



**FIRST ANNUAL REPORT  
OF THE  
OVERSEA MIGRATION  
BOARD**

*JULY, 1954*

*Presented by the Secretary of State for Commonwealth Relations to Parliament  
by Command of Her Majesty  
September 1954*

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# FIRST ANNUAL REPORT OF THE OVERSEA MIGRATION BOARD

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The Oversea Migration Board was appointed in the Spring of 1953, "to consider and advise the Secretary of State upon specific proposals for schemes of emigration from the United Kingdom to other Commonwealth countries and upon any matter relating thereto which may be referred to it by him." The Board met for the first time in May, 1953, and has so far held eight full meetings and nine sub-committee meetings for the purpose of hearing evidence. Its original members were:—

Mr. John Foster, Q.C., M.P. (Chairman).

The Countess of Bessborough.

The Rt. Hon. The Lord Huntingfield, K.C.M.G.

Mr. Ian Winterbottom, M.P.

Mr. A. D. Dodds-Parker, M.P.\*

Mr. R. F. Harrod, F.B.A.

Mr. E. G. W. Hulton.

Mr. T. O'Brien, M.P.

Sir Colin Anderson.

Three new members have since joined:—

Mr. Harmar Nicholls, J.P., M.P.

Mr. James Johnson, M.P.

Mr. W. T. Aitken, M.P.

The Chairman throughout has been Mr. John Foster, Q.C., M.P. (Parliamentary Under-Secretary of State for Commonwealth Relations) and the joint secretaries have been taken, one from the Commonwealth Relations Office and one from the Ministry of Labour and National Service.

\* Mr. Dodds-Parker relinquished his membership of the Board on being appointed Parliamentary Under-Secretary of State at the Foreign Office.

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*To the Secretary of State for Commonwealth Relations*

INTRODUCTION

1. The circumstances under which we have been invited to advise upon the problems of migration from the United Kingdom to other parts of the Commonwealth are in many respects very different from those which confronted our predecessors, the 1938 Oversea Settlement Board. In the first place, the 1938 Board last met at a time when there had for many years been a considerable net inward flow of population from the Commonwealth to this country. The migration tradition, and the continuity and expansion which come from each successive generation of migrants attracted by personal ties a new generation from the "home" country, had been vitally disrupted. The worst of the world slump was over, but there were still large numbers of unemployed both here and elsewhere in the Commonwealth, and the threat of world war was increasing. Migration from the United Kingdom was stagnant.

2. In 1954, that stagnation no longer exists. The upheaval of the war, new and urgent needs for population in the Commonwealth countries overseas, public response from this country encouraged to an extent by Governmental assistance, have firmly re-established the migration tradition. In Europe, the countries of surplus population, blocked in many cases from their old outlets, are looking in new directions. In the wider background, the balance of economic power in the world has shifted, and the strategic environment of the Commonwealth has changed.

3. We are conscious that these changes have produced a need for a new approach and for a profound re-examination of the part that this country should play in peopling the Commonwealth. A year has been far too short for such a complex task and much study is still required before we reach conclusions on the fundamental issues. Nevertheless, we consider that what we have done since we first met in May, 1953, merits the submission of a Report at this stage. We have, in the happiest circumstances, had an unusual advantage during the year's work in being able to meet many of the men upon whom responsibility for migration policy in various parts of the Commonwealth rests. We have given thought, in particular, to the effect of migration on the demographic structure of this country; to the future of the Assisted Passage Scheme to Australia; to the future of arrangements for child migration; and to the problem of improving the statistics on which a proper appreciation of the long-term effects of migration so largely depends. We have also considered the directions in which our field of study might be extended in the coming year. The conclusions we have so far come to, and the recommendations we have made on these topics, are summarised in Chapter III of this Report.

## CHAPTER I

### HISTORICAL BACKGROUND

1. Migration from the United Kingdom to other Commonwealth countries overseas in this century reached its peak before the first World War, in the year 1913. It was not, however, until after the Armistice that, in accordance with the recommendations of the Dominions Royal Commission (1917), the question of an overseas settlement policy was officially considered by the United Kingdom Government. The first memorandum on the subject was drawn up in 1919 by an official Government Emigration Committee, appointed by the Secretary of State for the Colonies, who gave it as their opinion that migration from the United Kingdom to other parts of the Commonwealth was "calculated to promote the economic strength and the well being of the Empire as a whole and of the United Kingdom in particular", provided that the flow at any time was not in excess of what the United Kingdom could spare or the Dominions absorb. This Committee also expressed the view that there was no need at that time for direct Government financial assistance to emigrants, but that ex-servicemen who wished to settle on the land or had definite offers of employment in other parts of the Commonwealth should be granted a free passage for themselves and their families. This latter recommendation was accepted by the Government and about 86,000 servicemen and women, with their dependants, sailed under the Government Free Passage Scheme between 1919 and 1922. During the same period, about 483,000 migrants left the United Kingdom on their own initiative for other parts of the Commonwealth.

2. In 1921, United Kingdom officials were joined by representatives of the Canadian, Australian and New Zealand Governments at a conference on State-Aided Empire Settlement which recommended intergovernmental co-operation in a comprehensive long-term policy of land settlement and directed migration. Their recommendations were accepted by the Conference of Prime Ministers and Representatives of the United Kingdom, the Dominions and India held later in 1921 which confirmed that "the several Dominions are prepared, subject to Parliamentary sanction and to the necessary financial arrangements being made, to co-operate effectively with the United Kingdom in the development of schemes based on the proposals of the Committee but adapted to the particular circumstances and conditions of each Dominion". To bring this co-operation into effect, the Conference expressed the hope that Dominion Governments would, if necessary, expand their own legislation and that the United Kingdom Government would take the necessary powers to enable them to play their part "preferably in the form of an Act which would make clear that the policy of co-operation now adopted is intended to be permanent".

3. This was the origin of the 1922 Empire Settlement Act which, renewed in 1937 for fifteen years and in 1952 for five, has formed the basis of United Kingdom migration policy for more than thirty years.

4. The Act empowered the United Kingdom Government to co-operate with any oversea Government or with public authorities and public or private organisations either in the United Kingdom or elsewhere in the

Commonwealth in carrying out agreed schemes to provide joint assistance to suitable emigrants from the United Kingdom who intended to settle in any part of the Commonwealth. "Agreed schemes" under the Act might take the form either of schemes for development or land settlement, or for the provision of assisted passages and training. Treasury approval was required before any scheme was approved, and not more than 50 per cent. of the cost of any one project could be borne by United Kingdom funds. The total amount spent on migration in any one financial year was not to exceed £3 million. This Act was to last for fifteen years.

5. Subsequent Imperial Conferences in 1923 and 1926 emphasised the growing sense of the importance of migration and of the redistribution of population through overseas settlement. During the first few years after the passage of the Act the United Kingdom Government entered into various Assisted Passage Schemes with the Governments of Canada, Australia, New Zealand and Southern Rhodesia, and local authorities and voluntary organisations were helped with the cost of passages and outfitting. Land settlement schemes were also arranged with the Australian Government and with the Governments of Southern Rhodesia and Canada, with the Government of New Brunswick, the Hudson's Bay Company and with the Canadian Pacific Railway Company.

6. After these schemes had been in force for only seven years, the world economic depression of 1929 more or less brought migration to a standstill. From 1931 to 1938 fewer people were leaving the United Kingdom than were entering the country. The Imperial Conference of 1930, while admitting that conditions were unfavourable, nevertheless reaffirmed its faith in the future of overseas settlement, and in 1934 an interdepartmental committee was set up to review the whole question of assisted migration. Finding that, of the £6 million-odd spent under the Act between 1922 and 1933, nearly £4 million had been used for assisted passages, the Committee recommended that the Empire Settlement Act should be amended to discontinue, save in certain exceptional circumstances, the provision of capital for land settlement, and to allow a higher Governmental contribution towards the work of approved voluntary organisations. They also recommended that the United Kingdom Government should only assist emigration when conditions were favourable to satisfactory settlement and when overseas Governments were prepared to accommodate the new arrivals and to give them a real chance of success.

7. A further recommendation by the Committee was that an Oversea Settlement Board should be set up to consider and advise the Secretary of State (for Dominion Affairs) "upon specific proposals for schemes of migration within the Empire and upon any matter relating to overseas settlement which may be referred to it by him". This Board, the immediate predecessor of the Oversea Migration Board, was actually appointed in 1936 in time to consider whether the Empire Settlement Act (which was due to expire in 1937) should be renewed, with or without amendment. Encouraged by signs that the economic situation was improving, the Board recommended the continuance of legislation which would allow the Government, as before, to assist voluntary organisations and to co-operate in agreed schemes with other overseas Governments when conditions favoured their introduction. In considering the financial provisions of the 1922 Act, the Board however found that Government expenditure had not followed the expected pattern. Of the authorised £3 million a year, the most that had ever been spent was just over £1½ million in 1929 and in 1935 the total expenditure had dwindled to £31,000. Although on principle the Board

were unwilling to see the United Kingdom contribution to agreed schemes with other Governments increased beyond 50 per cent., they recommended that, where the partner in a migration scheme was an organisation not financed by public funds, the Government should be at liberty to contribute up to 75 per cent. of the cost. (The Empire Settlement Act of 1937, which extended the 1922 Act for a further fifteen years, brought into effect this last recommendation and at the same time reduced the total amount to be spent in any one year to a maximum of £1½ million.

8. The Board's report, published in 1938,\* gave serious thought for the first time to the effect which emigration might have upon the population level of the United Kingdom. It could no longer be assumed, the Report pointed out, that the departure of large numbers of able-bodied people was in the best interests of the United Kingdom, if these interests could be considered in isolation. In the Board's view, however, Government migration policy should not be dictated merely by theoretical calculations of population movements. The Report made a number of suggestions for encouraging emigration and facilitating its progress.

9. Economic conditions in the rest of the Commonwealth prevented the resumption of assisted migration, except on a very limited scale, before the outbreak of war in 1939. During the war the United Kingdom Government continued to emphasise their interest in migration and discussed the prospects of giving assistance, particularly to ex-servicemen, with other Commonwealth Governments. The latter, however, were naturally preoccupied with the rehabilitation of their own returned soldiers and with other post-war problems. In any case, for various reasons other Commonwealth countries tended to restrict the numbers of assisted migrants they were prepared to accept and in fact only one Government (Australia) has since the war chosen to enter into an agreement with the United Kingdom Government on assisted migration. Since 1947, the operation of the Australian Assisted Passage Scheme (see Chapter II (c)) has accounted for nearly all the United Kingdom Government's expenditure under the Empire Settlement Acts, apart from the comparatively small grants to voluntary and child migration societies under individual agreements described in Chapter II (d).

10. Outside the scope of the Acts, however, were various other emigration schemes: the United Kingdom Government's Free Passage scheme for ex-servicemen (a parallel to the 1919 Scheme) of which the whole cost to Australian ports was met for a time from United Kingdom funds, the New Zealand Government's assisted passage scheme financed (by their own choice) entirely from New Zealand funds, and for a short period, an assisted passage scheme for selected immigrants organised by the Southern Rhodesia Government. In the seven years after the war, the number of people who left the United Kingdom for other Commonwealth countries, either under a scheme or on their own initiative, reached a net average of 73,000 a year—a rate higher than for twenty years and approaching the annual figure of 100,000 which was described by the Royal Commission on Population in 1949 as "far higher than anything that could be called probable and . . . a maximum, short of catastrophic developments or the adoption of a deliberate policy of drastic reduction of the population". Although in 1953 the numbers began to show a slight decline, there is no doubt that the climate since the war has been more favourable to emigration than at any time since the Empire Settlement Act was first passed, certainly more favourable than in the pre-war years when the original Oversea Settlement Board was preparing its report. Many of

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\* Cmd. 5766.

that Board's recommendations have since been fulfilled: there is, for example, far more information available nowadays to prospective emigrants, and the "nomination" system, whereby a resident or organisation in the receiving country guarantees a home and employment for an individual migrant, has now become accepted practice in Australia and New Zealand. A reciprocal social security agreement with the Government of Australia (the absence of which, as the Board pointed out, has been a real deterrent) came into force in January, 1954, and a similar agreement with New Zealand is in prospect. The migrant tradition has been re-established; but, as was demonstrated by the debate in the House of Commons which took place on the second reading of the Empire Settlement Act, 1952, the question of how far this outward flow can or should be encouraged or controlled is now more complicated than it appeared in the first years of the 1922 Act. In the first place, there is the question of how many and what type of emigrants the United Kingdom can afford to spare without disrupting her own economy: secondly, how many the other Commonwealth countries can afford, or wish, to take: and finally, the problem of how far it is desirable from a Commonwealth point of view that these emigrants should be assisted financially, or at least encouraged to leave, by the United Kingdom Government.

