue towards the end of the year, and could be very easily balanced, even if the plan of borrowing funds should not be adopted, out of the first proceeds of the land revenue next year. Postponing then, for the further information expected from the colony, the question of a loan, I beg leave to apply at once, very earnestly, for authority to carry on the emigration of this season to the full extent of that of last year; so that, while time is taken to deliberate on the larger proposal raised by the highly respectable deputations which have waited on Lord Normanby, the supply of labour to the colony will not in the interval undergo any abatement, and thus their chief object will for the present be secured.

I have, &c.

T. Fred. Elliot.

Sir,

Treasury Chambers, 21 May 1839.

WITH reference to your letter of 30th ultimo, and the report from the agent general for emigration therein enclosed, urging the expediency of encouraging emigration to New South Wales this year, to the same extent as during the last year, I have it in command, from the Lords Commissioners of Her Majesty's Treasury, to request you will acquaint the Marquess of Normanby that, adverting to the representations against any present diminution of the expenditure for promoting emigration, which are stated to have been submitted to his Lordship, and to the consideration that from the large accumulation which had occurred of funds applicable to that purpose the means of meeting emigration expenditure during the greater part of the present year, to the same extent as last year, are already provided, My Lords conceive that it may be advisable that emigration to that extent should be continued for the present year; but I am to request you will further observe to his Lordship, that this concurrence of My Lords in the suggestion of the agent general is given without any reference to the loan which has been suggested for this object, any proposition respecting which must necessarily be accompanied by very explicit information as to the arrangements the local government would feel enabled to make for securing a due payment of interest, and liquidation of the principle.

I am, &c.

(signed) *G. J. Pennington, Pro. Sec.*

VAN DIEMEN'S LAND.

—No. 16.—

(No. 27.)

No. 16.
Governor Sir
J. Franklin to
Lord Glenelg,
4 April 1838.

EXTRACT of a DESPATCH from Lieutenant Governor Sir *John Franklin* to Lord *Glenelg*, dated Van Diemen's Land, Government House, 4 April 1838.

I AM glad to perceive, from your Lordship's despatches, that it is not likely that any emigrant ships will, for a considerable period, be sent to this colony. The want of farm labourers is not strongly indicated by the present circumstances of the colony; and although additional mechanics of good character, could they be induced to remain in the colony, and not proceed to Port Philip or South Australia, might be desirable, yet the hope of inducing them to settle here is so slight that to continue their immigration would be, I fear, a very unprofitable expenditure of the land revenue of this colony.

In his letter to Mr. Stephen of the 27th September last, Mr. Elliot observes, "On the scheme of appointing an officer from Van Diemen's Land to reside in England, on behalf of the colony, to select emigrants for it, I do not know whether it might be premature to submit an opinion, until it be seen whether the idea be adopted; when the contemplated inquiry on the spot shall have been completed." Upon this subject I may observe, for your Lordship's information, that the result of the inquiries which were instituted in the colony, after the date of my despatch of April 1837, was, as your Lordship is already aware, unfavourable to emigration as a general measure, and that accordingly very little interest was excited by the notice inviting suggestions which was at that time promulgated in the Government Gazette; and, as your Lordship will have perceived from the minute of the Executive Council of the 15th November last, it was suggested, after considering the probable effect of the arrangements then announced to be in contemplation by your Lordship, not to bring any scheme into operation in this colony which might possibly interfere with the one which has been confirmed by Her Majesty's Government.

The very conclusive evidence which has been afforded of the result of the experiment by the "Bussorah Merchant," that general emigration is by no means desirable at present, of course relieves me from the necessity of submitting to your Lordship any observations as to the best mode of conducting it; I shall therefore only confine myself, in conclusion, to strongly but respectfully drawing your Lordship's attention to the great advantage of encouraging by every possible means the emigration of free females; the importance of this was very strongly expressed in the minute of the Executive Council (which I had the honour to forward in my despatch of April last), and has been pressed upon my attention in every quarter during my last tour of inspection through the colony.

In making this suggestion, I do not know that I can recommend a better arrangement for carrying it into effect than was then submitted by the members of the Executive Council, namely, that from 200 to 300 single females should be selected by the officers of emigration in England, and sent out annually in parties of about thirty, under the charge of the masters of such merchant vessels as are regular traders to this port and that of Launceston, and carry a surgeon, of which there are several to both ports, whose commanders are well known and respected.

