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OFFICIAL REPORT

OF THE

EMIGRATION CONFERENCE

HELD ON

MAY 30-31, 1910

CONVENED BY THE

ROYAL COLONIAL INSTITUTE

WITH AN INTRODUCTION BY

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INTRODUCTION.

THE subject of emigration seems in a special degree one upon which the peculiar position of the Royal Colonial Institute enables it to speak with authority. Whenever emigration takes place it can be regarded from a double point of view. There is the individual aspect—the benefit to be conferred upon the man sent out—and there is the more general aspect—the result his arrival will have upon the country to which he is sent. Nor do even these considerations exhaust the subject. There is the further point of view of the interests of the community from which the man is removed. It is obvious how delicate a matter it may be to adjust these various interests. Assuredly in the infancy of colonization not much was considered except the apparent interests of the Mother Country. The first builders of the Empire proposed to lay the foundations of future greatness with the criminals and the failures of society, not very careful how great a waste of life and effort might be involved by the use of such material. In many cases, no doubt, the good of the individual sent was really regarded, but the main object assuredly was the development of potential riches. Space forbids us to enter into the question how far there, in fact, existed in the England of the seventeenth century a surplus population; but in any case it seems pretty clear that the main motives at work were other than philanthropic. But let it not for a moment be imagined that at any time the business of emigration was left to the jail birds and failures of society. From the first the English love of adventure and of the unknown secured the kind of emigrant who has always been to the fore in the making of Greater Britain. Further, other causes intervened to secure for the new Colonies a picked population. Both Virginia and New England owed much to the political and religious dissensions at home, which made those who were dissatisfied with conditions there seek a new field across the Atlantic.

Gibbon Wakefield was doubtless right when he spoke of this as the halcyon time of emigration, when it was resorted to by all sorts and conditions of men, and when the squire and the yeoman and the substantial citizen and the labourer started side by side upon their new life.

Then came the long years of quiet, during which it seems, with regard to some of the Colonies, that as many people returned from them to England as resorted thither. There was, of course, some emigration to the newer Colonies, and religious discontent at home still brought some settlers to America from the Mother Country; but a great proportion of the immigration into America was of Protestants from the Continent of Europe, followed by Irish from Ulster.

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Generally speaking it is true to say that, whereas the seventeenth century had accepted the dictum of emigration as a safety valve for surplus population, the eighteenth century regarded it as a dangerous method of draining that population, which was the life blood of the country. The time at which William Pitt, a statesman brought up in the school of economic orthodoxy, could propose outdoor relief for able-bodied men in proportion to the number of their babies was not the time when schemes of emigration could rear their head.

Then followed the thunder-clap of Malthus's melancholy law of population, according to which the population of any one country was bound to grow at a far greater ratio than could its means of subsistence. The iron law was more and more accepted by thoughtful men; but could not its menace be averted, or at any rate postponed, if emigration were employed as a check to redundant population? How far this view is consistent with the pushing to its logical conclusion of the Malthusian theory it is unnecessary to consider. Certain it is that the benevolent Malthus himself gave the emigration movement a cautious blessing. With the distress which followed the artificial inflation of the great war no wonder that men's minds again turned to thoughts of emigration. Successive committees of Parliament considered the question, and not a little was done in a practical way; though it must reluctantly be admitted that the action taken was generally in the direction of shovelling out paupers from home, and that much distress to the emigrants and some odium and disgrace to the Mother Country followed from the careless and unscientific way in which the work was carried on.

Meanwhile, to some extent at least, the wells of the national life, so far as the question of emigration was concerned, had been poisoned by the continuance of the system of transportation of convicts to New South Wales. No doubt, from the economic point of view, not a little may be said in favour of this system, but none the less the moral effect must have been bad, as covering with criminal associations the work of Imperial expansion.

It was in revulsion to such ideas that the colonial reformers of the thirties of the nineteenth century found their *raison d'être*. Gibbon Wakefield and his followers preached and practised a more excellent way of emigration, which recalled the great days of early Virginia and Massachusetts. It is unnecessary to deal here with the difficult subject of Gibbon Wakefield's theory as to the disposal of the public lands; it is enough to note that a partial application of the system gave a substantial revenue, which furnished the means by which a considerable number of persons were emigrated. The memories of men are short-lived, and few now realise that during the middle decades of the nineteenth century the Land and Emigration Commissioners carried on a successful system of State-aided emigration. Between 1840, when the Board was first established, and the end of 1846 thirty-six ships, carrying nearly 6,500 emigrants, were despatched to the Australian Colonies. Besides these over 24,400 emigrants were sent out under the immediate superintendence of the Board, who were introduced by the New South Wales Government under the bounty system. At this time, however, emigration was declining, and that of 1845 reached very low figures. Owing, however, to an improvement in the Colonies, the demand for labour soon became great, and between October 1847 and December 1851 146 ships, carrying over 36,750 emigrants, were sent out to New South Wales and Port Phillip, besides 103 ships, carrying over

25,400 persons, to other Colonies. In 1852 the gold discoveries led to a great extension of operations. In that year and the five following no fewer than 380 ships, carrying 131,466 emigrants, were sent out to New South Wales and Victoria; while 152 ships, carrying over 44,950, went to other Colonies. The existence of this State-aided emigration depended, as has been seen, upon the revenue obtained from the public lands, and, when their public lands became the peculium of the respective Colonies, the State-assisted emigration, which had arisen from their disposal, of necessity came to an end. Henceforth it was left to the Colonies themselves to direct their own labour supply in their own way.

Considering how small, even with this assistance, was the amount of emigration to British possessions compared with the millions that during the nineteenth century found a new home, under a foreign flag, in the United States, it has often been urged that measures should have been taken to prevent this diversion of British strength and manhood. But assuredly had such a work been attempted it would have been labour lost unless done on a gigantic scale. There is a period in the lives of communities when they have reached the stage at which they can bear a great influx of population; and that period can only be anticipated by a tremendous expenditure of capital, so as to force development. While emigration was on a small scale, the British Colonies, in fact, obtained their fair share in competition with their southern neighbour. But, when emigration grew by leaps and bounds, it was inevitable that it should go to a country which had reached a stage of development in which it might be absorbed. The only result of sending numbers to Canada would have been—as, in fact, happened as things were—that they would have been equally attracted by the more advanced civilization of the United States; so that the only difference would have been that they would have made their journey in two stages instead of one. Only by an enormous outlay on public works, the cost of which would have been well-nigh prohibitive, could the Canada of the first half of the nineteenth century have absorbed a large immigration. In the fulness of time Canada's opportunity was to come; but it would have been a stupendous task to anticipate the future. Towards the end of the nineteenth century the United States had still as many as 72 per cent. of the emigrants that left the United Kingdom, and Canada had only 11 per cent. In 1906 the United States had only 47 per cent. of the total, and Canada had 31 per cent. Considering the difference in the size of the two populations the figures are startling. It appears that in the last few years 95 or 97 per cent. of the total number of people that have emigrated through private or semi-public agencies have gone to Canada or to other British Colonies; so that, whatever may have been the case in the nineteenth century, in the twentieth it certainly would seem that the surplus population of the United Kingdom is tending more and more to gravitate towards the British Dominions.

But the question arises whether this is enough in the face of the new conditions that are apparent. Just as we may gladly admit that British industry is far more efficiently conducted than at any former period of its history, and yet recognise that it needs even yet more systematic, scientific guidance in the face of German competition, so we may recognise that factors like the steady, peaceful penetration by Americans of Western Canada require to be taken into consideration when we are discussing the emigration question from an Imperial standpoint.

In many ways the moment is opportune for entering, under new auspices, upon the old question. In the past there was the natural jealousy of the oversea Colonists, determined to maintain the standard of wages and of living, that might be threatened by an influx of British emigrants; and this attitude, under democratic government, could influence the counsels of Ministries. On the other hand there was the short-sighted conduct of some British magistrates and individuals, who seemed still to hold the discredited doctrine that the end of an empire is to take the damaged goods of the predominant partner.

Even now the air is still somewhat thick with the smoke of past controversies. The oversea Governments, though they have come to recognise that the question of population for them surpasses all other questions in importance, still have a certain distrust of the emigration societies, and regard them as unwelcome intruders upon their own province. For example, whatever be the merits or demerits of the bonus system in the abstract, it seems a pity that the Canadian Government should have chosen the moment to cease the granting of bonuses to societies like Dr. Barnardo's just when the question of child emigration is being more closely brought to the thoughts and consciences of men. Again, while the importance of securing only desirable emigrants must, of course, be admitted, it by no means follows that a hard and fast rule as to the possession of a minimum amount of money on arrival is the best means of securing such a consummation.

Obliged to reckon with the Colonial Governments, and yet not able to meet them in the open, are the very numerous agencies taking an active part in promoting the work of emigration. Mr. Burns told the Imperial Conference of 1907 that there were nearly a thousand of these, and any State action which should end in drying up this stream of private effort and charity would be nothing less than calamitous. In this state of things, with general recognition around us of the necessity of well-directed emigration, and with equally general recognition of the difficulties which still stand in the way, the Council of the Royal Colonial Institute was assuredly well advised in calling the Conference, whose proceedings are here reported. But, though the interchange of views between persons deeply interested in the subject and possessing great practical experience could not but be useful, the Conference was mainly of importance as setting on foot machinery which in time may have far-reaching results. If we read the discussion regarding emigration at the Imperial Conference of 1907, we are struck, in spite of the eloquence and the enthusiasm of those taking part in it, by the somewhat academic character of the proceedings. Even the practical Conference, which is here reported, suffered considerably from the absence of representatives from the offices of the High Commissioners and Agents-General, who could speak with authority regarding the attitude and policy of their respective Governments. A permanent committee on emigration, such as has been agreed upon by the resolutions of the Conference, will be able to approach with confidence the representatives of the various Governments. The Royal Colonial Institute consists to a very great extent of citizens of the various Dominions; and conclusions reached under its auspices will receive a more favourable hearing than if they were the mere outcome of British philanthropists. By these means, by the time of the sitting of next year's Imperial Conference, practical proposals may be before the delegates, which may lead to active measures.

What such proposals should be it would be both premature and impertinent now to adumbrate, though one may hazard the surmise that in the direction of child-emigration most will be attempted, if only because there will be found the line of least resistance. We must not hope for too much. The day is past, if it ever was, when we could aspire to consider emigration, directed to other portions of the Empire, as merely migration, such as takes place when a man goes from Sussex to Yorkshire. Though our Imperial political organisation may become more closely knit, we shall, and must, remain in some ways independent nations. The more necessary is it that we should use the means of emigration to bridge the inevitable chasm. For consider what a great part it is that is played by the action of individual emigrants in consolidating the Empire. Just as thousands of unknown workmen helped to rear the fabric of some mediæval cathedral which now fills us with admiration and awe, so from the forges in which the iron of the new-comer is dipped will emerge the steel of new national types. Materially, physically, and morally the emigrant counts for much in the evolution of future history; and if, in Bacon's words, "plantations are amongst ancient, primitive, and heroical work," even the humblest emigrant that adds his mite to the store of strength from which emerges national greatness, though he may share the fate of the thousands of heroes unknown to history, has yet, in his way, accomplished something heroic.

H. E. Egerton.

ROYAL COLONIAL INSTITUTE.

EMIGRATION CONFERENCE

AT THE

WHITEHALL ROOMS, HÔTEL MÉTROPOLE,

MAY 30 AND 31, 1910.

The officers of the Conference were:—

Lieut.-General Sir J. Bevan Edwards, K.C.M.G., C.B., (Chairman), Sir Godfrey Y. Lagden, K.C.M.G. (Deputy Chairman), James R. Boosé (Secretary).

The following delegates were appointed by the respective societies:—

Name.	*Delegates.*
1. Annie Macpherson Home of Industry	J. Macpherson Merry. Dr. Merry.
2. Associated Scots Passenger Agents (Edinburgh)	W. Lindsay.
3. Bristol Emigration Society	E. V. Mackay.
4. British Empire Agency, Ltd.	Francis Deverell.
5. British Empire League	Sir Frank Forbes Adam, C.I.E. Edward Bond. W. Herbert Daw. Rt. Hon. Sir Walter Hely-Hutchinson, G.C.M.G.
6. British Passenger Agents' Association	R. Courtney. D. Jackson. W. L. Lindsay. E. Ross Townsend.
7. British South Africa Co.	Alfred Bromwich. G. N. Savage. Lady Knightley.
8. British Women's Emigration Association	Hon. Arthur Brodrick. Miss Lefroy.
9. Central Emigration Board	Sir C. Kinloch Cooke, M.P. Sir William Chance, Bart. Ernest E. Carleton.

Name.	*Delegates.*
10. Central (Unemployed) Body for London .	James P. R. Lyell, J.P. Walter Hazell, J.P. G. A. Williamson. Fred Johnson (*Secretary*).
11. Charity Organisation Society (Emigration Sub-Committee)	F. Morris. Miss Abdy. Mrs. Meinertzhagen.
12. Charity Organisation Society (Leicester) .	W. E. Hincks.
13. Children's Aid Society	
14. Children's Farm Homes Association . .	Mrs. Close. Douglas Eyre. Viscountess Barrington.
15. Church Army	W. F. Hamilton, K.C. D. J. Streeter.
16. Church Emigration Society . . .	Miss Montgomery. Rev. F. B. Norie. Miss Mary Grimes (*Honorary Secretary*).
17. Church of England Incorporated Society for Providing Homes for Waifs and Strays	Rev. Cuthbert W. H. Whalley, M.A.
18. Colonial Nursing Association . . .	Miss M. E. Dalrymple Hay.
19. Committee of Colonial Intelligence for Educated Women	Hon. Mrs. Norman Grosvenor.
20. Country and Colonial Training School for Ladies	Mrs. Roy Batty. Miss Turner.
21. Dr. Barnardo's Homes	William Baker, M.A., LL.B. W. W. Hind-Smith. Adam Fowler.
22. East End Emigration Fund . . .	P. S. Dowson. Mrs. Sydney Vacher. R. Culver.
23. Emigrant's Information Office . . .	F. Butler. W. B. Paton. Malcolm Jones.
24. Future Career Association	Henry C. Devine.
25. Imperial South Africa Association . .	H. Handcock.
26. Kent Colonising Association . . .	Rev. R. L. Gwynne. J. Sword. D. Richardson (*Secretary*).
27. Labour Exchanges (Central Office) . .	— Beveridge. Colonel Murray. C. F. Rey.
28. League of the Empire	Sir Philip Hutchins, K.C.S.I. Mrs. Ord Marshall. Mr. Henry V. Ellis.
29. Liverpool Self-Help Emigration Society .	Rev. R. F. Winter.
30. Manchester and Salford Boys' and Girls' Refuges and Homes	T. R. Ackroyd.
31. National Union of Women Workers of Great Britain and Ireland . . .	Miss Janes. Miss Norah E. Green

Name.	*Delegates.*
32. Naval and Military Emigration League	Col. A. G. Balfour. Major-General Sir Ronald B. Lane, K.C.V.O., C.B. E. T. Scammell. Surgeon-General Sir William Taylor, K.C.B.
33. Public Schools Emigration League	Rev. the Hon. Edward Lyttelton. Rev. Dr. J. Gow. Rev. Dr. H. B. Gray. W. A. Evans (*Secretary*).
34. Ragged School Union	Sir John Kirk. Samuel Sharp.
35. St. Andrew's Waterside Church Mission	P. J. Gedye.
36. Salvation Army	Colonel D. C. Lamb. Staff-Captain Frank Dyer. Miss Winifred Leal.
37. Self-Help Emigration Society	G. W. Dodds. H. M. Cooke. A. Miall. Rev. R. J. Evans. E. C. Gates (*Secretary*).
38. Settlers' Emigration Society	P. H. Kerr (*Secretary*).
39. Society for the Furtherance of Child Emigration	Professor Hugh Egerton. Professor W. L. Grant. Kingsley Fairbridge.
40. Society for Promoting Christian Knowledge, Liverpool (Emigration Department)	Rev. H. E. Elwell.
41. South African Colonisation Society	Hon. Mrs. Francis Buxton. Miss Beatrice Vivian. Miss Saunders.
42. South African Colonisation Society (Scottish Branch)	Miss Jean M. Graham.
43. South African National Union	Lord Blyth. Colonel Weston Jarvis, C.M.G. A. H. D. Cochrane.
44. State Children's Association	F. Penrose Philp. Miss Brodie Hall.
45. Travellers' Aid Society (Liverpool Branch)	Miss Williams.
46. Victoria League	Hon. Lady Talbot. E. T. Cook. Arthur Pearson. Mrs. Henry Gooch. Mrs. George Chirnside.
47. West Ham, County Borough of	Alderman W. Crow, J.P. Councillor R. White, J.P. W. G. Martley. H. Leonard Humphreys (*Secretary*).
48. West India Committee	A. E. Aspinall.
49. Young Women's Christian Association	Mrs. Mill.

The following attended the Conference:—

Miss G. B. Abdy (Charity Organisation Society Emigration Committee), Mr. T. R. Ackroyd (Manchester and Salford Boys' and Girls' Refuges), Sir Frank Forbes Adam, C.I.E. (British Empire League), Messrs. J. A. M. Aikins, K.C. (Manitoba), L. S. Amery, E. H. Arnett, W. Baker, M.A., LL.D. (Dr. Barnardo's Homes), A. Barker, Colonel H. H. Barnet (Naval and Military Emigration League), Viscountess Barrington (Children's Farm Homes Association), Mr. A. K. Bell, Rev. R. D. Beloe (League of the Empire), Messrs. A. B. Bennett (East End Emigration Fund), R. W. Blackall, J. G. Bottomley, Edward Bond (British Empire League), Ralph S. Bond (Royal Colonial Institute), Admiral Sir Nathaniel Bowden-Smith, K.C.B. (Royal Colonial Institute), Right Hon. Lord Brassey, G.C.B., Hon. Arthur Brodrick (British Women's Emigration Association), Mr. A. Bromwich (British South Africa Company), Mrs. John Buchan (Committee of Colonial Intelligence for Educated Women), Messrs. C. Dugald Buckler, James Burns, I.S.O., Hon. Mrs. Frances Buxton (South African Colonisation Society), Messrs. F. G. A. Butler (Emigrants' Information Office), E. H. Carleton (Central Emigration Board), R. B. Chapman (Salvation Army), Mrs. G. Chirnside (Victoria League), Mrs. H. G. and Miss Close (Children's Farm Homes Association), Messrs. T. R. Clougher, A. H. D. Cochrane (South African National Union), Mr. and Mrs. Archibald R. Colquhoun, Mr. H. M. Cooke (Self-Help Emigration Society), Sir C. Kinloch Cooke, M.P. (Central Emigration Board), Messrs. L. C. Cornford, R. Courtney (British Passenger Agents' Association), Alderman W. Crow, J.P. (West Ham), Messrs. R. Culver (East End Emigration Fund), W. H. Daw (British Empire League), A. J. Dawson, Miss N. P. Decie, Miss T. E. Denison (British Women's Emigration Association), Messrs. F. Deverell (British Empire Agency), D. C. Devine (Future Career Association), G. W. Dodds (Self-Help Emigration Society), T. E. Donne, P. S. Dowson (East End Emigration Fund), A. Drakard (Melbourne), H. G. Dring, Lieut.-General the Earl of Dundonald, K.C.V.O., C.B., Messrs. B. Dunlop, Fred Dutton (Royal Colonial Institute), W. M. Graham Easton, Lieut.-General Sir J. Bevan Edwards, K.C.M.G., C.B. (Royal Colonial Institute), H. V. Ellis (League of the Empire), Rev. H. E. Elwell (Society for Promoting Christian Knowledge), Messrs. C. Reginald Enock, W. A. Evans (Public Schools Emigration League), Douglas Eyre (Children's Farm Homes Association), Kingsley Fairbridge (Society for the Furtherance of Child Emigration), Mr. E. C. Gates (Self-Help Emigration Society), Mrs. Mary Gaunt, Messrs. A. Gilbert, C. S. Goldman, M.P., W. McLean Goldie, Mrs. Henry Gooch (Victoria League), Mr. G. Goodsir, Rev. Dr. J. Gow (Public Schools Emigration League), Messrs. Charles Graham, D. Grant (Salvation Army), Professor W. L. Grant (Society for the Furtherance of Child Emigration), Henry Green, Miss Norah E. Green (National Union of Women Workers), Miss M. K. Grimes (Church Emigration Society), Hon. Mrs. Norman Grosvenor (Committee of Colonial Intelligence for Educated Women), Rev. R. L. Gwynne (Kent Colonising Association), Miss Brodie Hall (State Children's Association), Messrs. J. P. Hall, W. F. Hamilton, K.C. (Church Army), P. G. Hannon (South African National Union), Miss M. E. Dalrymple Hay (Colonial Nursing Association), Messrs. H. Hayward, Walter Hazell, J.P. (Central (Unemployed) Body for London), W. Howard Hazell, Right Hon. Sir Walter Hely-Hutchinson,

G.C.M.G. (British Empire League), Messrs. H. F. Herbert (South African National Union), W. H. Hill, W. E. Hincks (Charity Organisation Society, Leicester), W. W. Hind-Smith (Dr. Barnardo's Homes), G. V. Hudson (Catholic Emigration Association), H. L. Humphreys (West Ham), Sir Philip Hutchins, K.C.S.I. (League of the Empire), Lieut.-General Sir Edward T. H. Hutton, K.C.M.G., C.B. (Royal Colonial Institute), Lady Hutton, Messrs. J. S. Hyslop, D. Jackson (British Passenger Agents' Association), N. L. Jacob, Colonel A. Weston Jarvis, C.M.G., M.V.O. (South African National Union), Mr. Richard Jebb, Miss E. Vaughan Jenkins, Mr. Malcolm Jones (Emigrants' Information Office), Hon. Mrs. Joyce (Girls' Friendly Society), Mr. C. F. Just, Mrs. H. R. Keene (Fores Lodge Settlement), Mrs. P. H. Kerr (Settlers' Emigration Society), Lady Knightley (British Women's Emigration Association), Sir Godfrey Lagden, K.C.M.G. (Royal Colonial Institute), Colonel D. C. Lamb (Salvation Army), Major-General Sir Ronald B. Lane, K.C.V.O., C.B. (Naval and Military Emigration League), Colonel Hon. Harry Lawson, M.P. (Emigrants' Information Office), Miss G. Lefroy (British Women's Emigration Association), Messrs. W. Lindsay (British Passenger Agents' Association), R. Littlejohn (Royal Colonial Institute), Rev. Dr. Llwyd, Dr. T. M. Maguire, Mrs. N. E. Martel (Sydney), Messrs. J. Manson (Associated Scots' Passenger Agents), A. Miall (Self-Help Emigration Society), Mrs. Meinertzhagen (Charity Organisation Society, Leicester), Mrs. H. R. Mill (Young Women's Christian Association), Messrs. E. C. Milne (South African Colonisation Society), J. M. Merry (Annie Macpherson Homes), Miss Montgomery (Church Emigration Society), Messrs. F. Morris (Charity Organisation Society Emigration Sub-Committee), G. H. Morris (Allan Line), Colonel A. M. Murray (Board of Trade Labour Exchange), Mr. C. Freeman Murray (British Empire League), Sir E. Montague Nelson, K.C.M.G. (Royal Colonial Institute), Rev. F. B. Norie (Church Emigration Society), Miss K. Passmore (South African Colonisation Society), Messrs. W. Paton (Emigrants' Information Office), A. A. Pearson, C.M.G. (Victorian League), Mrs. R. Douglas-Pennant (Central (Unemployed) Body for London), Messrs. W. Herbert Phillipps, F. Penrose Philp (State Children's Association), A. R. Pontifex, J. E. Pounds, Guy Radford (South African National Union), G. M. Rice, D. Richardson (Kent Colonising Association), Miss E. M. Robinson (Charity Organisation Society, Leicester), Mrs. Ross, Mrs. Roy-Batty (Country and Colonial Training School for Ladies), Messrs. W. S. Routledge (South African Colonisation Society), S. Rosenbaum, Rev. E. de M. Rudolf (Waifs and Strays Society), Messrs. E. Du B. Scammell, E. T. Scammell (Naval and Military Emigration League), Miss Elsa Schattel (South African Colonisation Society), Messrs. R. C. Scott (Allan Line), S. S. Sharpe (Ragged School Union), Mr. G. H. Schofield (New Zealand), Miss Stanley, Miss Streeter (Church Army), Mr. J. S. Sword (Kent Colonising Association), Hon. Lady Talbot, Mr. and Mrs. E. E. F. Tarte, Miss Percy Taylor (Victoria League), Surgeon-General Sir William Taylor, K.C.B. (Naval and Military Emigration League), Mr. C. Neumann Thomas (Cape Colony), Miss Thomas (Cape Colony), Miss A. F. Thompson (South African Colonisation Society), Miss M. Timson (Charity Organisation Society, Leicester), Messrs. E. Ross Townsend (British South Africa Company), Rev. Canon L. N. Tucker (Missionary Society

Church of England in Canada), E. H. Turnbull (Canada), Miss J. S. Turner (Country and Colonial Training School for Ladies), Mrs. Vatcher, Miss Beatrice Vivian (South African Colonisation Society), Major W. Hussey-Walsh (Naval and Military Emigration League), Rev. C. W. H. Whalley, M.A. (Church of England Waifs and Strays Society), Councillor R. White, J.P. (West Ham), Miss Ruby Whitmore (Society for the Furtherance of Child Emigration), Miss M. Williams (British Women's Emigration Association), Messrs. G. A. Williamson (Central (Unemployed) Body for London), Beckles Willson, Hon. Alexander Wilmot (Cape Colony), Messrs. J. Lockie Wilson, P. H. Woolf (Allan Line), Dr. A. E. Wynter, Sir Frederick Young, K.C.M.G. (Royal Colonial Institute), Mr. James R. Boosé (Secretary).

The following questions were submitted to the various Emigration Societies previous to the Conference:

1. The objects of the society.
2. Is the society wholly philanthropic? What arrangements are made to secure the repayment of moneys advanced for emigration purposes, and what proportion of the amounts so advanced is annually returned?
3. Does the society receive aid from public funds?
4. A summary of results of the society's operations during, say, the last three years.
5. In what way do you think the Conference can assist the society?

The following replies in *précis* have been received and are preceded by a digest:

DIGEST.

The objects of the various societies differ to a considerable extent.

The Boys' and Girls' Homes of Manchester and Salford, the Society for the Furtherance of Child-Emigration, and Dr. Barnardo's Homes are mainly for rendering aid to poor and destitute children, and promoting emigration on the Farm-School system.

The Public Schools' Emigration League encourages the emigration of boys in the public and secondary schools of the United Kingdom.

The Settlers' Emigration Society and the South African Colonisation Society encourage emigration of settlers on to the land in South Africa only, and the Naval and Military Emigration League assists and advises suitable ex-Service men to emigrate to the Overseas Dominions.

The remainder assist those who are likely to make good Colonists and have insufficient or no means to emigrate to Greater Britain, and demonstrate the opportunities which may await them overseas.

The Country and Colonial Training School is for training the daughters of professional men in cooking, housework, and the lighter branches of farming in the Colonies, and therefore stands in a different category to the other societies.

As regards the second question, the Public Schools' Emigration League, the Manchester and Salford Boys' and Girls' Homes, Dr. Barnardo's Homes, the East End Emigration Fund, and the Self-Help Emigration Society are wholly

philanthropic; the Kent Colonising Association is partially so; and in some instances the societies make no advances whatever.

The mode of repayment of moneys advanced for emigration purposes varies considerably. In some cases promissory notes are taken from, or bonds signed by, the applicants for the repayment of some portion of the cost of their emigration; in others no requirement is made for the return of the money spent. In all instances where arrangements are made for repayment only a comparatively small proportion has been returned.

None of the societies receive any aid from public funds.

The result of the societies' operations during the past three years are in each case expressed by the number of people emigrated. These range from 50 to 23,000.

The Conference can, in the opinion of the societies, assist them by

(*a*) Suggesting a workable scheme for a National Emigration Association.

(*b*) By bringing before the various Overseas Governments the desirability of making use of an established society.

(*c*) By establishing relations between the Overseas Dominions and the various existing societies.

(*d*) By a resolution that the theory of the Farm-School system is worthy of being taken up inter-governmentally or, failing that, privately.

(*e*) By suggesting means practical and as effectual as possible for the ready employment of emigrants, and for the recovery of moneys advanced.

(*f*) By consideration of the question of child-emigration.

(*g*) By advocating greater protection on the voyage, &c., and the establishment of hostels for the reception of girls.

(*h*) By promoting co-operation and co-ordination between societies.

For details of the Central (Unemployed) Body for London see *Précis* of replies.

PRÉCIS OF REPLIES.

BRITISH PASSENGER AGENTS' ASSOCIATION.

1. To protect the interests of the passenger agents of the United Kingdom who are interested in emigration.

2. Money not advanced in any form.

3. No.

4. ——

5. The Association considers that matters will be discussed of general interest to passenger-emigration agents.

BRITISH WOMEN'S EMIGRATION ASSOCIATION.

1. To emigrate only such women and girls as are of good character; to secure proper protection on voyage and adequate reception on arrival.