11. It was clear from the debate referred to above that in 1952 all these issues were very much in the minds of Members of Parliament, and there was some doubt whether the Empire Settlement Act in its present form had not outlived its usefulness, or at least whether the time had not come for a thorough review of the basis of United Kingdom migration policy. No doubt as a result of this uncertainty, in 1952 it was decided to renew the Act for only five years instead of the usual fifteen and in February, 1953, the establishment was announced of the present Oversea Migration Board to advise the Secretary of State on migration matters.

## CHAPTER II

### (a) SUMMARY OF INTERVIEWS HELD BY THE BOARD

1. It was our good fortune that the Board was constituted in time to take advantage of the many opportunities offered by the Coronation for formal and informal conversations with visitors from the Commonwealth. The conversations were not planned, nor was any programme followed; opportunities were taken as they occurred for distinguished Government guests to give their views on migration to us or to a Sub-Committee of our members. Later in the year the impressions gathered by the Board were supplemented by evidence given by officials from the Commonwealth High Commissioners' Offices in London and from United Kingdom Government Departments. We met Mr. Victor Sifton, C.B.E., of Winnipeg, Manitoba, and subsequently took evidence from Mr. R. C. Mortimer of the Canadian Department of Labour; we met the Rt. Hon. H. E. Holt, Australian Minister for Labour and National Service and for Immigration and the following Commonwealth State Premiers: the Hon. V. C. Gair of Queensland, the Hon. R. Cosgrove of Tasmania, the Hon. J. Cain of Victoria, the Hon. T. Playford of South Australia and the Hon. A. R. G. Hawke of Western Australia; Gen. the Hon. Sir Edmund Herring, K.C.M.G., K.B.E., D.S.C., M.C., of Australia also spoke to us. The New Zealand Minister of Labour and National Service and for Immigration, the Hon. W. S. Sullivan, accompanied by his Assistant Director of Immigration, Mr. A. Parsonage, were



interviewed, and their evidence supplemented by Mr. M. C. Smith, Chief Migration Officer from New Zealand House. The policy of the Government of Southern Rhodesia was stated by the Hon. P. B. Fletcher, Minister of Native Affairs and Health.

2. We are grateful to all these gentlemen for accepting our invitation and for giving us their time at a period when there were so many other calls upon it.

3. From our visitors we heard of buoyant prosperous communities which could not develop their resources at a rate which political and economic considerations demanded because the men were not there either in sufficient numbers or with the necessary technical skills. As a result some Governments have introduced positive policies of recruitment from the United Kingdom, and from the rest of Europe, in order to supplement the natural flow of migrants to their expanding and therefore attractive societies.

4. We were glad to hear that the special problems of Malta, with its overcrowded population, were recognised and that the Australian Government have an agreement with the Government of Malta whereby each Government pays £30 towards the cost of each migrant's passage.

5. Canada, New Zealand and Southern Rhodesia were recruiting individuals with special skills or of particular types to satisfy deficiencies in their economic systems. Australia, too, was following this policy energetically, and in addition was absorbing manpower to the limit of her ability to house and settle her new citizens because she considered it was strategically necessary to populate her country. She believed her population of 9 million to be still inadequate, and was aiming at one of 25 million, which ideally would be reached by an immigration of 200,000 a year if that were possible to achieve.

6. All the Ministers with whom we spoke were directly and personally concerned with policies of migration, and they welcomed the existence of our Board as a useful sounding-board for their needs and problems. We heard a great deal of frank speaking, especially from Australians, who said that there was an impression that the United Kingdom was not anxious to encourage emigration to the Commonwealth; that the United Kingdom Government, while they did not want to put any obstacle in the way of those who were prepared to go, regarded them, particularly skilled workers, almost as deserters from the home country while she was in difficulties. The view was expressed that if the United Kingdom Government could see their way to making some sort of declaration that in their view a movement of a given number of people would be entirely helpful in strengthening the Commonwealth, many people who at the moment were hesitating might decide to emigrate.

7. The Board had assumed that the initiative in migration policy must come from the countries of reception, and that it would be wrong for the United Kingdom to attempt to influence their immigration policies. This was not the view of some of the more influential Ministers with whom we spoke. It was said that what was really needed was a clear lead from the heads of Governments, including our own, so that Ministers responsible for migration schemes might have a firm figure of the number of migrants which they should aim to recruit and settle. We should like to place on record their view that in the formulation and execution of migration policies the United Kingdom should be more than a sleeping partner.

8. We learnt of the contribution being made to the development of Canada and Australia by people of other than United Kingdom stock, for example,

the Italians in Queensland and the East Europeans in Canada. At the same time some concern was felt at the resulting dilution of the British contribution to the stock of these two member countries of the Commonwealth. Not more than 40,000 of the 165,000 migrants to Canada each year were from the United Kingdom; Australia was trying to maintain a 50 per cent. intake of United Kingdom migrants, but was not sure if she would be able to maintain this proportion.

9. We were also told of the problems created by large-scale immigration and the factors limiting its flow. Shortage of housing was the most significant in all countries discussed. Australia, under the Commonwealth nomination scheme, had tried to by-pass the housing obstacle by setting up migrant hostels, but the system was not without its difficulties, such as the lack of individual cooking facilities for each family, and the discontent expressed by a small minority of the immigrants had been a disappointment. The supply of capital for the settlement and employment of the immigrant was another limiting factor. It had been estimated that in order to absorb one immigrant, both the Australian and New Zealand economies had to invest about £2,000 in housing, schools and new urban development. Capital was also necessary to create additional industries and it was Southern Rhodesia's experience that while the availability of investment capital determined the rate of economic development, such capital was easier to obtain for basic industries than for the ancillary services called for by a policy of large-scale immigration.

10. Shortage of shipping was a third factor. Throughout the year about 65,000 tourist berths were available for British migrants to Canada, but, because of the difficulty of starting work during the winter, the migration period was limited to the period of April to November, and during this period shipping capacity was inadequate. We have decided, as a result of this information, to consult the Canadian Department of Immigration and the Ministry of Transport and Civil Aviation during the course of 1954 and to study the position in greater detail.

11. We were deeply interested by the information given to us by our distinguished guests, and were encouraged to learn that at a time when their countries were intensifying the development of their lands and industries, they expected from the United Kingdom a continuation of the flow of men and women which in the past had brought them into existence.

12. In order to study how far voluntary organisations were contributing to oversea migration, we subsequently interviewed representatives of the following societies:—the Fairbridge Society; the Church of England Advisory Council of Empire Settlement; the Society for the Oversea Settlement of British Women; and the Southern Africa Settlement (1820 Memorial Settlers' Association). The Big Brother Movement was described to us by Lord Huntingfield (a member of the Board) and first-hand evidence on child migration was given by Mr. John Moss, C.B.E. (a former member of the Curtis (Care of Children) Committee) who in the course of a private visit to Australia had produced a report\*, at the request of the Home Office, on conditions in homes receiving migrant children from the United Kingdom. Their evidence was most helpful to us in preparing the recommendations on assistance to voluntary societies which appear later in this Report.

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\* "Child Migration to Australia", published by H.M.S.O. (1953).

## (b) MIGRATION AND THE POPULATION OF THE UNITED KINGDOM

1. At our first meeting, in the preliminary discussions to clear the ground for our work, it was decided to discover what the probable population trends over the next twenty years would be, on the assumption that there were no movements of population either inward or outward. In response to our request, the General Register Office produced two sets of Tables based upon two differing assumptions: (1) that the death rate remained constant at its present level, and (2) that it continued to decline over the next thirty years. These Tables are attached to our Report at Appendix (vii). A second question was also considered, namely, whether it was possible to determine an optimum population for the United Kingdom. We turned to the Report of the Economics Committee\* of the Royal Commission on Population for guidance in our study of this subject.

2. The Tables provided by the General Register Office showed a surprisingly clear pattern of population movements. Accepting assumption (1), that the death rate would remain at its present level, the significant fact revealed by the figures was that in the next ten years, up to 1962, the population in the most important age groups (i.e. 20-44) would decrease by about 1,000,000, quite apart from what might happen through migration. This decrease reflected the low annual birth rates between 1932 and 1942. For the ten years after 1962, however, the 20-44 age groups should be more happily placed, reflecting the great increase in the birth rate which reached its peak in 1947. The most recent trend of the birth rate indicates a less satisfactory result for the period after 1972. Ignoring political factors, the effect of these trends on migration policy should be to suggest a certain degree of caution during the decade 1953-1962, with a much more liberal outlook towards the decade 1963-1972. If the United Kingdom Government wishes to adopt a positive migration policy, and to encourage a high and steady rate of emigration, then our own needs and the needs of the Commonwealth make it essential that a complementary policy of encouraging larger families should be followed. If more children are born over the next decade it should be possible to maintain the rate of flow after 1972, when it must otherwise decline.

3. There is little agreement as to what is the optimum level of population for the United Kingdom, but it is clear that sudden large changes, either upward or downward, would cause a dislocation of our economic system which would be bound to have unpleasant effects during the period of transition until a new point of economic balance had been achieved. Moreover, it is unlikely that any feasible rate of emigration would reach the point when it could cause economic disequilibrium in the United Kingdom. If a labour shortage should occur, the proximity of Europe, with its areas of surplus population, would enable this country to replace its losses with ease. This is happening now; the rate of emigration since the war has been high (at an average of 85,000 a year it is not far short of the rate which the Royal Commission on Population regarded as impracticable and as a maximum, short of catastrophic developments), but the inflow from Europe, during and after the war, has cushioned its effects.

4. We cannot, however, afford a too selective flow of migrants; a disproportionate loss of skilled and the young is far more dangerous to our economy than a far larger flow outward of a balanced cross-section of our people. We have very little information indeed about the qualitative nature of our emigration and we return to this point later in our Report (Chapter II (e)).

\* Papers of the Royal Commission on Population, Volume III; published by H.M.S.O. (1950).

## **(c) FUTURE OF THE ASSISTED PASSAGE SCHEME TO AUSTRALIA**

1. In considering the future of the Assisted Passage Scheme to Australia, we are conscious that it is only part—normally one-fifth—of the complex structure of emigration from this country. As will be seen from the rest of this Report we have over the past year made a broad survey of migration trends in the main Commonwealth countries of immigration—Australia, Canada, New Zealand and Southern Rhodesia—and of demographic trends in this country. Much detailed study remains to be done before we shall be able to pronounce on the wider issue of migration to the Commonwealth as a whole, but we consider that there are two reasons which justify us in making definite, though limited, recommendations at this stage on the immediate future of the Assisted Passage Scheme.

2. In the first place, the Scheme is the only state-subsidised operation of its kind towards which the United Kingdom contributes public money. It therefore differs in principle from other types of emigration and can more readily be examined in isolation. The second reason is that under current arrangements United Kingdom participation in the Scheme extends only until March, 1955, and the policy affecting any extension of that participation must be settled in the course of the autumn of this year. The Scheme, it should be remembered, holds a cardinal place in British migration policy in that it is the principal executive instrument of the Empire Settlement Acts which have been in force since 1922.