It would of course be necessary not to intrust the care of females to masters who are not of good moral character, and as an inducement to zealous conduct on their parts, as well as on that of the surgeons, special gratuities might be paid to these individuals for every female under their charge landed in the colony, whose treatment shall have been satisfactory, or payment of part of the passage-money might be made specially contingent on the manner in which the conveyance of the females may have been effected. I trust that the comparative success and advantage with which the emigration of respectable female servants has generally been conducted, even in the case of the "William Metcalfe," will induce your Lordship to acquiesce in its continuance, under the improved arrangements which I have recommended, with such further modification as your Lordship may consider to be most expedient.

In

In further evidence of the important benefits that would attend well-conducted female emigration, I may state, that not only is social intercourse at present very much restricted, especially in the interior, in consequence of the difficulty felt, even by the wealthiest families, to obtain female attendants for their children, and the additional domestic duties thereby imposed upon parents, but it has recently been found impossible even to procure in cases of sickness the requisite number of attendants of sufficiently good character, however deficient in skill.

I am quite sure that the importation of respectable female servants here, in the manner I have recommended, with the least possible delay, would be a great boon to the community.

Should settlers in this colony, which may sometimes be the case, be anxious to have particular persons (not females) engaged by them in England, brought out to their service, perhaps your Lordship may be of opinion, that the assistance of the agent general might be rendered available in taking charge of the arrangements for their embarkation under the bounty, and generally in giving them his own protection, or that of some officer of his establishment, from the time of their arrival at the seaport until the period of their final departure.

No. 16.
Governor Sir
J. Franklin to
Lord Glenelg,
4 April 1838.

—No. 17.—

(No. 4.)

COPY of a DESPATCH from Lord *Glenelg* to Lieutenant Governor
Sir *John Franklin*.

Sir,

Downing-street, 11 January 1839.

I HAVE received your despatch, No. 27, of the 4th April last, respecting emigration to Van Diemen's Land.

I enclose for your information the copy of a correspondence on the subject between the agent general for emigration and this department. You will perceive by Mr. Elliot's observations, in which I concur, that it would be impracticable for Her Majesty's Government to adopt any successful plan for the introduction of respectable females into the colony under your government, except as part of a larger system of emigration, consisting chiefly of families for which there is at present no opening in Van Diemen's Land.

I have, &c.
(signed) *Glenelg*.

No. 17.
Lord Glenelg to
Sir J. Franklin,
11 January 1839.

Mr. Stephen,
16 August 1838.

Mr. Elliot,
3 January 1839.

Enclosure in No. 17.

Sir,

Downing-street, 16th August 1838.

I AM directed by Lord Glenelg to transmit to you the enclosed despatch from the Lieutenant Governor of Van Diemen's Land on the subject of emigration to that colony.

His Lordship would be glad to receive any observations and suggestions which you may wish to offer on this subject.

T. F. Elliot, Esq.
&c. &c. &c.

I have, &c.
(signed) *James Stephen*.

Enclosure.

No. 27.
4 April 1838.

Sir,

2, Middle Scotland Yard, 3d January 1839.

I HAVE the honour herewith to return Sir J. Franklin's despatch of the 4th of April last. The earlier part of this despatch confirms the propriety of having discontinued, in conformity with the Lieutenant Governor's recommendation of the previous year, any general emigration at the public expense to Van Diemen's Land.

With respect, however, to females, Sir J. Franklin points out strongly the want still felt of industrious women of good character in the colony, and suggests that two or three hundred single females of that description should be selected annually, and sent out in portions of about thirty at a time, under the charge of the masters of such regular traders to the colony as are known to be commanded by men of respectability, fit for the proposed trust.

I hope I need not say that it is with reluctance I submit to Lord Glenelg's consideration the existence of obstacles to a course which the Lieutenant Governor has described as so desirable for the colony; but I fear that after the new principles of action determined upon in 1837, in consequence of the experience of the London Committee, it must be a matter of very serious deliberation whether the Government should again consent to become mixed up in any way with an exclusively female emigration.

Whatever may have been the disappointment felt in regard to that Committee, there can be no doubt that it was composed of gentlemen of high character, entertaining the best intentions,

No. 17.
Lord Glenelg to
Sir J. Franklin,
11 January 1839.