2. Each emigrant to whom a loan has been made signs a bond. Money repaid about 70 per cent.

3. No.

4. Number of persons placed in the Colonies, 2,013; viz., Canada, 1,700; New Zealand, 210; other Colonies, 103.

5. By ensuring greater protection on voyage, &c., and establishment of hostels for reception of girls.

CENTRAL EMIGRATION BOARD.

1. To encourage suitable and desirable emigrants to proceed to the British Colonies instead of to foreign countries.

2. When funds permit advances by way of loan are made.

3. No.

4. Six hundred and ninety-four persons have been emigrated.

5. ——

CHARITY ORGANISATION SOCIETY (EMIGRATION SUB-COMMITTEE).

1. To advise and give information on emigration cases and assist emigration generally.

2. In certain cases promissory notes are taken for repayment of some portion of cost. About 2 per cent. is repaid.

3. No.

4. During three years 4,857 people have been emigrated to various Colonies.

5. By bringing before the Colonial Governments the desirability of making use of an established society.

CHILDREN'S FARM HOMES ASSOCIATION.

1. To improve the condition of workhouse children.

2. Philanthropic at present, but eventually to be rate-supported.

3. No.

4. Farms at present are object-lessons.

5. By urging the Guardians and Local Government Board to support it.

CHURCH ARMY.

1. To promote the welfare of the poor and the relief of distress by combined social and spiritual agencies.

2. Money is advanced to emigrants, and arrangements made for repayment through local agents. During last two years £3,000 has been received as repayments.

3. No.

4. During 1908-9 160 persons sent to Canada. Now sending to Australia and New Zealand.

5. ——

CHURCH EMIGRATION SOCIETY.

1. To strengthen the Church of England in our Overseas Dominions, and commend members of the Church of England to the clergy in the Colonies.

2. Partly philanthropic. Loans towards passage money are sometimes made to confirmed and communicant members of the Church of England.

3. No.

4. 1,467 persons sent out: 1,234 to Canada, 118 to Australia, 81 to New Zealand, 34 to India, United States, &c.

5. Hopes Conference will assist in getting a lecturer to travel throughout the United Kingdom to draw attention to work of the society.

COLONIAL NURSING ASSOCIATION.

1. To provide trained nurses for hospital and private work in the British Colonies and amongst other British communities in foreign countries.

2. Founded on business footing, and money advanced for passages, &c., is eventually recovered from local committees.

3. Not from any public trust. Governments of the Crown Colonies pay fee for each nurse supplied.

4. Total number of nurses sent out since 1897, 521.

5. ——

COMMITTEE OF COLONIAL INTELLIGENCE FOR EDUCATED WOMEN.

1. The employment of women of the educated classes who are obliged to earn a livelihood; and to awaken British women to the opportunities which may await them overseas.

2. ——.

3. No.

4. Works through other societies, such as British Women's Emigration Society, &c.

5. By emphasising importance of reliable information.

COUNTRY AND COLONIAL TRAINING SCHOOL FOR LADIES.

1. To train daughters of professional men in lighter branches of farming for the Colonies.

2. Not philanthropic.

3. No.

4. Recently established.

5. By being kept in touch with other societies.

DR. BARNARDO'S HOMES.

1. For reception, maintenance, education, and training of destitute and afflicted children.

2. No requirement for return of money spent on emigration. Many old boys and girls contribute to funds of the society.

3. No.

4. Work full of hope and promise; 3,428 boys and girls were emigrated to Canada during last three years.

5. ——

EAST END EMIGRATION FUND.

1. Sends British workers to British Dominions. Careful selection as to character, &c.

2. In certain cases promissory notes taken for repayment of certain portion of cost of emigration. About 2 per cent. is repaid.

3. No.

4. During three years ending December 1909, 7,631 people have been emigrated to various parts of the Empire.

5. By bringing before the various Overseas Governments the desirability of using an established society, and pointing out to them the great care taken by this society in selection of emigrants.

EMIGRANTS' INFORMATION OFFICE.

The Emigrants' Information Office was established by her late Majesty's Government in 1886 for the purpose of supplying intending emigrants with useful and trustworthy information respecting emigration chiefly to the British Colonies, and is under the direction of the Colonial Office.

The Notice Boards of this Office are exhibited and the Circulars may be obtained free of charge, at more than 1,100 Public Libraries, Urban District Councils, and Institutions. The Handbooks also may be obtained at the Imperial Institute, South Kensington, where collections of the products of the various Colonies may be seen.

Letters to the Emigrants' Information Office need not be stamped, but prepayment for Handbooks must be made.

KENT COLONISING ASSOCIATION.

1. To assist those having insufficient means to emigrate to Greater Britain.

2. Not wholly philanthropic. Agent employed who collects money advanced. About 30 per cent. has been repaid.

3. No.

4. Three hundred and sixty persons have been emigrated since 1905.

5. By suggesting a workable scheme for a National Emigration Association and means for the ready employment of immigrants.

MANCHESTER AND SALFORD BOYS' AND GIRLS' REFUGES AND HOMES.

1. To render help to poor children.

2. Wholly philanthropic. Expenses of emigration paid by the society.

3. No.

4. Children sent to Society's Home, Ontario, 138.

5. By consideration of question of child-emigration.

NAVAL AND MILITARY EMIGRATION LEAGUE.

1. To assist and advise suitable ex-Service men to emigrate to the Overseas Dominions.

2. Is philanthropic. Arrangements will be made for repayment by recipients of money advanced to assist their emigration.

3. No.

4. League only just formed.

5. By giving publicity to the objects and securing an expression of opinion as to the desirability of the movement.

PUBLIC SCHOOLS' EMIGRATION LEAGUE.

1. To encourage the emigration of boys in the public and secondary schools.
2. Wholly philanthropic. Registration fee of one guinea on each application placed by the League.
3. No.
4. Operations commenced 1910. Fifty boys sent to British Possessions.
5. By establishing relations between the authorities of the Overseas Dominions and the committee of the League.

SALVATION ARMY.

1. To advise intending emigrants and assist financially deserving cases.
2. Not wholly philanthropic.
3. As booking agents for cases emigrated by public bodies.
4. Twenty-three thousand souls emigrated; 4,000 assisted financially.
5. ——

SELF-HELP EMIGRATION SOCIETY.

1. To assist those who are likely to make good Colonists and dissuade others.
2. Loans discontinued. Small grants made in cases of necessity.
3. No.
4. 884 persons were emigrated.
5. ——

SETTLERS' EMIGRATION SOCIETY.

1. Emigration of settlers on to the land in South Africa.
2. Society makes no advances. Affords expert advice and training facilities in farming.
3. No.
4. Only recently formed.
5. Promoting co-operation and co-ordination with other societies.

SOCIETY FOR THE FURTHERANCE OF CHILD-EMIGRATION.

1. To promote child-emigration to the Colonies on the Farm-School system.
2. ——
3. No.
4. Society was founded in October, 1909.
5. By a resolution that the theory of the Farm-School system is worthy of being taken up inter-governmentally or, failing that, privately.

SOCIETY FOR PROMOTING CHRISTIAN KNOWLEDGE, LIVERPOOL.

(Emigration Department.)

1. The spiritual care of emigrants.
2. No money advanced.
3. No.
4. ——
5. Extension of the knowledge of its aims and operations.

SOUTH AFRICAN COLONISATION SOCIETY.

1. To promote protected emigration for women, due regard being had to the special requirements of South Africa, and to select only such men and families as are suitable to the requirements of each Colony.

2. About 90 per cent. of money advanced for passages is repaid out of wages.

3. No.

4. From 1902 to 1908 3,457 persons were emigrated.

5. By calling public attention to work of the Society.

SOUTH AFRICAN COLONISATION SOCIETY (SCOTTISH BRANCH).

1. To assist women and girls to find suitable openings in the Colonies.

2. Very few loans made.

3. No.

4. Following emigrants sent out: To South Africa 162, to other Colonies 231.

5. ——

STATE CHILDREN'S ASSOCIATION.

1. To dissociate children from all connection with the workhouse and to obtain from the State further powers of control over neglected children.

2. Solely a propagandist society and does not personally emigrate children.

3. No.

4. Largely as a result of its work there are 500 Boards of Guardians who board out children, and Boarding-out Committees have been established in suitable districts.

5. By making understood advantages of carefully safeguarded emigration for suitable Poor-Law children.

WEST INDIA COMMITTEE.

1. The object of the West India Committee is by united action to promote the interest of the industries and trade, and thus increase the general welfare of the British West Indies, British Guiana, and British Honduras.

2. Not philanthropic. No advances are made.

3. No.

4. During the past few years the Committee, by distribution of pamphlets, has been instrumental in inducing several young men with capital to settle in the West Indies—notably Dominica, Jamaica, and Tobago. It has also placed young men on sugar estates as overseers.

5. By making it generally known that there are openings for young and energetic men in the West Indies possessed of a minimum capital of £1,000, and, further, that there are openings on sugar estates for young men between the ages of 18 and 25 as overseers, and occasionally also on banana and cacao estates.

The reply of the Central (Unemployed) Body for London is given in full on account of its important character.

The Central Unemployed Body is a public body constituted under the Unemployed Workmen Act. It has a power to issue a halfpenny rate precept on the rateable value of the London County Council area. This rate produces over

£90,000 per annum, and a large proportion of this sum is available for assisting emigrants to the Colonies.

Since the commencement of 1906 over 8,000 unemployed persons have been assisted to emigrate to Canada, and over 1,000 to Australia and New Zealand, at a cost of about £75,000. About £25,000 of this sum has been advanced by way of loan, some under guarantee, and the remainder under promissory note. Since this system has been instituted over £3,200 has been refunded by emigrants and their guarantors. It is anticipated that large additions to these repayments will be made during the next year or two.

The Emigration Committee of this body are unable to say in what way the Conference will assist their emigration work, but they consider useful results should accrue to assisted emigration as a result of the Conference.

The following questions have been addressed to the High Commissioners and Agents-General in London:

1. The class of emigrants specially desired.
2. The facilities (if any) offered to emigrants, in regard to (1) reduced or assisted passages, and (2) for receiving them on arrival overseas—whether met by Government representatives or by representatives of public societies or churches, and what provision is made for their accommodation and for conveying them to their ultimate destination, and for supplying them with information as to labour and lands.
3. The facilities given to emigrants for acquiring homestead blocks (if any) or suitable lands on which to settle, especially men with limited capital.
4. The openings for employment and the general conditions of labour, including the conditions governing contracts for immigrant labour.
5. The terms and conditions on which youths and young men may enter the Government Agricultural Colleges or Training Farms, and the kind of instruction given in these Institutions.
6. The openings for women workers.
7. The opportunities (if any) provided for the reception of child-emigrants and lads.

The following replies in *précis* have been received:

DOMINION OF CANADA—HIGH COMMISSIONER.

1. Canada, being an agricultural country, desires and requires men to farm the land or to work on the same for wages, and there is no limit for such persons, or for female domestic servants.

2. No financial assistance towards passage money. Offices and shelters at ports of landing in Canada, and at many points in the interior. Emigrants passed from one Government Agent to another until finally located.

3. At all points near the Free Homestead land Government Agents are established to guide intending settlers in selecting homesteads. It is against the policy of the Government to reserve land *en bloc*, believing the individual action of the individual settler produces best financial results.

4. There are openings for employment, but only at farm work or domestic

service does the Government guarantee such work. Canadian Government does not encourage making of contracts for labour except in the Dominion itself.

5. Instruction given in Government agricultural colleges at low and reasonable terms, but students not admitted until they have had at least twelve months' experience on a farm.

6. No limit to number of vacancies for female domestic servants. All other classes of female employment require special consideration.

7. Continuous demand for children to live with farmers and others. Inspection by Government officials rigidly enforced. All children required to go from an institution or home in the United Kingdom to similar receiving institutions in Canada. Abundant openings for lads from fourteen to sixteen on farms. Canadian Government undertakes to place all such as are passed by Government officials in London.

COMMONWEALTH OF AUSTRALIA.

Immigration under control of the States.

NEW ZEALAND: HIGH COMMISSIONER.

1. Farmers, experienced agricultural labourers, and female domestic servants.

2. Passages at reduced rates to farmers, their wives and families, farm labourers, and female domestic servants.

3. "Improved Farm Settlements" introduced to settle unemployed on small blocks of land. Farms vary from 10 to 200 acres. Small grazing runs divided into two classes not exceeding 5,000 and 20,000 acres respectively. Rental not less than 2½ per cent. on capital value per acre. Residence and improvements compulsorily.

4. Good openings for classes mentioned in Answer 1.

5. Canterbury Agricultural College offers opportunities for acquiring thorough knowledge of science and practice of agriculture. Fees: £40 per annum for first and second year, £20 for third year.

6. No special opening except for domestic servants.

7. None.

NEW SOUTH WALES: AGENT-GENERAL.

Any movement which would tend to promote emigration of eligible persons has his strong approval. Branch dealing with emigration is well organised and capable of meeting any demand made upon it. Regards the organisation of British Committees as one with which he is not concerned.

AGENT-GENERAL: VICTORIA.

Same reply.

AGENT-GENERAL: S. AUSTRALIA.

1. Settlers with capital, agricultural workers, and domestic servants.

2. None. Steamers are met by Government officers and information given.

3. There is a State Bank which grants loans. Homestead blocks may be obtained on easy terms, and loans are advanced.

4. There is a Government Labour Bureau.

5. At the Roseworthy Agricultural College scholarships are granted. Fees are £30 per annum.

6. Domestic service.

7. None.

AGENT-GENERAL: QUEENSLAND.

1. Men and women with agricultural experience.

2. Passages granted to *bonâ-fide* farmers with capital of £50 for the sum of £5. Wife and children free. Free passages to domestic servants. Men for special callings may be brought out under contract for a year's service on payment of a sum of £5. Friends and relatives may be nominated at varying fees. Wives and children free. Immigration depots in most towns, where immigrants are maintained for a reasonable time. Free passages to destination. Government Labour Bureau.

3. Special provision for selection of agricultural and free homesteads.

4. Demand is great in agricultural and sugar districts.

5. Pupils received at Agricultural College at £30 per annum.

6. For domestic servants only.

7. Under consideration.

AGENT-GENERAL: WESTERN AUSTRALIA.

1. Farmers. Farm labourers. Market gardeners. Vignerons. Orchardists. Domestic servants.

2. Assisted passages offered to above, from £5, children half-fares. Assisted emigrants met by Government officials. A receiving Home established—three days' free board and residence. Agricultural Bank grants loans.

3. Free homesteads selection available of 160 acres, and conditional purchase up to 2,000 acres.

4. Tradesmen, artisans, and town workers not in demand. Farm workers wanted. No contracts made in England.

5. Sons of residents received at experimental farms at £10 per annum.

6. Demand for female servants. Women over forty and women with children not acceptable.

7. Boys under seventeen not taken as emigrants.

AGENT-GENERAL: TASMANIA.

1. Farm hands. Domestic servants. Farmers with capital. Pensioners.

2. No assisted passages. Immigrants met by public servants, and information given. Free passes on Government railways to destinations.

3. Easy terms of purchase—14 and 18 years.

4. No great demand.

5. Certain farmers receive pupils. Experts employed to give lectures.

6. Good for domestic servants.

7. None.

AGENT-GENERAL: NATAL.

1. Young farmers with capital of £500.

2. Nominated passages at reduced rates to (*a*) wives and families of Colonists;

(*b*) female relatives of Colonists; (*c*) intended wives of Colonists; (*d*) female servants, shop assistants, governesses, &c.; (*e*) agriculturists. Assisted passages to small capitalists and families.

3. ——

4. No special demand. Nominated persons of classes *d* and *e* to serve the applicants for at least twelve months.

5. School of Agriculture and Forestry receives pupils at £48 per annum.

6. Demand for female servants.

7. ——

AGENT-GENERAL: TRANSVAAL.

No steps being taken. No facilities offered to emigrants.

AGENT-GENERAL: CAPE OF GOOD HOPE.

1. Skilled agriculturists with capital. Domestic servants. All people with capital.

2. None. Labour Bureau at Cape Town.

3. None.

4. Supply in excess of demand.

5. Government Agricultural College receives pupils at £45 per annum.

6. Domestic servants, and occasionally governesses.

7. Child-emigrants not required.

AGENT-GENERAL FOR ORANGE RIVER COLONY.

Has communicated with his Government.

BRITISH SOUTH AFRICA CO. (RHODESIA).

1. Persons with minimum capital of £500.

2. Reduced passages for approved settlers, who are met on arrival in Rhodesia. No accommodation provided.

3. Suitable land readily obtained on easy terms.

4. Limited demand for mechanics. Definite promise of employment desirable.

5. Pupils trained on farms at a cost of about £5 per month.

6. Limited demand for nurses, teachers, and domestic servants.

AGENT-GENERAL: PRINCE EDWARD ISLAND.

1. Openings limited to persons with sufficient capital to acquire improved farms, and to farm labourers.

2. None. Special parties being organised.

3. No free land.

4. Farm labourers only.

Matter of immigration now under consideration.

AGENT-GENERAL: NOVA SCOTIA.

1. Farm workers. Farmers with capital.

2. No reduced passages. Received at Halifax.
No special system.

4. Many openings. Contracts same as in other parts of the Dominion.
5. Fees nominal, $77.
6. Not specially encouraged, but many successful.
7. Private enterprise only.

AGENT-GENERAL: NEW BRUNSWICK.

1. Agricultural. Openings in other directions.
2. None. Met at St. John and accommodated for short necessary time. Special scheme for Army pensioners with commuted pensions.
3. Government has land which is given off in allotments to suitable settlers at $1 per acre, spread over four years if desired.
4. General conditions similar to Dominion.
5. No Agricultural College.
6. Domestic servants.
7. Only the Charitable Children's Home controlled by Mrs. Close, assisted by a committee.

The object of the Conference was to consider questions relating to—

(i) Diverting as far as possible the stream of British emigration now going outside the Empire; and

(ii) Generally, emigration from the United Kingdom to the British Dominions oversea.

The following subjects to be submitted for discussion:

A. The methods adopted by the various emigration societies, and the question of the desirability or possibility of some measure of co-operation being adopted by such societies in order to render their work more effective and to prevent overlapping.

B. The emigration work of the Government Agencies of the Dominions beyond the seas, and its relation to public and philanthropic effort.

C. The position of the Imperial Government in regard to emigration, and the possibility of utilising Labour Exchanges.

D. The question of requesting the Imperial Government to call a subsidiary conference with a view to the formulation of proposals for submission to the Imperial Conference in 1911.

E. Schemes of colonisation generally.

FIRST SESSION.

MONDAY, MAY 30, 1910.

THE CHAIRMAN (Lieut.-General Sir J. Bevan Edwards, K.C.M.G., C.B.): As Chairman of the Council of the Royal Colonial Institute, I am desired to extend a very hearty welcome to the delegates of the various societies attending this Conference, and to all present who are interested in the subject of emigration. This Conference is undoubtedly one of the most representative which has ever assembled to consider the question of emigration. Some forty-nine different societies have sent delegates to represent them. The objects and work of these societies are set forth in the pamphlet which has been printed and circulated among those attending to-day, and I take this opportunity of thanking the societies for the trouble and attention which they have given to answering various questions which were put to them with reference to the duties they were carrying out. The Conference has been called by the Council of the Institute, at the request of some of the Fellows, to consider questions relating to—

(1) Diverting as far as possible the stream of British emigration now going outside the Empire.

(2) Generally, emigration from the United Kingdom to the British Dominions overseas.

The Council felt that the diverting of the stream of emigration now going to countries outside the Empire to the British Dominions beyond the Seas is an object of the first importance as regards the unity and consolidation of the Empire. How great is that stream is shown by the fact that last year 110,000 emigrants went to the United States, and only 86,000 went to Canada, 27,000 to Australia and New Zealand, and 22,000 to the Cape. The subjects to be discussed are given in the printed paper before you. It is proposed to take this morning—

(*a*) The methods adopted by the various emigration societies and the question of the desirability or possibility of some measure of co-operation being adopted by such societies in order to render their work more effective and to prevent overlapping.

The other subjects will be taken this afternoon and to-morrow. These subjects have been framed to cover the entire field of emigration. You will thus have an opportunity of discussing every side of this most important question, and, I trust, will arrive at conclusions which may assist in the solution of a problem which is of far-reaching importance in connection with the future development of the British Empire. The Council consider they have met the wishes of the Fellows by calling together the Conference, and do not propose to submit resolutions of their own, but will leave that duty to the Conference.

Lieut.-General THE EARL OF DUNDONALD, K.C.V.O., C.B.: I think we owe a great debt of gratitude to the Royal Colonial Institute for giving us the opportunity of discussing this great Imperial question of emigration. No one who has

travelled through the vast regions constituting our Dominions beyond the Seas, containing as they do all the elements of material prosperity, health, and happiness for innumerable millions of people, and who has seen the small fringes of population that are as yet settled there, can have failed to be impressed by the fact that this country has neglected the great resources which the valour of our ancestors has placed at the disposal of the nation. When one traverses these wonderful regions one thinks of the innumerable calls one has had from poor fellows out of work in this country. "Sir," says the servant, "Evans wants to speak to you." My mind recalls the name of some old soldier—a good and manly specimen of his class: "Sir," he says, "I have come to you, and I don't like doing it. I have pledged my medals and my parchment. I am in debt to the landlord. I have walked over London, here, there, and everywhere, and I cannot get work. Yesterday morning I answered an application for a doorkeeper to a skating rink. I went there at eight o'clock in the morning. I found that men had been there from half-past three. There were four hundred of them. I only got to within six of the door at one o'clock. Then I found the job had been given away." This state of affairs is a stigma on our national powers of organisation. Yet it exists broadcast throughout the country. I believe that this emigration question would best be solved by our centres of population acquiring fertile estates distributed throughout our Colonial Empire. In times of depression they could send out those who could not get work in this country to better themselves on the estates which they had thus acquired. If the ratepayers of various towns throughout the country borrowed at 3½ or even 4 per cent. and invested the money in those estates, I believe they would get their money back with 100 per cent. increase. This question of emigration may be considered from two standpoints—that of the Motherland and that of the Colonial Dominions. The first suggests many points for consideration. For instance, I am one of those who think that the educational system of this country is not such as fits our people, whether they be of the upper class or of the lower class, as they are called, to take part—at least, without a great deal of further practical education—in the development of the soil and in the production of the necessaries of life. In my various tours of inspection throughout Canada I was deeply impressed with the lack, on the part of Public School men, of that knowledge which would fit them to develop the soil. I found that those who came from the lower stations of life were far more fitted than those who ought to be the leaders in development of our Colonial Empire. Closely allied with the consideration of education is the question of the free ingress of the alien. How can our people in the Old Country be advanced in material prosperity if we allow races who in their own country are worse off to come here and fill up the spaces left vacant by the emigration of those of British blood? I will not detain you further except to say again how deeply indebted we are to the Institute for bringing about this discussion.

Mr. F. Morris (East End Emigration Fund): I have some little difficulty in following Lord Dundonald, who took a wide view of the whole aspects of the question, for I speak merely as a member of two bodies dealing with individual emigration in London—the Emigration Sub-Committee of the Charity Organisation Society and the Central (Unemployed) Body for London, which latter, however,

is more adequately represented by others who are present. There are two points from which emigration may be regarded as respects people in England—first as to children, and secondly as to females and adult families. I think the question of child emigration stands apart. A great deal of the difficulty of dealing with adult emigration disappears altogether in dealing with child emigration, and I hope Boards of Guardians may see their way to send out under proper safeguards very many more children to our Colonies. The two great difficulties with which we have to deal are those of selection over here and those of proper reception and supervision over there. The great difficulty is that of selection. We have heard a great deal recently about the attitude of the Colonies to our emigrants: now I am sure this Conference sympathises with the colonial view that the unfit ought not to be sent out. It should be made perfectly plain that we do not believe in sending out a man who is no good over here to another country where equally he is no good. Therefore I say the first difficulty is that of selection. The question for discussion is whether there is any possibility of co-operation between the different agencies in securing that the right people are selected. It is a very difficult problem, because frequently the evidence upon which one has to go is hard to obtain; even the practical test is often not absolutely effective. One wonders whether the different bodies could combine to secure some uniform test over here. The Central (Unemployed) Body has used its Hollesley Bay Farm with the result that many who appeared to be good emigrants were found in practice not to be suitable at all. It may be that such tests, however rough, may be of great value in doubtful cases. Then comes the question of co-operation in dealing with cases received on the other side. In Australia especially this has been very difficult. In Canada, too, it would be of immense service if all over the Dominion some co-operation could be effected, so that we could be advised not only where emigrants should be sent but also concerning their supervision afterwards. I am convinced, however, that, so far as the big cities are concerned, the problem is mainly one of proper selection. I do not believe that because a man has required assistance to get out to the Colonies he is necessarily unlikely to be a good citizen. That is a point which I wish to emphasise most strongly.

Mr. W. F. Hamilton, K.C. (Church Army): As representing the Church Army and as Chairman of the Emigration Committee of that society, and taking a very warm personal interest in the work of emigration conducted by the society, I wish to thank the promoters of this Conference for the opportunity of talking over what is best to be done to carry out our emigration work. I think we are all convinced that the most satisfactory remedy for non-employment and unemployment is emigration. We are also convinced that many of the people whom we have emigrated and who are doing well in Canada are men who, if they had remained here, would never have had the opportunity of doing well. I correspond still with a man who was a tramp, a man who was on the road for nine years and unable to obtain work because, for one thing, of the want of a character. Through one of our Labour Homes he was put in the position of earning a little money, and we were asked to emigrate him to Canada. I remember speaking to him when he was going away with a batch of other emigrants. I may say that although we never sue any of them for money we have advanced, yet when a batch

of men go away we urge them to carry out what we regard as an honourable undertaking to refund the money we have advanced, so that the money may be used again for the emigration of others. I am glad to say we have had great success in this matter; no less than £3,000 has been sent back by emigrants, and this particular tramp of whom I am speaking within three months of his being in Canada returned us £7 10*s*., the sum we had advanced to send him out. I hear occasionally from him. He is doing well, receiving £55 a year besides board and lodging, and is saving money with the intention of buying a small fruit farm in Ontario. I admit we are not here to criticise our friends the Governments of the Colonies. They have their difficulties, and although the regulations have been made more stringent it is, in one way, more satisfactory; for, as you know, emigration societies which send out men are responsible for them for three years, and if they are found in Canada unable to support themselves and become chargeable to charity or public funds the Dominion Government has power to send them back to this country at the expense in the first place of the shipping company, but in fact at the expense of the society which sends them out. I am, therefore, rather grateful that our friend Mr. Obed Smith does take the greatest care that the emigrants sent out should be fit and proper persons for the purpose. Some test is necessary. I am afraid our system of elementary education does not fit our boys for agricultural life, but, on the contrary, often discourages them. It is generally the case, therefore, that when young men come to us they have no knowledge of farm work, and we send as many as we can to Hempstead in Cambridgeshire, where we have a farm of 750 acres. There we train them for a certain time, teaching them milking, ploughing, &c. In the course of teaching many are discouraged, for the men have to work hard. If it is winter, the first thing they do is to catch cold. After a while, if they are young, the difference which the open-air life makes in their physique is astonishing. It is the men who stand this test that we send and who do extremely well. I would like to urge the Colonies to look upon emigration as a potential source of wealth. In the Argentine and in Brazil they appear to do so. The Argentine Government, for example, give every facility to emigrants. The railway companies, most of them English, act in like manner, for they will carry an emigrant to any part of that enormous territory at a cost of 1*s*. 9*d*., while in Brazil they very often carry them for nothing. I believe that some Australian States do help in the way of assisted passages, and I should be glad if other States would co-operate in that work. Our methods are twofold. First we help persons whose passages are paid either by themselves or their friends. In that case they have not to be passed at Charing Cross (the Canadian Government Offices), and many of the restrictions about sending out wives and families to join husbands and fathers do not apply. In fact, if any charitable person wants to send out a wife or family to join a husband or father and finds the money, it can be done without any trouble at all. Secondly, we have, in addition, assisted emigration work, and all emigrants assisted out of our fund have to be passed at Charing Cross. We never send out a married man without his wife and family. At first we did, but we found this was a great mistake; it led, in some cases, to men deserting their families. Schemes have been suggested of buying land out in Canada. We can send out emigrants for £10 each; but if

we had to buy land, the number we could help would be considerably reduced, as the greater part of our funds would be expended in buying land and training emigrants. If you send out an emigrant and find him work, saying, "There you are, now look after yourself," he is not particular about doing hard work. If, on the other hand, we were to send him out there to work on our farms and he thought he could always fall back upon the society, then he would become very particular about his work and would refuse to do really hard work.

With regard to co-operation, it is most desirable, I think, that there should be some system under which agents representing a union of societies could be placed within reach of the farms when emigrants are sent. We have agents, but few of them—they cost a good deal of money. It is, however, I admit, a great thing that you should have agents to receive the emigrants and that the emigrants should know they have a friend to whom to appeal in case of need—a friend, too, who will see that their spiritual as well as their bodily welfare is looked after.