3. We have it very much in mind, however, that our study of the wider issue is not yet complete and in framing the recommendations on the Scheme, which are set out at the end of this chapter, we have been careful to carry the argument no further than we think is warranted by the evidence we already have before us. An opportunity for putting forward more broadly conceived proposals will we hope occur at a later stage.

### **Post-war history of the Assisted Passage Scheme**

4. A brief description of the nature and the history of the Assisted Passage Scheme to Australia since the war will give the background of our examination of the subject. An Agreement was signed on the 5th March, 1946, between the Secretary of State for Dominion Affairs and the Government of Australia to carry out a scheme for joint assistance to people from the United Kingdom going to settle in Australia. It came into operation on the 31st March, 1947, for an initial period of two years and, having been renewed for further short periods, is due to expire at the end of March, 1955.

5. Each migrant of 19 years of age and over is required to contribute £10 towards the cost of a passage under the Scheme. For a juvenile of 14 but not more than 18 years of age the contribution is £5, and children under 14 years of age travel free. The selection of assisted migrants is carried out by the Australian immigration authorities in Britain, using facilities for recruitment provided throughout the country by the United Kingdom Government. Should an assisted migrant wish to leave Australia within two years of his arrival, he is liable to repay the amount of assistance which he received for his outward passage.

6. At the outset it was agreed that the balance of the cost of assisted passages under the Scheme should be shared equally between the two Governments. It was then expected that the average cost of a passage to Australia would be about £70-£75, which would cost each Government, after deduction of the migrant's contribution of £10, some £30-£32 10s. Before the Agreement had been long in operation, however, it became apparent that the actual cost of passages (particularly in the special migrant ships, which tended to produce little revenue on the return voyage) would be substantially above these figures. It was therefore agreed between the two Governments that the United Kingdom contribution towards each passage should be limited to a maximum of 50 per cent. calculated on a "normal" fare of £75, i.e. £32 10s., the migrant's contribution would remain at £10, and the Australian Government would pay the excess.

7. For compelling reasons of economy the United Kingdom Government were later forced to ask the Australian authorities to agree to successive reductions in the United Kingdom liability under the Agreement. From April, 1950, it was arranged that the United Kingdom contribution towards an adult's fare would not exceed £25. In the following year it was decided that the Agreement should be renewed for a further period of three years, from the 31st March, 1951, subject to a maximum contribution of £500,000 from the United Kingdom funds in each year. Owing to the further deterioration of the financial position of this country, it was necessary, early in 1952, to re-open the matter of the obligations of the United Kingdom Government under the Agreement and the Australian Government finally accepted an offer of a United Kingdom contribution of £150,000 a year for each of the remaining two years of the Agreement, i.e. up to the 31st March, 1954. This arrangement has now been extended, as a temporary measure, until 31st March, 1955. The reductions have not resulted in any increase of the migrant's contribution since, throughout, the Australian Government have decided to carry the excess themselves.

8. From the beginning of the Scheme after the war up to the 30th April, 1954, 147,768 men, women and children have had assisted passages under the Scheme :—

<i>Assisted Passage Scheme</i>	<i>Annual Figures</i>
1947	2,361
1948	9,343
1949	16,842
1950	29,416
1951	37,600
1952	32,980
1953	12,439
1954 to 30.4.54	6,787
	147,768

9. It should not be forgotten that in the years immediately after the war the United Kingdom Government was making a separate but important contribution to assisted migration under the Free Passage Scheme to Australia, a parallel to the 1919 scheme for the post-war resettlement of ex-service men and women. This was not financed under the Empire Settlement Acts, and the entire cost of passages was for a time borne from United Kingdom funds at a total cost of over £3 million. In the nature of things

the possibilities of the scheme have now, however, been virtually exhausted as the following figures show:—

<i>Free Passage Scheme</i>								<i>Annual Figures</i>
1946	...	...	...	...	...	...	200	
1947	...	...	...	...	...	...	2,393	
1948	...	...	...	...	...	...	10,358	
1949	...	...	...	...	...	...	19,694	
1950	...	...	...	...	...	...	7,804	
1951	...	...	...	...	...	...	4,761	
1952	...	...	...	...	...	...	1,917	
1953	...	...	...	...	...	...	452	
1954 to 30.4.54	...	...	...	...	...	...	366	
								47,945

10. A table of figures showing the number of United Kingdom permanent migrants entering Australia since 1946 under the Free and Assisted Passage Schemes and without such assistance, together with the figures of permanent migrants of foreign nationality who have entered Australia in the same period is given in Appendix (iv). Figures of annual expenditure from United Kingdom funds under the Schemes and under arrangements for child migration are given in Appendix (v).

11. We have mentioned the fact that Australia is the only country in the Commonwealth with which the United Kingdom has an Assisted Passage Agreement. After the war, the United Kingdom Government discussed the question of assisted migration in the immediate post-war period with the Governments of Canada, the Commonwealth of Australia, New Zealand, the Union of South Africa and Southern Rhodesia, but Australia alone elected to co-operate with the United Kingdom in a scheme for assisted migration under the Empire Settlements Acts. There were various reasons why other Commonwealth countries felt unable to accept the United Kingdom offer. Canada, for example, prefers immigrants to be independent of financial assistance, particularly as the cost of a sea-passage from the United Kingdom to Canada is not so serious an obstacle as the cost of a passage to Australia or New Zealand. New Zealand, on the other hand, operates an assisted passage scheme but preferred to bring it into operation entirely at her own cost.

#### **Arguments for and against the Assisted Passage Scheme**

12. It is against this background that we have considered the arguments in favour of maintaining the United Kingdom stake in the Assisted Passage Scheme, or, alternatively, of allowing United Kingdom participation either to lapse altogether or to survive at a nominal rate as a token of goodwill. The main argument for the last course has hitherto been a straight plea of poverty. We are aware that since 1951 and even before there have been necessary and painful cuts in many forms of desirable public expenditure. It is obviously not for us to compare the merits of the Scheme with those of other victims of retrenchment, or to suggest in what proportion and order of priority they should be assisted when circumstances permit. Our object has merely been to consider whether the policy which the Government adopted in 1946 on assisted emigration to Australia is equally, or even more, valid

to-day and for the future and if we felt this to be true, to leave the logic of the arguments to demonstrate that the present level of United Kingdom participation in the Scheme should be raised as soon as the country's financial position showed solid signs of recovery.

13. We have, therefore, given very close attention to those arguments against a United Kingdom contribution to the Scheme which are based on more general grounds than any consideration of the country's present financial embarrassments, which it would be pusillanimous to regard as permanent. The first of these arguments rests on the view that the successive cuts in the United Kingdom's contribution have had in practice no detrimental effect on the Scheme. It can be said that since at each stage the Australian Government has agreed to make up the balance and since no extra charge has been imposed on the migrant himself, not one prospective settler under the Scheme has been in any way deterred from taking advantage of it. In any case, it can be argued that the Assisted Passage Scheme is not in itself an effective means of increasing the flow of migration. The cost of transporting the migrant from the country of his birth to the country of reception is, after all, only a small part of the total cost of bringing his power to create wealth into productive use in his new country. The view has been put forward that the monies now voted under the Empire Settlement Acts might stimulate migration to a greater extent if they were applied to schemes of a different type; indeed, in that section of our Report dealing with the future of Child Migration we make recommendations which, in principle, support this point of view.

14. The cost of settling one migrant in Australia and New Zealand, as we were told by Mr. Holt and Mr. Sullivan, in expenditure on housing, public services and other capital equipment, is in the region of £2,000 per man. The £150,000 which is the present annual cash contribution of the United Kingdom Government towards the total cost of assisted migration to Australia represents, therefore, the cost of absorbing only 75 migrants out of the 12,500 who travelled under the Assisted Passage Scheme in 1953.

15. The invisible contribution which the United Kingdom makes in this transaction lies, of course, in the value of the human beings who leave this country and go to Australia to create wealth there. If they are just at the beginning of their productive life, the whole cost of their raising and training will have been borne here, and this country receives nothing directly in return for the considerable investment which every individual represents. This amounts to a severe loss, and at a time when our own economic system is heavily loaded, it can again be argued that it is quixotic to assist the departure of men and women whose skills are needed to redress the economic balance in this country.

16. To sum up, the true cost of any scheme of migration lies in the training of the individual and in his absorption into a new community, and the cost of his transport is an infinitesimal part of the whole. The Assisted Passage Scheme cannot, therefore, it is argued, have any significant influence upon the rate of migration, which must largely be governed by the basic economic interests of the countries involved.

17. It can and does, however, have a positive influence upon the direction in which migration flows, and upon the age and occupational structure of the group of migrants who use the facilities provided by the scheme. The cost of the sea-passage to Canada is far lower than to Australia and New Zealand. The direction of flow, other factors being equal, would therefore be towards Canada, and since Australia, for strategic as well as economic reasons, is

following a positive policy of encouraging immigration, she must offset Canada's natural advantage by a subsidy to the cost of travel. What benefits, therefore, accrue to the United Kingdom by her co-operation with Australia in financing this subsidy?

18. One advantage of the Scheme is the influence that it gives the Ministry of Labour over the recruitment of migrants in this country and the information which is gained about their occupations. Further, the low cost of the passage, only £10 per person, makes it easier for families to travel together. We consider that the argument that emigration is harmful to the United Kingdom economy is valid only if the migrants contain an unduly high proportion of the young and highly skilled. The departure of a balanced cross-section of our population, even at the present comparatively high rate, which is determined mainly by limiting factors in the countries of reception, has not in our view caused economic damage, nor is it likely to do so.

19. The continued subsidy to fares given by the Assisted Passage Scheme would help to ensure the maintenance of a balanced migration of young, working and old. (The existence of a reciprocal agreement with Australia on social security is of course an important factor in this connection.) The operation of a joint scheme by the United Kingdom and Australian Governments in collaboration would, as in the past, make it easier to enlist the help of the Australian Immigration Authorities in taking a fair cross-section of the population, including family groups.

20. The same is true of the influence which the United Kingdom authorities are able to exercise over the choice of migrants whose special skill is required in this country. Since the Australian Immigration authorities make use of the Regional and Local Offices of the Ministry of Labour for recruitment, it follows that where a special category of migrant is urgently needed in both countries, the rate of recruitment can be regulated by agreement. There is in fact a provision under the agreed Scheme by which the United Kingdom Government has the right to refuse to provide funds towards the journey of any individual, or group of individuals. This right, together with the close and valued co-operation between the Ministry and the Immigration authorities, has ensured that the migration to Australia since the war has not been dangerously selective and has caused no economic dislocation.

21. Arguing purely from motives of self-interest, the Assisted Passage Scheme enables this country to influence and control one of the most important and significant streams of emigration to other parts of the Commonwealth, and also to obtain accurate information about the ages and occupations of the migrants which the United Kingdom is losing.

22. In our convinced opinion, however, the Assisted Passage Scheme cannot be judged wholly in terms of narrow national profit and loss. The Commonwealth functions as a political entity because in many fields such as this there is close, informal but highly effective co-operation between its members. The Australian Government, as we heard from Mr. Holt, places a high value upon the scheme, and for this reason alone we believe that the United Kingdom Government should continue to support it. We regret that financial difficulties make it necessary for the United Kingdom contribution to be reduced from £500,000 to £150,000 in 1952, and we consider that at a time when our economic position appears to be stable and when Australia has again raised their immigration target to 100,000 migrants a year, it would be politically most undesirable to reduce the United Kingdom stake in this important operation. There are many other countries who are anxious to send their surplus population to Australia, and machinery



exists in the Intergovernmental Committee for European Migration which makes it possible for them to do so. Half Australia's immigrants are now drawn from the continent of Europe. If the United Kingdom is to continue to contribute to Australia's growth and to maintain the British connection, then a scheme subsidising British migration must continue to exist alongside the machinery subsidising with dollars emigration from the rest of Europe. This is the view of all the Australians who gave evidence to us and it is a view which we share as a Board.