Enclosure.

intentions, and yet that with all their pains they entirely failed to make such selections as would satisfy the expectations held in the colonies. The fact perhaps is, that the very circumstance of a young woman's being prepared to quit the country alone, and separated from all her friends, is in itself, though I should be very sorry to say a conclusive objection, yet an occasion of additional difficulty in obtaining a perfect assurance of the respectability and correct views of the party. The end was, that the operations of the Committee became decidedly unpopular, both in New South Wales and Van Diemen's Land, and that it was determined to have recourse, instead, to a general emigration carried on in families, which I am happy to say, has as yet been conducted without any instance of those complaints as to character that used to be so frequent.

To send out the women in smaller parties might doubtless mitigate some evils attendant on their conveyance in bodies large enough to fill entire ships; but it would deprive them of the advantage of having a superintendent of their own on board, responsible for nothing else than their conduct and welfare. It would seem very doubtful how far the demands on the time of a commander of a ship could allow of his supplying this defect, and exercising the watchfulness desirable over such a description of emigrants. And adverting to the competition in London, I apprehend that it would hardly be practicable for any public department, without exciting great jealousies and complaints, to undertake to make a selection among the vessels of different ship-owners, on the principle of choosing those of which the masters' characters were most deserving.

It is to be observed also, that if the single women were to be sent in sufficient quantities to produce any sensible effect on the proportion of the sexes in the colony, however reduced might be the numbers embarked in each vessel, the difficulties of selection would remain where they were. There would likewise be the same risk as before of the bad effects, even on those whose conduct had been previously good, of removing them from the restraint of the presence of those relatives and friends amongst whom their character had been earned. The experiment has been tried already, and failed. It was for that reason determined that any infusion of a greater proportion of single women into the colonies could only take place as part of a larger system of emigration, consisting chiefly of families. But in the case of Van Diemen's Land it has been shown on sufficient grounds that there is no field for such larger emigration. I fear that the inference is, that there is no method of satisfactorily supplying, through a public agency, the want which is felt of unmarried females of good character.

I have not reported this result without pausing to make inquiries which strongly confirm me in the extreme difficulty of making extensive selections, that can be relied on, of unmarried female emigrants of unexceptionable character. On the other hand, if only a few are to go, whom accident may enable us to know to be truly deserving, the effect becomes so small as to cease to be a public object.

With regard to emigrants going out on bounty, to which subject Sir John Franklin alludes at the end of his despatch, I have the honour to state that the agents for emigration at the several ports of the United Kingdom would always be ready to give their best assistance at the embarkation of such persons, or in the choice of opportunities for them, which assistance indeed it is their duty to render to all persons of the industrious classes possessed of the means, from whatever source derived, of defraying their passage to the colonies.

I have, &c.

T. F. Elliot.

—No. 18.—

(No. 340.)

COPY of a DESPATCH from Lord *Glenelg* to Lieutenant Governor
Sir *John Franklin*.

No. 18.

Lord Glenelg to
Sir J. Franklin,
13 August 1838.

Sir,

Downing-street, 13 August 1838.

I TRANSMIT, for your information and guidance, the copy of a despatch which I have addressed to the Governor of New South Wales, instructing him to raise the minimum price of Crown lands in that colony from 5s. to 12s. per acre.

As the general principle on which I have sanctioned this measure is applicable to both colonies, notwithstanding some points of local difference, and as it is desirable that an uniformity of system in regard to the disposal of the Crown lands should be observed in both, you will consider the instructions contained in that despatch as addressed to yourself.

You will perceive by the enclosed papers, which have been recently printed, for the information of officers and others proposing to settle in the Australian colonies, that no minimum price is stated, but that the lands are to be disposed of at an upset price fixed by the Government.

I am, &c.

(signed) *Glenelg*.

Despatch to
Sir George Gipps,
9 August 1838,
No. 176 (No. 6.
of this Paper),
page 39.

WESTERN AUSTRALIA.

— No. 19.—

EXTRACT of a DESPATCH from Governor *Stirling* to Lord *Glenelg*, dated Western Australia, Perth, 1st September 1838.

No. 19.
Governor *Stirling*
to Lord *Glenelg*,
1 September 1838.