Miss Percy Taylor (Victoria League): The Council of the Victoria League are grateful to the Royal Colonial Institute for giving them this opportunity of bringing before the representatives of so many emigration societies the work which they have in hand. Our central aim is to draw closer the bonds of sympathy which unite different parts of the Empire, and the Settlers' Welcome Committees desire to assist in carrying out the work (advocated by previous speakers) of welcoming the settlers in new countries. The Secretary of the League is, at the present time, on a tour through the Overseas Dominions. She is conferring with our committees overseas as to many different branches of our work, but the one special point, that of welcoming settlers, is one which, she says, has appealed most strongly to many with whom she has conferred. We have been assured by many people in the Overseas Dominions that they are very anxious to co-operate in this work, for they feel strongly the necessity of it. It must obviously be for the strengthening of the Empire if we can arrange that the hand of friendship shall be held out to the emigrant on his arrival. Our committee has very recently been formed in London. We shall be very glad to co-operate with any and all emigration societies in so far as they think it desirable to do so. Our rules are simple. We must first of all assure ourselves that the emigrant is one who is likely to be welcome as a settler in the new country. We have application forms, and applicants are invited to give us references. I see that one society desires to press on the Conference the question of more adequate protection for girls. We do not give introductions for unprotected girls, because we have no means of providing them with chaperonage. Well, having satisfied ourselves that a settler, so far as we are able to judge, is likely to prove welcome, we write letters of introduction to our committee in that part to which he is going. In so doing we are not endeavouring to overlap in the work of emigration. We are not, strictly speaking, an emigration society, but when people have undertaken to go, our aim is to introduce them to our committee, whose aim it will be to provide them with introductions and give them the hand of friendship. The committees overseas are very varied in composition. I cannot but feel that in helping the citizens of this part of the Empire to move to another part we are doing an important piece of work. Some of the societies already have this work in hand, and we shall be glad to co-operate with them. If there are any societies which have not any system of the kind I have indicated, we shall be glad to be

given an opportunity of conferring with them and of finding out in what way we can help them.

The Rev. R. L. GWYNNE (Kent Colonising Society): It seems to me the particular point with which we have to deal is "the methods of colonisation," and to inquire if it is desirable to co-ordinate our operations. The first thing to do before we can make any amendment is humbly to confess that there have been, and are at present, many failures in our methods of colonisation. We have failed to a large extent because there has been no co-ordination of the three great agencies for the purpose. For instance, the Colonies have a great deal to say as to whom they will receive. Then there are the commercial agencies (and undoubtedly there is room for such agencies), and there is room very largely for what I may call private adventure, for private adventure has always shown the way to the State. I thoroughly believe we ought to seek to co-ordinate the vast mass of private adventure in England—people who have nothing to do with officialism or commercialism. Therefore, I say, this ought to be a useful and helpful Conference, and we ought to make an effort to bring all our experience to bear on the subject. The methods of colonisation leave a great deal to be desired. First, I would suggest the formation (as at Sydney for elementary schoolboys after passing the age of thirteen) of an institution to which they can go for a year and be trained in rough kinds of farm work. I am told that there are only fifty-five posts open for every hundred boys in England itself. We may multiply Labour Exchanges of all sorts, but, if there is no work for 45 per cent. of our population, something must be done in the way of sending them overseas. Thus this work of colonisation is a sheer necessity in our country. If we could only make the working classes understand what we have to offer; if we could only get the respectable artisan to feel that there is room overseas for one of his sons, who will be carefully looked after as a friend, and not simply pitchforked into the Colony, we should do a great deal, for there is no doubt we have been "pitchforking" boys and girls too freely into the Colonies. The streets of the great Australian towns, and of New Zealand too, are often filled with young men who have been sent out inadequately prepared for colonial life. The same is true also to a certain extent of Canada, so that 25 per cent. of those sent on to the land come back or drift into towns and add to the amount of unemployment. So from our failures let us learn how vitally we require better training for the Colonies. The Colonies themselves believe they can train our emigrant youth better over there. There is an important movement in New South Wales on the part of public-spirited citizens to start a farm for training young English lads, on condition that they are sent there free of cost to the State—physically well-set-up lads and of good moral character. One thing I say we do want—we want to know that such of our youth are going to be well cared for and looked after. There are not so many people of leisure in the Overseas Dominions as there are here to do this work of meeting and greeting and overlooking our emigrants. It is indeed necessary to urge that more uniformity is desired; we want to have one policy, if possible—in fact, something like unification of methods of colonisation. Let us endeavour to sink our own little "parish pump," or individual schemes or plans, and work for the benefit of the whole Empire.

Mr. KINGSLEY FAIRBRIDGE (Society for the Furtherance of Child Emigration): Adult emigration is an immediate measure for relieving unemployment here.

Though the Colonies welcome the successful adult emigrant, the child educated in the Colonies will be far more welcome. It is therefore of the utmost importance that we should work out a sound scheme of child emigration. The farm-school system may briefly be summarised as being emigration plus agricultural education for State and destitute children. It is being advocated by the Society for the Furtherance of Child Emigration. This society was founded by fifty men at Oxford last October. These fifty men were dons, Rhodes scholars, and Colonial undergraduates, representing practically every part of the British Empire. The meeting was absolutely unanimous. It is not our intention to have anything to do with barrack schools or crowded child colonies. It is not our intention to advocate any system that is merely a transportation agency for taking out little children as child-labour for the Colonies. It is not our intention to advocate the taking up on a wide basis of any scheme for the " adoption " or " boarding-out " of pauper children. We think, however, that within certain fixed limits the three emigration systems based on adoption, boarding-out, and placing-out may prove efficacious and valuable. But we do not believe that these systems are worthy of being taken up by Government nor privately on a large scale. We maintain that any child-emigration system that is worthy of large extension must be free from the possibilities of abuse. To deal with any child problems, whether of emigration or otherwise, without giving the deepest consideration to the matter of education, is simply retrogression and stagnation. Therefore I would earnestly beg the members of the Conference to give their support to no scheme of child emigration that does not take education as its basis. Furthermore, I would ask that this education should have an agricultural foundation as definite and complete as possible. It has been suggested that my society's proposals and those of the farm home being carried on in New Brunswick by the Children's Farm Home Association are so similar in principle that they ought to be amalgamated. But they are not similar in the basic principle. My society's farm-school system is based on agricultural education. The farm-home system is *not* based on agricultural education, but considers that the children learn enough of farming by living on a working farm and attending the ordinary Canadian school. Now I have the word of many eminent Canadians—among them the greatest agricultural educationist of the day, Dr. J. W. Robertson—that the ordinary Canadian school does not equip a boy for farming, nor does life on his own father's farm equip him for farming. How can we expect the ordinary English pauper child, who starts life handicapped, suddenly to acquire that extra mental ability and physique that will enable him to succeed where the native Canadian fails? And how can we expect the pauper child successfully to accomplish his school work in school hours, and in his play hours to learn that most difficult of all vocations, successful farming? My society's farm-school system treats reading, writing, and arithmetic as the mere media to other things, and we shall use these media for our real education—that is, learning agriculture. However, I am well aware that the Children's Farm Home Association, like my society, is endeavouring to help the children. But we differ in this: the supporters of the farm-school system believe that the greater good that can be done for the children can be accomplished only by having definite agricultural education, whereas the Children's Farm Home Association seem to believe that no definite agricultural education is necessary. But if any scheme for co-operation or amalgamation can

be suggested that does not sacrifice our basic principle as embodied in the farm-school system, we shall be the first to welcome it. Now that I have laid before you the guiding principle of our idea, I ask you to uphold the theory of the farm-school system. It is a straightforward and a simple one; involves no great complications, suggests no ulterior problems, such as arise in alternative proposals. I believe that it is good through and through—good for the Empire, good for the Mother Country, good for the individual. In our way lie two obstacles—apathy and jealousy. Apathy we can conquer only by sheer dogged perseverance. The world must be thundered at till it listens. Jealousy, I pray to God, we may rise above; this is too big a thing for it to matter whether it is carried through by A. or by B. if only the work be done. We cannot afford to play our own hands when the interests concerned are those of an Empire. If the scheme pass out of my hands as soon as it is put on a working basis I shall not complain so long as the working basis has been established. To this end I have thought and worked ever since I have been old enough to work and think at all. To this end I ask you to-day for your sympathy; to-morrow, and henceforward, for your support. From the bottom of my heart I can say that I am convinced that you will be supporting a good and a great purpose.

Mr. William Baker, M.A., LL.B. (Honorary Director, Dr. Barnardo's Homes): I am rather glad the meeting has come to the case of the children. We are here to consider two points—whether we cannot co-operate on this side, and whether we cannot co-operate on the other. I want first of all to say what Dr. Barnardo's Homes do with regard to emigration. In forty years we have sent over 22,000 children to Canada. Of these less than 2 per cent. have been failures. Of our boys who have attained a suitable age, over 80 per cent. are farmers on their own account, and now they are teaching other boys practical farming. Already this year we have sent out over 500 children, and we hope to send out 500 or 600 more. We sympathise with what has been said already concerning the want of definiteness with regard to what the Colonies demand from us. Still, I must say we have always met with the utmost courtesy from the Canadian Government, and have been helped both on this side and on the other, and we heartily thank them for what they have done. At the same time there is this difficulty—that we have no very definite rules as to what children they will admit and what they will not. If we had more definite rules on this side, and a more definite method of examining the children, our operations would be facilitated. We like to send out young children, whom we board out in Canada; we pay for them till they get to the age of thirteen or fourteen, the foster-parents supplying board and clothing and schooling. When they are about fourteen they are expected to work, and begin to earn some wages. The value of sending them out young is obvious. If you teach a man farming in England and send him out to Canada, the first thing he will say is, "Oh, that is not the way we do things in England," and the Canadian farmer will quickly tell him, "We want things done in our own way." Our children are brought up at the earliest stage in the ways of the Canadian farmers. A great deal depends, as has been said, on supervision, and that is where our societies could co-operate. When I try to send out boys to New Zealand and Australia, I at once find a difficulty in that matter. We want something definite in the different Colonies—somebody who will look after the boys, receive them, and place them

out. None of the Australian States, up to the present, have welcomed child emigrants. I am told that the women and daughters over there have so much to do in looking after their husbands and brothers that they could not afford to take in children. We have had a special agent over there who is now on his way back to this country, and I hope to get from him some useful information. But in Canada we have a large staff; there are twelve men and six women constantly going round and visiting the boarded-out children, and even the children after they are boarded-out and have taken situations, for we are their legal guardians up to the age of eighteen. We have about 10,000 children, boys and girls, within touch of our various agencies. *Truth* has had some good articles about the care of emigrants sent out there, and a good deal of what those articles said was well justified. We think people have no right to send young children over there, and immediately divest themselves of all responsibility for them. I am glad to say that our boys and girls are as a rule very proud of their connection with the Home, and many of the boys, even after they have ceased to be strictly under our care, are still proud to be called "Barnardo boys," though, for reasons which you will appreciate, the women after a certain age would not care to be labelled with the name of the institution. One of them, I may tell you, is, or was, Mayoress of one of the principal places in the Dominion. One point I may mention in connection with our institution is that we are supposed to be a sort of intelligence agency for the whole world on every subject under the sun, and we are always answering questions which people send us, but I do not see why we should not have some sort of central body who would help us in these matters, and look at things from our standpoint rather than the Government standpoint. At the same time I heartily agree that the Governments must protect themselves. I heard of a case of some emigrants who, after leaving the land, came to a town, and, being in a necessitous condition, were given snow to shovel, but they could not shovel the snow fast enough to keep their blood in circulation, and they actually froze on the street. It is people of this sort who make the difficulty. I may say that I know little about adults, our work being among children.

Lady KNIGHTLEY OF FAWSLEY (President, British Women's Emigration Society): I do not think much has been said about women, and, as representing the oldest society working for the emigration of women, I may be allowed to say a few words. That society has been in existence for about twenty-five years, and during that time has emigrated to various Colonies about 10,000 women. I do not think the number of our failures has been very great, because we take the greatest possible pains in selecting the women, always remembering the advice of our present King—"Send the Colonies of your best," which is what we try to do. We have worked out carefully a system of protection on the voyage, and we do our best to ensure the reception of the emigrants on the other side; but I do feel, as one of the outcomes of this gathering, that the system of reception generally might be largely extended. In Canada we have a large number of correspondents. Our operations are now limited to Canada and New Zealand, but we are quite ready to help Australia if desired. The restrictions to which allusion has been made, of course, press rather heavily on us at present, though I echo what has been said as to the great kindness and great helpfulness of the Canadian officials, not only on this side but on the other. Indeed, we have every reason to be grateful to them for the way they have

endeavoured to help us to meet our difficulties. If it is necessary that men should emigrate, surely it is far more necessary for women, seeing that the United Kingdom contains at least a million—some say a million and a half—more women and girls than men and boys, whereas the contrary is the case in our Overseas Dominions. Farm labourers and domestic servants are the two classes for whom Canada is specially crying out, but there is a large class of women in this country with very little to do, and for whom the field here is very restricted, who, if only they had the pluck and health and the energy to go out to Canada and adapt themselves to the conditions of life over there, would be able to lead a far freer and more useful though a more hard-working life. A special branch of our work which has lately come into existence is that dealing with teachers. A considerable number of applications for teachers have come from the education authorities in Alberta, Saskatchewan, and, I believe, from British Columbia, and, as the supply here is much in excess of the demand, I think we are doing a good work in helping to send out these girls to Canada where they are so much wanted. Another class for whom we work are the factory workers. We know how sad are the conditions under which many of them live in our large towns, especially in London. So far we have been extremely successful in that matter also, but it is that part of the work which I am afraid will be hampered by the restrictions. We feel strongly that when there is a demand for factory workers, as well as for other classes, it is very hard if the two things cannot be put together. Besides domestic servants, teachers, and factory workers, there is a considerable class of middle-class girl who would be welcome in those distant prairie homes, and especially in British Columbia, as ladies' or mothers' helps. One of the speakers said that farmers' wives in Australia have very little leisure. We find that the hard-working people in Canada are extremely glad of ladies who will live with them, help in the work, look after the children, and generally share in the amusement and pleasures of the life of the farm. I feel sure that both our society and the Girls' Friendly Society, and also the South African Colonisation Society, would welcome any system of co-operation by which we might work together without overlapping, and so further the work we have all so much at heart.

Mr. T. R. Ackroyd (Hon. Secretary, Manchester and Salford Boys' and Girls' Homes): We in Manchester, like the societies in London, are constantly dealing with a number of children who are rescued from dangerous surroundings. We find in our city that there is a certain amount of opposition to juvenile emigration, and it would be very desirable if this Conference could arrive at some conclusion as to the age at which children should be sent out. It would also considerably help us if some pronouncement could go from this Conference as to the question of the treatment of children when they arrive in the Colonies. There is a feeling in the minds of some people that they are not treated as kindly as they ought to be. It would do good, also, if we had some expert and reliable evidence that these children are cared for and loved by the people to whom they are sent. We find that the parents of many of the children we deal with want them back when they reach a certain age and become wage-earners, but, in the interests of the children themselves, as well as the community, it is most important they should be got away from dangerous surroundings, and from those who in all probability would drag them

back to a vicious environment. It is only children of this class which we send to Canada. In our emigration work we have three guiding principles. First, we believe we permanently save these children from relapsing into their former sad surroundings. Secondly, we relieve our overcrowded centres of population where we find it increasingly difficult for them to get employment. Thirdly, we are supplying our own Colonies with one of their greatest needs—and that is healthy, honest labour. We are convinced, from the knowledge of the lives of these little ones, that they have a far better chance in Canada than they could possibly have at home. In view of the large and increasing numbers of emigrants now finding their way into Canada from all parts of the world—and the number is greater than ever this year—it is surely wise that we should endeavour to people our Colonies with our own kith and kin. It is also in my judgment very desirable that the children who are emigrated should have a certain amount of training before they are sent. It is perhaps unwise to send a child straight from the slums of a great city into the unpopulated parts of Canada. If a boy could have some elementary knowledge of farming, and a girl a little knowledge of milking, and the like, such training would be most helpful. There is also a question which has been recently raised by some people in Manchester, and that is as to the kind of labour these children are said to have to undergo. We are told that children of tender years have been put to work. But I should like to know what these people mean by "work." If picking fruit in the summer-time and going round the farm gathering eggs mean work, then I am afraid these children will have to work. I am convinced, however, that it is a great mistake to suppose that children of tender years are made to dig and do hard manual labour, as has been stated by some people. I should like to suggest that a card, or something of that sort, should be given to each child going out, reminding it of its connection with the institution in the Old Country, and with the request that the card should be always kept by the young emigrant. Such a thing would probably help to make the child realise it was under some obligation to the Motherland, and also to the society which sent it out and gave it a fresh start in the Colony. I think in all this work we should try and inculcate in the minds of these young people the spirit of gratitude, and to ask them to repay something—however small it may be—of the cost of their emigration. Many of them as they get older will in all likelihood be in a position to make some small gift in return for the benefits they have received through emigration.

The Rev. E. DE M. RUDOLF (Church of England Waifs and Strays Society): I am here to represent two societies—the Church Emigration Society and also the emigration branch of the Church of England Waifs and Strays Society—so that I am in a position to speak both with respect to adult and child emigration. As regards the main object of the Conference, co-operation, I suggest as a practical method that a small standing committee, under the protection of the Royal Colonial Institute, should be formed to deal with all questions of policy and principle affecting the emigration of adults and children, and also with the interpretation of colonial regulations and Acts of Parliament which have a bearing on the emigration of children from the Motherland. Some years ago the Waifs and Strays Society made representations to Mr. Chamberlain, and he represented to the authorities in Canada that a certain Act of Parliament was much too stringent with regard to the

emigration of children, and, in consequence of that representation, the authorities were instructed to place a very liberal interpretation on the Act, by which means we got the disabilities removed. That shows the effect which a joint representation from a standing committee such as I have suggested might have. As regards the Church Emigration Society, it has for many years been in the habit of emigrating families and individuals to the Colonies, principally to Canada, where there are a large number of its representatives, and the society has just completed an exhaustive inquiry through its representatives as to the possibility of extending the emigration of suitable people from the Motherland to Canada under proper safeguards, and, if possible, with the certainty of procuring employment. The replies have been tabulated. It is found the representatives of the society can always secure the co-operation of the officials of the Boards of Trade where they are established, and also of the Government Emigration Officer, and the three together can always ensure the employment of suitable emigrants. That is the co-operation which I would advocate on the other side. On this side I think co-operation should be procured by a standing committee of the representatives of the bodies engaged in emigration, who should be called together whenever any important question has to be considered. The Church Emigration Society is considering the question of educating intending emigrants. So many men go out who are quite unprepared for the life which they are meant to lead. On Thursday next I am to interview a candidate for the post of lecturer, who will travel about the country instructing working men and others in the possibilities and prospects which there are for the Englishman in the Colonies. So many men go out to the Colonies and simply drift because they are unprepared for the life which they are to meet there. So far as the children are concerned, the Waifs and Strays Society has three farm homes in England, where boys are trained in agriculture and sent out to Canada with a knowledge of milking and other things the Canadian farmer requires. It is not to be wondered at that these boys turn out remarkably well. Some 95 per cent. are successes, only 5 per cent. fail. I do not remember any boy being deported because of his unsatisfactory conduct. As regards girls, the society succeeded to the work initiated by the late Miss Rye. I have met these old girls in Canada, and am going out again on a tour of personal inspection of the homes where the boys and girls are placed. Mr. Fairbridge has told us we must establish a system not open to abuse, but I defy anybody to establish a system which is not open to abuse in some particular, whatever safeguards you may take. The life in Canada affords the very best opportunity for our poor boys and girls, after they have been properly trained, for a splendid career in their after-life. That is one way to build up our Colonies. For these and other reasons I would earnestly press on the Conference the desirability of establishing the standing committee which I have suggested.

Colonel D. C. Lamb (Salvation Army): I came here rather as a learner, but perhaps I may be allowed to say one or two words with regard to the matter of co-operation. I was talking to a Colonial last week, and he said he was disposed to start a society of his own for the suppression of groups of people calling themselves emigration societies. That was partly his fun, but the fact remains that these societies are almost as numerous and varied in their ways as the colonial restrictions of which we have been speaking. It wants something more than

an ordinary mortal to rightly understand all it is that is wanted, so that, I think, there is room for some immediate attempt to unify. But there are difficulties. One of the first speakers said, in the matter of selection, that we have to judge on the evidence. That is an extremely difficult thing, because the probabilities are that we should come to different opinions even on the evidence. There would be differences of opinion as to the suitability of a man. One would probably let him go and another would probably reject him. Again, one speaker said that his society would not sue for the repayment of loans. Well, I would, and should have no hesitation in doing so, provided the man was in a position to pay. If a man undertakes to repay and is in a position to do so, I consider it is our bounden duty to make him pay. As regards married men, it is said that they should go out with their families. I agree; but I also think, as the result of experience, that it is very desirable in some cases that they should go out without them. A man who cannot be trusted to go without wife and children is, in my opinion, very often a very undesirable emigrant. I should be the last man to advocate the breaking up of the home; but here, again, you run against practical conditions. We very often advise a man to go out alone and make preparations for his wife and family. The first appointment he gets may not suit him, and, with his wife and family with him, he would not be so much at liberty to shift about and find something suitable before settling down. We have been doing some little work with children, also with unqualified success. The same with regard to women. I recognise that the Salvation Army stands in a unique position. We have our representatives all over the world under a strong central government. The responsible officer in Melbourne or Sydney or Cape Town or Vancouver is answerable to headquarters in London, and the whole machinery of the Salvation Army is incidentally at the disposal of the emigrant. In Canada we have built up a chain of officers entirely set apart for the reception and distribution of the emigrants. We on this side are responsible for selection. Our officers on the other side are responsible for their distribution, and the system is so well organised that we sometimes bring officers from Canada, and they travel back with the emigrants and utilise the time on board ship in arranging situations for them. If by any chance we let through a man who is undesirable, he can be sent back at once, or at any time within six months, and the expense charged to our account. In another respect, too, we are perhaps unique, for there is no temptation on our part to shift the social problem from this country to another. We are saved that temptation, because, being a world-wide organisation, there can be no advantage to us in shifting the social problem from Birmingham to, say, Winnipeg. Incidentally I may mention we have our work so well organised that this year we have for a small premium insured the passengers who have gone out at our instance against sickness, accident, unemployment, and loss of luggage. The new Companies Act coming into operation in July will entail some alteration in our scheme, but I think we shall be able to continue the insurance for unemployment, which is, after all, the great thing. We have paid about a dozen premiums this year so far out of the three or four thousand workers we have sent out.

Miss Beatrice Vivian (South African Colonisation Society): I believe we are the only emigration society dealing with South Africa—at any rate, on any large scale. We do not call ourselves an emigration society at all; we wish to distinguish

between emigration and colonisation within our own Empire. In our eyes, people who go out to South Africa are not emigrating, but merely colonising another part of the Empire. The society has been at work for a little over eight years, and sent out more than four thousand women and children. There are two classes of emigrants: first, those who pay their own expenses and receive assistance from us simply in the shape of reduced steamship and railway fares; and, second, those whose passages are entirely advanced by the society and who are not asked to put down a penny towards their own expenses. Of course, they are always allowed to put down any proportion they like. These are people who are going to take situations found for them by the society's representatives in South Africa, and they make up a great deal more than half—I suppose three-fourths—of the whole number sent out. For the money advanced every colonist signs a promissory note, which is valid in every part of South Africa, and I think one of the greatest proofs of the success of our work is that the greater part of that money is always paid within a short time—some within six months, some in a year, some within six years, but the amount repaid in that way is certainly over 90 per cent. I notice in the digest of the work of various other societies that the amount said to be repaid is not large. Of the 4,331 colonists sent out, never, in any one year, has our number of failures come to more than 4 per cent., and in many years it has been much less than that; so that the percentage of failures in the whole period is a great deal less than 4 per cent. One further proof of the success with which the society colonises is that the usual restrictions applicable at the ports of landing are remitted in favour of our colonists, and the Governments in South Africa give us certain very valuable railway reductions, though not the same all throughout South Africa. In addition, we have, of course, our committees of reception. In all the large towns we have local committees, composed entirely of people of South Africa, who themselves arrange to receive colonists when they arrive and settle them in their situations. Very few of the colonists know what situations they are going to, though a certain proportion do. Girls, women, and children are sent out in parties, mostly in large parties under the care of an experienced matron. Besides these committees in the larger towns we have local representatives in the smaller places. To every colonist a letter of introduction to our representative in the neighbourhood is given, and to clergymen of the colonists' particular denomination. Individual members of the various committees at home also furnish letters of introduction to people whom they know in South Africa, and we have Hostels of our own in three different towns in South Africa. We are in connection with the chief homes supported by the Young Women's Christian Association and the Girls' Friendly Society, from whom we receive most valuable help at all times, and we are in the very closest co-operation with all our representatives out there. Much of the work out there is not the work of this society, but is the work of a kindred society in South Africa. It is almost entirely voluntary and spontaneous, and it is to this fact and to our methods here that I attribute the small percentage of failures. Two points which I would bring before you as most important to be considered in the co-operation of the various societies are, first, the most stringent selection on this side, and, secondly, co-operation in the reception of the colonists by those living on the other side. The selection made by

the society is extremely strict from every point of view, not only from the standpoint of character and efficiency, but also from the physical standpoint. We never advance the passage money of any person who cannot pass the medical examination required to obtain a first-class life insurance policy, and we find this is one of the greatest helps towards maintaining that continued success on the part of our colonists to which I have alluded.

Mr. E. T. Scammell, F.R.G.S (Naval and Military Emigration League): If previous speakers are glad to be here, and approve of the holding of this Conference, I am, in a sense, much more so, because to a large extent our being here to-day is the result of the suggestion made by myself and another Fellow of the Institute, and I am delighted at the success which has so far attended the Conference. I was glad to hear from Miss Taylor (Victoria League) that the Settlers' Welcome Committee has become an established fact and is likely to be an extremely useful part of the great organisation of that League throughout the Empire. I had the honour of submitting a proposal on this subject, on my return from a recent visit to Australia, to the members of the League, and am pleased to hear that something so practical has been done. I believe that this Conference, in seeking to promote co-operation and co-ordination between the various societies interested in emigration will do a great and useful work. The League I represent is a new organisation which was formed in order to meet the case of ex-Service men who wish to emigrate. Lord Roberts is the president, and a number of distinguished military and naval men are associated with it. The *raison d'être* of the League could not be better illustrated than in the little anecdote that Lord Dundonald told us this morning. The instance which he gave might be multiplied in hundreds of cases. It is the interests of such men that the League has specially in view. Lord Roberts wrote an excellent letter to Australia some time ago on the subject of the emigration of ex-soldiers, a passage from which I may be allowed to read: "The question of employment for our ex-soldiers is a most serious one. Day by day I receive the most distressing accounts from men of good character who have served their country in the field and yet are unable to obtain work in civil life, and I am powerless to help them. If emigration is to be the solution I would welcome it, for, though the loss to the country of some of her best and most valuable citizens would be great, anything is better than that such men should be walking the streets seeking for work which cannot be found for them, while their wives and children are starving at home." To carry out the work, the need of which is so well expressed in Lord Roberts's letter, the League is prepared to advise ex-Service men of all classes who desire information on the subject of emigration as to openings for employment and settlement in his Majesty's Oversea Dominions, and especially to assist those who cannot find employment at home, and who have small or no pensions, by securing employment for them and by providing the money to cover the cost of their emigration. For this purpose representative committees at home and abroad are being formed to co-operate with the League in obtaining funds and in looking after the emigrants on their arrival overseas. You will be interested to hear that in the administration of its funds the League will endeavour to make the movement self-supporting by requiring the recipients to repay the amount advanced to them and by charging a small interest on the amount so advanced, in order to meet, as far as possible, the working expenses of the League; so that,

while the League is not a commercial institution, it is not a charity. By promoting the emigration of the families of men who have had naval or military training, the League will, we consider, forward the cause of juvenile emigration, which is recognised as one of the most successful methods of developing the Empire and of benefiting the families themselves. As the future of the Empire largely depends upon the class of settlers by whom the new countries may be populated, you will agree with me that the emigration of men possessing the abilities, energy, and character of carefully selected ex-sailors and soldiers should prove of great value to those countries. At the same time much may be done by a work of this nature to remove the stigma which attaches to a nation that leaves many men of this class workless and foodless, to promote the defence of the Empire by settling such men in its Oversea Dominions, and to help recruiting by affording reasonable prospects of remunerative employment on retirement from the Services. For these reasons the various regimental and other associations interested in the welfare of ex-Service men and the societies represented at this Conference may find the Naval and Military Emigration League to be a most useful organisation.