#### **Conclusions on the Assisted Passage Scheme**

23. We draw the following general conclusions from the study we have made of the Assisted Passage Scheme :—

- (a) Suitable conditions for settlement under the Scheme continue to exist in Australia, and the Australian Government wishes to receive people from this country as settlers.
- (b) The Scheme secures important advantages to the United Kingdom and to Australia which, in view of the expense of the long sea-passage to Australia, could not be secured otherwise.
- (c) It is important to the United Kingdom (and to the Commonwealth as a whole) that migrants from this country should represent a reasonable cross-section of the population by age, sex, and occupation. The Scheme facilitates the migration of family groups and is capable of producing a well ordered system of occupational selection and recruitment, to the wider advantage of both countries, provided that each country takes a substantial share in it.
- (d) We consider that it is highly important to maintain the flow of United Kingdom immigration into Australia, and that the continuance of the Scheme would provide each intending migrant from the United Kingdom with assurance in practical form of the country's backing for his venture.

#### **Recommendations on the Assisted Passage Scheme**

24. We recommend that the Scheme and the Assisted Passage Agreement be renewed in March, 1955, with, as an interim measure, a United Kingdom contribution of not less than £150,000.

### **(d) CHILD MIGRATION AND THE VOLUNTARY SOCIETIES**

1. As the United Kingdom contribution under the Agreement with Australia has been progressively curtailed, the assistance given to voluntary societies, particularly those concerned with child migration, has been accounting for a more important share of expenditure under the Act. In 1948-49, the first year since the war in which the societies were able to resume operations on any scale, the amount of the Government contribution (not counting the assisted passages to which child migrants are entitled) was £7,161; in the following year it had increased to £24,894, and in 1953-54 it was £34,094. Through interviews with representatives of a number of these societies (and others not in receipt of assistance), we have been able to build up a picture of the valuable work which they do and to form an estimate of the extent to which more financial help would enable them to widen their activities.

2. Assistance under the Act to voluntary societies is governed, as will be remembered from Chapter I, by individual agreements for a specified period of years between the society and the Secretary of State. Agreements of this type are at present in force with eight approved societies, all of whom are concerned with child migration, and in addition a grant-in-aid is made to the Society for the Oversea Settlement of British Women.

3. The terms of the Agreements follow the same pattern: the United Kingdom Government normally undertakes to provide an outfit allowance of up to £4 for each child before sailing and maintenance at the rate of 10s. a week (12s. 6d. (A)) until the child is sixteen. The Commonwealth Government in Australia also grant an outfit allowance to each child on arrival and pay an additional maintenance (child endowment) allowance. Further assistance is also given at varying rates by the State authorities.

4. Authority has been granted to renew these agreements, most of which expire in 1954 (i.e. to cover the expenses of the children who sail in that year until they reach the age of sixteen) for a further year, until May, 1955. There is however no liability on the United Kingdom Government to make payments in respect of any period after 31st May, 1957, unless the Empire Settlement Acts are again extended beyond that date. This means that unless some new legislative provision is made, the payment of maintenance allowance after the date even to those children who sailed within the period of an agreement but who are not yet sixteen on 31st May, 1957, will be discontinued and a larger share of the burden of their upkeep will fall to be assumed by the voluntary societies, either here or in Australia.

5. We are unanimous in the view that the United Kingdom authorities, who bear a moral responsibility for these children, should not abandon their interest in this way but should renew the agreements at least for the duration of the Empire Settlement Act. Having built up their organisations on the basis of United Kingdom as well as Australian Government assistance, many of the societies would find it extremely difficult to continue on their remaining resources. They might be forced to lower their standards of accommodation and training, and the interests of the children already under their care, who emigrated with the help, and the blessing, so to speak, of the United Kingdom Government, might conceivably be prejudiced.

6. Apart from the argument of obligation, there seems no doubt that the cost of child emigrants to the economy of the United Kingdom is less than that of adults, who leave in the middle of their working life, having already benefited from educational and health facilities in this country. Children, on the other hand, not only have not yet begun to contribute to the economy, but they have not completed their education and, as far as emigrant children are concerned, frequently come from broken homes and might, if they stayed in the United Kingdom, eventually become or continue to be a charge upon the rates.

7. From the Australian point of view, too, young migrants make the best migrants. (Some State Governments consider that even children of thirteen are too old to adapt happily to the Australian educational system and way of life.) The Australian authorities, as mentioned in para. 3 above, are prepared to make an important financial contribution to the maintenance of these child immigrants (apart from the fact that they qualify for assisted passages under the Scheme) and are particularly anxious to maintain the flow.

8. We consider that the advantages of the approved child migration schemes, particularly to Australia, and the responsibility accepted by the Australian authorities for the welfare and aftercare of children who go out under these schemes may not be sufficiently appreciated by local authorities in this country. We realise that these authorities, from the most praiseworthy motives, may be reluctant to relinquish their responsibilities for the children in their care. It would in our opinion greatly help to maintain and increase the numbers of suitable children for migration if the facilities available overseas were made more widely known.

9. It is clear from the report on "Child Migration to Australia" drawn up by Mr. John Moss, C.B.E. (formerly a member of the Curtis (Care of Children) Committee) that the societies maintain a high standard in their homes and institutions in Australia and produce remarkably successful results. The Fairbridge Society, for example, reports that less than 1 per cent. of the children in its care over the past four years have failed to make good. From the evidence we have heard, we are convinced that with larger resources at their disposal these approved societies, of which the Church of England Advisory Council of Empire Settlement and the Fairbridge Society are examples, would be able to build on the foundations which already exist and expand their organisations to handle a larger number of children than they are able to send out at present. Although they are for the most part able to meet their running costs with the help of the Australian Government's contribution and voluntary subscriptions, they have no opportunity to build up sufficient capital, for instance, to open a new home.

10. There are two ways in which the United Kingdom contribution might be increased: either the weekly maintenance allowance might be raised to cover a more substantial proportion of what it actually costs to keep each child or the number of societies which are assisted might be increased. There can be no doubt that the eight societies at present in receipt of assistance have a very fine record and are in a position to use any additional help that might be granted to the best advantage in expanding their already considerable facilities. The Board would therefore like to propose that the weekly maintenance allowance for children accepted under approved schemes should be raised to £1 a week for each child as soon as financial circumstances permit. It would however, in our view, be a mistake to disregard the claim of smaller organisations, who are not at present receiving Government help but who could, with a little encouragement, produce results out of proportion to the size of any grant that might be approved. There is for example the Big Brother Movement, which sends out boys of between fifteen and eighteen years old to Australia, where they are looked after by a "Big Brother" who helps them to find their feet and to find employment, generally on the land. A small annual grant to this body would enable it to recruit more boys of the right type and to make the scheme more widely known to fill its annual quota of 400 boys, of which last year they were able to send only 260. There are also a number of societies which, though they do not offer financial help, assist migrants by finding employment and accommodation. Of these only the Society for the Oversea Settlement of British Women (S.O.S.B.W.) is at present in receipt of a small grant. There may be other similar bodies, for example, the Southern Africa Settlement Association, who would benefit in the same way from a small grant, to be for two years in the first instance and renewable if, in the opinion of the Secretary of State, the society had been able as a result of this help to send out a substantially larger number of migrants.

11. It is suggested that an invitation should be extended to all societies concerned to furnish full particulars, including a detailed statement of their expenses both in the United Kingdom and in Australia and of the numbers of migrants they were able to handle, to the Board for consideration by 1st November, on the understanding that the Board would, if it saw fit, submit their claims to the Secretary of State with a recommendation for assistance. As the number of applications would probably be large, we consider that in the first instance the question of providing assistance in the form of a small grant should be limited at least in 1955-56 to societies concerned with the migration of children or young people.

12. We therefore recommend:—

(a) The continuance of the agreements with the eight societies now in receipt of assistance at least until 1957, when the legislative position will come up for review; and of the continuance of the grant-in-aid to the S.O.S.B.W.

(b) The increase of the rate of maintenance allowance to £1 a week per child as soon as financial circumstances permit.

(c) An invitation to other voluntary societies concerned with children and young people to submit details of their work, including prospects of expansion, to the Board for consideration by 1st November.

(d) An invitation to the Home Office to consider how the facilities available for child migrants could best be brought to the attention of local authorities in this country.

## (e) MIGRATION STATISTICS

### UNITED KINGDOM STATISTICS OF PERMANENT MIGRATION

1. At the commencement of our work we studied those statistics that were available to us to discover to what extent and with what accuracy they recorded the movement of migrants to and from this country. As, however, the subject proved to be complex and of mainly specialised interest, we decided to print our detailed analysis and comments as an introduction to the statistical section of our Report (Appendix (i)), and to include in this Chapter on the year's work only a brief *précis* as an indication to the general reader of the shortcomings of the statistical information available to-day.

2. In 1938, when the Oversea Settlement Board issued its last Report, the statistical information available was reasonably accurate. Almost all long-distance travel took place by sea and the ship's manifest, for which the ship's captain is responsible, provided adequate information about the numbers of United Kingdom emigrants and their occupations. Although no record was kept then (nor is it kept to-day) of travellers by the short sea routes to Europe or to Ireland, the number of people who travelled by stages to their ultimate destination is almost certainly small and therefore from the statistical point of view of little significance. Since that time, however, the situation has altered. The numbers travelling by air have increased and now include a significant number of unrecorded migrants. A further consideration is that this country's changed economic position has made the United Kingdom more dependent than ever before upon the work of technologists and skilled

workers in many fields, yet occupational statistics, as they exist at present, give no accurate picture of the losses of these key men whose departure may affect the economic position out of all proportion to their numbers. In order to record important social trends and thus to enable us to carry out our work effectively, we as a Board consider that we must have more information than at present exists about the occupation of migrants and about the number who leave this country by air.

3. The difficulty is that although the information which we should like to have would be easy to obtain in a more regimented society, there is a natural reluctance on the part of the authorities concerned to burden the individual with additional formalities. During the war, the Ministry of Labour's Technical and Scientific Register provided a comprehensive record of professional scientists and engineers in this country. Nowadays, however, it acts principally as a voluntary employment agency and the number of scientists and engineers for whom the Ministry finds vacancies overseas is probably a very small percentage of those who find overseas employment themselves and about whom no information is available. It is perhaps administratively desirable that their departure abroad should be recorded, but this raises the very different question of whether it is also desirable that a close check should be kept in this way on the movements of individuals.

4. Turning to the statistics of migration by air, the official view is that any attempt to improve these statistics should not be allowed to prejudice the present tendency on the part of Governments to diminish, rather than to add to, the number of formalities to be completed on crossing from one country to another. This view has the support of the air transport companies, who must be expected to resist the introduction of any formality which would lessen the attraction of travel by air. Although, however, it was possible until recently to ignore migrants by air because they were so few in number, the flow is to-day too large to be overlooked. Accurate figures of migrants by air to Canada are available and in 1952, for example, 5,000 out of 44,000 migrants, or about 10 per cent., travelled to that country by air. There are indications that the proportion of migrants travelling by air to Australia and New Zealand is in the region of 1 to 2 per cent., to South Africa about 10 per cent., and to Southern Rhodesia about 15 per cent. The total number of Commonwealth citizens emigrating to these countries in 1952 was about 130,000, of whom, as far as can be estimated, about 8,000—or 5 to 6 per cent.—went by air. What is perhaps more important is that these migrants who travel by air almost certainly belong to the special categories of highly qualified personnel whose economic value is out of all proportion to their numbers.