YOUR Lordship will perceive in the course of the proceedings, that the question relating to the introduction of labour was brought forward, and the concurrence of the Council pledged to a limited extent to any future measures tending to procure a supply. On this subject, however, I shall have to address your Lordship on a future occasion.

Enclosure in No. 19.

THE memoir upon the subject of labour having been read, and the subject discussed, the Council came to the following resolution:

Enclosure.

The Council, having taken into consideration the memoir submitted upon the subject of labour, is unanimously of opinion, that there is an urgent and immediate necessity for procuring a supply of labour; that it would be conducive in a very great degree to the public benefit to adopt some such plan as that which has been submitted to its notice; and the Council is therefore disposed to concur in a vote to the amount of 1,000 *l.* upon the estimate for the ensuing year, with the view of bringing to trial the proposed experiment, under such modifications as the Governor in executive Council may adopt, for bringing into the colony labourers or apprentices from the mother country upon the arrangements referred to in the plan; and the Council is further of opinion, that it will be expedient for the executive branch to give its aid and countenance to the early introduction of Indian labourers to a reasonable extent, which it considers may be accomplished without any considerable charge upon the public funds, within the current year.

The minutes of the meeting having been read and confirmed,
The Council adjourned until the 15th June.

MEMOIR on the Subject of LABOUR.

IN the present state of the colony there is such a deficiency of labour as to impede its advancement.

The prudent portion of the workmen have saved means, and are now in condition to extend their business, and to hire assistance, if they could procure it; but they cannot venture to undertake works in the existing scarcity of workmen, and the consequent high rate of wages. Under these circumstances the price of every product has risen; improvement is discouraged; capital, prevented from finding investment here, must go elsewhere, and the colony is menaced with a return to its former state of unproductiveness, in the midst of every natural convenience for producing abundance.

The only remedy for these evils is a steady and well-regulated supply of labour from abroad, in proportion to the growth of capital within the settlement. Every capitalist and every workman, as his means increase, will then have opportunity to procure assistance, and extend his operations, and gradually as new comers acquire experience and means in the country they in their turn also will become employers of imported labour. To procure for a colony a well-regulated supply of labour, at rates which admit of its profitable employment, is well worthy of the earnest attention of the colonial government. In fact, there is not a question of greater moment to the general welfare than this, nor perhaps is there any mode of arriving at the proper remedies, unless the Government assume the charge and management of this vital subject. All private managements are defective and inefficient, and have been found to fail; but it seems that by the interposition of the Government the object may be accomplished in a satisfactory manner.

To effect this end, certain arrangements are necessary, which are now to be explained.

1st. It is proposed that the Government should open a communication with some association or agent in those places which can furnish the requisite supply.

2d. Proper arrangements must be made for selecting the description of workmen required, and for equipping them with sufficient clothes and bedding, and for providing them with every reasonable comfort for the voyage. The expense of all this has hitherto been in such cases defrayed by the parties sent out, or their connexions, or by associations interested in

No. 19.
Governor Stirling
to Lord Glenelg,
1 September 1838.

Enclosure.

their removal. The persons to be embarked ought to be consigned and indentured to the local government, and certain wages and advantages secured to them, under its sanction and responsibility.

3d. On the arrival of the workmen or apprentices in the colony, and after an inspection into the state of their health, ages and qualifications, the passage-money made payable by the agent on arrival should be paid by the local government, provided the treatment and accommodation of the passenger on the voyage shall have been conformable to agreement.

4th. Immediately on reception the emigrant should be transferred to the immediate care of an officer appointed by the Government as inspector and guardian, who, having made previous arrangements for hiring out or assigning to private individuals such workmen or apprentices as may have been written for, will take immediate steps for forwarding them to their intended homes.

5th. It will be the duty of the inspector to keep exact registers of all workmen or apprentices arriving in the settlement, containing their names and descriptions, places of birth, references to their connexions, their qualifications, rates of wages promised to them, length and nature of service engaged for, the names of the employers to whom assigned, the rate of remuneration which the latter is to pay for the labour hired out or assigned, and the sums becoming due or paid to the labourer. The inspector, moreover, ought to make a quarterly personal inspection into the condition of every assigned workman or apprentice, examining into his or her health, comfort, treatment, food, work, lodging and clothing, his or her general character and progressive attainments, and receive from each master the quarterly sum in full for their services; mulcting such as are found to have been idle, disobedient or vicious, and rewarding, within certain limitations, those who have done well; but with these variations making payment to each workman or apprentice of such sum as may have been secured to them quarterly, out of their wages payable by the employer. The inspector must also maintain a regular correspondence with the foreign agents or associations, furnishing them, under the control of the local government, with every information for the friends of the apprentices, and also with descriptions of the workmen for whom employment may have been assured in the colony.