Mr. F. Butler (Emigrants' Information Office): As chairman of the Managing Committee of the Emigrants' Information Office, I do not belong to or represent any emigration society, and therefore, technically, have no right to speak on this branch of the subject. But I have been asked to refer to the remarks of a previous speaker, Mr. Ackroyd, who expressed some anxiety as to the treatment accorded to children emigrated under present conditions to Canada. It was felt desirable by one of the members of the Conference that I should tell you my frank opinion of the system of inspection employed in Canada. I was over there last summer, and this question of child emigration occupied a large share of my thoughts, and perhaps my opinion may be given not as possessing any special value, but as the unbiassed opinion of one not engaged in any emigration movement, and one who occupies an aloof and detached position in regard to emigration matters generally, though, of course, taking a deep interest in the question. It is rather carrying coals to Newcastle to tell you that all the children sent out through the medium of emigration societies must be sent direct to receiving homes maintained either by the societies themselves or on their behalf, and that they must be distributed to families in Canada. The Provincial laws place emigration societies *in loco parentis* until the child attains a certain age. The responsibility is therefore on the society for placing a child with a reputable and respectable family and for inspecting the child periodically, and, if the home is unsatisfactory, for removing the child back to the receiving home and either keeping the child there or finding a new home. I think there are two substantial guarantees that these societies discharge their responsibility effectively. The first is the character of the societies themselves. Who is going to maintain that these large societies engaged in the emigration of helpless children neglect their responsibilities to those children? Surely we all echo the words of Dr. Baker, that they would never dream of divesting themselves of their responsibility. I think, then, that there is a good guarantee in the high aims and ideals of the societies themselves. But, you may say, the spirit indeed is willing but the flesh is weak. The Canadian Government see to it that the flesh is not weak. They have a complete system of Government

inspection. The Government inspectors go round and have access to the reports and records of the inspectors employed by the societies, and they have it in their power to put on the screw and keep the societies up to their responsibilities if they feel that they are in any sense falling short of them. That is a second, almost conclusive, guarantee that the children are looked after. At Ottawa I had access to the whole records, and the conclusion which, without bias, I arrived at was that the system of inspection both on the part of the emigration societies and on the part of the Dominion Government is almost as complete and sure as any system of that kind could be. That is my deliberate opinion, which has already been put on record elsewhere. In the case of Poor Law children there is a further direct inspection by Dominion officials in addition to anything that may be done by the emigration society through whom they have been sent out. I would add that I am not advocating any particular system of child emigration, but simply dealing with facts as they are. I am, in fact, practically debarred from discriminating between systems of emigration.

Miss TURNER (Country and Colonial Training School for Ladies): I see from the printed digest that the institute which I represent stands in a somewhat different category from the other societies. But I do not represent the *only* training school in England by any means. There is a very good one at Bromsgrove, while Swanley has a colonial training branch, and there are several similar ones. I think they ought to have been represented here. It is their own fault, I know; but this meeting is for co-operation, and I think these schools ought to co-operate as much as emigration societies. I have to thank the Women's Emigration Society, the South African Colonisation Society, and the Victoria League for a great deal of help and advice, and I want to get in touch with every society which may give us hints as to what is the best to do for our students. We have been much laughed at by some of the papers for attempting to teach girls here in England what they will have to do abroad. I quite agree the papers have a good deal to say on their side, but really that is not a correct description of our object. We attempt to give girls a general knowledge of housekeeping, cooking, looking after pigs, poultry, harnessing horses, and little matters of household carpentry; but we always advise and advocate that they should go abroad to finish their education before starting for themselves in the Colonies. There is a great deal done in England for the waifs and strays, and there are the Salvation Army and the Church Emigration Society to look after adults. I plead for a class which, I think, requires more help than any other in England—that is, the daughters of men in the Services and in the Church, and the daughters of professional men generally, who, when the bread-winner of the family is incapacitated or dies, have to make their own living. It is they who require more training than any other class in England. We have not been established long. I have had about thirty girls pass through my hands; only one has been a failure. We teach them, as I have said, various things. For instance, they are taught not only to milk a cow, but to catch that cow themselves, and not to wait till the man comes to catch it for them. In the summer they milk the cows in the field. Then they learn also something of carpentry—how to mend window-blinds, locks of doors, and general work of that sort. We are not a philanthropic institution, and the girls pay for what they get. It just pays one with the other.

We receive no grant whatever. I was offered a County Council grant and a grant from the Board of Education, but refused because they carried with them scholarships; and when you get a girl with a scholarship you cannot choose, and I might be saddled with a girl who would be absolutely useless. When any girl is sent to me with a recommendation from a lady willing to help her, we are always willing to grant a reduction of fees. It is absolutely useless, as some of the training schools profess, to attempt to turn out a girl properly trained in six months in cookery, housekeeping, and the rest, and then grant a certificate. Such certificate is worthless. It is not honest either to the student or to the Colony to which she goes, and brings discredit on all training school certificates. I would strongly advocate the formation of an Examining Body for all colonial training schools, and that no certificate should be granted to any girl as colonially trained except by them. I will undertake to turn out any girl with reasonable common sense as a good plain cook in six months, but I cannot teach proper housework as well, much less farming and the like, in that time. We have two very good places, one in Canada and one in New South Wales, which will receive our girls on very reduced terms until they find a place for themselves, and, if they wish to take up land, they will assist them in finding suitable land.

Mr. P. S. Dowson (East End Emigration Fund): I understand the idea is that the Joint Committee of the various emigration societies should take up different proposals when they arise. I believe such a measure will be agreeable to my committee. Our fund has been in operation twenty-five years, and we have not had in that time a 5 per cent. failure to record. Last year I had the pleasure of visiting a number of families in Western Canada, and did not find 2 per cent. who were anxious to return to the old home. With regard to emigrating husbands without their families, I may say that we have always set our minds strongly against it. Our feeling has been that it is not a desirable thing to do. That that is so I think is pretty well proved by a case which arose the other day of a man in Winnipeg, who was a driver of a team of horses, and who wanted his family to join him, himself being ready to contribute something to the cost. His master stated that the man himself had a permanent job, and that he was ready also to give the son employment. However, we were not able to send the family, because the Canadian Government would not allow them to go as assisted emigrants because the man was not working on the land; and but for the fact that some very amiable ladies contributed the funds necessary to send them out the family would not have been able to go. The advantage of a man having his wife and family out in the western country is very considerable. The western parts of Canada do not at present offer much winter work to the average workingman, and the probability is that he has some difficulty in scraping through his first winter. In that case a good wife is able to help him considerably by undertaking various household employments. Some reference has been made to the question of sueing for debts. We ourselves have found that we have received a rather poor proportion of repayments, but where we found the man in a position to repay us we would certainly take legal proceedings, if necessary. On the other hand, when a family were utilising their first earnings in the purchase of a home we have refrained from urging punctual repayments.

Mr. Francis Deverell (British Empire Agency) advocated the formation of a National Emigration Association.

The Right Hon. Lord Brassey, G.C.B.: At this hour I will not attempt to speak about the work of the various organisations, or with regard to the various enterprises in which I and my father before me have been personally concerned. I will confine myself strictly to this question of overlapping. It does not seem to me that our work in promoting emigration has suffered very seriously from those evils which have arisen in connection with the general benevolent work of this metropolis. This is certain, that we are not spending unduly in connection with emigration on the salaries of those who do the work. I should doubt if any branch of human endeavour has received, in proportion to its extent, more splendid voluntary work than has been given to this cause of emigration; and, as I listened to those who in succession spoke on the subject, I had a feeling—a feeling which I am sure must be shared by all of you—a feeling of respect, and even of reverence and gratitude, for those able and devoted men and women. We, whose work is mainly to be in some degree subscribers to various forms of philanthropic endeavour, can hardly measure the debt we owe to those who give their lives to the administration of the funds that are placed at their disposal. With reference to those societies with which I have been more particularly connected—I might refer to the East End Emigration Society—there has been no lack of co-operation. The selection of suitable persons has been made by the aid of the Charity Organisation Society, and the administration and actual work of the organisation has been done by the society itself. It seems to me what we suffer from in this work in which we are so deeply interested is not overlapping, but rather want of adequate co-operation. My friend Mr. Baker told you how admirably and completely the work of the Barnardo Homes is organised in Canada. I could testify to that from personal knowledge. I have been to that most distant home conducted by the association north of Winnipeg, and even in that far-away place you will find an establishment perfectly organised for its purpose—that of taking these little boys in hand and training them so that they will become helpful hands on the farm. I think you want exactly the same thing in Australia, and in a still higher degree in South Africa. That is the sort of work we have to consider, and where there is evidently much to be done by co-ordination and co-operation. When we turn to the report of Lord Tennyson's Committee, we find the statements made by some speakers this morning are abundantly substantiated with reference to one important point. It cannot be said of all existing agencies, but of many of them it may be said, in the terms of the report, that they are not strong enough to cope with the immense amount of work which offers to their hands, nor are they likely ever to be so if they are to rely on voluntary support alone. The committee recommended that grants should be made in aid of private endeavour. Many societies are, no doubt, able to carry on without making an appeal to the State for subsidies. In other cases some assistance—not considerable—from the State might be applied with excellent results. In any case in which aid is given it follows, of course, that there must be some form of State supervision. That would bring in the Emigrants' Information Office, which, without undue interference with the independent action, might, I think, be utilised to a greater extent than at present in this most important work of co-operation and co-ordination. I have now to move: "That the Council of the

Royal Colonial Institute be asked to appoint a Representative Standing Committee, to whom the recommendations of this Conference shall be referred for consideration, and for such further action as may be deemed advisable." The resolution embodies suggestions which have been repeatedly made by speakers in the course of this sitting, and will, I think, commend itself to the meeting without a dissentient voice.

Sir FREDERICK YOUNG, K.C.M.G.: I have much pleasure in seconding the resolution. I entirely endorse all that his lordship has said with regard to the splendid work that has been done by the various agencies for promoting emigration.

The resolution was carried unanimously.

SECOND SESSION

MONDAY, MAY 30, 1910.

The CHAIRMAN (Lieut.-General Sir J. Bevan Edwards, K.C.M.G., C.B.): The subject to be discussed this afternoon is "The emigration work of the Government agencies of the Dominions beyond the Seas, and its relation to public and philanthropic effort."

Mr. WILLIAM BAKER, M.A., LL.B. (Dr. Barnardo's Homes): The subject before us is the work of the Government agencies with regard to emigration. I could wish that some of the Government agents themselves had come and told us about their work, because naturally one approaches the subject rather as a critic. I find a good many of our emigration societies are not aware of the fact that, upon application to the Colonial Office, they can get a very instructive quarterly paper, setting forth the facts about each of the Colonies. You have only got to write and say you are interested in emigration, and a copy of the paper will be sent to you. It tells you the sort of emigrants required at the particular season of the year, the wages the emigrants might expect to receive, the price of commodities, and the like. But when we come to the Government agencies the case is different. They are connected with the different Colonies themselves, not with the Colonial Office, and I think we sometimes do not get on with them quite as well as we should wish. But on the whole they are helpful, and my experience is that the agency with regard to Canada and the Canadian Government officials are, on the whole, very helpful, and always willing to answer questions and tell us things we want to know. Of course, sometimes we might have wished things done differently, but we have to give and take to a certain extent. The authorities on the other side in Canada also have been very helpful. With regard to Australia, of course, each State has its agency, and you will find as a rule it will give you a good answer. It is not, however, very easy to get from an Australian State any definite statements about what they will do, or not, with regard to colonists generally. We have seen Sir George Reid's speech in the papers, and one was very much interested in what he said, and what his Government are willing to do. I may mention that I had three very good boys who wanted to go out and settle near Sydney. They wished to give up trade and become farmers. We were told, "If you will only send us farmers, we will help you." They asked the history of the boys. Well, they were boys of excellent character, who had passed the seventh

standard at school, and had got on very well at their trade; but now, as I have said, they wished to become farmers. The reply was that they were too clever, that they would want to go back to the town, and we could get no help at all. I do not think that is altogether consistent with the promises put in the paper. However, the boys have now gone, and, with the aid of our friend Mr. Gwynne, they will be received in Sydney, and I am sure they will get on well. At present we cannot send out small boys and girls to the Australian States, though we are not without hope that in Western Australia at least something may shortly be done in that direction. At present Canada is the only place to which we can send children, and Canada is very much alive to the fact that, when they are physically and mentally sound, they are a very valuable asset. I think our Australian friends will see this as soon as they are in a position to receive them. But, as a friend from Queensland said, the difficulty is that the women have so much to do in Australia for their own husbands and brothers that they have not time to look after such children, and they are already sufficiently well-off not to care for the small payment they would receive for them. There is one criticism to be made with regard to the Agents-General of the Australian States. We do not get sufficient advice as to the sort of emigrant they will or will not take. I am talking from the philanthropic standpoint of what we call assisted passages and assisted emigrants. We ought to get some more definite instructions about that matter. Everybody who comes from Australia tells me that there are millions of acres of unoccupied land. Surely it would help Australia if we were able to send her colonists to till that land. They want, in the first place, colonists who can work. Certainly I cannot expect to take a number of my children and dump them down in the wilderness; but I think we should like the Government agencies in this country to be a little more specific, and tell us the sort of people they do want, and where they will put them. In the Government quarterly to which I have referred you get some valuable information, but when you try to turn it into practice, it is not easy to see how it fits in. I want to praise the agencies, as far as I have had any intercourse with them, for their courtesy in answering questions, but, as I have said, I should like them to help us still further. I think myself our difficulties with regard to these agencies will be very much got over by the committee whom we have decided to appoint.

Sir Clement Kinloch-Cooke, M.P. (Central Emigration Board): The last speaker regretted the absence of the official representatives of the Dominions beyond the Seas. I share that regret. By their absence on occasions of this kind they miss getting into close touch with what the emigration societies are doing, and are apt, therefore, to misunderstand the assistance these societies desire to render the Colonial Governments. Especially do I regret the absence of Mr. Obed Smith, who, I understand, is called away to Denmark. Of course, Mr. Smith is only empowered to carry out the directions of his Government, and should he happen to say something which might differ from those instructions, I am afraid his position would be a difficult one; so, in view of the recent Canadian regulations, I greatly sympathise with Mr. Smith's mission to Denmark. I think all emigration work would be better for more co-operation, and especially should I like to see more co-operation between the colonial representatives and the emigration societies. Speaking for my Board, all we are anxious to do is to supply

the Colonies with suitable emigrants, and by suitable, of course, I mean emigrants which satisfy the colonial representatives. I have taken a practical interest in emigration for some twenty years, and have watched Canada's progressive policy with warm appreciation. If I might venture a criticism of that policy, it is want of continuity. There are too many Orders in Council and too many new regulations. I fully acknowledge the right of Canada to make what regulations she please, but I do resent being constantly told that this country is sending out the wrong person. The emigration societies seem to me to work very hard, and spend a great deal of time and money in securing what they consider very good people for Canada; they try in every way to meet Canadian requirements, but still Canada is not satisfied. The latest regulation is that no person who is not going to work on the land, if assisted by an emigration society, philanthropic association, or out of public funds, will be allowed to land in the Dominion. Should an emigrant from the Motherland who has secured for himself or has had secured for him a situation in Canada of a permanent character send home for his relatives, and should those relatives be assisted out by an emigration society, philanthropic association, or out of public funds, the Canadian Government say these persons, however good their physique or their character, shall not be allowed to land in Canada unless the relative to whom they are going is himself working on the land. When public attention is called to this—which seems to me to be a most unjust regulation—we are told by the High Commissioner, as well as by the Minister for Agriculture, that we are altogether mistaken, that the new regulation does nothing of the kind—in fact, that matters are exactly as they were some months ago. All I can say is, if that be so, what, then, is the object of issuing this new regulation? The Minister for the Interior naïvely says that what has been done has been done for the benefit of Canada as well as for the benefit of the working classes here. Mark you, this Minister admits something has been done, and therein is apparently in conflict with the High Commissioner and the Minister for Agriculture. How can it be for the good of Canada that useful and desirable citizens should be shut out solely because their passages are paid by an emigration society, and how can it be good that the working man, who, skilled though he may be, if unable to find employment here, is compelled to remain, and possibly see his wife and family go to the workhouse, simply because the authorities at Ottawa refuse to allow him to take up one of the many situations which await him in the Dominion? With regard to Australia, of recent years the States have been making their own emigration arrangements, and are naturally anxious to carry out their own work in their own way; but I should like to see less competition for emigrants between the Australian States and closer working between the Agents-General and the emigration societies. Australia wants a very much larger population. It is equally necessary for this country that some of our people should go out and assist in developing the Dominions beyond the Seas. What is wanted is a system of Imperial emigration—a system in which Canada, Australia, New Zealand, and the Motherland are all working together, and if this Conference can do anything to bring this about, it will not have been called together in vain.

Colonel Weston Jarvis, C.M.G. (South African National Union): I see from the agenda that the remarks I should like to make apply more to the discussion

which we had this morning, but perhaps I shall be able to bring them in under this head. You will find from the printed digest that, as a rule, no steps have been taken to facilitate emigration by the authorities of South Africa, with the exception of the British South Africa Company, who have dealt with the question from their commercial rather than their administrative side. I am one of the representatives of the South African National Union which has been recently formed, and I should like to point out to this most representative and influential gathering how South Africa differs entirely from Canada and Australia, and to show you that the kind of emigrant we want is of a totally different character. The association I represent agrees most thoroughly with the main objects of this Conference, one of which is to divert the stream of emigration to the British Dominions. But when it comes to concentration of work I am not at all sure that we do agree. In the first place, what we are all anxious to do is to settle people on the land in the various Colonies. The best land in the different States of South Africa—the Cape, Natal, the Transvaal, and the Orange River Colony, is held by the Boer families or by the old settlers, and has been so held for many generations. In Rhodesia the greater part of the best land is held by the original pioneers or by land companies to whom those pioneers sold their original rights. That is an entirely different state of things from that which obtains in Canada. We have not the work for the man who goes to Canada, and is working for the farmer. We want the farmer himself —the man with a certain amount of capital, and you will see from the replies in the printed pamphlet submitted to you that the Chartered Company ask for persons with a minimum capital of £500. The native labourer is a great factor in South Africa, which does not obtain in Canada. The cheap labour of the natives at present suffices for all the labour required, and the poor white man emigrating to South Africa cannot compete with it. Therefore this question has to be dealt with by individual landowners and land companies, rather than by joining in any great scheme generally for the Empire. The fact that nothing has been done by the various Governments of South Africa proves pretty clearly that this is a very difficult question. I think that what we want in South Africa is not centralisation but decentralisation. Let me tell you what this South African Union is doing. Some fourteen centres have been established in South Africa itself, and also a London centre which is in touch with them. In London we are now collecting from these centres all the data we may require for the information of intending emigrants. We think that at present it is sufficient for us to be a bureau of information. That is what we are trying to make perfect, so that there shall be no question that we cannot answer to any intending settler. The information which we obtain will be vouched for by either expert or official authorities. We shall have a list of names of men in different districts who will take pupils—and that is a most necessary arrangement to adopt, because the agricultural conditions are so different in different parts of the world, and it is absolutely necessary for a farmer in a country like South Africa to have a knowledge of the colonial methods of farming if he is to get a good living. It is necessary, therefore, that the farmer should learn his business in the country itself before he tackles the job for himself. We shall have a list of men who will take these pupils, with the terms upon which they will take them. We shall be able to tell any intending settler everything

about the land to which he would care to go. There will be a map of South Africa with the different districts marked out, and indicating what is the best kind of farming to take up in each particular locality—ostrich farming, rearing of cattle, fruit-growing, the growth of cereals, and the like. The Chartered Company is doing a great deal. About three years ago they established an estates office, and in that time they have settled a large number of people in Rhodesia. During the period from the establishment of that office up to December 31, 1909, they have settled over 1,800 people on the land, and from April 1909 to the end of March 1910 they sold 800,000 acres for a sum of £74,500, or 3*s*. 9*d*. an acre. The Company have also established a central farm to teach the intending settler his business before he takes up land for himself. The conclusion, therefore, that I arrive at is that it is only by individual efforts and through such associations as the one I represent and by the efforts of kindred associations that we can really do any good in South Africa. It is, in fact, rather by co-operation with these other societies than by amalgamating in one society that we can assist emigration to South Africa. We are in close touch with three other societies which are mentioned in the pamphlet. We welcome the extension of that co-operation and would readily give every information to any other society. All we say is, "Send us the man who wants to go to South Africa and we will give him every information in our power." Later on we may possibly be able to assist the settler through the new Government that is now being established. We have no means of subsidising intending settlers, but it is possible when the new Government is established that we may be able to approach it with a view to getting a grant for this purpose.

Colonel Lamb (Salvation Army): As I listened to Sir C. Kinloch-Cooke's criticisms of the Agents-General I felt inclined to offer a few remarks, on the principle perhaps that fools rush in where angels fear to tread. It seemed to me that the requirements of the Colonies are surely well known. It is no use our blinking the fact. It is clear what they want. They want men and women and children physically and mentally fit, and morally without a blemish—the man who never gets drunk, who has never told a lie and never intends to tell a lie, who does not covet his neighbour's land nor anything belonging to his neighbour. Added to that he must have a little agricultural knowledge, and, of course, he must have capital. That is what they are after. I should have thought that was well understood. Do you blame them? I don't. This country was fool enough to part with these lands after winning them at tremendous cost—to part with all the land, with the minerals, forests, fisheries, and everything else. I do not blame the Colonies. Let us be quite fair. If they took advantage of fools, why, that is what the world usually does, is it not? Joking apart, I think some of the societies—I say this with the greatest diffidence—I am speaking not as the Salvation Army official but as one who is trying to look on all sides of the question—I think some of the societies did not exercise sufficient care and discrimination in the selection of people who two or three years ago crowded across to Canada, and there was not that care-taken in their distribution that there ought to have been. The result was that when the financial slump occurred in the United States following on a bad harvest, things were shut down in Canada, and the emigrants were there left in undigested "chunks," only adding to the groups of the unemployed. As I understand, that

is the cause of the new restriction. Personally, I have never experienced much difficulty with the authorities; on the whole, I have found them fair and reasonable. As regards Australia, we have not done much because of the peculiar difficulties. There are the political difficulties. As I understand, the States are pulling one way and the Commonwealth at times wants to do something else. But you have also got the Labour Party, which hitherto have dominated the situation without the responsibility. That is changed. It is open to the Labour Party, now that they have the whole responsibility, to do what they have said they would do. As I understand, they have said they were not averse to emigration, but that the breaking up of the squatters' lands must precede any large movement of people. I hope they will succeed in breaking up these lands and will people them with the surplus population of this country. The position is this: This country wants to get rid of a large portion of its surplus population. The people of the Colonies only want a certain class of emigrant. Now, I am not a financier, but I think I could find a way out. The Colonies cannot be run without British capital, as I understand, and if, so to speak, we could bring these three interests together this Conference would write itself large in the history of the Empire.

The Hon. Mrs. Norman Grosvenor (Committee of Colonial Intelligence for Educated Women): I speak on behalf of a very infant society—a society which was only started this year, but one which in my belief is very much wanted in this work of emigration. The class of women we seek to help have generally been brought up in agreeable surroundings, and reduced to face the fact that they have to earn a living without any of the necessary qualifications. Such women have a difficult problem to tackle, and I think their case is perhaps the most pressing of all. Having worked at emigration in a humble way for a few years, I think the thing such a woman wants most of all is a place where she can be told all there is to know to help her in the Colonies. In other words, what is required is an intelligence office for educated women. Since a letter appeared in the newspapers a few days ago, many have said, "We want to emigrate, but don't know whom to ask." One asked me, "What is Canada like?" Another, "Shall I go to Australia, Canada, or South Africa?" Very often their qualifications are equally absurd. What we have to do first of all is to get them trained. Our society is not in itself either a training or emigrating society, but simply links up the admirable work that is being done in those directions. It is a work that is really tremendously needed. In new countries the labour market does not stand still, and information which was good two or three years ago may be already out of date. There are all kinds of new possibilities cropping up for women in Canada, South Africa, and, I hope, Australia. Of course, as is always the case with a new society, the one great need is money. Our idea is at present to send out an organising secretary to South Africa and Canada to find out all kinds of openings, especially openings for women with a little capital. One hears of many cases in which women have gone out with their little "all" and used it foolishly, and very often the result is that they return and give the Colonies a bad name.

The Rev. Maclean Goldie (Special Commissioner, Nova Scotia): The Provincial Government of Nova Scotia asked me to come over and organise a propaganda on their behalf. Within the past eleven months we have sent to that little Province 1,146 emigrants from this country. Every one has been suitably placed, and we

have had not even one complaint. We are organised on a business basis. Selection is easy enough provided you know the conditions on both sides. We do not say anything against any of the other Provinces, and I will not say Nova Scotia is the only place a man can go and settle in. But no man can go wrong there so long as he is the right type. What I do say is that we must not have misrepresentation. We have expert men who go out with our emigrants. Even the experienced man with £500 has got to become a farm labourer before he can do any good with it. We will not countenance as a Government anything which savours of paying a premium. If a young man wants to learn farming, he does not need to pay a premium. The best way is for him to apprentice himself to a farmer, and when the farmer says, "You have got to do so-and-so," he should go and do it; otherwise the probability is that he will become a mere remittance man. I go through this country, and come across men earning 12*s.* or 14*s.* a week, with large families. They are the class of men we require—the very best men to develop the Dominions. There is a scheme on foot at the present time, initiated, I think, by Mr. Allan, of the shipping line, which I think is a very feasible one, and you will probably hear explanations of it in the course of the Conference. It is a very big proposition. But if we can only get a scheme which can assist those men who are suitable and willing to work, we shall have overcome the labour problem. I believe Mr. Allan's scheme is one which will commend itself to the majority of this Conference. I am against all subsidies for emigration from the Government. If you are going to work out a great scheme of this kind, it should be done on sound lines. As regards children, I think there is no more perfect organisation than our system of inspection in Canada. Speaking of training homes on this side—I am not referring to any particular society—I think they are doing excellent work in one way, but their usefulness might be increased by being transferred to the other side. A woman trained in this country has always a certain amount to learn when she arrives. If these societies had agents here, and sent people out to Canada and trained them, they would be making up a considerable leeway, because during the time they were being trained they would be assimilating the manners and customs of the people, and this afterwards would stand them in good stead.

Mr. E. C. Gates (Secretary, Self-Help Emigration Society): I do not want to say anything about the regulations of the Canadian Government, because, in common with several other societies, the one I represent has made representations to Ottawa, and while the matter is under consideration I do not think it quite right or fair to talk about the matter in public. Some of us sometimes are not altogether fair to the Governments in the Overseas Dominions. We do not always recognise that the King's Ministers in Canada are responsible to the people of Canada, and not to the people here. They have to look at the interests of Canada, and not altogether the interests of England, where those interests differ. They say candidly that the people they want are those suited for, and willing to take work on, the land. They say practically, "You may send any number of people you like, and we will welcome them if they are suited for work on the land, but we do not want any others. We do not want you simply to send those suited to work in towns." It is an axiom of the Charity Organisation Society that good rules make hard cases, and sometimes these regulations no doubt press somewhat hardly. You may say, "Why cannot you let friends join friends who are working in Canada itself?" It

is a fair reply, " If their friends are doing well enough to support themselves, they ought to be able to provide the cost of transportation, and so no assistance would be necessary." I think, too, there is some misunderstanding about the difference between the two Orders in Council, that of this year and that of last. The regulations are said to be entirely the same, and I believe that is accurate. It is the exceptions which vary. Under the old Order everybody landing in Canada was required to possess $25, with certain exceptions. It is these exceptions which differ, and not the regulations themselves.

Mrs. Mary Gaunt: I really know nothing about any society or any organisation, but I do know something of Australia. I have lived on both sides of the sea. I know that people there and people here on some things take an entirely different view, and perhaps that explains why the Agents-General are so chary about saying who shall and who shall not go. The fact is what you mean here by poverty and what they mean over there are entirely different things. They have a holy horror of poverty as it exists in England, and so are afraid that, unless great care is taken, a similar state of things will grow up amongst them. I quite sympathise with them, though, when you see so much land lying empty, you do feel it is a shame it should not be tilled. There is one thing I know, and that is that any woman who lands in Australia, and is willing to turn her hand to any useful work, will have no difficulty whatever in getting it. Here in England people are crying out for work and food; over there is plenty of both. If you could only find some way of meeting the different conditions, you would be doing a great and lasting good.

The Rev. Cuthbert W. H. Whalley (Church of England Incorporated Society for Providing Homes for Waifs and Strays): I am speaking here not as representing the society, though I am on the staff. I want to call attention to the offer that has been made, and the probable offers which may be made, by Colonial Governments in relation to public and philanthropic efforts in this country as far as child emigration is concerned. It is extremely important, as we have heard, that people who are to work in the Colonies should get a training over there instead of on this side, and one of the societies for promoting child emigration has taken exactly that line. It has already applied to various Colonies to see what can be done. The Premier of Newfoundland has already made an offer of 50,000 acres for the establishment of farm schools, with a Government grant of money for building and for the salaries of teachers and instructors. It seems to me it would be nothing less than a calamity if we in this country engaged in child emigration failed to take up that offer. Moreover, the Agent-General for Tasmania says there will be no difficulty whatever so far as land is concerned, and the Agent-General for Western Australia says he thinks there will be no difficulty in establishing similar farm schools there. It seems to me this affords a wonderful basis for co-operation in this country. The whole of Australia is closed to us, because we are told the women have no time to take care of boarded-out children, and therefore the system is ruled out. It is necessary, therefore, to send them to some sort of institution. It seems to me it would be infinitely better to send them, if we could, before the training begins and let the training take place on the other side. This would, to a large extent, relieve institutions on this side. The Church of England Homes for Waifs and Strays are already overcrowded, and every week we are turning away children who have passed our committee. Other child

institutions no doubt have the same experience. There are many of these children whose antecedents are such that there is absolutely no reason why they should not be sent straight out of this country. They might be sent to farm colony schools, such as that which Newfoundland seems to offer. I understand this new society for promoting child emigration does not intend to set up any system in this country, but to accept children from existing institutions and from Boards of Guardians, and simply take them out and train them on the other side. I think we could all agree to help in sending these children out. It seems to me that there is a field for co-operation not only there, but between ourselves and the Colonies. These children are valuable assets to the country to which we send them. If we take a child out of this country who would become a waster, we save this country £60 a year; send him to another country, train him, and he is worth £40 to that country. Is there not room here for some kind of bargain? For instance, Canada will only take the very best. People have said, "Is it fair that we should pay all the expense of training these children, send them out to Canada, and keep the worst of them at home?" It does not seem to me quite fair. Well, here we have the Colonies offering their co-operation, because, as we have been told, they will provide land and other facilities. It is said we do not know what the Colonies want. Surely they are crying out that they want population to develop their vacant land. They say that very often the population we send them is not what they want; but when they say, "If you will only give us the children and let us train them ourselves we shall have what we want," it seems to be foolish to keep them on this side.