5. We agree with the view that wherever possible statistics should be improved by modifying existing administrative procedures rather than by introducing new formalities; nevertheless, we believe that if the gaps in the statistical information available can be filled without placing irritating burdens or restrictions upon the individual traveller, this should be done. We propose therefore in our current year's work to study in greater detail how far the gaps in our knowledge relating both to the movement and occupation of migrants can be closed from statistics which already exist in other Commonwealth countries, or in the Colonial Territories. Where the information is nowhere available, we propose to take evidence from Government Departments and from interested parties, so that in our next Report we can make specific recommendations to the Secretary of State for improving the present system of migration statistics.

CHAPTER III  
SUMMARY OF CONCLUSIONS AND  
RECOMMENDATIONS

*Assisted Passage Scheme*

*Conclusions*

- (a) Suitable conditions for settlement under the Scheme continue to exist in Australia, and the Australian Government wishes to receive people from this country as settlers.
- (b) The Scheme secures important advantages to the United Kingdom and to Australia which, in view of the expense of the long sea-passage to Australia, could not be secured otherwise.
- (c) It is important to the United Kingdom (and to the Commonwealth as a whole) that migrants from this country should represent a reasonable cross-section of the population by age, sex, and occupation. The Scheme facilitates the migration of family groups and is capable of producing a well-ordered system of occupational selection and recruitment, to the wider advantage of both countries, provided that each country takes a substantial share in it.
- (d) We consider that it is highly important to maintain the flow of United Kingdom immigration into Australia, and that the continuance of the Scheme would provide each intending migrant from the United Kingdom with assurance in practical form of the country's backing for his venture.

We therefore Recommend:

that the Scheme and the Assisted Passage Agreement be renewed in March, 1955, with, as an interim measure, a United Kingdom contribution of not less than £150,000.

*Assistance to Voluntary Societies*

We Recommend:

- (a) the continuance of the agreements with the eight societies now in receipt of assistance at least until 1957, when the legislative position will come up for review; and of the continuance of the grant-in-aid to the S.O.S.B.W.;
- (b) the increase of the rate of maintenance allowance to £1 a week per child as soon as financial circumstances permit;
- (c) an invitation to other voluntary societies concerned with children and young people to submit details of their work, including prospects of expansion, to the Board for consideration by 1st November;
- (d) an invitation to the Home Office to consider how the facilities available for child migrants could best be brought to the attention of local authorities in this country.

J. FOSTER,  
*Chairman.*

R. F. KEITH,  
J. B. E. HAYDON,  
*Joint Secretaries.*

July, 1954.

## APPENDIX

### STATISTICS

#### (i)—IMPROVEMENT OF MIGRATION STATISTICS

##### *United Kingdom Statistics of Permanent Migration*

1. When we started our study of migration within the Commonwealth our need for accurate statistical information was immediately apparent. In 1938, when the Overseas Settlement Board issued its last Report, the statistical information available was reasonably accurate. Almost all long-distance travel took place by sea and the ship's manifest, for which the ship's Captain is responsible, was an accurate and all-embracing source of information, except for migration via Europe, which was probably small. Since that time, however, the situation has altered. Travel by air has increased and will continue to increase and migration by air has made a significant contribution which may continue along with the growth in air traffic. From the records at present kept by Air Transport Companies it is impossible, however, to distinguish between travellers and migrants.

2. Further, it is generally agreed that the economic stability of our country and our power to maintain our position in the world depends to a great degree upon the supply and use of our technicians, technologists, applied scientists and skilled workers, yet it is precisely these men whose skills are being sought by Commonwealth and other countries and who are being persuaded to emigrate. Occupational statistics as they are at present drawn give no indication of the loss which we may be suffering from the emigration of key men.

3. In order to judge what effect migration is having upon our economy, we must know how many persons by sex and age groups have emigrated from this country by sea and air, and how many have come in to replace them either from the Commonwealth or from foreign countries. We must also know the occupational qualifications of those who came and went. We could then obtain and present a balance sheet of man-power year by year.

4. Early in our work we made a provisional survey of the statistics available to us and received papers on the subject. These showed not only the gaps which existed in our knowledge but also the extreme complexity of taking action to fill them. Nevertheless, we are of the opinion that we must have a complete picture of the movement of population throughout the Commonwealth if we are to record important social trends and to advise the Secretary of State upon general Migration policy.

5. The present position of migration statistics is as follows. Several Government Departments (e.g. The Home Office, The General Register Office, The Ministry of Labour and National Service, The Ministry of Transport and Civil Aviation) maintain statistics which bear on general or special aspects of migration of passenger movement, but the basic figures of movement of permanent migrants to and from the United Kingdom are contained in the figures published quarterly and summarised annually by the Board of Trade in the Board of Trade Journal. The Board of Trade also publish an age-breakdown, by sex, of Commonwealth migrants to and from the United Kingdom, and in very broad categories, an occupational breakdown. These figures relate to permanent migrants (i.e. those whose intended duration of stay away from their country of last permanent residence is to be a year or more) travelling direct by sea between the United Kingdom and ports outside Europe and the Mediterranean Sea, but neither migrants by air nor migrants who join or leave ships at Marseilles (for example) nor migrants between the United Kingdom and the Irish Republic are included.

6. The greater part of the information relating to movement by sea is obtained by returns furnished to the Board of Trade under the Merchant Shipping (Passenger Returns) Regulations, 1933, made by the Board under the Merchant Shipping Act, 1906. The information required is obtained from the individual passenger or migrant by the Shipping Company at time of application for a ticket. Although the information required covering each passenger is specified in the Regulations, each Company has its own form of questionnaire for collecting it.

7. In addition to the very general occupational classification of Commonwealth migrants mentioned above, the Board of Trade has recently undertaken the preparation, for Departmental use, of quarterly totals showing the occupations of migrants in considerably greater detail. Tables are maintained of a 50 per cent. sample separately for England, Wales, Scotland and Northern Ireland, inward and outward, males and females. This information is a considerable advance on anything previously available and could be made to show in broad terms the profit and loss account of migration in terms of man-power. It has, however, to be derived from statements (in which the definition of occupation is at times somewhat vague) made to Shipping Companies by migrants and recorded in ships' manifests. The classification used has therefore to be non-technical. The result is that it cannot be made to distinguish accurately those categories of skilled man-power which, it may be thought, are of most importance to a proper appreciation of the effects of migration on this country's industrial and agricultural capacity.

8. For migrants under the Free and Assisted Passage Schemes to Australia the Ministry of Labour has, since May, 1951, maintained statistics, both according to the Standard Industrial Classification and according to the Ministry of Labour's occupational classification. The classifications are made of each individual migrant by an experienced Ministry of Labour official, as each migrant ship sails, on the basis of the detailed occupational history contained in the application for an assisted passage. These figures may suffer slightly from lack of detailed information about the dependants of working age given in application forms, and theoretically, from the difficulty of distinguishing small but important categories, such as highly qualified scientists and professional men (who would in any case appear only very infrequently in a scheme of passage assistance); nevertheless, they are capable of being applied with some degree of technical accuracy. The Ministry of Labour also makes a rough advance check with particular reference to industries such as agriculture and coal mining as applications for passage assistance are received. None of this material is published and it should be emphasised that it is possible to obtain it only because of the existence of the machinery of the regular passage agreement with the Australian Government.

9. Turning to the inward flow to the United Kingdom, the Board of Trade publish a Return relating to Commonwealth citizens in a form identical to the one mentioned in paragraph 5 above. This Return suffers from the same defects which lessen the value of the information regarding emigrants from the United Kingdom. In addition, the Home Office maintain comprehensive figures of all aliens, by nationality and purpose of entry, coming into the country by sea and air, and of all departures of aliens classified by nationality. The Home Office have also recently compiled statistics of aliens entering or leaving the United Kingdom; the figures for 1939 and 1951 were published in October, 1953 (Command Paper 8967) and those for 1952-53 will be published shortly. This analysis gives no information as to the occupation of



foreigners entering this country but the Ministry of Labour's Annual Report contains a statement by occupations and nationalities of foreign workers in respect of whom Labour Permits are issued to British employers. This presumably, however, does not provide any information about the important class of self-employed professional men and technical consultants.

10. This is the information that is available to us; the gaps in our knowledge are as follows:—

#### *A. Occupational Statistics*

For general purposes the main statistics of destination, age and sex may be considered reasonably comprehensive with two exceptions to be mentioned later. The occupational statistics, with the important exception of statistics for migrants under the Australian Free and Assisted Passage Scheme—for which the United Kingdom Government has a special responsibility—present little more than a general over-all picture of the distribution of the loss of man-power by industries. They do not form an instrument that could be used with any precision by authorities concerned with problems of training and labour supply in this country. The main defect is the impossibility of identifying migrants with the high degree of occupational skill which is the principal need in the most important ranges of industry at present. For instance, the Board of Trade Occupational Coding F.1. O.6 Nursing (Trained) could refer to a trained Children's Nurse or to a Ward Sister. Much less do the figures serve to identify highly qualified scientists and technicians. Nor does the Ministry of Labour's Technical and Scientific Register furnish any very significant information on this point. The Register, which in time of War was a comprehensive record of professional scientists and engineers in the country, in time of peace acts principally as a voluntary employment agency for scientists and engineers who seek the assistance of the Ministry of Labour in finding employment or a change of employment. The number of such people for whom the Ministry finds vacancies overseas is probably a very small percentage of those who find overseas employment themselves, about whom no information is available.

#### *B. The Short Sea Routes*

No separate statistics are maintained of permanent migrants to or from the United Kingdom who use ports in Europe and the Mediterranean Sea either as a final destination or as a separate stage in their journey: nor are there any figures of permanent migration between the Irish Republic by sea to Great Britain or to Northern Ireland across the land frontier. Possibly the most serious practical result of this defect is that there is no direct and accurate means of estimating the flow of man-power from the Irish Republic into the United Kingdom. Although the Board of Trade figures enable some balance to be estimated of total movement, migrants and others together, between the United Kingdom and the Irish Republic, it should be noted that considerable movement to and from Great Britain via Northern Ireland is not included.

#### *C. Migration by Air*

Bulk figures of passenger movement by air are maintained by the Ministry of Transport and Civil Aviation and published from time to time in the Board of Trade Journal but no separate information of permanent migration by air and of the age, sex and occupation of permanent migrants by air is available. The results of this defect are probably not very serious at present but there have been periods since the War when migration by

air was by no means negligible and it is possible that air transport may play an increasingly important part in migration in the future. Further, those individuals who do migrate by air almost certainly belong to those special categories of highly qualified individuals whose economic value is far higher than their numbers would indicate. Accurate figures of migrants by air to Canada are available and in 1952, 5,000 out of 44,000 migrants travelled by air to Canada. This is about 10 per cent. of the whole and there are indications that migration by air to Australia and New Zealand is in the region of 1 to 2 per cent. ; to South Africa about 10 per cent. ; and to Southern Rhodesia about 15 per cent. Total emigration of Commonwealth citizens to these countries in 1952 was about 130,000 of whom, as far as can be estimated, about 8,000, or 5 to 6 per cent., went by air. This is not an insignificant figure but the difficulties standing in the way of an accurate statistical analysis of it are considerable. They are these.

11. The Official view in the United Kingdom is that the improvement of migration statistics should not be allowed to prejudice the general desire to diminish the formalities on crossing frontiers. The aim has been to bring about improvement in statistics by modifying existing administrative procedures rather than by introducing new forms. However, the Board of Trade are conscious of the need for more detailed information about Commonwealth air passengers, not only from the point of view of migration statistics, but also for improving statistics of tourism in general and especially the contribution of tourism to the Balance of Payments. The difficulty of obtaining this information is mainly due to the peculiarity of Commonwealth citizenship which puts all Commonwealth citizens, whether citizens or residents of the United Kingdom or not, outside the scope of immigration control so that only aliens complete embarkation/disembarkation cards, which in most other countries are completed by all except their own nationals.

