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## EMIGRATION (MR. BOYD'S SCHEME).

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COPY of the SCHEME of Mr. *Boyd*, dated 14 February 1883, relating to EMIGRATION, which was submitted to the Secretary of State for the Colonies by a Deputation from Metropolitan and other Districts on 18 June 1883, and is referred to in page 8 of a RETURN printed by Order of the House of Commons (No. 210), June 1884.

(*Sir Eardley Wilmot.*)

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*Ordered, by The House of Commons, to be Printed,  
25 June 1884.*

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EMIGRATION (MR. BOYD'S SCHEME).

no. 7.

RETURN to an Address of the Honourable The House of Commons,  
dated 20 June 1884;—for,

“COPY of the SCHEME of Mr. *Boyd*, dated 14th February 1883, relating to EMIGRATION, which was submitted to the Secretary of State for the Colonies by a Deputation from Metropolitan and other Districts on the 18th day of June 1883, and is referred to in page 8 of a RETURN printed by Order of the House of Commons (No. 210), June 1884.”

Colonial Office, }  
June 1884. }

EVELYN ASHLEY.

SCHEME OF STATE-DIRECTED EMIGRATION AND COLONIZATION.

1. THE necessity for a large national system of emigration is found in the fact that the population of the United Kingdom is excessive, and increases at a prodigious rate; hence widely spread distress, much crime and drunkenness (usually allied to misery), and unreasonable competition, evils for which the only practicable ready remedy, if a general upheaval of social foundations is to be avoided, will be found to be national emigration.

2. It is well known that unless new markets are called into being, our foreign trade is likely to decrease steadily; because (a) protective duties hamper us everywhere, and (b) most countries yearly manufacture more of the sorts of goods they used to buy from us. A “new channel” is also indispensable, because there has been such great activity during the last quarter century in building and reconstructing stupendous public works, railways, machinery, manufactories, and maritime tonnage, of a total value impossible to state, but as to which some notion may be gathered from the knowledge that on railways alone 400,000,000 sterling have been expended, all affording means of living for myriads; that little remains to be demolished, erected, or remodelled. Yet the population has increased by 8,000,000, and the agricultural produce of the soil has probably diminished. Such a new channel would be created by systematically colonising Canada, whose unoccupied virgin lands are capable of maintaining perhaps a number equal to the total population of Europe.

3. I propose that the organisation be entirely a State one, adequate for removal annually of 200,000 individuals (of all ages) from the United Kingdom, and their settlement in Canada and the North West Territory of the Dominion, where sufficient land is offered free by the Dominion Government. The poor, who are without, or have next to no resources, are those who would be (on their voluntary application, and on approval) selected; the system to be one of family emigration; and, since five can be reckoned as the average number in a family, 150,000 at least out of the whole number would be composed of aged persons, women and babes, very few among them breadwinners. Thus the country could lose nothing by the departure of people, no small proportion of whom are now partly maintained at the cost of ratepayers and of the benevolent, while all are what is currently (although not technically) called “paupers.” Certainly we can easily spare, say, 50,000 able-bodied men and youths every year, and their dependents.

4. The emigrants proper, to be men (with their families), acquainted with the cultivation of the soil. A slight knowledge might suffice; nor can it be dis-

puted that the poor quarters in our cities and towns would supply large contingents of men, born and reared in the country, accustomed to farm work. Only men of good character, not convicted of crime, nor more than twice of drunkenness, under 46 years old, and with not exceeding five accompanying members of family, to be eligible; single women to be ineligible; the taking single men to be discountenanced; and young people to be encouraged to marry, in order to become eligible.

5. A State inspection to be organised in order to "pass" applicants. There could be an authorised official in every town; the superior superintendence of this department to be confided to selected persons among the trade union leaders, appointed for the purpose by Government as permanent officers. Their special knowledge of the labour market would be useful in order that surplusage only might be drawn away.

6. For transport, many of the Government steam transports would no doubt be available; other large steamships to be purchased, so as to supply a fleet capable of providing a departure of a steamer carrying, say, 1,000 emigrants daily during the seven suitable months, the departures to be from Glasgow (once), Liverpool (twice), Milford (once), and Southampton (thrice) weekly.

7. The first step of arranging with the Canadian Government being taken, the second, after Parliamentary sanction, would be to send out an adequate staff of artisans and labourers, with their families, under agreements for five years at present trades' rate of wage, in order to erect huts or cottages, houses, stores, &c., before the first batch of emigrants arrive, from two to three months later. These mechanics would be under Government supervision, and must move from place to place as required.