Mr. D. Richardson (Kent Colonising Association): I think we must all sympathise with the Government agents in their endeavours to carry out their regulations. We have no quarrel with them, but we do say that sometimes the regulations are a little vexatious, and that the restrictions laid down in the latest order as regards Canada are certainly so, affecting, as they do, emigration societies such as are represented here to-day, by putting a stop to a certain class of assisted emigration—a very peculiar thing to do, seeing that these very emigrants may be sent out by means of money advanced to them by other people. It would surely be possible for a powerful body, representing societies such as are gathered here to-day, to break down these regulations by an appeal to the Canadian Government. I may say that we ourselves are most careful in the selection of emigrants. We know exactly what Canada wants, and we never take a case which we think will be a failure. It would appear to be quite impossible for Mr. Obed Smith to deal personally with all the cases that should pass through his hands. The greatest objection, however, that I find to the regulations, so far as they affect philanthropic and semi-philanthropic emigration associations, is that they appear to have been put into operation in consequence of the distrust of these associations, make no exception of those societies who are very careful in their work, and reject any case which is not up to a high standard of physical and moral fitness. I am, therefore, of opinion that some modification in the regulations should be made in favour of the associations approved by the Canadian emigration authorities, which would enable them to proceed with their cases without the considerable trouble now involved in filling up lengthy forms and sending the emigrants to London for

personal inspection. If the associations here represented could bring about this desirable end they would prove the great value of this Conference as well as promote the cause of genuine and reliable assisted emigration.

Mrs. A. MARTELL (New South Wales) stated that she did not represent any association, although she had taken part in women's associations in Australia. She thought that the difficulty was to let the Australians know the class of people who wanted to get out there, and the idea occurred to her that if the different associations represented at the Conference would take the trouble to write to the Australian Press and point out the class of girls or women or men they were prepared to send out, they might in that way interest the Australian people in the matter.

Mr. J. M. AIKINS, K.C. (Manitoba): When I arrived in England a few days ago I had not expected to be called upon to speak on any such subject as emigration, but I am pleased to have the opportunity of saying a few words. It is very desirable that there should be no misunderstanding or antagonism between the country sending emigrants and the country receiving them, and therefore I think that the Government of Canada, of which country I am a citizen, and the societies on this side ought to have a distinct understanding with each other as to the class of person who is to go. If that is not done there is sure to be a clash, which will be paralysing to a wisely directed philanthropic movement on this side, and which will occasion trouble to the Government on the other side, and perhaps prevent the proper settlement of Western Canada particularly. Canada is a British country. It cannot have too many of the right kind of people. It does not want any of the wrong kind. We have an ambition in Canada and an idea that, perhaps, in the process of time, Canada may become the heart of the British Empire. That does not necessarily imply that Great Britain will become decayed, but does imply that Canada is going to increase. We have a country of such vast area and almost incalculable resources that, with a proper population, Canada must necessarily become a most powerful country. I am aware that some people hold that, although Canadians do possess Canada, there is no reason why it should not be thrown open to the world. I understand that in the recent elections there was some discussion about the land of this country being thrown open to the people of this country. I am not discussing that question, but we are willing to have Canada thrown open to the right class of people. We do wish to have the right class. This is an Imperial question. We expect and hope that Canada will be a country of influence. It is quite possible to seed a land with noxious seeds, and that land may never recover. It is quite possible to place a population in a country which will be a detriment to it. I am not speaking at all of the population we have received or the emigrants we have received. It is desirable, if we expect Canada will reach the destiny to which she aspires, that Canada should be British in its leaning, and that the population should come, as far as possible, from the British Empire. At the same time, I say most emphatically that Canada does not want any population that Great Britain does not want. The population that is good enough for England is good enough for Canada, and the population that is not fit for England is not the population Canada wants. There are regulations, I think, in Canada which I believe do not bear properly on the people of Great Britain. Therefore I would

suggest there should be a conference between the emigration societies and between the British Government and the Government of Canada concerning the class of emigrants who should go out there, with the object of providing that no burden should be placed on suitable emigrants going from here. I have no sympathy with the regulation which requires from a capable Britisher that he should be able to show he is worth $25 when he lands. That is an artificial regulation and no test of character. What we do want is emigrants of good character and persons of good health. I do not call them emigrants. The people who go from here over to Canada should not be considered in that light; they are simply transferring their residence from one place in the British Dominions to another, and the greatest possible liberty should be given for them to effect the change. I believe that the people of Great Britain, when they consider the matter properly, will not want Canada to receive anybody not duly qualified to become a good Canadian. I know dozens of men who have gone out to Canada without twenty-five dollars in their pocket some years ago and become among the most capable and most prominent citizens of Canada, and I believe there are many young men, such as are assisted by these societies, who, given the opportunity, would become splendid citizens in Canada. Objection is made to these regulations; perhaps there is a little red tape about them. The object and purpose is right; the trouble is in working them out. Speaking as a Canadian, I think I express the sense of the Canadian people when I suggest a conference to consider them, and I believe that the result will be to the advantage both of Great Britain and Canada. There is a large number of people coming from the United States; in fact, I believe 95,000 people came last year, introducing about 95 millions of dollars. But there is a British leaven we want to leaven the whole lump, and, although we are glad to receive people from the United States, we do not want to receive any who will still have a kind of longing allegiance to that flag which they say flies over the land of the free and the homes of the brave. Our homes in Canada are the homes of brave men, and our land is a land of the free, and we hold, and still will hold, allegiance and respect and reverence to a flag of older renown and serener glory. I repeat, we want to see the British people out there. I am sorry more are not coming. We want Canada and the British Isles to be drawn more closely together, and the only way to do that is by getting the stout-hearted people of this country to go over to claim their own country beyond the sea.

Sir CLEMENT KINLOCH-COOKE, M.P.: We have listened to a very eloquent and interesting speech. As bearing upon the particular subject under discussion, I wish to call attention to a letter which appears in *The Times* of this morning. It is addressed to Lady Falmouth and written by Mrs. Crerar, of Dunelin, Hamilton, Ontario. That lady says, "At present, among the great stream of English people whom your agencies are sending to us, are many who are the scourings from London streets—the hangers-on to Church charitable organisations—the type of men who demand work, but that is the last thing that they really desire." A statement of that kind is most detrimental to emigration in every way, and I think that everyone present will agree with me that so sweeping a statement and so unjust a charge should never have been made without some supporting evidence. I do not hesitate to say that no emigration society of any standing in this country sends

out to Canada or anywhere else the scourings of the streets of London. And what is more, the scourings of London streets could not possibly obtain an entry into Canada.

A DELEGATE: It is a great pity, I think, that this matter should be introduced into the Conference.

Sir CLEMENT KINLOCH-COOKE: I am afraid my friend is unacquainted with the object of the meeting. This is a Conference on emigration. We are here to listen to both sides; we do not want to be told this spirit is wrong and that spirit is wrong, but to come to some kind of arrangement that will assist the cause of emigration which we all have at heart. I am asked to move the following resolution:—

> "That, in the opinion of this Conference, the attention of the Governments of the Oversea Territories of the Crown, which are geographically united, should be called to the desirability of adopting some uniform arrangement as to (1) the grant of assisted passages, (2) the protection on voyage of young women going to domestic service, (3) the method of receiving emigrants on arrival oversea, (4) the receiving and placing out of lads, and (5) the guarantees that may be given for the employment of suitable settlers."

I beg to move.

Mr. D. JACKSON (British Passenger Agents' Association), speaking from his knowledge of the big steamship companies and the efforts they have made in the matter, urged that there was no foundation for the suggestion concerning the need of protection of young women on the voyage.

Sir CLEMENT KINLOCH-COOKE said the resolution was not his, and that he would be the last to put forward any suggestion of the kind that was not generally accepted.

Mr. F. MORRIS suggested that the points named in the resolution should be submitted to the consideration of the representative committee appointed in the earlier part of the day. He said a previous speaker suggested that Mr. Obed Smith's examination was practically a farce. It would be a pity if it were to go out that that examination was anything of the kind. In the case mentioned there must have been some special point, because from his own knowledge he could say that Mr. Smith's examination of cases had been most careful. If any alteration were made in the regulations—and he hoped the Canadian Government would modify them—he hoped the alteration would be in the direction of giving the officers discretionary powers to satisfy themselves that people were good and excellent colonists. The Governments ought to be satisfied with the views of their own officers over here and there, and therefore anything which went to weaken the examination would be fatal.

Colonel LAMB agreed that the suggestions were of too detailed and far-reaching a character to be placed in a single resolution.

It was eventually decided that the resolution be withdrawn, and that the suggestions contained in the resolution should be referred to the Standing Committee appointed earlier in the day.

The Conference then adjourned until Tuesday.

THIRD SESSION

TUESDAY, MAY 31, 1910.

THE CHAIRMAN (Lieut.-General Sir J. Bevan Edwards, K.C.M.G., C.B.): There are three subjects to be discussed to-day, but I think it will simplify matters if we take two of them together, viz.:—

(*c*) The position of the Imperial Government in regard to emigration, and the possibility of utilising Labour Exchanges.

(*d*) The question of requesting the Imperial Government to call a subsidiary Conference with a view to the formulation of proposals for submission to the Imperial Conference in 1911.

Mr. P. H. KERR: May I ask whether any resolution will be brought before the meeting suggesting that this Conference should be held annually, and, if not, will there be any opportunity of moving such a resolution?

The CHAIRMAN: I shall be unable to answer that question without consulting the Council of the Institute, but there can be no objection to anybody moving the resolution that an annual Conference would be desirable, and we will consider it.

Mr. WALTER HAZELL (Central (Unemployed) Body for London): My claim to speak on the question is that I am rather an old hand in connection with emigration work. Some twenty-seven years ago I helped to found the Self-Help Emigration Society, which has guided out to Canada over 10,000 people. About the same time a few of us agitated until the Colonial Office started the Emigrants' Information Office, which has done good service. Since the passing of the Unemployed Workmen Act of 1905 I have been Chairman of the Emigration Committee of the Central (Unemployed) Body for London, though I do not pledge my Committee to endorse all my views. I think, therefore, I may claim some acquaintance with the subject. There can be no doubt that the relation of the Home Government and of the Old Country to the Oversea Dominions is a question of vital importance to the Empire. In the twenty-three years ending 1908 there left these shores for different parts of the English-speaking world over four million people, after deducting those who returned. About 40 per cent. remained in our own Empire, and about 60 per cent. in the United States. This shows that the emigration question is one of the first magnitude. The Home Government have done something in the way of guiding and helping emigration, and I suppose we shall all agree that the State should either do nothing at all, or that what it does should be done well and thoroughly. The powers of Guardians as to emigration go back as far as the year 1834, modified by certain later Acts. What is the result? During the last ten years about 300 children have been sent out yearly, and about 200 adults. It is natural that the Colonies resent the people being sent with any supposed pauper taint, and so the action of the Guardians as to adults is very limited. But the emigration of children is on a different footing. To these 300 children sent out by the Guardians must be added 3,000 to 4,000 children sent yearly by various societies, and they are distributed amongst Canadian farmers. The applications to adopt them are between 15,000 and 16,000 a year, and the children, generally speaking, turn out well, and are thoroughly welcomed by the

Canadians. This form of work should be extended. Then we come to the powers given under the Local Government Act of 1888. The County Councils may borrow for the purpose of emigration or colonisation. This sounds well, but unfortunately no County Council has borrowed anything at all. The Government, of course, is doing a good deal in gathering and distributing information through the Emigrants' Information Office. Then you come to the Act which, I think, has done more than any other to promote emigration—the Unemployed Workmen Act of 1905, under which we have power to levy a halfpenny rate for various purposes, which may be increased to a penny with the consent of the Local Government Board, and out of this rate we can spend whatever is necessary for the emigration of suitable unemployed persons. My Committee, dealing with the County of London only, has sent out about half the total emigrated by the various distress committees throughout the country. Since 1906 we have sent to Canada about 8,000, and to Australia 1,000, at a cost of about £75,000. Of this sum £25,000 was lent, chiefly to single men, and the remainder was gifts, mainly to people with families. What has happened to the loans? At present we cannot boast that a very large sum has been repaid—about £3,500 out of the £25,000—but it is coming in steadily, and we hope that ultimately much will be recovered. I cannot form any absolute idea how much will be repaid, but the 1906 loan account is practically closed, and about two-thirds of the total has been repaid. These loans are granted after careful investigation, and we insist on guarantors, not only because we hope they will refund the money if the emigrants do not do so, but because finding a guarantor is some testimony to the emigrant's character. Not only do we find money for emigration, but clothing and suitable landing money. Our great aim—which, I think, we are carrying out with success—is to select persons who have little chance of making a living in this country, but who are fitted for life on the land in Canada. Our name is against us, and I envy my friend Mr. Gwynne the title of his society, for Kent Colonisation sounds very much better than London Unemployed. It is very hard for our friends in the Oversea Dominions, under different economic conditions, to understand how many people there are here who cannot get work, do what they will; but I assert that, by careful and painstaking selection, and by hardening one's heart against any blemish in the record, we do select people who will make reputable colonists of whom any country may be proud. Of course, our people are town people, and, while we often send people who come from the country, the great bulk are not farm-workers, but people accustomed to rough work in London; many are carmen, porters, and the like. We take care to send them where work on farms awaits them. We do not want them to become town-workers, for whom the Colonies are not asking. We work in the County of London only, which, of course, does not contain the outer suburbs. This is a drawback, because some of the best people, whom we would like to help, are beyond our reach. We want to do more in the way of testing them on the land before accepting them. We do send a few to the farm colony at Hollesley, but the opportunities for sending them are limited, and our great desire is to give almost every likely applicant a limited test on a farm so as to judge of his fitness for such a life abroad. The result of sending a few to Hollesley has been that some turned tail and left next day. The broad results are satisfactory. We are in constant communication with emigrants direct and through their friends, and though Canada has passed through a very critical time

after the financial crisis in 1907, and put in force very firmly its powers of deportation, only about 2½ per cent. of over 8,000 emigrants have been deported. The question is whether anything more can be done in developing this kind of work. Can the Labour Exchanges co-operate? The operation of the Unemployed Act is, as I have shown, very partial, extending to a comparatively small number of large towns, and there are large areas in the country where the Act is absolutely inoperative. It is, I believe, possible to take the work we have in hand and slowly extend it by the help of the Labour Exchanges. The Labour Exchanges Act is not a local one. I find that by Clause 2 the Board of Trade may, with the consent of the Treasury, authorise loans towards the expenses of taking people to suitable employment found through the Labour Exchanges. There is no word about this country or the Colonies, and so I contend that, without any further Act of Parliament, it is in the power of the Labour Exchanges to put themselves into communication with the Colonies, and invite people wishing to emigrate to apply to them and so set up a labour exchange between this country and the Dominions beyond the Seas. If that were done with painstaking care, much would result. Take the case of people who are wishing to go from the country villages. They have no distress committee there. It is practically impossible for many deserving cases in those districts to emigrate unaided. It is desirable that the Labour Exchanges should take such cases in hand, and guide the labourer to a place where he could do better for himself and his family. I go as far as to say that I think it is perfectly reasonable that any person should have a claim on the State for a loan for migration or emigration once in a lifetime. We are not responsible for where we are born—we are only responsible for making the most of our opportunities; and I contend that so many people are reared in localities where there is no reasonable chance of a full life of honest hard work that the State would be doing well to give them one opportunity of being taken to places where their work is in demand. This cannot be done by our Government here without the co-operation of the Dominions beyond the Seas. We have to satisfy the latter that we are not going to send them our wasters, our own social failures, whom we must deal with ourselves, but decent, honest, hard-working people of good character, for whom under present conditions there is not regular work. My suggestion is that the Labour Exchanges should extend or take over the work which is now being done by such bodies as the Emigration Committee of the Central (Unemployed) Body; that they should keep in constant communication with the Colonial Governments, who should have the last word in the selection and placing of the emigrants; that they should co-operate in every possible way; and that they should control the collection of the loans advanced on this side. I do not think it desirable that we should give money to everybody who wants to migrate. It would take the heart out of people who were saving money. But a gift is one thing, and a loan is another, and the overwhelming majority of people who are sent out could, if they wished, repay such advances. Therefore the Colonies should have some system whereby a part of the wages are earmarked, so that by instalments the cost—or a great part of it—of the emigration may be refunded.

Mr. S. Goldman, M.P.: Yesterday this Conference was mainly concerned with that aspect of the emigration question which, I think, may be succinctly epitomised in the phrase, "Speeding the parting emigrant." The emigrant is

regarded as a fact, and we begin to arrange for his future at the point where he has expressed a desire to leave the country. There are then numerous agencies prepared to deal with his case. Some provide the pecuniary means to transport and settle the emigrant somewhere; others confine themselves to organising the selection and settlement or to giving advice. I do not wish to minimise the value and importance of this aspect of the question—and no one admires the magnificent, patriotic, and philanthropic efforts more than I do—but I would venture to emphasise the fact that there is another and not less important aspect to it. And this is the condition, character, and circumstances of the emigrant before he turns his eyes across the seas, filling him with hope and promise he cannot find at home, so long as he remains an ordinary citizen of the Mother Country. It is estimated that during the past thirty years nearly 3,900,000 British subjects have emigrated from this country. That is to say, but for the emigration which has proceeded in that time the population of this country would have been greater by about eight million persons, allowing for the natural increase among these people. If the strength of flow of this stream were determined merely by the attractiveness of foreign lands, we might have expected that the flow from Germany would equal the British flow in volume. That this, however, is not the case is shown by the fact that the gross emigration from Germany in the same thirty years has aggregated 2,100,000 only. Allowing for the difference in the population of the two countries, the current of emigration from the United Kingdom has flowed about three times as strongly as from Germany. There are some who may believe that this difference is sufficiently and completely explained by the fact that the political, social, and religious conditions, the language and associations generally, of the principal emigrant-receiving countries are more nearly assimilated to the similar conditions prevailing at home. If this were the complete, or even an approximately sufficient, explanation, how comes it that, comparing the emigration in the last decade with the previous decade, emigration from the United Kingdom has grown from 655,000 to 1,318,000, or rather more than doubled, whereas the emigration from Germany has fallen from 529,000 to 254,000, or less than one-half? Mere similarity of conditions cannot explain the rapidly increasing emigration from the United Kingdom and the equally rapidly diminishing emigration from Germany. This examination of the purely dynamic aspect of the question shows that there are and must be other influences in active operation. This is not a political gathering, and I am precluded, therefore, from discussing what many believe to be the real cause of the much larger increase in British over German emigration. Though I may not say, therefore, what in my opinion is the main cause of our emigration problems and suggest a remedy, I may perhaps not be prevented from asserting that the forces of emigration are repulsive and not attractive. And these repulsive forces are mainly economic, and only in a secondary degree political, social, religious, or dictated solely by the spirit of adventure. I have been struck by another feature of the speeches at the Conference, and this is that the representatives of the various overseas States have confined themselves to the interests of those States only. While I do not wish to limit myself in the same way, you may permit me to make one or two observations from the point of view of the United Kingdom. Can it be a good thing that in thirty years we have lost nearly four million persons by emigration? Can it be good that our population should be less by about eight

million souls than it might otherwise have been? If emigration there must be, then, of course, it is a splendid policy, against which no one will urge a breath of opposition, to divert this emigration into British lands oversea. If we must be enfeebled at home, it is some consolation that our strength is being drafted and grafted on to British races in other parts of the world. But if, as I believe, and as many believe, the causes of emigration are mainly or largely economic, there appear to me many other consequences which it behoves us not to lose sight of. If emigration is induced as a result of industrial depression, then the constituents of the stream will consist mainly of members of the depressed industry. The agricultural depression of the last thirty years has undoubtedly depleted our store of agricultural labour, and in the recent revival there are not as many who would be able to reap the full advantage. The lame, the halt, and the blind are left us, but our strong men are drawn off. When we have depression in a skilled manufacturing industry, again, we have the blandishments of the British States asserting themselves and attracting people to settle abroad. If there is no hope of recovery in this particular industry no better means for dealing with them could possibly be suggested. But how if the depression be of that temporary character which economists explain as being due to the inevitable fluctuations incident to modern industry? In that case, when prosperity returns the industry is crippled by the loss of the labour. An instance of this reaction of emigration upon industry has recently come to my knowledge. During the last few years there has been severe depression in the granite industry. As a consequence, there has been considerable emigration of skilled operatives from all the granite centres. This has proceeded to such an extent that a leading firm of quarry-owners informed me recently that they would be unable to accept, and therefore to tender for, the large contracts which they were able to deal with a few years ago. This, which is true for the granite industry, may be true also for other industries. The effect of emigration due to economic pressure must be steadily and increasingly to enfeeble the industrial stability of the Mother Country. In this connection also I may be permitted to say a word about the selective emigration produced by the regulations in operation in the different States. I do not wish to interfere in the slightest degree with the States making their own choice of immigrants. But it does appear to me that in framing regulations limiting the admission of immigrants to those who have worked in certain industries, some of our Colonial Governments have overlooked the consequences to the Mother Country. For example, clerks are, as a rule, debarred from most Colonies. But many of these clerks and unskilled labourers really exist as auxiliaries to other classes of economic producers. They take the mechanic, the carpenter, the shipbuilder, ignoring the fact that they were so many centres of employment for clerks, labourers, carters, railway workers, and so on. The skilled workmen are admitted, and these dependent workmen are returned to us merely to aggravate the economic depression already existing here. I hope this Conference will do something to stimulate the authorities concerned to collect information upon these topics. It appears to me extraordinary that our Government here collect no information, and therefore publish no returns, showing the character of our emigrants. The return published by the Board of Trade at the end of last week is worse than no return—it is misleading. It gives an analysis of all the outward-bound passengers to non-European countries, carefully

distinguishing males from females, adults (*i.e.* persons over twelve years of age) from children, and dividing these passengers into agriculturists, labourers, skilled workmen, commercial classes. But outward passengers are not emigrants. The number of outward passengers was 252,000; but the number of emigrants was estimated at less than 140,000. If the Board of Trade would only insist on the same information regarding inward passengers as for outward passengers, the resulting information would spring at once into immense value. In the interests of this country, as also of the whole Empire, I hope this Conference will bring its influence to bear to secure this reform in our statistics. At the same time, these statistics should be organised to provide a much more detailed classification of ages, causes of emigration, and the occupations followed at home. It appears to me that the time has arrived for a much more extensive co-operation between the Governments of the different parts of the Empire on the whole field of emigration. There should be a Central Emigration Bureau, composed of representatives of this country and of each of the emigrant-receiving Colonies. This bureau would be connected by means of local committees with all the centres in the United Kingdom from which intending emigrants are drawn, and connected also with the local committees in every part of the Empire to which emigrants direct their footsteps. This bureau would thus become a clearing-house for information upon every aspect of the immigration question. It should be also in the closest touch with the societies and bodies engaged in emigration work, and also with the Labour Exchanges and bureaus. Incidentally I suggest as deserving consideration the addition of questions in the application forms filled in at labour bureaus asking whether the applicant desires to emigrate. This would supply useful information, not with regard to *all* intending emigrants, but as to all those intending emigrants who have no employment. The bureau would be instantly informed of the supply of emigrants of any class available, and the demand for immigrants simultaneously existing. It would encourage emigration of one kind and discourage emigration of another. As an emigration agency it would be concerned solely with influencing that kind of emigration which is in the best interests of the Empire. State emigration agencies tend only to concern themselves with what is immediately in the best interests of the State represented. I should like to see the Empire and its development the goal for which we are all striving. It can be done only by the co-operation of the Governments. And our Government can only be stimulated into taking the initial step by strong representations from a representative body like this Conference. I do not wish to be misunderstood. I am not opposed to emigration. I recognise the value of giving a wider and a more useful outlet to those men and women in this country who were designed by temperament and circumstance for a more strenuous and open life. They are the most adaptable and useful species for a new country. It is desirable that their transplantation should be forced into British lands abroad. Far from regarding this process as depleting or enfeebling our national strength, I consider that carefully directed deflection in the sphere of domicile of certain classes of our workers to be a helpful means of promoting a healthy circulation of our arterial blood system—a means which, in this sense, may prove a source of strength. There is, for instance, a growing disparity in this country between the two sexes, which may or may not

arise from the preponderance of men who migrate and form an unequal proportion in our overseas States. It appears desirable as a State policy that this inequality should be balanced by colonising women in those States. All these efforts and schemes have my unqualified sympathy, and whether or not the policy of trade preference finds general favour in this country, there cannot be any dispute in regard to the soundness of emigration preference. I see the material and national advantage to the Mother Country in colonising as far as possible our Dominions with our own people; but it is only the employables that are wanted, and I cannot leave out of consideration the potential sacrifice which the Mother Country undergoes in depriving herself of the spending power of these emigrants. Germany estimates her loss of six million emigrants during the last century at over four hundred million pounds, and ours correspondingly represents a much larger sum. I am, therefore, concerned to urge that this sacrifice of national wealth be compensated by a constructive effort of our Dominions to absorb this valuable human building stuff as part of a linking-up scheme of federal ocean empire, in which individual State interests shall be subordinated to the advancement of this Imperial idea. I have confined myself to the adult problem, as distinct from the juvenile aspect of the case, which is meeting with uncontroverted acclamation. I have also refrained from commenting on the various financial schemes put forward to promote emigration. I do not consider private financial assistance, as a purely business or commercial enterprise on a large scale, either likely or practicable. Advances must necessarily be at a high rate of interest to provide for losses, and easy terms are essential in helping forward the emigrant to become a bread-winner. I think the solution of the financial problem must rather lie in an arrangement between the Governments themselves, including such bodies as insurance companies, friendly societies, and labour unions. A final word to the shipping companies, who, in consequence of the present emigration boom, find their ships over-freighted. Various complaints, some of a serious character, have reached me and others from passengers, pointing out the dangerous overcrowding of steerage passengers in some of the boats, and the discomfort and risks under which they are travelling. Making every allowance for the existing congestion, I trust the companies will take notice of the matter in their own interests, and so avoid complaints of a similar character in future, and obviate a demand for public inquiry.