12. The Board has examined the possibility of applying the statistics of Trade Act, 1947. Section 10 of this Act states that "The Board of Trade may by Order make provision whereby any person entering or leaving the United Kingdom by air may be required to give to such person and in such form and manner as may be prescribed particulars of his age, sex and marriage and of the nature of his occupation and particulars of the country in which he last permanently resided and the country in which he intends next permanently to reside". There are however a number of legal and practical difficulties involved. In the first place this Act places the onus of providing the information on the passenger and not on the operator or captain of the aircraft. The Merchant Shipping Acts on the other hand, as we have seen, place the onus on the ship's Captain, who is assisted by the collection of information at shipping offices when the individual traveller books his passage. The most convenient method of applying the Act therefore would involve the co-operation of the air lines or officials at the airport, in getting any forms to the passengers and then collating them. The Board has consulted the Air Lines who issue Home Office Cards to foreign passengers but they are strongly opposed to handling any additional cards for Commonwealth passengers on the grounds of the additional work involved. The Board has also consulted the Home Office with a view to obtaining co-operation of the immigration staff at the Air Ports. The Immigration Staff, however, work under heavy pressure, particularly when the vagaries of the weather result in a large number of passengers to be cleared in a short period and the Home Office do not feel able to impose any additional work upon them. In view of all these difficulties it is most unlikely that the Statistics of Trade Act could be used.

13. The Board of Trade has drawn our attention to the powers in Section 8 (1) of the Civil Aviation Act, 1949 ; the Minister of Transport and Civil Aviation by Order in Council may make provisions for carrying out those sections of the Chicago Convention relating to International Standards and Recommended Practices. One of those Recommendations relates to the format of an embarkation/disembarkation card which although it would not provide ideal migration statistics completely comparable with those obtained under the Merchant Shipping Act could, nevertheless, from the answers to other questions included on the card, effectively distinguish migrants from other passengers. The Ministry of Transport and Civil Aviation, in a written memorandum to us, have however explained that the Recommendation concerned is essentially one to limit information collected to not more than the items specified on the card referred to ; and wherever possible to relax requirements below the maximum. The U.K. is already complying with the Recommendation in that less than the maximum is asked for, and the Ministry doubt whether it would be either appropriate or possible to use Section 8 (1) of the Civil Aviation Act, 1949, to introduce the additional formality of this embarkation/disembarkation card. They are also opposed to the proposal as conflicting with established policies.

14. The Air Transport Companies must be expected to resist any act which would lessen the charm of travel by air through the introduction of new formalities. In our opinion, however, the additional burden on passengers of supplying the information would not be great. As the information on the cards would be the basis of distinguishing migrants from other classes of passengers it would be essential for all Commonwealth passengers to complete the card. The questions on the card could, however, be easily answered. In the case of incoming passengers there would be ample time for the card to be completed in the aircraft, handed to the hostess during the flight or on arrival at the Air Port. In the case of outgoing passengers the information could be obtained at the time the ticket was purchased, as is the case when travelling by sea, or a card be issued at that time and collected at the Air Port before take-off.

15. The use of the Civil Aviation Act, if found possible, no less than that of the Statistics of Trade Act, would involve the co-operation of the Air Lines, who, as mentioned above, are strongly opposed to the introduction of a card for Commonwealth citizens. We feel however that the burden on the Air Lines need not be very great, particularly as it would be sufficient for all purposes for the information to be collected only from passengers on the extra-European routes. It would be essential, of course, for the information to be collected from passengers on foreign Air Lines who would be affected to the extent that they carried Commonwealth citizens.

16. We consider that there is a case for obtaining the information, in view of the growing importance of air transport and the fact that comprehensive statistics are collected by most other countries. We also consider that it is somewhat inequitable that the Shipping Companies should be obliged to collect information while the Air Lines are exempted from this duty, although, of course, by far the major proportion of migration movement is by sea and is likely to remain so. The Shipping Companies themselves have drawn our attention to this difference in treatment. With the greater measure of co-ordination made possible by the merging of the two Departments into the Ministry of Transport and Civil Aviation, we would hope that it will be found possible to ensure that more nearly comparable information is obtained for both methods of transport.

17. We are of the opinion that while the powers of a Government to control the freedom of the individual to choose his own way of life and domicile should be kept as low as can be, nevertheless that Government has a right to know what effect the decisions of individuals are having or are likely to have, on the territory for which it is responsible. Without accurate statistical knowledge it can have no objective basis on which to formulate policy, nor have we, as a Board, the information necessary for us to advise the Secretary of State within our terms of reference.

18. We propose therefore in our current year's work to study in greater detail how the gaps in our knowledge relating both to the movement and occupation of migrants can be closed from statistics which already exist in other Commonwealth countries, including those of Colonial Territories. Where the information is nowhere obtainable, we propose to take evidence from Government Departments and from interested parties so that in our next Report we can make recommendations to the Secretary of State for improvements to the present system of migration statistics.

(ii)—MOVEMENT OF PASSENGERS AND MIGRANTS OF BRITISH NATIONALITY BY SEA FROM THE UNITED KINGDOM TO OTHER PARTS OF THE COMMONWEALTH

1899-1953

	Outward		Inward		Net Movement	
	Passengers	Migrants	Passengers	Migrants	Passengers	Migrants
*1899 ...	49,004	—	41,687	—	7,317	—
*1900 ...	61,115	—	37,677	—	23,438	—
*1901 ...	62,130	—	36,891	—	25,239	—
*1902 ...	92,223	—	42,531	—	49,692	—
*1903 ...	130,952	—	49,916	—	81,036	—
*1904 ...	119,504	—	59,965	—	59,539	—
*1905 ...	132,962	—	55,903	—	77,059	—
*1906 ...	170,171	—	64,993	—	105,178	—
*1907 ...	212,672	—	81,239	—	131,433	—
*1908 ...	151,894	—	93,302	—	58,592	—
*1909 ...	163,594	—	81,872	—	81,722	—
*1910 ...	249,449	—	90,571	—	158,878	—
*1911 ...	315,748	—	105,366	—	210,382	—
*1912 ...	331,063	—	111,075	—	219,988	—
1913 ...	321,450	285,046	132,815	61,525	188,635	223,521
1914 ...	186,015	138,756	133,081	74,497	52,934	64,259
1915 ...	61,808	44,263	73,468	69,048	11,660†	24,785†
1916 ...	44,167	28,036	48,762	42,889	4,595†	14,853†
1917 ...	15,717	6,955	12,989	8,379	2,728	1,424†
1918 ...	13,110	8,265	8,493	6,072	4,617	2,193
1919 ...	136,657	115,369	105,611	67,018	31,046	48,351
1920 ...	246,630	198,594	128,194	63,877	118,436	134,717
1921 ...	188,552	136,777	104,474	52,547	84,078	84,230
1922 ...	172,475	118,410	100,768	49,687	71,707	68,723
†1923 ...	219,783	157,062	100,553	44,438	119,230	112,624
1924 ...	207,224	132,217	121,937	47,356	85,287	84,861
1925 ...	175,875	105,225	107,998	42,339	67,877	62,886
1926 ...	205,153	132,306	105,028	39,079	100,125	93,227
1927 ...	198,998	122,733	113,933	42,184	85,065	80,549
1928 ...	192,020	108,982	125,564	46,170	66,456	62,812
1929 ...	194,452	106,900	126,781	43,949	67,671	62,951
1930 ...	140,523	59,241	132,025	51,442	8,498	7,799
1931 ...	95,421	27,151	118,279	53,181	22,858†	26,030†
1932 ...	88,307	21,249	122,147	54,269	33,840†	33,020†
1933 ...	88,071	20,760	106,065	44,642	17,994†	23,882†
1934 ...	97,444	22,966	104,254	38,846	6,810†	15,880†
1935 ...	101,745	24,256	106,285	35,785	4,540†	11,529†
1936 ...	112,392	24,485	115,329	37,324	2,937†	12,839†
1937 ...	115,076	26,111	114,221	34,167	855	8,056†
1938 ...	114,019	29,008	107,612	32,598	6,407	3,590†
1946(a) ...	123,241	110,230	68,665	54,094	54,576	56,136
1947 ...	124,505	98,000	84,443	50,890	40,062	47,110
1948 ...	171,921	133,315	115,338	53,024	56,583	80,291
1949 ...	194,128	124,817	139,678	49,395	54,450	75,422
1950 ...	199,000	112,934	146,000	56,066	53,000	56,868
1951 ...	221,000	132,988	147,000	56,286	74,000	76,702
1952 ...	238,812	147,522	158,206	60,216	80,606	87,306
1953 ...	208,642	124,270	157,606	61,712	51,036	62,558

\* Annual migration figures were not published before 1913.

† Balance inward.

‡ From 1st April, 1923, the figures are exclusive of passengers who departed from and arrived at ports of the Irish Free State.

NOTE.—It is noticeable that for long periods of years there is a large net outward movement of passengers, which suggests that the figures of passenger movement cover a good deal of concealed migration.

(a) Incomplete.

## (iii) (a)—AUSTRALIA

## IMMIGRATION \*

Racial origin	1946	1947	1948 (first half)	Nationality	1948 (second half)	1949	1950	1951	1952	1953
British ... ..	14,313	22,812	17,749	British ... ..	25,056	68,797	69,341	73,586	64,107	34,862
American (U.S.) ... ..	948	1,137	882	American (U.S.) ... ..	452	933	1,085	1,002	817	1,036
Dutch ... ..	728	344	369	Austrian ... ..	61	648	339	937	509	313
French ... ..	208	297	154	Chinese ... ..	246	466	540	607	671	454
German ... ..	503	908	330	Czech ... ..	503	4,104	5,034	1,063	458	62
Greek ... ..	192	1,398	964	Dutch ... ..	271	1,315	11,167	13,181	15,418	9,374
Italian ... ..	13	260	586	French ... ..	75	437	592	821	917	273
Scandinavian ... ..	77	160	157	German ... ..	121	1,597	1,486	4,341	6,985	7,924
Russian ... ..	111	279	251	Greek ... ..	643	1,684	1,716	2,570	2,344	2,952
Poles ... ..	..	1,592	1,029	Hungarian ... ..	198	5,631	5,379	1,446	493	70
Baltic States ... ..	..	907	2,588	Italian ... ..	1,705	10,503	13,005	16,554	28,000	13,804
Yugoslav ... ..	85	59	429	Polish ... ..	2,971	28,729	31,913	3,880	959	236
Other European ... ..	534	957	1,193	Russian (inc. Ukraine) ... ..	870	9,387	6,911	1,685	693	519
Chinese ... ..	239	373	233	Baltic States ... ..	3,065	19,684	8,172	1,159	339	100
Other ... ..	266	282	770	Scandinavian ... ..	157	393	365	736	463	187
				Yugoslav ... ..	1,011	7,826	10,680	3,470	1,145	564
				Other, inc. Stateless ... ..	893	5,593	6,815	5,404	3,506	2,185
Total ... ..	18,217	31,765	27,441	Total ... ..	38,298	167,727	174,540	132,542	127,824	74,915

## EMIGRATION \*

British ... ..	22,653	16,141	6,584	British ... ..	7,511	17,227	19,829	20,732	26,656	27,078
American (U.S.) ... ..	2,604	343	268	American (U.S.) ... ..	219	325	356	363	608	554
Dutch ... ..	2,632	730	98	Austrian ... ..	7	20	11	19	38	54
French ... ..	139	133	78	Chinese ... ..	169	185	22	23	51	124
German ... ..	196	514	82	Czechs ... ..	4	4	14	29	70	60

Greek ... ..	12	41	66	Dutch ... ..	66	92	67	185	468	727
Italian ... ..	94	242	150	French ... ..	36	67	75	119	225	247
Poles ... ..	..	40	13	German ... ..	32	32	40	62	144	393
Scandinavians ... ..	156	77	31	Greek ... ..	23	45	66	57	201	147
Russian ... ..	91	48	23	Hungarian ... ..	11	1	7	15	33	48
Yugoslav ... ..	40	41	912	Italian ... ..	123	109	105	210	1,024	1,665
Baltic States ... ..	..	9	3	Polish ... ..	6	62	37	48	57	104
Other European ... ..	192	195	107	Russian (inc. Ukraine)	5	19	40	41	76	85
Chinese ... ..	621	832	384	Baltic States ... ..	5	5	27	23	80	95
Other ... ..	376	193	124	Scandinavian ... ..	28	41	55	40	113	163
				Yugoslav ... ..	2	55	4	30	50	65
				Other, inc. Stateless ...	111	168	100	184	476	423
Total ... ..	29,806	19,579	8,923	Total ... ..	8,348	18,457	20,855	22,180	30,370	32,032

\* The classification was changed from a racial origin to a nationality basis at the middle of 1948.