8. The control of the whole organisation and the funds, to be vested in a board, or Imperial Emigration and Colonisation Commission, consisting of five capable and adequately paid gentlemen prepared to make this the business of their lives—two to be Canadians; headquarters, of course, in London; a head Canadian office at Ottawa, with one Canadian and one English Commissioner; local commissioners with sufficient subordinates to be quartered at the various settlements.

9. The average cost of transport, upon the scale and, as indicated, from railway station here to destination in Canada, need not much, if at all, exceed 5*l.* per head of all ages; because special emigration rates would be obtainable from the railways on both sides of the Atlantic, the steamers, specially fitted and carrying no cargo, being worked at prime cost.

10. A due number of "centres" being selected in the Dominion, each to have a nucleus settlement of 4,000 souls, the emigrants on reaching Quebec or Halifax would be there furnished with a destination, and at once sent on by the daily through trains. There would be also appointed through emigrant trains on this side to the various ports of embarkation.

11. Prior to embarking, each head of a family to sign articles of indenture binding himself to repay to the Emigration Commission all moneys advanced to him or his family. Should passage be repaid? I think not, but am open to correction on this difficult point.

12. The lands to be brought under cultivation will not maintain a family for several months, or even for a year after cultivation begins. How then are the people to live? Thus: The Canadian Government must co-operate in this work by agreeing to convey to the Emigration Commission the 160 acres they at present offer free for every separate family to be settled. Eighty acres to be absolutely reserved by the Commission as "B. Government lands;" and upon the remaining 80 (or 50 wherever only 100 acres are obtained) the head of the family to be set to work under official superintendence to clear, sow, make roads, &c., all for a fixed weekly wage, being the amount upon which he could live with reasonable carefulness. I estimate this wage at 12*s.* for a single man, 16*s.* for a married couple, 20*s.* for the same with two children, and so on. All such payments as wages to be carried to the debit of the person receiving them, in books kept like the millions of separate post-office savings bank accounts for far smaller

smaller sums. Copies would be sent from the settlements to Ottawa; and thence they might even be sent to London; so that at the head office here the exact state of the accounts in each settlement would be known under an organisation like the Post Office Savings Bank system.

13. Whenever the parcel of land upon which a family had been domiciled should be, in the judgment of the local inspector, fit to maintain them without further official "nursing"—then, but not sooner, a conveyance of the ground to be executed to the peasant who had been working upon it, chargeable, by way of mortgage, with the total standing to his debit for wages, seed, stocking, &c., including passage-money (should it be considered right the cost of it be also reimbursed). This total, in the case of a family of five, would not be likely, even including passage-money, to exceed 100 *l.* In the case of a couple without children it would be much less. In this way, assuming only 50 acres were conveyed to each settler, and the average mortgage amounted to 100 *l.*, the man would obtain in a year or so after leaving home 50 acres of freehold land saddled with 100 *l.* mortgage at 6 per cent. per annum, equal to a yearly rent of 2 *s.* 6*d.* per acre for very fertile land. He would become by independent effort, thanks to judicious help, a peasant proprietor at a cost which he would have been able to regulate himself to a certain important extent. The transaction, once completed, there would be no difficulty experienced by the Commission in selling the mortgage bond to private persons or financial corporations to be formed hereafter for the purpose of dealing in these securities, and thus all money advanced would be recouped. Redemption of the bonds might easily be effected within 10 years from issue. No doubt there might be difficulty in selling the bonds, or obtaining repayment of the funds expended which they would represent, if the settlements were few, scattered far apart, and thinly peopled. There would be none if the chief features of the scheme be adhered to; namely, its magnitude and continuity.

14. In the case of the head of a family dying before his allotment were ready for conveyance, his family might be allowed to name somebody to take his place and liabilities; to the local Commissioner being reserved a right of veto. Should it be exercised, then the land to lapse into the category of "B. Government lands." The cost of the labour actually expended upon such lapsed land would, as a rule, have added to its intrinsic value not less than the total amount of such expenditure. And real loss, arising from death, accident, or sickness, could be provided for by a special system of insurance at trifling cost.

15. Another resource for reimbursement and profit would be the "British Government lands." These would be at least equal in acreage to "allotted lands." They would be cultivated for the ultimate benefit of the British Government, representing the taxpayers here, by day-labourers specially engaged here or taken from such among the emigrants as could not well be trusted to farm for themselves; or by volunteer labourers presenting themselves on the spot. These lands could be leased or sold. While they were farmed the crops derived from them would be disposed of for the Commission through usual trade channels.