Mr. Richard Jebb: We are now approaching that concluding stage of our proceedings when the question arises of whether anything further can be done to secure practical results from this Conference. We have already passed a resolution requesting the Royal Colonial Institute to establish a Standing Committee with a view to increasing the combined efficiency of the societies here represented by promoting co-operation between them. That is a line of advance which is entirely within the scope of the societies themselves, and does not involve any outside assistance. There remains the question of what we can do in regard to suggestions which appear to require co-operation on the part of two or more Governments within the Empire. There is the question, for example, of what is the best kind of test to impose upon candidates for assisted emigration with a view to carrying out the intentions of the Colonial Governments. The intentions of the Colonial Governments in regard to the class of immigrant they wish to encourage are by this time

pretty well understood, and, I think I may say, generally approved. But it is felt that the existing regulations do not always operate in the manner intended, and in some cases create unnecessary difficulties for the societies here. In reply to criticism of this kind, a visitor from Canada has suggested that this question of the qualification of assisted emigrants might easily be settled by means of a conference between the Governments of the countries concerned. Then it has been suggested that there ought to be an Imperial Board of Emigration or Migration, including representatives of the Dominions, or at any rate working in close co-operation with the Colonial Governments. Another suggestion, to which, I think, some countenance has been given by our present Government, is that our new system of Labour Exchanges might be utilised in connection with emigration to other parts of the Empire. Another subject which falls into this category, and which, I think, contains great potentialities of future development, is that of child emigration. Within the past few years the idea has grown up that in the emigration of children may be found a means of reconciling the conflicting interests of the Mother Country and the Dominions. The general idea seems to be that children, provided they are physically sound, always have the making in them of desirable settlers, if only they get their education and training in the new country for which they are destined, instead of waiting to be sent out, or rejected, as adults after they have failed to succeed at home. After what we have heard from the ladies and gentlemen immediately connected with this work I need not go into the details of the various ideas and schemes. Only I wish to urge two points. In the first place, the principle of child emigration appears to have the approval of both the Home and the Colonial authorities. Canada and Newfoundland have both, I understand, expressed approval of the experiments which have been made. As regards Canada, let me read you the report of what was said by Mr. W. T. R. Preston, formerly Emigration Commissioner for Canada in this country, at a meeting of the Colonial Institute in March 1905, when Sir Clement Kinloch-Cooke read a paper on "The Emigration of State Children." "Mr. W. T. R. Preston referred to Dr. Barnardo's work in Canada, and said he did not think the British Empire could ever be sufficiently grateful for his saving so many children by changing the current of their lives. In regard to this particular question of child emigration, he did not know that he was inclined to allow Dr. Barnardo or anyone else to say precisely what the attitude of the Canadian Government might be. *The Government was undoubtedly friendly.* Several schemes had been proposed from time to time, and while members of the Government had not committed themselves to details, *they had said through their proper representative that they were prepared to discuss favourably any proposal that might be made from this side which would increase the number of child emigrants to Canada.* What puzzled him was that on this side of the water there seemed to be such an absolute apathy on the part of the public in regard to this great question. He admitted the magnitude of the problem; the difficulty was to get those controlling the forces of public opinion in this country to take an interest in it. He could take hours in giving the history of youths who had gone to Canada in the most discouraging circumstances, and who to-day were among the most reputable citizens of the Empire. What he wished was to see some *distinct* action taken, so that the people of this country might be aroused to a sense of their responsibility in the matter, and try what could be done to save the population, so many of whom

were drifting to destruction." That was five years ago. To-day we hope that this Conference has aroused public opinion, and is eager that distinct action should be taken. But let me first remind you of what Mr. Burns said, on behalf of the present Government, about child emigration at the last Imperial Conference three years ago. He said: "The Boards of Guardians in the last ten years have sent out 3,588 children, and, if I may say so, these in my judgment are perhaps the best form of emigrants and settlers, looking ahead, that the Colonies could possibly have." After testifying to the success of Dr. Barnardo's work, he concluded: "I know no form of diversion of population that would be productive of so much good to the Colonies and to the Mother Country as an increase in the number of children going to the new settlements beyond the seas." That is the official opinion of our present Government, which gives us ground to hope that they would not be averse from holding an official Conference on this subject if we asked them to do so. This brings me to my second point. The present is a peculiarly appropriate time for an official Conference, because we in this country are about to revise our system of Poor Law, including our methods of providing for destitute children. Surely we ought not to enter upon this task without taking steps to ascertain what are the actual possibilities of an extended system of child emigration, carried out with the co-operation of the Colonial authorities. I submit, therefore, that the time has come for an official Conference, representing the Government of the Mother Country and all the Colonial Governments which are interested in the matter, to discuss these problems of Imperial migration. The question arises as to what would be the best kind of Conference for the purpose. In the ordinary course of events the Imperial Conference will be sitting this time next year, and it might appear at first sight that our purpose could best be fulfilled by trying to get the question of emigration brought before the Imperial Conference at that time. But there are certain objections to that course, on account of which I am going to propose that we ask the Government to convene what is technically called a Subsidiary Conference. Let me remind you of how the Subsidiary Conference became a recognised part of our Imperial organisation, because then I think you will see that it is appropriate to our present purpose. When the last Imperial Conference assembled, in April 1907, it so happened that there was another official Conference then sitting which had been specially convened to deal with the question of merchant shipping law throughout the Empire. In his opening address to the Imperial Conference Sir Henry Campbell-Bannerman spoke as follows: "I would also refer for a moment to the precedent that has recently been made for holding what I may call Subsidiary Conferences upon matters of importance. I refer to the Navigation Conference that is sitting under the presidency of my friend the President of the Board of Trade, and at which I observe that Sir Joseph Ward, Sir William Lyne, and other representatives are rendering great service in the discussion of very difficult problems. To my mind *the precedent set is of high importance, and I should like to see these ancillary conferences held from time to time as matters arise which require more time and treatment in greater detail than is possible in the Colonial Conference itself.*" In the course of the debate which took place on this suggestion of Sir Henry Campbell-Bannerman's, Mr. Deakin pointed out that there

were some matters of joint Imperial interest which could not well be dealt with by the Imperial Conference itself, because the State Governments in Australia and the Provincial Governments in Canada are not represented on that body. He gave the example of education as a matter in regard to which the State Governments in Australia and the Provincial Governments in Canada have jurisdiction; and I want to point out to you that immigration also is a matter in respect of which the control is divided between the National Government and the State or Provincial Governments in Canada and Australia. Apart from any other consideration, this makes immigration a question more suitable for a Subsidiary Conference than for the Imperial Conference itself. The upshot of the debate on Sir Henry Campbell-Bannerman's suggestion was that the Imperial Conference passed the following resolution: "That upon matters of importance requiring consultation between two or more Governments which *cannot conveniently be postponed* until the next Conference, or involving subjects of a minor character, or such as call for *detailed consideration*, Subsidiary Conferences should be held between representatives of the Governments concerned, specially chosen for the purpose." I submit that the subject of migration, as between this country and those Dominions which desire immigration, is now a matter of urgent importance, that it involves "detailed consideration" of a highly technical character, and that the official Conference required to deal with it would be one not confined, like the Imperial Conference, to Cabinet Ministers and to the Federal Governments in Canada and Australia, but one embracing specially chosen representatives of the State and Provincial Governments as well; in other words, a Subsidiary Conference as contemplated in the resolution of the Imperial Conference. If the Subsidiary Conference could be held within the next twelve months, the Imperial Conference might then give the several Governments which it represents a good opportunity of declaring how far they were prepared to act upon any recommendations the Subsidiary Conference might have made. The Imperial Conference has already made known its general attitude in another of the resolutions which it passed last time, namely: "That it is desirable to encourage British immigrants to proceed to British Colonies rather than foreign countries," and "That the Imperial Government be requested to co-operate with any Colonies desiring immigrants in assisting suitable persons to emigrate." About the debate which led to this resolution I will only say that, if you read the official report, I think you will agree that the members of the Imperial Conference felt that they had not done justice to the intrinsic importance of the subject. Sir Wilfrid Laurier complained that the resolution was too vague; but the actual problems to be solved had become so technical in character that I do not think you can expect the Imperial Conference itself to thrash them out. The most it could do, supposing the question were reopened next year, would be to refer the whole question to a Subsidiary Conference; and if that is the prospect, why not hold the Subsidiary Conference first? It might be that the Subsidiary Conference would recommend nothing requiring collective action or combined action, in which case there would be no occasion for the Imperial Conference to consider its recommendations. All that would remain to be done would be for the individual Governments concerned to act, or not to act, upon its report according to their own discretion. But these are speculations into which we need not enter now. Last year a very successful

Subsidiary Conference was held on the question of Imperial Defence. I believe this meeting would be glad if this year a Subsidiary Conference could be held to discuss the problems of migration as between the Mother Country and the Dominions. I beg to move, therefore:—

"That this Conference respectfully suggests to His Majesty's Government the desirability of holding as soon as possible, in accordance with the first resolution of the Imperial Conference of 1907, a Subsidiary Conference to consider the subject of emigration from the United Kingdom to the Dominions beyond the seas."

The Hon. ALEXANDER WILMOT, M.L.C., Cape of Good Hope: The subject of the attitude of the Imperial Government towards emigration seems to me one of the most important this Conference can consider. The Imperial Government—that is to say, the people of this country—are in front of a great necessity, and therefore of a great obligation. We heard yesterday from Lord Dundonald a story which shows what is going on. It is no fault of many people, Mr. Hazell tells us, that they cannot get work. The truth is that the people of this country have to face the enormous necessities connected with a very greatly congested population. But God Almighty, in His goodness, has opened to us in our Colonies enormous tracts of country where there is no congested population and where additional populations are absolutely requisite for their exploitation. In South Africa, including Rhodesia, we have countries almost as large as all Europe, a country which will hold comfortably hundreds of millions of people. And how many white people are there in all that country? Not much more than one million—about the population of Birmingham. Surely we can call upon the Government to do their duty in such a matter, and, the facts being as they are, we should press on the Government the necessity of taking the active part which the exigencies of the position require. There ought to be a Minister of the Imperial Crown for Emigration. If that be not granted, the time has come when one of the existing Ministers should be called upon to do everything in his power to co-operate with the great and noble societies which are doing so much for three purposes—for the good of those who emigrate, for the countries to which they emigrate, and for the good of the Empire. We should unquestionably endeavour to let our tide of emigration flow towards the Colonies of the Empire. We should not be taking away the life-blood of the Empire, but increasing the vitality and power of the Empire, by increasing the vitality and power of the Colonies. The greatest thanks and praise are due to those noble societies who are trying to help their fellow-men and doing a great public work. I say the Government ought to help these people, to co-operate with them; and, what is most important, we should get the co-operation of the Colonies and work with the Colonies hand in hand. It is the interest of the colonists to get people and to exploit their country, and that is only to be done by adding to the population, which is what the emigration societies are helping to do. Look at irrigation in South Africa—there are hundreds of millions of acres which can be, and should be, cultivated. Look at the great domains of Canada and what can be done there. The time has come, therefore, when we should call upon the Imperial Government to recognise its obligations and the necessities and exigencies of the situation, and through some Minister they should do all in their power to co-operate in the work.

I do trust this Conference will be of immense value, and, as a means to that end, I cordially support the resolution before us.

Mr. L. S. AMERY: I rise with great pleasure to say a few words in support of Mr. Jebb's motion. I do not think the importance of that motion can be over-estimated. This question of population and of the distribution of population within the Empire really underlies every other problem, and is, perhaps, the most important of all problems. To begin with, it is, as Mr. Wilmot brought home to us, a great social and economic question. When you look at the immense areas of the Empire crying for men, and on the congestion of this country, it seems as if the Governments of the Empire together could undertake no greater work than that of bringing men to the lands that need men, and of relieving this land, which has more men than can find work upon it. It is, moreover, the foundation of the whole question of Imperial defence. Here we are holding all over the world territories enough for half a dozen empires, for ever subject to dangerous conflicts of interest with other Powers, and we try to hold this vast territory with practically no population to defend it. We may have enough people to defend England; but what could Australia with her four millions really do if it come in the long run to the issue of fighting with the hundreds of millions of the developing East which menaces the Pacific? What could Canada do with her seven millions against the ninety millions of the United States? Military organisation is a detail, though a very important detail. The real thing which underlies it is man-power, and the empire which has not sufficient man-power at the points where it may be assailed is not in a position to protect itself. That question underlies the whole problem of defence. Again, in a somewhat similar way, this problem of population underlies the great problem of Imperial Union. We all cherish the hope that the Empire will some day arrive at some form of constitutional union, but one of the greatest difficulties in the way at present is that the Dominions feel that, with their present population, they cannot enter into any form of equal union with this country. They will take no other union but an equal union. But while all of them together are not equal in population to this country, there are great difficulties about any form of constitutional union. I have said this much just to indicate that the intrinsic importance of this question is quite enough to merit a Conference. But, in any case, there is an urgent practical necessity for holding such a Conference. I think our discussions here in the last two days have indicated that the question of emigration is approaching a deadlock—or, at any rate, that there is an enormous amount of waste and confusion which are wholly unnecessary. Under present conditions neither the Dominions nor we quite know what we are driving at, and the efforts of societies and of individuals are wasted in trying to help people out, and then finding that some Government on the other side has suddenly issued an edict which throws a great deal of that work into confusion. A few years ago, for example, Canada seemed to be ready to take anybody who would come. Then came a period of depression. There were a certain number of unemployed in the streets of Montreal and Toronto, and people unaccustomed to the phenomenon of unemployment on a large scale took fright, and a number of restrictive regulations were suddenly introduced. These, undoubtedly, did not altogether effect the object aimed at. A rough-and-ready money test does not necessarily secure the best men. The only way to clear up misunder-

standing is to get responsible people to meet together and decide on a common policy. Let the Governments of the Empire come together through representative, responsible men, and really decide in what way they wish to encourage emigration—whether the best way is to provide facilities when the emigrants arrive at the other end, or to facilitate communication by cheapening the cost of steamship passages, &c. Let them decide, again, what class of people they want. If it is children they want, then let us all co-operate to make child emigration a success. Under the new Poor Law let us contemplate child emigration on a large scale, and let the Governments on the other side make corresponding arrangements to see that the children are given a good start. So, too, if Canada and other Dominions decide that what they want is agriculturists, and not townsmen, let the Government here consider whether they cannot take steps to provide agriculturists. There has been a number of experiments, not wholly successful, but with considerable elements of promise, in this country in the attempt to teach unemployed urban workmen the elements of rural industry. I refer to experiments like that of Hollesley Bay. Supposing the Governments on the other side were prepared to take these men after a period of training in some training-institution here, you would have a means of dealing with the problem of urban unemployment better than merely shipping them across the water untrained to a country which has no use for them. All, in fact, that I want to bring out in urging you strongly to support the resolution is that this problem is not only so important in itself, but in such a critical position at this moment, that it can only be settled by a meeting of responsible Governments to arrange on a common policy, followed by action which will enable that common policy to bear fruit.

The Rev. R. L. Gwynne (Kent Colonising Association): Something like Mr. Hazell's proposals would be really most practical. His Majesty's present Ministers appear to the eye of faith to be on the verge of conversion to something very like what we desire. One of them has even declared that if he had a million of money he would spend it in colonisation! We therefore think and hope that Mr. Hazell's proposals, which are excellent in every way, should be put into some kind of form and presented to the Government. With regard to the principle of loans, some of the best people who might go forth and emigrate are not able to do so. After a large experience of individual cases, I am certain we cannot send at their own charge a very large number of excellent potential colonists. It is necessary, therefore, to ask the Imperial Government to enlarge the principle which, I consider, they have already admitted—the principle of a loan. Supposing we ask them to lend £500,000 to be distributed amongst the municipalities or other agencies, and that this loan were returnable after a certain time at 5 per cent. We ourselves find, in our own little way, that it is better to charge 5 per cent. to cover the cost of various matters, and to make the person who borrows wholly independent. We do not believe in giving money. The false charity of this country is a source of great harm to individual character. Living as I do in the midst of a most charitable people, it seems to me that if we could only alter the course of charity and use it for helping the people to colonise, we should be doing a double good to our own State and to the oversea States. On the other side, there may be Governments who would be willing to undertake the responsibility of collecting

these loans from the men employed on the farms in Australia and New Zealand. Why should they not take up the work of collecting the loans and returning them to the Imperial Government? The same money could then be used again and again. In Victoria they are about to introduce some such system. We have thus had the principle already conceded not only by the Imperial Government, but in one of the States of Australia, and that principle only needs enlargement. The thing is to bring these proposals before the Imperial Government, and I believe they will be favourably received.

Colonel LAMB (Salvation Army): I have no objection to supporting the resolution provided that before we come to close quarters we arrive at an understanding about what we want. One of the speakers has said we do not know what we want, and that the Colonies do not know. Well, I know what I want. With regard to Mr. Gwynne's Minister who is on the eve of conversion, I hope he will drive home the truth to the point of actual conversion. I have been trying to convert him also in my own quiet way. But I cannot get hold of him. When I go to the Local Government Board, they say "Oh, that is a matter for the Colonial Office." The Board of Trade say, "That is a Treasury matter"; and when I go to the Prime Minister it is said, "That is a Departmental matter." Well, I almost despair. In opening the Conference here yesterday, Lord Dundonald spoke of the people coming in on the east side while we are sending them out on the west. I do not think we need seriously trouble the Imperial Government on that question. The numbers are really insignificant. It is, I submit, a matter for the local authorities at home. If they will enforce in their own districts English standards, the country is capable of taking care of all coming in on that side. I am not afraid of Germany, and the comparatively small emigration from that country does not seriously alarm me. I agree that emigration is, in the nature of things, to some extent repulsive. I know I had to leave home—it was hard lines, I thought, and my mother thought so too; but it was for my good, and I venture to think it has been for the good of the world to some extent. I make no apology for emigration, because I believe that emigration is a Divine principle at work in the world. It began with the Garden of Eden—Adam had to go out into the wilderness. I do not think he wanted to go. Emigration is part of the history of the world. We talk of individual hardships. The law of progress always means hardship here and there, and if this Anglo-Saxon race is to fulfil its destiny there will be hardships. Let us face it. Do not let us get up close to this Subsidiary Conference without knowing what we want, otherwise we shall miss fire. Let us, I say, make up our minds as to what we want, and if we do, I venture to think there is force enough to make everybody fall in. What we want is leaders who have made up their mind; there are always plenty of people to follow. With regard to defence, I am a man of peace, but I believe effective occupation is the surest way of holding your own. Then as regards Labour Exchanges: I would like to hear from some one in authority that Mr. Hazell's reading of the Act is the right one. I am not a lawyer, but I made some approaches to the powers that be when the Act was still a Bill. I suggested that they might extend the scope of the Bill to enable the authorities to take an unemployed man from Newcastle and put him down in Winnipeg if there was work there for him. If the Act does give the

Imperial Government the powers suggested, then all right; we have got a valuable concession; let us work it. The Labour Exchanges have created in people's minds an implied right to work. An unemployed man might come to the Salvation Army Bureau, and we would do our best for him; but if we could not find him work, he might say, "Blow the thing!" and on he goes. But if he sees an office with the Crown over the door, he asks, "Why does the Government open these Bureaus?" and right down in his heart he feels that there is an implied right to work. He may be right or wrong. He is not logical, I know. But the feeling is there, and the Government will find themselves "up against it" if they have hundreds of thousands of people registered and no work for them. With regard to Distress Committees and the Unemployed Act, the difficulties have already been referred to. I think those Committees ought to cover the whole of the ground, as Mr. Hazell suggested. If a man living in the country comes to London or any of the large cities and stays a certain time he becomes qualified for help under the Act, yet at the same time the very thing the Government want to do is to prevent people being attracted to the large towns. The variety of treatment makes things difficult when people get to the other side. I know of one Committee which would not face the question of loans because there was no machinery for collecting them. Another thought the loans should be repaid to the last farthing, whilst still another only wanted repayment if people dared to come back to that particular district. Mr. Hazell referred to the fact that the Londoner is objected to in some quarters. It is only, I think, a passing objection. I have learnt to have a great respect for the Londoner; he has a great many good qualities, and I am certain that if you will only send out a good type of Londoner you will get a good name. I may mention that we have been able to blend our emigrants somewhat. As far as Canada is concerned, we have sent in seven years nearly 50,000 people, and we had only 1 per cent. of failures. With regard to the question of the Governments collecting loans, my experience is that they fight rather shy of the business, and would rather some one else took the kicks so long as they got the halfpence. Now, if you are going to the Government at all, it is no use going for £500,000. I think we ought to go definitely for £10,000,000; you will do nothing with £500,000. Get a fund of £10,000,000 created. That is my idea of the magnitude of the work we ought to undertake. I have an idea that would commit the country to a definite permanent policy, and, no matter who is in power, the redistribution of the people would go on in a commonsense, systematic way. If Commissioners are to be appointed, I think the Light Railway Commissioners are more likely to serve as a model than anybody else. They have the power to grant loans free of interest, to make grants outright, or to make grants with interest payable. Any district that wants some local improvement submits a scheme which is considered on its merits, and then the vote is made accordingly. I think if the Government were to do something like that, rather than undertake the work itself, they would be going on the right lines.

The Right Hon. Lord Brassey, G.C.B.: I am unwilling to trouble the meeting with unpremeditated words, however few, but I have been asked to take a part in the discussion. I apprehend we are unanimous in support of the resolution before us. I cannot conceive it is possible that a Conference such as that proposed can be held

without securing very considerable advantages, and I earnestly hope that the resolution may be favourably entertained by the Government and by Parliament. With regard to another important subject, I venture to put before you a personal suggestion very briefly. I view with considerable doubt the proposal to make a large grant from the public purse for purposes of emigration. It seems to me that something falling far short of what has been indicated in the speeches might be very helpful and be a good beginning in a policy which might be carried further if experience showed it to be a wise one. What we have before us is this: There is quite a number of societies engaged in carrying forward the important work of emigration; they are doing their work with great efficiency and in a sympathetic spirit with regard to those who are emigrated, and with considerable practical ability with regard to the disposal of the emigrants when they arrive in their new sphere. They almost all see their way to do more good than is at present achieved if only they had command of larger resources. They appeal to those who have it in their power to give subscriptions, and they receive considerable support, but the support is by no means equal to the task to be undertaken, nor by any means sufficient to do the work which those societies see their way of carrying out. It seems to me something valuable might be accomplished if the Government were prepared to make a beginning by putting on the Estimates, say, an annual grant not exceeding £10,000, to be administered on the advice of the Emigration Committee of the Colonial Office. A grant of £1,000 to one society and £1,000 to another might in each case be very helpful. Experience would show whether good use could be made of a larger sum. If so, the Vote might be raised to double the amount in a succeeding year, and so you might proceed year by year, increasing the amount if you found it could be expended with good results. You have to consider this question from various standpoints. If the sums mentioned on this platform were voted by Parliament, there would be very considerable alarm in the countries concerned. They would view with considerable apprehension the influx of vast crowds of people, perhaps very ill qualified to help the country to which they might be sent. You have to consider this matter as it affects their interests as well as your own. I think something of less dimensions, some proposal such as I have indicated, might be very well pressed on the Government, and I see very clearly in my own mind with this modest beginning a good deal might be done.

Mr. R. C. Scott: I attend on behalf of the Allan Line. We have a proposal to make which has been brought before the Labour Exchanges, and is now receiving consideration by them. Before commencing to lay the proposals before you, I would like to draw attention to a curious coincidence. Some twenty-one years ago, at a meeting to celebrate the majority of this Institute, a banquet was held in this room and a certain speech was delivered to which I would draw your attention. The speaker said: The Colonies "offer happy and prosperous homes to thousands who are unable to gain a livelihood within the narrow limits of these islands, owing to the pressure of over-population and consequent over-competition." "We regard the Colonies as integral parts of the Empire, and our warmest sympathies are with our brethren beyond the seas, who are no less dear to us than if they dwelt in Surrey or Kent." "In transplanting themselves to our Colonies instead of to foreign lands, they retain their privileges as citizens of this great Empire and

live under the same flag as subjects of the same Sovereign." That was twenty-one years ago. The voice of the speaker is now still in death. It was the voice of King Edward the Peacemaker, and I am sure his words will be an incentive to unity and concord and forceful action upon this great and Imperial question. Coming to the immediate business before us, I may say Mr. Allan himself would have liked to be present and address you, but he found that impossible, and deputed me to undertake the task. What we think is that there should be some action upon sound business principles, and we have drawn up a scheme which I will now attempt to outline to you. It is absolutely essential, we consider, in order to obtain the approval of the Canadian Government, to whom our proposals will presently be submitted, that only carefully selected and eligible applicants be proposed, that the financial arrangements be upon a sound basis, and that the arrangements generally shall be consistent with the present internal administration of the Dominion of Canada's immigration, and shall ensure a maximum of smooth working. Messrs. Allan believe that their eighty-eight years of continuous passenger carrying to Canada ought to inspire the hope that their proposal may prove useful to the Conference. They have taken special care to recognise the functions of all passenger agencies of whatsoever nature, and if the scheme be successful they do not ask for any special terms, but would be quite content to divide the traffic with their competitors. The numbers of emigrants given are for the purpose of suggestion only. The details of the scheme are as follow:—

(1) That a limited number of selected pioneers be sent out in July next, and that they be required to homestead in November and prepare for the arrival of their wives and children in March 1911. That the wives and children be maintained from July to December, and that they be provided with steamship and railway fare to join the husband and father. That, on homesteading, the man be provided with cash or credit for a start. That the money for the passage of the colonist, the maintenance of his wife and family, passages of his wife and family, insurance and fidelity bond, and cash or credit to homestead (£150 in all) be advanced as a loan, bearing interest at 7 per cent., repayable over five years and secured by a life-insurance and fidelity policy. The homestead land to be held as additional security.

(2) That in May, June, and July 1911 a further contingent of selected men be sent forward, and that they be assisted by the 1910 pioneers to build shacks and homestead, the latter having been located in 1910 by the authorities in anticipation of this event. That their wives and children follow, as in the previous case, in February or March 1912.

(3) This operation to be repeated annually.

(4) That the operation be regarded and worked as a business matter, leaving the colonists without any suspicion of charitable support or philanthropy.

(5) That the Labour Exchanges or the Board of Trade be the vehicle of procedure.

(6) That the present position of passenger agents be not interfered with.

(7) It is estimated that this scheme, upon a basis of 2,000 pioneers, their wives and 4,000 children, during 1910, and 5,000 men, their wives and 10,000 children, during each subsequent year, could be administered upon a maximum credit of

2¼ millions sterling, which in the sixth year, by repayments with 7 per cent. interest, would fall below one million, and remain at that figure. It would provide a start in life for 20,000 people per annum, and also pay interest at 3 per cent. per annum, and furnish a reserve sum of £30,000 per annum and £10,000 per annum for administration in Great Britain.

The value of land security would be more than double the amount involved. Provision for a leakage by default of 5 per cent. might be regarded as prudent, and this is provided for by clauses which would enable the Canadian authorities in the first instance to retake possession.

Mr. F. Butler (Chairman, Emigrants' Information Office): My purpose in saying just a few words is a very simple, and I fear you may think a very narrow, one. It is, however, distinctly germane to the subject, which includes the attitude of the Imperial Government in regard to emigration. There have already been references to the Emigrants' Information Office in the speeches yesterday and to-day. It is not impossible that there may be more. Apart from that, the work of the Office—and on this point I lay stress—represents, I think, the most direct action of the Government at present in the matter of emigration. I hold, therefore, that some short statement concerning the Office is really material to the matter in hand, and may possibly be useful to any who wish to discuss the position of the Imperial Government and who may wish to make suggestions for change. I represent no one but the Office. I attend as Chairman of the Managing Committee of the Office. I do not represent the Colonial Office or any other Government Department whatever. The Office was founded twenty-four years ago by the Government of the day, at a time when emigration was very much talked of as a means of relieving distress in this country. The object was very clearly defined. It was to give information only—not to encourage nor to discourage emigration, though, of course, the advice and information given naturally have the effect of doing one or the other in the individual case. The Office has never been empowered to assist emigration, or to take part in arrangements for the actual despatch of emigrants. It has been criticised sometimes on the mistaken supposition that it is the function of the Office to increase the flow of emigration. That is not its task. Its task is to deal with people already intending to emigrate, or who are considering the advisability of so doing. Its object is to give such people accurate information, derived largely, though not entirely, from official sources, and calculated to give a man thinking of going abroad the materials for forming a sound opinion as to the prospects awaiting him. Indirectly, that is encouraging emigration. We do not say to a man, "There is a particular job awaiting you in a particular town, go and take it." We are not an employment agency. Therefore, the continuance of the work of the Office would in no way conflict with or trench upon the province of Labour Exchanges, which bring individual workmen and vacancies into connection. I sometimes think that people do not realise how large a field the Office covers. We dealt with over 18,000 letters last year, representing inquiries from or on behalf of over 16,000 emigrants; and the circulars sent out were close upon half a million. All our information is given cheerfully and, for the most part, free of cost, but a slight charge, varying from 1*d.* to 6*d.*, is made for certain handbooks. In nearly every case the charge is below the cost price of the article, so that we are really a philanthropic institution. I should like to say

(what I think will fall in with the mood of those present) that, though the Office was not founded to encourage emigration, its influence is, as a matter of fact, exerted in the direction of diverting emigration from foreign countries to the British Dominions. We get inquiries about foreign countries, and endeavour to the best of our ability to answer them. But in doing so we lose no suitable opportunity of calling attention emphatically to what we believe to be the much better prospects afforded by the British Dominions. We hold that these Dominions, with their similarity of institutions, identity of race and language, and common allegiance to one Sovereign, are bound to offer much better chances to the ordinary emigrant from this country, apart from the large considerations put before you this morning as to the necessity of filling up the vacant spaces in the Dominions beyond the Seas with people of our own blood. We also issue warnings. That is occasionally very desirable. Now and again one has to issue warnings against inducements held out to people to go to some of the States of Southern and Central America, which, in our opinion, could only lead to disappointment and hardship. Now and again it is necessary to give notice of the existence of a large strike—no easy or acceptable task, but at the same time very often necessary for the protection of men thinking of going to the country affected. It is also necessary to issue warnings against undesirable practices, such as that of paying premiums in this country or Canada in order to obtain instruction in farm work. The Office is run by a voluntary committee appointed by the Secretary of State for the Colonies. Within the limits I have described that committee is left an entirely free hand. If any suggestion is to be made for altering the status or functions of the Office, that is a matter which must be referred to and determined by the Secretary of State.

Mr. P. S. Dowson (East End Emigration Fund): I come back to the point as to whether the societies have endeavoured to send useless rather than useful emigrants. The London poor have, in my opinion, some extremely good qualities. In nearly every case you find them hopeful, cheerful, and with a great fund of perseverance in the face of poor food and lodgings and other adversities. Their kindness to one another is marvellous. By our careful selection from this class—choosing those only who have come through these trials and temptations with a good industrial record and character for honesty and sobriety—we are giving the Dominions tried men and women who are likely to bequeath to their children the dogged and hopeful qualities that have carried the British race through in all parts of the world. If you would wish to know more on this subject, I would refer you to a little book, "From an Easy Chair," page 97, by Sir Ray Lankester. I may say that we think families under the tutelage of parents have a much better chance than those who go out to homes to be adopted, though the supervision of dependent children throughout Canada is excellent.