6th. On application for the importation of any description of labourer or apprentice, the intending employer should be required to give assurance of his ability to maintain such persons, and on their arrival and assignment a premium should be required to be paid down, not less than one-third nor more than two-thirds of the passage-money; and formal agreements should be entered into with the inspector to pay the wages agreed for quarterly, and to answer truly and exactly all the questions to be inquired into by the inspector at his periodical inspection.

7th. But although it is intended, with the view of creating a just confidence in the fulfilment of the condition proposed to intending emigrants, that they shall actually be apprenticed or hired out to the local government, and consigned to its guardianship, it will be found that these duties will be executed under the immediate eye of the Government by the inspector; and although it is intended to secure the ship-owner the instantaneous payment of passage-money on arrival out of the public chest, and thereby to relieve the associations or persons sending out the emigrants from this serious charge, this payment is not nevertheless a final disbursement, but an advance; it being further intended to reclaim a portion of it at once from the employer in the shape of premium, and the remainder by degrees, out of the sums payable to the Government by the employers; the Government having one agreement with the apprentice or workman for their remuneration, and another with the employer for such payments as will not only repay the Government the cost of passage out, the expenses of inspection and other casualties, but accumulate, moreover, a fund at the end of the time sufficient to set the apprentice up in business, or removing him, if he desire it, to his former home.

8th. Every reasonable accommodation should be afforded to employers to return upon the inspector's hands any workman or apprentice of a sickly constitution or decidedly vicious habits; and even in ordinary cases indulgence in respect to change of masters or servants should be permitted, for mutual benefit, and under proper restrictions.

9th. By zealous and vigilant adherence to these regulations it is conceived that the Government may provide for the colony, without any eventual charge to the public, such a supply of every sort of labour as shall at all times accord with the wants of the settlement; capital will meet with full employment; wages will be steady in amount; intemperance will cease; the prudent workman will become a master and a capitalist, and be able to employ his savings in the extension of his business. On the other hand, the most perfect system of protection and guardianship will be secured to the apprentice or workman, whatever may be his age or colour, or state of information, and salutary provision be made for their comfort and future independence or return home.

10th. In order to combine the interest of the agents and inspectors with the proper fulfilment of their offices, their remuneration should be in the ratio of the numbers sent out by the former, and annually employed under the direction of the latter in the colony. These expenses will form deductions from the sums earned by the workmen or apprentices.

11th. There appear to be two places from which supplies of labour are procurable. The first is London; from thence it may consist of either grown persons, masters and proficients in certain trades, in which case the expense of passage-money, in whole or in part, might be advanced as a loan to themselves, without any assignment; or it may consist of boys and girls not more than fourteen years nor less than twelve years, to be bound for four years to particular trades, as in the case of the children sent out by the juvenile emigration society. The other source of supply is Calcutta; from thence two descriptions of labour are procurable;

curable; the first consists of scholars from the lower orphan school, who may be procured on very favourable terms, under the guidance and guardianship of the local government; the second of Coolies from Hindostan. The latter may be brought in unlimited numbers to these shores, at an expense not exceeding 5 £. per man, and engaged for five years, at a rate of wages and ration not exceeding 12 £., provided protection be assured to them by the local government, and their homeward passage secured on expiration of their indentures. It may still be doubted how far the latter are suitable to agriculture, but this point is determinable by experience.

12th. Such are the means which present themselves for providing the colony with that which is now its greatest want. If the plan should work well, it will confer inestimable benefits on all classes; if it do not work well, it can be easily abandoned, but it cannot be tried unless the executive branch of government be empowered to enter upon the necessary engagements with agents or associations in London and Calcutta, and be empowered to pledge itself to these parties to provide employment for a given number of workmen or apprentices, and to pay, to an extent to be decided on, the passage money of such persons immediately on arrival, as well as to appoint a proper inspector for their reception and guardianship. I propose, therefore, to refer the subject of this memoir to the consideration of a committee of the whole council, in order to have its purposes examined and discussed; and, if it be subsequently deemed expedient, it is my intention to submit the following resolution to the vote of the council; viz.