(iii) (b)—AUSTRALIA

POPULATION BY BIRTHPLACE: 1947 CENSUS

Australia ... ..	6,835,171
New Zealand ... ..	43,610
Other Australasian ... ..	1,586
England ... ..	381,592
Scotland ... ..	102,998
Ireland ... ..	44,813
Wales ... ..	11,864
Germany ... ..	14,567
Greece ... ..	12,291
Italy ... ..	33,632
Other European ... ..	49,849
British India and Ceylon ... ..	8,160
China ... ..	6,404
Other Asiatic ... ..	9,532
South Africa ... ..	5,866
Other Africa ... ..	1,671
Canada ... ..	4,009
United States of America ... ..	6,232
Other America ... ..	1,389
Polynesia ... ..	3,145
At sea ... ..	977
<b>Total ... ..</b>	<b>7,579,358</b>

POPULATION (END-YEAR ESTIMATES)

1947 ... ..	7,638,628
1948 ... ..	7,779,480
1949 ... ..	8,050,882
1950 ... ..	8,315,791
1951 ... ..	8,538,734
1952 ... ..	8,752,819
1953 ... ..	8,831,728



## (iii) (c)—CANADA

Racial origin	Population 1951 census	Immigration							
		1946	1947	1948	1949	1950	1951	1952	1953
<b>European—</b>									
<b>British—</b>									
English ... ..	..	42,197	30,346	32,441	16,116	11,068	21,348	26,448	28,325
Irish ... ..	..	4,632	4,006	5,096	3,527	2,322	3,373	4,696	7,562
Scottish ... ..	..	10,209	8,696	11,590	6,180	3,928	10,002	10,697	10,344
Welsh ... ..	..	1,294	1,035	981	537	327	638	834	846
<b>Total British</b> ...	<b>6,709,685</b>	<b>58,332</b>	<b>44,083</b>	<b>50,108</b>	<b>26,360</b>	<b>17,645</b>	<b>35,361</b>	<b>42,675</b>	<b>47,077</b>
Austrian ... ..	32,231	..	..	..	..	..	..	..	3,574
Belgian ... ..	35,148	751	865	1,099	741	472	2,655	1,349	1,431
Dutch ... ..	264,267	2,431	3,499	10,417	8,012	7,635	19,405	21,213	20,472
French ... ..	4,319,167	3,229	1,523	1,884	1,906	1,929	6,949	4,212	3,136
German ... ..	619,995	1,298	1,186	3,713	6,721	6,642	33,234	28,257	35,015
Swiss ... ..	..	120	184	309	333	452	1,096	1,274	826
Swedish ... ..	97,780	231	232	254	309	281	949	503	435
Danish ... ..	65,978	192	274	692	940	984	4,686	2,091	1,615
Norwegian ... ..	119,266	456	310	460	451	341	1,036	1,209	939
Finnish ... ..	43,745	56	81	227	267	504	4,158	2,293	1,232
Greek ... ..	13,966	108	711	775	774	913	2,918	1,691	2,059
Czech ... ..	63,959	429	2,400	11,533	2,134	1,498	3,199	949	543
Baltic States ... ..	16,224	42	2,032	9,331	8,067	4,731	8,796	3,133	1,279
Italian ... ..	152,245	320	298	3,352	7,936	9,246	24,532	21,383	24,293
Yugoslav ... ..	21,404	63	184	2,886	1,488	1,041	4,175	2,176	1,999
Magyar ... ..	60,460	152	164	1,173	1,655	1,645	4,421	1,435	858
Polish ... ..	219,845	730	2,735	13,915	12,359	6,732	13,078	5,485	3,176
Russian ... ..	91,279	213	293	1,441	937	653	2,305	1,072	485
Ukranian ... ..	395,043	..	..	..	6,602	3,815	6,949	2,821	908
Other European ...	59,217	157	149	1,455	930	1,549	3,889	1,773	1,894

## (iii) (c) CANADA—continued

Racial origin	Population 1951 census	Immigration							
		1946	1947	1948	1949	1950	1951	1952	1953
Hebrew ... ..	181,670	2,100	2,424	9,892	5,047	3,006	7,167	5,177	3,583
Chinese ... ..	32,528	8	21	76	803	1,746	2,708	2,313	1,929
United States <sup>(1)</sup> ... ..		..	..	..	..	..	..	9,306	9,379
Other foreign ... ..	228,720	301	479	422	445	452	725	708	731
Indian and Eskimo ... ..	165,607	—	—	—	—	—	—	—	—
Grand Total ... ..	14,009,429	71,719	64,127	125,414	95,217	73,912	194,391	164,498	168,868

<sup>(1)</sup> In the years previous to 1952, immigrants from the United States were included in the racial origin headings.

## EMIGRATION FROM CANADA

In view of the lack of Canadian statistics on emigration, the following table has been compiled from figures supplied by the Immigration and Naturalization Service of the United States Department of Justice.

	1946	1947	1948	1949	1950	1951	1952	1953
Immigrant aliens from Canada ... ..	20,434	43,467	24,788	25,156	21,885	25,880		
United States citizens returning from Canada ... ..	6,769	5,003	4,946	5,787	3,859	4,303		
Persons deported from Canada ... ..	414	589	512	425	476	315		
Total ... ..	27,617	29,059	30,246	31,368	26,220	30,498	..	..

## POPULATION

Thousands

Estimated mid-year population ... ..	12,268 <sup>(1)</sup>	12,527 <sup>(1)</sup>	12,799 <sup>(1)</sup>	13,423	13,688	13,984		
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<sup>(1)</sup> Excluding Newfoundland.

## (iii) (d)—NEW ZEALAND

Place of birth	Population 1945 (1)	Immigration (years ended March 31)							Emigration (years ended March 31)						
		1947	1948	1949	1950	1951	1952	1953	1947	1948	1949	1950	1951	1952	1953
British—															
England and Wales ...	118,419	3,654	4,806	5,372	7,293	7,189	8,510	11,416	897	732	1,037	1,191	1,399	1,379	1,325
Scotland ...	43,812	803	984	982	1,650	1,319	1,506	2,166	185	155	239	264	311	270	263
Northern Ireland ...	9,024	57	64	202	358	266	227	490	33	32	32	46	62	81	43
United Kingdom un- defined ...	1,203	146	265	286	200	104	197	270	13	7	12	10	8	19	13
Irish Republic ...	7,249	37	41	96	282	287	305	597	46	45	36	58	37	50	57
Ireland, undefined ...	2,342	95	108	180	99	65	34	—	7	11	4	1	2	5	—
Union of South Africa	1,223	97	42	39	74	65	108	108	24	25	25	18	24	28	25
India and Pakistan ...	2,214	171	538	743	621	510	383	363	83	121	104	86	99	110	92
Australia ...	36,789	1,184	1,000	795	1,271	1,329	1,362	1,851	496	529	808	768	821	762	565
Canada ...	1,738	115	71	99	159	126	112	130	62	79	84	41	53	62	67
New Zealand ...	1,357,323	813	580	860	2,235	2,979	3,439	3,866	3,713	3,420	3,615	3,923	4,427	4,087	3,342
Other Commonwealth countries in Pacific	3,025	318	316	333	512	511	659	764	112	105	104	112	125	121	111
Other Commonwealth countries ...	921	62	143	148	234	196	175	208	75	33	48	28	36	45	31
Total British ...	1,585,282	7,552	8,958	10,135	14,988	14,946	17,017	22,229	5,746	5,294	6,148	6,546	7,424	7,019	5,934

(1) Census: Excluding Maoris.

## (iii) (d)—NEW ZEALAND—continued.

Place of birth	Population 1945 (1)	Immigration (years ended March 31)							Emigration (years ended March 31)						
		1947	1948	1949	1950	1951	1952	1953	1947	1948	1949	1950	1951	1952	1953
Foreign— Scandinavian countries	2,213	16	45	163	154	157	269	198	21	11	11	9	24	20	23
Russia and Baltic States	458	9	13	33	536	316	453	42	6	6	17	25	18	12	16
Poland ... ..	1,307	33	118	157	270	424	210	56	15	30	54	31	12	15	11
Germany ... ..	1,297	25	47	75	141	183	291	137	17	15	17	20	18	7	12
Netherlands ... ..	128	16	26	128	260	1,018	3,356	5,024	4	10	6	6	10	5	30
Italy ... ..	840	84	51	29	45	41	144	81	4	5	12	11	6	10	9
Czechoslovakia ... ..	166	13	10	37	105	80	214	20	6	2	3	—	3	3	4
Austria ... ..	342	12	31	41	83	38	65	119	6	6	12	11	8	5	11
Hungary ... ..	112	6	16	26	63	56	138	17	1	3	3	1	2	2	3
Yugoslav ... ..	3,090	24	7	6	53	88	400	59	18	168	27	2	5	3	2
Roumania ... ..	..	1	3	8	9	13	694	19	—	2	5	1	1	4	—
Bulgaria ... ..	..	—	1	1	2	—	168	7	—	—	—	—	—	—	—
Other European ... ..	1,276	42	54	98	133	134	499	234	27	24	14	15	20	22	36
China ... ..	3,150	47	92	173	469	167	279	237	98	88	206	36	93	22	18
United States ... ..	1,079	148	129	200	231	293	230	170	46	83	113	140	113	117	132
Other foreign ... ..	2,814	78	47	77	157	280	495	356	36	22	31	32	31	34	30
Total foreign ... ..	18,272	554	690	1,252	2,713	3,288	7,905	6,776	305	475	531	340	364	281	337
Grand Total ... ..	1,603,554	8,106	9,648	11,387	17,701	18,234	24,922	29,005	6,051	5,769	6,679	6,886	7,788	7,300	6,271

(1) Census: Excluding Maoris

Estimated population, March 31st (excluding Maoris)

1946	...	...	...	1,610,193
1947	...	...	...	1,667,631
1948	...	...	...	1,701,873
1949	...	...	...	1,735,223
1950	...	...	...	1,770,130
1951	...	...	...	1,803,944
1952	...	...	...	1,841,332

## (iii) (e)—SOUTHERN RHODESIA

Race or Nationality	Immigration							
	1946	1947	1948	1949	1950	1951	1952	1953
British-born ...	3,621	6,924	11,018	7,641	6,469	7,881	8,784	5,290
South African...	4,654	5,104	4,410	5,173	8,499	8,098	4,169	3,543
Other Com- monwealth	724	701	752	550	526	616	516	444
Other foreign		135	238	207	208	177	176	120
Naturalized		44	74	121	118	124	96	89
Aliens ...	111	609	440	404	359	622	764	786
Asiatic ...	50	65	94	53	53	35	48	29
Coloured ...	25	13	11	6	13	8	7	4
Total ...	9,205	13,595	17,037	14,155	16,245	17,561	14,560	10,305
Of which R.A.F. and dependents	..	637	2,444	1,733	1,729	1,828	2,039	2,278

## POPULATION (MID-YEAR ESTIMATES)

	1947	1948	1949	1950	1951	1952	1953
European	88,000	101,000	114,000	125,000	138,000	152,000	158,500
Asiatic ...	3,200	3,400	3,700	4,000	4,370	4,600	4,700
Coloured	4,800	5,100	5,400	5,700	5,960	6,300	6,700
African ...	1,781,000	1,833,000	1,870,000	1,930,000	1,970,000	2,030,000	2,090,000
Total ...	1,877,000	1,942,500	1,933,100	2,084,700	2,118,330	2,192,900	2,259,900

NOTE.—No figures for emigration are available.