Colonel A. M. Murray (Labour Exchange Department): I am not here as representing the Board of Trade in any way, or as an exponent of the policy of the Board in regard to emigration, but merely as having accepted the invitation to attend the Conference and report to the authorities with whom I am acting what the trend of public opinion is with regard to emigration. But as Labour Exchanges have been mentioned by Mr. Walter Hazell and by Colonel Lamb, I think I may

make a few short remarks with regard to what the Exchanges are doing or are likely to do in assisting emigration. No definite course of action has yet been decided, but the share which Labour Exchanges will take in assisting the various emigration societies and the Central (Unemployed) and Distress Committees is now very much in the minds of the officials of the Board of Trade. I cannot say more than that, and anything I say must be absolutely non-committal, as the question is under official consideration at the present moment. With regard to the question to which Colonel Lamb referred, namely, the powers taken under the Labour Exchanges Act to advance loans for travelling expenses, the Act does not preclude loans being made to emigrants for whom situations have been found in the Colonies, but under Section 2 the Board has only power to make advances subject to the approval of the Treasury. Mr. Lamb has had some experience of Government departments, and he will know that the Treasury is the most powerful of all departments, and that nothing can be done without Treasury sanction; and until we can show the Treasury a scheme which will enable loans to be secured and recovered from workmen sent by the Labour Exchanges to fill situations in the Colonies, I do not think the Treasury will approve of advances being made. With regard to the scheme proposed by Mr. Allan, I cannot say more than that it is receiving the very careful, and I think I may say the benevolent, consideration of the authorities. It is very much on the lines of the Crofter Colonisation scheme, which was in the main a success. I shall have great pleasure in conveying to the Labour Exchange officials the feeling of this meeting, and I am certain that the views put forward by this important Conference will strengthen the hands of the Board of Trade in any action which they may decide to take in regard to State-aided emigration in the future.

Mr. A. J. Dawson (Editor of the *Standard of Empire*): I want to do any little thing I can towards supporting the resolution. It is one, I think, which ought to receive the unanimous approval of the Conference. I think there is hardly any subject before the people at the present time which so distinctly calls for discussion, for study, and for practical action as the question of the transference of population within this Empire. The social and economic aspects have been dealt with by a number of qualified speakers, and they, of course, are all of the greatest importance. But, as Mr. Amery pointed out, there are other aspects which perhaps go even deeper, because they connect the subject of emigration with such vital subjects as that of the defence of the Empire. If we admit that the future of the British race is wrapped up with that of the British Empire, then the question of all questions for us is the strengthening of Empire unity. This, of course, embraces within itself even such great and vital questions as Empire defence, Empire trade, the integrity of the British Constitution, and the maintenance of the British place in the van of the world's Great Powers. It is of wider and more far-reaching importance even than that for those of us who believe that, upon the whole and with all its faults, British dominion makes, more than that of any other race, for the advancement of humanity and its Christian ideals of mercy, justice, and freedom. So tremendous an issue is this of Imperial unity. And in the light of its greatness may be submitted the contention that among its may facets none has an importance more direct, immediate, and permanent than the very question this Conference was convened to consider—the question of migration under the flag, the shifting of

British population within the Empire, the disposal and conservation of what must needs be the first and greatest asset of any race, nation, or empire—its man-power. If we consider the case of such great British Empire States as Canada and Australia, we find that the one thing they must have and will get is increased population—a man-power for the development of their resources, the defence of their shores, and the peopling of their empty spaces. It is right they should desire and obtain this, and, right or wrong, it is inevitable that they will. Some considerable question has been raised as to the methods adopted by different States, and those methods have been criticised. It might be well worth while to remember that such a State as Canada in the matter of emigration policy is necessarily considering not our interests over here, but the interests of Canada. And why not? That, I think, is the spirit which has made the British Empire. For the people of Canada to have occupied themselves with all manner of considerations outside the development of their own country would, I think, have made the development achieved already impossible, or, at any rate, a slower process; and, further, if we call into question their methods, and say that certain regulations are unfair or illogical, and that one regulation counteracts another, then I think we should also remember the inefficiency of our own methods here. We lack co-ordination, perhaps, as much as the methods in any great question such as this could lack co-ordination. Take the case of a great body mentioned this morning. It must be admitted that the usefulness of that body is enormously interfered with by the fact that it says to the man who wants to emigrate, "My dear man, we will assist you when you begin to become unemployed—when you have ceased to be a very fit subject or on the way to it; but now, while you keep your chin up, we are sorry we cannot do anything for you." Therefore I say that I think we should remember the necessity of independence in the arrangements made by different oversea States, because they know best their own business and what they want. The fact is they have different requirements and we have different requirements, and these facts prove the necessity of taking the first step and appointing this Subsidiary Conference. I think that is a desirable and perhaps an essential step towards getting what we want. These oversea States will get the people they want, whether they come from this country or not, and it is to our interest and the interest of the race and of the Empire rather to hasten than to retard that process. What is the position in England? There are at the present moment more workers than jobs. The supply of man-power is in excess of the demand. The result is increasing unemployment, and the result of unemployment is damnation—physical, mental, and moral. We can speak with certainty when we say that the number of overcrowded workers here who would migrate, and who for a variety of reasons do not migrate, is very large. Again, the number who, for a variety of causes—chiefly lack of knowledge—migrate each year to alien lands, and so are lost to the Empire whose greatest asset is its man-power, is also very large. The question which strikes me as the most important of the whole situation is that the men who are most in need of migration, and the men who are really most suited to succeed as emigrants, are men who in existing circumstances are practically barred from emigration. That is why this resolution, representing a first step in the right direction, should be carried unanimously. That is why it is natural to hope that it will lead before very long to an awakening

on the part of our legislators to the pressing urgency of this matter, and to the inauguration of a Ministerial department for the control, direction, and assistance of migration under the flag.

Mr. A. A. Pearson, C.M.G.: I feel I owe some apology for taking up any of your time, as I am not a delegate from any emigration society, though I am a member of two of the societies represented at this Conference, and my only excuse for taking part in the discussion is that when I went to Australia last year with Sir Charles Lucas I took the opportunity, so far as I was able, to collect all the information in my power on the subject of emigration, and I was confirmed in my opinion that the time had come when it was necessary that the Government should take up the general control and direction of emigration, without, however, in any way superseding or displacing the zeal and enterprise of the philanthropic societies now devoted to it. There are some things which are best done by Governments, and some which are best left to private enterprise, but there are others which are best carried out by the joint co-operation of the Government and private zeal, energy, and philanthropy. I saw a striking instance of that in South Australia. There the State children system—and I may here observe that I much prefer the term State children to pauper children—is carried on jointly by the Government and by private benevolence. It seemed to me, as far as I could judge, about as perfect a thing of the kind as anything could be, and it is some such co-operation between the Government and the emigration societies that is what I would like to see. It would, in the first place, have the advantage of securing that co-operation amongst ourselves which we desire; and it would be of great value in the solution of such difficulties as that of the recent Canadian regulations. The Government would also be able to furnish money, which is so badly needed—not necessarily its own money, but the money possibly diverted from Poor Law or other purposes. One of the reasons why I wish to see the question taken up by the Government is that I am a keen advocate of child emigration. I should like to see arrangements made for the emigration of all such of our Poor Law and destitute children as are suitable, and this is impossible on any large scale without the co-operation of our own Government and the Colonial Governments. Money would be required, negotiations would be necessary with the Colonial Governments, and, I think, very probably some legislation would be required in this country. I belong to the Society for the Furtherance of Child Emigration, and I am entirely in accordance with Mr. Fairbridge, as regards Australia, that the farm-school system is the only arrangement possible for child emigration. It was said yesterday that in Queensland the mothers of families had no time to attend to adopted or boarded-out children. I don't know how that is, but I made inquiry in Victoria and South Australia as to the possibility of boarding-out children. In Victoria I was told that it was only possible far up-country, that all the farms where they could be boarded out near Melbourne were taken up by the Victorian State children. I asked what supervision could be provided up-country, and was told "The police." I could only reply, "That is not enough." In South Australia I have heard very much the same. It seems, therefore, that the only possible system for Australia is the farm-school system, under which boys and girls would be kept until they were seventeen or eighteen years of age, when there would be no difficulty in finding places for them. This system has a great many advantages, and the children would be

brought up under proper moral and religious influences. I am sure the two ladies to whom we listened with so much interest yesterday would bear me out in saying that if Australia is to keep its cherished idea of a White Australia, above all a White British Australia, a great deal more must be done to fill up that vast continent from this country, and I believe that in the way I propose we could do it better than in a great many other ways. Perhaps I may refer to the position of the Federal Government. Mr. Fisher, the present Prime Minister, has stated that he is in favour of a strenuous emigration policy, but, he says, "we must have the land first"; and Sir George Reid has said that at the present moment emigration is a matter for the States and not for the Federal Government. I understand that what Sir George Reid says is quite true, as at the present time the Federal Government have no land at their disposal, though they may indirectly bring more land into the market by the policy they say they are going to carry out—the policy of the graduated taxation of land; but before many years are out they will have acquired the Northern Territory, and although, personally, I have some little doubt about the coast lands, I think that if they had a railroad, they would open up an immense tract of country, 3,000 feet high, which is eminently suitable; and when that is available, I have no doubt the Federal Government will take up the question seriously. The Emigrants' Information Office has performed most useful work, but it is of an indirect kind; the times are moving fast, and, if not now, I hope that by next year the Government may take up this important question. In the meantime, our hearty thanks are due to the Royal Colonial Institute for calling this Conference, and in this way bringing us in touch with each other, and, I feel confident, paving the way for that Conference which is contemplated next year. With regard to Labour Exchanges, I sincerely hope, if it is not the case now, that the first thing which will be done when the Government take up the subject of emigration will be to make Labour Exchanges thoroughly available for emigration purposes. I should like to add only one suggestion, which I put forward with some diffidence. It has been said by a higher authority than myself that the question of holding an empire together is largely a question of communications. We are already alive to the importance of providing for the cheap carriage of letters and for cheaper telegraphic communication; and I would venture to suggest for consideration whether we might not also aim at providing a cheap passenger service to the more distant parts of the Empire, such as Australia and New Zealand. The P. and O. have recently started a service of this kind to India on their own account, to meet the requirements of military and civil officers and their families with limited means, and what I would suggest is the subsidising by the Home and Colonial Government of a service to Australasia, *viâ* the Cape, for second and steerage passengers, so as to make the passage to Australia as cheap as that to Canada, thus encouraging and facilitating emigration, and, at the same time, rendering the interchange of visits between the Old Country and Australasia more generally possible. The time required would, no doubt, still remain a difficulty, as increased speed would mean greatly increased cost; but much would have been accomplished by reducing the expense, as I have suggested.

Sir Philip Hutchins, K.C.S.I. (League of the Empire): The League of the Empire, which I represent, is not an emigration society, and our special interest

in emigration arises from our having established a system of correspondence between young people here and over the seas, and from the probability that some of those in this country will, in consequence of what they hear from their comrades in the Colonies, wish themselves to emigrate. In that case we should desire they should have a proper reception and suitable preliminary training for the work and life, which must be more or less new to them. We have now travelling, both in Canada and South Africa, representatives of our society, and through them we have made several proposals to the local Governments, and found that they are perfectly ready to co-operate in making the necessary arrangements. We have also found that they are thoroughly convinced that this is a matter which cannot be left entirely in private hands. One gentleman in Canada, who had had a good deal of experience of the treatment by the local farmers of boys who had been sent them for training, told us he would rather be the farmer's dog than the farmer's boy. Of course, they are not all bad farmers—there are good farmers; but even those who most thoroughly realise their responsibilities for the boys who are entrusted to their care would be all the better for a little supervision. The League, therefore, favours the proposal now under consideration and cordially supports the resolution before us.

The resolution was then agreed to.

FOURTH SESSION

TUESDAY, MAY 31, 1910.

The CHAIRMAN: The discussion this afternoon is to relate to schemes of colonisation generally.

Sir FREDERICK YOUNG, K.C.M.G. (Royal Colonial Institute): This subject is one of the utmost importance, affecting, as it does so vitally, the interests of the whole British Empire. It is one which, naturally, has engaged the thought of the many minds who have given attention to the study of this great national question. I may claim to have passed practically the whole of my life in the endeavour to find some solution of it. I may mention that, among other things, in 1869 I was chairman of a Society for the Promotion of State Emigration. We had meetings in different places in London and the provinces, and, having "howled in the wilderness" for a certain time without success in our appeal to the nation, we gave up the society and ceased our labours in the cause. We formulated our plan, however, and that was that the Government ought to take the question up in a broad and statesmanlike way. It is very satisfactory to me in my old age to know that the question raised in this way so many years ago is now engaging the attention of so many practical minds. At the outset of my few remarks I wish emphatically to express my sympathy with, and general approval of, the many philanthropic societies and others who are engaged in the prosecution of this great and beneficent national work. My reason for not being satisfied with it, as long as it is carried on solely in private hands, is the firm conviction I entertain that it is impossible for them to grasp in its entirety and magnitude the solution of this herculean national problem, if the lasting benefit of the whole Empire is

to be properly promoted. Adam Smith reminds us that land, labour, and capital are the three elements of national wealth. Now, in the British Empire we have all these three elements in abundance, but they are not adequately distributed; and yet this is absolutely necessary in order to contribute to the well-being and prosperity of the whole Empire. According to my ideas, publicly proclaimed long ago, a national system of emigration, carried out by the joint co-operation of the Government of Great Britain and the Governments of the various Dominions of the British Crown, is the only way in which a true solution of this great problem can be found. In order to be successful, the scheme would require an adequate contribution of national capital, utilised under a sound, wise, and comprehensive system of administration, for the purpose of transplanting the surplus population of the Mother Country, especially the rising generation, to the various Colonies under a concrete plan. On this point I may say that I differ wholly from my friend Lord Brassey. He has suggested the contribution of a very minute amount of national capital to this purpose, speaking in fact of some £10,000 a year. I, on the contrary, long ago advocated funds by the million being appropriated to this purpose, and I agree with Colonel Lamb in thinking that ten millions should be voted by Parliament for the purpose of finding an adequate solution of the problem in the present day. Another of our great philosophers, John Stuart Mill, said: "There need be no hesitation in affirming that colonisation in the present state of the world is the very best affair of business in which the capital of an old and wealthy country can engage." Fortified by the opinions of such authorities, I have long ago strenuously advocated this system of national emigration as the one which our Empire should adopt. Among others, there is one item in the scheme which I advocate, to which I will call attention. I would have a High Commissioner of Emigration and Colonisation appointed by the Crown, with the power and status of a Cabinet Minister, but quite clear and independent of party politics, who should superintend and direct all the machinery and details of this special Department of the State. His duty would be to formulate and direct the policy from time to time required to carry out all the details of a broad and wise national system of emigration to the various portions of the Empire beyond the Seas, with adequate national funds placed at the disposal of his Department; and this he would do in co-operation with the various outlying States themselves. It is, of course, impossible for me to give even an outline of the details of any plan in a speech of a few minutes' duration, but I have long since given a good idea of many of them to the public. The system I propose is essentially one of State emigration conducted by the Government, with Government resources and under Government responsibility. No doubt the various philanthropic societies engaged in the work already will form most valuable agencies for assisting the Government in carrying out such a scheme of State emigration. In my judgment it would be a happy thing for England, and the Colonies also, if the guiding spirits of the nation could be convinced of the soundness of the principle I am advocating, and be induced to carry it out in a true statesmanlike spirit, aided by the cordial support and co-operation of all the Parliaments of the Dominions that are so vitally concerned in its adequate and successful solution.

Mr. Douglas Eyre (Children's Farm Homes Association): I am here to direct

the particular attention of the Conference to one particular form of emigration. We have just been hearing from the previous speaker the necessity for a State system. I think we must all agree that the necessity exists, but I propose to concentrate attention on a particular class who are best adapted, as we think, for emigration. From that point of view we have to look at the requirements of the Colonies, as well as the state of things existing in the Motherland. I very much sympathise with those representatives from the Colonies who look somewhat askance at the emigration of adults—men who have been acclimatised to town life, and who, therefore, are not the first people whom the Colonies want the Mother Country to send out. I wish to direct attention, then, to the children as the people whom the Colonies most want, and as the people whom the Motherland least adequately provides for. This Farm Homes Association in New Brunswick, which was started by Mrs. Close, is an Association which has been in existence for four years, and whose object is to take out from England children in their early years, and fit them for colonial life at the earliest possible stage. We in England are rapidly coming to the conclusion that, as regards the children of the State, the institutional systems are bound to go and to be superseded by the boarding-out and the scattered homes systems. The scheme of the Association in New Brunswick is akin to the scattered homes system in England. We cannot in England board out all the children who ought to be boarded out. We have not the room. Now in certain portions of the Colonies at least we find just those very conditions under which children who are anæmic or not very strong can be brought up—conditions which enable them to dispel any tendency to permanent physical defects. Let us look at a few figures. Over 70,000 children are brought up under the Poor Law at one and the same time. How many are emigrated. Under 400. And yet we have the head of the Local Government Board blessing the system of emigration as regards State children. We have numbers of Acts of Parliament, orders, rules, regulations—a chaotic medley of enactments and rules which nobody can make head or tail of. We want to concentrate the attention of the Government on the duty of making it quite clear that, if State or common fund money cannot, under the existing law, be expended on emigration, the sooner a further enactment is brought into force to that effect the better it will be for the children of the State, and the better for the Colonies, who need those children in increasing numbers as time goes on. You have heard of suggestions for the emigration of children to parts of the Colonies which are not fitted for it. That cannot be said of New Brunswick. This particular home is well known in Canada. It is well known to the higher authorities there, and has been visited by, among others, the Governor-General, Earl Grey, who has said: "You have every reason to be proud of this farm and the work it is doing. It is, I think, an ideal place in which to rear a healthy, God-fearing race. I hope thousands of children in future will be brought to live and settle among these happy people. May they come in ever-increasing numbers to this happy land of Canada." A word or two about the cost. In England we have been spending huge sums in erecting institutions for the pauper population, institutions which do not represent the best systems, and in particular not the best systems for the children of the State. I consider that the application of the scattered homes system to the Colonies will involve a far less capital outlay than any system in England for the children of the State, short of

the boarding-out system, and, as regards the boarding-out system as applied to the Colonies, I fancy the scattered homes system has its particular advantages. Take inspection, for instance. Imagine the need for inspecting the various farms in which children may be boarded out at home or abroad, and in particular abroad, where the area is so much greater. Under the scattered homes system I cannot conceive much difficulty about Government inspection. It has been suggested that it will be costly, in that it would involve inspectors from England going out to inspect the children in Canada and elsewhere. I cannot see the need of that. Why cannot the Home and colonial authorities combine for the purpose of enabling the latter to do the work of inspection on the spot? It is, I believe, perfectly true to say that the demands for children on the part of the Colonies are seven times any supply that has yet been given. But these demands are not confined to Canada. I have seen figures, however, with regard to Canada that show that, while in the last few years there have been demands amounting to something like 85,000, there have been only 12,000 sent out. Surely it is for the Governments to take up this matter, and to learn from individual philanthropists, who have been fortunate enough to set them an object-lesson. Nor do those who have started these farm homes wish to stick to their property. They are ready at any moment to hand over these farms to the State, if the State will take them over, and manage them, and supply the wherewithal to maintain the children. Great is the disappointment in connection with the emigration of adults from England to the Colonies. They have become acclimatised to town life, they are not skilled hands for the most needed purposes, they are not the people whom the Colonies want for the purpose of developing rural life, and they are the people who in great numbers either come back to England after all the expense in sending them out has been incurred, or who go and fill up the already full districts in the towns abroad. Therefore, I say, we should in the first place send out the children of the State—children who are either orphans or deserted, or to whom the State has to stand in the place of parent. In sending them out we should give them the opportunity of being brought into contact with rural life at the earliest stage of their career, and we should be taking out from England that element which goes, in the end, towards overstocking the over-full labour market in the Mother Country.

The Hon. Mrs. Joyce (Hon. President British Women's Emigration Association): Some doubt has been thrown upon the suitability of the Londoner as an emigrant, but I may mention a little fact which came under my observation which, I think, shows that, although the Londoner and his wife may not be quite suitable at first, they soon fall into line. Some people were sent out by Lady Burdett-Coutts on a system of colonisation. It was arranged, among other things, that they should have a yoke of oxen and a cow for each family. One good wife refused to have the cow at any price. She had only seen a cow once in her life, and it had run at her. When I got out there three months afterwards I found that woman the best buttermaker in the neighbourhood; and her husband, ploughing his furrow, pointed to the children and said: "Every one, one too many in the old country; every one of them is worth his weight in gold here." I have had the good fortune of helping my son to select families for various colonisation schemes—for Lord Brassey's settlement at Indian Head, the Tennyson colony in South Africa, and some others. He made it a practice to go to the squire and

ask him who he thought was best suited in the village. The squire would know a man from his boyhood, as a good cricketer, mower, and reaper. My son then asked the parson's wife about the family, and, if they both commended the family, he would go to the village shop and ask whether, if the man did get a bit behind in the winter, he paid up at the harvest. If the answer was in favour of the man he then began to think he would perhaps make a good colonist. I have also had the good fortune, in 1893, of visiting the Tennyson settlement in South Africa, and I may say that, while many of these schemes have failed in regard to the return of capital, there is no doubt they form a splendid training ground for people placed on the land. There was one observation made by my son, who was chaplain to the Tennyson colony, and that is that, when you apportion the rations which they should have until the crops grow, they should depend upon the man's work week by week, and that his hours of work should be tabulated and on those hours of work he should draw his rations. Certainly, they must have a little training in various matters before they go; and I believe there are people in the villages of England who would be very glad to teach cooking and many of those things which would make women handy when they get out there. It seems to me individual selection is the first thing, then the quality of the land, and in Africa the irrigation of the land; and last of all there is the good manager. Much depends on the manager. He must come of a good stock; his grandfather should be a Scotchman because he is canny, his father an Englishman, who says, "It's dogged as does it," his mother an Irishwoman because she sees the humorous side and makes the best of everything; and, let me add, whatever your views of religion may be, you must supply to these colonisation centres somebody to teach them to fear God and do their duty by their neighbour. One point turned up yesterday, and that is the misunderstanding with regard to emigration societies and their work. It is, I believe, owing to that misunderstanding that those disagreeable restrictions have lately been imposed. If we could persuade the Minister of Agriculture to examine the application papers upon which our people are selected I do not think the Government would be so decisive in their regulations. If a society is prepared to make a loan, it is because it has the courage of its opinion. The British Women's Emigration Association find they may calculate their repayments at about 70 per cent. That allows for ill-health. There are hardly any deaths during the currency of the loan. It was stated yesterday we do not know what the Colonies want. There is, however, one thing we know they want, and that is women—good, capable women; but, if they want them, they ought to help us to get them over there safely. They ought to abet us in our desire to have matrons. I need not dwell on the dangers which surround women landing in foreign countries. But I may say that, if we do our duty conscientiously by our fellow-women, we shall have to protect them from door to door. Our Society has one standard of health for the women who are sent out, and certificates of character and capability are absolutely necessary. We do not want to send out anybody but thoroughly good women, for we know we are helping to build an Empire.

Ex-Councillor DRAKARD (Melbourne): The question of the unemployed is becoming acute. It is a serious tax upon the community and a menace to society. Relief works have scarcely been even temporary blessings. If we are to give a man a chance to live; help him to rise and better his condition, put him into the

possession of something that counts, and his socialism will go. He will feel that he has a stake in the Empire, and with this feeling will come new aspirations and new thoughts. In all efforts to assist men to rise, I hold that, unless the element of practicability comes in, and the money subscribed results in a permanent bettering of conditions without the loss of principal, very little, if any, real good ensues. The deserving poor do not want charity, they only ask that it shall not be a crime to be poor. In going into details, I take Australia, particularly Western Australia, as a sample to base my remarks upon, but with certain modifications my facts and figures can be used in favour of any of our possessions having unalienated lands open for settlement. In brief, my proposal as an initiative is as follows:—To take up 30,000 acres of land in Western Australia and work it upon a compulsory saving plan. The land would be surveyed and finally cut up into one hundred farms of 300 acres each, but the whole would be worked as one homestead for five years, being really a training ground. Ninety single men and ten married men, with their wives and children, would be selected. Being without means, their passages would be paid; they would be well fed and clothed, given a certain amount weekly, but not as wages. The women would be paid for doing the cooking, &c., and, under somewhat stringent regulations, all would work for five years. At the end of the term each man would be given an improved farm of 300 acres, worth about £500, and also cash not exceeding £150. As a further incentive to work, bonuses would be offered for various improvements made on what would eventually be the men's own farm. This would not only be of substantial value to the men, but a great inducement to get everything possible out of the land. The amount necessary is from ten to fifteen thousand pounds, upon which it is proposed to pay 4 per cent. interest. The whole expenses for the five years, including machinery, &c., would amount to £38,000. During the five years a total of fifty thousand acres would be cropped with wheat. At a moderate average we could get ten bushels per acre, which, at 3*s*. a bushel, would return £75,000. Deduct £7,500 for seed, leaving £67,500. Add to this the capital, £15,000, and also £7,700, the amount of stock and implements on hand, and the total assets would be £90,200. Deduct expenses £38,000, and repay capital £15,000, when the credit balance would be £37,200. Next give each man, say, £100, and even then there would be a surplus for credit of no less than £27,000. I have taken the moderate average of ten bushels, but the capital could not be lost even if the absurd average of six bushels only was reaped. The average for the past ten years in the State has been 11.22 bushels. If the Government allowed the capital to become a first charge on the land, it would simply amount to an advance of 10*s*. per acre on 30,000 acres. Now the land is worth 20*s*. an acre to clear. At the very least the 20*s*. would be that amount of added value per acre, being just double the amount of capital advanced. Remarkable as are these figures, there are several additional ways of increasing the receipts in the way of horses, sheep, poultry, offal, and the like. There is still another aspect of the case. Lord Dundonald asked me what could be done with the £15,000, supposing it could be used as a kind of snowball scheme, instead of being repaid at the end of five years. I went very minutely into the matter and found that, after my second harvest with the first company, I could take out another hundred men, and at the end of the fifth year I could work four hundred more men and one hundred women, so that it would really mean that some eight hundred persons would

be put on the road to prosperity in five years at a cost of less than £4 per year originally. These figures seem incredible, but, providing I could get the land, they would bear any amount of scrutiny.

Mr. J. E. Pounds: I wish to correct some misapprehensions, if not misstatements, made yesterday. As an Australian I am thoroughly acquainted with the conditions of land settlement in Australia, and am astounded to hear statements here as to the impossibility of ascertaining what classes of emigrants the States of Australia and New Zealand want. Some are more liberal in their inducements for land settlement than others, but practically it is possible for a man of good character to go to one or other of the States and obtain from £1,500 to £3,000 worth of land at low prices on very reasonable terms, for a small deposit, price and low interest repayable by half-yearly sums during thirty or more years. Government Land Banks lend money to build farm homes, &c., to be repaid similarly. Much less costly land more distant from towns, ports, and railways can be homesteaded at much lower prices. Another statement was that the Agents General are not sympathetic in their answers to inquiries, and that it was a matter of regret that they were not present to join in this discussion. If present, they could not add to the information they supply in printed regulations. The Agents General in London are men of great experience in the commercial life of the Colonies. They are not mere officials who speak from briefs. I know they are most anxious to promote emigration. There was some doubt expressed that the Colonies were not doing their part. I may say that Victoria at the present time has a mission, either on the way or about to start, with complete plans to induce 40,000 English farming settlers, including families, to go out and occupy irrigable land. If they cannot get Englishmen, they are going to seek for Italians, or Americans, or others, accustomed to irritation. These settlers will practically get land for nominal cost. I do not know what is proposed with regard to payment of passages. I saw by last week's paper that the Agent General for West Australia has been sending out several hundred emigrants, whom he selected. If any of you are interested in ascertaining what the real facts are, apply to any of the States' Agents General in London for pamphlets, which give full particulars of conditions under which they send out emigrants and provide land. They are most liberal. In South Australia, West Australia, and Victoria there are Government Land Banks, which lend money to settlers of good repute, and I think the terms of repayment range from thirty-five to forty years. As to the reception of emigrants, I know that Victoria is very anxious to receive boys and take them on to specially provided farm schools to qualify them for taking situations on the land, or, if they want further education, they can go to agricultural colleges, of which there are two in Victoria and two in New South Wales and others in the other Australian States and in New Zealand. The Colonies do not want town residents so much as country workers. They do not want pauper people from English slums unwilling or unable to work, who might burthen the charities. If the representatives of the various organisations represented here to-day will formulate clearly their proposals and send them to the Agents General, the latter, I feel sure, would submit them to their Governments, who will be only too happy to receive any reasonable proposals. It is rather unfair to the Agents General to say that they are not willing to give information: it is

quite a misapprehension. It may be the fault of the inquirers themselves. With regard to the Commonwealth Government, they have absolutely no control over land, but they have been negotiating for the last two or three years with the State of South Australia, which has a vast territory it cannot occupy. They proposed to take over the Northern Territory, which is five times the area of England. Lord Kitchener has been inspecting Australia and New Zealand, and one of his schemes for the mobilisation of troops is to build a railway from existing railhead in the west of South Australia, for some 1,100 miles, to connect with railhead of Western Australia's north-western railways. This would give through railroads from the west of Western Australia through now existing lines from Adelaide, South Australia, on to Melbourne, Victoria, thence to Sydney, New South Wales, thence to Queensland, in all near 3,000 miles. This Adelaide—Western Australia line is surveyed, and its cost is estimated at £4,000,000. To carry out his recommendations would certainly stimulate settlement. South Australia wants to force the Commonwealth Government to construct the railway to the north coast, some 2,000 miles, as one condition for the transfer of the Northern Territory to the Commonwealth. The Commonwealth Government are temporising, but are expected to consent. To people Australia's vast unoccupied Northern Territory is a national necessity. We could not expect to retain it peacefully if not soon peopled, however sparsely, by our own race. There are overcrowded Eastern peoples within short distances of our shores eagerly seeking to emigrate. There are thirty-nine or more settlements of foreign Powers within 200 to 1,500 miles of our northern shores—not counting Japan, who is determined to find room for her overcrowded masses. Japan has navies and an army of 4,000,000 well drilled and armed. We should take warning in good time and not forget how Japan defeated Russia. Hence Australia's urgent need and desire to people her lands.