It is the opinion of this council that there is an urgent and immediate necessity for procuring a supply of labour. That the plan sketched out in the memoir submitted to the council on the 16th instant is calculated to effect the object in a satisfactory manner; and the council pledges itself to the extent of its competency to support any measures which the governor, with the advice of the executive council, may find it expedient to adopt for trying the experiment proposed, provided the charge contingent thereon upon the colonial funds do not exceed for the passage money of labourers or apprentices from England the sum of £., for the passage of Bengalese labourers the sum of £., within the next two years.

Presented to the legislative council on the 15th May 1838.

(signed) *James Stirling,*
Governor.

No. 19.
Governor Stirling
to Lord Glenelg,
1 September 1838.

Enclosure.

—No. 20.—

(No. 8.)

Copy of a DESPATCH from the Marquess of *Normanby* to Governor
John Hutt, Esquire.

Sir,

Downing-street, 2 May 1839.

I HAVE the honour to transmit to you the copy of a report from the agent general for emigration on the introduction of labourers into Western Australia.

I concur in Mr. Elliot's views on this subject.

I have, &c.

(signed) *Normanby.*

No. 20.
The Marquess of
Normanby to
Governor *Hutt*.
2 May 1839.

30 April.

Enclosure in No. 20.

Sir,

2, Middle Scotland Yard, 30 April 1839.

I HAVE the honour to acknowledge the receipt of your letter of the 2d instant, enclosing an extract of a despatch from the governor of Western Australia, together with other papers, containing an outline of a scheme for the introduction of Indian labourers and juvenile emigrants from the mother country.

Until the arrival of the further report, which I perceive by the concluding paragraph in Governor Stirling's communication may be expected on this subject, it may probably not be thought necessary to enter into the question at any considerable length.

I will only observe, that the introduction of Indian labourers into Western Australia seems open to the objections which I had the honour of pointing out in my report laid before Parliament last session, as applicable to the same proposal in regard to New South Wales, where, I may add, the plan has not eventually been adopted.

On the other hand, with respect to the introduction of apprenticed labourers from England, I apprehend there are the strongest reasons against that course, so far as regards children. I dwelt so much on the consideration bearing on this subject in my report of the 13th of March 1838, in reference to a similar project suggested from the Cape of Good Hope, that it may not be requisite that I should enlarge upon them here. It is scarcely possible to provide any machinery which shall be adequate to the effectual protection of such apprentices in thinly inhabited countries, while the mere attempt, on any scale sufficient to justify the experiment, would be found attended with more expense than the benefit of the children's introduction would be worth. To this must be added the difficulty of getting complete evidence that the children themselves go out with their proper knowledge and consent, as well as the consent of their natural guardians. The

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Enclosure.

No. 20.
The Marquess
of Normanby
to Governor Hutt,
2 May 1839.

Enclosure.

experience of the children's friend society, as it is now daily coming forward in magistrates' offices in London, seems to me conclusive on this point.

Such being the objections to juvenile apprentices from England, I may remark that the plan of having indentured labourers of mature age, after being tried in every shape, has been abandoned, as far as I am aware, by the inhabitants of all colonies where the attempt has been made. Such labourers always find means to render it the interest of the master to whom they are bound not to continue to retain them at a lower rate of wages than others can command in the same country.

My impression is, that if the settlement of Western Australia can spare any portion of its revenue, whether from land or any other source, to carry out honest and industrious labourers from this country, to be free, after arrival, to work on the best terms they can obtain, the result could not but be beneficial to all concerned; but that this, which is the method now adopted in the colonies on the other side of Australia, is the only safe mode of attaining the object by the instrumentality of public funds. The memoir enclosed in Governor Stirling's despatch is carefully drawn, and throws out various suggestions with a view of meeting some of the objections I have above alluded to; but the experience of the impracticability of effectually encountering those objections is so wide and so general that I have felt bound distinctly to point them out, and to state my own apprehension that they do not admit of being overcome.

I have, &c.
(signed) T. Fred. Elliot.