## (iii) (f)—SOUTH AFRICA

Nationality	Immigration (1)						
	1946	1947	1948	1949	1950	1951	1952
British ...	10,028	25,005	30,730	10,506	6,153	6,996	
United States ...	211	236	253	215	243	240	
Austrian ...	6	25	46	54	93	142	
Belgian ...	41	106	108	77	182	202	
Danish ...	19	83	117	103	116	144	
French ...	33	93	108	127	140	140	
German ...	57	216	272	554	1,885	2,406	
Greek ...	99	266	208	88	115	153	
Hungarian ...	4	24	62	42	32	29	
Italian ...	86	945	681	466	679	1,171	
Yugoslav ...	34	47	57	8	28	50	
Lithuanian ...	4	21	36	2	3	5	
Dutch ...	279	972	2,052	1,756	2,233	2,595	
Norwegian ...	59	65	69	71	49	77	
Polish ...	70	242	247	274	93	65	
Portuguese ...	81	175	214	193	243	252	
Swedish ...	40	69	86	62	84	93	
Swiss ...	44	102	122	88	187	202	
Other ...	61	147	163	76	245	286	
<b>Total ...</b>	<b>11,256</b>	<b>28,839</b>	<b>35,631</b>	<b>14,780</b>	<b>12,803</b>	<b>15,248</b>	<b>18,536</b>

(1) For non-Europeans the total figures are: 1946, 774; 1947, 988; 1948, 1,103

Nationality	Emigration (1)						
	1946	1947	1948	1949	1950	1951	1952
British ...	8,611	7,581	7,329	8,952	14,340	..	..
Other European	434	336	205	254	304	..	..
<b>Total ...</b>	<b>9,045</b>	<b>7,917</b>	<b>7,534</b>	<b>9,206</b>	<b>14,644</b>	<b>15,382</b>	<b>9,775</b>

(1) For non-Europeans the total figures are: 1946, 50; 1947, 123; 1948, 89.

## POPULATION

Thousands

	Mid-year Estimates							
	1946	1947	1948	1949	1950	1951	1952	1953
Whites ...	2,380	2,434	2,505	2,567	2,610	2,650	2,695	2,754
Natives ...	7,855	7,996	8,137	8,277	8,418	8,559	8,700	8,841
Asiatics ...	287	302	318	334	351	367	378	387
Coloureds ...	933	965	998	1,033	1,068	1,107	1,139	1,171
<b>Total ...</b>	<b>11,455</b>	<b>11,697</b>	<b>11,958</b>	<b>12,211</b>	<b>12,447</b>	<b>12,683</b>	<b>12,912</b>	<b>13,153</b>

## (iv)—POST-WAR MIGRATION TO AUSTRALIA

	Emigration from the United Kingdom <sup>(1)</sup>				Immigration into Australia <sup>(2)</sup>		
	Free passage scheme	Assisted passage scheme	Unassisted migration	Total	Total immigrants of British nationality	Total immigrants of foreign nationality	Total all nationalities
1946 ...	200	—	9,392	9,592	14,313	3,904	18,217
1947 ...	2,393	2,361	8,258	13,012	22,812	8,953	31,765
1948 ...	10,358	9,343	14,744	34,445	42,805	22,934	65,739
1949 ...	19,694	16,842	16,523	53,059	68,797	98,930	167,727
1950 ...	7,804	29,416	16,964	54,184	69,341	105,199	174,540
1951 ...	4,761	37,600	14,363	56,724	73,586	58,956	132,542
1952 ...	1,917	32,980	16,989	51,886	64,107	63,717	127,824
1953 ...	452	12,439	17,353	30,244	34,862	40,053	74,915
Total ...	47,579	140,981	114,586	303,146	390,623	402,646	793,269

(1) Emigration direct by sea only.

(2) Total immigration.

(v)—UNITED KINGDOM EXPENDITURE UNDER EMPLOYMENT AND  
TRAINING ACT IN RESPECT OF FREE PASSAGE SCHEME  
AND  
EMPIRE SETTLEMENT ACTS IN RESPECT OF ASSISTED PASSAGE SCHEMES  
AND CHILD MIGRATION SCHEMES

	Free passages to Australia	Assisted Passages			Maintenance allowances, etc., of child migrants	Total
		Australia	Canada (child migrants)	Rhodesia (child migrants)		
	£	£	£	£	£	£
1946/47	31,582					31,582
1947/48	40,954	52,244	977		998	95,173
1948/49	1,005,971	408,010			7,161	1,421,142
1949/50	1,392,121	607,987	160	3,720	24,894	2,028,882
1950/51	396,919	884,822		513	24,135	1,306,389
1951/52	220,594	500,422		1,584	28,999	751,599
1952/53	76,265	150,000		284	29,571	256,120
1953/54	33,433	150,000		460	34,094	217,987
	3,197,839 <sup>(1)</sup>	2,753,485 <sup>(2)</sup>	1,137	6,561	149,852	6,108,874

NOTES.—<sup>(1)</sup> The expenditure includes an amount in the region of £2,000 which is related to the Newfoundland Scheme under which a total of 56 persons were emigrated during 1946 to 1949.

<sup>(2)</sup> Against the total of £2,753,485, recoveries amounting to £54,974 have been made from persons returning within two years.



(vii)—PROJECTED CHANGES IN THE TOTAL POPULATION OF THE UNITED KINGDOM  
(INCLUDING ARMED FORCES AT HOME AND OVERSEAS) BETWEEN THE AGES OF 20 AND 65

TABLE A

Base: Estimated population at 31st December, 1952

Assumptions—

- (a) Mortality: Death rates declining over the next 30 years to about 40 per cent. of the 1946-50 rates at ages under 35, with a diminishing scale of decline at higher ages leading to death rates about 80 per cent. of the 1946-50 rates at ages over 75.  
(b) Migration: Nil.

Age group	Estimated population 31st December, 1952 '000	Calendar period of change	Gains '000	Losses '000	Net gains (+) or losses (-)		Cumulative gains (+) or losses (-)	
					'000	Per cent. of 1952 population	'000	Per cent. of 1952 population
<i>Males</i>								
20-44 ...	9,002	1953-57	1,653	1,968	-315	-3.5	- 315	- 3.5
		1958-62	1,696	1,784	- 88	-1.0	- 403	- 4.5
		1963-67	2,088	1,890	+198	+2.2	- 205	- 2.3
		1968-72	2,034	1,794	+240	+2.7	+ 35	+ 0.4
45-64 ...	5,755	1953-57	1,882	1,384	+498	+8.7	+ 498	+ 8.7
		1958-62	1,714	1,453	+261	+4.5	+ 759	+13.2
		1963-67	1,823	1,653	+170	+3.0	+ 929	+16.1
		1968-72	1,733	1,806	- 73	-1.3	+ 856	+14.9
20-64 ...	14,757	1953-57	1,653	1,470	+183	+1.2	+ 183	+ 1.2
		1958-62	1,696	1,523	+173	+1.2	+ 356	+ 2.4
		1963-67	2,088	1,720	+368	+2.5	+ 724	+ 4.9
		1968-72	2,034	1,867	+167	+1.1	+ 891	+ 6.0
<i>Females</i>								
20-44 ...	9,150	1953-57	1,629	2,005	-376	-4.1	- 376	- 4.1
		1958-62	1,634	1,839	-205	-2.2	- 581	- 6.3
		1963-67	2,002	1,906	+ 96	+1.0	- 485	- 5.3
		1968-72	1,942	1,812	+130	+1.4	- 355	- 3.9
45-64 ...	6,536	1953-57	1,931	1,585	+346	+5.3	+ 346	+ 5.3
		1958-62	1,778	1,651	+127	+1.9	+ 473	+ 7.2
		1963-67	1,851	1,776	+ 75	+1.1	+ 548	+ 8.4
		1968-72	1,760	1,871	-111	-1.7	+ 437	+ 6.7
20-64 ...	15,686	1953-57	1,629	1,659	- 30	-0.2	- 30	- 0.2
		1958-62	1,634	1,712	- 78	-0.5	- 108	- 0.7
		1963-67	2,002	1,831	+171	+1.1	+ 63	+ 0.4
		1968-72	1,942	1,923	+ 19	+0.1	+ 82	+ 0.5
<i>Persons</i>								
20-44 ...	18,152	1953-57	3,282	3,973	-691	-3.8	- 691	- 3.8
		1958-62	3,330	3,623	-293	-1.6	- 984	- 5.4
		1963-67	4,090	3,796	+294	+1.6	- 690	- 3.8
		1968-72	3,976	3,606	+370	+2.0	- 320	- 1.8
45-64 ...	12,291	1953-57	3,813	2,969	+844	+6.9	+ 844	+ 6.9
		1958-62	3,492	3,104	+388	+3.2	+1,232	+10.0
		1963-67	3,674	3,429	+245	+2.0	+1,477	+12.0
		1968-72	3,493	3,677	-184	-1.5	+1,293	+10.5
20-64 ...	30,443	1953-57	3,282	3,129	+153	+0.5	+ 153	+ 0.5
		1958-62	3,330	3,235	+ 95	+0.3	+ 248	+ 0.8
		1963-67	4,090	3,551	+539	+1.8	+ 787	+ 2.6
		1968-72	3,976	3,790	+186	+0.6	+ 973	+ 3.2

PROJECTED CHANGES IN THE TOTAL POPULATION OF THE UNITED KINGDOM  
(INCLUDING ARMED FORCES AT HOME AND OVERSEAS) BETWEEN THE AGES OF 20 AND 65

TABLE B

Base: Estimated population at 31st December, 1952.

Assumptions—

Mortality as for Great Britain, 1948-50.

Migration: Nil.

Estimated population 31st December, 1953 '000 persons	Calendar period of change	Gains '000	Losses '000	Net gains (+) or losses (-)		Cumulative gains (+) or losses (-)	
				'000	Per cent. of 1952 population	'000	Per cent. of 1952 population
<i>Age Group 20-44</i>							
18,152	1953-57	3,280	4,000	-720	-4.0	- 720	-4.0
	1958-62	3,323	3,663	-340	-1.9	-1,060	-5.8
	1963-67	4,073	3,830	+243	+1.3	- 817	-4.5
	1968-72	3,949	3,635	+314	+1.7	- 503	-2.8
<i>Age Group 45-64</i>							
12,291	1953-57	3,807	3,060	+747	+6.1	+ 747	+6.1
	1958-62	3,476	3,212	+264	+2.1	+1,011	+8.2
	1963-67	3,643	3,511	+132	+1.1	+1,143	+9.3
	1968-72	3,449	3,735	-286	-2.3	+ 857	+7.0
<i>Age Group 20-64</i>							
30,443	1953-57	3,280	3,253	+ 27	+0.1	+ 27	+0.1
	1958-62	3,323	3,399	- 76	-0.2	- 49	-0.2
	1963-67	4,073	3,698	+375	+1.2	+ 326	+1.1
	1968-72	3,949	3,921	+ 28	+0.1	+ 354	+1.2

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