Professor W. L. Grant (Society for the Furtherance of Child Emigration): May I begin by emphasising the point made by Mr. Amery this morning, the tremendous importance of the question we are privileged to discuss, no less a question than the whole future of our race? We have got possession of most of the available waste spaces of this earth—an earth on which the waste spaces are strictly limited, and, if we do not effectively occupy them, someone else will. It may be that if we do not occupy them they will not be occupied by another white race at all, but by a race which, rightly or wrongly, we regard as inferior in its potentialities to the white race. This brings me to an idea which underlay some of the speeches this morning, certainly the interesting speech of Mr. Goldman, and that is the idea that emigration is an evil—a necessary evil perhaps, but still, in the last resort, an evil, and that from a perfectly contented country there would be no emigration. That is surely untrue. If you have emigration it is simply because the country is alive. The only country from which there will be no emigration will be a country in which all the problems are settled in the silence of the tomb. There are two kinds of emigration—that which results from the poverty of the country, and the much nobler emigration which is really a sign of prosperity. The metaphor of drawing the life-blood from a country may do harm. A prosperous country tends to produce too much blood, and must needs get rid of some of it. If it can do so, and can thereby vitalise the veins of kindred countries, both are

aided. Now, if this problem is so big and so controversial, surely there is great need for systematic study. For example, the crudity of some of the Canadian regulations is due to Canada not knowing what she wants, even though she thinks she does, and to the need of tenfold more study being given to the problem than has ever been given to it in this country or Canada. It is doubtless true that if a society simply takes one man, and gives him a better chance of making a successful life, or one woman or child, that society does a great work. But, looking at it as a national and Imperial question, we have a subject to treat the size of which prevents its being fully dealt with by any society, however large. The question of emigration must come, first of all, under Government study, and later under Government control. In connection with unemployment, may I say a word with regard to the work of the Society which I specially represent? It was long ago pointed out by Herman Merivale, though never fully recognised, that the emigration of adults is not and can never be a permanent cure for unemployment. It is at most a palliative, lessening for the moment unemployment at home, relieving a situation otherwise unendurable. But the only way in which emigration can hit right at the roots of unemployment here is by furthering the emigration of children. There is no subject so liable to abuse as the emigration of children if not done under proper supervision and control. It is that supervision and control which both the Children's Farm Homes Association and the farm schools advocated by my Society wish to give. There may be a slight difference in the ultimate ideal of the farm homes and the farm schools, but, for the present, it is enough to say that both are good, and that only by a systematic and ordered and cared for emigration of children can we not merely palliate, but actually solve, the problem of unemployment.

Mr. W. Guy W. Radford (South African National Union): As far as the primary object of the Conference is concerned—namely, the formation of a National Emigration Committee (upon which I assume all the existing societies interested in emigration will be represented)—I entirely concur in the decision which has been arrived at. But, as a business man, I do not think the resolution goes far enough. It seems to me that there ought to be some authority which has power to act, which is able to open negotiations officially with our Colonies, and which has control of funds out of which it will be able to defray expenses which will inevitably be incurred. I claim that the future possibilities of emigration are among the most important factors of our imperial destiny. The questions of unemployment in this country, increased population in our Colonies, and of the consolidation of the Empire are indissolubly bound up with emigration. It therefore seems to me that the question ought to be lifted above purely individual effort, and taken up by the Government. We want an organisation on this side properly constituted for the purpose of securing settlers suitable to the different requirements of the Colonies, and we must have an organisation in the Colonies which will seek out and find remunerative opportunities of employment for those settlers whom the organisation on this side procures. It is impossible to arrive at any business arrangement unless all the parties concerned are represented, and, unfortunately, the Agents General are not present to-day. I do not think it is reasonable to suggest that a man should come here in his individual capacity and commit the Government he represents to his individual views. But if, on the other hand, this question is taken

up by the Imperial Government, and, if necessary, a Minister for Emigration is appointed, who can first open negotiations with the Colonies and ascertain their views, then the Agents General, or other accredited representatives of the Colonies, can attend a later Conference with instructions from their Governments, when they will be in a position to express the views at which those Governments have arrived. I do not know whether it would be in order if a resolution to that effect were proposed. At any rate, it would be an excellent thing for the Conference to suggest that the question should be taken up by the Imperial Government, and that a Minister of Emigration should be appointed. A word with regard to the Union I represent. It was started for the purpose of developing trade in South Africa, and not only trade in South Africa itself, but between South Africa and this country. It is capable, I think, of doing a tremendous amount of good, and I should very much like to see similar organisations started in Canada, Australia, and other parts of the Empire. We have an organisation in South Africa which can obtain necessary information for us in regard to employment, and opportunities of employment for settlers in South Africa. Conditions there are absolutely different from those existing in other Colonies, because all manual labour is done by the black races. You cannot get the white man to work on an equality with the black. I have been told of a Boer farmer who took on two poor white men at half-a-crown a day, and he afterwards found them lying on the veldt, having sublet their job to blacks for 1*s.* 6*d.* a day. We are working in harmony with various emigration societies in this country, and, if that harmony is continued, it must be beneficial. The proposed Committee should ensure co-operation between the existing societies and prevent overlapping, but I am afraid that will not be sufficient. We must have an authority behind it which has the imprimatur of Government authority. A previous speaker predicted that Canada would become the heart of the Empire. I do not yield to anybody in my admiration for Canada and my belief in her future possibilities, but I maintain the heart of the Empire cannot be anywhere else than in the Motherland. If we consolidate the whole, we are invincible from the military, naval, and commercial point of view. But if we once let the Empire split into its component parts, the result will be very different. Emigration is one of those factors which can be utilised for the purpose of welding the Empire together, and organisations like the South African National Union can materially assist both emigration and the consolidation of the Empire on the basis of community of interest as well as sentiment.

Mr. C. Reginald Enock, F.R.G.S.: As a geographer and engineer who has given much study to the subject of Empire consolidation, I desire to put before you a plan which, I think, is worthy of your consideration. First of all, let me touch on one or two points which were raised in the course of the discussion. There is the question of child emigration. I do not believe, or should be sorry to believe, that there exists such an enormous number of children without parents in this country who are ready to be sent out to our Colonies to the tender mercies of colonial farmers, who, no doubt, are not more or less humane than others. As a father myself, I should hesitate to extend this principle greatly. I do not know whether some of those cold-blooded Oxford professors who come here and suggest we should send out the children are fathers, but I am sorry for the empire which

finds as its main solution for dealing with its great surplus population the sending out of children without their parents. The next point is the matter of selection of emigrants. We are to "select" our people to send out to the Colonies. The Colonies demand it. It appears that a number of worthy societies represented here are established to do it. But what does selection mean? It means sending out our good citizens, who are of great value to us, and having the dregs of our society thrown back in our face. This policy must be disastrous for any country in the long run. How can we continue to send out our good citizens, carefully selected as they are to be, and retain all those who have been dubbed "unfit" at home? As a ratepayer, if nothing else, I protest against that. We already pay thirty-one millions per annum in poor rates and charity to support the poor and destitute. Why eliminate the good element, and make of them a present to our colonial kinsmen, and retain the poor element at home? That system must be most seriously considered. I maintain that the Empire is for one and all. I believe that these colonial lands, which were obtained by our expenditure of blood and treasure in the past, should be looked upon as handed over to our Imperial colonial kinsmen to be used judiciously by them, and that a halt should be called to homesteading by aliens and the huge influence of foreign immigration into Canada. As regards the matter of restriction and deportation of immigrants from Britain, this is unconstitutional, and the Colonies have no more right to prohibit the entrance of people into Canada and Australia than we in London have to prohibit the people of Manchester from coming to London. If we allow them to say which of our people shall go in and which shall not, it is raising up a mischievous principle, and one which may lead to an unfortunate line of cleavage in Imperial matters. Naturally, we cannot send out our wastrels to them, but I venture to say we might adopt a plan by which all our people may be made to benefit. Another point is the handing over of the conduct of emigration matters to a Government Department. I do not believe all the talent in this room, and the kind-hearted people connected with these societies, will be prepared to hand over their work to a Government office. The organisers of these societies here present have done an enormous amount of work, and are in touch with their particular circles, and it would scarcely seem advantageous that they should develop into a mere Government office, which is often more or less of a circumlocution department, and cannot come into sympathy with the people, while societies can go to the homes of the people and try to help them. While not despising Government aid and a proper system of organisation, let us endeavour to preserve the system of personal service which is so strongly represented here. If this Empire is to flourish, we must create better conditions for the great bulk of British people who are poor. We know that more than half of our population of forty-five millions are near or below the poverty line, with a substratum of twelve millions generally on the verge of starvation. What are these people to do in the future? They cannot all live on the resources of this island. England cannot support them, but the Empire can if we will but organise, and use our Imperial resources in the Colonies. I beg to submit as an important principle that *the time has arrived for a systematic and scientific organisation of the Imperial resources for the good of the people*; and that the best way in which this can be done is by giving a tangible share in the Imperial

land resources to the people of England, by creating new centres of industry in the Colonies for them under organised conditions. I have ventured to formulate this as a new Imperial doctrine, as follows: Let every municipal district in Great Britain acquire a large area of colonial land, hold it in perpetuity as a heritage for its people, and develop it for their needs, creating new centres of industry and new sources of revenue upon it. In my opinion this plan, which I have worked out in some detail, would solve nearly all the difficulties which have been discussed at this meeting, whether of the emigration societies or the objections raised on the part of the colonial authorities. In such new fields all the plans advocated at this meeting could be worked out, whether of training-farms and of farm schools for children, whether of the unemployed, whether of the emigration of educated people, or of investment by the moneyed class. If the municipalities would not act in the matter, let us do it by means of influential bodies of ratepayers in every city. Pending such action, I would urge that we should call upon the colonial authorities to ear-mark large tracts of fertile territory before any more is privately acquired. In another generation the cry of the people of the world will be "Land, land," to grow food products upon. Where shall we be when all our colonial lands have been given away to alien and private interests? We shall simply have reproduced in the New World the conditions of the old from which we are suffering to-day. I would urge the full discussion of this question of land acquisition by municipal organisations by the Special Committee that has been appointed. Such a plan of Imperial penetration would benefit Britain by giving her the land she wants, and the Colonies by giving them an influx of British population and capital for the development of these, at present, unproductive lands, of which there are enormous fertile areas still available. Without despoiling anyone, great new centres of property and profit would be created, and an indelible bond of Empire brought to being, founded on a sense of tangible proprietorship by the community. Further, the destitute and the unemployed would be eliminated under this system, and the taxes and burdens on the ratepayers remitted. These enterprises, moreover, conducted on scientific and business principles, should yield increasing dividends on the working capital expended in development as time goes on. We shall be building thus for the future. The common-sense method would be to organise all our emigration societies together, raise funds for working capital on a business basis, approach the Colonial Governments for land grants and colonisation privileges, and work out our own ideas on the new areas, and so create prosperous offshoots of our communities for all time. No Government action at home is required, unless it were desired to raise a loan possibly; but under proper organisation private capital should be forthcoming for the enterprise.

Mr. Henry C. Devine (Future Career Association): I am very glad of the opportunity of contributing a few words to this discussion, as the Director of the Future Career Association, which, though barely six years old, is now regularly consulted by masters of all the great public schools and a considerable number of county and grammar schools, besides parents and guardians, on the choice of careers for their children, the most suitable preparation for such careers, and their conditions and prospects. I have listened with great personal interest to the remarks dealing with the pressing problem of transporting to colonial climes poor

boys and girls and men and women who are ground down by poverty, and condemned to sordid conditions of life in this country, and I wish every success to the efforts of those who are seeking to unify emigration operations on sound lines. My purpose this afternoon, however, is to say something about the sons of the middle and higher classes, and the opportunities offered them of success in life in our Overseas Dominions. I may say that my Association is the only one which devotes itself to giving expert information and guidance on *all* forms of careers at home and abroad. Consequently I am daily brought into contact with educated British boys, and know by constant experience the difficulty incident to giving them a good start in life. A speaker yesterday remarked that the Colonies do not want boys who are not wanted here. As a matter of fact, however, many boys not wanted here are wanted there. No doubt he meant that the Colonies do not want weaklings and ne'er-do-wells, and in that I agree; but a large number of boys turned out of our secondary schools every year would benefit not only themselves, but the Colonies, by going to them. Many whose tastes and dispositions are all against a stool in an office, and all in favour of an energetic outdoor life, are admirably suited for life in the Colonies. The type of boy wanted in the Colonies for an agricultural career is neither the genius nor the loafer. It does not matter how "average" he is so long as he is adaptable and a worker. The boys destined for this life should be taught to use their hands as well as their heads, and to take a pleasure in and become adepts at various forms of manual work. With regard to selection, there are many ways whereby the necessary qualifications can be detected by experienced students of boy nature, and one result of such a Conference as we are holding will doubtless be to lead the friends of boys to cultivate more than ever the self-reliant, inventive, and purposeful qualities needed by pioneers. I have little doubt in my own mind, for example, that many a member of Baden Powell's Boy Scouts, whose ramblings at present are limited to the respectable suburbs of London or our other big cities, will be inspired and fitted by this training to scout successfully later on in search of livelihood and fortune in the bush of Australia, the valleys of New Zealand, or across the boundless plains of Canada. As to attaining information, the boys of Bradfield College, and I believe also those of Berkhamsted School, have special facilities for obtaining this. The Public Schools Emigration League, whose able secretary we have with us to-day, furnishes similar information, and the Future Career Association has summarised a great mass of particulars obtained from printed documents, or furnished through the courtesy of the Agents General, or last, but not least, from intercourse with settlers from all parts of the Empire. The gathering of such information from so wide an area, and the keeping of it up to date in order to advise individuals as to their best course, is an expensive process, and therefore the doing of it on an adequate scale, unless by a Government Department, requires subsidies of some sort. Finally, with regard to placing such boys as are found suitable, that also costs money. I will guarantee that the expense involved in the Bradfield School Scheme for Young Settlers will amount to considerably more than is received in fees, and the same applies to Berkhamsted. The Public Schools Emigration League will need money, and certainly the Future Career Association has already expended large sums over and above what it has received from the hundreds who have consulted it

and followed its advice with advantage. You see, parents come to us not only for general, but also for specific information. That is the great difference between us and such an excellent institution as the Emigrants' Information Office. In some cases we have to introduce a boy to a reliable farmer, who will give board and lodging in return for his services. Personally, I am a believer in boys being sent to the excellent agricultural colleges dotted over the Colonies. In the vacations farmers can be found only too glad to keep them in return for their work. After this they are valuable enough to receive a small wage in addition, and if they utilise their time advantageously in a couple of years later they are fit to start on their own. While some form of agriculture offers the principal openings, there are others in such employments as school teaching, architecture, surveying, and banking. One hundred boys educated in secondary schools at home were engaged for Canada last year by one bank alone, and their travelling expenses paid by the bank at a cost of £3,000. The subject is one which needs to be tackled in a practical and systematic manner. It is a business well worth doing. It means the encouragement of suitable boys to emigrate, and also the dissuading of those who are not suitable; the sending of them to responsible people, and keeping in touch with them until they get well set on their feet. But if it is to be properly done, someone will have to put down some money for it.

Colonel LAMB (Salvation Army): In the first place, may I say a word with regard to the children. The children proposed to be emigrated are State children. Why? Because those who advocate the plan believe that if the Government of this country were to spend three millions of the five that they will spend in the next five years in placing children in the Colonies, it would save two millions, and incidentally be a great colonising effort. Mrs. Joyce said with truth that the Colonies want women. Why not hold up the women here at home, and negotiate for terms to include others? A certain Colonial Premier asked me last week if I could send him a hundred domestic servants. I said there was no difficulty about that, but what about the case of a hundred families, with, say, six children each? Here, I think, is material for a bargain. With regard to the scheme formulated by the Allan Company, I would suggest they should just double their estimates. That I say with all deference, as the result of experience. If the Government is going to come in, I maintain they ought to come in deliberately, or else leave matters alone in that respect. I visited Mrs. Close's farm in New Brunswick, and what impressed me was the influence of London children on the local children. The quick-acting and quick-thinking children from London were side by side with the slower-going country children, with results, I think, to the advantage of both. In the past we have looked to the East for light. Now in the last twelve years, while we have been talking, the Indian Empire has been quietly carrying out large irrigation and colonisation schemes, and they have successfully transplanted one million people, and settled them on two million acres of irrigated land. As a result I believe they are satisfied; they have got 20 per cent. on their capital investment. That has been done under State control. I do not know that that would quite work out in the West, but what I say is that, if the Government are going to do it, they should follow the course they usually do when they embark on large undertakings. For instance,

when they are going to build Dreadnoughts, they contract. The suggestion I made this morning was that the sum of ten millions might be set aside, and then let all the Societies which have got schemes come forward and submit them. If they stood the test of examination by the Commissioners, the money would then be voted. The sum of ten millions will be sufficient for a start, and all who have good schemes would have an avenue for them.

Miss E. VAUGHAN JENKINS: A speaker yesterday said of himself that he was one of those who rush in where angels fear to tread. He was not, but I really am. However, I will not apologise for that, because I am here to become wiser. I have spent some time in Canada, and it has been puzzling me ever since why she is always crying out for "more" and yet is so wasteful of her own resources. Canada asks for our best, and rightly. We must send only our best, because the mother should perpetuate in her daughters only her virtues, not her shortcomings. But, on her side, should not the child learn to make the most of her own powers? Now, with a population of, say, 8,000,000, the infant mortality of Canada is 30,000 annually. If we told this to a cat or to a chimpanzee they would say that not one of these would be lost if the human mother knew her business as well as they do, and we may certainly assume that individual or municipal ignorance is responsible for two-thirds of the loss. A loss of 20,000 babies a year means at least a million sterling a year lost eventually in value to the Dominion, and I cannot tangle myself in an arithmetical calculation as to what this would represent to Canada in self-colonisation in the course of a generation. My point is: Does she deserve our babies while she allows her own supply to perish like this? It seems to me a wastage of motherhood and of potential assets that Canada should somehow learn to be ashamed of. We dare not throw stones at her as long as our own idea of large families is bringing ten children into the world and burying eight of them as promptly as possible; but we should combine with her in finding a way of putting an end to a state of affairs which so seriously retards her development from within. Then Canada asks for women, and I heard someone say not long ago that farmers are leaving Ontario for the West because they cannot find women "to do for them." I am at a loss to understand how they will thus better matters, because there are as many women as men in Eastern Canada but a considerable shortage in the Central and Western Provinces. But, so far as I could judge, Canada is allowing too many of her girl-children to grow up to be "salesladies," instead of fitting them to fill the situation of farmer's wife, which is held out as such a tempting bait to our daughters. And, to only touch on a darker side, I read lately in a Canadian magazine, or I would not dare to quote it here, that two hundred girls had been driven on to the streets in Winnipeg for want of a living wage. The Canadian salesgirl is often extravagant in her tastes, and so may court disaster; but there it is. If we are selecting our best women to help Canada in her housework, cannot we gently point out to her that we should do so more whole-heartedly if she also did more to train some of her home supply to take an equal share in domestic duties on her prairie farms? Then again—for our part—speakers have asked for large grants to send emigrants to the Colonies. Here, perhaps, I shall most show myself a fool; but to me the urgent need seems to be to re-colonise England. Wherever one goes in England one sees hundreds, perhaps

thousands, of poor, ill-tilled, or waste acres, which, with a suitable grant, we could fertilise and stock with selected workers, who, through their children, would replenish the valuable peasant and yeoman classes which are the mainstay of the nation, and from which we could draft off to the Colonies good, wholesome youngsters, fit to be called Colonists, than which there is no nobler name.

Mr. P. H. KERR (Settlers' Emigration Society): I think we ought to endeavour to do something to perpetuate the good work begun to-day. I do not think there is anybody who will not agree that the Conference has been extremely valuable. In the first place, a large number of agencies and individuals engaged in the work of emigration have been brought together, no fewer than forty-nine societies being represented. We have thus made the acquaintance of one another, and have learnt what each is doing; and we have done an excellent piece of work by the appointment of a Standing Committee to consider the question of co-ordinating their activities. In the next place, we have considered the question of whether some uniformity cannot be introduced into the conditions under which emigrants of all kinds are received in the Dominions beyond the Sea, and recommendations have been made which, I hope, will bear fruit. In the third place, the discussion has covered the question of emigration as a general problem. I do not believe anybody can fail to be impressed by the remarks which fell from a number of speakers as to the really vital importance of emigration as it affects the future of the Empire. It is absolutely essential that we should watch the migration of our population, and attempt to distribute it where it will contribute most to the strength and prosperity of the Empire as a whole. After all, on man-power, in the last resort, its integrity and peace must rest. A resolution has been passed calling upon the Government to look into that question. But there is some danger lest our efforts should be a mere flash in the pan. There should be some continuity in our action. We are all grateful to the Institute for having called this Conference, and I do not think we can adopt any very definite resolution asking it to undertake the expense and trouble of calling a further Conference. But we might approve the general principle of an annual Emigration Conference, and refer a resolution to that effect as a recommendation to the Standing Committee already appointed. I have much pleasure in moving:—

> "That the schemes of colonisation and settlement which have been brought before this Conference be referred to the Standing Committee for further consideration, and for such further action as may be deemed advisable; and that it be a recommendation to the Committee that it should prepare a scheme for the permanent organisation of this Conference as an annual institution."

Mr. L. S. AMERY: In seconding the resolution, I would just like to say that I am confident that at a future Conference we shall be able to crystallise into even more fruitful channels the mass of suggestions and ideas which have been placed before us to-day. I am sure the usefulness of the Conference this year will be a small thing compared with its usefulness in a second or third year, and therefore I hope very much that the Conference will endorse the resolution.

Mr. EDWARD BOND thought it would be undesirable to commit the Standing Committee to the extent suggested.

The CHAIRMAN: It is only a recommendation to the Committee, but perhaps it would be more in accordance with the ideas of the Conference if we were to substitute the word "consider" for the word "prepare." The resolution would then read: "That it be a recommendation to the Committee to consider a scheme for the permanent organisation of this Conference," &c.

Mr. DEVERELL: Will nothing be done in the whole time till the next Conference?

The CHAIRMAN: Yes, the Committee would meet at once, and take into consideration all these subjects.

The resolution, as amended, was then agreed to.

The CHAIRMAN (Lieut.-General Sir J. Bevan Edwards, K.C.M.G., C.B.): It now remains for me to close this Conference, but before doing so I would like to say a few words on one or two matters which have been discussed. Reference has been made to the absence of the High Commissioners and Agents General for the Dominions over Sea. They were all invited, and several of them accepted invitations, but for some reason or another they thought fit not to attend. However, I think I may say we all regret that they have not been represented here; and I should like to put it on record that, had they come or been represented, we should have been delighted to have received them. I wish to take this opportunity of thanking you all for your attendance, and also for the business-like way in which the discussions have been conducted. Many excellent speeches have been made, and I feel sure the result of this Conference cannot fail to have great effect as regards this important question. You may depend upon it that the Council of the Royal Colonial Institute will do all it can to carry out the decisions which have been arrived at by the Conference, and I may add that if any delegates who have any schemes of colonisation, or any papers they wish to submit, will send them to the Secretary, he will refer them to the Committee which we are about to appoint. We shall also bring before the Government the resolution which has been passed.

A vote of thanks was given to the Chairman for presiding, and also to the Royal Colonial Institute for having called the Conference.

APPENDIX

Destinations of English, Scotch, and Irish Emigrants, showing proportions, and balances remaining (Excess of Emigration), after deducting British subjects returning from Non-European Countries.

Date	United States			Canada			Australia & N. Zealand			South Africa			Other Places			Total	
	Total		Balance	Total		Balance	Total		Balance	Total		Balance	Total		Balance	Total	Balance
1853–5 ...	430,818	62	—	83,548	12	—	179,628	26	—	—	—	—	1,185	—	—	695,179	—
1856–60...	374,778	—	—	39,840	—	—	184,679	—	—	—	—	—	15,167	—	—	614,464	—
1861–5 ...	466,042	—	—	47,741	—	—	206,338	—	—	—	—	—	17,675	—	—	717,796	—
1866–70...	666,584	—	—	82,569	—	—	81,020	—	—	—	—	—	23,860	—	—	854,033	—
1871–5 ...	674,267	69	—	111,415	12	—	139,411	14	—	—	—	—	44,424	5	—	969,517	—
1876–80...	413,105	—	232,924	66,561	—	39,856	163,956	—	141,656	25,125	—	—	40,635	—	19,765	709,382	434,201
1881–5 ...	842,547	—	618,525	159,510	—	122,449	214,885	—	179,035	37,932	—	—	37,435	—	14,254	1,292,309	934,263
1886–90...	871,406	—	549,991	142,412	—	101,413	157,859	—	107,573	39,477	—	17,692	55,072	—	17,391	1,266,226	794,060
1891–5 ...	685,886	70	332,370	103,645	11	55,249	68,184	7	18,954	65,489	6	31,928	55,370	6	9,410	978,574	447,911
1896–1900	460,018	—	187,981	83,331	-	35,023	59,497	—	19,343	100,706	—	23,483	60,664	—	12,292	764,216	278,122
1901–5 ...	605,171	52	290,679	253,820	22	201,504	71,119	6	27,120	169,680	14	67,386	71,049	6	20,127	1,170,839	606,816
1906 ...	144,817	—	85,941	114,859	—	91,263	19,331	—	9,920	22,804	—	*3,160	23,226	—	10,707	325,037	194,671
1907 ...	170,264	—	99,944	151,216	—	117,525	24,767	—	13,896	20,925	—	*4,787	28,508	—	8,514	395,680	235,092
1908 ...	96,869	37	31,451	81,321	31	41,455	33,569	13	20,423	19,568	7	*4,780	31,872	12	2,607	263,199	91,156
1909 ...	109,700	38	56,377	85,887	30	52,378	37,620	13	12,418	22,017	7	2,478	33,537	12	2,056	288,761	139,693
Total ...	6,902,572	63	—	1,501,788	14	—	1,604,243	15	—	501,706	4	—	506,142	4	—	11,016,451	—
1876–1908	4,290,562	59	2,429,806	1,156,675	16	805,737	813,267	11	537,920	501,706	7	127,762	403,831	7	115,067	7,165,562	4,016,292

Note.—Of the Passengers to the United States, 1876–1908, 44 per cent. remained.
Canada, " 30 " "
Australia, " 34 " "
South Africa, 1886–1908, 71 " "
Other Places, 1876–1908, 72 " "

* Balance inward.

Number of English, Scotch, and Irish Emigrants, showing proportions, and balances remaining (Excess of Emigration), after deducting British subjects returning from Non-European Countries.

Date	English	Percentage	Scotch	Percentage	Irish	Percentage	Total	Balance	Remarks
1853–5	211,013	30	62,514	9	421,672	61	695,199	—	
1856–60	243,409	39	59,016	10	315,059	51	617,484	—	
1861–5	236,838	33	62,461	9	418,497	58	717,796	—	
1866–70	368,327	43	85,621	10	400,085	47	854,033	—	
1871–5	545,015	56	95,055	10	329,467	34	969,537	—	
1876–80	425,550	60	70,596	10	213,236	30	709,382	434,201	
1881–5	760,124	59	133,527	10	398,658	31	1,292,309	934,263	Note.—The balance is further reduced by the influx of foreigners from the Continent.
1886–90	788,841	62	141,568	11	335,817	27	1,266,226	794,060	
1891–5	617,869	63	100,878	10	259,827	27	978,574	447,911	
1896–1900	478,022	63	85,104	11	201,090	26	764,216	278,122	
1901–5	772,428	66	162,961	14	235,450	20	1,170,839	606,816	
1906	219,765	68	53,162	16	52,210	16	325,137	194,671	
1907	265,229	67	66,355	17	64,096	16	395,680	235,092	
1908	172,982 *4,004 †5,588	66	42,273	16	38,352	15	263,199	91,156	
1909	180,997 * 4,540 † 6,271	63	52,884	18	44,069	15	288,761	139,693	
Total . .	6,115,004	55	1,171,091	11	3,683,516	34	10,969,611	—	
1876–1908	4,570,402	—	806,424	—	1,798,736	—	7,165,562	4,016,292	

* 4,004 Welsh.

† 5,588 British Colonials.

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