16. If any man at the first blush should doubt whether returns of this kind could be adequate to outlay, let him reflect that all cities, London itself, and all civilised countries, were once virgin land without value. Their incalculable money value and the enormous revenues they yield now have been brought about precisely in the way I propose to render valuable the valueless North West Territory, namely, by the exercise upon their territory of human labour. The objection, then, is idle, upon the two indispensable conditions that the settlements be on a large scale, and that there be skilled responsible supervision and, as a part of it, rules and discipline.

17. Crime and waste are already guarded against by laws specially passed in the Dominion and Provincial Parliaments whereby local option prevails in every part of Canada, except the North West Territory, wherein it is forbidden to introduce alcoholic or vinous stimulants. This beneficent provision was intended to protect the Indians, of whom about 100,000 still remain. Removal to Canada would consequently mean rescue and redemption for numbers of

our people who would gladly quit present surroundings, associations, and temptations, had they the chance.

18. In order to make good the drain on our agricultural population, an essential part of the scheme must be the formation, under some proper system, of large or small training-farms at suitable points throughout the three kingdoms. To these places might be drafted all lads from orphanages, street youths from our great cities, men who hang about the streets picking up a precarious livelihood, and the like, to learn farm-work—the natural occupation of a great majority of mankind.

19. Parliamentary powers would have to be asked to enable the Government of the day to borrow, when required, sums not exceeding 20,000,000 sterling in all, by creating a new Emigration Stock to bear interest at the rate of three per cent. During the first two years about 5,000,000 sterling would be wanted; the interest upon which sum, to be borne by the taxpayers, is only 150,000 *l.* sterling per annum. The funds raised in this manner to be employed in England and Canada for the general purposes indicated, under proper control and audit in the customary way; the expenses of official staff to come out of these funds, and a percentage to be charged upon the allotted land to defray those expenses. All moneys received by the Emigration Commission as reimbursement of loans, sales of mortgage bonds, of produce raised on "Government lands," or of such lands themselves, to be paid over *per contra* to the National Debt Commissioners in order to purchase and extinguish consols. I think it fair to expect that, before the power to raise 20,000,000 had been fully used, returns would flow back to us; that the 20,000,000 sterling, if called up, would be all reimbursed before expiry of 10 years; and that, far from any loss of capital resulting from these transactions, there might be immense profits.

20. To attain the ends I have described, a country like ours, which threw away, for the sake of a policy of the moment, 100,000,000 sterling in the Crimea, might sacrifice much. But I cannot see that any sacrifice whatever is needed. For, supposing 200,000 men, women, and children left our shores in the first year, and that 10 *l.* yearly per head be put as the average cost of maintaining them here, then surely society is benefited to the extent of 2,000,000 *l.* sterling for that one year alone (to say nothing about the future) by their departure. The food they consume, if they remain, ceases to be imported.

21. If it should be objected a point will be reached when the exodus will cease to be a benefit to us, I answer it can be stayed at that point, for it would be the duty of the Emigration Commission to keep State advantage in view, such being the *raison d'être* of their office.

22. But the foundation of a new populous and wealthy society, on the other side of the Atlantic, must benefit this country in another way. They will purchase our manufactures from us, thus adding to our wealth, instead of consuming it, as they do while here. For, of course, every individual in Great Britain, be the population 20,000,000 or 30,000,000, has to be fed somehow. And owing to this necessity we are rapidly sinking into national and personal poverty because nothing is done or attempted, by legislators and statesmen, in order to preserve a reasonable proportion between the people and the land they live on. Had we no colonies it would be another matter. The truth of the controversy respecting imports and exports lies here. We import a greater excess year by year, and thus grow poorer instead of richer, simply because we have more mouths to feed each year. While this goes on vast territories belonging to the Empire remain deserts, and others are given away.

23. The existence of great fleets of steamers of vast size which could not have been had a few years ago, the political difficulties and pressing yearly increasing distress in England, the wish of the Dominion Government to settle the North West Territory, which was owned by an exclusive private corporation only 12 years ago, the certainty of a German and probability of a Chinese immigration thither

thither\* unless we utilize it ourselves instead of abandoning it to the wolf and the jackal, are all considerations favouring the realisation of my scheme.

24. Although the settling may proceed during as many years as there remains unoccupied land, the principal trouble will be during the first two or three years. Once the rudiments of hamlets, towns, and cities are formed, there will be little trouble and not nearly so much expense.