Agent General
for Emigration
to Mr. Under Sec.
Stephen.
13 March 1838.

COPY of a REPORT from the Agent General for Emigration to Mr. Under Secretary Stephen, referred to in the preceding Letter.

Sir,

2, Middle Scotland Yard, 13 March 1838.

In obedience to Lord Glenelg's desire, I have perused and considered a correspondence between the colonial government and a committee of the agricultural society at the Cape of Good Hope, transmitted in Sir Benjamin D'Urban's despatch of the 12th of August, on the subject of procuring farmers' apprentices from England.

It is proposed that a commission should be formed in the colony, on the model of the children's friend society in this country, for the purpose of conducting a system of emigration of boys between the ages of ten and fourteen, to be indentured on their arrival to the farmers, and to be placed during their apprenticeship (which is to continue until they severally obtain the age of twenty-one) under the protection and guardianship of the clerks of the peace. The expense of outfit and voyage is estimated at 12*l.* per head; 8*l.* to be paid by the parish of the boy in this country, and the remaining 4*l.* by his future master. No less than 15,000 or 20,000 is stated as the number which the colonists would wish to have constantly under indenture.

On the estimated cost of conveyance under this plan, and the mode of defraying it, I have not much to remark; 12*l.* appears a fair estimate of the expense of outfit and passage, and it is not improbable that the payment of 8*l.* from this country would be agreed to if the measure were in other respects approved of.

With respect, however, to numbers, far from its being practicable to keep up in the colony a permanent supply of 15,000 or 20,000, I am led to believe, from the best information I can obtain, that it is very doubtful whether more than 300 in the year could be procured. It seems plain, therefore, that the projected practice could not be carried so far as to exercise any material influence to the advantage of the colony. This leaves the greater freedom to consider the other question, which at any rate must have been deemed the paramount one in agreeing to such a proposal, of the advantage that might be expected for the boys themselves.

In the first place, I must observe that in England, with all the advantages of a dense population and a vigilant public opinion, the plan of apprenticing parish boys by authority has been discontinued, on account of the evils which it was found to create. Children are left to be apprenticed by their own parents to parties personally known to them, and remaining within the reach of their own observation. In the case of the Cape, not merely could no very effective choice be said to be exercised beforehand by children or parents, who, from their situation in life, could hardly have any distinct knowledge of so remote and different a country from their own, but the difficulty of superintendence afterwards would be much greater. There would be a more scattered population, fewer means of transferring the apprentice, if ill-used, to more favourable circumstances, a less
various

various instrumentality applicable to their guardianship; the impracticability of employing the special justices for this purpose has been acknowledged; and I think that, after the above reference to experience in England, it will be admitted that the clerks of the peace at the Cape could hardly be expected (as it is proposed they should do, without remuneration) to perform efficiently the arduous duties of control and supervision in the thinly inhabited districts of that colony.

Agent General
for Emigration
to Mr. Under Sec.
Stephen,
13 March 1838.

These would be serious objections, even if the ulterior prospects of the proposed emigrants were very favourable; for it is in the first years and during youth that an effectual care of them would be of most vital consequence; but I do not see that there are any such ulterior prospects of advantage to look to. I have availed myself of my access to the Colonial Office to refer to all the documents that seemed calculated to bear on this part of the subject. It appears from them that the facility of hiring land on very low rents, and the ease with which the first wants of nature may be satisfied, together with the indisposition which attaches to service for hire in a slave colony, has always rendered it far more eligible for a settler to work on his own account in the Cape than to let out his labour at such wages as the farmers could afford. No European, as far as I can judge from these sources of information, could be expected to remain contentedly there as a labourer; and if bound to do so by an obligation into which he was led by the Government at home, he would feel aggrieved, and most likely become useless to his employer, at the same time that he would himself suffer the sense of wrong. I find that the introduction of Government blacks from the Mauritius was refused at the Cape a few years ago because the inhabitants did not feel equal to their remuneration. Still more, therefore, does it appear that the country could not afford such wages as should be a ground for bringing into it children from England.

On these grounds I could not venture to recommend the adoption of the proposed measure; and I am glad that the extent to which it could have been carried appears to be so limited as probably to remove any disappointment which its rejection might otherwise occasion in the colony.

I have, &c.

(signed) *Thos. Fred. Elliot.*