25. The scheme would be greatly helped by the approaching construction or completion of the Canadian Pacific Railway, which will traverse the territory to be settled in order to unite the two oceans, and will provide work for large numbers of labourers. Primarily designed though it is for the poor who have no resources, the fact need not preclude our attracting (by the offer of assistance in the colony) a limited number among classes possessing some small but insufficient capital. Such people would provide employment for labouring peasants whose mental qualifications did not offer sufficient inducement to trust them with land of their own. In short, the whole management requires the exercise of skill and judgment. Many farmers would be well qualified to act as superintendents of some of the departments, and, doubtless, be glad to accept such positions.

26. Upon some collateral aspects of this many-sided scheme it is well to lay stress. This would not be a haphazard, fitful business, now well, now badly done. The emigrants are not to be turned loose on the prairie to do as they please; protection, direction, control, are essential elements in the scheme, which, before all things, is to be entered upon for State advantage. A considerable organisation of skilled educated minds is therefore indispensable. Upon this side of the ocean there will be the *personnel* devoted to selection, transport and shipment: clerks who must keep the accounts, storekeepers, and so forth. Then come the commanders, officers, engineers, besides crews, of the steamships. To conduct the service with efficiency not fewer than 30 vessels must compose the fleet. On the other side there will be *employés* who must receive and distribute through the territory the continual arrivals. There will be surveyors and civil engineers, architects and builders, farming superintendents and overseers, resident local commissioners, travelling inspectors, and a respectable battalion of clerks of various grades, some of whom could be chosen from those already in the Government service here. There must also be warehouse keepers, as well as men accustomed to trade operations; since the Colonisation Commission will have crops and produce and lands to dispose of, seeds and stock and implements to buy; the last-named from England. Most of these numerous officials would naturally be drawn from the ranks of the middle classes. Then comes the supreme direction, the posts in which will doubtless be filled from the upper class. It is impossible to catalogue with exactness all the positions that will be necessarily created, and must be filled, greatly to the advantage of the mother country, considered as one community, and to separate families whose heads are nowadays in so many instances thoroughly perplexed to know what is to be done with their young men. My rapid sketch, however, shows that this system of colonisation will find legitimate permanent occupation for much more than mere bone and sinew. Brains are indispensable. Education and natural ability of very diverse kinds and orders could thus obtain a field of exercise hitherto undreamed of; and the widely spread mental, technical, and scientific training that has distinguished the England of the past dozen years will not have been fruitless after all, as many latterly began to fear it might prove to be. But for this training, indeed, it is questionable whether there would be, as there now certainly is, the proper material available to constitute the large body of superintendents and functionaries that is necessary, while, had the scheme been broached in 1870, every one would at once have pronounced it to be impracticable on the scale I propose,

\* The prevision (expressed in 1880) has become accomplished fact. "From Victoria, Vancouver's Island, we have reports that ships and steamers are constantly arriving with many Chinese on board. The immigrants are immediately forwarded to the main land of British Columbia, chiefly for railway work. Twenty-four thousand are expected by August, when the Chinese in the province will amount to 32,000, outnumbering the whites. Fears are expressed that the Province will be Mongolianized."—"Times," 11th May 1882.)

pose, if only because the large steamers now built were not even projected; while the cost of "sailing" the smaller boats then in vogue was probably about double what the march of invention has made it to-day, and sea-risks were also greater.

27. The climate of Mexico, or even a large portion of the United States scarcely suits Englishmen or Scotchmen, and a serious mortality might result from shipping hosts of old and very young persons to torrid regions. What can be begun in our possessions on the American can be afterwards adapted to those on the African and Australian continents, in New Zealand and Tasmania.

28. It must be remembered the "new channel" discovered and opened by the Stephensons, the Brasseys, the Hudsons, who have gone, is filled and developed to about its utmost extent. We want another. By opening this prolific channel, of far greater intrinsic worth than all the El Dorados ever dreamed about, we should feed the poor, the middle class, and the class above, who are alike crying for bread, in one sense or another.

29. Not only so, but we can justly inscribe upon our emigration and colonization flag the motto which was once made to ring in the ears of the whole world, "For the interests of England." Her political interests are so manifestly to be promoted by planting her sons and daughters in homes where they shall prosper and be happy, and, doubtless, be loyal, that it is needless to say anything on that head. Is it not almost as plain that, if Canada, with her present population of 4,000,000, can import British merchandise worth 8,000,000 of pounds sterling (besides merchandise from the United States worth nine), she will be enabled and bound to import incalculably more when we shall have raised her population?

30. Furthermore, a great settlement of Canadian territory will inevitably call for numerous public works (new railways among them) of great magnitude over there, for new banks, insurance companies, &c. The capital may, largely, be raised here, and fresh, sound openings for investors be created.

London, 14 February 1883.

(signed) *J. F. Boyd.*

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